



## Bureau of Justice Statistics Bulletin

# Probation and Parole 1981

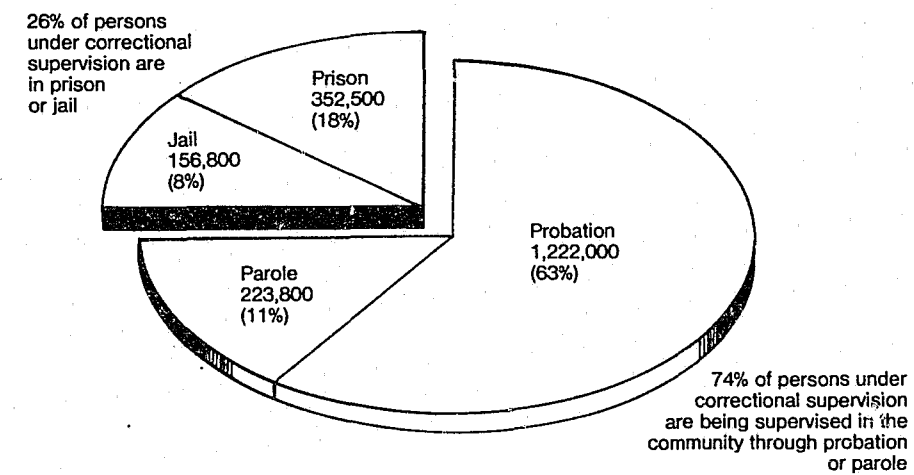
Three-fourths of all adult offenders under correctional supervision in the United States are supervised in the community, through probation and parole (see figure below). Probation and parole provide conditional liberty — they permit the offender to live in the community so long as his or her behavior meets certain conditions.

Probation, by far the most prevalent form of correction, traditionally has

been used as an alternative to a prison or jail term. According to National Probation Reports data, the current probation population is divided evenly between felons (alternatively in prison) and misdemeanants (alternatively in jail). The courts continue to use probation as a less severe, and less expensive, alternative sanction, but increasingly they are mixing probation with incarceration, through split sentencing and sentence modification.

Parole is community supervision after release from prison or jail; it is intended to ease the transition to "straight" life. Some prisoners are released unconditionally ("no strings attached"), but most are released to parole supervision — either by parole board decision or by mandatory release based on both determinate sentencing statutes and good-time provisions. Uniform Parole Reports data focus exclusively on felons; all were sentenced to more than a year in prison.

82647  
Adults under correctional supervision, yearend 1981



#### 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 mandatory release.

The probation population includes all adults who, as 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. (1981 yearend prison population from BJS, Prisoners in 1981, BJS Bulletin, May 1982, NCJ-82262.)

The jail population includes both convicted and unconvicted adults held in locally operated jails; the figure is for February 1978 and is the most current figure available. (LEAA, Census of Jails and Survey of Jail Inmates, 1978.)

Not included are parolees under county jurisdiction, juveniles, and persons incarcerated in mental health institutions in lieu of prison.

The number of persons on probation and parole continues to grow. During 1981, the probation population rose by more than 100,000 persons, from 1,118,097 to 1,222,024 (a 9% increase); the parole population rose by only about 3,300, from 220,428 to 223,774 (less than a 2% increase). Probation population growth was widespread; all but two States — Nebraska and South Carolina — reported increases during 1981. Parole population growth was less consistent;

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With this report the Bureau of Justice Statistics (BJS) introduces bulletin readers to 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 will soon be piloting an offender-based probation data system. Data in this bulletin are from the two summary systems.

These data are collected annually for BJS by the National Council on Crime and Delinquency's San Francisco office via the UPR Parole Data Survey and the NPR Probation Data Survey and appear in *Parole in the United States* and *Probation in the United States*. The generous cooperation of the State probation and parole agencies in participating in these surveys is gratefully acknowledged.

Benjamin H. Renshaw III  
Acting Director

Adult probation and parole, 1981

	Adult Residents 7/1/81 (in thousands)	Probation					Parole				
		Population 12/31/80	1981		Population 12/31/81	1981 Entries per 10,000	Population 12/31/80	1981		Population 12/31/81	1981 Entries per 10,000
			Entries	Exits				Entries	Exits		
<b>UNITED STATES</b>	<b>166,147</b>	<b>1,118,097</b>	<b>753,460</b>	<b>650,296</b>	<b>1,222,024</b>	<b>45</b>	<b>220,438</b>	<b>132,677</b>	<b>129,678</b>	<b>223,774</b>	<b>8</b>
Federal		45,369	17,202	18,620	43,951		23,652	9,545	11,855	21,342	
<b>State Total</b>		<b>1,072,728</b>	<b>736,258</b>	<b>631,676</b>	<b>1,178,073</b>		<b>196,786</b>	<b>123,132</b>	<b>117,823</b>	<b>202,432</b>	
<b>Northeast</b>	<b>36,547</b>	<b>198,394</b>	<b>146,499</b>	<b>121,316</b>	<b>223,577</b>	<b>40</b>	<b>45,359</b>	<b>18,875</b>	<b>18,158</b>	<b>46,096</b>	<b>5</b>
Maine	818	2,419	3,645	3,086	2,978	45	213	26	35	204	-
New Hampshire	680	1,663	1,431	1,236	1,858	21	441	208	170	479	3
Vermont	373	3,100	2,400	2,100	3,400	64	293	143	165	271	4
Massachusetts	4,323	19,562 <sup>a</sup>	29,782	22,131	27,213 <sup>a</sup>	68	4,071	1,295	1,961	3,405	3
Rhode Island	716	5,501	3,449	3,235	5,715	48	257	192	205	244	3
Connecticut	2,333	22,981	20,329	18,532	24,778	87	1,932	1,486	1,234	2,184	6
New York	13,021	63,691	32,961	27,966	68,686	25	19,652	7,714	7,501	19,865	6
New Jersey	5,462	29,239	22,218	16,131	35,326	41	8,911	4,422	3,627	9,706	8
Pennsylvania	8,822	50,238	30,284	26,899	53,623	34	9,589	3,389	3,240	9,738	4
<b>North Central</b>	<b>42,334</b>	<b>226,827</b>	<b>166,929</b>	<b>144,765</b>	<b>249,474</b>	<b>39</b>	<b>36,708</b>	<b>28,141</b>	<b>29,271</b>	<b>35,584</b>	<b>7</b>
Ohio	7,757	25,000	16,200	13,200	28,000	21	8,849	7,455	7,804	8,471 <sup>b</sup>	10
Indiana	3,893	18,650	20,200	20,200	22,100	52	2,028	2,548	2,421	2,155	7
Illinois	8,270	63,360	41,577	38,903	65,922 <sup>b</sup>	50	9,507	7,234	8,467	8,274	9
Michigan	6,539	25,320	13,058	11,643	26,735	20	6,300	3,800	4,700	5,400	6
Wisconsin	3,408	19,088	10,437	9,458	20,067	31	2,639	1,815	1,601	2,853	5
Minnesota	2,949	27,000	22,000	17,000	32,000	75	1,534	1,049	950	1,633	4
Iowa	2,093	8,815	10,384	9,944	9,850 <sup>b</sup>	50	639	634	488	785	3
Missouri	3,601	17,400	12,880	11,110	19,170	36	2,395	1,649	1,109	2,970 <sup>b</sup>	5
North Dakota	468	930	723	555	1,098	15	127	164	162	129	4
South Dakota	484	4,300	2,500	1,800	5,000	52	198	302	241	259	6
Nebraska	1,134	7,980	7,790	8,000	7,770	69	292	291	328	255	3
Kansas	1,738	8,984	9,180	6,402	11,762	53	2,200	1,200	1,000	2,400	7
<b>South</b>	<b>55,308</b>	<b>421,765</b>	<b>286,292</b>	<b>239,120</b>	<b>468,855</b>	<b>52</b>	<b>77,167</b>	<b>52,513</b>	<b>47,554</b>	<b>82,457</b>	<b>9</b>
Delaware	436	3,762	2,232	2,101	3,893	51	619	469	464	624	11
Maryland	3,121	41,661	29,067	22,660	48,068	93	6,436	2,757	3,061	6,132	9
District of Columbia	492	6,562	5,908	5,292	7,178	120	3,045	1,204	968	3,281	24
Virginia	3,977	11,463	6,496	5,192	12,679 <sup>b</sup>	16	4,783	3,539	2,685	5,637	9
West Virginia	1,400	2,650	2,300	2,100	2,850	16	475	390	380	485	3
North Carolina	4,320	36,467	19,932	18,033	38,372 <sup>b</sup>	46	6,496	9,427	8,901	6,875 <sup>b</sup>	22
South Carolina	2,235	20,589	9,220	10,639	19,170	41	3,124	1,423	1,241	3,306	6
Georgia	3,930	58,450	34,900	29,800	63,550	89	3,169	2,510	3,027	2,652	6
Florida	7,769	38,906	30,735	24,679	44,962	40	8,823	4,525	6,728	6,620	6
Kentucky	2,602	12,400	11,800	11,100	13,100	45	8,120	6,130	5,050	9,200	24
Tennessee	3,336	9,130	8,760	7,660	10,230	26	3,097	2,784	2,601	3,280	8
Alabama	2,772	10,985	4,762	2,726	13,021	17	2,547	1,748	1,934	2,361	6
Mississippi	1,728	4,864	2,412	1,608	5,668	14	2,292	1,655	1,213	2,734	10
Arkansas	1,634	2,400	1,920	520	3,800	12	2,855	1,406	1,343	2,918	9
Louisiana	2,965	15,120	7,804	7,044	15,880	26	1,819	705	611	1,913	2
Oklahoma	2,235	14,360	7,196	6,933	14,623	32	2,232	1,013	946	2,777 <sup>b</sup>	5
Texas	10,356	131,996	100,848	81,033	151,811	97	17,235	10,828	6,401	21,662	10
<b>West</b>	<b>31,958</b>	<b>225,742</b>	<b>136,538</b>	<b>126,475</b>	<b>236,167</b>	<b>43</b>	<b>37,552</b>	<b>23,603</b>	<b>22,860</b>	<b>38,295</b>	<b>7</b>
Montana	563	1,945	954	530	2,369	17	758	208	324	642	4
Idaho	650	2,038	1,275	1,247	2,066	20	420	202	226	396	3
Wyoming	340	940	900	710	1,130	27	154	171	120	205	5
Colorado	2,153	12,238	8,963	8,426	12,775	42	927	1,184	1,015	1,096	5
New Mexico	910	2,794	1,814	1,078	3,530	20	884	478	268	1,094	5
Arizona	1,993	12,584	7,456	5,751	14,289	37	1,093	1,007	781	1,319	5
Utah	954	6,889	6,922	6,465	7,346	72	767	441	435	773	5
Nevada	622	4,989	2,281	1,599	5,671	37	1,052	544	424	1,172	9
Washington	3,074	12,527	2,795	1,774	13,948 <sup>b</sup>	9	14,669	1,359	926	15,102	4
Oregon	1,933	12,201	6,927	4,936	14,192	36	2,738	1,435	2,422	1,751	7
California	17,784	151,085	92,207	90,691	152,563 <sup>b</sup>	52	13,446	16,431	15,763	14,114	9
Alaska	279	1,181	516	383	1,314	18	130	80	70	140	3
Hawaii	703	4,331	3,528	2,885	4,974	50	514	63	86	491	1

one out of every three States reported decreases during 1981.

Probation and parole evolved independently and occur at different points in the criminal justice process, but they have become very similar in practice. In many States, a single agency administers both probation and parole, staff supervise combined caseloads, and probationers and parolees must follow identical conditions. The main difference is in the process by which a person is placed on, and removed from, probation and parole. Probation is under judicial control and is granted and terminated by the court, but parole is under the jurisdiction of State paroling authorities. The paroling authorities may or may not have the power to grant parole (depending on whether this function has been replaced by mandatory conditional release), but in either case, they have the power of revocation.

During 1981, almost 900,000 offenders entered community supervision (753,460 on probation and 132,677 on parole). Entry rates for probation and parole (number of entries per 10,000 adult residents) are presented in the table. The combined community supervision entry rate for 1981 was 53: the probation entry rate 45 and the parole entry rate 8. Rates based on entries during the year, rather than on yearend populations, were chosen because they are measures of current probation and parole use, more directly responsive to changes in legislation and policy.

Probation

Nationwide during 1981, 45 persons per 10,000 were placed on probation. That is, the 1981 U.S. probation entry rate was 45. The median State probation entry rate was 38. State rates were lowest in Washington (9) and highest in Texas (97). (The District of Columbia's rate of 120 requires special comment; as a wholly urbanized area, the District is clearly an anomaly and not properly comparable to the States.)

State probation entry rates point up the wide State-to-State variation in probation practices. In some States probation is ordered only when thorough supervision will accompany the order; in others it often functions simply as a suspended sentence. Many 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 schools, or family counseling sessions; payment of fines, restitution, or child support). Some States count persons monitored in this way as probationers, but some do not; and in some States such monitoring is not done by probation agencies at all.

Generalizing from comparisons of probation entry rates across the country would require an analysis of State probation practices. However superficial a measure they may be, though, the rates do provide some indication of the use of probation as a sanction. For persons familiar with probation practices in their own and neighboring States, these rates may also facilitate the substantive comparisons not made in this bulletin.

Parole

The 1981 U.S. parole entry rate was 8; the median State parole entry rate was 6. State rates ranged from less than 1 in Maine to 24 in Kentucky. (The District of Columbia's parole entry rate, like its probation entry rate, is not directly comparable to State rates.)

Two major factors influence parole entry rates. The first is prison population. For example, both North Carolina's prison population rate and its parole entry rate are among the highest in the nation; on the other hand, New Hampshire has both prison population and parole entry rates far below the national averages. But parole entry rates are not linked solely to the size of the prison population. The second factor is the relative frequency of conditional and unconditional release from prison. For example, Louisiana's prison rate is above the national average, but 70% of its prison releases during 1981 were unconditional, so its parole entry rate — 2 per 10,000 — was low.

The rate of persons entering parole, in turn, affects the size of the parole population, but only in combination with the length of the parole supervision term. This is particularly apparent in Washington, where long parole terms are the rule; its 1981 parole entry rate was 4 (only 1,359 new cases), yet its parole population of 15,102 was exceeded only by New York, Texas, and the Federal system. By contrast, States whose entries during the year roughly equaled their yearend parole population quite likely routinely imposed 1-year parole terms; for example, California's entries (16,431) exceeded its yearend population (14,114), which was similar in size to that of Washington.

Most persons (70%) entering parole during 1981 were released from prison as a result of a parole board decision (discretionary parole entries). Another 26% were mandatory parole entries as required by post-release supervision provisions of determinate sentencing statutes or as a result of good-time reductions. The third group of parole entries was made up of "other" types — reactivated and reinstated cases; special "add-on" paroles; and entries resulting from ad hoc release of prisoners to relieve prison crowding. These proportions within the parole entry population

Sources: Adult resident population (18 and over) from the U.S. Bureau of the Census Supplementary Report P-25, No. 913; parole data from the 1981 UPR Parole Data Survey; probation data from the 1981 NPR Probation Data Survey.

UPR/NPR estimates were used for missing values; details on sources and estimation procedures will appear in Parole in the United States: 1980 and 1981 and Probation in the United States: 1980 and 1981. Data in this table are preliminary and subject to revision.

<sup>a</sup>These populations are much lower than those reported in previous years due to a change in recordkeeping procedures.  
<sup>b</sup>The 12/31/81 population does not equal the 12/31/80 population plus the 1981 entries minus the 1981 exits.

(70% discretionary parole, 26% mandatory parole, and 4% other) are similar to those in 1980 (73%, 23%, and 3%) and in 1979 (75%, 22%, and 3%). During 1981, 37% of all mandatory parole entries were in California, and another 21% in Illinois. California, Illinois, Indiana, New York, Texas, Virginia, and the Federal system together accounted for well over 90% of all mandatory entries to parole.

Further reading

Data in this report are preliminary and subject to revision. Final reports will be published under the titles Probation in the United States: 1980 and 1981 and Parole in the United States: 1980 and 1981. Earlier reports in these series are available from the National Council on Crime and Delinquency's San Francisco office, 760 Market Street, Suite 433, San Francisco, CA 94102, or from the Bureau of Justice Statistics. National Prisoner Statistics reports and bulletins are available from the Bureau of Justice Statistics.

Bureau of Justice Statistics Bulletins are prepared by the staff of the bureau. Carol B. Kalish, chief of policy analysis, edits the bulletins. Marilyn Marbrook, head of the bureau publications unit, administers their publication, assisted by Julie A. Ferguson. The principal author of this bulletin is Jane Maxwell of the National Council on Crime and Delinquency.

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