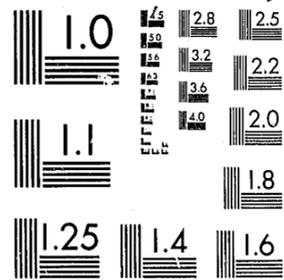


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PROBATION IN THE UNITED STATES: 1979

National Probation Reports

Feasibility Study Report on the NPR Aggregate Probation Data Inquiry

78837

Research Center West
National Council on Crime and Delinquency

^XPROBATION IN THE UNITED STATES: 1979

National Probation Reports

Feasibility Study Report on the NPR National Aggregate Probation Data Inquiry

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February 1981

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This report is based on data gathered through a feasibility study conducted to explore the availability of aggregate probation data across the country. Much of what is presented is of a tentative nature. We felt that sharing as much as possible would be more productive than limiting the report to include only information that was complete and that we could verify as accurate. We hope the inaccuracies that are undoubtedly present will be pointed out to us by any states we have misrepresented. Our annual series Probation in the United States, which will originate with next Fall's publication of 1980 data, will be a more precise document.

Probation is a complex system, and this first attempt to aggregate national data encountered many difficulties. Our data providers were patient and generously cooperative, both in answering our questions and in offering suggestions. The central reporting agencies in all 50 states, the District of Columbia, the federal probation system, Guam, and Puerto Rico responded to the Inquiry. In many cases, participation was very time-consuming. Several central reporting agencies do not routinely summarize their data; in order to provide the data we requested, they compiled statistics from as many as 680 separate monthly reports. We are extremely grateful.

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SECTION I
Introduction

Of the four principal groups of offenders within the criminal justice system—prison and jail inmates, conditional releasees, and probationers—the largest by far is probationers. The Census of Jails, National Prisoner Statistics (NPS), and Uniform Parole Reports (UPR) report on the jail, prison, and conditional release populations; there is no corresponding on-going statistical series for the nation's probation population. An effort to determine the feasibility of such a series was begun in 1979, with funding by the Bureau of Justice Statistics for the National Probation Reporting Study (NPRS). This report presents the major findings of the NPRS Aggregate Probation Data Inquiry, conducted during Fall 1980.

OFFICE INQUIRY

As a preliminary step in determining the feasibility of instituting a national probation data reporting system, NPRS in its first year attempted to identify all the probation offices in the United States (exclusive of the federal probation system). During that search, 2,395 separate offices were identified. Office Inquiries were sent to these offices to survey agency structure and reporting practices.

Each of the states and territories was found to have a state-level probation or statistical agency responsible for centralized data collection. Analysis of NPRS Office Inquiry data showed that by gathering information from only 57 separate agencies (1 in each state, the District of Columbia, Puerto Rico, 4 territories, and 1 extra agency in West Virginia), data from over 92% of all probation offices in the United States (2,205) could be obtained. (In order to obtain information from all offices, it would be necessary to contact an additional 119 county agencies and 25 municipal agencies; these 144 agencies have data from the 189 remaining offices. See Appendix D for a list of agencies and offices reporting or not reporting centrally.)

DATA INQUIRY

NPRS next sought to determine what summary information was available from the 58 central reporting agencies (the 57 just mentioned plus the federal system), how readily available the information was, and how compatible it was from agency to agency. An exploratory Aggregate Probation Data Inquiry was accordingly devised and sent out to these 58 agencies, in Fall 1980. Requesting actual data, rather than merely

asking the agencies to describe their data bases, appeared to be the best way to determine the probable success of a national probation data reporting system. The 1980 NPRS Aggregate Probation Data Inquiry was in three sections:

- I. Year-End Probation Population Data: 1977, 1978, 1979**
Probation populations on December 31, 1977-78-79; and a felony/misdemeanor breakout of these populations.
- II. Probation Population Movement Data: 1978, 1979**
Entries and removals during 1978 and during 1979.
- III. Agency Workload Data: 1979**
Total agency caseload (probation, conditional release, juvenile, other) on December 31, 1979; number of presentence reports prepared during 1979; and number of FTE staff on December 31, 1979.

The plan was to use feedback from the Inquiry in setting up the new data system and in creating the annual survey forms.

The central reporting agencies in 50 states, the District of Columbia, the federal probation system, Guam, and Puerto Rico provided data. Indeed, the response was so thorough that we felt it was important to use the data themselves—not only as a guide in setting up the system, but as worthwhile information in their own right. In addition to valuable and usable data, we received many helpful suggestions and comments. Perhaps the most useful (certainly the most troublesome) information of all we received was the rich assortment of caveats that accompanied the data. It was when we were specifically warned what types of cases were and were not included in various categories that we were forced to rethink, redefine, and clarify the questions we asked.

Some of the definitions in that original data inquiry were intentionally broad, because we wanted to find out how states were defining certain terms within their own systems. More often, though, our definitions were unintentionally broad—either in our assumptions (our assumption, for example, that cases correspond to persons, so that one person on three concurrent orders of probation is one case rather than three), or in our wording (for example, when we asked for the number of cases under "direct supervision" and meant for inactive cases to be included, or when we asked for the number of FTE "caseload supervision" staff and meant for presentence reporting staff to be included).

The data we received required editing. We polished our definitions, and worked over the phone with the data providers to ensure that the data corresponded to these criteria. When we had standardized the data as much as possible, we sent draft tables to the data providers for verification, along with a letter containing the revised definitions. The replies led to further improvement in the accuracy and consistency of the data.

DEFINITION OF TERMS

These are the revised definitions, as they will appear in the 1981 NPR Aggregate Probation Data Survey form; they have also been used in writing this report.

- Active Cases.** Persons required to report to a supervising agent on a regular basis.
- Cases.** Persons under a given form of supervision, without regard to the number of offenses for which they have been convicted.
- Entries.** Probationers entering an agency's jurisdiction from a sentencing court or, as a result of split sentencing or sentence modification, from a correctional facility.
- Inactive Cases.** Persons excused from reporting regularly to a supervising agent, but still under the jurisdiction of a probation agency.
- Interstate Compact Cases.** Cases under the jurisdiction of a probation agency in one state but supervised by an agency in a different state.
- Intrastate Courtesy Cases.** Cases under the jurisdiction of one probation agency in a state but supervised by a different agency in the same state.
- Jurisdiction.** The authority, as assigned by a sentencing court, to monitor compliance with conditions of probation. A person under the jurisdiction of one probation agency may be supervised by a different agency, either through an interstate compact or intrastate courtesy agreement; however, this person remains under the jurisdiction of the agency originally given authority at time of sentence.
- Probationers.** Convicted persons who, as part of a court sentence, have been placed under the supervisory authority of a probation agency.
- Probation Agency.** An agency with the responsibility of monitoring individual compliance with condition of probation and of investigating persons for the purpose of preparing presentence reports.
- Probation Population.** All adult probationers under the jurisdiction of a probation agency.
- Removals.** Probationers removed from an agency's jurisdiction as a result of: discharges, including completion of term and early discharges; revocations and commitments to incarceration; and deaths.
- Supervision Caseload.** All cases supervised, either on an active or inactive basis, by a probation agency—without regard to original jurisdiction.

COVERAGE AND COMPATIBILITY OF REPORTED DATA

How many persons are on probation in the United States?

Is the probation population growing?

These are the types of questions we hoped to be able to answer after establishing a national aggregate probation data system. For a variety of reasons, we are finding probation reporting to be even more complicated than we had anticipated. The problems fall mainly into two overlapping areas—coverage (completeness) and compatibility (definitions). The NPRS feasibility study, during its initial phase, identified a central

reporting agency in each state. The relationship between the data reported to these agencies and the total probation population varies from state to state.

First, not all probation departments may be reporting to the central reporting agency. In some states, not all probation departments are required to report: probation departments in some geographic areas (counties, judicial districts), or probation departments associated with some levels of court (misdemeanor courts, municipal courts), may be exempt. Of those departments required to report to the central agency (whether all the departments in the state or only some), not all may in fact be complying. In practice, coverage varies. In some states it is 100%; in one state, only felony court probation departments are required to report (although there is also extensive misdemeanor probation in the state), and only about half of these actually comply.

Second, not all types of cases may be reported to the central reporting agency. Criteria vary widely from state to state. In some states, one or a combination of these categories of probationer is excluded: inactive (or unsupervised) cases, absconders, incarcerated probationers, and interstate compact cases that are being supervised out of state. Again, compliance with state requirements varies. In many states, centralized data systems have only recently been instituted; obviously, due to differing recordkeeping practices in the formerly statistically autonomous individual probation departments, it is not possible for the central reporting agency to collect uniform data immediately.

Also, not everyone agrees on a definition of probation. We are providing a definition as part of the foundation of the probation data system we hope to build. (**Probationer:** convicted person who, as part of a court sentence, has been placed under the supervisory authority of a probation agency.) But if probation is defined differently in a given state, that state's statistics may reflect its own definition, not ours. For example, in states where "informal" (or "court" or "bench") probation is used as a pre-conviction (or pre-trial or pre-plea or pre-prosecution) alternative, such cases—if turned over to the supervisory authority of a probation agency—may be showing up in the agency's statistics along with persons actually sentenced to probation. This results in overcounting. On the other hand, in states where "inactive" or "unsupervised" probation cases are not considered part of the probation population (even though they are convicted, sentenced probationers), they may not be appearing in that state's statistics. This results in undercounting. Trying to count the members of a group (the group of "probationers") without consensus on what constitutes membership in the group, presents

problems not faced when counting such clearcut groups as the parole population or the prison population.

It appears that coverage varies state-by-state from less than 10% to a full 100%, with most states' central reporting agencies reporting data on 90% or more of the state's actual probation population. The 1981 aggregate probation data survey form explicitly requests information about coverage; this will help us to determine more precisely what proportion of the actual probation population is covered in the national, regional, and state figures included in our reports.

ORGANIZATION OF THE REPORT

The report has five major sections and five appendices.

Section I, Introduction: background of the feasibility study; definition of terms; coverage and compatibility of reported data; organization of report.

Section II, Probation Population: U.S. estimated probation population; data reported; population movement (entries and removals); felony/misdemeanor breakout.

Section III, The Context of Probation: national aggregate data collection programs; regional probation population estimates; probation rates in relation to other criminal justice indicators.

Section IV, Agency Workload: data reported; national average caseload; agency caseload comparison pitfalls.

Section V, The Feasibility of National Probation Data Reporting: summary and conclusions; plans.

Appendix A, Tables, presents in four tables the data upon which this report is based.

Appendix B, Agency Notes, contains state-by-state explanations of any special

exceptions to NPR criteria in agency reporting. **Appendix C, Probation Structure,** groups the states according to whether they have state probation only, local probation only, or a combination of state and local probation. **Appendix D, Reporting Bases of Central Reporting Agencies,** lists for each state the agencies and/or offices that do/do not report aggregate probation data centrally. **Appendix E, Works Cited,** provides references.

SECTION II Probation Population

The total reported United States probation population on December 31, 1979 is 1,086,535. This figure is known to be low, for reasons discussed earlier in "Coverage and Compatibility" (page 3). It is not possible to adjust this figure to account for all the different types of undercounting that cause it to be low. However, by making one simple adjustment, we can increase the total to a figure considerably more reflective of the actual national probation population.

In 1979, NPRS identified 2,395 probation offices nationwide. Of these offices, 92% (2,201) report summary data to the central reporting agencies participating in the NPRS Aggregate Probation Data Inquiry. By extrapolating the total reported population figure from 92% to a full 100%, we have an estimated total population.

12/31/79 U.S. ESTIMATED PROBATION POPULATION: 1,174,000

(See bottom of page for detail of procedures used to calculate this estimate.)

DATA REPORTED

The probation populations presented in Tables 1 and 2 (see Appendix A) were meant to be those probationers under the jurisdiction of the reporting agency (and/or all agencies within its reporting base)—regardless of whether or where they were actually supervised. Our rationale in asking for jurisdiction-only data was two-fold: 1) to produce figures compatible with other major criminal justice statistical programs (Uniform Crime Reports, National Prisoner Statistics, Uniform Parole Reports), which collect jurisdiction-only data; and 2) to ensure that there was no possibility of doublecounting—that is, that a person under jurisdiction in one state but supervised in another state would not be counted by both.

Estimation Procedures

In 1979, NPRS identified 2,395 probation offices nationwide, exclusive of the federal probation system. Of these, 92% (2,201) report summary data to the central reporting agencies participating in the NPRS Aggregate Probation Data Inquiry (those in the 50 states, the District of Columbia, Puerto Rico, and Guam).

State total reported: 1,044,094
Adjusted* state total: 1,041,689
ESTIMATED STATE TOTAL: 1,132,000 (1,041,689 + .92)
ESTIMATED U.S. TOTAL: 1,174,000 (1,132,000 + federal reported)

*The 2,405 cases Texas added in extrapolating to 100% have been subtracted.

It turned out to be difficult for many agencies to provide jurisdiction-only data. Because their primary function in most instances is probation supervision, these agencies have statistical systems geared to providing detail about their supervision caseloads. All but a few were eventually able to provide jurisdiction-only year-end population totals, at least for December 31, 1979. Some agencies found it difficult to go back to 1978 and 1977— in some states, new systems had been instituted in the interim. For those agencies where jurisdiction-only data remained unavailable, we have included probation supervision caseload figures in Tables 1 and 2, and printed them in italics.

More than half of the central reporting agencies were able to provide entry and removal data and felony/misdemeanor breakouts. Most of the remaining agencies could provide this information on their probation supervision caseload, but not on their jurisdiction-only population. For example, many states' entry and removal data include juveniles, parolees, and/or interstate compact probationers and parolees, in addition to their own probation population.

Several agencies provided data on populations that are smaller than the actual populations within their reporting bases. Nine agencies excluded their own cases being supervised out of state; these cases are therefore not being counted at all. Five agencies excluded their inactive or unsupervised cases. (See Agency Notes, Appendix B, for agency-specific information about exclusions.) In some agencies, there may also be undercounting due to incomplete reporting from agencies within their reporting bases. In addition to undercounting within an agency's reporting base there is, of course, the undercounting that necessarily results in those states where not all probation agencies are included in the central reporting agency's reporting base.

In the five agencies for which supervision caseloads are included in lieu of jurisdiction-only populations, the figures are probably larger than their actual populations: they may well include out-of-state cases coming in for supervision as well as their own cases going out of state. Also, at least one agency overcounted by including cases placed under the authority of the probation department with no finding of guilt.

We hope that as our national probation reporting system becomes more familiar, agencies will be able to provide jurisdiction-only data (year-end population totals, entries and removals, and felony/misdemeanor breakouts) on a routine basis with no difficulty.

POPULATION MOVEMENT

With three years of data available (see Table 1, in Appendix A and as summarized below), it is possible to discover trends. Apparently the probation population is growing. Yet it is not possible, given the data available, to ascertain the actual rate of growth.

REGIONAL SUMMARY (TABLE 1)
Movement of Adult Probation Population Under Federal, State, and Local Jurisdiction: 1978 and 1979

	Population 12/31/77	1978		Population 12/31/78	1979		Population 12/31/79
		Entries	Removals		Entries	Removals	
UNITED STATES REPORTED	822,485	306,739	282,056	905,652	337,900	317,888	1,086,535
Federal Reported	46,665	21,249	22,442	45,472	17,396	20,600	42,441
Northeast	258,125	75,392	69,598	282,198	80,052	78,333	271,007
North Central	118,891	36,745	34,170	126,370	43,906	38,155	169,594
South	202,318	74,370	62,640	238,061	83,380	70,034	376,381
West	190,526	95,720	90,172	207,206	110,457	107,862	220,962
Other	5,960	3,263	3,034	6,345	2,709	2,904	6,150

NOTE: See Appendix A for unabridged version of Table 1.

The reported year-end probation population for 1979 (1,086,535) is greater than that for 1978 (905,652), which in turn is greater than that for 1977 (822,485); these totals show a 32% increase from 1977 to 1979. This is a misleading figure. It reflects an increase in reporting more than it does an increase in actual population. In 1979, all 50 states, the District of Columbia, the federal probation system, Puerto Rico and Guam provided year-end probation population data. However, fewer were able to provide 1978 and 1977 data. Data from four states are missing in the 1978 population figure, and from ten states and one of these territories in the 1977 figure. If we look at the year-end population figures from only those jurisdictions for which we have three years of data (40 states, the District of Columbia, the federal probation system, and Puerto Rico), we find the year-end population rising from 822,485 in 1977, to 875,466 in 1978, to 892,582 in 1979—only a 9% increase from 1977 to 1979. This is likely a more valid figure than the 32%.

However, 9% may itself be a misleadingly high figure. Included in this increase is an unknown amount of increased reporting within jurisdictions. For example, the population figure from a given state may include data from only 80% of its county probation departments in 1977, and from all of them in 1979. Could the 9% increase in reported population be entirely explained by increased inclusiveness of the data? Indeed, do we even know whether the probation population is increasing? If the increased inclusiveness of the data is greater than 9%, the actual probation population could even be decreasing. From the year-end population figures alone, we would be unable to say.

The entry and removal data (Table 1) provide the answer. The total entries reported during 1978 and 1979 outnumber the removals during 1978 and 1979. Obviously,

with entries outnumbering removals, the total population must be increasing.

Nationally, entries outnumber removals in 1978 and again in 1979; individually, this is also true within most jurisdictions. In 1978, 25 of the 27 jurisdictions reporting entry and removal data report entries outnumbering removals; in 1979, 26 of 33 report more entries than removals.

The combined entries for 1978 and 1979 (644,639) outnumber the combined 1978 and 1979 removals (599,944) by 7%. In most of the 26 jurisdictions reporting more entries than removals during 1979, the probation population is increasing only slightly. However, 11 reported entries outnumbering removals by more than 20%, and 5 of these (Arkansas, Hawaii, Nevada, Oklahoma, and Oregon) by more than 50% (that is, over 3 entries for every 2 removals).

FELONY/MISDEMEANOR BREAKOUT

The use of probation is divided almost evenly between felony and misdemeanor cases (see Table 2, in Appendix A and as summarized below). Of those cases where the felony/misdemeanor classification has been reported, slightly less than half are felonies in each of the three years for which we have data:

- In 1977, 47% (.4690) were felonies
- In 1978, 47% (.4687) were felonies
- In 1979, 46% (.4646) were felonies

It is interesting to note that the felony/misdemeanor ratio stayed almost exactly constant even though the number of states reporting this information increased considerably—from 25 states in 1977, to 29 in 1978, to 33 in 1979.

REGIONAL SUMMARY (TABLE 2)
Felony/Misdemeanor Breakout of Adult Probation Population Under Federal, State, and Local Jurisdiction: December 31, 1977-78-79

	12/31/77			12/31/78			12/31/79		
	Total	Felony	Misdemeanor	Total	Felony	Misdemeanor	Total	Felony	Misdemeanor
UNITED STATES REPORTED	822,485	266,524	301,690	905,652	310,986	352,438	1,086,535	295,542	340,581
Federal Reported	46,665	-	-	45,472	-	-	42,441	-	-
Northeast	258,125	58,399	142,654	282,198	61,367	159,032	271,007	61,646	151,746
North Central	118,891	59,217	59,674	126,370	64,669	61,701	169,594	99,403	70,591
South	202,318	54,899	23,417	238,061	83,093	50,815	376,381	98,205	110,867
West	190,526	94,009	75,945	207,206	101,857	80,890	220,962	36,288	7,377
Other	5,960	-	-	6,345	-	-	6,150	-	-

NOTE: See Appendix A for unabridged version of Table 2.

SECTION III

The Context of Probation

Our future data collection plans include breaking removal figures into:

- discharges
- revocations and commitments
 - for new convictions
 - for "technical" probation violations only
 - other
- deaths
- other removals

Analysis of these data will allow us to compare success rates of felons and misdemeanants on probation.

By using data from the Uniform Crime Reports, National Prisoner Statistics, Uniform Parole Reports, the Census of Jails, and our National Probation Data Inquiry, it is possible to examine regional variations in the rates of jail, prison, conditional release, and probation use in relation to each other and to crime rates. Table 4 (Appendix A) presents figures from each of these sources and also includes population estimates from the Bureau of the Census. To facilitate comparative review of the data, all raw figures (except the population estimates) were converted into rates per 100,000 persons.

NATIONAL DATA COLLECTION PROGRAMS

The FBI's **Uniform Crime Reports** (UCR) program collects data on crimes known to the police, on arrests, and on law enforcement personnel. Crime in the United States, published annually, presents these data by state, region, county, and standard statistical metropolitan area. For our comparisons, we have chosen to use reported crimes against persons (violent crimes).

The Bureau of the Census collects data for the **National Prisoner Statistics** (NPS) program; annual reports are published by the Bureau of Justice Statistics. The annual reports cover population and population movement data for prisons in each state, the District of Columbia, and the civilian federal system.

The National Council on Crime and Delinquency's **Uniform Parole Reports** (UPR) project collects parole and mandatory release data; annual reports cover the parole and mandatory release populations and population movement in each state, the District of Columbia, the federal jurisdiction, Puerto Rico, and the Virgin Islands.

The **Census of Jails** is conducted by the Bureau of Justice Statistics every five years or so. The most recent census provides 1978 data; these are included in our comparisons even though all the other data are for 1979.

REGIONAL PROBATION POPULATION ESTIMATES

The estimated U.S. probation figure (see page 6), as the most accurate indication of the actual U.S. probation population available, is valuable in making comparisons between probation and various other criminal justice statistics.

As the Uniform Crime Reports, the Census of Jails, National Prisoner Statistics, and Uniform Parole Reports exclude Puerto Rico and the territories from their rates, we

have calculated estimates of the national and regional probation populations to parallel these. These, then, are our estimates adjusted to include only the 50 states, the District of Columbia, and the federal probation system:

12/21/79 U.S. ESTIMATED PROBATION POPULATION: 1,168,000
(exclusive of Puerto Rico and the territories)

12/21/79 REGIONAL ESTIMATED PROBATION POPULATIONS:
(exclusive of Puerto Rico, the territories, the federal system)

Northeast:	277,000
North Central:	185,000
South:	403,000
West:	267,000

(See bottom of page for detail of procedures used to calculate these estimates.)

PROBATION RATES IN RELATION TO OTHER CRIMINAL JUSTICE INDICATORS

Regional comparisons between violent crime rates, jail rates, prison rates, conditional release rates, and probation rates are shown in Figure 1. Nationally, the probation rate almost equals the violent crime rate. (The probation rate is less than one-tenth of one percent lower.)

Estimation Procedures

Exclusive of Puerto Rico and the territories (as well as of the federal probation system), NPRS identified 2,379 offices, of which 2,189 (still 92%) report summary data to the central reporting agencies in the 50 states and the District of Columbia.

State total reported (- P.R. & Guam): 1,037,944
Adjusted* state total: 1,035,539
ESTIMATED STATE TOTAL: 1,126,000 (1,035,539 ÷ .92)

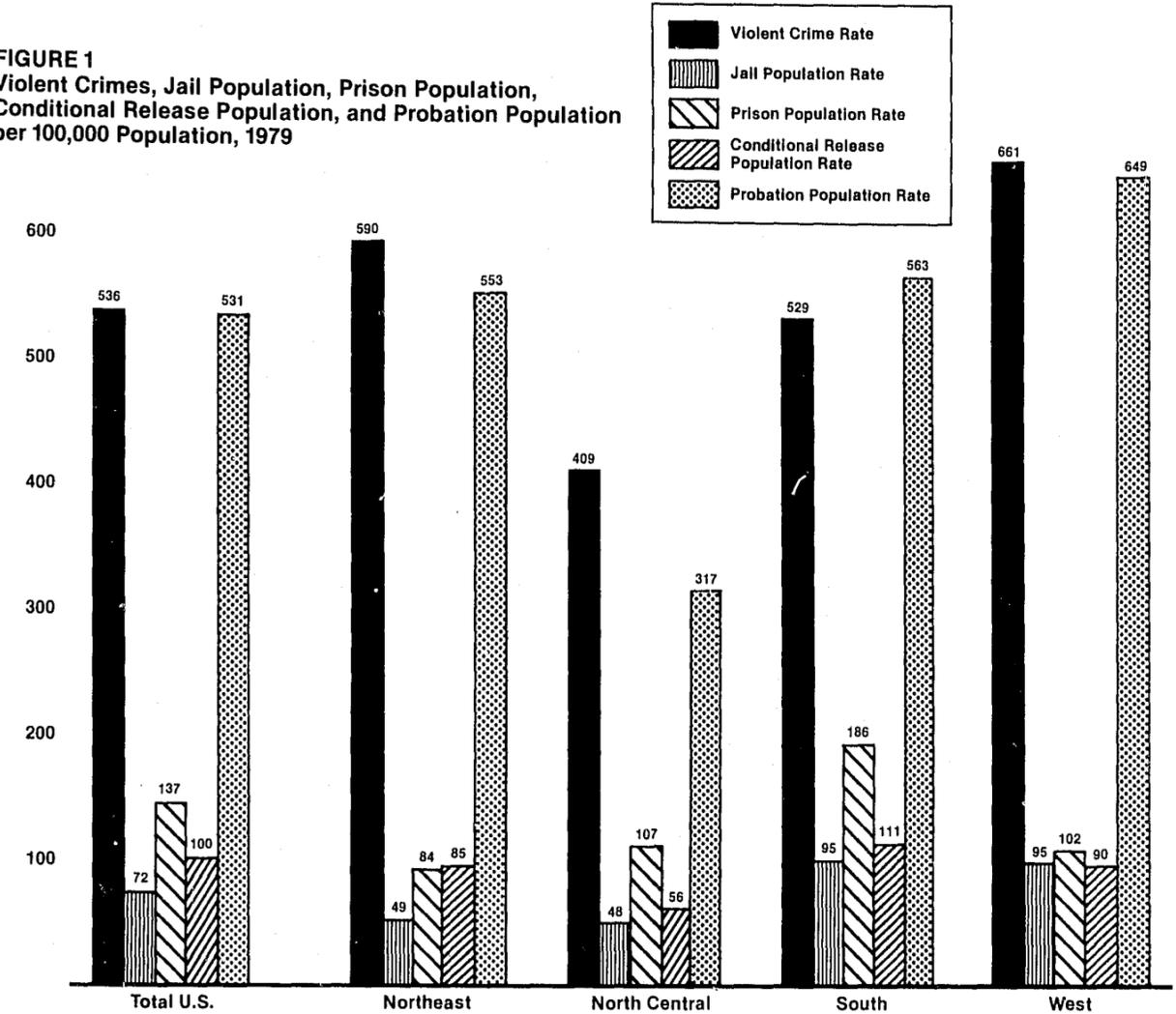
ESTIMATED U.S. TOTAL: 1,168,000 (1,126,000 + federal reported)

Estimates were computed similarly for the Northeast, North Central, South, and West*, based on the proportion of offices reporting centrally in each region.

Northeast: 271,000 (271,007@100% reporting)
North Central: 185,000 (169,594 ÷ .915)
South: 403,000 (373,976 ÷ .927)
West: 267,000 (220,962 ÷ .827)
(TOTAL: 1,126,000)

*The 2,405 cases Texas added in extrapolating to 100% have been subtracted.

FIGURE 1
Violent Crimes, Jail Population, Prison Population, Conditional Release Population, and Probation Population per 100,000 Population, 1979



SOURCE: Data presented here are from Table 4 (Appendix A).
NOTE: Figures do not add exactly to 100% due to rounding error.

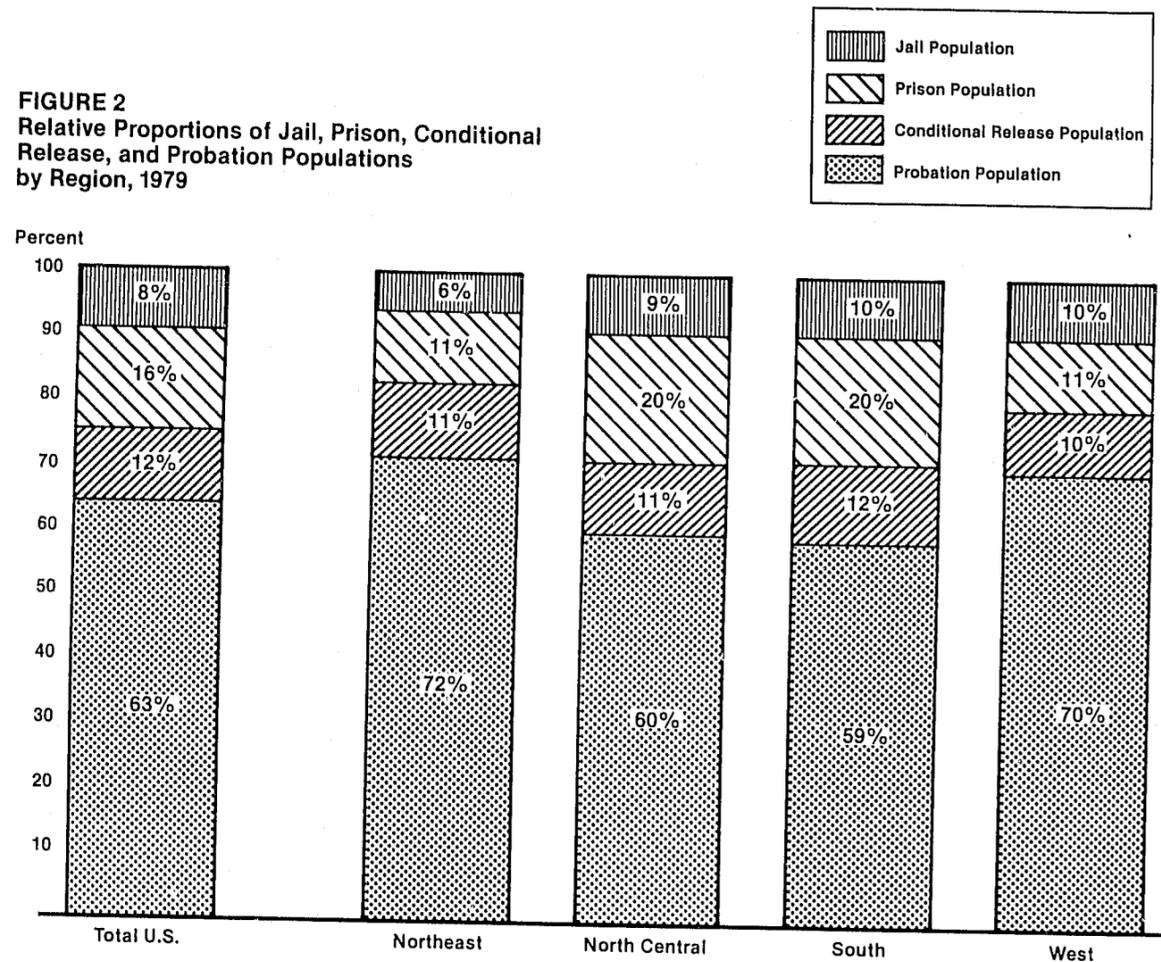
The Northeast and the West have violent crime rates higher than the national rate; in both regions, the probation rates also are higher than the national rate and somewhat lower than their crime rates. All other rates (jail, prison, conditional release) in these two regions, except the jail rate in the West, are lower than the national rates.

The North Central has a crime rate considerably lower than the nation's; its sanction rates all are considerably lower as well. The North Central's probation rate falls far behind its crime rate (22% lower).

The South's crime rate is slightly below the nation's; all its sanctions rates, however, are higher than the nation's. The South is the only region with a probation rate higher than its crime rate.

A considerably different perspective is obtained when we compare the relative use of these sanctions. By combining the jail, prison, conditional release, and probation populations, we can see what proportion of the combined total each component comprises.

FIGURE 2
Relative Proportions of Jail, Prison, Conditional Release, and Probation Populations by Region, 1979



SOURCE: Data presented here were derived from Table 4 (Appendix A).
NOTE: Figures do not add exactly to 100% due to rounding error.

Nationally, 63% of the combined population are on probation. Sixteen percent are in prison, 12% are on conditional release, and 8% are in jail. Regionally, there are two visually obvious pairings: the North Central and South form one pair, and the Northeast and West the other.

The North Central and South are virtually identical. The jail and conditional release proportions are both very close to the national proportions; prison use is higher

and probation use lower. It is surprising to note that when comparing rates (Figure 1), the prison rate in the North Central is considerably lower than the national rate, while that in the South is considerably higher than the nation's. Nonetheless, in both the North Central and the South, the proportion of prisoners in each of their combined totals is the same (20%), and twenty-five percent higher than the proportion nationwide (16%).

The Northeast and West parallel each other except for the higher proportion of jail inmates in the West, which is balanced by the higher proportion of probationers in the Northwest. For both, the proportion of prisoners is lower than for the nation as a whole (by almost a third), and the proportion of probationers is higher.

SECTION IV Agency Workload

DATA REPORTED

Workload figures were to include all cases supervised by the reporting agencies. Interstate compact cases being sent out of state for supervision were not to be counted; those coming in to the state for supervision were to be counted. All 50 states, the District of Columbia, the federal probation system, Puerto Rico, and Guam reported agency workload data.

	Cases Supervised					Presentence Reports Prepared	Caseload Supervision Staff
	Total	Adult Probation	Adult Parole	Juvenile	Other		
UNITED STATES REPORTED	1,368,460	1,086,987	103,412	152,991	25,070	374,844	20,607
Federal Reported	65,149	42,441	20,476	-	2,232	27,084	1,697
Northeast	341,236	276,493	19,855	38,736	6,152	103,598	2,778
North Central	226,710	172,768	12,548	33,627	7,767	86,493	3,506
South	428,316	368,240	39,836	13,390	6,850	104,272	4,615
West	298,844	220,915	8,834	67,174	1,921	45,659	7,818
Other	8,205	6,130	1,863	64	148	7,738	193

NOTE: See Appendix A for unabridged version of Table 3.

The workload data criteria (Inquiry, Section III) were not as stringent as those for jurisdiction population data (Inquiry, Sections I and II). The most frequent cause of overcounting supervision cases is failure to exclude cases that are being supervised by other states; ten states did not subtract their own cases being supervised out of state. The most frequent cause of undercounting (within a agency's reporting base) is failure to include unsupervised or inactive cases in the supervision workload; nine states report some kind of undercount in their supervision totals.

"Other" Cases Supervised

"Cases supervised" is broken out into adult probation, adult parole, juvenile, and "other". It was our intent to pick up in the "other" category only cases that did not fit into the other three categories. It turns out, however, that what we have in the "other" category is mostly a variety of combinations of the other three, which for one reason or another could not be included in the other groups. For example, "other" might be used for all the incoming cases from other states, and be a mixture of probation and parole, or

even of probation, parole, and juvenile cases. Or "other" may be all the inactive cases, both probation and parole, or the Youthful Offender cases, both probation and parole. Or it may be those cases under concurrent probation and parole supervision.

Some states actually did have other categories of cases under "other". The most frequently specified "other" is diversion—either pre-trial or pre-disposition. Among the other types of "other" cases are: child abuse/neglect; deferred acceptance of guilty plea; post-institutional halfway house cases not yet on parole; work release and education release community correctional center supervision; bail bond supervision; release on own recognizance; and parolees from county jails.

Presentence Reports

We asked only for presentence reports; when juvenile social history report figures were provided as well, we did not include them. This exclusion misrepresents those states with large juvenile caseloads, and for this reason we are including juvenile social history reports with the presentence reports on the 1981 (1980 data) survey form. The reported PSR figures for the following states are particularly misleading, as juveniles make up over a quarter of the agency caseload: Colorado, Kansas, New Hampshire, New Jersey, and Virginia.

As discussed earlier, presentence reports vary from state to state in extensiveness. They vary as well in incidence of use, although in almost all states the number of presentence reports prepared during the year is smaller than the probation population, and in most it is much smaller. New York, on the other hand, mandates a PSR on every case where the sentence can be 90 days or more; New York's presentence reports account for one sixth of the national reported total. (In addition, 60,738 pre-plea investigations were conducted in New York during 1979; these are not included in the presentence report figure.)

In the five states besides New York where the presentence reports outnumber the probationers, this atypical ratio usually results from the central reporting agency conducting investigations for counties whose probation population falls outside the central agency's reporting base.

NATIONAL AVERAGE CASELOAD

It had been our intention to compute and include in Table 3 an average caseload for each state. Indeed, the draft version of Table 3 that was sent out to our data providers for verification included state caseloads. We have since decided not to include

these figures, as they are highly misleading. We did, however, compute a national average caseload.

NATIONAL AVERAGE CASELOAD: 66

Our formula was to add the cases supervised to a caseload equivalent of the presentence reports prepared, and divide this total by the caseload supervision staff. (See bottom of page for detailed procedures used in the calculation.)

This national average is provided as a reference. To compute an average for any agency to compare with this national average, you can use either our formula or one which more accurately reflects that particular agency. The major obstacles we found to computing comparable average caseloads state by state were related to the extreme diversity both in presentence reports and in intensity of supervision.

Presentence Report Obstacles

Presentence reports vary from one-page cursory face-sheets to twenty-page indepth studies based on thorough two-week investigations. Obviously it makes no sense to use the same formula to convert the long and the short reports to caseload equivalents. Some states have formulas of their own to convert PSR's to cases, or to convert both PSR's and cases to caseload "points". North Carolina, for example, recently conducted a workload study, analyzing probation officer time spent on various activities. Their formula, based on this study, results in a caseload equivalent for North Carolina's presentence reports almost twice that which our standard formula yields.

Calculation of National Average Caseload

To calculate a national average supervision caseload, we used the same formula UPR uses: we converted the presentence reports to a caseload equivalent, added that figure to the total number of cases supervised, and divided by the number of caseload supervising staff. To convert the presentence reports to a caseload equivalent, we divided the number of PSR's by five (Carter, 1975:187).

U.S. total cases supervised: 1,368,460
Adjusted* total cases supervised: 1,296,906
U.S. presentence reports prepared: 374,844
Adjusted* presentence reports prepared: 314,106

$$\text{AVERAGE CASELOAD} = \frac{\text{CASES} + \frac{\text{PSR's}}{5}}{\text{STAFF}} = \frac{1,296,906 + 62,821}{20,607} = 66$$

*Because New York did not provide a staff figure, we subtracted their 71,554 supervised cases and 60,738 presentence reports.

Supervision Intensity Obstacles

Most states classify their supervision cases according to the level of supervision they are to receive. To say that on average a probation officer has 68 cases, say, when in fact he may have only 20 cases or over 200, is certainly misleading. In some states, cases are either thoroughly supervised (active cases) or they are not supervised at all (inactive cases); in such a state, each supervised case is part of a small caseload, although the state's average caseload, since it includes the inactive cases as well, may be quite large. In other states, an attempt is made to give all cases at least a little contact, which may mean that none gets very much supervision; the average caseload for such a state would more accurately reflect actual practice.

Most frequently, caseloads are divided into maximum-, medium-, and minimum-supervision cases, with 25 or 30 maximum-supervision cases, 100 medium-supervision cases, and 200 or more minimum-supervision cases being roughly equivalent caseloads. One state, at least, makes an even finer classification: supermaximum, maximum, medium, minimum, and suspended.

The 1981 Aggregate Probation Data Survey form does ask for a breakout of active/inactive cases, based on whether or not the person is required to report "regularly". There is, of course, a continuum from very active supervision to no supervision at all, and no way of splitting that continuum other than at a somewhat arbitrary point and calling one side "active" and the other "inactive". Again, we will be guided considerably by what we find out about the distinctions currently in use in the various states.

Other Obstacles

Probation agencies may also have other duties which affect their workload, such as the monitoring of court-ordered payments (court costs, fines, alimony, child support, restitution) of non-probationers. For example, New Jersey had 128,860 such enforcement cases on 12/31/79, directly or indirectly monitored by its probation departments; some of this work was done by paraprofessionals, but the bulk was handled by probation officers. These cases are not exactly "under the authority of" the probation departments, and are not included in the supervision caseload figures, and yet since probation officers are largely responsible for the monitoring of these cases, it would be a distortion to ignore them in any analysis of average workload.

SECTION V
**The Feasibility of
 National Probation Data Reporting**

The National Probation Reporting Study has concluded a two-year, two-part feasibility study. In 1979, through its Office Inquiry, NPRS identified over two thousand probation offices nationwide. NPRS also discovered that 92% of these offices report aggregate data to 57 central agencies. Finding that information about such a large proportion of the population was available through such a small number of contacts was very encouraging. In 1980, NPRS undertook a Data Inquiry to determine just what data were available. The wealth of information contained in this report clearly demonstrates that a national aggregate probation data reporting system is feasible. We hope that a national adult probation information system will be of help to probation authorities, legislators, and others in the probation field.

National Probation Reports will conduct its first data collection this year through the 1981 NPR Aggregate Probation Data Survey form. The first in an anticipated ongoing series, Probation in the United States: 1980 (based on the information from the 1981 Survey), will be published in Fall 1981. During 1981, NPR will function on a limited basis within the Uniform Parole Reports project. We hope that in 1982 NPR will receive its own funding. It is only by consistently building a cumulative data base that we will be able to accurately describe the probation population and discuss trends.

APPENDIX A
Tables

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TABLE 1
Movement Of Adult Probation Population
Under Federal, State, and Local Jurisdiction
1978 and 1979

	Population 12/31/77	1978		Population 12/31/78	1979		Population 12/31/79
		Entries	Removals		Entries	Removals	
UNITED STATES REPORTED	822,485	306,739	282,056	905,652	337,900	317,888	1,086,535
Federal Reported	46,665	21,249	22,442	45,472	17,396	20,600	42,441
State Total Reported	775,820	285,490	259,614	860,180	320,504	297,288	1,044,094
Northeast	258,125	75,392	69,598	282,198	80,052	78,333	271,007
New England	126,592	18,597	17,758	143,795	21,998	18,644	135,760
Connecticut	17,136	15,535	15,482	17,189	18,650	15,922	19,917
Maine	2,348	-	-	2,489	-	-	2,394
Massachusetts	98,661	-	-	114,633	-	-	103,947
New Hampshire	1,891	-	-	1,936	-	-	1,721
Rhode Island	4,080	3,062	2,276	4,895	3,348	2,722	5,111
Vermont	2,476	-	-	2,653	-	-	2,670
Middle Atlantic	131,533	56,795	51,840	138,403	58,054	59,689	135,247
New Jersey	31,921	-	-	32,183	-	-	31,641
New York	51,801	31,408	31,024	53,896	34,398	31,714	55,427
Pennsylvania	47,751	25,387	20,816	52,322	23,656	27,799	48,179
North Central	118,891	36,745	34,170	126,370	43,906	38,155	169,594
East North Central	85,755	22,465	21,012	90,430	26,506	23,821	124,021
Illinois	51,258	-	-	52,704	-	-	60,875
Indiana	14,155	14,072	13,217	16,560	14,698	13,436	16,227
Michigan	-	-	-	-	-	-	24,337
Ohio	3,554	-	-	3,783	2,610	2,331	4,062
Wisconsin	16,788	8,393	7,795	17,383	9,198	8,054	18,520
West North Central	33,136	14,280	13,158	35,940	17,400	14,334	45,573
Iowa	7,911	6,730	7,266	7,375	7,972	7,342	8,005
Kansas	7,833	-	-	8,421	-	-	9,513
Minnesota	-	-	-	-	-	-	2,924
Missouri	10,611	7,099	5,465	11,643	8,949	6,555	13,460
Nebraska	6,077	-	-	6,278	-	-	7,146
North Dakota	704	451	427	719	479	437	761
South Dakota	-	-	-	1,504	-	-	3,764
South	202,318	74,370	62,640	238,061	83,380	70,034	376,381
South Atlantic	158,146	62,069	52,132	183,724	68,429	58,738	195,799
Delaware	3,507	1,908	1,848	3,567	2,138	1,957	3,748
District of Columbia	4,965	4,187	3,779	5,386	3,885	3,841	5,430
Florida	34,342	-	-	35,699	-	-	38,862
Georgia	34,979	21,553	17,977	36,203	23,495	19,290	39,288
Maryland	28,736	19,386	14,229	33,893	20,132	16,174	37,851
North Carolina	33,450	-	-	36,290	-	-	37,556
South Carolina	18,167	9,149	9,007	18,309	9,977	9,230	19,056
Virginia	-	5,886	5,292	10,045	8,802	8,246	10,601
West Virginia	-	-	-	4,332	-	-	3,407
East South Central	19,747	-	-	26,779	4,691	4,543	28,163
Alabama	10,404	-	-	10,496	-	-	10,883
Kentucky	-	-	-	4,966	3,326	2,846	5,392
Mississippi	3,485	-	-	4,648	1,365	1,697	4,234
Tennessee	5,858	-	-	6,669	-	-	7,654
West South Central	24,425	12,301	10,508	27,558	10,260	6,753	152,419
Arkansas	545	214	88	671	173	103	748
Louisiana	11,104	-	-	12,444	-	-	12,908
Oklahoma	12,776	12,087	10,420	14,443	10,087	6,650	17,880
Texas	-	-	-	-	-	-	120,890
West	190,526	95,720	90,172	207,206	110,457	107,862	220,962
Mountain	24,847	17,162	13,769	29,744	21,233	18,511	42,927
Arizona	-	-	-	-	-	-	10,894
Colorado	10,571	10,025	8,443	12,080	11,288	9,985	13,424
Idaho	2,831	-	-	3,037	-	-	2,757
Montana	1,772	632	574	1,830	792	579	2,043
Nevada	2,722	1,756	1,141	3,337	1,913	1,177	4,073
New Mexico	5,189	4,749	3,611	1,817	1,606	1,351	2,072
Utah	2,762	-	-	6,327	5,634	5,419	6,542
Wyoming	-	-	-	1,316	-	-	1,122
Pacific	165,679	78,558	76,403	177,462	89,224	89,351	178,035
Alaska	846	717	635	928	791	833	886
California	149,587	71,923	71,583	153,113	77,386	81,299	150,566
Hawaii	2,686	760	574	2,872	874	494	3,283
Oregon	-	-	-	7,366	4,677	2,530	9,524
Washington	12,560	5,158	3,611	13,183	5,496	4,195	13,776
Other	5,960	3,263	3,034	6,345	2,709	2,904	6,150
Guam	-	-	-	256	89	97	148
Puerto Rico	5,960	3,263	3,034	6,189	2,620	2,807	6,002

SOURCE: 1980 NPR Aggregate Probation Data Inquiry. For explanation of special table characteristics, see "Data Reported" in Section II. For explanation of any special characteristics of each agency, see Agency Notes (Appendix B).

FIGURES IN ITALICS represent the number of probationers under supervision in Colorado, Guam, Indiana, Louisiana, New Jersey, and Wyoming; jurisdiction-only data were not available from these agencies.

KEY TO MISSING DATA: a blank space () indicates that the category is not applicable to the agency; a dash (-) that the category is applicable, but that no data are available; and a zero (0) that the category is applicable, but that there are no such cases.

TABLE 2
Felony/Misdemeanor Breakout
Of Adult Probation Population
Under Federal, State, and Local Jurisdiction
December 31, 1977-78-79

	12/31/77			12/31/78			12/31/79		
	Total	Felony	Misdemeanor	Total	Felony	Misdemeanor	Total	Felony	Misdemeanor
	UNITED STATES REPORTED	822,485	266,524	301,690	905,652	310,986	352,438	1,086,535	295,542
Federal Reported	46,665	-	-	45,472	-	-	42,441	-	-
State Total Reported	775,820	266,524	301,690	860,180	310,986	352,438	1,044,094	295,542	340,581
Northeast	258,125	58,399	142,654	282,198	61,367	159,032	271,007	61,646	151,746
New England	126,592	17,928	99,343	143,795	13,358	114,348	135,760	19,447	106,877
Connecticut	17,136	4,451	10,079	17,189	4,402	10,388	19,917	4,788	12,478
Maine	2,348	-	-	2,489	-	-	2,394	-	-
Massachusetts	98,661	10,629	88,032	114,633	12,200	102,433	103,947	10,892	93,055
New Hampshire	1,891	-	-	1,936	-	-	1,721	-	-
Rhode Island	4,080	2,848	1,232	4,895	3,368	1,527	5,111	3,767	1,344
Vermont	2,476	-	-	2,653	-	-	2,670	-	-
Middle Atlantic	131,533	40,471	43,311	138,403	41,397	44,684	135,247	42,199	44,864
New Jersey	31,921	18,823	13,158	32,183	13,335	13,335	31,641	19,183	12,450
New York	51,801	21,648	30,153	53,896	22,549	31,349	55,427	23,016	32,411
Pennsylvania	47,751	-	-	52,322	-	-	48,179	-	-
North Central	118,891	59,217	59,674	126,370	64,669	61,701	169,594	99,403	70,591
East North Central	85,755	39,710	46,045	90,430	43,929	46,501	124,021	74,659	49,362
Illinois	51,258	21,726	29,532	52,704	24,453	26,251	60,875	30,253	30,622
Indiana	14,155	6,991	7,164	16,560	7,931	8,569	16,227	8,431	8,431
Michigan	-	-	-	-	-	-	24,337	24,337	-
Ohio	3,554	3,554	3,783	3,783	3,783	3,783	4,062	4,062	4,062
Wisconsin	16,788	7,439	9,349	17,383	7,702	9,681	18,520	8,206	10,314
West North Central	33,136	19,507	13,629	35,940	20,740	15,200	45,573	24,744	21,229
Iowa	7,911	3,701	4,210	7,375	3,378	3,997	8,005	4,272	3,733
Kansas	7,833	4,044	3,789	8,421	4,272	4,149	9,513	4,870	5,043
Minnesota	-	-	-	-	-	-	2,924	2,924	-
Missouri	10,611	8,555	2,056	11,643	8,773	2,870	13,460	8,763	4,697
Nebraska	6,077	2,503	3,574	6,278	2,582	3,696	7,146	2,450	4,696
North Dakota	704	704	704	719	719	719	761	761	761
South Dakota	-	-	-	1,504	1,016	488	3,764	704	3,060
South	202,318	54,899	23,417	238,061	83,093	50,815	376,381	98,203	110,867
South Atlantic	158,146	50,869	23,417	183,724	73,916	49,707	195,799	80,301	51,436
Delaware	3,507	-	-	3,567	-	-	3,748	-	-
District of Columbia	4,965	1,941	3,024	5,386	1,809	3,577	5,430	1,922	3,308
Florida	34,342	-	-	35,699	-	-	37,851	-	-
Georgia	34,979	21,553	17,977	36,203	17,488	18,715	39,288	19,229	20,069
Maryland	28,736	19,386	14,229	33,893	18,309	11,105	37,851	11,791	25,765
North Carolina	33,450	-	-	36,290	-	-	37,556	-	-
South Carolina	18,167	-	-	18,309	-	-	19,056	-	-
Virginia	-	5,886	5,292	10,045	9,106	939	10,601	9,640	961
West Virginia	-	-	-	4,332	-	-	3,407	-	-
East South Central	19,747	3,485	-	26,779	8,506	1,108	28,163	8,321	1,305
Alabama	10,404	-	-	10,496	-	-	10,883	-	-
Kentucky	-	-	-	4,966	3,858	1,108	5,392	4,087	1,305
Mississippi	3,485	3,485	-	4,648	4,648	-	4,234	4,234	-
Tennessee	5,858	-	-	6,669	-	-	7,654	-	-
West South Central	24,425	545	-	27,558	671	-	152,419	9,583	58,126
Arkansas	545	545	-	671	671	-	741	741	-
Louisiana	11,104	-	-	12,444	-	-	12,908	8,842	4,066
Oklahoma	12,776	-	-	14,443	-	-	17,880	-	-
Texas	-	-	-	-	-	-	120,890	66,830	54,060
West	190								

**TABLE 3
Agency Workload, 1979**

	Cases Supervised					Presentence Reports Prepared	Caseload Supervision Staff
	Total	Adult Probation	Adult Parole	Juvenile	Other		
UNITED STATES REPORTED	1,368,460	1,086,987	103,412	152,991	25,070	374,844	20,607
Federal Reported	65,149	42,441	20,474	-	2,232	27,084	1,697
State Total Reported	1,303,311	1,044,546	82,936	152,991	22,838	347,760	18,910
Northeast	341,236	276,493	19,855	38,736	6,152	103,598	2,778
New England	158,389	136,811	867	20,243	468	11,132	1,296
Connecticut	20,107	20,107	-	-	-	5,790	153
Maine	4,288	2,394	194	1,550	150	957	51
Massachusetts	121,551	104,249	-	17,302	-	-	950
New Hampshire	3,409	2,023	-	1,386	-	3,337	60
Rhode Island	5,528	5,244	284	-	-	207	34
Vermont	3,506	2,794	389	5	318	831	48
Middle Atlantic	182,847	139,682	18,988	18,433	5,684	92,466	1,482
New Jersey	42,913	31,641	86	11,186	-	18,888	763
New York	71,554	58,563	-	7,307	5,684	60,738	-
Pennsylvania	68,380	49,478	18,902	-	0	12,840	719
North Central	226,710	172,768	12,548	33,627	7,767	86,493	3,506
East North Central	164,229	126,844	8,879	26,583	1,923	54,586	2,443
Illinois	77,888	64,898	-	12,990	-	11,605	935
Indiana	29,051	16,227	-	12,824	0	10,386	497
Michigan	31,029	24,772	6,257	-	-	22,218	528
Ohio	4,722	4,062	192	-	-	5,535	98
Wisconsin	21,539	16,885	2,430	769	1,455	4,842	385
West North Central	62,481	45,924	3,669	7,044	5,844	31,907	1,063
Iowa	10,197	8,353	707	-	-	5,966	263
Kansas	15,283	9,279	165	4,339	1,500	4,500	289
Minnesota	3,905	2,860	1,045	-	-	1,479	81
Missouri	18,280	13,460	1,613	-	3,207	5,871	256
Nebraska	8,736	7,420	-	1,316	-	11,230	97
North Dakota	927	788	139	-	-	186	15
South Dakota	5,153	3,764	-	1,389	0	2,675	62
South	428,316	368,240	39,836	13,390	6,850	104,272	4,615
South Atlantic	236,188	191,879	27,067	13,390	3,852	56,494	2,943
Delaware	4,059	3,553	506	-	-	460	44
District of Columbia	8,844	6,080	-	1,262	1,502	5,544	83
Florida	46,002	36,557	9,445	-	-	7,988	575
Georgia	42,132	42,132	-	-	-	8,025	367
Maryland	42,917	37,435	5,382	-	100	7,439	502
North Carolina	41,956	35,620	5,611	-	-	17,930	430
South Carolina	18,858	15,517	2,383	-	-	640	142
Virginia	27,041	11,254	3,135	12,085	567	8,130	709
West Virginia	4,379	3,731	605	43	-	338	91
East South Central	35,901	28,292	6,696	-	913	22,125	418
Alabama	13,572	10,249	2,486	-	837	9,033	103
Kentucky	7,403	4,969	2,367	-	67	4,232	146
Mississippi	6,389	4,542	1,843	-	4	1,151	68
Tennessee	8,537	8,532	-	-	5	7,709	101
West South Central	156,227	148,069	6,073	-	2,085	25,653	1,254
Arkansas	3,604	875	2,377	-	352	71	54
Louisiana	14,693	12,908	1,785	-	-	3,564	155
Oklahoma	20,541	16,897	1,911	-	1,733	1,971	193
Texas	117,389	117,389	-	-	-	20,047	850
West	298,844	220,915	8,834	67,174	1,921	45,659	7,818
Mountain	55,977	42,254	3,146	9,062	1,515	43,823	726
Arizona	15,741	10,894	3,336	1,511	-	10,151	206
Colorado	18,271	13,424	-	4,847	-	12,612	224
Idaho	2,832	2,594	238	-	-	6,480	48
Montana	2,252	1,794	484	-	4	844	28
Nevada	3,903	3,164	739	-	-	3,050	73
New Mexico	3,628	2,452	791	385	-	1,436	55
Utah	7,478	6,810	668	-	-	9,250	62
Wyoming	1,842	1,122	226	494	-	-	30
Pacific	242,867	178,661	5,688	58,112	406	1,836	7,092
Alaska	1,943	920	145	676	202	594	56
California	207,624	150,566	-	57,058	-	-	6,586
Hawaii	3,888	3,316	-	378	194	1,242	42
Oregon	12,809	10,083	2,716	-	10	-	190
Washington	16,603	13,776	2,827	-	-	-	218
Other	8,205	6,130	1,863	64	148	7,738	193
Guam	212	-	64	64	148	83	17
Puerto Rico	7,993	6,130	1,863	-	-	7,655	176

SOURCE: 1980 NPR Aggregate Probation Data Inquiry. For explanation of special table characteristics, see "Data Reported" in Section IV. For explanation of any special characteristics of each agency, see Agency Notes (Appendix B).

KEY TO MISSING DATA: a blank space () indicates that the category is not applicable to the agency; a dash (-) that the category is applicable, but that no data are available; and a zero (0) that the category is applicable, but that there are no such cases.

**TABLE 4
Selected Criminal Justice Indicators, 1979**

(All rates are per 100,000 population.)

	Population ^a	Violent Crime Index ^a		Jail Population ^b		Prison Population ^c		Conditional Release Population ^d		Probation Population ^e	
		Number	Rate	Number	Rate	Number	Rate	Number	Rate	Number	Rate
U.S. ESTIMATE	220,099,000	1,178,539	536	156,783	72	301,849	137	219,600	100	1,168,000	531
Federal						22,450		25,987		42,441	
State Total						279,399		192,703		1,126,000	
Northeast	49,004,000	289,193	590	24,129	49	41,379	84	41,627	85	271,000	553
North Central	58,408,000	239,122	409	27,937	48	62,500	107	32,683	56	185,000	317
South	71,543,000	378,397	529	66,775	95	133,441	186	79,551	111	403,000	563
West	41,143,000	271,827	661	37,942	95	42,079	102	36,948	90	267,000	649

^a1979 population and violent crime index from FBI, Crime in the United States: 1979 (1980), Uniform Crime Reports, Table 3, p. 42.

^b1978 jail population from LEAA, Census of Jails and Survey of Jail Inmates, 1978 (1979).

^c1979 prison population from BJS, Prisoners in State and Federal Institutions on December 31, 1979, Advance Report (1980).

^d1979 conditional release population from UPR, Parole in the United States: 1979 (1980), Table 4, p. 30; note that UPR's U.S. Estimate for this table excludes Puerto Rico and the Virgin Islands, in order to be compatible with UCR and NPS figures.

^e1979 probation population from 1980 NPR Aggregate Probation Data Inquiry; note that the U.S. Estimate used for this table excludes Guam and Puerto Rico; also note that the regional totals, as well as the U.S. total, are estimates.

NOTE: The jail population figures include only the 45 jurisdictions for which data were available. All other figures are based on data from the federal, District of Columbia, and 50 state jurisdictions.

APPENDIX B Agency Notes

The following agency notes identify all known exceptions to NPR criteria within the data reported. The notes also contain explanations of any discrepancies occurring when balancing entry and removal figures with year-end population totals. Also, any estimating or extrapolation is noted.

These notes apply to reported data only. They do not give any indication of the completeness of the data reported relative to the total probation population. In some states, the reporting agency's data do cover all probation within the state. In others, for a variety of reasons, they do not. (See "Coverage and Compatibility" (page 3) for a discussion of the reasons for under-reporting.) In our next report, which will be based on 1980 data, we plan to document the extent of coverage state-by-state in the Agency Notes.

United States Courts (federal)

All inquiry data were provided by the Statistical Analysis and Reports Division, Administrative Office of the United States Courts. Jurisdiction population and agency workload figures do not exclude juveniles; previous research has shown their number to be less than half of one percent. Also, these figures do not include inactive cases. With these exceptions, no known variations from NPR criteria exist. The United States Courts reported that the discrepancies occurring when balancing entry and removal figures with year-end population totals are due to those cases received statistically after the close of the reporting period during which the sentence actually began; such cases are not "entries" during the same year they become part of the probation population.

Alabama

All inquiry data were provided by the Alabama Board of Pardons and Paroles. Alabama reported fiscal year rather than calendar year data. With this exception, no known variations from NPR criteria exist.

Alaska

All inquiry data were provided by the Research Section, Division of Corrections, Department of Health and Social Services and Institutions. For all data reported, no known variations from NPR criteria exist.

Arizona

All inquiry data were provided by the Administrative Director's Office, Supreme Court of Arizona, based on information submitted by the 21 probation departments in the state. Population figures do not include unsupervised probationers. Agency workload figures do not exclude Arizona jurisdiction cases being supervised out of state. With these exceptions, no known variations from NPR criteria exist. The caseload supervision staff figure is an estimate.

Arkansas

All inquiry data were provided by Probation and Parole Services, Department of Corrections. Arkansas reported fiscal year rather than calendar year data for population movement. With this exception, no known variations from NPR criteria exist.

California

All inquiry data were provided by the Bureau of Criminal Statistics and Special Services, Department of Justice. Jurisdiction population and agency workload figures do not include inactive ("court probation") cases. Agency workload figures do not exclude California cases being supervised out of state, nor include cases from other states which are under supervision in California. With these exceptions, no known variations from NPR criteria exist. California reported that the discrepancies occurring when balancing entry and removal figures with year-end population totals are due to inconsistent county reporting, and changeover to summary reporting.

Colorado

All inquiry data were provided by the State Court Administrator's Office. Colorado reported fiscal year rather than calendar year data. Jurisdiction-only population data were not available; the probation supervision caseload figures were used instead. Agency workload figures do not exclude Colorado cases being supervised out of state. With these exceptions, no known variations from NPR criteria exist. Colorado reported that the discrepancies occurring when balancing entry and removal figures with year-end population totals are due to revisions made in the year-end population figures after verification by the data-providing offices.

Connecticut

All inquiry data were provided by the Office of Adult Probation, Connecticut Judicial Department. Connecticut reported fiscal year rather than calendar year data. With this exception, no known variations from NPR criteria exist. Jurisdiction population totals include Youthful Offenders, who are neither felony nor misdemeanor cases; the totals are therefore larger than the sum of the felony and misdemeanor cases. Youthful Offenders are also included in the population movement and agency workload figures.

Delaware

All inquiry data were provided by the Office of Probation-Parole, Bureau of Adult Correction. For all data reported, no known variations from NPR criteria exist.

District of Columbia

All inquiry data were provided by the Social Services Division, D.C. Superior Court. Agency workload figures do not exclude District of Columbia cases being supervised out of state. With this exception, no known variations from NPR criteria exist. The District of Columbia reported that the discrepancy occurring when balancing 1978 entry and removal figures with the year-end population total is due to reassignment of cases.

Florida

All inquiry data were provided by the Probation and Parole Program, Department of Corrections. For all data reported, no known variations from NPR criteria exist. Estimates were computed for the felony/misdemeanor breakout of the jurisdiction population, based on the felony/misdemeanor ratio in the supervision population.

Georgia

All inquiry data were provided by the Division of Probation, Department of Offender Rehabilitation. Entry and removal figures represent cases rather than persons. With this exception, no known variations from NPR criteria exist. Georgia reported that the discrepancies occurring when balancing entry and removal figures with year-end population totals are due to movement figures being case-counts and year-end population figures being person-counts.

Guam

All inquiry data were provided by the Office of the Probation Officer, Division of Probation Services. Jurisdiction-only population data were not available; probation supervision caseload figures were used instead. With this exception, no known variations from NPR criteria exist.

Hawaii

All inquiry data were provided by the Planning and Statistics Division, Office of the Administrative Director of the Courts. For all data reported, no known variations from NPR criteria exist. Hawaii reported that the discrepancies occurring when balancing entry and removal figures with year-end population totals are due to the duplicate counting which sometimes occurs when a person is resented to probation.

Idaho

All inquiry data were provided by the Department of Corrections, Division of Probation and Parole. For all data reported, no known variations from NPR criteria exist.

Illinois

All inquiry data were provided by the Probation Division, Administrative Office of the Illinois Courts. For all data reported, no known variations from NPR criteria exist.

Indiana

All inquiry data were provided by the Division of Probation, Department of Corrections. Jurisdiction-only population data were not available for 1978 and 1979; probation supervision caseload figures were used instead for these two years. With this exception, no known variations from NPR criteria exist.

Iowa

All inquiry data were provided by the Division of Adult Corrections, Department of Social Services. Jurisdiction population figures do not include Iowa cases being supervised out of state. With this exception, no known exceptions from NPR criteria exist.

Kansas

All inquiry data were provided by the Office of Judicial Administration. For all data reported, no known variations from NPR criteria exist. Centralized recordkeeping was instituted on 1/1/80; the data included in this report are

estimates provided by the Office of Judicial Administration, based on information from the 29 judicial districts and the Department of Corrections.

Kentucky

All inquiry data were provided by the Office of Community Services, Bureau of Corrections. Entry and removal figures do not include Kentucky cases being supervised out of state. With this exception, no known variations from NPR criteria exist. Estimates were reported for the felony/misdemeanor breakout of Kentucky cases being supervised out of state; the total jurisdiction population figures, however, are precise. Kentucky reported that the discrepancy occurring when balancing 1979 entry and removal figures with the year-end population total is due to district recordkeeping procedures and to entry and removal figures not including Kentucky cases being supervised out of state, while year-end totals do.

Louisiana

All inquiry data were provided by the Management and Finance Division, Department of Corrections. Jurisdiction-only population data were not available; probation supervision caseload figures were used instead. The presentence report figure is for FY 1979; all other data reported are calendar year figures. With these exceptions, no known variations from NPR criteria exist. The felony/misdemeanor breakout for 1979 was estimated, based on the felony/misdemeanor ratio in the 1980 caseload at the time of reporting.

Maine

All inquiry data were provided by the Division of Probation and Parole, Department of Mental Health and Corrections. For all data reported, no known variations from NPR criteria exist. Estimated figures were reported for juvenile and "other" cases supervised.

Maryland

All inquiry data were provided by the Division of Parole and Probation. For all

data reported, no known variations from NPR criteria exist. Jurisdiction population and agency workload figures are estimates. Maryland's recordkeeping system counts cases rather than persons; all case-count figures were reduced by 10% in order to convert them to person counts.

Massachusetts

All inquiry data were provided by the Office of the Commissioner of Probation. Jurisdiction population figures do not exclude non-convicted "probationers" whose cases have been continued without a finding with probation supervision. With this exception, no known variations from NPR criteria exist.

Michigan

All inquiry data were provided by the Bureau of Field Services, Department of Corrections. For all data reported, no known variations from NPR criteria exist.

Minnesota

All inquiry data were provided by the Department of Corrections. For all data reported, no known variations from NPR criteria exist.

Mississippi

All inquiry data were provided by the Department of Corrections. Jurisdiction population figures do not include Mississippi cases being supervised out of state. With this exception, no known variations from NPR criteria exist. Mississippi reported that the discrepancies occurring when balancing entry and removal figures with year-end population totals are due to year-end totals coming from the manual data system and entries/removals coming from the automated data system.

Missouri

All inquiry data were provided by the Division of Probation and Parole, Department of Social Services. Jurisdiction population figures do not include Missouri cases being supervised out of state. With this exception, no known

variations from NPR criteria exist. Estimated figures were reported for entries and removals, because some district reports were missing. Missouri reported that the discrepancies occurring when balancing entry and removal figures with year-end population totals are due to this estimating.

Montana

All inquiry data were provided by the Corrections Support Bureau, Corrections Division, Department of Institutions. For all data reported, no known variations from NPR criteria exist.

Nebraska

All inquiry data were provided by the District Courts—State Probation Administration. For all data reported, no known variations from NPR criteria exist. Felony/misdemeanor figures are estimates based on the felony/misdemeanor ratio in the supervision population.

Nevada

All inquiry data were provided by the Department of Adult Parole and Probation. For all data reported, no known variations from NPR criteria exist.

New Hampshire

All inquiry data were provided by the Department of Probation. New Hampshire reported fiscal year rather than calendar year data. Agency workload figures do not exclude New Hampshire cases being supervised out of state. With these exceptions, no known variations from NPR criteria exist.

New Jersey

All inquiry data were provided by the Administrative Office of the Courts. Jurisdiction-only population data were not available; probation supervision caseload figures were used instead. With this exception, no known variations from NPR criteria exist.

New Mexico

All inquiry data were provided by the Field Services Bureau Corrections Divi-

sion, Criminal Justice Department. For all data reported, no known variations from NPR criteria exist.

New York

All inquiry data were provided by the Division of Probation. Agency workload figures do not exclude New York cases being supervised out of state. With this exception, no known variations from NPR criteria exist. New York reported that the discrepancies occurring when balancing entry and removal figures with year-end population totals are due to miscounts which were corrected during the subsequent year. Estimates were computed for the felony/misdemeanor breakout of the jurisdiction population, based on the felony/misdemeanor ratio in the supervision population.

North Carolina

All inquiry data were provided by the Division of Adult Probation and Parole, Department of Corrections. For all data reported, no known variations from NPR criteria exist.

North Dakota

All inquiry data were provided by the Interstate Compact Administration Office, Department of Parole and Probation. For all data reported, no known variations from NPR criteria exist. North Dakota reported that the discrepancies occurring when balancing entry and removal figures with year-end population totals are due to changes in recordkeeping procedures.

Ohio

All inquiry data were provided by the Probation Development Section, Adult Parole Authority. Year-end jurisdiction population figures do not include Ohio cases being supervised out of state, or inactive cases. Agency workload figures also do not include inactive cases. With these exceptions, no known variations from NPR criteria exist.

Oklahoma

All inquiry data were provided by the Division of Probation and Parole,

Department of Corrections. For all data reported, no known variations from NPR criteria exist.

Oregon

All inquiry data were provided by the Corrections Division, Department of Human Resources. For all data reported, no known variations from NPR criteria exist. Oregon reported that the discrepancy occurring when balancing 1979 entry and removal figures with the year-end population total is due to record-keeping procedures in use at this time.

Pennsylvania

All inquiry data were provided by the Research and Statistical Division, Board of Probation and Parole. Agency workload figures do not exclude Pennsylvania cases being supervised out of state. With this exception, no known variations from NPR criteria exist. Six percent of the combined probation and parole workload was a mixture of the two; the ratio of probationers to parolees in the remaining 94% was used to estimate the breakout for this 6%.

Puerto Rico

All inquiry data were provided by the Probation and Parole Program, Correction Administration. Agency workload figures do not exclude Puerto Rico cases being supervised outside of Puerto Rico. With this exception, no known variations from NPR criteria exist.

Rhode Island

All inquiry data were provided by Adult Probation and Parole, Department of Corrections. Jurisdiction population figures do not include Rhode Island cases being supervised out of state. For 1977 and 1978, year-end jurisdiction population figures include some multiple misdemeanor cases for single persons; at the start of FY 1980, a new statistical system was implemented that counts persons rather than cases. With these exceptions, no known variations from NPR criteria exist. Rhode Island reported that the discrepancies occurring when balancing entry and removal

figures with year-end population totals are due to reopened and oversight cases (1978) and elimination of multiple counting following implementation of the new statistical system (1979).

South Carolina

All inquiry data were provided by the Probation, Parole, and Pardon Board. Agency workload figures do not include inactive cases. With this exception, no known variations from NPR criteria exist.

South Dakota

All inquiry data were provided by the State Court Administrator's Office, Unified Judicial System. South Dakota reported fiscal year rather than calendar year data. Jurisdiction population figures do not include South Dakota cases being supervised out of state. With these exceptions, no known variations from NPR criteria exist.

Tennessee

All inquiry data were provided by the Department of Correction. Jurisdiction population figures do not include Tennessee cases being supervised out of state. With this exception, no known variations from NPR criteria exist.

Texas

All inquiry data were provided by the Division of Information Services, Texas Adult Probation Commission (TAPC). For all data reported, no known variations from NPR criteria exist. The number of presentence reports prepared during 1979 was estimated from the number prepared in the seven months since TAPC began collecting this information in June 1979. Ninety-three probation departments, serving 97.5% of Texas' population, report regularly to TAPC; figures for the entire state were estimated, based on information from these 93 departments.

Utah

All inquiry data were provided by Adult Probation and Parole, Division of Corrections. For all data reported, no

known variations from NPR criteria exist.

Vermont

All inquiry data were provided by the Research and Planning Division, Department of Corrections. Agency workload figures do not exclude Vermont jurisdiction cases being supervised out of state. With this exception, no known variations from NPR criteria exist.

Virginia

All inquiry data were provided by the Division of Program Development and Evaluation, Department of Corrections. Virginia reported fiscal year rather than calendar year data. With this exception, no known variations from NPR criteria exist.

Washington

All inquiry data were provided by the Adult Corrections Division, Department of Social and Health Services. Agency workload figures do not exclude Washington jurisdiction cases being supervised out of state, and do not include interstate compact cases being supervised in Washington. With these exceptions, no known variations from NPR criteria exist. Estimates were reported for entry and removal figures. Washington reported that the discrepancies occurring when balancing entry and removal figures with year-end population totals are due to the year-end figures being actual counts, whereas the entries/removals are based on monthly averages.

West Virginia

All inquiry data were provided by Probation/Parole Services, Department of Corrections, and by the Administrative Office, Supreme Court of Appeals. Data from these two sources were combined. Jurisdiction population figures reported by the Department of Corrections do not include West Virginia cases being supervised out of state; jurisdiction population figures reported by the Administrative Office of the Supreme Court of Appeals do not include

inactive cases. With these exceptions, no known variations from NPR criteria exist.

Wisconsin

All inquiry data were provided by the Planning, Evaluation and Statistical Analysis Section; Office of Policy, Planning and Budget; Division of Corrections; Department of Health and Social Services. For all data reported, no known variations from NPR criteria exist. Figures for felonies and misdemeanors are estimates based on an 80% sample of the August 1980 probation caseload. Wisconsin reported that the discrepancies occurring when balancing

entry and removal figures with year-end population totals are due to year-end population totals excluding absconders, although absconders were occasionally counted as "entries" and not counted as "removals".

Wyoming

All inquiry data were provided by the Department of Probation and Parole. Wyoming reported fiscal year rather than calendar year data. Jurisdiction-only population data were not available; probation supervision caseload figures were used instead. With these exceptions, no known variations from NPR criteria exist.

APPENDIX C
Probation Structure

I. STATE PROBATION ONLY (24)

Alaska	Maryland	South Dakota
Connecticut	Montana	Tennessee
Delaware	Nevada	Utah
Hawaii	New Mexico	Vermont
Idaho	North Carolina	Virginia
Iowa	North Dakota	Washington
Louisiana	Rhode Island	West Virginia
Maine	South Carolina	Wisconsin

II. LOCAL PROBATION ONLY (7)

County Only	County & City
Arizona	Indiana
California	
Illinois	
Massachusetts	
New Jersey	
Texas	

III. STATE AND LOCAL PROBATION (19)

State, County, & City	State & County	State & City
Arkansas	Florida	Alabama
Colorado	Georgia	Kansas
Michigan	Mississippi	Kentucky
Minnesota	Oregon	New Hampshire
Missouri	Pennsylvania	Oklahoma
Nebraska		
New York		
Ohio		
Wyoming		

APPENDIX D
Reporting Bases of Central Reporting Agencies

	Agencies/Offices Reporting Aggregate Probation Data Centrally	Agencies/Offices Not Reporting Aggregate Probation Data Centrally
Alabama	all state offices	1 city agency
Alaska	all	—
Arizona	all	—
Arkansas	all state offices	23 county, 4 city agencies
California	all	—
Colorado	all state offices	1 county, 3 city agencies
Connecticut	all	—
Delaware	all	—
District of Columbia	all	—
Florida	all	—
Georgia	all state offices	7 county agencies
Guam	all	—
Hawaii	all	—
Idaho	all	—
Illinois	all	—
Indiana	all	—
Iowa	all	—
Kansas	all state offices	2 city agencies
Kentucky	all	—
Louisiana	all state offices	2 city agencies
Maine	all	—
Maryland	all	—
Massachusetts	all	—
Michigan	all state, 91 county, 1 circuit court, 1 recorder's court agencies	4 county, 1 city agencies
Minnesota	all	—
Mississippi	all	—
Missouri	all state offices	1 county, 2 city agencies
Montana	all	—

	Agencies/Offices Reporting Aggregate Probation Data Centrally	Agencies/Offices Not Reporting Aggregate Probation Data Centrally
Nebraska	all state offices	2 city agencies
Nevada	all	—
New Hampshire	all	—
New Jersey	all	—
New Mexico	all	—
New York	all	—
North Carolina	all	—
North Dakota	all	—
Ohio	all state, county offices under Ohio Parole Authority	55 county agencies
Oklahoma	all state offices	2 city agencies
Oregon	all state offices	17 county agencies
Pennsylvania	all	—
Puerto Rico	all	—
Rhode Island	all	—
South Carolina	all	—
South Dakota	all	—
Tennessee	all state offices	2 city agencies
Texas	93 county agencies	11 county agencies
Utah	all	—
Vermont	all	—
Virginia	all	—
Washington	all state, county offices	2 city agencies
West Virginia	all	—
Wisconsin	all	—
Wyoming	all	—

APPENDIX E
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