

# Bureau of Justice Statistics Bulletin

## Probation and Parole 1982

During 1982, the adult probation population rose by more than 100,000 persons to 1,335,359 (a 9% increase); the adult parole population rose by about 18,000 to 243,880 (an 8% increase).<sup>1</sup> Both parole and probation populations have been steadily increasing for several years. Since 1979 the probation population has grown by more than 265,000—a 25% increase, while the parole population has risen by more than 26,000—a 12% increase (figure 1).

Probation population growth in 1982 was widespread; all but three jurisdictions (Illinois, the District of Columbia, and South Carolina) reported increases. According to State officials, the decrease in Illinois may have resulted from changes

<sup>1</sup>Only probationers placed under the supervisory authority of a probation agency are included in this bulletin. Bench, court, informal and summary probation cases, where the judiciary never surrenders jurisdiction to a probation agency are excluded from counting. Data on parolees focus exclusively on persons sentenced to more than a year in prison.

This is the second annual Bureau of Justice Statistics bulletin presenting statistics from the Uniform Parole Reports (UPR) and National Probation Reports (NPR) programs. UPR, which began collecting parole data in 1965, has two data systems—a summary system and an offender-based system. NPR began collecting summary probation data in 1979 and is currently piloting an offender-based probation data system. Data in this bulletin are from the two summary systems.

September 1983

These data are collected annually for the Bureau of Justice Statistics by the National Council on Crime and Delinquency through the UPR Parole Data Survey and the NPR Probation Data Survey. The generous cooperation of probation and parole agencies in participating in these surveys is gratefully acknowledged.

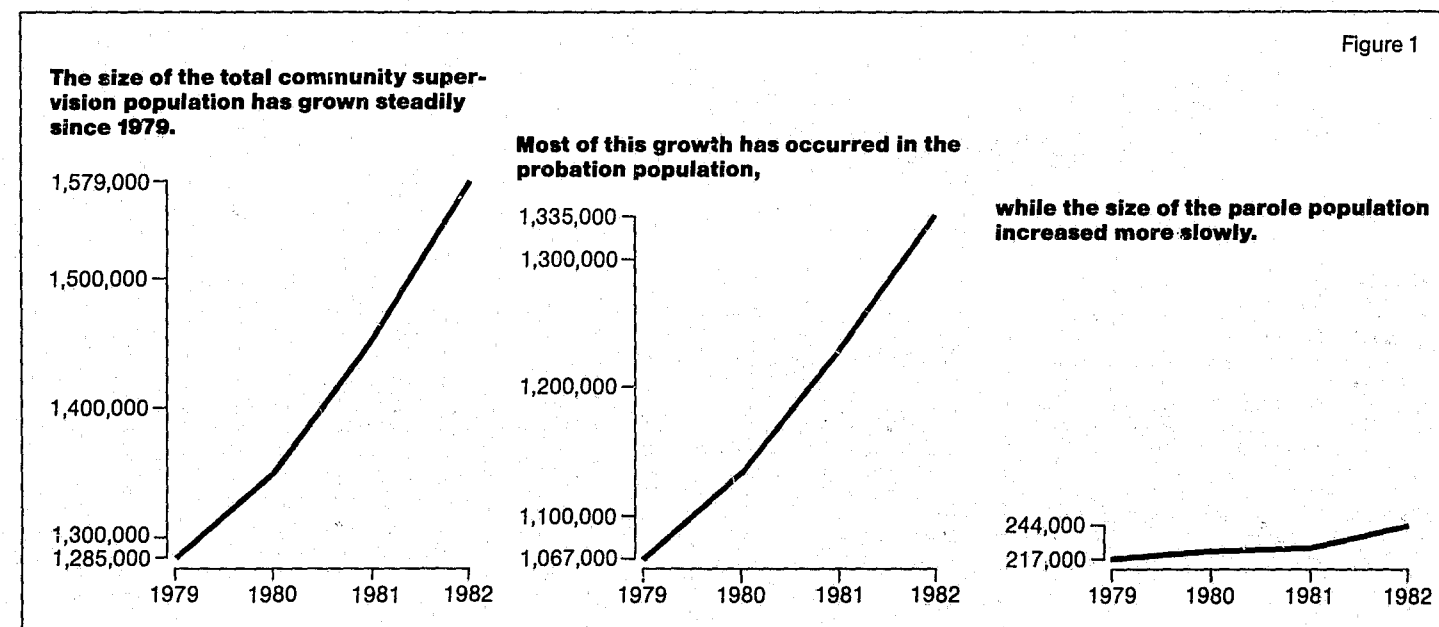
Steven R. Schlesinger  
Director

in reporting procedures; data gathered from 102 county agencies may have been inflated in previous years. The District of Columbia eliminated a backlog of expired cases from the official counts in 1982.

Parole population trends were less consistent; one out of every four juris-

dictions reported decreases during this year. States reporting decreases in the parole population included Maine and Connecticut, where parole supervision has been eliminated, and Florida, where the criteria for parole eligibility have changed several times since 1979, becoming more restrictive with each modification.

Figure 1



Some of the increases in the parole population were dramatic. According to Georgia officials, in 1982 the parole board in Georgia began to grant additional "special releases" in order to alleviate crowded prison conditions. This largely accounts for the 86% increase in Georgia's parole population during 1982. In Iowa, State officials report that the parole board took similar action to reduce prison populations; Iowa's parole population grew by 34% in 1982.

### Community supervision

Seventy-two percent of all adult offenders under correctional supervision in the United States are supervised in the community through probation and parole agencies; 28% are incarcerated in prison or jail (figure 2). Supervised probationers and parolees are granted conditional liberty—they may live in the community

as long as their behavior meets certain conditions. They are required to maintain some degree of contact with a supervising agency, ranging from mail or phone contact only, to frequent direct contact with a parole or probation officer. Restrictions may be imposed on various aspects of daily life, including drinking, companions, employment, residence, and travel. Violation of the law or violation of probation and parole conditions can result in a prison or jail term—with or without a new sentence.

### Probation

Probation, by far the most widely used form of correctional supervision, has traditionally been granted by the courts as an alternative to a prison or jail term, usually in connection with a suspended sentence. The probation population includes both felons, who might otherwise be in prison, and misdemeanants, who

might otherwise be in jail. In 22 of the 28 States providing felony/misdemeanor breakdowns, more than half of those on probation at yearend 1982 were convicted felons.

Although the courts continue to use this sanction as a less severe and less expensive alternative to incarceration, most courts are also given discretion to link probation to a term of incarceration—an option selected with increasing frequency. Combinations of probation and incarceration include:

- **split sentences**—where the court specifies a period of incarceration to be followed by a period of probation
- **modification of sentence**—where the original sentencing court may reconsider an offender's prison sentence within a limited time and change it to probation
- **shock probation**—where an offender sentenced to incarceration is released after a period of time in confinement (the shock) and resentedenced to probation
- **intermittent incarceration**—where an offender on probation may spend weekends or nights in jail

### Parole

Parole, the second major form of community supervision, always follows release from prison or jail. Although some prisoners are released to the community unconditionally, approximately 75% are released to parole supervision.

Prisoners enter parole either by parole board decision (discretionary release) or by fulfilling the conditions for a mandatory release. In all but nine States the parole board has discretionary power to parole prisoners. Mandatory parolees are those who are not released from prison by a parole board; they enter parole supervision automatically at the expiration of their maximum term minus time off for good behavior or program participation. Mandatory parolees include those released from prison under determinate sentencing statutes (which provide for release to parole at a prescribed or "determined" date). Whether a prisoner is paroled by discretionary release or by mandatory release has little effect on his parole supervision.

In the nine States commonly known as the "determinate sentencing" States (California, Colorado, Connecticut, Illinois, Indiana, Maine, Minnesota, New Mexico, North Carolina) the parole board no longer has discretionary releasing power. Only two of these States—Maine, in 1976, and Connecticut, in 1981—eliminated parole supervision as well. In these two States only those sentenced prior to the change in the law continue to enter parole supervision.<sup>2</sup> The other

seven States continue to release offenders to parole supervision upon completion of a fixed prison term.

Although probation and parole evolved independently and occur at different points in the criminal justice process, probationers and parolees are supervised in a similar way. In 30 States, a single agency administers both probation and parole, the staff may supervise combined caseloads, and probationers and parolees are required to follow similar conditions. As probation supervision increasingly follows a period of incarceration, the main difference between the two is in the procedure for entering supervision. Probation is granted by the court, while the executive branch controls parole release (discretionary parole is granted by parole boards and mandatory parole is administered by corrections departments).

### Entry to community corrections

During 1982, more than 950,000 offenders entered community supervision (817,042 to probation and 142,723 to parole). The community supervision entry rate (total probation and parole entries per 10,000 adult residents) for 1982 was 57; the entry rate in 1980 was 49. Rates based on entries during the year more directly reflect current changes in probation and parole legislation and policy than rates based on yearend populations.

### Entry to probation

Nationwide during 1982, 48 persons per 10,000 (approximately 1 out of every 200 adults) were placed on probation. The median State probation entry rate was 38. State rates were lowest in West Virginia and Kentucky (13) and highest in Georgia (124). The probation entry rate in Georgia rose from 89 to 124 during 1982. In response to crowded prison conditions, State officials report that judges in Georgia are granting probation to persons who might otherwise have been sentenced to prison.

Probation supervision practices vary widely from State to State. State entry rates reflect these variations. In Connecticut, for example, the probation entry rate rose from 87 to 115 during 1982, partly because of changes in the drunk driving laws. Effective October 1981, Connecticut officials report that persons convicted of drunk driving are sent to probation agencies for supervision and referral to other programs. State officials in Maryland attribute the rise in the probation entry rate, from 93 to 118 in

1982, to an increase in drunk driving cases.

In some States probation is ordered only when the probationer will be supervised on a regular basis. In other States probation is simply a suspended sentence. In many States, probation agencies provide liaison between the court and various social service agencies. For example, probation officers monitor offenders' compliance with court-ordered conditions (such as attendance at drug rehabilitation centers, drunk driving programs, or family counseling sessions; payment of fines, restitution, or child support). Not all States count persons monitored in this way as probationers.

### Entry to parole

In 1982 the U.S. parole entry rate per 10,000 adults was 8 (approximately 1 out of every 1,250). The median State parole entry rate was 6. State rates ranged from less than 1 in Maine to 23 in North Carolina.

The parole entry rate of a State is influenced by the size of a State's prison population. North Carolina's high parole entry rate is in part accounted for by its relatively high rate of incarceration. Other States such as North Dakota have low prison incarceration rates and low parole entry rates. In States where most prisoners are released from prison unconditionally, however, parole entry rates may be quite low, even if a State has a large prison population. Although Louisiana's prison population is above the national average, a majority of its prisoners are released unconditionally.<sup>3</sup> Its parole entry rate of 2 is quite low.

Although most persons entering parole during 1982 were released from prison as a result of a parole board decision (discretionary paroles), 16 States reported some mandatory parole entries during the year. The proportion of mandatory entries within these States ranged from 3% of all entries to parole in Nebraska to 88% in Indiana and California. Five of the nine determinate sentencing States—California, Colorado, Illinois, Indiana, and Minnesota—reported more than half their parole entries as mandatory.

In all of the determinate sentencing States except California, the parole board may grant parole to those sentenced prior to the change in legislation. In these States the proportion of discretionary releases to parole will decrease each year. In California the determinate sentencing structure was applied retroactively to the entire prison population.

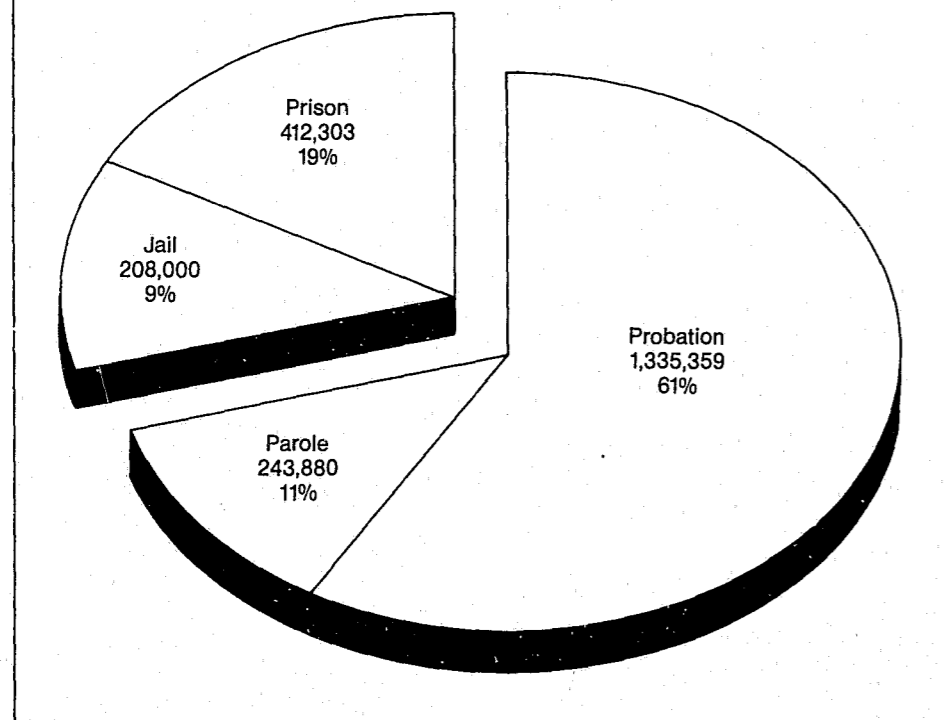
## Adults on probation and parole

	Adult Residents 7/1/82
<b>U.S. total</b>	<b>168,769,000</b>
Federal	
<b>State Total</b>	<b>168,769,000</b>
<b>Northeast</b>	<b>36,919,000</b>
Maine	824,000
New Hampshire	697,000
Vermont	376,000
Massachusetts	4,366,000
Rhode Island	725,000
Connecticut	2,370,000
New York	13,151,000
New Jersey	5,534,000
Pennsylvania	8,876,000
<b>North Central</b>	<b>42,639,000</b>
Ohio	7,818,000
Indiana	3,926,000
Illinois	8,310,000
Michigan	6,530,000
Wisconsin	3,451,000
Minnesota	2,993,000
Iowa	2,109,000
Missouri	3,629,000
North Dakota	477,000
South Dakota	490,000
Nebraska	1,145,000
Kansas	1,761,000
<b>South</b>	<b>56,515,000</b>
Delaware	443,000
Maryland	3,154,000
Dist. of Columbia	494,000
Virginia	4,053,000
West Virginia	1,405,000
North Carolina	4,402,000
South Carolina	2,278,000
Georgia	4,011,000
Florida	7,987,000
Kentucky	2,625,000
Tennessee	3,390,000
Alabama	2,812,000
Mississippi	1,752,000
Arkansas	1,642,000
Louisiana	3,020,000
Oklahoma	2,296,000
Texas	10,751,000
<b>West</b>	<b>32,697,000</b>
Montana	570,000
Idaho	655,000
Wyoming	347,000
Colorado	2,219,000
New Mexico	937,000
Arizona	2,049,000
Utah	974,000
Nevada	651,000
Washington	3,105,000
Oregon	1,938,000
California	18,239,000
Alaska	297,000
Hawaii	716,000

Sources: Adult resident population (18 and over) from Bureau of the Census Supplementary Report P-25,

At yearend 1982, 72% of adults under correctional supervision were being supervised in the community through probation or parole

Figure 2



### Who is included in these totals?

The parole population includes all adults under Federal or State parole supervision, whether released from prison via parole board decision or via mandatory release.

The probation population includes all adults who, as a part of a Federal, State, or local court order, have been placed under the supervisory authority of a probation agency.

The prison population includes all inmates of Federal and State institutions sentenced to more than 1 year (1982 yearend prison population from BJS Bulletin, "Prisoners in 1982," April 1983).

The jail population includes both convicted and unconvicted adults held in locally operated jails (1982 yearend jail population from BJS Bulletin, "Jail Inmates 1982," NCJ-87161, February 1983).

Not included are parolees under county jurisdiction, juveniles, persons incarcerated in mental health institutions in lieu of prison, persons held by the armed services, persons held on Indian reservations, parolees whose sentences were for one year or less, and court probationers not placed under the supervisory authority of a probation agency.

<sup>2</sup>See "Setting prison terms," BJS bulletin, August 1983.

<sup>3</sup>Prisoners in State and Federal Institutions on December 31, 1981, BJS publication, August 1983.

1982

Probation					Parole				
Population 12/31/81	1982		Population 12/31/82	1982 Entries per 10,000	Population 12/31/81	1982		Population 12/31/82	1982 Entries per 10,000
	Entries	Exits				Entries	Exits		
1,225,934	817,042	707,617	1,335,359	48	225,539	142,723	124,382	243,880	8
46,711	20,329	19,029	48,011		22,121	8,865	10,956	20,030	
1,179,223	796,713	688,588	1,287,348	47	203,418	133,858	113,426	223,850	8
219,631	139,983	118,095	241,519	38	45,311	21,108	18,689	47,730	6
2,978	3,812	3,750	3,040	46	153	12	16	149	b
2,261	1,726	1,724	2,263	25	479	181	189	471	3
3,400	2,400 <sup>a</sup>	2,400 <sup>a</sup>	3,400 <sup>a</sup>	64	271	201	225	247	5
21,633	20,017	19,863 <sup>c</sup>	21,787	46	3,405	2,207	1,812	3,800	5
6,049	3,633	3,181	6,501	50	244	267	191	320	4
24,778	27,226	18,943	33,061	115	1,450	1,198	1,337	1,311	5
69,583	30,991	25,594	74,980	24	19,865	9,454	8,383	20,936	7
35,326	24,663	20,050	39,939	45	9,706	3,842	3,034	10,514	7
53,623	25,515	22,590	56,548	29	9,738	3,746	3,502	9,982	4
234,175	167,581	162,594	239,162	39	37,053	32,147	27,505	41,695	8
30,540	16,680	14,785	32,435	21	8,471	7,500	7,355	8,616	10
21,404	23,190 <sup>a</sup>	23,190 <sup>a</sup>	21,404 <sup>a</sup>	59	2,317	2,976	2,615	2,678	8
65,922	42,402	46,775	61,549	51	9,394	8,398	5,926	11,866	10
26,751	10,659	9,893	27,517	16	6,585	5,106	4,563	7,128	8
20,060	9,635	9,149	20,546	28	2,853	2,016	1,567	3,302	6
19,578	20,812	18,979	21,411	70	1,633	1,167	1,321	1,479	4
9,850	11,093	10,318	10,625	53	785	782	517	1,050	4
19,149	13,664	11,176	21,637	38	2,948	1,830	1,498	3,280	5
1,098	695	634	1,159	15	129	160	138	151	3
1,302	767	576	1,493	16	259	317	281	295	6
6,759	8,804	7,939	7,624	77	255	385	363	277	3
11,762	9,180 <sup>a</sup>	9,180 <sup>a</sup>	11,762 <sup>a</sup>	52	1,424	1,510	1,361	1,573	9
471,410	338,342	273,607	536,145	60	81,281	55,061	45,448	90,894	10
3,893	3,080	2,347	4,626	70	624	436	439	621	10
48,068	37,329	32,794	52,603	118	6,132	3,081	3,189	6,024	10
7,178	6,663	6,911	6,930	135	3,281	1,419	988	3,712	29
14,326	6,513	6,179	14,660	16	5,070	5,165	3,748	6,487	13
2,726	1,802	1,782	2,746	13	485	406	281	610	3
40,335	23,884	19,945	44,274	54	6,875	9,959	9,924	6,910	23
19,170	9,159	9,376	18,953	40	3,306	1,308	1,331	3,283	6
66,473	49,608	39,129	76,952	124	2,652	5,316	3,040	4,928	13
44,962	43,397	31,285	57,074	54	6,620	3,728	4,374	5,974	5
12,615	3,498	1,597	14,516	13	9,188	2,134	1,288	10,034	8
9,716	8,655	8,270	10,101	26	3,280	3,614	3,325	3,569	11
13,021	5,563	4,381	14,203	20	2,351	1,584	1,584	2,361	6
5,668	2,456	1,820	6,304	14	2,734	1,605	1,425	2,914	9
2,262	2,267	1,713	2,816	14	2,793	1,650	1,382	3,061	10
15,880	9,083	7,595	17,368	30	1,913	694	646	1,961	2
13,306	7,148	5,705	14,749	31	2,305	923	1,057	2,171	4
151,811	118,237	92,778	177,270	110	21,662	12,039	7,427	26,274	11
254,007	150,807	134,292	270,522	46	39,773	25,542	21,784	43,531	8
2,369	869	867	2,371	15	642	190	174	658	3
2,675	2,362	2,122	2,915	36	396	218	205	409	3
1,057	850	643	1,264	24	227	142	136	233	4
13,419	10,019	8,835	14,603	45	1,096	1,334	1,228	1,202	6
3,360	1,999	1,845	3,514	21	1,181	601	576	1,206	6
14,289	6,942	5,328	15,903	34	1,319	1,584	1,376	1,527	8
7,346	6,630	5,371	8,605	68	773	571	405	939	6
5,671	2,324	1,789	6,206	36	1,172	400	574	998	6
30,759	8,596	4,350	35,005	28	15,102	1,706	1,380	15,428	5
14,211	7,997	6,492	15,716	41	1,269	1,383	1,167	1,485	7
152,563	96,952	92,636	156,879	53	16,080	17,267	14,435	18,912	9
1,314	850	348	1,816	29	101	60	65	96	2
4,974	4,417	3,666	5,725	62	415	86	63	438	1

om the U.S. No. 930. <sup>a</sup>1982 data not yet available for this agency. Estimate of 1982 entries is based on the number of entries reported for 1981. Exits were adjusted to balance entries. 1981 population is shown for 1982. <sup>b</sup>Less than 1 per 20,000. <sup>c</sup>Exits were adjusted to balance the yearend totals. Actual number reported was 17,481.

With the exception of youthful offenders and those serving life sentences, all entries to parole in California are mandatory.

Technical note

Data reported in this bulletin are preliminary and are subject to revision. When reporting 1982 data, several States revised their 1981 yearend figures to reflect improvements in accuracy and changes in recordkeeping procedures. Some States were able to report figures for only a proportion of their probation population. In these cases, the State's figures were multiplied by the inverse of the State's proportion to provide an estimate of the entire population. Details of these estimates as well as substantive reporting changes among the States will appear in later reports.

Carol B. Kalish, chief of data analysis, edits the Bureau of Justice Statistics bulletins. Marilyn Marbrook, publications unit chief, administers their publication, assisted by Julie A. Ferguson. The principal author of this bulletin is Tanya Broder, with the assistance of Jane Maxwell, Leslie Reiber, and Vince Valvano of the National Council on Crime and Delinquency.

September 1983, NCJ-39874.

Further reading

● Prisoners in State and Federal Institutions on December 31, 1981, August 1983, NCJ-86485.

BJS bulletins—

● Setting Prison Terms, August 1983, NCJ-89873.

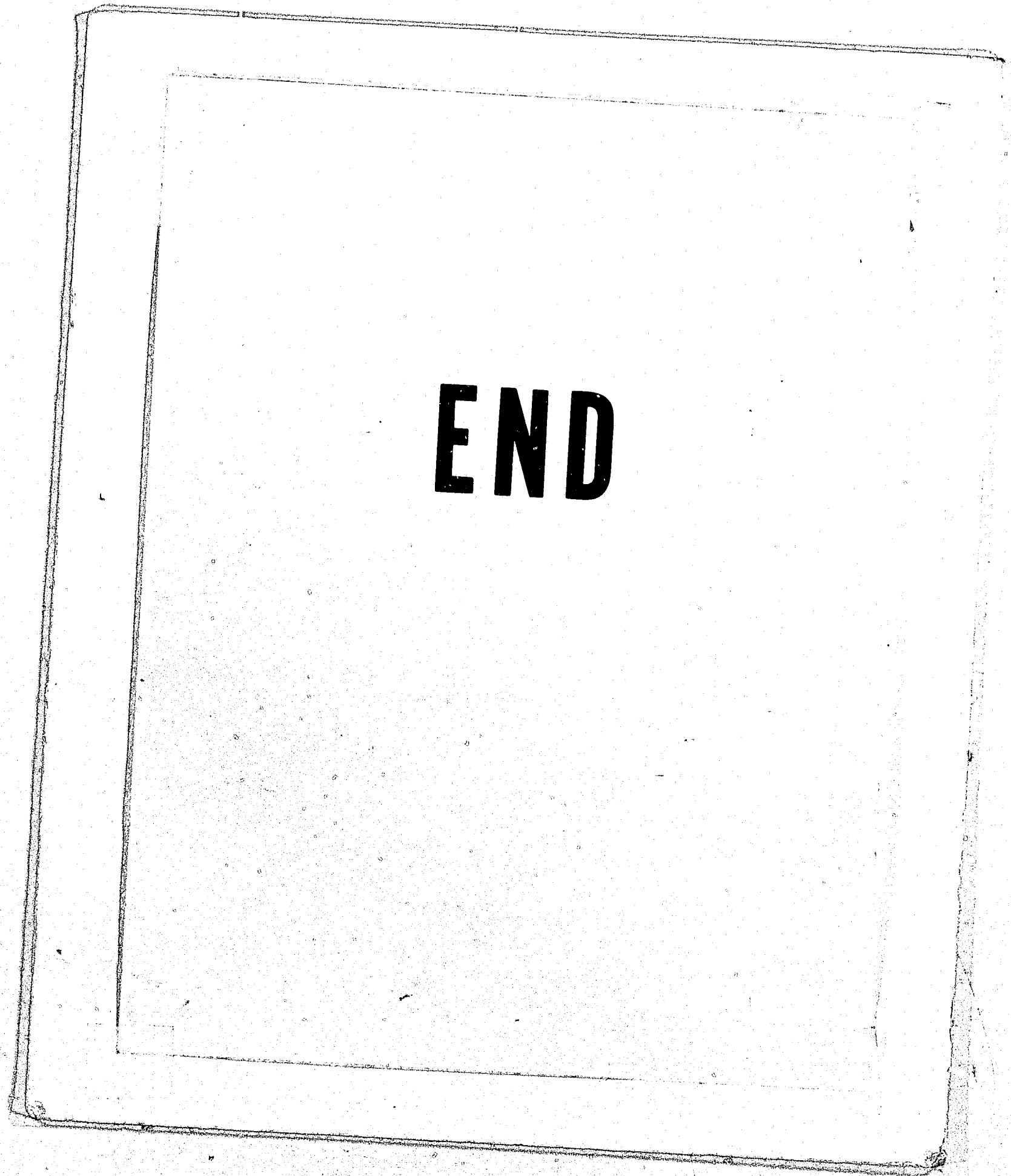
● Probation and Parole: 1981, August 1982, NCJ-83647.

● Prisoners in 1982, April 1983, NCJ-87933.

● Jail Inmates 1982, February 1983, NCJ-87933.

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