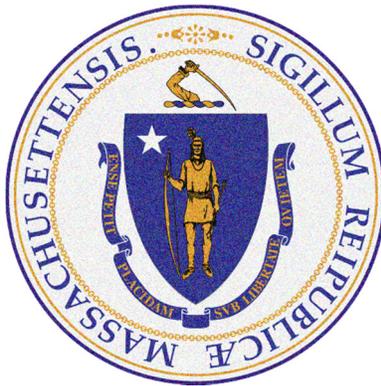


MASSACHUSETTS PAROLE BOARD



ANNUAL STATISTICAL REPORT
2017

Commonwealth of Massachusetts

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Massachusetts Parole Board Overview

Parole Process

1. The Massachusetts Parole Board has authority over all parole related matters.

The Massachusetts Parole Board (“the Parole Board”) is the sole decisional authority in the Commonwealth of Massachusetts for matters of parole granting and parole revocation. The Board has jurisdiction over all individuals committed to state or county correctional facilities for terms of sixty days or more, in accordance with M.G.L. c. 127, § 128, and who are not otherwise ineligible for parole.

2. Parole is a process.

In Massachusetts, parole is the procedure whereby certain inmates are released prior to the expiration of their sentence, permitting the remainder of their sentence to be served in the community under supervision and subject to specific rules and conditions of behavior.

3. The Parole Board has statutory responsibility for administering the parole process.

The main statutory responsibilities of the Parole Board are: to determine whether and under what conditions an eligible individual, sentenced to a correctional institution, should be issued a parole permit; to supervise all individuals released under parole conditions; to determine whether or not alleged parole violations warrant revocation of parole permits; and to decide when to terminate sentences for individuals under parole supervision.

Organization

The Parole Board’s employees are assigned to every state and county correctional institution in the Commonwealth, regional field offices across the state, and at the Parole Board’s central administrative office located in Natick, MA. Within the agency there is a seven-member board, as well as a variety of units/divisions, working collectively to achieve common goals of the Parole Board. These units/divisions include:

1. Administrative Services
2. Field Services (including Interstate Compact and Warrant/Apprehension)
3. Life Sentence Unit
4. Office of the General Counsel
5. Parole Board Members
6. Research and Planning
7. Transitional Services, and
8. Victim Services

Massachusetts Parole Board in 2017

American Correctional Association Accreditation

On August 21, 2017, the Massachusetts Parole Board (Parole Board) became the ninth paroling authority to be awarded accreditation by the American Correctional Association (ACA). The ACA is the oldest correctional membership organization in the United States and is affiliated with 74 organizations across both the United States and Canada at the federal, state and local levels. Accreditation is granted for three years and entails annual reports to be submitted to the Standards and Accreditation Department, to include standard compliance levels, plans of action and any significant events that occurred in the agency. The process by which the Parole Board received ACA accreditation included numerous meetings, a thorough audit of standards, tours of the Parole Board's Central Office and a Regional Office, discussions with various executive, field and administrative staff, parole hearing observations, and a rigorous review of agency documentations, structural setup and security procedures.

Smart Supervision Grant Approval

In response to the increase of identified offenders with high need for treatment for substance abuse and opiate/opioid use in the Commonwealth, the Parole Board submitted an application to the Department of Justice seeking grant funding to combat the ongoing epidemic. On September 19, 2017, the Parole Board received grant application approval and was awarded federal funding through the Department of Justice's Office of Justice Programs, Smart Supervision: Reducing Prison Populations, Saving Money and Creating Safer Communities, a Second Chance Act Reentry Initiative. The Smart Supervision Program focuses on improving the success of individuals on both parole and probation and reducing prison admissions, by reducing the rate at which individuals under supervision reoffend. The project, Parole Recovery Opportunity (PRO) Supervision, will be funded for three years beginning October 1, 2017 and ending September 30, 2020.

Grant funding has been slated to provide enhanced supervision and treatment to parolees who have been assessed as high risk and identified to have a high need for treatment of opiate/opioid use. This includes medication-assisted treatment for those who have been deemed suitable. Region 6 Lawrence, Region 6A Lynn and Region 8 New Bedford have been designated target areas due to increased opiate-related overdose incidents. PRO Supervision will be a 3-phase program and priority will be given to those who will be under parole supervision for a minimum of six months.

Partnering with University of Massachusetts – Boston, extensive data collection, evaluations and focus groups will be conducted. The Parole Board has also partnered with two residential treatment programs (North Cottage Program and the Gavin Foundation Program). Home sponsors are provided with referral information for the "Learn to Cope" family support program to assist in the transition to the community.

Transitional Services

The Transitional Services Unit (TSU) is responsible for preparing all state and county release, revocation, and rescission hearings to be heard by the Parole Board. The division compiles necessary case information for the Parole Board Members to make an informed, balanced judgment. Duties include data entry for all inmates committed across the state, date calculations to determine parole eligibility and discharge dates, as well as case preparation for parole hearings. The case preparation for a parole hearing includes reviewing and investigating any inconsistencies in the parole eligible inmate’s master file, analyzing and summarizing information for the Parole Board Member(s), interviewing the inmate and completing an assessment of his/her criminogenic factors, as well as acting as an agency liaison to the inmate as they prepare for their appearance before the Parole Board. The Level of Service/Case Management Inventory (LS/CMI) is conducted as an assessment tool. This division is responsible for scheduling, coordinating, and facilitating all Parole Board hearings, as well as Parole Board office votes, with the exception of hearings organized by the Life Sentence Unit. The execution of all parole release permits and coordination of transition to the community is also the responsibility of the Transitional Services Unit. Finally, this unit tracks parole violation warrants and coordinates preliminary revocation hearings for offenders who are returned to custody.

Release, Rescission and Revocation Hearings

Release, rescission, and revocation hearings are held across the Commonwealth of Massachusetts in correctional facilities. Hearings held in custody are also referred to as institutional hearings. Two primary locations of institutional hearings are the Houses of Correction, located in each county in the Commonwealth, and Department of Correction facilities. There are also parole hearings held at the Parole Board’s central administrative office, which include life sentence hearings and victim access hearings.

2017 Institutional Release Hearings¹				
Hearing Location	Positive Votes	Denied Votes	Positive + Denied Votes	Paroling Rate²
House of Correction	2,490	1,157	3,647	68%
Department of Correction	636	587	1,223	52%
Total	3,126	1,744	4,870	64%

In 2017, the Parole Board conducted **4,870 institutional release hearings** for inmates housed by the Massachusetts Department of Correction and Houses of Correction. As a result of these hearings, **3,126 inmates** were either granted a positive vote to be paroled to the supervision of field parole officers in one of the nine parole regions across the Commonwealth; paroled to community supervision through the Interstate Compact; or paroled to custody, that is, paroled to serve another county, state, or federal sentence

¹ All hearing data reported is based on hearings that resulted in a positive or denied vote.

² The paroling rate is calculated by dividing the number of hearings that resulted in a positive vote by the sum of total hearings that resulted in a positive or denied vote.

or to Immigration and Customs Enforcement (ICE) custody to make a determination of deportation. This produced a **paroling rate of 64%**.

2017 Rescission Hearings				
Hearing Location	Positive Votes	Denied Votes	Positive + Denied Votes	Paroling Rate
House of Correction	77	40	117	66%
Department of Correction	49	44	93	53%
Total	126	84	210	60%

Rescission hearings are held when the Parole Board exercises its discretion to re-visit a prior decision to grant parole, due to a change in circumstances following the date of the inmate's parole hearing. For example, the inmate may have received new disciplinary infractions for institutional misconduct. During rescission hearings the Parole Board can withdraw, postpone or allow the inmate's prior positive parole vote to stand. In 2017, the Parole Board held **210 rescission hearings**.

2017 Revocation Hearings				
Hearing Location	Positive Votes	Denied Votes	Positive + Denied Votes	Paroling Rate
House of Correction	75	62	137	55%
Department of Correction	69	54	123	56%
Total	144	116	260	55%

Revocation is the process by which a parolee's permit to be at liberty may be permanently or temporarily revoked as a result of violating one or more conditions of parole. More information concerning parole violations, which may result in a revocation hearing, is available in the Field Services section of this report. In 2017, the Parole Board held **260 revocation hearings**.

2017 Release Hearings by House of Correction Facility

Hearing Location	Positive Votes	Denied Votes	Positive + Denied Votes	Paroling Rate
Barnstable County House of Correction	79	42	121	65%
Berkshire County House of Correction	29	51	80	36%
Bristol County House of Correction	386	126	512	75%
Dukes County House of Correction	5	1	6	83%
Essex County Correctional Alternative Center	210	46	256	82%
Essex County House of Correction	240	91	331	73%
Essex County Women in Transition Center	46	2	48	96%
Franklin County House of Correction	21	24	45	47%
Hampden County House of Correction	116	130	246	47%
Hampden County Pre-Release Center	58	28	86	67%
Hampshire County House of Correction	51	20	71	72%
Middlesex County House of Correction	279	115	394	71%
Norfolk County House of Correction	175	53	228	77%
Plymouth County House of Correction	150	98	248	60%
Suffolk County House of Correction	235	128	363	65%
Western MA Recovery and Wellness Center	114	20	134	85%
Western MA Women's Correctional Center	85	33	118	72%
Worcester County House of Correction	211	149	360	59%
Total	2,490	1,157	3,647	68%

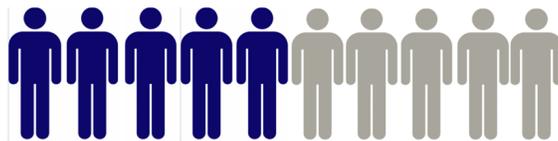
As a result of release hearings held at the Houses of Correction, approximately **7 out of 10 inmates received a positive parole vote.**



2017 Release Hearings by Department of Correction Facility

Hearing Location	Positive Votes	Denied Votes	Positive + Denied Votes	Paroling Rate
Boston Pre-Release Center	45	7	52	87%
Bridgewater State Hospital	0	1	1	0%
Lemuel Shattuck Hospital	2	1	3	67%
MASAC/MASAC @ Plymouth ³	3	2	5	60%
MA Treatment Center	7	65	72	10%
MCI - Cedar Junction	13	18	31	42%
MCI - Concord	45	44	89	51%
MCI - Framingham ⁴	86	32	118	73%
MCI - Norfolk	44	70	114	39%
MCI – Shirley (Medium and Minimum)	139	85	224	62%
NCCI – Gardner (Medium and Minimum)	22	57	79	28%
Northeastern Correctional Center	59	16	75	79%
Old Colony Correctional Center (Medium)	13	48	61	21%
Old Colony Correctional Center (Minimum)	17	10	27	63%
Out of State Cases	3	8	11	27%
Pondville Correctional Center	35	17	52	67%
South Middlesex Correctional Center	76	23	99	77%
Souza Baranowski Correctional Center	27	83	110	25%
Total	636	587	1,223	52%

As a result of release hearings held at the Massachusetts Department of Correction, approximately **5 out of 10 inmates received a positive parole vote.**



³ MASAC was relocated to the former site of MCI-Plymouth effective May 1, 2017 and is now referred to as MASAC at Plymouth.

⁴ Due to some Massachusetts counties not having housing for female inmates, numerous females serving county sentences are sentenced to serve at MCI-Framingham. Therefore, some of the hearings held at state facilities are for county sentenced inmates.

Hearing Waivers, Postponements, and Other Dispositions

Inmates and parolees may waive their right to a parole hearing, either prior to or during the hearing process. Inmates and parolees may postpone a scheduled parole hearing, at which time a postponement hearing date is scheduled. For example, an inmate may want to receive additional time to establish a plan for his or her parole or to resolve outstanding legal matters. In rare instances, where it does not appear possible for a parole eligible inmate to receive an adequate parole hearing due to circumstances outside the inmate's control, the Parole Board will administratively postpone the inmate's hearing and request counsel to be appointed.

In addition to waivers and postponements, hearings may result in an action pending vote or other types of votes. These miscellaneous votes serve as an administrative disposition. For example, if a Board Member needs additional information to make an informed decision he or she may vote "action pending" for receipt of the desired document, and then make a final decision. A hearing that results in a vote type of "other" may be because the inmate was sick and could not be seen (i.e., not seen), the Board Members voted in opposition (i.e., split decision), or the case needs to be put on the next available hearing list (i.e., PONAL). In these cases, the final disposition is captured by a subsequent hearing and disposition. The following table indicates the number of hearings postponed, waived, and other dispositions for hearings scheduled to be held at Houses of Correction and the Department of Correction in 2017.

2017 Institutional Release, Rescission, and Revocation Hearings			
Disposition	House of Correction	Department of Correction	Total
Postponed at Own Request	1,913	425	2,338
Postponed at Board Request	80	38	118
Waived Prior to Hearing	2,437	601	3,038
Waived at Hearing	42	8	50
Action Pending	58	17	75
Other	66	36	102
Total	4,596	1,125	5,721

Office Votes

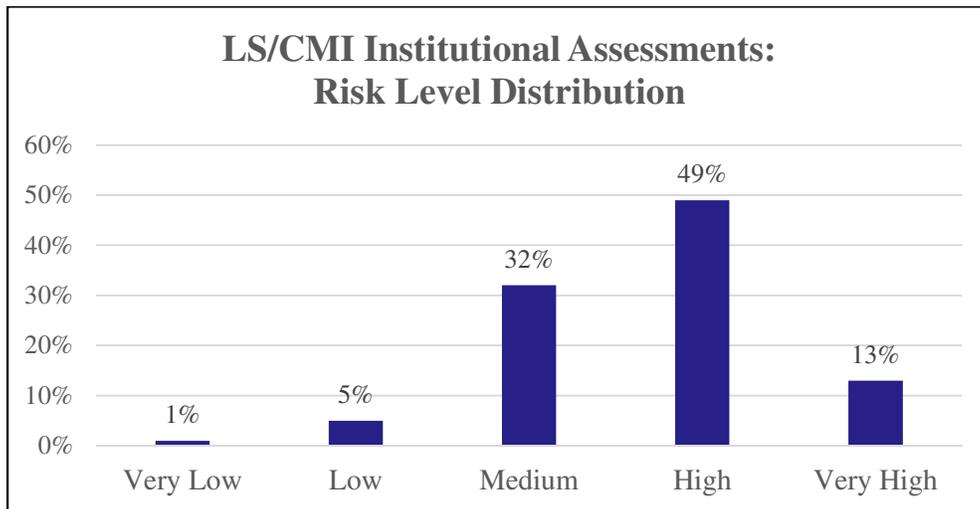
In addition to institutional hearings, the Parole Board makes decisions on parole related matters that do not require an in-person hearing, by using documentation of the case, to provide resolutions via office votes. Examples include, but are not limited to, change of vote requests, appeals, reconsiderations and provisional rescission and revocations. In 2017, the Parole Board **processed 2,428 office votes**.

Institutional Risk/Needs Assessments

The Parole Board is a public safety agency. In order to fulfill its commitment to public safety, the Parole Board uses a risk and needs assessment instrument in making parole release decisions. The assessment

identifies an individual’s risk to recidivate, as well as reveals criminogenic needs which may be incorporated into the parolee’s case plan. The risk/needs assessment used by the Parole Board is the Level of Service Case Management Inventory (LS/CMI). The Parole Board implemented the LS/CMI in early 2013 for use in release decisions for inmates and supervision strategies for parolees.

2017 LS/CMI Institutional Assessments		
Risk Level	Count	Percentage
Very Low	32	1%
Low	283	5%
Medium	1,687	32%
High	2,558	49%
Very High	670	13%
Total	5,230	100%



The largest portion of institutional assessments conducted scored high risk (49%), followed by medium risk with 32%. The smallest portion of assessments scored very low (1%).

Life Sentence Unit

The Life Sentence Unit is responsible for preparing all eligible inmates sentenced to life in prison for parole hearings. This includes gathering case materials, preparing case files for Parole Board Members, interviewing inmates in preparation for hearings, and conducting offender assessments. The unit is responsible for maintaining the inmate's master file, which is a comprehensive compilation of documents and records related to the inmate's criminal history, institutional history, trial testimony, offender assessments, and additional evaluative information. The unit coordinates with affiliate agencies such as the District Attorneys' Offices, the Attorney General's Office, Massachusetts State Police, local police departments, and the Department of Correction in order to obtain such materials. The unit organizes life sentence hearings, which involves tracking initial parole eligibility for life sentenced inmates, as well as following up with review hearings. The unit also provides all necessary notifications of scheduled hearings at the Parole Board's central office and supplies notifications of subsequent decisions.

Life Sentence Hearings

There are two types of parole hearings for life sentenced inmates, initial and review. Adult inmates sentenced to serve life in prison (with parole eligibility) become eligible for parole after serving 15 years of the life sentence, or a minimum term, and the initial hearing takes place at that time. If the Parole Board denies parole after the initial hearing, the inmate will be provided with a subsequent review hearing at five years, or earlier at the discretion of the Parole Board.

The hearing takes place before all seven members of the Parole Board and is open to the public. Decisions on life sentence hearings are available on the Parole Board's website⁵.

Juveniles with Life Sentences

In *Miller v. Alabama*, 132 S. Ct. 2455 (2012), the United States Supreme Court held that the "imposition of a mandatory sentence of life in prison without parole on individuals who were under the age of 18 when they committed the murder is contrary to the prohibition on 'cruel and unusual punishments' in the Eighth Amendment." Following the *Miller* decision, a juvenile who had been convicted of first degree murder filed a petition challenging Massachusetts laws that required all individuals convicted of first degree murder to serve life in prison without the possibility of parole. On December 24, 2013 the Massachusetts Supreme Judicial Court ruled in *Commonwealth v. Diatchenko*, 466 Mass. 655 (2013), that the statutory provisions mandating life without the possibility of parole were invalid as applied to juveniles who committed murder. The Court also determined that its holding was retroactive for all juveniles currently serving sentences for first degree murder and that Diatchenko (and others similarly situated) must be given a parole hearing.

After the Supreme Judicial Court's decision on December 24, 2013, the Parole Board identified cases of which offenders were under the age of 18 on the date of the offense and were serving a sentence of life without parole for a conviction of first-degree murder.

⁵ At the time of data collection for the initial publication of this report, not all of the life sentence hearings held in 2017 had received a record of decision. Statistics on paroling rates for those who had a life sentence hearing in 2017 have been published as an addendum. Please see addendum for data on life sentence hearings.

Victim Services

The Victim Services Unit (VSU) provides statewide assistance to victims of violent crimes whose offenders become parole eligible, including victims of homicide, domestic violence, sexual assault, child abuse, motor vehicle homicide, and other violent crimes. The VSU provides critical services to victims and family members, including but not limited to: serving as a source of information for parole eligibility, the parole decision-making process, parole supervision, and notification of parole events; providing assistance in preparing victim impact statements and/or testimony for parole hearings, and accompanying victims and parent/guardians of minor aged victims and family members of homicide victims to parole hearings; crisis intervention; requesting parole conditions that increase the safety and well-being of victims; safety planning; offering information on victim compensation; assisting with Victim Notification Registration, also known as Criminal Offender Record Information (CORI) registration (i.e., to receive notification and services for victims and family members); and referring to appropriate criminal justice agencies and community-based victim service providers.

Victim Notifications

The VSU is responsible for follow-up victim notification, including notice of parole hearing dates, parole hearing results, parole release, and other parole related information. The VSU is also responsible for victim notifications related to public hearings conducted for life sentences and sentence commutations. In 2017, the VSU provided **21,089 notifications** of parole events to registered victims and surviving family members.

Locating Victims for CORI Registration

For each potential parole hearing, there can be multiple victims and family members that require notification, assistance, and services. In a significant number of life sentence cases, no victims' family members have been registered for CORI and/or are known to the VSU. Providing collaborative and coordinated services to crime victims is essential to upholding the Victim Bill of Rights. To ensure that all victims and their family members are informed of the parole process and receive notification and services, the VSU has continued to provide education and outreach to both District Attorney Victim Witness Programs and community-based victim service agencies. VSU's active participation on more than 25 community collaborations has increased awareness of victim rights in the parole process and created a seamless network of services for crime victims. A VSU goal, through education, outreach, and cross agency collaboration is to ensure that each agency working with crime victims recognizes and understands post-conviction victim rights and that every victim is advised of the importance of the CORI registration process to access post-conviction victim services, including timely notification, assistance, and referral to appropriate resources. The VSU will continue to increase efforts to identify victims of violent crimes, and particularly those crimes resulting in death, and provide not only access to the parole process but to critical victim services to assist them in their healing. In 2017, through massive investigation efforts to identify victims and their family members without CORI registrations, the VSU established **236 new registrations**.

Additional Victim Services Provided

Victim Service Coordinators provide services and referrals, including information on parole eligibility, the parole decision-making process, parole supervision information, notification of parole hearings (i.e., Victim Access Hearings and life sentence hearings), and parole release decisions. Victim Service Coordinators also assist in preparing Victim Impact Statements and/or testimony for the parole hearing; accompanying victims and parents/guardians of minor aged victims and family members of homicide victims to parole hearings; offering referrals to criminal justice agencies and community-based service providers; responding to crisis intervention; and facilitating information on safety planning, as well as victim compensation. These

services provide victims (or their surviving family members) with a more comprehensive understanding of the parole process and the benefits of community supervision. The VSU made **9,823 contacts** resulting in victim assistance (excluding notifications) in 2017.

Parole Officer Referrals

Parole officers play a vital role to the VSU as well. Parole officers can refer cases to the Victim Service Coordinator when they have information about a potential victim attached to a crime, CORI certification issues, and domestic violence incidents. In 2017, parole officers made a total of **259 referrals** to Victim Service Coordinators.

Victim Services at Parole Hearings

The VSU assists victims and families of victims during Victim Access Hearings and Life Sentence Hearings. There are three types of Victim Access Hearings:

- Type A: Offense resulted in death
- Type B: Offense was either violent or sexual in nature
- County: County sentences; hearings held in Houses of Correction (excluding Type A)

The following table indicates the number of Victim Access Hearings and Life Sentence Hearings in 2017 in which the VSU provided services to victims or families, as well as the number of hearing attendees.

2017 VSU Services Provided by Hearing Type		
Hearing Type	Number of Hearings	Number of Attendees
Type A	47	165
Type B	47	59
County	81	88
Life Sentence	136	457
Total	311	769

Office of the General Counsel

The Office of the General Counsel represents the agency in all litigation affecting the Massachusetts Parole Board in the state's trial courts, represents the agency in labor and employment matters, develops agency regulations and policies, and monitors and drafts parole related legislation. The primary role of the Board's General Counsel, and by extension the Office of the General Counsel as a whole, is to support and represent the Chair and the Board in all legal and policy matters. To that end, the General Counsel has been appointed a Special Assistant Attorney General for the purpose of representing the agency in state and federal court.

The Office of the General Counsel also reviews all pardon and commutation requests. In Massachusetts, the power to grant executive clemency, pardons and commutations is held by the Governor, with the advice and consent of the Massachusetts Governor's Council. Acting as the Advisory Board of Pardons, the Parole Board reviews all petitions for executive clemency submitted to the Governor for consideration and submits recommendations.

Hearing examiners, within the Office of the General Counsel, schedule and conduct preliminary revocation hearings and evaluations for provided counsel at all state and county correctional institutions, parole regional offices, and other designated locations. Evaluations for provided counsel are conducted prior to any parole hearings at a parolee's request. The Office of the General Counsel evaluates each request and grants a referral to the Committee for Public Counsel Services for appointment of counsel to any inmate who does not appear capable of effectively advocating for themselves at their parole hearing.

Preliminary Revocation Hearings

The Parole Board's hearing examiners schedule and conduct preliminary revocation hearings at all state and county correctional institutions, parole regional offices, and other designated locations.

At preliminary revocation hearings, the hearing examiner determines whether there exists reasonable grounds to believe that a parolee has committed acts that constitute a violation of parole conditions, and if so, whether there is probable cause to provisionally revoke parole and hold the parolee in custody pending the result of a final revocation hearing. Following a hearing, the hearing examiner prepares a summary and submits a recommended decision to the Parole Board.

In 2017, the Parole Board's hearing examiners conducted **499 preliminary revocation hearings**.

Field Services

The Field Services Division is comprised of the central office management staff, nine regional parole offices, the Interstate Compact Unit, the Warrant and Apprehension Unit, and the Training Office. The division is primarily responsible for supervising and monitoring all offenders who have been released on parole by the Parole Board and or via the Interstate Compact. It is also responsible for assuring that parolees remain in compliance with the conditions of parole and with any special conditions imposed by the Parole Board. These conditions are designed to structure the parolee's return to the community and to ensure public safety. The Field Services Division is responsible for case management, which involves building partnerships with community providers to refer parolees to treatment and programming, as well as assisting with reintegration into the community. Supervision duties include conducting home and work investigations, making home and community visits of parolees, verifying parolee employment or programming, ensuring compliance with general and special parole conditions, responding to GPS and electronic monitoring violations, administering substance abuse testing, conducting investigations, completing offender assessments, reporting on parole violations and documenting parolee information in agency databases and tracking systems. Parole officers are appointed as special state police officers by the Governor, for three year terms.

Releases to Supervision

Upon release to parole supervision, most parolees serve the remainder of their current sentence (i.e., current commitment) in the community under the supervision of a parole officer. In some cases, however, an offender may be granted parole but will not be released directly to the community. Examples of this include, but are not limited to:

1. An inmate is paroled from their current commitment to begin another consecutive sentence in a House of Correction or Department of Correction facility.
2. An inmate is paroled from their current commitment to begin another consecutive sentence in another state or federal facility.
3. An inmate is paroled from their current commitment to a warrant in Massachusetts, another state or in a federal jurisdiction.
4. An inmate is paroled from their current commitment to ICE custody.

Parole releases are counted based on the initial parole of an inmate's current commitment and re-paroles. Re-paroles are a subsequent parole on an inmate's current commitment (i.e., revoked, re-committed, and re-paroled). Releases from a detainer (i.e., warrant for temporary custody) are not included in the number of re-paroles. In addition, if an inmate serves one sentence type and is transferred to another (i.e., mixed sentence structure), the commitment type reflected in the data is based on the initial sentence type. The tables in the following pages indicate the number of releases in 2017, disaggregated by type, location, commitment, and demographic information.

2017 Releases to Supervision			
Release Type	Paroled	Re-paroled	Total Released
MA Commitments Released to MA Supervision	1,943	128	2,071
Out of State Commitments Released to MA Supervision	90	10	100
MA Commitments Released to Out of State Compact Supervision	52	3	55
MA Commitments Released to ICE Custody	59	0	59
MA Commitments Released to a Federal or Another State's Warrant	55	1	56
MA Commitments Released to MA Department of Correction Facility	0	0	0
MA Commitments Released to MA House of Correction Facility	0	0	0
Total	2,199	142	2,341

The vast majority of both paroles and re-paroles in 2017 were Massachusetts commitments released to supervision in Massachusetts, 88% and 90% respectively. The second most common release type to supervision were commitments from another state releasing to parole supervision in a Massachusetts community.

2017 Releases to Supervision by Gender		
Gender	Released	Percentage
Male	2,047	87%
Female	294	13%
Total	2,341	100%

Males accounted for the majority of releases to supervision (87%) compared to only 13% who were females.

2017 Releases to Supervision by Race/Ethnicity⁶		
Race	Released	Percentage
Caucasian/White	1,448	62%
Hispanic/Latino	447	19%
African American/Black	388	17%
Asian/Pacific Islander	20	1%
American Indian/Native Alaskan	2	<1%
Not Reported	36	2%
Total	2,341	100%

The largest number of releases to supervision had a race/ethnicity of Caucasian/White (62%), The second largest number of releases were Hispanic/Latino with 19%, followed by African American/Black (17%). Thirty-six releases did not have a reported race/ethnicity.

2017 Releases to Supervision by Commitment Type		
Commitment Type	Released	Percentage
County	1,747	75%
State	494	21%
Out of State	100	4%
Total	2,341	100%

County commitments were the most common releases to supervision, accounting for 75% of all releases to supervision. This is attributed to the larger number of eligible releases among county commitments compared to state commitments each year. State commitments made up 21% of all releases to supervision.

⁶ Race/ethnicity data is based on information provided by the facility. Offenders reported as having a Hispanic/Latino ethnicity are categorized as such for their race/ethnicity.

2017 Releases to MA Supervision by Regional Office	
Location	Total Released
Region 1 Quincy	234
Region 2 Mattapan	157
Region 4 Worcester	234
Region 5 Springfield	286
Region 6 Lawrence ⁷	556
Region 7 Brockton	149
Region 8 New Bedford	384
Region 9 Framingham	171
Total	2,171

Region 6 Lawrence had the largest number of releases to supervision (26%) in 2017 with regards to releases under Massachusetts supervision. It is important to note that this also includes Region 6A which may skew the data. The second largest was Region 8 New Bedford (18%), followed by Region 5 Springfield (13%), Region 1 Quincy (11%) and Region 4 Worcester (11%). The regional office a parolee is assigned to is based on geographical proximity to the parolee's approved home plan.

Active Supervision Caseload on 12/31/2017

At the close of 2017, there were **1,878 commitments** under the supervision of the Massachusetts Parole Board. Of these cases:

- **1,470** were being supervised in either one of parole's nine regional offices or under the Warrant and Apprehension Unit of the Field Services Decision,
- **229** were Interstate Compact cases, and
- **179** were incarcerated at either a state or county correctional facility (while either awaiting a final revocation hearing or serving a combination of sentences while on parole).

Parolee Monitoring

The Parole Board monitors parolees through the use of such tools as Global Positioning Systems (GPS). Monitoring with GPS allows the Parole Board to actively track the whereabouts of parolees at any point in time during the supervision period. GPS also allows the Parole Board to set exclusion zones that the parolee must avoid while in the community. An exclusion zone is the area in or around a particular address that, if entered by the parolee, will immediately alert designated parole staff as to the parolee's location.

⁷ Region 6 includes Region 6A.

There are four ways by which a parolee can be mandated to GPS supervision as a condition of their parole:

- 1) By Parole Board vote,
- 2) By Parole Board policy for a sex offense,
- 3) By Parole Board policy for a non-sex offense, but required to register with the Sex Offender Registry Board (“SORB”) for a prior sex offense and classified by SORB as a Level 3 or unclassified sex offender, and/or
- 4) By a parole supervisor in response to a graduated sanction, as an alternative to incarceration.

2017 Global Positioning System Activations by Regional Office	
Regional Office	Count
Region 1 Quincy	191
Region 2 Mattapan	76
Region 4 Worcester	104
Region 5 Springfield	176
Region 6 ⁸ Lawrence	170
Region 7 Brockton	93
Region 8 New Bedford	162
Region 9 Framingham	56
Total	1,028

In 2017, there were **1,028 GPS activations** as a condition of parole supervision period. The regional offices with the most GPS activations were Region 1 Quincy (n=191), Region 5 Springfield (n=176), Region 6 Lawrence (n=170) and Region 8 New Bedford (n=162). The Transitional Treatment Program (TTP) was re-located from Region 9 Framingham to Region 1 Quincy during 2017.

Drug and Alcohol Testing

An important part of the Parole Board’s community supervision strategy is the ability to conduct drug and alcohol testing. Parole officers use portable drug testing kits and breathalyzers, allowing for immediate access to test results. This type of testing not only provides officers with an effective supervisory tool, but also has a deterrent effect on parolees who know if they violate the conditions of their parole by using alcohol and/or illicit drugs it will be quickly detected. In addition to parole officer testing, substance use tests are conducted by authorized agencies and treatment programs.

During 2017, **136,569 drug and alcohol tests** were conducted on parolees (measured by one test per specimen). Drug tests consisted of the following test types: Cocaine Test, Orallab Test Cup, Teststik,

⁸ Region 6 includes Region 6A.

Oxycodone Test, Opiates Test, THC Test, Onsite Test Cup, Benzodiazepines Test, Amphetamines Test, and the iCup (i.e., oxycodone, morphine, benzodiazepines, THC, PCP, methamphetamines, cocaine). Breathalyzers were used for detecting alcohol use. Additional test types include those conducted by Community Corrections Centers and residential programs.

2017 Drug and Alcohol Tests by Regional Office	
Regional Office	Count
Region 1 Quincy	19,958
Region 2 Mattapan	13,094
Region 4 Worcester	11,188
Region 5 Springfield	21,477
Region 6 Lawrence	26,726
Region 7 Brockton	11,655
Region 8 New Bedford	21,446
Region 9 Framingham	11,025
Total	136,569

Programs

Reentry Navigator Program

The Parole Board’s Reentry Navigator Program (formerly known as Substance Abuse Coordinator Program) is a collaborative initiative between the Parole Board and the Department of Public Health’s (DPH) Bureau of Substance Abuse Services (BSAS). In 2017, there were **seven full-time Reentry Navigators**, from licensed DPH service vendors, placed and working at each of Parole’s regional field offices. Some of the basic duties of the Navigators include parolee intake, triage and referral functions, conducting substance abuse evaluations, providing outreach to service providers and DPH, and tracking and monitoring the progress of clients and treatment providers. The Navigators’ services assist parolees in making a successful transition to communities across the state.

Reentry Navigator Program Statistics

In 2017 a total of **1,249 parolees** received substance abuse and/or reentry services through the Reentry Navigator Program.

Gender of Reentry Navigator Program Parolees		
Gender	Count	Percentage
Male	1,079	86%
Female	170	14%
Total	1,249	100%

Primary Substance at Reentry Navigator Program Intake		
Primary Substance	Count	Percentage
Heroin	504	40%
Alcohol	300	24%
Marijuana	209	17%
Cocaine	74	6%
Non-prescription Opiates	71	6%
Crack	40	3%
Prescription Opiates	27	2%
Benzodiazepines	9	1%
Not Reported	15	1%
Total	1,249	100%

Transitional Treatment Program

The Parole Board’s Transitional Treatment Program (TTP) operates in collaboration with the Massachusetts Department of Correction and Spectrum Health Systems, Inc. The program’s mission is to provide the necessary services to ensure a successful transition into the community for parolees who are in need of reentry services. The program provides evidence-based structured treatment for a period of at least ninety (90) days prior to transition to an aftercare plan in the community.

A primary goal of the TTP is to increase successful community reintegration by providing intensive reentry and continuing care planning during the parolee’s transition from prison to the community. Program intensity is based on individual assessment of needs, prior substance abuse treatment, family and community support, and resources available in the community. Parolees are expected to attend daily intensive programs, as directed by their counselors. Spectrum counselors may assist with:

- Comprehensive assessment of reentry needs;
- Individual counseling;
- Case management;
- Vocational skills training;

- Substance abuse and relapse prevention;
- Housing search and referrals;
- Employment counseling;
- Expanded job search;
- Community treatment referrals; and
- Other community resources and referrals as necessary.

In 2017, **124 parolees** were placed into the TTP. By the end of the calendar year (12/31/2017), **47 parolees** had successfully completed the program and transitioned into the community.

Field Services Risk/Needs Assessments

In addition to conducting risk and needs assessments in preparation for parole hearings, parole officers conduct reassessments in the community to apply effective supervision strategies. Outcomes of reassessments in the field can be used to ensure that parolees are receiving appropriate services in response to their case management needs.

2017 LS/CMI Field Assessments		
Risk Level	Count	Percentage
Very Low	60	8%
Low	312	40%
Medium	364	46%
High	50	6%
Very High	1	< 1%
Total	787	100%

The largest number of field assessments conducted scored medium risk (46%), followed by low (40%). This is a stark difference compared to the risk level distribution seen at the institutional level earlier in this report. This speaks to the population that is being supervised in the community and the risk level associated with those who have been deemed suitable for parole supervision based on the legal standard.

Prison Rape Elimination Act (“PREA”)

The Massachusetts Parole Board is committed to zero tolerance of any form of sexual abuse and sexual harassment. The agency collects accurate, uniform data for every allegation of sexual abuse at facilities under its direct control. In 2017, there were **0 PREA-related allegations of sexual abuse** reported.

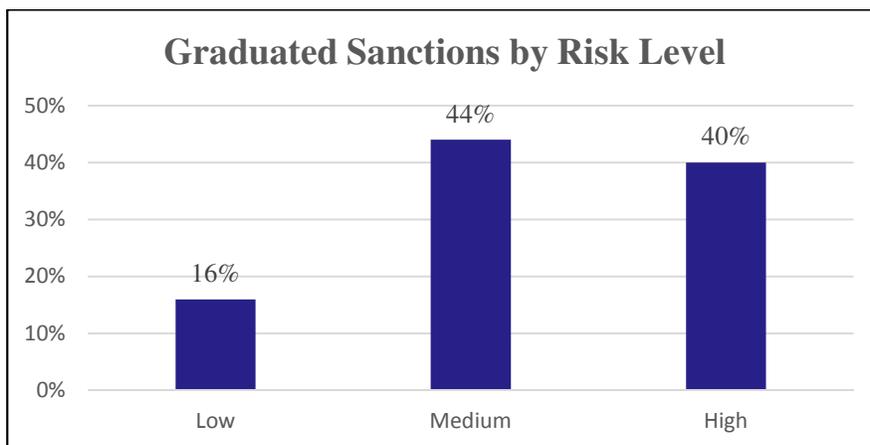
Graduated Sanctions

The Parole Board's policy for graduated sanctions is intended to provide consistency, transparency, fairness, and efficiency throughout the parole violation process. The installation of graduated sanctions as a case management method denotes a controlled delegation of authority by the Parole Board to the officers in the Field Services Division.

The guidelines for imposing graduated sanctions match the severity of the violation with the parolee's risk level to determine the appropriate treatment, intervention, and/or sanction. For example, if a low to medium risk offender has failed to attend substance abuse classes, yet continues to be employed and maintain a healthy lifestyle, then the parole officer has the discretion to sanction this violation of parole conditions by issuing a warning ticket, requiring the parolee attend a meeting with the parole officer, or stage an intervention with a substance abuse counselor at one of the regional field offices. The parole officer can engage these various graduated sanctions as an alternative to returning the parolee to custody for a parole revocation hearing and possible re-commitment to the original terms of their sentence.

If a parolee is willing to work with his or her parole officer, then the Parole Board will work toward that parolee's continued success. The Parole Board believes success is not achieved through the parolee's automatic return to custody, in the event of a parole violation. However, different circumstances render different results. If an offender intentionally and willfully evades his or her parole officer, fails to participate in appropriate counseling, and has been deemed high risk, then a positive screen for drugs may result in that parolee's return to custody. In this instance, the Parole Board must balance its responsibility for public safety with its prevalence for keeping parolees in the community, under the supervision of parole officers.

In 2017, there were a total of **2,306 graduated sanctions issued based on 3,386 reported violations**. A single graduated sanction can be issued for multiple violations. The risk distribution of offenders receiving these sanctions was as follows:



A graduated sanctions grid accounts for the parolee's risk level (i.e., risk to reoffend) as determined by an assessment (i.e., LS/CMI or risk proxy) and the severity of the violation to make a decision as to the appropriate action in response to a violation.

Revocations

A revocation occurs when a parolee who violates a condition of their parole is re-committed to the terms of their original sentence, following a Final Revocation Hearing.

2017 Revocations by Commitment Type		
Commitment Type	Count	Percentage
County	331	64%
State	189	36%
Total	520	100%

Parole violations are broken into two categories: new arrest and non-arrest. Revocations that result from a new arrest or new criminal charge (i.e., “new arrest”) are typically initiated by law enforcement, and not the parolee’s field parole officer. For example, a parolee who is arrested for assault and battery, drug trafficking, or breaking and entering may be revoked for violations of parole conditions in addition to incurring new criminal charges. Revocations that are not based on a new arrest (i.e., “non-arrest”) are typically initiated by the parole officer. Non-arrest violations are violations of general and special conditions of parole, excluding those that involve new arrests or new criminal charges. However, non-arrest violations may include acts that involve criminal behavior that did not lead to new charges

2017 Revocations by Parole Violation Type		
Type	Count	Percentage
Non-Arrest	453	87%
New Arrest	67	13%
Total	520	100%

Discharges from Supervision

Like releases, discharges from supervision are also based on commitments. The following counts are drawn from the point in time when the commitment is closed. This can occur for a variety of reasons, the most common of which is at the parole discharge date. However, parolees may be discharged for other reasons (e.g., Interstate Compact closed interest, sentence completion from correctional facility or vacated/court release). In addition, parolees can discharge while under supervision by another authority. For example the parolee may end a period of supervision while under the custody of ICE or another state’s warrant. In the majority of cases, discharge occurs while the parolee is under parole supervision in Massachusetts.

2017 Discharges from Supervision by Commitment Type		
Commitment Type	Count	Percentage
County	1,275	72%
State	388	22%
Out of State	108	6%
Reformatory	2	<1%
Total	1,773	100%

The majority of discharges from supervision in 2017 were county commitments, accounting for 72% of discharges. State commitments made up 22% of discharges from supervision. Again, this is reflective of the higher number of county commitments under parole supervision compared to their state counterparts.

2017 Discharges from Supervision by Discharge Type		
Discharge Type	Count	Percentage
MA Commitments Closed from MA Supervision	1,343	76%
MA Commitments Closed from MA House of Correction Facility	157	9%
Out of State Commitments Closed from MA Supervision	103	6%
MA Commitments Closed from Out of State Compact Supervision	54	3%
MA Commitments Closed from ICE Custody	40	2%
MA Commitments Closed from Deported Custody	33	2%
MA Commitments Closed from MA Department of Correction Facility	23	1%
MA Commitments Closed from Federal or Out of State Warrant	20	1%
Total	1,773	100%

The most common discharge type in 2017 were MA commitments closed from MA supervision (76%), followed by MA commitments closed from a House of Correction facility (9%) and out of state commitments closed from MA supervision (6%). The remaining discharge types were relatively evenly distributed.

Interstate Compact

The Interstate Compact Unit, which lies within the Field Services Division, coordinates the interstate transfer of parolees entering or leaving the state and oversees an active caseload of Massachusetts parolees

residing out of state under the Interstate Compact. The Interstate Compact Unit also supervises all Massachusetts inmates paroled to Immigration and Customs Enforcement (ICE) detainers and deportation warrants.

At the end of 2017, there were **229 commitments under supervision** through the Interstate Compact Unit. Parolee status through the Interstate Compact Unit encompasses a variety of circumstances; including supervision by another state's paroling authority and ICE custody through detainers or deportation warrants.

Throughout 2017, there were **114 commitments** from Massachusetts released to the Interstate Compact to be supervised by other states or transferred to other types of custody. Of these cases:

- **55 parolees** were released to be supervised by another state's parole agency, and
- **59 parolees** were released to ICE custody.

Also during 2017, there were **100 commitments** from other states released to Massachusetts for parole supervision.

Warrants and Apprehensions

The Warrant and Apprehension Unit (WAU), which lies within the Field Services Division, assists staff in the regional parole offices in locating and apprehending parolees who have violated their parole conditions and absconded from supervision. The unit also arranges for the apprehension of parolees who have fled the Commonwealth and monitors the Criminal Justice Information System (CJIS) for criminal activity among parole violators. The unit is also responsible for entering, updating, and removing parole violation warrants from the agency's database, as well as coordinating all required extraditions.

The primary function of the WAU is to assist regional parole offices in locating and arresting parole violators and returning them to custody. In addition to conducting these fugitive investigations, the WAU performs numerous other duties including:

- Providing and/or coordinating security for all hearings for life sentence cases and Victim Access Hearings (VAH) at Central Office in Natick, Massachusetts;
- Entering, modifying, and cancelling all Parole Board warrants for temporary custody (WTC) and warrants for permanent custody (WPC);
- Entering, modifying, and cancelling information regarding lost or stolen agency equipment;
- Entering broadcasts regarding fugitives and completing extraditions;
- Monitoring Criminal Justice Information Services databases;
- Processing all paroles from Massachusetts state and county facilities to out-of-state warrants and/or commitments, and supervising this caseload until release from out-of-state custody;
- Supervising a caseload of warrant cases held in custody out-of-state, ensuring extradition at the appropriate time;
- Maintaining a caseload of whereabouts unknown cases, including Interstate Compact cases;
- Maintaining the Massachusetts Parole Board's Most Wanted List;
- Serving as the Parole Board's After-Hour Duty Section.

Warrants

A warrant for detainer purposes (i.e., 15 day warrant) and an Interstate Compact warrant for detainer purposes (i.e., 60 day warrant) are referred to as warrants for temporary custody (WTC's). WTC's are issued when a parole officer has reasonable belief that a parolee has lapsed into criminal ways, has associated with criminal company, or has violated the conditions of his or her parole. The parole officer may then, with the consent of a parole supervisor or other superior officer, issue a warrant for the temporary custody of the parolee. A WTC authorizes the detention of the parolee for a maximum time period of 15 days, for a parolee being supervised within the boundaries of Massachusetts, or 60 days, for a parolee being supervised by the authorities of another state pursuant to the terms of the Interstate Compact. The issuance of a WTC does not interrupt the parolee's sentence.

A warrant for permanent custody (WPC) is an order of imprisonment of the parolee, which may be issued upon a finding that there exists probable cause to believe that the parolee has violated one or more conditions of parole. The parolee's supervision status upon issuance of a WPC, and the underlying sentence, resumes again upon service of the warrant.

With an Interstate Compact warrant for detainer purposes and an Interstate Compact warrant for permanent custody, the Parole Board is authorized to issue and serve a warrant to detain parolees whom the Parole Board is supervising under the Interstate Compact.

2017 Warrants Issued by Type		
Warrant Type	Count	Percentage
Warrant for Detainer Purposes (15-Days)	848	52%
Warrant for Permanent Custody	721	44%
Warrant for Detainer Purposes (60-Days) - Compact Warrant	63	4%
Warrant for Permanent Custody - Compact Warrant	9	1%
Total	1,641	100%

The majority of warrants issued in 2017 were warrants for 15 day detainer purposes (52%). The second most common were warrants for permanent custody.

Arrests and Transportations to Custody

Parole officers have the authority to make arrests and transport offenders to custody. In 2017, parole officers made **1,133 arrests**. Officers transported **847 offenders to custody**.

In 2017, the WAU participated in the **arrest of 127 parole violators**. In addition, the WAU participated in the **arrest of 251 non-parolees** through their inter-agency task forces and partnerships. The unit was also responsible for **118 prisoner transports**.

Extraditions

The WAU is also responsible for handling the extradition of parole violators being returned to Massachusetts from other states. The WAU works closely with law enforcement and correctional facilities across the nation in order to fulfill extraditions. In 2017, the WAU supervised the **extradition of 10 parole violators** from around the United States. This involves collaborating with the arresting states and ensuring that all legal extradition procedures are being followed.

Warrant Cases In Custody Out-of-State

The WAU oversees all warrant cases held in custody out-of-state. The WAU supervises this caseload, monitoring inmate/parolee progress with the out-of-state correctional facility and arranging extradition when the parolee is made available. The caseload of Warrant Cases In Custody Out-Of-State was approximately **20 parolees** at the end of 2017.

Massachusetts Parole Board's Most Wanted List

The WAU maintains the Most Wanted List, which consists of parole violators that are considered to be high priority for apprehension and are deemed mandatory for extradition. The WAU responds to law enforcement inquiries and follows up on civilian tips to assist in locating these offenders.

Twenty-Four Hour Duty Station

The WAU serves as the Twenty-Four Hour Duty Station, responding to all emergency inquiries made to the MPB after 5:00 pm and on weekends and holidays. All after-hour calls are received by the Massachusetts State Police Central Dispatch, who then contacts a member of the WAU for further handling. The WAU contacts the appropriate officer to ensure that each case has been addressed. If the assigned officer is unavailable, then the case is referred to the After-Hour Duty Supervisor from a rotating list. The WAU processes **more than 150 after-hour calls annually**.

Partnerships

The WAU has become an integral part of the Massachusetts law enforcement community. This is a direct result of partnerships with local, state, and federal law enforcement agencies. The WAU has developed particularly strong ties with the Boston Police Fugitive Unit, Massachusetts State Police Violent Fugitive Apprehension Section, Federal Bureau of Investigation Southeast Major Gang Task Force, United States Marshals Service, Massachusetts Department of Correction, Massachusetts Probation Department, Massachusetts Department of Youth Services, as well as county-level correctional facilities and local police departments across the state.

Training Office

The Training Office for the Field Services Division is run by a Field Supervisor, who is responsible for coordinating training for all Officers throughout the division, to include Field Parole Office recruit training as well as all required annual in-service training for all assigned Officers. Field Parole Officers typically receive training annually in areas such as assessments, case management, report writing, defensive tactics, first aid / CPR, naloxone administration, firearms qualification, arrest and transportation techniques.

Agency Goals

The following constitutes the Massachusetts Parole Board's goals for calendar year 2017:

- Review and update all policies, procedures, and manuals of the Agency.
- Provide and maintain comprehensive records for each individual who is seen by the Board, to ensure that the Board can make an informed decision regarding parole.
- Ensure uniformity and quality of case preparation through an audit of assessments and SPIRIT data.
- Create standard procedures to maintain consistent and effective processes.
- Continued compliance with standards set by the American Correctional Association in the area of Parole.

Addendum

The information provided in this addendum is based on data collection as of January 2019. At the time of initial publication in July 2018, records of decisions for life sentence hearings held in 2017 had not yet been completed.

2017 Life Sentence Hearings				
Hearing Type	Positive Votes	Denied Votes	Total Votes	Paroling Rate
Initial	2	25	27	7%
Review	29	74	103	28%
Total	31	99	130	24%

2017 Life Sentence Hearings: 1st Degree Murder Juvenile Offenders				
Hearing Type	Positive Votes	Denied Votes	Total Votes	Paroling Rate
Initial	0	0	0	0%
Review	3	1	4	75%
Total	3	1	4	75%

MASSACHUSETTS PAROLE BOARD

2017

