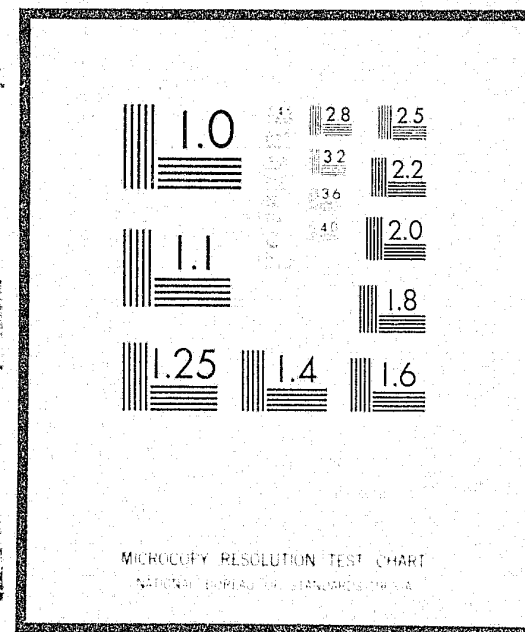


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EVALUATIVE RESEARCH ON THE CORRECTIONAL PROCESS

by
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September 1969

100-000131

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EVALUATIVE RESEARCH ON THE CORRECTIONAL PROCESS

Final Report on OLEA Grant No. 089

Introduction

Office of Law Enforcement Assistance Grant No. 089 was awarded to the D. C. Department of Corrections on September 12, 1966 for the purpose of demonstrating the effectiveness and utility of research within a correctional system. The work of Project 089 was originally planned for completion by November 30, 1967, but problems of staff recruitment and organizational changes in the Department of Corrections brought delays in the execution of project tasks. After several extensions of time without additional funding, the project was finally completed on June 30, 1969.

This is the final report on the project. Previously, nine quarterly progress reports and twelve task and subproject reports were forwarded to the Office of Law Enforcement Assistance.

The general objectives, procedures, and staffing pattern of Project 089 were outlined in the initial summary of the proposal as follows:

"This is a proposal for a Demonstration Research Unit in the Department of Corrections, District of Columbia, to conduct evaluative studies of the correctional program in the Department's institutions.

"The Research Unit will demonstrate the

effectiveness and utility of research within a correctional system. This Unit will initiate those changes in record keeping procedures necessary for systematic observation. The researchers will develop basic statistical collection procedures and will tabulate base expectancy tables.

"Such statistics can serve as a standard of comparison for evaluating the influence of current correctional programs and for studying the tractability of various groups of offenders.

"To increase the number of rehabilitation successes within the correctional system, the Research Unit will conduct experimental and pilot projects. The research studies completed will provide information necessary for effective planning of future programs. Thus the Research Unit will provide not only knowledge and evaluation but also assume a major role in Departmental planning.

"The proposed Unit will be staffed by a Director, two Associate Directors (one in charge of Evaluative Research, and the other in charge of the Basic Statistical Collection Procedures), a Junior and a Senior Research Analyst, and two Secretaries."¹

In view of subsequent difficulties in recruiting staff for the project and in regaining momentum after major interruptions, it may appear that the original plans for Project 089 were somewhat unrealistic. In retrospect, however, it seems that the project was reasonably successful in accomplishing its two major aims: 1) The setting up of a basic statistical collection

¹ Project Proposal, "To Conduct Evaluative Research on the Correctional Process," September 1966, p.5.

procedure, and 2) carrying out a demonstration program on the feasibility and utility of research within a correctional system. The major departure from plan was staff's failure to carry out the project according to the original timetable.

This report is organized in two parts, each defined by one of the two principal objectives of the project. Part I is concerned with the development of data collection procedures to support the research and planning functions of a department of correction. Part II describes a number of descriptive and evaluative research projects that were carried out to demonstrate the practicability and worth of research for a correctional agency.

As a preliminary to these presentations, there is a brief statement on the D. C. Department of Corrections, its organization and functions, its record systems, its former data processing procedures, and its previous experience in the production and utilization of research.

In a final section of the report there will be a discussion of some immediate consequences of Project 089 activities for the Department of Corrections and a look at some of the long-range implications of both the data processing activity and the research results for the Department.

The D. C. Department of Corrections: Descriptive Note

The D. C. Department of Corrections was established in June 1946 by Public Law 460. The position of Director of Corrections also was set up, replacing the former position of General Superintendent of Penal Institutions. The first Director of Corrections was Mr. Donald Clemmer, author of a classical work in penology,² who served in this position until his death in 1965.

The Department may be traced back to a jail built in the Presidency of George Washington, but it has begun to achieve prominence only in recent years. Since the late 1940's it has grown rapidly in size and expenditures. The annual budget grew from \$1,468,000 in 1946 to \$10,800,000 in 1967. The tentative budget for 1971 is about twice the 1967 budget.

In the past three years the Department has undergone extensive administrative and institutional change. Much of this has grown out of the recommendations of the President's Commission on Crime in the District of Columbia,³ the American Correctional Association,⁴ the D. C. Management Office, and the Senate Committee on the Improvement of the Judiciary.

One of the most significant of the changes was the revision of the Department's administrative structure (1967). The Director, Mr. Kenneth L. Hardy, was given an assistant with the title of

²Donald Clemmer, The Prison Community, Boston: Christopher, 1940.

³Report of the President's Commission on Crime in the District of Columbia, U.S. Government Printing Office, December 15, 1966.

⁴American Correctional Association, Organization and Effectiveness of the Correctional Agencies, Washington: ACA, 1966.

Deputy Director. Five Associate Director positions were established, each responsible for a separate service: Administration, Institutions, Industries, Community Services, and Planning and Research.

Organization and Functions

As presently organized, the Department consists of a Director's Office, five other administrative offices and a medical service, six institutions, and a network of halfway houses or residential treatment centers in the District. Three of the administrative offices, the medical service, and four of the institutions are located about twenty miles outside the District, near Lorton, Virginia.

Institutions: Of the six institutions operated by the Department, two are located in the District. The D. C. Jail, which has a capacity of approximately 700 and a current population of about 1,100, is in Southeast Washington, near the D. C. General Hospital. The Women's Detention Center, with a capacity of 80 and a current population of about 90, is in North Central Washington, not far from the Capital.

The major facility for sentenced prisoners, the Correctional Complex, is on the Penal Reservation -- a 3,500 acre tract near Lorton, Virginia. The Complex is made up of the Central Facility, a medium security institution, and the Maximum Security Facility. Together these two institutions have a capacity of 1,485 and a current population of about 1,600.

Also located on the Reservation are the Youth Center and the Minimum Security Facility. The Youth Center is a relatively new facility for youthful offenders sentenced under the Youth Corrections Act. Its capacity is 300 and its current population is about 350. The Minimum Security Facility is part of the old Workhouse, now shared with the D. C. Public Health Service. About 200 short-term misdemeanants are held in this facility, but this number may increase to several hundred if the inmate population of the Department continues its present climb.

Population: The Department is presently holding about 3,300 inmates and supervising approximately 1,200 parolees. Included among the 3,300 inmates are about 200 residents in the Community Treatment Center for Youth, Shaw Residences I and II, and in the Work Release centers which are being established in the District.

The population is drawn primarily from the inner city. It ranges from 90 to 95 percent black in the various institutions. Because of heavy court backlogs, about 35 percent of the prisoners are unsentenced. Approximately 20 percent of the current population was sentenced for misdemeanor offenses and 45 percent for felony offenses.

Functions: The Department plays a dual role in the criminal justice system: it holds unsentenced prisoners for the courts, and it holds sentenced prisoners until the Parole Board judges them ready for release to parole or until they go out at expiration of

term or on "good-time" mandatory release. The Department also plays a dual role in the social system: it rehabilitates (and perhaps punishes) sentenced offenders, and it supervises these individuals after release to assist them in readjusting to life in the free community and in becoming reintegrated into the social system of the community.

In performing these holding, rehabilitating, supervising, and reintegrating functions, the Department makes use of increasingly varied aids and resources. One of the salient features of the evolution of the Department's overall program in the last year or two is the proliferation of program elements such as the Prison College at the Correctional Complex and the Youth Center and the methadone maintenance program in the community-based sector of Departmental operations.

Significant Trends: Because the D. C. Department of Corrections is in a state of rapid transition, it will be instructive to note some of the on-going changes that have implications for data systems development and for design and execution of research.

1) Population shifts of major magnitude have occurred in recent years. The Easter decision in March 1966 shifted responsibility for chronic alcoholics from the Department of Corrections to the Department of Public Health. As a result, the inmate population dropped from a daily average of about 4,500 in 1965 to about 2,500 at the end of 1967. Since that time, for reasons not yet clearly

understood, the inmate population has climbed steadily back to about 3,300. If this trend continues, the population is projected to reach about 4,400 at the end of Fiscal 1971. The wide fluctuation in population has profoundly affected daily operations, physical plant use, staff deployment, program and capital outlay planning, and staff attitudes and morale.

2) Inmate attitudes and characteristics are reportedly changed. Experienced administrators in the Department frequently remark on the shift toward younger age, absence of job skills, greater militance, and decreased reliability among inmates. There are no baseline studies of characteristics of former admission cohorts against which these impressions can be checked. It might be assumed that as the chronic alcoholics, many of them older men skilled in various crafts, were diverted from the inmate population the remaining group would show relative youth, lack of work skills, and unreliability. There might remain some aspects of militance and hostility to be explained by reference to growing social tensions and higher crime rates in the urban ghetto.

3) Staff changes have tended to occur along with inmate population changes. In a city that has grown 70 percent black in recent decades, there is increasing pressure for recruitment policies that reflect racial realities. Also, in a time of transition, staff attitudes and ideologies have begun to reflect new social objectives and relationships. The recent establishment of a correctional academy within the Department has fostered the latter process.

4) Program changes have occurred at a rapidly accelerating pace. The appointment of a new Director in 1967; the impact of recommendations by commissions, professional associations, congressional committees; the spur of incidents and disorders in all the Department's institutions over the past two years; the acquisition of innovative new staff; and the influence of recent research findings both within and outside the Department have all been influential in program development. Among recent program innovations worthy of note are the correctional training academy, the prison college, the evaluation and training center, the narcotic-addiction treatment program, various new vocational training programs, the shift of the work release program from the D. C. Jail to half-way houses in the community, the youth crime control project (which provides residential treatment in the community, followed by further intensive treatment in out-count status, as an alternative to incarceration in the Youth Center), and the use of ex-offenders as counselors in both the work release and the narcotic-addiction treatment programs.

5) Departmental administration has moved to incorporate advanced concepts and procedures of management. This is evident in the establishment of a planning and research function coordinate with the other major functions of the Department, the rapid adoption of automatic data processing and evaluative research as essential tools of management, the search for a functionally effective pattern of administration, emphasis on management by objectives and the use of cost-effectiveness as an evaluative criterion, and growing interest

in use of the planning-programming-budgeting system.

Record Systems and Data Collection Procedures

The two major elements in the Department's record system up to the time of inauguration of Project 089 were the inmate case folder and the individual file card (5x8 or other variety) maintained by the institution or other activity. The most important file card was maintained by the Jail, which created new cards for first admissions, entered eight or ten items of basic information, maintained the card in the active file during the offender's current stay in the Department, then placed the card in the inactive file on termination of jurisdiction.

The case folder moved with the inmate, from jail to institution or institutions to parole, then back to the Jail archives when the case was closed by end of jurisdiction.

Each institution maintained a records office, which contained case folders on inmates currently assigned to the institution, plus individual card files of one or more types. The records offices also maintained files of movement, transfer, and release notices, both in their original form and also monthly summaries of the notices.

Special files on inmates were located at places other than the records offices. These included such records as disciplinary reports, medical records, work records, vocational or academic training records, visiting, mail and property records. Various items from these records, along with progress reports from treatment staff

became parts of the case folder as the inmate moved through his Departmental career.

The primary function of the record system was to serve as a source of information on particular inmates at time of action. The records were also sources for compilation of summaries needed for annual, quarterly, monthly, or special reports. The preparation of such reports required visual counts, hand tallies, or similar procedures as the basic data collection method. Prior to 1967, the Department had not attempted to introduce IBM or other punchcards into the inmate record system to facilitate the data collection process.

On two or three occasions IBM cards were used to facilitate the processing of information abstracted from the Departmental records. In 1965 several items of information on each inmate taken in the annual census of institutional populations were punched and processed into tables of inmate characteristics by institution. In 1966 information abstracted from the records of wards released from the Youth Center in 1963 was punched and tabulated to permit an estimation of the recidivism rate of the wards two years after release.⁵

Research in the Department of Corrections

The first director of the Department, who had written an important treatise based on his own research in the prison community, was strongly interested in bringing research into the Department. His first accomplishment in this regard was to organize the Institute for Criminological Research in 1956. This was a group

of persons in the academic and correctional fields who met regularly in the District to plan, support, and execute research relating to the Department or to corrections generally. The Director served as chairman of the group.

Between 1956 and 1967, when the functions of the Institute were to a large extent absorbed by the newly created Office of Planning and Research, seventeen or more articles, monographs, and papers were produced by members of the group. Following is a list of titles and authors of presently known publications, in chronological order:

Donald Clemmer, "Correctional Programs and Prison Culture," 1957.

_____, "Employee Opinion and Inmate Release," 1957.

_____, "Residential Tenure in Washington of Felons and Misdemeanants," 1957.

_____, "Hopeful Elements in the Correctional Process," 1957.

_____, "Crowded Prisons," 1958.

_____, "Some Aspects of Sexual Behavior in the Prison Community," 1958.

Homer G. Bishop, "Personality Patterns of Felons as Delineated by the Guilford-Martin Personal Inventory," 1957.

John M. Wilson, "Drug Addicts and Alcoholic Offenders, Negro and White: A Comparison of Social Isolation," 1958.

John I. Toland, "A Sociological Differentiation of White and Negro Alcoholic Offenders," 1958.

Donald Clemmer, "The Prisoners' Pre-release Expectations of the Free Community," 1959.

mission on Crime in the District of Columbia requested a study of recidivism rates among releasees from the D. C. Youth Center. The study was carried out by G. A. Pownall, assistant professor of sociology at the University of Maryland and research consultant to the Department of Corrections, and Larry Karacki, research analyst for the project. The study design called for a two-year follow-up of 160 releasees from the Youth Center in the year 1963. The findings of the study disclosed that 46.2 percent of the group were recidivists at the end of two years after release to parole behavior leading to -- defining recidivism as/arrest and sentence for 30 or more days.⁵

Project Challenge: Between July 1966 and January 1968 the National Council on Children and Youth carried on a program of occupational training, counseling, employment placement, follow-up and community support for youthful offenders at the Youth Center. Support for the program came from the Office of Education, U. S. Department of Health Education and Welfare, and the Manpower Administration, U. S. Department of Labor. The structure and operation of the program were described in a lengthy report released by NCCY in mid-1968.⁶

By mid-1966 it was strongly evident to executive staff of the Department that efforts should be made to develop a continuing

⁵George A. Pownall and Larry Karacki, District of Columbia Youth Center Post-Release Outcome Study: A Two-Year Follow-Up of Inmates Released in Calendar Year 1963, Research Division, D. C. Department of Corrections, May 1, 1966, pp.27 plus tables.

⁶National Committee for Children and Youth, Project Challenge, 1968, pp.124.

William R. Nelson and Grover C. Dye, "Reactions to Treatment in Non-Participating Inmates," 1961.

William R. Nelson, "the Status of Non-Correctional Counseling in the Correctional Institutions of the United States," 1961.

Reuben S. Horlick, "Inmate Perceptions of Obstacles to Readjustment in the Community," 1961.

William Nardini, "Impact of Institutionalization on Offenders in a Youth Correctional Institution," 1962.

Nelson S. Burke and Alfred Simons, "A Measure of the Educational Achievement of a Group of Incarcerated Culturally Disadvantaged and Educationally Deprived Dropouts," 1964.

_____, "The Probable Syndrome in Terms of Educational Experiences Which Precipitates Dropouts, Delinquency, and Eventual Incarceration," 1964.

Donald Clemmer, "Patterns of Recidivism among Offenders Committed to the Department of Corrections," 1965.

Chief of Research: In 1961, following one or more previous attempts, the Department secured budgetary support for the position of Chief of Research. The incumbent was to be located in the newly constructed Youth Center to perform research on the processes and outcomes of this innovating institution.

A chief of research was recruited in 1962. After functioning for about a year in the research role, the incumbent was reassigned as institutional administrator to fill a critical vacancy. There were no other researchers on the staff, and the Department was to continue without a regularly funded research staff until the end of 1966.

The Pownall-Karacki Project: In 1965 the President's Com-

research function in the Department. A temporary "research division" had been created to provide support to the Youth Center recidivism study requested by the President's Commission. However, much more abundant resources and a much greater effort were obviously required. The decision was made to seek funds for a permanent research division in future budget requests, and, in the meantime, to secure grant support for an interim research activity.

Discussions with staff of the Office of Law Enforcement Assistance during the summer of 1966 led to the formulation of a proposal and to its submission and approval in the fall of 1966. The following pages report on the activities of the Department under the terms of the proposal.

Development of Data Collection Procedures

A systems analyst was recruited two months after the starting date of Grant 089. A research analyst and two social science analysts were recruited three months after the starting date. One of the major tasks of these four persons was the design and implementation of the data collection process. This was regarded as a legitimate first task of the research analyst and the social science analysts because of the importance of a data system for descriptive and evaluative research. As the system design emerged and procedures became operative, two coder-keypunchers were added to the data processing staff.

The Phase I Design

The data processing system was first designed as a relatively simple operation. The data were to be punched into IBM cards, which were to be regularly updated to provide an accurate, current file on inmates in the correctional system. Updating, ordering and retrieval of information was to be accomplished on electrical accounting machines (EAM).

As a preliminary to the design of the punch-card record, a study was made of the record system of the Department, the records offices and the record systems of the six institutions, and the data flow processes of the Department. Provision was made to have the requisite basic documents and change of status information made accessible to Data Processing staff either at key locations (such as the Jail, where the inmate case folder Face Sheet was created) or by mail or messenger delivery to the Data Processing Unit. The Unit was located

at the D. C. Data Processing Management Office, which made available EAM equipment at no cost to the Department.

The Inmate Record: The inmate record, as designed for punching into IBM cards, consisted of 16 data elements or fields that occupied 80 positions. This made possible the use of one card to carry the "essential" data on an offender in the institutional system. The "one-man, one-card" design was adopted as a preliminary measure, with the expectation that at some time in the future the record would expand beyond the limits of one card. As a start-up system, the initial design offered the advantages of simplicity and economy of operation.

The data elements in the record consisted of the following: institution to which assigned, Department number, date of birth, race and sex, marital status, offense charged, offense for which convicted, maximum sentence, sentence status, date received, prior commitments, sentence date, census tract, release from supervision, type of release, and release date.

System Progress: By the end of ten months of development, it was clearly apparent that the data system was beset with serious problems. Communication with the institutional record offices was becoming increasingly difficult, update procedures were working poorly, the majority of the punchcards lacked several data elements that should have been present, and there were appreciable discrepancies in count when the inmate file was checked against a census of one of the institutions.

To complicate matters further, two members of the Data Processing Unit transferred to other agencies. This left the operation of the system to only one of the three original staff members.

From the standpoint of research utility, the Phase I inmate record had little value, either actual or implied. Had it been successfully implemented, it would have lacked virtually all the major kinds of information that are regarded as essential for even the most routine kinds of descriptive and evaluative research in correctional agencies. However, this lack was temporary, since it was only a matter of time until the inmate record would have undergone expansion to incorporate needed data fields.

The Phase II Data System Design: ADP

In March 1968, the Department of Corrections recruited an automatic data processing administrator and a chief of research. The latter person was also named acting associate director for planning and research, filling the one-month vacancy in that position.

The ADP chief made a fresh study of the record system, reviewed the existing inmate file, and set about building a completely new data processing system. The ADP chief came from the D. C. Court system, where he had set up electronic data processing procedures for some of the Court records and transactions in the preceding two years. The new head of Planning and Research, whose interest in the automation of correctional information dated back

ten years,⁷ was in essential agreement with the chief of ADP on the strategies and technology required for a modern information system for corrections.

Essential Data Elements: The review of existing records and discussions with Department led to decisions to include 135 data elements in the new inmate record. These required 651 positions, or approximately the capacity of eight IBM cards.

The decision on data elements went through several revisions since some of the early estimates were too limited. At one point, there was a tentative decision to fix the inmate record at 300 positions, with the recognition that in a future revision of the system design the number of positions might increase markedly.

In the course of the decisions on the length of the record, conferences were held with the Office of Crime Analysis (the agency for coordinating criminal justice information and data systems in the District), the Police Department, and the Courts, all of whom were interested in the ultimate development of effective data interfaces between the several components of the District's criminal justice system.

The 135 fields in the inmate file contain the groups of data regarded as essential for administrative purposes, and some of those considered necessary for treatment and research purposes: 1) identification; 2) addresses; 3) basic personal and social characteristics; 4) delinquent, deviant and criminal records; 5) several identifying numbers, including Department of Corrections number; Social Security

⁷ Stuart Adams, Data Requirements and Data Processing in California Law Enforcement, Justice, and Corrections, Bureau of Criminal Statistics, Sacramento, May 1958, pp.40.

number, Driver's License number, Police ID number, Court Case number, and parole hearing case number; 6) charged and convicted offenses; 7) sentence; 8) institutional assignment; 9) program assignments; 10) institutional conduct data; 11) parole eligibility data; 12) release data; 13) preliminary hearing, initial hearing, and rehearing data; 14) violation hearing data; 15) continued hearing data; 16) parole performance data; and 17) warrant data.

It was recognized that these data elements left out many items of information that would later be found quite essential to research or treatment staff, and also to administrative staff. However, there was strong pressure to design and make operational a provisional system, and it was decided that many relevant variables would be left for inclusion in first or later revisions of the information system design.

The present array of data elements was established in preliminary work by Data Processing, Research, and Planning staff from the Department of Corrections, and in a number of review conferences that included Corrections, Office of Crime Analysis, Police, and systems-analysis consultants to the Office of Crime Analysis.

Preparing the Data: To make the system operational, additional staff were brought into the Data Processing Unit. Three coder-keypunch operators were recruited for coding and punching the basic record on approximately 7,000 inmates and Jail admissions during the months of April-June 1968. A programmer was added to the staff in May 1968 to prepare for the printing out of desired reports when the inmate file was completed and on the computer.

At the start of the Phase II System design, July 1968 was set as a target date for producing the first reports for executive staff. This date was proposed by the ADP chief to allay concerns of executive staff over the failure of the Phase I operation, the unprecedented expenditures on equipment rental, and the difficulty of comprehension of the design and function of an automated information system for corrections.

The July deadline was met, although the first reports reflected several deficiencies and inaccuracies in the Department's record-keeping and reporting procedures.

Focus on Random Access: The inmate record was designed for storage on magnetic disks to provide flexibility and speed in processing and retrieval. After the data had been defined, coded and punched, the operational inmate file was created with the aid of an IBM 360-30 computer at the D. C. General Hospital. The Department of Corrections had access to the computer for two hours daily in non-prime time, usually 6:00 to 8:00 A.M., at a cost of \$45 per hour.

The Data Processing Unit supplied its own magnetic disk packs, since it was contemplated that within a few months the base of computer operations would be shifted from the D. C. General Hospital to the new share computer center that was being established by the District.

Improving the File: During the latter months of 1968, the

the Data Processing Division received assistance in accelerating the development and improving the design of the inmate file from the Office of Crime Analysis. The OCA was strongly interested in promoting a functional criminal-justice data system for the District, and it contracted with a systems-analysis group to study the evolving Phase II system, propose needed revisions in the inmate file, assist with the punching of the backlog of records, and write programs for the production of basic reports for executive staff use.

This set of tasks was completed by April 1969. In several weeks the existing system was converted to the new design -- a process which required at least two reconversions to eliminate difficulties in the design.

Automating the Record Flow: One of the early decisions about the Phase II system was that it was essential to introduce data terminals into the technology of the system to bring speed and accuracy into the data flow. In April 1969, data terminals (IBM 1050) were installed in the Jail, the five institutions for sentenced offenders, and also in the Data Processing Office.

New information and update information were soon being transmitted daily over the terminal network from the institutional records offices in formats prescribed by Data Processing. The record office entries into the data terminals produced hard copies and at the institution of origin, printouts and punched cards at the Data Processing Office. The punched cards provided a basis for updating or augmenting the inmate file on the disk pack at D. C.

General Hospital.

Records clerks quickly adapted to the new equipment and the use of the terminals posed no particular problems. Since there were several terminals feeding into the Data Processing office, it was necessary to develop a procedure for scheduling transmissions from the record offices, but this was easily accomplished.

Content of the Information System: The basic component of the information system at the present time is the inmate file. This now contains data on approximately 17,000 individuals who have been admitted to the D. C. Jail since April 1968, who have been in one of the institutions for sentenced persons on or after April 1968, or who have been under supervision by the Department's Division of Parole since the latter part of 1968.

The inmate file may be viewed as consisting of several parts. There is a "working file" contained on the magnetic disk pack which focuses on inmates presently in the Department's institutions or on transfer to the Federal Bureau of Prisons. These inmate records on the disk pack are backed up by the IBM cards from which the disk record was created.

There is an "inactive file" in the form of IBM cards of inmate records not currently on magnetic disks. This includes several sub-parts. One is a group of offenders who were admitted to the D. C. Jail but left the correctional system without being sentenced to a period of incarceration in one of the institutions. Another is a group of offenders who left the system by expiration of term, by conditional

or "good time" release, or by several other miscellaneous routes. Still another is individuals who are currently on parole from the institutional system. Since the bulk of these cases are not relevant to the majority of the reports printed out of the data system, it is convenient and economical to maintain them in punchcard rather than in magnetic code form.

It is planned that the inmate file will eventually occupy three forms: 1) IBM cards, 2) magnetic tapes, and 3) magnetic disks. The IBM cards will include the broadest number of subjects or persons. The magnetic tapes will include a narrower range of total persons to enter and leave the system. They will be used for both back-up purposes and as a medium for searches or studies that do not require the flexibility of random access. The disk files will be manner of organization of those records that require daily access and/or speedy retrieval.

In addition to the inmate file, the information system has begun to acquire other components. One of these is the Engineering Division file. This consists of data in four categories relating to the major activities of the Engineering Division: 1) unfunded capital outlay construction, 2) funded capital outlay construction, 3) unfunded individual jobs, and 4) funded individual jobs.

Other files will enter the information system as rapidly as the underlying bodies of data can be analyzed, codes can be planned and written, data can be transcribed and punched, and the information can be organized on cards, tapes, or disks. The manner of organization will be influenced by the frequency and type of use required of the file.

Present plans call for the creation of separate files on 1) industrial operations at the Correctional Complex, 2) business division activities, and 3) personnel records and actions. Still other files may be created and added to the information system as separate components if experience with the first several files is generally successful.

System Reports: At the present time the Data Processing Division is printing out 18 reports on a regular basis: three daily, six weekly, seven monthly, and two bi-monthly. These reports are the following:

Daily: Population by institution
Changes in status
Releases by type of release

Weekly: Grand Jury criminal court list
Engineering report
Work Release financial report
Inmates awaiting trial by average months waiting
Grand Jury statistical recap by institution
Felon vs misdemeanor recap by institution

Monthly: Inactive report
Parolee listing
Nativity statistics
Narcotic offender printout
Narcotic cases recap
Average age by institution
Releases by type

Bimonthly: Average age by charge
Average sentence by charge

Some of these reports are for executive staff, some for the courts, some for the Grand Jury, and some for several purposes. In addition to these regular reports there are occasional per-request

facilitated by a component of the information system that has not been mentioned -- the library of programs that the Data Processing Unit has written and will continue to write. These programs are stored on one of the magnetic disks and may be called into action through the RJE terminal. The programs are actuated by insertion of particular sets of seven IBM cards into the terminal in specified order. This procedure results in the printing out of the information defined by the selected program.

Inquiry Terminals: In March 1970 the Data Processing Division will receive three IBM 2740 inquiry terminals for installation in the most active (continued page 27).....

reports that go to various agencies in the District. These include the Police Department, the Council of Governments, the Office of Crime Analysis, the Office of Criminal Justice Planning, and various Congressional committees -- particularly the two District appropriations subcommittees.

On-Line to the Share Computer: In mid-1969 the Data Processing Office received an IBM 2780 RJE (remote job entry) terminal to provide an on-line connection to the District's 360-50 computer, a newly installed base for a central data processing capability in the District of Columbia. During the months of August and September 1968, Data Processing will transfer its computer operations from the D. C. General Hospital to the Share computer.

Following the transfer of the disk packs and the testing of the on-line hook-up, Data Processing will be ready for three teleprocessing operations: 1) entering new records and updating the inmate file, 2) making inquiries of the data bank at the Share computer, and 3) obtaining printouts of a variety of regularized reports. For a time after the testing of the connection to the Share computer, the Data Processing Unit will maintain parallel operations at the General Hospital and at the Share computer. When the system is operating reliably at the computer center, the activity at the General Hospital will be terminated.

The teleprocessing operations at the computer center will be

locations in the data system. One of these is the Data Processing Office. Another is the Jail, which has a current intake of about 1,000 persons per month. The third is the Correctional Complex at Lorton, Virginia, which is the most populous of the five institutions maintained by the District for sentenced offenders.

The connection of the inquiry terminals on-line with the Share computer will make possible (with appropriate preprogramming) the instantaneous retrieval of selected kinds of information from the inmate file or from any other of the files that may be on the magnetic disks (or other random access storage) after that date.

In the latter part of 1970, if funds permit, all the remaining institutions will be brought on-line with the Share computer. This will allow direct transmission of new and update information from the various institutions, thus eliminating the need for relay of information by the Data Processing Office. It will also permit direct inquiry into the data bank by the least populous as well as the most populous institutions.

System Interfaces: Present transmissions of information from the Data Processing Office to outside agencies are manual, effected through the messenger service or the mails. In time some of the transmissions will become electronic, either through the medium of the Share computer or by special remote communication devices. In recent discussions between the Department of Corrections and the Courts, the possibility of more frequent and more rapid transmission to the Courts has been taken up. One item of interest was

the installation of telecopiers at the Court and the Jail for instant transmission of facsimiles of documents. Another was the possibility of direct inquiry into the Corrections' inmate file by officials of the Court through data terminals located in the Court building.

The eventual interfacing of the several components of the District's criminal justice system through the Share computer is now being anticipated by District officials. In a recent seminar the ADP chief for Corrections participated with representatives from other departments in discussions of program writing for cross-department access to computerized records. To accomplish this access, two departments will collaborate in the writing of programs that will enable Department A, for example, to read out of the Share computer those fields in Department B's files that Department B is willing to allow access to. In this way, access to essential data will be broadened and facilitated, yet the confidentiality of sensitive elements in the files may be safeguarded.

Future of the ADP System

or

In contrast with the Phase I/EAM system, the Phase II or ADF system has been an encouraging development. In slightly more than a year, a flexible and powerful correctional information system has been designed and largely implemented. Its effects on both the Department of Corrections and the criminal justice system of the District are likely to be profound.

A clear forecast of the potential of the system is as yet difficult, since its technological base is as yet incomplete, the inmate record is a preliminary version, and the near-term capabilities of the system have hardly been subjected to trial. However, the ability of the system to produce a wide variety of periodic and special reports on some parameters of the correctional operation, and its suitability for interagency data transmission suggest that it will increase steadily in importance as a feature of the criminal justice system in the District.⁸

Technological Modifications: Future technological modifications in the system are quite likely, and probably at an accelerating pace. In view of the rapid evolution of the data processing and telecommunications field, it is relatively safe to assert that there will be many modifications in the equipment of the Data Processing Unit in the next five years. Some are already planned; others can only be speculated about.

In the planning stage for the next two to five years are tape drives in the Data Processing Office, and cathode ray tube devices for

⁸At the time of writing of this report, the design and functional efficiency of the system have led the District's Data Management Chief to use the system as a model for orienting other departments in the setting up and operation of the 2780 RJE terminal.

the several institutions. The tape drives will speed retrieval of certain kinds of data in volume, particularly for various kinds of research operations. The CRT devices will be useful for quick access and speedy review of several kinds of information that are of special interest to institutional staff. They may also play a central role in many executive staff conferences.

Automated Record Revisions: The present inmate record, with its 135 data elements and 651 positions, is the first in an endless series of record ^{designs.} There will be constant revision of the record as present elements are found relatively useless and as new elements are judged to be important for inclusion in the file.

Both operational and research uses will continually test the adequacy of the record and bring frequent suggestions for item elimination. New conceptualizations in operation, treatment, research, and planning will suggest other items for inclusion in the record in the future.

The design of the system around data terminals may reduce some of the normal resistance to record revision because it reduces some of the cumbersomeness that is characteristic of systems based firmly on paper documents. Problems of compatibility of information from one stage in record design to another will arise, but these can probably be resolved without too great difficulty if each new record is properly designed. To a large extent, the impact of some of these possible problems will be diminished by the speed and flexibility of the system.

Record System Capabilities: The most obvious capability of

the Data Processing system is that of providing information on the location and characteristics of an individual in the system. It is also capable of summarizing information about individuals in the system or providing complete descriptions of some or all individuals in the system or its subparts.

There has been little opportunity thus far to explore the ability of the system to participate effectively in more involved operations such as developing prediction instruments or serving as a diagnostic instrument or making recommendations for inmate program assignments. With experience and in time, however, the data system should be able to function effectively in these and other roles. One of the conditions of this ability will be the progressive revision of the inmate record to provide essential data kinds and forms and the development of auxiliary systems or frames of information to aid in the summarization, transformation, or evaluation of the inmate record data.

It will be useful to comment briefly on some of the kinds of operations the ADP system will eventually be expected to perform in a modern correctional system. These operations will range from simple tasks already being performed to complex tasks that will require years of research and development before we can be confident of their feasibility. The following list is not exhaustive:

- 1) Case description: Partial or complete descriptions of particular cases will be printed out or displayed on a screen.
- 2) Group listings: Listing of specified items of information

on groups or classes of offenders in special statuses, such as awaiting court, or in need of a particular treatment program, or within a given time interval till next parole hearing, will be printed out.

3) Summary data on classes or groups: The average months waiting for trial by all unsentenced prisoners currently in the system can be reported out.

4) Performance report on a release class: The number and percentage of individuals released from prison in a given year who are back in prison can be ascertained. For those back, the printout can show length of time elapsed before return, the reason for return, and similar information.

5) Comparative performance reports: The computer will print out or display in a short interval the proportions of two specified release groups that have been returned to the system. Subsequent reports will show the time span till return, on average and by individual, reasons for return, and the comparative personal and social characteristics of the two groups.

Several correctional informational tasks that are somewhat more complicated than those listed above will become increasingly of interest as the field of corrections becomes more professionalized. These tasks will require more or less complicated analyses of bodies of information drawn from the data bank, and the return to the bank of selected scores, indicators, or other derivatives of analysis which then become parameters and rules or instruction and summary

characteristics for use in future data searches, decisions, and correctional actions.

6) Performance predictors: Prediction of successful completion of specific programs such as work release, of successful adjustment in the community after release, of need for special assistance in the process of reintegration into the community, of completion of parole without acts of violence, and similar classes of outcomes is a kind of skill that is increasingly important to the correctional administrator. If the appropriate data elements have been or can be included in the automated inmate record, efficient prediction instruments that serve a variety of purposes can be developed. The methodology of choice for the construction of prediction devices -- multiple regression analysis, configuration analysis, discriminant function, the INFORM 8 and INFORM 9 procedures, and so on -- may for some time remain a matter for debate. A capable information system should lend itself readily to the development of various kinds of predictive instruments.

7) Offender typologies: Efficient use of resources in correction appears to be facilitated if inmates or offenders under supervision can be grouped in ways that have relevance for management or treatment. These groupings may range from rough classifications that aid the simplest kinds of management decisions to sophisticated typologies based on data whose rationale derives from social or clinical psychological theory. The ultimate role of information systems in the areas of classification and typing of offenders is not yet clear. Presently their main function may be to store typological designations of individuals

until they are needed. In time, however, detailed studies of offenders at intake may permit the building of automated inmate records that will be useful in the development of various kinds of treatment relevant and performance relevant typologies.

8) Decision frames: The correctional process may be regarded as a continuum marked at intervals by decision points: the sentence, the institutional assignment, the program assignment, program and institutional shifts, time till release, type of post-release supervision, and manner of termination. At each of these points opportunity for good and bad decisions exists. Furthermore, the quality of decision is subject to control by procedures which rest on an information base and a set of criteria for decision making. Corrections might be vastly improved at many points by using the computer as the locus of decision models of various kinds. These might include, for example, models for optimizing the outcome of correction by 1) releasing at the most suitable time, 2) prescribing the most appropriate post-sentence program, 3) arriving at the optimal reintegration plan, and so on.

9) Diagnostic models: If automated correctional information systems might be used as prognostic models -- that is, as bases for specifying outcomes under given sets of client characteristics, client correctional experiences, and environmental situations -- they might also be used, conceivably, as the bases for diagnosis of the offender's condition and thus provide important clues as to the most "rational" disposition for the client.

This kind of procedure is now in use, without computer, with limited numbers of offenders who are sent to clinics or hospitals for observation and report prior to sentence by the court. Two modifications might reasonably be introduced into this procedure: 1) it might be made more thorough and more precise by using the vast capacity of the computer to deal with the wide range of information that might be relevant in a particular diagnosis, and 2) it might be extended to the entire range of offenders coming into a correctional system, not just the unusual cases.

This use of the computer in correctional diagnosis would follow in the path of medical and psychiatric diagnosis.⁹ The timetable for effective development, and the range of feasible applications in this area are still matters for conjecture. However, one of the functions of correctional planning and research should be to make deliberate and meaningful exploration of these matters.

This brief summary of actual and potential uses of an automated correctional information system may appear in part to be looking decades ahead, but contemporary technology and science tend increasingly to telescope the work of decades. It would seem important for correctional administrators to attend closely to this area.

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Thomas Fleming, "The Computer and the Psychiatrist," The New York Times Magazine, April 6, 1969, p.44ff.

DESCRIPTIVE AND EVALUATIVE RESEARCH

Although the title of the proposal relating to Project 089 referred to "Evaluative research on the correctional process," much of the project effort was concerned with the development of information systems. In similar fashion, much of the research effort was concerned not with evaluative research but with descriptive research.

The latter was to a large extent inevitable. The carrying out of evaluative research frequently requires groundwork of a descriptive kind. If base expectancy tables are to provide the basis for the evaluative studies, as was indicated in the introductory section of the proposal, descriptive studies must first provide the base expectancy tables. Furthermore, in an operational setting, the presence of a research unit generates requests, often of quite high priority, for descriptive studies that answer questions raised by appropriations subcommittees, budget offices and similar sources. Thus, the Research Unit was asked for analyses of population trends and population projections to meet a critical need for information about the numbers of inmates the Department would be required to house in coming years.

Research Phases I and II

As in the case of data processing, the research effort of Project 089 went through two phases. Phase I lasted for about one year and resulted in the production of five descriptive studies in

five different operational areas. Phase II lasted about fifteen months and produced twelve descriptive and evaluative studies, plus several study starts that will be completed after the termination of the Project.

The staff turnover that characterized Phase I of the data processing activity was present in the Research Unit also. By the end of the first year, all four members of the research staff had terminated, and several weeks were to elapse before new staff could be recruited and the planning and execution of new research tasks could be resumed.

The extremely general goal set for the Research Unit -- evaluative research -- the excessive staff turnover, and the pressure from executive staff for immediate operational applications gave the work of the Unit a singular character. The immediate appearance of the list of studies completed is that of a miscellany, and to a large extent this is a valid impression. However, under the miscellany there is a theme or two that gives the whole effort coherence. As stated in the initial summary of the Proposal, "The Research Unit will demonstrate the effectiveness and utility of research within a correctional system." This is perhaps the best perspective under which to view the work of the two research staffs that manned Project 089.

The most logical manner of presentation of the results of the Research Unit's work is perhaps chronological. The next section

presents the seventeen major research efforts in order of their accomplishment. The presentation is in the form of a summary or "highlights" statement of the procedure and findings of the several studies. The summaries will be followed by a section that tries to assess the implications of the studies -- to speak to the "effectiveness and utility" of these particular researches in a correctional system and for correctional systems generally.

As an introduction to the summary statements, the titles of the several studies will be listed to provide a quick impression of the range of the studies and their areas of concentration.

The Reported Studies: Title and Date: Phase I

- 1) The Ecological Distribution of Supervised Releasees from the D. C. Correctional System as of 10 February 1967 (May 1967)
- 2) Population of the D. C. Jail as of 30 April 1967: A Preliminary Study (June 1967)
- 3) Board of Parole Warrants (December 1967)
- 4) Absconders from the Misdemeanant Work Release Program: A Preliminary Survey (January 1968)
- 5) Characteristics of Lorton Reformatory Inmates Released in 1965 (August 1968)

The Reported Studies: Phase II

- 6) The Cost of Correcting Youthful Offenders (September 1968)
- 7) Parole Performance Trends among Community Treatment Center Releasees (September 1968)
- 8) Performance Trends among Youth Center Parolees (October 1968)

- 9) Projection of the Institutional Population: 1968-1970 (October 1968)
- 10) Alcoholic, Narcotic and Emotional Problems among Correctional Inmates and Community Resources for Dealing with Those Problems (December 1968)
- 11) Impact of the Youth Center on First Termers (January 1969)
- 12) Post-Release Performance of 432 Reformatory Releasees (February 1969)
- 13) Narcotic-Involved Inmates in the Department of Corrections (February 1969)
- 14) In-Program and Post-Release Performance of Work-Release Inmates: A Preliminary Assessment of the Work-Release Program (March 1969)
- 15) The Impact of Institutionalization on Recidivists and First Offenders (June 1969)
- 16) Community Performance of Three Categories of Institutional Releasees (June 1969)
- 17) Performance of Narcotic-Involved Offenders under Two Conditions of Community Treatment (June 1969)

In addition to the foregoing studies, other studies have been started by the Research Unit and are continuing under the efforts of two members of research staff who continued with the Department after the close of Project 089. The titles of these ongoing projects are as follows: 1) Youth Center Impact Study: A Follow-Up; 2) Disciplinary Reports and Disciplinary Offenders; 3) Parolee Perceptions of Reasons for Success and Failure; 4) Comparisons of Attitudes and Perceptions of Inmates in Two Work Release Environments; and 5) Impact of the Prison College Program on Inmate-Students.

Summary presentations of the seventeen studies follow. The authors, titles and dates of reports released on the studies are listed at the end of this report.

Summary Presentations of Research Unit Reports

The following summaries are in many instances the "Highlights" section of the research report. Where appropriate, a figure or chart is included along with the study summary.

1) The Ecological Distribution of Supervised Releasees from the D. C. Correctional System as of 10 February 1967

In this study, places of residence of supervised releasees from the D. C. Department of Corrections were ascertained and examined in relation to Census Tracts and other area subdivisions. The purpose of the study was to clarify questions about possible locations for satellite service centers where releasee services and supervision could be provided.

Total number of persons involved was 768. This included 371 D. C. parolees, 285 "good time" releasees, and 112 parolees to the District from other states. The total group was 83.4 percent Negro, with a median age of 36.2 years, released after a period of confinement whose median length was 67.8 months. Offenses were primarily against the person (56 percent). Narcotic offenses made up 10 percent of the total.

Distribution of the releasees by Census Tract and other sub-areas was discussed and several plans for the division of the District

into service-center areas were presented.

2) The Population of the D. C. Jail as of 30 April 1967: A Preliminary Study

The Jail study was carried out to provide information that would aid in planning for a new District Jail -- a move strongly recommended by the President's Commission on Crime in the District of Columbia -- and in facilitating Departmental procedures relating to the management of unsentenced prisoners.

The population of the Jail on midnight, April 30, 1967, was 843. This was 31 percent of the total prisoners in the direct custody of the D. C. Department of Corrections at that time. The number was up from the 774 in custody at the end of June, 1966, and down from the 1178 at the end of June 1965.

The Jail population was 86.5 percent Negro, which was appreciably higher than the 61.4 percent Negro population in the District. Median age for Jail inmates was 27.2 years; for other Department inmates, 31.1 years. The Jail population reportedly had a higher marriage rate -- 41.8 percent versus 34.5 percent for other Department inmates.

Jail inmates were being held on felony charges in 68.7 percent of the cases. The most frequent charged offense was robbery. Offenders held on charges of drunkenness were 1.7 percent of the Jail population, down dramatically from the days before the Easter Decision of March 1966.

The median period of confinement of Jail inmates at the time

of the survey was 91.5 days.

A fraction of the Jail population --249, or 29.5 percent -- was in sentenced status. Part of this group, perhaps 100 inmates, was the work cadre, employed in the culinary department, the record office and in other parts of the Jail to facilitate the operation of the Jail. Others were serving short sentences; still others preferred the Jail to the Lorton Reformatory or Workhouse even though the length of sentence would easily warrant a transfer to the latter places.

3) Board of Parole Warrants

Between January 1, 1966, and September 30, 1967, the D. C. Board of Parole issued 123 warrants for the arrest of releasees under the supervision of the Board. The warrant issue process and the behavior of "warrantees" was studied to aid in understanding problems that were arising in the area.

There were two major findings in the study. The first is that the "danger period" for the releasee is the first six months under supervision. The median length of time between release and the issuance of the warrant was 6.6 months. For the "good time" releasee the median was 5.9 months and for the parolee it was 7.1 months. The second major finding was that the reasons for the issuance of the warrants were usually a pattern of violation of Board regulations rather than a single event such as arrest and charge with a new offense.

4) Absconders from the Misdemeanant Work Release Program

The absconder study was undertaken because of Departmental administration's concern over what appeared to be an excessive rate of in-program failures in the Work Release program. Many of the participants in the program failed to return to the Jail after working out in the city during the day.

The misdemeanor work release program began in April 1967 under provisions of Public Law 89-803. Judges of the U. S. District Court of the Court of General Sessions may either order or recommend a misdemeanor for participation in the program. Also, a misdemeanor serving a sentence in either the Jail or the Workhouse may apply for admission to the program.

As of November 1967, 294 misdemeanants had participated in the program. Of this number, 36 (12 percent of the participants) had absconded. By 28 November 20 of the absconders had returned and 16 were still at large. The median length of time at large was 78.0 days.

The offenses that had been committed by the absconders were a cross-section of misdemeanor offenses but with some overconcentration on petty larceny. The median length of maximum sentences of the absconders was 221.9 days. The median length of the period on work release before absconding was 13.3 days. The median projected time until scheduled release was 154.2 days.

Most of the work release occupations were in unskilled or

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1 OF 3

service groups. The weekly median income on work release for the absconders was \$77.15. Just over 40 percent of the absconders had no dependents, and an additional 25 percent had one or two dependents. Of the 20 returned absconders, eight had returned voluntarily and 12 were returned by the Police.

5) Social and Demographic Characteristics of
Releasees from the D. C. Reformatory for
Men: 1965

A study was made of the 568 inmates released from the D. C. Reformatory for Men in 1965 to 1) describe their characteristics, and 2) explore procedures for evaluating the parole performance of the men and developing parole prediction instruments on this population. The present report was concerned primarily with the releasee characteristics. It was anticipated that later reports would deal with parole performance and parole prediction.

Of the 568 releasees, 55 were released to detainers, records were incomplete on 18, and 15 died within the first year after release. The remaining 480 cases comprised the subjects of the characteristics study.

The typical releasee was a Negro in his early 30's, unmarried prior to incarceration, previously employed in semi-skilled or unskilled work in construction or service industries.

This releasee had an average IQ and about eight years of formal schooling. He had dropped out of school at about age 16.

He had been arrested at least once before age 19, and had had

at least five arrests and three incarcerations before the instant offense. He had better than an even chance of being either a user of narcotics or a heavy user of alcohol.

The releasee was somewhat more likely to have committed a crime against the person than a crime against property. He had been arrested alone in the commission of the current offense and had pleaded guilty. He had served almost four years for this last offense.

There were appreciable differences in characteristics of the three major types of releasees -- the parolees, good-time releasees, and the expiration-of-term releasees. The report went into these differences in some detail.

Because of the extensive arrest and incarceration histories of the 568 inmates released in 1965, they represent a major investment by the District of Columbia in the form of costs of previous arrests, court appearances, periods of supervision on probation and parole, and institutional stays. It was estimated that the 568 inmates had accumulated a criminal-justice careers cost, at the time of release in 1965, of approximately \$28.96 million. This is an average of about \$51,000 per releasee.

6) The Cost of Correcting Youthful Offenders

This study was undertaken to provide basic information on the correctional costs generated by the offense careers of 25 young men recently paroled from the D. C. Youth Center. These

men were random selections from the parolee group and hence may be regarded as representative of the Youth Center population.

The median age of the subjects on July 1, 1968, was nearly 26 years. They had criminal records that extended back nine years, on the average, to age 17.

The subjects had spent an average of 32 months in the Youth Center, 8.5 months in Federal reformatories, 4.5 months in the D. C. Jail, 23 months on parole, 2 months on adult probation, 16 months in Welfare institutions, 22 months in foster homes, and 6 months on juvenile probation. They had also experienced an average of 6 adult arrests, 5 adult court hearings, 4 juvenile arrests, and 2 juvenile court hearings.

Over the nine-year period that the average subject spent accumulating his prior record, he experienced about 25 correctional actions and services ranging from a juvenile arrest to a term in a reformatory or prison.

When the current costs of these actions and services are totaled for each offender, the individual costs range from \$13,889.87 to \$68,327.52. The median cost is about \$31,000. The total cost for the 25 offenders is \$842,426.40.

If the median cost of \$31,000 is applied to each of the 325 offenders in the Youth Center in mid-1968, a projected cost of about \$10,000,000 can be estimated as the amount of money the public will have invested in the rehabilitation of the group of youthful offenders by

(460)

Typical Offense History: To provide an impression of the nature and extent of the offense history of an "average" member of the study group, the following summary is presented. The young man described here was born in July 1943 and he was 24 years old at the time of the follow-up.

Mar 57 - Arrested for assault
Apr 57 - Placed on probation
Aug 57 - Arrested for petty larceny
Feb 58 - Arrested for assault

Apr 58 - Arrested for disorderly conduct;
papers filed
May 58 - To Receiving Home and Cedar Knolls
Mar 59 - Released from Cedar Knolls
Nov 59 - Arrested for destruction of property
and simple assault

Dec 59 - To Receiving Home
Dec 59 - Returned home
Feb 60 - Arrested for assault
Feb 60 - Arrested for armed robbery

Mar 60 - To D. C. Jail
May 60 - Sentenced
Jun 60 - Committed to reformatory,
Ashland, Kentucky
Mar 61 - Transferred to Chillicothe
Reformatory

Oct 61 - Transferred to Lewisburg
Reformatory
May 63 - Transferred to D. C. Youth Center
May 64 - Paroled
Sep 64 - Arrested for disorderly conduct,
fined \$10

Dec 64 - Arrested for carrying deadly weapon
Dec 64 - To D. C. Jail
Apr 65 - Released to detainer, transferred
to Youth Center
May 66 - Released at expiration of sentence

Table 1 Costs of Correctional Actions and Services

Juvenile arrest	17.67		
Juvenile probation	11.75	per mo.	
Juvenile hearing	88.41		
Foster home	80.00	per mo.	
Receiving home	14.74	per day	
District Training School	12.07	"	"
Cedar Knoll	14.87	"	"
Maple Glen	13.41	"	"
Junior Village	13.56	"	"
Juvenile Facility	25.19	"	"
Adult arrest	15.99		
Adult probation	19.76	per mo.	
Adult hearing	11.86/40.65		
Adult parole	28.28	per mo.	
Parole hearing	65.51		
D. C. Jail	9.44	per day	
Youth Center	19.31	"	"
Reformatory	13.88	"	"
Work Release Center	10.40	"	"
Community Treatment Center	8.77	"	"
Shaw Residence	15.65	"	"
Federal Reformatories	6.33/18.97	"	"

Table 3

Costs of Correctional Actions and Services by Category
of Action or Service

Action or Service	No. of Units	Category Cost
Juvenile Court Hearing	51	\$ 4,508.91
Juvenile Probation	140 mo.	1,645.00
Juvenile Arrest	91	1,607.97
Foster Home Care	45 yrs. 8 mo.	35,860.00
Welfare Institutions	39 yrs. 10 da.	201,770.14
Adult Court Hearing	126	5,121.90
Adult Probation	56 mo.	1,106.56
Adult Arrest	148	2,366.52
Adult Parole	563 mo.	15,876.60
Shaw Residence	1 mo. 3 da.	516.90
Community Treatment Cntr.	1 mo.	263.10
Parole Hearing	139	9,105.89
Work Release Center	5 mo.	1,560.00
D. C. Jail	112 mo. 9 da.	31,803.36
Youth Center	804 mo. 15 day.	466,046.85
Federal Rfy. & Other	217 mo.	64,826.70
Total		\$842,426.40

the time it is released to the community.

This is obviously an investment of major proportions. It was concluded in the study that full attention should be given to possible means of reducing this expenditure by more effective early management of delinquents and young offenders.

Two possibilities were mentioned. One was the introduction of community treatment programs such as those operated by the California Youth Authority. The other was the use of detached worker programs such as those developed by the Los Angeles County Probation Department for working with delinquent juvenile gangs. Both these programs have shown a high level of cost-effectiveness,¹⁰ and their ultimate result will be the saving of many millions of dollars in new correctional costs. With adequate planning and implementation, it was believed that similar results could be obtained in the District of Columbia.

7) Parole Performance Trends Among Community Treatment Center Releasees

A group of 259 releasees from the Community Treatment Center for Youth, D. C., was followed up to ascertain quality of performance on parole. The group included all releasees between August 1965 (the opening date of the Center) and June 1968 on whom complete information was available. Records on 11 cases were too incomplete to be of use in the study.

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Stuart Adams, "Is Corrections Ready for Cost-Benefit Analysis?" A paper presented at the 98th Congress of Corrections, August 1968.

Of the 259 releasees, slightly less than one-half (47.8 percent) had been booked into the D. C. Jail at the time of the Follow-up in July 1968. Several of the releasees (13 percent of the total) had been booked more than one time.

When the total group of 259 was broken down into five release groups or cohorts to provide several exposure-time groups, the highest booking rate (86 percent) was shown by the 30-month cohort. The lowest rate (35.8 percent) was shown by the 6-month cohort.

All five release cohorts showed a sharp upturn in their failure curves during the period January to June 1968, possibly because of the unsettled social climate and the two serious instances of social disorder that occurred in that period.

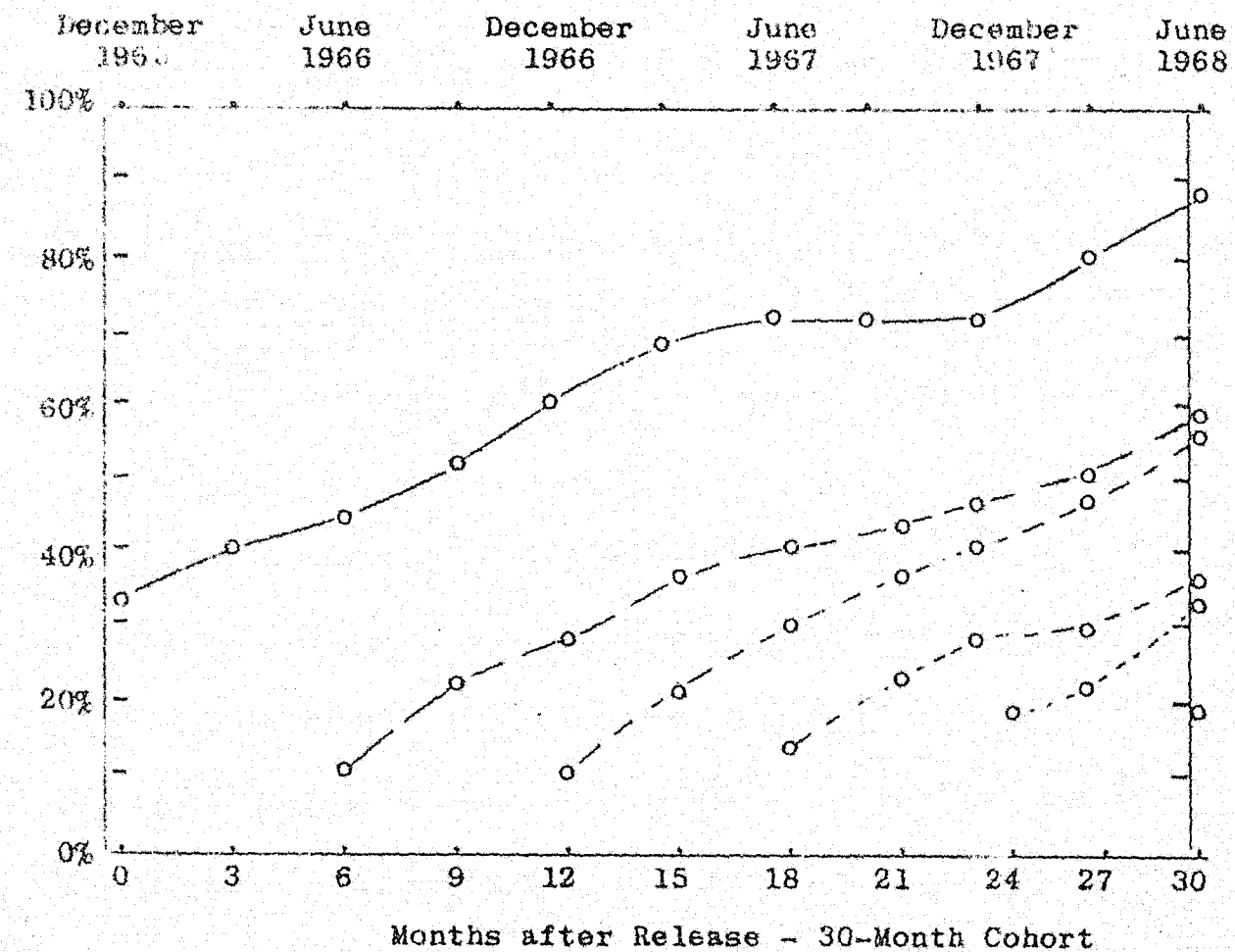
The 18-month cohort, which had the largest number of releasees, was examined not only for booking rate but also for other indices of performance such as "booked and dismissed by court," "booked, fined and dismissed," and "booked and sentenced for 30 days or more." Of the 58 young men in the 18-month cohort, 55.1 percent had been booked into the D. C. Jail and 43.1 percent had been sentenced for 30 days or more. At the time of the follow-up, 31.1 percent of those 58 offenders were serving sentences within one of the Department's institutions.

Although there was no wholly satisfactory base against which to evaluate the performance of the CTC-Y releasees, it was noted that the 15-month cohort of the California Youth Authority criminal-court case parolees showed a failure rate of 32 to 40 percent during the years 1960 to 1966.¹¹ These were revocations or discharges for violations

¹¹ California Youth Authority, Annual Statistical Report, 1966, p.33.

(48)

Figure 1
Trends in D. C. Jail Bookings for 30, 24, 18, 12
and 6-month Cohorts: CTC Releasees



Legend

30-month cohort	○—○
24-month cohort	○—○
18-month cohort	○—○
12-month cohort	○—○
6-month cohort	○.....○
0-month cohort	○

Table 3
TRENDS IN D. C. JAIL BOOKINGS FOR 6, 12, 18, 24 AND 30-MONTH COHORTS.
CTC RELEASEES

Cohorts	0		6		12		18		24		30	
Quarters	Cumulative		Cumulative		Cumulative		Cumulative		Cumulative		Cumulative	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
0	10	18.8	7	17.9	6	12.5	6	10.3	4	8.6	5	33.3
3			9	23.0	11	22.9	12	20.6	10	21.7	6	40.0
6			14	35.8	13	27.0	17	29.3	12	26.0	7	46.6
9					14	29.1	21	36.2	16	34.7	8	53.3
12					17	35.4	24	41.3	19	41.3	9	60.0
15							28	46.2	21	45.6	10	66.6
18							32	55.1	22	47.2	11	73.3
21									23	50.0	11	73.3
24									26	56.5	11	73.3
27											12	80.0
30											13	86.6

(986)

Figure 3. Incidence of Bookings, 30-Day Sentences, and Other Dispositions Over Time: 18-Month Cohort

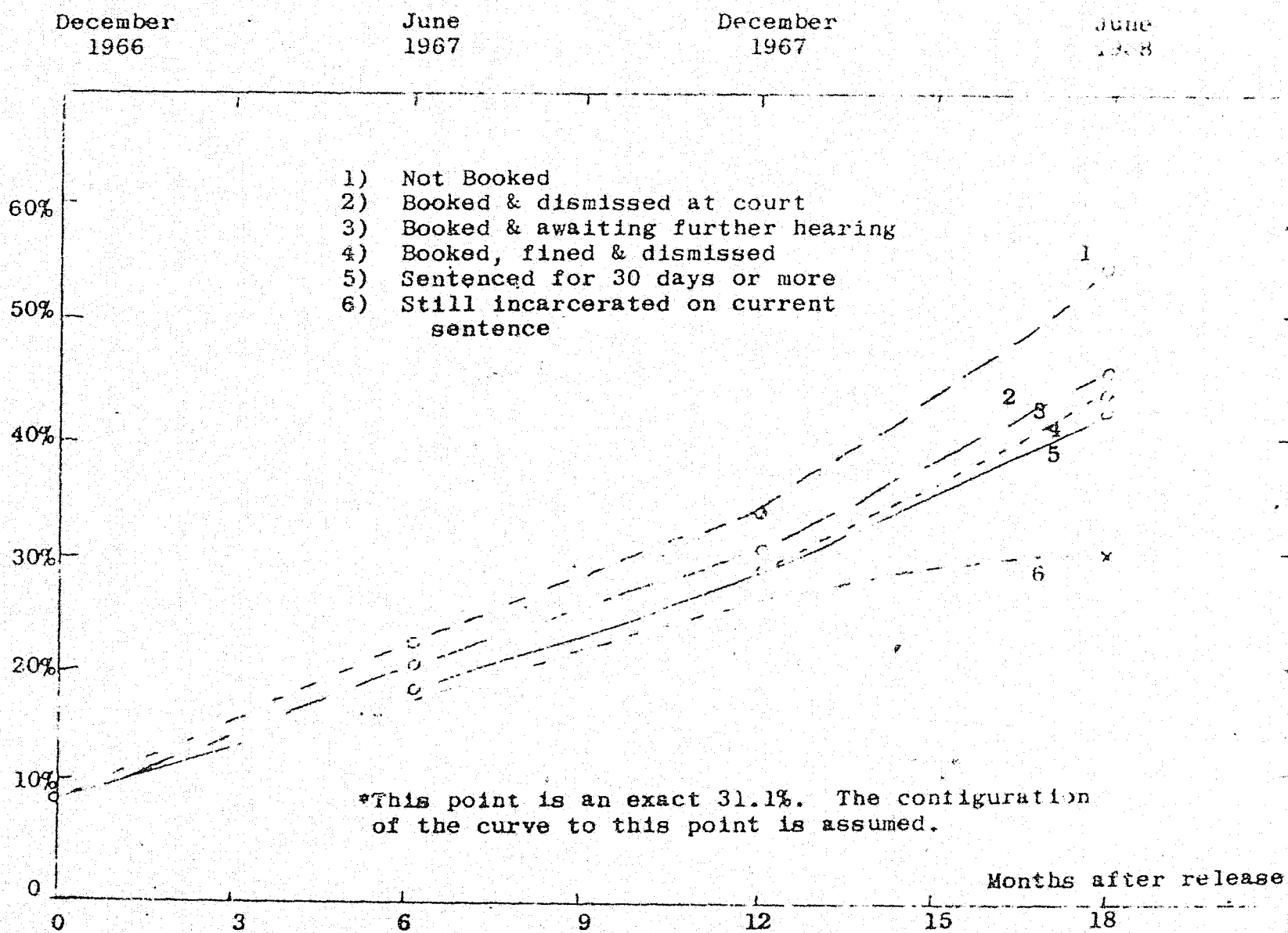


Table 5
Bookings, Dismissals, Further Hearings, Fines, and 30-Day-or more Sentences:
18-Month Cohort

Action	Months after Release				Cumulative Total
	0	6	12	13	
Sentenced 30 or More Days	5 8.6%	11 18.9%	17 29.3%	25 43.1%	25 43.1%
Fined and Dismissed	0	1 1.7%	1 1.7%	1 1.7%	26 44.8%
Awaiting Further Hearing	0	0	0	1 1.7%	27 46.5%
Booked and Dismissed	0	1 1.7%	2 3.4%	5 8.6%	32 55.1%
Not Booked					26 44.8%
TOTAL					58 100.0%

(P. 14)

committed within 15 months of the beginning of parole exposure. This failure rate appears to be similar to the 15 month "booked and sentenced" rate of the CTC-Y releasees in the present study.

In view of the characteristics of the CTC-Y population (who include many of the "poor prognosis" cases from the D. C. Youth Center) and also the social conditions into which the CTC youth are released to parole, it would appear that these releasees are performing remarkably well on parole.

Despite this evaluation, the report made some recommendations. One was that the Center procedures be reviewed in light of the detailed findings of the study and the modifications be made in some procedures to effect improvements that appeared to be needed. Another was to formulate a proposal for an enriched program that might be funded as an experimental or demonstration project in order to secure more definitive data on the functioning of the Center. Still another proposed an experimental comparison of release from the Community Treatment Center and direct release from the Youth Center to ascertain for what kinds of youth each of the two modes of release appeared superior. This experiment should use cost-effectiveness techniques as well as recidivism-rate analysis in making its determinations.

8) Performance Trends Among Youth Center Parolees

During July 1968 a group of 148 releasees from the Youth Center was followed through the records of the Parole Division and the institutions of the D. C. Department of Corrections to ascertain

the extent to which the parolees had remained in the community. The study group included all Youth Center wards who had been released during August 1965 through December 1967 excepting Community Treatment Center placements. The latter numbered 196 during the study period.

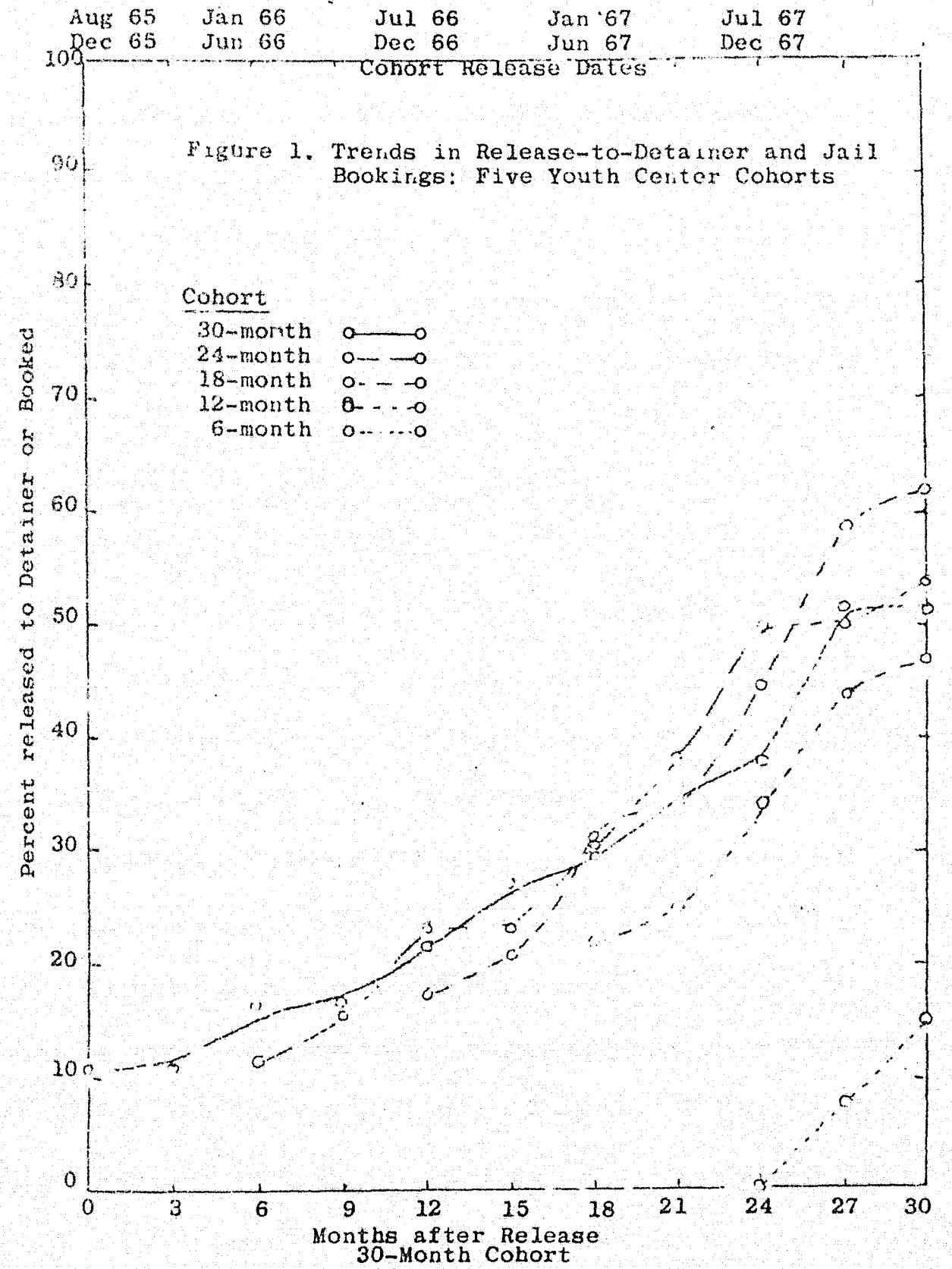
Of the 148 releasees, 17 (or 12 percent) had been released to detainers and 58 (or 39 percent) had been booked into the D. C. Jail at the time of the follow-up in July 1968. Seventeen percent of the releasees had been booked more than one time during the follow-up period.

When the group of releasees was broken down into exposure-time subgroups or cohorts, the highest detained-or-booked rate (62 percent) was shown by the 18-month cohort. The lowest rate (15 percent) was shown by the 6-month cohort.

The booking curves of the five cohorts showed the expected tendency to rise over time, with the rise being most pronounced in the youngest cohort. The older cohorts disclosed a definite tendency toward leveling off, indicating a decrease of criminal activity among the remaining individuals in the cohort.

The largest cohort, the 30-months-exposure group, was examined in detail to learn what dispositions had occurred in the cohort. Of the 37 releasees in this cohort, 51 percent had been paroled to detainers or booked into the D. C. Jail, 43 percent had been sentenced for 30 days or more, and 19 percent were still incarcerated at the time of the follow-up.

(50a)



-14-

Table 3. Trends in D. C. Jail Bookings for 6, 12, 18, 24, and 30 Month Cohorts:
YC Releases

Cohorts	6		12		18		24		30	
Quarters	Cumulative Bookings									
	No.	%	No.	%	No.	%	No.	%	No.	%
0	0	0	7	21.3	5	17.2	3	11.5	4	10.3
3	2	7.6	9	25.0	6	20.6	4	15.3	4	10.8
6	4	15.3	11	34.3	9	31.0	6	23.0	6	16.2
9			14	43.7	10	34.4	6	23.0	6	16.2
12			15	46.8	13	44.8	7	30.7	8	21.6
15					17	58.6	10	38.4	10	27.0
18					18	62.0	13	50.0	11	29.7
21							13	50.0	13	35.1
24							14	53.8	14	37.8
27									19	51.3
30									19	51.3

(905)

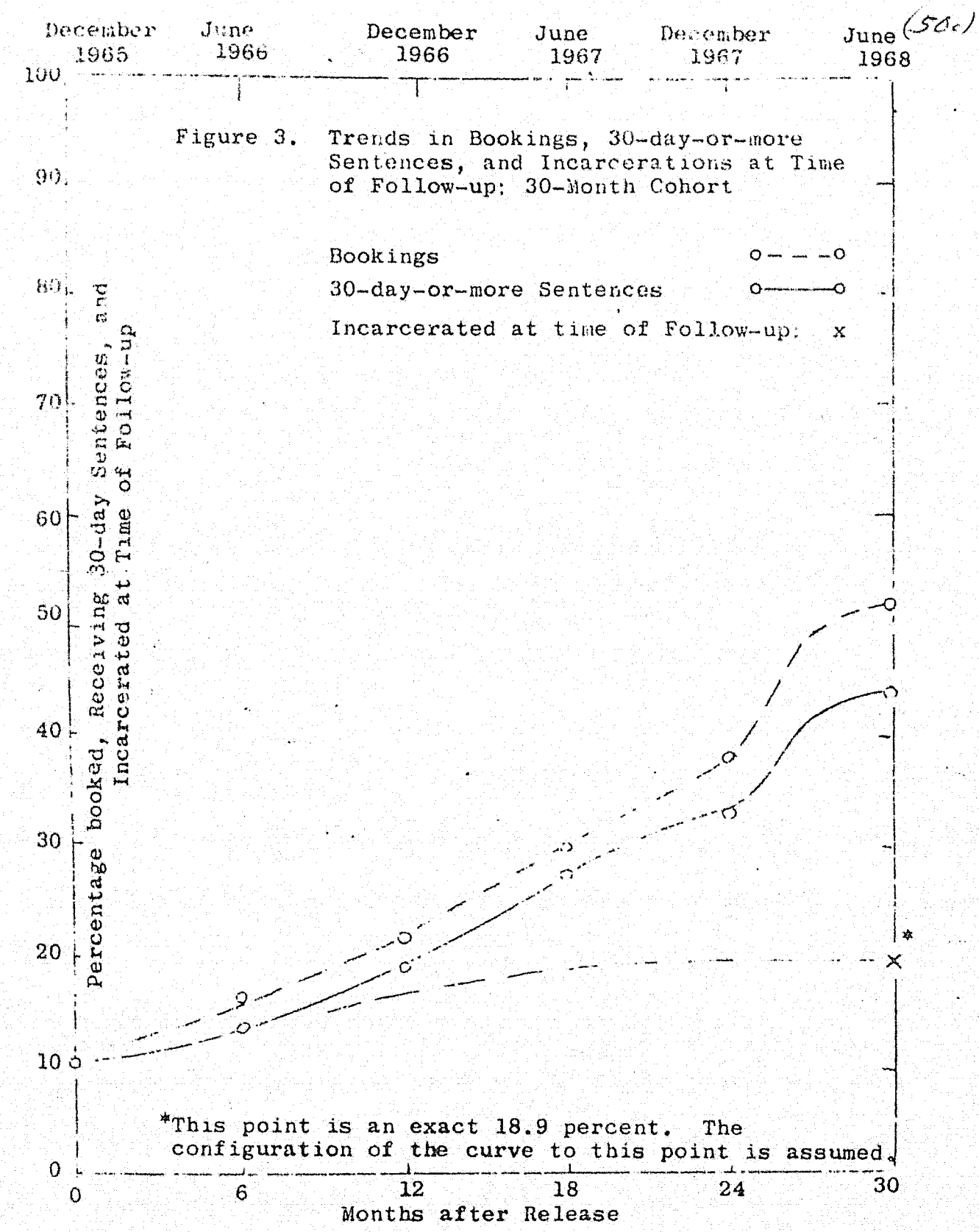


Table 5. Bookings, Dismissals, and 30-Day-or-More Sentences: 30-Month Cohort

Action	Months After Release						Cumulative Total
	0	6	12	18	24	30	
Sentenced 30 or More Days	4 10.8%	5 13.5%	7 18.9%	10 27.0%	12 32.4%	16 43.2%	16 43.2%
Dismissed	0	1 2.7%	1 2.7%	1 2.7%	2 5.4%	3 8.1%	19 51.3%
Not Booked							18 48.7%
Total							37 100.0%

(501)

The failure rate in the 30-month cohort, defined as percentage sentenced to 30-days-or-more incarceration, appeared to be relatively low in comparison with failure rates in two other release groups. At 15 months after release, the Youth Center releasees had a failure rate of about 24 percent. Corresponding rates for the D. C. Community Treatment Center wards and California Youth Authority wards with criminal court sentences were about 35 percent at 15 months after release. In view of the kinds of wards placed in the Youth Center and the kinds of neighborhoods to which they are released on parole, this level of failure appears to be lower than might have been anticipated.

The^{report} concluded that although the Youth Center appeared to be functioning at a relatively high level of effectiveness, there were undoubtedly ways in which this level could be improved. It was suggested that an ongoing "impact study" at the Youth Center and a proposed cost-effectiveness study of release through the Youth Center and the Community Treatment Center would provide ideas for developing a more effective program at the Youth Center.

9) Projection of the Institutional Population:
1968-1970

This study was carried out at the request of the Business Office which needed to justify its requests for additional staff and capital outlay in the forthcoming budget hearings.

The study disclosed that during the period 1954 through 1968 the institutional population of the D. C. Department of Corrections

ranged from a high of 4753 to a low of 2,660. These two figures, which were averages of daily populations, occurred in Fiscal Year 1961 and FY 1968, respectively.

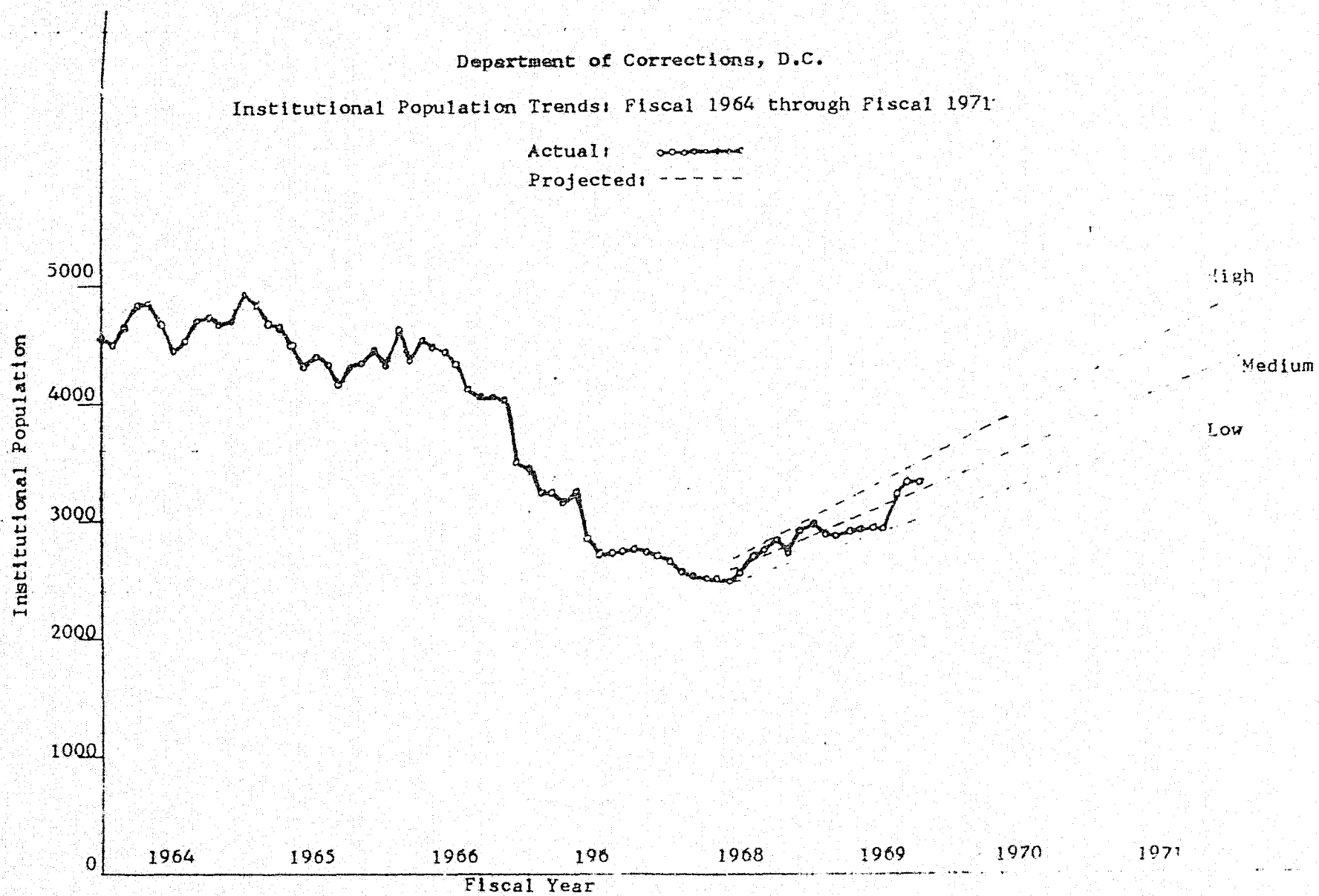
Since early 1966, the institutional population has shown three distinct trends:

- 1) A decline from a daily average of 4,365 in January 1966 to 2,740 on January 1967;
- 2) A decline from 2,740 in January 1967 to 2,485 in December 1967; and
- 3) A rise from 2,485 in December 1967 to 2,848 in September 1968.

The first of these trends was determined primarily by a shift of population out of the Department of Corrections because of the Easter decision of March 1966. Former alcoholic offenders now became alcoholic wards of the D. C. Department of Public Health. The two succeeding trends have a more complex causation and cannot be very clearly accounted for at the present time.

To ascertain the possible magnitude of the institutional population at the end of FY 1970, three projections were made. These were least-squares lines, calculated on three different time bases. The Low projection indicated an institutional population of 2,962 at the end of FY 1970. The Medium projection indicated a population of 3,441 at the end of FY 1970. The High projection indicated a population of 3,855 at the end of FY 1970.

The High projection was based on the most recent of the

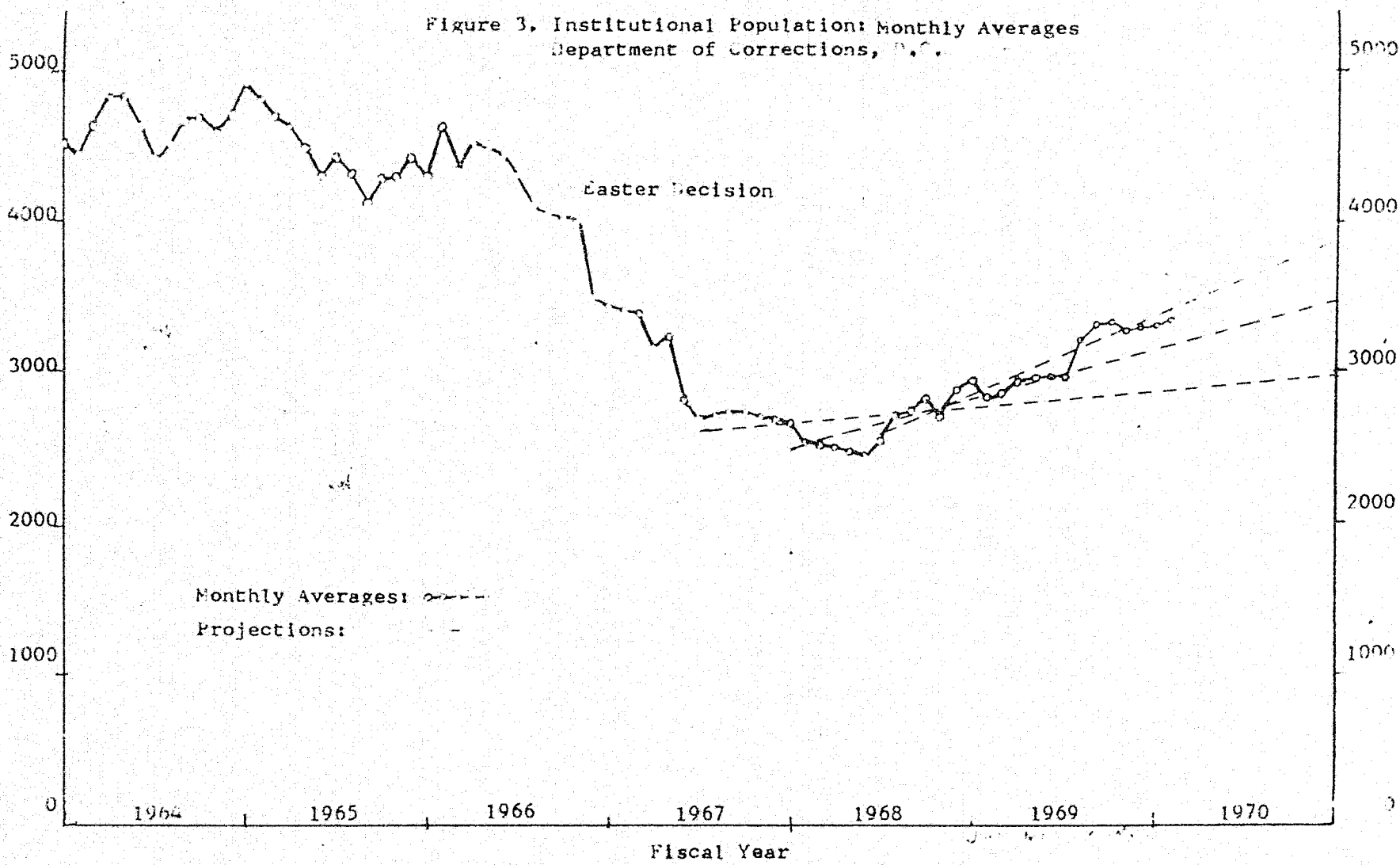


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(524)

-11-

Figure 3. Institutional Population: Monthly Averages
Department of Corrections, D.C.



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(526)

distinct institutional population trends discernible since the beginning of calendar 1967. If the trend since December 1967 continues in effect, the Department's institutional population will reach 4,000 within two calendar years of the date of the report, namely, October 1970.

10) Alcoholic, Narcotic and Emotional Problems
among Correctional Inmates

The D. C. Board of Parole had become concerned about the prevalence of several kinds of problems among parolees in the District, including use of alcohol and narcotics. The Board contracted with Joseph B. Dellinger, social worker-sociologist, to make a study of the area. The study was begun under the auspices of the Board of Parole and finished under Project 089 after the study director joined the Project staff.

A survey was made of the case files of inmates, and interviews were held with institutional and parole staff to obtain data on the prevalence of alcoholic, narcotic and psychological problems among institutional inmates and parolees.

To provide information on the institutional population, about 1,000 case files were read and instances of individual problems were identified. The sample files, which covered all cases in the smaller institutions and a systematic one-fourth sample in the larger institutions, indicated that 1,100 inmates (41.3 percent of the inmate population) suffered from at least one of the three types of disability. Drug problems were found in 621 cases (23.3 percent), drinking problems in 314 cases (11.8 percent), and psychological problems in 165 cases (6.2 percent).

Interviews with community parole officers disclosed that the officers judged lower proportions of their caseload members to be troubled by one of the three problems. The 1,113 parolees were estimated to include a total of 261 individuals (23.4 percent) with one or more of the three disabilities. Drug involvements accounted for 10 percent, drinking for 7.5 percent, and emotional problems for 5.9 percent of the parolee population.

Among institutionalized persons, the greatest prevalence of problem cases was found in the Women's Detention Center, which showed 55 percent of the inmates involved with drugs and a total of 60 percent involved in the three types of problems.

The lowest rate of problem cases was shown at the Youth Center. Out of a total of 32.2 percent with involvements, 12.9 percent were emotional problems, 11.6 percent were drug problems, and 7.7 percent were drinking problems.

A survey of potential treatment resources within the Department of Corrections showed that the main resources, the Psychological Services Center, and the Classification and Parole staff, were too few in number to offer assistance in more than a small portion of the problem cases.

Community treatment resources were also severely limited in number and capability. The survey disclosed the existence of 18 treatment centers or facilities, 9 dealing with drinking problems, 6 with narcotic problems, and 3 with emotional problems.

The report recommended 1) a 200-bed Health Department facility

in a high-crime area to treat alcoholics, addicts, and emotionally-disturbed parolees; 2) three additional alcohol detoxification centers in strategic locations in the inner city; 3) 10 or more halfway houses to serve the District's many alcoholics who need temporary residential care while relocating back in the community after a stay at the converted Workhouse; and 4) two hostels of 200 capacity each where alcoholics and addicts might receive 24-hour supervision and care.

11) Impact of the Youth Center on First Termers

This project was modeled on the Preston School of Industry impact study conducted in 1959 which led to the formulation of the proposal for California's Community Treatment Project.¹² Periodic interviews were to be held with a panel of Youth Center wards, starting at the time of admission and continuing until release. Impressions gained through the interviews were to be systematized, interpreted, and used in the formulation of recommendations for new or modified programs.

The first report from the impact study is a summing up of impressions from two interviews with each of ten consecutive first admissions to the Youth Center. The two interviews spanned a thirty-day period in September-October 1968. The interviews were the first of a projected series that was to continue for about eighteen to twenty-four months and that was to be summarized in three reports --

12

S. Adams and M. Q. Grant, "An Evaluation of Community-Located Treatment for Delinquents: Proposal for CTP, Phase I," California Youth Authority, 1961 (mimeographed).

one at admission, one near mid-career, and one at the end of the Youth Center stay.

The majority of the subjects of the study appeared to change from an essentially positive to a negative orientation toward the Youth Center in the thirty-day period. This shift seemed to have two origins: 1) concern over adjustments to the immediate deprivations of imprisonment, and 2) the interpersonal problems generated by the structure and the processes of the inmate society.

There were other possible sources of some of the negative shift: 1) The Youth Center had apparently been oversold to the new youth by older inmates, who represented it as an institution where one could do "easy time," where relatively little is expected of the inmate, and where only moderately annoying restrictions exist;

2) The institutional programs were seen as irrelevant. The vocational training was not congruent with the youth's aspirations, and the therapy was regarded as unnecessary for youths who had no intrapersonal problems;

3) The newcomers soon became aware of the anti-staff ideology that made it useful for the inmate to appear negative about anything sponsored by staff;

4) There was a milieu of unrest in the institution. Staff and inmates were in obvious conflict over the boundaries of acceptable behavior. The precise role requirements for staff and inmates were not wholly clear at the time of the interviews. The correctional officer's status was being questioned by the inmates, and as

this mood continued, feelings of anxiety and discontent might be expected from the interviewees.

Several other impressions were derived by the researcher. First, for a few of the inmates, a positive adjustment at the Youth Center cannot be anticipated with any confidence. The men expect difficulties, and their expectations are likely to lead them to define events as difficulties, sometimes without warrant. Second, despite the almost minimal supervision at the Youth Center, many of the detrimental experiences that occur in most correctional institutions do not seem to occur at the Center. Third, much of the observed negativism and depression exhibited by the newcomers may be situational, subject to amelioration as the men become involved in their goal-directed programs. Finally, the researcher was impressed by the difficulty of acquiring dependable information about the problems encountered by the inmates. Like the proverbial iceberg, the bulk of significant inmate experiences were not immediately evident to the interviewer, at least not in the first two of the several projected interviews. This indicates that much time will be required to comprehend the real effects of the Center on its wards, and more time will be required to bring suggested changes into the program of the Center.

12) Post-Release Performance of 432 Reformatory Releasees

Among the 480 offenders who were studied after their release from the Men's Reformatory in 1965, community performance data were located on 432. This group of 432 was traced through the records of the D. C. Jail, the Parole Division, and the Department's Correctional institutions to ascertain their statuses at the end of 36

months after release. The group was divided into Cohort 1, released during January-June 1965, and Cohort 2, released during July-December 1965.

Follow-up data were collected to permit construction of performance curves that showed statuses at six-month intervals over the follow-up period. Performance was measured in terms of bookings into the D. C. Jail, bookings and dismissals, fines and dismissals, sentences to 1-30 days, to 30-90 days, 90-360 days, and to 360 or more days.

The performance curves showed that at 36 months about 44 percent of the releasees had been booked back into the D. C. Jail. Of the total cohort, about 4 percent were booked and dismissed at court, 2 percent were sentenced to 29 days or less, 2 percent to between 30 and 89 days, 11 percent to between 90 and 359 days, and 14 percent to 360 days or more.

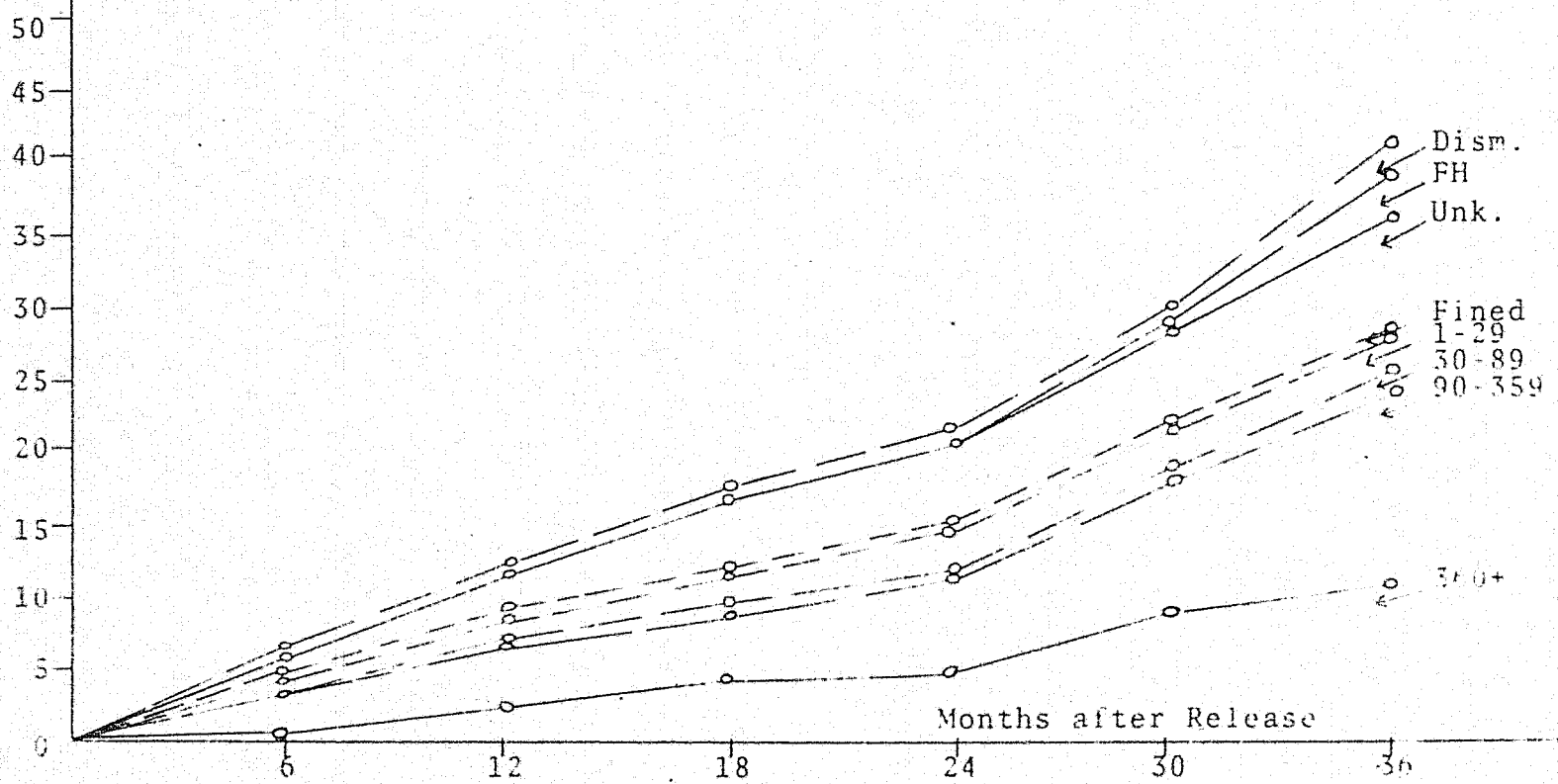
Cohorts 1 and 2 performed in generally the same manner, with the latter showing slightly worse performance in two categories.

One conspicuous feature of the performance curves was their tendency to move out of a leveling-off process in the second year into a sharp upturn in the third year. It is conjectured that this sharp upturn reflects the social disorders that erupted in the black sections of metropolitan areas in late 1967 and early 1968.

A comparison of the adjusted performance curves of the 432 subjects and those of felony releasees from the California Department of

Chart 1: Dispositions of Bookings
Cohort 1

NOT BOOKED: 59.4%



(1580)

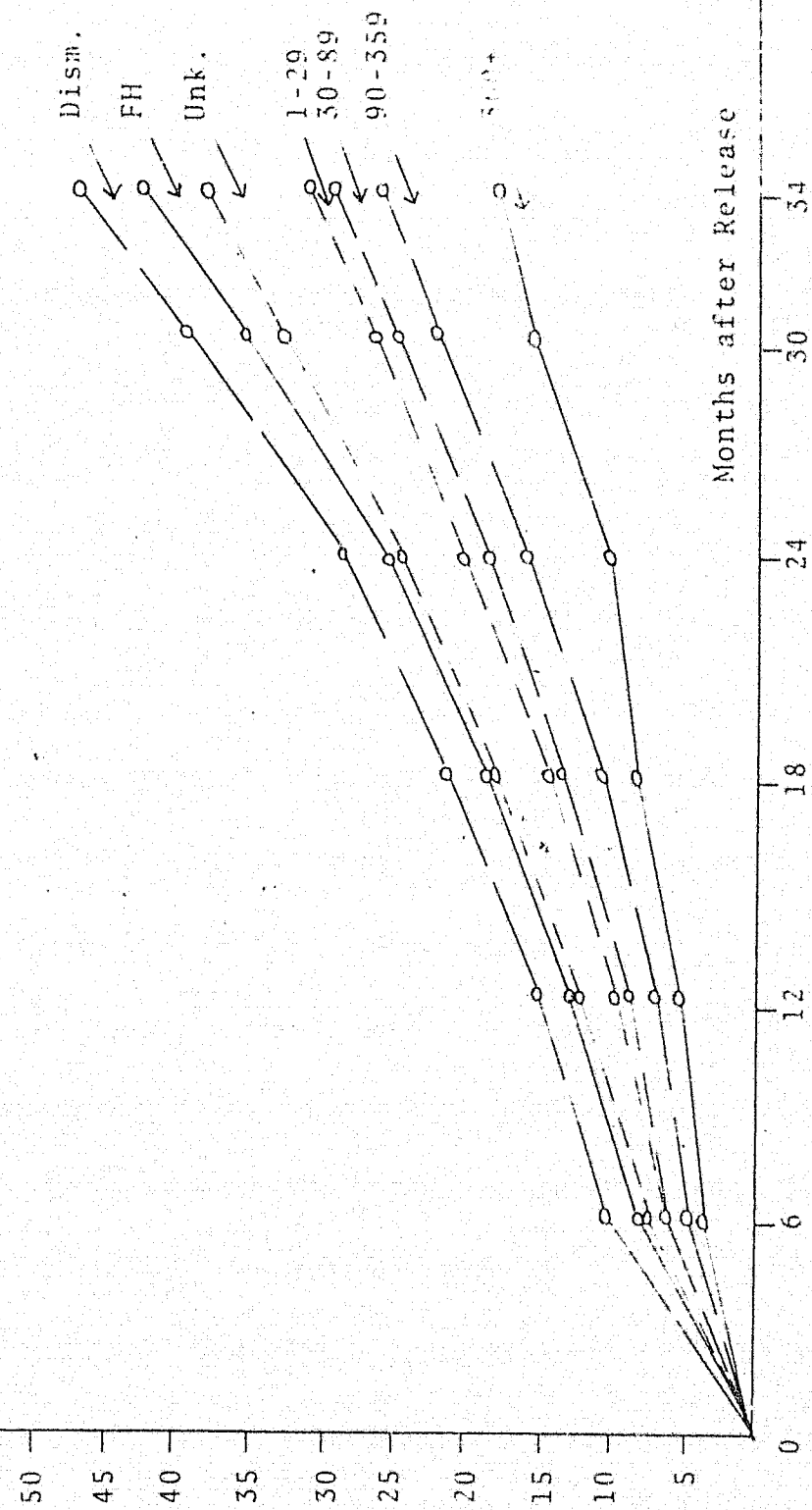
Table 4
Dispositions: Cohort 1

Action	Months After Release						Cumulative Total
	6	12	18	24	30	36	
Sentenced 360 or More Days	1 .5%	6 2.7%	9 4.1%	10 4.6%	19 8.7%	23 10.5%	23 10.5%
Sentenced 90-359 Days	6 2.7%	9 4.1%	10 4.6%	14 6.4%	20 9.1%	29 13.2%	52 23.7%
Sentenced 30-89 Days	0	1 .5%	2 .9%	2 .9%	2 .9%	3 1.4%	55 25.1%
Sentenced 1-29 Days	1 .5%	3 1.4%	4 1.8%	5 2.3%	5 2.3%	5 2.3%	60 27.4%
Fined and Dismissed	1 .5%	1 .5%	2 .9%	2 .9%	2 .9%	2 .9%	62 28.5%
Unknown	4 1.8%	6 2.7%	9 4.1%	11 5.0%	13 5.9%	16 7.3%	78 35.6%
Awaiting Further Hearing	0	0	0	0	1 .5%	6 2.7%	81 38.4%
Booked and Dismissed	1 .5%	1 .5%	3 1.4%	3 1.4%	3 1.4%	3 1.4%	84 38.4%
Not Booked							130 59.4%
Total							219 100.0%

(985)

Chart 2: Dispositions of Bookings
Cohort 2

NOT BOOKED: 53.1



(580)

Table 7
Dispositions: Cohort 2

Action	Months After Release						Cumulative Total
	6	12	18	24	30	34	
Sentenced 360 or More Days	8 3.8%	11 5.2%	18 8.5%	22 10.3%	33 15.5%	39 18.3%	39 18.3%
Sentenced 90-359 Days	2 .9%	4 1.9%	5 2.3%	12 5.6%	14 6.6%	17 8.0%	56 26.3%
Sentenced 30-89 Days	3 1.4%	4 1.9%	6 2.8%	6 2.8%	6 2.8%	6 2.8%	62 29.1%
Sentenced 1-29 Days	0	2 .9%	2 .9%	3 1.4%	4 1.9%	4 1.9%	66 31.0%
Unknown	3 1.4%	5 2.3%	8 3.8%	10 4.7%	14 6.6%	15 7.0%	81 38.0%
Awaiting Further Hearing	1 .5%	1 .5%	1 .5%	1 .5%	5 2.3%	9 4.2%	90 42.3%
Booked and Dismissed	5 2.3%	5 2.3%	6 2.8%	7 3.3%	9 4.2%	10 4.7%	100 46.9%
Not Booked							113 53.1%
Total							213 100.0%

(P. 8-5)

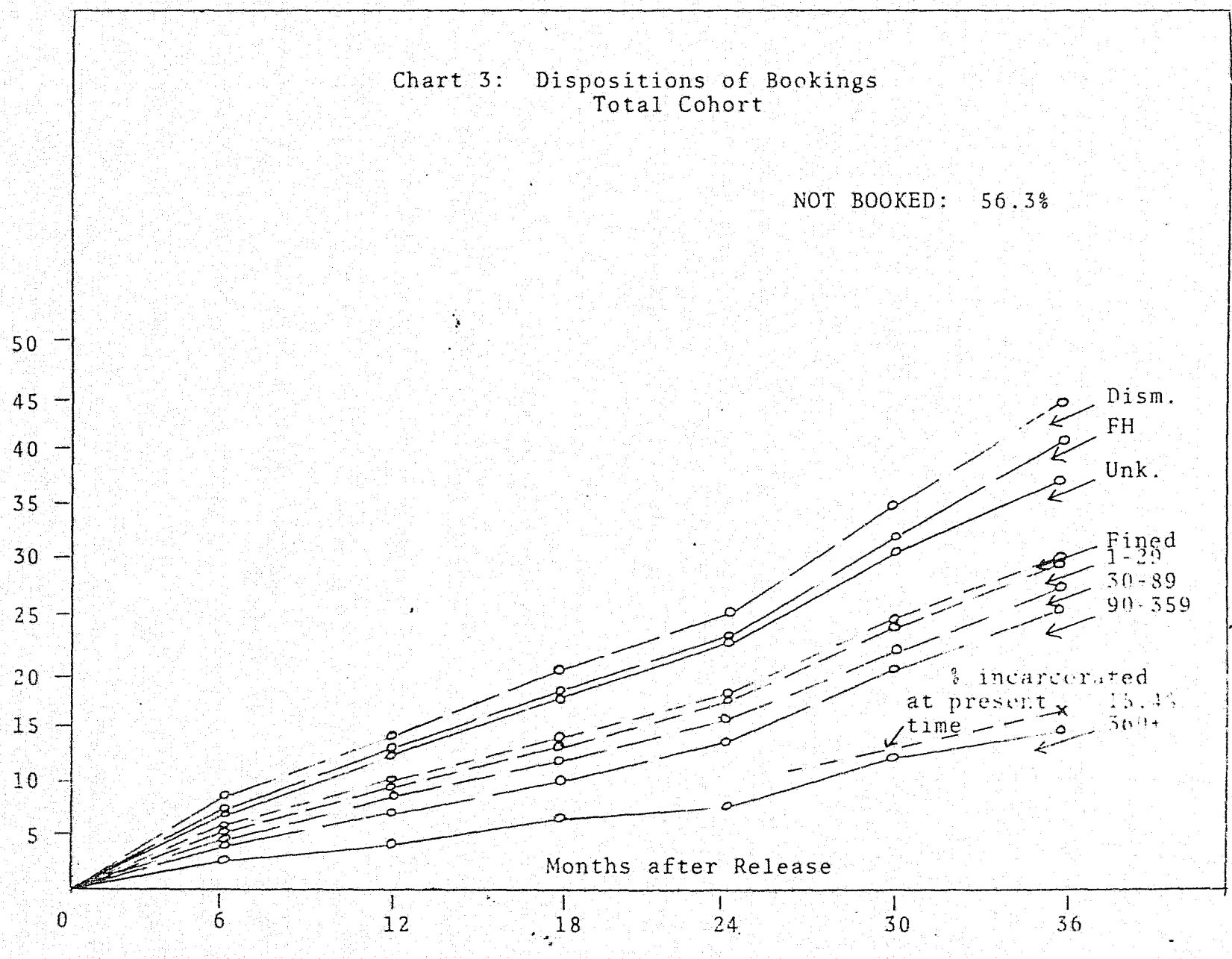


Table 8
Dispositions: Total Cohort

Action	Months After Release						Cumulative Total
	6	12	18	24	30	36	
Sentenced 360 or More Days	9 2.1%	17 3.9%	27 6.3%	32 7.4%	52 12.0%	62 14.4%	62 14.4%
Sentenced 90-359 Days	8 1.9%	13 3.0%	15 3.5%	26 6.0%	34 7.9%	46 10.6%	108 25.0%
Sentenced 30-89 Days	3 .7%	5 1.2%	8 1.9%	8 1.9%	8 1.9%	9 2.1%	117 27.1%
Sentenced 1-29 Days	1 .2%	5 1.2%	6 1.4%	8 1.9%	8 1.9%	9 2.0%	126 29.2%
Fined and Dismissed	1 .2%	1 .2%	2 .5%	2 .5%	2 .5%	2 .5%	128 29.6%
Unknown	7 1.6%	11 2.5%	17 3.9%	21 4.9%	27 6.3%	31 7.2%	159 36.8%
Awaiting Further Hearing	1 .2%	1 .2%	1 .2%	1 .2%	6 1.4%	15 3.5%	174 40.5%
Booked and Dismissed	6 1.4%	6 1.4%	9 2.1%	10 2.3%	12 2.8%	15 3.5%	189 43.7%
Not Booked							243 56.2%
Total							432 100.0%

(435)

Corrections suggests that failure rates among District of Columbia releasees were lower than those in the California system.

13) Narcotic-Involved Inmates in the Department of Corrections

This study was prompted by the growing interest in the narcotic-addiction problem and its implications for a rising crime rate that received considerable publicity in the District in early 1969.

Three sets of data were examined to ascertain the prevalence of narcotic-involved offenders in the inmate population of the Department of Corrections:

- 1) Data from a Board of Parole initiated survey in June 1968 indicated that narcotic involvement among inmates could be estimated at about 23 percent of the inmate population;
- 2) A computer printout from the automatic data processing system disclosed that approximately 18 percent of the inmate population was narcotic-involved. Approximately three-fourths of the involved inmates had been committed for narcotic offenses;
- 3) A special survey of the inactive card files at the D. C. Jail for the period 1958 through 1968 indicated that commitments to the Department of Corrections had increased at a moderate rate between 1958 and 1966. They had increased at a very high rate during 1967 and 1968.

The exponential rate of increase disclosed by the Jail survey data was a confirmation of the pattern suggested by the ADP system printout.

(59a)

NARCOTIC-INVOLVED BOOKINGS INTO THE D.C. JAIL

Number of
offenders booked
1800
1600
1400
1200
1000
800
600
400
200
0

Projected

Estimated

(Estimation is based on
a current 3/2 ratio of
narcotic offenders to
other offenders with
narcotic involvement)

Both curves were smoothed
by inspection

All
Narcotic
Involved
Bookings

Narcotic
Offender
Bookings

56 58 60 62 64 66 68
Year

The Jail data and the automated record printout both indicate that the Department of Corrections and the District of Columbia will both be confronted soon by a critical situation in the housing and management of narcotic offenders and narcotic-involved offenders.

To cope with this situation, there is need for 1) better knowledge of the drug culture of the District, and information about rates of production of addict-offenders; 2) clearcut strategies of prevention ranging from interdiction of major supplies of drugs to aggressive school and neighborhood educational programs to family counseling in cases of drug involvement; and 3) accelerated development of treatment programs modeled on plans that have proven successful in other localities.

The report recommended that active experimentation should be started in the District with three kinds of programs: 1) the methadone maintenance program developed by Drs. Dole and Nyswander in New York; 2) the narcotic-antagonist programs developed by Drs. Jaroff, Sharoff, Freedman, and Fink in Chicago and New York; and 3) the self-help program developed by the Synanon Foundation in California.

14) In-Program and Post-Release Performance of Work-Release Inmates: A Preliminary Assessment of the Work-Release Program

To obtain information on in-program and post-release performance of Work Release participants, the 281 cases that moved into and out of the Work Release Program between its start in April 1966 and the end of July 1967 were identified and their records were traced. Follow-ups were made through the record offices of the Work Release Unit,

the D. C. Jail, the Board of Parole, the institutions of the Department of Corrections, and the FBI.

To facilitate analysis of the data, the study group was separated into 156 felony offenders and 125 misdemeanants.

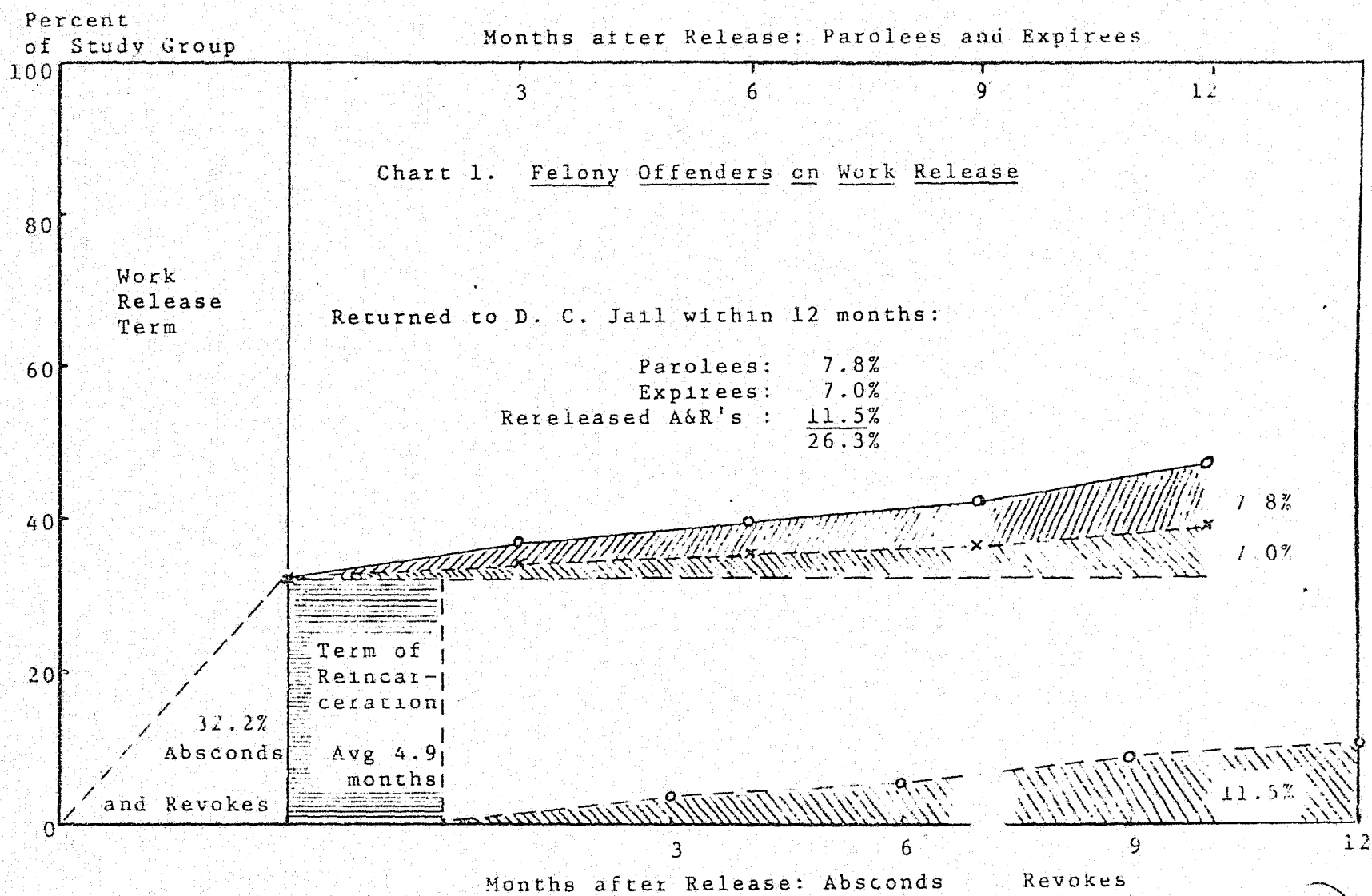
Of the 156 felony offenders, a total of 50 (32.3 percent) absconded or were revoked during their stay in the Work Release Unit. The absconds and revokes were reincarcerated for periods that averaged 4.9 months, following which they were released to the community.

A post-release follow-up of the graduates from Work Release and from reincarceration showed that at twelve months out, about 26 percent of the 156 felony offenders had been detained in the D. C. Jail. The remaining 74 percent may be defined as "successes" at the end of the twelve month follow-up.

Of the 125 misdemeanants, a total of 36 (28.8 percent) absconded or were revoked during their stay in the Work Release Unit. The absconds and revokees were reincarcerated for an average of 3.0 months and then released to the community.

A post-release follow-up of the 125 misdemeanants showed that after an exposure time of twelve months, about 24 percent of the group had been detained in the D. C. Jail. The remaining 75 percent may be regarded as successes at the end of one year community exposure.

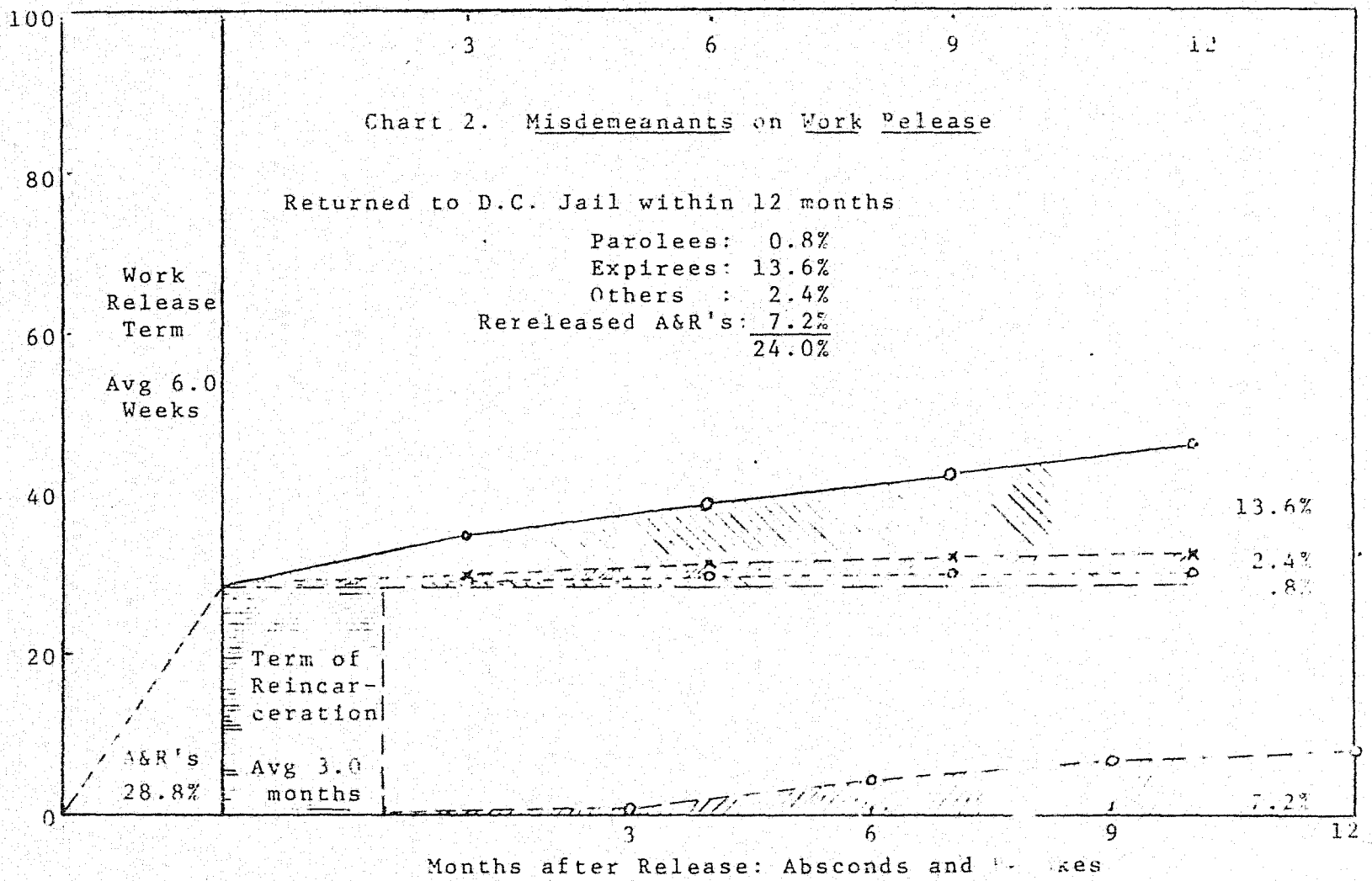
The 125 misdemeanants included a group of 51 who had been



(6/4)

Percent of
Study Group

Months after Release: Parolees, Expirees, etc.



ordered into work release by the adjudicating courts. This group showed no absconds during their stay in the Unit. It also showed a revocation rate of about 14 percent, which was about one-half the revocation and abscond rate (28.8 percent) for all misdemeanants and about one-third of the revoke and abscond rate of the non-court-ordered misdemeanants (40 percent).

The 76 percent success rate for the 156 felony offenders on work release is somewhat lower than the 85 percent success rate for the 432 felony offenders who were released from the Reformatory in 1965, comparing the two groups at 12 months out. This comparison is not wholly valid since the Work Releasees were not a cross section of the Reformatory releasees but were drawn primarily from the groups that ordinarily go out as expirees and conditional releasees. The Work releasees appear, in other words, to be a high-risk group.

The report concludes that to provide better information on the effects of Work Release on recidivism, it is essential to follow up with two kinds of research:

- 1) The Department should conduct one or more controlled experiments which randomly assign work-release eligibles to control and experimental statuses. The latter should include several varieties of work release experience and setting. Comparison of the outcomes among control and experimental groups should provide relatively precise information on the effectiveness of work release with various kinds of offenders in different kinds of work release programs or settings.

2) The Department should develop parole success probability measures to assist in the evaluation of programs in which controlled experimental designs are not feasible.

In addition to assessments in terms of recidivism rates, future work on work release should examine the cost-effectiveness of the work release program. Costs of the program should be analyzed against new correctional costs, earnings in the program, reductions in relief costs, and effects on post-release earnings.

15) The Impact of Institutionalization on Recidivists and First Offenders

A study was made of the attitudes and functioning of recidivists and first offenders, each at intervals of imprisonment that averaged about one week and one year. The four groups numbered about 40 men each. They were drawn from the inmate population of a medium security institution with a reputation for reasonably progressive operation.

The variables selected for study were attitudes toward law and law enforcement, aggression, masculine self-concept, guilt, anxiety, concern about independence of functioning, and flexibility-inflexibility of thinking.

Inmates institutionalized for one year differed significantly from those institutionalized one week only in having lower guilt scores.

Recidivists differed significantly from first offenders in terms of less favorable attitudes toward law and law enforcement and toward

cooperating with others generally.

Recidivists also tended to be more suspicious, more prone to assaultiveness, more concerned with their independence, and less inclined to feel guilt.

These findings have a number of implications for correctional administration. First, they would seem to strengthen the argument for keeping first offenders separate from recidivists. However, the rationale for this procedure is not that the recidivists have a negative impact on the first offenders. Rather, it is that the recidivists make it difficult for staff to give plausibility to the rehabilitative program for the first offenders.

Second, it appears that more than mere separation of first offenders and recidivists is required if prisons are to make an impact on the attitudes, values and potential behaviors of first offenders. Furthermore, something additional is required if the recidivists are to be changed. Major innovations in treatment are called for when inmates incarcerated for a year in a "good" institution show no improvement in attitudes over inmates incarcerated for only one week.

16) Community Performance of three Categories of Institutional Releasees

To learn whether there were variations in community performance by different release types, 432 offenders who were released from the Lorton Reformatory for Men in 1965 were divided into three release categories and followed up for 36 months after release. The three

release categories, by numbers of offenders included, were the following: 1) parolees, 101; 2) conditional of "good time" releasees, 205; and 3) expirees, or release at expiration of term, 126.

Performance in the community was described in terms of frequency of booking back into the D. C. Jail and in types of dispositions made after booking.

The parolees were the most successful of the three release categories. At the end of the 36-month follow-up, the parolees showed 29 percent booked, 12 percent sentenced for 30 or more days, and 7 percent sentenced for 360 or more days. The corresponding values for the conditional releasees were 44 percent, 27 percent, and 13 percent, respectively; and for the expirees, 57 percent, 39 percent, and 24 percent, respectively.

While some of the difference in performance might be attributed to personal and social differences between the releasee groups, some might be the result of differential handling before, during, or after release. The expirees, for example, who received no post-release supervision by the Parole Division, had failure rates ranging from two to three times those of the parolees.

These findings indicate that there is a pressing need to make deeper and more elaborate studies of the relationship between inmate type and performance after release to the community. Such studies should make it possible to determine the extent to which community performance of releasees can be improved by differences in institutional treatment, in parole board decisions, and in post-release supervision. In addition, when suitable inmate typologies become

Performance of Lorton Complex
 and Lorton Complex after Booking: N = 101

Percent
 Booked
 or
 Sanitized

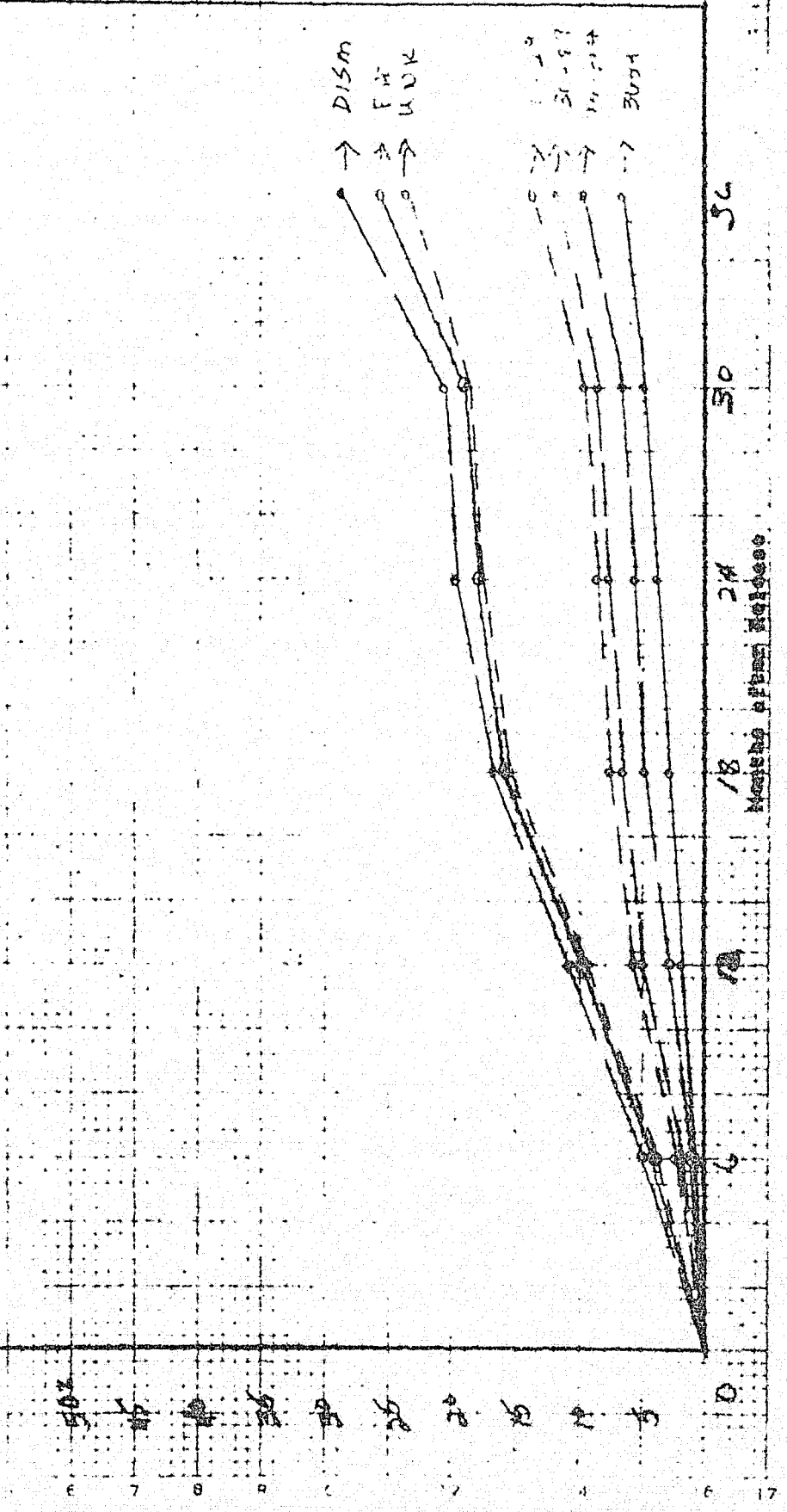


Table 1
Parolee Bookings and Disposition

Action	Months After Release						Cumulative Total
	6	12	18	24	30	36	
Sentenced 360 or More Days	1 1.0%	2 2.0%	3 3.0%	4 4.0%	5 5.0%	7 6.9%	7 6.9%
Sentenced 90-359 Days	0	1 1.0%	2 2.0%	2 2.0%	2 2.0%	3 3.0%	10 9.9%
Sentenced 30-89 Days	1 1.0%	2 2.0%	2 2.0%	2 2.0%	2 2.0%	2 2.0%	12 11.9%
Sentenced 1-29 Days	0	1 1.0%	1 1.0%	1 1.0%	1 1.0%	2 2.0%	14 13.9%
Unknown	2 2.0%	4 4.0%	8 7.9%	9 8.9%	9 8.9%	10 9.9%	24 23.8%
Awaiting Further Hearing	0	0	0	0	0	2 2.0%	26 25.7%
Booked and Dismissed	1 1.0%	1 1.0%	1 1.0%	2 2.0%	2 2.0%	3 3.0%	29 28.8%
Not Booked							72 71.2%
Total							101 100.0%

(156)

(650)

Chart 2. Post-Release Performance of Conditional Releasees of Wood-Road Prison, N = 205

Not booked. 57.1%

Percent Booked or Sentenced

30 25 20 15 10 5 0



6 7

Action	Months After Release						Cumulative Total
	6	12	18	24	30	36	
Sentenced 360 or More Days	4 2.0%	7 3.4%	12 5.9%	13 6.3%	21 10.2%	26 12.7%	26 12.7%
Sentenced 90-359 Days	4 2.0%	6 2.9%	7 3.4%	14 6.8%	19 9.3%	26 12.7%	52 25.4%
Sentenced 30-89 Days	1 .4%	2 1.0%	3 1.5%	3 1.5%	3 1.5%	4 2.0%	56 27.3%
Sentenced 1-29 Days	1 .4%	2 1.0%	3 1.5%	4 2.0%	4 2.0%	4 2.0%	60 29.3%
Fined and Dismissed	1 .4%	1 .4%	1 .4%	1 .4%	1 .4%	1 .4%	61 29.8%
Unknown	4 2.0%	6 2.9%	7 3.4%	9 4.4%	12 5.9%	14 6.8%	75 36.6%
Awaiting Further Hearing	0	0	0	0	1 .4%	6 2.9%	81 39.5%
Booked and Dismissed	3 1.5%	3 1.5%	5 2.4%	5 2.4%	6 2.9%	7 3.4%	88 42.9%
Not Booked							117 57.1%
Total							205 100.0%

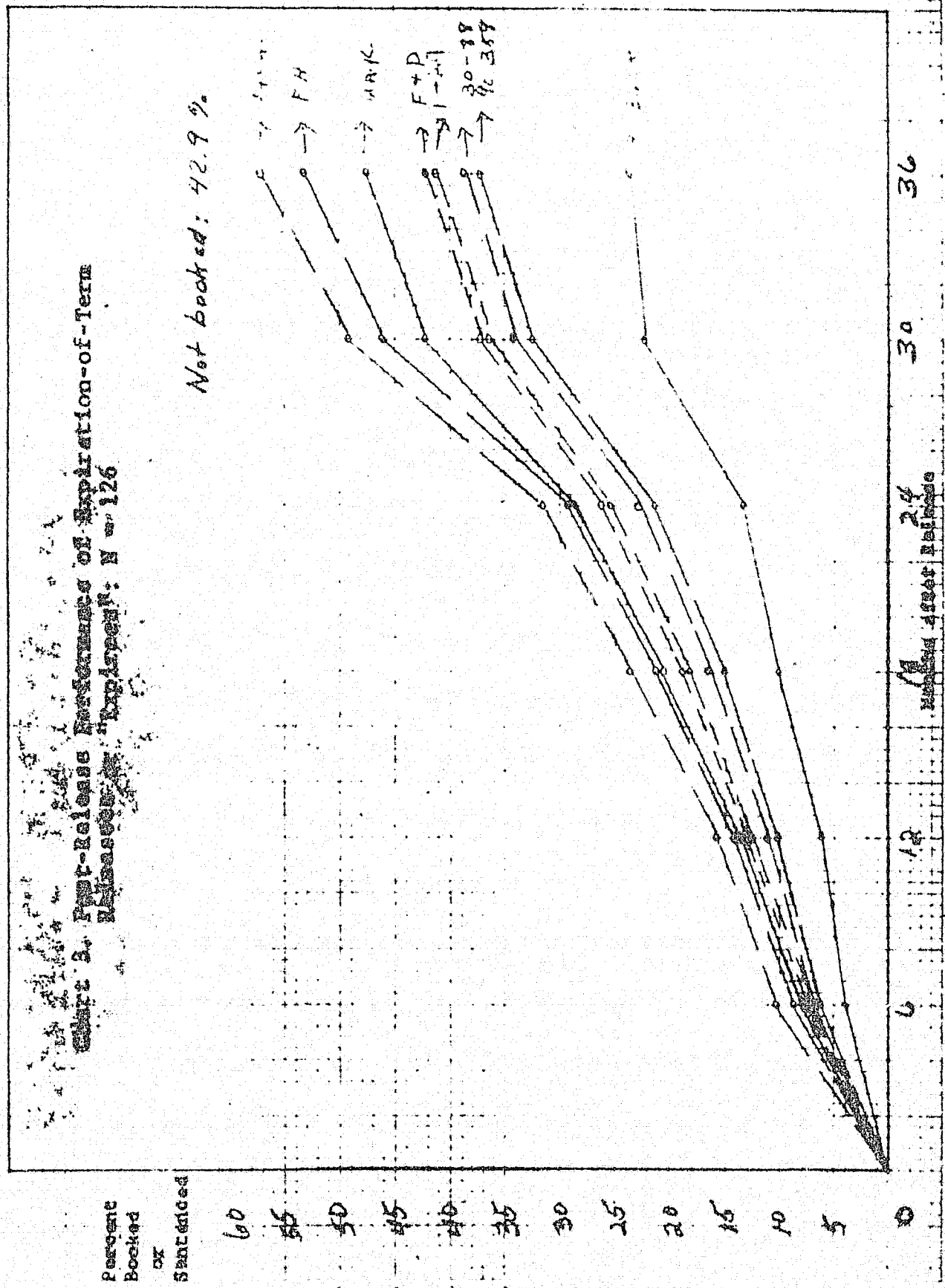
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2 OF 3

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Chart 3. Post-Release Performance of Expiration-of-Term Releasees: N = 126



Expiree Bookings and Dispositions

Action	Months After Release						Cumulative Total
	6	12	18	24	30	36	
Sentenced 360 or More Days	5 4.0%	8 6.3%	13 10.3%	17 13.5%	28 22.2%	30 23.8%	30 23.8%
Sentenced 90-359 Days	3 2.4%	5 4.0%	6 4.8%	10 7.9%	13 10.3%	17 13.5%	47 37.3%
Sentenced 30-89 Days	1 .8%	1 .8%	2 1.6%	2 1.6%	2 1.6%	2 1.6%	49 38.9%
Sentenced 1-29 Days	0	2 1.6%	2 1.6%	3 2.4%	3 2.4%	3 2.4%	52 41.3%
Fined and Dismissed	0	0	1 .8%	1 .8%	1 .8%	1 .8%	53 42.1%
Unknown	1 .8%	1 .8%	2 1.6%	3 2.4%	6 4.8%	7 5.5%	60 47.6%
Awaiting Further Hearing	1 .8%	1 .8%	1 .8%	1 .8%	5 4.0%	7 5.5%	67 53.2%
Booked and Dismissed	2 1.6%	2 1.6%	3 2.4%	3 2.4%	4 3.2%	5 4.0%	72 57.1%
Not Booked							54 42.9%
Total							126 100.0%

(559)

available, the relationship between each of several inmate types and each of several program formats should be examined intensively and systematically.

17) Performance of Narcotic-Involved Prison Releasees
Under Two Conditions of Community Treatment

To obtain preliminary information on the relative effectiveness of alternate treatments for narcotic offenders in the District of Columbia, follow-ups were made of offenders in two programs:

1) DATRC, a supportive out-patient program that emphasizes group methods, which is operated under the supervision of the D. C. Department of Public Health, and

2) The Parole Division of the D. C. Department of Corrections, which provides individual counseling and surveillance to narcotic offenders released from the institutions of the Department.

Subjects for the study were identified by two procedures: DATRC patients were identified by parole agents, who were asked to submit lists of parolees who had been referred to DATRC since its opening in March 1968; ex-addicts on parole or under expiration of term were identified by a search of the records on 432 releasees from the Lorton Reformatory in 1965. Schedules prepared on these individuals for another study provided information on individuals who were certified addicts.

The study procedure made use of a six-month follow-up to ascertain whether the subject had been arrested and booked into the

D. C. Jail after entering into either the DATRC or the Parole Division program.

DATRC subjects who met the six-month exposure criterion were 36 in number. They were part of a larger group of 95 parolees with narcotic involvement problems who had been referred to DATRC by the Parole Division out of a population of approximately 1,200 parolees between March 1968 (the start-up date of DATRC) and April 1969. The Parole Division subjects consisted of 106 individuals who had been released in 1965 as part of a total group of 432 releasees. The narcotic-involved cases represented slightly under 25 percent of the total group of releasees.

The follow-ups of the members of each of the two subject groups focused on rates of failure, which were defined as rates of "arrest and detention in the D. C. Jail."

The follow-ups were designed to provide month-by-month data on the statuses of the members of the two groups. To maximize the number of subjects from the DATRC group, the length of follow-up was limited to six months. For comparative purposes, the statuses of the Parole Division subjects were ascertained at six months although a three-year follow-up was possible with this group.

Of the 36 DATRC subjects, a total of 11 (30.5 percent) were arrested and booked into the D. C. Jail by the end of six months after referral to DATRC.

Of the Parole Division narcotic-involved subjects, a total of 38 (36 percent) were arrested and booked into the D. C. Jail by

the end of six months after entry into parole supervision.

Two major points of interest emerge here. First, the failure rates for the two groups of subjects are considerably lower than are usually reported for ex-addicts after several months of exposure in the community. Second, the failure rate for DATRC subjects is lower (though not significantly so) than that for narcotic addicts under traditional parole supervision. (See figure)

When the DATRC subjects and the ex-addict parolees are compared with non-narcotic-involved parolees, the contrast between DATRC subject performance and ex-addict parolee performance tends to diminish. (See figure)

Before concluding that DATRC adds nothing to narcotic addict rehabilitation, it is necessary to ask: "Are the DATRC subjects essentially more intractable cases?" To provide a tentative answer, background characteristics were collected on both groups and comparisons were made. DATRC cases seemed generally more "amenable" types than the ex-addict parolees. The latter showed more previous convictions, first arrest at an earlier age, and so on.

On the basis of this comparison, one might conclude that the ex-addict parolees were the more intractable, and that a reasonable interpretation of the performance data is that treatment in DATRC is no more effective than treatment by the parole supervision and counseling procedures now used by the Parole Division of the Department of Corrections.

This conclusion does not take into account two possible

1. The first part of the report is a summary of the work done during the last year. It is a very good summary and gives a clear picture of the progress made.

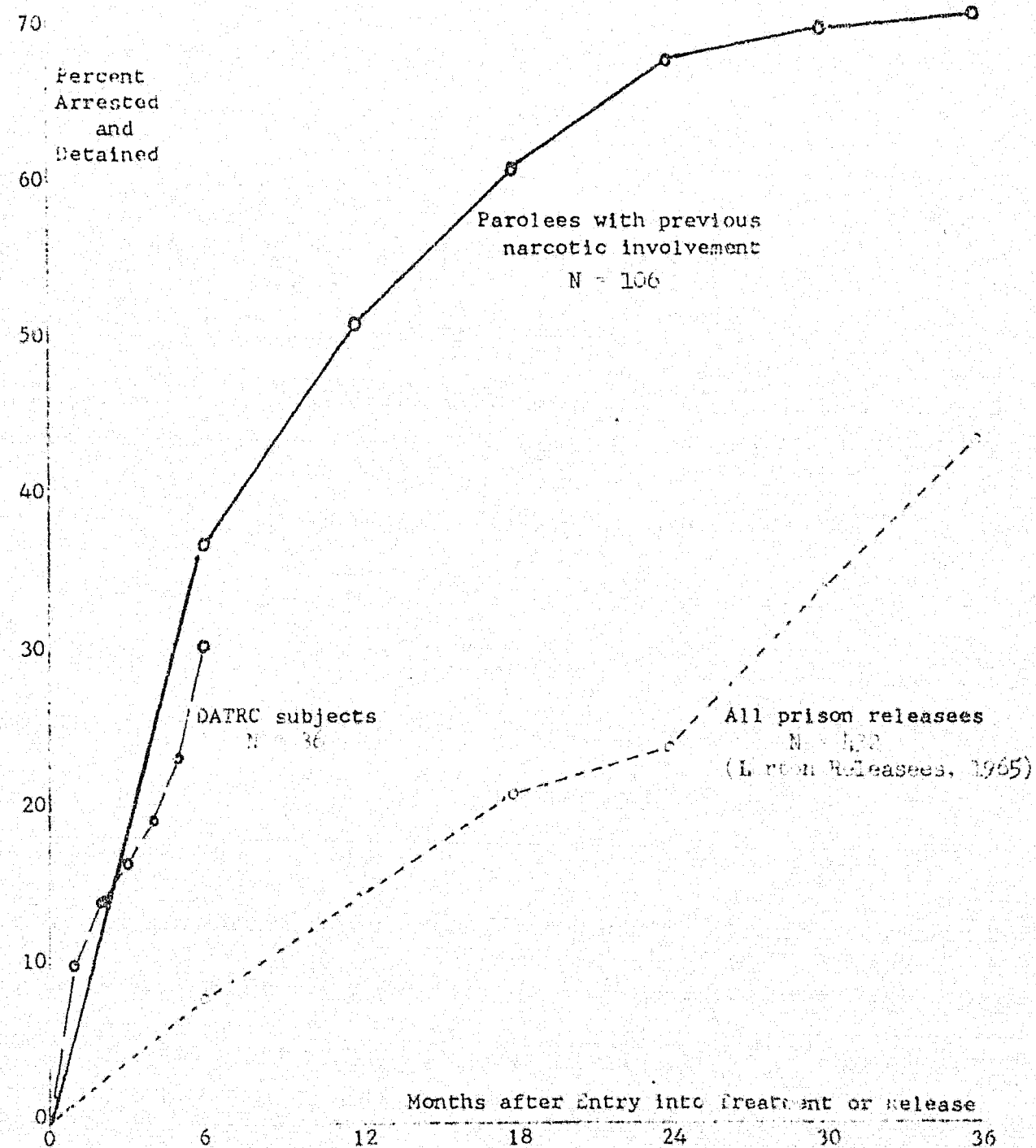
2. The second part of the report is a detailed account of the work done during the last year. It is a very good account and gives a clear picture of the progress made.

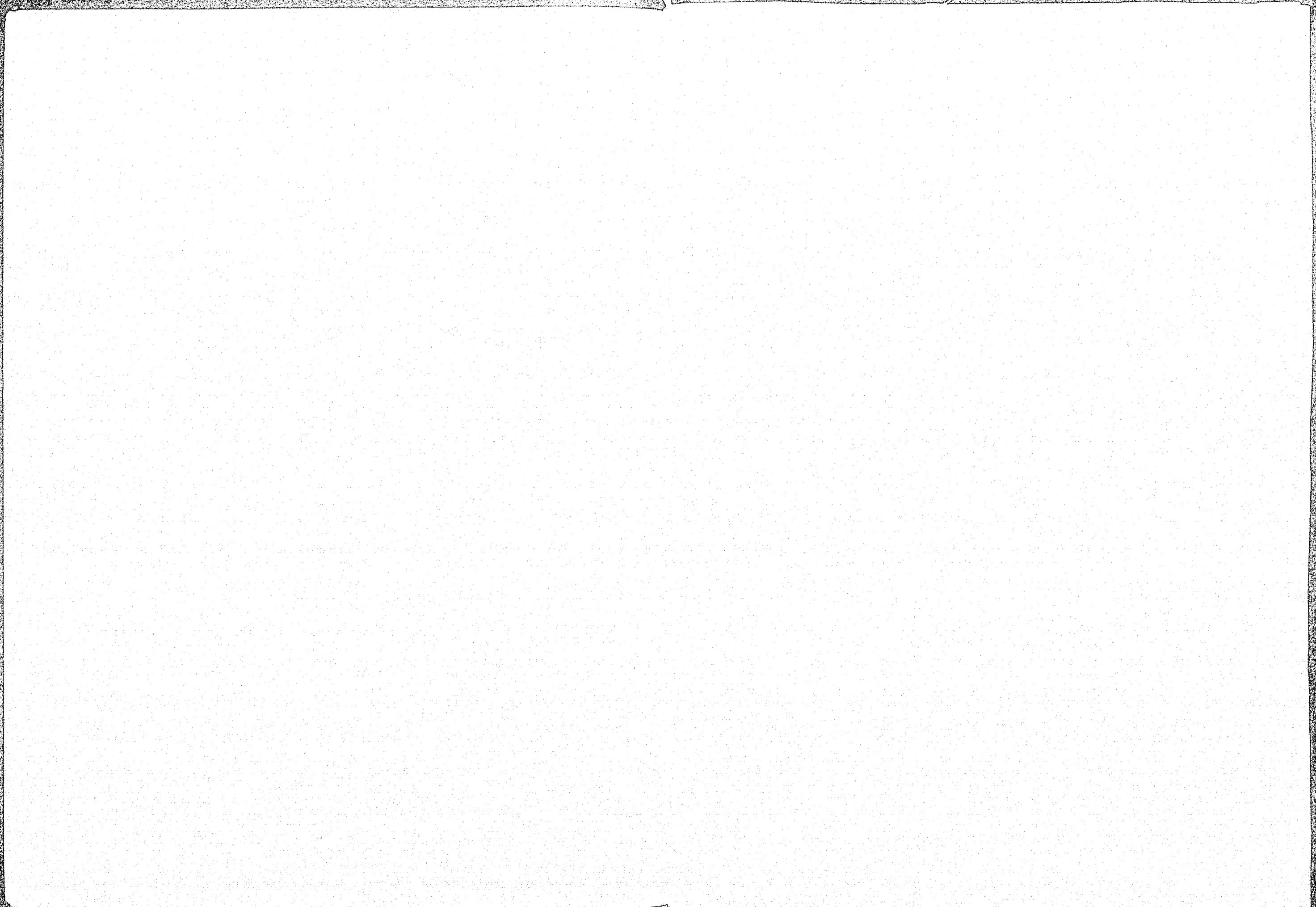
3. The third part of the report is a summary of the work done during the last year. It is a very good summary and gives a clear picture of the progress made.

4. The fourth part of the report is a summary of the work done during the last year. It is a very good summary and gives a clear picture of the progress made.

(686)

Figure 2. Trends in Arrest and Jail Detention of Narcotic-Involved Offenders under Two Conditions of Treatment and a General Group of Prison Releasees





The Narcotic Treatment Program of the Department of Corrections will be inaugurated on September 15, 1969. The program will be centered in a residential and out-patient facility in the inner-city of the District. It will consist of methadone maintenance and methadone withdrawal procedures together with one or more aspects of therapeutic community procedure. The subjects of the program will at first be narcotic-involved individuals from the parolee population and the work release population of the Department. Later the subjects will include direct referrals from the courts, and in time most narcotic offenders in the District may be sentenced to treatment in the community-based facilities and programs of the Department rather than to incarceration in one of the correctional institutions maintained by the Department.

The development of this program has occurred over a period of about six months -- since the date of appearance of Research Report No. 12, Narcotic-Involved Offenders in the Department of Corrections. That report pointed to the rapidly rising intake of narcotic-involved offenders and recommended active experimentation with methadone maintenance, narcotic antagonist, and therapeutic community procedures. Several weeks later Research Report No. 16, Performance of Narcotic-Involved Offenders under Two Conditions of Community Treatment, was given limited distribution in abbreviated form.

These two reports mobilized Departmental attitudes around the objective of establishing a community-based narcotic offender treatment program in the District under Department control. One member

of executive staff gradually took the responsibility for promoting this objective before the District government and before Congress. Plans for leasing a residential treatment center were devised, and the screening of persons for staff was begun. In early September official approval was received and the first addict offenders were interviewed in the second week of September to establish a pool of eligibles. The first randomization of eligibles into control and treatment statuses will occur on September 15. The Department will thus have progressed in six months from a descriptive study of its narcotic offender caseload, through a set of recommendations and an evaluative study of treatment effectiveness, to a controlled experimental project for treatment of narcotic offenders in the community using treatment concepts borrowed from the Dole program in New York, the Jaffee program in Chicago, and the Synanon program in California.

The Youth Crime Control Project, which will handle Youth Corrections Act cases in the community as an alternative to commitment to the D. C. Youth Center, also came out of the work of Project 089 although not as explicitly as the Narcotic Treatment Program. The basis for the project was laid in the first three studies of Phase II of the work of the Research Unit. The three studies -- Cost of Correcting a Youthful Offender, Parole Performance Trends Among Community Treatment Center Releasees, and Performance Trends Among Youth Center Parolees -- focused rather prominently on three general ideas. First, present-day youth corrections^{is} very costly, particularly when carried out in institutional settings. Second, there is need for controlled

experimental studies of youth corrections to reduce its costs and increase its effectiveness. Third, the Community Treatment Project of the California Youth Authority appears to be a very useful model for the needed studies.

These ideas converged into a proposal for a community residential treatment center which would divert randomly assigned cases from the stream of Youth Center commitments and test the effectiveness of the community based program against that of the Youth Center.

The Youth Crime Control Project -- a name adopted on the advice of project consultants -- will provide intensive supervision, counseling and treatment around the clock for three months. The next 24 months will consist of pursuit of a conventional career in the community -- work or school, or some reasonable equivalent -- plus twenty hours weekly back in group therapy, tutoring, or other programmed sessions at the YCC Center. Ex-offenders will make up an appreciable portion of the supervisory-treatment staff.

Funding for the project has tentatively been approved by Congress. It is anticipated that the project will get underway in November or December, 1969. The population under treatment at the end of one year will be 80 young men, ages 18 to 26 -- 20 of whom will be in residential status, with the remaining 60 in graduate status.

These two projects, which were quickly defined and steadily promoted as the results of descriptive and evaluative research accumulated, are only some of the evidence of the utility (and pos-

sibly of the "effectiveness") of research in the D. C. Department of Corrections. These were dramatic instances of decision and accomplishment which involved not only research results but also decisions to capitalize on favorable environments and the presence of staff members who could follow through on these decisions. Less dramatic instances may be mentioned also. The report on the cost of correcting youthful offenders impressed Department management with the value of a cost approach to the assessment of correctional outcomes, and in the future costs analyses are likely to be more widely used. The report on the comparative recidivism rates of work releasees and regular releasees was a stimulus to more rigorous assessment of the work release program. Currently, efforts are underway to 1) develop a prediction instrument for work release applicants or nominees, and 2) set up a controlled experiment which will provide relatively precise information on the effectiveness of work release with definable types of inmates.

These instances are useful as illustrations. A full account of the utility of the work of the Research Unit in meeting the needs of the Department will be difficult until more time has elapsed and perspectives have clarified somewhat. For the present, it may be concluded that the research effort has been visibly effective in illuminating, motivating, and organizing many of the recent actions of Departmental staff, and that these influences are likely to increase in the future.

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