

PAROLE in the United States: 1976 and 1977

Uniform Parole Reports

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PAROLE in the United States: 1976 and 1977

Uniform Parole Reports

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HIGHLIGHTS

- * The state and federal adult parole population in the United States stood at 173,300 on December 31, 1977. An additional 8,500 persons were under supervision of parole agencies, having been released mandatorily from prison under conditions ordinarily attached to discretionary parole.
- * The parole population increased from June 30, 1974 to December 31, 1977 by more than 18,000 or 12%.
- * Paroles, as a percentage of all conditional and unconditional releases, have been increasing slowly since 1965 and stood at 69% in 1976. This did not serve to contain prison populations, which increased by 41% from 1972 to 1977.
- * Notable variations in parole populations and in relative use of parole exists among the four major regions of the country. The range in differences has been declining, however, over the past twelve years.
- * Parole and parole/probation staffs experienced an increase of almost 10% from 1976 to 1977, but indications are that supervised populations grew faster. Moreover, staff gains in some states were offset by losses or the absence of gains in others.
- * For agencies supervising only parolees and mandatory release cases, in 1977, the ratio of supervisees to staff was 50 to 1.

CHAPTER I

INTRODUCTION

This report presents basic summary statistics concerning the dimensions of adult parole in the United States. It presents findings from the annual aggregate parole data survey conducted in 1978 by Uniform Parole Reports (UPR) as well as historical and contextual parole data. As a result of the expansion of research activities of UPR, this survey and subsequent report are the first efforts to collect, compile, and publish aggregate parole population movement data on state, regional and national levels. This publication is the first annual Parole in the United States.

Organization of the Report

This introductory text discusses the purpose of this new UPR report series; presents the context of the parole data reported; and, defines the terms used in this volume.

Following this introduction are five major sections. "Chapter II: Methodology" outlines the data collection procedures and sources of data used in the report. The findings are discussed in the text of the following four chapters: "Chapter III: Parole Supervision Population, 1975 to 1977"; "Chapter IV: Paroling Authority Characteristics, 1976"; "Chapter V: The Context of Parole, 1976"; and, "Chapter VI: Longer Term Trends." The figures and the analyses in each chapter of the text are based on the data presented in the seven Tables in Appendix A of the report. The sources of data are indicated at the bottom of each Table. However, explanations of special features of the Tables are described in "Appendix B: Table Notes"; and, explanations of special features of agency data are described in "Appendix C: Agency Notes." References in the text can be found in "Appendix D: Works Cited."

Purpose

The purpose of this new UPR series is to present basic summary statistics concerning adult parole in the United States. It is intended to answer a series of straightforward questions about parole, including:

- * How many people are on parole?
- * How many people entered parole during the last year?
- * How many people were removed?

It also marks the beginning of an annual review of this and other information, designed to increase factual knowledge about parole systems, their administration of parole, their workloads, their resources, and some of the constraints under which they operate. The report, drawing on sources outside the National Council on Crime and Delinquency, explores a series of relationships between parole data and other items related to parole, criminal justice, and society as a whole, including:

- * paroling authority characteristics
- * parole supervision
- * prison population
- * crime levels
- * the total U.S. population
- * trends in parole and prison population
- * trends in the rate of use of parole

There is no intent in these comparisons to attempt any definitive study of inter-relationships. Rather, the purpose is to call attention to the need for such studies and suggest possible directions they might take. Such projects are planned and the results will be disseminated in UPR Follow-up and Special Studies.

Both in presenting parole system information and in attempting to relate some of this to population and criminal justice data from other sources, UPR seeks to accomplish another purpose. This is to identify gaps and inconsistencies in criminal justice data which are currently collected and published. If useful policy studies are to be made in the area of parole, it is essential to have reasonably complete and reliable information. Developing and analyzing information for this report has raised issues and identified problems which will need attention in the future. Such issues and problems are identified throughout the various parts of this report.

Context

Just as parole decision-making and parole supervision must be understood in the context of the overall criminal justice system, so, too, must parole statistics be viewed in the context of data from other elements of the criminal justice system. At the adult level, there are two other regular national reporting systems: the National Prisoner Statistics (NPS) program of the National

Criminal Justice Information and Statistics Service (NCJISS) using data gathered by the U.S. Bureau of the Census, and the Uniform Crime Reports (UCR) of the Federal Bureau of Investigation (FBI). Data from these two sources are included in "Chapter V: The Context of Parole, 1976." In addition to the added light on parole provided by data from these two systems, other activities of NCJISS, such as victimization surveys conducted regularly in selected American cities and one-time surveys of parole, prison or probation populations, could well contribute much additional understanding. As the design of this publication is refined for future years, the inclusion of such data will be investigated.

The NPS program gathers statistics that, in some cases, overlap with those gathered by the current UPR effort. For example, NPS gathers from correctional authorities data on prison releases to parole while UPR gathers from paroling authorities data on new entries to parole. Because people enter parole in ways other than release from prison (reactivations, return from absconder status, and others), these figures are not always comparable. Thus, the figures for parole entries in Tables 1 and 2 (Appendix A) will differ from releases to parole published in comparable years of NPS reports.

There are also other differences in definitions and data collection procedures between UPR and NPS which can produce variations in figures which should be identical. No attempt is made in this report to discuss every instance of differences in figures or reasons for these. The critical reader can identify these, however, through a review of the Table Notes (Appendix B) and the Agency Notes (Appendix C) in this publication and comparable appendices in NPS reports.

These differences are, for the most part, not large, especially when translated into percentages. This fact made it possible to extend a UPR trend study of state parole rates to include two additional years. The UPR data covered the ten-year period from 1965 through 1974; by use of NPS data, it was possible to extend coverage of the trend lines through 1976. The results are presented in Table 6 (Appendix A).

Provision for the joint publication of NPS and UPR data has been made in the long-term plans of NCJISS. Until this publication becomes a reality, UPR will continue to work closely with NPS in order to resolve definitional and other data gathering discrepancies in order to produce as comparable a set of statistics as possible.

Definition of Terms

Most of the terms defined are those used in the Tables (Appendix A), and they appear below in the order in which they occur in the tables. Some additional terms used in the text and in the data collection effort are also defined.

Acronyms Frequently Used--LEAA: Law Enforcement Assistance Administration; NCJISS: National Criminal Justice Information and Statistics Service; NPS: National Prisoner Statistics; UCR: Uniform Crime Reports; and, UPR: Uniform Parole Reports.

Parole--Conditional release from prison by a discretionary order of a paroling authority. Entails an obligation to report to a supervising agent (parole officer) and to observe other general and any specially imposed conditions until discharge. An effort was made to restrict parolees covered in this UPR survey to persons released from state or federal prison after serving a portion of a sentence of more than one year, but some misdemeanants (sentence of a year or less) and some local institution prisoners are included in the counts of some jurisdictions. Data were collected and are presented on the basis of jurisdiction rather than where the parolee is currently living and being supervised. That is, the state parole population figures show the number of persons under legal jurisdiction of that state's paroling authority whether they are under supervision within that state or in another state.

Parole Entries--Entry or return to parole supervision as a result of parole, reparole, or reinstatement.

Parole Removals--Removal from parole as a result of return to prison as a violator, formal suspension of parole status because of absconding or while in confinement pending action on a criminal matter, removal through death, early discharge, or discharge as a result of completing maximum sentence or maximum parole period as prescribed by law.

Parole Population--All persons under the jurisdiction of a paroling authority except those who have been removed by one of the actions outlined above. (Parolees under supervision of an agency as "out of state" cases are counted in the population of the jurisdiction where parole was granted.)

Conditional Releasees--Conditional releasees include parolees, as defined above, and mandatory releasees--that is, prisoners released as a result of good time earnings or other statutory sentence reduction measures who are subject to the same supervision requirements, services, and sanctions as

prisoners released by a discretionary act of a paroling authority.

Paroling Authority--A board, commission, adult or youth authority with power to release prisoners from state or federal institutions earlier than they might otherwise gain their freedom; to impose conditions on such release; and, to revoke parole and return violators to prison. (Such boards, in some jurisdictions, have authority also to release specified categories of prisoners from local institutions.)

Grant Hearing--A formal interview during which a prisoner has an opportunity to present his application for parole in person to the paroling authority.

Minimum Term--Generally, the shortest time a prisoner must serve on his sentence--although in some jurisdictions, the minimum term may be reduced through good time earnings. Ordinarily, release at the minimum point in the sentence may occur only at the discretion of the paroling authority. Minimum terms may be prescribed by statute or, in some jurisdictions, set by the sentencing judge. In a few jurisdictions, the paroling authority sets the minimum term. In still others, there is no minimum term, and the paroling authority is free to grant parole at any time after imprisonment.

Good Time--Days off the maximum (and occasionally also off the minimum) sentence which a prisoner may earn by satisfactory behavior. In many jurisdictions, additional "special" good time credits may be earned through work in particular assignments or meritorious performance.

Maximum Term--The total time a person may lawfully be held on a given sentence--that is, the full term with no parole or good time. Generally, where parole occurs, the prisoner is subject to supervision for the maximum term, although, in some jurisdictions, the paroling authority may terminate parole early.

Prison Population--Refers to prisoners serving one year and a day or more in state and federal prisons (and the District of Columbia) on a specified date.

Crime Index--The rate of certain crimes known to the police per 100,000 persons resident in the jurisdiction. The index is used in the Uniform Crime Reports program, administered by the Federal Bureau of Investigation, U.S. Department of Justice. Index Crimes include murder and non-negligible manslaughter, forcible rape, aggravated assault, robbery, burglary, larceny, and auto theft. The first four of these

are classified as "crimes against the person" or "violent crimes."

Unconditional Release--Release from prison without a requirement to report to a parole agency and without conditions which, if violated, could result in return to prison. For purposes of this report, only those prisoners released on completion of maximum terms and those unconditionally released with good time credits are included. (Other unconditional releases might result from court orders or executive clemency.)

Jurisdiction--As used in this report, jurisdiction refers to the jurisdictions of the 54 paroling authorities participating in the UPR survey: the U.S. Board of Parole, the District of Columbia, Puerto Rico, California Department of Corrections (CDC) and California Youth Authority (CYA), and all other 49 states.

Parole Supervision Agency--This may be the paroling authority, where it administers parole supervision as well as making parole decisions. In many jurisdictions, however, parolees are supervised by an agency which is not under administrative control of the parole board. Typically, it is a division of a department of corrections.

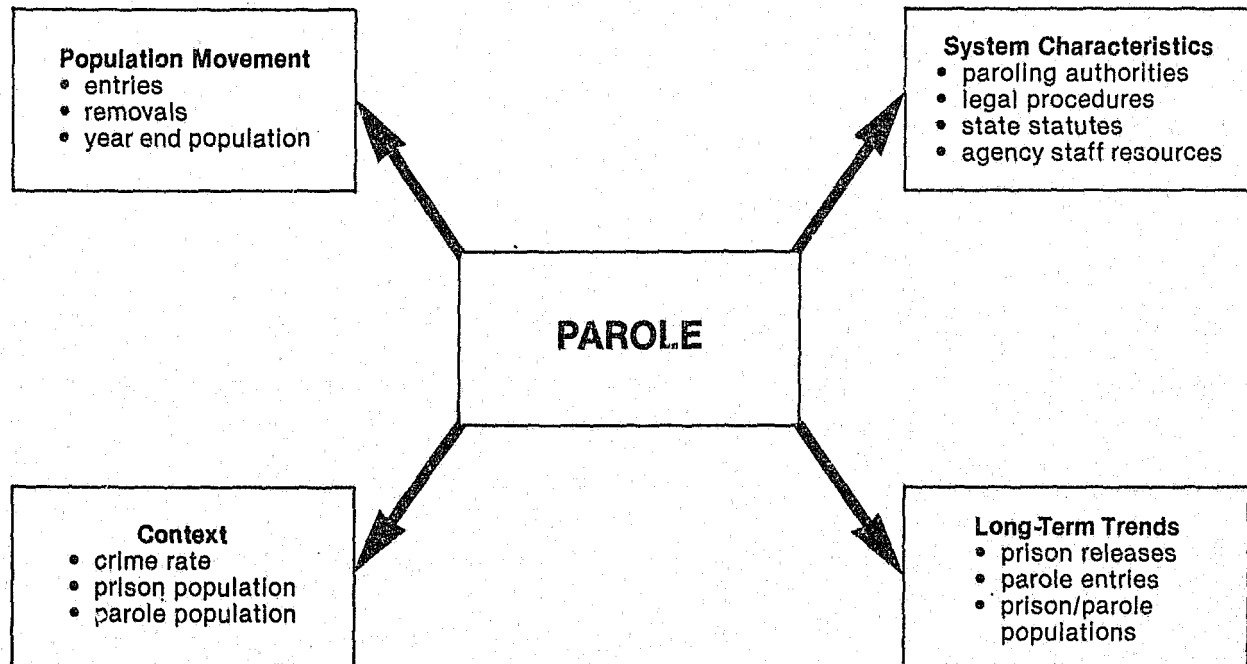
CHAPTER II

METHODOLOGY

The general design of this parole summary data report involves the presentation of state, regional and national aggregate parole data. The data are derived from a survey of all state paroling authorities, the U.S. Federal Board of Parole, the District of Columbia, and Puerto Rico. In some instances where data are not available, estimation procedures have been used. In this report, the major presentations of data include: population movement; parole system characteristics; the context of parole; and, longer term trends (see Figure 1).

The report is based on four sources of data. First, the major focus of the report is on the 1976 and 1977 parole data collected in the 1978 aggregate parole data survey conducted by the UPR staff. Second, UPR historical data from 1965 through 1974 are used to examine longer term trends. Third, parole system characteristics are drawn from data in Parole Systems in the United States (O'Leary and Hanrahan, 1976). Fourth, to set the context of parole and to aid in examining longer term trends, NPS and UCR data are used.

FIGURE 1
PAROLE IN THE UNITED STATES, 1976 AND 1977



1978 Aggregate Parole Data Survey

Although UPR is still undergoing revision and expansion, it is important to provide the states with a timely parole publication, even during this interim phase. The data are from a survey of the paroling authorities of all the fifty states, the U.S. Board of Parole, the District of Columbia, and Puerto Rico. The data collection operation included five major data collection steps.

1. A telephone contact list was compiled and updated based on UPR records.
2. A telephone contact call was made to each paroling authority: to confirm that the UPR contact was accurate and appropriate for this data collection effort; to inform the paroling authorities of the forthcoming parole summary report since it was a new UPR publication; and, to outline the data needed.
3. An explanatory letter outlining the purpose, deadline dates and data needed for the report was sent to each state paroling authority. To eliminate definitional problems, precise explanations of the categories of parole data were included.
4. Follow-up telephone calls were made to insure complete and accurate data from each state.
5. A final data check letter was sent to each paroling authority to verify all figures reported to UPR during the 1978 survey.

Historical UPR Data

To examine trends on population and entries, historical data from previous UPR special surveys were used. Data from 1965 through 1974 were drawn from UPR files. Some of these data were published in the UPR Newsletter (UPR, January, 1975 and March, 1976). Complete data were reported for 42 states; for the remaining states, estimation procedures have been used for any missing data (for a description of procedures, see notes to Table 6, Appendix B). Prison release data for 1975 and 1976 and prison population data for 1974 through 1977 were drawn from NPS (U.S., NCJISS, February, 1977, February, 1978 and April, 1978).

System Characteristics Data

Parole systems were characterized by a particular set of political, legal, administrative and resource features. To round out the parole picture, five parole system characteristics were examined on state, regional and national levels. These data were drawn or derived from Parole Systems in the United States (O'Leary and Hanrahan, 1976).

Contextual Data

Parole statistics became more meaningful when they were examined in the context of overall criminal justice system statistics. Two national data collection systems were of particular relevance. Contextual data for state, regional and national perspectives were drawn from the Uniform Crime Reports (U.S., FBI, 1977) and from the National Prisoner Statistics program of NCJISS (U.S., NCJISS, May, 1975 through April, 1978).

Presentation of Data

Tables

The figures and analyses of data in the text are based on the data presented in the seven Tables in Appendix A.

In Tables 1, 2 and 4, the data presented are the actual figures reported to UPR during the 1978 aggregate parole data survey. For Tables 1 and 2, the United States figures are estimates (see below). Table 3 presents data reported in O'Leary and Hanrahan (1976). Table 5 presents data collected in the 1978 UPR survey as well as NPS data (U.S., NCJISS, April, 1978) and UCR data (U.S., FBI, 1977). Again, the United States total is an estimate rounded to the nearest hundreds. Table 6 includes data from previous UPR special surveys for 1965 through 1974 and NPS data for 1975 and 1976 (U.S., NCJISS, February, 1977, and February, 1978). Table 7 shows the relative completeness of the data provided by the agencies for this year's aggregate data survey.

Estimation Procedures

For Tables 1 and 2, the United States estimates are based on the federal reported figures for population and entries, the state total reported for population and entries, and estimates for the ten jurisdictions missing one or more of the figures. The estimating procedures for specific states are described in "Appendix B: Table Notes." The end of year population estimates for 1975, 1976 and 1977 and the estimates for 1976 entries and

1977 entries were used to compute a corresponding 1976 and 1977 removals estimate. This is based on the assumption that given uniform definition of categories, the end of one year's population plus the next year's entries minus the next year's removals should equal the end of the next year's population. However, it should be pointed out that many jurisdictions were not able to provide such a balanced figure. The reasons for these discrepancies are discussed in "Appendix C: Agency Notes."

For Table 6, some jurisdictions were unable to supply complete data for all years. When such reporting gaps were encountered in the data, procedures were employed to estimate missing years. Regression lines were computed using available data and certain obvious parameters (for example, no estimates less than 1 or some fixed higher minimum). Where endpoint data were available, a floating average method was employed.

CHAPTER III

PAROLE SUPERVISION

POPULATION, 1975 TO 1977

There were an estimated 181,800 conditionally released offenders under the supervision of 54 parole and parole/probation agencies in the United States on December 31, 1977. The vast majority were parolees, mandatory releasees comprising less than five percent of the total population. More than ninety percent had been released from a state or federal prison after serving some part of a sentence for a felony crime (that is, an offense carrying a penalty of more than one year in prison).¹

Over a two-year period, the conditional release supervision population had grown by 16,600, or 10.1%. Most of the increase (8.2%) occurred during 1977, with a less than 2% gain during 1976.

The increase in population was associated with a notable jump in entries to supervision from 1976 to 1977 (14.3%), accompanied by a lesser increase in removals from the caseload. Since average supervision periods have long exceeded one year nationwide, the rate of release to supervision is inevitably more volatile than the removal rate. This would not be true, of course, in an individual jurisdiction with annual turnover of 100% or more in its caseload. The figures, as reported to UPR, are presented by region and jurisdiction in Table 2 (Appendix A), and highlights are shown in Figure 2.

The increase in population from 1975 to 1977, as Figure 2 reflects, was entirely in state systems--the federal conditional release population declining slightly during the two-year period. This is accounted for, to a significant extent, by the relatively high percentage of mandatory releasees among entries to federal supervision (22.5% in 1976 and 27.9% in 1977).

FIGURE 2
CONDITIONAL RELEASE POPULATION MOVEMENT

Jurisdiction	Population 12/31/75	1976		Population 12/31/76	1977		Population 12/31/77
		Entries	Removals		Entries	Removals	
UNITED STATES ESTIMATED	165,200	96,000	93,200	168,000	109,700	95,900	181,800
Federal Total	18,300	9,300	10,800	16,800	11,400	10,600	17,600
State Total Estimated	146,900	86,700	82,400	151,200	98,300	85,300	164,200

Source: Table 2 (Appendix A) with the following variations: Federal figures rounded to hundreds; state data includes District of Columbia, Puerto Rico and estimates for data shown as missing in Table 2.

Data on both discretionary paroles and mandatory releases are presented here in order to indicate total workload of the agencies. As was stated, mandatory releases represent only a small part (4.7%) of the total population. They are a somewhat more significant factor in entries to supervision: 8,600 in 1976 (8.8%) and 10,300 in 1977 (4.7%); but their comparatively short supervision periods result in rapid turnover and a low count at any one time.

A further point about mandatory release is that this practice is present in only a minority of jurisdictions. During 1977, this included the federal system, the District of Columbia, and twelve states. A form of mandatory release to supervision will be emerging, however, in states, such as California, which have moved from an indeterminate to determinate sentence with no provision for discretionary parole in most cases. Collection of data on mandatory release, starting with December 31, 1975, will provide some continuity in data on non-discretionary conditional release cases, which will prove especially valuable in the event the practice becomes widespread in the years ahead.

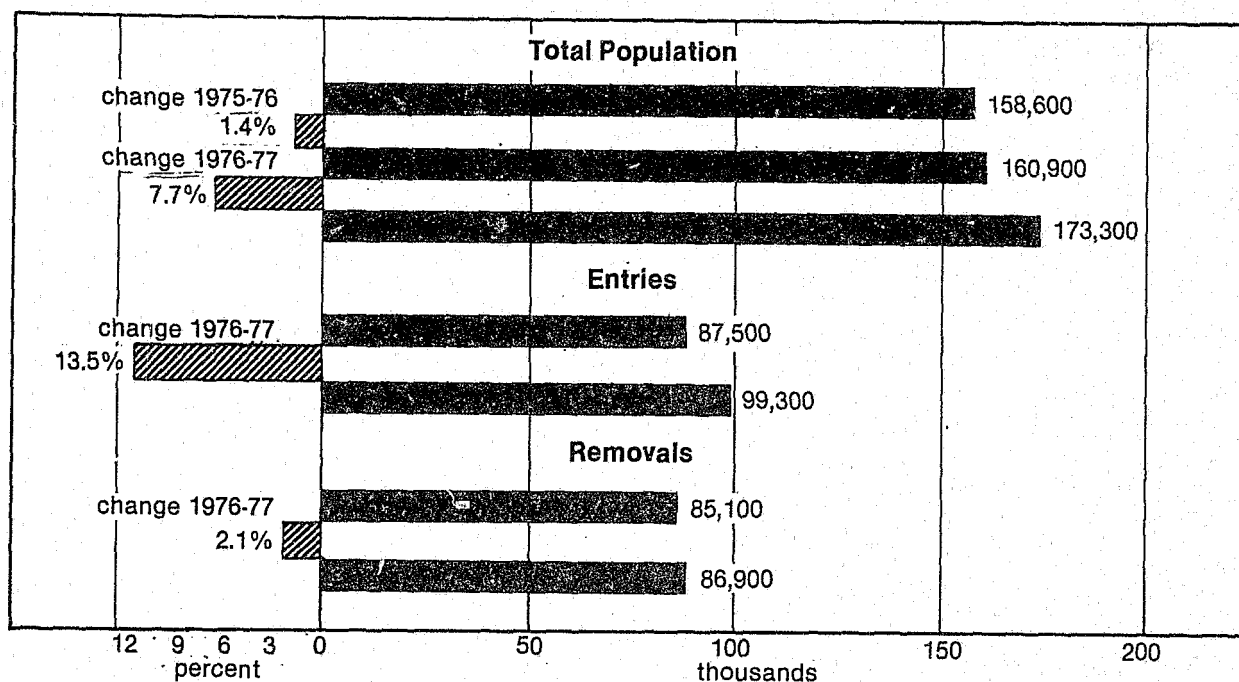
Further consideration below of population and population movement figures will be limited to cases involving discretionary parole since this is of concern to all jurisdictions and also because the data offer more possibilities for comparative review.

Parole Population Figures

As of December 31, 1977, there were an estimated 173,300 parolees under supervision of the 54 agencies participating in the 1978 UPR aggregate parole data survey (see Figure 3). There had been approximately 158,600 in the parolee population at the end of 1975 and 160,900 on December 31, 1976. Thus, an increase of 1.4% occurred during 1976 and 7.7% in 1977. These data are presented by jurisdiction in Table 1 (Appendix A) and shown graphically in Figure 3. Both the table and figure also show data on parole entries and removals.

All of the parole population increase was in state caseloads during 1976 and practically all in 1977. The increases amounted to 2.6% for state agencies in the first year and 8.2% in 1977. (These percentage increases for states were derived from the following estimated total state parole population figures: 12/31/75--141,900; 12/31/76--145,500; 12/31/77--157,400.) Both these estimates and the estimates for entries (discussed below) differ from those shown in Table 1 (Appendix A) since they include estimates for states whose data are shown as missing in Table 1.² Entries to state systems increased by 13.5% from 1976 to 1977. This rate of increase is based on an estimated 87,500 entries to state parole in 1976 and 99,300 in 1977.

**FIGURE 3
PAROLE POPULATION MOVEMENT**



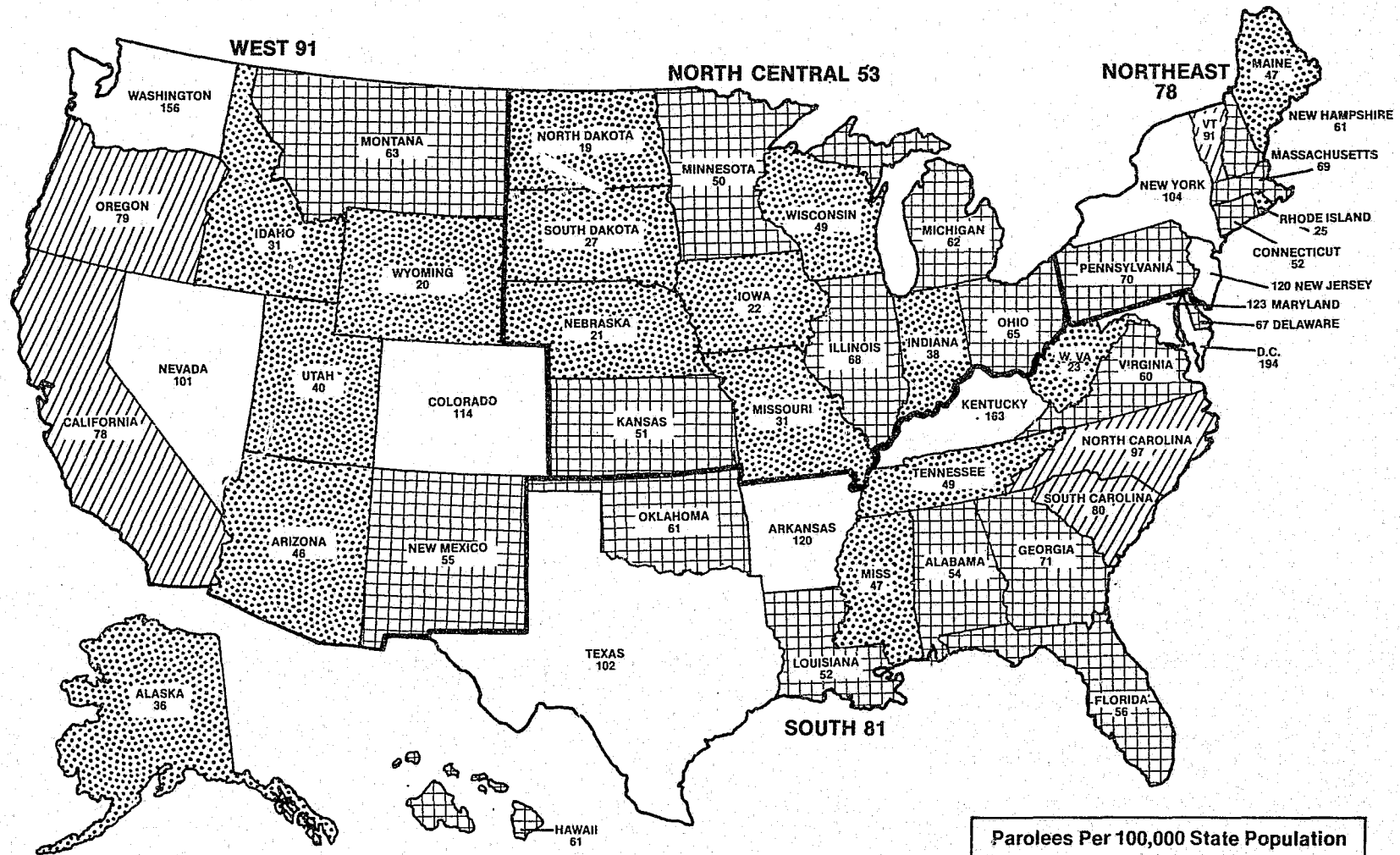
Source: Derived from Table 1 (Appendix A) with the following variations: Federal figures rounded to hundreds; estimates used for data shown as missing in Table 1.

Parole population size varies substantially from one state and from one region of the country to another. The total figures are not in themselves meaningful, but one way of rendering them comparable is to relate them to total state population--that is, numbers of parolees per 100,000 total state population. The results of such an analysis are presented in the map in Figure 4, which shows the number of parolees per 100,000 population in each state as of December 31, 1977. The figure also includes regional parole population rates.

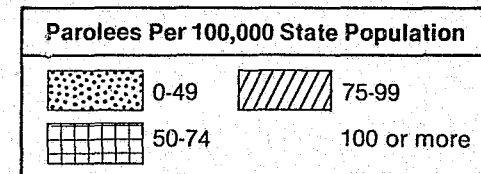
Such a measure of parole can be deceptive as a comparative indicator of parole usage. It deals only with how many persons are under supervision at a given time. Of equal interest are such statistics as the relative number admitted to parole, the relative incidence of differing methods of removal (for example, successful completion versus return to prison as a result of revocation of parole), and the average time under supervision (often expressed as the turnover rate). This last index, which is discussed later in this chapter, provides a contrast to the population rates shown in Figure 4. For example, the parole population rate was considerably higher in the Northeast compared to the North Central. However, this is balanced in part by a much lower turnover rate (derived from Figure 6). As pointed out in the discussion related to Figure 6, these contrasts require a

FIGURE 4
PAROLEES PER 100,000 STATE POPULATION,
DECEMBER 31, 1977

14 / PAROLEE IN THE UNITED STATES



Source: State civilian population from Annual Estimate of the Population of States, 1970 to 1977, U.S. Bureau of the Census (unpublished). State parolee population from Table 1 (Appendix A) with the following variations: estimates used for data shown as missing in Table 1.



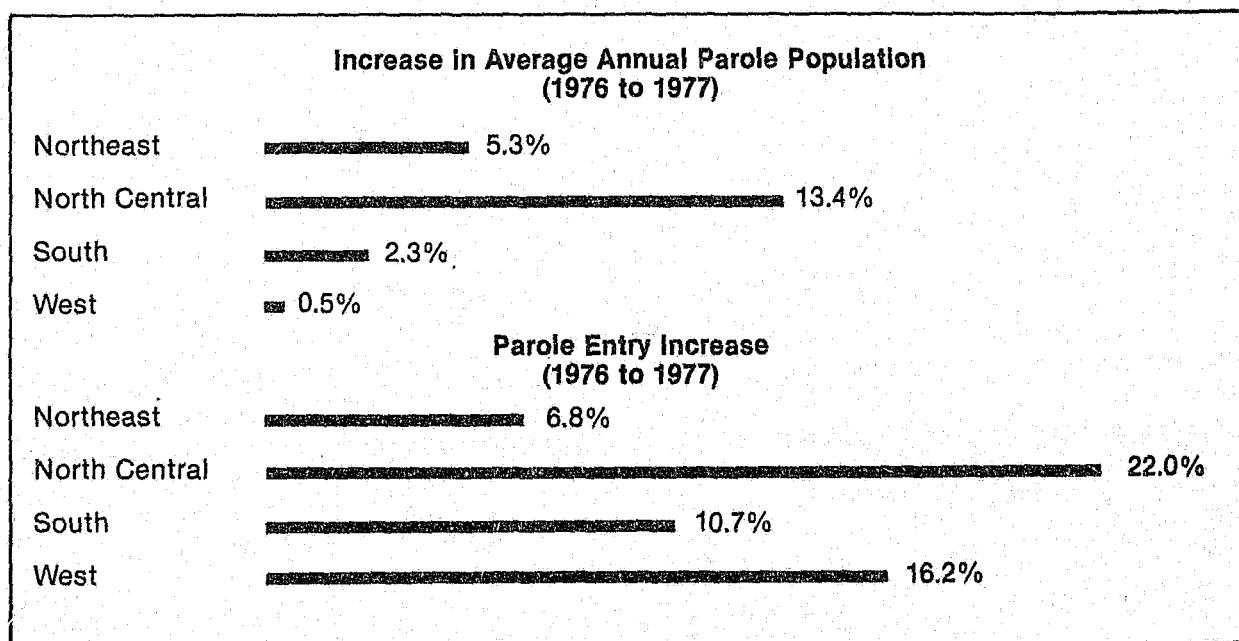
more complex analysis than one based simply on the parole population rate.

Before pursuing the reason for such differences, note should be taken of items shown in Figure 5. Parole population increased substantially in North Central states from 1976 to 1977 (13.4%); this was associated with a similar increase (22.0%) in entries to parole supervision. Other statistics of interest are the substantial increase in entries in the West with practically no average yearly population change. Parole transactions in California, which dominate figures for the western region, account for the latter phenomenon.³

Parole Population Turnover

As to parole population differences, population figures reflect a combination of the frequency of parole use and caseload turnover. Turnover comes down to how long people remain under supervision. This might appear to be a highly controlled phenomenon, permitting parole boards to keep caseloads down or--if desired--allow them to rise substantially over a few years. The situation is not so simple.

FIGURE 5
PERCENTAGE INCREASE IN PAROLE POPULATION AND PAROLE ENTRIES
By Region



Source: Derived from Table 1 (Appendix A) with the following variations: Federal figures rounded to hundreds; estimates used for data shown as missing in Table 1.

FIGURE 6
RATIO OF PAROLE POPULATION TO PAROLE ENTRIES
By Region

Jurisdiction	Average Parole Population 1976 and 1977	Average Parole Entries 1976 and 1977	Ratio of Population To Entries
U.S. Total	164,300	93,400	1.76
Federal	16,000	7,700	2.08
Northeast	36,700	16,600	2.21
North Central	26,500	18,600	1.42
South	52,800	32,400	1.63
West	31,400	18,000	1.74

Source: Derived from Table 1 (Appendix A) with the following variations: Federal figures rounded to the nearest hundreds; estimates used for data shown as missing in Table 1.

One key factor which is only partially controlled by the parole board is the rate of return to prison. The board sets the rules and enforces them at a level deemed appropriate. But parolee performance in relation to the rules, while perhaps to some extent amenable to parole agency influence, is far from totally controllable by the board.

Another important factor in parole caseload turnover in some jurisdictions is early termination of parole, where supervision no longer appears to be required. This procedure is unavailable in several jurisdictions. In some where it is permitted, it may be little used, while it may be frequently applied in others. Additionally, there are no generally accepted norms as to the optimal timing of early discharge.⁴

A third factor in turnover differences between jurisdictions is the average maximum supervision time. Often this is controlled by the length of sentence, and average maximum sentence lengths vary significantly among jurisdictions.⁵

From data already cited, it is evident that parole caseloads in North Central states turn over more rapidly than in other regions. Year end population figures appear significantly lower than would be predicted from the number of entries. The data in Figure 6 show the opposite to be true for Northeastern states. What accounts for these differences cannot be determined from data collected in this survey--that is, whether in the North Central region, as compared with Northeast, violation rates are higher, early discharges more frequent, maximum terms shorter, or some combination of these exists. UPR individual case data will permit an analysis of such differences, but this will require a special study and a separate report.

Present data do permit inter-regional comparisons of estimated turnover rates, using a simple index figure. This is the ratio of average population to parole entries during a specified period.⁶ Figure 6 shows the indices for the United States as a whole, the federal system, and the four main regions of the country for the entire two-year period, 1976 and 1977.

Such abstract figures may be difficult to deal with. They can be concretized, however, into an estimate of the average number of months parolees remain in the caseload. This entails multiplying the ratio by 12. Thus, the estimated average parole supervision time for the United States as a whole during 1976-1977, is 21.1 months (1.76 times 12 equals 21.1). However, the data are not presented in terms of supervision time because this should preferably be done with data which can relate time under supervision to such determining factors as sentence length and method of discharge or other removal (data analyses more aptly conducted in other UPR studies).

CHAPTER III FOOTNOTES

1. Figures include those for the District of Columbia, Puerto Rico, U.S. Board of Parole, and all fifty states. Two agencies are represented in California: the California Department of Corrections (CDC) and the California Youth Authority (CYA).
2. Several states where parole officers supervise mandatory releasees do not maintain separate counts on mandatory releasees and parolees. They reported total caseloads. Procedures used in estimating the parolee count for these jurisdictions are discussed in Table Notes (Appendix B).
3. California parolees from year end 1975 to year end 1977 averaged 17,470, which was 55.6% of parolees in the entire Western region. During the two years, entries to parole in California comprised 23,717 of the total Western region entries of 36,078 or 65.5% (Table 1, Appendix A).
4. A practice comparable to early discharge is to relieve a parolee of the necessity of reporting, in effect, placing him/her in an inactive status. In this initial survey, it did not prove possible to capture data which would reflect the frequency of this practice.

5. A 1973 study revealed that the median maximum sentence was almost six times longer in the state with the highest median (Ohio--25.6 years) than in the state with the lowest (South Dakota--4.3 years). (U.S., NCJISS, December, 1976.)
6. Average population was estimated by adding three year end population figures (December 31, 1975, 1976, and 1977) and dividing by three.

CHAPTER IV

THE PAROLING AUTHORITY

CHARACTERISTICS 1976

A given parole system is characterized by a particular set of political, legal, administrative, and resource features which emerge over time out of a continuous series of public policy decisions. Some of these address the parole system specifically; others, such as criminal penalties and administrative law codes, are concerned with other subject areas, but result in constraints on parole practice. Decisions come from legislatures, Chief Executives, the courts, and from parole boards themselves.

How many people are paroled, who, when, for how long, under what conditions and circumstances, and subject to what sanctions? All of these key aspects of parole are conditioned by the nature of the system as shaped, facilitated, and constrained by law, administrative policies, and the organizational arrangements and resources provided by policy-makers.

Parole is not an identical program in the 54 jurisdictions presently covered by UPR statistics. There are certainly common elements, including some basic ones, but there are significant differences--just as there are wide differences in the relative use of parole, parole violation rates, and in how parole is implemented at the level where it touches the individual offender.

To adequately portray parole, the UPR program must track, compare, categorize, and assess system characteristics as well as describe the persons undergoing the experience of parole (as UPR has done in the past).

This is no simple undertaking. Parole system features are indefinite in numbers and wide-ranging in relative importance. Outside the realms of ideological or political argument, little can really be said with confidence as to the relevance of any particular parole system characteristic to the issues on which parole must be judged: usefulness and fairness.

NCCD has long been involved in the study of parole systems and attempts to assess the comparative value of optional ways of structuring, constraining, and implementing parole. In recent years, most of the organization's work in this area has gone forward under two separate programs--the National Parole Institutes and the Uniform Parole Reports project. The former has engaged in parole board training and in periodic collection and reporting of systemic information. UPR has collected and

disseminated statistical information on parole transactions and selected characteristics of parolees.

With this report, a step is taken toward synthesizing the results of the two separate data collection programs. It can only be a short, exploratory step, introducing the subject and pointing to possibilities for achieving new insights into parole phenomena in the years to come. More complete, better defined, and more accurate data will be needed--and much more time will be required to analyze it thoughtfully--before it will be possible to give substantial evidence for or against particular ways of applying the parole concept.

Extensive data on factors shaping parole systems have been published by the National Parole Institutes of NCCD under the title, Parole Systems in the United States (O'Leary and Hanrahan, 1976). This third edition in the report series describes parole in each of the states as it was operating in 1976. The information includes the administrative-structural arrangement for parole, board membership policies, board jurisdiction, state sentencing structure, "good time" laws for prisoners, and a wide range of policy and procedural matters related to the conduct of parole hearings and handling of alleged parole violations.

Among procedures covered are several related to the issue of legal fairness in parole administration, such as the prisoner's or parolee's use of legal counsel, freedom to present witnesses, and access to information on which board decisions are based.

In collecting data for this publication, UPR staff sought one additional item of information as an indication of resources available for parole administration--the number of parole officers in each system.

In order to illustrate problems to be addressed and approaches that might be used in examination of such information, data on selected variables were drawn from O'Leary and Hanrahan (1976) and were tabulated state by state (Table 3, Appendix A). The items are presented below with highlights of the tabulation and brief comment.

Board Autonomy

Exactly half (26) of the boards represented were reported to be autonomous (50 states, the District of Columbia, and the U.S. Board of Parole). Politically, this is seen as providing the greatest degree of independence to boards in making their case decisions. It contrasts with the oldest system under which the correctional institution head had paroling authority. The "institutional" system is still practiced in the juvenile field,

but no longer exists in federal or state adult corrections. An intermediate and increasingly prevalent arrangement is the "consolidated" board, one which is administratively located within another state agency, usually the corrections department (O'Leary and Hanrahan, 1976).

Presumably there should be differences in the kinds of decisions made by autonomous and consolidated boards, if the arguments for and against them are meaningful. There is a problem with relating this factor, however, to policies and actions of parole boards. The terms autonomous and consolidated lack precision and stability. Some boards classifiable as "consolidated" may function with a great deal of independence. Some identified as "autonomous" may be more subject than others to the influence of correctional officials, government administration, or other external sources. Moreover, the level of effective autonomy enjoyed by a board may change over time with membership turnover or changes in the leadership of external organizations.

This factor was included in our data less for its probable strength as a predictor of parole board behavior than for its use in describing optional arrangements for setting up a parole system. Any examination of the relative merits of differing administrative arrangements for parole would require more precise descriptors of the level of board freedom from influence, as well as indicators of board orientation toward use of parole. In the background, of course, there is the question of whether it is necessarily desirable for parole boards to be maximally independent. Board autonomy could result in wise or unwise decisions, depending on the prevalent philosophy, integrity, and knowledge of a majority of the members.

Full-Time Boards

The 52 boards were dichotomized in Table 3 (Appendix A) into those with all full-time members and those with some or all part-time members. There were 22 in the latter group and 30 in the former. Three of the part-time boards had full-time chairmen with all other members part-time; one had three full-time and two part-time members. Except for this slight ambiguity, this factor would appear to be sufficiently well designed to be useful in empirical analysis of parole board policies.

Attorneys, Witnesses

The only board policy factors included in this preliminary excursion into review of parole system characteristics is whether or not attorneys and witnesses are permitted to appear at parole

hearings. Since no data are included in this report on parole revocation, several comparable policy issues in relation to processing alleged violations are not dealt with here.

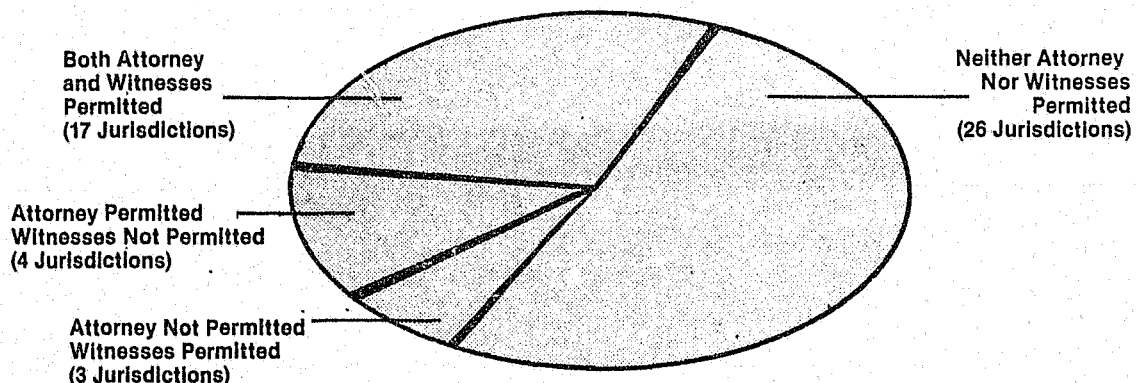
Twenty-one boards permit attorneys to be present at parole hearings, and twenty allow witnesses. There is extensive overlap on this factor, with 17 boards allowing both attorneys and witnesses. Figure 7 presents the data.

This, again, appears to be a fairly clear-cut factor, although its sharpness as a differentiator between boards is diminished by the fact that most, if not all, boards are accessible to personal and/or written representations from both attorneys and witnesses in behalf of applicants outside of the hearing proper.

Parole and Sentencing Laws

Two presumptively key statutory factors shaping parole systems were reviewed: whether or not the paroling authority is empowered to establish the minimum term or parole eligibility date; and, whether or not courts are free to set maximum sentences within specified limits. It was possible to dichotomize jurisdictions in relation to the first of these. In 39 jurisdictions, parole eligibility is determined by law (for example, one-third of maximum sentence) or by the sentencing judge. In 13 jurisdictions, the parole board sets parole eligibility in the preponderance of individual cases. (There are some constraints on board discretion in specified kinds of cases in some of these states. See Table Notes for Table 3, Appendix B.)

**FIGURE 7
SELECTED PAROLE GRANT HEARING RIGHTS**



Source: Derived from Table 3 (Appendix A). Excludes the California Youth Authority, Georgia, Puerto Rico and Texas.

Legislatively imposed maximum sentences did not prove to be an easily applied criterion. In a few states, as of 1976, courts had no discretion to individualize maximum sentences when committing an offender to state prison. In others, statutory maximums had to be imposed for certain crimes or certain offender categories, with judicial discretion authorized in other cases. In still other states, judges determine the maximum in all cases within specified limits for each crime or crime category. With numerous variations in laws and an absence of data to show how they impact judicial discretion in imposing sentences, it did not prove useful to attempt to categorize jurisdictions in terms of this dimension.

The area of parole and sentencing laws is of great concern presently because of the resurgence of interest in a "just deserts" penal philosophy, associated with definite sentences and, often, the abolition of paroling authorities. The subject merits treatment far beyond what can be given here, but any attempt to present data on the characteristics of parole systems cannot ignore these factors.

Staff Resources

Figures on the number of parole staff in each jurisdiction are presented in Table 4 (Appendix A). It was originally hoped that these would permit the presentation of variations in parole caseload size--and the possibility of relating this to other system characteristics and board transactions.

As with the other factors discussed here, this also had its elusive aspects. It was not possible to get entirely comparable figures for several reasons:

- * In some cases, in the time available, agencies could not supply figures for parole officers only, so that their data include full and/or part-time supervisors and perhaps specialists, trainees, or aides who do not carry regular caseloads.
- * In many jurisdictions, the agency supervises cases other than adult felony parolees (the primary UPR target group). Even when figures were obtainable on total agency caseloads, this did not enable UPR to estimate with confidence parole caseloads. In the large number of instances where the agency carries the probation function, data were available on pre-sentence investigations (which drain personnel away from supervision). Moreover, it was unclear whether or not UPR had adequate data on such practices as assigning parolees to smaller caseloads than probationers. In any

event, with this data collection effort, a start has been made on an annual survey of summary statistics on parole staff as well as on parole systems and on parolees. With experience, it will be possible to gather data which will permit assessment of variables in both the ratio of parolees to staff and how staff is deployed and utilized. Meanwhile, it was possible to carry out some preliminary analyses covering a number of agencies.

There were 21 agencies where parole officers were not responsible for supervising probationers. It was possible to relate conditional release population figures to staff data in these instances and arrive at ratios of clients to staff. These ratios are indicative of caseload size although not fully so for the reasons just reviewed.

At year end 1977, there were 89,827 supervisees charged to these agencies, which had parole officer staffs totaling 1,807. The figures indicate an average client/staff ratio of 49.7¹ to 1. Estimates were made for each separate agency, and the median agency had an estimated ratio of 49 to 1. The range was from as low as 16 to a high of 91 to 1. The middle 10 agencies had ratios ranging between 42 and 65 to 1. Summary figures are presented in Figure 8.

In the case of 19 agencies, it was possible to track changes in populations and number of officers from 1976 to 1977. These agencies experienced a supervisee population growth of 9.7% and acquired an increase of 7.9% in parole officers. The result was, for the 19 agencies collectively, that the average ratio went from 48.6 to only 49.7 to 1. These average figures mask the fact, however, that half of the agencies had no gain (or even a

FIGURE 8
RATIO OF CONDITIONAL RELEASEES TO PAROLE OFFICERS
(For Selected States, by Quartiles)

Number of Agencies		Range of Ratios	State Population		Region			
			5,000,000 Or Above	Under 5,000,000	NE	NC	S	W
Top 4th	5	74-91	2	3	2	2	—	1
Upper mid-4th	5	55-65	5	—	2	1	2	—
Lower mid-4th	5	42-49	2	3	2	1	—	2
Lowest 4th	6	16-39	1	5	1	1	1	3
Sub-total	21	16-91	10	11	7	5	3	6
Not Included	33				3	7	14	8
Total	54				10	12	17	14

Source: Derived from Table 4 (Appendix A).

loss) in staff in the face of population increases. The others either gained staff at a higher rate than their population increases--or maintained staff while population declined.

These discrepancies may be related, in part, to noncomparable time periods among states in the budget cycle. In some states with biennial budgets, staff gains may occur only every other year, with the year involved varying from state to state.

Two relationships were reviewed. Seven of the ten agencies with above average ratios were in states with populations above five million, while this is true of only three of the ten with lower ratios. High travel time requirements in some of the less populous states probably offset some of the advantage of smaller numbers of cases. Regional differences in ratios were also explored. Four of the six Western agencies had below average ratios and one was at the median. Nine of the fifteen agencies in the other three regions had above average ratios.

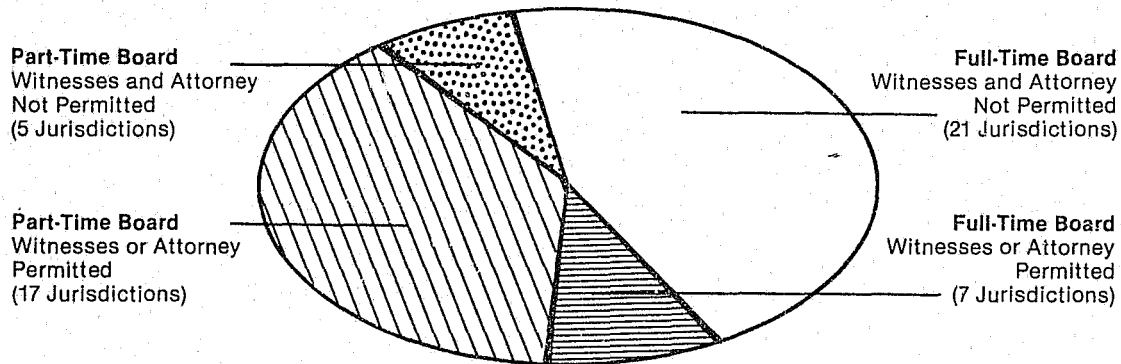
Table 4 (Appendix A) contains figures on parole and probation/parole officers for each agency as of December 31, 1976, and 1977. The total number went from 7,747 to 8,491, a gain of 9.6%. This was greater than the gain by the 19 agencies discussed above (7.9%), suggesting that agencies supervising both probationers and parolees expanded somewhat more rapidly than those dealing only with parolees. Whether this, in turn, was associated with a greater proportional increase in probationers than parolees cannot be answered from UPR data, since probation populations were not covered extensively in the survey.

Some Relationships

A limited number of probes into relationships between characteristics will serve as a further introduction to UPR plans for future collection and analysis of data on parole systems. In reviewing these, the questions raised earlier about the nature and precision of the data should, of course, be kept in mind. [The relationships in paragraphs 1, 2 and 3a-d are derived from Table 3 (Appendix A). Data discussed in paragraph 2 are also presented in Figure 9. Other data are discussed in the narrative only.]

1. Boards listed by O'Leary and Hanrahan (1976) as autonomous were somewhat more likely to be part-time than full-time (12 out of 22 part-time); the opposite was true for "consolidated" boards (14 out of 30).
2. A much stronger relationship emerged between the type of board and whether or not attorneys and/or witnesses were permitted at parole hearings as is reflected in Figure 9:

FIGURE 9
RELATIONSHIP BETWEEN TYPE OF BOARD MEMBERSHIP
AND PAROLE GRANT HEARING RIGHTS



Source: Table 3 (Appendix A). Excludes California Youth Authority, Georgia, Puerto Rico and Texas.

of part-time boards, 77% permitted attorneys or witnesses (or both); only 23% of full-time boards observed this practice.

3. Parole "use rates" were computed using NPS data for 1976 (U.S., NCJISS, February, 1978, Table 7, p. 28). The rates were simply the number of prisoners paroled in a jurisdiction as a percent of all conditional and unconditional releases. Jurisdiction rates were then compared to other dimensions as follows:
 - a. Over half (54.5%) of part-time boards had parole use rates in 1976 exceeding 71% (the median for all boards); this was true for less than half of full-time boards (41.7%).
 - b. Somewhat unexpectedly, the presumably more liberal practice of permitting attorneys and/or witnesses at hearings was not associated with higher parole use rates. Of 24 such jurisdictions, more than half (13) had rates below the median.
 - c. In 13 states where the board is free to determine the parole eligibility date, 61% showed rates above the median. For all other states, only 46% had the higher parole use rates.
 - d. Finally, such two-dimensional comparisons are hazardous. As an example, the factor of regional location of the state shows a strong correlation with parole rates, and studies are in order to determine the priority of this circumstance over other characteristics. In 17 southern jurisdictions, the parole rate exceeded the median only 12% of the time;

in all other jurisdictions, the median rate was exceeded two-thirds of the time. (But see comments in "Chapter V: The Context of Parole, 1976" for the relationship between parole rates and time served in prison.)

CHAPTER IV FOOTNOTES

1. This ratio is virtually identical to the mean ratio for adult parole found in a survey of caseloads of all forms of parole and probation in 1976 (U.S., NCJISS, 1978, Table 15, p. 70).

CHAPTER V

THE CONTEXT OF PAROLE, 1976

In themselves, parole statistics are valuable for management purposes and for theoretical or policy studies. But they take on a great deal of additional meaning as it becomes possible to examine them in the context of overall criminal justice system statistics.

There are limitations on such an enterprise. Currently, national criminal justice data programs are limited in scope, completeness, precision and comparability. Nevertheless, the potential value of system-wide statistics for analysis of public policies on criminal justice administration makes a start valuable. The effort will at least point the way to needed changes and refinements in present statistical programs, so that they will in time come to yield more useful information. In addition, the quite preliminary material in this report suggests areas to be studied in other research activities within the overall UPR project.

Three Programs

Three national data collection programs of particular interest have been operating, quite independently of one another, for several years. Among them, they collect and disseminate statistics on reported crimes, arrests, imprisonment, and parole.

The FBI's Uniform Crime Reports (UCR) program collects data on selected crimes known to police ("Index" crimes against persons and against property). The figures are published annually by state, region, county, and standard statistical metropolitan areas. Arrest data are collected for all crimes. These are published by offense and in relation to sex, age, and race.¹ State by state arrest figures are not published but are obtainable from the FBI.

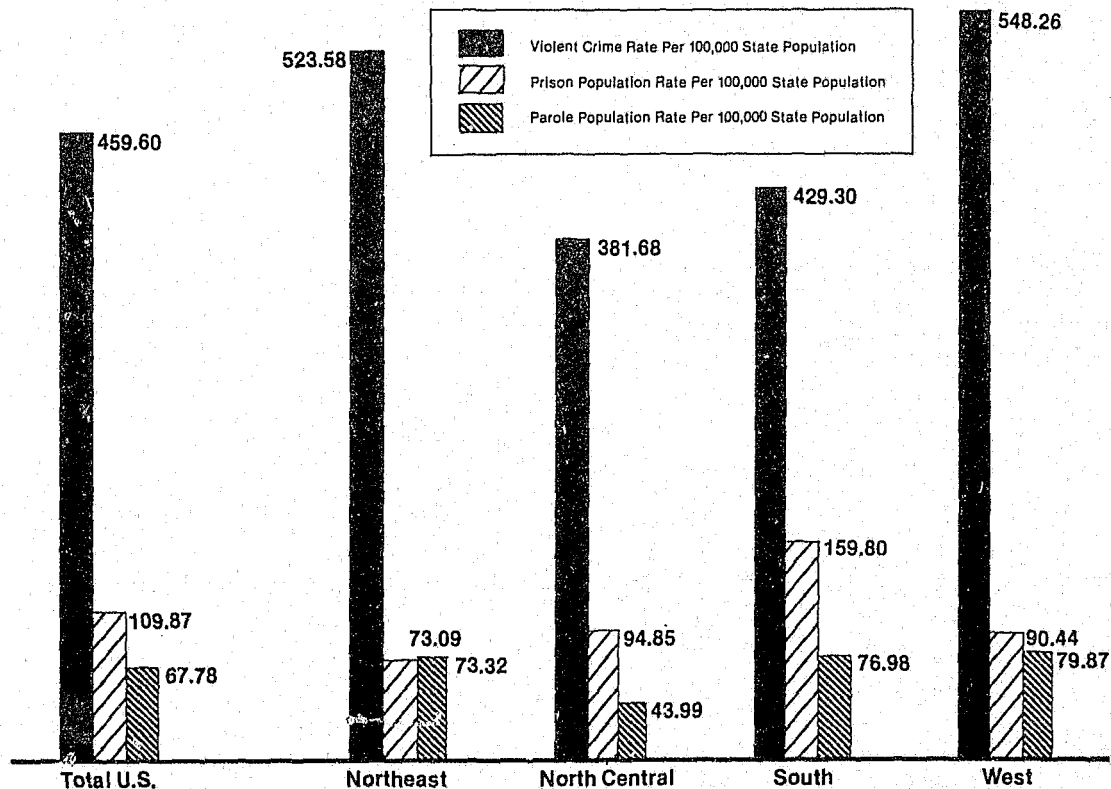
The National Prisoner Statistics (NPS) program entails a data collection system operated by the Bureau of the Census, with annual reports published by the National Criminal Justice Information and Statistics Service. Published reports cover population and population movement data for prisons in each state, the District of Columbia, and the federal (civilian) jurisdiction. Reports with additional information on prisons and prisoners are published periodically.²

The National Council on Crime and Delinquency's Uniform Parole Reports (UPR) project is the third of these programs. In the past, it has differed from the other two in that it tracked the outcome of parole, year by year, for annual panels of persons released to parole. Only national level data were published. Under recently completed plans, UPR has now begun to publish annual state by state parole population and population movement figures--similar to and, desirably, dove-tailing with NPS figures. A start has also been made on the inclusion of statistics, separately, on mandatory releases for those jurisdictions where this practice is followed.

Some Comparisons

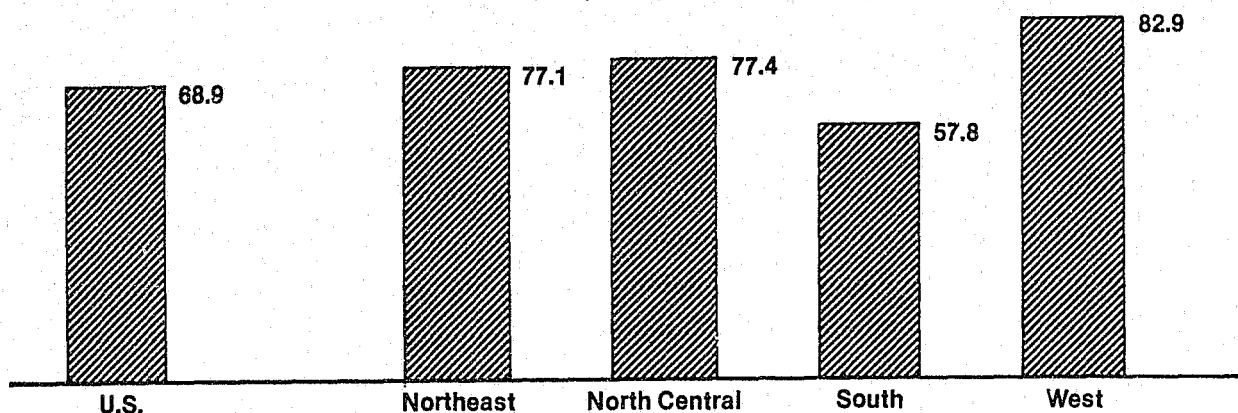
Thus, it is now possible to examine state to state variations in the use of imprisonment and parole in relation to each other

FIGURE 10
VIOLENT CRIMES, PRISON POPULATION, PAROLE POPULATION
PER 100,000 POPULATION
By Region (1976)



Source: Table 5 (Appendix A), Total U.S. does not include Federal, but does include the District of Columbia and Puerto Rico.

FIGURE 11
RATIO OF PRISON RELEASES TO PAROLE TO TOTAL PRISON RELEASES
(1976)



Source: Table 6 (Appendix A).

and to population, crime and arrest rates, and other characteristics of states.

Table 5 (Appendix A) lists selected 1976 figures from each of these programs and includes the population estimates for that year from the Bureau of the Census. Each state and the federal correctional system are represented, with subtotals, for each of the four major regions of the country.

To facilitate comparative review of the data, the raw figures were converted into rates of prisoners, parolees, and reported violent crimes per 100,000 persons. Results are displayed in Figure 10. Partly to simplify the presentation, only reported crimes against persons are used. There is additional logic in this, since state prison populations are made up largely of persons serving sentences as result of conviction of such crimes³--and the characteristics of parolees are predetermined by those of prisoners.

As the graph shows, there are certain affinities between the Northeast and West and between the South and North Central regions. Violent crime rates are high in the former regions; prison and parole population rates are closely comparable, indeed identical in the Northeast. In the South and North Central regions, violent crime rates are lower, and prison population rates are twice as high as parole population rates.

In order to begin to derive meaning from these differing regional statistics, other data need to be taken into account. The parole population rates, for example, do not necessarily reflect the extent of parole use. A complementary measure of this is the frequency of paroles among all persons released from prison as depicted in Figure 11.

It is evident that parole use, measured this way, is much higher in the North Central region than the previous figure suggested, and substantially lower in the South. These phenomena are considered in the following discussion, but first a precautionary note on regional comparisons.

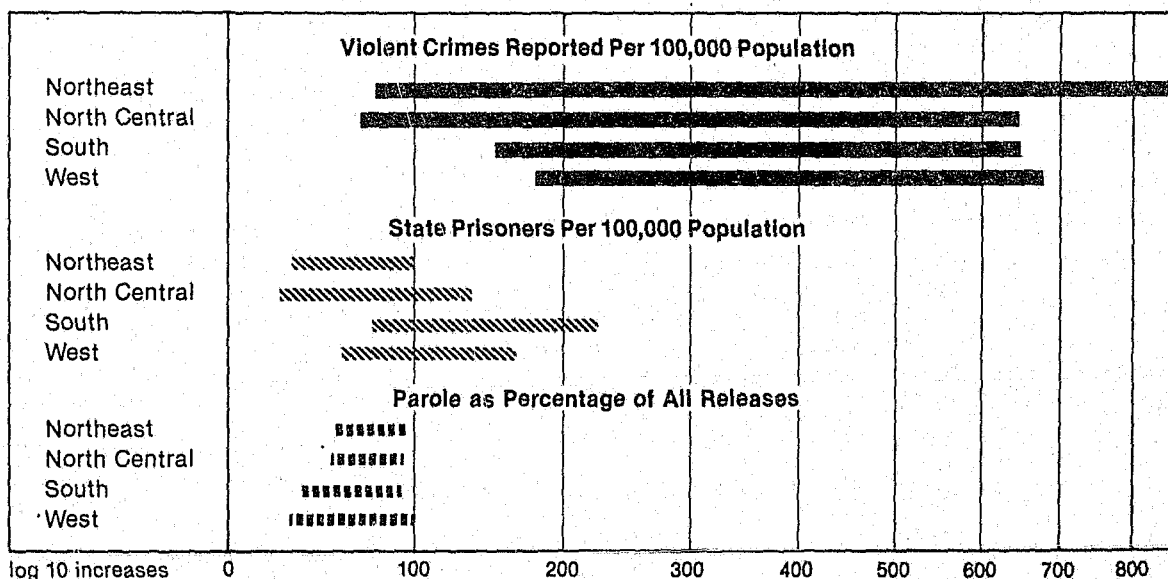
Intra-Regional Variations

Regional rates do not, of course, represent situations common to all states within the region. Intra-regional variations are wide on all factors measured. Among other things, figures for one or more highly populous states tend to mask those for small ones--most notably in the Western region, where California accounts for more than half of the total population, total crimes, total prisoners, and total parolees.

Figure 12 illustrates the situation by presenting intra-regional ranges on three factors: violent crimes reported; state prison population per 100,000 persons; and, paroles as a percentage of all prison releases.

The problem is aggravated when figures for a populous state substantially lack comparability with those of most other states. In California, for example, a quite common disposition in felony

FIGURE 12
INTRA-REGIONAL VARIATIONS (RANGE) IN VIOLENT CRIMES AND
STATE PRISONERS PER 100,000 POPULATION AND
PAROLES AS PERCENTAGE OF ALL PRISON RELEASES, 1976



Source: Violent crime rate and prisoners per 100,000 population derived from Table 5 (Appendix A). Parole Use Rate derived from NPS data (U.S., NCJISS, February, 1978, Table 7, p. 28).

cases is a jail sentence followed by probation. In most states, the only equivalent would be a sentence to state prison. Thus, it is to be expected that commitments to state prison in California would tend to run low in relation to population--or, at least, to the crime rate. In California, the situation is offset to a significant extent by the fact that prisoners in state institutions traditionally have stayed much longer than in many other state prison systems. (Since they are a "select" group because of the frequent use of the alternative type sentence, it is not surprising that they serve longer than in states where significant numbers of comparatively less serious offenders are sent to state prison.)

Comparative use of parole is another item which needs to be regarded in the context of legal and other circumstances which impact parole decisions. In Washington, and until recently in California, commitments to state prison involved, in effect, very lengthy indefinite terms which could ordinarily be modified only by a discretionary act of the paroling authority. Thus, it is not surprising that over 90% of releases from prison in these states would be to parole.

In other states, laws and sentencing practices may be such that many individuals do not even choose to apply for parole--preferring, instead, to serve out a moderate term and "get it over with," rather than being released several months earlier, but risk being returned to prison as a violator.

This is an area which calls for extensive exploration before too much is made of differences in parole use rates, whether it is between either states or regions. The rates are interesting to review, but differences among them give rise to as many questions as the data answer.

Significance of Data

Despite the hazards involved, it is necessary to comment on some inferences which might be made from the regional data summarized in this section.

The use of total state population in computing a prison population rate might put states with high crime rates at a "disadvantage." That is, they might well have more prisoners per 100,000 state residents than states with low crime rates, and this is to be expected. In fact, however, when states are grouped into regions, the results are not entirely consistent with such an assumption. With comparatively lower violent crime rates, the South has the highest prison population rate and the North Central region second highest in prison population rate. The pattern breaks down, however, with the Western and

Northeastern regions; their rankings on prisoners per 100,000 (3rd and 4th) accord with their relative violent crime rate rankings (1st and 2nd).

Need for In-Depth Studies

Regional differences in parole use and prison population rates grow out of a complex of historical, cultural, and legal factors, the exploration of which calls for an extensive investment of time and expertise. The effort should certainly be made, but is beyond the scope of this report--which is designed to provide relatively raw data in order to suggest and facilitate possible avenues of study to increase our understanding of crime control programs.

One word of caution should be offered: the regional data comparing prison population rates with crime rates do not, in themselves, support speculation about the deterrent effects of imprisonment. One has only to look at individual states within regions to find numerous examples of the reverse of the finding that, at the regional level, there is an association of high crime rates and low prison population rates. In the Northeast, for example, New York, with the highest crime rate, also has the highest rate of prison population. New Hampshire, with the second lowest crime rate, has the lowest prison population rate. Similar pairings can be found in each region (North Central: Michigan and North Dakota; South: Texas and West Virginia; West: Nevada and Montana). Of course, building such pairings with data from the same year does not take into account the time lag or other forms of analysis often used in discussions of deterrence.

Prison and Parole Figures

A prison's population level is a function of the number of commitments and the average length of stay. With scattered exceptions, commitments result from court sentences and return of parole violators to prison. Length of stay is more complex. The first element is the maximum time possible a prisoner can serve--as fixed by law, the judge, or the parole (and sentencing) board. Various kinds of discretionary release may then ensue--parole, executive clemency, or a court order modifying or setting aside a sentence. Death may interrupt a sentence. Some prisoners escape and may not be soon returned to custody. Finally, good time may serve to reduce the maximum and, in some states, either the date of parole eligibility or the date of parole release.

The rate of return to prison of violators, the frequency of release to parole among all forms of release, and the time elapsing from commitment to parole--all of these are transactions.

controlled by the parole board (within statutory constraints). Their impact on prison population is considerable, although this varies from state to state because of the relative importance of other sources of commitment and release determination.

In 1976, prison population rates did correlate inversely with parole use rates, region by region. This does not necessarily mean that in states with lower parole use rates, prisoners served longer average periods. Shorter average sentences, more generous good time rates, more frequent incidence of executive clemency or court ordered release, any or all of these might produce comparatively short average time served figures in a state with a relatively low use of parole.

Illustrative of this point are data from two contrasting systems--the states of Texas and Washington. Washington's parole use rate was 99.0%; the Texas rate was 58.2%. Despite this great difference, by one indicator, it appears that Texas prisoners, on the average, were serving less than three months more in prison than Washington prisoners. Using the same formulae in relation to California data, despite a 92.2% parole rate, prisoners there were serving more than Texas prisoners.⁴

CHAPTER V FOOTNOTES

1. "Persons" or "violent" crimes: murder and non-negligible manslaughter, forcible rape, aggravated assault, robbery. Property crimes: burglary, larceny, and auto theft.
2. A separate series of annual reports deals with capital punishment.
3. As of January 1974, just over 50% of all prisoners confined in state correctional facilities were serving sentences for Part I crimes against persons (U.S., NCJISS, March, 1976, Table 4, p. 28).
4. All data taken from NPS (U.S., NCJISS, February, 1978) as previously cited. Texas admissions via sentence and parole revocation totaled 10,785 in 1976 and the average prison population is estimated to have been approximately 19,825 (sum of 12/31/75 and 12/31/76 populations divided by two). These figures indicate a turnover factor of 1.84 ($19,827/10,785 = 1.84$). This is convertible into a crude

average time served estimate of 22.1 months (1.838 x 12 = 22.1).

In Washington, 2,266 prisoners were admitted by court or parole board action and the population averaged 3,625. The turnover factor thus was 1.60, convertible into a time served estimate of 19.2 months.

In California, 9,143 prisoners were admitted by the above means and the population averaged 17,704. The turnover factor was 1.94, yielding a time served estimate of 23.3 months.

CHAPTER VI

LONGER-TERM TRENDS

The size of the population on parole at a given time is related to a number of criminal justice policy issues. The parole population is one component of the overall population under correctional supervision whether in prison, under community supervision, or in some hybrid status. These major components of the correctional population interact with one another. A rise in use of probation will reduce prison commitments for a while, but may later contribute to a higher imprisonment rate than previously. An increase in prison commitments tends to lead to a rise in parole and work release. A tightening up of parole board policies will slow prison releases and increase admissions for parole violation, thus increasing prison population.

More specific policy issues have to do with both the work of parole boards and the work of parole supervision agencies. Population changes affect both the supervision levels that are possible as well as the other resources that can be directed towards needs of parolees in the community. Rapidly increasing populations will tend to strain existing resource levels. At the same time, parole population will have an impact on the work of the paroling authority. Changes in population may result in an increase in board activity and may call for changes in board procedure.

A variety of factors will be related to parole population. The most obvious include changes in:

- * releases from prison to parole (or reparole)
- * other entries onto parole (such as return of absconder or reinstatement of an alleged violator who was detained while under investigation)
- * overall sentence length and time served prior to parole
- * revocations, discharges, and other parole removals
- * legislation or policy on sentencing, parole grants, parole removals
- * crime rate
- * total population or population of specific sex, age and/or ethnic groups at risk

While each of these factors as well as a number not listed are potentially important to understanding changes in parole population, not all can be treated within the scope of this report.

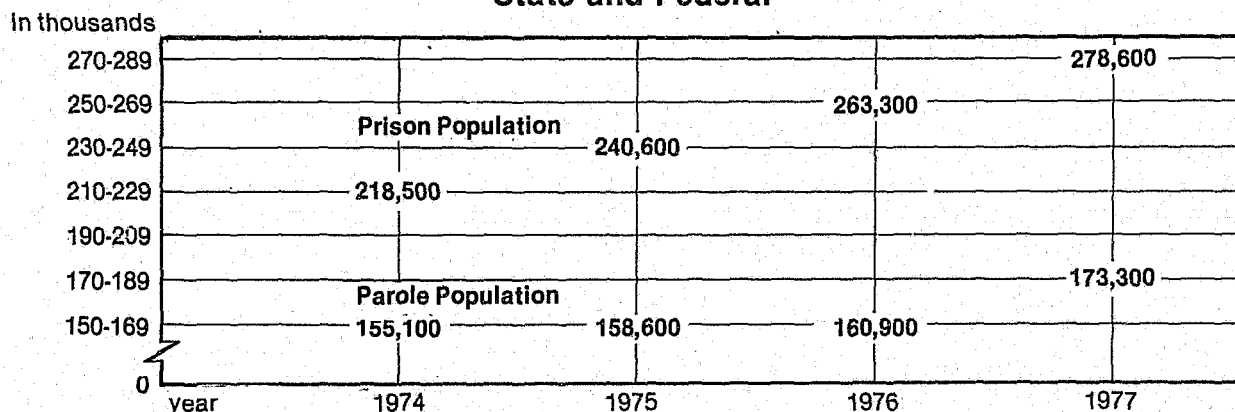
In this section, data are presented on longer-term trends in two areas: 1) the parole population compared with the prison population; and, 2) prison releases to parole compared with all conditional and unconditional releases from prison. For purposes of this analysis, the parole population includes only those persons who entered parole supervision via paroling authority decisions, excluding mandatory release cases. To the extent permitted by the available data, the figures presented refer to adults with a prison sentence of one year or more. Data used in this chapter are presented, state by state, in Table 6 (Appendix A).

Prison and Parole Population

The adult parole population increased by more than 18,000 persons between June 30, 1974 and December 31, 1977, with most of this increase occurring in 1977 (there was a 12,400 increase between December, 1976 and 1977; see Figure 13). During the same period, the prison population increased by approximately 60,000 persons. Thus, the increase in parole population may be, in large part, explained by the increasing pool of incarcerated adult felons from which the parole population is drawn.

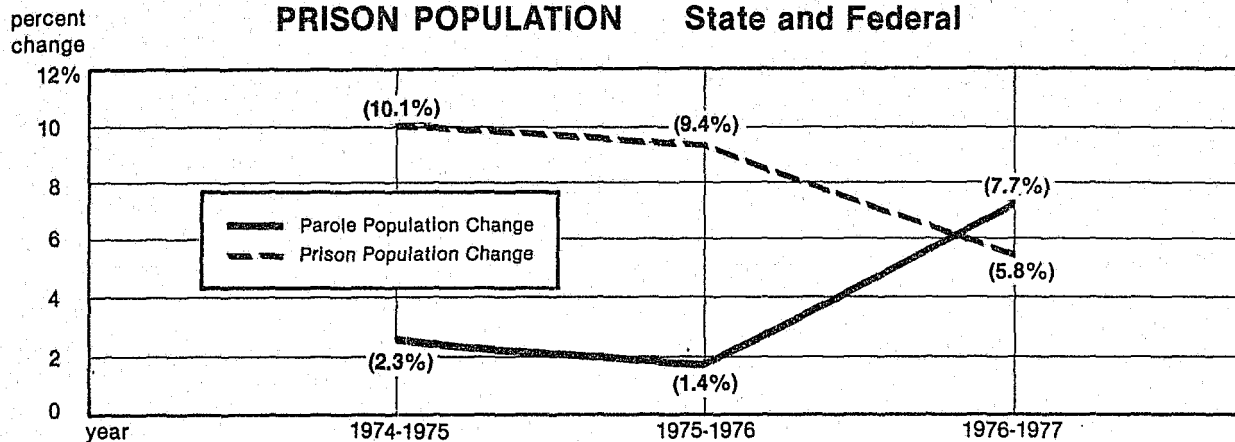
If the parole population varies with the prison population, however, the relationship is not a direct one. The parole population increase compared to the prison population increase

FIGURE 13
TRENDS IN ADULT PAROLE POPULATION AND ADULT PRISON POPULATION
State and Federal



Sources: U.S. estimated parole population for 1975, 1976, and 1977 from Table 1 (Appendix A). 1974 parole population from UPR, January, 1975. Prison populations from NPS reports (U.S., NCJISS, February, 1977; February, 1978; and April, 1978). Puerto Rico and the California Youth Authority included in parole but not prison population.

FIGURE 14
RATE OF ANNUAL POPULATION CHANGE FOR PAROLE AND PRISON POPULATION **State and Federal**

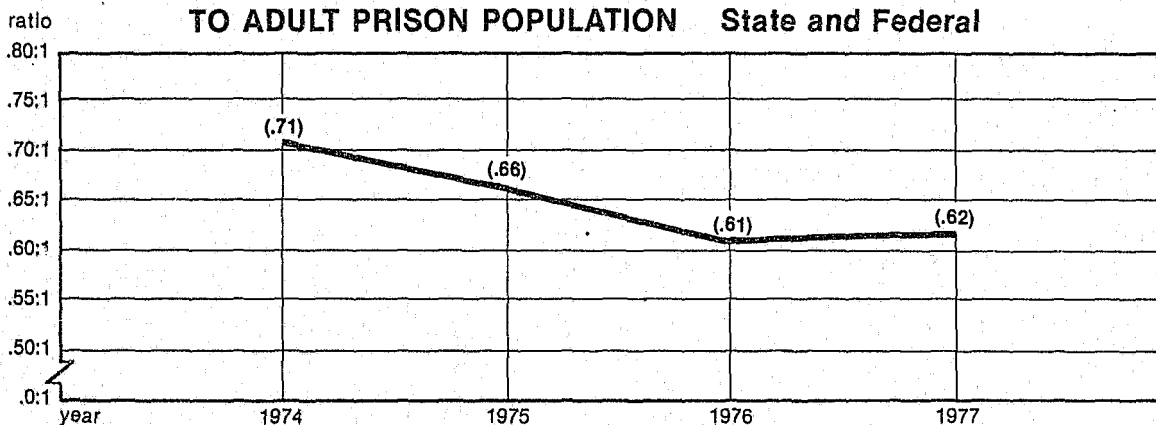


Source: Derived from data reported in Figure 13.

was smaller over the three year period both numerically and proportionately (an 11.7% increase in parole population compared with a 27.5% increase in prison population; see Figure 13). Annual rates of change reveal a somewhat different picture. From the data in Figure 14, it appears that prison populations showed a high rate of increase during the period from 1974 to 1976 with a tapering off between 1976 and 1977. During the same time, the increase in parole population shows the opposite tendency. Reported adult parole population was relatively stable between 1974 and 1976 but increased rapidly between 1976 and 1977. During the 1976 to 1977 period, the parole population increased more rapidly (7.7%) than did the prison population (5.8%).

There will always be a time lag factor, of course, between prison and parole populations with the direction of its effect dependent on whether prison commitments are increasing or decreasing. In this instance, prison population was on the

FIGURE 15
TRENDS IN RATIO OF ADULT PAROLE POPULATION TO ADULT PRISON POPULATION **State and Federal**



Source: Derived from data reported in Figure 13.

increase, with the result shown in Figure 15. The ratio of the parole population to the prison population declined from .71 to 1 in 1974 to .61 to 1 in 1976. Only with the more rapid increase in parole population between 1976 and 1977 did the population ratios stabilize (.61 to 1 as of December 31, 1976, and .62 to 1 as of December 31, 1977).

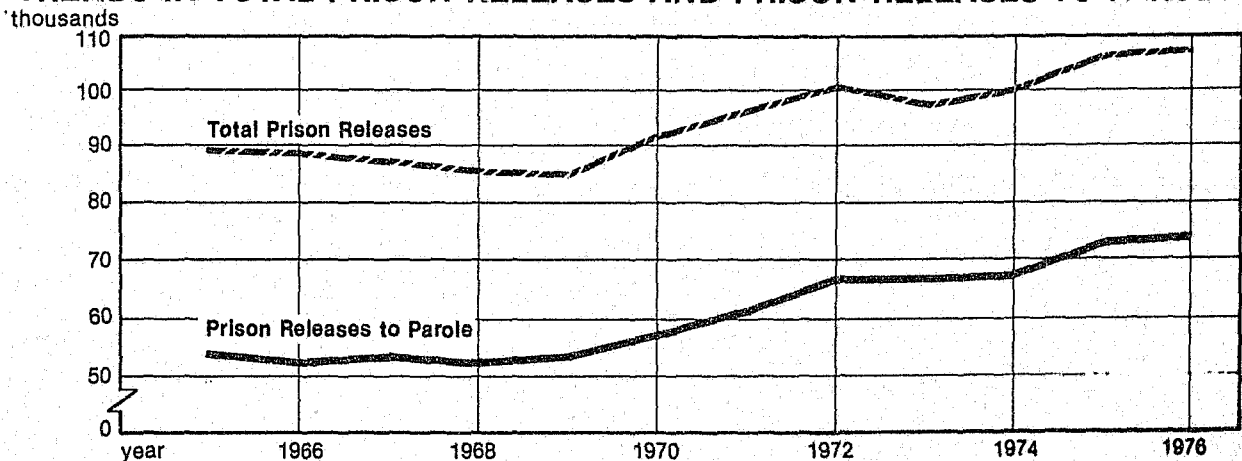
Parole Entry

Persons enter parole supervision by paroling authority decision or mandatory release. This chapter concerns only those entering parole via paroling authority decisions. Of this group, 90% represent first time releases to parole from prison of persons with a sentence of a year or more. The remaining group of those entering parole in a given year are reactivations, reinstatements, reparaoles, parole from a non-prison facility, or paroles involving persons sentenced to less than one year.

In Figure 16, the trends in parole from prison are compared with the trends in total conditional and unconditional releases from prison.

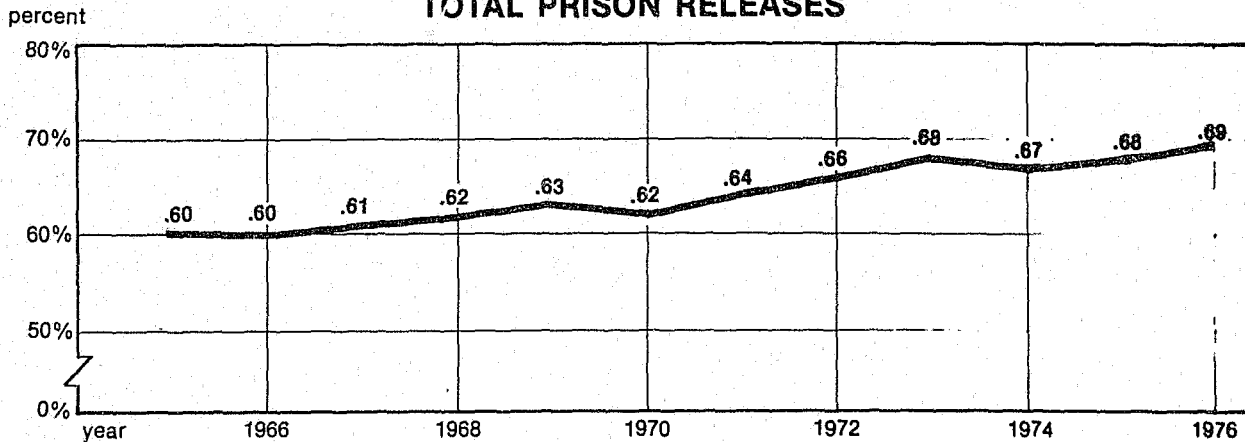
The data on which Figure 16 is based are presented in Table 6 (Appendix A). Note that the data shown for 1965 through 1974 are drawn from a special survey conducted by the Uniform Parole Reports project. The 1975 and 1976 data in both Figure 16 and the related Figure 17 are drawn from the National Prisoner Statistics program (U.S., NCJISS, February, 1978, and April, 1978). Because these data are gathered from different sources and different definitional bases (see Notes in Appendices B and C for detailed explanations), there is some disjunction between the two data sets. Despite the limitations on comparability, the data do provide a useful portrait of the trends.

FIGURE 16
TRENDS IN TOTAL PRISON RELEASES AND PRISON RELEASES TO PAROLE



Source: Table 6 (Appendix A).

FIGURE 17
TRENDS IN RELEASES TO PAROLE AS PERCENTAGE OF
TOTAL PRISON RELEASES



Source: Derived from Table 6 (Appendix A).

Clearly, as the total of conditional and unconditional releases from prison rises, the number of releases from prison to parole supervision also rises. There has been a general upward movement in this trend for the past twelve years. At the same time, the number of prison releases and the number of releases to parole have appeared to stabilize over the past two to four years. This is also shown when the number of releases to parole is reflected as a percentage of the total conditional and unconditional releases from prison (see Figure 17). The percentage is identical to the parole use rate discussed in the previous chapter.

Note that the percentage gradually advanced from 60% in 1965 to 69% in 1976. The increase in use of parole, however, was negligible in relation to increases in prison admissions, with the consequence that prison populations rose phenomenally from 1972 until the present time (198,000 to 278,000 or 41%). If release to parole were being used largely as a matter of population size control, a much more precipitous increase in parole use would have occurred. [The prison population figures cited were taken from the previously mentioned NPS Advance Report (U.S., NCJISS, April, 1978) and the Report for 1971, 1972 and 1973 (U.S., NCJISS, May, 1975).]

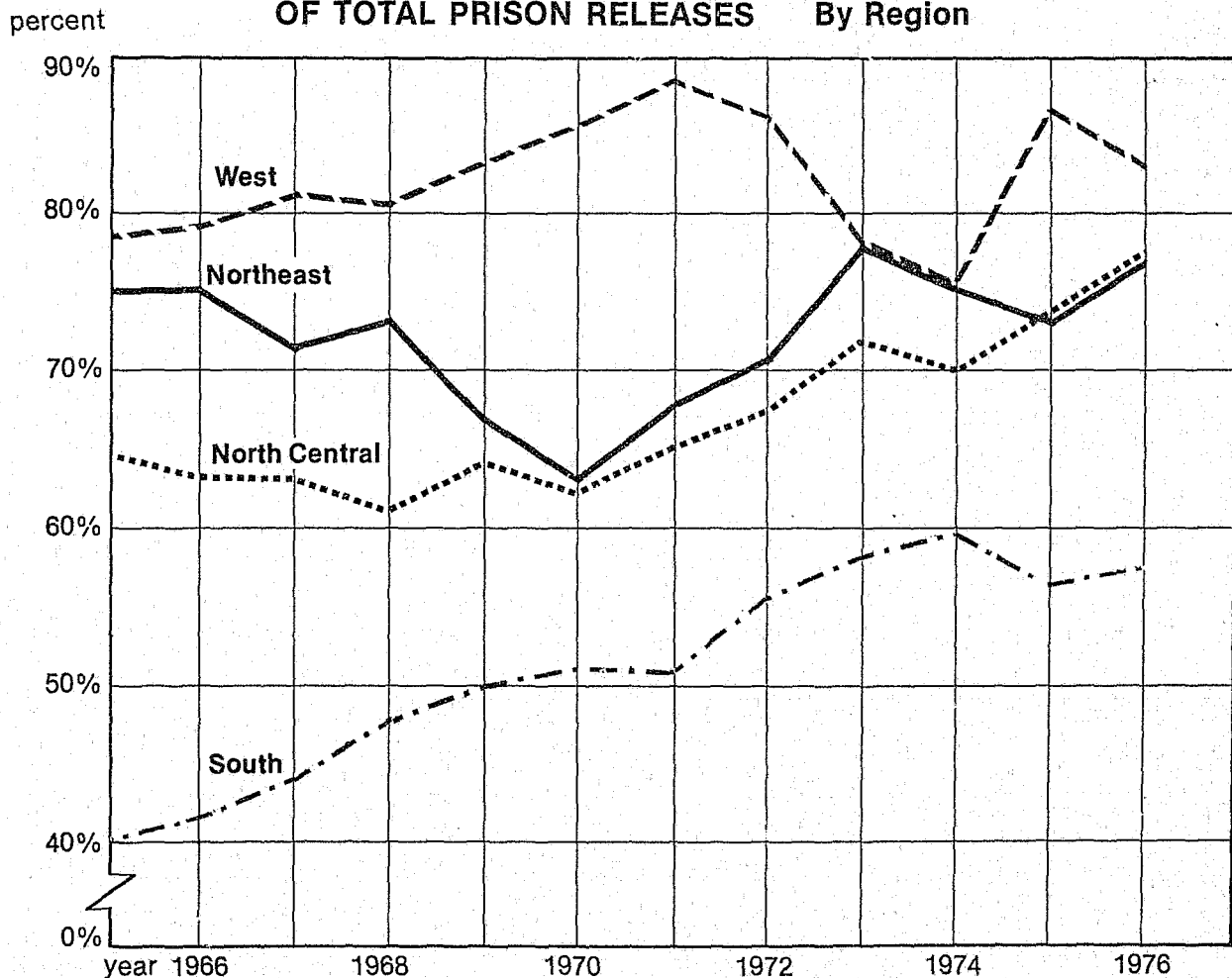
Regional Trends

Changes in this relative use of parole from 1965 through 1976 were not uniform across the country. By far, the greatest increase in the parole use rate occurred in the South. A substantial increase was also recorded in North Central states, while parole use remained relatively stable in the Northeast and West. Figure 18 pictures the twelve year trend for each region.

The graph also reflects the fact that the regions showing the least change in relative frequency of parole started from much higher base rates--almost 80% of total releases in the West and 75% in the Northeast. The South's notably high increase in parole use started from a base rate only a little over half as high, about 40%.

Figure 19 points up the rate of change by showing the average parole rate in 1965 and in 1976 along with the change in the rate over the 12 year period for each region. The right hand side of the figure shows the percentage increase between the two periods for each region. Relative use of parole in the South increased by over 40%; in the North Central region, a 19.4% increase was recorded. In the Northeast and West, increases were 2.8% and 7.0%. The overall result was a narrowing of the variation in practices among the regions. Whereas the parole rate in the

FIGURE 18
TRENDS IN RELEASES TO PAROLE AS PERCENTAGE
OF TOTAL PRISON RELEASES By Region



Source: Table 6 (Appendix A).

FIGURE 19
INCREASE IN AVERAGE PAROLE RATE
By Region

Region	Parole Rate		Net Change	Percent Change	
	1965	1976		Less Than 10%	10% or More
All Regions	.604	.689	.085		14.1
Northeast	.750	.771	.021	2.8	
North Central	.648	.774	.126		19.4
South	.401	.578	.177		44.1
West	.784	.829	.055	7.0	

Source: Derived from Table 6 (Appendix A).

South was only half that in the West in 1965 period (ratio .51 to 1), it was more than two-thirds as high in 1976 (ratio .70 to 1).

Issues Related to the Data

In order to analyze the prison and parole populations more adequately, exploratory studies are required in a number of areas. First, some study needs to be given to solving the issues raised generally about the data presented above: non-comparability of data bases; problems of definition; and, problems of obtaining comparable data over long periods of time.

Second, as was stated earlier, a variety of factors relate to such issues as prediction of parole population levels. These factors include: changes in other correctional populations; changes in the population at risk; and, most importantly, legislative and policy changes. A limited number of such studies will be undertaken as a part of the Uniform Parole Reports project. These will be reported on in future volumes of Parole in the United States.

APPENDIX A
TABLES 1-7

TABLE 1

MOVEMENT OF PAROLE ONLY POPULATION
UNDER STATE AND FEDERAL JURISDICTION, 1976 AND 1977
(By Region and State)

Agency	Population 12/31/75	Entries <u>1976</u>	Removals	Population 12/31/76	Entries <u>1977</u>	Removals	Population 12/31/77
UNITED STATES ESTIMATE	158,600	87,500	85,100	160,900	99,300	86,900	173,300
Federal Reported	16,750	7,192	8,525	15,408	8,182	7,727	15,887
State Total Reported	128,523	79,784	64,674	133,503	82,705	60,593	144,143
Northeast	34,611	16,131	9,818	35,926	15,413	8,105	38,265
<u>New England</u>							
Connecticut	1,593	1,013	782	1,673	956	923	1,613
Maine	683	585		780	310		512
Massachusetts	3,718	1,673	1,558	3,729			4,009
New Hampshire	459	198	163	494	203	180	517
Rhode Island	242	110	168	184	170	119	235
Vermont		223			203		
<u>Middle Atlantic</u>							
New Jersey	8,293	3,885	3,781	8,397	3,976	3,589	8,784
New York	10,238	4,989		11,175	5,500		12,300
Pennsylvania	7,276	2,885	2,579	7,582	3,379	2,710	8,251
Puerto Rico	2,109	570	787	1,912	716	584	2,044
North Central	13,827	16,462	9,895	16,517	14,608	7,158	20,215
<u>East North Central</u>							
Illinois		2,337			3,476		
Indiana	1,733	948	755	1,708	1,261	855	2,000
Michigan	3,866	4,113	3,796	4,183			5,648
Ohio	4,400	4,489	3,322	5,452	5,029	3,441	6,959
Wisconsin		1,073			1,050		
<u>West North Central</u>							
Iowa	470	487	392	524	581	310	631
Kansas		908		1,067	1,010	800	1,179
Minnesota	1,879	775	720	1,934	806	729	2,011
Missouri	1,210	1,052	623	1,387	1,034	709	1,478
Nebraska							
North Dakota	122	122	109	135	117	129	123
South Dakota	147	158	178	127	244	185	186

Agency	Population 12/31/75	Entries	1976 Removals	Population 12/31/76	Entries	1977 Removals	Population 12/31/77
South	49,542	30,498	27,589	50,395	33,299	27,870	53,882
<u>South Atlantic</u>							
Delaware							
District of Columbia	2,160	733	503	1,627	711	503	1,316
Florida	4,206	2,911	2,580	4,537	3,027	2,779	4,785
Georgia	3,175	2,628	2,267	3,234	3,236	2,798	3,581
Maryland	5,129	2,547	2,311	5,141	2,469	2,563	5,077
North Carolina	6,022	4,738	5,020	5,801	4,887	5,662	5,323
South Carolina	1,610	918	678	1,850	1,224	819	2,255
Virginia	2,278	1,840	1,368	2,750	1,636	1,371	3,015
West Virginia	355	276	364	346	365	290	421
<u>East South Central</u>							
Alabama	3,321	1,406	2,610	2,165	1,398	1,582	1,994
Kentucky	4,532	1,320	859	4,993	1,507	881	5,619
Mississippi	646	882	514	834	520	575	1,124
Tennessee		2,352	1,944		2,108		
<u>West South Central</u>							
Arkansas	2,209	1,280	1,065	2,424	1,265	1,110	2,579
Louisiana	2,079	886	652	1,946	780	776	2,041
Oklahoma	2,040	739	777	2,002	1,277	1,567	1,712
Texas	9,780	5,042	4,077	10,745	6,889	4,594	13,040
West	30,543	16,693	17,372	30,665	19,385	17,460	31,781
<u>Mountain</u>							
Arizona		565	474	1,047	583	579	1,051
Colorado	2,937	1,079	1,264	2,975	1,223	1,151	2,980
Idaho	221	213	122	230	191	89	264
Montana	422	292	74	533	262	44	477
Nevada	380	316	194	502	435	294	643
New Mexico	655	649	510	794	466	612	648
Utah	502	300	353	390	380	216	510
Wyoming	44	47	23	68	44	32	80
<u>Pacific</u>							
Alaska		66			84		
California:							
CDC	14,556	8,230	9,737	13,049	10,652	10,443	13,258
CYA	3,983	2,537	2,749	3,771	2,198	2,177	3,792
Hawaii	534	86	80	540	72	93	519
Oregon	1,337	998	735	1,636	1,295	894	1,890
Washington	4,972	1,315	1,057	5,130	1,500	836	5,669

Source: 1978 UPR Aggregate Parole Data Survey. For explanation of special table characteristics, see Table Notes (Appendix B). For explanation of any special characteristics of each agency, see Agency Notes (Appendix C).

TABLE 2

MOVEMENT OF CONDITIONAL RELEASE POPULATIONS
UNDER STATE AND FEDERAL JURISDICTION, 1976 AND 1977
(By Region and State)

Agency	Population 12/31/75	Entries <u>1976</u>	Removals	Population 12/31/76	Entries <u>1977</u>	Removals	Population 12/31/77
UNITED STATES ESTIMATE	165,200	96,000	93,200	168,000	109,700	95,900	181,800
Federal Reported	18,314	9,276	10,797	16,794	11,355	10,582	17,603
State Total Reported	135,100	81,422	70,666	141,546	84,711	65,823	162,571
Northeast	37,503	18,052	15,744	38,877	17,236	11,067	41,333
<u>New England</u>							
Connecticut	1,593	1,013	782	1,673	956	923	1,613
Maine	683	585		780	310		512
Massachusetts	3,718	1,673	1,558	3,729			4,009
New Hampshire	459	198	163	494	203	180	517
Rhode Island	242	110	168	184	170	119	235
Vermont	361	230		380	226		468
<u>Middle Atlantic</u>							
New Jersey	8,293	3,885	3,781	8,397	3,976	3,589	8,784
New York	12,769	6,903	5,926	13,746	7,300		14,900
Pennsylvania	7,276	2,885	2,579	7,582	3,379	2,710	8,251
Puerto Rico	2,109	570	787	1,912	716	584	2,044
North Central	16,890	18,294	11,499	19,353	16,909	9,011	31,849
<u>East North Central</u>							
Illinois		3,487			4,910		8,644
Indiana	1,733	948	755	1,708	1,261	855	2,000
Michigan	3,866	4,113	3,796	4,183			5,648
Ohio	4,400	4,489	3,322	5,452	5,029	3,441	6,959
Wisconsin	2,572	1,324	1,221	2,369	1,430	1,267	2,622
<u>West North Central</u>							
Iowa	470	487	392	524	581	310	631
Kansas		908		1,067	1,010	800	1,179
Minnesota	1,879	775	720	1,934	806	729	2,011
Missouri	1,210	1,052	623	1,387	1,034	709	1,478
Nebraska	491	431	383	467	487	586	368
North Dakota	122	122	109	135	117	129	123
South Dakota	147	158	178	127	244	185	186

Agency	Population 12/31/75	Entries	<u>1976</u> Removals	Population 12/31/76	Entries	<u>1977</u> Removals	Population 12/31/77
<u>South</u>	50,164	28,004	25,601	52,170	30,608	27,748	57,036
<u>South Atlantic</u>							
Delaware	352	247	232	405	354	264	439
District of Columbia							
Florida	4,883			5,548			6,286
Georgia	3,175	2,628	2,267	3,234	3,236	2,798	3,581
Maryland	5,330	2,889	2,651	5,264	2,809	2,866	5,238
North Carolina	6,022	4,738	5,020	5,801	4,887	5,662	5,323
South Carolina	1,610	918	678	1,850	1,224	819	2,255
Virginia	2,278	1,840	1,368	2,750	1,636	1,371	3,015
West Virginia	355	276	364	346	365	290	421
<u>East South Central</u>							
Alabama	3,321	1,406	2,610	2,165	1,398	1,582	1,994
Kentucky	4,646	1,714	1,195	5,165	1,896	1,266	5,795
Mississippi	646	882	514	834	755	573	1,124
Tennessee	1,708	2,519	2,131	2,096	2,307	2,210	2,193
<u>West South Central</u>							
Arkansas	2,209	1,280	1,065	2,424	1,265	1,110	2,579
Louisiana	2,079	886	652	1,946	780	776	2,041
Oklahoma	2,040	739	777	2,002	1,277	1,567	1,712
Texas	9,780	5,042	4,077	10,745	6,889	4,594	13,040
<u>West</u>	30,543	17,072	17,822	31,146	19,958	17,997	32,353
<u>Mountain</u>							
Arizona		1,010	772	1,374	1,119	1,009	1,465
Colorado	2,937	1,079	1,264	2,975	1,223	1,151	2,980
Idaho	221	213	122	230	191	89	264
Montana	422	292	74	533	262	44	477
Nevada	380	316	194	502	435	294	643
New Mexico	655	649	510	794	466	612	648
Utah	502	300	353	390	380	216	510
Wyoming	44	47	23	68	44	32	80
<u>Pacific</u>							
Alaska			152	154	121	117	158
California:							
CDC	14,556	8,230	9,737	13,049	10,652	10,433	13,258
CYA	3,983	2,537	2,749	3,771	2,198	2,177	3,792
Hawaii	534	86	80	540	72	93	519
Oregon	1,337	998	735	1,636	1,295	894	1,890
Washington	4,972	1,315	1,057	5,130	1,500	836	5,669

Source: 1978 UPR Aggregate Parole Data Survey. For explanation of special table characteristics, see Table Notes (Appendix B). For explanation of any special characteristics of each agency, see Agency Notes (Appendix C).

TABLE 3

PAROLING AUTHORITY CHARACTERISTICS
STATE AND FEDERAL, 1976 AND 1977
(By Region and State)

Agency	Autonomous Board		All Members Full-Time		Grant Hearing Attorney Permitted		Witness Permitted		Board Sets Minimum Term In Most Cases	
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
	—	—	—	—	—	—	—	—	—	—
UNITED STATES TOTAL	26	26	30	22	21	31	20	32	13	39
Federal		No	Yes			No		No		No
State Total	26	25	29	22	21	30	20	31	13	38
<u>Northeast</u>										
<u>New England</u>										
Connecticut		No		No		No		No		No
Maine	Yes			No		No	Yes			No
Massachusetts		No	Yes			No		No		No
New Hampshire	Yes			No	Yes		Yes			No
Rhode Island		No		No	Yes			No		No
Vermont	Yes			No	Yes		Yes			No
<u>Middle Atlantic</u>										
New Jersey		No	Yes		Yes			No		No
New York		No	Yes			No		No		No
Pennsylvania	Yes		Yes			No		No		No
Puerto Rico										
<u>North Central</u>										
<u>East North Central</u>										
Illinois		No	Yes		Yes		Yes			No
Indiana		No	Yes			No		No		No
Michigan		No	Yes			No		No		No
Ohio		No	Yes			No		No		No
Wisconsin		No	Yes			No		No		No
<u>West North Central</u>										
Iowa	Yes			No		No		No	Yes	
Kansas	Yes			No	Yes		Yes			No
Minnesota	Yes		Yes			No		No	Yes	
Missouri		No	Yes			No		No	Yes	
Nebraska		No		No	Yes		Yes			No
North Dakota	Yes			No	Yes		Yes		Yes	
South Dakota	Yes			No	Yes		Yes			No

Agency	Autonomous Board		All Members Full-Time		Grant Hearing Attorney Permitted		Witness Permitted		Board Sets Minimum Term In Most Cases	
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
<u>South</u>										
<u>South Atlantic</u>										
Delaware	Yes			No		No		No		No
District of Columbia	Yes		Yes			No		No		No
Florida	Yes		Yes			No		No	Yes	
Georgia	Yes		Yes							No
Maryland		No	Yes			No		No	Yes	
North Carolina		No	Yes		Yes		Yes			No
South Carolina	Yes			No	Yes		Yes			No
Virginia		No	Yes			No		No		No
West Virginia	Yes		Yes			No		No		No
<u>East South Central</u>										
Alabama	Yes		Yes			No		No		No
Kentucky		No	Yes		Yes			No	Yes	
Mississippi	Yes			No		No	Yes			No
Tennessee		No	Yes		Yes		Yes			No
<u>West South Central</u>										
Arkansas	Yes			No	Yes		Yes			No
Louisiana		No	Yes		Yes		Yes			No
Oklahoma		No		No	Yes		Yes			No
Texas	Yes		Yes							No
<u>West</u>										
<u>Mountain</u>										
Arizona	Yes		Yes		Yes		Yes			No
Colorado	Yes		Yes			No		No		No
Idaho		No		No	Yes		Yes		Yes	
Montana		No		No		No		No		No
Nevada	Yes			No		No		No		No
New Mexico	Yes		Yes			No		No		No
Utah		No		No		No	Yes		Yes	
Wyoming	Yes			No	Yes		Yes			No
<u>Pacific</u>										
Alaska		No		No	Yes			No		No
<u>California:</u>										
CDC		No	Yes			No		No	Yes	
CYA		No	Yes			No		No	Yes	
Hawaii		No		No	Yes		Yes		Yes	
Oregon	Yes		Yes			No		No	Yes	
Washington	Yes		Yes			No		No	Yes	

Source: O'Leary and Hanrahan, 1976. For explanation of special table characteristics, see Table Notes (Appendix B). For explanation of any special characteristics of each agency, see Agency Notes (Appendix C).

TABLE 4
 AUTHORIZED COMPLEMENT OF PAROLE
 OR PAROLE/PROBATION OFFICERS, STATE AND FEDERAL, 1976 AND 1977
 (By Region and State)

Agency	Number of Parole or Parole/Probation Officers		Officers Handle Mixed Caseloads?		Number of Officers Authorized to Parole Only	
	1976	1977	Yes	No	1976	1977
UNITED STATES TOTAL	7747	8491				
Federal Total	1200	1346	Yes		0	0
State Total	6547	7145				
Northeast						
<u>New England</u>						
Connecticut	21	21		No	21	21
Maine	42	48	Yes		0	0
Massachusetts	58	58		No	58	58
New Hampshire	6	7		No	6	7
Rhode Island	34	34		No	5	5
Vermont	54	56	Yes		0	0
<u>Middle Atlantic</u>						
New Jersey	118	136		No	118	136
New York	358	358		No	358	358
Pennsylvania	258	243	Yes		0	0
Puerto Rico	159	159		No	63	63
North Central						
<u>East North Central</u>						
Illinois	112	117		No	112	117
Indiana	36	36		No	36	36
Michigan	263	311	Yes		62	62
Ohio	206	222	Yes		0	0
Wisconsin	341	367	Yes		0	0
<u>West North Central</u>						
Iowa	65	64	Yes		0	0
Kansas	52	54	Yes		0	0
Minnesota						
Missouri	291	288	Yes		0	0
Nebraska	14	14		No	14	14
North Dakota	15	15	Yes		0	0
South Dakota	14	11		No	14	11

Agency	Number of Parole or Parole/Probation Officers		Officers Handle Mixed Caseloads?		Number of Officers Authorized to Parole Only	
	1976	1977	Yes	No	1976	1977
South						
<u>South Atlantic</u>						
Delaware	35	37	Yes		0	0
District of Columbia	39	39		No	39	39
Florida	568	568	Yes		0	0
Georgia		80		No		80
Maryland	219	265	Yes		0	0
North Carolina	505	530	Yes		0	0
South Carolina	135	135	Yes		0	0
Virginia	238	270	Yes		0	0
West Virginia	30	31	Yes		0	0
<u>East South Central</u>						
Alabama	104	103	Yes		0	0
Kentucky	140	140	Yes		0	0
Mississippi	41	59	Yes		0	0
Tennessee	150	150	Yes		0	0
<u>West South Central</u>						
Arkansas	42	58	Yes			
Louisiana	119	170	Yes		0	0
Oklahoma	169	169	Yes		0	0
Texas	108	216		No	108	216
West						
<u>Mountain</u>						
Arizona		37		No		37
Colorado	40	40		No	40	40
Idaho	34	34	Yes		0	0
Montana	29	33	Yes		0	0
Nevada	53	72	Yes		0	0
New Mexico	107	109	Yes		0	0
Utah	100	100		No	12	0
Wyoming	23	25	Yes		0	0
<u>Pacific</u>						
Alaska	51.5	51.5	Yes		0	0
<u>California:</u>						
CDC	407	420		No	257	268
CYA	249	234		No	249	234
Hawaii	17	18		No	17	18
Oregon	103	146	Yes		0	0
Washington	183	187	Yes		0	0

Source: 1978 UPR Aggregate Parole Data Survey. For explanation of special table characteristics, see Table Notes (Appendix B). For explanation of any special characteristics of each agency, see Agency Notes (Appendix C).

TABLE 5

PRISON AND CONDITIONAL RELEASE POPULATIONS, REPORTED SERIOUS CRIME,
AND TOTAL POPULATION FIGURES, 1976
(By Region and State)

Agency	Prison Population(a)	Parole Population 12/31/76(b)	Crime Index(c)	Violent Crime Index(c)	1976 State Population(d)
UNITED STATES ESTIMATE	263,307	160,900	11,304,788	986,578	214,659,000
Federal Total	26,980	15,400			
State Total	236,327	145,500			
Northeast	36,275	36,300	2,533,194	259,191	49,503,000
<u>New England</u>					
Connecticut	1,923	1,673	155,993	8,516	3,117,000
Maine	610	780	43,703	2,354	1,070,000
Massachusetts	2,651	3,729	338,136	23,190	5,809,000
New Hampshire	248	494	29,685	709	822,000
Rhode Island	490	184	52,377	2,779	927,000
Vermont	307	370E	15,195	563	476,000
<u>Middle Atlantic</u>					
New Jersey	5,685	8,397	396,182	29,107	7,336,000
New York	17,705	11,175	1,125,739	156,988	18,084,000
Pennsylvania	6,656	7,582	396,184	34,985	11,862,000
Puerto Rico		1,912			
North Central	54,896	25,400	2,842,437	220,383	57,739,000
<u>East North Central</u>					
Illinois	9,739	6,400E	567,629	52,638	11,229,000
Indiana	4,203	1,708	247,776	16,721	5,302,000
Michigan	12,462	4,183	589,779	58,814	9,104,000
Ohio	12,525	5,452	528,962	41,553	10,690,000
Wisconsin	3,299	2,100E	179,782	6,345	4,609,000
<u>West North Central</u>					
Iowa	1,891	524	116,276	3,813	2,870,000
Kansas	2,078	1,067	110,382	6,529	2,310,000
Minnesota	1,624	1,934	171,727	7,492	3,965,000
Missouri	4,997	1,387	240,527	21,470	4,778,000
Nebraska	1,438	400E	55,317	3,269	1,553,000
North Dakota	162	135	16,167	462	643,000
South Dakota	478	127	18,113	1,277	686,000

Agency	Prison Population(a)	Parole Population 12/31/76(b)	Crime Index(c)	Violent Crime Index(c)	1976 State Population(d)
South	110,155	53,000	3,293,506	295,579	68,853,000
<u>South Atlantic</u>					
Delaware	684	350E	36,459	1,872	582,000
District of Columbia	2,299	1,627			
Florida	17,793	4,537	590,880	54,597	8,421,000
Georgia	11,134	3,234	239,032	21,030	4,970,000
Maryland	7,912	5,141	234,732	26,249	4,144,000
North Carolina	11,570	5,801	212,264	22,061	5,469,000
South Carolina	6,433	1,850	139,749	17,065	2,848,000
Virginia	5,980	2,750	211,501	15,485	5,032,000
West Virginia	216	346	42,241	2,761	1,821,000
<u>East South Central</u>					
Alabama	3,032	2,165	139,573	14,248	3,665,000
Kentucky	3,657	4,993	113,016	8,987	3,428,000
Mississippi	2,135	834	58,104	6,954	2,354,000
Tennessee	4,817	2,000E	179,448	16,574	4,214,000
<u>West South Central</u>					
Arkansas	2,431	2,424	71,847	6,410	2,109,000
Louisiana	4,696	1,946	167,508	18,161	3,841,000
Oklahoma	3,649	2,002	123,941	7,926	2,766,000
Texas	20,717	10,745	682,340	44,422	12,487,000
West	35,001	30,800	2,615,651	211,425	38,563,000
<u>Mountain</u>					
Arizona	2,850	1,047	179,021	10,335	2,270,000
Colorado	2,239	2,975	175,189	10,770	2,583,000
Idaho	682	230	35,488	1,884	831,000
Montana	551	533	32,092	1,358	753,000
Nevada	961	502	50,667	4,215	610,000
New Mexico	1,220	794	72,591	6,475	1,168,000
Utah	748	390	61,127	2,709	1,228,000
Wyoming	340	68	15,503	851	390,000
<u>Pacific</u>					
Alaska	230	110E	23,763	2,063	382,000
California:	18,113		1,556,757	144,041	21,520,000
CDC		13,049			
CYA		3,771			
Hawaii	327	540	56,076	2,034	887,000
Oregon	2,859	1,636	148,097	10,654	2,329,000
Washington	3,881	5,130	209,280	14,036	3,612,000

Sources: (a) U.S., NCJISS, February, 1978 (Table 1, p. 18); (b) Table 1, Appendix A; (c) U.S., FBI, 1977 (Table 3, pp. 38-42); and, (d) U.S. Bureau of the Census, provisional estimate as of July 1, 1977, and subject to change.

TABLE 6

ESTIMATED ADULT PRISON RELEASES AND PAROLE ENTRIES
STATE AND FEDERAL, 1965-1976
(By Region and State)

Agency	1965			1966			1967		
	Total Prison Releases	Total Parole Entries	Ratio of Paroles/ Releases	Total Prison Releases	Total Parole Entries	Ratio of Paroles/ Releases	Total Prison Releases	Total Parole Entries	Ratio of Paroles/ Releases
State Total Estimate	89,900	54,300	.604	88,400	53,000	.599	86,800	53,200	.613
Northeast	16,000	12,000	.750	16,000	12,100	.756	16,300	12,000	.613
North Central	25,300	16,400	.648	25,000	15,800	.632	23,700	15,000	.633
South	31,900	12,800	.401	32,800	13,600	.415	31,800	14,000	.440
West	16,700	13,100	.784	14,600	11,500	.788	15,000	12,200	.813

Agency	1968			1969			1970		
	Total Prison Releases	Total Parole Entries	Ratio of Paroles/ Releases	Total Prison Releases	Total Parole Entries	Ratio of Paroles/ Releases	Total Prison Releases	Total Parole Entries	Ratio of Paroles/ Releases
State Total Estimate	85,000	52,400	.616	85,900	54,000	.629	92,200	57,500	.624
Northeast	15,800	11,500	.727	16,200	10,900	.673	18,000	11,400	.633
North Central	23,900	14,600	.611	23,200	14,900	.642	24,400	15,300	.627
South	31,500	15,200	.482	31,700	15,900	.502	34,400	17,600	.512
West	13,800	11,100	.804	14,800	12,300	.831	15,400	13,200	.857

Agency	1971			1972			1973		
	Total Prison Releases	Total Parole Entries	Ratio of Paroles/ Releases	Total Prison Releases	Total Parole Entries	Ratio of Paroles/ Releases	Total Prison Releases	Total Parole Entries	Ratio of Paroles/ Releases
State Total Estimate	96,800	62,300	.644	100,900	66,600	.660	97,800	66,500	.680
Northeast	19,700	13,400	.680	20,000	14,100	.705	18,500	14,400	.778
North Central	23,400	15,200	.650	24,900	16,800	.675	23,100	16,600	.719
South	36,500	18,500	.507	41,200	22,900	.556	43,000	25,200	.586
West	17,200	15,200	.884	14,800	12,800	.865	13,200	10,300	.780

Agency	1974			1975			1976		
	Total Prison Releases	Total Parole Entries	Ratio of Paroles/ Releases	Total Prison Releases	Total Parole Entries	Ratio of Paroles/ Releases	Total Prison Releases	Total Parole Entries	Ratio of Paroles/ Releases
State Total Estimate	100,000	67,000	.670	106,800	73,000	.683	107,000	73,700	.689
Northeast	18,000	13,500	.750	18,400	13,400	.728	17,500	13,500	.771
North Central	23,100	16,200	.701	21,700	16,200	.746	23,000	17,800	.774
South	45,700	27,300	.597	47,500	26,800	.564	50,700	29,300	.578
West	13,200	10,000	.758	19,200	16,600	.865	15,800	13,100	.829

Sources: 1965-1974 data from UPR, March, 1976; 1975 data from U.S., NCJISS, February, 1977; and, 1976 data from U.S., NCJISS, February, 1978. For explanation of special table characteristics, see Table Notes (Appendix B). For explanation of any special characteristics of each agency, see Agency Notes (Appendix C).

TABLE 7

DATA FOR 1975, 1976 AND 1977 REPORTED IN THE
1978 UPR AGGREGATE PAROLE DATA SURVEY
(By Region and State)

Agency	Parole Only Data Reported						Total Conditional Release and Parole Data Reported						Mandatory Release Only Data Reported						Staff Data	
	Total Population		Entries		Removals		Total Population		Entries		Removals		Total Population		Entries		Removals			Yes or No
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No		
UNITED STATES TOTAL	45	9	50	4	42	12	49	5	49	5	47	7	5	9	10	4	5	9	Yes	
Federal	Yes		Yes		Yes		Yes		Yes		Yes		Yes		Yes		Yes			
State Total	44	9	49	4	41	12	48	5	48	5	46	7	4	9	9	4	4	9		
Northeast																				
New England																				
Connecticut	Yes		Yes		Yes		Yes		Yes		Yes								Yes	
Maine	Yes		Yes			No	Yes		Yes			No							Yes	
Massachusetts	Yes		77	No	77	No	Yes		77	No	77	No							Yes	
New Hampshire	Yes		Yes		Yes		Yes		Yes		Yes								Yes	
Rhode Island	Yes		Yes		Yes		Yes		Yes		Yes								Yes	
Vermont		No	Yes			No	Yes		Yes			No	No	Yes			No		Yes	
Middle Atlantic																				
New Jersey	Yes		Yes		Yes		Yes		Yes		Yes								Yes	
New York	Yes		Yes			No	Yes		Yes		Yes		Yes		Yes		No		Yes	
Pennsylvania	Yes		Yes		Yes		Yes		Yes		Yes								Yes	
Puerto Rico	Yes		Yes		Yes		Yes		Yes		Yes								Yes	
North Central																				
East North Central																				
Illinois		No	Yes			No	76	No	Yes		Yes		No	Yes		Yes			Yes	
Indiana	Yes		Yes		Yes		Yes		Yes		Yes								Yes	
Michigan	Yes		77	No	77	No	Yes		77	No	77	No							Yes	
Ohio	Yes		Yes		Yes		Yes		Yes		Yes								Yes	
Wisconsin		No	Yes			No	Yes		Yes		Yes		No	Yes			No		Yes	
West North Central																				
Iowa	Yes		Yes		Yes		Yes		Yes		Yes								Yes	
Kansas		75	Yes		76	No	75	No	Yes		76	No							Yes	
Minnesota	Yes		Yes		Yes		Yes		Yes		Yes								No	
Missouri	Yes		Yes		Yes		Yes		Yes		Yes								Yes	
Nebraska		No		No		No	Yes		Yes		Yes		No		No		No		Yes	
North Dakota	Yes		Yes		Yes		Yes		Yes		Yes								Yes	
South Dakota	Yes		Yes		Yes		Yes		Yes		Yes								Yes	

Agency	Parole Only Data Reported						Total Conditional Release and Parole Data Reported						Mandatory Release Only Data Reported						Staff Data
	Total		Entries		Removals		Total		Entries		Removals		Total		Entries		Removals		
	Population		Yes	No	Yes	No	Population		Yes	No	Yes	No	Population		Yes	No	Yes	No	
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	or No
<u>South</u>																			
<u>South Atlantic</u>																			
Delaware		No		No		No	Yes		Yes		Yes		No		No		No		Yes
District of Columbia	Yes		Yes		Yes			No		No		No		No		No		No	Yes
Florida	Yes		Yes		Yes		Yes			No		No	Yes		No		No		No
Georgia	Yes		Yes		Yes		Yes		Yes		Yes				No		No		Yes
Maryland	Yes		Yes		Yes		Yes		Yes		Yes		Yes		Yes		Yes		Yes
North Carolina	Yes		Yes		Yes		Yes		Yes		Yes								Yes
South Carolina	Yes		Yes		Yes		Yes		Yes		Yes								Yes
Virginia	Yes		Yes		Yes		Yes		Yes		Yes								Yes
West Virginia	yes		Yes		Yes		Yes		Yes		Yes								Yes
<u>East South Central</u>																			
Alabama	Yes		Yes		Yes		Yes		Yes		Yes								Yes
Kentucky	Yes		Yes		Yes		Yes		Yes		Yes		Yes		Yes		Yes		Yes
Mississippi	Yes		Yes		Yes		Yes		Yes		Yes								Yes
Tennessee		No	Yes			77No	Yes		Yes		Yes		No		Yes		77No		Yes
<u>West South Central</u>																			
Arkansas	Yes		Yes		Yes		Yes		Yes		Yes								Yes
Louisiana	Yes		Yes		Yes		Yes		Yes		Yes								Yes
Oklahoma	Yes		Yes		Yes		Yes		Yes		Yes								Yes
Texas	Yes		Yes		Yes		Yes		Yes		Yes								Yes
<u>West</u>																			
<u>Mountain</u>																			
Arizona		75No	Yes		Yes			75No	Yes		Yes		75No		Yes		Yes		76No
Colorado	Yes		Yes		Yes		Yes		Yes		Yes								Yes
Idaho	Yes		Yes		Yes		Yes		Yes		Yes								Yes
Montana	Yes		Yes		Yes		Yes		Yes		Yes								Yes
Nevada	Yes		Yes		Yes		Yes		Yes		Yes								Yes
*New Mexico	Yes		Yes		Yes		Yes		Yes		Yes								Yes
Utah	Yes		Yes		Yes		Yes		Yes		Yes								Yes
Wyoming	Yes		Yes		Yes		Yes		Yes		Yes								Yes
<u>Pacific</u>																			
Alaska		No	Yes			No		75No		76No	Yes		No	77Yes			No		Yes
California:																			
CDC	Yes		Yes		Yes		Yes		Yes		Yes								Yes
CYA	Yes		Yes		Yes		Yes		Yes		Yes								Yes
Hawaii	Yes		Yes		Yes		Yes		Yes		Yes								Yes
Oregon	Yes		Yes		Yes		Yes		Yes		Yes								Yes
Washington	Yes		Yes		Yes		Yes		Yes		Yes								Yes

APPENDIX B

TABLE NOTES

TABLE 1: Movement of Parole Only Population

1. Agency. Reports are included from 54 jurisdictions, including the 50 states, with separate reports in California for the California Department of Corrections and the California Youth Authority, the U.S. Board of Parole (federal), Puerto Rico, and the District of Columbia. Only two states, Nebraska and Delaware, were unable to provide any data strictly on parole. They did report parole as a part of the combined mandatory release and parole population shown in Table 2.
2. The United States Estimate. This estimate is based on the federal reported figures for parole population and parole entries, each state total reported for parole population and parole entries, and estimates for the ten jurisdictions missing one or more of the figures. The estimating procedures are described in notes three through six. The end of year population estimates for 1975, 1976 and 1977, and the estimates for 1976 and 1977 entries are used to compute a corresponding 1976 and 1977 removals estimate. This is based on the assumption that given uniform definition of categories, the end of one year's population plus the next year's entries minus the next year's removals should equal the end of the next year's population. However, it should be pointed out that many jurisdictions were not able to provide such a balanced figure. The reasons for these discrepancies are discussed in "Appendix C: Agency Notes."
3. Massachusetts, Michigan. Entries to parole in 1977 for these two jurisdictions were developed by applying the 1976 ratio of entries to end of year population to the 1977 reported end of year population.
4. Vermont, Illinois, Wisconsin, Nebraska, Delaware, Tennessee, Alaska. Each of these seven states has mandatory release as well as parole. Using data from five jurisdictions which provided complete or virtually complete data on both parole and total parole/mandatory release population movement, an estimation model was developed. The model is a simple proportional model across populations and within populations. Three sets of ratios were developed: ratios of comparable data between the parole only population and the total parole/mandatory release population; ratios among the end of year populations for the three years given; and, ratios

between entries and end of year population for 1976 and 1977. Despite the great variation in scale among the five jurisdictions in the model (U.S. Board of Parole, New York, Maryland, Kentucky, and Arizona), these ratios were sufficiently stable across jurisdictions to justify the computation of mean ratios in each category. The means then constituted the proportional model. This model was applied to each state although its application varied depending on the amount of data provided by that state. Procedure was to give the cross population ratios first priority in application. These ratios were adjusted to fit with the pattern of any cross population statistics provided by the state itself. Once these estimates were produced, they were then further adjusted wherever necessary by any data provided from the state which could be used to check the probable validity of the estimates.

5. Kansas. Given that the ratios of entries to end of year population were identical for both 1976 and 1977, the ratio of 1977-1976 to 1977 population was applied in the 1976 population in order to estimate the 1975 end of year population.
6. Arizona. Given that the data provided by Arizona for 1976 end of year population balanced with the 1977 entries, 1977 removals and 1977 end of year population, the 1975 end of year population was estimated by adding 1976 removals to the 1976 end of year population and subtracting the 1976 entries in order to produce the estimate of the 1975 end of year population.

SUMMARY TABLE 2: Movement of Conditional Release Populations

1. Agency. Reports are included from 54 jurisdictions, including the 50 states, with separate reports in California for the California Department of Corrections and the California Youth Authority, the U.S. Board of Parole (federal), Puerto Rico, and the District of Columbia. Only one jurisdiction, the District of Columbia, was unable to provide any data strictly on mandatory release. They did report parole data as shown in Table 1.
2. The United States Estimate. This estimate is based on the federal reported figures for population and entries, the state total reported for population and entries, and estimates for the ten jurisdictions missing one or more of the figures. The estimating procedures are described in the notes three through six. The end of year population estimates for 1975, 1976 and 1977, and the estimates for 1976 and 1977 entries were used to compute a corresponding 1976

and 1977 removals estimate. This is based on the assumption that given uniform definition of categories, the end of one year's population plus the next year's entries minus the next year's removals should equal the end of the next year's population. However, it should be pointed out that many jurisdictions were not able to provide such a balanced figure. The reasons for these discrepancies are discussed in "Appendix C: Agency Notes."

3. Massachusetts, Michigan. Entries to parole in 1977 for these two jurisdictions were developed by applying the 1976 ratio of entries to end of year population to the 1977 reported end of year population.
4. Illinois, District of Columbia, Florida, Alaska. Each of these four states has mandatory release as well as parole. Using data from five jurisdictions which provided complete or virtually complete data on both parole and total parole/mandatory release population movement, an estimation model was developed. The model is a simple proportional model across populations and within populations. Three sets of ratios were developed: ratios of comparable data between the parole only population and the total parole/mandatory release population; ratios among the end of year populations for the three years given; and, ratios between entries and end of year population for 1976 and 1977. Despite the great variation in scale among the five jurisdictions in the model (U.S. Board of Parole, New York, Maryland, Kentucky, and Arizona), these ratios were sufficiently stable across jurisdiction: to justify the computation of mean ratios in each category. The means then constituted the proportional model. This model was applied to each state although its application varied depending on the amount of data provided by that state. Procedure was to give the cross population ratios first priority in application. These ratios were adjusted to fit with the pattern of any cross population statistics provided by the state itself. Once these estimates were produced, they were then adjusted wherever necessary by any data provided from the state which could be used to check the probable validity of the estimates.
5. Kansas. Given that the ratios of entries to end of year population were identical for both 1976 and 1977, the ratio of 1977-1976 to 1977 population was applied in the 1976 population in order to estimate the 1975 end of year population.
6. Arizona. Given that the data provided by Arizona for 1976 end of year population balanced with the 1977 entries, 1977 removals and 1977 end of year population, the 1975 end of year population was estimated by adding 1976 removals to the

1976 end of year population and subtracting the 1976 entries in order to produce the estimate of the 1975 end of year population.

TABLE 3: Paroling Authority Characteristics

1. Agency. Data are reported for the U.S. Board of Parole, the District of Columbia, and 50 parole jurisdictions.
2. Maryland. The Board sets the minimum term in most cases except for individuals sentenced to a life term who must serve fifteen years before they can apply for parole.
3. Idaho. The Board sets the minimum term in most cases except for individuals sentenced to a life term who must serve ten years, and those sentenced to any term for specified violent offenses who must serve one-third of the sentence before becoming eligible for parole.

TABLE 4: Authorized Complement of Parole or Parole/Probation Officers

1. Agency. Reports are included from 54 jurisdictions, including the 50 states, with separate reports in California for the California Department of Corrections and the California Youth Authority, the U.S. Board of Parole (federal), Puerto Rico, and the District of Columbia. Only three states, Minnesota, Georgia, and Arizona, were unable to provide complete data.
2. Staff Included. An effort was made to limit the survey to caseload carrying parole or parole/probation agents. In some instances, in the time available, agencies were unable to so limit their data in reporting to us; thus, their figures include full and/or part-time supervisors, parole aides, trainees, and/or other personnel not carrying full caseloads.

TABLE 5: Prison and Conditional Release Populations

1. Agency. Data are reported for the U.S. Board of Parole, the District of Columbia, Puerto Rico, and 50 parole jurisdictions. Parole population estimated for states shown as missing in Table 1. Estimates are marked with an E. Estimation procedures described in Notes to Table 1.

TABLE 6: Estimated Adult Prison Releases and Parole Entries

1. Total Prison Releases. Forty-two states provided data on the number of adult felons released from their prisons and reformatories for each year, 1965 through 1974. Eight other states and the District of Columbia supplied these figures for some part of this period. The questionnaire asked for data by calendar year. In cases where only fiscal year data are available, they are used. To the extent feasible, this population is restricted to male and female serious offenders; that is, the felon population or the population sentenced to more than one year in prison. Data for 1975 and 1976 were drawn from NPS reports (U.S., NCJISS, February, 1977, and February, 1978, Table 7, p. 28).
2. Total Parole Entries. Forty-six states and the District of Columbia reported the number paroled from 1965 through 1974. All other states supplied the number paroled for only certain years within this period. Entries are intended to include all those individuals entering the parole jurisdiction of a particular state (or other geographical jurisdiction). Thus, entries include those paroled who are being supervised in-state as well as those paroled who are being supervised out of state. These data only include individuals being released from prison to parole jurisdiction. They do not include reinstatements, reparaes, and other forms of movement onto parole that do not involve release from prison. Data for 1975 and 1976 were drawn from NPS reports (U.S., NCJISS, February, 1977, and February, 1978, Table 7, p. 28).
3. Ratio of Parolees/Releasees. This ratio was computed by dividing the estimated total parole entries reported by region and the state total by the estimated total prison releases reported by region and the state total.
4. Estimates. As noted in notes one and two above, some jurisdictions were unable to supply complete data for all years. When such reporting gaps were encountered in the data, procedures were employed to estimate missing years. A simple regression line was computed using available data. Surrogate figures developed in this manner reflect the best linear unbiased estimate of the true figures. Regression estimates of parole entries were employed for the jurisdictions of Kentucky and Maine in 1965. Regression estimates of prison releases were employed for the jurisdictions of Missouri, Maine, Colorado, Kentucky and Delaware in 1965; Delaware in 1966 and 1967; and, Vermont in 1971 and 1972. Tennessee figures are based on available NPS data and a hand-fitted estimate. Regression estimates of prison releases based on comparative data sources were used for the jurisdiction of Rhode Island from 1965 through 1973.

5. Missing Jurisdictions. The following jurisdictions are not included in the regional or state total estimates: Puerto Rico--prison releases and parole entries, all years; District of Columbia--prison releases from 1965 through 1972; Alaska--prison releases and parole entries from 1965 through 1969.
6. Comparability of Sources. 1965 through 1974 UPR data and 1975 through 1976 NPS data are sufficiently parallel in content to justify their merger in Table 6. However, differences between the bases pertaining to definitions of the population and sources of information do occur. UPR relies on paroling jurisdictions to supply parole data. On the other hand, NPS receives its data from correctional jurisdictions. Differences in points of collection may lead to differing criteria for inclusion and exclusion of cases. Persons paroled out of state may be counted one way by the paroling authority and another way by the corrections department. A small number of misdemeanants filter into the parole system and may be counted by UPR while they would be excluded by NPS. Despite these technical differences, comparisons made in earlier years where both sources were available demonstrate a high level of congruence.

APPENDIX C
AGENCY NOTES
(APPLIES TO TABLES 1, 2, 4, 5)

U.S. FEDERAL

All survey data are provided by the U.S. Administrative Office of the Courts for the U.S. Board of Parole. For all data reported, no known variations from UPR criteria exist. The data for staff resources are parole/probation officers available for supervision. They do not include the personnel time required for presentence investigation.

ALABAMA

All survey data are provided by the Board of Pardons and Parole. For all data reported, no known variations from UPR criteria exist. Alabama reported that any discrepancies occurring when balancing entry and removal figures with year end total population figures are because some records are maintained by field supervisors and others by the central office. With passage of good time laws in Alabama, more people are released from prison earlier and less people are released to parole supervision.

ALASKA

Survey data are provided by the Division of Corrections and by the Board of Parole. For 1975, year end total population data are not available. For 1976 and 1977, year end total population and removal figures include both parole and mandatory release counts. Due to record keeping procedures, Alaska does not break out either parole only or mandatory release only figures. For 1976, entry figures include parole only. Data are not available for mandatory releases. Parole/probation officers handle mixed caseloads of both adults and juveniles.

ARIZONA

All survey data are provided by the Department of Corrections. For 1975, year end total population data are estimated.

ARKANSAS

All survey data are provided by the Department of Corrections. For all data reported, no known variations from UPR criteria exist. For 1976 and 1977, complete data for total

probation population are not available. The Arkansas Division of Probation and Parole supervises in-state probationers on a limited basis.

CALIFORNIA (Department of Corrections)

All survey data are provided by the Management Information Section, California Department of Corrections (CDC). For all data reported, no known variations from UPR criteria exist. Parole officers do not supervise in-state probationers, but do supervise narcotic outpatients and parolees under the jurisdiction of other states.

CALIFORNIA (California Youth Authority)

All survey data are provided by the Division of Research, California Youth Authority (CYA). For all data reported, no known variations from UPR criteria exist. The Parole and Institutions Branch of the CYA does not supervise in-state probationers, but does supervise both juvenile court parolees and court commitment parolees.

COLORADO

All survey data are provided by the Office of Parole and Community Services. For all data reported, no known variations from UPR criteria exist. Colorado reported that any discrepancies occurring when balancing entry and removal figures with year end total population figures are the result of the necessity to compile the data from monthly reports maintained in the district offices. Central office files are unavailable at this time, due to a recent office move. District figures reflect inter-district transfers.

CONNECTICUT

All survey data are provided by Information Systems, Department of Corrections. For all data reported, no known variations from UPR criteria exist. Connecticut reported no reason for any discrepancies occurring when balancing entry and removal figures with year end total population figures.

DELAWARE

All survey data are provided by the Department of Corrections. Delaware provided estimates for 1975 year end total population, and for 1976 and 1977 parole entries and removals. All figures reported include both parole and mandatory release courts. At this time, Delaware does not break out either parole only or mandatory release only figures. In their record keeping, Delaware distinguishes only between parole supervision (which

includes both parolees and mandatory releasees) and probation supervision.

DISTRICT OF COLUMBIA

All survey data are provided by the Board of Parole. All figures reported include both parole and mandatory release counts. Due to record keeping procedures, the District of Columbia does not break out either parole only or mandatory release only figures. The District of Columbia reported no reason for any discrepancies occurring when balancing entry and removal figures with year end total population figures.

FLORIDA

All survey data are provided by the Planning and Research Office of Paroles and Probation. Data are not available for 1976 and 1977 mandatory release entries and removals. For all other data provided, no known variations from UPR criteria exist.

GEORGIA

All survey data are provided by the Board of Pardons and Paroles. This agency has had supervision responsibilities of parolees since 1977. Therefore, 1976 data for staff resources are not available. Georgia has an Early Release Program for those people serving short sentences. These releasees are not usually supervised, although some are--in which case, they are included in the year end total population figures but not in parole entries or removal figures. For all other data provided, no known variations from UPR criteria exist.

HAWAII

All survey data are provided by the Office of Correctional Information and Statistics. The number of authorized parole officer positions for 1976 and 1977 is 19.5. However, the figures reported represent the actual number of parole officer positions currently filled: 17.0 for 1976; and, 18.0 for 1977. For all other data provided, no known variations from UPR criteria exist.

IDAHO

All survey data are provided by the Commission for Pardons and Parole, Department of Corrections. For all data reported, no known variations from UPR criteria exist. Idaho reported that any discrepancies occurring when balancing entry and removal figures with year end total population figures are because, at this time, Idaho does not compile a complete record of Idaho parolees being supervised out of state. Idaho is in the process

of converting to an automated data retrieval system. When the conversion is completed in August, 1978, these data will become available.

ILLINOIS

All survey data are provided by the Parole and Pardon Board. For 1975 and 1976, year end total population data are not available. Complete data for 1976 and 1977 removals are not available. The total 1977 year end total population figure includes parole, mandatory release and statutory parole population counts and, due to Illinois record keeping procedures, are not broken out. The figure reported for 1976 authorized parole officer positions includes nine supervisors who do not have parole caseloads.

INDIANA

All survey data are provided by the Adult Authority Community Services Division. Indiana reported fiscal year data rather than calendar year data. However, for all data reported, no other known variations from UPR criteria exist. Indiana reported that any discrepancies occurring when balancing entry and removal figures with year end total population figures are the result of the fact that Indiana's system is not yet truly offender-based because of equipment limitations.

IOWA

All survey data are provided by the Division of Adult Corrections. For 1975, 1976 and 1977, year end total population figures do not include individuals under Iowa parole jurisdiction who are being supervised out of state. For all other reported data, no known variations from UPR criteria exist.

KANSAS

All survey data are provided by Resources and Planning, Department of Corrections. For 1975, parole data are not available. For 1976, data for entries on parole are not available. The Division of Probation and Parole supervises in-state probationers except for six counties. For 1976 and 1977, year end population figures do not include individuals under Kansas parole jurisdiction who are being supervised out of state.

KENTUCKY

All survey data are provided by Support Services, Bureau of Corrections. For all data reported, no known variations from UPR criteria exist.

CONTINUED

1 OF 2

LOUISIANA

All survey data are provided by Research and Statistics, Department of Corrections. For all data reported, no known variations from UPR criteria exist. Louisiana reported that any discrepancies occurring when balancing entry and removal figures with year end total population figures are because entry and removal figures come from computerized data while total population figures come from headcounts submitted by probation and parole districts.

MAINE

All survey data are provided by the Division of Probation and Parole, Bureau of Corrections. For 1976 and 1977, removal data are not available. For all other data reported, no known variations from UPR criteria exist.

MARYLAND

All survey data are provided by the Maryland Parole Commission, Division of Parole and Probation. For 1976 and 1977, data on supervision of in-state probationers include criminal figures only. For 1976 and 1977, total figures for parole/probation officers show supervision figures only. Maryland reported that any discrepancies occurring when balancing entry and removal figures with year end total population figures are a result of two data entry systems being used, manual and computerized.

MASSACHUSETTS

All survey data are provided by the Parole Research Unit, Parole Board. For 1977, no data are available. For all other data reported, no known variations from UPR criteria exist. Massachusetts reported that any discrepancies occurring when balancing entry and removal figures with year end total population figures are because record keeping procedures do not enable Massachusetts to keep figures on individuals in the Inside Cases category who have parole permits or on any cases under out of state jurisdiction being supervised by Massachusetts.

MICHIGAN

All survey data are provided by the Bureau of Field Services, Department of Corrections. No 1977 data are available at this time. For all other data reported, no known variations from UPR criteria exist.

MINNESOTA

All survey data are provided by the Minnesota Corrections Board. For 1977 entry data, and 1976 and 1977 removal data, Minnesota reported estimated figures. For 1976 and 1977, data on the number of in-state probationers being supervised and the number of probation/parole officers are not available because Minnesota is decentralizing correctional services from state administration to local administration through a subsidy program. This is an on-going process. Persons on state parole or probation one month may be on county rolls the next. The same applies to parole and probation officers. For this reason, it was concluded that (a) we should not attempt to estimate the probation caseload; and, (b) the figures on the number of parole officers and estimates of average caseloads would not be meaningful at this time.

MISSISSIPPI

All survey data are provided by the Probation and Parole Board. For 1976 year end total population, Mississippi reported an estimated figure. Mississippi reported that any discrepancies occurring when balancing entry and removal figures with year end total population figures are a result of reported estimates and administrative changes.

MISSOURI

All survey data are provided by the Board of Probation and Parole. For 1975, 1976 and 1977, year end total population figures do not include individuals under Missouri jurisdiction being supervised out of state. For 1976 and 1977, entry and removal figures, however, do include those parolees being supervised out of state.

MONTANA

All survey data are provided by the Probation and Parole Board. For all data reported, there are no known variations from UPR criteria. Montana reported that any discrepancies occurring when balancing entry and removal figures with year end total population figures are a result of data records maintained by individual parole officers and administrative changes in 1976.

NEBRASKA

All survey data are provided by the Nebraska Board of Parole. For 1975, 1976 and 1977, all year end total population, entry and removal figures include both parole and mandatory release counts. At this time, Nebraska does not break out parole only or

mandatory release only figures. For 1976 and 1977, there are twelve authorized probation officers and two supervisors for adults.

NEVADA

All survey data are provided by the Adult Parole. For all data reported, no known variations from UPR criteria exist. Nevada reported no reasons for any discrepancies occurring when balancing entry and removal figures with year end total population figures.

NEW HAMPSHIRE

All survey data are provided by the Board of Parole. For all data reported, no known variations from UPR criteria exist.

NEW JERSEY

All survey data are provided by the Bureau of Parole, State Department of Corrections. For all data reported, no known variations from UPR criteria exist.

NEW MEXICO

All survey data are provided by the Field Service Bureau, Corrections Division. New Mexico reported fiscal year data rather than calendar year data. However, for all data reported, no other known variations from UPR criteria exist.

NEW YORK

All survey data are provided by the Bureau of Research and Statistics, State Division of Parole. For 1977, New York reported preliminary figures for parole entries and parole year end population which UPR rounded to the nearest hundred for the purpose of inclusion in data analyses and presentation. For 1977, the total parole and mandatory release population is an October, 1977 figure. The 1977 parole entry figure presented in this report is an estimate based on the data New York reported on the first six months of the year. For 1976 and 1977, parole removal figures include both parole and mandatory release counts. At this time, New York does not break out parole removal only or mandatory release removal only figures.

NORTH CAROLINA

All survey data are provided by the Parole Commission. For all data reported, no known variations from UPR criteria exist. North Carolina reports no reason for any discrepancies occurring

when balancing entry and removal figures with year end total population figures.

NORTH DAKOTA

All survey data are provided by the Department of Parole and Probation. For all data reported, no known variations from UPR criteria exist.

OHIO

All survey data are provided by Administration and Research, Adult Parole Authority. Ohio reported fiscal year data rather than calendar year data. For 1974/75, 1975/76 and 1976/77, year end total population figures do not include Interstate Compact cases or individuals under Ohio parole jurisdiction being supervised out of state. Ohio reported that any discrepancies occurring when balancing entry and removal figures with year end total population figures are due to this reason.

OKLAHOMA

All survey data are provided by the Department of Corrections. For all data reported, no known variations from UPR criteria exist.

OREGON

All survey data are provided by the Corrections Division. For all data reported, no known variations from UPR criteria exist. Oregon reported that any discrepancies occurring when balancing entry and removal figures with year end total population figures are due to converting fiscal year data to calendar year data as requested by UPR.

PENNSYLVANIA

All survey data are provided by the Research and Statistical Division, Board of Probation and Parole. For all data reported, no known variations from UPR criteria exist.

PUERTO RICO

All survey data are provided by the Administration of Corrections. For all data reported, no known variations from UPR criteria exist.

RHODE ISLAND

All survey data are provided by the Bureau of Probation and Parole. For all data reported, no known variations from UPR criteria exist.

SOUTH CAROLINA

All survey data are provided by the Probation, Parole and Pardon Board. For all data reported, no known variations from UPR criteria exist.

SOUTH DAKOTA

All survey data are provided by the Office of Correctional Services. For all data reported, no known variations from UPR criteria exist.

TENNESSEE

All survey data are provided by the Board of Pardons and Paroles. Tennessee reported fiscal year data rather than calendar year data. For 1974/75, 1975/76 and 1976/77, year end total population figures include both parole and mandatory release counts. At this time, Tennessee does not break out either parole only or mandatory release only figures. The figures do not include individuals under Tennessee parole jurisdiction being supervised out of state. For 1975/76, removal figures for parole only and mandatory release only populations can be delineated. However, for 1976/77, these figures are not delineated due to different record keeping procedures.

TEXAS

All survey data are provided by the Board of Pardons and Paroles. For all data reported, no known variations from UPR criteria exist.

UTAH

All survey data are provided by the Division of Corrections. For all data reported, no known variations from UPR criteria exist. Utah reported that any discrepancies occurring when balancing entry and removal figures with year end total population figures are a result of recent information system changes.

VERMONT

All survey data are provided the Division of Research and Planning, Department of Corrections. For 1975, 1976 and 1977,

year end total population figures include only parolees supervised in Vermont. They do not include parolees under Vermont jurisdiction being supervised in other states and do include parolees under the jurisdiction of other states being supervised by Vermont. These figures are not separated out at this time because the records are maintained by the probation/parole officers in the field. These records reflect the number of individuals the officers are supervising, but do not indicate the official jurisdiction under which the parolees are released. For 1975, 1976 and 1977 year end total populations, and 1976 and 1977 entries, the figures include both parole and mandatory release counts. At this time, Vermont does not break out either parole only or mandatory release only figures. No data for removals from parole or mandatory release (called conditional release in Vermont) are available. All data include all persons released to parole supervision including "short sentence" people. (For example, an individual in Vermont can receive a 30 day sentence and then be released on parole after serving 20 days, and thus, be under parole jurisdiction for 10 days.)

VIRGINIA

All survey data are provided by the Division of Probation and Parole Services. For all data reported, no known variations from UPR criteria exist.

WASHINGTON

All survey data are provided by the Adult Corrections Division, Department of Social and Health Sciences. For all data reported, no known variations from UPR criteria exist. Washington reported no reason for any discrepancies occurring when balancing entry and removal figures with year end total population figures.

WEST VIRGINIA

All survey data are provided by the Department of Public Institutions, Division of Corrections. West Virginia reported fiscal year data rather than calendar year data. However, for all data reported, no other known variations from UPR criteria exist. For 1976 and 1977 staff resources data, West Virginia reported estimates.

WISCONSIN

All survey data are provided by the Office of Systems and Evaluation, Division of Corrections. For 1975, 1976 and 1977, year end total population and removal figures include both parole and mandatory release counts. Due to record keeping procedures,

Wisconsin does not break out either parole only or mandatory release only figures. For 1977, year end total population and removal figures include adults, absconders and youthful offenders. Wisconsin reported no reason for any discrepancies occurring when balancing entry and removal figures with year end total population figures.

WYOMING

All survey data are provided by the Department of Probation and Parole. For all data reported, no known variations from UPR criteria exist.

APPENDIX D

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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

USER EVALUATION QUESTIONNAIRE

Parole in the United States: 1976 and 1977
NCJ-49702, SD-UPR-1

Dear Reader:

The Law Enforcement Assistance Administration is interested in your comments and suggestions about this report. We have provided this form for whatever opinions you wish to express about it. Please cut out both of these pages, staple them together on one corner, and fold so that the Law Enforcement Assistance Administration address appears on the outside. After folding, use tape to seal closed. No postage stamp is necessary.

Thank you for your help.

1. For what purpose did you use this report?

2. For that purpose, the report— ☐ Met most of my needs ☐ Met some of my needs ☐ Met none of my needs

3. How will this report be useful to you?

☐ Data source

☐ Other (please specify) _____

☐ Teaching material

☐ Reference for article or report

☐ Will not be useful to me (please explain) _____

☐ General information

☐ Criminal justice program planning

4. Which parts of the report, if any, were difficult to understand or use? How could they be improved?

5. Can you point out specific parts of the text or table notes that are not clear or terms that need to be defined?

CUT ALONG THIS LINE

6. Are there ways this report could be improved that you have not mentioned?

7. Please suggest other topics you would like to see addressed in future reports using parole data.

8. In what capacity did you use this report?

☐ Researcher

☐ Educator

☐ Student

☐ Criminal justice agency employee

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☐ Other — *Specify* _____

9. If you used this report as a governmental employee, please indicate the level of government

☐ Federal

☐ State

☐ County

☐ City

☐ Other—Specify _____

10. If you used this report as a criminal justice agency employee, please indicate the sector in which you work.

☐ Law enforcement (police)

☐ Legal services and prosecution

☐ Public or private defense services

☐ Courts or court administration

☐ Probation

☐ Corrections

☐ Parole

☐ Criminal justice planning agency

☐ Other criminal justice agency—Specify type _____

11. If you used this report as a criminal justice employee, please indicate the type of position you hold.

Mark all that apply.

☐ Agency or institution administrator

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☐ Budget planner/evaluator/analyst

☐ Operations or management planner/evaluator/analyst

☐ Program or project manager

☐ Statistician

☐ Other—Specify _____

12. Additional Comments

OPTIONAL

Name		Telephone
		()
Number and street		
City	State	ZIP Code

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