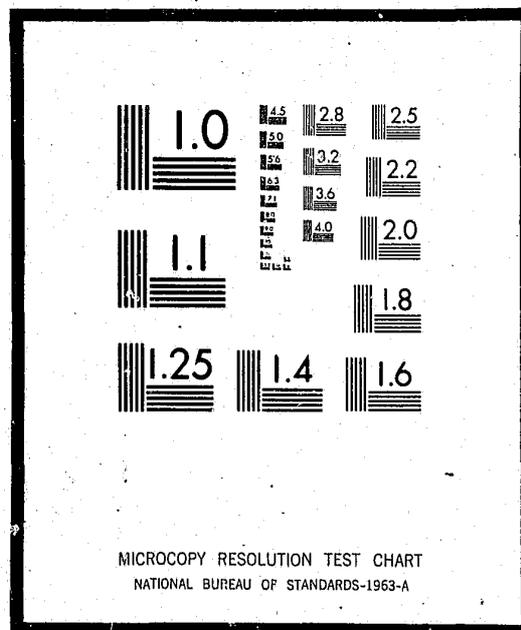


NCJRS

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U.S. Department of Justice.

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed

1/29/76

18754
49181

Preface

This report has been prepared as the result of information gathered earlier for Colonel Anthony L. Palumbo, member of the Governor's Select Committee on Law Enforcement Problems. In this sense the report might be viewed as a sequel to the earlier report published by the Bureau of Criminal Statistics under the title, "Subsidy, A Perspective."

The specific question raised by the Committee for the study was "Do correctional inmates have a higher or lower rate of arrest after institutional care than do subsidy probationers during close supervision?"

This earlier report compared the arrest proneness of non-subsidy with that of subsidy probationers. The comparisons made in this present report are concerned with arrest rate differences found to exist between various subsidy probation and state parole sample caseloads.

A considerable body of thought exists that comparisons between subsidy probation and parole caseloads are more relevant than those made between non-subsidy and subsidy probation caseloads. Perhaps this is so. However, as is pointed out in this study, there are existing program conditions which also limit the relevancy of comparisons made between subsidy probation and parole caseloads.

As was the case for the earlier study, no information is contained in this report concerning the arrest activity of juvenile court caseloads. Two known studies presently underway, which include juvenile court cases, should provide valuable insights for program planners when they are published.

TABLE OF CONTENTS

	Page
Preface	i
Highlights	v
Data Description	1
Discussion	7
Arrest Proneness - Subsidy Probation and Parole Caseloads	11

APPENDIX TABLE

Table		Page
I	Social Characteristics of Superior Court Subsidy Probation and California Youth Authority and Department of Corrections Sample Cases Removed from Probation or Prison, 1971	17

Highlights

1. Arrest rate data presented in this report show that the proportions of cases having at least one arrest were about the same whether related to a subsidy probation or a parole caseload.
2. Variations in arrest rates exist but are likely the result of variations in administrative control practices found among probation and parole agencies. For example, it was felt that arrest frequencies per case were limited by administrative control policies of state parole agencies; the likelihood of removal from the community following a first arrest was greater for parole than probation cases.
3. In terms of group traits, combined parole caseloads were similar to subsidy probation caseloads except for the group trait characteristic of prior criminal record. This exception was largely due to the manner in which prior record was defined and the influence of age variations within caseloads. As a rule it takes more time (greater age, plus a history of criminal activity) to acquire a serious criminal record.
4. When compared with the non-subsidy or conventional probationers studied in BCS Research Report No. 6, "Subsidy, A Perspective," the arrest rates per 100 months of supervision for subsidy probation (10.7), CYA (8.3) and CDC (7.2) sample caseloads were considerably higher than that found for the conventional probationers (4.9).

SECTION I

SUBSIDY PROBATION - CALIFORNIA YOUTH AUTHORITY -
CALIFORNIA DEPARTMENT OF CORRECTIONS

Data Description

Sample Development

The three samples selected for this study were developed from three populations of cases representing: (1) persons having had probation subsidy supervision experience at some time during their probation terms; (2) persons having had California Youth Authority parole supervision experience and (3) persons having had California Department of Corrections parole supervision experience.

At the time this study was requested by the Governor's Select Committee on Law Enforcement Problems, the subsidy probation sample of 122 cases had already been established for an earlier report, "Subsidy, A Perspective," published by BCS in February 1973. As will be explained later, this meant that the period of exposure to arrest for the subsidy probation cases was earlier by several months than was the case for the parole sample caseloads. The Governor's Committee, in the interest of gaining time, specified that BCS use the arrest experience of the 122 probation subsidy cases that had already been developed. Statistical descriptions of the three study samples are indicated in Table I below.

TABLE I

TOTAL AND SAMPLE SUPERIOR COURT COMMITMENT CASELOADS
OF SUBSIDY PROBATION AND CALIFORNIA YOUTH AUTHORITY
AND DEPARTMENT OF CORRECTIONS PAROLE CASES, 1971

Type program	Total population	Sample population		Caseload status	Study period
	Number	Number	Percent		
Subsidy probation	1,437 ^a	122	8.5	Removed from probation during 1971	May 1970-December 1971
Parole					
California Youth Authority	1,242	243	19.6	Assigned to parole during 1971	January 1971-August 1972
California Department of Corrections	6,832	321	4.7	Assigned to parole during 1971	January 1971-August 1972

^aSee Table II, BCS report, "Subsidy, A Perspective," for more detailed description of probation caseload from which the 122 cases were selected.

SECTION
I

Time constraints also required that this study be limited to approximately 700 sample cases. Because of the small sample size, chi-square tests for significant differences between the age, race and sex attributes of the CDC parole sample (321) and the total 1971 parole caseload (6,832) from which it was selected were made. The sample was found to be representative of the total caseload at the 5 percent level of confidence for these caseload attributes. It would have also been desirable to have tested the representativeness of the sample in terms of prior criminal records. This attribute, while available for the sample cases, was not obtainable from the total CDC parole caseload data provided.

Measure of Program Performance

The use of arrest data as an indicator of program response was made: (1) because arrests, rather than dispositions, are least influenced by local court intervention programs; (2) because arrest activity covers a much broader base of cases than is true for dispositions and (3) because arrest represents the sharpest indicator of crime control workload at the local level.^a It is recognized that arrest data used as an indicator of program outcome has limitations.

Sample Sources

The California Youth Authority parole samples were selected from 1971 caseload file records provided by that agency. Likewise, the California Department of Corrections sample was obtained from California Department of Corrections case files. Social characteristics and arrest information were then entered onto special data sheets by BCS staff to complete the data records. Following the completion of the CYA and CDC study decks (IBM cards), they were returned to these agencies for purposes of auditing and establishing actual parole return dates not known or unavailable on CII criminal history records. It was essential that all returns or revocation dates be known so that correct assessment of periods of exposure to arrest could be made. Likewise, time of exposure to arrest prior to actual date of removal from probation for the 122 subsidy probation cases was verified for the same reason.

Sample Selection Procedure

Because Los Angeles County regular probation caseload information was not available, Los Angeles County commitments (cases) were excluded from all samples. All samples were picked through random assignment based on the unit or last two digits of the CII number, depending on percent of cases selected.

Periods Covered

In order to obtain the most recent and complete data in criminal history files, a study cutoff point of August 1972 was established. This enabled the study to obtain an average of approximately ten months of exposure to arrest for all sample cases. Since it was assumed that cases are placed on

parole or on probation as well as removed from probation on a random basis, it was felt that an average time of exposure of ten months per case would result within a given time frame of 20 months. Thus the arrest experience data in this report covers equal numbers of months (20) of possible exposure to arrest and with one exception falls within the same specified dates. The exception is the arrest data collection period for the 122 subsidy probation cases under active supervision. In order to obtain arrest data for these cases while they were under supervision, it was necessary to work backward from point of probation removal in 1971 to a common date (May) in 1970. The CDC and CYA parole cases were studied from their respective dates of prison, parole or probation removal which, in every instance, occurred at varying times in 1971.

- a. For the active subsidy probationers (122), arrest data were collected during the twenty-month period from May 1970 through December 1971.
- b. For the active CYA parole cases (243), arrest data were collected for the twenty-month period from January 1971 through August 1972.
- c. For the CDC parole cases (321), arrest data were collected for the twenty-month period from January 1971 through August 1972.

For the active subsidy probation cases, time of exposure to arrest was calculated from May 1, 1970 or month of placement in subsidy, whichever came later, to date of removal in 1971. For the active CDC and CYA parole cases, time of exposure to arrest was likewise determined from time of placement on parole in 1971 to date of parole removal or August 31, 1972, whichever came earlier.

Other Selective Caseload Conditions

It should be clearly understood that after placement in a subsidy program, a case may have experienced non-subsidy supervision prior to final removal from probation. No effort was made to control for this infrequent condition. It was found that five of the 122 subsidy probation cases went to regular probation following subsidy placement. No arrests occurred during these brief (24 months total) post subsidy probation stays.

All municipal and juvenile court commitments to the California Youth Authority were eliminated from the study prior to selection of the parole and parole discharge sample.

^aSee explanation for use of arrest data in earlier BCS report, "Subsidy, A Perspective," page 1, published January 1973.

SECTION



SECTION II

DISCUSSION

Group Traits

Group trait variations are present among the subsidy probation and individual parole sample caseloads. However, when combined, the paroles show a change in variation from the probation subsidy sample caseloads. This is found to be the case for both the age and prior record social characteristics categories shown in Table II. There are legal and technical reasons for these occurrences.

California law, with rare exception, limits departmental jurisdiction over CYA commitments to age 25.^b The result of this is an almost total concentration of CYA cases in age categories of under 25 years. As seen in Table II, persons under 25 years are seven times more likely to be paroled from a CYA than a CDC facility. But when viewed as a combined group, every other parole case is found to be under 25 years of age. Thus, when the legal age discrimination factor is erased by combining parole caseloads, the age category variations between parole and subsidy probationers is also almost erased.

TABLE II
 COMPARISONS OF SAMPLES OF SUPERIOR COURT SUBSIDY PROBATION AND
 CALIFORNIA YOUTH AUTHORITY AND DEPARTMENT OF CORRECTIONS CASES
 By Sex, Age, Race and Prior Record

Type program	Total		Sex		Age		Race		Prior record	
			Male		Under 25		White		None or minor	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Subsidy probation. . .	122	100.0	111	91.0	65	53.3	78	63.9	69	56.6
Paroles.	564	100.0	534	94.7	285	50.5	328	58.2	80	14.2
CYA.	243	100.0	230	94.7	239	98.4	152	62.6	62	25.5
CDC.	321	100.0	304	94.7	46	14.3	176	54.8	18	5.6

^bSee Section 17 of the California Penal Code which describes the age limits for juvenile, municipal and superior court commitments to the California Youth Authority.

Recommitments (superior court) or parole returns to CYA and CDC institutions are recorded by BCS staff as an indication of a prior prison record. This inflated somewhat the disparity found between subsidy and parole cases at the none or minor prior record level. However, combining parole caseloads did not change appreciably the percentage differential between parole and probation subsidy cases at the none or minor prior record level. Further, because of their greater group age (only 14.3 percent were under 25 years of age), CDC cases had longer time spans on the average in which to acquire more extensive criminal records.

Further, for paroles, there is a greater probability, because of their already established prison inmate status, of return to that status when violations occur. This limits somewhat the relevance of comparisons between active parole and probation subsidy cases in relation to prior record categories. (See listing of categories at bottom of Appendix Table 1 for more complete prior record breakdowns.)

SECTION



SECTION III

ARREST PRONENESS - SUBSIDY PROBATION AND PAROLE CASELOADS

Case Arrest Rates

Despite existing program variations, the arrest patterns of persons while under correctional supervision project similarities as well as differences. These findings are presented statistically in Table III.

TABLE III

COMPARISONS OF SAMPLES OF SUBSIDY PROBATION AND CALIFORNIA YOUTH AUTHORITY AND DEPARTMENT OF CORRECTIONS PAROLE CASES ARRESTED WHILE UNDER ACTIVE PROGRAM SUPERVISION

Type program	Totals				Averages		Rates	
	Months covered	Cases	Arrest cases	Arrests	Months per case	Arrests per case	Arrests per 100 months	Arrest cases per total cases
Subsidy probation.	1,297	67	67	139	10.6	1.1	10.7	54.9
Parole	7,110	297	297	546	12.6	1.0	7.7	52.6
CYA.	3,076	123	123	255	12.7	1.0	8.3	51.4
CDC.	4,034	172	172	291	12.6	0.9	7.2	53.6

Table III shows that regardless of program (subsidy, CYA and CDC), about one out of every two active cases had at least one arrest. In fact, the case arrest rate differential for active parole and probation caseloads is found to be very narrow. The widest range in caseload arrest rate differentials was between subsidy probation (54.9) and CYA (51.4). But it should be pointed out that while the average exposure time to arrest (10.6 months) was least for subsidy cases, their proportion of cases arrested was highest. This perhaps raises the question of how much higher the proportion of subsidy probation cases having at least one arrest would have been, had they averaged the additional exposure (two months) time found for the active parole caseloads.

Knowledge gained from subsidy caseload movement reports shows that if violational behavior occurs at all, it occurs soon after program admission. The subsidy case arrest rate would have undoubtedly been a few points higher given additional caseload exposure to arrest. Whether, after allowing for sampling error and other factors, this difference in case arrest rate would be of a significant nature is questionable.

The actual occurrence of less exposure time on the average found for subsidy cases is related to the study's definition of exposure time. For subsidy cases exposure time to arrest was counted only from time of actual placement in the subsidy program between the dates of May 1, 1970 and December 31, 1971. Thus, if a subsidy probationer was in the regular probation program on May 1, 1970, his exposure to arrest was calculated from a later date; his actual date of assignment to a subsidy program. This controlled for condition turned out to be frequent enough to lower the average exposure time of the subsidy caseload.

Arrest Averages

Regardless of type program, the active subsidy probation and parole sample caseloads had almost identical numbers of arrests per case. In other words, each of the sample caseloads averaged about one arrest per case. Individual differences, though minor, showed subsidy probationers with the highest (1.1) and CDC parolees with the lowest (0.9) arrests per case averages.

Had the months of supervision per case been equal to that of the parole caseloads, the average arrest per subsidy case would have been somewhat higher. However, it is probably most reasonable to assume that the difference would not have been much higher since violational behavior is most likely to occur soon after case assignment to subsidy probation. Further, it is entirely possible that the lower arrest frequency found for parole caseloads is also influenced by other factors.

For example, it is felt that administrative or supervisory control is more stringent for parole than it is for probation cases. The more serious nature of a prison commitment is reflective of this feeling. If so, active parole cases are more likely to be removed from further chance of arrest following the first arrest incident after release. Parolees may also be returned for disciplinary reasons without a recorded arrest. Further, cases are believed to be frequently assigned to subsidy when arrest prospects appear to be highest. It is assumed, on the other hand, that individuals are paroled only when prospects for arrest are deemed lowest.

But in truth, the actual extent or degree of influence differing administrative program policies might have on arrest outcome data is not known, nor is the actual net effect on the arrest statistics known for caseloads having lower average exposure time. It is probably most reasonable to assume that a trade off of counter-balancing factors does occur. This, plus the possibility of even small sampling errors, leaves little to choose from among the arrest performance of the active parole or probation supervision caseload.

In an earlier study the arrest rate per 100 months of supervision for an active sample cohort of regular probationers was found to be 4.9.^c The regular probation sample was tested for arrest proneness while under active supervision. In this sense the study conditions of the regular probation cases were roughly parallel to the active subsidy probation and parole cases. Hence the foregoing findings of this and the earlier study suggest the following interpretive summaries:

- a. That the arrest experience of subsidy probation and parole caseloads did not provide clear cut indications that any one treatment program was superior to the other. This finding relates only to arrest outcome for these sample caseloads and when variations in administrative control policies and possible sampling errors are allowed for.

- b. That when the arrest experience of regular probationers is compared to the actively supervised populations of subsidy probation and parole cases, the arrest performance of the regular probationers was superior to that of the actively supervised subsidy and parole caseloads.
- c. That comparison between parole and probation subsidy caseloads concerning the relationship between arrest performance and prior record history was not made because different standards for determining prior record were used. For example, for subsidy probation cases, prior record was determined only to point of court commitment for the current probation term. For parole cases, prior record was determined beyond superior court commitment to the current prison term, including subsequent administrative parole returns. Comparisons of the relationships between levels of prior criminal record and arrest experience within active caseloads (CYA and CDC) are possible to develop from data available for this study. However, while time did not permit the development of the relationships between prior record levels and arrest proneness within parole caseloads, the great value of such information is certainly recognized.

^cSee BCS report, January 1973, "Subsidy, A Perspective," for detailed descriptions of subsidy probation total and sample caseloads, page 9.

APPENDIX

TABLE 1

SOCIAL CHARACTERISTICS OF SUPERIOR COURT SUBSIDY PROBATION AND CALIFORNIA YOUTH AUTHORITY AND DEPARTMENT OF CORRECTIONS SAMPLE CASES REMOVED FROM PROBATION OR PRISON, 1971

By Sex										
Type caseload	Total		Male		Female					
	Number	Percent	Number	Percent	Number	Percent				
Subsidy probation . . .	122	100.0	111	91.0	11	9.0				
CYA paroles	243	100.0	230	94.7	13	5.3				
CDC paroles	321	100.0	304	94.7	17	5.3				

By Age ^a										
Type caseload	Total		18-20		21-24		25-29		30 and over	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Subsidy probation . . .	122	100.0	8	6.6	57	46.7	37	30.3	20	16.4
CYA paroles	243	100.0	109	44.9	130	53.5	4	1.6	-	-
CDC paroles	321	100.0	-	-	46	14.3	90	28.1	185	57.6

By Race										
Type caseload	Total		White		Mexican-American		Negro		Other	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Subsidy probation . . .	122	100.0	78	63.9	19	15.6	23	18.9	2	1.6
CYA paroles	243	100.0	152	62.6	39	16.0	47	19.3	5	2.1
CDC paroles	321	100.0	176	54.8	57	17.8	83	25.9	5	1.5

By Prior Record										
Type caseload	Total		None		Minor		Major		Prison	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Subsidy probation . . .	122	100.0	16	13.1	53	43.5	47	38.5	6	4.9
CYA paroles	243	100.0	25	10.3	37	15.2	90	37.0	91 ^b	37.5
CDC paroles	321	100.0	8	2.5	10	3.1	32	10.0	271 ^b	84.4

Prior Record Categories:

1. No Record - No recorded arrest or one or two arrests, no dispositions.
2. Minor Prior Record - Up to eight arrests, no dispositions; up to six convictions of less than 90 days jail or probation of less than two years.
3. Major Prior Record - Up to three convictions of 90 days jail or more, or probation of two years or more.
4. Prison - One or more prison or superior court California Youth Authority commitments.

Note: Excludes Los Angeles County.

^aAge at time of removal.

^bIncludes returns to prison from current parole.

END