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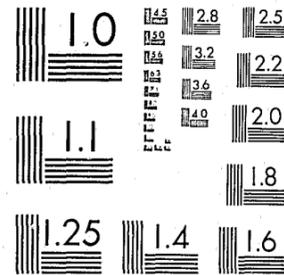
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AN ANALYSIS OF DRUGS AND CRIME AMONG ARRESTEES IN THE DISTRICT OF COLUMBIA

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EXECUTIVE SUMMARY

What types of offenses are drug-using arrestees likely to be charged with? Can information about an arrestee and his or her current case predict whether the person will be detected (by urinalysis) to be using drugs? How likely are drug users to be rearrested? Do they specialize in committing particular types of crimes? Which arrestees enter treatment for drug abuse, and does treatment affect the person's subsequent criminal behavior? Are older arrestees less likely to use illicit drugs?

This report describes a project--jointly sponsored by the National Institute of Justice and the National Institute on Drug Abuse--that constructed data files that can address these questions, as well as others pertaining to drug use and crime among a population of arrestees in Washington, D.C. Analyses are presented that illustrate the range of issues that can be addressed using the files.

This summary presents an overview of the project, with emphasis on the findings and avenues for further research.* First, background information about the project is presented. Next, the constructed files are described and their potential uses and limitations noted. This is followed by a discussion of the analyses conducted, their implications, and recommendations for further research.

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*A technical discussion of the file construction process appears in Appendix C of the full report.

A. BACKGROUND OF THE STUDY

In 1970, the Superior Court of the District of Columbia and the Narcotics Treatment Administration (subsequently called the Substance Abuse Administration, and currently called the Alcohol and Drug Abuse Services Administration, ADASA) undertook a cooperative effort to develop a system for monitoring the drug use of arrestees. The goal of the program was to obtain information about the drug status of each arrestee that could be used by a judge in determining bail or other conditions of release. Since December 1971, almost all arrestees who have been detained in the D.C. Superior Court lock-up facility prior to their court appearance have been asked to provide information about their use of drugs, prior drug treatment, and current arrest charge, and to provide a urine specimen for analysis. The District of Columbia is the only jurisdiction in the country where arrestees are routinely tested for drug use, and it therefore provides a unique opportunity for studying the relationship of drug use and crime among arrestees.

Kozel and DuPont (1977) computerized the urinalysis information collected by the D.C. Superior Court and compared arrest charges and urine test results for 44,323 consecutive admissions to the lock-up between 1971 and 1975. Their study documented the increase in the use of phenmetrazine (Preludin) in this period and indicated that drug-using arrestees were less likely to be charged with crimes of violence than were nonusers.

In another study, K. Williams (1979) analyzed recidivism patterns among arrestees processed in the D.C. Superior Court during approximately the same period, January 1, 1971, to

August 31, 1975. Williams used information from the Prosecutor's Management Information System (PROMIS), an automated case-tracking system that was installed in the Superior Court Division of the U.S. Attorney's Office for the District of Columbia in 1971. Williams found that, other factors being equal, persons arrested for a drug offense were more likely to recidivate if they had a prior arrest record. In addition, she found that drug use in connection with any type of arrest was a significant predictor of recidivism.

The study described here builds primarily on those projects. The data available to Kozel and DuPont contained information about the drugs detected in the arrestee's specimen, but they contained minimal information about the charges made and no information about subsequent processing of the arrestee by the court or the final disposition of the case. The PROMIS data files used by Williams contained detailed information about charges, processing, and disposition. However, drug use by the arrestee had to be inferred from the arresting officer's perception of whether the person was involved with illicit drugs.

It became apparent that if it were possible to merge each person's PROMIS case record with the ADASA record of the person's urinalysis outcome, the resulting data base would contain a wealth of information that could be used to explore the relationship between drug use and crime among arrestees. Other than the study by Kozel and DuPont, the only other study that used an approach similar to the present one is a study of arrestees in six cities conducted by Eckerman, et al. (1971). However, Eckerman's research excluded female arrestees and

obtained information from only 1,889 arrestees. The data bases constructed in this project contain information from over 57,000 cases and constitute the most comprehensive set of information about arrestee drug use and criminal justice processing yet assembled.

Two types of data files were constructed. The first is a set of cross-sectional files composed of each case in PROMIS for which a matching urinalysis test record was located. There are 57,944 cases in the final cross-sectional files for the period from 1973 through 1977. The cross-sectional files are case based, and a person arrested several times within this period would have multiple cases included in the file. The second type of file is a defendant-based, longitudinal file that contains the arrest records for 7,087 persons over a six-year period from 1973 through 1978. In addition to the case information from PROMIS and the matching urinalysis record, the longitudinal file contains information about time incarcerated during this period and any record of entry into treatment at an ADASA facility. Each of these data bases is discussed below.

B. THE CROSS-SECTIONAL DATA FILES

Cases for adults arrested for serious misdemeanors and for all felonies (in violation of the D.C. Code) brought to the Superior Court Division of the Office of the U.S. Attorney for the District of Columbia are routinely entered into the PROMIS case-tracking system. The PROMIS data files for 1973-1977 contain 84,917 cases. It was our goal to find the arrestee's

matching urinalysis record for as many cases as possible. It was evident at the outset of this project, however, that it was not feasible to locate a urine record for every case contained in PROMIS. Agency records are often difficult to work with and information needed to link PROMIS and ADASA records might not be available or usable. More significant, not every arrestee in PROMIS should have a urinalysis record. This is because the PROMIS system contains cases for persons who are released by the police after arrest, pending court appearance, as well as for persons who were detained in the lock-up. Persons not held in the lock-up, where ADASA staff process arrestees, would not have a record of a urinalysis test unless the judge had requested a test at a later time.

Despite these obstacles, a matching urinalysis record was found for 57,944 cases recorded in PROMIS between 1973 and 1977, 68 percent of the total, and for 90 percent of the cases in which the arrestee was detained in the lock-up. Thus, the urine record was found for the overwhelming majority of arrestees who were eligible for ADASA processing.

Once the arrestee was placed in the lock-up, there was a high probability that an ADASA record would be available regardless of the offense or the arrestee's demographic characteristics. Because persons who have criminal histories or who are charged with serious crimes are more likely to be placed in the lock-up, our resulting samples of matched cases tend to describe the more serious offenders. Analyses using the cross-sectional data files therefore apply primarily to serious offenders detained in the lock-up and not to persons

who are typically released after arrest by the police. The
sex, race, and age distributions for arrestees in these cases
for each year from 1973-77 are summarized in Table 1.

C. THE LONGITUDINAL DATA FILE

The longitudinal file was constructed so that information
about a person's arrests, drug use, and drug treatment could be
tracked over a six-year period. The file contains information
about 7,087 persons whose cases were screened by an Assistant
U.S. Attorney on one of 139 days selected from an eight-month
panel period (August 21, 1974, through April 30, 1975). The
first case for a person during this panel period was designated
as that person's panel case. For each person, a maximum of
seven cases that occurred prior to his or her panel arrest
(called "pre-panel cases") back through January 1, 1973, and a
maximum of ten post-panel cases through December 31, 1978, were
retained in the file. The final file contains 19,277 cases
involving the 7,087 panel defendants in the PROMIS system over
the six-year period. Along with the case information from
PROMIS, the final file contains information about time
incarcerated, drug use at arrest, and any record of having
sought or received treatment at an ADASA clinic during this
period. (A treatment intake record was found for 812 panel
members, 11 percent of the sample.) Table 2 summarizes the
components of the longitudinal file.

D. LIMITATIONS OF THE DATA FILES

Studies of deviant behavior are prone to a number of meth-
odological difficulties. Perhaps the most serious one is the

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Table 1. SEX, RACE, AND AGE OF ARRESTEES IN
CROSS-SECTIONAL CASE FILES, 1973-1977 [†]

	Year of Case									
	1973		1974		1975		1976		1977	
	#	%	#	%	#	%	#	%	#	%
Sex:										
Male	9,113	87	8,928	88	10,628	86	9,977	83	9,796	80
Female	1,386	13	1,205	12	1,705	14	1,986	17	2,473	20
	10,499	100%	10,133	100%	12,333	100%	11,963	100%	12,269	100%
Race/Sex:										
Black Males	8,245	79 >90%	8,091	80 >90%	9,629	78 >89%	8,845	74 >88%	8,828	72 >89%
Black Females	1,137	11	1,032	10	1,410	11	1,656	14	2,052	17
White Males	665	6 >8%	719	7 >9%	825	7 >9%	951	8 >10%	737	6 >9%
White Females	204	2	152	2	274	2	286	2	367	3
Race Unknown	248	2	139	1	195	2	225	2	285	2
	10,499	100%	10,133	100%	12,333	100%	11,963	100%	12,269	100%
Age at Arrest:										
Below 18	143	1	148	1	125	1	106	1	89	1
18-20	2,290	22	2,213	22	2,698	22	2,519	21	2,613	21
21-25	3,307	32	3,144	31	3,810	31	3,572	30	3,715	30
26-30	1,762	17	1,815	18	2,256	18	2,296	19	2,596	21
31-45	2,145	20	2,053	20	2,533	20	2,506	21	2,317	20
46 +	749	7	674	7	780	7	855	7	825	7
No Info.	103	1	86	1	131	1	109	1	114	1
	10,499	100%	10,133	100%	12,333	100%	11,963	100%	12,269	101%[a]

[†] Includes all cases in PROMIS matched to an ADASA urine record, provided the test was requested within seven days of arrest or papering. Results may not be indicative of all persons arrested in D.C. in these years. Persons with multiple cases in a year are represented once for each case in which they were involved.

[a] Percents may not total to 100 due to rounding.

Table 2

COMPONENTS OF LONGITUDINAL FILE

PRE-PANEL CASES (Back Through 1/1/73) N = 3,865	PANEL CASES (8/21/74-4/30/75) N = 7,087	POST-PANEL CASES (Through 12/31/78) N = 8,325
• PROMIS Info.	• PROMIS Info.	• PROMIS Info.
• Urinalysis Results	• Urinalysis Results	• Urinalysis Results
• Treatment Info.	• B + S Info.*	• B + S Info.*
	• Treatment Info.	• Treatment Info.

*Bail and sentencing information: time incarcerated while awaiting trial or after conviction.

tendency for persons to conceal their involvement in illicit drug use or criminal behavior. Interview studies often attempt to validate a respondent's self-reports by comparing them to official arrest records or to a urinalysis of a specimen obtained at the end of the interview. An advantage of the present study was that the primary information was based on official arrest records and urinalysis test results.

Although the availability of arrest records and urinalysis test results for a large sample of arrestees adds an unusual dimension of objectivity to this project, a number of potential limitations should be noted. These include the fact that urinalysis tests necessarily involve some degree of error. Some persons' drug use will fail to be detected (false-negative),

and other persons who did not use illegal drugs will sometimes have a positive test result (false-positive), sometimes because they have been using licit drugs. Detection of differences between drug-positive arrestees and drug-negative arrestees is therefore made more difficult because the negative group contains some persons whose drug use went undetected, while the positive group probably includes some persons who did not use illicit drugs. It should be emphasized that when differences are found between drug-positive and drug-negative arrestees, they probably are significant, because they appeared despite these potential errors in classification.

Because the study findings are based on arrestees, they should not be considered necessarily descriptive of those drug users who are not arrested, nor of the total user population, but only of the arrestee population.

Finally, findings regarding likelihood of rearrest and of entering treatment may be limited by the fact that the files contain arrest records only for cases that were processed in the D.C. Superior Court and treatment information only for persons who entered one of ADASA's clinics. These limitations signify that we will tend to underestimate the true likelihood of recidivism and treatment for drug abuse among our sample members, because some persons will have been arrested or sought treatment outside of the District of Columbia.

E. OVERVIEW OF ANALYSES: CROSS-SECTIONAL FILES

Most of the analyses to be presented here utilized cases from 1973 and 1974. These years were chosen because the PROMIS

data files for those years contain information that was not available for later years. In addition, these years had higher proportions of drug-positive arrestees for study than did later years.

The urinalysis tests that were conducted were capable of detecting nine substances (morphine, quinine, methadone, phenmetrazine, codeine, cocaine, amphetamines, methamphetamines and barbiturates). Morphine and/or quinine are used as surrogates for heroin, since heroin is rapidly metabolized into morphine, and heroin is usually adulterated with quinine in the District of Columbia.

In the analyses to be presented, detection of any of these substances constitutes a drug-positive (D+) urine test result; a drug-negative (D-) result indicates that the urinalysis did not detect any of these substances. In actuality, however, most of the positive results were caused by the presence of morphine, quinine, methadone, or phenmetrazine. Phenmetrazine, or Preludin, is a stimulant that is often abused by addicts in the District of Columbia. Below are some of the questions addressed using the cross-sectional files for 1973 and 1974.

Do the age and sex of the arrestee predict drug status?

Table 3 presents the proportion of tested specimens from male and female arrestees that were positive, by age at arrest. Arrestees below age 21 were relatively unlikely to have been found to be using drugs. Arrestees between the ages of 21 and 45 had the greatest risk of detection, with a marked decline beginning in persons over age 30. Persons over age 45 were relatively unlikely to be found to be using drugs. Unfortunately,

we cannot tell from our data whether this is evidence for a "maturing out" phenomenon.

Table 3 also shows that female arrestees were more likely to be found to be using drugs than were male arrestees. Overall, 24 percent of the specimens from female arrestees were positive, compared with 20 percent of those from males. We are unsure of the reason behind this finding. One possibility is that because females are less likely to be arrested, those who are arrested are more deviant and therefore more likely to be using illicit drugs. It is also possible, however, that females are more likely to be using prescribed drugs that are being detected by the urinalysis test. A recent test of the feasibility of urinalysis screening in jail populations (Richardson, et al., 1978) also found more drug use among female arrestees than male arrestees.

Table 3
ARRESTEE AGE AND SEX AS PREDICTORS OF A POSITIVE
URINALYSIS RESULT (Tested Specimens from 1973-1974)

	Percent of Cases in Which Specimen Was D+:			
	Male Arrestees		Female Arrestees	
Age at Arrest	(N)	%	(N)	%
18 - 20	(3,372)	16	(507)	18
21 - 25	(4,707)	24	(886)	25
26 - 30	(2,700)	25	(393)	40
31 - 45	(3,279)	20	(386)	22
46+	(1,144)	8	(109)	6

Is the offense charged related to arrestee drug status?

Table 4 shows how the offense charged was related to the likelihood that the arrestee was detected to be using drugs.

Table 4
WHAT CHARGES WERE MOST LIKELY TO INDICATE
A POSITIVE TEST RESULT?
(N=17,745 Cases from 1973-1974 with a Urine Test Result)

Maximum Offense Charged	Percent With This Charge Who Were D+[a]			
	Cases of Males (N)	%	Cases of Females (N)	(%)
Bail Violations	(849)	27	(139)	45
Larceny	(2,359)	27	(274)	30
Drugs	(1,249)	26	(142)	41
Weapons Offenses	(849)	24	(71)	30
Robbery	(2,209)	22	(149)	29
Fraud/Embezzlement	(486)	22	(143)	24
Consensual Sex	(363)	20	(656)	24
Burglary	(2,160)	20	(103)	15
Auto Theft	(602)	18	(45)	29
Homicide	(285)	18	(58)	19
Arson/Property Destruction	(314)	14	(23)	4
Gambling	(51)	14	(5)	b
Simple Assault	(584)	13	(32)	16
Aggravated Assault	(2,253)	10	(424)	12
Sexual Assault	(568)	9	(2)	b
Other Offenses	(256)	18	(42)	14
All Cases	(15,437)	20%	(2,308)	24%

a Offenses above or within dotted lines had a rate of drug positives that was higher than the expected rate based on all cases.

b Less than 1 percent.

Not surprisingly, persons charged with a drug-related offense were relatively likely to be detected to be drug positive. Twenty-six percent of male arrestees and 41 percent of female arrestees with a drug charge were. D+, compared with 20 percent and 24 percent of the arrestees from all cases, respectively. It was somewhat surprising, however, to find that persons charged with violating bail conditions were even more likely to be detected to be using drugs. This would tend to substantiate the urine testing program's function of providing judges with information useful for setting conditions for pretrial release. Arrestees charged with crimes against persons, particularly assault, were least likely to be found to be using drugs. These results replicate those from prior studies of arrestee populations (Eckerman, et al., 1971; Kozel and DuPont, 1977) that indicate that drug-using arrestees are likely to be charged with crimes that seek monetary gain, rather than crimes designed to injure another person.

Do pretrial release conditions and case dispositions for drug-positive arrestees differ from those for drug-negative arrestees?

Cases of D+ and D- arrestees were about equally likely to be accepted for prosecution. However, once the case was accepted, the typical D+ arrestee was less likely to be released on personal recognizance and more likely to be released to the custody of a third party or to be required to post a cash or surety bond. These findings suggest that the court is using the urinalysis results to determine whether a defendant is at high risk of failing to appear in court.

Cases of D+ arrestees were less likely to be dismissed and more likely to end in a guilty verdict or plea. It should be noted, however, that any of these findings could be _caused_ by the more deviant backgrounds found for D+ arrestees rather than by their drug status.

Is the arrestee's drug status related to the victim's age?

Information contained in PROMIS about the victim permitted several analyses to determine whether the arrestee's drug status was associated with the age of the victim. The findings consistently indicated that D+ arrestees were about as likely to be charged with crimes against the elderly as were D- arrestees, and that they were less likely to be charged with crimes involving victims below age 18.

Are drug-positive female arrestees primarily charged with prostitution?

There is growing evidence that female addicts are not solely involved in prostitution and that they are becoming involved in all types of crimes. A number of the findings from this study also suggest that this may be true. For example, a charge for prostitution was related to an increased likelihood of drug detection, but only among the minority of female arrestees age 26 or older. Moreover, no more than one-half of the charges involving D+ female arrestees were for prostitution or a drug-related offense. Instead, with advancing age, D+ female arrestees (and D- female arrestees to a greater extent) were increasingly likely to be charged with aggravated assault.

F. OVERVIEW OF ANALYSES: LONGITUDINAL DATA FILE

The longitudinal file makes it possible to examine questions regarding each person's pattern of arrests, involvement of drugs at each arrest, and the possible impact of treatment upon the person's criminal career. Below are presented findings relevant to some of these issues.

At what age do arrestees typically seek treatment for the first time?

Of the 812 persons (out of 7,087 in the file) processed by the ADASA Intake Unit, 62 percent _first_ sought admission between the ages of 21 and 30. This was also the age range that was associated with the highest likelihood that an arrestee was detected to be a drug user.

Does drug status at the panel arrest predict rearrest?

Table 5 shows that persons detected to be drug positive at the time of their panel arrest were more likely to be rearrested during the post-panel period than were persons who were drug negative. (Results are presented only for panel members for whom a matching urinalysis record was found and for whom a positive or negative result was recorded.) Not only did drug status predict the likelihood of _any_ subsequent arrest, it predicted those who would have _multiple_ rearrests. Thirty percent of D+ arrestees had three or more subsequent arrests, compared with 18 percent of D- arrestees (p<.001).

Is drug status at the panel arrest associated with drug status at another arrest?

Persons who were detected to be using drugs at the time of their panel arrest were more likely to have a subsequent

Table 5
DOES DRUG STATUS AT PANEL ARREST PREDICT REARREST?

| No. Of Post-Panel Arrests | Drug Status At Panel Arrest | |
	D+ (N=670) %	D- (N=3,312) %
None	35	50
1	20	21
2	14	12
3+	30*	18*

*p<.001

arrest. Was it likely that these persons were using drugs at the time of another arrest? (See Table 6.)

Persons who were drug positive at their panel arrest had about a 50 percent likelihood of being found positive at the time of an immediately prior arrest or at their next arrest. Between 15 percent and 21 percent of the persons who were drug negative at the time of their panel arrest were found to be using drugs at another arrest. Thus, persons who are D+ at arrest are more likely to have additional arrests and to be found to be using drugs at the time of each arrest.

Table 6
IS DRUG STATUS AT PANEL ARREST RELATED TO
DRUG STATUS AT PRIOR ARREST OR REARREST?

| Found Positive | Drug Status At Panel Arrest | | | |
	D+ (N)	%	D- (N)	%
At preceding arrest	(220)	51*	(732)	21*
At next arrest	(273)	49*	(1,078)	15*

*p<.001

Do drug users specialize in particular types of crimes?

Persons who were drug negative at the time of their panel arrest and who were rearrested were most likely to be charged with the same types of offenses with which they were charged at the panel arrest. However, persons who were drug positive at their panel arrest were most likely to be charged with a property crime at rearrest, regardless of the type of offense charged at the panel arrest. This suggests a greater degree of specialization in property crimes among drug-using arrestees.

G. RECOMMENDATIONS

Within the limitations of method and scope indicated above, the findings warrant the following recommendations:

. A urinalysis program designed to screen arrestees for drug use can be an effective tool for providing information relevant to the pretrial release decision. A high proportion of the male and female arrestees charged with violation of their conditions of bail were drug users. This would suggest that judges should have information on the arrestee's drug status to guide their decisions as to the release conditions necessary to ensure the arrestee's appearance in court.

. A urinalysis monitoring system can also be valuable in showing trends in the use of specific drugs in the community. Our data confirmed the rising trend in the use of phenmetrazine in the District. A feasibility study of the implementation of urine-screening programs in other jurisdictions (Richardson, et al., 1978) has also confirmed the value of such programs for detecting abuse of drugs not detected by other drug abuse

monitoring systems. Identifying drug-use patterns in the community can assist law enforcement agencies in targeting the production and distribution of the drugs abused.

. Female arrestees were more likely to be detected to be using drugs than were male arrestees. In addition, drug-using females were charged with the same types of offenses as were drug-using males. Prostitution and drug use accounted for only a portion of the offenses charged for drug-using female arrestees (50 percent or less, depending on the arrestee's age). The reasons for the greater apparent prevalence of drug use among female arrestees are unknown. Since females are less likely to be arrested, it may be that those who are arrested are more deviant and, hence, more likely to be using drugs. It is also possible, however, that the urine test is picking up an increased use of legally prescribed, opiate-containing drugs by females. These findings suggest that urinalysis screening programs should not omit females from testing. Moreover, additional studies of drug use among female arrestees should be undertaken to uncover the reasons behind our findings.

. Drug-using arrestees do not appear to be more likely to be charged with crimes against the elderly. Programs designed to prevent crimes against the elderly should not focus primarily on drug users.

. Drug users are recidivistic and tend to be using drugs at the time of their rearrest. Although no findings can prove that drug use causes crime, the findings suggest that it is

reasonable for crime prevention and rehabilitation programs to concentrate on persons known to be using hard drugs.

. Drug-using arrestees were primarily between the ages of 21 and 30. This was also the age range in which persons were most likely to seek treatment for the first time. Drug abuse prevention programs might therefore focus on persons arrested prior to age 21, and rehabilitation efforts might better focus on arrestees 21 to 30. Drug use was less likely to be found among older arrestees. A sample of older arrestees should probably be interviewed in order to ascertain whether these persons once used drugs and, if so, the reasons behind their apparent abstinence.

H. FURTHER RESEARCH

The analyses presented in this report were mainly descriptive. Multivariate analyses could provide a more precise test of the relationships uncovered, but such analyses were beyond the resources of this exploratory project. In addition to performing multivariate analyses, future research could profitably address how these relations would tend to differ according to the specific drug or drug combinations detected in urine specimens. In addition, building on the files that have been constructed, a number of interesting and potentially valuable analyses could be conducted. Some of these are noted below:

. By coding information in the files about the addresses of the arrestee and the location of the offense, it would be possible to learn where D+ and D- arrestees live and where they travel to commit various offenses. This information could

provide law enforcement agencies with valuable information for deploying their staff.

. The current rise in heroin use in the District and the abuse of the drug phencyclidine (PCP) could be studied by updating the cross-sectional files through 1980. The type of arrestees detected to be using heroin now could be compared with heroin-using arrestees from prior years in order to gain an understanding of the nature of the current rise. Information about the use of PCP and its criminogenic characteristics is badly needed. Now that ADASA tests urine specimens for this drug, such information could be obtained and used to plan programs to deter its abuse.

. Information being collected by ADASA about each treatment client's residence, background, and treatment regimen could be added to the records of persons in the longitudinal file who entered treatment. This would permit the examination of questions regarding the types of arrestees who enter treatment, where they live, and the impact of specific types of treatment on arrestee's criminal careers.

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I. INTRODUCTION

Few criminal justice topics arouse more public concern than that of crime committed by drug users. For a variety of historical and political reasons, Americans believe that drug users are responsible for many of the crimes that are committed (Musto, 1973; Bonnie and Whitebread, 1974). The national survey conducted for the Second National Commission on Marijuana and Drug Abuse (1973) found that 90 percent of all adults believed that heroin users commit crimes that they would not otherwise commit. Fifty-eight percent believed the same to be true for users of marijuana. As has been pointed out (Singer, 1971), however, some widely used estimates of the number of crimes attributable to drug users have clearly been exaggerated.

Despite this societal belief in the link between drug use and crime, researchers have found that the nature of the relationship is complex. Questions remain about the role of drug use in the development of criminal behavior, the types of offenses committed by drug users, characteristics of drug-using arrestees, and the possible impact of the criminal justice system and drug treatment on subsequent crime and drug use.

Examination of these issues has been hampered by the lack of a data base containing both detailed information about an arrestee's criminal activities and information about the arrestee's drug status. Because hard drug use (especially heroin use) is a relatively rare behavior, studies of a sample of arrestees usually do not contain sufficient numbers of drug

users to permit the complex analyses required to address issues of crime causation and treatment impact.

The purpose of the study reported here was to construct a large data base that could be used to examine the relationship between arrestee drug use and crime. Information about the offenses charged, case processing and disposition, and prior and subsequent offenses for a large number of persons arrested in the District of Columbia was merged with information about each person's drug use at arrest and with information about prior and subsequent drug treatment. After the files were constructed, analyses were conducted that defined the content of the data bases and illustrated the variety of issues that they can be used to address.

The next section describes the events that led to the present study. This is followed by a discussion of the procedures used to protect the confidentiality of the information contained in the files. We conclude with a brief description of the organization of the report.

A. BACKGROUND OF THE STUDY

The heroin epidemic in the 1960s and the extensive media coverage of the drug use of returning Vietnam veterans intensified the national debate about the relationship of drug use and crime and the efficacy of treatment. As the nation's capital, the District of Columbia was in the vanguard of efforts to cope with the burgeoning drug abuse problem. In February 1970, the government of the District of Columbia

established the Narcotics Treatment Administration (NTA, subsequently the Substance Abuse Administration, SAA, and now the Alcohol and Drug Abuse Services Administration, ADASA) to provide treatment to heroin users, to conduct research, and to administer a prevention and drug education program for residents of the District.

Shortly thereafter (in 1970), the D.C. Superior Court and the Narcotics Treatment Administration undertook a cooperative effort to develop a system for monitoring the drug use of arrestees. The goal of the program was to obtain information about the drug status of each arrestee that could be used by the judge to make a determination of bail or other conditions of release (D.C. NTA Criminal Justice Guidelines, 1973). Since December 1971, almost all arrestees who have been detained in the D.C. Superior Court lock-up facility prior to their court appearance have been asked to provide information about their drug use, prior drug treatment, and current arrest charge and to provide a urine specimen for analysis.[1] The cooperation of the arrestee in those procedures is voluntary.

After computerizing the urinalysis data from the D.C. Superior Court, Kozel and DuPont (1977) compared arrest

charges and urine test results for 44,323 consecutive admissions to the lock-up between 1971 and 1975. Their study documented the increase in the use of phenmetrazine in this period and indicated that drug-using arrestees were less likely to be charged with crimes of violence than were nonusers.

In another study, K. Williams (1979) analyzed recidivism patterns among arrestees processed in the D.C. Superior Court during approximately the same period, January 1, 1971, to August 31, 1975. Williams used information from the Prosecutor's Management Information System (PROMIS), an automated case-tracking system that was installed in the Superior Court Division of the U.S. Attorney's Office for the District of Columbia in 1971. Williams found that, other factors being equal, persons arrested for a drug offense were more likely to recidivate if they had a prior arrest record. In addition, she found that drug use in connection with any type of arrest was a significant predictor of recidivism.[2]

Williams's findings were potentially limited by the fact that the drug use of the arrestee was determined solely on the basis of the arresting officer's perceptions and by the fact that the type of drugs used by the arrestee was not known.

The availability of the two unique data bases about arrestees in the District of Columbia prompted the present

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1. Not all persons arrested in the District are detained in the Superior Court lock-up. Persons arrested for minor offenses (e.g., traffic, disturbing the peace) are often released at the precinct station with a citation or on bond. Some of these persons may be tested, however, if the judge requests this in subsequent proceedings. In addition, persons arrested for a federal offense appear before the D.C. District Court and are held in that court's lock-up.

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2. Recidivism was defined in three ways—rearrest, reprosecution, and reconviction—and was adjusted for the time that the defendant was not on the street. These findings apply to rearrest and reprosecution.

study. The information assembled by Kozel and DuPont, and additional ADASA records coded as part of the present study, provide an objective measure of the drugs used by a person near the time of his or her arrest, and the PROMIS data files contain detailed information about the person's arrest charges, case processing, case disposition, and arrest history. In addition, ADASA provided INSLAW with records of all persons who sought treatment at one of their clinics from the inception of the agency in 1971 to early 1980. Thus, we were able to add treatment information, if any, for each arrestee to our data base.

Two types of data files were constructed with the information described above. The first is a set of cross-sectional files that contain each case from PROMIS that had a matching urinalysis test result. There were 57,944 cases in the final cross-sectional files for the years 1973 through 1977. The second file is a longitudinal file that contains the arrest records for 7,087 persons over a six-year period from 1973 through 1978. In addition to the case information from PROMIS, the longitudinal file contains information about time incarcerated during this period, the urinalysis test results for each arrestee, and any record of entry into treatment at an ADASA facility.

B. CONFIDENTIALITY OF DATA

INSLAW's activities have centered around the installation of PROMIS in criminal justice agencies and the conduct of criminal justice research. The latter is frequently based on PROMIS case files, when access is granted by the agency that implemented the system. We are, therefore, acutely aware of the need to protect the confidentiality of data and have established methods to assure their protection. It should be clear from the above description of the data files assembled in this study, however, that extraordinary procedures had to be followed to protect the confidentiality of the persons involved. Thus, all INSLAW staff involved in the project signed statements agreeing to preserve the confidentiality of the information and knew that violation of this promise would lead to dismissal. Completed data files were reviewed for identifying information, which was subsequently removed. The disposition of the final files was in conformance with federal guidelines.

C. ORGANIZATION OF THE REPORT

The feasibility of merging information from several sources to create the intended data files was uncertain at the beginning of this project. We knew from our past work with large computer files composed of agency records that such information often contains omissions and "surprises" that test the ingenuity of a research team. We were not disappointed. On several occasions, computer software and methods of checking data were developed to overcome the problems encountered.

In writing this report, we have documented as fully as possible the methodology used to construct the data files. This will enable the reader to understand the strengths and limitations of the files and accompanying analyses, and will also allow other researchers to benefit from our experience. We are

aware, however, that some readers may not be interested in learning the details of the file-construction process (Chapters IV and VI). Each of the chapters that presents analyses (Chapter V and VII), therefore, begins with a brief description of the files used, which should permit the reader to understand the material presented.

Chapter II provides a brief review of the basic trends in the drugs and crime research literature and a context for the results that are presented in later chapters. Chapter III describes the processing of arrestees in the District of Columbia from arrest until court appearance and the conditions under which urinalysis and treatment information is obtained. In Chapter IV, we describe how we constructed the cross-sectional data files and present analyses designed to examine their applicability (external validity) to arrestees not represented in the files. Chapter V uses the cross-sectional files to address a variety of questions about arrestees who were detected to be using drugs. The procedures used to construct the longitudinal data file are discussed in Chapter VI, which is followed by a description of the file's contents and analyses of the relationship between drug use and rearrest (Chapter VII). In Chapter VIII, we summarize the major findings and their policy implications and conclude with suggestions for future research.

II. TRENDS IN THE DRUGS AND CRIME LITERATURE

A number of excellent reviews of the drugs and crime literature have been prepared in recent years (Austin and Lettieri, 1976; Gandossy, 1979; Greenberg and Adler, 1974; McBride and McCoy, forthcoming; McGlothlin, 1979; Research Triangle Institute, 1976; Robins, 1979; Tinklenberg, 1973; Weissman, 1978). This chapter discusses information from these reviews that relates to issues that can be addressed using the data files constructed in this project. We will also supplement the above works with a number of more recent studies. The interested reader is encouraged to consult the reports cited above for an exhaustive treatment of this literature.

The relationship between the use of illicit drugs and the commission of crimes has been simplistically portrayed by the mass media. Americans have been repeatedly presented with the picture of the crazed dope addict, willing to stop at nothing to obtain a fix and ward off the horrors of withdrawal. The mere presence of marijuana or narcotics at the scene of a crime is sufficient for the incident to be reported as a "drug crime." Propagation of these views is not limited to the media, however. As others have noted, it occurs at the highest levels of government: "Politicians find them [drugs and crime] almost irresistible themes because they capture fundamental, widespread, and amorphous fears" (DuPont and Kozel, 1976). The varied political, economic, and secular determinants of our

present drug laws and national response are described in two comprehensive works on heroin (Musto, 1973) and marijuana (Bonnie and Whitebread, 1974).

In response to the surge of drug use in America in the 1960s and President Nixon's declaration of war on drug abuse, federal funding of research into drug abuse and drug abuse treatment has mushroomed. Although the field is still relatively young, much of the empirical evidence that has been accumulated has challenged many of the earlier conceptions of drug use and crime. Both the questions asked by researchers and the methodology utilized have become more refined as scientists have become aware of the complex relationships and pitfalls involved in this area of research.

Most of the research concerning the relationship of drugs and crime has concentrated on persons who are addicted to a narcotic, usually heroin. For this reason, and because narcotics was the class of drugs most frequently detected in the urine specimens of arrestees in this study, we will focus much of the discussion that follows on the relationship between heroin use and crime. The reader who is interested in the relationship of other drugs to crime should consult the review of Tinklenberg (1973).

A. HEROIN AND CRIME: CHICKEN OR EGG?

Hundreds of studies have indicated that heroin addicts are involved in criminal activities and that criminals are likely to use drugs. These include studies of addicts in treatment (among the more prominent are Lukoff, 1974; McGlothlin, et al., 1977; Stephens and Ellis, 1975); studies of arrested or

incarcerated persons (Eckerman, et al., 1971; Kozel and DuPont, 1972; Kozel and DuPont, 1977) and ethnographic studies of addicts in their natural environments (Preble and Casey, 1969; Waldorf, 1973).

The existence of a statistical association between heroin use and crime is not sufficient, however, for indicating a causal connection between the two. O'Donnell, et al. (1976) succinctly stated the conditions necessary for demonstrating a causal connection between drug use and crime:

> To establish a causal relationship it is necessary to show not only that there is a statistical association, but also that the presumed cause occurred before its effect, and that the relationship is not spurious (Hirschi and Selvin, 1973). There are at least three conflicting hypotheses as well as some support for each of them in the drug literature: (1) drug use leads to crime; (2) involvement in crime leads to drug use; and (3) both crime and drug use are the results of some other factor(s).

A substantial amount of the drug abuse literature has been devoted to studying each of these three possibilities. In a comprehensive review of the literature from 1920 to 1973, Greenberg and Adler (1974) showed that the typical addict studied before 1950 did not have a prior criminal background. These persons, predominantly rural white southerners, became addicted in their middle twenties, usually as a result of medical prescription. In about 1950, a shift occurred in the type of persons who became heroin addicts. Addicts were now urban blacks and Spanish-speaking males who were not medically addicted to heroin and who had a history of criminality prior to addiction in the later teenage years (DuPont and Kozel, 1976). Since then, the weight of the evidence appears to

support the conclusion that current addicts have criminal backgrounds that precede their addiction and that, once addicted, their commission of income-generating crimes increases to support their drug use.

Heroin has a bad reputation in American society. There is, therefore, a high degree of self-selection involved among those who use the drug. Persons who are more deviant to begin with are likely to use the drug, and it is, therefore, difficult to determine whether the crimes committed by those persons are the result of their drug use or of an underlying disposition toward criminal behavior. This is a major methodological problem in assessing the causal role of drug use in the genesis of criminal behavior. After considering this issue, Robins (1979) concluded:

> Thus, while it is true that the kinds of people who use heroin are also likely to commit crimes, and that committing crimes makes them especially likely to come to public attention as addicts, the fact that the number of property crimes does seem to fluctuate with the use of heroin makes it highly probable that addiction does directly increase the frequency of theft and other crimes designed to provide money for drugs.

B.   HEROIN USE AND TYPE OF CRIME

As DuPont and Kozel (1976) have noted, heroin itself is not criminogenic; that is, pharmacologically, the use of heroin does not encourage preexisting criminal tendencies. Heroin instead produces a euphoric state that inhibits, rather than releases, aggressive tendencies. It therefore should be no surprise that studies often report that heroin users are less likely to be involved in crimes against persons than are

nonusers. Heroin addicts do appear to be more likely to be involved in income-generating offenses. Narcotic addicts' self-reports of crimes have indicated that shoplifting and other forms of petty larceny are the most common nondrug offenses, followed by burglary (McGlothlin, 1979).

In addition, studies comparing arrestees who use drugs and those who do not have shown that users have a higher proportion of arrests for property crimes and a lower proportion of crimes against persons (Eckerman, et al., 1971; McBride, 1976; Kozel and DuPont, 1977; Barton, 1976). McGlothlin (1979), however, cautions against assuming that these results indicate that addicts do not commit violent offenses:

> These findings have sometimes been rather loosely interpreted to conclude that narcotic addicts are less likely to commit crimes against persons than are nonaddict criminals. Actually, the data do not warrant conclusions about the absolute frequency of crimes by the two groups. Addicts exhibit an especially high recidivism rate, and the possibility that they commit many more property crimes, and some more violent crimes, than nonaddict criminals is not inconsistent with the above results.

He goes on to say that addicts have been found to engage in crimes that have a potential for violence, such as robbery. At least two studies (Stephens and Ellis, 1975; Weissman and File, 1976) have indicated that crimes against persons are committed ; addicts. In addition, a recent survey of inmates in five California prisons (Peterson and Braiker, 1980) found that inmates who reported hard drug use also reported greater activity for both property crimes and violent crimes than did nonusers. The issues of the types of crimes committed by heroin addicts is still very much alive.

C. THE IMPACT OF TREATMENT

From the societal perspective, the major goal of drug treatment programs is the reduction of a person's illicit drug use and criminal activities (Sells, et al., 1977). The extent of such reductions is the primary criterion used to evaluate the effectiveness of drug treatment. Our earlier discussion about the types of persons who become addicts is also important to the issue of evaluating treatment effectiveness.

Robins, et al. (1977) found that men who were more predisposed toward antisocial behavior were also likely to use heroin and other drugs. Thus, criminal behavior after the onset of drug use could be part of an evolving pattern of deviance, rather than a primary consequence of drug use. If drug-related (income-generating) offenses are merely superimposed on nondrug offenses to which the person is predisposed, then drug treatment that successfully reduces the person's drug use may also reduce the person's commission of drug-related crimes (e.g., prostitution, theft, conning) but fail to reduce the commission of other types of crimes.

The belief that heroin addiction causes crime has led to the administration of methadone to almost 75,000 addicts in this country. Methadone is a synthetic opiate that prevents the addict from having withdrawal symptoms. Through the use of methadone, it is believed, the addict can concentrate on more productive activities than hustling for money to pay for drugs.

Evaluations of methadone programs have been steeped in controversy because of severe limitations in the methodology used in the early studies. Effects reported were later attributed to the types of persons who remained in treatment; the short, biased, pretreatment period used as a baseline for criminal activity; and the types of persons selected for the programs. Some studies have shown reduced criminality for clients during treatment (Demaree and Neman, 1976; Nash, 1973), and others have reported negative findings (Kleinman and Lukoff, 1975). The latter study found that addicts under age 30 had a decline in criminality due to a drop in forgery, prostitution, and drug offenses. However, arrests for burglary, robbery, and other crimes increased, which suggested to one observer that methadone freed young addicts to commit more "predatory crimes" (Silberman, 1978). Thus, the types of crimes committed by persons who have received drug treatment is an important issue in the evaluation of treatment impact.

D. THE FEMALE ADDICT--IS SHE DIFFERENT?

James (1976) has listed the following reasons for the dearth of research on the female addict and/or prostitute:

(1) the preponderance of male addicts,

(2) the negative attitude of researchers toward subjects involving sexuality,

(3) the low number of female researchers,

(4) the problem of bias on the part of both sexes, and

(5) the general lack of interest in the study of female populations.

Regardless of the reason, the literature contains few studies of female addicts (James, et al., 1976, 1979; James, 1976; File, et al., 1974; Weissman and File, 1976; Goldstein, 1978). It is widely assumed that female addicts are likely to resort

to prostitution to earn money to buy drugs (Goldstein, 1978, 1979), and of the studies that exist, most have been concerned with the role of prostitution and drug use. File, et al. (1974) found that among 1,087 women arrested in a 90-day period, 41 percent of those who were narcotics-involved (defined as positive urine specimen, or admitted current addiction, or a police record for sale or possession of narcotics) were prostitutes, compared with 14 percent of women not involved with narcotics. They also found that prostitutes engaged in a wide range of personal and property crimes. In a replication of that study in Denver and Philadelphia (Weissman and File, 1976), the authors again found that prostitution was not necessarily the "hustle of choice" for female addicts; they found multiple patterns of criminality among the female addicts they studied. Inciardi (1980) reported similar results in an interview study of 149 heroin-using women:

> In summary, the data in this analysis call into question the traditional characterization of the "woman heroin addict as prostitute." The data clearly document that women addicts engage in a wide variety of crimes, suggesting that prostitution plays a considerably lesser role in their drug support activities than has been generally assumed. Furthermore, this analysis offers some evidence that women addicts' initiation into crime is rarely through prostitution and most often through a property offense, and that women addicted to narcotics are engaging in forms of criminality that have been generally considered as male offenses.

E.   THE RELATIONSHIP OF THE PRESENT STUDY TO THE LITERATURE

To our knowledge, the data files constructed in this project constitute the most comprehensive combination of case information and arrestee drug status information yet assembled. The study by Eckerman, et al. (1971), modeled after

the work of Kozel and DuPont (1977), is the most similar in approach to the study we report on here. Eckerman's research was based on interviews and urinalysis results obtained from arrestees in six cities. Although that study had the advantage of interviewing 1,889 arrestees, the sample excluded females and, in some cities, persons charged with only drug-related violations. In contrast, the study we describe in this report contains information on almost all persons arrested in the District of Columbia over several years. This permits a more complete description of all types of arrestees and analyses of trends in arrestee processing and drug status over time.

The cross-sectional and longitudinal data files constructed in this study can be used to address each of the areas that we have reviewed. The longitudinal files can be used to look at the number and types of crimes persons were arrested for both before and after they were detected to be using drugs. Moreover, with the information about time of seeking treatment, it will be possible to assess whether treatment was related to the likelihood of recidivating and the types of crimes for which a person was arrested after treatment. The cross-sectional data files can be used to answer important questions regarding the types of offenses that drug users are charged with, characteristics of drug users, and changes that have occurred from year to year. Finally, because the files were constructed using all cases available, all of the above analyses can be conducted separately for female arrestees, and the results can be contrasted with those for male arrestees.

There is a growing belief among the research community that the best method for obtaining conclusive evidence about the relationship of drug use to crime is through the prospective, longitudinal study of a sample of the general population. A recent panel convened to study the topic of drugs and crime (J. Williams, 1979) has recommended this as the ideal research design. Such a study, with its frequent interviews of panel members, would permit a better assessment of the temporal ordering of drug use and criminal behaviors.

Although such an approach would provide estimates of the prevalence of drug use and criminal behavior in the general population, we believe that there are other effective methods for studying the drugs and crime problem (Wish, 1978). Longitudinal, prospective studies are very time-consuming and expensive. By the time that results are obtained, societal factors influencing the relationships observed could have changed markedly. Moreover, samples of the general population do not provide sufficient numbers of persons exhibiting the most extreme drug use. Thus, O'Donnell, et al. (1976) found only 100 men in a random sample of 2,510 American men who were between the ages of 20 and 30 in 1974 and who had used heroin 10 or more times.

The design of this study adopts an alternative approach. It takes advantage of available arrest and drug abuse records to reconstruct the criminal behavior and drug use of a large sample of deviant persons. Although this approach has certain limitations, described in the report, it offers an opportunity to study drug use and crime among a sufficient number of persons who are engaging in the activities of most concern to society. We will not be able to say anything, based on the analysis of our data, about persons who use drugs and are not apprehended. However, the data files constructed for the study will provide information about persons who are apprehended and can suggest hypotheses to be tested in subsequent studies of offenders.

Several criticisms appear in the literature about the use of arrest records for obtaining information about the drugs and crime topic. DeFleur (1975) found that drug arrest records were systematically biased by changes in police enforcement of narcotic laws over time. Other researchers have indicated that persons are arrested for only a small percentage of the crimes that they report they have committed. The argument is made that studies of arrested persons may present a biased picture of all addicts and of their crimes.

We prefer a more pragmatic approach. The person who is arrested constitutes a serious problem for society. If the person has not come to society's attention, then we can have little knowledge of his or her existence and little ability to intervene. Thus, although the findings to be presented may not apply to all users of drugs, we believe they will provide a comprehensive picture of those exhibiting the most dysfunctional drug use in the District of Columbia. It is worth noting that in a unique study of a normal population of urban black men, Robins (1967) reported that every man who had reported using heroin more than six times had a narcotics

arrest record. In her words, "this would suggest that <u>no</u>
<u>heroin addict fails to come to police attention</u>" (emphasis in
the original).

III. OVERVIEW OF PRETRIAL PROCESSING OF ARRESTEES

In this chapter we first briefly describe the processing of
arrestees who are adjudicated in the District of Columbia Su-
perior Court. Next, we outline the role the Alcohol and Drug
Abuse Services Administration (ADASA) plays in detecting drug
use among arrestees, in influencing the court's pretrial re-
lease decisions, and in directing arrestees into drug abuse
treatment programs. The sources of information about ar-
restees' drug use and treatment that are used in the study will
be noted as we describe these procedures.

A. POLICE PROCESSING OF ARRESTEES

Adults arrested in the District of Columbia by the Metro-
politan Police Department (MPD), the principal law enforcement
agency in the District, or by other law enforcement agencies
are prosecuted in the U.S. District Court if charged with a
federal offense and in the D.C. Superior Court if charged with
a local violation. This study includes only cases of persons
arrested for a violation of the D.C. Criminal Code and adjudi-
cated in the Superior Court. This means that persons charged
with possession with intent to distribute narcotics, a federal
offense, will not appear in this study. However, persons
charged with simple sale and possession of drugs and other
local violations are included.

When a person is arrested and charged with a violation of
the D.C. Code, he or she is handled in one of several ways (see
Figure III.1). If the offense is a minor one, the arrestee may
be eligible for release on a citation. The person signs the

Figure III.1. PRETRIAL PROCESSING OF ARRESTEES WHO APPEAR BEFORE THE DISTRICT OF COLUMBIA SUPERIOR COURT

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                    ┌─────────────┐
                    │   PERSON    │
                    │  ARRESTED   │
                    └──────┬──────┘
                           │
                           ▼
                    ┌─────────────────┐
                    │ POLICE PRECINCT │──────────┐
                    │  Stationhouse   │          ▼
                    └──────┬──────────┘   ┌──────────────────┐
                           │              │ ARRESTEE RELEASED│
                           ▼              │  On Bond/Citation│
                    ┌──────────────────┐  └──────────────────┘
                    │ D.C. SUPERIOR    │
                    │ COURT LOCK-UP    │
                    │ • ADASA Interview│
                    │   and Urine      │
                    │   Specimen       │
                    │   Collection     │
                    └──────┬───────────┘
                           │
                           ▼
┌──────────────────┐  ┌──────────────────┐
│ Persons Who      │  │ D.C. SUPERIOR    │
│ Appear From      │→ │ COURT PRESENTMENT│
│ Other Sources:   │  │ OR ARRAIGNMENT   │
│ • Grand Jury     │  │ • Urine test     │
│   Original       │  │   result used in │
│ • Jail           │  │   judicial       │
│ • Summons        │  │   decision on    │
└──────────────────┘  │   release status │
                      └──────┬────┬──────┘
                             │    │
                    ┌────────┘    └────────┐
                    ▼                      ▼
        ┌──────────────────┐   ┌──────────────────────┐
        │ ARRESTEE RELEASED│   │ ARRESTEE RETAINED    │
        │ With/Without     │   │ in Jail              │
        │ Recommendation to│   │ • Five-day Hold      │
        │ Report to ADASA  │   │   (money bond)       │
        │ for Treatment or │   │ • Incarcerated Until │
        │ Additional Urine │   │   Preventive         │
        │ Testing          │   │   Detention Hearing  │
        └──────────────────┘   │ • With or Without    │
                               │   Recommendation to  │
                               │   Report to ADASA for│
                               │   Treatment or       │
                               │   Additional Urine   │
                               │   Testing            │
                               └──────────────────────┘
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citation (sometimes a fine must be paid) and is released by the police pending a court appearance. More serious misdemeanor offenses may require posting of a stationhouse bond; if bond is met or posted by a third party, the arrestee is freed pending court appearance. If a person is arrested on a felony or serious misdemeanor charge, he or she is less likely to be eligible for release by the police. In this situation, the case is presented to the U.S. Attorney, the local prosecutor in the District of Columbia, and the arrestee must appear before a D.C. Superior Court judge; the judge will decide whether the arrestee can be released until the next court appearance. (If the prosecutor decides to dismiss the case, the person is promptly released.)

First appearance before a judge is called either felony presentment or misdemeanor arraignment. Presentments and arraignments are held on Monday through Friday afternoons and Saturday mornings. An arrestee who was ineligible for either type of release by the police must wait in jail after the arrest until the next scheduled presentment or arraignment. Depending on the time of the arrest, male arrestees are held at the Central Cellblock in the Municipal Building, and female arrestees are held at the Women's Detention Center at the D.C. Jail. Detainees spend the night at these locations, if necessary, and are brought to the Superior Court lock-up the next morning to await the afternoon court sessions. Persons arrested near the time that the court is in session are often brought directly to the court and are not detained in lock-up.

Once in lock-up, arrestees are asked to provide a urine specimen and to be interviewed by the District of Columbia's drug screening agency--the Alcohol and Drug Abuse Services Administration (ADASA). This process and a brief history of the agency are described in the section that follows.

B. ADASA PROCESSING OF ARRESTEES

ADASA processing of arrestees who appear before the District of Columbia Superior Court has evolved into a complex and rigorous program. Considerable resources are devoted to detecting drug abusers who come through the criminal justice system. In 1970, the District of Columbia government established an extensive drug abuse agency, called the Narcotics Treatment Administration (NTA), which operated within the Department of Human Resources. In 1978, the agency was renamed the Substance Abuse Administration (SAA). In an attempt to integrate alcohol and drug treatment services for the residents of the District, the agency's name was recently changed to the Alcohol and Drug Abuse Services Administration (ADASA). In this report, we refer to the agency by its new name.

Currently, ADASA operates a Court Screening Branch, which has three sections offering services in the court. The first section, located in the Superior Court of the District of Columbia and called the Adult Arraignment Section, has an on-site urinalysis laboratory for testing arrestees' urine specimens. The other two sections, Adult Probation and the Juvenile Section, are located in the Adult and Juvenile Probation Departments, respectively. The Adult Arraignment and Juvenile

sections are responsible for the screening for possible substance use of all adults and juveniles who are brought to the daily lock-up. These two sections are also responsible for making recommendations to the presentment or arraignment judge who will determine bail and other conditions of release prior to trial. They also accept referrals at any time from judges or probation officers who want a urinalysis performed to determine current substance use. In addition, the Juvenile Section maintains a urine surveillance and counseling program for juveniles. These sections report findings to the referral source and make recommendations for drug abuse treatment. The ADASA Central Intake Division (CID) handles the treatment referrals from these and other sources.

1. Defendant Processing

As arrestees arrive at the Superior Court lock-up to await appearance in court, the ADASA staff mark urine specimen bottles with identifying information for each arrestee. When all the arrestees have been settled in, ADASA staff enter the cell block to obtain urine specimens and to interview each arrestee. The staff member first reads a rights statement (see Cellblock Interview Form, Appendix A) to each person and, if the person consents, passes the specimen bottle through the bars and witnesses the urine collection. The staff member also asks a series of questions from an interview form concerning personal identifying information and the arrestee's drug

usage.[1] The arrestee is given the opportunity to admit or deny using drugs. If the person admits drug usage, he or she is asked to specify the drug or drugs last used and when. Arrestees are also asked about any prior or current drug treatment. If the arrestee is in treatment and has been receiving methadone, that information is also recorded on the form. Treatment information obtained in the interview is later verified by ADASA staff. Updated information is sent to the appropriate clinic and ADASA's central filing system for those individuals who are referred by the court and who subsequently report to the Client Tracking and Urine Surveillance Branch.

If the defendant refuses either to be interviewed or to provide a urine specimen, the ADASA Social Service Assistant signs the interview form and gives the defendant the opportunity to confer with counsel. The assistant knows that the judge will often request a urine test in subsequent proceedings, so urine collection in the lock-up may be advised by counsel.

If the arrestee does not provide a specimen and the interviewer notices outward signs of possible drug use (e.g., dilated pupils, runny nose, tracks on the arms, body tremors), these signs are noted on the interview sheet as "visual observation." A positive interview, i.e., an arrestee admits use,

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1. A "Criminal Justice Tracking" sheet was used during the period of this study (Appendix B). Since early 1980, a new "Cellblock Interview Form" has been used.

is also recorded on the form.[2] In court the ADASA representative will bring to the judge's attention those arrestees who have shown signs of drug use, who have admitted to using drugs, or who are active in treatment; this usually results in a judicial request for urine testing.

The final part of the tracking sheet contains the record of the urinalysis test results. The ADASA representative checks the appropriate box from among those shown below:

☐ Taken--if defendant provides urine specimen

☐ Unable--if defendant claims he is unable to provide a specimen at the time he is asked in lock-up

☐ Refused--if defendant refuses to provide specimen

☐ No Answer--if the defendant does not respond when his name is called in lock-up (not on tracking forms used in this study)

☐ Late--if the defendant is late he is transported directly to the cellblock behind the courtroom and may be required to give urine later (not on tracking forms used in this study).

Any box checked other than "Taken" may lead to a request by the judge later in court that a urine test be done. The defendant will then be returned to the cellblock or taken to the Adult Arraignment section directly to provide a specimen; the tests are run, and the results are sent to the courtroom if the judge wishes to see them. The tracking form is revised at this point to reflect the test results, and the ADASA staff member signs

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2. Persons in lock-up having withdrawal symptoms may be treated differently at any part of the processing. If the arrestee is too ill to be transported from the Central Cellblock to the lock-up in the morning, he might be hospitalized or held there until he is better. When sick persons are encountered, the urinalysis is expedited and results are sent to the court immediately.

and dates the form. Ideally, every tracking form is eventually completed for every person held in lock-up. This tracking form was the primary source of urinalysis test results for arrestees in the study.

2. Analysis of Urine Specimens

As defendants are being interviewed in the lock-up, batches of urine specimens are delivered to the urinalysis lab. The lab contract in effect for most of the study period (1975-79) required testing urine samples for 12 different substances. Table III.1 is a schedule of those substances and each testing methodology. For this study, barbiturates, which were rarely detected, were combined into one group.

Drug testing techniques are sensitive enough to detect a small amount of most drugs up to approximately 24 hours after ingestion, if certain conditions are met. Catlin (1973) suggests several factors that can influence the validity of the urine test. For example, changes in the concentration of a drug in the urine affect the test results. Catlin points out that "the more an individual drinks, the more urine he produces, and the concentration of drug consequently decreases because of the dilution. Drug users frequently escape detection by waiting as long as possible before submitting a urine sample and by drinking as much as possible" (p. 3). Thus, the shorter the amount of time between ingestion and collection of a specimen, the more valid the test results.

Since urinalysis testing began for ADASA's Court Screening Branch, validity checks have been required to ensure quality test results. All positive urine samples are retested in the

TABLE III.1. TESTS USED TO DETECT DRUGS IN SPECIMENS*
1975-1979

Substance	Test Used
1. morphine	EMIT (fluorescent detection)
2. methadone	Gas Chromatography (high temperature)
3. cocaine	Gas Chromatography (high temperature)
4. codeine	Gas Chromatography (high temperature)
5. quinine	Ultraviolet detection
6. amphetamine	Gas Chromatography (low temperature)
7. methamphetamine	Gas Chromatography (low temperature)
8. phenmetrazine	Gas Chromatography (low temperature)
9. amobarbital	Gas Chromatography (acid extraction at low temperatures)
10. pentobarbital	Gas Chromatography (acid extraction at low temperatures)
11. secobarbital	Gas Chromatography (acid extraction at low temperatures)
12. phenobarbital	Gas Chromatography (acid extraction at low temperatures)

(Substances 9-12 are bracketed together as Barbiturates)

*A new lab contract, signed in August 1979, includes a reduced schedule of tests. The substances (and testing methodologies) are morphine (fluorometry), other opiates (EMIT--fluorescent detection), phenmetrazine (gas chromatography), and PCP (gas chromatography).

on-site laboratory to reduce the rate of "false positives" (tests that show up positive when the urine actually contains no drug). Another quality control check is the inclusion of "spikes" among the regular specimens to be tested. Spikes are specimens that contain a known quantity of a drug (or no drug at all) and are sent through the lab periodically to test the accuracy of the

testing procedures. Approximately five spikes are tested each week.

As each urinalysis is completed, the chemist records on a lab form for that arrestee a positive (+) or negative (-) test result for each drug type he tested for. The chemist signs the list of results and turns over a copy to the Adult Arraignment section. The transfer of lab results to the ADASA tracking form now begins.

Using the lab form as his primary source document, the ADASA staff member records the urine test results on the tracking form for each arrestee. This completes the ADASA processing of arrestees prior to their court appearance.

3. Court Appearance

An effort is made to have an ADASA representative present at both felony presentments and misdemeanor arraignments. The representative has the daily lock-up list and the completed tracking forms for each arrestee scheduled to appear. As the court clerk calls off each name on the lock-up list, the prisoner rises and stands in front of the judge. The judge may consult with the ADASA staff member to determine the drug status of the defendant or a recommendation can be made after the judge has set bond.[3] If the arrestee's urine test

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3. Once in the courtroom, only the judge can request or make reference to the urinalysis results of arrestees. Prior to court appearance, access to the results is granted to the defense attorney on request within three days of testing. After that period, counsel must present written consent by the defendant (good for 60 days) to gain access to this information. Prosecutors and judges must submit a court order to gain access to the test results. ADASA will obey the court order for urinalysis results. All these actions are taken to (continued)

results are negative for drugs and there is no other evidence of substance use, the ADASA representative reserves conference until the next arrestee is called. If an arrestee's urinalysis is positive or there is other evidence of substance use, and the judge chooses to release that person prior to trial, several things might happen. The ADASA representative might make a verbal recommendation to the judge that "conditions" be placed on the arrestee. The judge may order the ADASA conditions and warn the defendant of the consequences of continued drug use or failure to appear for the next court appearance, and the defendant is then escorted to the pretrial services division. Another option the judge might exercise if he chooses to release the defendant is to order a "one-test," if the defendant has not voided a specimen that morning. This order requires the defendant to provide a urine specimen to the ADASA representative before leaving the court building. If the arrestee is not eligible for any type of release, he or she is "stepped back" to jail on a money bond, five-day hold, or to await a preventive detention hearing. (The arrestee is also advised that should he make bond or be released from jail at any time during the proceedings, he will be required to comply with the ADASA recommendation made in court.)

At any time in the processing from arrest to sentencing, a "positive" defendant on some kind of release status can be referred to the ADASA Client Tracking and Urine Surveillance

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ensure confidentiality of the test results and protection of the arrestee's civil rights.

Branch to be placed in the urine surveillance program there or to be referred to Central Intake Division for medical attention, treatment, or counseling for drug abuse.

C. CENTRAL INTAKE DIVISION

The Central Intake Division is ADASA's agency for screening persons seeking drug treatment at one of ADASA's 11 treatment clinics. It serves as the receiving center for treatment volunteers who walk in off the street, as well as for persons referred for treatment. Treatment may have been required for the referrals as a condition of pretrial release, a bond stipulation, an alternative to a jail term, or as a condition of probation.

A person who is issued a court order goes through the Client Tracking and Urine Surveillance Branch. If he is referred for treatment, he must show up at Central Intake and present his referral papers or two pieces of identification. Service will be refused if personal identification is not adequate. A properly identified person is logged into the division and assigned a unique identification number that will enable ADASA to trace the person during treatment. Client information is recorded on a listing sheet that is also used as a source document for updating the treatment data base maintained by the division. This data base contains the current treatment status (e.g., active, transferred, or terminated) and clinics assigned for each person. (As part of this project, ADASA provided us with a copy of their tape containing this treatment information. The treatment records for persons to be included in the study were added to the longitudinal data file, described in Chapter VI.)

After the sign-in procedures have been completed, the client reports to a diagnostic counselor, who takes a detailed medical history, along with criminal and other personal information, and records it on an intake questionnaire. The counselor then sends the person to the medical unit, where a nurse draws blood, collects a urine specimen, and runs a full range of diagnostic tests. The CID doctor on duty gives the client a complete physical, conducts an interview, and recommends a treatment modality. The doctor refers the client to a CID social worker, who assesses the client's personal situation. The client is then assigned to an appropriate treatment clinic.

ADASA operates a system of neighborhood treatment programs that employ a variety of treatment modalities. These include abstinence, methadone detoxification, methadone maintenance, and therapeutic community. In addition to one or several of these services, each clinic provides urine surveillance, counseling, and a referral service to the D.C. Job Development Center should the client desire help in finding employment.

During the period under study, many clinics were opened and many closed. At this time, 11 ADASA clinics operate in the District of Columbia. Information about each of the clinics is presented in Table III.2.

Clients may be assigned to any one of the clinics that provides the recommended treatment modality and that has space available. These treatment facilities are located throughout

TABLE III.2. CHARACTERISTICS OF CURRENT ADASA CLINICS*

Clinic Name	No. of Persons Currently Served	Sex	Age Range	In-patient	Out-patient	Modality		
						Detox-ification	Methadone Maintenance	Abstinence
Ceased	168	M/F	18+		X	X	X	X
Train I	271	M/F	18+		X	X	X	X
Detox/ Abst.	199	M/F	18+		X	X	X	X
Train 2	275	M/F	18+		X	X	X	X
Women's Services	135**	F	18+		X	X	X	X
Trust	258	M/F	18+		X	X	X	X
Shack	263	M/F	18+		X	X	X	X
Senab	160	M/F	18+		X	X	X	X
Emerge House	8	M/F	18+	X				X
Youth Abst.	53	M/F	18 or under		X			X
Adult Abst.	87	M/F	18+		X			X

*Data obtained in telephone survey of treatment facilities.

**Includes all pregnant women in treatment in Washington, D.C.

the District of Columbia, and the social worker who sees the client at Central Intake makes an effort to assign the client to a clinic close to his or her home.

<div align="center">*   *   *</div>

In describing the processing of arrestees from arrest to admission to treatment, we have touched on the primary sources of drug use and drug treatment information used in the study. Information regarding the urine test results of arrestees was obtained from an ADASA computer tape that contained results for all persons tested in 1973 and 1974, and from the ADASA Criminal Justice Tracking Forms for 1975 through 1978. Information about admission to treatment at an ADASA clinic for arrestees in our sample was obtained from the treatment tape maintained by the Administration.

In the next chapter, we describe how we merged the ADASA urinalysis records with the PROMIS cases in our data base to form cross-sectional data files. The incorporation of the information from the ADASA treatment tape into the longitudinal data file is discussed in Chapter VI.

IV. CONSTRUCTION OF CROSS-SECTIONAL ANALYSIS FILES FOR ARRESTEES: 1973-1977

This chapter has three purposes. First, it describes the procedures that were employed to match and merge each PROMIS case record with the arrestee's urinalysis record, obtained from the Alcohol and Drug Abuse Services Administration (ADASA). Second, it identifies factors that affected the success of matching the two types of records. This section aids the determination of how representative the matched cases are of the original set of PROMIS cases and provides an indication of the generalizability of findings obtained using the resulting cross-sectional data files. Third, the chapter describes several modifications made to the matched case files. These include the construction of a variable that summarizes the urinalysis test results for each arrestee and the selection of a subset of cases to form the final analysis files.

A. MATCHING AND MERGING OF PROMIS AND ADASA RECORDS

This section summarizes the methods used to construct merged cross-sectional data files for the years 1973 through 1977. It provides details of the file construction process to permit the reader to evaluate the subsequent results. A more technical description of the procedures used appears in Appendix C.

1. Components To Be Merged

a. PROMIS Case Information. Cases for adults arrested for serious misdemeanors and for all felonies brought to the Office of the U.S. Attorney for the District of Columbia are routinely entered into the PROMIS case tracking system. Cases

for juveniles (persons below age 18) who have been arrested for serious offenses that warrant their being treated as adults are also entered into PROMIS. The PROMIS data files for this study contain information for 84,917 cases that had a papering date[1] between January 1, 1973, and December 31, 1973, or between March 1, 1974, and December 31, 1977. (Cases from January and February 1974 were excluded because matching ADASA data were not available for those months.)

b. ADASA Urinalysis Records. The ADASA computer tape made available to INSLAW contained 25,155 urinalysis test records processed by the Superior Court testing laboratory between January 1, 1973, and December 31, 1973, and between March 1, 1974, and December 31, 1974.

In addition, INSLAW staff hand-collected data at an ADASA clinic. In August 1974, ADASA instituted use of a Criminal Justice Tracking Form, which is completed for all persons contacted (see Appendix B). Because this form contained valuable information about each person's background (e.g., education, marital status, number of dependents), as well as the person's PDID (Police Department Identification) number and D.C. Superior Court current case number, all records for persons interviewed between August 21, 1974, and December 31, 1977, were reviewed by INSLAW staff and coded for data entry. Records from 1974 were coded even though the test results for

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1. Papering date is the day on which the case is screened by an Assistant U.S. Attorney for possible prosecution; papering typically occurs a few hours after arrest.

this period were on the tape provided by ADASA, because of the additional information available on the form. The information from records in 1974 was not used in the con- struction of the cross-sectional files, but it was incorporated into the longitudinal file (to be discussed in Chapter VI). The data collectors coded 42,403 records for the years 1974 through 1977. Thus, 67,558 urinalysis records were available for matching to the 84,917 PROMIS records from 1973-1977. There are more cases in PROMIS than there are urine test results because PROMIS contains records for persons who never appear in lock-up, where most urine specimens are obtained. This is explained in detail in Section B, which discusses factors that influenced the success of matching.

2. Matching of PROMIS and Urinalysis Records

We used a computerized matching program to search through all of the urinalysis records to find the one that belonged to the defendant involved in the case stored in PROMIS. Matches were made by comparing arrestee information stored in PROMIS with analogous information contained in the urinalysis record. Matching was done separately for cases from each of the years between 1973 and 1977. Table IV.1 shows the information that was used for matching PROMIS and ADASA records.

The matching of records for 1973 and 1974 was done on the basis of name, date of birth, and the date of urine testing. Urine testing usually occurs on the same day that the prose- cutor decides whether to proceed with the case. Thus, it was possible to match cases by comparing the date of urine testing on the ADASA record with the date of papering in PROMIS. We

Table IV.1. INFORMATION USED TO MATCH THE
ARRESTEE'S ADASA AND PROMIS RECORDS

Information Contained In ADASA Record	Information Contained In PROMIS Case Record
Name	Name
Date of Birth	Date of Birth
Date of Urine Testing	Date of Papering
PDID (Police Department Identification) number, Available for records, For 1975-1977 only.*	PDID Number
Court Case Number, Available for records For 1975-1977 only.*	Court Case Number

*Also available for records coded from August 21, 1974,
through December 31, 1974, which were used in construction
of longitudinal file only. See text for details.

found, however, that the records available were not always com-
plete. Thus, matching was done in stages, during which we
relaxed and modified the criteria used to locate a match.
Consequently, for some matches, we required that several
letters of the last name, the birth date, and the papering date
in the PROMIS case record had to match the analogous
information contained in the urinalysis record. For other
matches, we required that the name and date of birth match, but
we permitted the papering date and the date of testing to be
off by several days. After all matches were made using
relatively stringent criteria, the computer printed out other
potential matches, and the records were then inspected to
verify that the urine record did belong to the defendant
designated.

Matching of ADASA records and PROMIS records for 1975
through 1977 was facilitated by the existence in the ADASA
record of both the current court case number and the PDID num-
ber for the person being tested. Because this information is
also stored on the PROMIS case record, a number of matches
could be made using these numbers in conjunction with the other
information available for matching. Documentation of the cri-
teria used to produce matches appears in Appendix C. Table
IV.2 shows the proportion of the cases in PROMIS, by year, for
which the matching urinalysis record was found.

Table IV.2. SUCCESS OF MATCHING
PROMIS AND ADASA RECORDS

Year of Case	No. of Cases in PROMIS	No. of Cases Matched	Percent Matched
1973	15,460	10,691	69
1974	15,075[a]	10,237	68
1975	18,877	12,514	66
1976	18,276	12.119	66
1977	17,229	12,383	72
TOTAL	84,917	57,944	68%

[a]Excludes cases from January and February, 1974; see text.

We were able to find the defendant's urinalysis record for
68 percent of the 84,917 cases stored in PROMIS from 1973
through 1977. This percentage underestimates actual matching
success, however, because included in the PROMIS files are
cases of persons who were never detained in the D.C. Superior
Court lock-up and who were, therefore, unlikely to have been
approached by ADASA staff for urine testing. In addition, the

results in the table seem inconsistent with the fact that more information with which to match records was available for the years 1975 through 1977. The additional information available should have resulted in higher match rates for those years. This was true only for records from 1977, 72 percent of which were matched. In the next section, it will be seen that if we look only at persons who were detained in the lock-up, the match rates for cases from 1975 through 1977 do, in fact, surpass those from the earlier years.

B. FACTORS ASSOCIATED WITH SUCCESS OF MATCHING

The discussion of ADASA procedures in Chapter III included a number of reasons why one should not expect to find a urine record for the defendant in each PROMIS case. Most important is the fact that many arrestees are released at the police station with a citation or on money bond, and they report to court for arraignment or presentment without being detained in the court's lock-up facility. In addition, some persons detained in the lock-up are excluded from urine testing or are otherwise omitted from the procedures (Kozel and DuPont, 1977). Fortunately, each person's referral status is contained in the PROMIS records. This enabled us to isolate persons who came to court from lock-up so that we could determine how many of these cases were matched to a urine record.

Table IV.3 shows how the likelihood of matching records varied by the arrestee's court appearance source, for each of the five years. As one would expect, we were most likely to match records when the arrestee had been held in the D. C.

Table IV.3. SUCCESS OF MATCHING PROMIS AND ADASA
RECORDS BY ARRESTEE'S COURT APPEARANCE TYPE

Court Appearance Type	Percentage Of Cases Matched To A Urinalysis Record: 1973-1977									
	1973		1974		1975		1976		1977	
	(N)	%	(N)	%	(N)	%	(N)	%	(N)	%
Lock-up	(8,816)	76	(7,970)	89	(10,909)	92	(12,290)	92	(11,025)	94
Warrant	(1,453)	82	(170)	79	(279)	81	(202)	82	(221)	90
Other[a]	(3,506)	71	(3,863)	71	(2,822)	67	(378)	41	(503)	70
Bond	(187)	5	(395)	8	(429)	3	(540)	4	(445)	3
Citation	(1,007)	6	(2,249)	4	(3,610)	2	(3,923)	3	(2,828)	3
Information, Jail, Summons, Grand Jury Original	(245)	72	(62)	77	(128)	67	(162)	43	(95)	43
Unknown	(246)	30	(366)	20	(700)	31	(780)	39	(2,112)	63
TOTAL	(15,460)	69%	(15,075)	68%	(18,877)	66%	(18,275)	66%	(17,229)	72%

[a] Includes cases from any of the appearance types; see text for explanation.

Superior Court lock-up prior to appearing in court. In addition, match rates for persons detained in the lock-up between 1975 and 1977, for which we had more matching information available, were higher. One of the likely reasons that the overall match rates for records from 1975 and 1976 were not higher than those for 1973 and 1974 is that proportionately more arrestees in 1975 and 1976 had been released by the police with a citation or on bond; records for such persons were seldom matched.

Records of persons who were arrested by means of a warrant were almost as likely to have been matched as records of persons detained in lock-up. In 1973, they were actually a little more likely to be matched. These findings reflect the fact that persons who were arrested on a warrant were almost always placed in the lock-up, even though the PROMIS system codes these persons separately.

The "other" category in Table IV.3 is a catchall category used by the coders at the court when the arrestee's referral source was not known. The fact that we matched a majority of such cases in each year except 1976 indicates that many of these arrestees probably had been detained in the lock-up. Persons may also appear in court from jail, after grand jury proceedings, upon receipt of a summons, or on the basis of an information filed by the prosecutor. Persons from these sources were relatively unlikely to be matched, especially after 1975. Finally, there was a group of cases in PROMIS for which no court appearance type was recorded. Except for cases from 1977, only a minority of those cases were matched. This

is probably because they lacked other identifying information needed to match records.

The fact that we were most likely to find a urinalysis record if the arrestee had been detained in the lock-up prior to appearing in court had important implications for the nature of the resulting sample of matched cases and the generalizability of findings. Persons who are known to be recidivists or who are accused of more serious offenses are more likely to be placed in the lock-up. Thus, the resulting sample could be expected to be overrepresentative of serious offenders, relative to all arrestees.

It was therefore important to examine whether there were additional factors that influenced the success of matching PROMIS and ADASA records. Any characteristic that reduced the probability of matching would cause cases with that characteristic to be underrepresented in the resulting files of matched cases. To address this issue, we conducted a number of analyses to discover the range of factors related to matching success.

Further, because we knew that detention in the lock-up was a strong predictor of the likelihood of matching records, we did not want to make the mistake of attributing a decreased likelihood of matching to a variable that was actually predicting lack of detention in the lock-up. We therefore examined each potential predictor in two ways. First, we looked at whether the factor predicted matching success for all cases in a given year. Then we repeated the analyses for only cases of

persons detained in the lock-up. Tables IV.4a through IV.4d
present these results.

We found that cases involving arrestees who were female,
white, or above age 40 were less likely to be matched (see
Table IV.4a). Moreover, cases that involved a misdemeanor, a
low crime severity score, a first arrest (Table IV.4b), or a
victimless crime (Table IV.4c) were also less likely to be
matched. However, when we looked only at persons who had been
detained in the lock-up, we found that, with the exception of
cases from 1973 and those involving the offense of gambling, 80
percent or more of the cases were matched. For each year
except 1973, each of the above variables was actually predict-
ing detention in the lock-up. Once a person was detained in
the lock-up, there was a high probability that his or her case
record would be matched to a urine record, regardless of the
characteristics of the case or the arrestee.

We were curious as to why the results for cases from 1973
were so different from those from other years. Table IV.4d
provides a possible answer. This table shows the percentage of
cases matched, by month of case papering. It is clear that,
from September 1973 on, 86 percent or more of the cases of per-
sons detained in the lock-up were matched, compared with 70
percent of the cases from prior months. This suggests that
procedures were introduced at this time that resulted in a more
complete processing of lock-up detainees by ADASA staff. Thus,
our finding that for 1973 cases many of the variables still
predicted matching success for persons detained in the lock-up
is consistent with the possibility that procedures were in

Table IV.4a. DO ARRESTEE DEMOGRAPHIC CHARACTERISTICS PREDICT
THE SUCCESS OF MATCHING PROMIS AND ADASA RECORDS?

Arrestee Characteristics		Percentage Of Cases Matched To A Urinalysis Record: 1973-1977									
		1973		1974		1975		1976		1977	
		(N)	%	(N)	%	(N)	%	(N)	%	(N)	%
Sex:											
Male	All cases	12,293	72	12,947	70	15,979	68	14,982	67	13,555	73
	(Lock-up cases)	(7,289)	(78)	(6,938)	(90)	(9,355)	(92)	(10,221)	(92)	(8,752)	(94)
Female	All cases	2,537	56	2,128	57	2,898	60	3,294	61	3,674	68
	(Lock-up cases)	(1,527)	(65)	(1,032)	(85)	(1,554)	(92)	(2,069)	(91)	(2,273)	(94)
Race:											
White	All cases	1,598	55	1,683	52	1,959	57	2,289	55	1,890	59
	(Lock-up cases)	(958)	(64)	(731)	(87)	(1,002)	(90)	(1,271)	(92)	(1,027)	(92)
Black	All cases	13,417	71	13,128	70	16,481	68	15,562	68	14,836	74
	(Lock-up cases)	(7,579)	(78)	(7,113)	(90)	(9,737)	(92)	(10,789)	(92)	(9,743)	(94)
Other/ Unknown	All cases	445	56	264	53	437	47	425	54	503	58
	(Lock-up cases)	(279)	(60)	(126)	(82)	(170)	(91)	(230)	(91)	(255)	(91)
Age at Arrest:											
Under 18	All cases	198	74	196	77	167	75	135	80	123	74
	(Lock-up cases)	(81)	(78)	(114)	(78)	(118)	(84)	(118)	(86)	(92)	(82)
18-20	All cases	3,472	67	3,305	68	4,174	66	3,810	67	3,636	73
	(Lock-up cases)	(1,939)	(74)	(1,653)	(91)	(2,347)	(93)	(2,553)	(93)	(2,334)	(96)
21-25	All cases	4,673	72	4,474	71	5,761	67	5,315	68	5,077	74
	(Lock-up cases)	(2,683)	(78)	(2,446)	(91)	(3,332)	(93)	(3,641)	(93)	(3,310)	(95)
26-30	All cases	2,449	73	2,614	70	3,297	69	3,466	67	3,535	74
	(Lock-up cases)	(1,395)	(80)	(1,421)	(89)	(1,989)	(92)	(2,364)	(91)	(2,299)	(95)
31-40	All cases	3,166	69	3,115	66	3,830	67	3,857	66	3,281	71
	(Lock-up cases)	(1,869)	(75)	(1,652)	(89)	(2,254)	(91)	(2,592)	(91)	(2,107)	(93)
40 +	All cases	1,340	57	1,224	56	1,360	58	1,448	60	1,347	62
	(Lock-up cases)	(751)	(69)	(604)	(83)	(755)	(85)	(907)	(87)	(787)	(90)
Unknown	All cases	162	67	147	60	288	47	245	47	230	51
	(Lock-up cases)	(98)	(70)	(80)	(80)	(114)	(91)	(115)	(92)	(96)	(93)

Table IV.4b. DO OFFENSE CHARACTERISTICS PREDICT SUCCESS
OF MATCHING PROMIS AND ADASA RECORDS?

Offense Characteristics		Percentage Of Cases Matched To A Urinalysis Record: 1973-1977									
		1973		1974		1975		1976		1977	
		(N)	%	(N)	%	(N)	%	(N)	%	(N)	%
Misdemeanor/Felony:											
Misdemeanor	All cases	8,690	58	8,499	57	11,543	56	11,847	57	11,239	64
	(Lock-up cases)	(5,395)	(68)	(4,102)	(89)	(5,821)	(92)	(6,838)	(91)	(6,487)	(94)
Felony	All cases	6,750	83	6,572	82	7,334	83	6,428	84	5,990	87
	(Lock-up cases)	(3,412)	(89)	(3,868)	(90)	(5,088)	(91)	(5,451)	(92)	(4,538)	(94)
Unknown	All cases	20	70	4	a	0	--	1	100	0	--
	(Lock-up cases)	(9)	(89)	(0)	--	(0)	--	(1)	(100)	(0)	--
Severity of Crime:[b]											
0	All cases	5,310	58	5,787	55	8,168	56	8,690	56	7,723	64
	(Lock-up cases)	(2,929)	(67)	(2,541)	(87)	(4,017)	(90)	(4,973)	(91)	(4,416)	(93)
1	All cases	1,303	64	1,315	65	1,358	63	1,356	62	1,242	69
	(Lock-up cases)	(842)	(73)	(679)	(91)	(746)	(95)	(843)	(93)	(766)	(96)
2	All cases	2,304	70	2,267	73	2,825	68	2,564	70	2,726	74
	(Lock-up cases)	(1,394)	(77)	(1,274)	(92)	(1,688)	(93)	(1,820)	(93)	(1,761)	(96)
3-5	All cases	3,248	74	3,015	76	3,571	75	3,403	77	3,279	79
	(Lock-up cases)	(1,894)	(80)	(1,761)	(90)	(2,336)	(92)	(2,696)	(92)	(2,320)	(94)
6-9	All cases	1,449	81	1,216	82	1,368	81	1,139	85	1,158	87
	(Lock-up cases)	(859)	(85)	(792)	(90)	(984)	(91)	(970)	(93)	(893)	(95)
10+	All cases	1,846	85	1,475	87	1,587	87	1,124	87	1,101	90
	(Lock-up cases)	(898)	(90)	(923)	(91)	(1,138)	(92)	(988)	(92)	(869)	(94)
Prior Arrest:											
Yes	All cases	8,635	58	7,363	79	9,014	78	8,424	78	8,255	81
	(Lock-up cases)	(5,003)	(82)	(3,424)	(87)	(6,083)	(93)	(6,676)	(92)	(5,973)	(95)
No	All cases	6,825	78	7,712	57	9,863	56	9,852	56	8,974	63
	(Lock-up cases)	(3,813)	(67)	(4,546)	(91)	(4,826)	(90)	(5,614)	(91)	(5,052)	(93)

[a] Too few cases.

[b] A score computed by PROMIS for each case, based on the scale developed by Sellin and Wolfgang (1964). Low scores indicate victimless crimes; high scores indicate crimes involving injury and loss of money and/or property.

Table IV.4c. DOES THE MAXIMUM OFFENSE CHARGED PREDICT
SUCCESS OF MATCHING PROMIS AND ADASA RECORDS?

Maximum Offense Charged		Percentage Of Cases Matched To A Urinalysis Record: 1973-1977									
		1973		1974		1975		1976		1977	
		(N)	%	(N)	%	(N)	%	(N)	%	(N)	%
Violent:											
Homicide	All cases	259	82	248	90	314	81	221	78	216	85
	(Lock-up cases)	(102)	(89)	(147)	(94)	(189)	(94)	(176)	(91)	(149)	(93)
Aggravated Assault or Assault on Police Officer	All cases	2,206	83	1,490	80	1,769	82	1,646	86	1,593	87
	(Lock-up cases)	(1,528)	(87)	(1,023)	(89)	(1,332)	(91)	(1,430)	(92)	(1,270)	(93)
Simple Assault	All cases	684	55	577	59	775	52	717	54	772	60
	(Lock-up cases)	(389)	(64)	(283)	(90)	(373)	(88)	(379)	(92)	(410)	(96)
Sexual Assault	All cases	450	91	302	87	320	91	275	89	291	93
	(Lock-up cases)	(184)	(95)	(174)	(94)	(230)	(95)	(241)	(95)	(230)	(97)
Robbery	All cases	1,660	87	1,661	88	1,913	88	1,694	90	1,708	93
	(Lock-up cases)	(702)	(93)	(974)	(92)	(1,370)	(93)	(1,524)	(94)	(1,343)	(96)
Property:											
Burglary	All cases	1,546	81	1,726	83	2,021	80	1,885	80	1,740	84
	(Lock-up cases)	(927)	(83)	(1,050)	(91)	(1,392)	(93)	(1,519)	(94)	(1,280)	(96)
Larceny	All cases	2,396	59	2,683	60	3,262	59	3,048	59	2,986	62
	(Lock-up cases)	(1,414)	(68)	(1,298)	(89)	(1,724)	(92)	(1,838)	(92)	(1,655)	(96)
Auto Theft	All cases	446	87	390	90	384	93	439	90	474	93
	(Lock-up cases)	(271)	(90)	(226)	(93)	(277)	(96)	(397)	(93)	(376)	(95)
Fraud/Embezzlement	All cases	494	72	561	75	653	76	644	74	561	76
	(Lock-up cases)	(222)	(84)	(322)	(86)	(440)	(90)	(494)	(90)	(405)	(90)
Arson/Property Destruction	All cases	268	63	302	73	389	65	347	65	346	76
	(Lock-up cases)	(163)	(71)	(184)	(91)	(220)	(92)	(223)	(91)	(222)	(96)
Victimless:											
Weapons	All cases	1,042	55	916	56	1,204	51	983	55	927	58
	(Lock-up cases)	(675)	(65)	(415)	(89)	(565)	(88)	(563)	(90)	(489)	(94)
Gambling	All cases	372	13	308	11	275	9	268	14	342	15
	(Lock-up cases)	(133)	(20)	(75)	(25)	(78)	(22)	(99)	(32)	(92)	(42)
Consensual Sex	All cases	836	64	1,140	52	1,172	57	2,239	53	1,782	67
	(Lock-up cases)	(587)	(75)	(531)	(88)	(627)	(96)	(1,197)	(96)	(1,095)	(96)
Drugs	All cases	1,871	50	1,804	45	2,952	44	2,498	46	2,211	55
	(Lock-up cases)	(1,179)	(62)	(669)	(88)	(1,133)	(92)	(1,158)	(90)	(1,077)	(93)
Bail Violations	All cases	635	91	661	90	997	83	890	82	908	85
	(Lock-up cases)	(164)	(90)	(412)	(93)	(642)	(91)	(730)	(90)	(683)	(92)
Other Offenses:	All cases	295	64	306	68	477	75	482	66	372	71
	(Lock-up cases)	(176)	(68)	(187)	(89)	(317)	(90)	(322)	(89)	(249)	(89)

Table IV.4d. SUCCESS OF MATCHING PROMIS AND ADASA
RECORDS BY CASE PAPERING DATE

Month Of Case Papering		Percentage Of Cases Matched To A Urinalysis Record: 1973-1977									
		1973		1974		1975		1976		1977	
		(N)	%	(N)	%	(N)	%	(N)	%	(N)	%
January	All cases	1,287	73	a	a	1,409	72	1,523	61	1,130	74
	(Lock-up cases)	(801)	(75)	--	--	(777)	(92)	(1,015)	(83)	(842)	(94)
February	All cases	1,223	72	a	a	1,536	72	1,477	65	1,306	74
	(Lock-up cases)	(774)	(72)	--	--	(872)	(93)	(1,010)	(91)	(964)	(93)
March	All cases	1,244	73	1,262	68	1,484	71	1,528	66	1,501	70
	(Lock-up cases)	(824)	(70)	(668)	(90)	(964)	(92)	(1,075)	(90)	(1,058)	(93)
April	All cases	1,303	71	1,370	70	1,518	64	1,482	66	1,349	72
	(Lock-up cases)	(858)	(72)	(682)	(89)	(850)	(88)	(1,018)	(91)	(966)	(94)
May	All cases	1,396	70	1,307	70	1,580	69	1,451	72	1,434	73
	(Lock-up cases)	(897)	(73)	(642)	(90)	(917)	(92)	(1,017)	(93)	(1,008)	(95)
June	All cases	1,305	70	1,303	73	1,437	65	1,626	62	1,484	71
	(Lock-up cases)	(885)	(71)	(823)	(90)	(707)	(92)	(1,066)	(91)	(946)	(94)
July	All cases	1,384	71	1,719	66	1,672	67	1,641	71	1,482	73
	(Lock-up cases)	(972)	(70)	(943)	(88)	(892)	(94)	(1,161)	(95)	(917)	(95)
August	All cases	1,428	63	1,709	69	1,615	64	1,624	72	1,611	75
	(Lock-up cases)	(912)	(70)	(925)	(90)	(899)	(87)	(1,172)	(95)	(962)	(95)
September	All cases	1,361	71	1,623	71	1,607	69	1,628	68	1,527	74
	(Lock-up cases)	(545)	(92)	(950)	(90)	(1,013)	(93)	(1,053)	(94)	(894)	(94)
October	All cases	1,374	69	1,726	63	1,525	67	1,383	71	1,438	72
	(Lock-up cases)	(499)	(93)	(838)	(87)	(977)	(94)	(952)	(92)	(867)	(94)
November	All cases	1,032	68	1,290	72	1,445	68	1,334	67	1,348	72
	(Lock-up cases)	(388)	(91)	(665)	(91)	(1,038)	(88)	(860)	(94)	(770)	(94)
December	All cases	915	69	1,401	71	1,659	62	1,285	67	1,392	72
	(Lock-up cases)	(461)	(86)	(834)	(89)	(1,003)	(93)	(891)	(91)	(831)	(94)

Note: Cases with an unknown date of papering have been excluded.

a ADASA records not available for this month.

effect for part of 1973 that resulted in the exclusion of
certain types of persons from testing procedures.

The reason why cases involving the offense of gambling were
relatively unlikely to have been matched, even if the arrestee
had been held in the lock-up, is that ADASA staff do not
interview such persons because their cases are prosecuted by
the D.C. Corporation Counsel. If the arrestees also had a
charge handled by the U.S. Attorney, ADASA would process them.
Gambling cases were infrequent in each of the years studied.

The fact that detention in the lock-up indicated a rela-
tively high likelihood of matching PROMIS and ADASA records
implied that the resulting sample of matched cases would con-
tain a disproportionate number of lock-up detainees, relative
to the original sample of cases. As Table IV.5 shows, this was
true. For each year, the proportion of matched cases with per-
sons detained in the lock-up exceeded their proportion among
all cases. The next most frequently occurring court appearance
type was "other," which probably included a substantial number
of persons who had been held in the lock-up. Cases of persons
who had been released by the police on bond or with a citation
were underrepresented in the samples of matched cases.

These findings suggest that the matched samples are com-
posed primarily of persons arrested for offenses that were
serious enough to require their being placed in the lock-up.
Tables IV.6a and IV.6b provide additional evidence that this
was true.

Table IV.5. DISTRIBUTION OF COURT APPEARANCE TYPE
FOR ALL CASES AND MATCHED CASES

Court Appearance Type	Percent Of Cases For Which Arrestee Had Court Appearance Type At Left									
	1973		1974		1975		1976		1977	
	All Cases (N=15460)	Matched Cases (N=10691)	All Cases (N=15075)	Matched Cases (N=10237)	All Cases (N=18877)	Matched Cases (N=12514)	All Cases (N=18276)	Matched Cases (N=12119)	All Cases (N=17229)	Matched Cases (N=12383)
Lock-up	57	63	53	70	58	80	67	93	64	84
Other[a]	23	23	26	27	15	15	2	1	3	3
Citation	7	1	15	1	19	1	22	1	16	1
Warrant	9	11	1	1	2	2	1	1	.1	1
Bond	1	b	3	b	2	b	3	b	3	b
Information, Jail, Summons, Grand Jury Original	2	2	b	b	1	1	1	1	1	b
Unknown	1	b	2	1	3	1	4	3	12	11
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

[a] Includes cases from any of the appearance types; see text for explanation.

[b] Less than 1 percent.

Table IV.6a. COMPARISON OF CHARACTERISTICS OF ALL PROMIS
CASES VERSUS THOSE IN THE SAMPLE OF MATCHED CASES

Case Characteristic	Percentage Of Cases With Characteristic At Left									
	1973		1974		1975		1976		1977	
	All Cases (N=15460)	Matched Cases (N=10691)	All Cases (N=15075)	Matched Cases (N=10237)	All Cases (N=18877)	Matched Cases (N=12514)	All Cases (N=18276)	Matched Cases (N=12119)	All Cases (N=17229)	Matched Cases (N=12383)
Offense:										
Misdemeanor	56	48	56	47	61	51	65	55	65	58
Felony	44	52	44	53	39	49	35	45	35	42
Severity of Crime:[a]										
0	34	29	38	31	43	37	48	40	45	40
1	8	8	9	8	7	7	7	7	7	7
2	15	15	15	16	15	15	14	15	16	16
3-5	21	22	20	22	19	21	19	22	19	21
6-9	10	11	8	10	7	9	6	8	7	8
10+	12	15	10	13	9	11	6	8	6	8
Has Prior Arrest:										
Yes	56	63	49	57	48	56	46	54	48	54
No or unknown	44	37	51	43	52	44	54	46	52	46

[a]
A score computed by PROMIS for each case, based on the scale developed by Sellin and Wolfgang (1964). Low scores indicate victimless crimes;
high scores indicate crimes involving injury and loss of money and/or property.

Table IV.6b. COMPARISON OF MAXIMUM OFFENSE CHARGED IN ALL PROMIS
CASES VERSUS THOSE IN THE SAMPLE OF MATCHED CASES

Maximum Offense Charged	Percentage Of Cases With Charge At Left									
	1973		1974		1975		1976		1977	
	All Cases (N=15460)	Matched Cases (N=10691)	All Cases (N=15075)	Matched Cases (N=10237)	All Cases (N=18877)	Matched Cases (N=12514)	All Cases (N=18276)	Matched Cases (N=12119)	All Cases (N=17229)	Matched Cases (N=12383)
Violent:										
Homicide	2	2	2	2	2	2	1	1	1	2
Aggravated Assault or Assault on Police Officer	14	17	10	12	9	12	9	12	9	11
Simple Assault	4	4	4	3	4	3	4	3	5	4
Sexual Assault	3	4	2	3	2	2	1	2	2	2
Robbery	11	13	11	14	10	13	9	13	10	13
Property:										
Burglary	10	12	11	14	11	13	10	13	10	12
Larceny	15	13	18	16	17	15	17	15	17	15
Auto Theft	3	4	3	3	2	3	2	3	3	4
Fraud/Embezzlement	3	3	4	4	4	4	4	4	3	3
Arson/Property Destruction	2	2	2	2	2	2	2	2	2	2
Victimless:										
Weapons	7	5	6	5	6	5	5	5	5	4
Gambling	2	a	2	a	2	a	2	a	2	a
Consensual Sex	6	5	8	6	6	5	12	10	10	10
Drugs	12	9	12	8	16	10	14	9	13	10
Bail Violations	4	5	4	6	5	7	5	6	5	6
Other Offenses:	2	2	1	2	2	4	3	2	3	2
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

[a] Less than 1 percent.

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C. SUCCESS OF MATCHING CASES OF DRUG USERS

We matched only 45 percent of the PROMIS cases in 1974 for which the maximum offense charged was a drug offense (see Table IV.4c). Although we did match a high proportion (88 percent) of these cases if the arrestee had been held in the lock-up, only a minority of the arrestees in these cases (37 percent) had been detained in the lock-up. Because the primary focus of this research is drug use, we wanted to look more closely at our ability to match cases involving drug users.

The PROMIS data base for 1973 and 1974 contains a variable that indicates the arresting officer's perception of the involvement of drugs in each case. This was one of the variables that K. Williams (1979) had found was predictive of recidivism among arrestees in the District of Columbia. Table IV.7 shows how perceived drug involvement of the arrestee was related to the likelihood of matching the PROMIS and ADASA records in 1974.

Table IV.7. SUCCESS OF MATCHING PROMIS AND ADASA
RECORDS BY ARRESTING OFFICER'S PERCEPTION OF
THE INVOLVEMENT OF DRUGS IN THE CASE
(PROMIS CASES FROM 1974)

Involvement of Drugs In Case	Percent Matched		Percent Matched If in Lock-up	
	(N)	%	(N)	%
Possession of Marijuana	(1,653)	46	(632)	88
Sale of Marijuana	(29)	76	(17)	82
Possession of Opiates	(340)	75	(194)	88
Sale of Opiates	(27)	78	(19)	89
Sale/Possession of Other Drugs	(126)	77	(71)	85
None/Not Recorded	(12,900)	70	(7,037)	90
TOTAL	(15,075)	68%	(7,970)	89%

We matched approximately three-fourths of the PROMIS cases that involved possession or sale of any illicit drug, except marijuana. We matched only 46 percent of cases involving the possession of marijuana in 1974, and 49 percent in 1973. (We conducted subsequent analyses using only PROMIS cases from 1974 because of the findings, presented earlier, that suggested that sometime during 1973 changes may have occurred in ADASA procedures that affected our ability to match cases.) If the arrestee had been detained in the lock-up, we were as likely to match records for cases involving possession of marijuana as we were for cases involving the other drugs.

This suggested to us that the reason we were able to match only a small proportion of persons with a maximum charge that was drug related was that many of these cases might be those same cases that involved the relatively less severe crime of possession of marijuana, for which arrestees were seldom placed in the lock-up. Table IV.8 presents case and arrestee characteristics for the matched and unmatched cases in 1974 that involved possession of marijuana.

We found that arrestees from matched and unmatched cases were of similar age and sex. However, the arrestees from matched cases were more likely to have been employed less than six months at the time of arrest (25 percent vs. 18 percent) and to have been liable for conviction impeachment (24 percent vs. 7 percent). (If a defendant with previous convictions for certain offenses--for example, offenses that demonstrate moral turpitude or dishonesty--takes the stand, his or her previous convictions can be used to impeach testimony in the current

Table IV.8. CHARACTERISTICS OF MATCHED AND UNMATCHED CASES BELIEVED TO INVOLVE THE POSSESSION OF MARIJUANA (N=1,653 CASES FROM 1974)

Case/Arrestee Characteristics	Percent Of Cases With Characteristic At Left	
	Matched Cases (N=758)	Unmatched Cases (N-895)
Arrestee Was:		
A Male	92%	87%
Less than Age 31	88%	88%
Employed Less Than 6 Months	25%	18%
Liable for Conviction Impeachment*	24%	7%
Maximum Charge Was:		
A Felony	19%	2%
A Drug Charge	66%	93%
Arrestee Came To Court:		
From Lock-up	74%	8%
After Citation Release	2%	66%
Other Means	24%	26%

*If a defendant with previous convictions for certain offenses (e.g., offenses that demonstrate moral turpitude or dishonesty) takes the stand, his or her previous convictions can be used to impeach testimony in the current case.

case.) In addition, the current offense for matched cases was more likely to have been a felony, and the maximum offense charged was less likely to have been a drug offense. Thus, the arrestees from matched cases were more likely to have been charged with a serious non-drug related offense. On the other hand, the arrestees from the unmatched cases were almost all charged with a drug-related offense (93 percent), probably possession of marijuana. Moreover, the majority of the arrestees from the matched cases had been detained in the lock-up (74 percent), and the majority of the arrestees from unmatched cases had been released by the police with a citation.

Our findings thus indicate that the reason we failed to match a high proportion of cases involving possession of marijuana was that many of the persons were less deviant and were never placed in the lock-up, where they would be eligible for urine testing. We found that 74 percent of the 1,804 cases in 1974 that had a maximum offense charged that was drug related were the same cases for which the officer indicated that possession of marijuana was involved in the case. This explains why we matched a relatively small percentage of the cases in 1974 in which the maximum offense charged was a drug offense.

In sum, the analyses of factors that predicted success of matching PROMIS and ADASA records indicate that detention of the arrestee in the lock-up was of major importance. Persons detained in the lock-up had a high likelihood of being approached by ADASA staff and, consequently, of being matched to a PROMIS case record. Moreover, the arrestees from matched cases tended to have had more deviant backgrounds and to have been charged with more serious offenses. Findings obtained with the matched case files will therefore apply mainly to serious offenders and not to persons who are typically released by the police after arrest. The next section describes the

urinalysis test results for specimens obtained from the arrestees from the matched cases.

D. URINALYSIS RESULTS FOR MATCHED CASES

1. Availability of Urinalysis Results

The fact that we located an arrestee's ADASA record did not guarantee that a definitive test result would be available. As we noted in Chapter III, there were several reasons why this could occur, including the arrestee's failure to provide a specimen and delays and errors in processing and recording urine results.

Table IV.9 indicates that a minority of matched cases (between 13 percent and 24 percent) lacked a urine test result. The ADASA staff member who requested a specimen usually checked a box on the tracking form that indicated whether a specimen was provided and, if not, the reason why. Two percent or less of the arrestees for each year refused to cooperate with the ADASA request for a specimen. Arrestees who wished to avoid the test were more likely to say that they were unable to provide a specimen, rather than refuse outright. In this way, it was possible to maintain the appearance of a willingness to comply with the court procedures (Kozel and DuPont, 1977).

It is evident from the results presented in Table IV.9 that there was an increase over these years in the percentage of ADASA records that lacked a test result. This was caused primarily by an increase in cases with no information recorded on

Table IV.9. AVAILABILITY OF URINALYSIS TEST RESULTS FOR MATCHED CASES: 1973-1977

Availability of Result	Percent of Cases With Result at Left				
	1973	1974	1975	1976	1977
Results Available:					
Specimen was Negative	70 ⌐	66 ⌐	65 ⌐	66 ⌐	68 ⌐
		87%	85%	80%	76%	78%
Specimen was Positive:	17 ⌐	19 ⌐	15 ⌐	10 ⌐	10 ⌐
No. of Drugs Detected*					
1	10	10	5	4	5
2	5	5	7	4	3
3+	2	4	3	2	1
No Results Available:					
Unable to Provide Specimen	9** ⌐	12 ⌐	9 ⌐	5 ⌐	10 ⌐
Refused Specimen	1 13%	1 15%	2 20%	1 24%	*** 22%
No Information	3 ⌐	2 ⌐	9 ⌐	18 ⌐	12 ⌐
Number of Matched Cases	10,691	10,237	12,514	12,119	12,383

*Counts each of the following: morphine, quinine, methadone, phenmetrazine, amphetamines, methamphetamines, codeine, cocaine, barbiturates.

**Includes 29 cases in which specimen provided was an insufficient quantity for analysis.

***Less than 1 percent.

the test record, rather than by an increase in cases in which the arrestee claimed an inability to provide a specimen. This was probably caused by the fact that the tracking sheets coded for 1975-77 did not contain results for persons who arrived in lock-up late. These results were later recorded on daily work sheets that were not coded for 1975-77.

2. Drugs Detected in Specimens

As Table IV.9 indicates, between 10 percent and 19 percent of the matched cases for each year had a positive specimen (13 percent to 22 percent of tested specimens). Table IV.10 shows the specific drugs that were detected. Phenmetrazine, a stimulant known as Preludin, was one of the drugs most commonly detected. In their analysis of urinalysis results from arrestees in D.C. between 1971 and 1975, Kozel and DuPont (1977) noted that 1973 marked the beginning of an upsurge in the detection of phenmetrazine among arrestees. Quinine was another substance likely to be found in the urine samples. Heroin is often cut (mixed) with quinine, and the latter's presence is used as an indicator of heroin use. Morphine, a metabolite of heroin, was detected in between one-fourth and one-half of the specimens. Methadone was almost as likely to be detected in the years from 1973 through 1975 as morphine, although its detection declined in 1976 and 1977. The ADASA tape from which urinalysis test results for 1973 and 1974 were obtained coded the presence of methadone as "legal methadone" if the person was known to be receiving the drug as part of his treatment. The remaining drugs tested for (amphetamines, methamphetamines, cocaine, and barbiturates) were rarely detected.

Table IV.10. DRUGS DETECTED IN POSITIVE SPECIMENS FROM MATCHED CASES: 1973-1977

Drug Detected	Percent of Specimens That Contained Drug At Left*				
	1973	1974	1975	1976	1977
Phenmetrazine	37	56	53	46	70
Quinine	52	55	74	67	45
Morphine	27	30	39	49	32
Methadone	26 >34%	20 >27%	21	18	16
Legal Methadone**	8	7	--	--	--
Codeine	1	2	2	2	3
Amphetamines	3	1	1	1	2
Methamphetamines	4	1	***	***	***
Cocaine	***	***	***	1	1
Barbiturates	1	0	***	***	***
Number of Drugs in Specimen (of nine):					
1	57	52	35	38	51
2	28	28	43	41	33
3	12	15	17	17	14
4+	3	4	4	4	2
	100 %	99 %	99 %	100 %	100 %
(N of Positive Specimens)	(1,791)	(1,951)	(1,903)	(1,329)	(1,186)

*Percentages for individual drugs total more than 100 because some specimens contained more than one drug.

**Legal methadone was recorded by ADASA in 1973 and 1974 when a person was known to be receiving methadone from a treatment program. In counting the number of drugs detected, either methadone or legal methadone was counted.

***Less than 1 percent.

The percentages for individual drugs in Table IV.10 add up to more than 100 because some specimens contained multiple drugs. Almost one-half of the specimens for each year contained two or more drugs. Table IV.11 presents the combinations of drugs that were found in the specimens from each year. If only one drug was detected, it was most likely to be phenmetrazine or quinine. In addition, morphine seldom was detected in the absence of other drugs. For 1974, 80 percent of the specimens that contained morphine also contained quinine, and almost one-half (49 percent) contained phenmetrazine. When three drugs were detected, they were most likely to be morphine, quinine, and phenmetrazine.

3. Construction of a Drug Summary Variable

The fact that a substantial minority of the positive specimens contained multiple drugs had important implications for our analysis of the data. It would be inaccurate, for example, to combine all persons detected to be using heroin into one group and to attribute their subsequent behavior and the treatment of the court only to their use of heroin, when heroin users were also using other drugs. Thus, it was important to distinguish arrestees detected to be using only heroin from those found to be using heroin and other drugs. On the other hand, to examine each combination of drugs that occurred was not feasible because some combinations had few cases. It therefore seemed advisable to construct one variable to summarize each of the patterns of drugs detected.

The first step was to classify each of the drugs into one of four groups, based on their pharmacologic properties. This

Table IV.11. COMBINATIONS OF DRUGS DETECTED
IN POSITIVE SPECIMENS

Drugs Detected	Percent Of Specimens That Contained Drug Or Drugs At Left				
	1973	1974	1975	1976	1977
	%	%	%	%	%
One Drug:					
Phenmetrazine (P)	13	23	14	18	38
Quinine (Q)	19	17	13	10	2
Methadone (ME)	11	5	5	6	5
Legal Methadone (LM)	7	3	a	a	a
Morphine (M)	4	3	2	3	2
Other Drug	3	1	1	1	4
	57%	52%	35%	38%	51%
Two Drugs:					
M + Q	10	9	19	26	11
P + Q	6	8	17	9	13
ME + P	5	5	2	2	4
M + P	1	2	b	b	1
LM + P	1	1	a	a	a
Other combinations	5	3	5c	4	4d
	28%	28%	43%	41%	33%
Three Drugs:					
M + Q + P	6	9	11	12	11
ME + Q + P	2	3	4	1	1
M + Q + ME	1	2	2	3	1
Other combinations	3	1	b	1	1
	12%	15%	17%	17%	14%
Four or More Drugs:					
M + Q + ME + P	2	3	4	3	2
M + Q + LM + P	0	1	a	a	a
Other combinations	1	a	b	1	b
	3%	4%	4%	4%	2%
TOTAL	100%	100%	100%	100%	100%
(N of Positive Specimens)	(1,791)	(1,951)	(1,903)	(1,329)	(1,186)

a Distinction between licit and illicit use of methadone not made after 1974.

b Less than one percent.

c Includes 3% of specimens with methadone and quinine.

d Includes 2% of specimens with methadone and quinine.

Specimen was coded positive for:	If it contained any of the drugs below:
Narcotics	morphine quinine methadone codeine
Stimulants	phenmetrazine amphetamines methamphetamines cocaine
Legal Methadone (1973 and 1974, only)	methadone, and the person was a partic- ipant in a treat- ment program that dispensed methadone
Barbiturates	amobarbital pentobarbital other barbiturates

grouping is displayed above. Although quinine is not a narcotic, it was included in this category because its presence is considered indicative of heroin use. Legal methadone was retained as a category for the years 1973 and 1974 to permit the study of persons detected to be using methadone as part of treatment, but no illicit drug. (It is also possible that some of these persons were supplementing their treatment dose of methadone with illicit methadone.) It should be noted, however, that the number of specimens classified as containing legal methadone was quite small (121 in 1973 and 132 in 1974).

Although we shall be using the "narcotics" and "stimulants" categories throughout this report, most of the specimens in these categories are actually attributable to the detection of one or two of the most common drugs in the category. Thus, specimens positive for narcotics were mainly positive for morphine, quinine, or both. Similarly, most of the specimens

positive for stimulants contained only the drug phenmetrazine. This is expected from the figures presented in Table IV.10, which indicated that the other amphetamines were rarely detected. Few barbiturates were detected in the specimens, and this category therefore plays little role in subsequent analyses.

In order to construct a final scale that summarized the types of drugs detected in each specimen, we examined the combinations of the drugs that occurred in all specimens from matched cases in 1974. That year was used because it was the first for which a matched case file was available for analysis. Table IV.12 shows the combinations of drugs found in all positive specimens for 1974. No barbiturates were detected in the specimens from matched cases in 1974.

Table IV.12. TYPES OF DRUGS DETECTED IN POSITIVE SPECIMENS FROM 1974

Combination of Drugs Detected	Number of Specimens That Contained This Combination	Percent of All Positive Specimens
Narcotics (N) Only	743	38
Stimulants (S) Only	470	24
Legal Methadone (LM) Only	67	3
N + S	606	31
N + LM	21	1
S + LM	16	1
N + S + LM	28	2
TOTAL	1,951	100 %

All of the combinations in Table IV.12 appeared large enough to permit further study, except those that contained legal methadone and another drug. We therefore decided to combine them into one category, "legal methadone + other drugs."

No information was available from ADASA records coded for 1975 through 1977 regarding the licit or illicit use of the methadone detected in specimens. For cases from 1975 on, we therefore retained the category, "legal methadone only," and coded it for cases in which the specimen contained only methadone, regardless of whether it may have been legally or illegally obtained. For cases from 1975-77 that contained methadone plus any other drug (usually a narcotic), the specimen was coded in the category of the other drug. The same procedure was used to code cases from all years that had specimens that contained barbiturates and another drug, primarily because barbiturates were rarely detected.

This system of classifying the drugs detected was adopted to facilitate analyses. The actual data files retained information about the detection of each of the drugs, so that analyses using alternative classifications could be conducted. Table IV.13 presents the distribution of all matched cases for 1973 through 1977 on the final drug summary variable. Nine levels were retained in the final variable, including two to describe ADASA records containing no test results.

E. CONSTRUCTION OF FINAL ANALYSIS FILES

One of the pieces of information used to match PROMIS cases and ADASA records was the date that the ADASA representative requested a urine specimen. This request usually occurs on the

Table IV.13. FREQUENCY DISTRIBUTION FOR THE DRUG SUMMARY VARIABLE FOR ALL MATCHED CASES: 1973-1977

Drug Variable	1973		1974		1975		1976		1977	
	f	$\%^a$	f	$\%^a$	f	$\%^a$	f	$\%^a$	f	$\%^a$
Tested, Negative	7,458	70	6,755	66	8,125	65	7,926	65	8,492	69
Tested, Positive For:										
Stimulants only	269	3	470	5	288	2	262	2	470	4
Legal methadone only[b]	121	1	67	c	101[b]	c	75[b]	c	64[b]	c
Legal methadone and other	30	c	65	c	d	--	d	--	d	--
Narcotics only	896	8	743	7	765	6	607	5	257	2
Narcotics and stimulants	454	4	606	6	749	6	385	3	395	3
Barbiturates only[e]	21	c	0	--	0	--	0	--	0	--
No Result Available:										
Refused/unable	1,110	10	1,334	13	1,422	11	717	6	1,249	10
No information	332	3	197	2	1,064	9	2,147	18	1,456	12
TOTAL	10,691	100%	10,237	100%	12,514	100%	12,119	100%	12,383	100%

[a] Percentages rounded.

[b] For 1973 and 1974, this indicates detection of only methadone in a specimen from an arrestee who was receiving methadone in treatment. After 1974, this indicates that only methadone was detected, regardless of whether arrestee was receiving it in treatment.

[c] Less than 1 percent.

[d] Not coded in 1975-77.

[e] If barbiturates were detected with narcotics or stimulants, they were coded in those categories.

morning of the day the U.S. Attorney decides whether to paper the case. In matching the date of papering stored in PROMIS to the date of urine testing stored on the ADASA record, we discovered that for some cases the two dates differed by a considerable time period. Table IV.14 shows the percentage of matched cases for which the two dates were within either one day or seven days of each other.

Almost all of the arrestees from the matched cases (95 percent) were tested on the same day that the decision whether to paper their case was made. An additional 3 percent were

Table IV.14. TIME INTERVAL BETWEEN DATE OR URINE TESTING
AND DATE OF CASE PAPERING (ALL MATCHED CASES: 1973-77)

All Matched Cases		Percentage of Cases in Which the Date of Testing and Date of Papering Were:			
		On the Same Date		Within 7 Days Of Each Other	
Year	N	f	%	f	%
1973	10,691	10,146	95	10,452	98
1974	10,237	9,435	92	10,052	98
1975	12,514	11,885	95	12,296	98
1976	12,119	11,726	97	11,937	99
1977	12,383	11,966	97	12,251	99
TOTAL	57,944	55,158	95%	56,988	98%

tested within seven days of the date of papering. However, in
a minority of cases, the urine test was conducted eight or more
days before or after the date of papering, and in some cases
the time period was as long as 7 months. (As noted earlier,
the matching process was complex and some cases were matched
manually. In such instances, a match was made when the paper-
ing and testing dates were disparate but other information
convinced the researcher that the two records were for the same
arrestee.)

One of the reasons why a person might be tested a number of
days after the date of papering is that an initial test could
have been omitted (because the defendant refused, was unable,
or did not answer when his name was called in the lock-up) and
the judge could have requested that a test be administered
later on in the judicial proceedings. We are not sure why some

arrestees might have been tested several days before the
papering date. It is possible that these cases are the result
of clerical errors in recording the dates or in matching the
records.

Since most cases are screened soon after arrest, the number
of days between arrest and urine testing should also be brief.
For the five years of cases, the percentage of matched
arrestees who were approached by ADASA staff within one day of
the arrest was between 85 percent and 90 percent. In a small
minority of cases, persons were found to have been tested many
days before or after the date of arrest. Again, these findings
could have occurred because of clerical errors in recording of
dates, because of mismatches, or because of requests for urine
specimens during subsequent judicial proceedings.

The day on which the urine specimen is obtained is especi-
ally important for two reasons: (1) it establishes the exact
time span for which the results are applicable, and (2) it
indicates the point in the judicial process at which the
results were available for influencing the court's decisions.
Each of these issues is discussed below.

It is difficult to estimate how soon after a drug is
ingested that a specimen must be obtained to ensure a high
likelihood of detecting its use. This is especially enigmatic
in cases of illicit drug use, since most of the factors that
influence the concentration of a drug in the urine are uncon-
trolled. Thus, one does not know the dose or purity of the
drug the person took, the amount of liquids that were subse-
quently ingested, or the person's rate of metabolism or excre-

tion of the drug. For these reasons, to estimate the effect-
iveness of urinalyses, one must rely on findings from
experimental studies of the detectability of "average street
doses" of drugs in urine specimens gathered at specific time
intervals after ingestion. Such studies have indicated that it
is reasonable to be able to detect the use of an average street
dose of heroin two to three days after use. Thus, the test
conducted on the D.C. arrestees probably can detect drugs
tested for only if they were taken within two to three days of
the date of testing (see Chapter III).

The testing date also provides an indication of when test
results may become available to influence the course of a case.
Because some of our analyses will focus on how drug users were
processed throughout the judicial system, it was important that
the urine test results became available to the court and to
participating attorneys early in the judicial proceedings, and
that this did not vary too much from case to case.

Both of the issues discussed above indicated that it was
important to select cases for analysis in which the overall
range of the time interval between urinalysis testing, the date
of arrest, and the date of case papering would not be too
great. By requiring that the urinalysis be conducted within a
few days of the arrest, we could infer that the urinalysis test
results applied to the person's drug use within a brief time of
arrest. Similarly, by requiring the urine test to have been
conducted within a few days of the date of papering, we would
know that the test results were probably accessible to
attorneys early in the judicial proceedings.

We found that the urine testing was usually conducted with-
in one week of both the arrest and papering dates. Between 97
and 99 percent of the arrestees in each year were tested within
one week of their arrest and papering date. It thus seemed
reasonable to include in the samples for analysis only persons
who were tested within one week of arrest or screening. This
would restrict the time period during which tests were adminis-
tered and still allow for possible errors in the recording of
dates. (In a separate analysis of the cases for 1974, we looked
at whether "court appearance type" influenced a person's meeting
this criterion. Persons released by the police on citation or
bond were least likely to have been tested within seven days of
arrest or papering. This makes sense, since if they were not
detained in the lock-up, ADASA staff were probably asked to
obtain specimens later on in the judicial proceedings.) Table
IV.15 shows the number of matched cases that were excluded from
the analysis files because they failed to meet this criterion.

Table IV.15. NUMBER OF MATCHED CASES EXCLUDED
FROM FINAL ANALYSIS FILES

Year	Total Matched Cases	No. of Cases Excluded	No. of Cases in Analysis File
1973	10,691	192	10,499
1974	10,237	104	10,133
1975	12,514	181	12,333
1976	12,119	156	11,963
1977	12,383	114	12,269
TOTAL	57,944	747	57,197

By eliminating the small fraction of cases that did not meet the time criterion (1.3 percent of all matched cases), we had a more homogeneous sample, and we had excluded cases for which the larger time interval between testing and arrest or papering raised questions about the accuracy of the coding or matching process. The final analysis files thus consist of 57,197 matched cases for which the interval between the date of urine testing and the date of papering or arrest was seven days or less. The construction of the final analysis files is summarized in Figure IV.1.
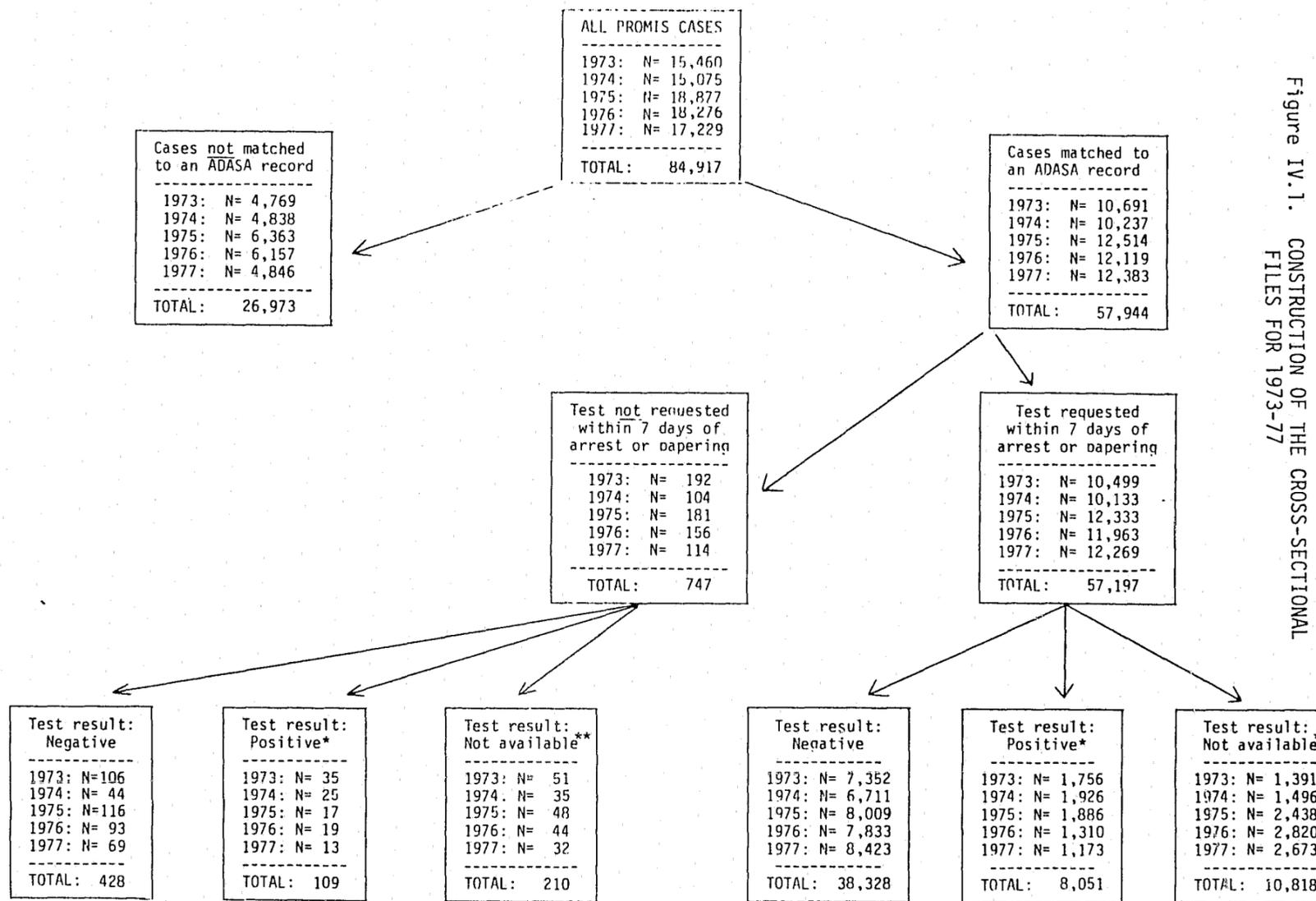
Figure IV.1. CONSTRUCTION OF THE CROSS-SECTIONAL FILES FOR 1973-77

```
                              ALL PROMIS CASES
                              ----------------
                              1973:  N= 15,460
                              1974:  N= 15,075
                              1975:  N= 18,877
                              1976:  N= 18,276
                              1977:  N= 17,229
                              ----------------
                              TOTAL:    84,917
```

```
Cases not matched                                    Cases matched to
to an ADASA record                                   an ADASA record
------------------                                   ----------------
1973:  N= 4,769                                      1973:  N= 10,691
1974:  N= 4,838                                      1974:  N= 10,237
1975:  N= 6,363                                      1975:  N= 12,514
1976:  N= 6,157                                      1976:  N= 12,119
1977:  N= 4,846                                      1977:  N= 12,383
------------------                                   ----------------
TOTAL:   26,973                                      TOTAL:    57,944
```

```
Test not requested                    Test requested
within 7 days of                      within 7 days of
arrest or papering                    arrest or papering
------------------                    ------------------
1973:  N=  192                        1973:  N= 10,499
1974:  N=  104                        1974:  N= 10,133
1975:  N=  181                        1975:  N= 12,333
1976:  N=  156                        1976:  N= 11,963
1977:  N=  114                        1977:  N= 12,269
------------------                    ------------------
TOTAL:    747                         TOTAL:    57,197
```

```
Test result:        Test result:        Test result:          Test result:        Test result:        Test result:
  Negative            Positive*         Not available**         Negative            Positive*         Not available**
------------        ------------        ------------          ------------        ------------        ------------
1973: N=106         1973: N= 35         1973: N=  51          1973: N= 7,352      1973: N= 1,756      1973: N= 1,391
1974: N= 44         1974: N= 25         1974. N=  35          1974: N= 6,711      1974: N= 1,926      1974: N= 1,496
1975: N=116         1975: N= 17         1975: N=  48          1975: N= 8,009      1975: N= 1,886      1975: N= 2,438
1976: N= 93         1976: N= 19         1976: N=  44          1976: N= 7,833      1976: N= 1,310      1976: N= 2,820
1977: N= 69         1977: N= 13         1977: N=  32          1977: N= 8,423      1977: N= 1,173      1977: N= 2,673
------------        ------------        ------------          ------------        ------------        ------------
TOTAL:  428         TOTAL:  109         TOTAL:  210           TOTAL: 38,328       TOTAL:  8,051       TOTAL: 10,818
```

*Positive for any of the following drugs: morphine, quinine, methadone, phenmetrazine, codeine, amphetamines, methamphetamines, cocaine, and barbiturates.

**Included in this category are arrestees who refused or were unable to provide a specimen; those who provided a specimen, but a test result was not recorded; and those for whom there was no information recorded.

V. ANALYSES OF CROSS-SECTIONAL DATA

This chapter discusses the analyses that were conducted using the cross-sectional analysis files described in the previous chapter. First, we review characteristics of the cross-sectional files and discuss some potential limitations of the study findings. Then, we address the following issues:

- Do the demographic characteristics of arrestees who have been detected by urinalysis to be drug positive (D+) differ from those who are drug negative (D-)?

- Do D+ and D- arrestees have different criminal backgrounds?

- What types of offenses are D+ and D- arrestees likely to have been charged with?

- Did the alleged offenses of D+ arrestees involve victims of different ages than those of D- arrestees?

- Did cases of D+ arrestees have different pretrial release conditions or case dispositions than D- arrestees?

- What factors predict that a tested arrestee will be drug positive?

- Is a charge of soliciting for prostitution related to a female arrestee's drug status?

A. OVERVIEW OF THE CROSS-SECTIONAL ANALYSIS FILES

The data files used in this chapter are cross-sectional files composed of all cases screened by the Office of the U.S. Attorney for the District of Columbia and entered into the PROMIS case tracking system between January 1, 1973, and December 31, 1977, and for which:

- The PROMIS case record was matched to the arrestee's ADASA urinalysis test record.

- The urine test was conducted within seven days of the date of case papering (screening) or the date of arrest.

Analyses presented in the previous chapter indicated that the most important predictor of whether PROMIS and ADASA urine records were matched was whether the arrestee had been detained in the D.C. Superior Court lock-up. Because persons who had criminal histories or who were charged with serious crimes were more likely to be placed in the lock-up, the resulting samples of _matched_ cases contain the more serious offenders. The analyses presented in this chapter, therefore, apply primarily to serious offenders and not to persons who are charged with less serious offenses and who are typically released after arrest by the police, pending court appearance. The next section discusses potential limitations of the study that should be considered in interpreting its findings.

B. POTENTIAL STUDY LIMITATIONS

Studies of deviant behavior are prone to a number of methodological difficulties. Perhaps the most serious one is that persons may underreport their deviant behavior, which results in underestimates of the prevalence of these acts. This is an especially thorny issue in studies of drug use, in which it is often necessary to rely on a person's self-reports of his or her use of illicit substances. A strength of this study is that objective measures of the arrestees' drug use were available. Urinalysis results are often employed in interview studies of addicts to provide indicators of the validity of the addict's self-reports of current drug use.

While the availability of urinalysis results for a large sample of arrestees adds an unusual dimension of objectivity to this study, a number of difficulties that are inherent in that technique should be recognized. First, the amount of time that elapses between ingestion of a drug and provision of the urine specimen is usually unknown. In addition, the quantity of the drug taken is almost always unknown, and the purity of the drug, especially of heroin available in the United States, is quite low. Information obtained from the MPD Narcotics Squad indicates that the percentage of heroin found in substances confiscated by the police between 1975 and 1979 ranged from a low of .6 percent to a high of 5.6 percent. Thus, even if a person in our sample used drugs within a few hours of arrest, there could have been so low a concentration of the drug in his or her urine that the test result would be negative. Given these limitations, it is perhaps surprising that a substantial number of the specimens tested were found to be drug positive.

It is also true that urine tests sometimes produce false positives; that is, they show a positive result even though a drug has not been ingested. We are persuaded from our discussions with the ADASA staff that the quality control procedures used, such as periodic testing of "spiked" urine specimens and retesting of positive specimens, tended to minimize the problem of false positives.

On the other hand, it has been increasingly recognized in recent years that addicted persons may experience alternating intervals of abstention from and use of a drug. Thus, a person dependent on heroin may reduce or eliminate the use of heroin and substitute alcohol or other drugs during a period of reduced accessibility of heroin or high tolerance to the drug. (Tolerance to opiates means that with extended use, increasingly large doses are required to obtain an effect. Periods of abstention reduce one's level of tolerance so that a person can achieve the desired effects with smaller, less costly doses.) Thus, an arrestee in our sample who was in the midst of one of these periods of abstention or reduced drug use might have a negative urine test result. Some estimate of the magnitude of this problem can be obtained by using the longitudinal data file, described in the next chapter, to compare the test results for all specimens from a given arrestee.

We conclude, therefore, that the arrestees in our sample who were detected to be drug positive (D+) had probably ingested one or more illicit drugs. However, we recognize that some persons who received a negative test result (D-) were in fact dependent upon drugs and might have been detected had tests been conducted under more controlled (ideal) conditions.

The fact that the group of D- arrestees probably contained some persons who had taken drugs or were dependent on drugs should tend to reduce our chances of detecting differences between D- and D+ arrestees. When we find little difference between D+ and D- arrestees in our analyses, it may be attributable partially to this contamination of the D- group with false negatives. On the other hand, when we find differences between the two groups, it probably indicates the

existence of significant differences between D+ and D–
arrestees, given the presence of this confounding.

A second limitation of the analyses to be presented has to
do with the nature of official records. Any bureaucracy that
has to process as many persons as do the ADASA and the D.C.
Superior Court has considerable staff pressures that can lead
to records being completed in a manner less thorough than most
researchers would prefer. Important variables are sometimes
miscoded or go unrecorded. Although this study did suffer
somewhat from these problems, it will be evident from the
findings to be presented that the information available from
these records manifested a high level of internal consistency,
which supports their validity. Further, the fact that case
information was obtained by using an automated case tracking
system (PROMIS) with standardized data entry procedures perhaps
reduced some of the biasing influences of arrest records found
by DeFleur (1975).

Finally, results from this study should not be used to
infer drug use patterns of nonarrestees. There is ample
evidence that many of the earlier notions of drug addiction
that were derived from studies of persons who came to the
attention of the police or treatment authorities may not apply
directly to the general population of drug users.[1]

_____

1. The unusually high rates of remission from addiction found
among Vietnam veterans (Robins, 1973) have suggested that
classical notions of addiction may not apply to the more
general population. See also the work by Zinberg (1979)
concerning controlled use of opiates.

C. FINDINGS

The construction of the cross-sectional data files (and the
longitudinal file described in the next chapter) consumed most
of the time and resources available for this project. We were,
therefore, faced with the necessity of limiting the scope and
depth of our analyses to that which could be effectively
completed within the time available. The analyses to be
presented were chosen to illustrate the types of questions that
can be addressed with these data files. They were purposefully
kept to a level that avoided the use of complex multivariate
techniques. These methods could provide more exact information
about the relative contributions of variables to predicting
events, but such analyses must be deferred to a future project.

Most of our analyses will utilize the cross-sectional files
from 1973 and 1974. These years were chosen because the
1973-74 PROMIS data files contain additional information that
was not entered into the system in subsequent years. Such
variables include the arresting officer's perception of the
involvement of drugs in the case and of the arrestee's problems
with drugs, two variables that were used in K. Williams's study
of recidivism (1979). The years 1973 and 1974 also had higher
proportions of cases with drug positive (D+) arrestees
available for study.

Most of the analyses will differentiate arrestees detected
to be drug positive and drug negative. Drug positive is
defined as having a urine specimen detected to contain any of
the nine drugs tested for. We know from the results presented
in Chapter IV, however, that most of the positive specimens

from these years contained a narcotic (morphine, quinine, methadone) and/or a stimulant (phenmetrazine). Future work will have to examine whether the findings obtained for the drug positives that were collapsed into one group would differ by the type of drug detected.

Inferential tests of statistical significance are used sparingly, for several reasons. First, the sample comprises the universe of eligible arrestees during this period; a question exists about to whom statistical inferences could be made. A more practical point is that the number of cases involved in most analyses are so large as to make just about any difference found statistically significant. In addition, the fact that each person's multiple arrests are all represented in the data file violates the assumption of independent observations required by most statistical tests.

The findings are discussed below.

1. Sex, Race, and Age of D+ and D- Arrestees

To provide a context for interpreting the results to be presented, we first describe the demographic characteristics of arrestees from all cases in the cross-sectional files for 1973 through 1977. Next, we turn to a comparison of how the drug status of arrestees from 1973 and 1974 was related to these same characteristics.

Table V.1 presents the sex, race, and age distributions of arrestees from all cases in the cross-sectional analysis files.

Table V.1. SEX, RACE, AND AGE OF ARRESTEES IN
CROSS-SECTIONAL CASE FILES, 1973-1977 [†]

	Year of Case Papering									
	1973		1974		1975		1976		1977	
	f	%	f	%	f	%	f	%	f	%
Sex:										
Male	9,113	87	8,928	88	10,628	86	9,977	83	9,796	80
Female	1,386	13	1,205	12	1,705	14	1,986	17	2,473	20
	10,499	100%	10,133	100%	12,333	100%	11,963	100%	12,269	100%
Race/Sex:										
Black Males	8,245	79 >90%	8,091	80 >90%	9,629	78 >89%	8,845	74 >88%	8,828	72 >89%
Black Females	1,137	11	1,032	10	1,410	11	1,656	14	2,052	17
White Males	665	6 > 8%	719	7 > 9%	825	7 > 9%	951	8 > 10%	737	6 > 9%
White Females	204	2	152	2	274	2	286	2	367	3
Race Unknown	248	2	139	1	195	2	225	2	285	2
	10,499	100%	10,133	100%	12,333	100%	11,963	100%	12,269	100%
Age at Arrest:										
Below 18	143	1	148	1	125	1	106	1	89	1
18-20	2,290	22	2,213	22	2,698	22	2,519	21	2,613	21
21-25	3,307	32	3,144	31	3,810	31	3,572	30	3,715	30
26-30	1,762	17	1,815	18	2,256	18	2,296	19	2,596	21
31-45	2,145	20	2,053	20	2,533	20	2,506	21	2,317	20
46 +	749	7	674	7	780	7	855	7	825	7
No Info.	103	1	86	1	131	1	109	1	114	1
	10,499	100%	10,133	100%	12,333	100%	11,963	100%	12,269	101%[a]

[†] Includes all cases in PROMIS matched to an ADASA urine record, provided the test was requested within
seven days of arrest or papering. Results may not be indicative of all persons arrested in D.C. in
these years. Persons with multiple cases in a year are represented once for each case in which they
were involved.

[a] Percents may not total to 100 due to rounding.

Most of the cases for each year involved a male arrestee, although females accounted for a growing proportion of the cases over the study period (13 percent in 1973 and 20 percent in 1977). This increase occurred largely because of an increase in the proportion of cases involving black female arrestees.

It is not surprising that the majority of arrestees were black, given the fact that over 70 percent of the population in the District of Columbia is black. Because cases involving white arrestees are relatively rare in the District of Columbia, findings to be presented for white arrestees may be atypical of those that would be obtained from jurisdictions containing a more balanced racial mix. Some of the analyses to be presented will, therefore, be broken down by race of the arrestee. This will not always be feasible, however, because of the small number of cases involving white arrestees in some of the analyses.

The distribution of the age at arrest for arrestees was relatively stable over the study period. Approximately 70 percent of all cases for each year involved an arrestee between the ages of 18 and 30. Most of the remaining cases involved persons between 31 and 45; only 7 percent of the cases involved an arrestee over the age of 45. Explanations for the decline in criminal activity with increasing age, noted by other researchers, include maturing out of the criminal lifestyle, increasing expertise at avoiding arrest, higher mortality rates, and extended imprisonment (Boland, 1980; Winick, 1974).

Before presenting comparisons between D+ and D- arrestees, it is important to ascertain whether race, age, and sex of the arrestee related to whether the arrestee provided a urine specimen and to whether a test result was recorded. If arrestees with particular demographic characteristics were more likely to use drugs and to avoid providing a specimen, then such persons might be underrepresented among D+ arrestees. This could lead us to conclude erroneously that D+ arrestees were less likely to exhibit such characteristics.

Table V.2 indicates that test results were available for a majority of the cases from 1973 and 1974, regardless of the sex or race of the arrestee. Between 82 percent and 90 percent of

Table V.2. AVAILABILITY OF URINALYSIS TEST RESULTS,
BY RACE AND SEX OF ARRESTEE (N=20,245 CASES FROM 1973-1974[a])

Urinalysis Result	Black Males		White Males		Black Females		White Females	
	f	%	f	%	f	%	f	%
Result Recorded:								
Test Negative	11,074	68	1,003	72	1,477	68	223	63
Test Positive	2,940	18	138	10	466	22	86	24
No Result Recorded:								
Refused/ Unable	1,917	12	207	15	180	8	43	12
No Infor- mation	405	2	36	3	46	2	4	1
TOTAL	16,336	100%	1,384	100%	2,169	100%	356	100%

[a]Excludes 387 cases in which arrestee's race was coded other or unknown.

the cases involving the four groups of arrestees in Table V.2 had a urine test result recorded on their ADASA records. Despite these high rates of test availability, we did find some variation among the groups. White male arrestees were least likely to have had a test result recorded. This was caused by higher refusal rates among these arrestees, rather than from a greater amount of missing test information. Similarly, the reason black females were most likely to have a test result available is that they were least likely to have avoided providing a specimen. For all groups, when a test result was not available, it was primarily because the arrestee indicated an inability or unwillingness to provide a urine specimen, rather than because test information was missing from the record.

The sex and race of the arrestee were related to whether a tested specimen was found to contain drugs, as shown in Table V.3. Specimens obtained from women were more likely to contain

Table V.3. THE LIKELIHOOD OF A POSITIVE TEST RESULT, BY ARRESTEE RACE AND SEX

Sex/Race Of Arrestee	N of Tested Specimens	Percent That Contained A Drug
White Female	309	28
Black Female	1,943	24
Black Male	14,014	21
White Male	1,141	12
TOTAL	17,407	21%

drugs, regardless of race. Black males were next most likely to be drug positive, and white male arrestees were least likely to be drug positive. (It is possible that the low rate of drug positives among specimens from white males was caused by the higher refusal rate--15 percent--found among these arrestees, assuming that persons who avoided providing a specimen were likely to be drug positive if they had been tested. To test this possibility, we computed an adjusted D+ rate for white male arrestees that assumed that all of the specimens from the excess number of refusals would have been drug positive if a specimen had been provided. If only 12 percent of the white arrestees in this period had refused to provide a specimen, the same rate as was found for black males, there would have been 41 additional tested specimens. If all of these specimens had been positive, the overall rate of positives among white male arrestees would have increased from 12 percent to 15 percent-- 179/1,182. Thus, even under this stringent assumption, the rate of positives among white male arrestees was lower than that for other arrestees.)

Table V.4 indicates that the availability of a test result did not vary with the age of the arrestee. For each group of arrestees, except white females, the percentage of cases within an age category that had a test result was within six percentage points of the percentage for all cases from that group. Cases involving white females between the ages of 31 and 45 were an exception. However, this difference was probably a reflection of the small number of cases for these persons.

Table V.4. DOES AGE OF ARRESTEE PREDICT AVAILABILITY OF A URINE TEST RESULT? (N=19,957 CASES FROM 1973-1974[a])

Age Of Arrestee	Percent Having A Test Result Recorded							
	Black Males		White Males		Black Females		White Females	
	(N)	%	(N)	%	(N)	%	(N)	%
18-20	(3,617)	86	(271)	77	(425)	93	(117)	89
21-25	(4,965)	86	(408)	81	(813)	91	(139)	91
26-30	(2,820)	87	(246)	84	(392)	86	(53)	85
31-45	(3,391)	87	(301)	87	(405)	88	(25)	68
46 +	(1,138)	88	(143)	85	(100)	90	(17)	82
Age Unknown	(134)	87	(12)	50	(22)	64	(3)	b
TOTAL	(16,065)	87%	(1,381)	83%	(2,157)	90%	(354)	87%

[a] Excludes 384 cases in which the arrestee's race was coded other or unknown; 88 percent of these cases had a test result available. Also excludes 291 cases from arrestees below age 18. These persons provide a specimen at the D.C. Juvenile Receiving Home and their test results are not usually recorded on the ADASA tracking form. Only 36 percent of such cases had a test result recorded.

[b] Too few cases to compute a meaningful percent.

Having found that age, sex, and race of the arrestee were not systematically related to the availability of a test result, we can now proceed to the comparison of D+ and D- arrestees presented in Table V.5. Drug status of the arrestee was not related to the arrestee's sex or race. The largest difference found (three percentage points) was for white male arrestees, who were slightly less likely to be represented among D+ arrestees than D- arrestees. This is consistent with the results reported above that indicated that white males were least likely to be detected to be drug positive.

Table V.5. DEMOGRAPHIC CHARACTERISTICS OF D+ AND D- ARRESTEES (N=17,745 CASES FROM 1973-1974)

Arrestee Characteristic	Percent Of Cases With This Characteristic			
	D+		D-	
	f	%	f	%
Race/Sex:				
Black Male	2,940	80	11,074	79
Black Female	466	13	1,477	11
White Male	138	4	1,003	7
White Female	86	2	223	2
Unknown	52	1	286	2
	3,682	100%	14,063	101% [a]
Age At Arrest:				
Below 18	12	<1	93	1
18-20	615	17	3,264	23
21-25	1,372	37	4,221	30
26-30	824	22	2,269	16
31-45	727	20	2,938	21
46 +	101	3	1,152	8
Unknown	31	1	126	1
	3,682	100%	14,063	100%

[a] Percent does not total 100 because of rounding.

The age of the arrestee was related to his or her drug status. Compared with the drug negative group, drug positives were less likely to be between the ages of 18 and 20, more likely to be between the ages of 21 and 30, and less likely to be over age 45. Because these findings have potential significance for identifying arrestees at high risk of having drug problems, we examined the relationship among drug status and the arrestee's age, sex, and race for 1973 and 1974, separately. These results are presented in Table V.6.

Considerable stability of the age distributions of D+ and D- arrestees between the two years was found for each of the

four groups. With one exception (white females from cases in 1973), D+ arrestees were less likely to be age 18-20 than D- arrestees. Drug positive arrestees were concentrated in the

Table V.6. AGE AT ARREST OF D+ AND D- ARRESTEES
(N=17,407 CASES FROM 1973-1974[a])

Cases Involving:	Black Females				White Females			
	1973		1974		1973		1974	
	D+ (229) %	D- (803) %	D+ (237) %	D- (674) %	D+ (52) %	D- (122) %	D+ (34) %	D- (101) %
Age at Arrest								
Below 18	b	b	0	1	0	1	0	0
18-20	11	22	15	23	37	31	29	37
21-25	38	38	40	38	46	41	35	40
26-30	30 ⟩68%	13 ⟩51%	28 ⟩68%	14 ⟩52%	17 ⟩63%	11 ⟩52%	32 ⟩67%	12 ⟩52%
31-45	19	19	15	19	0	10	3	4
46 +	1	6	1	5	0	5	0	7
No Info.	b	1	0	b	0	1	0	1
	99%[c]	99%[c]	99%[c]	100%	100%	100%	99%[c]	101%[c]

Cases Involving:	Black Males				White Males			
	1973		1974		1973		1974	
	D+ (1380) %	D- (5764) %	D+ (1560) %	D- (5310) %	D+ (68) %	D- (472) %	D+ (70) %	D- (531) %
Age at Arrest								
Below 18	b	1	b	1	0	0	0	0
18-20	19	23	16	24	7	22	10	18
21-25	38	29	36	29	41	28	33	28
26-30	22 ⟩60%	16 ⟩45%	21 ⟩57%	17 ⟩46%	18 ⟩59%	20 ⟩48%	13 ⟩46%	18 ⟩46%
31-45	19	22	22	20	29	21	31	23
46 +	2	9	4	8	1	10	13	12
No Info.	1	1	1	1	3	b	0	1
	101%[c]	101%[c]	100%	100%	99%[c]	101%[c]	100%	100%

[a] Excludes 338 cases in which race of arrestee was unknown.
[b] Less than 1 percent.
[c] Percents may not total 100 because of rounding.

21-30 age group; approximately two-thirds of the D+ female arrestees and 60 percent of D+ male arrestees (with the exception of white males in 1974) were in this age range.

These findings suggest that drug abuse may not become a serious problem (leading to addiction and a greater likelihood of detection) among arrestees until they are in their twenties and that the problem begins to decline after age 30. To the extent that this is true, it may be advisable for treatment programs to direct their efforts toward preventing the onset of dependence among persons arrested before age 21. Moreover, our results suggest that arrestees may indeed mature out of drug addiction as they pass middle age (Winick, 1962).

2. Criminal Backgrounds of D+ and D- Arrestees

The PROMIS system in the District of Columbia stores information about each arrestee's criminal background. Table V.7 shows how the cases of D+ and D- arrestees compared with regard to some of these characteristics.

It is evident that D+ arrestees from D+ cases had more extensive criminal backgrounds than D- arrestees. Drug positive arrestees had a greater number of prior arrests than drug negatives, and conviction impeachment was more probable, which indicates that D+ arrestees were more likely to have committed prior offenses that could be used in court to challenge their credibility. Drug positive arrestees were also more likely to have used an alias. There was no significant difference between the two groups in their likelihood that the first arrest was for auto theft.

Table V.7. CRIMINAL BACKGROUND OF D+ AND D- ARRESTEES
(N=17,745 CASES FROM 1973-1974)

Criminal Background Of Arrestee	Percent Of Cases In Which Arrestee Had This Characteristic	
	D+ (N=3,682)	D- (N=14,063)
	%	%
Number of Prior Arrests:		
None or unknown	32	49
1 - 4	25	27
5 +	43	24
Conviction Impeachment Is possible [a]	36	21
Has Used An Alias	7	4
First Arrest Was For auto theft	3	2

[a] If a defendant with previous convictions for certain offenses (e.g., offenses that demonstrate moral turpitude or dishonesty) takes the stand, his or her previous convictions can be used to impeach testimony in the current case.

3. Characteristics of the Current Offense

During 1973 and 1974 the arresting officer's perceptions of the arrestee and the current offense were recorded in PROMIS. Table V.8 shows that police officers were more likely to indicate drug involvement and opiate-related health problems for D+ arrestees than for D- arrestees. The arresting officer, of course, had no information about the arrestee's urine test

Table V.8. ARRESTING OFFICER'S PERCEPTIONS OF THE ARRESTEE'S DRUG INVOLVEMENT AND HEALTH (N=17,745 CASES FROM 1973-1974)

Officer's Perception	Percent Of Cases For Which This Was Indicated	
	D+ (N=3,682)	D- (N=14,063)
	%	%
Drugs Are Involved In case	14	9
Arrestee Has Opiate-related Health problem	22	4
Arrestee Has Alcohol-related Health problem	1	4
Arrestee Has a Physical problem	2	3

result at the time of his assessment. The fact that the officer's perceptions were indicators of the arrestee's drug status perhaps explains why the recidivism study by K. Williams (1979) found that these drug-related variables (based on the officer's perceptions) predicted recidivism.

Table V.9 presents some characteristics of the offense for which the person was arrested. Drug status of the arrestee was unrelated to whether the person was charged with a misdemeanor or felony offense. Table V.9 also presents a crime seriousness score computed by PROMIS. This is based on a scale

Table V.9. CHARACTERISTICS OF THE CURRENT OFFENSE
FOR D+ AND D- ARRESTEES (N=17,745 CASES FROM 1973-1974)

Characteristic Of Current Offense	Percent Of Cases Having Characteristic At Left	
	D+ (N=3,682)	D- (N=14,063)
	%	%
Type of Offense:		
Misdemeanor	50	47
Felony	50	53
Severity Of Offense:[a]		
0	34	28
1-4	37	36
5 +	29	36
Weapon Involved	25	29
Someone Injured	12	20

[a] A score computed by PROMIS for each case, based on the scale developed by Sellin and Wolfgang (1964). Low scores indicate victimless crimes; high scores indicate crimes involving injury and loss of money and/or property.

derived by Sellin and Wolfgang (1964) that assigns points based on characteristics of the case, including possession of a weapon, if the case involved injury or death, if a victim was intimidated, if the offense was a nonconsensual sex crime, and if the offense involved theft, damage, or destruction of property. Victimless crimes tend to have low scores, and more violent and costly (dollar value) crimes receive high scores.

We found that cases involving D+ arrestees tended to have lower scores on this scale. This is partially because their offenses were less likely to involve a weapon or injury. These findings are consistent with those reported by Eckerman, et al. (1971), who found that drug users were less likely to be involved in violent offenses. This finding was reaffirmed when we looked at the actual charges that were brought against each arrestee.

Tables V.10 and V.11 show the maximum charge that was brought by the arresting officer or the prosecutor in cases for male and female arrestees, respectively. In preparing a case, police and prosecutor consider a number of charges that could be brought against a defendant. The maximum charge, computed by PROMIS, is the charge that would carry the greatest maximum statutory sentence if the defendant were found guilty. In cases in which ties existed between charges, the first charge entered on the record is considered the maximum charge.

Among drug positive male arrestees, the maximum offense most frequently charged was a property offense. This was caused by a high number of charges for larceny offenses, typically the possession of stolen goods. Twenty-one percent of the cases involving male D+ arrestees involved a larceny offense, compared with 14 percent for male D- arrestees.

The next largest percentage of cases involved violent crimes as the maximum charge. Drug positive male arrestees were less likely to be charged with a violent offense than a property offense. This was primarily a reflection of their lower involvement with aggravated assault offenses. (We

Table V.10. MAXIMUM OFFENSE CHARGED IN CASES OF D+ AND D- MALE ARRESTEES (N=15,437 CASES FROM 1973-1974)

Maximum Offense Charged[a]	Percent Of Cases In Which This Was The Maximum Offense	
	D+ (N=3120)	D- (N=12317)
	%	%
Property Crime:		
Larceny	21	14
Burglary	14	14
Fraud/Embezzlement	3	3
Auto Theft	4	4
Arson/Property Destruction	1	2
	43%	37%
Violent Crime:		
Robbery	16	14
Aggravated Assault or Assault on Police Officer	8	16
Simple Assault	2	4
Homicide	2	2
Sexual Assault	2	4
	30%	40%
Victimless Crime:		
Drugs	10	8
Bail Violations	7	5
Weapons	7	5
Consensual Sex	2	2
Gambling	b	b
	26%	20%
Other	1%	2%
TOTAL	100%	99%

[a] See text for definition.
[b] Less than one percent.

Table V.11. MAXIMUM OFFENSE CHARGED IN CASES OF D+ AND D- FEMALE ARRESTEES (N=2,308 CASES FROM 1973-1974)

Maximum Offense Charged[a]	Percent Of Cases In Which This Was The Maximum Offense	
	D+ (N=562)	D- (N=1746)
	%	%
Victimless Crime:		
Consensual Sex	28	29
Bail Violations	11	4
Drugs	10	5
Weapons	4	3
Gambling	1	b
	54%	41%
Property Crime:		
Larceny	15	11
Fraud/Embezzlement	6	6
Burglary	3	5
Auto Theft	2	2
Arson/Property Destruction	b	1
	26%	25%
Violent Crime:		
Aggravated Assault or Assault on Police Officer	9	21
Robbery	8	6
Homicide	2	3
Simple Assault	b	2
Sexual Assault	0	b
	19%	32%
Other	1	2
TOTAL	100%	100%

[a] See text for definition.
[b] Less than one percent.

included robbery in the violent offense category, although it could just as easily have been included as a property offense.)

Drug positive male arrestees were a little more likely to be charged with a victimless crime than D- arrestees. This was caused by small elevations in their being charged with drug offenses, bail violations, and weapons offenses, compared with D- arrestees.

Differences between the maximum charges for D+ and D- female arrestees were in the same direction as that found for males, but they were somewhat more pronounced. The relative ordering of the prevalence of each offense category was different, however. The most frequent offense category among female arrestees was victimless crimes. Female D+ arrestees were about twice as likely as D- arrestees to be charged with a drug offense or a bail violation. Surprisingly, D+ arrestees were not more likely to be charged with a consensual sex crime. It has often been suggested that prostitutes tend to be drug abusers. We return to this issue in a later section.

Drug positive and drug negative female arrestees were about equally likely to be charged with property offenses. Drug positives were a little more likely to be charged with larceny, as were drug positive male arrestees, but this was offset by a somewhat lower percentage of charges for burglary.

Drug positive female arrestees were least likely to be charged with a violent crime, primarily because of their lower likelihood of being charged with aggravated assaults. For D- female arrestees, however, violent crime was the second most likely maximum offense category (32 percent of their cases).

Like our findings for male arrestees, D+ female arrestees were only slightly more likely to be charged with robbery than D- arrestees.

Our findings indicate that both male and female arrestees who were detected to be drug positive were less likely to be charged with violent crimes. Whether this is caused by the actions of the drug or the type of person who uses drugs is an interesting question for further study. Males were predominantly charged with property crimes, and females with victimless crimes. Moreover, for both males and females, the only property crime (excluding robbery) for which drug positives were more likely to be charged than drug negatives was larceny. Both groups were about as likely to be charged with burglary, fraud/embezzlement, auto theft, and arson or property destruction. In addition, we found only a slight elevation in the rates of robbery for male and female drug positives. The increased likelihood of charges for bail violations for female D+ arrestees, and to a lesser extent male D+ arrestees, reinforces the probable role of drug use among persons who fail to appear in court (Roth and Wice, 1980).

It is appropriate also to examine whether the type of drug that was detected might be related to the type of offense that was charged. To facilitate this analysis, we combined the maximum offense charged for arrestees into the four crime types that appear in Tables V.10 and V.11. The four categories of drugs we looked at were narcotics, primarily morphine, quinine, and illicit methadone; stimulants, primarily phenmetrazine; stimulants and narcotics, indicative of polydrug use; and legal

methadone, which included any specimen that contained methadone
while the person was receiving it as a part of treatment,
regardless of any other drugs that might have been detected.
These results appear in Table V.12.

We found little variation in the offense charged by type of
drug detected. The most striking finding involved male
arrestees who were positive for narcotics only. They were no
more likely than drug negatives to be charged with property
crimes, and they were the most likely of all categories of drug
users to be charged with a violent crime, although their rate
was still below that of D- arrestees. Kozel and DuPont (1977)
reported that arrestees detected to be using heroin only were
charged with a significantly higher number of violent crimes.
Our results support their finding, but only for male arrestees;
their data base did not permit them to separate arrestees
according to sex. We found that the greater involvement of
these arrestees in violent offenses reflects their greater
number of charges for aggravated assaults. We are unsure of
the implications of this finding, and caution should be used in
drawing inferences from it. It may be that persons detected to
be using only narcotics are different in a number of ways from
other drug users and nonusers. For example, we found that
positive specimens from both male and female arrestees were
most likely to contain only narcotics if the arrestee was above
age 45. Thus, the higher rate of aggravated assaults among
male arrestees detected to be using only narcotics could be as
much a function of their increasing age as the type of drugs

Table V.12. IS THE TYPE OF DRUG DETECTED RELATED TO THE TYPE OF OFFENSE CHARGED? (N=17,725 TESTED SPECIMENS FROM ARRESTEES FROM CASES FOR 1973-1974)[a]

Maximum Offense Charged	Cases In Which Specimen Was				
	D-	D+ Stimulants Only	D+ Narcotics Only	D+ Narcotics & Stimulants	D+ Legal Methadone[b]
Male Arrestees:					
Property Crime	37	45	38	45	50
Victimless Crime	20	25	27	28	23
Violent Crime	40	28	34	25	28
Other	2	c	2	2	c
	99%[d]	98%[d]	101%[d]	100%	101%[d]
(N of Specimens)	(12,317)	(665)	(1,341)	(875)	(220)
Female Arrestees:					
Property Crime	25	24	27	25	31
Victimless Crime	41	58	52	58	45
Violent Crime	32	20	20	15	24
Other	2	0	c	2	2
	100%	102%[d]	100%	100%	102%[d]
(N of Specimens)	(1,746)	(65)	(272)	(163)	(61)

[a] Excludes 20 specimens containing only barbiturates.

[b] Specimen contained methadone received as part of treatment, regardless of whether other drugs were detected.

[c] Less than 1 percent.

[d] Percents may not total to 100 due to rounding.

used. Future studies should investigate this potentially

significant finding.

4. Pretrial Release and Disposition of Cases of D+ and
   D- Arrestees

The arresting officer typically presents the facts of the

case to an Assistant U.S. Attorney, who decides whether to

proceed with the case (paper the case) or to dismiss (no-paper)

the case. If the case is papered, the arrestee appears in

court, where the judge sets a date for the next court

appearance and determines conditions for release of the

arrestee. This decision is based on the investigation made by

the D.C. Pretrial Services Agency and the recommendation made

by the ADASA representative present in court. If the case is

no-papered, the arrestee is then released at the jail or after

court appearance, provided there are no warrants outstanding

against the person.

We found that cases of D+ and D- arrestees had an almost

equal likelihood of being papered; 81 percent and 77 percent,

respectively. Table V.13 shows that the conditions of release

set by the judge did vary according to the arrestee's drug

status, however. Drug positive arrestees were less likely to

be released on their personal recognizance. They were more

often placed in the custody of a third party or required to

post cash or surety bond. (The PROMIS data do not enable us to

tell how many actually succeeded in arranging bond.)

These findings are consistent with those presented earlier

that indicated that D+ arrestees were more likely to have a

more extensive criminal background and a greater likelihood of

Table V.13. RELEASE STATUS AND CASE DISPOSITION, BY ARRESTEE'S DRUG STATUS (N=13,873 PAPERED CASES FROM 1973-1974)

Release Status And Case Disposition	Percent Of Cases With Status At Left	
	D+ (N=2981)	D- (N=10892)
Release Status:		
Personal Recognizance	33	48
Surety Bond	24	15
Third-party Custody	17	14
Cash Bond	11	9
Other	2	3
Unknown	13	11
TOTAL	100%	100%
Case Disposition:		
Guilty	43	36
Case Dismissed	40	46
Defendant Acquitted	5	6
Other	1	1
Unknown[a]	11	11
TOTAL	100%	100%

[a] Includes cases without a disposition at the time the PROMIS data files were accessed.

being charged with bail violations. The court, being aware of

these facts, presumably takes steps to ensure the arrestee's

subsequent court appearance. The relative importance of each

of the background factors and the arrestee's drug status in

shaping the court's release decision could be estimated using

multivariate analytic techniques. Unfortunately, such analyses

were beyond the resources of this study.

Table V.13 also presents the dispositions of papered cases,

according to the drug status of the arrestee. Cases of D+

arrestees were more likely to end in a guilty disposition and

less likely to have been dismissed than cases of D- arrestees.

The higher likelihood of guilty dispositions reflected both a higher likelihood of guilty pleas (33 percent vs. 29 percent) and of guilty verdicts (10 percent vs. 7 percent). As noted above, differences between D+ and D- arrestees could be a function of differences in the backgrounds of the two groups of arrestees as well as differences in their drug status. Multivariate analyses of these factors might contribute to our understanding of the relative importance of all of these factors to the disposition of cases.

5. Arrestee Drug Status and the Victim's Age

During the course of this project, we received a telephone call from a member of a congressional committee investigating problems of the elderly. This person was experiencing difficulty in obtaining information about the extent to which drug users may single out elderly victims for their crimes. While a theory supporting such discrimination by drug offenders was not apparent to us, this query led us nevertheless to examine whether the arrestee's drug status was related to the age of the victim.

Although the PROMIS system in operation in the District of Columbia in 1973 and 1974 was designed to collect information about the age of the victim, we found that this information was often not recorded. (In addition, the arresting officer probably did not always remember to obtain this information.) Some offenses did not have an identifiable victim or were victimless crimes. We therefore limited our initial analyses to the six offense categories for which at least one-third of the cases had the victim's age recorded. These offenses were

forcible sex crimes, homicide, assaults, robbery, burglary of residences, and personal victimizations that did not involve violence, including auto theft, larceny, and fraud. Again, we used the maximum offense charged, as defined earlier.

We first examined whether the availability of information about the victim's age was related to the drug status of the arrestee. If the victim's age was less likely to be coded for D+ arrestees, then our findings might be suspect. Fortunately, for our analyses, we found that the arrestee's drug status was not related to whether the victim's age was recorded, as shown in Table V.14.

Table V.14. PERCENT OF CASES FOR WHICH THE VICTIM'S AGE WAS CODED, BY ARRESTEE'S DRUG STATUS AND OFFENSE CHARGED (N=11,583 CASES FROM 1973-1974)

Maximum Offense Charged	Drug Status Of Arrestee						Stat. Signif. of Differences[a]
	D-		D+		No Specimen Provided		
	(N)	%	(N)	%	(N)	%	
Forcible Sex	(517)	82	(53)	79	(82)	82	P > .10
Homicide	(282)	69	(61)	66	(73)	71	P > .10
Assault (simple or aggravated)	(2,715)	65	(337)	61	(288)	63	P > .10
Robbery	(1,611)	61	(463)	62	(347)	58	P > .10
Burglary (against residences)	(1,382)	41	(348)	43	(244)	39	P > .10
Larceny/Auto Theft/Fraud	(1,842)	35	(645)	38	(293)	36	P > .10

[a] By 2x3 chi-square.

As one might expect, offenses that involved the use of violence against persons (forcible sex, homicide, and assault) were more likely to have had the victim's age recorded than

offenses aimed principally at obtaining money or property. For each offense, however, whether the arrestee was D+, D-, or had failed to provide a specimen was unrelated to whether the victim's age was recorded. Although there was some variation among the three groups for each offense, no consistent pattern emerged and none of the differences was statistically significant. It therefore seemed reasonable to examine the relationship between the arrestee's drug status and the victim's age. Table V.15 presents these findings for all PROMIS cases in 1973 and 1974 for which a victim's age was recorded.

Table V.15. IS THE DRUG STATUS OF THE ARRESTEE
ASSOCIATED WITH THE AGE OF THE VICTIM?
(N=5,526 CASES FROM 1973-1974 WITH VICTIM'S AGE)

Maximum Offense Charged	Arrestee's Drug Status	(N)	Percent Of Cases In Which Victim's Age Was					Total
			<18	18-29	30-39	40-49	50+	
Homicide	D-	(196)	6	36	21	20	17	100
	D+	(40)	5	47	18	15	15	100
Assault (aggravated and simple)	D-	(1759)	6	42	21	17	14	100
	D+	(205)	6	45	25	13	11	100
Forcible Sex Offenses	D-	(424)	41	42	9	3	5	100
	D+	(42)	26	55	14	0	5	100
Robbery	D-	(976)	6	37	15	16	26	100
	D+	(285)	5	40	19	13	23	100
Larceny/Auto Theft/ Fraud (excluding those against businesses)	D-	(643)	3	43	21	16	17	100
	D+	(243)	1	51	21	15	12	100
Burglary (against residences)	D-	(562)	3	39	21	17	20	100
	D+	(151)	1	42	21	17	19	100

We found little evidence that the age of the victim was related to the arrestee's drug status. On the contrary, the age distributions for victims of D+ and D- arrestees appear to be very similar. (The results for arrestees who did not provide a specimen were also similar, although we do not present those findings in the table.) With the exception of forcible sex offenses (e.g., rape and sodomy), the largest percentage of victims were between the ages of 18 and 29 for cases involving both D+ and D- arrestees.

Further, drug positive arrestees were no more likely to be charged with offenses against persons 50 or older than were D- arrestees. In a separate analysis, we looked at whether this was true for victims age 60 or more. Again, we found no differences between the involvement of D+ and D- arrestees in these cases.

The final issue that we examined was the proportion of crimes against each age group that involved a D+ arrestee. To do this, we looked at all cases for all offenses in PROMIS for 1973 and 1974 with a recorded victim's age. Table V.16 presents these findings. Drug positive arrestees were charged with 18 percent of the 6,405 crimes for which a victim's age was recorded. If D+ arrestees were equally likely to be charged with crimes against persons at each age level, then we would expect that approximately 18 percent of the cases in each of the age categories in Table V.16 would involve a D+ arrestee. We found that this was true only for cases involving victims age 18 or older; D+ arrestees accounted for between 16

Table V.16. PERCENTAGE OF CASES THAT INVOLVED
A D+ OR D- ARRESTEE, BY AGE OF THE VICTIM (N=6,405 CASES
FROM 1973-1974 WITH VICTIM'S AGE AND A TEST RESULT[a])

Arrestee's Drug Status	Cases In Which Victim Was					TOTAL
	< 18	18-29	30-39	40-49	50+	
	%	%	%	%	%	
Drug Negative	90	81	81	84	83	82
Drug Positive	10	19	19	16	17	18
Total (N of Cases)	100% (477)	100% (2,731)	100% (1,254)	100% (928)	100% (1,015)	100% (6,405)
Row Percent	7%	43%	20%	14%	16%	100%

[a] Excludes 996 cases with a victim's age, but with no urine test result. These
accounted for 12% to 16% of the cases from each age level.

percent and 19 percent of these cases. They were

underrepresented in cases involving younger victims, however:

they accounted for only 10 percent of these cases.

The fact that we had found earlier that D+ arrestees were

less likely to be charged with forcible sex crimes and that

such crimes were those most likely to involve young victims

suggested a possible reason for the lower involvement of D+

arrestees in cases involving young victims. To test this

hypothesis, we subtracted the forcible sex offense cases from

the 477 cases involving youths (there were 185 or 39 percent)

and recomputed the percentage of cases in this category

attributable to D+ arrestees. The adjusted percentage of cases

involving D+ arrestees climbed from 10 percent to 13 percent,

but was still below the percentage found for cases involving

older victims. We therefore conclude that the lesser

involvement of D+ arrestees than D- arrestees in crimes with

victims below age 18 is only partially explained by their lower

involvement in forcible sex offenses.

We tested one additional explanation for the lower

involvement of D+ arrestees in crimes involving youths. We

knew from our earlier findings that D+ arrestees were less

likely than D- arrestees to be between the ages of 18 and 20.

If offenses tend to be committed against one's peers, that

could explain our findings. Table V.17 presents the age at

arrest and age of the victim for all cases for which the

information was available.

Table V.17. IS THE AGE OF THE ARRESTEE RELATED TO
THE AGE OF THE VICTIM? (N=7,343 CASES FROM 1973-1974
FOR WHICH BOTH AGES WERE AVAILABLE

Age Of Victim	Age Of Arrestee				
	Below 18	18-29	30-39	40-49	50+
	%	%	%	%	%
Below 18	20	8	7	7	8
18-29	36	[50]	32	22	19
30-39	12	17	[33]	20	16
40-49	13	11	15	[31]	20
50 +	20	14	14	20	[37]
TOTAL	101%[a]	100%	101%[a]	100%	100%
(N of Cases)	(157)	(4,768)	(1,387)	(636)	(394)

[a] Percents may not total to 100 due to rounding.

Age of the arrestee was associated with the age of the

victim. With the exception of the small group of arrestees

below age 18, the highest percentage of victims came from the

same age category as the arrestee. This is illustrated by the

bracketed figures in Table V.17. Arrestees below age 18 were

more likely than older arrestees to be charged with offenses

against persons below 18, and they were also somewhat more likely than arrestees age 18-39 to be involved in offenses against persons 50 or older. Between 7 percent and 8 percent of arrestees from the older age categories were involved in crimes against youths.

Table V.18 presents these results, according to the drug status of the arrestee. (Arrestees below age 18 were omitted because of the small number of cases.) We found that for each age category, D+ arrestees were less likely than D- arrestees to be involved in crimes against youths. In addition, at each age level, D+ and D- arrestees were about equally likely to be involved in crimes against persons 50 or older. This was less true for arrestees 50 or older, but the difference between D+ and D- arrestees is probably a result of the small number of cases involved. These findings thus offer additional evidence that D+ arrestees are less likely than D- arrestees to be charged with offenses involving youths and about equally likely to be charged with crimes against older persons.

Table V.18. IS THE RELATIONSHIP BETWEEN AGE OF ARRESTEE AND AGE OF VICTIM SIMILAR FOR D+ AND D- ARRESTEES? (N=6,300 CASES WITH BOTH AGES[a])

| | Age Of Arrestee | | | | | | | |
| | 18-29 | | 30-39 | | 40-49 | | 50+ | |
Age Of Victim	D+	D-	D+	D-	D+	D-	D+	D-
Below 20	5	8	3	8	5	7	3	9
20-29	51	50	30	33	32	21	17	19
30-39	19	16	37	31	16	21	28	14
40-49	11	12	16	15	28	31	10	22
50 +	14	14	14	13	19	20	42	36
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%
(N of Cases)	(829)	(3317)	(194)	(1036)	(57)	(513)	(29)	(325)

[a] Excludes 56 cases with arrestee below age 18.

6. Predictors of Arrestee Drug Status

We reported in an earlier section of this chapter that female arrestees were more likely to be detected to be using drugs than male arrestees. In this section, we expand on this finding and extend our search for additional predictors of drug use among arrestees. Agencies considering the institution of a urine surveillance program for arrestees (or in limiting an existing one) might find these results useful in determining the cost-effectiveness of testing different groups of arrestees.

Table V.19 shows how arrestee sex, race, age, and the existence of a drug-related charge were related to the likelihood that a tested specimen was positive. As reported earlier, female arrestees were, on the whole, more likely to be detected to be using drugs than were male arrestees (24 percent versus 20 percent). Although black females and white females were about equally likely to be found positive for drugs, white males were less likely to be drug positive than black males. For both sexes and both races, the highest rates of positive specimens came from persons between 21 and 45, although the rates begin to decline after age 30. These relations are illustrated for 1973 and 1974 in Figure V.1.

We also looked at whether the age or sex of the arrestee was related to the type of drug that was detected. We found that stimulants were less likely to be detected in arrestees after age 45, but their rate of detection was similar across younger age groups. Fifty percent of the tested specimens from arrestees below age 46 were positive for stimulants, compared with 26 percent of the 100 specimens obtained from arrestees

Table V.19. AGE, SEX, RACE, AND PRESENCE OF A DRUG
CHARGE AS PREDICTORS OF A POSITIVE URINALYSIS RESULT
(N=17,745 CASES FROM 1973-1974 WITH A TEST RESULT)

Arrestee/Case Characteristic	Percent Of Cases In Which A Tested Arrestee Was D+			
	Male Arrestees		Female Arrestees	
	(N)	%	(N)	%
Race:				
White	(1,141)	12	(309)	28
Black	(14,014)	21	(1,943)	24
Unknown/Other	(282)	15	(56)	18
Age:[a]				
18-20	(3,372)	16	(507)	18
21-25	(4,707)	24	(886)	25
26-30	(2,700)	25	(393)	40
31-45	(3,279)	20	(386)	22
46 +	(1,144)	8	(109)	6
Maximum Offense Charged Was a Drug Offense:				
Yes	(1,249)	26	(142)	41
No	(14,188)	20	(2,166)	23
Any Offense Charge Was a Drug Offense:				
Yes	(1,807)	27	(190)	39
No	(13,630)	19	(2,118)	23
All Cases	(15,437)	20%	(2,308)	24%

[a] Excludes 105 cases of arrestees below age 18, and 157 cases with no recorded age.

Figure V.1. AGE, SEX, AND RACE OF
ARRESTEE AS PREDICTORS OF DRUG STATUS
(N=17,407 CASES FROM 1973-1974 WITH A TEST RESULT)
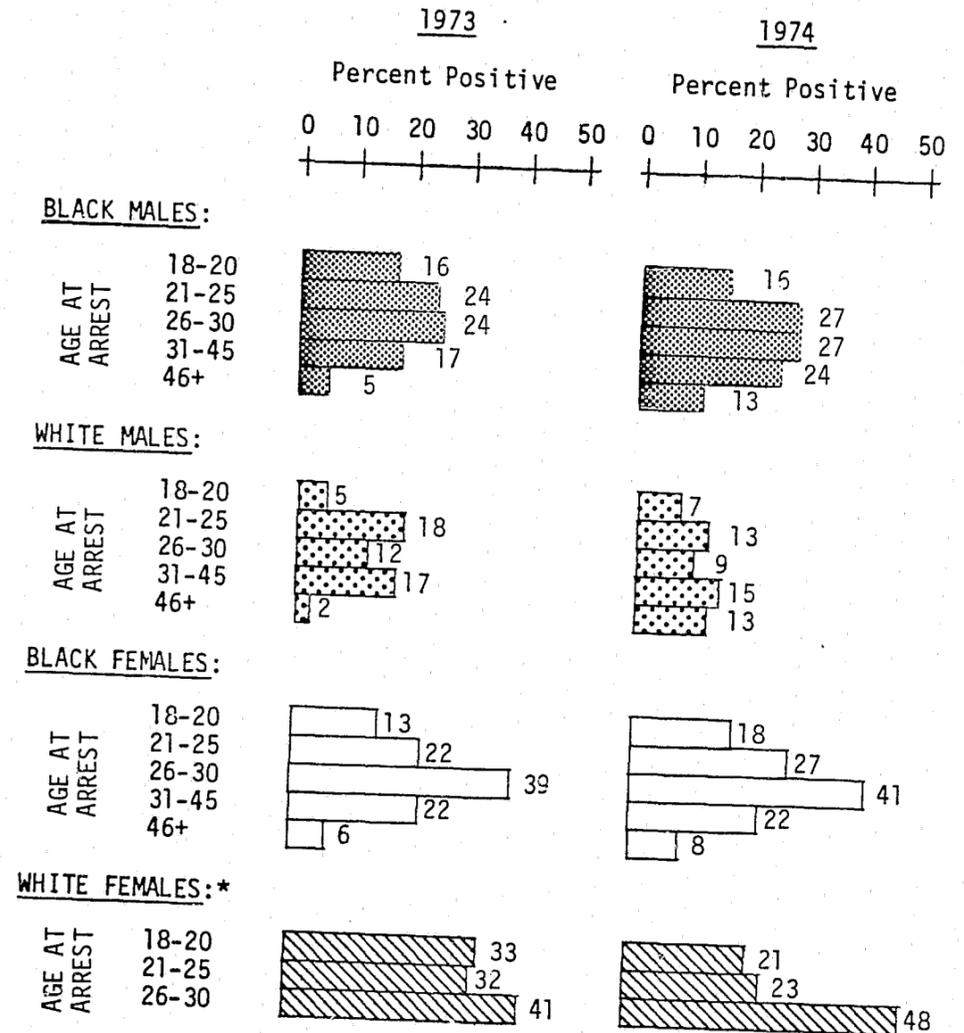
*Results for white females after age 30 are not plotted because too few cases were available to compute statistics.

obtained from arrestees over age 45. Specimens from persons over age 45 most likely contained only narcotics, if a drug was detected.

Not surprisingly, we did find that arrestees charged with a drug offense were more likely to be detected to be drug positive. These results appear in Table V.19 in two forms. First, we examined the test results for persons for whom the maximum charge brought by the police or the prosecutor was a drug offense. However, because some persons are charged with multiple offenses, and some of those offenses carry sentences that are greater than those for drug offenses, it was possible that the maximum offense charged masked the existence of a lesser drug-related charge. We therefore computed a variable that indicated whether any of the six charges (contained in our data file) for a case was a drug-related offense. This resulted in our finding 558 additional drug-related cases for male arrestees and 48 for females.

Both of these variables were about equally good in predicting a positive test result; approximately 40 percent of female arrestees and 26 percent of male arrestees with a drug charge had a positive test result. We thought that the higher rate of positives among female arrestees with a drug charge might result from their being charged with different types of drug offenses. However, we found that most female and male arrestees (67 percent and 72 percent, respectively) with a drug charge were charged with violation of the Uniform Narcotics Act for sale or possession of narcotics.

Table V.20 shows how the existence of a drug charge (based on any of the six charges in the case record) predicted a positive test result for arrestees at different ages. For all arrestees except males below age 21, a drug charge was related to an increased likelihood of being found to be drug positive. The increase was found for female arrestees at all age levels, but primarily for males above age 25.

Table V.20. PRESENCE OF A DRUG CHARGE AS A PREDICTOR OF A POSITIVE TEST RESULT, BY SEX AND AGE OF ARRESTEE (N=17,483 CASES FROM 1973-1974 WITH A TEST RESULT[a])

Age Of Arrestee	Percent Of Specimens That Were Positive			
	No Drug Offense Charged		Drug Offense Charged	
	(N)	%	(N)	%
Males:				
18-20	(2,908)	16	(464)	13
21-25	(4,031)	24	(676)	27
26-30	(2,370)	24	(330)	32
31-45	(2,994)	18	(285)	40
45 +	(1,112)	8	(32)	31
TOTAL	(13,415)	19%	(1,787)	27%
Females:				
18-20	(460)	17	(47)	28
21-25	(804)	24	(82)	37
26-30	(357)	39	(36)	56
31-45	(363)	20	(23)	48
45 +	(108)	6	(1)	b
TOTAL	(2,092)	23%	(189)	39

[a] Excludes 262 cases with unknown age or age below 18.
[b] Too few cases.

Although the likelihood of being found to be drug positive approached 40 percent or more for some categories of arrestees in Table V.20, the rate of detection was perhaps less than might have been expected for persons charged with a drug-related offense. Table V.21 shows how a maximum charge for a drug-related offense compared with other types of charges in predicting a positive test result.

Among male arrestees, we found six charges that predicted a greater likelihood of having a positive test result than would be expected from the rate found for all cases involving male arrestees. These are the offenses above the dotted line in Table V.21. Five of these six offenses were also indicative of high risk for female arrestees. These were bail violations, larceny, drug offenses, weapons offenses, and robbery. However, whereas fraud/embezzlement indicated a higher risk of detection for male arrestees, it did not for females. Being charged with auto theft was the sixth high-risk charge for female arrestees.

Consistent with findings presented earlier, persons charged with assault offenses were least likely to be found to be drug positive. In addition, with few exceptions, the rate of positives for each offense was higher for female arrestees than for males. Females charged with consensual sex offenses were no more likely to be found to be drug positive than one would expect from the base rate for all cases involving female arrestees (24 percent). This result was unexpected, in view of the belief that prostitutes are likely to abuse drugs. We

Table V.21. WHAT CHARGES WERE MOST LIKELY TO PREDICT A POSITIVE TEST RESULT? (N=17,745 CASES FROM 1973-1974 WITH A URINE TEST RESULT[a])

Maximum Offense Charged	Percent With This Charge Who Were D+			
	Cases of Males (N)	%	Cases of Females (N)	%
Bail Violations	(849)	27	(139)	45
Larceny	(2,359)	27	(274)	30
Drugs	(1,249)	26	(142)	41
Weapons Offenses	(849)	24	(71)	30
Robbery	(2,209)	22	(149)	29
Fraud/Embezzlement	(486)	22	(143)	24
Consensual Sex	(363)	20	(656)	24
Burglary	(2,160)	20	(103)	15
Auto Theft	(602)	18	(45)	29
Homicide	(285)	18	(58)	19
Arson/Property Destruction	(314)	14	(23)	4
Gambling	(51)	14	(5)	b
Simple Assault	(584)	13	(32)	16
Aggravated Assault	(2,253)	10	(424)	12
Sexual Assault	(568)	9	(2)	b
Other Offenses	(256)	18	(42)	14
All Cases	(15,437)	20%	(2,308)	24%

[a] Offenses above or within dotted lines had a rate of drug positives that was higher than the expected rate based on all cases.
[b] Less than 1 percent.

conducted a number of analyses to address this issue. These are presented in the next section.

7. Prostitution and Arrestee Drug Status

We thought that the expected relationship between a charge of prostitution and the arrestee's drug status could have been masked by the use in the prior analysis of the maximum offense charged in the case. Because prostitution carries a relatively light sentence (90 days maximum), a woman charged with more than one offense would be likely to be classified in an offense category other than prostitution. We therefore looked at each

charge brought against female arrestees and related the existence of a charge for prostitution to the person's test result. Table V.22 presents these findings by age of the arrestee.

Persons charged with prostitution were _less_ likely to be detected to be drug positive than persons not charged with prostitution if the arrestee was below age 26. Only if the arrestee charged with prostitution was 26 or older (15 percent of all cases with this charge) was there a higher likelihood of being found positive for drugs. Having found that a charge of prostitution was not associated with an increased likelihood that female arrestees below age 26 would be found to be drug positive, we were prompted to ask what proportion of all D+ female arrestees were charged with prostitution and/or a

Table V.22. PERCENT OF CASES WITH A CHARGE FOR SOLICITING FOR PROSTITUTION WHERE ARRESTEE WAS DETECTED TO BE USING DRUGS, BY AGE OF ARRESTEE (N=2,281 CASES OF FEMALE ARRESTEES FOR 1973-1974)

Age At Arrest	No Charge For Prostitution		Any Charge Was For Prostitution	
	(N)	%	(N)	%
18-20	(299)	19	(208)	16
21-25	(512)	27	(374)	22
26-30	(316)	37	(77)	55
31-45	(361)	19	(25)	52
46 +	(107)	6	(2)	a

aToo few cases to compute a meaningful percentage.

drug-related offense. Table V.23 presents these findings, according to the age of the arrestee.

As one might expect, the likelihood that a D+ female arrestee was charged with soliciting for prostitution declined with age. The percentage charged with a drug offense, however, remained stable across the age ranges in the table. Thus, the proportion of D+ arrestees charged with neither prostitution nor drug-related offenses increased from 49 percent for arrestees age 18 to 20, and to 71 percent for those between 31 and 45. Were there charges for specific offenses that were

Table V.23. PERCENTAGE OF CASES OF D+ FEMALE ARRESTEES THAT INVOLVED A DRUG CHARGE OR A CHARGE OF SOLICITING FOR PROSTITUTION (N=551 CASES FROM D+ ARRESTEES, 1973-1974)[a]

Charge Was For[b]	Age At Arrest Of D+ Arrestees			
	18-20	21-25	26-30	31-45
	%	%	%	%
Prostitution Only	37	36	26	16
Drugs Only	14	12	12	13
Both	c	1	1	0
Neither Drugs or Prostitution	49	51	61	71
TOTAL	100%	100%	100%	100%
(N of Cases)	(90)	(220)	(158)	(83)

[a] Excludes specimens from persons outside these age ranges and with unknown ages.

[b] Signifies that at least one of the charges brought by police or prosecutor was as indicated in table.

[c] Less than 1 percent.

increasing over this period? Table V.24 presents the maximum

offense charged for D+ and D- female arrestees in each age

group. We found that the offense with which older arrestees

were more likely to be charged was that of aggravated assault.

Only 6 percent of the cases for D+ and D- arrestees between the

ages of 18 and 20 involved this offense, but 20 percent and 45

percent of the cases involving D+ and D- arrestees over 30,

respectively, involved the charge of aggravated assault. These

results continue the pattern of lesser involvement of D+

arrestees in violent crimes that we have seen throughout this

chapter.

Table V. 24.   MAXIMUM OFFENSE CHARGED FOR FEMALE ARRESTEES IN 1973-1974,
BY AGE AT ARREST AND DRUG STATUS
(N=2,172 CASES FROM ARRESTEES WITH A TEST RESULT)

Maximum Offense Charged	Age At Arrest							
	18-20		21-25		26-30		31-45	
	D+ (N=90)	D- (N=417)	D+ (N=220)	D- (N=666)	D+ (N=158)	D- (N=235)	D+ (N=83)	D- (N=303)
	%	%	%	%	%	%	%	%
Consensual Sex	34	41	34	42	23	14	14	4
Drug Offense	13	6	11	6	9	5	8	3
Larceny	11	13	15	9	17	14	17	10
Robbery	8	10	9	6	4	5	10	4
Bail Violation	7	4	1	4	14	6	10	6
Aggravated Assault	6	6	2	11	13	28	20	49
Fraud/Embezzlement	6	8	8	7	4	7	5	3
Other Offense*	15	12	20	15	16	21	16	21
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%

* Includes: weapons, burglary, homicide, arson-property destruction, simple assault, auto theft, gambling and a miscellaneous category. Each of these offenses was charged for less than 8 percent of D+ or D- cases in any age category.

VI. CONSTRUCTION OF THE LONGITUDINAL DATA FILE

The cross-sectional data files described in the previous two chapters utilized the case as the unit of analysis. A person who was arrested more than once between 1973 and 1977 might have had several PROMIS case records represented in the cross-sectional data files. This presented no problems for the analyses that have been performed thus far, because the cross-sectional data files were designed to address questions about all cases processed during the study period. Those files, however, could not easily be used to address questions about the same defendant over time. Therefore, we constructed a longitudinal, defendant-based file that combined all of the information available for each defendant. This chapter describes the methods used to construct the file. A more technical description of the file and its construction appears in Appendix C.

A. SELECTION OF A PANEL PERIOD AND A SAMPLE OF DEFENDANTS

To construct the longitudinal file, we first had to choose a period of time that could be used as a basis for selecting persons to be included in the data file. That period will be called the panel period. Persons arrested during this panel period could then be studied in terms of their criminal behavior before the panel period as well as after.

The choice of the panel period was guided by three criteria:

. A span of time had to be chosen that allowed sufficient time to monitor each person's pre-panel arrest history;

. Enough time had to be allowed after the panel period so that information would be available about post-panel events and so that estimates of the likelihood of recidivism could be made; and

. The data available had to be as complete and accurate as possible.

Fortunately, data were available for a time period that could satisfy all of these criteria. A new Criminal Justice Tracking form began to be systematically used by the ADASA on August 21, 1974. That form contained information that was previously unavailable from existing data sources, for example, the person's education, marital status, number of dependents, and military experience. We therefore decided to make the panel period the 8 months following the introduction of this form. In addition, for almost 20 months (from January 1, 1973, through August 20, 1974) prior to the panel period, we had PROMIS case information that was known to be of good quality. (Certain key elements were of questionable reliability in the early stages of the PROMIS implementation, before 1973.) Finally, we also had PROMIS data through December 31, 1978; this would provide a period of 44 months during which we could track panel members' subsequent cases. Thus, a record was established of each person's arrests in the District of Columbia over a 72-month period.

As noted in Chapter IV, we reviewed and coded ADASA urinalysis records dating from August 21, 1974 (when the new tracking forms were introduced), through December 31, 1977. This data-collection effort yielded urine test records for 10,574 persons who were tested by the ADASA during the panel period (August 21, 1974, through April 30, 1975). However,

during this coding effort, we found that the completeness of the information on the tracking forms varied widely from day to day. Because we needed good data on each person's panel case, we adopted procedures to select persons for inclusion in the file only from days when the tracking forms were most complete, while still maintaining an unbiased sample of persons.

The procedure adopted was designed to select persons for the data file who came from those days that had the least amount of information missing from the urine test forms. The amount of information missing from the tracking forms for six variables (D.C. residence, employment, education, marital status, narcotics use, and urinalysis tests results) was summarized in a missing data index (MDI) computed for each day.

For each of the days in the eight-month panel period (217 days), excluding Sundays, the MDI was computed by summing missing data on each of the six variables. For example, on August 21, 1974, 50 out of 62 tracking forms had information coded about the person's time of residence in the District of Columbia. The missing data value for that variable for that day was therefore 19 (12/62). The percentage of missing data for each of the six variables for August 21 was also computed and totaled. (For employment, it was 21; for each of the other four, it was 18.) By adding these six percentages we get 112 for August 21, 1974. The resulting MDI was then used as an indicator of how much information was missing for the day. This signified that, on the average, 19 percent (112/600) of the information for these six variables was missing. The MDIs

for each day in the panel period were then rank ordered--lowest to highest.

The MDIs for the 217 days ranged from zero to 517 and seemed to be associated with the day of the week; 25 percent of the Mondays, 32 percent of the Wednesdays, and 31 percent of the Saturdays had an MDI greater than 200. Tuesdays, Thursdays, and Fridays had more missing data; MDI values greater than 200 were found for 46 percent, 39 percent, and 50 percent, respectively. We therefore decided to stratify the sample by day of week to allow for the possibility that different types of defendants were arrested on different days. The sample would then contain about the same number of Mondays, Tuesdays, and so on.

We wanted to select enough days so that we would obtain approximately 7,000 urine records. (We knew that only a portion of those records would be successfully matched to the defendant's PROMIS case record.) We tried several decision rules and found that if we chose an MDI of 202 as the cut-off point for including a day in the sample, we would obtain the desired number of cases. In order to maintain equal inclusion of each day of the week in the sample, it was necessary to include 11 days (four Tuesdays, two Thursdays, and five Fridays) that had MDIs greater than 200 but less than 220. Thus, for all days selected except those 11, approximately two-thirds (400/600) of the information for the six variables was available.

Table VI.1 summarizes the days selected (139). Although 64 percent of all of the eligible days were selected, the

Table VI.1. PERCENTAGE OF ELIGIBLE DAYS SELECTED FOR DEFINING
PANEL CASES BY MONTH AND DAY OF WEEK

| Month In Panel Period | (N of Eligible Days) | N Of Days Selected, By Day Of Week | | | | | | Total Days Selected | Percentage Of Eligible Days Selected By Month |
		M (N=36)	T (N=36)	W (N=37)	Th (N=36)	F (N=36)	Sat (N=36)		
August, 1974	(10)	1	1	2	2	2	2	10	100%
September	(25)	5	4	4	4	4	3	24	96%
October	(27)	1	4	2	2	1	2	12	44%
November	(26)	4	4	3	3	4	4	22	85%
December	(26)	3	1	1	3	1	4	13	50%
January, 1975	(27)	3	2	2	3	3	2	15	56%
February	(24)	1	1	3	2	3	2	12	50%
March	(26)	3	3	2	2	3	2	15	58%
April	(26)	2	3	4	2	2	3	16	62%
TOTAL	(217)	23	23	23	23	23	24	139	64%
Percentage of Eligible Days Selected, By Day of Week		64%	64%	62%	64%	64%	64%	--	--

percentage of eligible days selected varied from month to month. Thus, in August 1974, right after the introduction of the new form, all of the days had MDIs below 202 and were selected for the sample. On the other hand, only 44 percent of the 27 eligible days in October 1974 were selected. We believe that the absence of information was primarily a function of the thoroughness of the recording clerk's methods and had little to do with the characteristics of the arrestee. It is not evident to us that selecting days on the basis of the MDI biases the nature of the resulting sample of defendants.

Table VI.1 indicates that we selected 23 of each of the 6 days of the week (ADASA does not collect specimens on Sundays), except Saturday, of which we used 24. For each day of the week, 64 percent of the eligible days were selected, except Wednesday (62 percent).

The final group of 139 selected days were thus the best 23 days for each day of the week (24 for Saturday), in terms of availability of information on the ADASA forms for the six variables. These days constituted 64 percent (139 days) of the original 217 eligible days in the panel period (78 days were excluded) and yielded 6,676 records, or 63 percent of the 10,574 records available from all 217 days.

After selecting these days, the next step was to locate all of the cases in PROMIS that were papered on one of the 139 days. (We knew from our construction of the cross-sectional data files, described in Chapter IV, that most persons were tested on the same day that their case was screened.) There were 8,186 cases in PROMIS that were papered on one of the

selected days. Excluding multiple cases for some persons, 7,087 different defendants were actually involved. (We had more PROMIS records than ADASA records because not every arrestee is interviewed by ADASA staff. See the discussion in Chapter IV.) Thus, our final longitudinal file was based on cases for 7,087 persons. The first case each person had on one of the 139 days was designated as that person's panel case. Having defined the sample, we next describe the types of information collected for each of these panel members.

B. COMPONENTS OF THE LONGITUDINAL FILE

Four types of information were included in the longitudinal file (see Appendix C):

- Data on arrests and subsequent case processing in the district of Columbia from 1973 to 1978, obtained from PROMIS.

- Urinalysis test results and demographic information obtained from ADASA for the same period.

- Bail and sentencing data collected by hand.

- Information on participation in drug treatment in the District of Columbia, obtained from ADASA.

Each of these data sources will be described below.

1. PROMIS Cases

All PROMIS cases (and matching urinalysis records) for the 7,087 panel members were extracted from the cross-sectional data files for 1973 through 1977. (See Chapter IV for a description of these files.) In addition, PROMIS cases for panel members for January and February 1974 who had been excluded from the cross-sectional files because of the absence of ADASA records for this period were included in the

longitudinal file. PROMIS cases for panel members for 1978 (1,353 cases), a year for which we had not constructed a cross-sectional file, were also extracted and retained.

Selection of panel members' cases was done by finding all cases having the same PDID number as a panel member, using a "match-merge" computer program developed at INSLAW. (The PDID number is a unique fingerprint-based police department identification number assigned to each arrestee at the time of first arrest and maintained in all subsequent cases involving the person.) These procedures resulted in the accumulation of all of the cases for each panel member entered in PROMIS as being papered between January 1, 1973, and December 31, 1978. Thus, a record was available of each panel member's arrests for serious misdemeanor and felony cases processed in the D.C. Superior Court during this six-year period.

2. ADASA Urinalysis Records

Panel members' PROMIS cases that were extracted from the cross-sectional files for 1973-1977 were already linked to a matching ADASA urinalysis record, if the latter had been found. In addition, those cases already contained the urinalysis test result summary variable, described in Chapter IV. However, since cross-sectional data files were constructed only for cases papered through December 31, 1977, we had no similar files from which to extract merged PROMIS and urinalysis information for panel members' cases for 1978. INSLAW data collectors therefore located and abstracted information from the ADASA Criminal Justice Tracking forms for the 1,353 panel members' cases papered during 1978.

For each of the 1,353 cases for panel members, the data collectors had a PROMIS-generated list of arrest and papering dates, the original and current court case numbers, the arrestee's name, and his or her PDID number to aid in locating the correct tracking form for each defendant. In addition, each coding sheet contained a sequence number that was generated for each case. This identifier facilitated the merging of the newly coded information with each arrestee's original PROMIS case record.

Tracking forms were located for 1,037 (77 percent) of the panel member's cases for 1978. This "match rate" was somewhat higher than the 72 percent match rate achieved for all PROMIS cases for 1977. This is probably because the 1978 records had been more recently completed and were less likely to have been misplaced, and because, in contrast to 1977 (and the data-collection process for the prior years), we were looking for ADASA records for a small number of well-defined cases and were therefore coding a small percentage of all available records. The findings presented in Chapter IV about factors related to successful matching of PROMIS and ADASA records also applied to these cases. We matched 90 percent of the PROMIS cases for 1978 in which the arrestee had been detained in the lock-up.

3. Merging of PROMIS and ADASA Urinalysis Records for 1978

Our match-and-merge program was used to link the coded information for each ADASA record to its respective PROMIS record using the sequence number that had been generated for this purpose. After the merging of the records, the drug

summary variable was created for 1,037 matched records. The final distribution on the summary variable for these cases appears in Table VI.2.

Table VI.2. DISTRIBUTION OF CASES FROM 1978
ON THE DRUG SUMMARY VARIABLE

Drug Variable	f	%
Tested, Negative:	631	61
Tested, Positive for:		
Stimulants only	62	6
Methadone only	5	a
Narcotics only	45	4
Narcotics and stimulants	75	7
No Result Available:		
Refused/unable	120	12
No information	99	10
TOTAL	1,037	100%

[a]Less than 1 percent.

Caution should be used in comparing the drug results for the 1978 cases with those presented in Chapter IV for all matched cases from the years 1973 through 1977. In contrast to the prior years, ADASA records were sought only for cases of panel members screened in 1978. By definition such cases were rearrests, and if drug use is associated with recidivism, then we would expect a higher proportion of drug positives to be found in this subsample of all 1978 cases. (This did turn out to be true. Twenty-three percent of specimens with a test

result in 1978 were drug positive, compared with 12 percent of the tested specimens from 1977.) Phenmetrazine, quinine, and morphine, in that order, were the most frequently detected substances in the specimens of arrestees from the matched cases for 1978.

The procedure followed provided a set of matched PROMIS and ADASA records for the year 1978 that were analogous to panel members' cases that were extracted from the cross-sectional files for 1973 through 1977. This set of records was used in the final longitudinal file.

C. BAIL AND SENTENCING INFORMATION

In order to calculate indices of recidivism, it is necessary to have information about the time during which a person is at risk of committing subsequent offenses. It would be inappropriate, for example, to compare the likelihood of rearrest of a person who was incarcerated for most of a followup period with that of another person who received a suspended sentence and was thus free to commit additional offenses during the followup period. An adjustment for the different risk periods must be made, based on estimates of incarceration time for each panel member.

As noted above, 7,087 persons who had one or more cases initiated on one of the 139 selected days in the panel period (August 21, 1974, to April 30, 1975) composed the panel sample. The first case that a person had on one of the 139 days was designated the panel case. All cases for a defendant that occurred prior to his or her panel case were labeled

pre-panel cases; all that occurred subsequent to the panel case were labeled post-panel cases.

Since we wanted to examine the likelihood of recidivism after each person's panel case, we had to determine the incarceration time served for each person's panel case and any subsequent cases in the followup period. This information was collected manually from the D. C. Superior Court case jackets for all cases of panel members that occurred during the entire panel period through the last day of the followup period, December 31, 1978. A code sheet was generated for each panel member's case or cases, papered between August 21, 1974, and December 31, 1978, that met the following criteria:

- The PROMIS record indicated that the case was papered and the defendant was not released on his or her own recognizance or third-party custody after the initial court appearance; or
- The PROMIS record indicated that the case ended in a conviction.

Thus, information was sought for each case for which it was probable that the defendant had spent time incarcerated prior to trial or after a conviction. Approximately 9,300 cases met one or both of these criteria.

For each of the eligible cases, the computer-generated code sheet contained the following PROMIS information to be used to locate the court case jacket: the arrest and arrest papering dates, the original and current court case numbers, the person's name and PDID number, the date of the final disposition, the disposition, and whether the person was released after his or her initial court appearance. The code sheet also specified the information to be obtained from the case jacket. Additional

information was collected for each person's panel case, so that it could be used to predict later events.

The most important information that was collected for each case was the number of days that the person was incarcerated prior to trial, called "bail days in," and the number of days served after a conviction, called "sentencing days in." In computing each of these indices, the number of days was limited to the length of the followup period. Thus, the total "sentencing days in" for a case could never be greater than the total number of days between the date of sentencing and the end of the followup period, December 31, 1978. (A more detailed description of these procedures appears in Appendix D.)

After the information was transferred to machine-readable tape, a number of procedures were undertaken to check the quality of the data and to correct coder errors. It was crucial that the coders' computations of the "sentencing days in" and "bail days in" be accurate. Although these procedures were routinely supervised during the coding operation, a number of analyses were conducted to verify the accuracy of the figures. These included the printing out and checking of all values for these variables that appeared extreme. In some instances, the coding supervisor returned to the court and checked court case jackets for values that appeared to be wrong. These checks indicated that the coders sometimes forgot to limit the total "sentencing days in" to the followup period. Additional checks were made on a variable that indicated whether the court case jacket was located, and on the "sentencing days in" variable when it was found to be greater

than the minimum sentence specified. (Defendants were assumed to serve the minimum sentence.)

After cleaning the data, the match-and-merge program was used to combine the bail and sentencing record for each case with the defendant's PROMIS case record. Matching was done by using the PDID and current case numbers that appeared on both records. In conducting the merges, we were unable to match 265 of the bail and sentencing records with a PROMIS case. All of these cases were manually checked. The most common reason for failure to match was that a transcribing error had been made in the PDID or current court case number. After correcting each record, we found that only 74 of the bail and sentencing records could not be matched to a PROMIS case. Thus, almost all of the approximately 9,300 PROMIS cases for which we had sought information were merged with a respective bail and sentencing record.

D. ADASA TREATMENT ADMISSIONS

One of the goals of this study was to construct a data base that would permit an analysis of questions about the impact of drug abuse treatment on arrestees' behavior. To accomplish this, arrangements were made with ADASA at the beginning of this project to obtain a copy of the Administration's computer tape that lists all persons treated at one of the ADASA clinics. The tape contains information on all treatment admissions, transfers, readmissions, and terminations since the inception of the ADASA in 1971. Information about each person referred from the Criminal Justice Division to ADASA for

treatment or voluntarily requesting treatment is recorded on this tape. The record for each person is updated, as appropriate, to reflect the above treatment events. (A description of this record system appeared in Chapter III.)

In February 1980, ADASA turned over to INSLAW a copy of its treatment tape, which contained information on 8,807 persons. Following receipt of this tape, procedures were employed to extract treatment records belonging to any of the 7,087 panel members who appeared on the tape. (We had no way of knowing in advance the proportion of the 7,087 panel persons who entered drug abuse treatment at an ADASA clinic and should be registered on the tape.) These procedures are described next.

Listed below is the information that was available for determining if a treatment record belonged to a panel member. The treatment record contained the person's name, date of birth, and a unique NTA client ID number assigned to each person processed by the ADASA Central Intake Division. This information was compared with information contained in the panel member's PROMIS case and/or the matching urinalysis record.

Information Contained In ADASA Treatment Record	Information Contained in PROMIS or Merged Urinalysis Record (Source)
Name	Name (PROMIS and urine records)
Date of Birth	Date of Birth (PROMIS and urine records)
NTA ID number	NTA ID number (urine records for 1975)

Using several criteria to define a match, we were able to
locate treatment records for 862 panel members. Most of these
matches were effected by comparing, by machine, the last four
letters of the last name and the date of birth from the PROMIS
case record with the analogous information found on the
treatment tape. Because this criterion left open the
possibility that some persons could be mismatched, we conducted
an additional check of the 862 matched records. The computer
compared the first 12 spaces in the name field in PROMIS with
the first 12 spaces in the name field on the matching treatment
record. If any of the characters in these spaces disagreed,
the entire name field from both sources was flashed on to a
screen, along with all other matching information available. A
researcher then decided whether the match was correct. Using
these procedures, we discarded 50 of the matched treatment
records. Thus, the final number of persons for whom we located
a treatment record was 812, or 11 percent of all panel members.

E. MERGING OF ALL COMPONENTS TO PRODUCE THE FINAL FILE

The final step in the formation of the longitudinal file
was to merge all of the components into a standardized format.
Table VI.3 presents a summary of the four types of records that
were merged for each panel member. Each is described below.

1. Pre-panel Cases(s)

All cases that occurred prior to the person's panel case
back through January 1, 1973, were ordered chronologically by
date of case screening. We found that of the 2,173 panel
members with pre-panel cases, fewer than 20 had more than 7

Table VI.3. SUMMARY OF THE INFORMATION CONTAINED IN
THE LONGITUDINAL FILE FOR EACH OF 7087 PANEL MEMBERS

Type Of Record	Definition Of Record	Number Of These Test Records Per Panel Member	Contents Of Record	Total Number Of These Records in Final File**
Pre-Panel Case	Cases prior to panel case through 1/1/73	Maximum of 7	Limited PROMIS case information; Urinalysis test results (if located); Bail and sentencing information (if applicable)*	3,865
Panel Case	The first case papered on one of 139 selected days during panel period (8/21/74-4/30/75)	1	Extensive PROMIS case information; Urinalysis test results (if located); Bail and sentencing information (if applicable)	7,087
Post-Panel Case	Cases after panel case through 12/31/78	Maximum of 10	Limited PROMIS case information; Urinalysis test results (if located); Bail and sentencing information (if applicable)	8,325
ADASA Drug Abuse Treatment History	All treatment at ADASA clinics from its inception through 4/79	1 (exists for 11% of sample)	Clinics assigned to; dates of admission, transfer, termination and re-admission. (Maximum of 20 of above transactions retained).	812

* Available only for pre-panel cases that occurred within the panel period.

** After removing duplicate cases and those beyond the maximums permitted.

cases prior to their panel case. To save storage costs and processing time, we therefore decided to retain in the final file a maximum of seven pre-panel cases for each panel member. The seven chosen were those closest in time to the person's panel case. The procedure resulted in the deletion of 47 pre-panel cases.

Depending on data availability, each pre-panel case record consisted of case information that had been extracted from the original PROMIS case record, the urinalysis test results, and bail and sentencing information.

2. Panel Case

Again, depending on data availability, for each of the 7,087 panel cases the case record contained extensive case information from PROMIS, urinalysis test results, and bail and sentencing information.

3. Post-panel Cases(s)

All cases that occurred after the person's panel case were also ordered chronologically by date of screening. Of the 3,324 panel members who had at least one post-panel case, fewer than 40 had more than 10. (One person had 28 post-panel cases; the next highest was 19.) We decided to limit the number of post-panel cases to be retained in the final file to the first 10 cases that a person had subsequent to his or her panel case. This procedure resulted in the deletion of 124 post-panel cases from the final file.

Each post-panel case record contained a limited amount of case information that had been extracted from the PROMIS data files, urinalysis test results, and bail and sentencing information.

4. Treatment Record

The final component added to the longitudinal file was the ADASA treatment record, which was available for 812 members of the panel file. The treatment record contained information about the clinic(s) the person was assigned to and the dates of all transfers, readmissions, and terminations of treatment, stored in chronological order. Of the 812 persons, 13 had more than 20 of the above types of transactions recorded. In the interest of reducing storage and processing costs, only the first 20 of these transactions were retained.

5. The Final File

The merging of these four types of records into one logical record for each panel member was accomplished by a computer program that performed a number of additional functions. These included the recoding of certain variables and the construction of index variables that described the number of pre-panel and post-panel cases for each panel member and his or her number of treatment transactions.

Most important, the computer program determined whether any of the PROMIS cases for a given person were duplicates of each other. If a duplicate was found, the computer followed specific rules that designated which of the duplicate cases was to be excluded from the final data file. These procedures resulted in the exclusion of 266 cases from the final file, or 1.3 percent of all eligible cases--19,543. The final file thus contained the 19,277 cases categorized on the following page.

Panel cases	7,087
Pre-panel cases	3,865
Post-panel cases	8,325
	19,277

A description of the contents and format of the final longitudinal file appears in Appendix C. The next chapter describes the panel members and some initial analyses using the file.

VII. ANALYSES OF THE LONGITUDINAL DATA FILE

This chapter presents analyses conducted using the longitudinal data file described in Chapter VI. We first summarize the structure of the file and discuss some of the potential limitations of the findings to be presented. Next, we present demographic characteristics of the panel members and describe their criminal histories and characteristics of their panel offense. Special attention is given to their drug involvement and admission to drug abuse treatment. The chapter concludes with a comparison of rearrest patterns by drug status of arrestees at the time of the panel case.

A. OVERVIEW OF THE LONGITUDINAL FILE

The longitudinal data file contains information about 7,087 persons whose cases were screened on one of the 139 days selected from the eight-month panel period (August 21, 1974, through April 30, 1975). The first arrest during those 139 days was designated that person's panel case. For each person, a maximum of 7 cases that occurred prior to his or her panel case (called pre-panel cases) back through January 1, 1973, and a maximum of 10 post-panel cases through December 31, 1978, were added to the file. The final longitudinal file contains 19,277 cases entered into the PROMIS system in the District of Columbia over a six-year period.

Information in the file about each arrestee and his or her cases was obtained from several sources. Information about the offense, case processing, and case disposition was extracted

from the PROMIS data files. Information about the amount of time the arrestee spent in jail while waiting for trial or sentencing was coded from court case jackets. In addition, the results of the urinalysis of a specimen obtained from the person shortly after arrest were obtained from ADASA records. Finally, a record of admission to one of ADASA's drug abuse treatment clinics for 812 panel members was obtained from the treatment tape provided by ADASA. The complete file contained information about each panel member's arrests, concomitant drug use, and drug abuse treatment in the District of Columbia during a six-year period from 1973 through 1978. (Information about treatment admissions actually went through early 1980.)

B. POTENTIAL LIMITATIONS OF THE LONGITUDINAL ANALYSIS

In Chapter V we noted several limitations of the findings presented from the analysis of the cross-sectional files. They included technical deficiencies in urinalysis procedures, problems using official records, and the need for caution in generalizing the results to other populations. Because the longitudinal file contains information from the cross-sectional files, those caveats also apply to the findings to be presented in this chapter.

There is another potential limitation of the data from the longitudinal files that should be noted. The PROMIS system tracks cases for persons arrested for serious misdemeanors and felonies that are adjudicated in the D.C. Superior Court.

Persons arrested for violating federal offenses and adjudicated in the U.S. District Court, and persons arrested in jurisdictions other than the District of Columbia, do not appear in PROMIS. Similarly, the ADASA treatment tape contains information only about persons who enter treatment at one of ADASA's clinics in the District of Columbia. Persons who seek treatment from a private physician or a government facility (e.g., the Veteran's Administration) do not appear in the ADASA records. Both of these limitations signify that we will likely underestimate rates of recidivism and drug abuse treatment for panel members.

C. THE PANEL MEMBERS

1. Personal Characteristics

Table VII.1 presents the sex, race, and age of the panel members. Approximately three-fourths of the panel members were black males. Black females were the next largest group represented (11 percent), followed by white males (9 percent). Two percent of the panel members were white females.

About one-half of the panel members were between the ages of 18 and 25 at the time of their panel arrest. A few were juveniles being processed as adults, and 8 percent were above age 45. Figure VII.1 presents the age distribution of the panel members grouped into fairly equivalent age intervals. The modal age category for panel persons was 20 to 24. A gradual decrease occurred in the percentage of persons at each successive age level.

Table VII.1. SEX, RACE, AND AGE OF
ARRESTEES AT PANEL CASE

Arrestee Characteristics	Percentage Of Panel Arrestees	
	f	%
Race/Sex:		
Black Male	5,345	76
Black Female	809	11
White Male	629	9
White Female	163	2
Unknown	141	2
TOTAL	7,087	100%
Age At Arrest:		
Below 18	71	1
18 - 20	1,481	21
21 - 25	2,175	31
26 - 30	1,207	17
31 - 45	1,489	21
46 +	582	8
Unknown	82	1
TOTAL	7,087	100%

The age distribution of the panel members was very similar
to that of the persons studied by K. Williams (1979). Her
panel sample consisted of 4,703 persons arrested in the Dis-
trict of Columbia in a four-month period from November 1, 1972
to February 28, 1973. The differences in the percentage of
arrestees in each interval in the two samples was never greater
than two percentage points.

Figure VII.1

AGE OF ARRESTEES AT TIME OF PANEL CASE

Age

15-17 years (71) — 1.0%
18-19 years (999) — 14.3%
20-24 years (2257) — 32.2%
25-29 years (1425) — 20.3%
30-34 years (799) — 11.4%
35-39 years (516) — 7.4%
40-44 years (307) — 4.4%
45-49 years (227) — 3.2%
50-54 years (193) — 2.8%
55-59 years (96) — 1.4%
60 years and older (115) — 1.6%

Percentage of All Arrestees in Panel
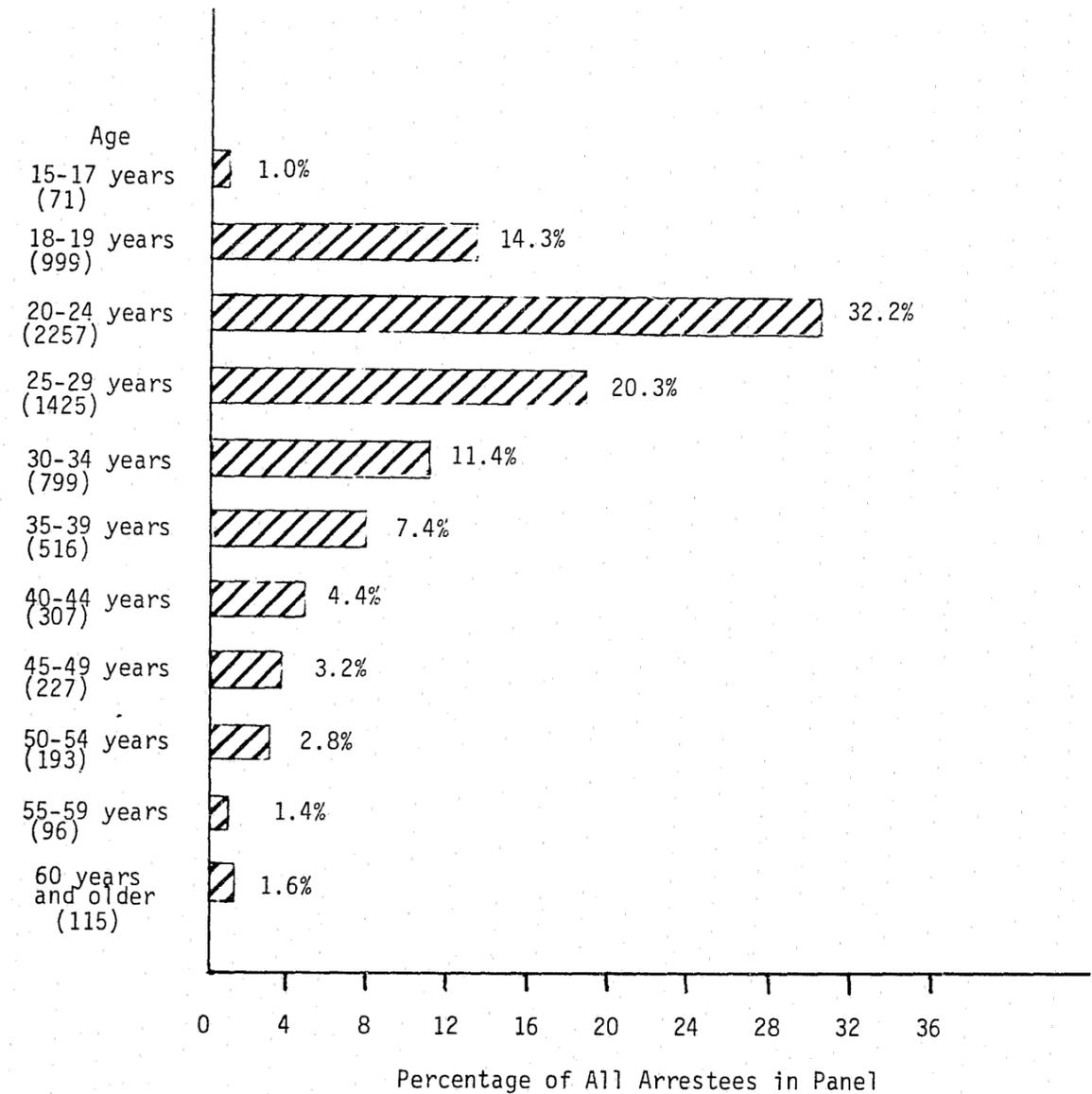
N = 7,005 (82 unknowns excluded)

2. Pre-panel Arrests and Criminal Backgrounds

Table VII.2 presents information about each panel member's prior arrests. According to the information contained in PROMIS, at least 43 percent of the panel members had a prior arrest. (The remaining 52 percent of the panel members were coded as "no" or "unknown.") However, our data file contained one or more pre-panel arrests for 31 percent of the panel

Table VII.2. PRIOR ARRESTS OF PANEL MEMBERS
(N=7,087 PERSONS)

Arrest History	Percent With Characteristic At Left	
	f	%
Any Prior Arrests[a]:		
Yes	3,062	43
No/Unknown	4,025	57
TOTAL	7,087	100%
Number of Pre-panel Arrests In File:		
0	4,914	69
1	1,262	18
2	503	7
3	210	3 31%
4	108	2
5 +	90	1
TOTAL	7,087	100%

[a]According to PROMIS.

members. The more extensive criminal backgrounds indicated by the PROMIS variable reflect the fact that this variable covers the person's total arrest history, but the longitudinal file contains pre-panel cases only for arrests that occurred in the District of Columbia during the pre-panel period.

Eighty-two persent of the panel members were residents of the District of Columbia, principally the Northwest quadrant, and 83 percent of those about whom we had information (3,463 persons) regarding length of residency had lived in the District more than two years. We knew the employment status of 62 percent of the sample. Fifty-two percent of those persons were employed at the time of their panel arrest.

Additional background information was available from PROMIS for each person whose panel case was papered in 1974. This was because the PROMIS system in operation in 1973 and 1974 collected detailed information about the arrestee, information that is no longer collected. Although it would be inappropriate to describe the entire sample in terms of this information, the available information will be used in analyses of a sample of persons whose panel arrest occurred in 1974 (there were 4,383 such persons).

3. Characteristics of the Panel Arrest

The panel sample consisted of a stratified random sample of all persons who were arrested on one of the 139 days during the panel period. The reader should therefore be cautioned about comparing characteristics of the panel members with those of persons in the cross-sectional files, presented in Chapter V,

because the cross-sectional files of matched cases came predominantly from persons who had been held in the lock-up. As we noted in Chapter IV, such arrestees had more extensive criminal backgrounds and were charged with more serious offenses than those released on citation or stationhouse bond.

Only 55 percent of the panel persons had been detained in the lock-up. Seventeen percent had been released by the police with a citation, and an additional 3 percent had been released on stationhouse bond. (Most of the remaining 25 percent were coded in the "other" court appearance type category.) Thus, we would expect that the longitudinal file would be composed of serious offenders as well as less serious arrestees not represented in the cross-sectional files.

Table VII.3 presents characteristics of the panel case for each panel member. Sixty percent of the cases involved a misdemeanor offense. One-fourth had a score of 5 or more on the Sellin-Wolfgang crime-severity scale computed by PROMIS. Weapons were involved in about one-fourth of the cases, and a person was injured in 13 percent of the cases.

The maximum offense charged in the panel case is shown in Table VII.4. Charges for property offenses were the most frequent; this reflected a high number of charges for larceny and burglary. The next most frequently occuring category was victimless crimes--14 percent of the panel cases involved a drug-related offense. Twenty-seven percent of the charges involved a violent crime. Robbery and aggravated assault were the most frequently charged offenses in this category. Only 2

Table VII.3. CHARACTERISTICS OF THE PANEL OFFENSE

Characteristics Of Current Offense	Percentage Of Panel Cases Having Characteristic At Left	
	f	%
Type Of Offense:		
Misdemeanor	4,234	60
Felony	2,850	40
Unknown	3	b
Severity Of Offense:[a]		
0	2,793	39
1 - 4	2,378	34
5 +	1,916	27
Weapon Involved	1,658	23
Someone Injured	915	13

[a] A score computed by PROMIS for each case, based on the scale developed by Sellin and Wolfgang (1964). Low scores indicate victimless crimes; high scores indicate crimes involving injury or loss of money and/or property.

[b] Too few cases to compute a meaningful percentage.

percent of the panel members were charged with homicide, and 2 percent with sexual assault.

Eighty-two percent of the panel cases were accepted for prosecution by the Assistant U.S. Attorney who screened the case. Table VII.5 shows the conditions of release that were set by the judge for the defendants involved in the cases accepted for prosecution. Approximately one-half of those persons (54 percent) were released on their own recognizance, and an additional 9 percent were released to the custody of a

Table VII.4. MAXIMUM OFFENSE CHARGED
FOR PANEL CASES

Maximum Offense Charged[a]	Percentage Of Panel Cases In Which This Was The Maximum Offense	
	f	%
Property Crime: 38%		
Larceny	1,254	18
Burglary	800	11
Fraud/Embezzlement	275	4
Auto Theft	178	3
Arson/Property Destruction	143	2
Victimless Crime: 33%		
Drugs	1,001	14
Weapons	485	7
Consensual Sex	466	7
Bail Violations	251	3
Gambling	148	2
Violent Crime: 27%		
Robbery	731	10
Aggravated Assault Or Assault On Police Officer	655	9
Simple Assault	286	4
Homicide	123	2
Sexual Assault	120	2
Other: 2%	171	2
TOTAL: 100%	7,087	100%

[a] See text for definition.

Table VII.5. PRETRIAL RELEASE STATUS AND
CASE DISPOSITION FOR PANEL CASE
(N=5,822 PAPERED CASES[a])

Release Status And Case Disposition	Percentage Of Panel Cases With Status/Disposition At Left	
	f	%
Release Status:		
Personal Recognizance	3,115	54
Surety Bond	989	17
Third-party Custody	548	9
Cash Bond	241	4
Other	105	2
Unknown	824	14
TOTAL	5,822	100%
Case Disposition:		
Guilty	2,338	40
Case Dismissed	2,641	46
Defendant Acquitted	293	5
Other	64	1
Unknown[a]	486	8
TOTAL	5,822	100%

[a] Includes cases without a disposition at the time the PROMIS data files were accessed.

third party. The judge required a surety or cash bond for 21 percent of the defendants.

We found that 1,148 persons (20 percent of those whose cases were accepted) had spent one or more days incarcerated ("bail days in") prior to trial. Of these, 60 percent spent 60 days or less in jail and 29 percent were retained for from 61 to 180 days.

Table VII.5 also shows the dispositions of each of the papered cases. Forty-six percent were eventually dismissed and another 5 percent were acquitted. Forty percent of the defendants pled guilty or were found guilty at trial. We found that 577 persons spent time in jail after conviction for their panel case. Forty-five percent of these served six months or less. Thirty-eight percent were estimated to have served sentences of one year or more.

4. Drug Status at the Panel Arrest

Unlike the cross-sectional files, the longitudinal file contained a minority of cases of persons whose matching ADASA urinalysis record had not been located--ADASA records were found for two-thirds of the panel members' panel cases. (This was reasonable, in view of the fact that we had matched 68 percent and 66 percent of all PROMIS records from 1974 and 1975, respectively.) Table VII.6 shows the distribution of the panel members on the drug summary variable. Of those persons with a urinalysis record, 83 percent had a test result available. Of these, 670 persons, or 17 percent, were positive for one or more drugs. Table VII.7 shows the actual substances detected. Quinine and phenmetrazine were most frequently

Table VII.6. DRUG STATUS OF PANEL MEMBERS AT TIME OF THE PANEL CASE (N=7,087)

Urinalysis Result At Panel Case	Percentage With Result At Left	
	f	%
Tested, Negative	3,312	47
Tested, Positive For:		
Stimulants Only	140	2
Methadone	60	1
Narcotics Only	230	3
Narcotics And Stimulants	240	3
No Result Available:		
Refused/Unable	625	9
No Information	168	2
No ADASA Record	2,312	33
TOTAL	7,087	100%

detected. Morphine was next, followed closely by methadone. The remaining drugs were rarely detected, and barbiturates were never found in these specimens.

5. Panel Members' First Admission to an ADASA Clinic

We noted in Chapter VI that we found an ADASA treatment record for 812, or 11 percent, of the panel members. Table VII.8 presents some demographic characteristics of these persons. The sex and race of persons admitted to treatment are representative of the entire sample. Eighty-three percent of the persons admitted to treatment were black males. In Chapter V, we noted that arrestees between the ages of 21 and 30 were

Table VII.7. DRUGS DETECTED IN POSITIVE SPECIMENS
OBTAINED AT TIME OF THE PANEL CASE
(N=670 POSITIVE SPECIMENS)

Drug Detected	Percentage Of Specimens That Contained Drug At Left[a]	
	f	%
Quinine	442	66
Phenmetrazine	390	58
Morphine	181	27
Methadone	169	26
Codeine	19	3
Amphetamines	4	1
Methamphetamines	2	b
Cocaine	2	b
Barbiturates	0	--

[a] Percents total more than 100 because some specimens
contained multiple drugs.

[b] Less than 1 percent.

most likely to be detected to be using drugs. It is not
surprising, therefore, to find that persons were most likely to
have first sought treatment when they were in this same range.
Sixty-two percent of the persons were first admitted to
treatment when they were between the ages of 21 and 30.

For each person, the panel case could occur at any stage in
his or her criminal career. Thus, for some panel members the
panel case was their first arrest, and for others it was one of
many arrests and possibly their last. For this reason, one

would expect to find that a person was about as likely to have
first entered treatment before his or her panel arrest as after
it. As Table VII.8 indicates, we found this to be true.
Approximately one-half of the panel members first sought
treatment before their panel case (49 percent) and one-half
subsequently (51 percent).

We also investigated the relationship between time of entry
into treatment and the arrestee's drug status at the time of
the panel case. If a person had been admitted to drug
treatment prior to the panel case, would he or she be as likely
to be detected to be drug positive at the time of the panel
case as a person who had not yet been admitted to treatment?
We had a urinalysis result for 69 percent of the persons who
were admitted to treatment before their panel case and for 66
percent of those who entered sometime after their panel case.
We found that persons with a history of seeking treatment were
more likely to be detected to be drug positive at the time of
their panel case than were persons who sought treatment after
their panel case (51 percent vs. 31 percent, p<.001).

This finding might seem somewhat surprising. However, it
should be remembered that persons who had already sought
treatment probably had a more serious drug problem and that
their panel arrest after treatment constituted, in one sense,
an indicator of their continuing deviance. Both of these
factors would tend to increase the likelihood that such persons
would be using a drug at the time of arrest.

Table VII. 8. CHARACTERISTICS OF PANEL MEMBERS ADMITTED TO DRUG ABUSE TREATMENT

Arrestee Characteristic	Percentage With Characteristic At Left	
	f	%
Sex:		
Male	698	86
Female	114	14
TOTAL	812	100%
Race:		
Black	776	96
White	26	3
Unknown/Other	10	1
TOTAL	812	100%
Age At First Treatment Admission:		
< 21	151	19
21 - 25	313	39
26 - 30	190	23
31 - 35	82	10
36 - 40	37	5
41 +	35	4
Unknown	4	a
TOTAL	812	100%
First Admission Occurred:		
Prior To Panel Case	395	49
After Panel Case	415	51
Unknown	2	a
TOTAL	812	100%

a Less than 1 percent.

D. PATTERNS OF REARREST

In this section, we examine three questions concerning the relationship between an individual's drug status and pre- and post-panel arrests. First, is the drug status of the arrestee at the time of the panel case related to his or her number of pre-panel and post-panel arrests? Second, if a person was rearrested after the panel arrest, was his or her drug status at the time of the panel case predictive of drug status at the time of rearrest? And third, if a person was arrested after his or her panel case, was the type of offense charged likely to be the same, and did this vary according to his or her drug status at the panel case?

Table VII.9 shows how the person's drug status at the time of the panel case was related to the number of pre-panel or post-panel arrests. We found that persons who were drug positive at the time of their panel case were most likely to have had one or more pre-panel or post-panel arrests. Persons without a matching ADASA urinalysis record were least likely to have had additional arrests. This is consistent with our discussion in Chapter IV, which indicated that unmatched cases involved less serious offenders. Persons who had an ADASA record but no test result were as likely to have had an additional arrest as were persons who were tested and found to be drug negative. This is additional evidence that the absence of a test result was not necessarily an indication that the arrestee was avoiding detection of drug use.

Having found that drug users tended to have more arrests, we investigated next whether they would tend to be found drug

Table VII.9. IS DRUG STATUS AT THE PANEL CASE RELATED TO THE NUMBER OF PRE-PANEL AND POST-PANEL ARRESTS?

No. of Arrests	Percentage With Number Of Arrests At Left If Drug Status Was			
	Unmatched: No ADASA Record	D+	D-	Refused/ Unknown
Pre-panel:				
0	82	49	67	62
1	11	27	20	21
2	4 18%	12 52%	8 34%	10 38%
3 +	3	13	6	7
TOTAL	100%	101%a	101%a	100%
Post-panel:				
0	64	35	50	50
1	18	20	21	20
2	7 36%	14 64%	12 51%	13 51%
3 +	1	30	18	18
TOTAL	100%	99%a	101%a	101%a
(N of Persons)	(2,312)	(670)	(3,312)	(793)

a Percents do not total 100 because of rounding.

* P < .001

Table VII.10. IS DRUG STATUS AT THE PANEL CASE RELATED TO DRUG STATUS AT THE FIRST PRE-PANEL OR POST-PANEL ARREST?

Drug Status At The Time Of	Percentage With Status At Left If Drug Status At Panel Case Was							
	Unmatched: No ADASA Record		D+		D-		Refused/ Unknown	
	f	%	f	%	f	%	f	%
First Pre-panel Arrest:								
Unmatched	166	39	93	27	269	24	81	27
D-	164	39	108	31	580	53	124	41
D+	64	15	112	33 *	152	14 *	48	16
Refused/Unknown	31	7	32	9	100	9	49	16
TOTAL	425	100%	345	100%	1,101	100%	302	100%
First Post-panel Arrest:								
Unmatched	281	34	107	24	325	20	110	28
D-	354	43	139	32	915	55	166	42
D+	84	10	134	31 *	163	10 *	49	12
Refused/Unknown	107	13	55	13	261	15	74	18
TOTAL	826	100%	435	100%	1,664	100%	399	100%

* P < .001

positive at the time of rearrest. Table VII.10 indicates that the person's drug status at the time of the panel case was related to his or her drug status at the time of the arrest immediately preceding or following the panel arrest. One-third of the persons who were drug positive at their panel case were also drug positive at the time of their pre-panel case, compared with 14 percent of those who were drug negative at their panel case. (If we look only at tested specimens, the respective rates of positives were 51 percent and 21 percent.) Drug

status at the panel case was an equally good predictor of the arrestee's drug status at the first subsequent arrest; drug-positive arrestees were three times as likely to be detected to be drug positive at that time than D- arrestees. (Again, looking at only tested specimens, the respective rates of positives are 49 percent and 15 percent.)

So far, we have found that the drug status of the arrestee at the time of the panel case was related to both the likelihood that the person had an additional arrest before or after the panel case, as well as to his or her drug status at the time of the other case. The final question is whether drug status is also related to a tendency for the person to specialize in a particular type of crime.

We noted in Chapter V that drug positive arrestees tended to have a greater likelihood of being charged with property offenses, especially larceny. We wondered if this would mean that D+ arrestees would be more likely than D- arrestees to be charged with a property crime if they were rearrested. In order to sudy this issue, we grouped the maximum offense charged for each person who had a post-panel arrest into one of six offense categories: violent crimes, robbery, property crimes, victimless crimes, drug offenses, and all other offenses. Robbery was kept as a distinct category because there is considerable controversy about whether it should be classified as a violent crime or a property crime. Drug offenses were also retained as a separate category.

Table VII.11 shows how the type of offense charged at the panel case predicts the charge at the first rearrest, for persons who were detected to be drug positive or drug negative at the time of their panel case. For both D+ and D- arrestees, property crimes were the most likely charges at the time of the panel case. We found, however, that for D- arrestees, the type of offense charged at the panel arrest tended to be the most likely charge at rearrest. This is indicated by the numbers in

Table VII. 11. DOES DRUG STATUS AND MAXIMUM OFFENSE CHARGED AT PANEL
CASE PREDICT TYPE OF OFFENSE CHARGED AT FIRST RE-ARREST?

Maximum Charge For Post-panel Arrest	Maximum Offense Charged For Panel Arrest											
	Violent		Robbery		Property		Victimless		Drug		Other	
	D+	D-	D+	D-	D+	D-	D+	D-	D+	D-	D+	D-
Violent	29	35	10	13	8	12	9	15	8	12	11	12
Robbery	8	10	20	31	8	10	11	10	6	9	0	9
Property	39	28	37	29	56	52	34	28	37	33	44	27
Victimless	8	20	18	13	12	15	34	38	22	17	22	24
Drug	17	5	12	12	14	9	11	6	25	28	11	12
Other	0	2	2	3	2	1	0	2	2	1	11	6
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
(N of Persons)	(381)	(297)	(49)	(262)	(209)	(697)	(79)	(240)	(51)	(135)	(9)	(33)

the boxes. The only exception was for D- arrestees who were charged with a drug offense at their panel case. For them, the most likely charge at rearrest was for a property offense, followed by drug offenses.

We found that the offense charged at the panel case did not predict the charge at rearrest for D+ persons. Regardless of the type of offense charged at the panel case, a D+ arrestee was most likely to be charged with a property offense at the time of rearrest. The only exception was for persons charged with a victimless crime, who were equally likely to be charged with a victimless crime or a property crime at rearrest. These findings confirm those reported in Chapter V regarding the greater affinity of D+ persons for property crimes.

VIII. SUMMARY AND IMPLICATIONS FOR FUTURE RESEARCH

The purpose of this study was (1) to construct data bases that could be used to examine the relationship between arrestee drug use and crime, and (2) to conduct initial analyses that would demonstrate the variety of issues that the completed files could be used to address. In this chapter, we briefly summarize the data bases constructed and review the principal findings that have been presented. We conclude with a discussion of work to be done in the future.

A. CONSTRUCTION OF THE TWO DATA BASES

The primary objective of this research was to merge information contained in the PROMIS case-tracking system for each person arrested in the District of Columbia over a period of years with information obtained from ADASA about each arrestee's urine test results and admission to drug abuse treatment. At the onset of this project, we were unsure of the feasibility of this undertaking. We knew that agency records are often difficult to work with and that the information needed to link the records might not be usable or available.

As we have documented in this report, we found that it was possible to construct the desired data bases. We created a cross-sectional data file consisting of 57,944 PROMIS cases and matching urinalysis test results for the years 1973 through 1977. Each of these merged records contained detailed PROMIS information about the arrest charges, case processing, and case disposition and the ADASA record of the urinalysis of a specimen obtained from the arrestee near the time of arrest.

The matched cases represented 68 percent of all PROMIS cases for those years.

After constructing the cross-sectional files, we conducted a number of analyses to determine factors that influenced our ability to match the two types of records. These analyses were crucial for defining the characteristics of the arrestees contained in the files and for understanding the generalizability of findings obtained using them.

The analyses indicated that whether the arrestee was detained in the D.C. Superior Court lock-up facility prior to appearing in court was the most important determinant of our ability to locate a matching urinalysis record; except for cases from 1973, we matched approximately 90 percent of the cases for persons who had been detained in the lock-up. Persons detained in the lock-up had a high likelihood of being interviewed by ADASA staff and, consequently, of having a urinalysis record. Because persons placed in the lock-up had more deviant backgrounds and were charged with more serious offenses, findings obtained using our files of matched cases therefore apply mainly to serious offenders and not to persons who are typically released by the police after arrest.

The second type of data base that we constructed was a longitudinal file designed to summarize the arrests of persons during a six-year period from January 1, 1973, through December 31, 1978. The final file contained information about 7,087 persons in the District of Columbia whose cases were screened on one of 139 days selected from an eight-month panel period (August 21, 1974, through April 30, 1975). The first

case that one of these persons had on one of the selected days was designated that person's "panel" case. The longitudinal file included a maximum of seven pre-panel cases and ten post-panel cases that occurred for each panel member during the six-year period. The final file contained 19,277 cases.

In addition to the PROMIS information about each arrest, the longitudinal file contained the arrestee's matching ADASA urinalysis record and hand-collected information about the amount of time each person spent in jail (pretrial or after conviction) after the panel arrest. A record of admission to drug abuse treatment at one of ADASA's clinics in the District of Columbia was located for 812 panel persons and added to the file. (For more details about the construction of the longitudinal file, see Appendix C.)

B. DRUGS DETECTED IN URINE SPECIMENS

After we had completed the merging of PROMIS and urinalysis records for cases from 1973 through 1977, we conducted a number of analyses to determine the types of drugs detected. We found that the percentage of tested specimens (those for which a specimen was obtained and a result recorded) that contained one or more of the drugs tested for (morphine, quinine, methadone, phenmetrazine, amphetamines, methamphetamines, codeine, cocaine, barbiturates) varied from 13 percent to 24 percent. Quinine (an indicator of heroin use), morphine, and methadone were the most frequently detected narcotics. The other frequently detected drug was phenmetrazine, a stimulant that is often used by heroin addicts in the District of Columbia (Kozel

and DuPont, 1977). The other drugs were rarely detected. For each year, 40 percent or more of the positive specimens contained two or more of the nine substances listed above.

C. ANALYSES OF THE CROSS-SECTIONAL FILES

To ensure that the urinalysis results applied to the arrestee's drug use near the time of arrest and that they had been available early in the judicial proceedings, we conducted analyses only of the subset of cases in which the urine specimen was obtained within seven days of arrest or of the day on which the Assistant U.S. Attorney decided whether to proceed with the case. (This resulted in the exclusion of less than 2 percent of the cases in the cross-sectional files.) In addition, we limited analyses to cases from the years 1973 and 1974. We present below some of the principal findings.

1. Demographic Characteristics of Arrestees

We compared the age, sex, and race of arrestees found to be positive for the use of any drug. Relative to D- arrestees, D+ arrestees were concentrated in the 21 to 30 age range; almost two-thirds of the D+ female arrestees and 60 percent of the D+ male arrestees came from this age range. Drug positive arrestees were less likely to be under age 20; this suggests that drug abuse prevention programs might well seek out young arrestees before they are into their twenties, when drug dependence appears more likely. Drug positive arrestees were also less likely to be over age 45, which suggests that drug use may play less of a role in crimes committed by older persons. We do not know, however, if these persons formerly used drugs and "matured out" of their dependence or if some other factor is behind this finding.

2. Offenses Charged for D+ and D- Arrestees

In view of the conflicting findings in the literature about the types of offenses that drug users are likely to commit, we looked closely at the offenses charged for D+ and D- arrestees. We did find that both male and female D+ arrestees were less likely than D- arrestees to be charged with violent offenses. Moreover, the only property crime with which D+ arrestees were more likely to be charged than D- arrestees was larceny. Both D+ and D- arrestees were about equally likely to be charged with burglary, fraud/embezzlement, auto theft, and arson or property destruction. There was only a slight elevation in the rates of robbery for male and female D+ arrestees. Bail violations were twice as common among D+ female arrestees as among D- female arrestees. Consensual sex violations, contrary to what has been believed about female arrestees, were not more likely to be found among D+ female arrestees.

3. Pretrial Release and Case Disposition for D+ and D- Arrestees

Cases of D+ and D- arrestees were about equally likely to be accepted for prosecution. However, once accepted, we found that the typical D+ arrestee was less likely to be released on personal recognizance and more likely to be released to the custody of a third party or to be required to post a cash or surety bond. These findings suggest that the court is using the urinalysis results to determine whether a defendant is at

high risk of failure to appear in court. As was noted in Chapter III, the primary rationale for implementing the drug monitoring system was to aid in the determination of release conditions, and the findings indicate that the test results probably are affecting these decisions.

Cases of D+ arrestees were less likely to be dismissed and more likely to end in a guilty verdict or plea. It should be noted, however, that any of these findings could be caused by the more deviant backgrounds found for D+ arrestees rather than by their drug status itself.

4. Arrestee Drug Status and the Age of the Victim

Information contained in PROMIS about the age of the victim allowed us to conduct several analyses to determine whether D+ arrestees select victims of different ages than do D- arrestees. The findings were consistent in showing that D+ arrestees were about as likely to be charged with crimes against the elderly as were D- arrestees, and they were less likely to be charged with crimes involving victims below age 18.

5. Predictors of Arrestee Drug Status

We looked at a number of variables that might be used to predict whether an arrestee was detected to be using drugs. Perhaps the most significant finding was that female arrestees were more likely to be found to be using drugs than were male arrestees. This was true of both black females and white females. A recent feasibility study of the utility of establishing an ongoing drug urinalysis screening program in jail facilities in four sites (Richardson, et al., 1978) also found a higher rate of D+ results for female arrestees. This

suggests that our findings may also apply to females arrested outside the District of Columbia. For both sexes and races, the highest rates of detection were found in the 21 to 45 age range, although a noticeable decline began at about age 30. Our findings suggest that jurisdictions wishing to set up urinalysis testing programs (or to limit existing testing) should concentrate on obtaining specimens from male and female arrestees between the ages of 21 and 30.

We found that persons charged with drug offenses were likely to be found to be using drugs. Forty-one percent of female arrestees and 26 percent of male arrestees charged with a drug offense were found to be positive for drugs. We were surprised, however, to find that several other offenses were as good or better predictors of arrestee drug status. We found that both male and female arrestees charged with a bail violation were most likely to be detected to be using drugs. Since persons known to be using drugs are at high risk of failure to appear in court, judges would appear justified in setting more stringent pretrial release conditions for identified drug users. Other crimes that predicted drug use were larceny, weapons offenses, and robbery. Very few of the arrestees charged with crimes against persons were found to be using drugs.

6. Prostitution and Arrestee Drug Status

We noted in Chapter II that there is a growing belief that female addicts are not solely involved in prostitution and that they, in fact, are becoming involved in all types of crimes. A number of our findings suggest that this may be true. We found

that a charge for prostitution was related to an increased likelihood of being found to be using drugs, but only in the small minority of cases involving persons age 26 or older. Moreover, we found that no more than one-half of the charges involving D+ female arrestees were for prostitution or a drug-related offense. Instead, we found that with advancing age, D- female arrestees, and D+ female arrestees to a lesser extent, were more likely to be charged with aggravated assault. Our findings thus support the idea that female arrestees are committing a variety of crimes. In addition, the fact that many of the differences between D+ and D- arrestees found throughout the report are more pronounced among female arrestees suggests that drug use may play an especially important role in the criminal behavior of females.

D. ANALYSES OF THE LONGITUDINAL FILE

We conducted a number of analyses designed to describe the characteristics of the panel members and their cases. Perhaps the most important finding concerned the age at which persons entered drug abuse treatment. We found that of the 812 persons who entered treatment, 62 percent were first admitted between the ages of 21 and 30. This was also the age range that we found to be associated with the highest likelihood of being detected as a drug user. One-half of the panel persons first entered treatment before their panel arrest and one-half sometime later.

The longitudinal file provided an opportunity to look at how the drug status of the arrestee at the time of the panel

case was related both to the number of his or her pre-panel and post-panel cases and to the types of offenses charged at the subsequent arrest.

We found that persons who were D+ at their panel arrest were more likely to have had prior arrests and to have subsequent arrests. Moreover, drug status not only predicted a later arrest, but it predicted a greater number of subsequent arrests. We found that 30 percent of the panel persons who were positive for any drug at the time of their panel arrest had three or more subsequent arrests during the follow-up period, compared with 18 percent of D- arrestees. In addition, D+ arrestees not only had more pre-panel and post-panel arrests, they also were more likely to be found to be using drugs at the time of both their prior and subsequent arrests. Thus, our preliminary findings (conducted without adjusting for time in jail) offer strong support for the role of drug use in predicting recidivism, as reported by K. Williams (1979).

A final analysis addressed the question of whether drug users tend to specialize in particular types of crimes. We found that persons who were drug negative at the time of their panel arrest and who were rearrested were most likely to be charged with the same types of offenses that they were charged with at the panel arrest. However, persons who were drug positive at the panel arrest were most likely to be charged with a property crime at rearrest, regardless of the type of offense charged at the panel arrest. This suggests a greater degree of specialization in property crimes among drug users.

E. FUTURE RESEARCH

This project has constructed cross-sectional and longitudinal data files that contain a wealth of information about drug-using arrestees. The analyses conducted have been designed to demonstrate the nature of the files and to provide an indication of the internal consistency of the data. Much remains to be done.

There is a need to reexamine each of the findings presented in terms of the types of drugs that were detected in the urine specimens. In addition, multivariate techniques should be applied to begin separating the impact of an arrestee's drug status from that of other, related factors. For example, the lower likelihood that a D+ arrestee was released on personal recognizance may be a function of the arrestee's drug status or the fact that D+ persons also tend to have more deviant backgrounds that would in themselves cause the judge to set more severe release conditions, or both.

The impact of treatment on later criminal behavior is an especially important area for analysis. The longitudinal file can be used to determine if the extent and nature of the offenses charged change after treatment. As noted in Chapter II, some research has indicated that treatment may reduce income-generating crimes but that these crimes are replaced by other types of crimes.

One of the toughest methodological problems in the evaluation of treatment is the choice of a comparison group of persons who did not obtain treatment. Using the longitudinal file, it would be possible to first isolate factors that

predict later arrest. One could then match each of the 812 persons who entered treatment to one of the 6,275 untreated persons in the file with regard to these factors. Arrest patterns of all matched pairs could then be compared.

The cross-sectional data files contain information about drugs detected over a five-year period. The trends in drugs used by arrestees over this period need to be examined. Richardson, et al. (1978) have shown that law enforcement personnel can use this type of information to detect changes in the availability of drugs in a community. It would also be possible to look at how these trends vary within particular types of arrestees. For example, have the drugs used by black female arrestees remained the same over this period?

We also need to analyze more carefully the characteristics of female arrestees. Researchers are just beginning to realize that female addicts are committing diverse types of offenses. The reasons for the greater prevalence of drug use among female arrestees must be examined. Why are older persons charged with prostitution more likely to be using drugs?

Finally, multivariate analyses need to be conducted to look at a host of questions. What are the best predictors of recidivism? Of entry into treatment? Of being detected to be drug positive?

Although we have mentioned instances in which our findings agree with those from other studies, it would be appropriate to replicate the general line of inquiry reported here in other jurisdictions. We know that the types of drugs that are abused tend to vary over time and by region of the country. It would

be helpful to our understanding of the relationship of drug use
and crime to know the extent to which the findings uncovered in
this study of arrestees in the District of Columbia apply to
arrestees in other jurisdictions.

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Appendix A

CELLBLOCK INTERVIEW SHEET

in use
since 1979

DEFENDANT RIGHTS STATEMENT
(CELLBLOCK, INTERVIEW SHEET)

Lock-Up # _____
Docket # _____
Charge _____
Disposition _____
Court Date _____
SAA Recommendation:
One Test _____ CJD _____
SAA Condition:
One Test _____ CJD _____

My name is _____ and I represent the Substance Abuse Administration. I wish to ask you some questions about your background regarding any possible drug usage and to obtain a urine specimen. This information will be available only to your attorney of record or his representative, the presiding Judge, the Prosecutor, or an authorized representative of the Narcotics Pre-Trial Diversion Project. You must understand however, what your rights are before I ask any questions. You have the right to remain silent and you are not required to say anything to me, or answer any questions, or submit a urine specimen. You also have the right to talk to a lawyer for advice before I question you and to have him with you while I question you. You may answer any questions now without a lawyer being present, or you have the right to stop answering questions at anytime, or refuse to submit a urine specimen until you talk with a lawyer. If you wish to speak to me now, I ask you to sign this paper which indicates that I have read the above statement to you, that you understand all of your rights, and that you wish to conduct this interview in the absence of legal counsel.

NOTE: This consent to release information is subject to revocation at anytime, and unless an earlier date is specified, this consent expires 3 days after the date signed.

_____/_____/_____ am/pm
s/Defendant   Date   Time

_____/_____/_____ am/pm
s/Witness   Date   Time

DEFENDANT REFUSED TO SIGN AFTER BEING ADVISED

_____/_____/_____ am/pm
s/Witness   Date   Time

DEFENDANT INITIALLY DECLINED INTERVIEW, BUT LATER CONSENTS

I understand the advice given to me above and on the advice of legal counsel by _____

_____, I wish at this time to be interviewed
            Attorney-at-Law

_____/_____/_____   _____/_____/_____ am/pm
s/Witness   Date   Time   s/Defendant   Date   Time

I have advised my client of his rights and advised him to cooperate with the Substance Abuse Administration.

_____/_____/_____ am/pm
s/Attorney   Date   Time

Date: _____

Name: _____ AKA _____ DOB _____
Address _____ Telephone Number _____
SSN _____ Sex: _____ Male, _____ Female, Race: (___ Black, (___White, (___Other

DRUG HISTORY
Drug Use: ___Admits, ___Denies, ___Visual Observation
Drugs Last Used: (___Heroin, (___Dilaudid, (___Codeine, (___Barbiturate
                 (___Preludin, (___Cocaine, (___Cocaine, (___Amphetamines,
                 (___Marijuana, (___PCP, (___Other _____) Date last used _____
SAA Status: (___Active, (___Current/Last Center _____, (___Never.
Verification of Treatment: _____ Dosage: _____, ID # _____
                 Last Reported: _____, Verified With: _____, By _____
Other Drug Treatment: (___Active, (___Inactive, (___Never.
Program Name _____, Address _____
Current Prescription _____, Date Last Taken _____

URINALYSIS
Submission Status: (___Taken, (___Unable, (___Refused, (___No Answer, (___Late, _____
Test Results: (___Negative, (___Quinine, (___Morphine, (___Methadone, (___Codeine, (___Preludin,
              (___Cocaine, (Amph., (___M/Amph., (___PCP, (___Other.

Interviewer _____ Date _____

DHR-1301 (3/79)   J-82735

Appendix B

CRIMINAL JUSTICE TRACKING FORM

LOCK UP #_____

DOCKET # ☐☐☐☐☐☐☐☐☐☐

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF HUMAN RESOURCES
CRIMINAL JUSTICE TRACKING

REFERRAL SOURCE: ☐☐☐☐☐☐
CATEGORY: _____

1. DATE OF CONTACT: ☐☐☐☐☐
   8 9 10 11 12 13

2. CLIENT'S NAME.

   (Last Name) ☐☐☐☐☐☐☐☐☐☐☐☐☐☐☐
   14 15 16 17 18 19 20 21 22 23 24 25 26 27 28

   (First Name) ☐☐☐☐☐☐☐☐☐☐☐☐☐   (Middle Initial) ☐
   29 30 31 32 33 34 35 36 37 38 39 40 41   42

3. MOTHER'S NAME.

   (Last Name) ☐☐☐☐☐☐☐☐☐☐☐☐☐☐☐
   43 44 45 46 47 48 49 50 51 52 53 54 55 56 57

   (Maiden Name) ☐☐☐☐☐☐☐☐☐☐☐☐☐
   58 59 60 61 62 63 64 65 66 67 68 69 70

4. NAME AS KNOWN TO COURT: _____

5. ALIASES _____

6. CLIENT'S ADDRESS. _____

7. TIME IN D.C. AREA _____ TELEPHONE: _____

8. DATE OF BIRTH   Month Day Year
                   ☐☐   ☐☐   ☐☐
                   74 75 76 77 78 79
   AGE _____

   PLACE OF BIRTH: _____

   _____ Card Code 80/1 _____
                              (Card 2) I.D. = (3-7)

9. SOCIAL SECURITY NO.: ☐☐☐ ☐☐ ☐☐☐☐
                        8 9 10 11 12 13 14 15 16

10. CLIENT'S SEX   17) Male ☐   Female ☐
                          (1)   (2)

11. CLIENT'S RACE   18) Black ☐ White ☐ Other ☐
                           (1)   (2)   (3)

12. EMERGENCY CONTACTS
    Name _____
    Address _____
    Phone No _____
    Relationship _____

13. EMPLOYER'S NAME _____
    Address _____
    Phone No.: _____

14. WHAT IS HIGHEST GRADE COMPLETED IN SCHOOL?
    (H.S. Grad = 12; College Grad = 16)
    ☐☐
    19 20

15. WHAT IS YOUR MARITAL STATUS: (Check One)   (21)

    Never Married ☐ (1)

    Married (including common-law) ☐ (2)

    Separated or divorced ☐ (3)

    Widowed ☐ (4)

    Unascertained ☐ (5)

16. NUMBER OF DEPENDENTS: _____
17.

COURT TESTING UNIT/CRIMINAL JUSTICE DIVISION/DETERMINATION OF DRUG ABUSE

18. NARCOTICS USE: (22) Admits ☐ (1) Denies ☐ (2) ☐ Visual Observation (3)

19. TYPE OF NARCOTIC: _____ Amount _____

20. DATE LAST USED. _____

21. CLIENT CLASSIFICATION (Check One): (23)
    Currently Active ☐ (1)   Currently Inactive ☐ (2)
    Current or last center ☐☐ (26, 27)
    Date last reported to center ___/___/___
    VERIFICATION OF TREATMENT. _____

22. OTHER DRUG TREATMENT/DESCRIBE _____

23. CLIENT N.T.A. I.D. NUMBER. ☐☐☐☐☐
                               28 29 30 31 32

24. URINALYSIS: (33)
    Taken ☐ (1)   Refused ☐ (2)   Unable ☐ (3)
    Other ☐ (4)   (Specify _____)

25. EMERGENCY METHADONE GIVEN (34)   Yes ☐ (1) No ☐ (2)
    Amount (Mgs.) ☐☐☐
                  35 36 37
    Administered By _____

26. TEST RESULTS
All Tests Negative	☐ (38)	Amphetamine	☐ (43)
Quinine	☐ (39)	Meth. Amphetamine	☐ (44)
Morphine	☐ (40)	Pentobarb.	☐ (45)
Methadone	☐ (41)	Amobarb.	☐ (46)
Cocaine	☐ (42)	Other (Specify)	☐ (47)
Codeine	☐		

27. VETERAN ☐ YES ☐ NO
    Type of Discharge ☐ Honorable ☐ General ☐ Dishonorable ☐ Other
    (Specify)

28. CHARGE _____

29. JUDGE _____

30. DODC = ☐☐☐☐☐☐
           67 68 69 70 71 72
    _____ Card Code 80/2 _____
                              (Card 3) I.D. = (3-7)

    SOCIAL FILE # ☐☐☐☐☐☐☐☐
                  8 9 10 11 12 13 14 15

    DMV PERMIT # ☐☐☐☐☐☐☐☐☐☐☐☐☐☐☐☐☐
                 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32

    NEXT COURT DATE _____

31. NAME OF REFERRING COUNSELOR _____
    PAROLE/PROBATION OFFICER _____
    PHONE _____
    ATTORNEY _____
    PHONE _____

    OTHER _____
32. _____ Card Code 80/3 _____

DATE	NAME OF REVIEWER AND I.D. NO.	LOC.	REFERRED TO	DATE

DHR-987 (2/74)   J-4979

Appendix C

CONSTRUCTION OF THE DEFENDANT FILE

APPENDIX C

CONSTRUCTION OF THE DEFENDANT FILE

This appendix explains in detail the procedures used to create the defendant file. The first section describes the data bases used; the second section outlines the development of the case files from these data bases; and the third section describes how the case files were used in the construction of the defendant file itself.

I. DATA BASES USED TO CONSTRUCT THE DEFENDANT FILE

Five data bases were used in this process:

(1) urinalysis data collected by the Alcohol and Drug Abuse Services Administration (ADASA) on an old version of their tracking form;

(2) urinalysis data taken from the newer version of the ADASA tracking form;

(3) court-processing information taken from PROMIS Master Files;

(4) bail and sentencing data obtained from D.C. Superior Court files; and

(5) drug treatment data taken from ADASA records of individuals processed by that agency.

Urinalysis data based on the old tracking form was available on tape for 1971 through 1975 from ADASA (formerly known as the Substance Abuse Administration, SAA). The original urinalysis data file was broken down into a separate file for each year.

Only those urinalysis data files for 1973, 1974, and 1975 were subsequently used. Several changes were made to the data in these files. (1) Both dates in the file--date of birth and date of urinalysis test--were in the form MMDDYY (e.g.,

01/03/52). These dates were changed to the form YYMMDD (e.g., 520103) to correspond with dates as they were recorded in the PROMIS data. (2) Unnecessary data fields were deleted from the original files for these three years. Duplications of defendants' names were deleted, and alphanumeric codes were deleted from eight data elements which also had numeric codes. The final urinalysis data files for 1973 through 1975 contained 14 data elements, which are listed in Table 1.

Urinalysis data based on ADASA's new tracking form were collected for all available cases from August 21, 1974, through December 31, 1977, and through December 31, 1978, for panel members only. (Urinalysis results were available from the old tracking form, on tape, and from the new tracking form for the period in 1974 and 1975 when ADASA maintained both types of records. We decided to use the information from the old form in the construction of the case file for 1974, and to use the new tracking form in constructing the 1975 case file. When the defendant file was created, however, information was taken from both tracking forms for that period.) The new form provided additional information, totalling 30 data elements for each defendant. (See Table 2 for a description of the data elements.) The data were coded and transferred to tape, and a separate data file was created for each year from 1974 through 1978.

Data concerning each defendant's court proceedings were obtained from PROMIS data files. A number of data elements were selected from those available in PROMIS for use in this study. (They are listed in Table 3.)

Table 1. DATA ELEMENTS FOR URINALYSIS DATA FILES FOR 1973-1975 (OLD TRACKING FORM)

Name
Date of Birth
Age
Urinalysis Code
Released Status
Active/Inactive
Referred Status
Drug Code #1
Drug Code #2
Drug Code #3
Drug Code #4
Drug Code #5
Number of Drugs Used
Testing Date

Table 2. DATA ELEMENTS FOR URINALYSIS DATA FILES FOR 1974-1977 (NEW TRACKING FORM)

PDID
Docket Number
Date of Contact (Testing Date)
First Four Letters of Last Name
First Letter of First Name
Alias
Time in Washington, D.C.
Date of Birth
Age
Place of Birth
Employment Status
Education
Marital Status
Number of Dependents
Narcotics Use
Narcotics Type
Date Last Used
Client Classification
Last Center
Date Reported
Client NTA ID Number
Urinalysis Code

Urine Test Results - Drug Type
Urine Test Results - Drug Type
Urine Test Results - Drug Type
Urine Test Results - Drug Type
Urine Test Results - Drug Type
Veteran Status
Probation/Parole
Referral Status

Table 3.   DATA ELEMENTS EXTRACTED
            FROM PROMIS DATA BASE

PDID
Name (Last, First, Middle)
Sex
Race
Date of Birth
State of Birth
House Number
State
Street Code
Quadrant: 1-NW, 2-NE, 3-SE, 4-SW
Original Case Number
Current Case Number
Misdemeanor-Felony
Crime Score
Offense House Number
Offense Street Code
Offense Quadrant
Offense Date
Offense Time
Arrest House Number
Arrest Street Code
Arrest Quadrant

Arrest State
Arrest Date
Arrest Time
Court Appearance Type
Property/Evidence Recovered
Number of Codefendants
Papering Date
Specially Assigned Type
Defense Attorney Type
Number of Witnesses
Release Type
Final Action Reason for Case
Final Action Date
Final Disposition
Weapon
Injury
Residence (local) 1-Yes, 2-No, 3-Unknown
Length of Residence
Employment Status
Type of Employment
Victim/Defendant Relationship
Defendant Arrest Record: 1-Yes, 2-No, 3-Unknown
Defendant Arrested Past Five Years
Alias: 1-Yes, 2-No, 3-Unknown
Number of Previous Arrests
Number of Previous Arrests/Crimes against Persons
Any Convictions: 1-Yes, 2-No, 3-Unknown
Any Convictions Past Five Years
Defendant on Conditional Release

Table 3.   DATA ELEMENTS EXTRACTED
            FROM PROMIS DATA BASE (continued)

Release Type
Court Charge Charge #1
Final Action Reason #1
Special Program Type #1
Court Charge Code #2
Final Action Reason #2
Special Program Type #2
Court Charge Code #3
Final Action Reason #3
Special Program Type #3
Court Charge Code #4
Final Action Reason #4
Special Program Type #4
Court Charge Code #5
Final Action Reason #5

Special Program Type #5
Court Charge Code #6
Final Action Reason #6
Special Program Type #6

Maximum Charge
Maximum Sentence
SMALLG
Number of Law Witnesses
Narcotics Inv.
First Arrest Auto
Defendant Heroin or Opiate
Defendant Alcohol
Job Less than 6 Months
Defendant Employed
Defendant Special Circumstances
Defendant Physical Disability
Defendant Conditional Release Arrest
Convicted Imp Possession
Victim-Defendant Relationship
Victim Arrest Record
Victim Heroin or Opiate
Victim Alcohol
Victim Sex
Victim Age
Victim Employed
Victim Time in D.C.

Separate data files, including data for all defendants, were
created for each year from 1973 through 1978.

Bail and sentencing data for each panel member were collected from District of Columbia Superior Court files for August 21, 1974, through December 31, 1978. These data were then coded and transferred to tape, and a separate data file was created for each year.*

Bail and sentencing information was collected in two different formats. The more detailed information was collected for each panel member for the panel period (August 21, 1974, through April 30, 1975), with a total of 27 data elements for each panel member as listed in Table 4. For the period May 1, 1975, through December 31, 1978, only 8 data elements were collected for each defendant (see Table 5).

Drug treatment information concerning individuals processed by the Alcohol and Drug Abuse Services Administration was obtained via tape and included demographic data, names of clinics to which individuals were referred, and any transfers between clinics. For a list of the data elements available in the drug treatment data base, see Table 6.

Table 4. DATA ELEMENTS FOR BAIL AND
SENTENCING DATA--PANEL PERIOD

Found Case Jacket
Initial Bond
Amount of Bond
Conditions of Release
Failure to Appear
Number of Times no Bench Warrant
Number of Times Bench Warrant
Number of Times BRA
Number of Rearrests

_____

*For more detailed information about the collection of bail and sentencing data, see Appendix D.

Table 4. DATA ELEMENTS FOR BAIL AND SENTENCING
DATA--PANEL PERIOD (continued)

Number of Changes in Release Conditions
Bail Days In
Any Changes in Dollar Amount of Bond
Disposition
Most Serious Convicted Charge
Minimum Time (in days)
Maximum Time (in days)
Probation
Suspended
Fine
Is fine alternative to incarceration?

Federal Youth Corrections Act
NARA
Other Sentencing Conditions
Sentencing Days In (through 12/31/78)
New Case Number

Table 5. DATA ELEMENTS FOR BAIL AND
SENTENCING DATA--NON-PANEL PERIOD

Current Case Number
PDID
Found Case Jacket
Bail Days In
Most Serious Convicted Charge
Sentence
Sentencing Days In
Other Sentencing Conditions

Table 6. DATA ELEMENTS FOR DRUG TREATMENT DATA

Unit or Clinic
NTA Identification Number
Master Date
Last Name
First Name
Race
Sex
Date of Birth
Status
Master Unit
Code Transfer Unit
Date

II. FORMATION OF CASE FILES

For this study, a case file is a file for a given year containing urinalysis and court-processing information for each defendant. Case files for the years 1973 through 1977 were constructed by merging three data bases: urinalysis data from the Alcohol and Drug Abuse Services Administration, from the old and new tracking forms, and PROMIS court-processing data.

As described in the previous section, separate data files for urinalysis data and PROMIS data were available for each year from 1973 through 1977. PROMIS data files included all cases screened during a given year. The ADASA data base consisted of urinalysis results for arrestees as well as for others who had not been arrested but had volunteered or been referred for testing.

To create the case files, we attempted to find the urinalysis information for each arrestee in PROMIS. Because not all arrestees are sent to the lock-up where urinalysis specimens are obtained, the number of arrestees in the PROMIS files exceeded the number of individuals with urinalysis data. Clearly, therefore, for a number of arrestees in PROMIS no corresponding urinalysis data would be available.

The first step was to combine PROMIS and urinalysis data for a given individual. In order to make sure that information from both data bases referred to the same person, a number of match-and-merge sequences were undertaken.

Unfortunately, however, only three data elements were available for this procedure for 1973 and 1974, because these were years for which urinalysis data were taken from ADASA's

old tracking form, which included less information than the more recent form. Matching and merging PROMIS and urinalysis data for these two years proved to be a long and arduous task due to this limitation.

Two criteria used to match and merge PROMIS and urinalysis data were name and date of birth. A third criterion was also used: the match between papering date (from PROMIS) and date of urine testing (from the urinalysis data base). The third criterion was considered the most important. An arrestee's urine is usually tested within a day of the time his case is papered, and within any given year an individual may have been arrested more than once. Therefore, for each match-and-merge sequence, the correspondence between a defendant's papering date and his date of urinalysis was an essential criterion. Papering and urinalysis testing dates which differed by more than one week were considered unacceptable.

To explain separately each match-and-merge sequence used would be cumbersome. A detailed description of one match-and-merge procedure is provided below. The following criteria (key fields) were used for the first match-and-merge sequence:

> From urinalysis data:
> urine testing date
> date of birth
> first two letters of last name

> From PROMIS:
> papering date
> date of birth
> first two letters of last name

The individual's name proved to be the most problematic criterion. Names were often misspelled; first and last names were often switched. First and last names were separated by a

comma in the PROMIS data and by a space in the urinalysis data. This made the match-and-merge sequences more difficult.

Software developed at INSLAW was used in the match-and-merge process. The file containing the urinalysis data and the file containing the PROMIS data were sorted on the three key fields previously mentioned, and a FORTRAN program was used to match records.

Matching was attempted using different combinations of the criteria (e.g., different parts of the defendant's name). The process continued until all combinations of the available criteria had been tried or until further match-and-merge sequences produced only a few matches between urinalysis and PROMIS data.

Because later match-and-merge sequences used less stringent criteria, the output file of matched urinalysis and PROMIS data was checked visually to ensure that the data were indeed properly matched. Incorrect matches which were discovered were deleted from the file and added to the files containing unmatched PROMIS and unmatched urinalysis data, and were thus accessible for use in subsequent match-and-merge sequences.

For 1975 through 1977, urinalysis data were based on ADASA's new tracking form (see Table 2) and were used to formulate case files for those years. The new tracking form provided additional criteria which were used as the key fields

to match-and-merge urinalysis and PROMIS data. These criteria included:

 PDID (police department ID number)
 docket number
 urinalysis testing date
 name
 date of birth.

Criteria taken from PROMIS data included:

 PDID
 Current case number
  (identical to docket number)
 papering date
 name
 date of birth.

The same FORTRAN program used to create the case files for 1973 and 1974 was used in the formulation of case files for 1975 through 1977. Several match-and-merge sequences were checked visually to ensure that the data were correctly matched.

When the match-and-merge process was complete, some unmatched PROMIS and some unmatched urinalysis data remained for 1973-77. The case files were intended to be based on the number of arrestees for that year. The remaining "unmatched" urinalysis data may have contained some arrestees for a given year, along with individuals who were not processed by the court but who came to the ADASA voluntarily. The unmatched urinalysis data were therefore not included in the case files. Unmatched PROMIS data, however, were a necessary component for the case files because we wished to maintain the original number of defendants found in the PROMIS data for the years in question. The unmatched PROMIS data were padded with blanks for the missing urinalysis data and were then merged with the file containing matched urinalysis and PROMIS data. This procedure was followed with the case files for each year.

The matched urinalysis and court-processing data for all defendants for a given year thus became the case file for that year. A number of changes were then made in the files.

Several new variables were created and added. One of these was the "matched/unmatched" variable. For each record in a case file having no urinalysis data (unmatched PROMIS data, with blanks for the missing urinalysis data), the "matched/unmatched" variable was given a value of 0. All records containing PROMIS data matched with urinalysis data were given a value of 1.

The following list of drug variables was also devised, based on the test results taken from the urinalysis data, and attached to each case file:

Morphine	Codeine
Quinine	Cocaine
Methadone	Barbiturates
Legal Methadone	Any Narcotics (Mo/Qui/Meth/Cod)
Phenmetrazine	Any Stimulants (Pre/Amph/Metha/Coc)
Amphetamines	Summary of drug results variable
Methamphetamines	

For example, if a defendant's urine test was positive for morphine, the newly created variable "morphine" was assigned a value of 2. If the test proved negative for the drug, a value of 1 was assigned. If there was no information available for that particular drug, a value of 0 was assigned.

For the 1973-77 case files, Julian dates were created and attached to the files.* Julian dates were formulated for the following variables:

From urinalysis data:
date of birth
urine test date

─────────────────

*Julian dates are based on a system in which days are numbered consecutively from an arbitrarily selected point (e.g., June 1, 1970, is day 1, July 4, 1970, is day 34, etc.).

From PROMIS data:
date of birth
offense date
arrest date
papering date
final disposition date.

For the 1975-77 case files, two more Julian dates were produced based on the additional variables available from the new urinalysis tracking form. Julian dates were formulated for the following variables:

From urinalysis data:
date last used drugs
date reported.

Case files for 1973-77 contained all arrestees appearing in PROMIS for those years. Urinalysis information for 1978, however, was available only for panel members. This information was matched and merged with PROMIS data to create the file for 1978, through a process to be detailed in the section, "Record Type Two," below.

III. FORMATION OF THE DEFENDANT FILE

Each case file consisted of a merged PROMIS and urinalysis record (if found) for all defendants' cases in PROMIS in a given year. To create the defendant file, we selected only records for the 7,087 panel members.

In this section we will describe:

(A) the types of information included in the defendant file;

(B) the formation of types of information known as record types;

(C) the data processing involved in creating the defendant file; and

(D) the final defendant file.

A. Types Of Information In The Defendant File

First, we will define the types of information which the defendant file was intended to contain, and to which the subsequent sections of this appendix will refer.

The first category of information, called record type one, is the panel member's initial (panel) case--that is, the panel member's earliest case occurring on one of the 139 days during the panel period (August 21, 1974, to April 30, 1975). There is one panel case for each panel member; the defendant file therefore consists of 7,087 panel cases or type one records.

The second type of information, record type two, consists of all cases for each panel member subsequent to his panel case, through December 31, 1978.

Record type three includes all cases for each panel member prior to his panel case, back to January 1, 1973.

Record type four contains drug treatment information for each panel member who sought treatment at an ADASA clinic through early 1980. Drug treatment information was located for 812 of the 7,087 panel members.

B. Formation Of Record Types

Record Type One--Panel Case

Record type one, panel members' initial cases occurring between August 21, 1974, and April 30, 1975, could, by definition, be derived only from the case files for 1974 and 1975. The procedures by which the type one records were derived from these two case files were similar.

The first step in this process for 1974 was to extract data for all panel members from the 1974 case file. (Recall that the case files contained data on all arrestees for a given year.) The resulting file of panel members' cases was then divided into two separate files: (1) all panel members' cases occurring between January 1, 1974, and August 20, 1974 (nonpanel period), and (2) all panel members' cases occurring between August 21, 1974, and December 31, 1974 (panel period).

The file containing panel members' cases prior to August 21, 1974, was set aside for use in creating type three records (information on panel members' cases occurring prior to the panel case).

The second file contained all panel members' cases occurring during the panel period (August 21, 1974, through December 31, 1974).

At this point, the bail and sentencing data collected for the period of August 21, 1974, through December 31, 1974, were added to this second file. (More detailed bail and sentencing data, as described earlier, had been gathered for the panel period than for the nonpanel period. Again, see Table 4.)

After concatenating the bail and sentencing data to the file, we selected out only those cases which had occurred on one of the selected 139 days.

The resulting file contained information on panel members' cases occurring on any of the 139 sample days which were in 1974. The next step was to make sure the file contained one case for each panel member, or the earliest case for those with several cases during this time. Subsequent cases for persons

arrested more than once between August 21, 1974, and December 31, 1974, were saved in a separate file for use in creating type two records (cases following the panel case).

The result of this entire procedure was a file containing 1974 panel cases (type one records for 1974). At this point, the file consisted of urinalysis data based on the old tracking form, PROMIS data, the newly constructed drug variables and Julian dates, and bail and sentencing data for each panel case in 1974. Urinalysis data based on the new tracking form (see Table 2) was available for 1974. In order to have the most comprehensive data available for each panel case, the urinalysis data based on the new tracking form was then concatenated to this file.

After creating the file for 1974, a file of type one records for 1975 was created.

First, information on all panel members was extracted from the 1975 case file and divided into: (1) a file containing all panel members' cases occurring between January 1, 1975, and April 30, 1975 (panel period), and (2) a file containing all members' cases occurring between May 1, 1975, and December 31, 1975 (nonpanel period).

The second file created here thus contained panel members' cases subsequent to the panel case and was set aside for use in creating a file of type two records.

File 1 above, containing all panel members' cases for the 1975 portion of the panel period, was used to create the record type one file for that year.

The next step was the addition to this file of bail and sentencing data for January 1, 1975, through April 30, 1975. (Bail and sentencing data were described in Table 3.)

Next, cases which occurred on any of the 139 selected days were extracted from this file. (Cases which did not occur on one of the 139 days were maintained in a separate file. How these cases were processed will be described later.)

The output file from this procedure consisted of panel members' cases occurring on one of the 139 days within the panel period. Of the 7,087 selected panel members, 4,383 had their panel case in 1974. It was possible that these panel members also had cases appearing on one of the 139 selected days within the 1975 file. To ensure that there was only one panel case per panel member, it was necessary to determine if any one of the 4,383 panel members contained in the record type ones for 1974 also had a case in the 1975 file. Four hundred and nine such cases were found and deleted from the file of panel members' cases for 1975 (type one records). These 409 cases were stored in a separate file for use in creating type two records (cases occurring after the panel case).

At this point, the file of cases for 1975 included more than one case for some panel members. For these panel members, the earliest or panel case was identified, and subsequent cases were set aside for use in creating a file of type two records for 1975 panel members (cases occurring after the panel case).

The file of panel cases for 1975 included at this stage: urinalysis data from the new tracking form, PROMIS data, the newly constructed drug variables, Julian dates, and bail and

sentencing data. Urinalysis data based on the old tracking form was available for 1975. In order to have the most comprehensive urinalysis data, we merged data from the old tracking form with the file of 1975 cases.

The files containing type one records for 1974 and for 1975 were then merged. The final record type one file for 1975 contained 2,704 cases; adding these to the 4,383 panel cases for 1974, the resulting file contained 7,087 cases.

Record Type Two--Post-panel Cases

Type two records for the defendant file consisted of all cases for each panel member subsequent to his or her panel case.

All panel members' cases occurring after April 30, 1975, through December 31, 1978, were type two cases. Separate files of these cases were created for each year, 1976 through 1978.

It was possible for type two cases to have occurred during the panel period in 1974 and 1975. So for these two years the process of extracting type two cases was more complicated.

During the process of creating 1974 type one records from the case file, two files remained containing cases which were not panel cases. One file contained panel members' cases from any of the selected 139 days but after the first or panel case. These were labeled type two records for 1974.

The second file contained panel members' cases from the panel period but <u>not</u> from one of the 139 days. Some of these cases occurred after the panel case and some occurred before the panel case. The latter were deleted from this file and

stored separately for use in constructing a file of type three records.

At this point, the two separate files containing type two records for 1974 were merged, resulting in one file containing all type two records (panel members' cases occurring after the panel case) for the year.

Four files remained after creation of the file of panel cases for 1975:

(1) panel members' cases occurring between May 1, 1975, and December 31, 1975 (nonpanel period);

(2) cases occurring within the panel period and on one of the 139 days, but for defendants whose panel cases had taken place in 1974;

(3) panel members' cases occurring within the panel period and on one of the 139 days, but for defendants whose panel cases took place on another day in 1975; and

(4) panel members' cases occurring within the panel period but not on one of the 139 days.

Files 1 through 3 contained only cases which took place after the panel case (type two records). File 4 contained some type two and some type three records (cases occurring before the panel case). All type three cases were deleted from this file and stored in another file for use in creation of a type three record for 1975.

Bail and sentencing data were available for the second half of 1975, the nonpanel period, although in less detail than that incorporated into the type one record file. These data were merged with File 1, panel members' cases for the nonpanel period.

Files 2, 3, and 4 already contained bail and sentencing information, which had been added during the creation of the

record type one file for 1975 (see Table 4). These data, however, were more detailed than the bail and sentencing information in File 1. These three files were merged; bail and sentencing data were then condensed to coincide with the bail and sentencing information available in File 1; and after merging and condensing, this file was then merged with File 1. Thus, one file was created containing all 1975 cases subsequent to the panel case, or type two records.

A file was created for 1976 and 1977 containing data extracted from panel members' case files. Bail and sentencing data (see Table 5) were then added and unnecessary data deleted. (See Table 7 for a description of data included in record type two cases.)

All record type two files for 1974 (starting August 21, 1974) through 1977 had thus been created.

As mentioned earlier, a case file was not created for 1978. To create a record type two file for 1978, a file was used which contained PROMIS data for panel members only. Urinalysis data had been collected for 1978 for panel members (see Table 2). These data were matched and merged with the PROMIS data for 1978, and drug variables and Julian dates were then added to this file. Bail and sentencing data were also available for 1978.

Prior to collection of the bail and sentencing data for 1978, a sequence number was added to the file containing PROMIS data for panel members in 1978. The same sequence number was noted on the form used to collect bail and sentencing data. A

simple match-and-merge procedure was then performed to add the bail and sentencing data to the file.

At this point, there were five record type two files, one for each year from 1975 through 1978, and one for August 21 through December 31 of 1974. These five files were then merged into one file containing all type two records for panel members.

Table 7: DATA INCLUDED IN TYPE TWO RECORDS

Employment Status
Marital Status
Narcotics Use
Narcotics Type
Client Classification
Last Center
Client NTA ID Number
Urinalysis Code
Veteran Status
Probation/Parole
Referral Status
PDID
Sex
Race
Date of Birth
Quadrant: 1-NW, 2-NE, 3-SE, 4-SW
Original Case Number
Current Case Number
Misdemeanor-Felony
Crime Score
Offense Quadrant
Offense Date
Arrest Quadrant
Arrest Date
Court Appearance Type
Papering Date
Release Type
Final Action Reason for Case
Final Action Date
Final Disposition
Residence (local) 1-Yes, 2-No, 3-Unknown
Length of Residence
Employment Status
Victim/Defendant Relationship
Alias: 1-Yes, 2-No, 3-Unknown
Defendant on Conditional Release
Release Type
Court Charge Code #1
Final Action Reason #1

Table 7: DATA INCLUDED IN TYPE TWO RECORDS (cont'd.)

      Special Program Type #1
      Court Charge Code #2
      Final Action Reasor #2
      Special Program Type #2
      Maximum Charge
      Maximum Sentence
      SMALLG
      Number of Lay Witnesses
      Matched/Unmatched
      Morphine
      Quinine
      Methadone
      Legal Methadone
      Preludin
      Amphetamines
      Methamphetamines
      Codeine
      Cocaine
      Barbiturates
      Narcotics (Mo/Qui/Meth/Cod)
      Stimulants (Pre/Amph/Metha/Coc)
      Summary of Drug Results
      Age at Arrest (uses PROMIS date of birth)
      Found Case Jacket
      Bail Days In
      Most Serious Convicted Charge
      Sentence
      Sentencing Days In
      Other Sentencing Conditions

Record Type Three--Pre-panel Cases

Data on each panel member's cases taking place before his or her panel case were termed type three records.

Cases occurring prior to the panel case would be found only in 1973, 1974, and from January 1 through April 29 in 1975.

All panel members' cases in 1973 were, by definition, type three cases. Therefore, the process of creating a record type three file for 1973 was simply a matter of extracting all panel members' cases from the last file for 1973. After this was done, data were rearranged to correspond to record type three format. (Data included in type three records were substantially the same as data included in type two records; see Table 7.)

The process of creating a record type three file for 1974 was more complex and involved two files which were already in existence:

(1) a file containing cases occurring prior to the panel period (which began August 21, 1974); this was a byproduct of the creation of the file of panel cases (record type one); and

(2) a file of cases occurring during the panel period, not on one of the selected 139 days, and before the panel case; this was a byproduct of the creation of the record type two file (cases occurring after the panel case).

These two files were merged, the format was rearranged to conform to record type three format, and the result was a record type three file for 1974.

For 1975 we used another file generated during the record type two process--that is, one containing cases occurring during the panel period but not on one of the 139 days, but before the panel case. After we rearranged the data to fit the record type three format, we merged this file with type three records for 1973 and 1974, resulting in one file for all panel members' cases occurring before the panel case.

Record Type Four--Treatment Information

Record type four consisted of drug treatment information for panel members processed by the Alcohol and Drug Abuse Services Administration. This data included demographic data, the names of clinics to which individuals were referred, and any transfers between clinics. (See Table 6 for a list of all data elements in the drug treatment data base.)

The drug treatment data contained one record per individual. Each record contained 1,200 bytes (characters), including some blank fields. Software was developed to delete all unnecessary fields, or blank spaces, from the file.

To incorporate the drug treatment data into the defendant file, it was necessary to extract only data for panel members. The procedure is described below.

A new file was created by extracting data from the record type one file, including defendant's name, date of birth, client NTA identification number, PDID, and arrest and papering dates. (See Table 8 for a description of this file.) This extracted file was matched and merged with the ADASA drug treatment data, using name, date of birth, and the NTA identification number as criteria. (For a list of the match-merge sequences used, see Table 9.)

Table 8. DATA ELEMENTS EXTRACTED FROM RECORD TYPE ONE AND MERGED WITH DRUG TREATMENT DATA

ELEMENT	SOURCE
Name	Urinalysis Data (old tracking form)
Date of Birth	Urinalysis Data (old tracking form)
Name	Urinalysis Data (new tracking form)
Date of Birth	Urinalysis Data (new tracking form)
NTA Identification #	Urinalysis Data (new tracking form)
Name	PROMIS Data
Date of Birth	PROMIS Data

Table 9. MATCH-MERGE SEQUENCES USED TO MERGE DRUG TREATMENT DATA WITH EXTRACT FILE FROM TYPE ONE RECORDS

SEQUENCE #	DATA ELEMENTS FROM RECORD TYPE ONE	DATA ELEMENTS FROM DRUG TREATMENT DATA
1	PROMIS Data – First Two Letters of the Last Name	First Two Letters of the Last Name
	PROMIS Data – Date of Birth	Date of Birth
	NTA Identification #	NTA Identification #
2	PROMIS Data – First Four Letters of the Last Name	First Four Letters of the Last Name
	PROMIS – Date of Birth	Date of Birth
3	Urinalysis Data (new tracking form) – First Four Letters of the Last Name	First Four Letters of the Last Name
	Urinalysis Data – First Letter of First Name (new tracking form)	First Letter of First Name
	PROMIS Data – Date of Birth	Date of Birth
4	Urinalysis Data (old tracking form) – First Four Letters of Last Name	First Four Letters of Last Name
	PROMIS Data – Date of Birth	Date of Birth

From this procedure we obtained treatment records for 862 panel members. Each record included information extracted from the record type one file for that particular panel member and the panel member's drug treatment data.

A computer-assisted visual check of the matched records was conducted to ensure that each panel member was appropriately matched to his or her drug treatment data. The final file contained 812 matched records. (See Table 10 for a description of the final file for record type four.)

Table 10. DATA INCLUDED IN TYPE FOUR RECORDS

Unit or Clinic
NTA ID Number
Master Date
Race
Sex
Date of Birth
Treatment Status
Number of Histories
(admissions, discharges, transfers)
History Records 1-20
Unit Codes 1-20
Dates of Contact 1-20

C.   Data Processing

Developing the software employed in the creation of the defendant file was a complex task. The input data consisted of a separate file for each of the four record types, and the data configurations differed for each file.

The defendant file consists of logical records and physical records. All data pertaining to any one defendant are included in one logical record, which, in turn, may include a varying number of physical records. A physical record is one continuous line of data followed by a line feed.

Each input file was first sorted by PDID, record type and papering date so that the final defendant file would contain one logical record per panel member. Within each logical record, there would be a number of physical records: the panel

case (record type one); 0-10 subsequent cases (record type two); 0-7 prior cases (record type three); and one drug treatment record (record type four), where available.

The number of physical records within each logical record varied because defendants varied in the number of times they had been arrested before and after their panel cases. Although space was left for a maximum of 10 subsequent and 7 prior cases, some records were left blank for defendants who had not had the maximum number of cases.

The program to create the defendant file calculated a number of statistics and created some new variables. The number of type two records and the number of type three records per panel member were calculated and added to the panel case record.

Two other variables--whether a drug treatment record was found for a given panel member, and number of clinic admissions, transfers, and discharges--were produced and added to each drug treatment file (record type four).

Another variable, whether bail and sentencing data were collected for a particular defendant, was produced and added to the type one, type two, and type three records for each defendant.

The software used to create the defendant file also recoded some of the variables found in the drug treatment data. Data elements containing alpha values were recoded so as to contain numeric values only. This was done to facilitate further analysis.

The drug treatment record contained the date on which treatment entry, transfer, or discharge occurred. The software calculated Julian dates for each date and concatenated these new dates to the end of each record type four.

The software that produced the defendant file carried out one other important procedure. As this was a longitudinal file, we wished to ensure that no duplicate cases appeared in the defendant file. Under current court procedures it is possible for an individual to be arrested for a crime, have his case dismissed, and then have the same case resubmitted, usually on lesser charges for the same offense. Under these circumstances two records would appear in PROMIS for the same offense. To ensure proper data for measuring recidivism, it was necessary to delete any such duplicate records. Therefore, each record type one was compared with all type two and all type three records. Each record type two was compared with all other type two records and all type three records, and each record type three was compared with all other type three records.

All type one records (panel cases) were, of necessity, retained in the final defendant file. However, any type two or type three record was eliminated if its arrest date, papering date, or offense date was identical to that of a record type one. Similarly, any record type two matching another record type two or record type three was eliminated. The same process was performed on any record type three whose arrest date or papering date or offense date matched another record type three.

D. Final Output: The Defendant File

The record for each defendant consists of seven types of physical records. (See Table 11.) The first three physical records for each defendant contain all information pertaining to the panel case (record type one). Three physical records were required because the statistical package used to analyze the data would only allow physical records of 250 bytes (characters) per record.

The fourth physical record type contains data for as many as 10 post-panel cases (type two records).

The fifth physical record type includes information on as many as 7 pre-panel cases (record type 3).

The sixth and seventh physical record types contain record type four information, data concerning drug treatment. If drug treatment data were available, one record type four would exist, divided into two physical records.

Table 11. DISTRIBUTION OF LOGICAL RECORDS AND PHYSICAL RECORDS

Record Type	No. of Physical Records	Maximum No. of Record Types for Each Defendant	Total
1	3	1	3
2	1	10	10
3	1	7	7
4	2	1	2
			22

All physical records in the defendant file were sorted by PDID and papering date. Next, all physical records pertaining to a panel member were stored in the file within one logical record. To maintain the privacy and security of the defendant file, all personal data, such as names, were deleted from the final defendant file.

Appendix D

BAIL AND SENTENCING DATA COLLECTION

Appendix D

BAIL AND SENTENCING DATA COLLECTION

Bail and sentencing data were collected manually from the District of Columbia Superior Court case jackets in two phases: detailed information was collected about the panel case of each defendant (coded on a "long form"), and less detailed information was collected about all subsequent cases for each defendant during the follow-up period (coded on a "short form").

A team of trained and supervised coders worked from a computer-generated code sheet that listed information identifying each case brought before court, as well as the data elements to be searched and recorded. The printouts contained 5,088 panel and 4,301 subsequent cases. Coders went through each case jacket corresponding to each defendant's cases and recorded the requested information on the appropriate form. There was ample space on the computer printout for notes and questions, and coders were encouraged to write enough about the case and its events so that it would not be necessary to return to the case jacket if any problem arose later. This extra information proved valuable in editing and cleaning the data prior to analysis.

After the information was recorded on the printout, it was transferred to a keypunch entry sheet. In this process, notes and problems were addressed before the narrative information was translated into numbers ready for data entry. This procedure was followed for each phase of the data collection.

Prior to data entry, a series of checks was made on the coded data.

Two separate validity checks were made on the data during data collection. Following the training sessions and initial coding, the supervisor randomly chose to recode several cases which had been coded by each person. This produced two sets of code sheets for each case. The two data sheets were then compared and data elements that were coded differently were flagged. The supervisor went over each of these items, discussed it with the coder, and referred to the case jacket to make sure of the correct answer. When these individual conferences were over, everyone participated in a group discussion of problems that had been encountered and solutions to those problems. No major problems were discovered in the validity check, but coder instructions given in the training sessions were revised to contain some new information and to clarify old rules. Coders returned to the data sheets to correct the mistakes brought to light in the quality check. Coders were advised there would be another check later in the collection process to assure consistent quality coding. The second check was performed three weeks after the first check using the same method as before. Again, no substantive problems were uncovered; errors found in the second check resulted from carelessness and were easily corrected.

Assured of the quality of the coded data, we then edited and cleaned each record. Editing the data consisted of a manual check of each record (65 characters on the long form, 29 on the short form) to be sure that identifying information,

such as case number and PDID, was copied correctly; questions

in the margin were addressed and codes applied; transcription

errors were found and corrected. and digit readability was

checked before keypunching.

END