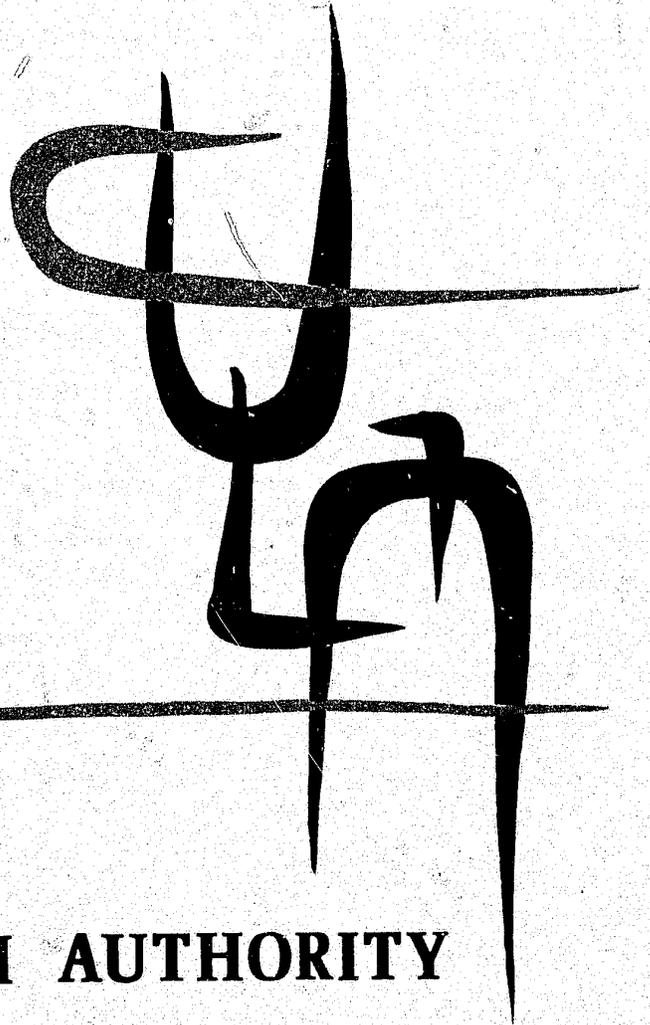


California's Probation Subsidy Program

A PROGRESS REPORT TO THE LEGISLATURE
1966 - 1973

January, 1974



CALIFORNIA
YOUTH AUTHORITY

013227
EVALUATION

State of California

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SUMMARY

The California Probation Subsidy program was developed as a result of a 1964 State Board of Corrections study which found probation services to be inadequate. The study recommended that a cost-sharing plan be adopted by the state to improve the level of local probation supervision services. The program was passed by the Legislature and signed into law in 1965. It was subsequently implemented in the 1966-67 fiscal year and is now in its eighth year of operation.

The program provides state funds to counties for the development of intensive supervision programs. These funds are disbursed to probation departments according to their level of commitment reduction to state institutions based on past commitment performance levels.

On March 31, 1973, intensive supervision programs developed with Probation Subsidy funds, were providing services to 18,367 probationers (both adult and juvenile) in 47 counties. A total of 1,636 probation staff were involved in these special programs. Of this number, 590 were deputy probation officers, 109 were supervising probation officers, 331 were clerical personnel, and the remaining staff were involved in various support services. Average caseload size in the special supervision programs is about 30 cases per probation officer in contrast to the 80-200 cases per officer found in the 1964 Board of Corrections study.

A number of innovative classification systems have been instituted in Subsidy supervision programs. In addition, these intensive supervision units have employed a wide variety of program components in providing enriched services to their cases. Services provided through Probation Subsidy funds include individual and group counseling and conjoint family counseling. Funds are also used to provide services on a contract basis for psychiatric, psychological, and medical services where needed. Additional features of the new special supervision programs include job placement services, vocational and training programs, drug education programs, remedial education programs, anti-narcotic testing, new placement programs such as specialized foster homes, group homes, and community day-care programs.

The Probation Subsidy program has expanded from 31 participating counties during 1966-67 to 47 participating counties in 1972-73. Commitment reductions by participating counties have increased each year from 1,398 in 1966-67 to 5,449 in 1972-73. Total program earnings for 1972-73 were \$22,068,210, as compared to first year earnings of \$5,675,815 in 1966-67.

In the original legislation authorizing state aid for probation services, the following four program goals were enumerated for the program:

- 1) to increase the protection afforded the citizens of this state,
- 2) to permit a more even administration of justice,

- 3) to rehabilitate offenders, and
- 4) to reduce the necessity for commitment of persons to state correctional institutions.

An evaluation of the attainment of these goals is presented in this report.

In reference to the first goal of "increased protection of citizens," data collected on both the state and national level have shown that reported crimes have continued to rise in California, paralleling increases in national rates. Although California's crime rate is consistently higher than the nation, this can be attributed to the superior crime reporting system in the state. There is no indication that the Probation Subsidy program has either increased or decreased public protection in California as measured by reported crimes. This is understandable in view of the fact that Subsidy caseloads in terms of total numbers constitute such a small potential influence on the total crime rate picture. However, in the area of juvenile delinquency only, there are indications which seem to point to a decrease in measureable delinquency indices after 1969. (See Statistical Fact Sheet No. 39, June 14, 1973, California Youth Authority, Information Systems Section). What this means in terms of Probation Subsidy's impact on the goal of increased protection of citizens is uncertain and subject to further study.

To evaluate the success of the second goal (i.e., "to permit a more even administration of justice"), the variance in commitment rates for participating counties was studied for the base period and the 1972-73 fiscal year. It was found that the range of commitment rates among the participating Subsidy counties was reduced by 44 percent. In addition, the participating counties were shown to be more comparable in their commitment practices in that there was an overall 40 percent reduction in variance in commitment rates. In light of the above findings, it was concluded that there was a "more even administration of justice" under Probation Subsidy as a result of these indicators showing less variation in participating counties' commitment rates.

At this time no conclusive evidence is yet available to evaluate the accomplishment of the third goal of Probation Subsidy - i.e., "to rehabilitate offenders". Preliminary analysis of recently collected data on a matched sample of juvenile court Subsidy and regular probation cases revealed no difference between the two groups in the area of arrests and court findings (subsequent sustained petitions). Any interpretation of the meaning of this study finding must necessarily await a thorough analysis of the data. This detailed analysis is scheduled for completion and publication in early 1974 and will include data on samples of adult and juvenile Subsidy and regular probation groups. Comparisons of these probation groups will also be made with comparable state parole groups. A method was utilized in the report, however, to indirectly assess the achievement of this third goal. This method studied the overall criminal court probation violation rates before and after Subsidy was instituted. Notwithstanding increased use of probation, the data presented showed little change in the percentages of adults removed from criminal court probation by successful termination between 1960 and 1972. This indicates that there has been no decrease in the overall rehabilitative effectiveness of statewide probation programs as a result of Probation Subsidy.

Finally, data was presented showing that commitments to the state from participating Subsidy counties had been reduced in the 1972-73 fiscal year by 50 percent from the base period. Additionally, data indicates there has been no increase in the use of local institutional facilities as a result of the Subsidy program. From this information, it may be concluded that the Probation Subsidy program has been successful in achieving its fourth goal - i.e., "to reduce the necessity for commitment of persons to state correctional institutions."

INTRODUCTION

This report provides a comprehensive review of the Probation Subsidy program in accordance with Section 1825(k) of the Welfare and Institutions Code, reviewing all facets of the Probation Subsidy program--how it came into being, how it was implemented, and what has resulted.

How the Probation Subsidy Works

The Probation Subsidy program grew out of a 1964 State Board of Corrections study that found that probation supervision was woefully inadequate. The program was passed by the Legislature and signed into law in 1965. Four program goals were enumerated by this legislation: (1) to increase the protection afforded the citizens of this state; (2) to permit a more even administration of justice; (3) to rehabilitate offenders; and (4) to reduce the necessity for commitment of persons to state correctional institutions.

The program allocates state funds, which would have been used to incarcerate offenders and provide parole supervision, to the counties for the development of adequate probation services. The theory is that this not only reduces commitments, but also permits treatment of offenders in their home communities where chances for rehabilitation are increased.

The Probation Subsidy program uses a statutory formula to determine a participating county's "earnings." Participation by the counties is entirely voluntary. Earnings are based upon a county's reduction of adult and juvenile commitments to the State Department of Corrections and the Department of the Youth Authority.

The benchmark by which a county's "earnings" are computed is its own past commitment performance over a five-year period beginning in 1959 and continuing through 1963, or the two years 1962-63, whichever is higher. This five-year or two-year average commitment rate is a constant "base commitment rate" for the county.

Annually, this rate is applied against the county's population to determine its "expected number of commitments." A county is entitled to subvention if its total commitments for any given year is less than its "expected number of commitments." The amount of subvention is dependent upon a formula that provides varied amounts from \$2,080 to \$4,000 per case, with the larger amounts taking effect as counties increase their percent of reduction. In general, counties with a relatively low base commitment rate need only reduce commitments by 5 percent to reach the \$4,000 per case figure, while counties with high base commitment rates may need to reduce by as much as 25 percent to achieve the \$4,000 figure.

A county's earnings are computed annually and are paid by the state as reimbursement for expenses incurred. Earnings may be spent over a

three-year span; e.g., earnings for 1971-72 may be spent for 1971-72, 1972-73, or 1973-74 program costs. Counties may assign anyone who is placed on probation by the juvenile or criminal courts to special supervision units. Proposed budgets must be approved by the Youth Authority, and separate accounting procedures for Subsidy and regular probation operations must be maintained. Field audits are made both by the Department of the Youth Authority and the State Controller's Office.

The Youth Authority is responsible for the administration of the program, and enforces standards approved by the Board of Corrections. These standards cover caseload size, staff supervision ratios, staff qualifications and training, ancillary or supporting services on which subvention funds may be spent, diagnostic and classification systems to be used, and staff-clerical ratios.

Over the years, legislation has modified sections of the law, the most recent change occurring with the enactment of Chapter 1004, Statutes of 1972, effective in March, 1973, which appropriated \$2 million and permitted the use of these funds for offenders not on probation. Even so, over the years, the essential element that counties are reimbursed in proportion to the extent that they reduce commitments to state institutions remains unchanged.

How This Report is Organized

This report is organized into four major sections. The first provides background--an account of the law upon which the Probation Subsidy program rests, as well as a discussion of the standards developed for Probation Subsidy-funded special supervision programs.

Section II describes the special supervision programs implemented under the Probation Subsidy program. It provides information on: number of cases in the program; the staff who are involved in the special supervision programs; program elements employed in these programs; and a summary description of the special supervision programs which are in operation.

Section III presents statistical information on the growth of the Probation Subsidy program during its first seven years of operation. It summarizes county earnings and reductions in commitments.

Section IV evaluates the Probation Subsidy program. This section reviews statistical data which seeks to answer questions regarding the extent to which the four stated goals of the Probation Subsidy program were accomplished. Incorporated in this section are the first tentative findings of a special CYA study, made possible by an appropriation of \$150,000 by the State legislature.

BACKGROUND OF THE PROBATION SUBSIDY: LEGISLATION, STANDARDS, AND PROGRAMS

A resolution was adopted by the 1963 session of the Legislature proposing that a statewide study of probation be undertaken. The Board of Corrections was asked to conduct this study to evaluate probation services and make recommendations. After completion of the study in 1964, fifteen recommendations were made for improvement of probation services in California. The development of special supervision programs was one of these recommendations.

The 1964 probation study urged that the state adopt a cost-sharing plan to improve probation supervision services. State Aid for Probation Services legislation (Senate Bill 822) was passed unanimously by the 1965 Legislature, and the program became operative on July 1, 1966. As specified in Section 1820 of the Welfare and Institutions Code, the intent of Subsidy is "to increase the protection offered the citizens of the state, to permit the more even administration of justice, to rehabilitate offenders, and to reduce the necessity for commitment of persons to state correctional institutions."¹ This was to be accomplished through strengthening and improving local probation supervision efforts so that more offenders, formerly committed to state level corrections could receive intensive supervision while remaining in the community.

Legislation

The Probation Subsidy law is covered in Section 1, Article 7, Sections 1820 through 1827, of the Welfare and Institutions Code. This legislation included sections on:

Legislative Intent	1820
State Sharing of Costs	1821
Establishment of Standards	1822
Development of Standards	1823
Procedures for Making Application for Funds	1824
Approval of Application	1825(a)
Calculation of Commitments	1825(b)
Annual Commitment Rate	1825(c)
Reimbursement for Commitment Rate Reduction	1825(d)
Method of Reimbursement	1825(e)
Reimbursement Under Unusual Conditions	1825(f)
Proper Use of Funds	1825(g)
Alternative Use of Funds	1825(h)
Report to the Legislature	1826
Termination Date of Legislation	1827

¹ See Appendix A for the entire Subsidy law.

Subsequent Legislation

Senate Bill 274 introduced in 1968, amended Section 1825 of the Welfare and Institutions Code by adding Section 1852(f), to permit counties to use excess earnings in the next fiscal year, thus permitting a build-up of earnings. Since the intent of the program was to enable probation departments to improve their services as much as possible, it was planned that any unused earnings would be available to the county for program costs in the following fiscal year. For example, if a county invested \$100,000 in a program and operated it for one year and reduced commitments enough to generate \$200,000, it would be reimbursed for the \$100,000 program cost and could draw on a quarterly basis for the program costs the following year from the remaining \$100,000.

In accordance with Section 1826 of the Welfare and Institutions Code, the Department of the Youth Authority prepared a report to the Legislature on the Probation Subsidy program which covered the period July 1, 1966 through June 30, 1968. In addition to describing how the Probation Subsidy worked during this two-year period, a number of recommendations for modifying the Subsidy law were suggested. The proposed legislative changes were developed in cooperation with a study committee composed of representatives from probation departments, Assembly Office of Research, Department of Finance, Joint Legislative Budget Committee, police departments, and other interested groups.

Some of the legislative changes suggested in the report to the Legislature were enacted during the 1969 session of the Legislature.

Section 1821 was amended to permit counties to include minors adjudicated pursuant to Section 601 WIC and misdemeanant adults in special supervision programs. This was a significant change since the original law restricted cases which could be included in the Subsidy program to felons and persons committable to the Youth Authority pursuant to Section 602 of the Welfare and Institutions Code.

Section 1825(b) was modified to clarify which cases are chargeable to the county in computing Probation Subsidy earnings. Cases committed to the state for diagnostic purposes are not charged against the county.

Section 1825(d) was modified to permit interpolation of the payment table to the nearest one-tenth of one percent of reduction in commitment rate.

Section 1825(g) was modified to broaden the provisions for reimbursement under unusual circumstances. This section originally required that a participating county earn less than one-half of the sum paid in the previous year because of extremely unusual circumstances before the Director of

the Youth Authority, with the approval of the Director of Finance, could pay a county a sum equal to the prior year's payment. The section was changed to delete "one-half," thus making it possible for a county to be considered for hardship if it earned any sum less than the sum paid the previous year.

Section 1825(i) was modified to change the "actual" number of commitments to the "average" number of commitments in establishing a criteria for participation of the smaller counties under the alternative Subsidy plan. (This change was made to correct an error in the original legislation.)

Section 1826 was modified to require the Department of the Youth Authority to make periodic reports to the Legislature on the experience and results of the Subsidy program.

Section 1827 was deleted. This section limited the effect of the law to the 91st day after the final adjournment of the 1969 regular session.

During the 1971 legislative session, the following changes were made in the Probation Subsidy law:

Senate Bill 354 was introduced and passed during the 1971 legislative session. The effective date of this legislation was March 4, 1972. This legislation amended Section 1825(f) of the Welfare and Institutions Code which made it possible for counties to use excess earnings for two succeeding fiscal years. Previously, counties were permitted to use excess earnings for one year only, which sometimes caused radical fluctuations in program size, depending on the consistency with which they generated earnings. This legislative change makes it possible for counties to operate a more uniform program from year-to-year and provides an opportunity for better program planning.

Senate Bill 353 was introduced during the 1971 legislative session and was signed into law with an effective date of July 1, 1972. This legislation amended Sections 1825(b) and (d) of the Welfare and Institutions Code. It provided that counties with a base commitment rate of less than 40 could use 40 (40 cases per 100,000 population) as their base commitment rate. It also provided that counties with a base commitment rate of more than 100 (100 cases per 100,000 population) would be required to use 100 as their base commitment rate.) At the time the original Probation Subsidy legislation was developed, an attempt was made to build into the payment table a method of compensating counties that had low commitment rates. The payment table provides that counties with low commitment rates would not have to reduce their commitment rate by as large a percentage in

order to get the full \$4,000 per case. Experience indicated that the original legislation did not adequately compensate those counties which previously had low commitment rates and it rewarded counties with very high commitment rates. This legislation helped correct these inequities.

During the 1972 legislative session, the following changes were made in the Probation Subsidy law:

Senate Bill 160, effective March 7, 1973, made significant changes in both the Juvenile Homes, Ranches, and Camps Subsidy and the Probation Subsidy. Section 1825(h) of the Welfare and Institutions Code was amended to authorize counties which do not have juvenile homes, ranches, or camps to use Probation Subsidy funds to pay for camp placements in other counties. Section 888.5 was added to the Welfare and Institutions Code prohibiting the payment of state camp subventions for such placements to counties receiving such out-of-county placements. This was done to prevent double Subsidy for the same court ward.

Assembly Bill 368 became effective March 7, 1973. This legislation added Section 1825(j) to the Probation Subsidy law. This legislation broadened the concept of the program to make it possible for local law enforcement agencies to use the special \$2 million appropriation included in the bill for the diagnosis, control, or treatment of offenders or alleged offenders. The sum of \$150,000 was also appropriated to carry out program evaluation studies of the Probation Subsidy program. It further required that the Director of the Youth Authority conduct a review of the Subsidy program and make a report to the 1974 Legislature (1825(k)).

Section 1825(d) of the Welfare and Institutions Code was modified to allow the Director of the Youth Authority, with the approval of the Director of Finance, to annually adjust the dollar amounts in the Subsidy payment table by basing such adjustment on the Consumer Price Index rather than on changes in the cost to the state for maintaining persons committed.

Standards

The Department of the Youth Authority was required by Section 1822 of the Welfare and Institutions Code to establish minimum standards for the operation of "special supervision programs" developed under the Probation Subsidy program. These standards for "special supervision programs" were based on the findings of the 1964 Board of Corrections Study and previous studies.

These standards were developed by the Youth Authority in cooperation with local officials to remedy many of the problems identified in the 1964 probation study. These problems included: (1) excessive caseloads, (2) inadequate supervision of staff, (3) inadequate secretarial services, (4) lack of classification systems, and (5) limited resources to support intensive or special supervision program efforts.

Standards were developed for the Probation Subsidy program to cover personnel standards, caseload size, staff supervision ratios, classification systems, staff-clerical ratios, ancillary or supporting services on which subvention funds may be spent, and for evaluation standards.

The following material provides a brief description of the seven standards for the Probation Subsidy program:

1. Personnel Standards

Personnel engaged in special supervision programs are required to meet the standards outlined in "Standards for the Performance of Probation Duties" established by the Director of the Youth Authority pursuant to the provisions of Section 1760.7 of the Welfare and Institutions Code. These personnel standards cover administration, personnel qualifications, periods of employment for employees, method of selection, tenure, salaries, etc.

2. Workload for Deputies

The standards require that the average monthly workload of a deputy probation officer assigned to special supervision programs be "substantially below" the absolute maximum of 50 active supervision cases.

3. Supervisors Workload

The standards require that the maximum number of deputy probation officers supervised by a full-time supervisor not exceed six deputies. They further provide that the maximum unit caseload for a full-time supervisor shall not exceed 300 active supervision cases at any given time.

4. Classification System

Probation departments are required to include as part of their plan a system of classification based on individual needs of probationers. Classification is the technique or system by which probationers are diagnosed and by which differing treatment strategies are prescribed.

5. Stenographic Support Standard

One clerical position must be available for every three deputy probation officers employed to work in the special supervision program. In addition, a full-time clerical

position for each full-time supervisor is required. An alternative to this standard makes it possible for counties to employ one-half of a clerical position for every 50 cases under special supervision.

6. Supporting Services Standard

This standard describes the kinds of supporting services for which it may be appropriate for probation departments to contract under special supervision. These services include psychiatric, psychological, dental, medical, employment, housing, and other supporting services. Proposals for these services are subject to individual review by the Youth Authority.

7. Study and Evaluation

Under this standard, counties are permitted to claim reimbursement up to 10 percent of the annual special supervision budget for research purposes. Counties are required to maintain necessary records for research under the standard and are permitted to contract for research services with other agencies relative to special supervision programs.

Supplemental Subsidy Funds

As a result of the enactment of Chapter 1004, Statutes of 1972, a "Supplement to Rules, Regulations, and Standards of Performance for Special Supervision Programs" was developed. A special allocation of \$2 million was provided by the passage of this legislation which permitted supplemental Probation Subsidy funds to be used by local law enforcement agencies for the diagnosis, control, or treatment of offenders, or alleged offenders. These standards describe the types of programs eligible for funding with supplemental funds and include such programs as crisis intervention, mutual training projects, staff exchange programs, special jail counseling programs, law enforcement early intervention programs; and outline the requirements for making application for these funds.

Program Monitoring

The Department of the Youth Authority establishes the procedures to be followed by a county participating in the Probation Subsidy program. Counties are required to submit a Probation Subsidy proposal each year to the Youth Authority for review and approval prior to implementation. These proposals include a description of their planned programs and the estimated budget required to implement the program. The Department of the Youth Authority reviews these programs to assure they meet established standards. Requests for program modification during the year are processed in the same manner as the initial proposal and must be reviewed and approved prior to implementation by the county.

Consultant's Field Contacts

Consultants from the Youth Authority's Division of Community Services make routine contacts with the probation special supervision units during the year. During these contacts, they provide program consultation, become familiar with the operation of the program, and arrange for staff training programs where the need is indicated. Any deficiencies in the program operation are brought to the attention of probation administrators so that corrective action can be taken.

Annual Inspection Report and Evaluation

Once each year a formal inspection of all special supervision units is made and a written report prepared. This report is maintained in the files of the CYA Division of Community Services which monitors the Subsidy program and is available for review by other State agencies. The Chief Probation Officer of each participating county also receives a copy of the report. The purpose of the inspection is for the consultant to verify that the program meets the established standards and to make recommendations for program improvements where appropriate. The report is based on information gathered during several days of observation and from the routine contacts made throughout the year. Areas covered in this report include a description of the program, administrative organization, staffing pattern, a description of the classification system, treatment services, supportive services, training programs, records and statistics, evaluation, and recommendations. If any deficiencies are noted in the report, the Chief Probation Officer is notified that corrective action must be taken.

Field Audits -- State Controller's Office

Auditors from the Audits Division of the State Controller's Office conduct field audits of the probation department's Subsidy program budget to determine if the expenditures of Subsidy funds were made in accordance with legal requirements. Funds unlawfully expended are recovered by subtracting payments from future county claims.

II

DESCRIPTION OF SPECIAL SUPERVISION PROGRAMS IMPLEMENTED
UNDER THE PROBATION SUBSIDY PROGRAM

On March 31, 1973, special supervision programs, developed with Probation Subsidy funds, were providing services to 18,367 cases. These cases included 9,818 juvenile court cases, 7,522 criminal court cases, and 1,027 lower court cases. There were 123 Subsidy units in 47 participating counties. These included 20 adult units, 44 juvenile units, and 59 units providing services to mixed caseloads of adults and juveniles.

TABLE 1
STAFF INVOLVED IN THE PROBATION SUBSIDY PROGRAM
SPRING, 1973

Job Classification	Total		Full-Time Positions		Part-Time Positions	
	Number	Percent	Number	Percent	Number	Percent
Total, all staff.....	1,636	100.0	1,203	100.0	433	100.0
Total, Subsidy Unit staff positions.	1,030	(63.0)	988	(82.1)	42	(9.7)
Supervising Probation Officers....	109	6.7	99	8.2	10	2.3
Deputy Probation Officers.....	590	36.1	583	48.5	7	1.6
Clerical staff.....	331	20.2	306	25.4	25	5.8
Total, other staff.....	606	(37.0)	215	(17.9)	391	(90.3)
Training.....	43	2.6	19	1.6	24	5.5
Psychiatric/Psychological ^a	16	1.0	3	0.2	13	3.0
Teachers/Tutors/Aides.....	59	3.6	12	1.0	47	10.9
Volunteers.....	246	15.0	2	0.2	244	56.3
Administrative.....	39	2.4	8	0.7	31	7.2
Research.....	21	1.3	17	1.4	4	0.9
Other ^b	182	11.1	154	12.8	28	6.5

^aDoes not include staff hired through contract to perform these functions.

^bThe "other" category includes 124 full-time and 7 part-time community workers utilized by the Los Angeles County Subsidy program.

As shown in Table 1, a total of 1,636 probation personnel were involved in the special supervision programs. Staff consisted of 590 deputy probation officers, 109 supervising deputy probation officers, 331 clerical personnel, and 606 other staff involved in various support services, such as training, psychiatric and psychological work, tutoring, probation aide service, volunteer work, administration, and research.

TABLE 2
MONTHLY AVERAGE NUMBER OF CASES PER PROBATION OFFICER
IN THE SUBSIDY PROGRAM, BY COUNTY
SPRING, 1973

County	Monthly Average Number of Cases
Alameda.....	36
Amador*.....	10
Calaveras*.....	10
Colusa.....	33
Contra Costa.....	20
Del Norte.....	25
El Dorado.....	33
Fresno.....	21
Humboldt.....	36
Inyo.....	27
Kern.....	24
Kings.....	26
Lassen.....	28
Los Angeles**.....	35
Madera.....	17
Marin.....	30
Mariposa.....	26
Mendocino.....	35
Merced.....	31
Monterey.....	18
Napa.....	42
Nevada.....	41
Orange.....	33
Placer.....	39
Plumas.....	34
Riverside.....	27
Sacramento.....	39
San Benito.....	23
San Bernardino.....	36
San Diego.....	22
San Francisco.....	32
San Joaquin.....	27
San Luis Obispo.....	29
San Mateo.....	18
Santa Barbara.....	40
Santa Clara.....	35
Shasta.....	38
Solano.....	28
Sonoma.....	38
Stanislaus.....	24
Sutter.....	40
Tehama.....	37
Tulare.....	37
Tuolumne.....	29
Ventura.....	30
Yolo.....	28
Yuba.....	30

*Amador and Calaveras Subsidy programs each consist of only a one half-time Deputy Probation Officer position.
**The Los Angeles figure is an average of the caseload averages of 33 separate Subsidy units.

There were 583 full-time deputy probation officers and 99 supervising probation officers in the Subsidy program which resulted in a ratio of 5.9 to 1. These figures indicated that the counties were meeting the standards set forth by the Youth Authority of a 6 to 1 supervision ratio.

Table 2 presents the monthly average number of cases per deputy probation officer in the Subsidy program, by county, for the Spring of 1973. These averages range from a low of ten cases (in two counties with only one half-time Subsidy probation officer) to a high of 42 cases per officer. If the caseload averages for the two counties (Amador and Calaveras) with only half Subsidy caseloads are projected for a full caseload (i.e., 20 cases), and these averages are included with the caseload averages of the remaining 45 Subsidy counties, then the overall mean of this distribution of average caseloads is computed to be 30.1. This average caseload figure for the statewide Subsidy program is well below the maximum of 50 set forth by the CYA standards.

Table 3 presents a distribution of the types of classification systems which were employed by participating counties during the Spring of 1973. As can be seen from this table, the classification system most widely used by the counties involved a screening process accompanied by a case conference or case staffing. This system was used in 45 of the 47 participating Subsidy counties.

TABLE 3
TYPES OF CLASSIFICATION SYSTEMS
UTILIZED BY SUBSIDY COUNTIES
SPRING, 1973

Type of Classification System	Number of Counties Utilizing the System ^a	Percent of Total Participating Counties
Screening and/or case conference to determine eligibility of case for selection.....	45	95.7
I-level system.....	19	40.4
FIRO-B.....	28	59.6
Polk classification system.....	2	4.3
Other ^b	13	27.7

^aThirty-six counties utilized two or more classification systems within their respective probation departments. As a result, the number of counties utilizing each of the various classification systems in this table more than the number of Subsidy counties (47).

^bClassification systems specified under the "other" category include: the Jesness Inventory, Tennessee Self-Concept Test, Ego-Typing, MMPI, Workload Determined by Plan, FIRO-F, Polk System, President's Task Force Classification, and Base Expectancy.

The FIRO-B System was the next most frequently utilized classification system and was used by 28 counties. Next, was the I-level system, which was employed by 19 counties.

Other systems, including the Polk, Jesness, and Workload Determined by Plan were used in 13 counties. It should be noted that some counties used more than one type of system, and that is why a total on the table will exceed the number of participating counties.

Table 4 reveals the types of program components which were in operation in the Subsidy counties as well as the number of cases involved in each type during the Spring of 1973. This table shows that the number of counties utilizing the major program components specified on the form were as follows: transactional analysis, 16 counties; I-level, 16 counties; conjoint family counseling, 36 counties; small group counseling, 39 counties; and individual casework, all 47 counties. Twenty-five counties indicated the use of "other" techniques in their Subsidy programs.

Overall, individual casework was the most widely utilized program component, being used with a total of 15,769 probationers. I-level was used with 3,541 cases followed by "other" techniques with 3,190 cases and small group counseling with 2,670 cases. Conjoint family therapy was applied with 1,536 probationers and transactional analysis was used in only 950 cases. The "other" program category includes 773 cases on which FIRO-B treatment was employed and 170 cases involved in a behavior modification program. In addition, there were also a sizable number of cases in the "other" category that were in various recreational and activity group programs.

Probation Special Supervision Programs

Probation Subsidy programs are providing a variety of services to probationers. These programs include individual and group counseling and conjoint family counseling. In addition, funds are available to provide services on a contract basis for psychiatric, psychological, and medical services where needed. Some important features of the special supervision programs include job placement services, vocational and training programs, drug education programs, remedial educational programs, anti-narcotic testing, new placement programs, such as specialized foster homes, groups, and community day-care programs.

The following are examples of specific programs developed with Probation Subsidy funds:

Community Probation Officers

The Community Probation Officer job classification was developed to enable probation departments to recruit and hire staff from minority group communities. The program utilizing these Community Probation Officers was established

NUMBER OF CASES INVOLVED IN PROGRAM COMPONENTS OFFERED BY COUNTIES INVOLVED IN THE SUBSIDY PROGRAM

SPRING, 1973

County	Trans- actional Analysis	I-Level	Conjoint Family Therapy	Small Group Counseling	Individual Casework	Other
Total, all counties.	950	3,541	1,536	2,670	15,769	3,190
Alameda.....	12	489	57	78	925	653
Amador.....	-	-	-	-	9	-
Calaveras.....	-	-	-	6	9	-
Colusa.....	*	-	-	7	36	-
Contra Costa.....	-	-	34	30	92	-
Del Norte.....	-	20	3	21	44	-
El Dorado.....	-	-	13	-	48	-
Fresno.....	-	-	55	16	308	17
Humboldt.....	-	75	4	25	144	70
Inyo.....	-	-	-	-	53	-
Kern.....	-	-	10	60	796	-
Kings.....	50	-	22	-	73	37
Lassen.....	-	-	-	-	55	-
Los Angeles.....	106	-	265	729	4,753	386
Madera.....	-	-	-	18	79	-
Marin.....	-	59	54	35	59	25
Mariposa.....	-	-	-	-	26	1
Mendocino.....	30	-	8	-	105	-
Merced.....	37	120	17	7	205	77
Monterey.....	-	110	4	24	110	110
Napa.....	-	-	-	-	76	38
Nevada.....	6	17	-	17	82	-
Orange.....	295	1,088	86	244	1,700	252
Placer.....	-	-	5	6	33	-
Plumas.....	-	-	18	11	30	18
Riverside.....	-	-	8	15	500	-
Sacramento.....	-	-	80	300	667	216
San Benito.....	-	-	5	10	34	-
San Bernardino....	-	-	-	15	200	*
San Diego.....	174	986	150	153	993	216
San Francisco.....	99	307	123	50	505	239
San Joaquin.....	*	*	*	*	*	*
San Luis Obispo....	-	-	50	174	174	-
San Mateo.....	10	108	54	11	76	14
Santa Barbara.....	100	-	30	150	275	175
Santa Clara.....	-	20	12	5	212	-
Shasta.....	-	-	5	10	80	-
Solano.....	-	15	20	15	85	-
Sonoma.....	-	-	6	30	412	412
Stanislaus.....	17	-	-	39	469	63
Sutter.....	-	8	6	15	72	-
Tehama.....	-	-	20	40	110	110
Tulare.....	14	-	36	54	319	65
Tuolumne.....	-	-	20	10	17	6
Ventura.....	-	-	200	200	420	-
Yolo.....	-	-	32	10	173	-
Yuba.....	*	119	24	30	112	*

*Program elements indicated as being utilized by county with no indication of actual number of clients involved.

to facilitate communications and relationships between the special supervision clients of minority races and the special supervision units. This program includes crisis intervention with individual clients and families. The Community Probation Officers relay information regarding the probationers' behavior to the probation officers. Awareness of any need the client may have for special services such as job placements, tutoring, language interpretation, etc., are also brought to the attention of the probation officer. This program is an example of services being brought closer to the client and his community.

Community Day-Care Program

While living at home, juveniles attend a treatment program at a community center during the daytime hours. Each day the treatment center accommodates about 15 juveniles and is geared to meet the individual academic, social, and emotional needs of each minor in a supportive treatment-oriented environment, including remedial academic classes, individual counseling, group counseling, and conjoint family counseling. Treatment team staff include one deputy probation officer, one aide, one teacher (trained to work with educationally handicapped), and volunteers.

Rehabilitation Officer

A Rehabilitation Officer works in a rehabilitation center which receives wards 18 to 21 years of age. Services are provided while wards are in custody and after release. Services include: Educational and vocational training programs conducted on and off the site. Minors are permitted to maintain their employment through the Work Furlough program, and they are permitted to attend special classes or school, including junior college.

Special Programs Developed Under Section 1825(j) of the W&I Code

Section 1825(j) of Article 7 of the Welfare and Institutions Code enacted by the 1972 Legislature (Chapter 1004, Statutes of 1972) broadened the concept of the Probation Subsidy program and made it possible for local law enforcement agencies to use a special appropriation of \$2 million for the diagnosis, control, and treatment of offenders or alleged offenders. This legislation terminates on June 30, 1974.

Programs developed in cooperation with law enforcement agencies have enabled the latter to share in the Subsidy program. Some examples of the types of programs developed with these supplemental funds include crisis intervention teams, staff exchange programs for orientation purposes, jail counseling programs, and law enforcement early intervention programs.

The following are examples of specific programs developed with supplemental funds appropriated by Section 1825(j) of the Welfare and Institutions Code:

Work Furlough Program

Supplemental funds are being used to fund the salary and benefits of a Deputy Work Furlough Officer to conduct the work furlough program in the county jail. The Work Furlough Program permits an adult admitted to a period of incarceration in jail to leave the jail during his working hours to participate in some form of paid employment. He is, however, required to spend all non-working time in custody. This allows the incarcerated individual to maintain regular employment to support himself and his family while serving his sentence.

Youth Service Team Project

The Youth Service Team is a cooperative diversion project by law enforcement and probation departments with schools and welfare. Each agency has designated a person trained and experienced in working with young people to work on the team. The team consists of some part-time members and some full-time members. In addition to diverting individuals from the juvenile justice system, the Youth Service Team has increased interaction of participating agencies' personnel by cross-training programs and through a team approach to casework preparation.

The Youth Service Team includes a Deputy Probation Officer, police officers, a welfare child protection worker, and school counselor personnel. The specific objectives of the Youth Service Team are to reduce the number of juvenile referrals by 25 percent; provide a community-based, short term service designed to treat pre-delinquent and delinquent youth (i.e., incorrigibles, runaways, truants, family and school problems); establish a closer working relationship between personnel of the probation department and police agencies and school districts.

Pre-Trial Release Program

This program is an effort to deal directly with problems which arise as a result of the need to provide immediate

pre-trial release studies and recommendations on newly admitted persons and counseling services for people serving time as a condition of probation. The principal objectives of this project are to reduce the number of alleged offenders detained, decrease the average daily length of stay of those so detained, increase the use of alternatives to a jail program, and lessen tensions accompanying conditional incarceration.

Jail Liaison Assistance Program

This program is an attempt to alleviate problems which may be at the root of unsatisfactory jail adjustments and subsequent unsuccessful community performance on probation. The jail liaison assistance officer provides an orientation to probationers as soon after they enter jail as possible, maintains contact with sheriff's department personnel regarding such administrative functions as computation of jail term, good time, work time, school time, etc.; assists in narcotics testing, and assists in reorienting probationers prior to release from custody.

III

THE GROWTH OF THE PROBATION SUBSIDY PROGRAM
DURING THE FIRST SEVEN YEARS

The Probation Subsidy program is in its eighth year of operation. Table 5 presents the growth of the Probation Subsidy program during its first seven years. The number of counties participating in the Subsidy program has increased from 31 in 1966-67 to 47 in 1972-73. The program earnings for the first year were \$5,675,815 in 1966-67. Total Subsidy program earnings climbed to \$22,068,210 in 1972-73. The reduction in commitments totaled 1,398 cases in 1966-67, and increased each subsequent year until reductions totaled 5,449 for 1972-73.

TABLE 5
GROWTH IN PROBATION SUBSIDY PROGRAM

Fiscal Year	Number of Counties Participating	Program Costs	Earnings	Reduced Commitments	Average Decrease in Rate of Commitment	Median Decrease in Rate of Commitment
1966-67	31	\$ 1,632,064	\$ 5,675,815	1,398	16.1%	36.7%
1967-68	36	4,072,208	9,823,625	2,416	25.2	49.0
1968-69	41	8,766,667	13,755,910	3,319	29.3	41.5
1969-70	46	13,292,266	14,200,160	3,557	29.7	35.8
1970-71	44	15,624,005	18,145,142	4,495	38.6	40.9
1971-72	47	17,721,966	21,550,080	5,266	43.4	49.4
1972-73	47	18,292,145	22,068,210	5,449	44.1	48.8

Table 6 presents the yearly Subsidy earnings for each participating county during the first seven years of operation of the program. All counties which participated in the program at one time or another during the existence of the program are included in the table. As can be seen from this table, Santa Cruz entered the Subsidy program during 1968-69 fiscal year and withdrew during the 1970-71 fiscal year. San Mateo County participated in the Subsidy program for the first four years of the program, withdrew during 1970-71 and re-entered the Subsidy program during the 1971-72 fiscal year. Marin County also withdrew from the program in 1970-71 and subsequently re-entered during the latter part of 1971-72.

TABLE 6

PROBATION SUBSIDY

Subsidy Earnings

County	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72	1972-73
Alameda	\$944,000	\$1,260,000	\$1,240,000	\$1,024,000 ^a	\$1,208,000	\$ 904,000	\$1,020,000
Amador	*	*	*	*	-	-	c
Calaveras	*	*	*	-	-	-	c
Colusa	*	16,000	24,000	28,000	16,000	24,000	36,000
Contra Costa	576,000	648,000	484,000	232,000 ^b	260,000	336,000	648,000
Del Norte	48,000	40,000	36,000	60,000	28,000	40,000	44,000
El Dorado	100,000	104,000	108,000	100,000	72,000	96,000	116,000
Fresno	336,000	236,000	268,000	356,000	400,000	536,000	524,000
Humboldt	28,000	128,000	100,000	68,000	44,000	96,000	108,000
Inyo	*	56,000	36,000	52,000	44,000	40,000	44,000
Kern	552,000	704,000	552,000	356,000	536,000	908,000	708,000
Kings	*	164,000	80,000	68,000	64,000	60,000	56,000
Lassen	*	*	*	c	40,000	36,000	36,000
Los Angeles	104,615	2,415,625	5,064,000	5,184,000	7,864,000	9,488,000	8,296,000
Madera	100,000	132,000	116,000	100,000	116,000	92,000	68,000
Marin	88,000	104,000	88,000	16,000	*	22,000 ^d	220,000
Mariposa	12,000	12,000	16,000	16,000	24,000	28,000	16,000
Mendocino	52,000	52,000	44,000	64,000	56,000	48,000	40,000
Merced	*	*	*	116,000	204,000	156,000	196,000
Monterey	*	248,000	304,000	168,000	208,000	336,000	280,000
Napa	44,000	48,000	44,000	64,000	36,000	48,000	76,000
Nevada	84,000	56,000	56,000	56,000	72,000	88,000	76,000
Orange	*	*	836,000	1,052,000	1,024,000	1,652,000	2,068,000
Placer	e	e	e	e	e	e	e
Plumas	*	*	*	*	*	36,000	32,000
Riverside	*	*	*	592,000	700,000	752,000	936,000
Sacramento	-	-	-	244,000	404,000	624,000	544,000
San Benito	6,248	e	32,000	40,000 ^f	20,000	24,000	20,000
San Bernardino	303,200	392,000	444,000	246,960 ^f	652,000	512,000	616,000
San Diego	*	*	395,910	1,136,000 ^h	1,432,000	1,540,000	2,032,000
San Francisco	*	400,000 ^g	612,000	81,200 ^h	242,368	160,080	36,210
San Joaquin	372,000	520,000	564,000	528,000	564,000	644,000	680,000
San Luis Obispo	180,000	168,000	164,000	144,000	68,000	108,000	144,000

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TABLE 6

PROBATION SUBSIDY

Subsidy Earnings (Continued)

County	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72	1972-73
San Mateo	\$ 164,000	\$ 144,000	\$ 44,000	\$ 36,000	\$ *	\$ 40,000	\$ 384,000
Santa Barbara	204,000	216,000	196,000	196,000	116,000 ⁱ	216,000	364,000
Santa Clara	568,000	452,000	512,000	348,000	*	-	-
Santa Cruz	*	*	128,000	-	**	*	*
Shasta	24,000	60,000	48,000	32,000	-	76,000	36,000
Solano	120,000	176,000	100,000	72,000	120,000	52,000	144,000
Sonoma	96,000	184,000	184,000	236,000	280,000	268,000	232,000
Stanislaus	*	*	*	312,000	280,000	492,000	312,000
Sutter	*	*	*	40,000	64,000	48,000	16,000
Tehama	*	*	*	84,000	60,000	64,000	76,000
Tulare	64,000	76,000	48,000	312,000	280,000	268,000	232,000
Tuolumne	256,000	252,000	84,000	40,000	64,000	492,000	312,000
Ventura	-	44,000	260,000	84,000	60,000	48,000	16,000
Yolo	116,000	192,000	28,000	224,000	260,000	264,000	268,000
Yuba	140,000	124,000	208,000	24,000	6,774 ^j	36,000	48,000
Total	\$5,675,815	\$9,823,625	\$13,755,910	\$14,200,160	\$18,145,142	\$21,550,080	\$22,068,210

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*County did not elect to participate.
 **Withdrew from Subsidy program in March 1971.
^aSpecial consideration as provided by Section 1825(g), W&I Code, was given (\$1,190,504).
^bSpecial consideration as provided by Section 1825(g), W&I Code, was given (\$569,304).
^cEligible for 90 percent of salary of one half-time probation officer.
^dSubsidy earnings prorated at 1/4 actual earnings as county participated during the last quarter.
^eEligible for 90 percent of salary of one full-time probation officer.
^fSpecial consideration as provided by Section 1825(g), W&I Code, was given (\$393,774).
^gEarnings were prorated since program operated one-fourth year; paid \$162,435 for program costs and given \$59,391 for excess earnings.
^hSpecial consideration as provided by Section 1825(g), W&I Code, was given (\$264,581).
ⁱSpecial consideration as provided by Section 1825(g), W&I Code, was given (\$505,469).
^jSpecial consideration as provided by Section 1825(g), W&I Code, was given (\$27,103).

Appendix Tables B through H present the annual earnings for each individual participating Subsidy county as well as information on actual number of commitments, reduction in commitments, commitment rates and percent reduction in commitment rates.

Table 7 shows the overall commitment reduction figures for both the participating and non-participating counties during the first seven years of the Subsidy program. The table further distributes these figures according to the proportion of the reduction realized by the CYA and the CDC.

The lower portion of this table presents the number and percent of the total decrease in commitments distributed between the CYA and CDC. From this information, it is seen that during the first year of operation of the program, reduction of commitments to the California Department of Corrections constituted two-thirds of the total statewide reduction in commitments. During the second and fourth fiscal years, the reductions were fairly evenly balanced between the Youth Authority and the Department of Corrections. During the third year, the Department of Corrections again constituted the majority of commitment reductions (57% vs. 43%). During the two most recent years of operation of the Subsidy program, however, the commitment reduction has been largely due to greater reductions in commitments to the CYA.

Another interesting sidelight to the data in Table 7 is the decrease in commitment figures of non-Subsidy counties in comparison to Subsidy counties. During the seven years covered by the table, the overall percent decrease in commitments for non-Subsidy counties fluctuated between 5.3 percent and 19.7 percent. In contrast, the Subsidy counties' decrease in commitments increased steadily from 16.0 percent in 1966-67 to 44.1 percent in 1972-73.

TABLE 7
PROPORTION OF COMMITMENT REDUCTION ATTRIBUTED TO CYA AND CDC,
1966-67 FISCAL YEAR AND SUBSEQUENT

(Showing Percent Reduction From Base Commitment Years)

	1966-67		1967-68		1968-69	
	Subsidy Counties	Non-Subsidy Counties	Subsidy Counties	Non-Subsidy Counties	Subsidy Counties	Non-Subsidy Counties
<u>Total CYA & CDC Commitments</u>						
Base rate.....	60.9	64.4	61.2	63.8	60.4	82.2
Expected commitments.....	8,757	3,096	9,620	2,435	11,309	882
Actual commitments.....	7,359	2,627	7,204	2,102	7,990	726
Difference.....	-1,398	-469	-2,416	-333	-3,319	-156
Percent decrease.....	16.0	15.1	25.1	13.7	29.3	17.7
<u>CYA Commitments</u>						
Base rate.....	30.1	30.3	30.5	28.3	29.9	32.8
Expected commitments.....	4,332	1,456	4,793	1,081	5,594	352
Actual commitments.....	3,872	1,296	3,599	1,109	4,162	425
Difference.....	-460	-160	-1,194	+28	-1,432	+73
Percent decrease.....	10.6	11.0	24.9	0.0	25.6	0.0
<u>CDC Commitments</u>						
Base rate.....	30.8	34.1	30.7	35.5	30.5	49.4
Expected commitments.....	4,425	1,640	4,827	1,354	5,715	530
Actual commitments.....	3,487	1,331	3,605	993	3,828	301
Difference.....	-938	-309	-1,222	-361	-1,887	-229
Percent decrease.....	21.2	18.8	25.3	26.7	33.0	43.2
<u>Total Decrease in Commitments</u>						
Number.....	1,398	469	2,416	333	3,319	156
Percent.....	100.0	100.0	100.0	100.0	100.0	100.0
<u>CYA Decrease</u>						
Number.....	460	160	1,194	-	1,432	-
Percent.....	32.9	34.1	49.4	0.0	43.1	0.0
<u>CDC Decrease</u>						
Number.....	938	309	1,222	333	1,887	156
Percent.....	67.1	65.9	50.6	100.0	56.9	100.0

TABLE 7 (Continued)

PROPORTION OF COMMITMENT REDUCTION ATTRIBUTED TO CYA AND CDC,
1966-67 FISCAL YEAR AND SUBSEQUENT

(Showing Percent Reduction From Base Commitment Years)

	1969-70		1970-71		1971-72	
	Subsidy Counties	Non-Subsidy Counties	Subsidy Counties	Non-Subsidy Counties	Subsidy Counties	Non-Subsidy Counties
<u>Total CYA & CDC Commitments</u>						
Base rate.....	61.3	79.6	62.4	45.5	61.1	77.9
Expected commitments.....	11,982	244	11,654	525	12,132	315
Actual commitments.....	8,425	196	7,159	497	6,866	270
Difference.....	-3,557	-48	-4,495	-28	-5,266	-45
Percent decrease.....	29.7	19.7	38.6	5.3	43.4	14.3
<u>CYA Commitments</u>						
Base rate.....	30.1	28.7	30.6	20.4	30.1	28.6
Expected commitments.....	5,884	88	5,715	235	5,978	116
Actual commitments.....	4,091	104	3,173	262	2,775	150
Difference.....	-1,793	+16	-2,542	+27	-3,203	+34
Percent decrease.....	30.5	0.0	44.4	0.0	53.5	0.0
<u>CDC Commitments</u>						
Base rate.....	31.2	50.9	31.8	25.1	31.0	49.3
Expected commitments.....	6,098	156	5,939	290	6,154	199
Actual commitments.....	4,334	92	3,986	235	4,091	120
Difference.....	-1,764	-64	-1,953	-55	-2,063	-79
Percent decrease.....	28.9	41.0	33.0	19.0	33.5	39.7
<u>Total Decrease in Commitments</u>						
Number.....	3,557	48	4,495	28	5,266	45
Percent.....	100.0	100.0	100.0	100.0	100.0	100.0
<u>CYA Decrease</u>						
Number.....	1,793	-	2,542	-	3,203	-
Percent.....	50.4	0.0	56.6	0.0	60.8	0.0
<u>CDC Decrease</u>						
Number.....	1,764	48	1,953	28	2,063	45
Percent.....	49.6	100.0	43.4	100.0	39.2	100.0

TABLE 7 (Continued)

PROPORTION OF COMMITMENT REDUCTION ATTRIBUTED TO CYA AND CDC,
1966-67 FISCAL YEAR AND SUBSEQUENT

(Showing Percent Reduction From Base Commitment Years)

	1972-73	
	Subsidy Counties	Non-Subsidy Counties
<u>Total CYA & CDC Commitments</u>		
Base rate.....	61.4	74.2
Expected commitments.....	12,342	310
Actual commitments.....	6,893	275
Difference.....	-5,449	-35
Percent decrease.....	44.1	11.3
<u>CYA Commitments</u>		
Base rate.....	30.2	27.2
Expected commitments.....	6,072	114
Actual commitments.....	2,641	118
Difference.....	-3,431	+4
Percent decrease.....	56.6	0.0
<u>CDC Commitments</u>		
Base rate.....	31.2	47.0
Expected commitments.....	6,270	196
Actual commitments.....	4,252	157
Difference.....	-2,018	-39
Percent decrease.....	32.4	19.9
<u>Total Decrease in Commitments</u>		
Number.....	5,449	35
Percent.....	100.0	100.0
<u>CYA Decrease</u>		
Number.....	3,431	-
Percent.....	63.0	0.0
<u>CDC Decrease</u>		
Number.....	2,018	35
Percent.....	37.0	100.0

THE EVALUATION OF THE PROBATION SUBSIDY PROGRAM

The aim of evaluation is to assess the extent to which the implementation of a program is accomplishing its avowed goals. According to Section 1820 of the Welfare and Institutions Code, the Probation Subsidy program was intended to accomplish four general goals: (1) decreased use of state correctional institutions, (2) more even administration of justice, (3) increased protection of citizens, and (4) rehabilitation of offenders. To what extent have these goals been achieved?

Decreased Use of State Correctional Institutions

One goal of the program was "...to reduce the necessity for commitment of persons to state correctional institutions..." Table 8 compares commitment rates for the 47 participating counties from the base period of the legislation to the 1972-73 Fiscal Year. Presented in this table are both individual county rates and the mean rates for all 47 counties. During the base period these counties had a mean commitment rate of 67.5 commitments per 100,000 population. By the 1972-73 Fiscal Year, however, commitments from these counties had been reduced to 34.0 commitments per 100,000 population, a reduction of 50 percent from the base period.

Figure 1 illustrates the effects of Probation Subsidy on the use of state commitments, county probation, and "other" sentences for criminal court cases. From this figure it can readily be seen that since the initiation of Probation Subsidy commitments to state institutions have decreased drastically, the use of probation has correspondingly increased, and the use of the "other" sentences has changed only slightly.

Figure 2 shows how Probation Subsidy has influenced the use of state commitment for new Juvenile Court wards across the state. Here again, it can be seen that commitments to the state have decreased drastically following the onset of Probation Subsidy.

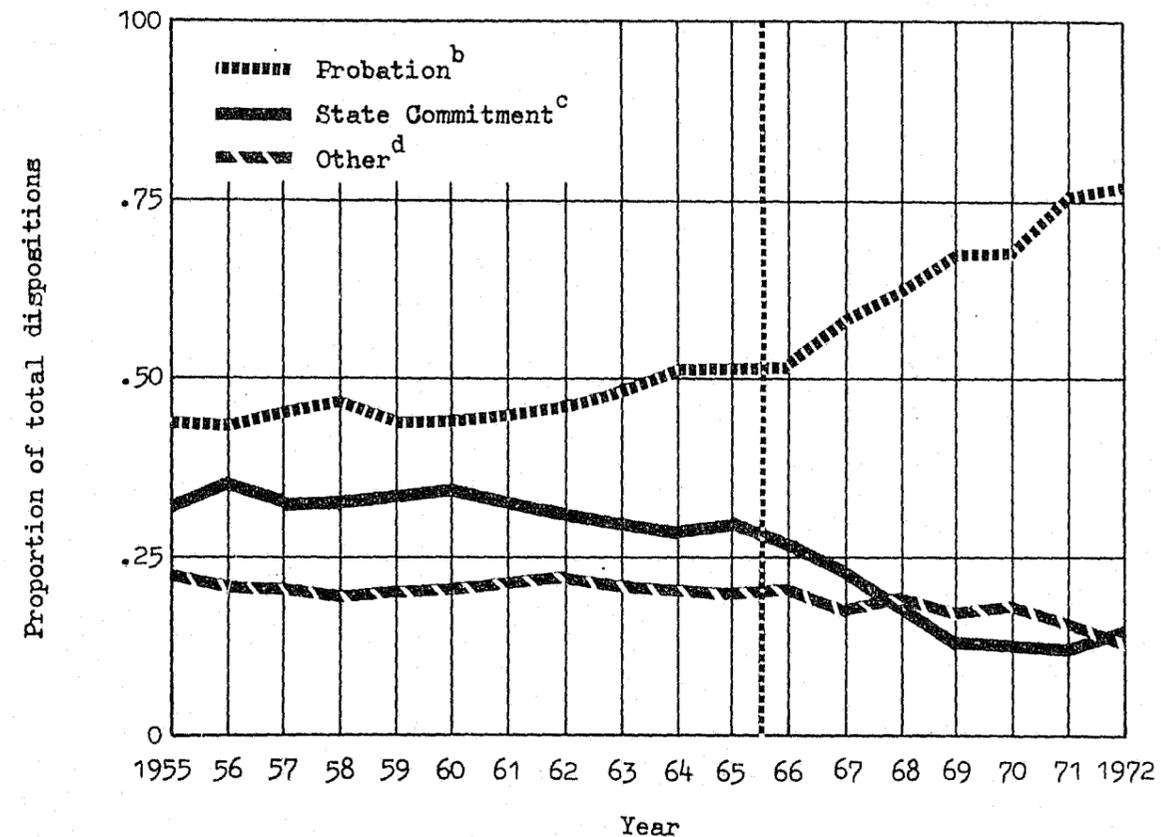
Still another perspective is provided by Table 9. In 1972, the criminal courts of California sentenced 49,024 convicted felony offenders, a significant increase over the 30,840 sentenced in 1965. Since 1965 the percent not sent to state youth and adult corrections has risen 21 percent, from 70.5 percent of the total to 85.3 percent. If the 1965 commitment proportions had been experienced in 1972, there would have been 7,283 more felony defendants sent to state level corrections programs than were actually sent.

TABLE 8
CHANGE IN COMMITMENT RATES FROM BASE PERIOD TO F.Y.
1972-73 FOR 47 PARTICIPATING COUNTIES

County	COMMITMENT RATE		
	Base Period ^a	F.Y. 1972-73	Percent Change
Alameda	64.5	41.2	-36.1
Amador	43.6	30.8	-29.4
Calaveras	40.5	20.8	-48.6
Colusa	85.6	16.3	-81.0
Contra Costa	53.0	25.2	-52.4
Del Norte	117.8	32.3	-72.6
El Dorado	70.9	12.2	-82.8
Fresno	70.6	40.0	-43.3
Humboldt	56.1	29.1	-48.1
Inyo	119.3	30.7	-74.3
Kern	100.8	48.3	-52.1
Kings	85.2	64.5	-24.3
Lassen	62.2	11.6	-81.4
Los Angeles	63.5	33.7	-46.9
Madera	102.1	61.5	-39.8
Marin	21.8	13.4	-38.5
Mariposa	101.1	42.3	-58.2
Mendocino	59.2	40.0	-32.4
Merced	71.7	27.9	-61.1
Monterey	53.8	26.3	-51.1
Napa	46.3	23.7	-48.8
Nevada	101.5	34.5	-66.0
Orange	48.9	15.8	-67.7
Placer	25.3	53.9	+113.0
Plumas	73.2	7.9	-89.2
Riverside	74.4	26.1	-64.9
Sacramento	62.0	41.6	-32.9
San Benito	63.7	35.7	-44.0
San Bernardino	70.3	48.3	-31.3
San Diego	62.6	27.5	-56.1
San Francisco	67.9	65.8	-3.1
San Joaquin	93.7	37.0	-60.5
San Luis Obispo	50.8	18.2	-64.2
San Mateo	31.1	22.8	-26.7
Santa Barbara	59.5	25.6	-57.0
Santa Clara	38.2	45.8	+19.9
Shasta	58.2	47.7	-18.0
Solano	49.9	30.2	-39.5
Sonoma	47.0	20.5	-56.4
Stanislaus	116.2	62.2	-46.5
Sutter	57.1	47.5	-16.8
Tehama	102.5	38.5	-62.4
Tulare	65.0	31.2	-52.0
Tuolumne	67.2	16.8	-75.0
Ventura	48.8	29.4	-39.8
Yolo	73.1	44.7	-38.8
Yuba	75.0	52.2	-30.4
Mean ^b	67.5	34.0	-49.6
Standard Deviation ^c	23.26	14.47	-37.8

^a1959-63 or 1962-63, whichever was higher.
^bA test of significance comparing two correlated means yielded a t=9.90 with a probability of less than .001.
^cA test of significance comparing two correlated variances yielded a t=3.51 with a probability of less than .01.

Figure 1
Criminal Court Dispositions^a
1955-72

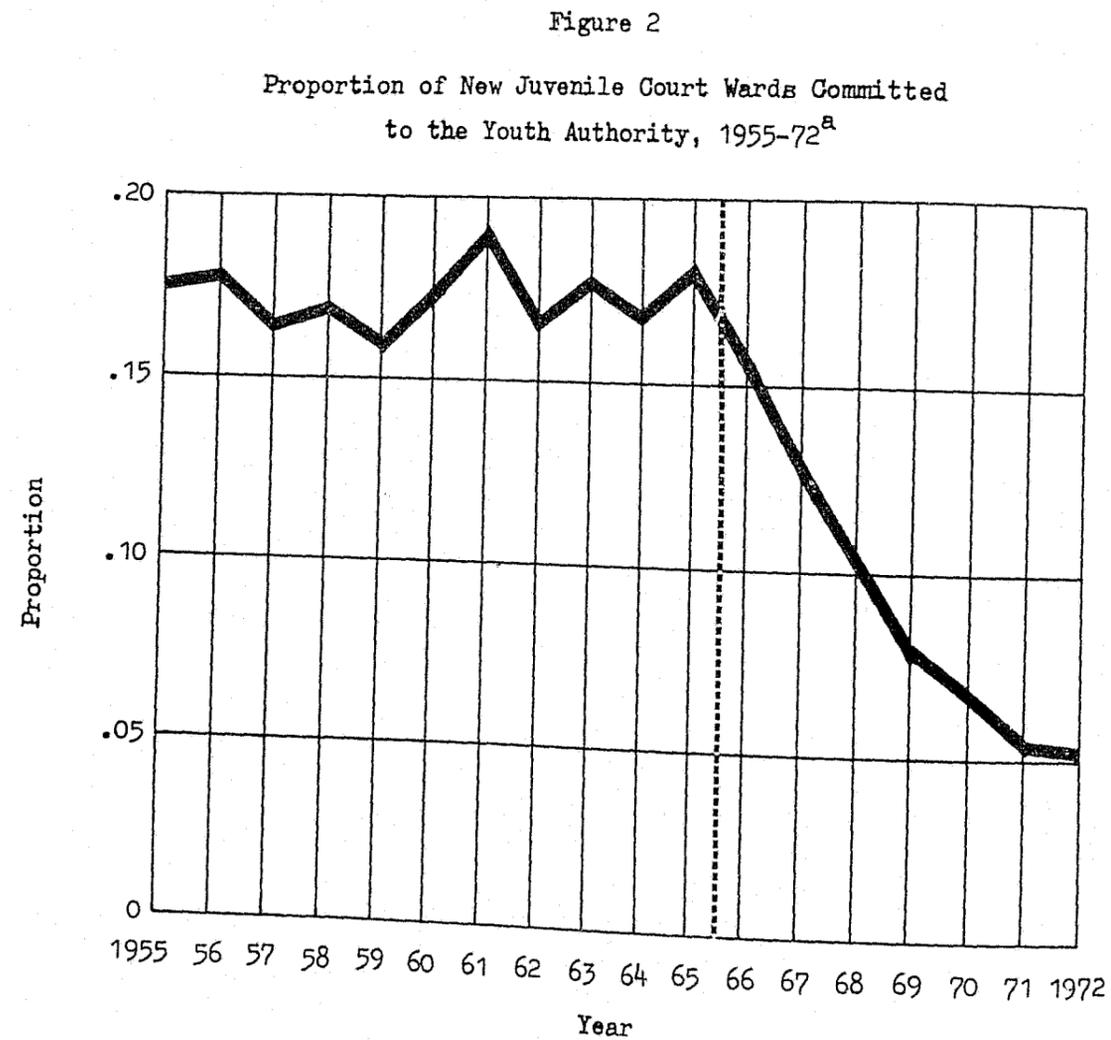


^aCrime in California, Bureau of Criminal Statistics, 1960-72.

^bIncludes both straight probation and probation plus jail.

^cIncludes commitments to both CYA and CDC.

^dIncludes straight jail, commitments to CRC (mental hygiene), and fines.



^aFrom data presented in Statistical Facts on the California Youth Authority, February, 1973.

TABLE 9
COMMITMENTS AND SENTENCES OF FELONY DEFENDANTS CONVICTED
IN CALIFORNIA CRIMINAL COURTS, 1965-1972

By Type of Sentence

Type of Sentence	1965 ^a	1966 ^b	1967 ^b	1968 ^b	1969 ^b	1970 ^b	1971 ^c	1972 ^c
Total	30,840	32,000	34,683	40,477	50,568	49,950	56,018	49,024
Prison, Dept. of Corrections	7,184	6,731	5,990	5,492	4,940	5,025	5,408	5,664
Youth Authority	1,910	1,831	1,993	2,056	2,197	1,873	1,973	1,515
Probation--straight	9,030	9,883	11,070	13,536	19,470	19,249	21,738	17,606
Probation and jail	6,627	6,871	9,265	11,524	13,718	14,564	17,703	17,318
Jail	4,693	4,777	4,335	5,283	7,020	6,118	5,771	4,062
Fine	276	596	570	919	1,112	988	704	436
Civil Commitment:								
Rehabilitation Center	869	961	1,195	1,389	1,855	1,903	2,350	2,084
Mental Hygiene	251	350	265	278	256	230	371	339
<u>Percent Distribution</u>								
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Prison, Dept. of Corrections	23.3	21.0	17.3	13.6	9.8	10.1	9.7	11.6
Youth Authority	6.2	5.7	5.8	5.1	4.3	3.7	3.5	3.1
Probation--straight	29.3	30.9	31.9	33.4	38.5	38.5	38.8	35.9
Probation and jail	21.5	21.5	26.7	28.5	27.1	29.2	31.6	35.3
Jail	15.2	14.9	12.5	13.0	13.9	12.2	10.3	8.3
Fine	0.9	1.9	1.6	2.3	2.2	2.0	1.3	0.9
Civil Commitment:								
Rehabilitation Center	2.8	3.0	3.4	3.4	3.7	3.8	4.1	4.2
Mental Hygiene	0.8	1.1	0.8	0.7	0.5	0.5	0.7	0.7

^aCrime and Delinquency in California, 1969, p. 33

^bCrime and Delinquency in California, 1970, p. 19

^cCrime and Delinquency in California, 1972, p. 42

Some concern has been expressed that the reduction in commitments of offenders to state-level corrections has increased the population of local institutions, thus shifting the burden of institutionalization to local government. Tables 10 and 11 address this issue.

Table 10 shows total jail population on a midweek day in early September of each year since 1965. The sentenced prisoner population has declined during this period while the number of unsentenced prisoners has increased significantly.

TABLE 10
CALIFORNIA COUNTY JAIL POPULATION AS
OF ONE MIDWEEK DAY IN SEPTEMBER*

Year	Total	Unsentenced	Sentenced	Percent Sentenced	Percent Unsentenced
1965	24,091	7,890	16,201	67.2	32.8
1966	21,794	7,460	14,334	65.8	34.2
1967	21,785	7,875	13,910	63.9	36.1
1968	24,974	9,617	15,357	61.5	38.5
1969	25,471	11,000	14,471	56.8	43.2
1970	26,035	10,205	15,830	60.8	39.2
1971	25,500	11,000	14,500	56.9	43.1
1972	24,924	10,794	14,130	56.7	43.3

*Crime and Delinquency in California, individual reports for the years 1965-71. Data for 1972 appears in Crimes and Arrests Reference Tables, 1972, page 91.

The total population of juvenile homes, ranches, and camps in California, as shown in Table 11, peaked at 2,992 in 1968-69. In 1972-73, this number declined to 2,612, a decrease of 13 percent, even though California's juvenile population continued to increase during this period. Many juvenile halls are now below capacity.

TABLE 11
AVERAGE DAILY POPULATION IN CALIFORNIA
COUNTY YOUTH CAMPS AND SCHOOLS
1965-66 through 1972-73*

Year	Average Daily Population
1965-66	2,669
1966-67	2,648
1967-68	2,817
1968-69	2,992
1969-70	2,787
1970-71	2,740
1971-72	2,446
1972-73	2,612

*Statistical Facts on the California Youth Authority, November, 1973, p. 15

The data appearing in Tables 10 and 11 indicate that there has not been an increase in the utilization of local institutionalization as a result of the Probation Subsidy program. Rather, the numbers and proportions of sentenced prisoners in county facilities have actually decreased slightly since the program's inception.

In conclusion, the data presented in this section indicate that the Probation Subsidy program has been extremely successful in achieving its goal of reducing the use of state correctional institutions, and furthermore, that the accomplishment of this goal has not been offset by the need for increased institutionalization at the local level.

More Even Administration of Justice

Prior to Probation Subsidy it was observed that commitment rates from one county to another varied widely. In fact, county commitment rates ranged from a low of 22 to over 119 per 100,000 population during the base period. Accordingly, another goal of the Probation Subsidy legislation was to reduce this variation in order to "permit a more even administration of justice."

Table 8 (page 26) compared commitment rates for the 47 participating counties from the base period to the 1972-73 fiscal year. During the base period the distribution of county commitment rates had a range of 98 (119 - 22 + 1). By the 1972-73 fiscal year, however, this range had been reduced to 55 (66 - 8 + 1), a reduction of 44 percent. In addition to individual county rates and mean rates, Table 8 also presents a commonly used measure of dispersion known as the standard deviation. This statistic indicates how widely a group of scores vary around the mean; the greater the variance, the larger the standard deviation. During the base period the standard deviation of county commitment rates was 23.3. By the 1972-73 fiscal year, however, this figure had been cut to 14.5. This reduction of nearly 40 percent means that the participating counties have become significantly more homogeneous in the degree to which they commit persons to state correctional institutions.

Another perspective is given by Table 12 which presents frequency distributions of commitment rates per 100,000 population for the 47 participating counties during the base period and the 1972-73 fiscal year. In this table the reduced variance of commitment rates discussed above can readily be observed. For example, it can be seen that during the base period only 26 counties (or 55 percent) of the 47 counties had commitment rates which fell within the three most frequent categories (50 - 79). During the 1972-73 fiscal year, however, 33 counties (or 70 percent) had commitment rates falling within the three most frequent categories (20 - 49).

TABLE 12

FREQUENCY DISTRIBUTIONS OF COMMITMENT RATES FOR
47 COUNTIES DURING BASE PERIOD AND F.Y. 1972-73

Commitment Rates per 100,000 Population	FREQUENCY			
	Base Period		1972-73 F.Y.	
	Number	Percent	Number	Percent
Total	47	100.0	47	100.0
100 and over	8	17.0	-	-
90 - 99	1	2.1	-	-
80 - 89	2	4.3	-	-
70 - 79	8	17.0	-	-
60 - 69	9	19.1	4	8.5
50 - 59	9	19.1	2	4.3
40 - 49	6	12.8	11	23.4
30 - 39	2	4.3	10	21.3
20 - 29	2	4.3	12	25.5
10 - 19	-	-	7	14.9
0 - 9	-	-	1	2.1

Again, these data show that there was a greater amount of consistency among the participating counties with respect to their use of state institutions during the 1972-73 fiscal year than there was during the Base Period of the Subsidy legislation. In the terms of that legislation, this consistency is indicative of a "more even administration of justice." It is thus logical to conclude that this goal of the legislation has been achieved since the program's initiation.

Increased Protection of Citizens

Hopeful that Probation Subsidy could somehow help stem the ever-increasing crime rates of the early 1960's, the designers of the legislation included as a goal the increased protection of the state's citizens. One measure of the level of protection is the reported crime rate. Admittedly, the reported crime rate is not a precise measure of crime since it is influenced by a number of other variables. For example, reported crimes depend on the public's willingness to report them. Studies have indicated only small proportions of some kinds of crime (like shoplifting and rape) are actually reported, while larger proportions of other crimes are reported.

Another factor influencing reported crime rates is the quality of the existing crime reporting system. For many years, California has had a better data collection system on reported crimes than any other state. Therefore, it might be expected that a higher percentage of committed crimes would be recorded in this state than elsewhere, which would result in apparently higher crime rates for California. Figure 3 and

Table 13 compare California and United States crime rates from 1960 to 1972. These data show that California has consistently higher crime rates than the national rates for both total crime and crimes of personal violence and consistently lower crime rates for willful homicide. Willful homicide (including murder and non-negligent manslaughter) represents a type of crime which is unlikely to be affected significantly by crime reporting procedures. For instance, the probability of a murder being reported in any jurisdiction in 1960 was probably close to 100 percent, as it is today; hence any increase in reported murders is probably due to an actual increase in murders rather than to improvements in crime reporting systems. One conclusion to be reached from these data is that it is California's superior crime reporting system which accounts for its consistently higher reported crime rates as compared to national rates.

TABLE 13

SELECTED CRIME INDICES IN CALIFORNIA
AND THE NATION

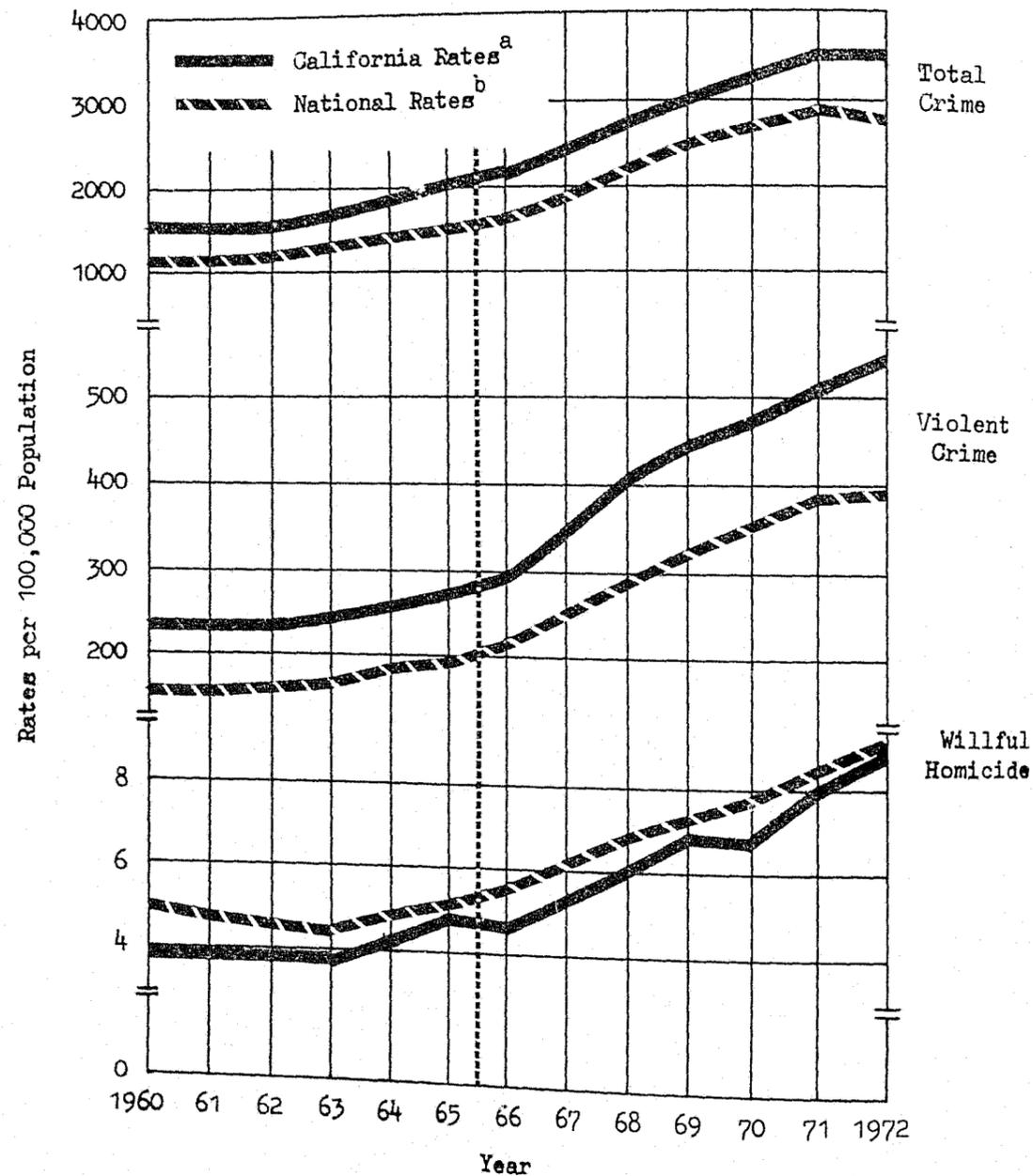
Rates per 100,000 Population

Year	United States ^a			California ^b		
	Total Crime Index	Violent Crime	Willful Homicide	Total Crime Index	Violent Crime	Willful Homicide
1960	1,126	160	5.0	1,586	238	3.9
1961	1,141	157	4.7	1,564	233	3.7
1962	1,194	161	4.6	1,618	233	3.9
1963	1,295	167	4.5	1,726	240	3.7
1964	1,443	189	4.9	1,899	262	4.2
1965	1,516	198	5.1	2,062	275	4.8
1966	1,671	218	5.6	2,190	298	4.7
1967	1,926	251	6.1	2,443	347	5.4
1968	2,240	295	6.8	2,783	409	6.0
1969	2,483	325	7.3	3,045	449	6.9
1970	2,747	361	7.8	3,261	472	6.8
1971	2,907	393	8.5	3,527	515	8.1
1972	2,830	398	8.9	3,527	540	8.8
Percent Change						
1960-1966	48.4	36.2	12.0	38.1	25.2	20.5
1966-1972	69.4	82.6	58.9	61.0	81.2	87.2

^aFrom Crime in the United States - FBI Uniform Crime Reports, 1970, 71, and 72.

^bFrom Crime and Delinquency in California - California Bureau of Criminal Statistics, 1960-1972.

Figure 3
 Total Crime, Violent Crime and
 Willful Homicide Rates in California
 and the Nation, 1960-72



^aFrom Crime in California, Bureau of Criminal Statistics, 1960-72

^bFrom Crime in the United States, FBI, Uniform Crime Reports, 1970-72

It is also apparent from the data in Figure 3 and Table 13 that the Probation Subsidy program has neither increased nor decreased reported crime in California. Rather, reported crime rates in California have continued to rise, paralleling increases in national rates. Therefore, to the degree that reported crime is a valid indicator of level of "public protection" Probation Subsidy has not been successful in achieving its goal to increase protection. On the other hand, there also is no indication from these data that Probation Subsidy has reduced public protection in California. The obvious conclusion is merely that crime rates have increased due to forces that are national in scope.

The most probable explanation for the failure of Probation Subsidy to reduce reported crime in California lies in the fact that reported crime is an extremely gross measure. While it is impossible to determine exact numbers, it is apparent that only a small percentage of the total crimes reported in California are actually committed by persons who are on probation caseloads. Furthermore, since Subsidy caseloads (adult and juvenile) in 1972 constituted less than 10 percent of the total active probation caseload for that year, their potential for affecting the overall crime rate was negligible. In other words, even if criminal activities among Probation Subsidy caseloads were reduced to zero, we still would probably not expect crime rates to be decreased significantly. Consequently, a more appropriate evaluation of Probation Subsidy can be obtained by directly examining the degree to which Probation Subsidy has been effective in reducing the criminal activity of its probationers, and by making comparisons, where possible, with conventional probation and state parole. These are the objectives of the next section of this report.

Rehabilitation of Offenders

For most correctional specialists a major goal of any correctional program is the rehabilitation of the offender. Unfortunately, "rehabilitation" is very difficult to define in terms of readily available data, which makes this a difficult goal to evaluate.

One type of measure which reflects a program's degree of success in rehabilitating offenders is the type of removal from the program. For example, when a probationer is found to be rehabilitated, his probation may be terminated. If a probationer is terminated early, before his probation has expired, it is a definite sign that he has responded well to the program and is considered to be rehabilitated. A regular termination, however, can represent a range of rehabilitative effects from successful to marginal (but not negative enough to be considered a total failure). Finally, if the probationer is arrested for a new offense or otherwise violates the conditions of his probation, it can be concluded that the program has failed to some degree in its efforts to rehabilitate him.

From Table 14 it can be seen that there has been little change in the percentages of adults removed from criminal court probation caseloads by termination (success) and violation (failure) between the years of 1960 and 1972. The fact that these percentages vary by less than 5 percentage points during this 13 year span is quite remarkable considering the dramatic changes which have occurred in California's criminal justice system during

this period. The consistency of these data therefore suggest that, despite the enormous increase in probation caseloads following the initiation of Probation Subsidy, there has been no consequent decrease in the overall rehabilitative effectiveness of county adult probation programs across the state.

TABLE 14

ADULT DEFENDANTS REMOVED FROM PROBATION IN CALIFORNIA
CRIMINAL COURTS BY TERMINATION OR VIOLATION, 1960-72

Year	Total		Termination				Violation	
			Total		Percent Early	Percent Normal		
	Number	Percent	Number	Percent			Number	Percent
1960 ^a	9,779	100.0	6,160	63.0	9.2	53.8	3,619	37.0
1961 ^a	11,728	100.0	7,391	63.0	5.3	57.7	4,337	37.0
1962 ^a	11,618	100.0	7,632	65.7	5.6	60.1	3,986	34.3
1963 ^a	11,956	100.0	7,494	62.7	9.4	53.3	4,462	37.3
1964 ^a	12,810	100.0	8,210	64.1	10.8	53.3	4,600	35.9
1965 ^a	13,612	100.0	8,531	62.7	12.4	50.3	5,081	37.3
1966 ^b	13,937	100.0	9,275	66.5	24.3	42.2	4,662	33.5
1967 ^b	17,534	100.0	11,490	65.5	19.5	46.0	6,044	34.5
1968 ^b	15,657	100.0	9,928	63.4	15.3	48.1	5,729	36.6
1969 ^b	18,571	100.0	11,552	62.2	16.3	45.9	7,019	37.8
1970 ^b	23,987	100.0	14,853	61.9	18.8	43.1	9,152	38.1
1971 ^b	26,875	100.0	17,192	64.0	c	c	9,683	36.0
1972 ^b	27,097	100.0	17,798	65.7	c	c	9,299	34.0

^aFrom Delinquency and Probation in California, Bureau of Criminal Statistics, 1960-65.

^bFrom Crime and Delinquency in California, Bureau of Criminal Statistics, 1966-72.

^cThis breakdown is no longer provided in BCS reports.

Another interesting observation made possible by Table 14 is that the percentage of early terminations has increased dramatically since the early 1960's. These data indicate that a much larger proportion of cases are currently recognized as being successfully rehabilitated prior to the expiration of their normal probationary period than was the case prior to Probation Subsidy. However, the reasons for this trend are not clear from the available data.

Broadly based data, such as that presented in Table 14, can be used to detect trends over time in the statewide criminal justice system. However, this is not the type of data which is necessary in order to conduct valid comparative evaluations of the rehabilitative effectiveness of specific correctional programs within that system. This is because these data are influenced by a number of variables which are unrelated to the actual rehabilitative processes yet which may exert considerable influence on the success rates of the various programs. For example, certain types of administrative policies may directly influence the percentages of cases terminated or violated. When such policies differ from one program to the next it is impossible to use terminations and violations as valid measures of success and failure.

Other variables which invalidate the use of such broadly based data are those associated with the types of offender assigned to the programs. For example, if the criminal backgrounds of the offenders assigned to two correctional programs are significantly different, other conditions being equal, the program receiving the less severe cases will have the better "success" rate as indicated by a higher percentage of cases being terminated. Therefore, in conducting comparative evaluations of correctional programs it is necessary to control for differences in types of offenders assigned to the programs.

Such considerations emphasize the need for undertaking thorough comparative evaluation studies of the various program alternatives within the criminal justice system. These studies should address the primary question: Which types of offenders when exposed to what types of correctional programs exhibit the best rehabilitative effects?

A study such as this is underway by the Department of the Youth Authority and is nearing completion at the present time.² The study employs matched samples and statistical techniques (analysis of covariance) to control for differences among the populations in offense type, age, ethnic origin, base expectancy (a measure predictive of violational behavior), and length of time on field supervision (the "at risk" period during which the sample cases were being supervised in the community and were thus liable to commit further crimes and be arrested).

Although the analysis of the data is only in the initial stages and is far from complete, some preliminary results are available. These results relate to a comparison of Subsidy and regular juvenile probation with respect to the degree of recidivism which occurred during the first 12 months of supervision.³ Table 15 shows the mean numbers

¹The design of this study is described in Appendix I.

²Comparisons between matched Subsidy probation and state parole groups are currently underway. Results will be available in future reports.

and percentages of felony, misdemeanor, and total arrests among matched groups of Subsidy and regular probationers. It can be seen from these data that there are no significant differences between the two samples with respect to the adjusted⁴ mean numbers of arrests during the first 12 months of field supervision. The Subsidy sample had a slightly larger mean number of felony arrests (0.53 to 0.44 arrests per case), while the regular probationers had a slightly larger mean number of misdemeanor arrests (0.59 to 0.56 arrests per case). It should be noted that 66 percent of the Subsidy group and 74 percent of the regular probation group had no felony arrests during the study period. The mean numbers of felony arrests recorded in Table 15, then, are the product of only one third of the Subsidy cases and one fourth of the regular cases.

TABLE 15

MEAN NUMBER OF ARRESTS AMONG MATCHED GROUPS OF SUBSIDY AND REGULAR JUVENILE COURT PROBATIONERS^a

Program	Type of Arrest					
	Total		Felony		Misdemeanor	
	Mean	Percent	Mean	Percent	Mean	Percent
Subsidy Probation (N = 843)	1.09	100.0	0.53	48.6	0.56	51.4
Regular Probation (N = 1313)	1.03	100.0	0.44	42.7	0.59	57.3

^aMeans are adjusted for Base Expectancy Score and Time at Risk

From Table 16 it can be seen that there are also no significant differences between the two probation samples with respect to the mean number of felony, misdemeanor, and total findings of culpability. The Subsidy probation sample of 843 cases had a mean number of 0.51 sustained petitions per case compared to a mean of 0.48 per case for the

⁴The "adjusted mean" is the average score which would be expected if all cases had been actually matched on a case for case basis on the Base Expectancy Score and the length of time "at risk". This adjustment of the means is the result of an objective statistical matching procedure which mathematically takes into account the effects of Base Expectancy Score and the "at risk" period.

regular probation sample of 1,313 cases. The percentages of findings classed as felonies and misdemeanors were 47.6 and 52.4 respectively for Subsidy probation compared to 42.8 and 57.2 respectively for regular probation. It should be pointed out that 81 percent of the Subsidy group and 86 percent of the regular probation group had no felony findings sustained during the study period.

TABLE 16

MEAN NUMBER OF FINDINGS OF CULPABILITY RESULTING FROM RECIDIVISM AMONG MATCHED GROUPS OF SUBSIDY AND REGULAR JUVENILE COURT PROBATIONERS^a

Program	Type of Finding ^b					
	Total		Felony		Misdemeanor	
	Mean	Percent	Mean	Percent	Mean	Percent
Subsidy Probation (N = 843)	0.510	100.0	0.243	47.6	0.267	52.4
Regular Probation (N = 1313)	0.484	100.0	0.207	42.8	0.277	57.2

^aMeans are adjusted for Base Expectancy Score and Time at Risk.

^bFindings refer to sustained petitions.

This preliminary analysis suggests that Subsidy probation and regular probation are very similar with respect to rehabilitative effectiveness with similar juvenile probationers. A future report will compare the effectiveness of these two probation groups with a similar juvenile CYA parole.

In conclusion, initial indications are that Subsidy Probation does not appear to be substantially more effective than regular probation with regard to the rehabilitation of a comparable group of more serious juvenile offenders. This finding is, of course, only tentative in that it is based on a limited analysis of immediately available juvenile probation data. A great deal of additional data is currently being collected on both juvenile and adult probation and parole which will add substantial information as to the degree to which this final goal has been achieved. Until this data is analyzed, any conclusions regarding this final goal should be held in abeyance.

APPENDIX A

ARTICLE 7. STATE AID FOR PROBATION SERVICES
(Added by Stats. 1965, Ch. 1029)

1820. LEGISLATIVE INTENT. It is the intent of the Legislature in enacting this article to increase the protection afforded the citizens of this state, to permit a more even administration of justice, to rehabilitate offenders, and to reduce the necessity for commitment of persons to state correctional institutions by strengthening and improving the supervision of persons placed on probation by the juvenile and superior courts of this state.

1821. STATE SHARING OF COST. From any state moneys made available to it for such purpose, the State of California, through the Department of the Youth Authority, shall, in accordance with this article, share in the cost of supervising probationers in "special supervision programs" established by county probation departments to reduce commitments to the Department of the Youth Authority or the Department of Corrections.
(Amended by Stats. 1969, Ch. 1415.)

1822. ESTABLISHMENT OF MINIMUM STANDARDS. The Department of the Youth Authority shall adopt and prescribe, subject to approval by the State Board of Corrections, minimum standards for the operation of "special supervision programs." A "special supervision program" is one embodying a degree of supervision substantially above the usual or the use of new techniques in addition to, or instead of, routine supervision techniques, and which meets the standards prescribed pursuant to this section. Such standards shall be sufficiently flexible to foster the development of new and improved supervision practices.

1823. DEVELOPMENT OF STANDARDS. The Director of the Youth Authority shall seek advice from appropriate county officials in developing standards and procedures for the operation of "special supervision programs."

1824. APPLICATION FOR FUNDS. A county shall make application for subventions toward the cost of special supervision programs to the Department of the Youth Authority in the manner and form prescribed by the department. Any such application must include a plan or plans for providing special supervision and a method for certifying that moneys received are spent only for these special supervision programs.

1825. APPROVAL OF APPLICATION. (a) No county shall be entitled to receive any state funds provided by this article until its application is approved and unless and until the minimum standards prescribed by the Department of the Youth Authority are complied with and then only on such terms as are set forth hereafter in this section.

(b) A commitment rate for each county and for the state as a whole shall be calculated by the Department of the Youth Authority by computing the ratio of new commitments to state and county population, expressed in a rate per 100,000 population, for each of the calendar years 1959 through 1963. The average of these rates for a county for the five-year period or the average of the last two years of the period, whichever is higher, shall be the base rate for that county, however, if the base rate is lower than 40 commitments per 100,000 population, the rate shall be established at 40, and if the rate is higher than 100, the rate shall be established at 100. The number of commitments shall be the total of the new commitments to the custody of the Director of the Youth Authority and the new criminal commitments to the custody of the Director of Corrections, as certified by the respective departments. The county and state population shall be that certified by the Department of Finance to the Controller as of July 1 of each year. Persons committed to the Department of Corrections and subsequently discharged under Section 1168 of the Penal Code and persons committed to the Department of Corrections or the Department of the Youth Authority for diagnostic study only pursuant to Section 1203.03 of the Penal Code or Section 704 or 1752.1 of the Welfare and Institutions Code, shall not be counted as having been committed for purposes of determining commitment rates under this subdivision or subdivision (c).

(c) An annual commitment rate shall be calculated at the end of each fiscal year for each participating county and for the state as a whole in a like manner to that described in subdivision (b) using the population figure of the July 1 included in the year.

(d) The maximum amount that may be paid to a county pursuant to this article is determined by obtaining the interpolated dollar amount in the table in this subdivision for such county's base commitment rate and its percentage decrease, interpolated to the nearest one-tenth of 1 percent, in rate of commitment and multiplying the appropriate dollar amount by the "commitment reduction number." The "commitment reduction number" is obtained by subtracting (1) the most recent annual commitment number from (2) the product of the base commitment rate and population of the county for the same year employed in (1). The Director of the Youth Authority, with approval of the Director of Finance may annually adjust the dollar amounts in the ensuing table, beginning with the 1973-1974 fiscal year, to reflect changes in the Consumer Price Index established by the U.S. Department of Labor and given a weighted average for California by the California Department of Industrial Relations. The first adjustment shall use the December 1971 index as the base. Payments per uncommitted case shall in any event not exceed the average annual per capita cost of maintaining wards in Youth Authority institutions.

PER CAPITA SUBSIDY IN RELATION TO PERCENTAGE DECREASE
BASE COMMITMENT RATES/100,000
(Adult and Juvenile)

Percent of decrease from base rate	40-49 100,000	50-59 100,000	60-69 100,000	70-79 100,000	80-89 100,000	90-100 100,000
0 percent-----	--	--	--	--	--	--
1 percent-----	\$2,285	\$2,180	\$2,135	\$2,105	\$2,085	\$2,080
2 percent-----	2,570	2,360	2,265	2,210	2,175	2,160
3 percent-----	2,855	2,545	2,400	2,315	2,260	2,240
4 percent-----	3,145	2,725	2,535	2,420	2,350	2,320
5 percent-----	3,430	2,910	2,665	2,525	2,435	2,400
6 percent-----	3,715	3,090	2,800	2,630	2,520	2,480
7 percent-----	4,000	3,275	2,935	2,735	2,610	2,560
8 percent-----	4,000	3,455	3,065	2,840	2,695	2,640
9 percent-----	4,000	3,635	3,200	2,945	2,785	2,720
10 percent-----	4,000	3,820	3,335	3,055	2,870	2,800
11 percent-----	4,000	4,000	3,465	3,160	2,955	2,880
12 percent-----	4,000	4,000	3,600	3,265	3,045	2,960
13 percent-----	4,000	4,000	3,735	3,370	3,130	3,040
14 percent-----	4,000	4,000	3,865	3,475	3,215	3,120
15 percent-----	4,000	4,000	4,000	3,580	3,305	3,200
16 percent-----	4,000	4,000	4,000	3,685	3,390	3,280
17 percent-----	4,000	4,000	4,000	3,790	3,480	3,360
18 percent-----	4,000	4,000	4,000	3,895	3,565	3,440
19 percent-----	4,000	4,000	4,000	4,000	3,650	3,520
20 percent-----	4,000	4,000	4,000	4,000	3,740	3,600
21 percent-----	4,000	4,000	4,000	4,000	3,825	3,680
22 percent-----	4,000	4,000	4,000	4,000	3,915	3,760
23 percent-----	4,000	4,000	4,000	4,000	4,000	3,840
24 percent-----	4,000	4,000	4,000	4,000	4,000	3,920
25 percent-----	4,000	4,000	4,000	4,000	4,000	4,000
Over 25 percent	4,000	4,000	4,000	4,000	4,000	4,000

(e) The state will reimburse the county upon presentation of a valid claim based on actual performance in reducing the commitment rate from its base rate. Whenever a claim made by a county, pursuant to this article, covering a prior fiscal year, is found to be in error, adjustment may be made on a current claim without the necessity of applying the adjustment to the allocation for the prior year.

(f) If the amount received by a county in reimbursement of its expenditures in a fiscal year is less than the maximum amount computed under subdivision (d), the difference may be used in the next two succeeding fiscal years and may be paid to the county in quarterly installments during such fiscal years upon preparation of valid claims for reimbursement of its quarterly expenses.

(g) In the event a participating county earns less than the sum paid in the previous year because of extremely unusual circumstances claimed by the county and verified by the Director of the Youth Authority with the approval of the Director of Finance, the Director of the Youth Authority may pay to the county a sum equal to the prior year's payment, provided, however, that in subsequent years the county will be paid only the amount earned.

(h) Funds obtained under this article shall not be used to support existing programs or develop or expand new programs in juvenile homes, ranches, or camps established under Article 15 (commencing with Section 880) of Chapter 2 of Part 1 of Division 2 of this code, except that funds obtained under this article may be used by a county that has not established a juvenile home, ranch or camp to pay for its juvenile home, ranch or camp placements in other counties.

(i) Counties where the average number of commitments in the base period as established by subdivision (b) is less than 30 may elect either to comply with the procedure set out above or, as an alternative, to receive from the state 90 percent of the salary of one full-time additional probation officer or, in the event there are fewer than 20 persons placed on probation annually otherwise eligible for commitment to state institutions, the county would be entitled to 90 percent of the salary of a half-time officer. In the event a county chooses the alternative proposal, it will be eligible for reimbursement only so long as the officer devotes all of his time in the performance of probation services to supervision of persons eligible for state commitment and persons participating in special supervision programs and (1) if its base rate is below the state average, it does not on an annual basis exceed the base state rate, or (2) if its base rate is above the state average, it does not in the year exceed by 5 percent its own base rate.

(j) As a supplement to earnings received by counties pursuant to subdivision (d), a sum of two million dollars (\$2,000,000) is hereby appropriated for the 1972-1973 fiscal year. This sum shall be distributed by the Director of the Youth Authority through the allocation to each participating county of an amount not to exceed 10 percent of the counties' earnings generated in the 1971-1972 fiscal year. This special allocation may be used, notwithstanding the provisions of Section 1821 or any other section of this article, for the diagnosis, control, or treatment of offenders or alleged offenders by local law enforcement agencies in the county, subject to standards, rules, and regulations established by the Director of the Youth Authority.

In addition, one hundred fifty thousand dollars (\$150,000) is hereby appropriated for the 1972-1973 fiscal year to reimburse each participating county for carrying out program evaluation studies specified by the Director of the Youth Authority. Each county participating in these studies shall be required to enter into a contractual agreement with the state. Such agreement shall specify the maximum amount each county shall be reimbursed.

No county shall share in any additional funds appropriated by this subdivision unless it enters into an agreement with the state to provide such evaluation or is granted an exemption by the Youth Authority. The provisions of this subdivision shall be terminated on June 30, 1974.

(k) A review of this article shall be made by the Director of the Youth Authority and a report made to the 1974 Legislature by the fifth day of the 1974 Regular Legislative Session.

(Amended by Stats. 1968, Ch. 11; amended by Stats. 1969, Ch. 1415; Stats. 1971, Chs. 829 and 830; and amended by Stats. 1972, Ch. 886 and Ch. 1004.)

1826. REPORT TO LEGISLATURE. The Department of the Youth Authority shall make periodic reports to the Legislature on the experiences and the results under the provisions of this article.

(Amended by Stats. 1969, Ch. 1415.)

PROBATION SUBSIDY PROGRAM FOR 31 COUNTIES

Participating Counties

APPENDIX B

(Actual Costs for 1966-67 Fiscal Year)

County	Estimated Population 7-1-66	County Base Commitment Rate	Expected 1966-67 Commitments	Actual 1966-67 Commitments	Difference Expected/Actual	Actual 1966-67 Commitment Rate	Percent Reduction in Rate	Subsidy
Alameda	1,047,500	64.5	676	440	-236	42.0	34.9	\$ 944,000
Contra Costa	531,000	53.0	281	137	-144	25.8	51.3	576,000
Del Norte	18,100	117.8	21	9	-12	49.7	57.8	48,000
El Dorado	45,500	70.9	32	7	-25	15.4	78.3	100,000
Fresno	415,600	70.6	293	209	-84	50.3	28.8	336,000
Humboldt	106,000	56.1	59	52	-7	49.1	12.5	28,000
Kern	334,300	100.8	337	199	-138	59.5	41.0	552,000
Los Angeles	6,957,200	63.5	4,418	4,369	-49	62.8	1.1	104,615
Madera	44,700	102.1	46	21	-25	47.0	54.0	100,000
Marin	196,900	21.8	43	21	-22	10.7	50.9	88,000
Mariposa	6,200	101.1	6	3	-3	48.4	52.1	12,000
Mendocino	51,200	59.2	30	17	-13	33.2	43.9	52,000
Napa	76,600	46.3	35	24	-11	31.3	32.4	44,000
Nevada	25,300	101.5	26	5	-21	19.8	80.5	84,000
Placer*	75,100	25.3	19	21	+2	28.0	-	*
Sacramento	624,300	62.0	387	437	+50	70.0	-	-
San Benito*	17,500	63.7	11	6	-5	34.3	46.2	*
San Bernardino	657,400	70.3	462	382	-80	58.1	17.4	303,200
San Joaquin	278,800	93.7	261	168	-93	60.3	35.6	372,000
San Luis Obispo	103,000	50.8	52	7	-45	6.8	86.6	180,000
San Mateo	540,400	31.1	168	127	-41	23.5	24.4	164,000
Santa Barbara	247,400	59.5	147	96	-51	38.8	34.8	204,000
Santa Clara	927,300	38.2	354	212	-142	22.9	40.1	568,000
Shasta	77,400	58.2	45	39	-6	50.4	13.4	24,000
Solano	164,800	49.9	82	52	-30	31.6	36.7	120,000
Sonoma	183,600	47.0	86	62	-24	33.8	28.1	96,000
Tehama	28,300	102.5	29	13	-16	45.9	55.2	64,000
Tulare	191,300	65.0	124	60	-64	31.4	51.7	256,000
Tuolumne	19,500	67.2	13	14	+1	71.8	-	-
Ventura	318,000	48.8	155	126	-29	39.6	18.9	116,000
Yolo	80,900	73.1	59	24	-35	29.7	59.4	140,000
Total	14,391,100	60.9	8,757	7,359	-1,398	51.1	16.1	\$5,675,815

*Eligible for 90 percent of salary of one full-time probation officer.

PROBATION SUBSIDY PROGRAM FOR 36 COUNTIES

Participating Counties

APPENDIX C

Actual Costs for 1967-68 Fiscal Year

County	Estimated Population 7-1-67	County Base Commitment Rate	Expected 1967-68 Commitments	Actual 1967-68 Commitments	Difference Expected/Actual	Actual 1967-68 Commitment Rate	Percent Reduction in Rate	Subsidy
Alameda	1,065,500	64.5	687	372	-315	34.9	45.9	\$1,260,000
Colusa	12,700	85.6	11	7	-4	55.1	35.6	16,000
Contra Costa	545,100	53.0	289	127	-162	23.3	56.0	648,000
Del Norte	18,000	117.8	21	11	-10	61.1	48.1	40,000
El Dorado	45,500	70.9	32	6	-26	13.2	81.4	104,000
Fresno	420,700	70.6	297	238	-59	56.6	19.8	236,000
Humboldt	105,900	56.1	59	27	-32	25.5	54.5	128,000
Inyo	14,900	119.3	18	4	-14	26.8	77.5	56,000
Kern	339,900	100.8	343	167	-176	49.1	51.3	704,000
Kings	68,400	85.2	58	17	-41	24.9	70.8	164,000
Los Angeles	7,032,400	63.5	4,466	3,841	-625	54.6	14.0	2,415,625
Madera	45,200	102.1	46	13	-33	28.8	71.8	132,000
Marin	201,200	21.8	44	18	-26	8.9	59.2	104,000
Mariposa	6,200	101.1	6	3	-3	48.4	52.1	12,000
Mendocino	52,000	59.2	31	18	-13	34.6	41.6	52,000
Monterey	246,100	53.8	132	70	-62	28.4	47.2	248,000
Napa	77,600	46.3	36	24	-12	30.9	33.3	48,000
Nevada	25,600	101.5	26	12	-14	46.9	53.8	56,000
Placer*	75,100	25.3	19	26	+7	34.6	-	*
Sacramento	631,700	62.0	392	451	+59	71.4	-	-
San Benito*	17,900	63.7	11	6	-5	33.5	47.4	*
San Bernardino	667,700	70.3	469	371	-98	55.6	20.9	392,000
San Francisco	747,500	67.9	508	408	-100	54.6	19.6	400,000
San Joaquin	284,400	93.7	266	136	-130	47.8	49.0	520,000
San Luis Obispo	104,300	50.8	53	11	-42	10.5	79.3	168,000
San Mateo	555,400	31.1	173	137	-36	24.7	20.6	144,000
Santa Barbara	249,800	59.5	149	95	-54	38.0	36.1	216,000
Santa Clara	966,800	38.2	369	256	-113	26.5	30.6	452,000
Shasta	78,400	58.2	46	31	-15	39.5	32.1	60,000
Solano	169,200	49.9	84	40	-44	23.6	52.7	176,000
Sonoma	187,500	47.0	88	42	-46	22.4	52.3	184,000
Tehama	28,500	102.5	29	10	-19	35.1	65.8	76,000
Tulare	192,800	65.0	125	62	-63	32.2	50.5	252,000
Tuolumne	21,600	67.2	15	4	-11	18.5	72.5	44,000
Ventura	330,800	48.8	161	113	-48	34.2	29.9	192,000
Yolo	83,900	73.1	61	30	-31	35.8	51.0	124,000
Total	15,716,200	61.2	9,620	7,204	-2,416	45.8	25.2	\$9,823,625

*Eligible for 90 percent of salary of one full-time probation officer.

PROBATION SUBSIDY PROGRAM FOR 41 COUNTIES

Participating Counties

APPENDIX D

(Actual Costs for 1968-69 Fiscal Year)

County	Estimated Population 7-1-68	County Base Commitment Rate	Expected 1968-69 Commitments	Actual 1968-69 Commitments	Difference Expected/Actual	Actual 1968-69 Commitment Rate	Percent Reduction in Rate	Subsidy
Alameda	1,069,900	64.5	690	380	-310	35.5	45.0	\$ 1,240,000
Colusa	12,200	85.6	10	4	-6	32.8	61.7	24,000
Contra Costa	550,800	53.0	292	171	-121	31.0	41.5	484,000
Del Norte	16,700	117.8	20	11	-9	65.9	44.1	36,000
El Dorado	45,400	70.9	32	5	-27	11.0	84.5	108,000
Fresno	417,300	70.6	295	228	-67	54.6	22.7	268,000
Humboldt	101,500	56.1	57	32	-25	31.5	43.9	100,000
Inyo	14,500	119.3	17	8	-9	55.2	53.7	36,000
Kern	340,700	100.8	343	205	-138	60.2	40.3	552,000
Kings	66,200	85.2	56	36	-20	54.4	36.2	80,000
Los Angeles	7,101,400	63.5	4,509	3,243	-1,266	45.7	28.0	5,064,000
Madera	43,400	102.1	44	15	-29	34.6	66.1	116,000
Marin	207,400	21.8	45	23	-22	11.1	49.1	88,000
Mariposa	5,900	101.1	6	2	-4	33.9	66.5	16,000
Mendocino	51,900	59.2	31	20	-11	38.5	35.0	44,000
Monterey	246,400	53.8	133	57	-76	23.1	57.1	304,000
Napa	80,200	46.3	37	26	-11	32.4	30.0	44,000
Nevada	25,200	101.5	26	12	-14	47.6	53.1	56,000
Orange	1,317,800	48.9	644	435	-209	33.0	32.5	836,000
Placer	74,800	25.3	19	28	+9	37.4	-	*
Sacramento	631,100	62.0	391	509	+118	80.7	-	-
San Benito	18,100	63.7	12	4	-8	22.1	65.3	32,000
San Bernardino	683,000	70.3	481	370	-111	54.1	23.0	444,000
San Diego	1,297,200	62.6	812	706	-106	54.4	13.1	395,910
San Francisco	748,700	67.9	508	355	-153	47.4	30.2	612,000
San Joaquin	288,100	93.7	270	129	-141	44.8	52.2	564,000
San Luis Obispo	105,400	50.8	54	13	-41	12.3	75.8	164,000
San Mateo	553,700	31.1	172	161	-11	29.1	6.4	44,000
Santa Barbara	254,900	59.5	152	103	-49	40.4	32.1	196,000
Santa Clara	1,011,900	38.2	387	259	-128	25.6	33.0	512,000
Santa Cruz	115,200	69.2	80	48	-32	41.7	39.7	128,000
Shasta	79,200	58.2	46	34	-12	42.9	26.3	48,000
Solano	172,600	49.9	86	61	-25	35.3	29.3	100,000
Sonoma	194,600	47.0	91	45	-46	23.1	50.9	184,000
Sutter	40,900	57.1	23	11	-12	26.9	52.9	48,000
Tehama	29,100	102.5	30	9	-21	30.9	69.9	84,000
Tulare	192,400	65.0	125	60	-65	31.2	52.0	260,000
Tuolumne	20,400	67.2	14	7	-7	34.3	49.0	28,000
Ventura	350,100	48.8	171	119	-52	34.0	30.3	208,000
Yolo	84,400	73.1	62	23	-39	27.3	62.7	156,000
Yuba	47,700	75.0	36	23	-13	48.2	35.7	52,000
Total	18,709,200	60.4	11,309	7,990	-3,319	42.7	29.3	\$13,755,910

*Eligible for 90 percent of salary of one full-time probation officer.

PROBATION SUBSIDY PROGRAM FOR 46 COUNTIES

Participating Counties
(Actual Earnings for 1969-70 Fiscal Year)

APPENDIX E

County	Estimated Population 7-1-69	County Base Commitment Rate	Expected 1969-70 Commitments	Actual 1969-70 Commitments	Difference Expected/Projected	Actual 1969-70 Commitment Rate	Percent Reduction in Rate	Subsidy Earnings
Alameda	1,051,100	64.5	678	422	-256	40.1	37.8	1,024,000
Calaveras	13,700	40.5	6	13	+7	94.9	-	-
Colusa	12,100	85.6	10	3	-7	24.8	71.0	28,000
Contra Costa	560,900	53.0	297	239	-58	42.6	19.6	232,000
Del Norte	16,600	117.8	20	5	-15	30.1	74.4	60,000
El Dorado	45,600	70.9	32	7	-25	15.4	78.3	100,000
Fresno	417,500	70.6	295	206	-89	49.3	30.2	356,000
Humboldt	101,000	56.1	57	40	-17	39.6	29.4	68,000
Inyo	15,700	119.3	19	6	-13	38.2	68.0	52,000
Kern	340,000	100.8	343	254	-89	74.7	25.9	356,000
Kings	70,200	85.2	60	43	-17	61.3	28.1	68,000
Lassen	18,400	62.2	11	3	-8	16.3	73.8	**
Los Angeles	7,000,800	63.5	4,446	3,150	-1,296	45.0	29.1	5,184,000
Madera	44,900	102.1	46	21	-25	46.8	54.2	100,000
Marin	203,600	21.8	44	40	-4	19.6	10.1	16,000
Mariposa	6,100	101.1	6	2	-4	32.8	67.6	16,000
Mendocino	53,500	59.2	32	16	-16	29.9	49.5	64,000
Merced	107,600	71.7	77	48	-29	44.6	37.8	116,000
Monterey	244,900	53.8	132	90	-42	36.7	31.8	168,000
Napa	80,800	46.3	37	21	-16	26.0	43.8	64,000
Nevada	26,500	101.5	27	13	-14	49.1	51.6	56,000
Orange	1,378,300	48.9	674	411	-263	29.8	39.1	1,052,000
Placer	80,300	25.3	20	22	+2	27.4	-	*
Riverside	442,500	74.4	329	181	-148	40.9	45.0	592,000
Sacramento	632,600	62.0	392	331	-61	52.3	15.6	244,000
San Benito	18,800	63.7	12	2	-10	10.6	83.4	40,000
San Bernardino	687,500	70.3	483	413	-70	60.1	14.5	246,960
San Diego	1,366,500	62.6	855	571	-284	41.8	33.2	1,136,000
San Francisco	706,900	67.9	480	451	-29	63.8	6.0	81,200
San Joaquin	293,900	93.7	275	143	-132	48.7	48.0	528,000
San Luis Obispo	96,800	50.8	49	13	-36	13.4	73.6	144,000
San Mateo	550,400	31.1	171	162	-9	29.4	5.5	36,000
Santa Barbara	260,900	59.5	155	106	-49	40.6	31.7	196,000
Santa Clara	1,032,600	38.2	394	307	-87	29.7	22.3	348,000
Santa Cruz	120,100	69.2	83	92	+9	76.6	-	-
Shasta	81,300	58.2	47	39	-8	48.0	17.5	32,000
Solano	174,800	49.9	87	69	-18	39.5	20.8	72,000
Sonoma	204,100	47.0	96	37	-59	18.1	61.5	236,000
Stanislaus	199,000	116.2	231	153	-78	76.9	33.8	312,000
Sutter	42,400	57.1	24	14	-10	33.0	42.2	40,000
Tehama	29,800	102.5	31	10	-21	33.6	67.2	84,000
Tulare	194,000	65.0	126	70	-56	36.1	44.5	224,000
Tuolumne	21,000	67.2	14	8	-6	38.1	43.3	24,000
Ventura	369,100	48.8	180	119	-61	32.2	34.0	244,000
Yolo	86,700	73.1	63	34	-29	39.2	46.4	116,000
Yuba	47,700	75.0	36	25	-11	52.4	30.1	44,000
Total	19,549,500	61.3	11,982	8,425	-3,557	43.1	29.7	\$14,200,160

*Eligible for 90 percent of salary of one full-time probation officer.

**Eligible for 90 percent of salary of one half-time probation officer.

PROBATION SUBSIDY PROGRAM FOR 44 COUNTIES

Participating Counties

APPENDIX F

(Actual Costs for 1970-71 Fiscal Year)

County	Estimated Population 7-1-70	County Base Commitment Rate	Expected 1970-71 Commitments	Actual 1970-71 Commitments	Difference Expected/Actual	Actual 1970-71 Commitment Rate	Percent Reduction in Rate	Subsidy
Alameda	1,064,600	64.5	687	385	-302	36.2	-43.9	\$ 1,208,000
Amador	11,900	43.6	5	9	+4	75.6	-	-
Calaveras	12,700	40.5	5	8	+3	63.0	-	-
Colusa	11,900	85.6	10	6	-4	50.4	-41.1	16,000
Contra Costa	555,900	53.0	295	230	-65	41.4	-21.9	260,000
Del Norte	14,400	117.8	17	10	-7	69.4	-41.0	28,000
El Dorado	42,000	70.9	30	12	-18	28.6	-59.7	72,000
Fresno	407,700	70.6	288	188	-100	46.1	-34.7	400,000
Humboldt	98,200	56.1	55	44	-11	44.8	-20.1	44,000
Inyo	15,400	119.3	18	7	-11	45.5	-61.9	44,000
Kern	325,400	100.8	328	194	-134	59.6	-40.9	536,000
Kings	64,600	85.2	53	39	-16	60.4	-29.1	64,000
Lassen	16,400	62.2	10	-	-10	0.0	-100.0	40,000
Los Angeles	6,996,000	63.5	4,444	2,478	-1,966	35.4	-44.3	7,864,000
Madera	40,800	102.1	42	13	-29	31.9	-68.8	116,000
Mariposa	6,000	101.1	6	-	-6	0.0	-100.0	24,000
Mendocino	51,000	59.2	30	16	-14	31.4	-47.0	56,000
Merced	105,300	71.7	76	25	-51	23.7	-66.9	204,000
Monterey	247,100	53.8	133	81	-52	32.8	-39.1	208,000
Napa	77,500	46.3	36	27	-9	34.8	-24.8	36,000
Nevada	26,100	101.5	26	8	-18	30.7	-69.8	72,000
Orange	1,420,000	48.9	694	438	-256	30.8	-37.0	1,024,000
Placer	76,800	25.3	19	36	+17	46.9	-	*
Riverside	452,200	74.4	336	161	-175	35.6	-52.1	700,000
Sacramento	638,700	62.0	396	295	-101	46.2	-25.5	404,000
San Benito	18,100	63.7	12	7	-5	38.7	-39.3	20,000
San Bernardino	674,200	70.3	474	311	-163	46.1	-34.4	652,000
San Diego	1,354,100	62.6	848	490	-358	36.2	-42.2	1,432,000
San Francisco	703,700	67.9	473	414	-64	58.8	-13.4	242,368
San Joaquin	284,700	93.7	267	126	-141	44.3	-52.8	564,000
San Luis Obispo	105,800	50.8	54	37	-17	35.0	-31.2	68,000
Santa Barbara	261,200	59.5	155	126	-29	48.2	-18.9	116,000
Santa Clara	1,065,500	38.2	407	425	+18	39.9	-	-
Shasta	77,500	58.2	45	48	+3	61.9	-	-
Solano	166,600	49.9	83	53	-30	31.8	-36.3	120,000
Sonoma	200,200	47.0	94	24	-70	12.0	-74.5	280,000
Stanislaus	192,500	116.2	224	154	-70	80.0	-31.2	280,000
Sutter	42,000	57.1	24	8	-16	19.0	-66.6	64,000
Tehama	28,700	102.5	29	14	-15	48.8	-52.4	60,000
Tulare	186,100	65.0	121	56	-65	30.1	-53.7	260,000
Tuolumne	21,600	67.2	15	13	-2	60.2	-10.4	6,774
Ventura	377,400	48.8	184	93	-91	24.6	-49.5	364,000
Yolo	90,300	73.1	66	39	-27	43.2	-40.9	108,000
Yuba	43,800	75.0	33	11	-22	25.1	-66.5	88,000
Total	18,674,600	62.4	11,654	7,159	-4,495	38.3	-38.6	\$18,145,142

*Eligible for 90 percent of salary of one full-time probation officer.

PROBATION SUBSIDY PROGRAM FOR 47 COUNTIES
Participating Counties
(Actual Costs for 1971-72 Fiscal Year)

APPENDIX G

County	Estimated Population 7-1-71	County Base Commit- ment Rate	Expected 1971-72 Commit- ments	Actual 1971-72 Commitments	Difference Expected/ Actual	Actual 1971-72 Commitment Rate	Percent Reduc- tion in Rate	Subsidy
Alameda	1,080,700	64.5	697	471	-226	43.6	-32.4	\$ 904,000
Amador	12,500	43.6	5	9	+4	72.0	-	-
Calaveras	14,200	40.5	6	12	+6	84.5	-	-
Colusa	12,400	85.6	11	5	-6	40.3	-52.9	24,000
Contra Costa	570,900	53.0	303	219	-84	38.4	-27.6	336,000
Del Norte	14,900	117.8	18	8	-10	53.7	-54.4	40,000
El Dorado	46,100	70.9	33	9	-24	19.5	-72.5	96,000
Fresno	421,500	70.6	298	164	-134	38.9	-44.9	536,000
Humboldt	100,300	56.1	56	32	-24	31.9	-43.1	96,000
Inyo	16,000	119.3	19	9	-10	56.3	-52.8	40,000
Kern	335,600	100.8	338	111	-227	33.1	-67.2	908,000
Kings	65,000	85.2	55	40	-15	61.5	-27.8	60,000
Lassen	17,200	62.2	11	2	-9	11.6	-81.3	36,000
Los Angeles	7,024,600	63.5	4,461	2,089	-2,372	29.7	-53.2	9,488,000
Madera	43,000	102.1	44	21	-23	48.8	-52.2	92,000
Marin	207,200	21.8	45	23	-22	11.1	-49.1	22,000*
Mariposa	6,700	101.1	7	-	-7	0.0	-100.0	28,000
Mendocino	51,700	59.2	31	19	-12	36.8	-37.9	48,000
Merced	107,400	71.7	77	38	-39	35.4	-50.7	156,000
Monterey	251,400	53.8	105	51	-84	20.3	-62.3	336,000
Napa	81,500	46.3	38	26	-12	31.9	-31.1	48,000
Nevada	27,900	101.5	28	6	-22	21.5	-78.8	88,000
Orange	1,498,000	48.9	733	320	-413	21.4	-56.3	1,652,000
Placer	80,000	25.3	20	40	+20	50.0	-	**
Plumas	12,200	73.2	9	-	-9	0.0	-100.0	36,000
Riverside	472,200	74.4	351	163	-188	34.5	-53.6	752,000
Sacramento	649,000	62.0	402	246	-156	37.9	-38.9	624,000
San Benito	18,600	63.7	12	6	-6	32.3	-49.4	24,000
San Bernardino	696,600	70.3	490	362	-128	52.0	-26.0	512,000
San Diego	1,394,700	62.6	873	488	-385	35.0	-44.1	1,540,000
San Francisco	703,300	67.9	478	430	-48	61.1	-10.0	160,080
San Joaquin	297,700	93.7	279	118	-161	39.6	-57.7	644,000
San Luis Obispo	107,500	50.8	55	28	-27	26.0	-48.7	108,000
San Mateo	556,800	31.1	173	163	-10	29.3	-5.9	40,000
Santa Barbara	267,800	59.5	159	105	-54	39.2	-34.1	216,000
Santa Clara	1,101,000	38.2	421	537	+116	48.8	-	-
Shasta	79,500	58.2	46	27	-19	34.0	-41.6	76,000
Solano	177,100	49.9	88	75	-13	42.3	-15.1	52,000
Sonoma	213,100	47.0	100	33	-67	15.5	-67.1	268,000
Stanislaus	201,600	116.2	234	111	-123	55.1	-52.6	492,000
Sutter	42,800	57.1	24	12	-12	28.0	-50.9	48,000
Tehama	30,500	102.5	31	15	-16	49.2	-52.0	64,000
Tulare	194,100	65.0	126	60	-66	30.9	-52.4	264,000
Tuolumne	23,400	67.2	16	7	-9	29.9	-55.5	36,000
Ventura	395,100	48.8	193	100	-93	25.3	-48.1	372,000
Yolo	93,800	73.1	69	31	-38	33.0	-54.9	152,000
Yuba	45,700	75.0	34	25	-9	54.7	-27.1	36,000
Total	19,860,800	61.1	12,132	6,866	-5,266	34.6	-43.4	\$21,550,080

*Subsidy earnings for Marin County pro-rated at $\frac{1}{4}$ of actual earnings as Marin only participated in the program during the last quarter of fiscal year. Actual earnings would have been \$88,000 for the entire fiscal year.
**Eligible for 90 percent of salary of one full-time probation officer.

PROBATION SUBSIDY PROGRAM FOR 47 COUNTIES
 Participating Counties
 (Actual Costs for 1972-73 Fiscal Year)

APPENDIX H

County	Estimated Population 7-1-72	County Base Commitment Rate	Expected 1972-73 Commitments	Actual 1972-73 Commitments	Difference Expected/Actual	Actual 1972-73 Commitment Rate	Percent Reduction in Rate	Subsidy
Alameda	1,095,800	64.5	707	452	-255	41.2	-36.0	\$1,020,000
Amador	13,000	43.6	6	4	-2	30.8	-29.4	**
Calaveras	14,400	40.5	6	3	-3	20.8	-48.6	**
Colusa	12,300	85.6	11	2	-9	16.3	-81.0	36,000
Contra Costa	583,400	53.0	309	147	-162	25.2	-52.5	648,000
Del Norte	15,500	100.0	16	5	-11	32.3	-67.7	44,000
El Dorado	49,300	70.9	35	6	-29	12.2	-82.8	116,000
Fresno	429,500	70.6	303	172	-131	40.0	-43.3	524,000
Humboldt	99,800	56.1	56	29	-27	29.1	-48.2	108,000
Inyo	16,300	100.0	16	5	-11	30.7	-69.3	44,000
Kern	341,900	100.0	342	165	-177	48.3	-51.7	708,000
Kings	68,200	85.2	58	44	-14	64.5	-24.3	56,000
Lassen	17,200	62.2	11	2	-9	11.6	-81.3	36,000
Los Angeles	6,966,900	63.5	4,424	2,350	-2,074	33.7	-46.9	8,296,000
Madera	43,900	100.0	44	27	-17	61.5	-38.5	68,000
Marin	208,500	40.0	83	28	-55	13.4	-66.4	220,000
Mariposa	7,100	100.0	7	3	-4	42.3	-57.7	16,000
Mendocino	52,500	59.2	31	21	-10	40.0	-32.4	40,000
Merced	111,100	71.7	80	31	-49	27.9	-61.1	196,000
Monterey	254,600	53.8	137	67	-70	26.3	-51.1	280,000
Napa	84,400	46.3	39	20	-19	23.7	-48.8	76,000
Nevada	21,000	100.0	29	10	-19	34.5	-65.5	76,000
Orange	1,565,200	48.9	765	248	-517	15.8	-67.6	2,068,000
Placer	83,500	40.0	33	45	+12	53.9	-	*
Plumas	12,700	73.2	9	1	-8	7.9	-89.2	32,000
Riverside	485,700	74.4	361	127	-234	26.1	-64.9	936,000
Sacramento	668,100	62.0	414	278	-136	41.6	-32.9	544,000
San Benito	19,600	63.7	12	7	-5	35.7	-43.9	20,000
San Bernardino	699,700	70.3	492	338	-154	48.3	-31.3	616,000
San Diego	1,448,300	62.6	907	399	-508	27.5	-56.0	2,032,000
San Francisco	685,600	67.9	466	451	-15	65.8	-3.1	36,210
San Joaquin	299,900	93.7	281	111	-170	37.0	-60.5	680,000
San Luis Obispo	110,100	50.8	56	20	-36	18.2	-64.2	144,000
San Mateo	560,400	40.0	224	128	-96	22.8	-42.9	384,000
Santa Barbara	269,600	59.5	160	69	-91	25.6	-57.0	364,000
Santa Clara	1,140,800	40.0	456	523	+67	45.8	-	-
Shasta	81,800	58.2	48	39	-9	47.7	-18.1	36,000
Solano	182,400	49.9	91	55	-36	30.2	-39.6	144,000
Sonoma	219,800	47.0	103	45	-58	20.5	-56.4	232,000
Stanislaus	207,300	100.0	207	129	-78	62.2	-37.8	312,000
Sutter	44,200	57.1	25	21	-4	47.5	-16.8	16,000
Tehama	31,200	100.0	31	12	-19	38.5	-61.5	76,000
Tulare	198,700	65.0	129	62	-67	31.2	-52.0	268,000
Tuolumne	23,800	67.2	16	4	-12	16.8	-75.0	48,000
Ventura	410,900	48.8	201	121	-80	29.4	-39.7	320,000
Yolo	96,100	73.1	70	43	-27	44.7	-38.8	108,000
Yuba	46,000	75.0	35	24	-11	52.2	-30.4	44,000
Total	20,106,000	61.4	12,342	6,893	-5,449	34.3	-44.1	\$22,068,210

*Eligible for 90 percent of salary of one full-time probation officer.

**Eligible for 90 percent of salary of one half-time probation officer.

APPENDIX I

A DESCRIPTION OF THE PROBATION SUBSIDY STUDY FUNDED UNDER
SECTION 1825(j) OF THE WELFARE AND INSTITUTIONS CODE

Background

Realizing the need for a more thorough assessment of the Subsidy program than has been available in the past, the California Legislature enacted Section 1825(j) of the Welfare and Institutions Code, one of the provisions of which made available \$150,000 to conduct evaluation studies of the effectiveness of this innovative program. On March 7, 1973, these funds became available to reimburse counties for participating in program evaluation studies specified by the Director of the Youth Authority. Unless granted an exemption, each county participating in the Subsidy program was required to enter into a contractual agreement with the state to provide such evaluation in order to qualify for their share of a special \$2,000,000 supplemental earnings allocation also made available through this legislation.

Rather than encourage each of the 47 Subsidy counties to undertake separate evaluations of their Subsidy programs which would result in an uncoordinated, potpourri of data, it was decided that a single evaluation project using uniform measures and techniques carried out over a sample of representative counties would best fulfill the intent of the legislation. Therefore, the California Youth Authority developed and proposed a plan in which 15 representative Subsidy counties would subcontract with the CYA to perform the evaluation. The counties to be involved were contacted and agreed to this plan. The Youth Authority accepted the responsibility for conducting the overall assessment of the Subsidy program in these counties under this plan. The 32 remaining Subsidy counties were permitted waivers from participating in the study. The 15 counties selected to participate represent approximately 75 percent of the overall statewide population.

Study Population

In an effort to complete the assessment of the Probation Subsidy program for inclusion in the review of the program for the Legislature by January, 1974, it was decided to choose a cohort of cases that came into the Subsidy program in 1971. The reason for this decision was to allow a sufficient period of time to elapse in order to compare the outcome (success or failure) of cases participating in a Subsidy or conventional supervision program. It was found that the 15 selected study counties represented 87 percent of the statewide adult cases entering the Subsidy program in 1971 and 74 percent of the entering juvenile cases. It was also decided to conduct separate assessments of the juvenile and the adult programs, since these populations exhibit unique differences.

For the study of the juvenile Subsidy program, it was decided to select male, Section 602 Welfare and Institutions Code cases adjudicated and assigned to Subsidy supervision in 1971. For the purposes of comparison, two additional study groups were chosen: (1) a group of male, Section 602 cases adjudicated and assigned to conventional regular probation in 1971; and (2) a group of male, Section 602 juvenile court commitments to the CYA placed on parole in 1971.

To evaluate the adult programs, the four following comparison cohort groups were selected: (1) adult male criminal court cases assigned to Subsidy supervision in 1971; (2) adult male criminal court cases assigned to conventional probation supervision in 1971; (3) a group of male California Department of Corrections (CDC) cases paroled in 1971; and (4) a group of male California Youth Authority (CYA) criminal court commitments paroled in 1971.

Thus far in the implementation of this evaluation, only data for the juvenile sample has been completed and returned by the counties to the Youth Authority for analysis. The total number of completed juvenile case forms was: (1) 865 Subsidy supervision cases; (2) 1,371 conventional probation cases; and (3) 225 CYA juvenile court parole cases. These samples represent approximately 46 percent of the eligible Subsidy population (as defined above) and 28 percent of the eligible CYA juvenile court parole population. Since the study design called for a matching of conventional supervision cases with the Subsidy cases, on the basis of seriousness of criminal background, about 500 additional cases were added to the conventional supervision sample to insure enough cases for future matching and resulted in a total of 1,371 cases. This was done to enhance the likelihood (through oversampling) of obtaining an adequate conventional probation comparison group.

Study Methodology

In the present evaluation of Probation Subsidy an attempt has been made to control for the fact that the individuals placed in intensive supervision probation programs (Subsidy) are generally "tougher" cases (i.e., have more extensive criminal careers) than those in regular probation and therefore have a greater likelihood of getting into trouble again. Consequently, comparisons between "Subsidy" and "regular" probation have not been carried out in the study solely by studying a sample of Subsidy cases in relation to a sample drawn from the overall conventional probation program. Rather, Subsidy probationers were matched as closely as possible with those in a conventional supervision program who had equally serious criminal backgrounds and therefore an equal likelihood of future violational behavior.

The procedure involved selecting a random sample of Subsidy cases, and then selecting matched samples of conventional probation supervision cases and CYA (juvenile court) parole cases which were similar with respect to offense type, age, and race. Further matching was also accomplished using background characteristics predictive of violational behavior which were collected from county case files. One of these measures combines numerous bits of information, all of which are indicative of the likelihood of future violations, into a single numerical score, referred to as a "base expectancy score." Again, all matching was undertaken so that any differences

found in actual subsequent offense rates could more reliably be attributed to the types of correctional programs to which the subjects had been exposed rather than to the client selection process of these programs.

Besides background characteristics related to violational behavior, the study plan called for the collection of two additional types of data on each case being studied: measures of the treatment process and outcome measures.

Treatment process data relates to the specific elements of the correctional programs to which the cases were exposed. Examples of this type of data are types of program experiences, amount of contact between the subject and his probation officer or parole agent, and special treatment techniques or services employed. The intent of the collection of this information was to assist in identifying and isolating any program elements which were responsible for successful correctional treatment. This information was extracted from probation and parole case files.

Outcome measures used in the study include data relating to the probation and parole performance of all cases studied. These measures are the criteria against which both the background measures and process measures were to be evaluated. Arrest and disposition data were collected in most cases for a uniform 12 month period of field supervision following each subject's assignment to his particular correctional program. The "study period" was adjusted to account for "non-arrest liable" periods such as detentions in jail or other 24 hour facilities. Also, the arrest-disposition records of subjects with less than 12 months of field supervision were weighted appropriately to correct for their reduced total arrest liability.

The actual arrest-disposition data is being provided by the Bureau of Criminal Statistics for adult subjects and from probation case files for juvenile subjects.

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