

MASSACHUSETTS PAROLE BOARD



ANNUAL STATISTICAL REPORT
2018

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, Massachusetts. Within the agency there is a seven-member board, as well as a variety of units/divisions, working collectively to achieve the 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 2018

Criminal Justice Reform and Criminal Justice Review

On April 13, 2018, Chapter 69 of the Acts of 2018 (An Act Relative to Criminal Justice Reform) and Chapter 72 of the Acts of 2018 (An Act Implementing the Joint Recommendations of The Massachusetts Criminal Justice Review) were signed into law. Both had several policy implications for the Parole Board, including the addition of two new parolee populations: medical releases and non-discretionary (mandatory) releases to supervision. A medical release occurs upon a petition being granted by the Commissioner of the Department of Correction, whereby an individual is deemed permanently incapacitated or terminally ill. A mandatory release to supervision occurs upon specific program completion as determined by the Department of Correction. These completion credits deduct from an individual's maximum sentence. The law also established compliance credits which may reduce the amount of time eligible parolees remain on parole supervision.

Introduction of SPIRIT II

On August 20, 2018, the Massachusetts Parole Board went live with a new data management system – SPIRIT II. This was a two-year project that began in May 2016. The project was a shared effort and included input and collaboration from various Parole staff, the vendor, the Office of Technology Information Services, and Executive Office of Public Safety and Security. Replacing its predecessor (SPIRIT), the new system provides a faster, user-friendly, and enhanced experience for all users. New capabilities include, but are not limited to, a more developed tracking system for records, additional administrative maintenance for the designated Parole Administrator role, as well as additional fields and screens. Additional enhancements have since been deployed to the data management system to implement recent changes in the Parole Board as a result of the enactment of the 2018 criminal justice reform bills described above.

Field Parole Officer Class RPT #3

On December 21, 2018, the Parole Board held a graduation ceremony for a new class of Field Parole Officers. Fourteen recruits completed a 12-week academy consisting of various trainings including, but not limited to, case management, risk/assessment certification, and supervision standards, as well as agency policies, and procedures.

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 a risk/needs 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, in conjunction with Hearing Examiners, 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. Institutional hearings are primarily held in two locations: 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.

2018 Institutional Release Hearings¹				
Hearing Location	Positive Votes	Denied Votes	Positive + Denied Votes	Paroling Rate²
House of Correction	2,419	1,001	3,420	71%
Department of Correction	609	503	1,112	55%
Total	3,028	1,504	4,532	67%

In 2018, the Parole Board conducted **4,532 institutional release hearings** for inmates housed by the Massachusetts Department of Correction and Houses of Correction. As a result of these hearings, **3,028 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 67%**.

2018 Rescission Hearings				
Hearing Location	Positive Votes	Denied Votes	Positive + Denied Votes	Paroling Rate
House of Correction	100	62	162	62%
Department of Correction	52	34	86	60%
Total	152	96	248	61%

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 to determine whether or not to withdraw, postpone or allow the inmate’s prior positive parole vote to stand. A change of circumstance prompting the Parole Board to hold a rescission hearing, may be when the inmate has received new disciplinary infractions for institutional misconduct or new information has become available since the date of the hearing (i.e. outstanding warrant). In 2018, the Parole Board held **248 rescission hearings**.

2018 Revocation Hearings				
Hearing Location	Positive Votes	Denied Votes	Positive + Denied Votes	Paroling Rate
House of Correction	110	94	204	54%
Department of Correction	82	52	134	61%
Total	192	146	338	57%

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 2018, the Parole Board held **338 revocation hearings**.

2018 Release Hearings by House of Correction Facility

Hearing Location	Positive Votes	Denied Votes	Positive + Denied Votes	Paroling Rate
Barnstable County House of Correction	72	59	131	55%
Berkshire County House of Correction	33	42	75	44%
Bristol County House of Correction	370	112	482	77%
Dukes County House of Correction	9	3	12	n.a. ³
Essex County Correctional Alternative Center	224	45	269	83%
Essex County House of Correction	218	104	322	68%
Essex County Women in Transition Center	58	1	59	98%
Franklin County House of Correction	35	26	61	57%
Hampden County House of Correction	98	91	189	52%
Hampden County Pre-Release Center	66	17	83	80%
Hampshire County House of Correction	42	24	66	64%
Middlesex County House of Correction	259	48	307	84%
Norfolk County House of Correction	154	32	186	83%
Plymouth County House of Correction	159	92	251	63%
Suffolk County House of Correction	224	135	359	62%
Western MA Recovery and Wellness Center	101	21	122	83%
Western MA Women's Correctional Center	67	17	84	80%
Worcester County House of Correction	230	132	362	64%
Total	2,419	1,001	3,420	71%

As a result of release hearings held at the Houses of Correction, approximately **2,419 out of 3,420 inmates received a positive parole vote**. It is important to note that figures may be skewed due to the differences in total number of hearings at each facility, and are not all comparable.



³ Paroling rates are not provided where the total number is less than 20.

2018 Release Hearings by Department of Correction Facility

Hearing Location	Positive Votes	Denied Votes	Positive + Denied Votes	Paroling Rate
Boston Pre-Release Center	36	6	42	86%
Bridgewater State Hospital	0	0	0	0%
Lemuel Shattuck Hospital	0	0	0	0%
MASAC/MASAC @ Plymouth ⁴	4	0	4	n.a.
MA Treatment Center	4	76	80	5%
MCI - Cedar Junction	26	21	47	55%
MCI - Concord	44	47	91	48%
MCI - Framingham ⁵	121	25	146	83%
MCI - Norfolk	37	54	91	41%
MCI – Shirley (Medium and Minimum)	121	71	192	63%
NCCI – Gardner (Medium and Minimum)	19	54	73	26%
Northeastern Correctional Center	54	15	69	78%
Old Colony Correctional Center (Medium)	14	38	52	27%
Old Colony Correctional Center (Minimum)	22	7	29	76%
Out of State Cases	3	1	4	n.a.
Pondville Correctional Center	35	8	43	81%
South Middlesex Correctional Center	42	7	49	86%
Souza Baranowski Correctional Center	27	73	100	27%
Total	609	503	1,112	55%

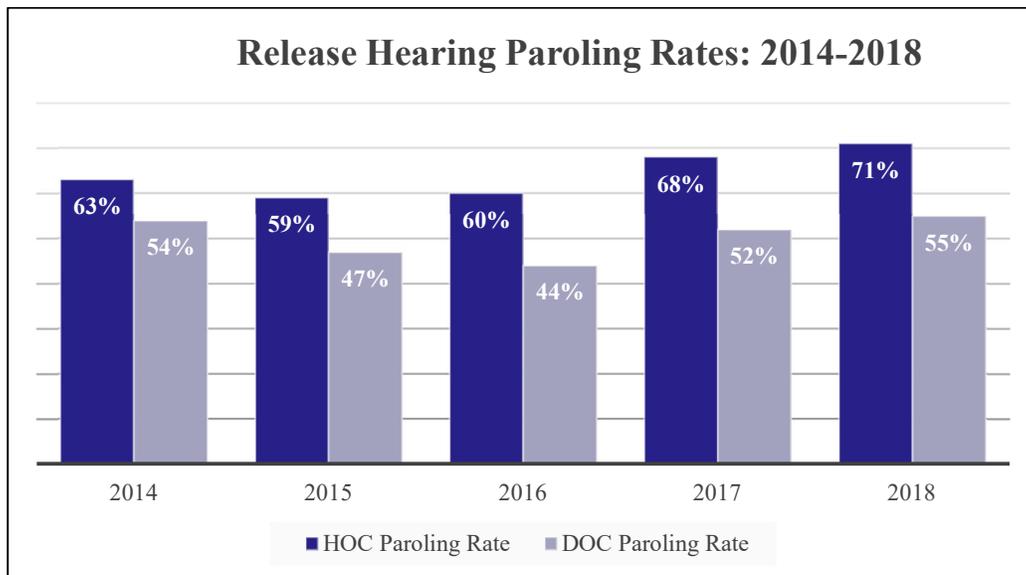
As a result of release hearings held at the Massachusetts Department of Correction facilities, approximately **609 out of 1,112 inmates received a positive parole vote.**



⁴ MASAC was relocated to the former site of MCI-Plymouth effective May 1, 2018 and is now referred to as MASAC at Plymouth.

⁵ 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.

The House of Correction and Department of Correction paroling rates have fluctuated slightly over the past five years; yet both facilities' overall paroling rates have increased since 2014.



Compared to paroling rates in 2014, the House of Correction's paroling rate increased by eight percentage points while the Department of Correction's paroling rate increased by one percentage point.

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 also postpone a scheduled parole hearing, at which time a postponement hearing date is scheduled. An inmate may postpone if they 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 may administratively postpone the inmate's hearing and request counsel to be appointed or work with appointed counsel in order to obtain the inmate's postponement.

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 once the Parole Board has received the desired document. 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 2018.

2018 Institutional Release, Rescission, and Revocation Hearings			
Disposition	House of Correction	Department of Correction	Total
Postponed at Own Request	2,127	365	2,492
Postponed at Board Request	69	31	100
Waived Prior to Hearing	1,876	568	2,444
Waived at Hearing	37	6	43
Action Pending	44	5	49
Other	69	22	91
Total	4,222	997	5,219

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 rescissions and revocations. In 2018, the Parole Board **processed 2,437 office votes**.

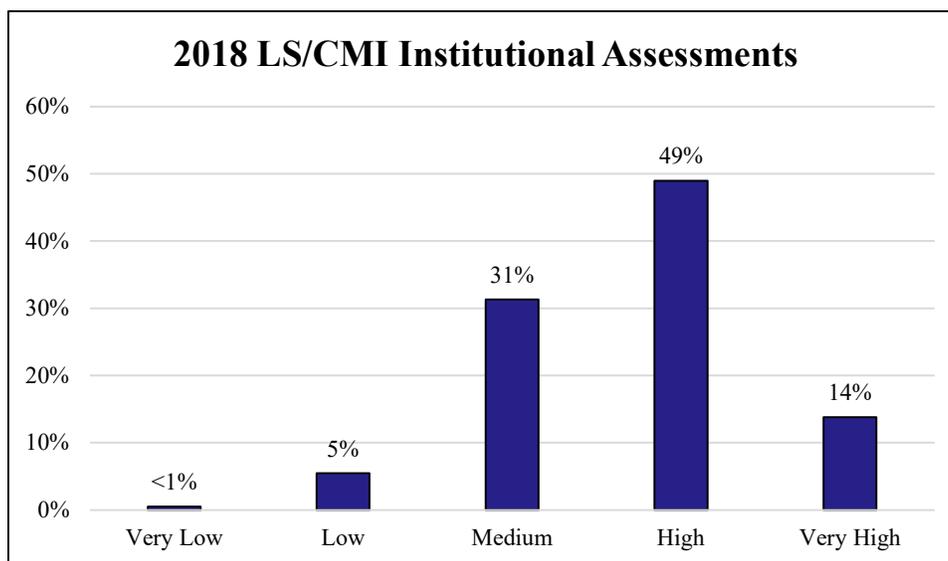
2018 Office Votes	
Disposition	Total
Request for Provisional Revocation	838
Change of Vote Request	599
Request for Provisional Rescission	427
Reconsideration Request	194
Request for Out of State/Country Travel	144
Appeal Request	119
Other ⁶	116
Total	2,437

⁶ ‘Other’ includes all other office vote types that had a total of less than 100 in 2018.

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/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. The LS/CMI categorizes risk to recidivate from very low to very high as set forth in the following tables. The institutional assessments captured in this section include those conducted by Transitional Parole Officers as well as those conducted by Special Investigators within the Life Sentence Unit.

2018 LS/CMI Institutional Assessments		
Risk Level	Count	Percentage
Very Low	23	<1%
Low	267	5%
Medium	1,532	31%
High	2,401	49%
Very High	674	14%
Total	4,897	100%



The largest portion of institutional assessments conducted scored high risk (49%), followed by medium risk with 31%. The smallest portion of assessments scored very low risk.

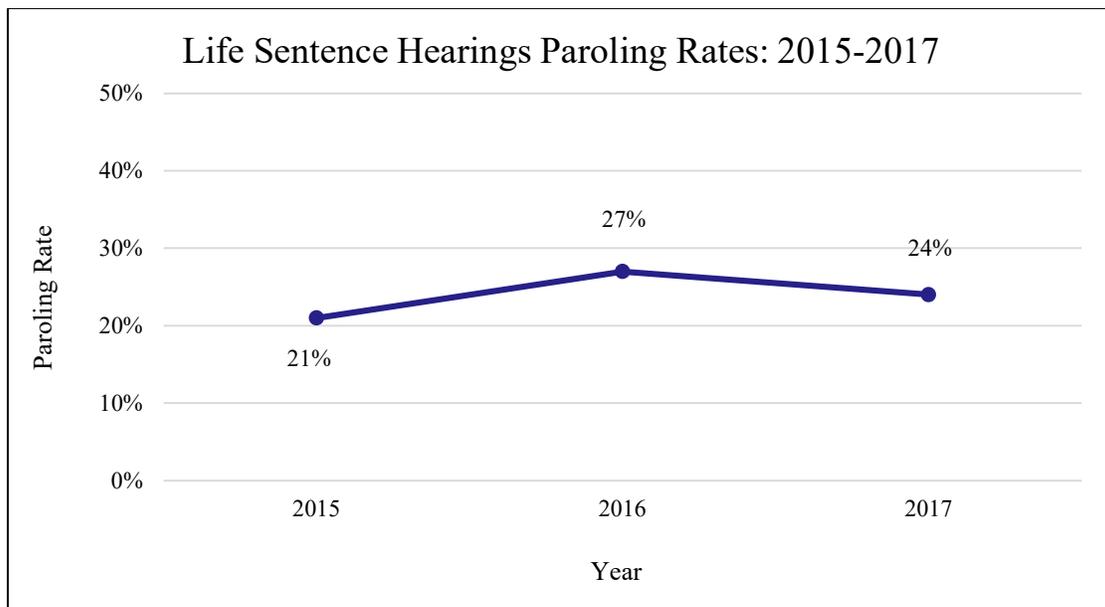
Life Sentence Unit

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 risk/needs 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 and review hearings, which involves tracking initial parole eligibility and subsequent review hearing eligibility for life sentenced inmates. 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.

Both the initial and review hearings take place before all seven members of the Parole Board and is open to the public. As these hearings are public, decisions on life sentence hearings are available on the Parole Board’s website⁷.



⁷ At the time of data collection for the initial publication of this report, not all of the life sentence hearings held in 2018 had received a record of decision. Statistics on paroling rates for those who had a life sentence hearing in 2018 will be published as an addendum at a later date.

Approximately one in four inmates with life sentences received a positive parole vote in 2017. The paroling rate has remained between 21% and 27% between 2015 and 2017.

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 life 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.

Victim Services

The Victim Services Unit (VSU) provides statewide assistance to victims of violent crimes whose offenders become parole eligible. The VSU provides assistance to 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)
- making referrals to appropriate criminal justice agencies and community-based victim service providers.

Victim Notifications

The VSU is responsible for providing victim notification for all parole related events, including notice of parole hearing dates, parole hearing decisions and parole releases. The VSU is also responsible for providing victims and CORI Registered Petitioners notification related to public parole hearings conducted for inmates sentenced to life in prison and clemency petitions. In 2018, the VSU provided **20,413 notifications** of parole events to registered victims and surviving family members of homicide victims.

Locating Victims for CORI Registration

The VSU is responsible for locating and providing outreach to victims and their families. The VSU continues to increase their efforts to identify victims of violent crimes who are not CORI Certified at the time of sentencing. Their efforts include education and outreach to both District Attorney Victim Witness Advocates and community based victim service agencies. VSU's active participation with more than 25 community collaborations and high risk teams across the state 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 referrals to appropriate resources. Through their investigative efforts, the VSU located and established **221 new CORI Registrations** in 2018.

Victim Services at Parole Hearings

The VSU assists victims, family members, and survivors of homicide victims during Victim Access Hearings and Life Sentence Hearings. During these hearings victims and family members are provided the opportunity to attend the parole hearing in person and give oral testimony. Victim Service Coordinators are experienced professionals who provide victims and family members with guidance, support, and information throughout each step of the parole process. 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 2018 in which the VSU provided services to victims or families, as well as the number of hearing attendees.

2018 VSU Services Provided by Hearing Type		
Hearing Type	Number of Hearings	Number of Attendees
Type A	45	148
Type B	48	57
County	60	62
Life Sentence	116	247
Total	269	514

Office of the General Counsel

The Office of the General Counsel represents the agency in all litigation affecting the 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 2018, the Parole Board's hearing examiners conducted **504 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, conducting 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. Some of these parolees may ultimately end up being supervised in one of the nine regional offices as well. Examples of this include, but are not limited to: an inmate who is paroled from their current commitment to begin another consecutive sentence in a House of Correction, Department of Correction, another state, or federal facility; an inmate who is paroled to a warrant in Massachusetts, another state, or federal jurisdiction; and an inmate who is paroled 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 2018, disaggregated by type, location, commitment, and demographic information.

2018 Releases to Supervision			
Release Type	Paroled	Re-paroled	Total Released
MA Commitments Released to MA Supervision	2,005	133	2,138
Out of State Commitments Released to MA Supervision	88	8	96
MA Commitments Released to Out of State Compact Supervision	64	1	65
MA Commitments Released to ICE Custody	32	0	32
MA Commitments Released to a Federal or Another State's Warrant	27	0	27
MA Commitments Released to MA Department of Correction Facility	1	0	1
MA Commitments Released to MA House of Correction Facility	0	0	0
Total	2,217	142	2,359

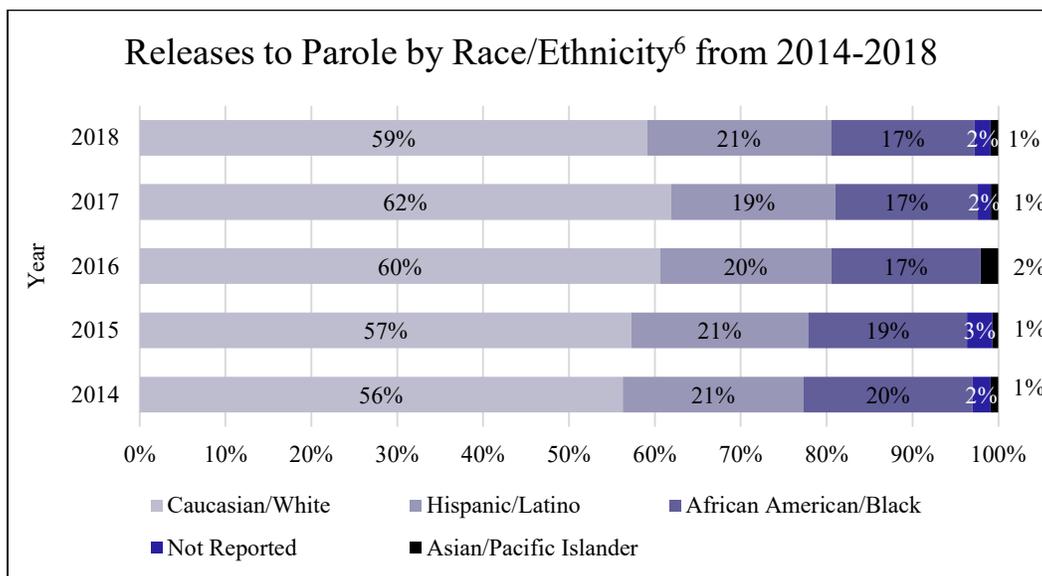
The vast majority of both paroles and re-paroles in 2018 were Massachusetts commitments released to supervision in Massachusetts, 90% and 91% respectively. The second most common release type to supervision were commitments from another state releasing to parole supervision in a Massachusetts community.

2018 Releases to Supervision by Gender		
Gender	Released	Percentage
Male	2,071	88%
Female	288	12%
Total	2,359	100%

Males accounted for the majority of releases to supervision (88%) compared to only 12% who were females. This is consistent with gender breakdowns of releases to parole supervision historically.

2018 Releases to Supervision by Race/Ethnicity ⁸		
Race	Released	Percentage
Caucasian/White	1,399	59%
Hispanic/Latino	503	21%
African American/Black	391	17%
Asian/Pacific Islander	21	1%
American Indian/Native Alaskan	3	<1%
Not Reported	42	2%
Total	2,359	100%

The largest number of releases to supervision had a race/ethnicity of Caucasian/White (59%). The second largest number of releases were Hispanic/Latino with 21%, followed by African American/Black (17%). Forty-two releases did not have a reported race/ethnicity.



The proportionality of the population released to supervision by race/ethnicity over the past five years has remained relatively consistent. American Indian/Native Alaskan parolees made up less than 1% of releases between 2014 and 2018 and therefore are not displayed on the Releases to Parole by Race/Ethnicity chart above.

⁸ 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.

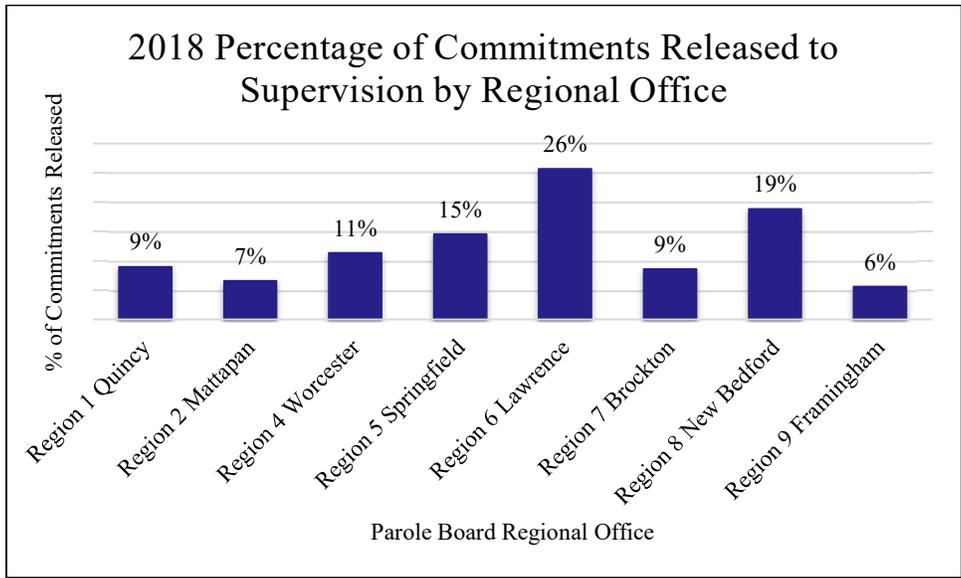
2018 Releases to Supervision by Commitment Type		
Commitment Type	Released	Percentage
County	1,699	72%
State	564	24%
Out of State	96	4%
Total	2,359	100%

County commitments were the most common releases to supervision, accounting for 72% 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 24% of all releases to supervision.

2018 Releases to MA Supervision by Regional Office	
Location	Total Released
Region 1 Quincy	196
Region 2 Mattapan	144
Region 4 Worcester	246
Region 5 Springfield	312
Region 6 Lawrence ⁹	561
Region 7 Brockton	187
Region 8 New Bedford	413
Region 9 Framingham	122
Total	2,181

The regional office a parolee is assigned to is based on geographical proximity to the parolee's approved home plan.

⁹ Region 6 includes Region 6A.

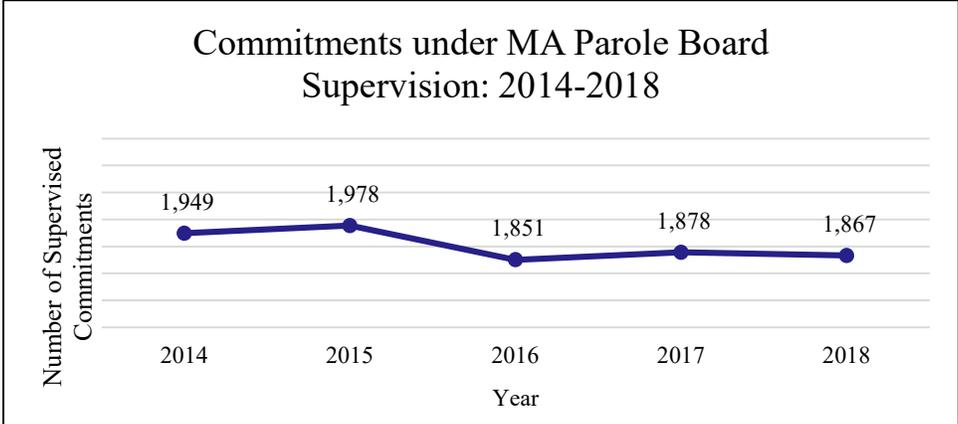


Region 6 Lawrence, which also includes Region 6A Lynn in this report, had the largest number of releases to supervision (26%) in 2018 with regards to releases under Massachusetts supervision. The second largest was Region 8 New Bedford (19%), followed by Region 5 Springfield (15%), Region 4 Worcester (11%), and Region 1 Quincy (9%).

Active Supervision Caseload on 12/31/2018

At the close of 2018, there were **1,867 commitments** under the supervision of the Massachusetts Parole Board. Of these cases:

- **1,440** were being supervised in either one of parole’s nine regional offices or under the Warrant and Apprehension Unit of the Field Services Decision,
- **244** were Interstate Compact cases, and
- **183** 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.

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.

2018 Global Positioning System Activations by Regional Office	
Regional Office	Count
Region 1 Quincy	167
Region 2 Mattapan	83
Region 4 Worcester	107
Region 5 Springfield	245
Region 6 ¹⁰ Lawrence	185
Region 7 Brockton	142
Region 8 New Bedford	235
Region 9 Framingham	43
Total	1,207

In 2018, there were **1,207 GPS activations** as a condition of parole supervision period. The regional offices with the most GPS activations were Region 5 Springfield (n=245), Region 8 New Bedford (n=235), Region 6 Lawrence (n=185), and Region 1 Quincy (n=167).

¹⁰ Region 6 includes Region 6A.

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 2018, **142,413 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, 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.

2018 Drug and Alcohol Tests by Regional Office	
Regional Office	Count
Region 1 Quincy	15,970
Region 2 Mattapan	12,835
Region 4 Worcester	11,952
Region 5 Springfield	22,971
Region 6 Lawrence	29,003
Region 7 Brockton	13,675
Region 8 New Bedford	24,892
Region 9 Framingham	11,115
Total	142,413

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 2018, there were **eight 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 2018 a total of **1,114 parolees** received substance abuse and/or reentry services through the Reentry Navigator Program.

Gender of Reentry Navigator Program Parolees		
Gender	Count	Percentage
Male	951	85%
Female	163	15%
Total	1,114	100%

Primary Substance at Reentry Navigator Program Intake		
Primary Substance	Count	Percentage
Heroin	480	43%
Alcohol	255	23%
Marijuana	152	14%
Cocaine	77	7%
Non-prescription Opiates	63	6%
Crack	45	4%
Prescription Opiates	16	1%
Benzodiazepines	9	<1%
Methamphetamine	7	<1%
Not Reported	10	<1%
Total	1,114	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 2018, **107 parolees** were placed into the TTP. By the end of the calendar year (12/31/2018), **36 parolees** had successfully completed the program and transitioned into the community.

Field Services Risk/Needs Assessments

In addition to conducting risk/needs assessments in preparation for parole hearings, parole officers conduct reassessments using the same tool as the initial assessment 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.

2018 LS/CMI Field Assessments		
Risk Level	Count	Percentage
Very Low	58	8%
Low	302	42%
Medium	318	44%
High	45	6%
Very High	3	<1%
Total	726	100%

The largest number of field assessments conducted scored medium risk (44%), followed by low risk (42%). 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 2018, there were **zero PREA-related allegations of sexual abuse** reported.

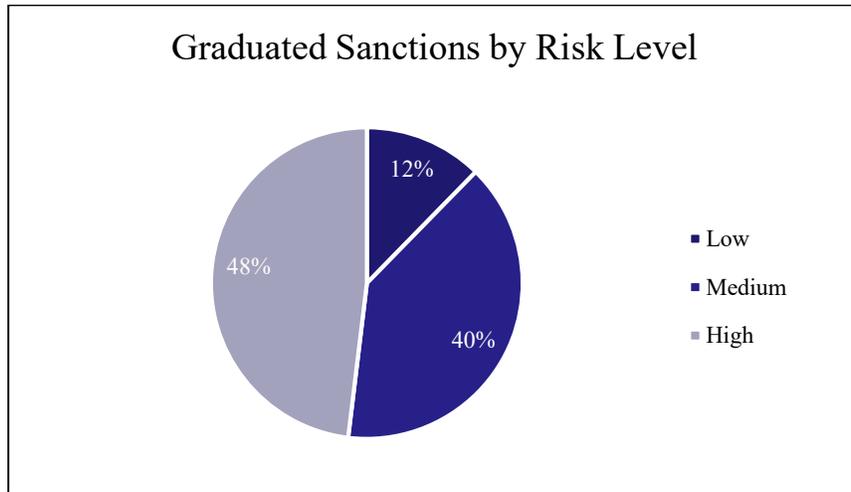
Graduated Sanctions

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.

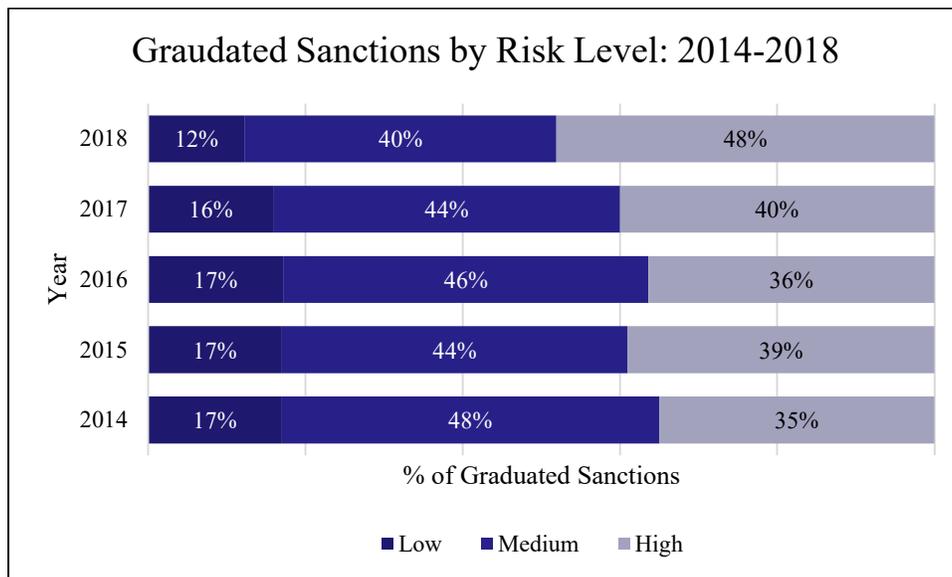
The guidelines for imposing graduated sanctions match the severity of the violation with the parolee’s risk level to determine the appropriate treatment, intervention, and/or sanction. For example, if a low to medium risk offender has failed to attend substance abuse classes, yet continues to be employed and maintains 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 has the discretion to 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. Administered at the discretion of the parole officer and/or parole supervisor, the Parole Board is notified of the graduated sanction, and it will be noted in the offender’s file.

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. The Parole Board’s primary mission, however, has been and will remain to be public safety. Therefore, 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 2018, there were a total of **1,855 graduated sanctions issued based on 2,627 reported violations**. A single graduated sanction can be issued for multiple violations. The risk distribution of offenders receiving these sanctions can be seen on the following page.



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



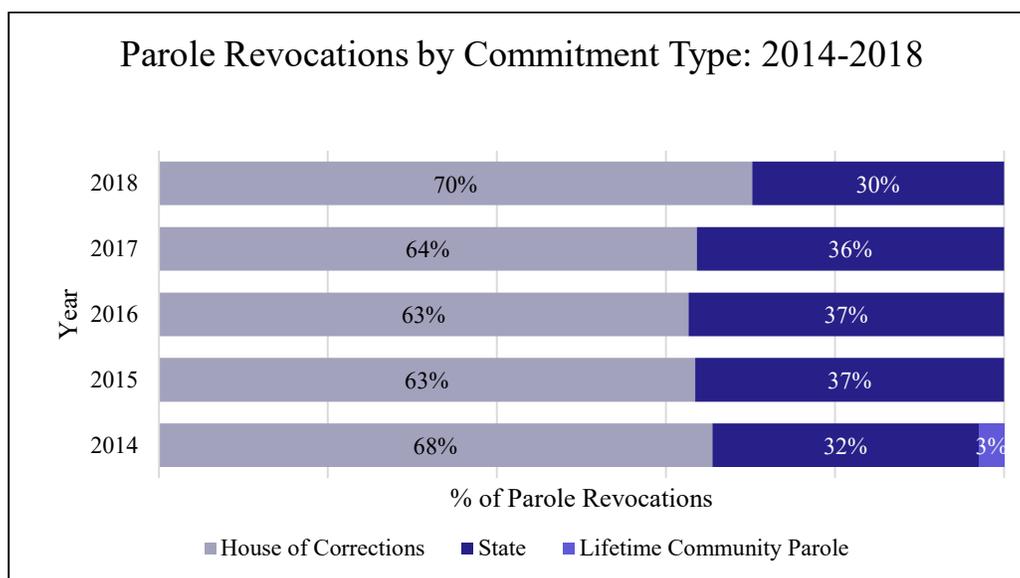
The proportion of graduated sanctions imposed on a high risk parolee has steadily increased over the past five years while those for medium and low risk level parolees decreased.

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. The following table represents revocations where the final revocation hearing results in a “revocation affirmed”. This includes all dispositions, including those who may have waived.

2018 Revocations by Commitment Type		
Commitment Type	Count	Percentage
County	375	70%
State	159	30%
Total	534	100%

Parole revocations in Massachusetts have historically originated most often from those serving county sentences. This is, in part, a reflection of the Massachusetts parole population, which is heavily concentrated in county releases. While parole revocations by commitment types have remained proportional over the past five years, the percent of revocations by those serving county sentences increased from 2017 to 2018 by five percentage points.



Note: Due to a SJC decision in 2014, Lifetime Community Parole supervision is no longer in practice by the Massachusetts Parole Board.

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. In 2018, most parole violations were the result of non-arrests (88%), while 12% were the result of new arrests.

2018 Revocations by Parole Violation Type		
Type	Count	Percentage
Non-Arrest	470	88%
New Arrest	64	12%
Total	534	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.

2018 Discharges from Supervision by Commitment Type		
Commitment Type	Count	Percentage
County	1,379	74%
State	374	20%
Out of State	98	5%
Reformatory	1	<1%
Total	1,852	100%

The majority of discharges from supervision in 2018 were county commitments, accounting for 74% of discharges. State commitments made up 20% of discharges from supervision. Again, this is reflective of

the higher number of county commitments released to parole supervision compared to their state counterparts.

2018 Discharges from Supervision by Discharge Type		
Discharge Type	Count	Percentage
MA Commitments Closed from MA Supervision	1,447	78%
MA Commitments Closed from MA House of Correction Facility	176	10%
Out of State Commitments Closed from MA Supervision	96	5%
MA Commitments Closed from Out of State Compact Supervision	53	3%
MA Commitments Closed from MA Department of Correction Facility	29	2%
MA Commitments Closed from Federal or Out of State Warrant	20	1%
MA Commitments Closed from ICE Custody	18	1%
MA Commitments Closed from Deported Custody	13	<1%
Total	1,852	100%

The most common discharge type in 2018 were MA commitments closed from MA supervision (78%), followed by MA commitments closed from a House of Correction facility (10%) and out of state commitments closed from MA supervision (5%). The remaining discharge types were relatively evenly distributed. However, one difference between discharges in 2017 and 2018 is that the numbers of commitments discharged from ICE and Deported Custody decreased by about half (from 2% to 1% of Massachusetts commitments discharged from supervision).

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 2018, there were **235 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 2018, there were **97 commitments** from Massachusetts released to the Interstate Compact to be supervised by other states or transferred to other types of custody. Of these cases:

- **65 Parolees** were released to be supervised by another state’s parole agency, and
- **32 parolees** were released to ICE custody.

Also during 2018, there were **96 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; and
- 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.

2018 Warrants Issued by Type		
Warrant Type	Count	Percentage
Warrant for Detainer Purposes (15-Days)	848	51%
Warrant for Permanent Custody	764	46%
Warrant for Detainer Purposes (60-Days) - Compact Warrant	60	4%
Warrant for Permanent Custody - Compact Warrant	4	0%
Total	1,676	100%

The majority of warrants issued in 2018 were warrants for 15 day detainer purposes (51%). The second most common were warrants for permanent custody (46%).

Arrests and Transportations to Custody

Parole officers have the authority to make arrests and transport offenders to custody. In 2018, parole officers made **1,010 arrests**. Officers transported **847 offenders to custody**.

In 2018, the WAU participated in the **arrest of 128 parole violators**. In addition, the WAU participated in the **arrest of 247 non-parolees** through their inter-agency task forces and partnerships. The unit was also responsible for **125 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 2018, the WAU supervised the **extradition of 8 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 2018.

Warrant Cases – Whereabouts Unknown

The WAU has responsibility for whereabouts unknown parolees who abscond from supervision and are transferred to the WAU from a regional parole office, all sex offender parolees who abscond from supervision, and all Massachusetts parolees who abscond from Interstate Compact Supervision. Many of these cases involve parolees whose whereabouts have been unknown for decades. The caseload of warrant cases whose status was whereabouts unknown at the end of 2018 was **90 parolees**.

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.

In 2018, the Field Parole Officer Recruit Class graduated 14 recruits. Training consisted of approximately 435 hours of training including time involved parole specific curriculum and scenario training as well as 40 hours of each of the following: Firearms Training, Defensive Tactics Training, and First Responder Training delivered by (MPTC) Municipal Police Training Committee certified instructors.

Agency Goals

The following constitutes the Massachusetts Parole Board's goals:

- Preparation for upcoming American Correctional Association re-accreditation process
- Continued compliance with standards set by the American Correctional Association
- Completion of both Field Parole Officer and Transitional Parole Officer academies, to include rigorous 12 week and 4 week trainings, respectively
- Continued maintenance of comprehensive records for each individual who is seen by the Parole Board to ensure that Board Members can make an informed decision regarding parole decisions
- Review, update, and draft policies, procedures, and manuals with intense focus on recent legislature involving criminal justice reform
- Enhancements to the Agency's case management system to ensure compliance with recent legislature involving criminal justice reform

MASSACHUSETTS PAROLE BOARD

2018

