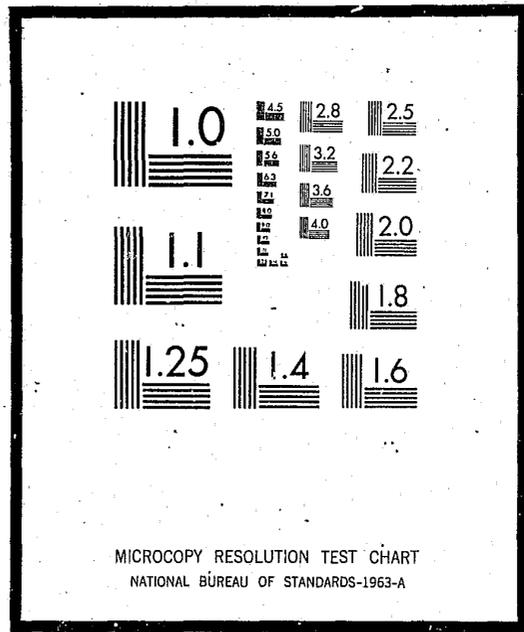


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Biennial Report

The United States Board of Parole



July 1, 1968

to

June 30, 1970

DEPARTMENT OF JUSTICE
Washington, D. C.

UNITED STATES DEPARTMENT OF JUSTICE

JOHN N. MITCHELL, *Attorney General*

UNITED STATES BOARD OF PAROLE

OFFICES: HOLC Building
101 Indiana Ave., N.W.
Washington, D. C., 20537

GEORGE J. REED, *Chairman*

WILLIAM AMOS

WALTER DUNBAR

WILLIAM F. HOWLAND, JR.

GERALD E. MURCH

ZEIGEL W. NEFF, *Chairman, Youth Correction Division*

CHARLOTTE PAUL REESE

WILLIAM T. WOODARD, JR.

JAMES C. NEAGLES, *Staff Director*

JOSEPH A. BARRY, *Legal Counsel*

JAMES R. PACE, *Parole Executive*

CLAUDE S. NOCK, JR., *Youth Division Executive*

Examiners

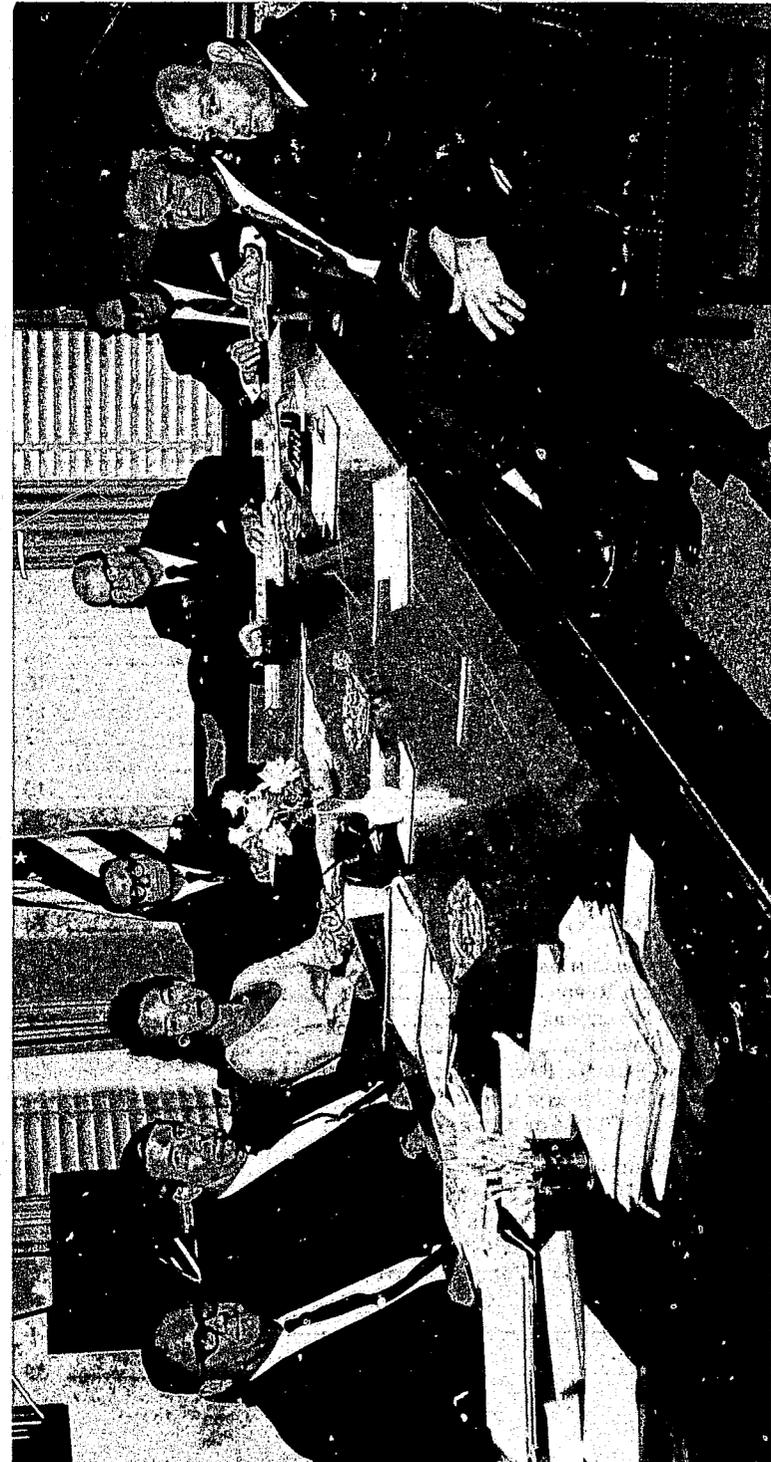
JOSEPH DONEGHY

DENNIS R. SKEENS

JOSEPH N. POKINSKI

GERALD L. RUDOLPH

ARNOLD J. VODVARKA



Members seated left to right are: William Dunbar; William T. Woodard, Jr.; Mrs. Charlotte T. Reese; William F. Howland, Jr.; George J. Reed, Chairman; Zeigel W. Neff, Chairman, Youth Division; Gerald E. Murch and William E. Amos.

CONTENTS

	Page
LETTER OF TRANSMITTAL -----	v
INTRODUCTION -----	1
PART ONE. THE BOARD AND ITS JURISDICTION -----	2
THE BOARD'S MEMBERS -----	2
THE BOARD'S STAFF -----	6
REORGANIZATION -----	7
STUDY OF DECISION MAKING -----	8
THE BOARD'S HISTORY -----	9
SCOPE OF THE BOARD'S RESPONSIBILITY -----	10
TYPES OF SENTENCES -----	10
COMMITMENTS -----	11
LENGTH OF SENTENCES -----	13
TYPES OF OFFENSES -----	13
PART TWO. PAROLE HEARINGS AND DECISIONS -----	15
HEARINGS AND DECISION MAKING PROCEDURE -----	15
EN BANC CONSIDERATIONS -----	16
NUMBER OF HEARINGS -----	16
REVIEWS OF PREVIOUS DECISIONS -----	17
APPELLATE REVIEWS -----	17
BOARD DECISIONS -----	17
PAROLES GRANTED -----	19
PAROLES BY COMMITMENT TYPE -----	20
PAROLES BY INSTITUTION -----	20
PAROLE SELECTION CRITERIA AND PRACTICES -----	21
LENGTH OF TIME SERVED PRIOR TO PAROLE -----	23
TYPES OF RELEASE FROM CUSTODY -----	24
PART THREE. SUPERVISION OF PAROLEES -----	26
CONDITIONS AND REPORTS -----	26
REVOCATION PROCEDURE -----	27
SUCCESS ON PAROLE -----	28
SUCCESS-FAILURE RATES -----	29
SUCCESS BY TYPE OF COMMITMENT -----	31
SUCCESS BY TYPE OF OFFENSE -----	31
PART FOUR. THE YOUTH CORRECTION DIVISION -----	33
SCOPE OF THE DIVISION'S RESPONSIBILITY -----	33
YOUTH ACT COMMITMENTS -----	33
COMMITMENT FOR STUDY PRIOR TO COMMITMENT -----	34
HEARINGS CONDUCTED IN YOUTH INSTITUTIONS -----	35
PAROLES GRANTED -----	35
SUCCESS ON PAROLE -----	36
APPENDIX -----	39

LETTER OF TRANSMITTAL

United States Board of Parole
Washington, D. C., September 30, 1971

HONORABLE JOHN N. MITCHELL
Attorney General of the United States

Sir:

I have the honor to submit herewith the Biennial Report of the United States Board of Parole for the fiscal years ending June 30, 1969 and 1970.

Respectfully,

GEORGE J. REED
Chairman

INTRODUCTION

This biennial report describes the activities of the United States Board of Parole for the fiscal years 1969 and 1970. During that period the Board was presided over by two chairmen, and the Board's organization and procedures were adopted. During fiscal year 1970 there was a major reorganization of the Board. New rules were drafted and approved to reflect the changes in structure and functioning.

As a part of the Board's reorganization, authority was sought and obtained from Congress to bring the staff of Parole Hearing Examiners up to a full complement of eight persons. Hearing schedules were devised to permit the Members to remain at headquarters and allow Examiners to conduct a majority of the hearings in the field. Improved decision making procedures were devised to better assure expeditious yet careful selection for parole.

Related to the reorganization, a grant from the Law Enforcement Assistance Administration enabled a private national agency to begin a study of the Board's decision making process and to develop scientific standards against which to measure the Board's decisions in individual cases. By the end of fiscal year 1970, data was being fed into computers, and plans had been developed to follow up on the success or failure of those released on parole. For the first time, records of the FBI are to be used to assist in a follow up phase of research related to federal offenders conducted outside the FBI itself.

This report describes the changes in the Board's reorganization and its present procedures. It describes the activities engaged in during the two fiscal years, and also describes the activities engaged in by the Board's Youth Correction Division during the same period of time.

PART ONE

THE BOARD AND ITS JURISDICTION

The United States Board of Parole was created by statute in 1930. Amendments to the statutes through the years have resulted in the present Board of eight Members, appointed by the President, by and with the advice and consent of the Senate. Members serve six year, overlapping terms, and may be reappointed. The Board has exclusive parole jurisdiction over all federal prisoners wherever confined, and continuing jurisdiction over those who are released on parole or on mandatory release under the federal "good-time" statutes. The Board issues a release certificate for each parolee and may issue a warrant for his return if he violates the regulations established by the Board governing his behavior in the community. The Board has similar authority over mandatory releasees since they are released "as if on parole."

In 1950, Congress created a Youth Correction Division within the Board. That Division has specific powers with regard to the Federal Youth Corrections Act which was also enacted in 1950. Any Member of the Board may be designated by the Attorney General to serve on the Youth Division. The Chairman of the Board and the Chairman of the Division are designated by the Attorney General.

THE BOARD'S MEMBERS

GEORGE J. REED, CHAIRMAN

Mr. Reed became Chairman of the Board on May 12, 1969, soon after his reappointment to the Board after an absence of more than four years. He had previously served as a Member between 1953 and 1964. During that time he served for four years as the first Chairman of the Youth Correction Division. Later he served another four years as Chairman of the Board.

Mr. Reed, a graduate of Pasadena College, undertook graduate study in sociology and criminology at the University of Southern California. The following year he was elected a Fellow of the American Society of Criminology. In California he served as a deputy probation officer in Los Angeles County and as a field director for the California Youth Authority. In Minnesota he was the deputy director of the Youth Conservation Commission. During his absence from the United States Board of Parole he was the Chief Parole and Probation Officer for the State of Nevada, professor of criminology at the College of the Sequoias, and Director of the Lane County Juvenile Court in Eugene, Oregon.

He has authored articles for professional magazines, including *Federal Probation*, *Focus*, and the *Sociological Review and Delinquency Prevention Manual*. He is a member of the Board of Trustees of the National Council on Crime and Delinquency, and past chairman of the National Parole Council. He is married and the father of one son. His home state is Oregon.

ZEIGEL W. NEFF, CHAIRMAN, YOUTH DIVISION

Mr. Neff was the Chairman of the Board's Youth Correction Division from June 20, 1967 to the end of the period covered by this report. Before that he was the acting Chairman of the Board for a period of eighteen months. His original appointment to the Board was in 1964.

Mr. Neff is a graduate of the Southwest Missouri State College and the University of Missouri, where he earned an LLB in 1948. After moving to the Washington, D.C. area he earned an LLM from Georgetown University in 1958.

He was a naval aviator during World War II, and remained in the service as a Reservist. He operated a private law practice in Kansas City, Missouri until 1951 when he returned to active duty as a Law Specialist with the United States Navy. In 1955, as a civilian, he was appointed Commissioner of the United States Court of Military Appeals. He also served as Special Assistant to the Judge Advocate General of the Navy; was a member of the Navy Board of Review; and was Special Assistant and Legal Advisor to the Deputy Assistant Secretary of Defense for Manpower.

Mr. Neff served as an Assistant Attorney General for the State of Missouri in 1953 and 1954, and was National Secretary of the Judge Advocates Association of the United States. He is married and has two daughters. His home state is Missouri.

Shortly after the close of fiscal year 1970 he retired and Mr. William F. Howland, Jr., a Member of the Board, replaced him as Chairman of the Youth Division.

WILLIAM E. AMOS

Mr. Amos was appointed to the Board July 17, 1969, replacing Mr. Homer Benson, who had been a Member of the Board since 1962. Mr. Amos graduated from the State College of Arkansas where he earned a BSE degree. Subsequently he was awarded an MA degree from the University of Tulsa. After attending the University of Maryland, he was awarded a Master's degree and a Doctorate degree in education. He also received a certificate as a School Psychologist from American University. His majors are in guidance and counseling and human development.

Mr. Amos has served as a psychologist for a child guidance clinic and was a principal and superintendent of public schools in Arkansas. While serving in the United States Army he was Director of Education at the United States Disciplinary Barracks. As a civilian he was a Special Agent for the United States Secret Service. He then became Superintendent of the Cedar Knoll School, a District of Columbia institution for juvenile delinquents. He also served as Assistant Director of the President's Commission on Crime for the District of Columbia. Immediately before his appointment to the Board of Parole he was serving as Chief, Division of Counseling and Testing, U.S. Department of Labor.

Mr. Amos is the author of several books and numerous articles. He is married and has four children. His home state is Arkansas.

WALTER DUNBAR

Mr. Dunbar was appointed to the Board in 1967 and immediately became Chairman of the Board. He remained in that position until succeeded by the present Chairman, George J. Reed, in May, 1969. Mr. Dunbar continued to serve as a Member of the Board to the end of the period covered by this report.

Mr. Dunbar is a graduate of the University of California at Los Angeles. He also completed graduate work in public work and law. He was a career officer in the California Department of Corrections, where he rose from the position of Supervisory Officer in the California institution for men at Chino, to become the Director of the Department of Corrections in 1961. In the interim he was a Personnel Training Officer, Associate Warden and Deputy Director of the Department of Corrections.

He is a past president of the American Correctional Association and is Chairman of the Association's Self Evaluation and Accreditation Committee. He was an editor of the Association's *Manual of Correctional Standards*. He was a training officer in the United States Navy during World War II. He is married and is the father of two children. His home state is California.

GERALD E. MURCH

Mr. Murch received his original appointment to the Board in 1955. He has received successive reappointments since that time. He served two years as Chairman of the Youth Correction Division. He has also been a Member of the Division during his tenure.

Mr. Murch is a graduate of the Wilton Academy and the University of Illinois. He was employed in the Department of Institutions of the State of Maine between 1933 and 1942. In that organization he was a parole officer for the State School for Boys. During World War II he was a Lieutenant in the United States Navy. Following his discharge he became a parole officer and was promoted to Chief Parole Officer and Executive to the parole board of the State of Maine.

He is married and has one son. His home state is Maine.

WILLIAM F. HOWLAND, JR.

Mr. Howland received his original appointment to the Board in 1955, on the same day that Mr. Murch was appointed. He has also received successive reappointments since that time. He served part of his tenure on the Board's Youth Correction Division. Shortly after the close of the period covered by this report, he became Chairman of the Division, replacing Mr. Zeigel W. Neff.

Mr. Howland graduated from Duke University where he received both an AB and an LLB degree. He engaged in private law practice in Henderson, North Carolina until 1936 when he became a United States Probation Officer for the Eastern District of North Carolina. He was the Chief United States Probation Officer for the Western District of that state between 1943 and 1955.

He served in the United States Navy during World War II as prison administration officer of the fifth Naval District. He is married and has three children. His home state is Virginia.

CHARLOTTE PAUL REESE

Mrs. Reese was appointed to the Board in 1964. She was a member of the Youth Correction Division during most of her term, which ended late in 1970. After the close of the period covered in this report, she was replaced by Mrs. Paula A. Tennant.

Mrs. Reese is a graduate of Wellesley College. She became a newspaperwoman for the Chicago Sun-Times during World War II, and was then a member of the editorial staff of the *Coronet-Esquire* Magazines. She is the author of five novels and numerous magazine articles. Between 1949 and 1961 she was the co-publisher and editor of two weekly newspapers in the State of Washington. During that period she was a member of the Washington State Council for Children and Youth.

In 1962 she was appointed a Member of the Washington Board of Prison Terms and Paroles. She served in that capacity until appointed to the United States Board of Parole. She is married and has two sons. Her home state is Washington.

WILLIAM T. WOODARD, JR.

Mr. Woodard was appointed to the Board in 1966 and immediately became a member of the Youth Correction Division, where he continues to serve.

Mr. Woodard is a graduate of the University of North Carolina. He also completed one year of graduate work in Social Work at that University. He was a teacher in the North Carolina public schools for four years, and then became a caseworker for the state's Department of Public Welfare. He was promoted to the position of superintendent of a county division of that department, which position he held for a period of ten years. He was appointed Chief United States Probation Officer for the Eastern District of North Carolina in 1951. He remained in that position until appointed to the United States Board of Parole.

He has served as president of the North Carolina Association of Public Welfare Superintendents, and president of the Federal Probation Officers Association. He is married and has three children. His home state is North Carolina.

THE BOARD'S STAFF

All the personnel of the Board are stationed at its headquarters in Washington, D.C. During 1970 the Board had on its staff seventeen professional-level persons, all of whom have prior experience and training in the field of parole and corrections. A Staff Director, under the supervision of the Board, is in general charge of the headquarters office. A Parole Executive and a Youth Division Executive are responsible for the operations of the Board's two divisions. During the period covered by this report, the Board appointed an attorney with considerable experience with the Criminal Division appellate section of the Department of Justice. In that capacity, he had extensive prior experience with court cases involving the Board. He advises the Board in legal matters and maintains liaison with court officials.

Each of the two Executives are assisted by three Case Analysts who are responsible for case processing of all prisoners in the correctional institutions and for control over the supervision of all prisoners released to the community on parole or mandatory release.

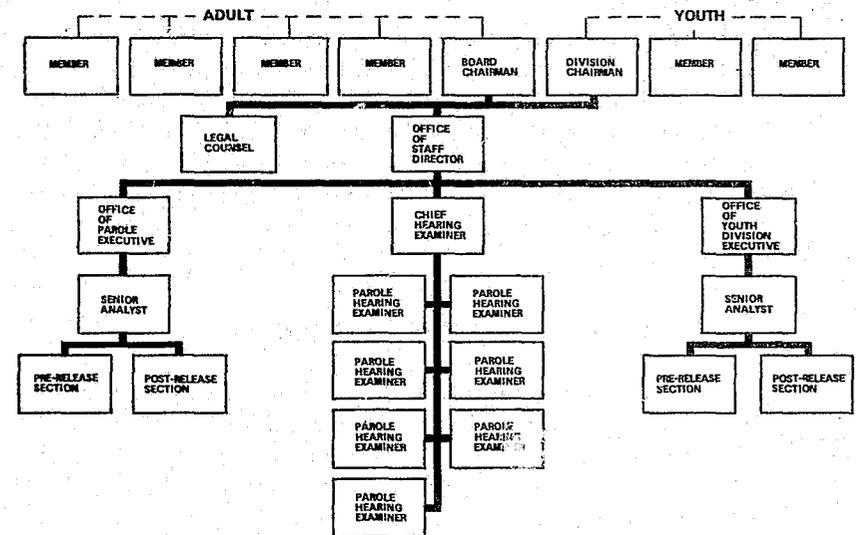
HEARING EXAMINERS

During 1970 the Board increased its staff of hearing examiners from two to five persons. Examiners conduct personal hearings with the prisoners and summarize their findings which include a recommendation to the Board relative to parole. While at headquarters they perform other related case processing duties and make recommendations to the Board. They are not empowered to vote relative to parole. During fiscal year 1971 the Board further augmented its examiner staff to the maximum authorized strength of eight persons.

The eight examiners will conduct approximately two thirds of the hearings with prisoners, and will hear all prisoners regardless of sentence, offense, or institution of confinement. For purposes of retaining full knowledge of institutional programs the Members of the Board will conduct most of the remaining number of hearings with prisoners. Members will also prepare an evaluative summary and include a recommendation to their colleagues, who will confirm or oppose the vote of the hearing Member.

The presence of five examiners has already resulted in a decrease in the total amount of time required to process a Board decision following a hearing in the institution. It is believed that when the full staff is in full operation the time between hearing and notice to the prisoner will be reduced even more significantly. When examiners conduct the majority of the hearings, the Members who remain in Washington have more time to study the file carefully before a decision is reached in each case. Time thus is available to permit them to confer with each other on the more perplexing cases; and there is opportunity to consider other cases in *en banc* sessions. The ultimate result is more carefully considered and expeditious decisions.

CHART ONE United States BOARD OF PAROLE



STAFF OF RELATED AGENCIES

The Board, on a cooperative basis, uses the services of staff employed by the Federal Bureau of Prisons who are assigned to the correctional institutions throughout the Nation. That staff prepares classification summaries, progress reports and other reports concerning parole applicants.

Field supervision of released prisoners is provided by United States Probation Officers who are employed by the United States District Courts. According to statute, they function as "parole officers" for federal prisoners. Reports concerning the adjustment of parolees and mandatory releasees are prepared and submitted to the Board by those officers.

REORGANIZATION

During 1970 the Board embarked upon a major reorganization of its methods of operation. Throughout most of the Board's history the Members have conducted practically all of the personal hearings with parole eligibles. After returning to headquarters they performed the consideration and voting process relative to parole decisions both on cases heard by themselves and by their fellow Board Members. The result was a long delay before the inmates were advised of the outcome of their applications. Further, the Members' workload was consistently heavy and excessively demanding of their attention. Adequate time was sometimes not available for careful deliberation and for conference with one another on the more difficult and complex cases.

THE BOARD'S HISTORY

Federal prisoners, since 1902, have been able to shorten their time in prison by earning "good-time" credits. There was no supervision in the community of any released prisoner until 1910 when parole was initiated. At that time each of the federal prisons had its own parole board comprised of the Warden, the medical officer, and an official of the Department of Justice in Washington, D.C. who was an ex-officio member of each institutional board. These boards merely recommended parole, and the Attorney General made the final decision. A prisoner who violated parole was returned when the Warden of the releasing institution issued a warrant for his retaking. Supervision in the community was provided by a parole officer assigned to each institution. He served mainly as a clearing house for the volunteers and the United States Marshals who had personal contact with the parolees.

Institutional boards were abolished in 1930 when Congress created a central board in the Nation's Capitol. Sole authority to grant and revoke parole was given to that three Member board. Although the board had independent decision-making authority, it was placed in the Bureau of Prisons for administrative purposes. Members were appointed by the Attorney General. Since 1925 to the present time, parolees have been supervised by United States Probation Officers attached to the federal courts. Throughout the history of the Board the relationships between it and the United States probation service has strengthened and enhanced. At present more than 10,000 parolees and mandatory releasees are supervised by those officers who report regularly to the Board and perform many other valuable services in their capacity as "parole agents" for the Board.

In 1945 the Attorney General ordered the Board to report directly to him for administrative purposes, thus taking it out of the Bureau of Prisons. Three years later Congress conducted an investigation of the operations of the Board and its report became a backdrop for an increase in Board membership to five persons.

In 1950 Congress enacted legislation to provide for specialized treatment under the Youth Corrections Act, and at the same time created a Youth Correction Division within the Board. This raised the membership of the Board to eight persons. Congress also determined that the Members should be Presidentially appointed, by and with the advice and consent of the Senate.

The following year Congress inserted into the Labor-Management Reporting and Disclosure Act a provision that certain ex-offenders would not be permitted to serve as officers of labor unions or management associations unless special exemption is obtained from the Board of Parole.

In summary, the Board's entire history indicates a clear-cut trend toward Congressional approval of more independent responsibility for the Board. Each modification has resulted in enlargement of the scope and complexity of the Board's authority, as well as movement in the direction of permitting

The inauguration of a staff of Parole Hearing Examiners signalled a new approach to decision making which, when fully put into effect, will not only reduce the time lag but also more nearly assure that every decision is as appropriate as possible.

Time gained from the improved processing method has already permitted the Board to inaugurate appeals procedures relative to its own decisions, and to give careful study by the entire Board, sitting in *en banc* sessions to the more complicated and unusual cases coming before it. Under these new procedures a staff person prepares a full summary of each case and makes an oral presentation to the Members who meet on a monthly basis for this purpose. Group decisions are then arrived at after thorough consideration and discussion.

STUDY OF DECISION MAKING

Just prior to the close of fiscal year 1970 the Uniform Parole Reports organization, a sub-division of the National Parole Institutes, was awarded a grant of funds to conduct a study and follow up of the Board's decision making. The grant was awarded by the Law Enforcement Assistance Administration which tentatively will support a three year study. The study has as its major goal the improvement of the Board's parole decisions.

Shortly after the award was granted, Dr. Don Gottfredson, Director of the Uniform Parole Reports, a subsidiary of the National Council on Crime and Delinquency, became the director of the study project. As co-director, Professor Leslie Wilkins, University of New York, was also appointed to help plan and oversee the project. Almost immediately a staff of technicians began coding the data in the cases on which the Board was making decisions. The data was placed in a computer at Davis, California for later retrieval through use of a terminal station at the Board's headquarters in Washington, D.C. Plans were made to follow up on the adjustment of the prisoners released. Through the cooperation of Mr. J. Edgar Hoover, the arrest records of the FBI were, for the first time, made available to the Board to be used as an aid in determining the success or failure by those released on parole.

A long range plan was initiated to devise "prediction" or "base-expectancy" tables which could be used to guide the Board in future decisions. To expedite this segment of the research, a procedure was initiated to codify and follow up on prisoners who had been released by the Board in previous years. A committee of interested parole officials from eighteen states was formed to observe the study as it progresses, to advise as to its operation and to consider the feasibility of similar research in their own states. The Board's next Annual Report will describe the progress of this research project during its first full year of operation.

it to operate in the manner in which it feels will serve the common good both for rehabilitated prisoners and society.

SCOPE OF THE BOARD'S RESPONSIBILITY

The Board has parole authority for all federal prisoners wherever they are confined. The vast majority of them are confined in a Federal Bureau of Prisons institution. Others are confined in state or local institutions where they are serving concurrent federal and local sentences. Personal parole hearings are conducted with those who are confined in federal institutions; with the exception that those with terms of one year or less are considered on the basis of the file alone.

TYPES OF SENTENCES

Federal courts have a variety of alternatives in sentencing persons convicted of offenses against the United States. The most commonly used sentence procedures are described below:

Adult sentences: "regular"

The Court specifies the maximum time, up to a limit prescribed by law, to be served. Parole may be granted after service of one-third of the maximum. (Sec. 4202, 18 U.S.C.)

Adult sentences: "indeterminate"

The Court specifies the maximum time, up to a limit prescribed by law, to be served. Parole may be granted at any time. In a few instances, the court also specifies the minimum time to be served (which must be less than one-third of the maximum). (Sections 4208 (a) (1) and (a) (2), Title 18, U.S.C.)

Youth Corrections Act commitments

The court commits under the terms of the Act which provides for parole at any time, but not later than four years of a six-year term. (Section 5010, 18 U.S.C.)

Juvenile Delinquency Act commitments

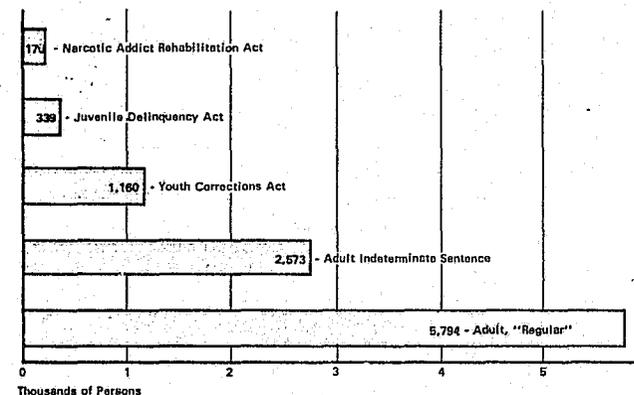
The court commits for a definite term or until age 21. In no case may the term run beyond age 21. Parole may be granted at any time. (Section 5037, 18 U.S.C.)

Narcotic Addict Rehabilitation Act commitments

Under Title II of the Act, the court commits to an indeterminate term not to exceed 10 years or the term specified by law for the offense committed. Parole may be granted to an after-care program after six months of institutional treatment. (Section 4254, 18 U.S.C.)

* Under an exception of the Act (Section 5010(e)), the court may commit for a term longer than six years; and parole must then be granted no later than two years before the maximum term imposed.

Chart 2
COMMITMENTS BY THE COURT TO FEDERAL INSTITUTIONS, BY TYPE OF SENTENCE IMPOSED, FISCAL YEAR 1970



Does not include "split-sentences" which provide for confinement plus probation

Commitments by the courts during fiscal year 1970 by type of sentence are shown in Chart Two.

COMMITMENTS

The history of federal parole reveals a definite trend toward an ever-increasing use of indeterminate type sentences. The juvenile delinquency statutes were the forerunners of the trend, with the Youth Corrections Act to follow in 1950. Indeterminate sentences for adults followed in 1958 when Congress authorized the courts, in their discretion, to specify that the Board of Parole may determine the parole eligibility date. The most recent sentencing legislation, the Narcotics Addict Rehabilitation Act, provides for parole at any time after a minimum of six months of treatment has occurred provided the Surgeon General certifies that the inmate has progressed satisfactorily.

When the courts have an option they are increasingly making use of the indeterminate commitments. This has been true in the disposition of adult prisoners as well as for juveniles, youths, and narcotic addicts. At the present time, more than forty percent of all federal commitments are of a type where the Board may parole without regard to the traditional minimum waiting period of one-third of the maximum sentence imposed.

In the case of convicted adults where there is a clear choice by the court between use of the traditional sentencing methods and the newer indeterminate methods, there has been a steady inclination to place the responsibility for the time of release on the Board of Parole. The percent of such cases committed under Section 4208, Title 18, of the United States Code, has risen from less than 19 percent to more than 30 percent in just the past five years. The trend is evident in Table I.

Chart 3
COMMITMENTS OF FEDERAL PRISONERS TO DEFINITE SENTENCES AND TO INDETERMINATE SENTENCES,
FISCAL YEARS 1966 TO 1970

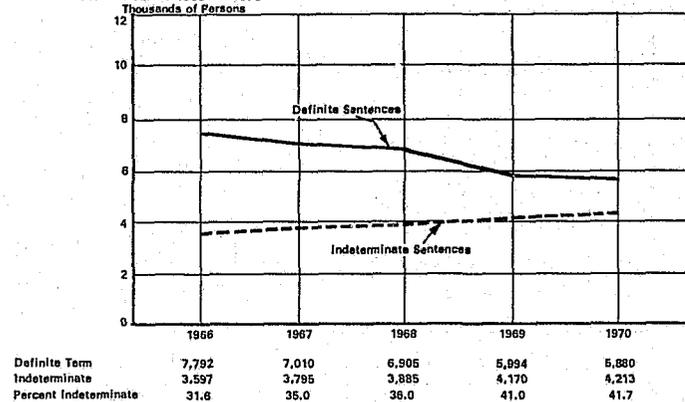


TABLE I
COMMITMENTS OF ADULT PRISONERS TO DEFINITE
SENTENCES AND TO INDETERMINATE SENTENCES
FISCAL YEARS 1966 TO 1970

Sentence*	1966	1967	1968	1969	1970
Definite.....	7,792	7,010	6,905	5,994	5,880
Indeterminate.....	1,775	2,001	2,009	2,265	2,544
Percent Indeterminate.....	18.6	22.2	22.2	27.4	30.2

* Does not include NARA commitments. Also does not include YCA and juvenile commitments as in Chart 3.

One of the features of the indeterminate sentencing laws is a provision that the court may specify a minimum time to serve before the Board attains parole jurisdiction. Such minimum must be less than one-third of the maximum. In practice the courts have seldom used this provision, preferring to commit under the wholly indeterminate provision which confers upon the Board complete authority to parole at any time after receipt of the prisoner in an institution. Table II lists the numbers of such commitments during the past five years.

TABLE II
COMMITMENTS UNDER INDETERMINATE SENTENCING,
BY METHOD OF DETERMINING PAROLE ELIGIBILITY
DATE, FISCAL YEARS 1966 TO 1970

Year	Court determined Sec. 4208(a)(1)	Board determined Sec. 4208(a)(2)	Total
1966	38	1,775	1,813
1967	20	1,948	1,968
1968	56	2,099	2,155
1969	28	2,265	2,293
1970	29	2,544	2,573

LENGTH OF SENTENCES

The length of the maximum term imposed by the courts varies considerably according to the type of sentence procedure used. Apparently, the courts feel that a longer maximum term is appropriate when parole is a good possibility, such as under the indeterminate sentence laws or under the Narcotic Addict Rehabilitation Act (NARA). In practice, the Board does parole a higher percentage of paroles to those prisoners sentenced to longer terms under the indeterminate and NARA procedures. (See Table X). As will be seen, however, the number of months served in confinement by those who receive parole does not differ remarkably regardless of sentence procedure. (See Table XIV). The result, therefore, is that the time spent in the community under parole supervision tends to be longer for those who receive indeterminate or NARA commitments than it is for those who receive "regular" sentences from the court. It is clear that the multiplicity of sentencing choices available to the courts, and the varying attitudes between sentencing judges results in a wide disparity in the lengths of sentence imposed for persons convicted of similar offense, and often who possess similar backgrounds. To a very real degree, the Board of Parole tends, in practice, to equalize this disparity whenever it is not bound to the one-third minimum time required in "regular" sentences.

TABLE III
AVERAGE LENGTH OF SENTENCE IMPOSED BY THE COURTS,
ADULT PRISONERS, BY TYPE OF SENTENCE,
FISCAL YEARS 1966 TO 1970

Year	"Regular"	Indeterminate Sec. 4208(a)(2)	NARA
(length of term in months)			
1966	32.9	54.8	....
1967	36.6	56.0	....
1968	42.2	62.2	89.2
1969	41.8	65.2	94.8
1970	42.3	65.3	89.6

TYPES OF OFFENSES

Federal prisoners differ from their counterparts in state prisons by the nature of the offenses they have committed. Federal prisoners have violated a law of the United States, and such offenses as murder and assault become federal offenses generally only when committed on federal property. Bank robbery may be a federal offense if the bank is federally insured. Auto theft is not a federal offense, but transportation of a stolen auto across a state line may subject the offender to federal prosecution. Immigration law violations, selective service law violations, counterfeiting, and some other crimes are purely of a federal nature. Federal crimes are primarily those committed against property rather than against a person. Exceptions include bank robbery and kidnapping. Table IV illustrates the major types of offenses and

the numbers of persons committed to federal institutions during fiscal year 1970.

TABLE IV
COMMITMENTS BY THE COURTS TO FEDERAL INSTITUTIONS,
BY TYPE OF OFFENSE COMMITTED,
FISCAL YEAR 1970

Offense	Number committed	Percent
All offenses	10,036	100.0
Auto theft (transport)	2,055	20.5
Drug laws:	1,192	11.9
Narcotics	(740)	(7.4)
Marihuana	(452)	(4.5)
Crimes of force ¹	915	9.1
Immigration laws	898	8.9
"White-collar" crimes ²	772	7.7
Forgery	629	6.3
Liquor laws	516	5.1
Theft, postal	413	4.1
Selective Service laws	353	3.5
Juvenile delinquency	339	3.4
Counterfeiting	309	3.1
Theft, interstate commerce	242	2.4
Other offenses	1,403	14.0

¹ Includes assault, kidnaping and robbery.

² Includes securities, income tax, embezzlement and fraud.

Of special interest is the average length of sentence imposed on those prisoners who have committed robbery. Most robberies in the federal system are bank robberies. Although the average length of sentence imposed for all types of federal prisoners is three to five years (depending upon whether the commitment is under "regular" or indeterminate provisions), the average length of sentence for robbers is much longer. A person convicted of robbery may expect to receive a maximum term of approximately twelve years. Table V illustrates the trend toward longer sentences being imposed by the courts for this type of offender.

TABLE V
AVERAGE SENTENCES IMPOSED BY THE COURTS, PERSONS
CONVICTED OF ROBBERY AND RECEIVED
IN A FEDERAL INSTITUTION, FISCAL YEARS 1966 TO 1970*

Year	Number received	Sentence (months)
1966	559	125.6
1967	648	134.2
1968	745	144.2
1969	799	142.5
1970	827	147.6

* Includes robberies committed on a Government reservation and in the District of Columbia.

PART TWO

PAROLE HEARINGS AND DECISIONS

HEARINGS AND DECISION MAKING PROCEDURE

Bi-monthly visits to each Bureau of Prisons institution are made to conduct personal hearings with prisoners who are eligible for parole, scheduled for a review hearing, or are entitled to a revocation hearing. During fiscal years 1969 and 1970 most of the hearings were conducted by the eight Members since there were only two hearing examiners on the Board's staff. Because of the necessity for Members to be in the field a considerable portion of their time, it was often impossible for them to reach timely decisions relative to parole during the brief periods at headquarters in Washington, D.C. To attempt to solve that problem, the Board, in 1969, experimented with novel methods of arriving at parole decisions. The goals were to arrive at expeditious decisions while at the same time allow for ample conferring and deliberating between the voting Members.

Abbreviated summaries—telephone voting

A shortened version of the summary prepared by the Member or Examiner who conducted the hearing was devised and used as he conferred with colleagues during the decision-making phase. The summary contained various headings under which terse notes and comments were placed in the Members' or Examiner's own handwriting. This eliminated lengthy delays in transcribing full summaries. The abbreviated summary was prepared following each hearing and was used as reference at the close of the hearings each day when the Hearing Member or Examiner conferred by telephone with a Member in Washington. The Member in Washington reviewed a duplicate file of the prisoners heard each day, and was prepared to discuss the case with the Hearing Member or Examiner each afternoon. When two Members agreed relative to parole, the decision was made known to the institution and the prisoner without delay. In other cases, the matter was referred to Washington for further study. To facilitate this method of decision-making, the Board agreed to reduce its voting quorum for all cases to three Members, rather than five which was previously used for adult prisoners.

More Complete Study of the File

Near the close of fiscal year 1969 the Board evaluated its attempts to alleviate the delay in the decision-making process. The goal of reducing processing time had been substantially reached, but safeguards appeared to be needed to better insure well thought out decisions in each case. Accordingly, the abbreviated summary and the use of telephone conference and voting was abandoned. The Board determined that a full summary was needed for the Members in Washington and that they required more time for deliberative study before voting on a case. During 1970 more complete summaries were prepared and transcribed. These were mailed to Washington within a

* Three more examiners were added late in fiscal year 1970.

few days after the hearings were conducted. Under this procedure the files of co-defendants could be compared, and where indicated, careful and exhaustive discussion took place in the Members' offices as a prelude to decision-making. Other administrative procedures were instituted to increase the efficiency of the voting process, with a goal of arriving at parole decisions, on an average, of no more than one month after the institutional hearings closed. At the close of fiscal year 1970 this goal was being approached. The addition of three Hearing Examiners in 1970 made it possible for the Members to spend more time in Washington to arrive at decisions. Full achievement of the above goal probably will be reached in 1970 when the Board operates with its full complement of eight Examiners.

EN BANC CONSIDERATION

The Board may make its original consideration of a prisoner while sitting in *en banc* session. At such proceedings a member of the Board's staff presents an oral summary of the case and the Members discuss it thoroughly before arriving at a decision. A majority of the Members serving on the Board must be present to constitute a quorum for the consideration and the resultant decision. *En banc* reviews are scheduled in those cases where one or more of the following conditions are present:

- (a) National security is involved.
- (b) The prisoner was involved to a major degree in organized crime.
- (c) There is national or other unusual interest in the offender or his victim.
- (d) Major violence has been perpetrated or there is evidence that it may occur.
- (e) The sentence is forty-five years or more in duration.

NUMBER OF HEARINGS

The number of hearings conducted by the Board has remained very stable during the five year period just past. Although the prisoner population has declined the number of hearings has not declined at a corresponding rate; at least before 1970. This is probably because of the increased number of commitments under indeterminate sentencing in which the Board conducts initial and review hearings not generally afforded those with "regular" adult commitments. A related factor may be that the Board has elected to review more prisoners after personal hearings rather than by written progress reports alone.

TABLE VI
AVERAGE NUMBER OF PRISONERS IN FEDERAL INSTITUTIONS,
AND NUMBER OF HEARINGS CONDUCTED, FISCAL YEARS
1966 TO 1970

Year	Number of prisoners	Number of hearings
1966	22,560	12,027
1967	21,845	12,271
1968	20,337	12,265
1969	20,183	12,524
1970	20,687	11,784

REVIEWS OF PREVIOUS DECISIONS

Following a parole hearing the Board may take one of the following actions:

- (a) *parole* effective on a date selected by the Board.
- (b) *continue to expiration of the sentence* (unless unusual circumstances are brought to the Board's attention before the term expires).
- (c) *continue to a time specified by the Board*. At that time a review is conducted either on the basis of another hearing of a written progress report.

During 1969 the Board conducted progress report reviews on 5,255 occasions; and during 1970 on 5,204 occasions. This is compared to the previous two years during which there were approximately 6,000 such reviews each year.

Reviews of Board decisions are not automatic, but rather are set by the Board at a time when the Board may wish to determine progress in reaching institutional goals, to evaluate adjustment to confinement, to ascertain changes in attitude, or to reappraise plans for community living after release. Often more than one review is conducted for a prisoner during his term.

APPELLATE REVIEWS

A decisions reached by the normal quorum of the Board may be reviewed by the full Board or by a larger quorum of the membership. Such review is appellate in nature, and conducted upon the Board's own initiative. Since decisions of the Board relative to parole are final and not subject to administrative or judicial review by any other agency or person, it is important that the Board itself provide a system for appellate review of its decisions. The Board uses the same criteria which apply for *en banc* consideration described above for determining which cases should receive an appellate type review. Such reviews are conducted by *en banc* procedure as described earlier. During fiscal year 1970, there were 129 *en banc* considerations, including those on original application and by appellate review.

BOARD DECISIONS

During fiscal year 1970 the Board made 17,453 official decisions relative to parole, revocation, or related matters. Each required a concurrence of a minimum of two Members. Accordingly, if the workload had been divided equally among the eight Members, each would have been required to make almost 5,000 individual decisions during the year. Each such decision required a study of the prisoner file. In addition, the Members and the Examiners conducted 11,784 personal hearings in institutions.

Table VII contains a classification of the types of decisions reached by the Board during 1970. They include the decisions, to parole, as well as to continue either to expiration or for a further review. They also include de-

cisions relative to released prisoners in such matters of revocation or reinstatement or to make some disposition of detainers filed by the Board against released prisoners who had been reconfined in state or federal institutions because of subsequent convictions.

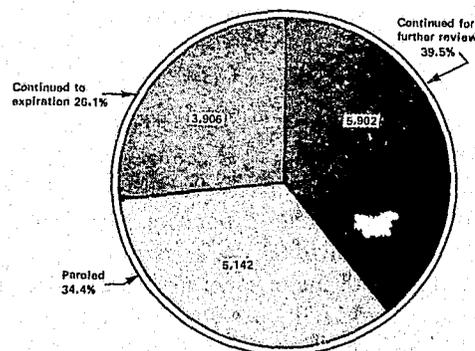
Chart four shows only those decision made during 1970 relative to parole. The figures in the Chart include decisions to postpone final judgment relative to parole, as well as those to grant parole or to continue to expiration of the sentence (deny parole). The figures in this Chart illustrate the proportion of the cases which come before the Board for determination at each stage of consideration. Some prisoners receive several reviews before a final decision is made relative to parole, while others receive no reviews. Accordingly, the Chart more accurately reflects the Board's decision-making workload than its tendency to grant or deny parole. Annual fluctuations in the figures in this Chart may be dependent upon the number of reviews scheduled by the Board more than its ratio of parole grant or denials.

TABLE VII
DECISIONS OF THE BOARD, BY DISPOSITION AND TYPE
OF CONSIDERATION, FISCAL YEAR 1970

Type of decision	Number
Parole and reparole:	5,142
Adults	(3,307)
Youth offenders	(1,506)
Juveniles	(299)
Continue to expiration (adults)	3,906
Continue for further review	5,902
Revoke or reinstate to supervision	2,038
Washington review hearings	65
Appellate reviews*	129
Warrant disposition reviews	400
Total decisions	17,582

* Includes all *en banc* considerations.

Chart 4
DECISIONS RELATIVE TO PAROLE, ALL TYPES OF COMMITMENTS, FISCAL YEAR 1970



Total parole decisions - 14,950

PAROLES GRANTED

From 1967 to 1970 there has been a uniform decrease in paroles to federal prisoners. This declining number of paroles has been one of the factors in a somewhat reduced prisoner population in federal institutions. This fact enables the Government to care for convicted prisoners at greatly reduced expense since it requires approximately ten times as much to support a person in custody as to provide supervision over a parolee in the community. In addition, the parolee is able to help support his family and to pay his share of the tax burden in a way not possible for a confined person.

TABLE VIII
PAROLES GRANTED TO FEDERAL PRISONERS,
FISCAL YEARS 1966 TO 1970

Year	Parole*
1966	5,495
1967	5,891
1968	5,268
1969	4,951
1970	4,695

* Does not include repáróles.

Chart Five shows the percent of adult prisoners paroled during the past ten years. After a period of stability of parole grant rates until about 1964, the Board began paroling a higher percentage of persons. Two almost identical peaks were reached in 1967 and 1969, with a dropping off slightly in 1968 and 1970.

Chart 5
PERCENT OF ADULT FEDERAL PRISONERS PAROLED, FINAL DECISIONS ONLY
FISCAL YEARS 1961 TO 1970

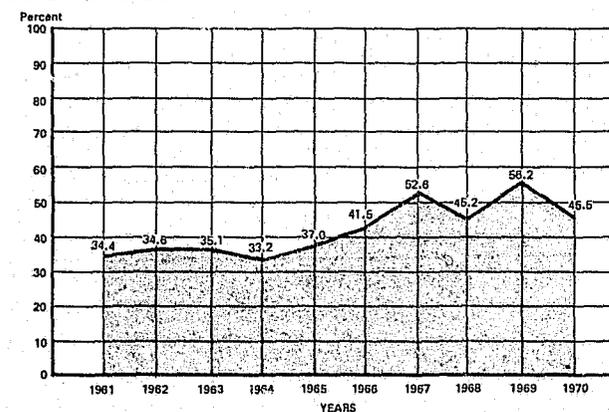


Table IX accompanies Chart Five to make it possible to compare the actual number of parole decisions and grants during the five year period beginning in 1966.

TABLE IX
NUMBER AND PERCENT OF ADULT PRISONERS PAROLED,
FINAL DECISIONS ONLY, FISCAL YEARS 1966 TO 1970

Year	Decisions	Continued to expiration	Paroled*	Percent paroled
1966	8,718	5,102	3,616	41.5
1967	8,188	3,878	4,310	52.6
1968	8,096	4,443	3,663	45.2
1969	6,068	2,658	3,410	56.2
1970	6,894	3,755	3,139	45.5

* Does not include decisions to review at a later date. Does not include reparaoles.

PAROLES BY COMMITMENT TYPE

Adult prisoners may receive any of three types of commitments, and the parole grant rate varies accordingly. Table X illustrates this fact. For instance, those with NARA commitments, with long terms and provision for after-care as part of the treatment plan, receive parole very frequently. Of 168 decisions last year for this class of offender, 164 final decisions were to grant parole. Several decisions were made to continue for a review at some later date rather than to make a final decision at that time. Those with indeterminate sentences received parole more frequently than those with "regular" sentences. The percentages for all adult prisoners was not greatly influenced, however, by the high percent of NARA prisoners paroles, since their numbers were too small to make an appreciable statistical difference in 1969 and 1970. As the expected increase in numbers of prisoners with NARA commitments are paroled in future years, however, the total parole grant rate for adults will be affected in an upward direction. A valid comparison at that time must therefore, be made solely between those with "regular" or "indeterminate" commitments and computed separately from NARA commitments.

TABLE X
PERCENT OF ADULT PRISONERS PAROLED
FINAL DECISIONS ONLY, BY TYPE OF COMMITMENT,
FISCAL YEARS 1966 TO 1970

Year	Regular adult	Type of Commitment Indeterminate	NARA	All adults
1966	NA*	NA*	....	41.5
1967	47.0	76.7	....	52.6
1968	40.1	66.0	....	45.2
1969	56.1	54.1	94.1	56.2
1970	41.0	51.8	97.6	45.5

*Data not available.

PAROLES BY INSTITUTION

Institutions operated by the Bureau of Prisons are organized to care for specific types of offenders. Those who need closer custody are placed in penitentiaries, and those who need very little custody are placed in camps

or minimum security correctional institutions. The Board's paroling practices tend to follow the institutional classification of offenders. The more serious offenders, who generally are confined in a maximum security institution, are less apt to be paroled than those who are confined in some other type of institution. Table XI illustrates these facts, and also illustrates that the parole grant rate is higher for young adults confined in juvenile and youth type institutions than it is for the adult population as a whole.

TABLE XI
PAROLES GRANTED TO ADULT PRISONERS, BY INSTITUTION OF
CONFINEMENT, FISCAL YEAR 1970

Institution	Decisions	Paroles	Percent
All institutions.....	6,894	3,139	45.5
Florence, Arizona.....	5	4	80.0
Englewood, Colorado.....	26	19	73.1
Terminal Island, California (f).....	46	33	71.7
Morgantown, W. Virginia.....	24	17	70.8
Petersburg, Virginia.....	174	121	69.5
Seagoville, Texas.....	146	98	67.1
Springfield, Missouri (camp).....	142	85	59.9
El Reno, Oklahoma.....	260	153	58.8
Ashland, Kentucky.....	104	60	57.7
Lompoc, California.....	165	93	56.4
Milan, Michigan.....	190	105	55.3
Alderson, W. Virginia (f).....	269	146	54.3
Marion, Illinois.....	109	59	54.1
McNeil Island, Washington.....	303	156	51.5
Tallahassee, Florida.....	217	110	50.7
Community Treatment Centers.....	2	1	50.0
Danbury, Connecticut.....	430	211	49.1
Terminal Island, California (m).....	330	159	48.2
Lewisburg, Pennsylvania (includes camp).....	590	260	44.1
Texarkana, Texas.....	294	128	43.5
Eglin, Florida.....	301	129	42.9
Terre Haute, Indiana.....	513	216	42.1
Sandstone, Minnesota.....	250	102	40.8
Springfield, Missouri.....	94	37	39.4
Safford, Arizona.....	183	70	38.3
Montgomery, Alabama.....	260	95	36.5
Leavenworth, Kansas.....	343	112	32.7
La Tuna, Texas.....	355	115	32.4
Atlanta, Georgia.....	590	184	31.2
New York, New York (Detention Center).....	43	8	18.6
Non-Bureau of Prisons Institutions.....	136	54	39.7

PAROLE SELECTION CRITERIA AND PRACTICES

During 1970 the Board adopted a table of factors used in the selection of prisoners for parole. Those factors supplement the statutory criteria which must be met before the Board may parole anyone. Those statutory criteria are:

- (1) observation of the rules of the institution in which the prisoner is confined.
- (2) a reasonable probability that the prisoner will live and remain at liberty without violating the laws.
- (3) release not incompatible with the welfare of society.

The factors which the Board uses to make decisions in accordance with the above criteria are classified in the following general categories:

- (A) Sentence data
- (B) Facts and circumstances of the offense
- (C) Prior criminal record
- (D) Changes in motivation and behavior
- (E) Personal and social history
- (F) Institutional experience
- (G) General adjustment
- (H) Community resources, including release plans
- (I) Results of scientific data and tools
- (J) Comments by the hearing Member or Examiner

The experience of the Board indicates that the length of the sentence imposed by the courts is a factor which is weighed in conjunction with the above list. The Board, as it represents the general public, is mindful of the need for an adequate period of time in confinement for certain type offenders. Persons sentenced to relatively short sentences and who have committed serious offenses are not likely to be paroled. On the other hand, those who are sentenced to unusually long terms may earn parole at some point in their sentence. The figures in Table XVI reflect the fact that the Board eventually paroles a high percentage of those prisoners who receive long sentences. Thus, they are subject to supervision in the community for many months or years before their term ends. For instance, those convicted of crimes of force (primarily bank robbery in the federal system) receive long sentences but may expect to be paroled eventually. Although they may be paroled, they are required to serve a substantial period of time in confinement before such parole. Table XIII shows that this class of prisoners serves an average of 47.7 months before released on parole. This is compared to an average of 20.0 months for all prisoners.

In contrast to bank robbers, those convicted of immigration law violations receive parole only a small percent of the time. This is generally so because of the short sentence they receive, and the fact that most of them are deported upon release and cannot avail themselves of community supervision in the manner afforded by the other prisoners, who remain in the United States.

Other groups of prisoners who receive parole at a higher rate than the average are those convicted of drug laws or of the Selective Service laws. Drug law offenders tend to receive parole rather frequently because of their long sentences as well as the recognized need for intensive control in the community after release. A significant trend has been for marihuana offenders to be paroled more often than those involved with narcotic drugs. Selective Service law violators who receive long sentences generally often receive parole, while those who are given short sentences are not paroled. Thus, for this type of offender, a relative balance between individuals and time served is thus achieved by the Board despite the wide disparity in sentencing practices by the courts.

TABLE XII
PAROLES GRANTED, ADULT PRISONERS, BY TYPE OF OFFENSE,
FISCAL YEAR 1970

<i>Offense</i>	<i>Decision^c</i>	<i>Paroles*</i>	<i>Percent paroled</i>
<i>All offenses</i>	6,894	3,139	45.5
Crimes of force ¹	469	334	71.2
Drug laws	710	489	69.8
narcotic	(430)	(257)	(59.8)
marihuana	(280)	(232)	(82.9)
Selective service	370	253	68.4
Counterfeiting	265	149	56.2
"White-collar" crimes ²	400	221	55.0
Liquor laws	487	184	37.8
Forgery	491	178	36.3
Auto theft	1,655	594	35.7
Theft, postal	354	124	35.0
Theft, interstate commerce	185	52	28.1
Immigration laws	372	75	20.2
Other ³	1,126	486	43.1

* Does not include reparoles.

¹ Includes embezzlement, fraud, bankruptcy, securities, and income tax violations.

² Includes assault, kidnapping, and robbery.

³ Includes all federal offenses not listed separately.

LENGTH OF TIME SERVED PRIOR TO PAROLE

Prisoners convicted of crime of force (assault, kidnapping, and robbery) received the longest sentences in 1970; they also served the longest period in confinement before they were paroled. For instance, the average length of confinement for all paroled prisoners in 1970 was 20 months. By contrast, those who committed crimes of force and were paroled served an average of 47.7 months before release. The average sentence imposed by the courts for this class of offenders was almost 12 years. They served approximately one-third of their terms, which is close to the average for all prisoners.

By contrast to those with crimes of force, those who violated United States immigration laws received a short average sentence of 20 months, and served an average of 7.4 months if paroled. Another class of offender who served only short periods are the liquor law violators, who served an average of 11 months before parole. It will be seen later that this type of offenders generally is a good risk while under parole supervision.

The figures in Table XIV illustrates a remarkable similarity in time served prior to parole regardless of the type of sentencing procedure used by the courts. Adults with definite sentences serve approximately the same period of time as those with indeterminate sentences. This probably reflects the fact that the Board considers each prisoner as an individual and paroles him at the most propitious time regardless of his official status. Indeterminate sentences are valuable, however in that the Board, in these cases, is not restricted to a minimum one-third of the sentence before they may release on parole where the facts in a case merit it.

TABLE XIII
AVERAGE SENTENCE, AVERAGE TIME SERVED AND PERCENT
OF SENTENCE SERVED PRIOR TO PAROLE, ADULT
PAROLEES, BY TYPE OF OFFENSE, FISCAL YEAR 1970

Offense	Average sentence (months)	Time served (months)	Percent of Sentence served
All offenses	55.1	20.0	36.3%
Crimes of force ¹	141.8	47.7	33.2
Drug laws:	67.1	19.4	28.9
Narcotic	(79.7)	(20.0)	(25.1)
Marihuana	(55.8)	(18.8)	(33.6)
Counterfeiting	53.8	17.2	32.0
Forgery	48.3	17.6	36.3
White-collar crimes ²	45.6	18.3	40.1
Selective Service laws	43.2	18.4	42.7
Theft, postal	41.4	14.7	35.5
Theft, auto	39.0	16.9	42.3
Liquor laws	36.4	11.0	41.8
Theft, interstate	36.0	17.0	47.3
Immigration laws	20.1	7.4	36.7

¹ Includes assault, kidnapping and robbery.

² Includes embezzlement, fraud, bankruptcy, securities, and income tax violations.

Juveniles generally serve slightly shorter periods of time compared to adults before being released on parole, while youth offenders generally serve slightly longer periods before such release. There has been a high degree of consistency in this regard from year to year, and changes in Board membership has not noticeably affected the average length of time served by those paroled.

The first releases under the Narcotic Addict Rehabilitation Act were those who presented more hopeful prognoses, and thus their time in confinement was very short. It is too soon to predict how long, in the long run, this class of offender will serve.

TABLE XIV
AVERAGE TIME SERVED PRIOR TO PAROLE, BY TYPE
OF SENTENCE, FISCAL YEARS 1966 TO 1970

Type of sentence	Year				
	1966	1967	1968	1969	1970
	(Months)				
"Regular" adult	17.4	20.8	18.1	19.1	20.7
Indeterminate sentence*	18.7	20.9	18.8	19.0	20.4
Narcotic Addict Rehabilitation Act	.....	.....	.....	12.8	14.8
Youth Corrections Act	20.1	19.3	20.3	20.7	21.7
Juvenile Delinquency Act	15.5	16.0	16.1	16.0	14.9

* Section 4208(a)(2), Title 18, U. S. C.

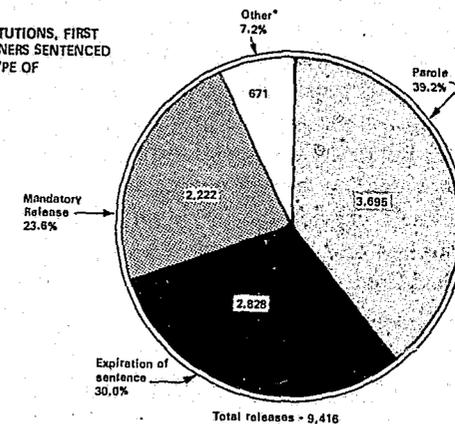
TYPES OF RELEASE FROM CUSTODY

Federal prisoners are eligible for parole if they meet the statutory criteria referred to earlier and if they have been sentenced to a term of six months or more. Prisoners serving regular adult or juvenile sentences who are not

paroled may be released before the end of their sentences after earning "good time" credits which are provided by statute. They earn a specified number of days according to an established formula contained in the statutes, and may also earn "extra good time" by performing meritorious service. Such persons are entitled "mandatory releasees," and come under the jurisdiction of the Board of Parole as if on parole. They are subject to the same conditions as are parolees and are also subject to revocation and return to an institution in the same manner. A fundamental difference, however, is that the last 180 days of a mandatory releasee's term is dropped from his supervision period. A releasee who does not have 180 days remaining on his sentence at the time of his release is not subject to any community supervision and is considered to have been released at the "expiration of his sentence" since his term is concluded at the time he is permitted to leave the institution.

In fiscal year 1970, 39 percent of the releasees of prisoners with sentences of six months or more were released by parole; 24 percent were by mandatory release; and 30 percent were upon expiration of the sentence.

Chart 6
RELEASES FROM FEDERAL INSTITUTIONS, FIRST
TIME ON THE SENTENCE, PRISONERS SENTENCED
TO SIX MONTHS OR MORE, BY TYPE OF
RELEASE, FISCAL YEAR 1970



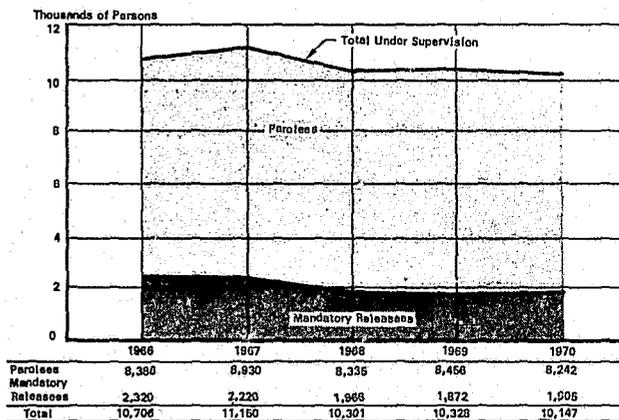
* "Other" includes amendments of sentence, death, escape, etc.

PART THREE
SUPERVISION OF PAROLEES
CONDITIONS AND REPORTS

Paroled prisoners are released on a date set by the Board, and are instructed to report without delay to the United States Probation Officer of the judicial district where they will reside while under supervision. For the balance of their term they make regular written and personal reports to the officer to whom they are assigned. All parolees are subject to rules and regulations established by the Board, and which are printed on the certificate used to effect their release from custody. Special conditions may be imposed by the Board at the time of release, or at any time thereafter. Probation officers may recommend that special restrictions be placed against a parolee, and if approved by the Board, are binding upon him. Violation of any of the conditions may be sufficient cause for issuance of any arrest warrant and return to a federal institution. All violations must be reported to the Board of Parole by the probation officer. Only a Member of the Board may issue a warrant for a parolee's return to confinement as an alleged violator.

The Board requires summary type reports from the United States Probation Officers regarding the adjustment in the community of most parolees. On the basis of those reports, the Board may permit the parolee to make less frequent written reports to his probation officer. In especially deserving cases, the Board may suspend supervision entirely for the balance of the term, provided no subsequent crime is committed. The reports received from the field provide the Board with a means of auditing the adjustment of its parolees and to monitor the supervision being afforded them. They are studied upon receipt and at the time a question might arise concerning possible warrant issuance or revocation of parole.

Chart 7
PRISONERS IN THE COMMUNITY UNDER SUPERVISION OF THE BOARD, PAROLEES AND MANDATORY RELEASES, - FISCAL YEARS, 1966 TO 1970



Prisoners released on mandatory release are supervised by United States Probation Officers in the same manner as parolees, and all violations of the parole regulations are reported to the Board. The short supervision period of these individuals tends to keep the number of such persons under supervision at a significantly lower level than parolees. The total number of persons under the Board's jurisdiction in the community has remained very stable for the past five years, as is shown in Chart Seven.

TABLE XV
SUMMARY REPORTS ON PAROLEES,
AND ACTIONS TAKEN BY THE BOARD,
FISCAL YEARS 1966 TO 1970

Year	Reports received		Board actions		
	Adults	Youths and juveniles	Supervision modified	Supervision ended (adults)	Supervision ended (youths)*
1966	1,358	5,688	183	13	378
1967	1,209	4,780	301	17	348
1968	1,466	4,213	302	14	323
1969	1,587	3,576	192	18	269
1970	1,605	3,739	242	21	263

* Includes terminations of youths which resulted in setting aside of the conviction; does not include a few instances where all reporting was waived but discharge was not conditional.

REVOCATION PROCEDURE

Following issuance of a warrant, the alleged violator is taken into federal custody pending a revocation hearing. A warrant issued by the Board may be withdrawn at any time if new information comes to the Board to justify such action. Otherwise, the alleged violator is taken into custody and given a preliminary interview by a United States Probation Officer. At that time, or at a revocation hearing which may be conducted later, he may be represented by an attorney of his own choice, and may have voluntary witnesses appear in his behalf. At the close of fiscal year 1970, Congress was considering legislation which would provide an opportunity for alleged violators to request the court to appoint an attorney for them if they were unable to pay their own attorney and if the interests of justice required it.

Following the preliminary interview, the probation officer submits a summary or digest of the interview to the Board. Upon its receipt, the Board determines whether to reinstate to supervision, conduct a local revocation hearing, or to order the prisoner transported to a federal institution to await a revocation hearing before the Board. If the prisoner is returned to custody he is afforded a personal hearing with a Member or Examiner of the Board. After the hearing the Board may revoke parole or order a reinstatement to community supervision. Upon revocation the Board may request a later review of his progress, or re-parole him at any time. Following revocation, the time spent in the community does not apply to the total sentence.* He begins to accumulate "good-time" credits, however, to apply toward mandatory release at some future date.

* An exception occurs for NARA offenders and youth offenders whose time runs uninterruptedly while on parole.

In some instances a parolee or mandatory releasee may be convicted and sentenced to a subsequent sentence while under the Board's jurisdiction. The Board's warrant is then filed with the authorities of the institution where he is confined and it acts as a detainer in the event of release from that latter sentence. The prisoner or his attorney may then communicate with the Board and ask it to make some disposition of its warrant. If the facts justify, the Board may "execute" its warrant and thereby cause both sentences to run concurrently, thus reducing the total length of time to serve. If deemed necessary, a representative of the Board may travel to the actual place of confinement and conduct a "dispositional interview" prior to the Board's decision relative to its disposition of its warrant.

In the vast majority of the revocation hearings conducted by the Board, there are no attorneys or witnesses present. Most alleged violators choose to be returned to a federal institution rather than remain in local custody for a local revocation hearing. When the prisoner admits he has violated the conditions of his release, or when a crime has been committed while under supervision it is the Board's policy to not conduct a local revocation hearing. The figures in Table XVI indicate the trends relative to the presence of attorneys and witnesses and the number of local hearings.

TABLE XVI
REVOCATION HEARINGS WITH ATTORNEYS AND WITNESSES,
FISCAL YEARS 1966 TO 1970

Hearings	Year				
	1966	1967	1968	1969	1970
Institutional hearings:					
With attorneys.....	12	9	11	30	10
With witnesses.....	13	8	5	14	8
With attorneys and witnesses.....	4	7	4	6	3
Local revocation hearings.....	23	38	83	98	65

SUCCESS ON PAROLE

The values of parole are many, including such benefits as strengthening family relationships, contributing to society by personal involvement in neighborhood organizations, and less cost to the Government by the parolee supporting himself. Most importantly, parole provides for a period during which the government maintains some degree of control over the parolee's behavior and style of life while simultaneously offering him an opportunity for personal counseling and other specialized assistance according to his personal needs. This assistance may take the form of vocational training, medical or psychiatric treatment, educational endeavors, and welfare or casework services.

The degree of success on parole might be measured in many ways. At times even another offense might be construed as an indication of improvement if that offense is a minor one and does not represent a continuation of a former pattern of committing serious crimes. Also, the parolee might be

under supervision for a long period without law violations in contrast to his past. However, for the Board's purposes, success is computed on the basis of the absence of the need to issue a warrant for parole violation during the balance of his term. Such warrants may be issued not only as a result of a law violation but also for violation of any of the conditions of release.

One method of computing success-failure rates is the "follow-up" method by which a group of releasees during a given year are followed up for a reasonable time to determine how many of that group lived in the community without warrant issuance. The disadvantage of this method is the time required to determine the success rate. In the federal system, it has been found that a period of three years follow-up is sufficient time to gather violation data on a group of offenders. Other methods do not have this disadvantage, but are more susceptible to annual fluctuations.

A second method of computation is also possible by following up on a group of releasees after only one year, although this does not permit sufficient time to determine the true ultimate outcome of the groups released.

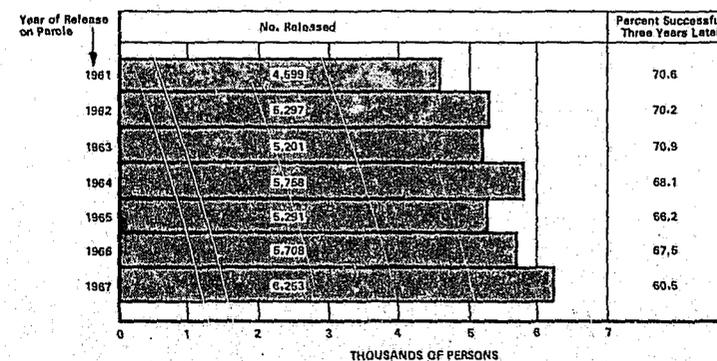
A third method of computing success-failure rates is to compare the number of prisoners released on parole during the year with the number of warrants issued during the same year. It is a method by which the Board can compare its success-failure rate on an immediate annual basis. This method is valuable during periods when the release rate is relatively stable from year to year, but other times an unusual number of releasees can distort the success rate thus computed.

A fourth method is to compare the number of successful terminations because of warrant issuance. Data to compute a success rate by this method is obtained from reports of the United States Probation Officers.

SUCCESS-FAILURE RATES—FOLLOW-UP METHOD

Chart Eight illustrates the success of parolees released since fiscal year 1961 by the year of release. The Chart includes all types of prisoners re-

Chart 8
NUMBER FEDERAL PRISONERS RELEASED ON PAROLE, AND PERCENT AGAINST WHOM NO WARRANT WAS ISSUED THREE YEARS AFTER YEAR OF RELEASE, FISCAL YEARS 1961 TO 1967



* Includes re-paroles and releases from the D.C. Youth Center between 1962 and 1967 (133 from DCYC in 1966; 72 in 1967)

ardless of type of commitment. A slight trend toward a smaller percent of success is evident from the figures, but the trend did not become pronounced until figures were obtained on the group released on parole during 1967. A rather large number of persons were paroled that year, and the success rate took a significant drop. It is significant, however, that the percent of paroles in 1967 as compared to 1961 rose almost 27 percent, but the success rate fell only 10 percent. Thus, the failure rate was not directly proportional to the increased rate of parole.

SUCCESS-FAILURE RATES—RELEASES-WARRANTS METHOD

An example of how an unusual change in the number of parolees released during a given year can slant the success rate is illustrated in the 1970 figures. Although the number of warrants issued fell sharply, ordinarily denoting a higher success rate, the computation shows instead a downward adjustment in the annual success rate. The cause of the statistical anomaly is the abnormally low number of releases during the year. The actual numbers of parole releases and warrants issued during the past five years are shown in table XVII.

TABLE XVII
NUMBER OF RELEASES ON PAROLE, NUMBER OF WARRANTS
ISSUED, AND RATIO OF RELEASES TO WARRANTS,
FISCAL YEARS 1966 TO 1970

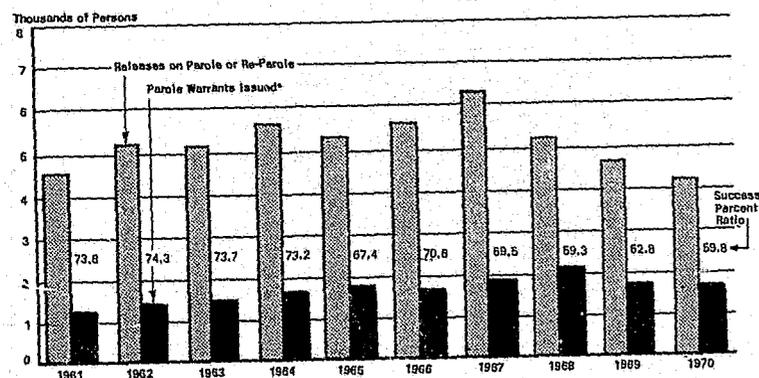
Year	Number released*	Number warrants**	Percent with no warrant
1966	5,708	1,681	70.6
1967	6,253	1,907	69.5
1968	5,181	2,110	59.3
1969	4,758	1,772	62.8
1970	4,100	1,647	59.8

* Includes re-paroles.

** Does not include warrants withdrawn during year of issue (102 in 1970).

Chart Nine illustrates the ten year history of parole releases compared to parole warrants issued.

Chart 9
NUMBER OF PAROLE RELEASES AND PAROLE WARRANTS AND RATIO OF RELEASES TO WARRANTS
FISCAL YEARS 1961 TO 1970



*Does not include warrants withdrawn during year of issue.

SUCCESS BY TYPE OF COMMITMENT

There is a difference in the success-failure rates of parolees according to the type of commitment or sentence they received. The rates discussed to this point included all types of federal prisoners. The type of sentence imposed by the courts have a pronounced effect on the paroling practices of the Board, and therefore, a related effect on the parole success rate. For instance, all youth offenders must be paroled at some point in their terms. Most persons committed under the Narcotic Addict Rehabilitation Act (NARA) are given long sentences with the expectation that parole will be ordered to provide ample opportunity for community supervision and assistance. The predictable result is that those prisoners who are paroled only after careful screening and selection on the merits of their individual circumstances fare better on parole than do youth offenders. Using the method of comparing parole releases to warrants during the same year, to obviate the need for a three year followup period, it is seen that adult prisoners (under regular commitment or indeterminate commitment) fare about equally on parole, while younger parolees and those with a NARA commitment fared less well.

TABLE XVIII
NUMBER OF PRISONERS RELEASED ON PAROLE, AND NUMBER OF
VIOLATOR WARRANTS ISSUED, BY TYPE OF SENTENCE,
FISCAL YEAR 1970

Type of sentence	Number released*	Number warrants**	Percent with no warrant (ratio)
All types of sentence.....	4,100	1,647	59.8%
"Regular" adult.....	1,695	483	71.5
Indeterminate sentence.....	834	242	71.0
Narcotic Addict Rehabilitation Act.....	140	77	45.0
Youth Corrections Act.....	1,199	720	39.9
Juvenile Delinquency Act.....	232	125	46.1

* Includes re-paroles.

** Does not include 102 warrants issued but withdrawn during the year of issue: (reg. -25; indeterminate -26; NARA-4; YCA -15; Juv. -5)

SUCCESS BY TYPE OF OFFENSE

Success on parole may be attributed to many factors, the chief among which is the determination of the parolee himself to remain crime free. Many influences play their role on him while under supervision, but one fairly reliable predictive factor in estimating success in the community is the nature of the crime the person committed which resulted in his original commitment. Although the Board sometimes paroles persons who have a relatively poor chance of success on parole so they can be maintained under the controls of supervision and receive guidance in the community, it does weigh carefully the relative success rates according to the offense committed.

The figures in Table XIX show that persons with the higher degree of parole success are those who originally violated the Selective Service laws, immigration laws, liquor laws, counterfeiting, and, to a lesser degree, those who violated so-called "white-collar" crimes or marihuana offenses. At the opposite end of the spectrum, are those who committed narcotic law violations, auto theft or forgery.

TABLE XIX
VIOLATOR WARRANTS ISSUED AGAINST PRISONERS RELEASED
ON PAROLE, BY OFFENSE FOR WHICH ORIGINALLY
COMMITTED, FISCAL YEAR 1970

Offense*	Number released	Number warrants	Percent with no warrant (ratio)
All offenses.....	4,100	1,749	57.3%
Selective Service laws.....	295	9	96.9
Immigration laws.....	63	3	95.2
Liquor laws.....	172	24	86.0
Counterfeiting.....	145	27	81.4
"White-collar" crimes ¹	305	83	72.8
Drug laws:.....	586	256	52.3
narcotic.....	(224)	(160)	(28.6)
marihuana.....	(362)	(83)	(77.1)
Crimes of force ²	293	142	51.5
Theft, postal.....	141	75	46.8
Theft, interstate.....	43	25	41.9
Theft, auto.....	198	121	38.9
Forgery.....	1,047	709	32.3
Theft, auto.....	812	275	66.1
Other Offenses ³			

* Includes re-arrests and offenses committed on Government property or the District of Columbia.
¹ Includes embezzlement, fraud, bankruptcy, securities, and income.
² Includes assault, kidnaping and robbery.
³ Includes all federal offenses not listed separately.
 NOTE: Withdrawn warrants have not been deleted from this table.

PART FOUR

THE YOUTH CORRECTION DIVISION

SCOPE OF THE DIVISION'S RESPONSIBILITY

The Youth Correction Division has statutory parole a responsibility for all persons committed under the Youth Corrections Act. By delegation, it also has parole responsibility for juveniles and persons committed under the general criminal law for adults but confined in one of the "youth institutions" operated by the Bureau of Prisons. Persons committed under the Narcotic Addict Rehabilitation Act (NARA) who are confined in a youth institution also come under the Division's parole responsibility. Generally the age range in the youth institution is seventeen to twenty-five years. In 1970 the Division held regular hearings in the institutions listed in Table XX which shows the inmate population by sentence type in each institution.

TABLE XX
COMMITMENTS TO YOUTH INSTITUTIONS, BY TYPE OF
SENTENCE, FISCAL YEAR 1970

Institution	YCA	FJDA	Adult (regular)	Adult (indet)	NARA	Total
<i>Juvenile and youth institutions:</i>						
Ashland, Kentucky....	111	65	60	24	...	...
Englewood, Colorado..	89	106	7	6	...	...
Morgantown, W. Va....	48	130	15	4	...	...
<i>Youth Adult institutions:</i>						
El Reno, Oklahoma....	6	6	223	116	...	...
Lompoc, California....	269	1	138	142	...	...
Milan, Michigan.....	63	3	130	77	30	...
Petersburg, Virginia...	125	3	123	63	...	...
Seagoville, Texas.....	19	...	48	31	...	...
Tallahassee, Florida...	84	13	162	59	...	...
Total.....	814	327	906	522	30	...

YOUTH ACT COMMITMENTS

Since the Youth Corrections Act was implemented in fiscal year 1954 it has been generally popular with the courts. On the other hand, there are many persons for whom the Youth Corrections Act may not be appropriate. These include youths who are difficult to manage, those who would seriously reject any rehabilitation programs, or those who do not have the mental and emotional capacity to profit from the program. Still others commit minor offenses, where a short period of confinement would be an appropriate disposition in contrast to the longer period of treatment envisioned by the Youth Corrections Act.

The courts have many alternatives for the young adult or youthful offender, and their sentencing practices illustrate that they make varied choices in individual cases. In the majority of cases coming before them they use either the provisions of the Youth Corrections Act or the adult indeterminate sentencing provisions rather than the regular adult statutes where parole cannot be granted until one-third of the maximum sentence is served.

TABLE XXI
COMMITMENTS BY THE COURTS, PERSONS BETWEEN THE AGE OF 18 THROUGH 21, BY TYPE OF COMMITMENT, FISCAL YEARS 1966 TO 1970

Year	Type of commitment				
	"Regular" adult	Youth Corrections Act*	"Indeterminate" adult	NARA	Juvenile
1966	768	871	158	...	128
1967	892	928	243	...	141
1968	894	848	248	...	171
1969	880	938	263	21	140
1970	811	790	259	37	100

* Does not include those under the age of 18 or over the age of 21 who may, as exceptional cases, be committed under the Youth Corrections Act. (370 in 1970)

COMMITMENTS FOR STUDY PRIOR TO COMMITMENT

A provision of the Youth Corrections Act enables the committing court to place a defendant in a Bureau of Prisons institution for a short period for the purpose of personal study of his needs and potentialities prior to final sentencing. A report of the study is forwarded to the Board's Youth Correction Division for analysis and evaluation. The Division then sends a copy of the study results to the court along with a recommendation relative to disposition. Such a recommendation may be for commitment for treatment under the Youth Corrections Act, or for sentencing under the general criminal law, probation, or any other applicable disposition. The courts have accepted the majority of the Division's recommendations. The number of such study commitments is increasing, as is evident in Table XXII. The data for fiscal years 1967 and 1968 was not tabulated, but the number of such commitments in 1969 and 1970 was substantially larger than in 1966. The table also shows the number of regular commitments under the Youth Corrections Act during the past five years.

TABLE XXII
COMMITMENTS FOR TREATMENT AND COMMITMENTS FOR STUDY PRIOR TO SENTENCING, YOUTH CORRECTIONS ACT, FISCAL YEARS 1966 TO 1970

Year	Commitments for treatment sec. 5010(b) and (c)	Commitment for study Sec. 5010(e)
1966	1,132	224
1967	1,264	NA ²
1968	1,138	NA ²
1969	1,318	328
1970	1,160	311

* Data not available.

HEARINGS CONDUCTED IN YOUTH INSTITUTIONS

The Youth Correction Division conducts hearings in the youth institutions on a regular bi-monthly basis. The hearings include initial hearings for juveniles and youth offenders, parole hearings at the time of eligibility for young offenders sentenced under the adult statutes, and various review hearings for all classes of inmates. Table XIII reflects a rather stable inmate population size in youth institutions, but a slightly declining number of hearings conducted by the Division. This decline may be the result of fewer or more widely spaced review hearings. The addition of Hearing Examiners to the Youth Division, as to the Board as a whole, has already decreased the time required for processing a case at headquarters in Washington, D.C. When the Examiner staff is complete, there will be very little waiting time between the date of the hearing and the date of decision.

TABLE XXIII
AVERAGE POPULATION IN YOUTH INSTITUTIONS, AND NUMBER OF HEARINGS CONDUCTED BY THE YOUTH CORRECTION DIVISION, FISCAL YEARS 1960 TO 1970

Year	Average population	Hearings conducted
1966	4,965	5,258
1967	4,069	4,927
1968	5,203	4,976
1969	4,797	4,916
1970	5,031	4,622

PAROLES GRANTED

Correlated with the average population in youth institutions, the number of paroles for offenders in those institutions has also been rather stable from year to year. This situation in youth institutions is in contrast to the parole rates for the Board as a whole where there were sharp differences from year to year. For instance, the large increase in paroles by the Board as a whole in 1957 did not occur in the Youth Division. Table XXIV shows the paroles granted by the Youth Division since 1966.

The decline in the number of juveniles paroled is explained by the gradual but steady decline in the number of juveniles being committed by the federal courts over the past several years. It appears that more and more juveniles are being processed locally rather than by federal authorities. The figures contain data relative to District of Columbia juveniles until 1968 when the National Training School for Boys located in the District of Columbia was closed. Since then juveniles from the District of Columbia Juvenile Court have been committed exclusively to local institutions.

TABLE XXIV
PAROLES GRANTED BY YOUTH CORRECTION DIVISION BY
TYPE OF COMMITMENT, FISCAL YEARS 1966 TO 1970

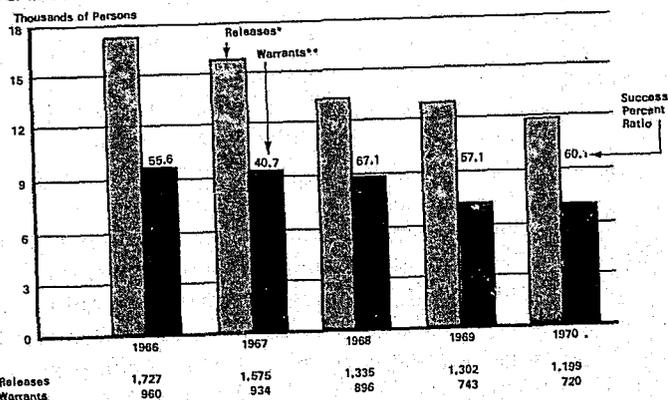
Type of commitment	Year				
	1966	1967	1968	1969	1970
Youth Corrections Act	1,297	1,138	1,246	1,090	1,277
Juvenile Delinquency Act	561	425	347	320	279
D. C. Juveniles*	21	18	12	.....	.....
Adults (in youth institutions)	676	544	743	746	776
Total	2,555	2,125	2,348	2,156	2,332

* Paroling authority for D. C. Juveniles was transferred to the District of Columbia during fiscal year 1968.
This table does not include reparoles.

SUCCESS ON PAROLE

Charts Ten and Eleven illustrate the ratio of releases on parole to number of violation warrants issued by the Youth Division. Chart Ten contains data relative to youth offenders and Chart Eleven contains data relative to juvenile offenders. Younger offenders are unstable under supervision and thus are more subject to parole violation and return to an institution for further training and treatment than older groups. These age groups are

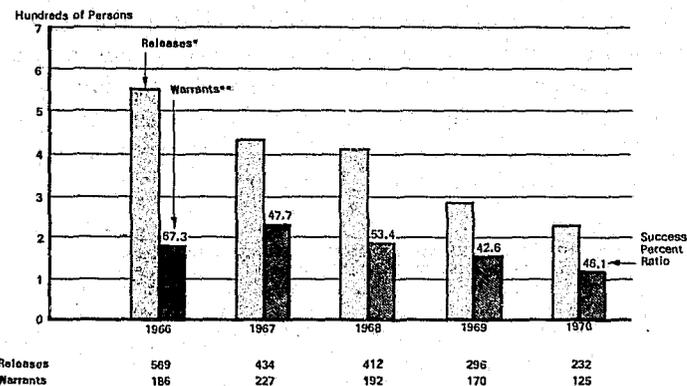
Chart 10
NUMBER OF YOUTH OFFENDERS RELEASED ON PAROLE, NUMBER OF VIOLATOR WARRANTS ISSUED, AND
RATIO OF RELEASES TO PERSONS WITHOUT WARRANT ISSUANCE - FISCAL YEARS 1966 TO 1970



* Includes reparoles and releases from the D. C. Youth Center in 1966 and 1967.
** Does not include warrants withdrawn during same year of issue (15 in 1969, 15 in 1970).

highly mobile and transient. They generally commit the type of crimes associated with youth, such as auto theft, burglary and robbery, all of which have high recidivism rates. More importantly, all youth offenders, and a high percent of juveniles, receive parole during some point in their commitments. Thus, lower success rates than for adults are expected among the youth offenders. Also, because of the long terms (usually six years), the youth offenders have longer periods under community supervision, and so are exposed to possible violation for a longer time. The results are illustrated in the charts. They reflect that approximately half of the youth releases are successful over a long period of time. This seems to indicate a large measure of accomplishment for the Act and its operation.

Chart 11
NUMBER OF JUVENILES RELEASED ON PAROLE, NUMBER OF VIOLATOR WARRANTS ISSUED, AND
RATIO OF RELEASES TO PERSONS WITHOUT WARRANT ISSUANCE, FISCAL YEARS 1966 TO 1970

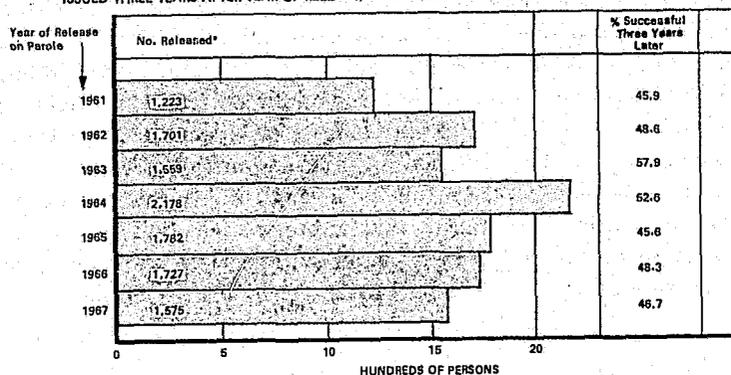


* Includes reparoles
** Does not include warrants nullified during same year of issue (8 in 1969, 5 in 1970)

SUCCESS AFTER A FOLLOW-UP PERIOD

In the same manner as for all persons paroled by the Board, the Youth Division maintains a constant watch over those released for several years after release. The number of warrants issued against a particular group of releases is tabulated each year, and an accumulated rate of success-failure is computed. It has been determined that after a three year watch there is no appreciable change thereafter in the numbers of those who succeed or fail while on parole. Accordingly, the Division judges the parole success of any group of releases after the third year following the year of release. Chart Twelve illustrates the relative success of the groups of youth offenders released during the years 1961 through 1967. The ultimate success of all the groups ranges from forty-five to fifty-eight percent. There seems to be very little if any correlation between the number released during any given year with the eventual success of those groups. This may be because all youth offenders are eventually paroled in any case.

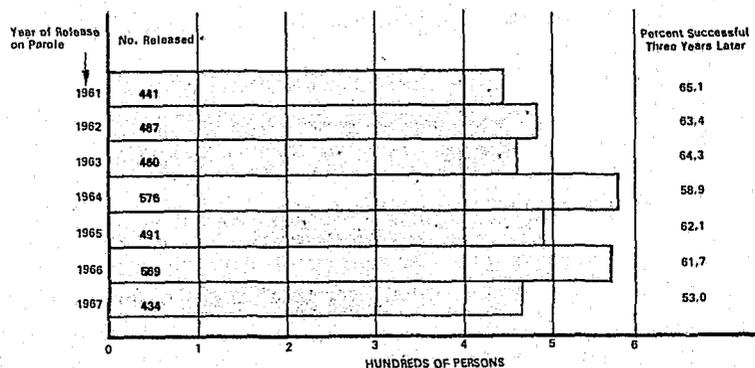
Chart 12
NUMBER OF YOUTH OFFENDERS RELEASED ON PAROLE, AND PERCENT AGAINST WHOM NO WARRANT WAS ISSUED THREE YEARS AFTER YEAR OF RELEASE, FISCAL YEARS 1961 TO 1967



* Includes reparaoles, and releases from the D.C. Youth Center between 1962 and 1967 (133 in 1966, 72 in 1967)

Follow up studies are made of juvenile parolees in the same manner as for youth offenders and other parolees. The success rate for juveniles has remained remarkably consistent, hovering around the sixty percent mark, with a range between fifty-three and sixty-five percent. As with youth offenders, the eventual success rate seems to have very little if any relationship to the number released in any given year.

Chart 13
NUMBER OF JUVENILES RELEASED ON PAROLE AND PERCENT AGAINST WHOM NO WARRANTS WERE ISSUED THREE YEARS AFTER YEAR OF RELEASE, FISCAL YEARS 1961 TO 1967



* Includes reparaoles

APPENDIX

TABLE XXV
PAROLE DECISIONS AND GRANTS, PRISONERS WITH SENTENCES OF ONE YEAR OR LESS, FISCAL YEARS 1966 TO 1970

Year	Decisions	Paroles	Percent paroled
1966	1,229	355	28.9
1967	959	285	29.7
1968	884	240	27.1
1969	721	188	26.1
1970	777	147	18.9

TABLE XXVI
PAROLE DECISIONS AND GRANTS, ADULT PRISONERS IN NON-FEDERAL INSTITUTIONS, FISCAL YEARS 1966 TO 1970

Year	Decisions	Paroles	Percent paroled
1966	146	30	20.5
1967	172	49	28.5
1968	108	53	49.0
1969	139	45	32.4
1970	124	44	35.5

TABLE XXVII
PAROLES TO DETAINERS, FISCAL YEARS 1966 TO 1970

Year	Paroles to local state detainers	Paroles to immigration detainers
1966	519	166
1967	729	188
1968	599	135
1969	570	170
1970	601	181

TABLE XXVIII
REVIEWS OF PRISONERS PREVIOUSLY "CONTINUED"
FISCAL YEARS 1966 TO 1970

Year	Progress reports	Washington Review Hrgs.	Appellate reviews*
1966	6,029	58	...
1967	6,687	55	...
1968	5,752	65	...
1969	5,255	70	...
1970	5,204	65	129

* Includes all en banc considerations (including review of hearing officer's recommendation on original applications).

END