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Crime and Justice Trends in the District of Columbia

July 1996

Funded By
U.S. Department of Justice
Office of Juvenile Justice and Delinquency Prevention
and
Bureau of Justice Assistance

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Produced By
District of Columbia Government
Office of Grants Management and Development

Prepared By
National Council on Crime and Delinquency
Washington, D.C.

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GOVERNMENT OF THE DISTRICT OF COLUMBIA

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AND DEVELOPMENT

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To Jennt Heffner -
for acquisition

Dear Colleague:

The Office of Grants Management and Development is pleased to publish *Crime and Justice Trends in the District of Columbia.* This report presents a comprehensive overview of the activities and outcomes in the different stages through which people and cases are processed in the District of Columbia's adult and juvenile justice systems. It was funded by the U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention and the Bureau of Justice Assistance.

Reducing crime and improving the justice system continue to be critical issues for the District. While there are success stories to report, the District is challenged to find more effective ways in which to prevent crime, enforce the law, and deliver justice. This report is designed to inform policy makers, planners, and practitioners working toward this goal. It is the only report of its kind in the District, and we hope it will serve as a valuable resource.

For additional copies of this report, please call the Office of Grants Management and Development at 202-727-6539.

Sincerely,

Sandra R. Manning

Sandra R. Manning
Director

Enclosure

INTRODUCTION

The District's criminal justice system is comprised of six basic organizational components: police, prosecution, defense, courts, corrections and parole. Together these components carry out the criminal justice process which involves detection of crime and apprehension of criminals, pretrial decisions and services, trial, sentencing and corrections or service of sentences. In carrying out these functions, the various criminal justice agencies involved participate in numerous information- and data-gathering activities. Their efforts to collect and analyze data play a vital role in monitoring and evaluating the District's criminal justice process and in examining trends that affect the system.

This report provides a statistical overview of activities and outcomes in the different stages through which people and cases are processed in the District's criminal justice system. Most of the data are current through 1994, the most recent year for which complete and official data are available for all of the agencies. In some cases, references are made to preliminary data for 1995. The data represent five- and 10-year trends and are presented in an order that parallels the actual flow of cases through the criminal justice system from reported offenses to corrections and parole. Information regarding juvenile justice trends is included as well as descriptions of the criminal and juvenile justice processes in the District.

While there is little statistical information available on domestic violence and gangs, this report includes special segments on these subjects. The domestic violence section discusses the recently enacted Mandatory Arrest Law and the efforts of the justice system to better handle cases of domestic violence. The section on gangs describes some of the role of gangs in District street crime, particularly among juveniles; and the efforts of the police and prison system to document and investigate gang-related activity. Each chapter presents a summary and discussion of findings which highlights major trends and issues.

The law enforcement section of this report includes information about reported crime in the District, adult arrests and characteristics of adult arrestees. Data pertaining to prosecutions and convictions by type of offense are presented in the section on courts. In the corrections section of this report, data on the average daily population of the District's correctional facilities and incarceration rates are given. The section on parole reports data for grants and revocations. The juvenile justice section of this report includes data for juvenile arrests, prosecutions and dispositions, juvenile drug use and a profile of juvenile arrestees. ◆

SUMMARY OF MAJOR TRENDS

Population Trends

The District's general population has been steadily declining. Since 1990:

- The District's population declined 5%
- This decline has been greatest for males between ages 15 and 29

It is projected that this demographic group – considered "at-risk" for committing serious crimes – will remain relatively stable over the next five years. This suggests that there will be little if any increase in the District's crime rate over the next five years.

Criminal Justice Costs

In fiscal year 1994, total government expenditures were 3.6 billion dollars, of which 968.8 million (27%) was earmarked for public safety and justice.

- Law enforcement accounts for the largest proportion of expenditures (39%)
- Corrections accounts for the next largest proportion of expenditures (38%)

Crime Trends

In the District as in the nation, reported crime has declined in recent years. Since 1990, reported crime is 4% lower. All violent crimes (except assault) and all property crime (except auto theft) decreased. More specifically, since 1990:

- Homicide decreased by 16%
- Rapes decreased by 18%
- Robbery decreased 21%
- Assault increased by 21%
- Burglary declined 17%
- Larceny declined 2%
- Auto theft increased by 2%

Homicide

In 1995, homicides decreased for the second consecutive year, representing the lowest number since 1988. Youth continue to represent the majority of homicide victims and assailants. In 1994:

- 51% of alleged assailants were ages 18 to 24
- 23% of victims were age 24 or younger.

During the past five years, there were some shifts in patterns for motives. Between 1990 and 1994:

- Retaliation killings increased from 1% to 13%
- Drug-related killings decreased from 42% to 14%
- Robbery-related killings decreased from 13% to 9%

Arrest Patterns

Fewer arrests were made in 1994 than in any other year during the past five years. Since 1990:

- 10% less adults were arrested for Part I crimes
- 7% less adults were arrested for Part II crimes

More recently, from 1993 to 1994:

- Adult arrests have declined by 16%
- The majority of arrests for violent offenses were for aggravated assault
- The majority of arrests for property offenses were for larceny
- Of Part II offenses, the greatest proportion were for disorderly conduct and drug law violations

Drugs

Adult drug arrests have also declined significantly in recent years. Arrests for possession increased while arrests for trafficking decreased. From 1990 to 1994:

- Adult drug arrests declined 26%
- Arrests for trafficking increased from 57% of the total to 81%
- Arrests for possession decreased from 43% of the total to 19%

The drug of choice among adult arrestees continues to be cocaine accounting for 74% of sales and 68% of possession arrests in 1994.

Consistently over the past five years, about half of adult arrestees have tested positive for drug use. Most positive tests are for cocaine (41%).

Recidivism

While the District has not conducted any comprehensive studies of recidivism, there are some indicators such as parole violations and probation revocations in relation to prison population that offer some suggestions for recidivism patterns. While the overall number of prison admissions has declined in recent years, parole violators comprise an increasing proportion of new admissions. In 1994:

- Parole violators accounted for 36% of new admissions compared with 26% in 1990
- 55% of adults who had their parole revoked were returned to prison

In recent years, an increasing proportion of offenders have left probation and been incarcerated as the result of probation revocation.

- Probation revocations increased by 36% from 1990 to 1994
- 29% of offenders were removed from probation via revocation in 1994

Corrections

Shifts in the District's population and changes in law enforcement and corrections practices have had an impact on the number and type of persons sent to prison. The District's overall inmate population has declined in recent years. This decline has been driven principally by a reduction in admissions – both pretrial and sentenced. Within DOC, there have been numerous changes in policies and practices that have generated major population shifts among the various institutions. Populations at the jail, halfway houses, federal and out-of-state facilities have declined dramatically. However, these inmates have not left the system, but rather shifted to other facilities at Lorton. Hence, populations at Lorton reflect significant increases (28% from 1990 to 1994) in recent years. Specifically, this is due to the fact that:

- Fewer inmates are placed in halfway houses, Federal, and out-of-state facilities
- Women inmates are no longer placed out-of-state, but in DOC facilities
- DOC has had fewer releases

Juveniles

Unlike the national trends for juveniles, in the District there have been more dramatic decreases than are evident for the overall criminal justice population. From 1990 to 1994, juvenile arrests decreased by:

- 29% overall
- 37% for Part I crimes
- 23% for Part II crimes
- 5% for violent crimes
- 10% for homicides

There are some notable changes in patterns for juvenile drug use:

- Juvenile drug arrests declined 45% from 1990 to 1994
- 55% of juveniles tested positive for drug use in 1994, surpassing adults for the first time since testing began in 1986
- Juvenile use of marijuana escalated from 6% in 1990 to 52% in 1994
- PCP use escalated from 1% in 1990 to 17% in 1994 ◆

Total Government Expenditures

In fiscal year 1994, total expenditures for the District of Columbia were 3.6 billion dollars. Compared to 1990, expenditures increased 9%, not controlling for the rate of inflation. Between fiscal years 1993 and 1994, expenditures decreased by 6%. Twenty-seven (27) percent of the budget was earmarked for public safety and justice in 1994. This percentage is about equal to the proportion set aside in fiscal year 1990 when public safety expenditures accounted for 26% of the overall budget. However, the proportion was slightly less in fiscal year 1993 when 24% was set aside for this purpose. In actual dollars, the budget has increased by 11% compared to fiscal year 1990 and 4% compared to fiscal year 1993. Expenditures for public safety and justice in 1994 comprised the largest proportion of total government expenditures in the past five fiscal years (Table 1, Figure 1).

TABLE 1

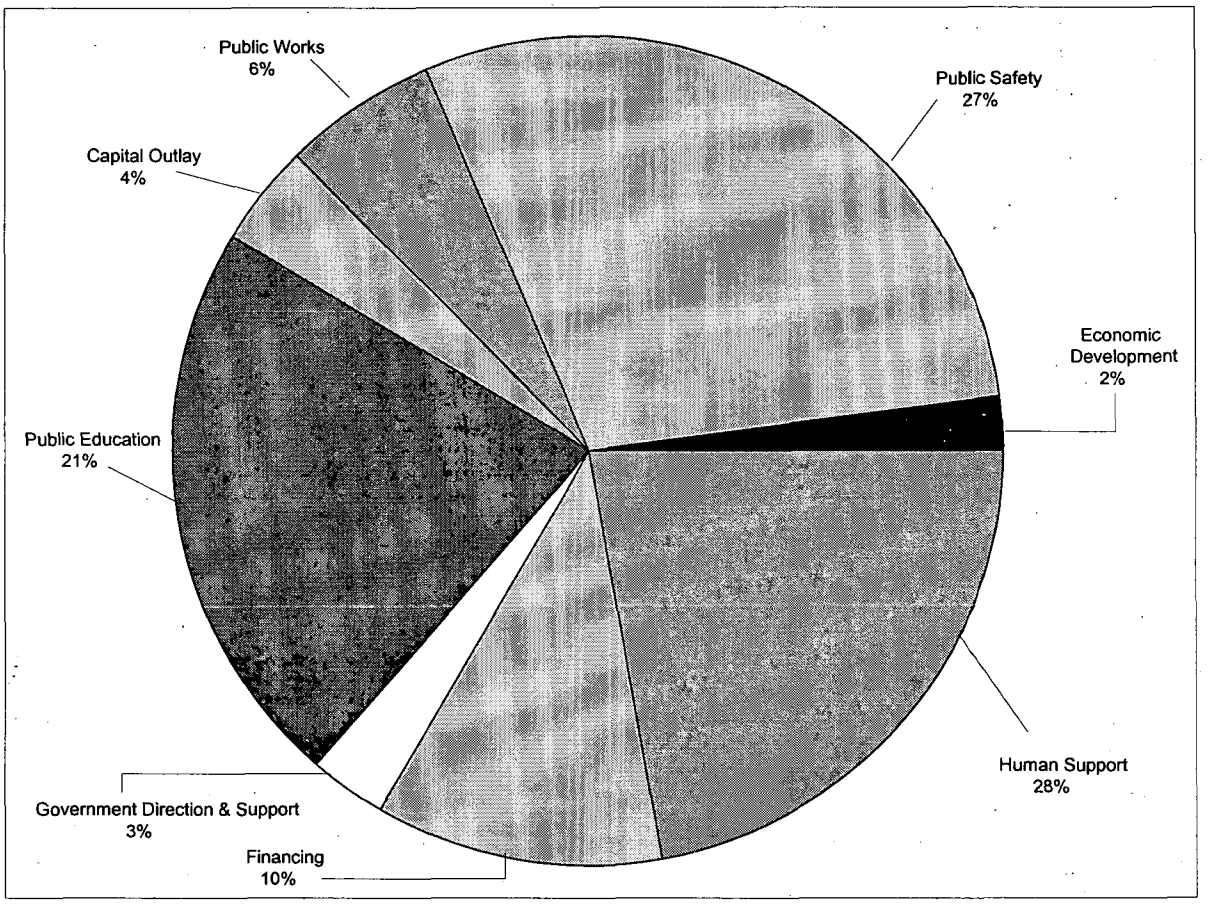
D.C. GOVERNMENT EXPENDITURES* BY AGENCY
1990 - 1994

	1990	1991	1992	1993	1994
Government Direction & Support	$108,623	$105,892	$88,725	$123,107	$101,016
Economic Development	120,064	101,659	76,612	64,093	57,764
Public Safety & Justice	**869,340**	**891,764**	**887,777**	**933,961**	**968,776**
Public Education	683,690	688,590	708,260	709,722	743,589
Human Support Services	830,775	888,583	966,808	973,401	1,006,223
Public Works	210,262	226,753	202,053	226,102	224,846
Financing & Other Uses	269,162	292,708	349,336	367,798	352,641
Capital Outlay	216,237	387,488	364,144	439,547	137,831
Total**	3,308,153	3,583,437	3,643,715	3,837,731	3,592,686

* Expenditures in thousands of dollars.
** Excludes Enterprise Funds.
Source: District of Columbia Supporting Schedules, Office of the Budget.
Prepared by: National Council on Crime and Delinquency.

FIGURE 1

D.C. GOVERNMENT PUBLIC SAFETY AND JUSTICE EXPENDITURES
1994



Public Safety and Justice Expenditures

Within the budget for public safety and justice in 1994, the largest portion was spent by the Metropolitan Police Department (MPD) (39%) followed by the Department of Corrections (DOC) (38%) (Table 2, Figure 2). The MPD budget increased by 3% from fiscal year 1993 to 1994 ($241,211,000 to $248,926,000). From 1990 to 1994, the MPD budget increased 4% ($238,331,000 to $248,926,000). In 1994, DOC's budget totaled $240,501,000, which unlike the MPD, had decreased by 3% from fiscal year 1993 expenditures, which were $247,489,000. In 1994, DOC experienced a 5% decrease compared to fiscal year 1990 when expenditures were $252,776,000. Compared to the past five years, 1994 was the first year in which the MPD budget surpassed the DOC budget.

All other budgets within the area of public safety increased between fiscal years 1993 and 1994, except for the Board of Parole, which experienced a 3% decrease.

TABLE 2

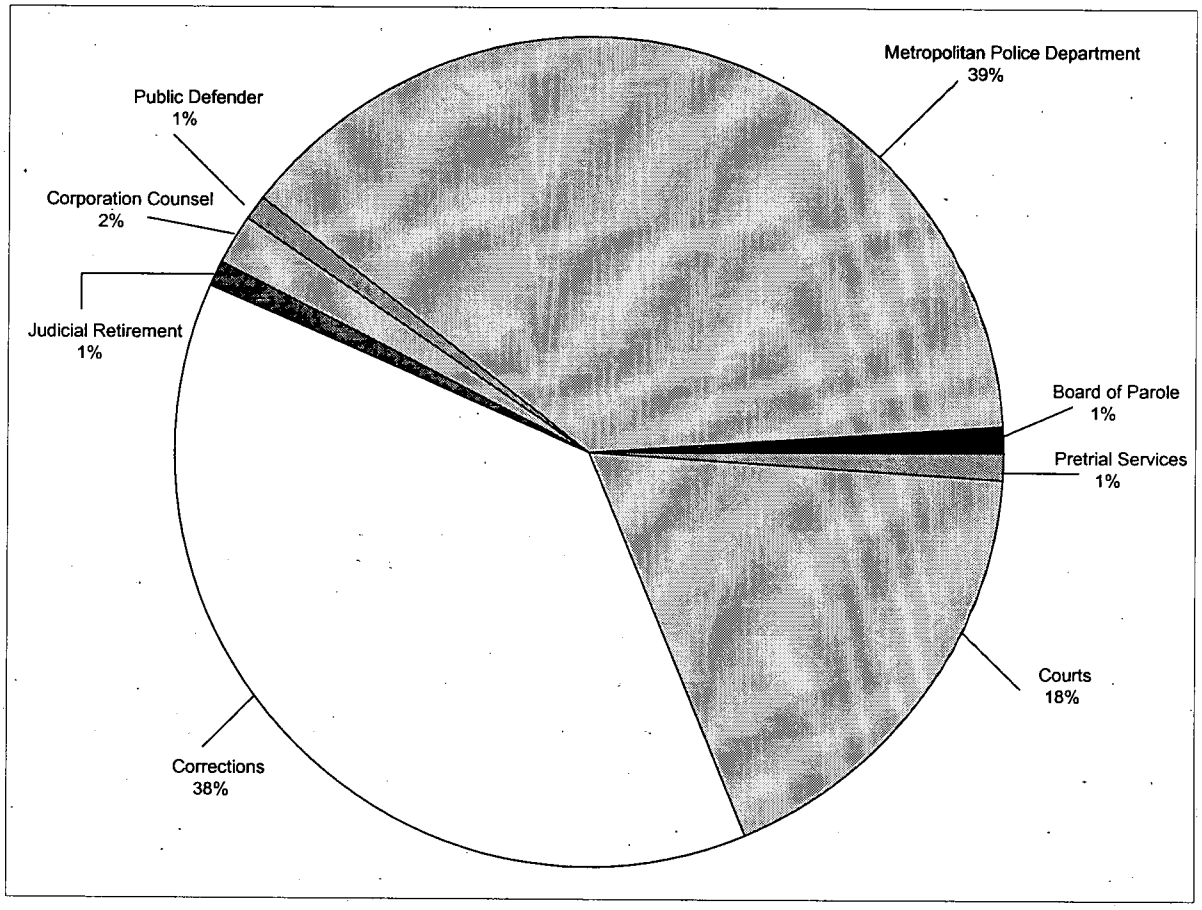
D.C. GOVERNMENT PUBLIC SAFETY AND JUSTICE* EXPENDITURES**
1990 - 1994

	1990	1991	1992	1993	1994
Metropolitan Police Department	$238,331	$238,331	$234,953	$241,211	$248,926
Courts	87,777	91,517	93,168	104,046	112,074
Judicial Retirement	3,200	3,775	4,000	4,300	4,971
Corporation Counsel	11,885	12,870	13,775	13,494	14,304
Public Defender Service	6,875	7,188	7,188	7,030	7,444
Pretrial Services Agency	3,014	3,121	3,119	3,057	3,610
Corrections	252,776	245,644	246,883	247,489	240,501
Board of Parole	5,281	5,308	5,280	6,346	6,182
Total	609,139	607,754	608,366	626,973	638,012

* Police retirement, settlements and judgments, National Guard and Office of Emergency Preparedness are not included in public safety expenditures.
** Expenditures in thousands of dollars.
Source: District of Columbia Supporting Schedules, Office of the Budget.
Prepared by: National Council on Crime and Delinquency.

FIGURE 2

D.C. GOVERNMENT CRIMINAL JUSTICE EXPENDITURES BY AGENCY
1994



Summary and Discussion

In 1994, total government expenditures had increased 9% from 1990 and decreased by 6% since 1993. Twenty-seven (27) percent ($968,776,000) of the budget was earmarked for public safety and justice. Within the budget for public safety and justice, the largest portion (39%) was spent by MPD, reflecting a 3% increase from 1993. The second largest amount of expenditures ($240,501,000) was for the DOC, which experienced a 3% decrease from fiscal year 1993 to 1994. From fiscal years 1990 to 1994, 1994 was the first year the budget for MPD ($248,926,000) surpassed the budget for DOC ($240,501,000). ◆

THE DISTRICT'S CRIMINAL JUSTICE PROCESS

This section describes how individuals and cases are processed through the District's criminal justice system. The District's criminal justice system is comprised of five basic organizational components: law enforcement, prosecution, defense, courts, corrections and parole. These major components participate in a five-stage criminal justice process:

- Detection of crime and apprehension of offenders
- Pretrial decisions and services
- Trial
- Sentencing
- Corrections or service of sentence

There are six publicly financed District agencies that have statutory responsibilities for administering the criminal justice process: Metropolitan Police Department, Pretrial Services Agency, District of Columbia Superior Court, Office of the Corporation Counsel, Department of Corrections and the Board of Parole. Additionally, the Public Defender Service, an independent agency and the United States Attorney's Office are involved in the city's criminal justice system.

The criminal justice process begins with the police who must determine the validity of reported crimes and subsequently investigate, identify and possibly apprehend suspects. The police must then decide, based upon the facts of each case, the nature of the charges to be forwarded to the prosecutor for a determination of whether or not to prosecute and for what offenses.

At the next stage, the alleged offender's pretrial status must be determined based upon the recommendation of the Pretrial Services Agency. This occurs prior to arraignment in the case of alleged misdemeanors or presentment in the case of alleged felonies. Several factors are considered in the decision to release or detain a defendant. In reviewing a defendant's case, the pretrial examiner considers the defendant's ties to family and community, employment status, residency, prior record of failure to appear in court, drug abuse, criminal history and other indicators of reliability.

In the case of arraignment, charges are presented, a plea is entered and a trial date may be set. In the case of presentment, the arrestee is informed of the charge, counsel is appointed (if necessary), pretrial status is determined and a date is set for a preliminary hearing (unless waived).

In felony proceedings, the pretrial stage involves a series of preliminary and Grand Jury hearings. The hearings are designed to ensure that the evidence and facts of the case presented are sufficient to establish probable cause for indictment. In a preliminary hearing, a judge determines from the evidence presented by the prosecutor if there is probable cause to believe that a crime has been committed. In a Grand Jury hearing, the prosecutor's evidence is reviewed and, if the evidence is sufficient, an indictment is issued. In a small percentage of cases, the Grand Jury can initiate an investigation, issue an indictment based on investigation findings and then issue an arrest warrant. The defendant indicted under these circumstances is then arraigned and subsequently stands trial.

The prosecutor remains the key participant throughout this stage of the criminal justice process and may use some discretion until Grand Jury indictment to dismiss the case for any number of reasons. In the District, the Office of the Corporation Counsel prosecutes juvenile cases, traffic cases, some misdemeanor cases and civil suits to which the District government is a party. The United States Attorney's Office handles the prosecution of all other criminal cases.

In felony prosecution, if probable cause is established at the preliminary hearing stage, the case is bound over to the Grand Jury. If the

Grand Jury indicts, the case then proceeds to arraignment, where a plea is entered. Before a defendant enters a plea or goes to trial, it is the obligation of the defense counsel to investigate the case and interview any witnesses. In the majority of cases, disposition is resolved by a plea of guilty to all or some of the charges indicated. If plea bargaining occurs, the prosecutor and defense counsel discuss whether the client can plead guilty to the given charges or lesser charges based on the defendant's prior criminal record and role in the crime. If a felony defendant pleads not guilty, a trial by either judge or jury takes place and a determination of guilt or innocence is made. If a defendant pleads guilty, or if a defendant is found guilty by a judge or jury, a conviction is established and a sentence is imposed.

Persons who have pled guilty or been convicted following trial are subsequently sentenced by the court. Sentencing options include incarceration, probation, a fine, placement in a halfway house, institutionalization or community service. If a person is sentenced to incarceration, a classification evaluation is conducted to determine the level of supervision and services he or she will need. The findings of this evaluation are the basis for deciding the facility in which the inmate's sentence will be served.

If not incarcerated, a person may be sentenced to probation for a maximum of five years. Conditions of probation include drug testing, alcohol treatment, employment and reporting to an assigned probation officer. Also, a person may be placed in a residential treatment facility for all or part of his probation. Violation of probation terms may result in probation extension or revocation. If probation is revoked, the probationer may then be incarcerated or placed in a halfway house. If a probationer adheres to the terms of his or her probation, probation may be terminated early.

Once the minimum sentence has been served, an inmate may be considered for parole. Parole eligibility is determined by a review of progress reports during incarceration, parole guidelines and personal interviews, as well as other factors that indicate the possibility of risk the inmate poses to the community. If parole is granted, an inmate may be released to a halfway house, a work-release program or directly into the community under parole supervision. ◆

LAW ENFORCEMENT

Overview

The Metropolitan Police Department (MPD) is primarily responsible for law enforcement in the District of Columbia. The department has both city and state law enforcement authority and is charged with a broad range of statutory and municipal law enforcement responsibilities.

In 1994, MPD had 4,176 sworn officers which represents a 3% decrease from MPD's 4,291 sworn officers in 1990. In 1995, MPD had 38% sworn officers which represents a 9% decrease from 1994.

MPD has the authority to hire more officers, but cannot fill vacant positions fast enough due to budgetary limitations and the exodus of officers who are retiring at a rate of approximately 30 per month.

In addition to the MPD, there are 23 other public law enforcement authorities operating in the District. These public agencies have police powers limited to specific geographical areas and include, among others: the U.S. Secret Service Uniformed Division with 106 sworn officers and 25 civilians; the Metrorail Transit Police, with 286 sworn officers and 103 civilians; U.S. Capitol Police with 1,036 sworn officers and 194 civilians; and the Smithsonian Police, with 572 sworn officers and 92 civilians.

Of all methods by which crimes are reported to the police, the most common way is by the victim's report. Law enforcement officers also may witness a crime in progress or uncover evidence of a crime while conducting patrol duties. A citizen other than the victim may also witness a crime and then report the crime to the authorities.

Not all crimes are reported to the police. The National Crime Victimization Survey conducted by the Bureau of Justice Statistics reported that in 1993 only 35% of the crimes described by victims were reported to the police. Some of the reasons given by the victims for not reporting crimes were that they felt it was a private matter, police were inefficient, police would not be able to do anything, or they feared reprisal from the offender.

The Federal Bureau of Investigation (FBI) Uniform Crime Reporting Program collects information based on crimes reported to law enforcement authorities throughout the United States. These crimes focus primarily on the eight major offenses (homicide, forcible rape, robbery, aggravated assault, burglary, larceny-theft, motor vehicle, and arson) defined by the FBI as Crime Index Offenses, or Part I offenses.

These offenses are further divided into two groups: violent offenses, which include homicide, rape, robbery and aggravated assault; and property offenses, which include burglary, larceny, motor vehicle theft and arson (see Appendix A for definitions). In selecting the crimes to be included in the Crime Index, the FBI considers several factors. The seriousness of the crime and frequency of occurrence serve as indicators of the nation's crime experience.

While there are differences in criminal status for given crimes in different jurisdictions, all Crime Index offenses are fully defined and a single definition for each of the chosen offenses has been developed to ensure measurable crime data. In the future, the District and other jurisdictions will move toward implementation of the National Incidence Based Reporting System which will allow for more variables to be collected regarding the specific nature of individual crimes.

Part II offenses encompass all other crime classifications outside those defined as Part I offenses (see Appendix A for definitions). This category of offenses was devised and adopted in order that law enforcement, judicial and penal statistics might be uniformly compiled in terms of a single classification of offenses.

After a crime is reported, the police must determine the validity of the reported offense. Once validated, the police investigate and attempt to identify and apprehend a suspect. After an individual is taken into custody, the police decide, based on the facts of the case, which charges to impose and forward to the prosecutor.

This section of the report examines reported offense data, geographic patterns of crime, adult arrest data and characteristics of adult arrestees.

Reported Offenses

The population estimate for the District of Columbia for 1994 is 578,000. In 1994, there were 63,350 Crime Index offenses reported, of which 15,177 were for violent and 48,173 were for property crimes (Table 3, Figure 3).

A ten-year analysis shows that the number of reported offenses is 26% higher than in 1985. When the District's population is taken into account, the rate increased by 36% from 8,034 to 10,960 per 100,000 residents in 1994. In this time, the District experienced an 8% decline in population from 626,900 to 578,000.

During the past five years, however, the number of reported offenses has been declining. A five-year analysis shows that the number of reported offenses is 4% lower than in 1990 and the rate increased by 1% per 100,000 residents (10,817 to 10,960). During this same period of time, the District experienced a 5% decline in population from 606,900 to 578,000 (Figure 4).

Violent Crime

Violent crime includes homicide, rape, robbery, and aggravated assault. During this five-year period, the number of reported violent offenses increased by 1% from 14,961 in 1990 to 15,177 in 1994; and the rate increased by 7% per 100,000 residents (2,465 to 2,626) (Table 3). With the exception of aggravated assault, all violent offenses reported to police have decreased since 1990:

- Homicides decreased in number by 16% (474 in 1990 to 399 in 1994), and the rate decreased by 12% (78 to 69 per 100,000 residents) (see Homicide Patterns)
- Rapes decreased in number by 18% (303 in 1990 to 249 in 1994), and the rate decreased 14% (50 to 43 per 100,000 residents)
- Robbery decreased in number by 14% (7,365 in 1990 to 6,391 in 1994) and the rate decreased by 10% (1,214 to 1,092 per 100,000 residents)
- Aggravated assaults increased in number by 21% (6,819 in 1990 to 8,218 in 1994), and the rate increased 27% (1,124 to 1,422 per 100,000 residents)

TABLE 3

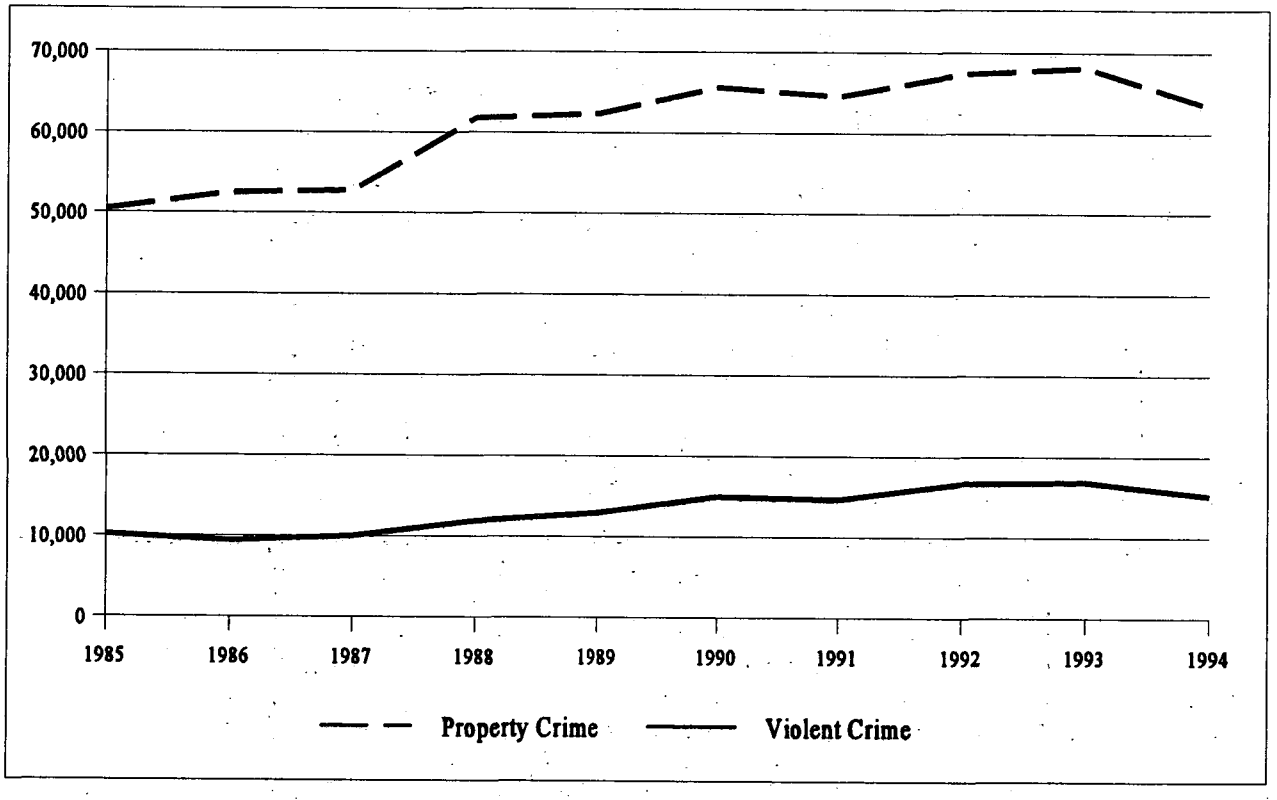
REPORTED CRIME INDEX OFFENSES IN THE DISTRICT OF COLUMBIA
1985 – 1994

Year		Population Estimate	Crime Index Total	Violent Crime Total	Property Crime Total	Homicide*	Rape	Robbery	Aggravated Assault	Burglary	Larceny/ Theft	Motor Vehicle Theft	Arson
1985	Total	626,900	50,367	10,172	40,195	148	337	5,230	4,457	10,004	24,873	5,024	294
	Rate**		8,034	1,623	6,412	24	54	834	711	1,596	3,968	801	47
1986	Total	627,500	52,431	9,422	43,009	194	328	4,719	4,181	10,814	25,818	6,105	272
	Rate		8,537	1,502	6,855	31	52	752	666	1,724	4,115	973	43
1987	Total	628,500	52,799	10,016	42,783	225	245	4,462	5,084	11,241	24,965	6,297	280
	Rate		8,401	1,594	6,807	36	39	710	809	1,789	3,972	1,002	45
1988	Total	620,000	61,715	11,913	49,802	369	165	5,689	5,690	12,295	28,582	8,633	292
	Rate		9,954	1,922	8,033	60	27	918	918	1,983	4,610	1,392	47
1989	Total	620,000	62,309	12,935	49,374	434	186	6,540	5,775	11,778	29,110	8,287	199
	Rate		10,050	2,086	7,964	70	30	1,055	931	1,900	4,695	1,337	32
1990	Total	606,900	65,647	14,961	50,686	474	303	7,365	6,819	12,035	30,326	8,109	216
	Rate		10,817	2,465	8,352	78	50	1,214	1,124	1,983	4,997	1,336	36
1991	Total	606,900 ***	65,555	14,665	49,890	482	214	7,265	6,704	12,403	29,119	8,132	236
	Rate		10,367	2,416	8,220	79	35	1,197	1,105	2,044	4,798	1,340	39
1992	Total	598,000 ***	67,388	16,680	50,708	443	215	7,456	8,566	10,719	30,618	9,117	254
	Rate		11,269	2,781	8,480	74	36	1,248	1,432	1,791	5,120	1,525	42
1993	Total	589,000 ***	68,146	16,888	51,258	454	324	7,107	9,003	11,532	31,466	8,060	200
	Rate		11,570	2,867	8,703	76	55	1,207	1,529	1,958	5,342	1,368	34
1994	Total	578,000 ***	63,350	15,177	48,173	399	249	6,311	8,218	10,037	29,673	8,257	206
	Rate		10,960	2,626	8,334	69	43	1,092	1,422	1,737	5,134	1,429	36

The following classifications are used in this and subsequent tables:
Crime Index Total equals the Violent Crime Total plus Property Crime Total.
Violent Crime Total equals the sum of homicide, forcible rape, robbery and aggravated assault.
Property Crime Total equals the sum of burglary, larceny/theft, motor vehicle theft and arson.
* Homicide includes murder and non-negligent manslaughter.
** Rate is calculated per 100,000 residents.
*** Figure derived using 1990 population estimate.
Source: 1985 – 1994: Offenses reported under the Uniform Crime Reporting Program. Metropolitan Police Department.
Prepared by: National Council on Crime and Delinquency.

FIGURE 3

REPORTED CRIME INDEX OFFENSES IN THE DISTRICT OF COLUMBIA
1985 – 1994



Property Crime

Property crimes include burglary, larceny/theft, motor vehicle theft, and arson. During this five-year period, the number of reported property offenses decreased by 5% from 50,686 to 48,173 with a corresponding rate decrease of less than 1% per 100,000 residents (8,352 to 8,334) (Table 3). With the exception of motor vehicle theft, all reported property offenses have decreased since 1990:

- Burglary decreased from 12,035 (or 1,983 per 100,000) to 10,037 (or 1,737 per 100,000) resulting in a 17% decrease in number and a 12% decrease in rate
- Larceny decreased from 30,326 (or 4,997 per 100,000)to 29,673 (or 5,134 per 100,000) resulting in a 2% decrease in number and 3% increase in rate
- Motor vehicle thefts increased from 8,109 (or 1,336 per 100,000 residents) to 8,257 (or 1,429 per 100,000) resulting in a 2% increase in number and a 7% increase in rate

HATE CRIMES

In an effort to deter hate-motivated crimes, hate crimes legislation has been adopted by the U.S. Congress and more than 30 states. This legislation imposes extra penalties for crimes motivated by bigotry and hatred. Hate crimes can be distinguished from other types of violent crime by the number of perpetrators, the brutality involved and the apparent lack of gain from the offense.

In 1990, the federal Hate Crimes Statistics Act (HCSA) was adopted. This act calls for voluntary police compliance in recording and reporting hate crime data as a part of the FBI's Uniform Crime Reporting Program. HCSA includes data "about crimes that manifest evidence of prejudice based on race, religion, sexual orientation, or ethnicity. This includes where appropriate the crimes of murder, non-negligent manslaughter, forcible rape, aggravated assault, simple assault, intimidation, arson, and destruction, damage or vandalism of property."

In 1989, the District passed a broader version of the hate crimes legislation adopted by the U.S. Congress. D.C. Code 22-4001 defines a 'Bias-Related Crime' as a designated act (a criminal act) that demonstrates an accused's prejudice based on the actual or perceived race, color, religion, national origin, sex, age, marital status, personal appearance, sexual orientation, family responsibility, physical handicap, matriculation, or political affiliation of a victim of the designated act.

Some crimes that are classified as a hate crime are not reported to the FBI's Uniform Crime Reporting Program because the type of prejudice is not included in their definition (e.g. prejudice based on political affiliation). From 1990, when the District began collecting data, through 1994, there has been a total of 34 confirmed hate/bias-related crimes committed. These have been classified as follows:

- Racial (20)
- Anti-sexual orientation (10)
- Religious (2) and
- Ethnicity/national origin (2)

Reported Crime Relative to Other Cities

In a comparative analysis of reported crimes in U.S. cities with populations greater than 400,000, data indicate that the District's crime rate ranked 8th among 38 cities as of 1994 (Appendix C, Table A-1).

Geographic Patterns of Crime

The following figures can only be considered a rough comparison because of the sensitivity involved in calculating rates by ward.

Ward 2 continues to lead the District with the largest number of reported offenses and highest rate per 1,000 ward residents for both violent and property offenses (Table 4). In 1994, Ward 2 had 18,211 reported Crime Index offenses, with a corresponding rate of 223 per 1,000 residents. There were 2,950 violent offenses reported for a rate of 36 per 1,000 residents and 15,261 property offenses for a rate of 187 residents.

Ward 6 had the second highest rate of reported offenses with 113 per 1,000 residents and 7,990 reports. Ward 6 also ranked second in terms of property crime rate with 83 per 1,000 ward residents (or 5,896 reports); it ranked third (behind Wards 2 and 8) for reported violent offenses, with 30 per 1,000 residents and 2,094 reports.

Ward 3 continued to have the lowest number of reports (4,031) and rate (48 per 1,000 residents) for Crime Index offenses.

The incidence of reported Crime Index offenses in each of the District's census tracts is given in Appendix C, Table A-2.

Adult Arrests

There were fewer Part I and Part II arrests made in 1994 than during any other year in the past five years. A five-year analysis shows there were 10% fewer adults arrested for Part I offenses (9,453 to 8,524) and 7% fewer for Part II offenses (39,114 to 36,484) (Table 5, Table A-3, Figure 4). Compared to 1993, the number of adults arrested for Part I offenses decreased by 16% (from 10,150) and Part II arrests decreased by 3% (from 37,488). Overall, the percentage of adults arrested for Part I and Part II offenses in the total number of arrests has remained relatively consistent. In 1990 and in 1994, arrests for Part I offenses accounted for 19% of total arrests.

Of arrests for violent offenses in 1994, nearly 3 out of 4 adult arrests were for aggravated assault. Of arrests for property offenses, more than 50% were for larceny (Table 6). Of Part II offenses, the greatest proportion of arrests were for disorderly conduct (20%) and drug law violations (19%) (Appendix C, Table A-4).

TABLE 4

REPORTED CRIME INDEX OFFENSES BY WARD
1994

Ward		Population Estimates*	Crime Index Total	Violent Crime Total	Property Crime Total
1	Total	79,729	8,223	2,109	6,114
	Rate**		103	26	77
2	Total	81,638	18,211	2,950	15,261
	Rate		223	36	187
3	Total	83,204	4,031	295	3,736
	Rate		48	4	44
4	Total	78,425	5,971	1,283	4,688
	Rate		76	16	60
5	Total	75,054	7,155	2,123	5,032
	Rate		95	28	67
6	Total	70,669	7,990	2,094	5,896
	Rate		113	30	83
7	Total	69,312	5,574	1,865	3,709
	Rate		80	27	53
8	Total	68,869	5,350	2,246	3,134
	Rate		78	33	45

* Figures derived using 1990 population estimates.
** Rate calculated per 1,000 residents.
Source: Metropolitan Police Department.
Prepared by: National Council on Crime and Delinquency.

TABLE 5

ADULT ARRESTS FOR PART I AND PART II OFFENSES
1985 – 1994

Year	Part I	Part II	Total
1985	8,995	33,648	42,643
1986	9,177	34,877	44,054
1987	8,275	35,170	43,445
1988	7,912	28,001	35,913
1989	8,801	35,743	44,544
1990	9,453	39,114	48,567
1991	10,140	41,096	51,236
1992	10,340	36,581	46,921
1993	10,150	37,488	47,638
1994	8,524	36,484	45,008

Source: Metropolitan Police Department.
Prepared by: National Council on Crime and Delinquency.

FIGURE 4

PART I AND PART II ADULT ARRESTS
1985 - 1994

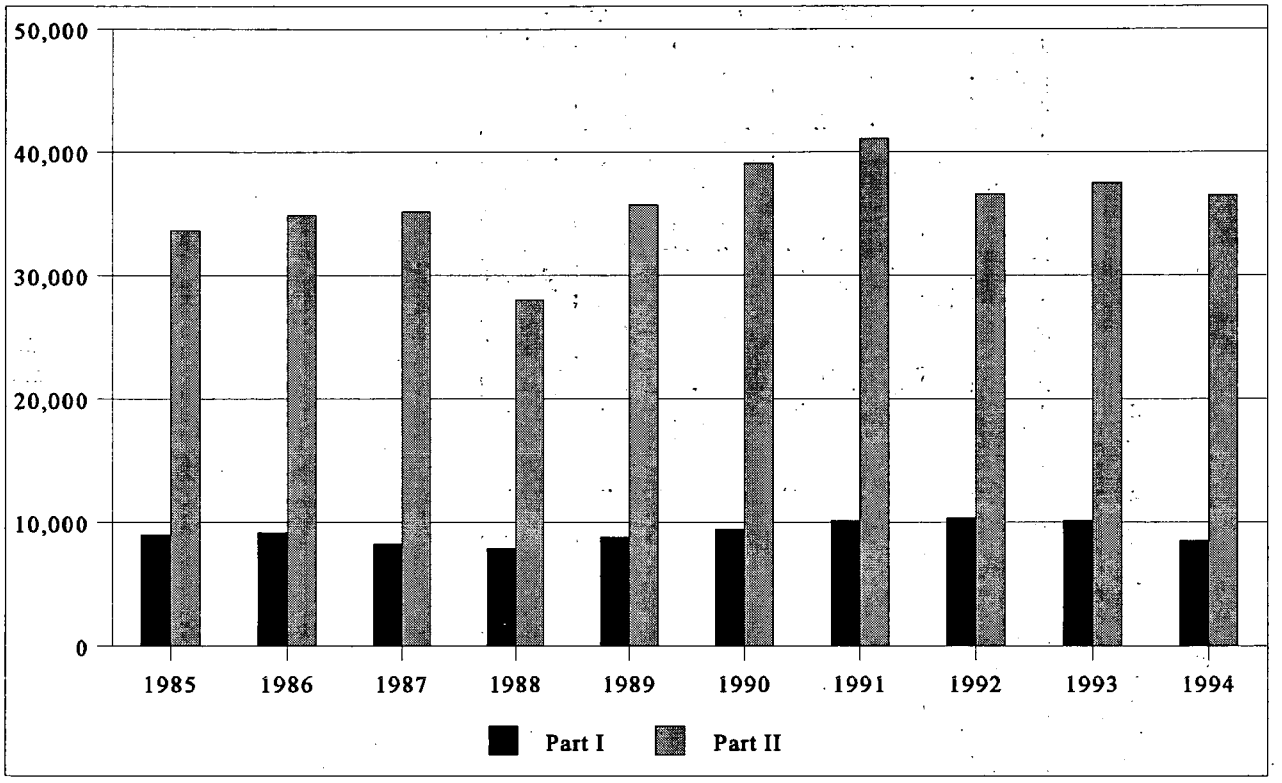


TABLE 6

ADULT ARRESTS FOR CRIME INDEX OFFENSES
1985 – 1994

Year	Crime Index Total	Violent Crime Total	Property Crime Total	Homicide*	Rape	Robbery	Assault	Burglary	Larceny	Motor Vehicle Theft	Arson
1985	8,995	3,131	5,864	107	136	1,030	1,858	1,475	3,156	1,193	40
1986	9,177	3,001	6,176	127	124	952	1,798	968	3,697	1,480	31
1987	8,275	2,689	5,386	124	97	764	1,704	852	3,354	1,339	41
1988	7,912	2,415	5,497	160	58	715	1,482	825	3,331	1,297	44
1989	8,801	3,008	5,793	271	80	1,093	1,564	967	3,057	1,729	40
1990	9,453	3,699	5,754	274	115	1,267	2,043	965	2,985	1,772	32
1991	10,140	4,178	5,962	321	98	1,295	2,464	1,108	3,059	1,760	35
1992	10,329	4,731	5,598	260	96	1,137	3,238	1,035	3,033	1,485	45
1993	10,151	4,846	5,304	285	117	1,084	3,360	993	2,972	1,307	32
1994	9,430	4,485	4,945	305	87	956	3,137	1,043	2,716	1,163	23

* Homicide includes murder and non-negligent manslaughter.

Source: Metropolitan Police Department.

Prepared by: National Council on Crime and Delinquency.

Drug Arrests

The total number of adult drug arrests in 1994 is 26% lower than in 1990 and 31% lower than the peak in 1991 (Table 7, Figure 5). Adults arrested for possession as a percent of all adult drug arrests has steadily increased since 1991, while those arrested for trafficking as a percent of all adult drug arrests has steadily decreased in the same period.

- In 1990, adults arrested for drug trafficking accounted for 57% of all adult drug arrests. In 1994, that proportion increased to 81%.
- In 1990, adults arrested for possession of drugs accounted for 43% of all adult drug arrests and decreased to 19% in 1994.

From 1993 to 1994, the number of adult arrests for drug sales decreased by 46% and the number of arrests for drug possession increased by 3% (Appendix C, Table A-5). The majority of adult sales and possession charges were for opium or cocaine and their derivatives, which continue to be the drugs of choice and comprised 74% of sales arrests (919) and 68% of possession arrests (3,632) in 1994. Opium/cocaine possession and sales arrests were the lowest in five years. Of the 6,591 adults arrested for drug offenses in 1994, 69% (4,551) were charged in conjunction with either of the two drugs. By comparison, of the 8,849 adults arrested in 1990 for drug offenses, 81% (7,170) were charged relative to these two drugs.

Arrests for possession of marijuana have steadily increased and by 1994 were at the highest point in five years, comprising 28% (1,509) of adult drug arrests.

TABLE 7

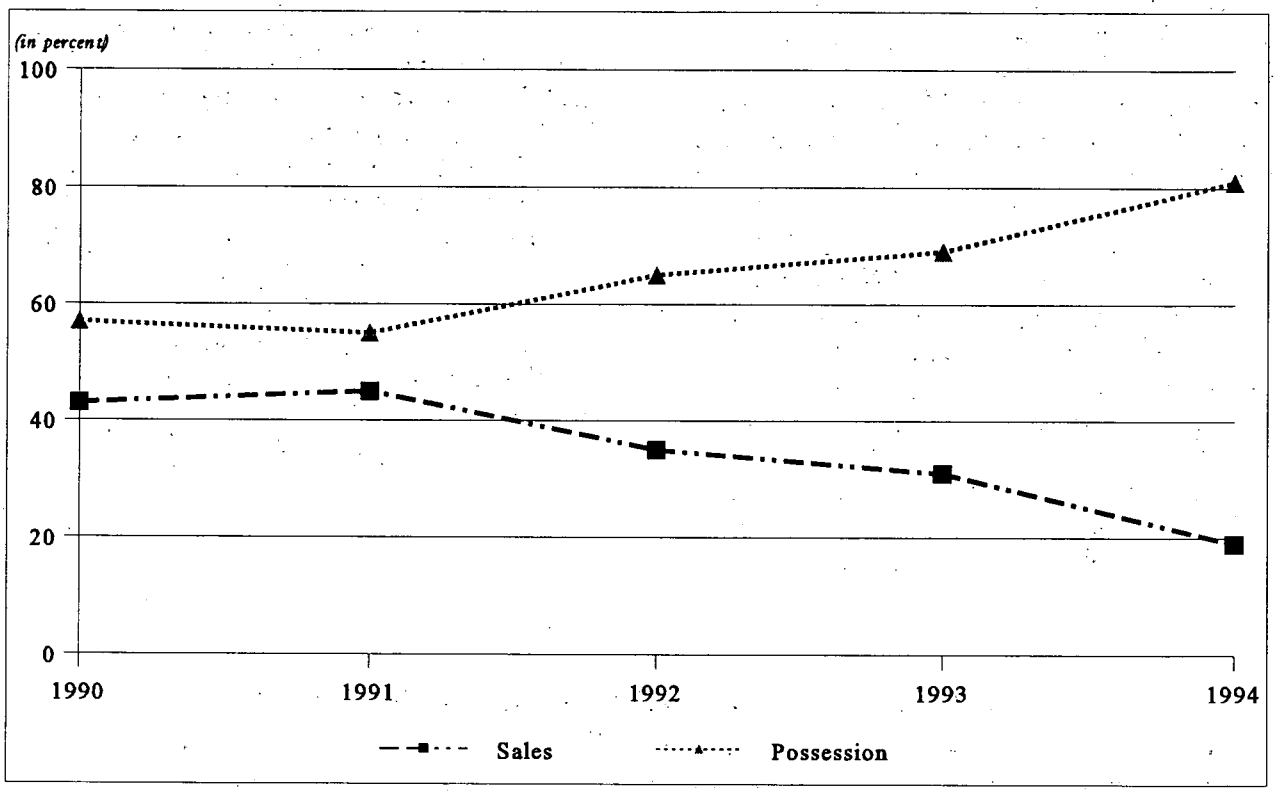
PERCENT OF ADULT DRUG ARRESTS FOR SALES AND POSSESSION
1990 - 1994

Year	Total Number of Drug Arrests	Percent Sales	Percent Possession
1990	8,849	43%	57%
1991	9,573	45%	55%
1992	7,309	35%	65%
1993	7,508	31%	69%
1994	6,591	19%	81%

Source: Metropolitan Police Department.
Prepared by: National Council on Crime and Delinquency.

FIGURE 5

ADULT DRUG ARRESTS
1990 - 1994



Characteristics of Adult Arrestees

Age and Sex

As is generally the case, persons arrested in 1994 were predominantly men younger than age 30 (Table 8). Men comprised 82% of the arrested population – 82% of arrests on Part I offenses, 81% of arrests on Part II offenses, and 87% of drug arrests. Fifty-two percent (23,193) were between the ages of 18 and 29. Of this age group, more than 1 in 4 were between 18 and 20 years of age.

Drug Use

The number of arrestees tested for the presence of illegal drugs by the Pretrial Services Agency decreased by 3% since 1990 (Appendix C, Table A-6 and Figure 6). Consistently over the past five years, about half of adult arrestees have tested positive for drug use. There have been some fluctuations for particular drugs. In 1994:

- Cocaine use was detected among 41% of arrestees.
- Heroin use was detected among 10% of arrestees
- PCP use was detected among 11% of arrestees

TABLE 8

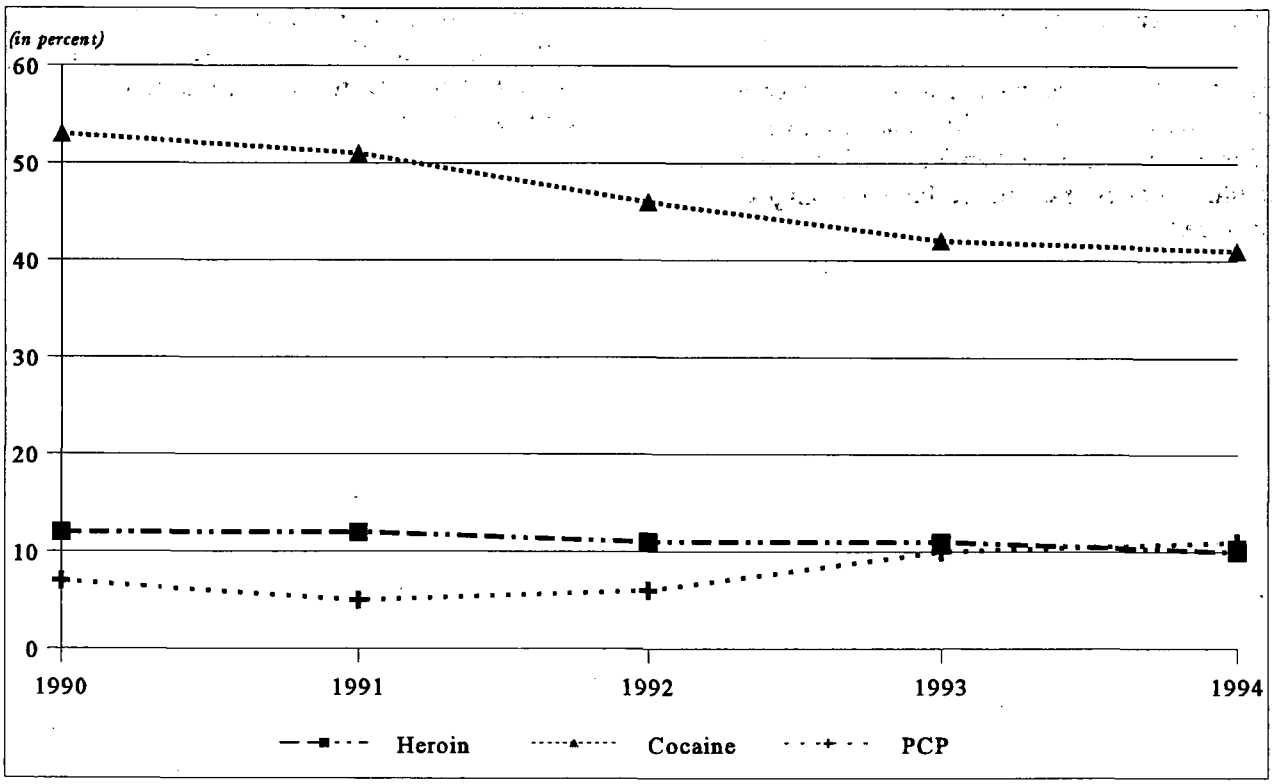
PART I, PART II, AND DRUG ARRESTS BY SEX AND AGE
1994

	Part I	Part II	Drugs*	Total
Sex				
Male	7,708	23,603	5,760	37,071
Female	1,722	5,381	834	7,937
Age				
18 –20	1,356	3,816	1,108	6,280
21 – 24	1,361	5,397	1,242	8,000
25 – 29	1,684	6,104	1,125	8,913
30 – 34	1,813	5,185	1,067	8,065
35 – 39	1,471	3,835	885	6,191
40 – 49	1,264	3,312	931	5,507
50 +	359	1,185	228	1,772
Unknown	122	150	8	280
Total	9,430	28,984	6,594	45,008

* Drug law violations are Part II offenses.
Source: Metropolitan Police Department.
Prepared by: National Council on Crime and Delinquency.

FIGURE 6

ADULT DRUG TEST RESULTS
1990 – 1994



Patterns of Homicide

In 1995, there were 399 homicides, representing a decrease for the second consecutive year. Homicides decreased by 12% from 1993 to 1994, and 10% from 1994 to 1995. This is the lowest number of homicides in the District since 1988, when homicides skyrocketed to 369 after an epidemic of drug-related killings.

Assailants and Victims

As in the past, the vast majority of homicides involved youth as victims or killers.

In 1994, approximately 51% (166) of alleged homicide assailants were between the ages of 18 and 24 (Table 9). Of this age group, nearly 60% (98) were between 18 and 20 years of age.

Of those homicide victims in 1994 for whom age was determined (50% were unknown), 23% (92) were 24 or younger. Of this group, 40% (37) were between 18 and 20 years of age (Table 10).

Motives and Methods

From 1990 to 1994, some shifts took place in the prevalence of certain homicide motives (Table 11). For those homicides where a motive could be determined, the following changes occurred:

- Retaliation (non drug-related) as a motive for homicide increased from 1% in 1990 to 13% in 1994
- Drugs as a motive for homicide decreased from 42% in 1990 to 14% in 1994
- Robbery as a motive for homicide decreased from 13% in 1990 to 9% in 1994

Drug-related homicides steadily increased from the mid-1980s until peaking in 1988 (53%) and have steadily declined since then.

Guns are by far the weapon of choice in the District, accounting for 79% of homicides in 1994 (Table 12). The proportion of firearms used in homicides has remained stable since 1990, after a steady climb from 55% in 1986.

Unless registered before 1976, possession of handguns is illegal in the District. However, lack of such legislation in surrounding jurisdictions makes it easy to obtain firearms. In 1995, there were 2,135 confiscated firearms processed by MPD. Of those firearms processed, 702 were successfully traced to original owners by the Bureau of Alcohol, Tobacco and Firearms; 232 were sold in Maryland, 214 in Virginia, and 256 in other states. Historically, the majority of guns originated in Virginia.

TABLE 9

AGE OF ALLEGED HOMICIDE ASSAILANTS
1990 – 1994

Age	1990		1991		1992		1993		1994	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
17 and Younger	67	20%	31	9%	22	8%	30	11%	26	8%
18 – 20	97	28%	122	35%	75	27%	86	32%	98	30%
21 – 22	33	10%	39	11%	42	15%	29	11%	46	14%
23 – 24	21	6%	27	8%	24	9%	19	7%	22	7%
25 – 29	28	8%	31	9%	40	14%	25	9%	31	9%
30 – 34	17	5%	25	7%	17	6%	15	5%	22	7%
35 – 39	16	5%	20	6%	9	3%	14	5%	12	4%
40 – 44	3	<1%	8	2%	6	2%	3	1%	10	3%
45 – 49	2	<1%	9	3%	5	2%	2	<1%	5	2%
50 +	12	4%	6	2%	7	2%	11	4%	5	2%
Unknown	45	13%	34	10%	35	12%	39	14%	51	16%
Total	341	100%	352	100%	282	100%	273	100%	328	100%

Percents may not equal 100 due to rounding.
Source: Metropolitan Police Department.
Prepared by: National Council on Crime and Delinquency.

TABLE 10

AGE OF HOMICIDE VICTIMS
1990 - 1994

Age	1990		1991		1992		1993		1994	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
17 and Younger	23	5%	35	7%	26	6%	33	7%	16	4%
18 - 20	65	14%	65	13%	60	13%	72	16%	37	9%
19 - 22	36	8%	39	8%	30	7%	34	8%	18	5%
23 - 24	28	6%	38	8%	26	6%	29	6%	21	5%
25 - 29	61	13%	58	12%	74	16%	49	11%	23	6%
30 - 34	46	10%	46	10%	41	9%	34	8%	29	7%
35 - 39	27	6%	34	7%	33	7%	26	6%	16	4%
40 - 44	24	5%	21	4%	16	4%	21	5%	18	5%
45 - 49	11	2%	11	2%	9	2%	11	2%	5	1%
50 +	21	4%	27	6%	16	4%	25	6%	15	3%
Unknown	131	28%	108	22%	120	27%	119	26%	201	50%
Total*	473	100%	482	100%	451	100%	453	100%	399	100%

* Totals include justifiable homicides.
Percents may not equal 100 due to rounding.
Source: Metropolitan Police Department.
Prepared by: National Council on Crime and Delinquency.

TABLE 11

HOMICIDE MOTIVES
1990 - 1994

Motive	1990		1991		1992		1993		1994	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Drugs	204	42%	169	35%	149	33%	123	26%	60	14%
Robbery	65	13%	46	9%	47	10%	53	11%	38	9%
Domestic	30	6%	18	4%	18	4%	36	8%	19	5%
Argument	90	19%	96	20%	72	16%	59	13%	72	17%
Sex	4	<1%	10	2%	3	1%	5	1%	2	<1%
Burglary	3	<1%	2	<1%	4	1%	3	1%	1	<1%
Police shooting	10	2%	6	1%	7	2%	14	3%	12	3%
Retaliation*	5	1%	65	13%	47	10%	37	8%	54	13%
Other	30	6%	32	7%	28	6%	9	2%	8	2%
Unknown	43	9%	45	9%	76	17%	128	27%	151**	36%
Total***	484	100%	489	100%	451	100%	467	100%	417	100%

Percents may not equal 100 due to rounding.

* Retaliation is a new category created in 1990 and excludes retaliations classified as drug-related.

** Represents cases that are currently being investigated and "unknown" status should decline once a motive is established.

*** Includes justifiable homicides.

Source: Metropolitan Police Department.

Prepared by: National Council on Crime and Delinquency.

TABLE 12

METHOD OF HOMICIDE
1990 - 1994

Method	1990		1991		1992		1993		1994	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Firearms	377	78%	383	78%	374	83%	380	81%	328	79%
Knives/Sharp Instruments	62	13%	67	14%	40	9%	48	10%	54	13%
Objects of Blunt Force	35	7%	24	5%	29	6%	30	6%	2	<1%
Other	10	2%	15	3%	7	2%	9	2%	16	4%
Unknown	0	0%	0	0%	1	<1%	0	0%	17	4%
Total*	484	100%	489	100%	451	100%	467	100%	417	100%

Percents may not equal 100 due to rounding.
* Totals include justifiable homicides.
Source: Metropolitan Police Department.
Prepared by: National Council on Crime and Delinquency.

Summary and Discussion

In the District as in the nation, reported crime also declined in recent years. A five-year analysis shows that the number of reported offenses is 4% lower than in 1990. However, when taking the District's decreased population into account, the rate increased by 1% from 10,817 to 10,960 per 100,000 residents in 1994. Between 1990 and 1994, the District experienced a 5% decline in population from 606,000 to 578,000 residents which contributed to the crime rate increase. In this same time period, the number of reported violent offenses increased by 1% and the rate decreased by 7%. The number of reported property offenses decreased by 5% with a corresponding rate decrease of less than 1%.

The only increase in violent offenses was for aggravated assault which increased 21% by number and 27% by rate. All reported property offenses decreased, with the exception of motor vehicle theft which increased by 2% numerically and 7% by rate.

There were fewer arrests made in 1994 than during any other year in the past five years for both Part I and Part II offenses. Compared to 1990, the number of arrests for Part I offenses decreased by 10%, arrests for Part II offenses decreased by 7%, and total arrests decreased by 7%.

Adult arrests for drug offenses peaked in 1991 and have steadily declined. Drug arrests in 1994 were 26% lower than in 1990.

In 1994, approximately 51% of all alleged homicide assailants were between the ages of 18 and 24. Of homicide victims, 23% were 24 or younger.

An argument was the most common motive (17%) for committing a homicide followed by drugs (14%). From 1990 to 1994, drugs as a reason for homicide declined from 42% to 14%. Retaliation (non drug-related) as a reason for homicide increased from 1% in 1990 to 13% in 1994.

Seventy-nine percent of alleged homicide assailants used a firearm.

The recent decline in crime can be in part attributed to various law enforcement, legislative and community efforts.

- Metropolitan Police Department (MPD) has had unprecedented levels of assistance from Federal law enforcement agencies
- Multi-agency task force efforts have been targeted toward hard-core criminals and gangs responsible for multiple murders
- Homicide detectives and prosecutors have been assigned to specific police districts
- Resident patrols continue to be active in neighborhoods
- The District enacted legislation in 1994 which made carrying an unlicensed firearm a felony with a maximum sentence of five years in prison
- MPD continues to implement and develop community policing efforts
- Truth in sentencing restrictions were imposed to allow minimum sentence reductions of no more than 15% for violent offenders

This discussion does not account for various demographic, economic and social components that would further explain crime trends. ◆

DOMESTIC VIOLENCE

In 1991, the District of Columbia enacted the Prevention of Domestic Violence Amendment Act, known as the Mandatory Arrest Law, requiring police officers to make arrests when there is probable cause to believe that an intrafamily offense has occurred. Part of this Act requires the police force to incorporate in its educational program for new law enforcement officers training in the nature, dimensions and causes of intrafamily offense, services and facilities available to the victim or perpetrator and techniques for handling an intrafamily offense. Prior to a new law enforcement officer's permanent appointment, he/she must have at least 20 hours of basic training in responding to an intrafamily offense. Any currently employed officer is required to participate in an eight-hour course designed to familiarize him/her with the dynamics of intrafamily offenses.

As a result of this legislation, the District of Columbia Superior Court (DCSC) has experienced yearly increases in caseloads. The increased caseload focuses attention on apparent failures in the justice system's response to domestic violence cases.

In an effort to improve interagency coordination in handling domestic violence cases and to seek collective solutions, the Domestic Violence Coordinating Council, with its various committees, was established. Reorganization of some criminal justice system components and enhancements of others was necessary to achieve the Council's goal. The underlying goal is to analyze the problem of domestic violence and to design an integrated, multiagency intervention that, over time, would reduce dramatically the incidence of domestic violence in the District. The Council's plan addresses the fact that large numbers of people are committing violent crimes daily against members of their own households and this criminal activity is largely being ignored in a system plagued by limited resources and, in some cases, limited understanding of the problem.

One of the Council's objectives is the creation of the Domestic Violence Project, a unified domestic violence court that processes both noncriminal and criminal cases in which domestic violence is the underlying issue. The Domestic Violence Project is a comprehensive and realistic approach that considers all the circumstances between the parties upon disposition of the case – particularly the history of violence by the offender against the victim – and attempts to fashion a remedy to alter offender behavior and provide additional support and safety to every victim. Because of their complexity, domestic violence cases require a different response than other criminal cases.

The purpose for creating a unified case-processing system for domestic violence cases is to:

- Promote specialization among judges, prosecutors, defense attorneys and other system components
- Encourage the handling of each case in the manner most appropriate to the individual circumstances of the case
- Impose offender accountability through the imposition of a variety of sanctions, including jail and jail treatment, in appropriate cases
- Monitor treatment programs for those offenders who enter the system early in the cycle of violence
- Promote maximum allocation of scarce resources and
- Provide judicial review and monitoring of each case, upon disposition, through a coordinated approach to ensure that the judge who has the best understanding of the history between the involved parties will monitor the case

Processing domestic violence cases in a unified manner is a relatively new approach. The Domestic Violence Project was developed with input and cooperation from District Council representatives, including DCSC judges and administrators, governmental and nongovernmental agencies, advocacy groups, the community and the medical community. Their commitment to this effort is documented in a statement of intent signed by key representatives from these groups. ◆

DISTRICT OF COLUMBIA DOMESTIC VIOLENCE PLAN
SIGNING CEREMONY
December 12, 1995

Whereas domestic violence causes tremendous suffering among its victims, many of whom are children;

Whereas it is assumed that the most effective way to fight the systemic problem of domestic violence is through integrated interagency planning and cooperation;

Whereas we, who represent the criminal justice agencies, the court and the victim advocacy community have joined in partnership to lessen domestic violence in the District of Columbia;

Whereas we are apprised of the goals and recommendations set forth in the District of Columbia Domestic Violence Plan;

Whereas we recognize that the support of our agency or governmental entity is critical to the successful implementation of this Plan;

NOW THEREFORE, we, the undersigned, support the attached Domestic Violence Plan, dated December 12, 1995, as the Domestic Violence Plan for the District of Columbia and commit our respective branch, court, office, agency or service to its implementation and enforcement.

Honorable Marion S. Barry, Jr., Mayor
District of Columbia

Honorable Eugene N. Hamilton, Chief Judge
District of Columbia Superior Court

Honorable Eric H. Holder, Jr.
U.S. Attorney for the District of Columbia

Margaret A. Moore, Director
D.C. Department of Corrections

Charles F.C. Ruff, Esquire
Corporation Counsel

Chief Larry D. Soulsby
Chief of Police

Chief Robert Langston
U.S. Park Police

Chief Gary L. Abrecht
U.S. Capitol Police

Jay Carver, Esquire, Director
D.C. Pretrial Services Agency

Dean Judy Areen
Office of the Dean
Georgetown University Law Center

Dean Claudio Grossman
Office of the Dean
Washington College of Law
American University

Yvonne Martinez Vega, Director
AYUDA

Dean Bernard Dobranski
Office of the Dean
Columbus School of Law
The Catholic University of America

Dean Jack H. Friedenthal
Office of the Dean
George Washington Law School

Margaret Quick, Chairperson
D.C. Board of Parole

Donna Edwards, President
Coalition Against Domestic Violence

Christel Nichols, Director
House of Ruth

Julie Blum, Director
My Sister's Place

Reverend Imagene B. Stewart
House of Imagene

Deborah Epstein, Co-Director
Emergency Domestic Relief Project
Visiting Professor of Law
Georgetown University Law Center

Susan Deller Ross, Co-Director
Emergency Domestic Relief Project
Professor of Law
Georgetown University Law Center

Dr. Robert Shesser, Chairperson
Department of Emergency Room Medicine
George Washington Medical Center

COURT PROCESSING

Overview

After a person has been arrested and charged with a crime, the charge and any additional information about that individual are forwarded by the police to the prosecutor's office. In the District, the Office of the Corporation Counsel prosecutes juvenile cases, traffic cases, some misdemeanor cases and civil suits to which the District of Columbia Government is a party. The United States Attorney's Office handles the prosecution of all adult criminal cases. Persons who have pled guilty or been convicted following trial are subsequently sentenced by the District of Columbia Superior Court (DCSC). The DCSC is responsible for monitoring probation of adults and juveniles. This section of the report provides data for adult felony prosecutions, convictions and probation. Misdemeanor prosecution and conviction data were unavailable.

Prosecutions

In 1995, the largest number of prosecutions were for assaults and drug offenses which together comprised 47% of all felony prosecutions (Table 13). Between 1990 and 1995, assaults and weapons offenses as a percentage of all felony prosecutions increased.

- Assaults increased from 17% to 24% of felony prosecutions
- Weapons offenses increased from 2% to 9% of felony prosecutions

Homicide, robbery, and drug offenses as a percentage of all felony prosecutions steadily declined between 1990 and 1995:

- Homicide declined from 2% to 1% of felony offenses
- Robbery declined from 8% to 6% of felony prosecutions
- Drug offenses declined from 35% to 23% of felony prosecutions

In 1995, drug charges comprised 35% of felony prosecutions numbering 3,532, the smallest number of prosecutions in six years. There were 41% less drug prosecutions than in 1990 when prosecutions numbered 5,981 and 17% less than in 1994 when there were 4,272 drug prosecutions.

Convictions

In 1995, the largest number of convictions were for drug offenses (31%) (Table 14). Between 1990 and 1995, more adults were convicted of assault, burglary, and weapons offenses.

- Assault increased from 5% to 8% of felony convictions
- Burglary increased from 2% to 4% of felony convictions
- Weapons offenses increased from 4% to 14% of felony convictions

Fewer adults were convicted of drug offenses and motor vehicle theft in 1995 than previous years. In 1995, drug charges comprised 31% of felony convictions numbering 1,293, the smallest number of convictions in six years. There were 21% less drug convictions than in 1990 when convictions numbered 1,627 and 29% less than in 1994 when there were 1,824 drug convictions. Convictions for motor vehicle theft were 71% lower than in 1990 when there were 182 contrasted with 53 in 1995 and 13% less than in 1994 when there were 61.

TABLE 13

ADULT FELONY PROSECUTIONS BY OFFENSE
1990 – 1995

	1990		1991		1992		1993		1994		1995	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Homicide	380	2%	365	2%	285	2%	311	2%	330	2%	216	1%
Rape*	240	1%	280	2%	174	1%	160	1%	111	1%	122	1%
Robbery	1,392	8%	1,332	7%	1,184	7%	1,075	6%	966	6%	839	6%
Assault	2,859	17%	3,313	17%	4,150	25%	4,298	25%	3,627	23%	3,638	24%
Burglary	1,025	6%	1,139	6%	1,014	6%	1,013	6%	1,045	7%	915	6%
Larceny**	876	5%	858	5%	799	5%	814	5%	762	5%	749	5%
Auto Theft	1,835	11%	1,832	10%	1,629	10%	1,493	9%	1,392	9%	1,370	9%
Arson	41	<1%	42	<1%	42	<1%	35	<1%	27	<1%	17	<1%
Weapons	285	2%	922	5%	554	3%	431	3%	977	6%	1,312	9%
Drugs	5,981	35%	6,472	34%	4,576	27%	4,750	28%	4,272	27%	3,532	23%
Other	2,437	14%	2,710	14%	2,437	15%	2,863	17%	2,633	16%	2,508	17%
Total	17,351	100%	19,265	100%	16,844	100%	17,243	100%	16,142	100%	15,218	100%

* Includes sexual assault.
** Includes theft.
Source: D.C. Superior Court.
Prepared by: National Council on Crime and Delinquency.

TABLE 14

ADULT FELONY CONVICTIONS BY OFFENSE
1990 – 1995

	1990		1991		1992		1993		1994		1995	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Homicide	69	2%	128	3%	100	2%	79	2%	108	2%	79	2%
Rape*	14	<1%	15	<1%	8	<1%	11	<1%	21	1%	19	1%
Robbery	311	8%	380	9%	372	8%	391	8%	371	8%	375	9%
Assault	183	5%	245	6%	285	6%	326	7%	341	8%	312	8%
Burglary	63	2%	96	2%	130	3%	155	3%	137	3%	164	4%
Larceny**	107	3%	100	2%	110	2%	104	2%	122	3%	100	2%
Auto Theft	182	5%	204	5%	118	2%	78	2%	61	1%	53	1%
Arson	6	<1%	4	<1%	5	<1%	8	<1%	6	<1%	3	<1%
Weapons	145	4%	418	10%	502	10%	377	8%	339	8%	570	14%
Drugs	1,627	44%	1,869	43%	2,076	43%	2,026	42%	1,824	40%	1,293	31%
Other	1,023	27%	907	21%	1,147	24%	1,286	27%	1,206	27%	1,209	29%
Total	3,730	100%	4,366	100%	4,850	100%	4,841	100%	4,536	100%	4,177	100%

* Includes sexual assault.
** Includes theft.
Source: D.C. Superior Court.
Prepared by: National Council on Crime and Delinquency.

Probation

Type of Supervision

Probation is a sentence imposed by the court upon a convicted offender requiring the offender to meet certain conditions of supervision in the community. A probation officer is normally responsible for enforcing parole conditions. Adults on probation are placed under active or inactive supervision, or intensive probation. Adults under active supervision are responsible for reporting to a probation officer and meeting the conditions of their probation. When all conditions of probation have been met except for the completion of time to be served, they are placed on inactive supervision. Adults placed on intensive probation are required to have more contacts with their probation officer, subject to more conditions of supervision and are monitored more frequently.

Adults who are diverted can be placed under the supervision of the probation department or placed in community-based private programs (e.g., drug treatment). Individuals who are

diverted tend to have no prior convictions and their cases are diverted prior to a finding of guilt or innocence for the offense(s) with which they are charged. These individuals must successfully complete the required conditions set forth by the judge or go back to court for the charge(s) that were originally brought against them. If these individuals successfully complete the required conditions, the charges are dropped and do not appear on their criminal record.

At the end of 1994, a total of 10,783 persons were under the supervision of the court (Table 15):

- 8,220 adults were on active supervision
- 2,305 adults were on inactive supervision
- 153 adults were diverted
- 105 adults were placed on intensive probation

TABLE 15

ADULTS ON PROBATION BY TYPE OF SUPERVISION
1994

	Supervision			
	Active	Inactive	Diversion	Intensive Probation
Cases Under Supervision, January 1	8,147	2,175	159	117
Cases Assigned	5,964	1,001	627	139
Transferred In	574	-	-	-
Total for Disposition	**14,685**	**3,176**	**786**	**256**
Cases Removed				
Dismissed by Court	-	-	-	-
Expiration	2,696	-	-	91
Nolle Prosequi	-	-	485	-
Placed in Fugitive Status	1,011	-	-	-
Revoked/Committed	754	-	-	32
Technical Violations	-	-	-	-
Terminated/Closed	1,899	-	-	20
Uncooperative	-	-	142	-
Other	105	871	6	8
Total	**6,465**	**871**	**633**	**151**
Cases Under Supervision, December 31	8,220	2,305	153	105

Source: The District of Columbia Courts 1994, Annual Report.
Prepared by: National Council on Crime and Delinquency.

TABLE 16

ADULT PROBATION POPULATION
1990 - 1994

Year	Probation Population, December 31	Number on Probation Per 100,000 Adult Residents
1990	8,782	1,793
1991	8,454	1,772
1992	8,091	1,714
1993	8,264	1,785
1994	8,325	1,846

* Figures include Active Supervision and Intensive Probation cases.
Source: The District of Columbia Courts 1994, Annual Report.
Prepared by: National Council on Crime and Delinquency.

As of December 31, 1994 there were 8,325 adults on active supervision and intensive probation (or 1,846 per 100,000 adult residents) (Table 16). This is 5% less numerically than in 1990 when there were 8,782 and an increase of 3% in the rate. Compared to 1993, the number of adults on probation increased by 1% numerically and increased 3% in the rate.

Cases Assigned and Removed

In 1994, there were 6,677 new cases assigned to probation and 6,616 cases removed (Table 17). The number of new cases assigned and cases removed continuously declined from 1990 to 1993 and then began to increase in 1994.

The largest decline was between 1992 and 1993:

- 8% less cases were assigned to probation
- 15% less cases were removed from probation

From 1993 to 1994:

- 2% more new cases were assigned
- 4% more cases were removed

Of all cases removed from probation in 1994 (Table 18):

- 42% were the result of sentence expiration
- 12% were terminated via successful completion of sentence
- 29% were probation revocations

Probation can be revoked if the offender commits a new offense while on probation or because he or she violates a technical condition of release. Technical conditions of release frequently include, but are not limited to, abstaining from drug use, avoiding contact with other criminals, maintaining steady employment and periodically reporting to a probation officer.

TABLE 17

ADULTS ON PROBATION BY STATUS OF PROBATION* 1990 - 1994

Year	Probation Population, January 1	New Cases Assigned	Cases Removed	Probation Population, December 31
1990	8,815	7,904	7,937	8,782
1991	8,782	7,310	7,638	8,454
1992	8,454	7,093	7,456	8,091
1993	8,091	6,522	6,349	8,264
1994	8,264	6,677	6,616	8,325

* Figures include Active Supervision and Intensive Probation cases.
Source: The District of Columbia Courts 1994, Annual Report.
Prepared by: National Council on Crime and Delinquency.

TABLE 18

ADULTS LEAVING PROBATION* BY TYPE OF EXIT 1990 - 1994

Year	Total Leaving Probation	Type of Exit				
		Expiration	Revocation	Termination	Fugitive Status	Other
1990	7,937	3,003	1,411	1,965	1,352	206
1991	7,638	2,750	1,087	2,418	1,181	202
1992	7,456	2,581	805	2,082	1,135	853
1993	6,349	2,855	823	1,769	894	17
1994	6,616	2,787	1,919	786	1,019	105

* Figures include Active Supervision and Intensive Probation cases.
Source: The District of Columbia Courts 1994, Annual Report.
Prepared by: National Council on Crime and Delinquency.

In recent years, fewer offenders have left probation as the result of sentence termination or successful completion of sentence and more as the result of probation revocation. From 1990 to 1994:

- Expirations decreased by 7%
- Terminations decreased by 60%
- Revocations increased by 36%

In any given year, more misdemeanor offenders were under probation supervision than felony offenders (Table 19). However, in the past five years, felony offenders on probation accounted for an increasing proportion of all probationers (27% in 1990 to 36% in 1994).

The rearrest rate for adult probationers increased slightly from 16% in 1990 to 18% in 1994 (Table 20).

TABLE 19

ADULTS ON PROBATION BY TYPE OF OFFENSE* 1990 - 1994

Year	Type of Offense		
	Probation Population, December 31	Felony	Misdemeanor
1990	8,782	2,339	6,443
1991	8,454	2,246	6,208
1992	8,091	2,696	5,395
1993	8,264	2,936	5,328
1994	8,325	2,964	5,361

* Figures include Active Supervision and Intensive Probation cases.
Source: The District of Columbia Courts 1994, Annual Report.
Prepared by: National Council on Crime and Delinquency.

TABLE 20

REARREST RATES FOR ADULT PROBATIONERS*
1990 - 1994

Year	Probation Population, January 1	New Cases Assigned	Total	Number of Rearrests	Rearrest Rate
1990	10,361	7,127	17,488	2,788	15.9%
1991	10,720	6,463	17,183	2,946	17.1%
1992	10,474	5,874	16,348	2,606	15.9%
1993	10,403	5,961	16,334	3,015	18.4%
1994	10,217	5,394	15,611	2,854	18.3%

* Figures exclude transfers.
Source: The District of Columbia Courts 1994, Annual Report.
Prepared by: National Council on Crime and Delinquency.

Summary and Discussion

There were 12% less adult felony and misdemeanor prosecutions in 1995 than in 1990 and 14% less than in 1994.

Prosecutions for drug offenses were 41% lower in 1995 than in 1990 while prosecutions for assaults were 27% higher than in 1990. Between 1990 and 1995, prosecution for assaults and weapon offenses increased while prosecutions for homicide, robbery and drug offenses decreased.

Adult convictions for misdemeanor and felony offenses in 1995 were the fewest in six years. There were 21% less felony convictions for drug offenses in 1995 than in 1990 and 29% less than in 1994. There were 71% less motor vehicle theft convictions in 1995 than in 1990 and 13% less than in 1994.

Excluding diverted or inactive cases, at the end of 1994, there were 8,325 adults on probation (or 1,846 on probation per 100,000 adult residents). There were 6,677 new cases assigned and 6,616 cases removed from probation. Of those cases removed, 29% had their probation revoked and 12% were terminated via successful completion of their probation conditions. ◆

CORRECTIONS

Overview

The District's Department of Corrections (DOC) is responsible for the administration and operation of the D.C. Detention Facility (jail) and various prisons, community correctional centers and alternative incarceration programs. The jail is located in the boundaries of the District and is primarily used to house men and women defendants awaiting trial and inmates with sentences of one year or less.

The majority of men with longer sentences are housed at minimum, medium and maximum security facilities in Lorton, Virginia, on a 3,000-acre site.

Correctional Population

On December 31, 1994, the population of District and Federal facilities numbered 10,950 – a decline of 8% from the 11,851 population in 1990, but an increase of 1% from year end 1993 (Table 21). This decrease is mostly attributable to a smaller number of inmates placed in halfway houses, Federal and out-of-state facilities.

- Halfway house populations declined 31% between 1992 and 1993

In 1993, DOC changed its policy regarding halfway house placements to address the high incidence of absconders (also referred to as "walk-aways").

- Inmates placed in out-of-state facilities declined dramatically from 1990 to 1994 (78%)

As a result of a policy adopted to recall all District inmates housed in out-of-state facilities, as of January 30, 1995, all out-of-state inmates were returned to the District's DOC.

- Federal prison inmates declined 72% between 1991 and 1992
- Placement in halfway houses declined 33% from 1990 to 1993, but began to rise again in 1994

One factor contributing to this decline is the transfer of women from Federal facilities to Lorton. Until 1991, women inmates were being placed in Federal facilities because DOC lacked local facilities to house them. After 1991, DOC built facilities specifically to house women at the Lorton complex.

Between 1990 and 1994, the number of jail inmates has generally declined and the number Lorton inmates has increased. From December 31, 1990 to December 31, 1994:

- The District's jail population declined by 9%
- The number of prisoners housed at Lorton increased by 28%

Incarceration Rates

The incarceration rate on December 31, 1994 for both jail and prison was 2,147 inmates per 100,000 adult residents (Table 22). This is 30% higher than in 1990 when the rate was 1,654 per 100,000 adult residents. Compared to 1993, there was a 4% increase, when the previous rate was 2,070 per 100,000 adult residents. Between year-end 1990 and 1994, the total jail and prison incarceration rate:

- Decreased 2% for jail inmates
- Increased 39% for prison inmates

TABLE 21

DISTRICT AND FEDERAL FACILITY POPULATIONS ON DECEMBER 31st BY FACILITY 1990 – 1994

Year	Jail	Lorton*	Halfway Houses**	Federal Prisons	Out of State Facilities	Total
1990	1,816	6,285	1,332	1,690	728	11,851
1991	1,672	6,877	1,177	1,157	476	11,359
1992	1,641	7,776	1,286	322	310	11,335
1993	1,638	7,948	888	211	160	10,845
1994	1,648	8,035	919	190	158	10,950

* A Correctional Treatment Facility for prisoners with substance abuse problems was opened in 1992.
** Includes all District community correctional centers, contract houses and the electronic monitoring program.
Source: Department of Corrections.
Prepared by: National Council on Crime and Delinquency.

TABLE 22

DISTRICT JAIL AND PRISON POPULATION AND INCARCERATION RATES 1990 – 1994

Year	Total Population		Jail Population		Prison Population	
	Population on 12/31	Rate Per 100,000 Adults	Population on 12/31	Rate Per 100,000 Adults	Population on 12/31	Rate Per 100,000 Adults
1990	8,101	1,654	1,816	371	6,285	1,283
1991	8,549	1,792	1,672	351	6,877	1,442
1992*	9,417	1,995	1,641	348	7,776	1,647
1993	9,586	2,070	1,638	354	7,948	1,717
1994	9,683	2,147	1,648	365	8,035	1,782

* A Correctional Treatment Facility for prisoners with a substance abuse was opened in 1992.
Source: Department of Corrections.
Prepared by: National Council on Crime and Delinquency.

Characteristics of Inmates

Sex and Race

The DOC inmate population is predominately black and male. From 1990 to 1994, male inmates far outnumbered females (Table A-7 and Table A-8). In 1994, males comprised 94% of all prison inmates and 91% of jail inmates.

Between 1990 and 1994, the female jail population declined (Table A-7 and Table A-8). Females accounted for 1 out of 10 jail inmates between 1992 and 1994, compared to 1 out of 4 jail inmates between 1990 and 1991. This decline was the result of DOC's efforts to divert females out of the jail facility and into housing facilities built specifically for women.

In 1994, black inmates comprised 97% (9,425) of all adults incarcerated in jail and prison, reflecting a proportion consistent with previous years.

Age

Between 1990 and 1994, the jail and prison experienced an aging of their populations.

Jail inmates (Table A-9):

- Age 20 or younger decreased from 12% to 2%
- Ages 41 to 50 increased from 9% to 20%

Prison inmates (Table A-10):

- Ages 21 to 25 decreased from 21% to 15%
- Ages 26 to 30 decreased from 25% to 19%
- Ages 41 to 50 increased from 11% to 20%

Offense

The proportion of jail prisoners incarcerated for a particular type of offense has remained relatively unchanged between 1990 and 1994, except for drug trafficking, assaults and weapons offenses (Table 23). Offenders in jail for drug trafficking peaked in 1991 at 40% and has continuously declined to 33% in 1994. There has been a slight increase in weapons offenses from 1% in 1990 to 4% in 1994 and in assaults from 7% in 1990 to 9% in 1994.

The highest proportion of inmates were in jail for violent offenses (36%). The most frequent crimes for which jail inmates were incarcerated were:

- Drug trafficking (33%)
- Robbery (13%)
- Homicide (10%)
- Assault (9%)

The type of offenses for which prison inmates were sentenced has varied between 1990 and 1994 (Table 24). The percent of prisoners serving a sentence for homicide increased from 7% to 14%; drug trafficking decreased steadily from 42% to 36%; and possession of drugs decreased from 7% to 1%. In 1994:

- 42% of inmates committed violent offenses
- 37% of inmates were serving a sentence for a drug offense

TABLE 23

JAIL POPULATION BY OFFENSE
1990 – 1994

Offense	Jail Population on December 31st									
	1990		1991		1992		1993		1994	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Homicide	184	10%	160	10%	150	9%	178	11%	158	10%
Rape/Sexual Assault	61	3%	47	3%	55	3%	61	4%	66	4%
Robbery	205	11%	182	11%	247	15%	194	12%	208	13%
Assault	129	7%	110	7%	137	8%	140	9%	145	9%
Burglary	95	5%	61	4%	83	5%	78	5%	84	5%
Larceny	53	3%	56	3%	44	3%	36	2%	48	3%
Drug Possession	76	4%	50	3%	32	2%	45	3%	41	2%
Drug Trafficking	657	36%	675	40%	554	34%	522	32%	537	33%
Motor Vehicle Theft	40	2%	30	2%	35	2%	33	2%	45	3%
Forgery/Embezzlement	35	2%	25	1%	26	2%	24	1%	18	1%
Weapons	22	1%	31	2%	34	2%	72	4%	64	4%
Other	259	14%	245	15%	244	15%	255	16%	234	14%
Total Jail Population	1,816	100%	1,672	100%	1,641	100%	1,638	100%	1,648	100%

Percents may not equal 100 due to rounding.
Source: Department of Corrections.
Prepared by: National Council on Crime and Delinquency.

TABLE 24

PRISON POPULATION BY OFFENSE
1990 – 1994

Offense	Prison Population on December 31st									
	1990		1991		1992*		1993		1994	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Homicide	446	7%	598	9%	914	12%	990	12%	1,094	14%
Rape/Sexual Assault	180	3%	242	4%	339	4%	332	4%	395	5%
Robbery	1,021	16%	1,147	17%	1,330	17%	1,300	16%	1,305	16%
Assault	387	6%	459	7%	537	7%	563	7%	591	7%
Burglary	412	7%	443	6%	490	6%	513	6%	514	6%
Larceny	130	2%	134	2%	117	2%	112	1%	103	1%
Drug Possession	468	7%	93	1%	83	1%	97	1%	88	1%
Drug Trafficking	2,657	42%	2,903	42%	3,068	39%	2,978	37%	2,865	36%
Motor Vehicle Theft	185	3%	157	2%	129	2%	111	1%	121	2%
Forgery/Embezzlement	78	1%	60	1%	59	1%	52	1%	40	<1%
Weapons	128	2%	186	3%	216	3%	342	4%	362	5%
Other	193	3%	450	7%	494	6%	558	7%	552	7%
Total Prison Population	**6,285**	**100%**	**6,872**	**100%**	**7,776**	**100%**	**7,948**	**100%**	**8,030**	**100%**

Percents may not equal 100 due to rounding.

* A Correctional Treatment Facility for prisoners with a substance abuse problem was opened.

Source: Department of Corrections.

Prepared by: National Council on Crime and Delinquency.

Admissions

The number of people entering jail and prison has continuously decreased from 7,977 in 1990 to 5,947 in 1994 (Table 25). Overall, there were 25% less people entering jail or prison in 1994 compared to 1990. Parole violators account for an increasing percentage of all jail and prison admissions. In 1990, parole violators returned to jail or prison accounted for 26% of all admissions and increased to 36% in 1994.

Releases

The number of inmates released from jail and prison has continuously declined from 9,199 in 1990 to 4,490 in 1994 (Table 26). Overall, there were 51% less inmates released from jail and prison in 1994 compared to 1990. In 1994:

- 6% were released as a result of sentence expiration
- 31% were released at court (charges dropped)
- 35% were released under court order
- 14% were released under the Emergency Powers Act (to control for overcrowding)

Between 1993 and 1994, 50% less inmates were extradited, 53% less were transferred to other jurisdictions and 64% less were released to the U.S. Marshal.

TABLE 25

JAIL AND PRISON INMATES BY TYPE OF ADMISSION
1990 - 1994

Year	Total*	New Court Commitments	Parole or Other Conditional Release Violators Returned
1990	7,977	5,896	2,081
1991	7,485	5,145	2,340
1992	6,600	4,514	2,086
1993	6,011	4,016	1,995
1994	5,947	3,782	2,165

* Only includes new court commitments and parole or other conditional release violators admitted.
Source: Department of Corrections.
Prepared by: National Council on Crime and Delinquency.

TABLE 26

JAIL AND PRISON INMATES BY TYPE OF RELEASE
1990 – 1994

Year	Total	Time Served	Expiration of Sentence	Extradition	Transfer to Other Jurisdiction	U.S. Marshalls	Release at Court	Court Order Releases	Emergency Powers Act Releases	Death	Other
1990	9,199	90	629	763	119	81	3,165	2,647	1,516	40	149
1991	8,327	100	1,215	946	107	237	2,745	2,579	257	46	95
1992	7,420	46	819	938	166	67	2,463	2,172	678	53	18
1993	6,952	48	611	930	92	112	2,027	2,283	746	65	38
1994	4,490	46	248	465	43	40	1,402	1,571	613	46	16

Source: Department of Corrections.
Prepared by: National Council on Crime and Delinquency.

Summary and Discussion

Shifts in the District's population and changes in law enforcement and corrections practices have had an impact on the number and type of persons sent to prison. The District's overall inmate population has declined in recent years. This decline has been driven principally by a reduction in admissions – both pretrial and sentenced – rather than more releases.

- From 1990 to 1994, 51% less inmates were released from jail or prison

On December 31, 1994, the population in District and Federal facilities numbered 10,950 – a decline of 8% from the 11,851 population in 1990, but an increase of 1% from year-end 1993.

Within DOC, there have been numerous changes in policies and practices that have generated major population shifts among the various institutions. Populations at the jail, halfway houses, Federal and out-of-state facilities have declined dramatically. However, these inmates have not left the system, but rather shifted to other facilities at Lorton. Hence, populations at Lorton reflect significant increases (28% from 1990 to 1994) in recent years. Specifically, this is due to the fact that:

- Fewer inmates are placed in halfway houses, Federal, and out-of-state facilities
- Women inmates are no longer placed out-of-state, but in DOC facilities
- DOC has had fewer releases

As of January 30, 1995, all out-of-state inmates were returned to the District's DOC. The number of inmates housed in Federal prisons decreased by 89% between 1990 and 1994; and during the same period of time, the number of inmates placed in halfway houses declined 31%.

Between 1990 and 1994, the jail and prison populations have been aging. There has been an increase in the percentage of inmates between 41 and 50 years of age.

Parole violations and probation revocations in relation to prison populations offer some indicator of recidivism patterns. While the overall number of admissions to prison have decreased in recent years, parole violators comprise an increasing proportion of new admissions (see following chapter).

- 36% of new prison admissions in 1994 were parole violators compared with 26% in 1990

In recent years, more offenders have left probation and been incarcerated as the result of probation revocation. From 1990 to 1994:

- Probation revocations increased by 36%
- 29% of offenders were removed from probation due to revocations ◆

PAROLE

Overview

The Board of Parole is an executive agency of the District of Columbia. The five board members include the chairperson, who is appointed by the Mayor. They are confirmed by the council. The Board is supported by approximately 100 employees under the direction of the chairperson.

Parole represents a bridge between incarceration and unconditional release. The board is responsible for determining whether or not offenders should be released on parole, establishing terms and conditions of release, supervising parolees in the community and determining whether to modify conditions of or revoke parole.

Adults on Parole

As of December 31, 1994, there were 6,574 adults on parole (or 1,458 per 100,000 adult residents) (Table 27). In general, the number of adults on parole has increased between 1990 and 1994.

- From 1990 to 1994, the number of adults on parole increased 23% (5,346 to 6,591) and the rate per 100,000 adult residents increase 34% (1,091 to 1,458)
- From 1993 to 1994, the number of adults on parole decreased less than 1% (6,574 to 6,574), and the rate increased 2% (1,424 to 1,458)

For each year, males far outnumbered females on parole supervision (Table 28). In 1994, males comprised 93% (6,114) of all adults on parole supervision. Similarly, blacks outnumbered whites on parole supervision (Table 29). In 1994, blacks comprised 97% (6,377) of all adults on parole supervision.

Of all adults entering parole, discretionary parole entries are the most common form of release from incarceration to parole (Table 30). Discretionary parole entries declined from 75% (2,467) in 1990 to 61% (2,051) of all adults entering parole in 1994. On the other hand, mandatory parole entries increased from 22% (716) in 1990 to 26% (873) in 1994.

Of all adults on parole at the end of 1994, 4,535 were on active supervision (69%) and 17% (1,125) had absconded (Table 31).

Of all adults leaving parole in 1994, 41% (1,403) had successfully completed their time on parole (Table 32). An estimated 55% (1,857) of adults had their parole revoked and were returned to incarceration. Of those returned to incarceration in 1994:

- 14% (471) were reincarcerated with a new sentence
- 16% (554) had their parole revoked for a non-criminal violation of parole
- 5% (158) were awaiting a revocation hearing
- 20% (674) had charges pending

TABLE 27

ADULT PAROLE POPULATION
1990 – 1994

Year	Parole Population, December 31	Number on Parole Per 100,000 Adult Residents
1990	5,346	1,091
1991	–	–
1992	6,294	1,333
1993	6,591	1,424
1994	6,574	1,458

– Data not available.
Source: Board of Parole.
Prepared by: National Council on Crime and Delinquency.

TABLE 28

ADULTS ON PAROLE BY SEX
1990 – 1994

Year	Parole Population, December 31	Sex	
		Male	Female
1990	5,346	4,972	374
1991	–	–	–
1992	6,294	5,853	441
1993	6,591	6,130	461
1994	6,574	6,114	460

– Data not available.
Source: Board of Parole.
Prepared by: National Council on Crime and Delinquency.

TABLE 29

ADULTS ON PAROLE BY RACE
1990 - 1994

Year	Parole Population, December 31	Race		
		White	Black	Other, Unknown or Not Reported
1990	5,346	107	5,186	53
1991	-	-	-	-
1992	6,294	126	6,105	63
1993	6,591	132	6,393	66
1994	6,574	131	6,377	66

- Data not available.
Source: Board of Parole.
Prepared by: National Council on Crime and Delinquency.

TABLE 30

ADULTS ENTERING PAROLE
BY TYPE OF PRISON RELEASE
1990 - 1994

Year	Total	Discretionary(a)	Mandatory(b)	Reinstatement(c)	Other(d)
1990	3,268	2,467	716	85	0
1991	-	-	-	-	-
1992	4,178	2,867	898	164	249
1993	3,854	2,419	900	158	377
1994	3,336	2,051	873	136	276

- Data not available.
a Discretionary parole entries are persons entering because of a Board of Parole decision.
b Mandatory parole entries are persons who were released from prison either as a result of a decision by the Parole Board or having reached the point in the service of their sentence at which time they must be released by law.
c Reinstatement entries are persons returned to parole supervision after 1) a revocation hearing in which no parole violation was sustained (proven), or 2) revocation of parole was not deemed appropriate by the Board of Parole.
d Consists of 'other' types of entries to parole such as: parole/reparole grants with administrative status, to consecutive sentences and to detainers.
Source: Board of Parole.
Prepared by: National Council on Crime and Delinquency.

TABLE 31

ADULTS ON PAROLE BY STATUS OF SUPERVISION 1990 – 1994

Year	Parole Population, December 31	Status of Supervision				
		Active	Inactive	Absconded*	Out-of-State	Other**
1990	5,346	3,613	412	1,029	292	0
1991	–	–	–	–	–	–
1992	6,294	4,158	468	1,067	352	249
1993	6,591	4,535	545	1,146	365	0
1994	6,574	4,535	571	1,125	343	0

– Data not available.

* Includes parolees who are in warrant issue status on 12/31 of each reported year. Absconder status may result from the issue of either a detainer warrant or an arrest warrant by the Board of Parole for non-criminal, criminal, or a combination of criminal and non-criminal violations of parole.

** Includes parolees on any form of administrative parole (parolees who are in custody due to parole/reparole grants to consecutive sentences, detainers, or other administrative status).

Source: Board of Parole.

Prepared by: National Council on Crime and Delinquency.

TABLE 32

ADULTS LEAVING PAROLE BY TYPE OF EXIT 1990 – 1994

Year	Number of Adults Leaving Parole								
	Total	Successful Completion	Absconded(a)	Discharged to Custody, Detainer, or Warrant(b)	Returned to Incarceration				Death
					With New Sentence(c)	With Parole Revoked(d)	With Revocation Pending(e)	With Charges Pending(f)	
1990	2,837	1,138	30	504	400	604	83	52	26
1991	–	–	–	–	–	–	–	–	–
1992	3,282	1,161	38	977	435	514	113	–	44
1993	3,557	1,268	67	570	470	452	97	*576	57
1994	3,393	1,403	61	0	471	554	158	674	72

– Data not available.

a Reported Board of Parole discharged absconders. Discharged absconders are parolees who are off-time due to expired Youth Corrections Act (YCA) warrants or whose warrants have been recalled and canceled or lifted by the Board of Parole resulting in expiration of their sentence.

b As of 1994, this category will be reported elsewhere.

c Includes parolees for whom parole was revoked for criminal, or a combination of criminal and non-criminal violations of parole.

d Includes parolees whose parole was revoked for non-criminal violations of parole.

e Includes parolees who were in warrant executed status on 12/31 of each reported year pending (awaiting) a revocation hearing.

f Includes parolees who were in warrant issue status due to an outstanding detainer warrant on 12/31 of each reported year.

* Consists of the number of parolees who had outstanding detainer warrants on 12/31/93. In 1992, this element was included in the category of discharged to custody, detainer, or warrant.

Source: Board of Parole.

Prepared by: National Council on Crime and Delinquency.

Caseload

Inmates who are released from prison are placed in one of three parole units: General Supervision, Young Adult, or Special Supervision. The majority of parolees are placed under General Supervision. All parolees convicted under the Youth Rehabilitation Act (YRA) are placed in the Young Adult Unit. YRA applies to an individual younger than age 22 years of age who is convicted of a crime other than murder. Adults who fall within this age group but were not convicted under YRA can also be placed in this unit. The Special Supervision Unit is for parolees that require an intensive level of supervision. Inmates with mental health problems and, since 1993, sex offenders are placed in this unit.

As of December 31, 1995, the General Supervision Unit consisted of three sub-units with a total of 21 parole officers. The Young Adult and Special Supervision Unit each had five parole officers. When looking at the active population only, the average caseload for each unit was as follows:

- 195 parolees per parole officer in the General Supervision Unit
- 109 parolees per parole officer in the Young Adult Unit
- 63 parolees per parole officer in the Special Supervision Unit

The number of parole officers has remained relatively stable – at an average of 31 – over the years. However, the number of parolees on active supervision increased 26% between 1990 and 1994 (Table 31).

Summary and Discussion

On December 31, 1994, there were 6,574 adults on parole (or 1,458 adults per 100,000 adult residents). Males outnumbered females on parole supervision. Similarly, adults on parole were more likely to be black than white.

For each year, discretionary parole entries were the most common form of release from incarceration to parole. Of those on parole in 1994, 69% were on active supervision.

In 1994, an estimated 55% of all adults on parole had their parole revoked and were returned to incarceration. Fourteen percent were reincarcerated with a new sentence and 20% had charges pending.

As mentioned in the previous chapter, while overall prison admissions have declined recently, parole violators comprise an increasing proportion of prison admissions.

This can be attributed, at least in part, to the overwhelming parole caseload that makes it virtually impossible to adequately supervise parolees. The steady growth of parolees in recent years has not been matched with increases in the number of parole officers, which have remained the same for many years.

- District parole officers have caseloads as high as 195 parolees

Unlike other jurisdictions, District parole officers do not carry guns and do not have arresting authority. These factors seriously limit their ability to monitor and enforce parolees' compliance with conditions of parole. Furthermore, offenders on parole can feel little compulsion to comply with conditions of parole, and feel secure that their violations are as likely as not to go undetected. ◆

GANGS IN THE DISTRICT

The role of gangs and drugs cannot be underestimated in the climate of violence in urban areas and especially among youth. While the use of certain drugs may be declining, drug trafficking is still a prominent factor in the proliferation of violence among youth and is the basis upon which many local gangs are formed. District gangs may be more loosely organized and smaller than gangs long-established in other cities, but they have quickly become a primary concern for law enforcement and communities as gang-related killings and other crimes have become a common occurrence.

Until recently, District officials did not consider the city to have gangs. Given the understanding of gangs as structured organizations with symbols, colors, established rules and traditions, District "gangs" were previously classified as "crews" because they were loosely organized and did not engage in serious criminal activity. In the Federally-sponsored *1988 National Gang Survey*, the District responded as having no gang-related crime problem. And, it has only been in recent years that the term "gangs" has been used by public officials and the media to refer to organized youth-based crime groups in the District.

Criminal gangs are heavily involved in the drug trade and are becoming increasingly mobile as they expand their trafficking networks. Many gangs franchise drug sales by providing contacts and weight quantities of drugs to local gangs who handle the street-level sales. Criminal drug gangs actively recruit youth to work as carriers and street-level sellers and gradually involve them in gang activities.

In the District, the Metropolitan Police Department (MPD) operates a violent gang management information system in conjunction with the Department of Corrections (DOC). MPD's Violent Gang Task Force maintains a database on persons identified as involved in gang activities, characteristics of gangs and detailed information on gang activities and movements. DOC receives and processes prisoners who are members of gangs and must be apprised of gang affiliations in order to properly place prisoners within the various DOC facilities. To this end, MPD and DOC have established an electronic data sharing system whereby MPD provides new data to DOC on offenders entering the correctional system and DOC provides updates to MPD of relevant information on gang members, person's visiting gang members, gang-related activities in prison and new rivalries that may transfer out of the institution and onto the streets once inmates are released. MPD and DOC also work closely with the Federal Bureau of Investigation and other Federal, state and local agencies to exchange information and coordinate anti-gang strategies and activities.

While it is obvious that criminal gangs present a substantial challenge to our criminal justice system, it is a difficult problem to quantify, largely because there is no standard definition for the term "gang." As a result, statistics regarding gang members and gang-related crimes are inconsistent. When referring to criminal gangs, DOC uses the term "security threat group" which is defined as "two or more inmates working in concert to promote violence, escapes, criminal activity and/or pose a substantial threat to the safety, security and orderly operation of the institution/system and the community."

The database is used not only to help identify, but also to validate gang membership. Identifying gang members throughout the criminal justice system involves using information from other agencies, court records, media reports, group photographs, known associations, criminal history and confidential informant, among other sources. Information such as gang symbolism, slang, tattoos, publications and clothing which is unique and specific to a certain group are used to identify individual members, suspected members and associates.

Persons identified as suspected gang members are investigated, and the information gathered during the investigation is applied to a formal validation process. Indicators of gang involvement are assigned a numerical weight. When suspects reach a pre-determined numerical score, they are validated as either gang members or associates. Validated members are identified as persons who function within the core group of members and have met all of the membership requirements of the group. Associates are defined as persons who, while not validated members of the gang, assist the gang in criminal activities.

There are an estimated 70 criminal gangs identified with ongoing criminal behavior in the District. Within these gangs, there are approximately 1,000 members. There exist at least an additional 100 loosely organized non-criminal gangs comprised mostly of juveniles.

Some non-criminal gangs begin to create an internal structure similar to criminal gangs. Within the structure of the criminal gang, there is a leader and each member is given a responsibility within the gang (e.g., money laundering, drug distribution, etc.). Once this internal structure and leader have been established and criminal activity has been documented, the gang is recognized as criminal. Some of the gangs identified in the Washington Metropolitan area gangs include:

P St. Crew	U of 58th Crew
R St. Crew	Lorton Morton Crew
5 n O Crew	Newton St. Crew
LeDroit Crew	1st & Seaton Crew
Lynch Mob	1st & Kennedy Crew
Orange St. Crew	La Raza
1st n O Crew	LA VIII
Ivy City Crew	Vatos Locos
Trinidad Mob	La Nueva
Brown Union	22 Crips
Ninja Crew	Latin Kings
Edgewood Crew	Fuk Ching
New York Posse	187
Alabama Ave. Crew	Simple City
Montana Crew	

Once a gang and gang members have been identified and validated, an assessment is made of the nature and degree of threat posed by the gang. Authorities also monitor gang activity through ongoing surveillance and information sharing. This forms the basis for the management strategies undertaken by MPD, DOC and other law enforcement agencies.

Only a small proportion of the population is responsible for the vast majority of serious criminal activity on the streets of the District and in the prison system. Once the gang tracking system becomes fully operational, it will provide significant support for anti-gang activities and will allow MPD and DOC to focus resources where they will have maximum impact on gang-related crime and violence. ◆

The District's Juvenile Justice Process

Youth involved in delinquent or criminal activity may come to the attention of authorities by being apprehended at the scene of a crime or identified as suspects by witnesses. They also may be reported for incorrigibility or other status offenses by school personnel, family, neighbors or others. The police officer who apprehends a youth may elect to reprimand him if no further action is necessary. Diverting a youth involves referring him for additional services to the Commission of Social Services of the Department of Human Services (DHS). If the youth is to be referred to court, the Youth Division of the Metropolitan Police Department is notified.

The Youth Division first takes the youth for initial intake to the District of Columbia Superior Court (DCSC). Initial screenings are conducted by the Superior Court intake staff and involve a review of the youth's social and criminal history, family situation and circumstances pertaining to the charge. Based on this information, the youth is released to the custody of his parents or guardian pending an initial hearing the next day or is detained for an initial screening. Youth who are court-ordered to secure placement are required to undergo judicial review prior to release from detention.

After the initial screening, the probation officer assigned to the case reviews all information gathered during the initial screening, interviews the youth and the parents or guardians when possible and contacts pertinent members of the community who may provide additional information. The probation officer then delivers a recommendation on whether or not to petition the case to the Office of the Corporation Counsel and prepares a report to be presented at the new referrals hearing. The probation officer's report also provides recommendations for pretrial status, which may include pretrial detention, shelter care, community-based placement or release to the custody of parents or guardians pending trial.

The Assistant Corporation Counsel (ACC) conducts a screening and investigation of all cases recommended to DCSC concerning juveniles. The results of these screenings and investigations are considered jointly with the recommendations of the DCSC's Social Services Division (SSD) before the final decision is made to file the petition with the court. The ACC reviews the detention decision made in cases of juveniles accused of committing serious crimes and can make a recommendation to waive Juvenile Branch jurisdiction and have the case continue through the adult criminal justice system.

Cases may be "no papered" if the SSD and the ACC determine that the case is not suitable for prosecution, whereby the case is closed and the youth is released without further court action. If the decision is made to file the petition, the case is forwarded for an initial hearing in the new referrals court. The ACC may file for a dismissal of petition papers at any time during the proceedings up to the trial.

The new referrals hearing is held before a judge for juveniles who have been detained pending an initial court appearance. This hearing involves a presentation of the petition and the substance of the charges to the youth, parents and the attorney; the response to the charges; and the court determination of probable cause indiciating that the juvenile committed the offense. If the court determines that there was probable cause, the judge then sets the level of supervision or custody the youth will receive while awaiting a trial date. The judge reviews the recommendation of the SSD or DHS and the ACC and considers any previous court involvement in making his determination. If detention is warranted, the court specifies the level of detention or delegates that responsibility to DHS. Youth detained pending trial must be scheduled for trial within a 30-day

period. Youth detained pending trial may be placed in either secure or non-secure settings. Youth held in maximum security are placed at Oak Hill, a facility operated by DHS. Other alternatives include community-based group homes, therapeutic foster care and other community placements.

The initial hearing is held within ten days of their arrest for juveniles who are released to the custody of their parents or guardians. If probable cause is determined after a review of evidence by the hearing officer and the ACC, release conditions, a trial date and appointment of counsel are set.

When a case proceeds to trial, the case is heard before a judge. There is no right to jury trial for juveniles in the District of Columbia. If the allegations in the petition are determined to be true, the court orders preparation of an in-depth social summary prior to the disposition of the case. If the verdict is acquittal, the juvenile is free from any further supervision of the court.

The pre-disposition investigation is conducted by the SSD. This investigation is the basis for the social summary and may include physical and mental health examinations. The purpose of this investigation is to determine the circumstances influencing the juvenile's behavior in order to arrive at an appropriate disposition.

The judgment entered at the disposition includes the plea, the findings, the adjudication and the dispositional order. Juveniles who are identified by the court as significant probation risks are committed to the Youth Services Administration of DHS and are institutionalized or placed in alternative care.

If the court decides in favor of probation, the youth continues his involvement with the SSD, which provides counseling and supervision for the youth until the court requests a case review or immediate court release.

Juvenile Law Enforcement

There were 3,756 juveniles arrested in 1994 – 1,374 or 37% for Part I offenses and 2,382 or 63% for Part II offenses (Table 33, Figure 6). After nearly doubling between 1986 and 1987, when the police began including in arrest statistics juveniles released without being charged or referred to court, arrests peaked in 1988 (6,627) and then began to decline in 1989.

TABLE 33

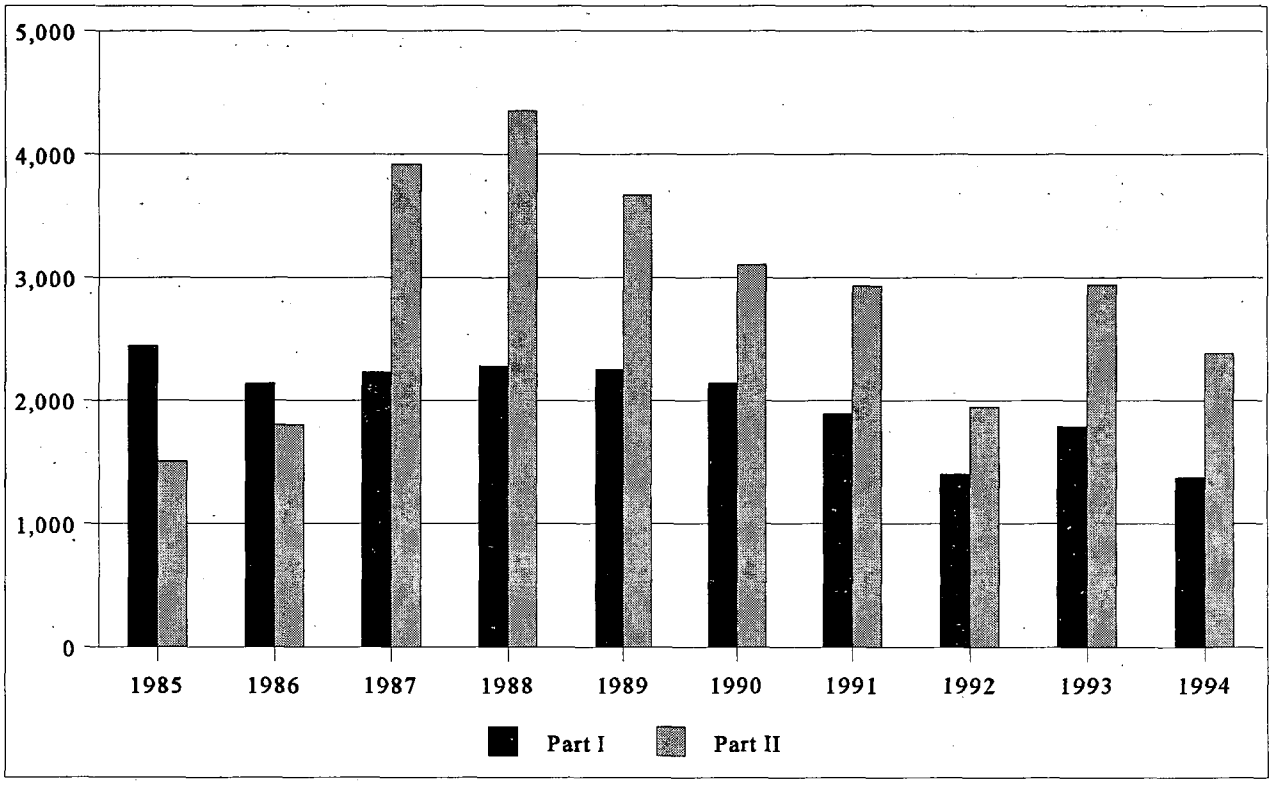
JUVENILE ARRESTS FOR PART I AND PART II OFFENSES 1985 - 1994

Year	Part I	Part II*	Total
1985	2,443	1,506	3,949
1986	2,141	1,803	3,944
1987**	2,229	3,919	6,148
1988**	2,278	4,349	6,627
1989**	2,253	3,672	5,925
1990**	2,144	3,108	5,252
1991**	1,893	2,930	4,823
1992**	1,402	1,947	3,349
1993**	1,788	2,942	4,730
1994**	1,374	2,382	3,756

* Part II arrests include fugitives from justice, institutions and parents.
** Includes juveniles released without being charged or referred to court.
Source: Metropolitan Police Department.
Prepared by: National Council on Crime and Delinquency.

FIGURE 6

PART I AND PART II JUVENILE ARRESTS
1985 - 1994



From 1990 to 1994, juvenile arrests for Part I offenses decreased by 36% (2,144 to 1,374) and arrests for Part II offenses decreased by 23% (3,108 to 2,382) (Table 33). Compared to 1993, the number of juveniles arrested for Part I offenses decreased by 23% and Part II arrests decreased by 19%. The number of juveniles arrested for Part I and Part II offenses as a percentage of the total number of arrests has generally decreased in the past ten years. In 1985, Part I offenses accounted for 62% of total arrests; in 1990, 41%; and in 1994, 37%.

There were 717 juveniles arrested for violent offenses in 1994 (Table 34). This represents 13% less than in 1993. An estimated 55% of juvenile violent crime arrests were for aggravated assault.

There were 657 juvenile arrests for property crimes in 1994. This is 32% lower than in 1993. Of these, close to 70% of juvenile arrests were for motor vehicle theft.

Of Part II offenses, an estimated 25% of juveniles were arrested on drug charges, 20% for being a fugitive and 18% for disorderly conduct (Appendix C, Table A-4).

Juvenile Violent Crime

Compared to ten years ago, juvenile arrests for violent crime decreased by 27% (Table 34). From 1993 to 1994, arrests for violent crime decreased by 13%. In greater detail:

- Homicide arrests increased by 464% from 11 in 1985 to 62 in 1994. They increased more than 100% from 30 in 1993
- Robbery arrests increased by 7% from 233 in 1985 to 250 in 1994. Compared to 1993, arrests for robbery increased by 5% from 237 to 250
- Assault arrests decreased by 24% (518 to 396) from 1985 to 1994. In 1994, arrests for assaults decreased by 25% from 1993 when arrests peaked at 528

JUVENILE CURFEW

The District's Juvenile Curfew Act (D.C. Act 11-90) was enacted in July 1995 in an effort to combat the increase in juvenile violence, gang activity and crime. Since that time, no juveniles have been arrested for violating it, though police pick up an average of one juvenile per night.

The curfew prohibits juveniles ages 16 and younger from being in public places from 11:00 p.m. to 6:00 a.m. on school nights and midnight to 6:00 a.m. on Friday and Saturday nights. The District currently operates one detention center to handle curfew violators.

Though the curfew is being enforced, it is being legally challenged by the American Civil Liberties Union on grounds that it violates constitutional rights. Arguments are scheduled to be heard in the spring of 1996.

TABLE 34

JUVENILE ARRESTS FOR CRIME INDEX OFFENSES
1985 – 1994

Year	Crime Index Arrests	Violent Crime Arrests	Property Crime Arrests	Homicide	Rape	Robbery	Assault	Burglary	Larceny	Motor Vehicle Theft	Arson
1985	2,443	986	1,457	11	13	233	518	374	343	725	15
1986	2,141	580	1,561	8	19	279	274	243	296	1,015	7
1987	2,229	562	1,667	9	14	220	319	197	333	1,133	4
1988	2,278	499	1,779	26	11	179	283	122	235	1,414	8
1989	2,253	612	1,641	63	23	171	355	123	216	1,294	8
1990	2,144	754	1,390	69	23	200	462	91	254	1,043	2
1991	1,893	690	1,203	55	27	175	433	95	226	879	3
1992	1,402	590	812	41	19	185	345	60	128	622	2
1993	1,788	820	968	30	25	237	528	49	189	729	1
1994	1,374	717	657	62	9	250	396	52	141	462	2

Source: Metropolitan Police Department.
Prepared by: National Council on Crime and Delinquency

Juvenile Property Crime

Compared to 1985, juvenile arrests for property crime decreased 55% from 1,457 to 657 in 1994 (Table 34). The number of arrests steadily increased by 22% between 1985 and 1988 and then decreased by 63% from 1988 to 1994. In greater detail:

- Burglary arrests decreased 86% (374 to 52) between 1985 and 1994. However, in 1994 arrests for burglary increased by 6% from 49 in 1993
- Larceny arrests decreased 59% (343 to 141) from 1985 to 1994. Compared to 1993, the number of arrests decreased by 25% from 189 to 141
- Auto theft arrests decreased 36% (725 to 462) between 1985 and 1994. In 1994, arrests decreased 37% from 729 in 1993
- Arson arrests have decreased dramatically by 87% (15 to 12) from 1985 to 1994. Since 1990, arson arrests have remained at about 2

Juvenile Drug Arrests

Between 1990 and 1994, juvenile arrests for drug offenses generally declined (Table 35, Figure 7). The total number of juvenile drug arrests in 1994 is 45% lower than the 1,068 arrested in 1990. The majority (92%) continued to be arrests for sales rather than possession offenses.

The majority of juvenile drug arrests were for sale or possession of opium/cocaine derivatives (Appendix C, Table A-11). There were 357 arrests for opium/cocaine sales in 1994, comprising 66% of total arrests for sales offenses. Ninety-three percent of arrests for possession were also for opium and cocaine offenses.

TABLE 35

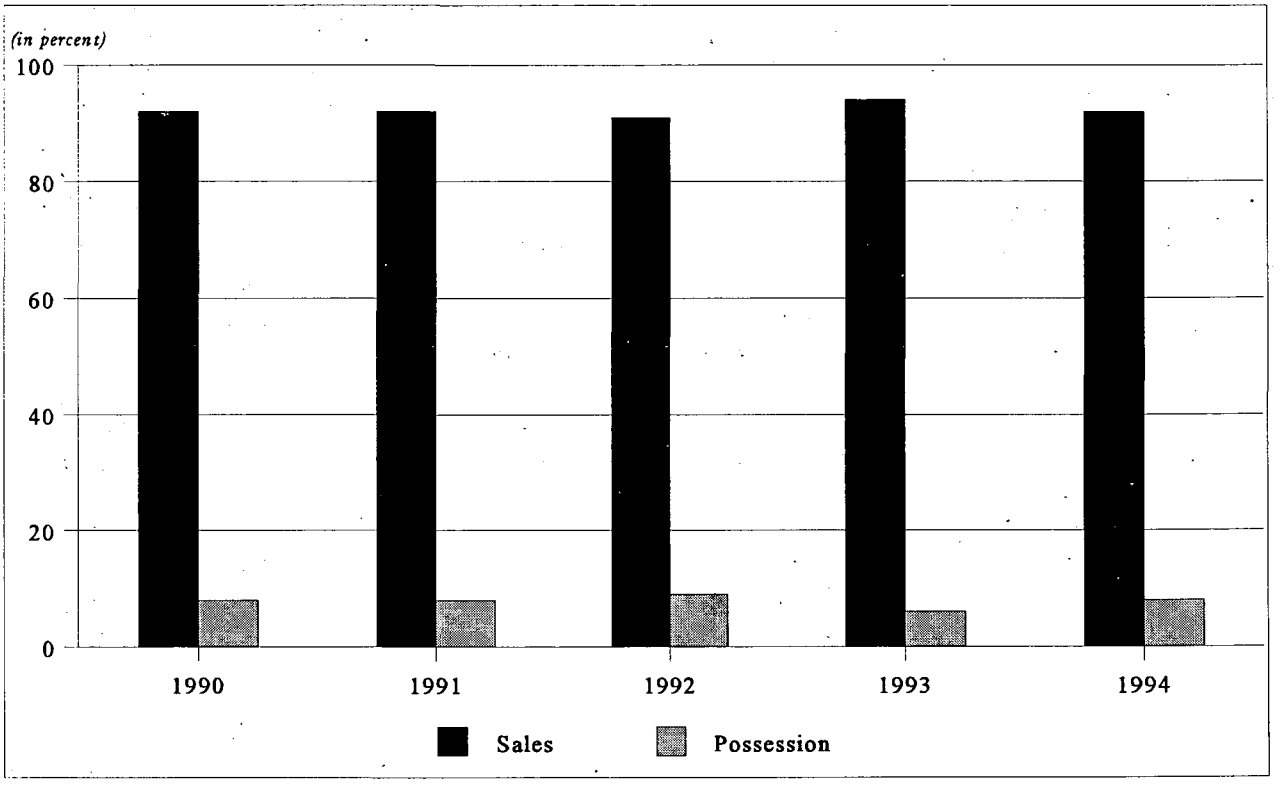
PERCENT OF JUVENILE DRUG ARRESTS FOR SALES AND POSSESSION*
1990 - 1994

Year	Total Number of Drug Arrests	Percent Sales	Percent Possession
1990	1,068	92%	8%
1991	935	92%	8%
1992	451	91%	9%
1993	781	94%	6%
1994	587	92%	8%

* Includes juveniles released without being charged or referred to court.
Source: Metropolitan Police Department.
Prepared by: National Council on Crime and Delinquency.

FIGURE 7

JUVENILE DRUG ARRESTS
1990 - 1994



Juvenile Drug Use

There were 3,184 drug tests administered to juvenile arrestees in 1994. This was 20% less than in 1990 and 2% less than in 1993 when there were 3,126 (Table 36, Figure 8). Unlike the steady proportion of adult arrestees testing positive for drug use, the number of juvenile arrestees testing positive has steadily and dramatically increased in recent years. In 1994, 55% of juveniles tested positive for drug use. This is an increase from 43% in 1993 and a substantial increase from 16% in 1990. For the first time since testing began in 1986, the proportion of juveniles testing positive for drug use surpassed adults, of whom 49% tested positive.

By far, the drug of choice among juveniles was marijuana (Table 36). In the past five years, juvenile use of marijuana has skyrocketed, steadily increasing from 6% testing positive in 1990 to 52% in 1994. Marijuana has outranked cocaine as the drug of choice since 1991, when 11% tested positive.

Cocaine was the drug of choice among juveniles when testing began between 1986 and 1990. Cocaine use peaked 1988 when crack cocaine was driving the drug trade, but has experienced a steady decline since then: 22% of juveniles tested positive for cocaine use in 1988 compared with 5% in 1994.

PCP use among juveniles has also increased significantly in recent years. After a dramatic fall from 27% testing positive in 1987 to 1% in 1990, PCP use has risen sharply to 17% in 1994.

Most of the drug use among juveniles is in the from of "blunts" – hollowed-out cigars filled with marijuana. The common practice of adding PCP to marijuana in blunts may account for the tandem increases in use of these drugs.

Juvenile females are less prone than males to use drugs. An analysis of positive test results by sex shows that, in 1994, 23% of juvenile females and 57% of juvenile males tested positive for opium use. For marijuana, 7% of females and 18% of males tested positive (Appendic C, Table A-12).

Use of drugs among juveniles increases with age. Eighty-five percent of arrested juveniles between ages eight and 12 were drug-free. Of the 117 tested, 3% were positive for PCP use and 14% for marijuana use. Of juveniles ages 13 and 14, 9% were positive for PCP and 37% for marijuana use. Of juvenile ages 15 and 16, 16% were positive for PCP and 55% for marijuana use. Of those tested who were age 17, 23% tested positive for PCP and 61% for marijuana use (Appendix C, Table A-13).

Juvenile Prosecutions

In 1995, 2,613 juvenile cases were petitioned to the Office of the Corporation Counsel (Table 37). Among Part I offenses, petitions for motor vehicle theft were the most numerous, with 352 petitions which comprised 50% of Part I offenses. For Part II crimes, drug offenses accounted for 30% (570) of Part II petitions and simple assault accounted for 27% (507) in this category. There were 1,380 juvenile cases that were not petitioned. Of Part I cases not petitioned, 274 or 64% were for motor vehicle theft.

TABLE 36

JUVENILE DRUG TEST RESULTS
1990 – 1994

Year	Total Tests	Total Positive Tests	Total Percent Positive	Total Heroin Positive	Heroin Percent Positive	Total Marijuana Positive	Marijuana Percent Positive	Total Cocaine Positive	Cocaine Percent Positive	Total PCP Positive	PCP Percent Positive
1987*	4,228	1,462	35%	22	<1%	599	14%	575	14%	1,123	27%
1988*	4,520	1,401	31%	25	<1%	367	8%	,016	22%	636	14%
1989*	4,365	1,004	23%	14	<1%	258	6%	00	18%	206	5%
1990	3,979	635	16%	13	<1%	250	6%	455	11%	38	1%
1991	3,867	752	19%	14	<1%	422	11%	397	10%	38	1%
1992	3,645	1,055	29%	11	<1%	904	25%	242	7%	117	3%
1993	3,126	1,339	43%	13	<1%	1,233	39%	149	5%	316	10%
1994	3,184	1,758	55%	11	<1%	1,658	52%	167	5%	528	17%

* 1991 Crime and Justice Report, Office of Criminal Justice Plans and Analysis, DC Government.
Totals include positive tests for amphetamines and methadone.
Percents based on total number of tests.
Categories are not mutually exclusive.
Source: Pretrial Services Agency and 1991 Crime and Justice Report.
Prepared by: National Council on Crime and Delinquency.

FIGURE 8

JUVENILE DRUG TEST RESULTS
1990 – 1994

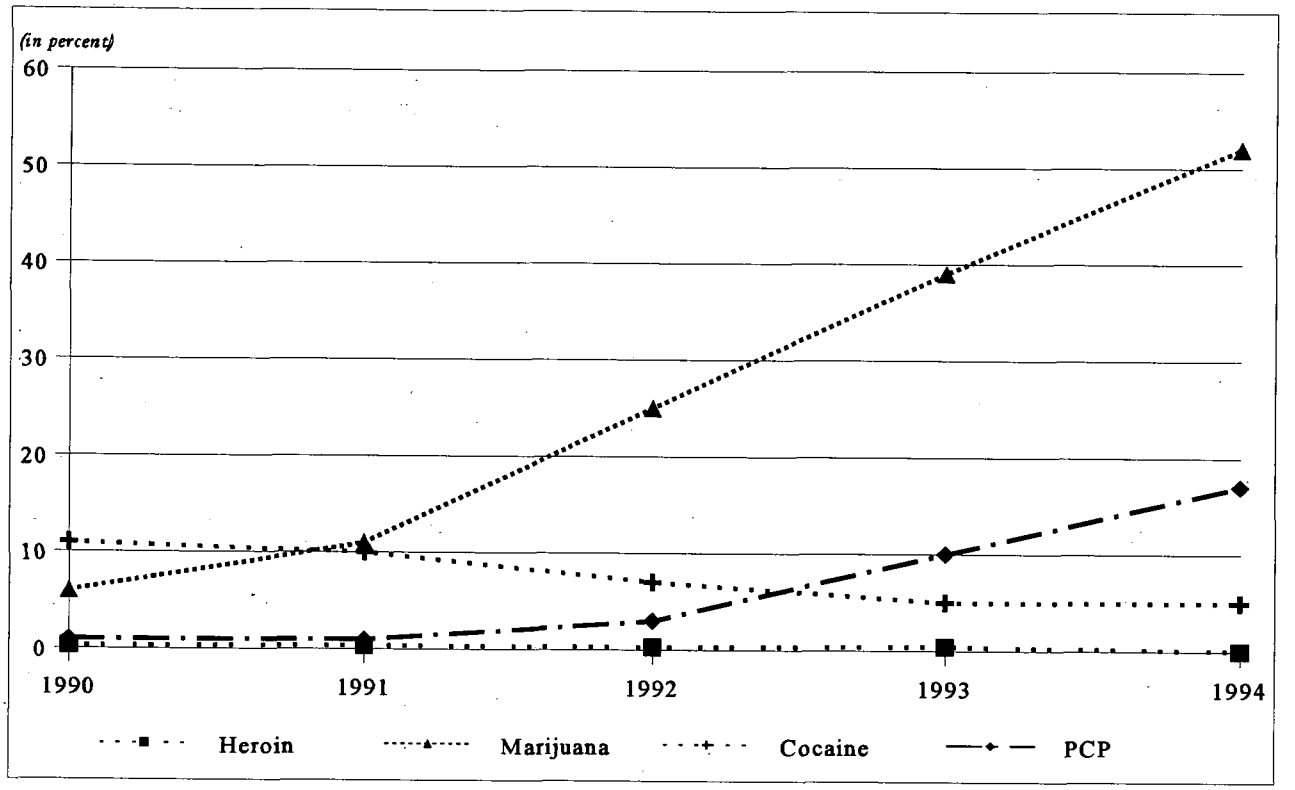


TABLE 37

JUVENILE CASES PETITIONED AND NOT PETITIONED BY OFFENSE FISCAL YEAR 1994 – 1995

Offense	1994		1995	
	Petitioned	Not Petitioned	Petitioned	Not Petitioned
Part I, total	**724**	**425**	**702**	**427**
Homicide	22	1	17	2
Rape	16	1	6	3
Robbery	173	67	202	95
Aggravated Assault	38	3	16	4
Burglary	44	14	46	25
Larceny/theft	60	35	62	23
Motor vehicle theft	371	304	352	274
Arson	0	0	1	1
Part II, total	**2,270**	**935**	**1,911**	**953**
Drug Offenses, total	710	215	571	186
Drug possession	172	86	138	77
Drug trafficking	538	129	433	109
Other Part II, total	1,560	720	1,340	767
Carjacking	14	9	15	7
Carry dangerous weapon	241	79	195	92
Destruction of property	88	33	84	44
Fugitive	114	22	82	19
Sex Offenses*	46	3	21	3
Simple Assault	597	302	507	339
Other Offenses**	237	251	193	242
PINS (persons in need of supervision)	223	21	243	21
Total Number of Offenses	**2,994**	**1,360**	**2,613**	**1,380**

* Includes carnal knowledge, indecent acts, sodomy and prostitution.

** Includes disorderly conduct, kidnaping, fraud, forgery, receiving stolen property, tampering, traffic offenses, unlawful entry and other offenses.

Source: Office of the Corporation Counsel.

Prepared by: National Council on Crime and Delinquency.

Juvenile Dispositions

There were 2,304 juveniles adjudicated in 1995 (Table 38), which was 12% less than in 1990. The outcome of juvenile adjudications are as follows:

- Guilty either by trial or plea decreased from 40% (1,063) in 1990 to 36% (824) in 1995
- Dismissals increased from 41% (1,084) in 1990 to 57% (1,305) in 1995
- Consent decrees decreased from 17% (443) in 1990 to 6% (135) in 1995

Juveniles who commit a status offense are referred to as persons in need of supervision (PINS). These status offenses are considered law violations only if committed by a juvenile. Such behavior includes running away from home, truancy, underage drinking, ungovernability (beyond control of parents or custodians) and curfew violations.

In 1995, there were 185 PINS cases resolved, representing a 172% increase from 1990. The outcomes of resolved PINS cases are as follows:

- Guilty outcomes increased numerically, but decreased proportionally from 44% (30) in 1990 to 28% (52) in 1995
- Dismissals increased from 51% (35) in 1990 to 59% (110) in 1995
- Consent decrees increased from 4% (3) in 1990 to 12% (23) in 1995

TABLE 38

JUVENILES DISPOSITIONS
1990 - 1995

	Juveniles Adjudicated					PINS* Cases Resolved			
Year	Total	Guilty	Not Guilty Trial	Dismissed	Consent Decree	Total	Guilty	Dismissed	Consent Decree
1990	2,632	1,063	42	1,084	443	68	30	35	3
1991	2,725	1,030	43	1,198	454	71	35	32	4
1992	2,876	987	32	1,460	397	103	38	51	14
1993	2,540	907	43	1,406	184	167	64	81	22
1994	2,464	892	28	1,351	193	160	55	81	24
1995	2,304	824	40	1,305	135	185	52	110	23

* Persons in need of supervision
Source: Office of the Corporation Counsel
Prepared by: National Council on Crime and Delinquency

Juvenile Offender Profile

Age and Sex

Males constituted 81% of total juvenile arrests (79% of Part I arrests, 77% of Part II arrests and 96% of arrests on drug charges) (Table 39).

Youth ages 15 and 16 comprised 44% of the arrested juvenile population (41% for Part I and 46% of Part II assets). Juveniles ages 15 and 16 comprised the largest proportion arrested on drug charges with 281 or 48% followed by juveniles age 17 with 250 or 43%. Less than 1% age 12 or younger was arrested on drug charges.

Criminal History

Of all juvenile offenders in 1994 (3,189), 49% (1,548) were arrested for the first-time (Table 40). The age at arrest for first-time offenders in 1994 is as follows:

- 36% of females compared to 25% of males were ages 12 to 14
- 48% of females compared to 47% of males were ages 15 to 16
- 14% of females compared to 22% of males were age 17 or older

When comparing male and female offenders in 1994, males were more likely to have one or more prior arrests. Fifty-six percent (1,426) of males had a prior arrest compared to 34% (215) of females. Of those with prior arrests, about 1 out of 2 male (715) and 1 out of 4 female (52) offenders had three or more arrests.

The age at arrest for juveniles who had prior arrests is very similar to the age of first-time offenders. The age at arrest for rearrestees is as follows:

- 33% of females compared to 14% of males were ages 12 to 14
- 48% of females compared 55% of males were ages 15 to 16
- 19% of females compared to 30% of males were age 17 or older

Between 1990 and 1994, the percent of male offenders who had one or more prior arrests remained relatively stable. However, the percent of female offenders who had one or more prior arrests increased from 28% in 1990 to 34% in 1994.

TABLE 39

JUVENILE PART I, PART II and DRUG ARRESTS BY SEX AND AGE

	Part I	Part II	Drugs*	Total
Sex				
Male	1,122	1,337	563	3,022
Female	299	389	23	711
Age				
under 10	14	0	0	14
10 - 12	65	82	4	151
13 - 14	399	349	51	799
15 - 16	582	793	281	1,656
17	361	502	250	1,113
Total	1,421	1,726	586	3,733

* Drug law violations are Part II offenses.

Source: Metropolitan Police Department

Prepared by: National Council on Crime and Delinquency.

TABLE 40

NUMBER OF PREVIOUS ARRESTS AND AGE AT ARREST FOR JUVENILE OFFENDERS FILED WITH D.C. SUPERIOR COURT BY SEX 1990 – 1994

	1990		1991		1992		1993		1994	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Total	2,832	417	2,810	487	2,715	582	2,544	573	2,565	624
Number of Previous Arrests										
No priors	1,163	302	1,185	350	1,137	421	1,043	388	1,139	409
1	499	76	481	85	537	111	472	119	440	120
2	369	22	330	36	305	30	318	33	271	43
3	276	9	235	9	209	8	233	22	209	26
4	181	2	197	3	149	4	142	4	162	15
5 or more	344	6	382	4	378	8	336	7	344	11
Total	1,163	302	1,185	350	1,137	421	1,043	388	1,139	409
Age at Arrest for First-Time Offenders										
Under 9 yrs.	13	2	15	2	17	4	16	9	26	7
9 – 11 yrs.	61	8	64	7	57	12	28	6	36	5
12 – 14 yrs.	312	108	339	125	331	136	287	135	289	146
15 – 16 yrs.	552	137	554	167	525	204	505	202	539	195
17 yrs. and over	225	47	213	49	207	65	207	36	249	56
Total	1,669	115	1,625	137	1,578	161	1,501	185	1,426	215
Age at Arrest for Rearrestees										
Under 9 yrs.	0	0	2	1	2	0	2	0	3	1
9 – 11 yrs.	11	1	15	0	20	2	15	1	11	0
12 – 14 yrs.	264	26	282	46	276	54	244	55	202	70
15 – 16 yrs.	902	70	868	59	827	76	813	87	784	104
17 yrs. and over	492	18	458	31	453	29	427	42	426	40

Source: Superior Court of the District of Columbia, Planning & Research Division, Juvenile Branch New Case Filings, 1990 – 94.
Prepared by: National Council on Crime and Delinquency.

Summary and Discussion

The District's patterns in crime do not mirror the national phenomena of separate and opposing trends for overall and juvenile crime. Nationally, from 1990 to 1994, the overall crime rate declined 3% and the overall murder rate declined very slightly (1%). The number of adults (older than age 25) arrested for homicide declined by 18% and young adults (ages 18 to 24) rose a mere (2%). For juveniles (ages 14 to 17), arrests increased by 22%.[1]

In the same time period, the District's overall crime rate also declined (4%), violent crime stabilized; homicide declined by 16% and there were 26% less arrests. Unlike the national trends for juveniles, in the District there have been more dramatic decreases than are evident for the overall criminal justice population. Juvenile arrests decreased dramatically from 1990 to 1994 for overall crimes (37% for Part I and 23% for Part II), violent crimes (5%), as well as homicides (10%). These data stand in stark contrast to national trends.

Arrests of those younger than age 18 began to decline in 1989. There were 28% more juveniles arrested in 1990 than in 1994. There were 21% less juveniles arrested in 1994 than in 1993. Arrests for Part I offenses in 1994 were the lowest in ten years.

Of Part I violent offenses in 1994, the majority of juvenile arrests were for aggravated assault, comprising 55% of arrests in this category. Of Part II property offenses, the majority of juveniles were arrested for drug charges than any other offense, followed by those arrested on fugitive charges.

There were 13% less juveniles arrested for violent crimes in 1994 than in 1993. While arrests for robbery have increased since 1993, arrests for all other violent crimes have decreased. There were 32% less juvenile arrests for property crimes in 1994 than in 1993. Arrests for burglary and arson increased since 1993, but all other property crimes decreased.

In recent years, there have been some notable changes in patterns for juvenile drug use. Juvenile arrests for drug crimes were the lowest in five years – 45% less than in 1990 and 25% less than in 1993.

The percentage of youth testing positive for drug use was 55% in 1994, surpassing adults for the first time since testing began in 1986. This compares with 43% positive in 1993 and 16% positive in 1990. Juvenile use of marijuana escalated from 6% in 1990 to 52% in 1994. Marijuana replaced cocaine in 1991 by a narrow margin as the drug of choice among juveniles and has been the drug of choice for four years consecutively. PCP use also increased dramatically from 1% in 1990 to 17% in 1994.

Motor vehicle theft comprised 51% of juvenile prosecutions for Part I offenses. Drug offenses accounted for 31% of Part II offense prosecutions. Juvenile dispositions resulting in findings of guilt continued to decrease, declining 22% from 1990 to 1995. Conversely, juvenile delinquency cases ending in dismissal in 1995 were the highest in six years.

[1]Crime in the United States – 1994, Uniform Crime Reports, Federal Bureau of Investigation.

PINS cases resolved in findings of guilt increased numerically, but not proportionally between 1990 and 1995. During this time, the number of cases found guilty increased from 30 to 52, but decreased relative to the total from 44% to 28%. PINS cases were more likely to be dismissed in 1995 than in 1990. Dismissals increased 214% during this time.

Forty-nine percent of all juvenile offenders in 1994 were arrested for the first time. Of those arrested for the first time, 36% of females were between the ages of 12 and 14 and 48% were between the ages of 15 and 16. Twenty-five (25) percent of males were between the ages of 12 and 14 and 47% were between the ages of 15 and 16.

Males were more likely than females to have prior arrests. Fifty-six (56) percent of males compared to 34% of females had one or more prior arrests. Of those who had prior arrests, 33% of females were between the ages of 12 and 14 and 48% were between the ages of 15 and 16 when arrested. Approximately 55% of males were between the ages of 12 and 14 and 30% of males were 17 years or older when arrested. ◆

APPENDIX A
OFFENSE DEFINITIONS

Reported offense data throughout the United States focus primarily on the eight major offenses defined by the Federal Bureau of Investigation (FBI) as Crime Index offenses, or Part I offenses. These offenses are further divided into two groups: violent offenses, which include homicide, rape, robbery and aggravated assault; and property offenses, which include burglary, larceny, motor vehicle theft and arson. Part II offenses encompass all other crime classifications outside those defined as Part I offenses.

In selecting the crimes to be included in the Crime Index, the FBI considers several factors. The seriousness of the crime and frequency of occurrence serve as indicators of the nation's crime experience. While there are differences in criminal status for given crimes in different jurisdictions, all crime index offenses are fully defined and a single definition for each of the chosen offenses was developed to ensure measurable crime data. These categories of offenses were devised and adopted in order that law enforcement, judicial and penal statistics might be uniformly compiled in terms of a single classification of offenses.

Part I Offenses

1. **Murder and Non-Negligent Manslaughter**
   All willful felonious homicides as distinguished from deaths caused by negligence and excluding attempts to kill, assaults to kill, suicides, accidental deaths, or justifiable homicides. Justifiable homicides are limited to:

   (1) the killing of a felon by a law enforcement officer in the line of duty; and
   (2) the killing of a person in the act of committing a felony by a private citizen.

   Manslaughter by Negligence
   Any death which the police investigation established was primarily attributable to gross negligence of some individual other than the victim. (While Manslaughter by Negligence is a Part I crime, it is not included in the Crime Index).

2. **Forcible Rape**
   The carnal knowledge of a female forcibly and against her will in the categories of rape by force and attempts or assaults to rape. Excludes statutory offenses (no force used, victim under age of consent).

3. **Robbery**
   Stealing or taking anything of value from the care, custody, or control of a person by force, violence or intimidation, such as strong-arm robbery, stickups, armed robbery, attempts or assaults to rob.

4. **Aggravated Assault**
   Assault with intent to kill or for the purpose of inflicting severe bodily injury by shooting, cutting, stabbing, maiming, poisoning, scalding, or by the use of acids, explosives, or other means. Excludes simple assaults.

5. **Burglary**
Housebreaking or any breaking or unlawful entry of a structure with the intent to commit a felony or a theft. Includes attempted forcible entry.

6. **Larceny-theft**
The unlawful taking, carrying, leading or riding away of property from the possession or constructive possessions of another. Thefts of bicycles, automobile accessories, shoplifting, pocket-picking, or any stealing of property or article which is not taken by force and violence or by fraud. Excludes embezzlement, "con" games, forgery, worthless checks, etc.

7. **Motor Vehicle Theft**
Unlawful taking or attempted theft of a motor vehicle. A motor vehicle is self-propelled and travels on the surface rather than on rails. Specifically excluded from this category are motorboats, construction equipment, airplanes, and farming equipment.

8. **Arson**
Willful or malicious burning with or without intent to defraud. Includes attempts.

Part II Offenses

1. **Other Assaults (Simple)**
Assaults which are not of an aggravated nature and where no weapon is used.

2. **Forgery and Counterfeiting**
Making, altering, uttering or possessing, with intent to defraud, anything false which is made to appear true. Includes attempts.

3. **Fraud**
Fraudulent conversion and obtaining money or property by false pretenses. Includes bad checks, except forgeries and counterfeiting. Also includes larceny by bailee.

4. **Embezzlement**
Misappropriation or misapplication of money or property entrusted to one's care, custody, or control.

5. **Stolen property: buying, receiving, possessing**
Buying, receiving, and possessing stolen property.

6. **Vandalism**
Willful or malicious destruction, injury, disfigurement, or defacement of property without consent of the owner or a person having custody or control.

7. **Weapon: carrying, possessing, etc.**
All violations of regulations or statutes controlling the carrying, using, possessing, furnishing, and manufacturing of deadly weapons or silencers. Include attempts.

8. **Prostitution and Commercialized Vice**
Sex offenses of a commercialized nature and attempts, such as prostituting, keeping a bawdy house, procuring or transporting women for immoral purposes.

9. **Sex Offenses**
(Except forcible rape, prostitution, and commercialized vice). Statutory rape, offenses against chastity, common decency, morals, and the like. Includes attempts.

10. **Drug Abuse Violations**
Offenses relating to narcotic drugs, such as unlawful possession, sale, use, growing, and manufacturing of narcotic drugs.

11. **Gambling**
Promoting, permitting, or engaging in illegal gambling.

12. **Offenses Against the Family and Children**
Nonsupport, neglect, desertion, or abuse of family and children.

13. **Driving Under the Influence**
Driving or operating any motor vehicle or common carrier while drunk or under the influence of liquor or narcotics.

14. **Liquor Laws**
State or local law violations, except "drunkenness" (class 23) and "driving under the influence" (class 21). Excludes federal violations.

15. **Drunkenness**
Drunkenness or intoxication.

16. **Disorderly Conduct**
Breach of the peace.

17. **Vagrancy**
Breach of the peace.

18. **All Other Offenses**
All violations of state or local laws, except classes 1-25 and traffic.

19. **Suspicion**
No specific offense, suspect released without formal charges being placed.

20. **Curfew and loitering laws**
Offenses relating to violation of local curfew or loitering ordinances where such laws exist.

21. **Runaway**
Limited to juveniles taken into protective custody under provisions of local statutes. ◆

APPENDIX B
LEGAL TERMS

Accused – A person who has been charged with committing a crime but has not yet been tried.

Acquittal – A decision made by a judge or jury that the accused was not proven guilty of committing the crime.

Appeal – To take a case to a higher court for review or retrial.

Arraignment – The initial court hearing at which the accused is brought before a judge, told the charges against him/her, and asked to enter a plea of guilty of not guilty.

Arrest – To take a person suspected of committing a crime into legal custody so that he/she can be charged and tried for committing the crime.

Bail/Bond – The amount of money set by a judge which allows the accused to go free until the trial. The purpose of bail is to ensure that the accused presents him/herself at court. The type of bail the accused pays is referred to as bond (see personal recognizance).

Charge – An accusation made against the accused that he/she committed the crime.

Continuance – A delay or postponement of a court hearing to another date or time.

Conviction – A decision made by a judge or jury that the accused is guilty beyond a reasonable doubt of committing the crime for which he/she has been tried.

Court – An agency of the judicial branch of the government with constitutional authority to decide questions of law and disputes brought before it.

Defendant – A person who has been charged with committing a crime and is now on trial (see accused).

Defense Attorney – The lawyer for the defendant/accused.

Dismissal – A decision by a judge ending a criminal case before ordering a trial.

Disposition – The final outcome of a case.

Evidence – Testimony and objects presented in court by the prosecutor and the defense.

Felony – A serious crime punishable by one year or more in a prison and/or a fine. Felonies include crimes such as murder, rape, burglary, and robbery.

Grand Jury – A group of 23 D.C. citizens who hear evidence presented by the prosecutor and decide whether or not there is enough evidence to charge and try the accused.

Guilty – A decision of a judge or a jury in a criminal case that the accused committed the crime with which he/she was charged.

Guilty Plea – A statement by the accused that he/she committed the crime.

Indictment – A written accusation made by a Grand Jury charging a person with committing a crime.

Investigation – The gathering of evidence by police and prosecutors to prove the accused committed the crime.

Judge – In the District of Columbia, a person appointed by the President of the United States to preside over a court of law.

Jury – A group of citizens who hear the evidence presented in court and decide whether the accused is guilty or not guilty.

Misdemeanor – A crime that is less serious than a felony and is punishable by one year or less in jail and/or a fine. Misdemeanors include offenses such as petty theft, most traffic violations, and possession of marijuana.

Mistrial – A trial that ends when the jury cannot decide whether the accused is guilty or not guilty, or a legal procedure is violated.

Motion – An oral or written request to the judge asking the judge to make a decision or take a specific action.

Nolo Contendere – "I will not contest it;" a plea to a crime that does not admit guilt, but has the same result as a guilty plea.

Not Guilty Plea – A statement by the accused denying that he/she committed the crime.

Offender – A person who has been convicted of a crime.

Parole – The supervised release of an offender from jail or prison before the end of his/her sentence.

Papering – The decision made by the prosecutor concerning whether or not there is enough evidence to file charges against the accused.

Perjury – A lie told while a person is under oath to tell the truth.

Personal Recognizance – The written promise, made by the accused to the judge, that he/she will return to court when ordered to do so; a frequent form of pretrial release in criminal cases in D.C.

Plea – A defendant's formal answer in court denying or admitting that he/she committed a crime.

Plea Bargaining – An agreement between the prosecutor and the accused that the accused will plead guilty.

Preliminary Hearing – A hearing to determine if there is enough evidence to hold the accused for a Grand Jury hearing.

Presentence Report – A report by the Social Services Division of the D.C. Superior Court describing the past behavior, family circumstances, and personality of the accused, as well as specific information about the crime committed. This report helps the judge determine the sentence (see Victim Impact Statement).

Probable Cause – The amount of proof needed by the police, the prosecutors, and the judge to believe that a crime was committed and that the accused committed it.

Probation – A court sentence allowing the accused to go free under the supervision of a probation officer.

Prosecutor – In a criminal case, the lawyer representing the government and the victim; in D.C. an Assistant U.S. Attorney or an Assistant Corporation Counsel.

Public Defender – An attorney employed by the D.C. government to represent defendants who cannot afford to pay for a lawyer.

Restitution – An order from the judge that requires the offender to pay the victim for damaged or stolen property or medical costs.

Sentence – The accused's punishment after being convicted of a crime.

Status Hearings – Court hearings to make sure that both the prosecution and defense are ready for trial.

Subpoena – A written order requiring a person to appear at a certain time to give testimony about the crime.

Suspect – A person who is thought to have committed a crime and is under investigation, but who has not been arrested or charged.

Testimony – Statements made in court by witnesses who are under oath to tell the truth.

Trial – A court proceeding before a judge or a jury at which evidence is presented to decide whether or not the accused committed the crime.

Verdict – The decision of the judge or jury at the end of a trial that the accused is either guilty or not guilty of the crime.

Victim – An individual against whom a crime, or an attempted crime, was committed. The family or close friend of an individual who was murdered.

Victim Impact Statement – A form used by the judge at the time of sentencing that allows victims to describe the physical, emotional, and financial impact of the crime on their lives and families.

Witness – A person who has seen or knows something about the crime. The victim is usually a witness too.

Witness Conference – A discussion between the victim, witness and the attorney to prepare for trial. ◆

APPENDIX C
TABLES

TABLE A-1

CRIME RATES FOR U.S. CITIES WITH POPULATIONS GREATER THAN 400,000
1994

City	Population	Crime Index Total	Rate per 100,000 Residents
Atlanta, GA	411,204	66,280	16,118.5
Baltimore, MD	739,180	92,783	12,552.2
Kansas City, MO	439,089	55,112	12,551.4
Tucson, AZ	441,402	54,093	12,254.8
Oklahoma City, OK	461,271	55,374	12,004.7
Detroit, MI	1,022,283	121,827	11,917.2
Portland, OR	463,072	54,715	11,815.7
District of Columbia	**570,000**	**63,144**	**11,077.9**
Seattle, WA	540,268	57,905	10,717.8
New Orleans, LA	493,990	49,842	10,089.7
Nashville, TN	521,301	52,469	10,065.0
Phoenix, AZ	1,076,108	108,131	10,048.3
Memphis, TN	628,375	61,393	9,770.1
Albuquerque, NM	416,917	40,500	9,714.2
Charlotte-Mecklenburg, NC (1)	527,121	51,057	9,686.0
Jacksonville, FL	685,776	65,997	9,623.7
Boston, MA	556,724	53,078	9,534.0
Dallas, TX	1,062,677	100,707	9,476.7
Fort Worth, TX	472,288	43,400	9,189.3
San Antonio, TX	999,900	87,679	8,768.8
Columbus, OH	647,860	56,343	8,696.8
San Francisco, CA	741,568	61,860	8,341.8
Milwaukee, WI	628,737	51,241	8,149.8
Austin, TX	511,676	40,632	7,941.0
Los Angeles, CA	3,550,381	278,351	7,840.0
Las Vegas MPD Jurisdiction, NV	752,577	58,161	7,728.2
Long Beach, CA	446,383	33,614	7,530.3
Cleveland, OH	506,230	37,745	7,456.1
Houston, TX	1,758,016	128,079	7,285.4
New York, NY	7,336,224	530,120	7,226.1
El Paso, TX	565,183	40,465	7,159.6
Denver, CO	511,085	35,434	6,933.1
Honolulu, HI	880,687	60,825	6,906.5
San Diego, CA	1,168,785	76,725	6,564.5
Philadelphia, PA	1,560,576	100,417	6,434.6
Virginia Beach, VA	427,471	21,228	4,966.0
San Jose, CA	815,235	36,559	4,484.5
Chicago, IL (2)	2,802,494	NA	NA

(1) The Charlotte, NC, Police Department and Mecklenburg County, NC, Police Department merged into one department in 1994.
(2) Forcible rape figures furnished by the state-level Uniform Crime Reporting (UCR) Program administered by the Illinois Department of State Police were not in accordance with national UCR guidelines. Therefore, the figures were excluded from the Crime Index total category.
Source: FBI Uniform Crime Reporting.
Prepared by: N ational Council on Crime and Delinquency.

TABLE A-2

REPORTED VIOLENT AND PROPERTY CRIME INDEX OFFENSES IN THE DISTRICT BY CENSUS TRACT 1994

Census tract	Total Part I	Total violent	Total property	Census tract	Total Part I	Total violent	Total property
1.0	804	97	707	36.0	350	142	208
2.1/2.2(2.0)*	840	87	753	37.0	356	149	207
3.1(3.0)*	163	7	156	38.0	575	105	470
4.0	157	6	151	39.0	511	59	452
5.1	281	22	259	40.1/40.2(40.0)*	627	83	544
5.2	164	8	156	41.0	266	16	250
6.0	287	25	262	42.1	308	49	259
7.1	195	12	183	42.2	463	57	406
7.2	173	8	165	43.0	412	93	319
8.0	1	1	0	44.0	329	86	243
8.1	206	8	198	45.0	325	66	259
8.2	132	5	127	46.0	531	208	323
9.0	4	0	4	47.0	588	178	410
9.1	153	9	144	48.1	349	115	234
9.2	73	1	72	48.2	322	89	233
10.1	457	41	416	49.1	337	96	241
10.2	175	15	160	49.2	359	110	249
11.0	424	41	383	50.0	684	168	516
12.0	336	25	311	51.0	941	109	832
13.1	152	7	145	52.1	648	101	547
13.2	231	20	211	52.2	341	34	307
14.1/14.2(14.0)*	189	17	172	53.1	617	66	551
15.0	140	11	129	53.2	728	38	690
16.0	272	26	246	54.1	677	67	610
17.1/17.2(17.0)*	501	73	428	54.2	826	81	745
18.1	13	5	8	55.1	450	79	371
18.2	27	7	20	55.2	327	33	294
18.3	148	19	129	56.0	354	35	319
18.4	345	82	263	57.1	339	36	303
19.1	318	60	258	57.2	171	12	159
19.2	148	23	125	58.0	2,609	278	2,331
20.1	296	55	241	59.0	956	101	855
20.2	377	85	292	60.1	260	37	223
21.1	396	154	242	60.2	148	63	85
21.2	380	108	272	61.0	365	34	331
22.1	191	62	129	62.0	81	7	74
22.2	214	49	165	62.1	187	20	167
23.1	201	41	160	62.2	642	68	574
23.2	313	41	272	63.1	179	17	162
24.0	388	131	257	63.2	9	0	9
25.1	228	54	174	64.1(64.0)*	369	136	233
25.2	493	107	386	65.1(65.0)*	375	41	334
26.0	206	14	192	66.0	314	48	266
27.1	382	56	326	67.1(67.0)*	410	59	351
27.2	619	163	456	68.1	141	51	90
28.1/28.2(28.0)*	854	296	558	68.2	131	38	93
29.0	367	137	230	68.3	3	0	3
30.0	263	99	164	68.4	195	62	133
31.0	353	131	222	69.0	289	63	226
32.0	406	164	242	70.1(70.0)*	465	73	392
33.1	170	52	118	71.0	393	132	261
33.2	180	74	106	72.0	947	213	734
34.0	688	158	530	73.1	16	0	16
35.0	364	91	273	73.2	479	195	284

TABLE A-2

(continued)

Census tract	Total Part I	Total violent	Total property	Census tract	Total Part I	Total violent	Total property
73.3	58	26	32	88.4	403	172	231
73.4	373	196	177	89.1	24	6	18
73.6	49	32	17	89.2	2	0	2
73.8	36	8	28	89.3	237	102	135
74.1	326	156	170	89.4	427	147	280
74.2	19	5	14	90.1	93	10	83
74.3/74.9(74.5)*	388	182	206	90.2	485	81	404
74.4	380	228	152	91.1	340	68	272
74.6	252	101	151	91.2	512	162	350
74.7	317	123	194	92.1	120	26	94
74.8	236	97	139	92.3/92.4(92.2)*	534	167	367
75.2	394	144	250	93.0	5	0	5
75.3/75.4(75.1)*	731	304	427	93.1	396	104	292
76.1	492	182	310	93.2	194	69	125
76.3	403	98	305	94.1(94.0)*	383	51	332
76.4	432	116	316	95.1	409	80	329
76.5	258	84	174	95.3	179	21	158
77.2	27	7	20	95.4/95.9(95.2)*	378	89	289
77.3	400	153	247	95.5	203	32	171
77.5	9	3	6	95.6	11	5	6
77.7	249	92	157	95.7	62	17	45
77.8	180	83	97	95.8	177	35	142
77.9	206	57	149	96.0	88	18	70
78.3	398	127	271	96.1	151	48	103
78.4	356	162	194	96.2	127	52	75
78.6/78.9(78.5)*	454	127	327	96.3	338	82	256
78.7	196	72	124	96.4	103	28	75
78.8	521	235	286	97.0	384	149	235
79.1	316	111	205	98.0	6	2	4
79.2	24	8	16	98.1	307	138	169
79.3	215	95	120	98.2	209	76	133
80.1	264	63	201	98.3	247	89	158
80.2	406	91	315	98.4	203	86	117
81.1(81.0)*	318	43	275	98.5	149	74	75
82.0	322	32	290	98.6	509	183	326
83.1	449	71	378	98.7	282	89	193
83.2	356	56	300	98.8	289	85	204
84.0	33	11	22	99.1	137	27	110
84.1	317	107	210	99.2	223	53	170
84.2	419	110	309	99.3	271	86	185
85.1(85.0)*	570	195	375	99.4	200	67	133
86.0	610	140	470	99.5	241	85	156
87.0	5	1	4	99.6	141	48	93
87.1	235	84	151	99.7	254	119	135
87.2	251	91	160				
88.1	68	19	49				
88.2	368	166	202				
88.3	525	129	396	Total	63,350	15,177	48,173

* Census tracts were newly established or relabeled to reflect 1990 census boundaries. Those in parentheses indicate the former census tract number which has been replaced with the one or ones listed.

Source: Metropolitan Police Department.

Prepared by: National Council on Crime and Delinquency.

TABLE A-3

TOTAL ARRESTS
1985 – 1994

Offense	1985	1986	1987	1988	1989
Homicide	122	135	133	186	334
Rape	158	143	111	69	103
Robbery	1,461	1,231	984	894	1,264
Assault	2,376	2,072	2,032	1,765	1,919
Burglary	1,849	1,211	1,049	947	1,090
Larceny	3,499	3,993	3,687	3,566	3,273
Motor vehicle theft	1,918	2,495	2,472	2,711	3,023
Arson	55	38	45	52	48
Subtotal	11,438	11,318	10,504	10,190	11,054
Drugs	9,272	13,280	12,960	10,418	10,513
Other Part II	25,882	23,400	26,129	21,932	28,902
Total	46,592	47,998	49,593	42,540	50,469
	1990	**1991**	**1992**	**1993**	**1994**
Homicide	341	352	287	322	329
Rape	138	125	119	143	96
Robbery	1,467	1,470	1,322	1,332	1,212
Assault	2,505	2,897	3,587	3,896	3,535
Burglary	1,056	1,203	1,097	1,042	1,095
Larceny	3,239	3,285	3,161	3,162	2,860
Motor vehicle theft	2,815	2,639	2,109	2,061	1,627
Arson	34	38	57	33	27
Subtotal	11,595	12,009	11,739	11,991	10,781
Drugs	9,917	10,558	7,760	8,299	7,178
Other Part II	32,305	33,468	30,535	82,128	30,782
Total	53,817	56,035	50,034	52,418	48,741

Source: Metropolitan Police Department.
Prepared by: National Council on Crime and Delinquency.

TABLE A-4

REPORTED OFFENSES, ADULT ARRESTS AND JUVENILE ARRESTS FOR PART II OFFENSES BY TYPE OF OFFENSE 1994

	Reported Offenses		Adult Arrests		Juvenile Arrests	
Offense	Number	Percent	Number	Percent	Number	Percent
Assault	8,815	31	4,785	13	307	13
Burglary	266	1	223	<1	3	<1
Fraud	361	1	153	<1	0	0
Embezzlement	120	<1	1	<1	0	0
Stolen property	237	<1	359	1	15	<1
Vandalism	7,726	27	658	2	104	4
Weapons	1,182	4	1,459	4	199	8
Prostitution	1,045	4	1,286	4	0	0
Sex offenses	326	1	102	<1	14	<1
Drug laws	5,060	18	6,591	19	587	25
Gambling	2	<1	206	<1	12	<1
Family offenses	12	<1	10	<1	0	0
Drunkenness	0	<1	0	0	0	0
Driving while intoxicated	0	<1	3,375	9	1	<1
Liquor laws	0	<1	27	<1	0	0
Disorderly	4	<1	6,952	20	423	18
Vagrancy	45	<1	0	0	0	0
Fugitive	605	2	3,802	11	465	20
Other	2,952	10	5,586	16	249	10
Total Part II	28,758	100%	35,575	100%	2,379	100%

Percents may not equal 100 due to rounding.
Source: Metropolitan Police Department.
Prepared by: National Council on Crime and Delinquency.

TABLE A-5

ADULT DRUG ARRESTS BY CHARGE AND TYPE OF DRUG
1990 – 1994

	1990	1991	1992	1993	1994
Sales					
Opium/cocaine and derivatives*	3,248	3,806	2,077	1,865	919
Marijuana	347	348	397	356	260
Other**	193	180	69	79	63
Total	3,788	4,334	2,543	2,300	1,242
Possession					
Opium/cocaine and derivatives*	3,922	4,272	3,654	3,651	3,632
Marijuana	881	828	926	1,311	1,509
Other**	258	187	186	246	208
Total	5,061	5,287	4,766	5,208	5,349

* Includes heroin, morphine and codeine.
** Includes synthetics such as Demoral, methadone and other narcotic drugs such as barbiturates and Benzedrine.
Source: Metropolitan Police Department.
Prepared by: National Council on Crime and Delinquency.

TABLE A-6

ADULT DRUG TEST RESULTS
1990 – 1994

Year	Total Tests	Total Positive	Total Percent Positive	Total Heroin Positive	Heroin Percent Positive	Total Cocaine Positive	Cocaine Percent Positive	Total PCP Positive	PCP Percent Positive
1990	19,781	11,099	56%	2,410	12%	10,414	53%	1,411	7%
1991	22,382	12,124	54%	2,572	12%	11,392	51%	1,057	5%
1992	19,019	9,429	50%	2,000	11%	8,669	46%	1,100	6%
1993	19,026	9,317	49%	1,992	11%	8,028	42%	1,970	10%
1994	19,151	9,408	49%	1,865	10%	7,880	41%	2,076	11%

Percents based on total number of tests.
Totals include positive tests for amphetamines and methadone.
Categories not mutually exclusive.
Source: Pretrial Services Agency.
Prepared by: National Council on Crime and Delinquency.

TABLE A-7

JAIL INMATES BY SEX AND RACE
1990 – 1994

Year	Jail Population, December 31	Sex		Race			
		Male	Female	White	Black	Other	Unknown
1990	1,816	1,403	413	51	1,731	29	5
1991	1,672	1,248	424	46	1,583	40	3
1992	1,641	1,488	153	52	1,566	23	0
1993	1,638	1,470	168	40	1,562	32	4
1994	1,648	1,500	148	29	1,585	30	4

Source: Department of Corrections.
Prepared by: National Council on Crime and Delinquency.

TABLE A-8

PRISON INMATES BY SEX AND RACE
1990 - 1994

Year	Prison Population, December 31	Sex			Race			
		Male	Female	Unknown	White	Black	Other	Unknown
1990	6,285	6,102	183	0	75	6,143	59	8
1991	6,877	6,693	182	2	92	6,695	81	9
1992*	7,776	7,341	435	0	94	7,582	93	7
1993	7,948	7,510	438	0	95	7,744	106	3
1994	8,035	7,592	438	5	94	7,840	93	8

* A Correctional Treatment Facility for prisoners with a substance abuse problem was opened.
Source: Department of Corrections.
Prepared by: National Council on Crime and Delinquency.

TABLE A-9

JAIL INMATES BY AGE
1990 - 1994

Age	Jail Population on December 31st									
	1990		1991		1992		1993		1994	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
20 or younger	223	12%	192	11%	205	12%	220	13%	34	2%
21 - 25	354	19%	327	20%	326	20%	321	20%	328	20%
26 - 30	408	22%	369	22%	375	23%	298	18%	310	19%
31 - 35	347	19%	322	19%	293	18%	303	18%	315	19%
36 - 40	258	14%	245	15%	213	13%	244	15%	259	16%
41 - 50	165	9%	180	11%	185	11%	201	12%	333	20%
51 - 60	46	3%	29	2%	37	2%	41	3%	60	4%
61 and older	15	1%	8	<1%	7	<1%	10	1%	9	1%
Total Jail Population	1,816	100%	1,672	100%	1,641	100%	1,638	100%	1,648	100%

Percents may not equal 100 due to rounding.
Source: Department of Corrections.
Prepared by: National Council on Crime and Delinquency.

TABLE A-10

PRISON INMATES BY AGE
1990 - 1994

Age	Prison Population on December 31st									
	1990		1991		1992*		1993		1994	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
20 or younger	474	8%	468	7%	413	5%	362	5%	128	2%
21 - 25	1,291	21%	1,292	19%	1,329	17%	1,388	17%	1,227	15%
26 - 30	1,546	25%	1,616	24%	1,695	22%	1,658	21%	1,500	19%
31 - 35	1,225	19%	1,405	20%	1,586	20%	1,660	21%	1,705	21%
36 - 40	937	15%	1,070	16%	1,351	17%	1,397	18%	1,480	18%
41 - 50	668	11%	835	12%	1,143	15%	1,234	16%	1,633	20%
51 - 60	116	2%	153	2%	214	3%	207	3%	301	4%
61 and older	27	<1%	36	1%	45	1%	42	1%	56	1%
Total Prison Population	6,284	100%	6,875	100%	7,776	100%	7,948	100%	8,030	100%

Percents may not equal 100 due to rounding.
* A Correctional Treatment Facility for prisoners with a substance abuse problem was opened.
Source: Department of Corrections.
Prepared by: National Council on Crime and Delinquency.

TABLE A-11

JUVENILE ARRESTS BY CHARGE AND TYPE OF DRUG
1990 - 1994

	1990	1991	1992	1993	1994
Sales					
Opium/cocaine and derivatives*	869	798	355	531	357
Marijuana	95	58	49	178	177
Other**	14	8	7	25	7
Total	978	864	411	734	541
Possession					
Opium/cocaine and derivatives*	87	70	38	43	43
Marijuana	0	1	0	0	0
Other**	3	0	2	4	3
Total	90	71	40	47	46

* Includes heroin, morphine and codeine.
** Includes synthetics such as Demoral, methadone and other narcotic drugs such as barbiturates and Benzedrine.
Source: Metropolitan Police Department.
Prepared by: National Council on Crime and Delinquency.

TABLE A-12

JUVENILE ARRESTEE DRUG TEST RESULTS BY SEX AND TYPE OF DRUG
1994

	Number Tests	Number Positive Tests	Percent Positive*	Number Negative Tests	Percent Negative*
Females	454	126	28	328	72
Cocaine	454	7	2	447	98
Opiates	454	106	23	348	77
PCP	454	2	<1	452	99
Marijuana	454	30	7	424	93
Males	2,715	1,622	60	1,093	40
Cocaine	2,715	158	6	2,557	94
Opiates	2,715	1,542	57	1,173	43
PCP	2,715	9	<1	2,706	99
Marijuana	2,715	495	18	2,220	82
Total Negative Tests: 1,428					
Total Percent Negative: 45%					

* Percents based on total number of tests administered.
Categories are not mutually exclusive.
Source: Pretrial Services Agency.
Prepared by: National Council on Crime and Delinquency.

TABLE A-13

JUVENILE ARRESTEE DRUG TEST RESULTS BY AGE AND TYPE OF DRUG 1994

Age	Number Tests	Number positive tests	Percent Positive*	Number Negative tests	Percent Negative*
8 to 12 Years					
Cocaine	117	0	0%	117	100%
Opiates	117	0	0%	117	100%
PCP	117	3	3%	114	97%
Marijuana	117	16	14%	101	86%
Negative Tests: 100 **Percent Negative: 85%**					
13 to 14 Years					
Cocaine	633	14	2%	619	98%
Opiates	633	1	<1%	632	99.8%
PCP	633	56	9%	577	91%
Marijuana	633	237	37%	396	63%
Negative Tests: 216 **Percent Negative: 34%**					
15 to 16 Years					
Cocaine	1,396	70	5%	1,326	95%
Opiates	1,396	3	<1%	1,393	99.9%
PCP	1,396	228	16%	1,168	84%
Marijuana	1,396	769	55%	627	45%
Negative Tests: 589 **Percent Negative: 42%**					
17 Years					
Cocaine	959	73	8%	886	92%
Opiates	959	7	1%	952	99%
PCP	959	225	23%	734	77%
Marijuana	959	585	61%	374	39%
Negative Tests: 331 **Percent Negative: 35%**					

* Percents based on total number of tests administered.
Categories are not mutually exclusive.
Source: Pretrial Services Agency.
Prepared by: National Council on Crime and Delinquency.