

MASSACHUSETTS DEPARTMENT OF CORRECTION

Quarterly Report on Admissions and Releases in the Massachusetts Department of Correction

First Quarter 2018





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EXECUTIVE SUMMARY

From the fourth quarter of 2015 through the first quarter of 2018, there was a cumulative decrease of 938 (9.6%) inmates from the **MA DOC custody** population and 1,084 (10.6%) inmates from the **jurisdiction** population, ending the quarter with 8,835 custody inmates and 9,168 jurisdiction inmates.

Criminally sentenced inmates fell from 9,165 in Q4 2015 to 8,371 in Q1 2018, a loss of 794 inmates or 8.7% of the total. Pre-trial detainees dropped from 506 individuals in Q4 2015 to 253 individuals in Q1 2018, a decline of 253 detainees or 50.0% of the total. Civil commitment inmates went down from 582 inmates to 543, a decrease of 39 inmates or 6.7% during the same trend period.

The first quarter 2018 admissions and releases hit a new low for the trend period. It also witnessed more releases (1,908) than admissions (1,841), giving admissions a deficit of 67 individuals against releases, and adding further to the downward trend of the MA DOC jurisdiction population.

Criminal releases (705) outpaced admissions (643) in the first quarter of 2018 as well as in nine of the ten quarters during the trend period. This resulted in the reduction of 62 inmates for the first quarter and 934 inmates for the ten-quarter period. The reduction is equivalent to 0.7% of the criminally sentenced population for the first quarter and 10.7% for the ten quarters based on the average criminal population for the trend period.

State criminally sentenced new court commitments went up for the second time in a row to 437 inmates in Q1 2018. Suffolk County, Essex County, Hampden County and Middlesex County were the largest contributors. A little over 60% of the total state criminally sentenced new court commitments came from these four counties in Q1 2018.

Civil admissions and releases dropped to a new low in Q1 2018, from the previous 678 to 637 for admissions and from 704 to 639 for releases. Releases surpassed admissions for the quarter and resulted in a loss of 2 civilly committed inmates. This is the first time in the trend period that the difference between the first quarter admissions and releases ended up with a deficit. Such a change could be an indicator that civilly committed population would decline at a faster pace in the future than 6 inmates per quarter on average for the current trend period.

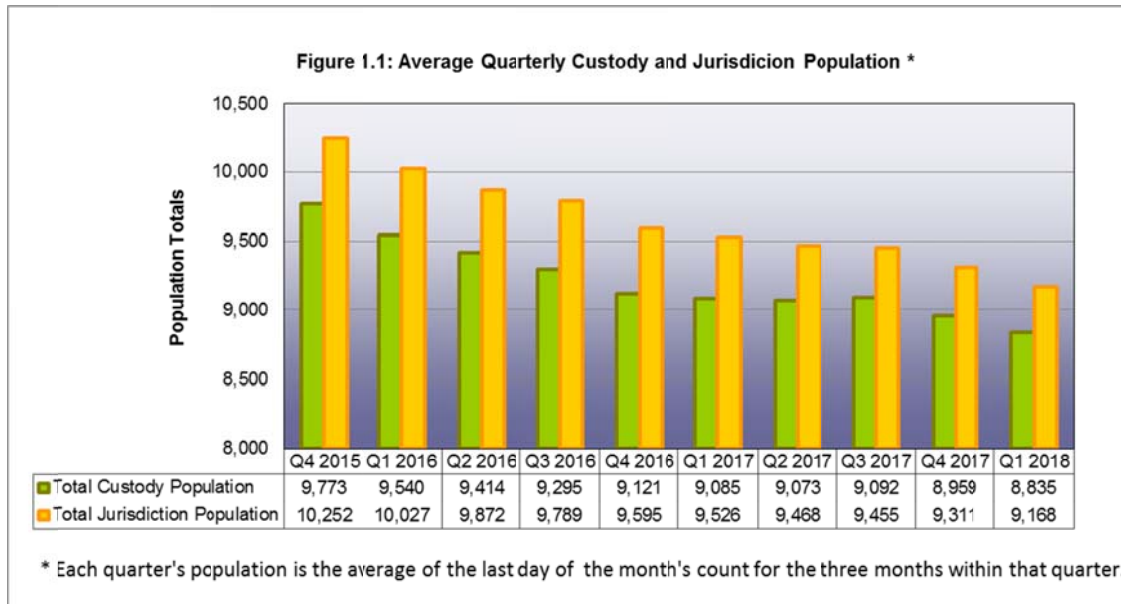
The pre-trial admissions and releases continued to drop in Q1 2018 to a record low of 561 detainees for admissions and 564 detainees for releases. It is the first time in the trend period that both admissions and releases fell below the 600 point. For the ten-quarter trend period, releases outpaced admissions resulting in a loss of 349 pre-trial detainees. The large decline in the pre-trial population is more of an effect of the Middlesex County 52A court order being vacated, and Suffolk County ceasing the transfer of 52A's into MA DOC custody after the third quarter of 2015. Removing this one-time effect, the decline of pre-trial detainees dropped from 349 to 40 for the last eight quarters of the trend period.

Male pre-trial admissions bounced back from the previous quarter to 58 detainees. "Federal" is the single top source for male pre-trial admissions, contributing to nearly one-half of the total admissions for the quarter. Other bigger contributors also include "Out-of-State", Middlesex County, Worcester County, and Suffolk County. Together, they were sources for 85% of the male pre-trial detainees for Q1 2018.

Female pre-trial admissions fell to a new low for the trend period, sinking to 503 in Q1 2018. Nearly all female pre-trial detainees came from the counties of Essex, Middlesex, Plymouth, and Norfolk. Together, they accounted for 98.4% of total the female pre-trial admissions for the quarter and 98.0% over the trend period. The high concentration of female pre-trial detainees in the four counties has been very consistent over the ten-quarter trend period.

CURRENT POPULATION AND OVERALL TRENDS

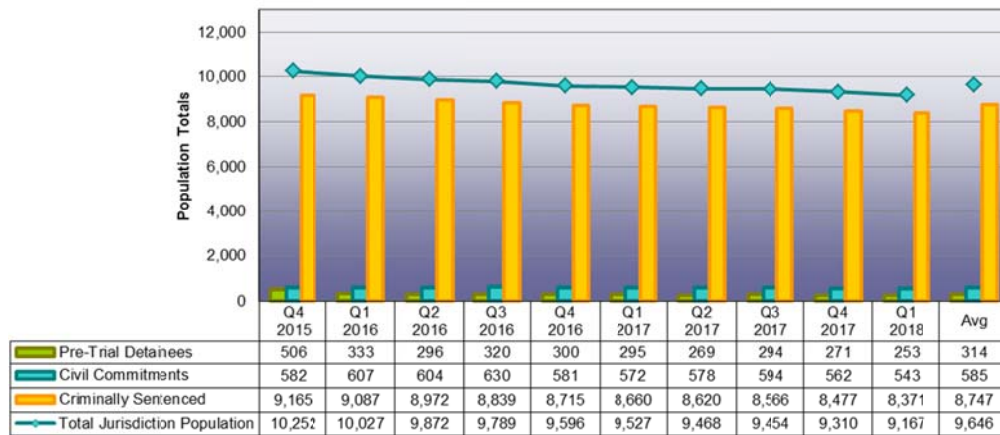
From the fourth quarter of 2015 through the first quarter of 2018, there was a cumulative decrease of 938 (9.6%) inmates from the **MA DOC custody** population and 1,084 (10.6%) inmates from the **jurisdiction** population. This corresponded to a compound quarterly growth rate (CQGR)* of -1.11% for the custody population and -1.23% for the jurisdiction population. In all but the third quarter 2017, both the average quarterly custody and the average quarterly jurisdiction population experienced a decline. See Figure 1.1.



The decrease in the average quarterly population was driven primarily by criminally sentenced inmates and pre-trial detainees. Criminally sentenced population dropped from an average of 9,165 inmates in Q4 2015 to an average of 8,371 inmates in Q1 2018, a loss of 794 inmates for the trend period, a CQGR of -1.0%. Pre-Trial population fell from an average of 506 detainees in Q4 2015 to an average of 253 detainees in Q1 2018, a loss of 253 detainees, a CQGR of -7.4%. Civil commitment population lost 39 offenders from an average of 582 inmates in Q4 2015 to an average of 543 inmates in Q1 2018 at the CQGR of -0.8%. See Figure 1.2 on the next page.

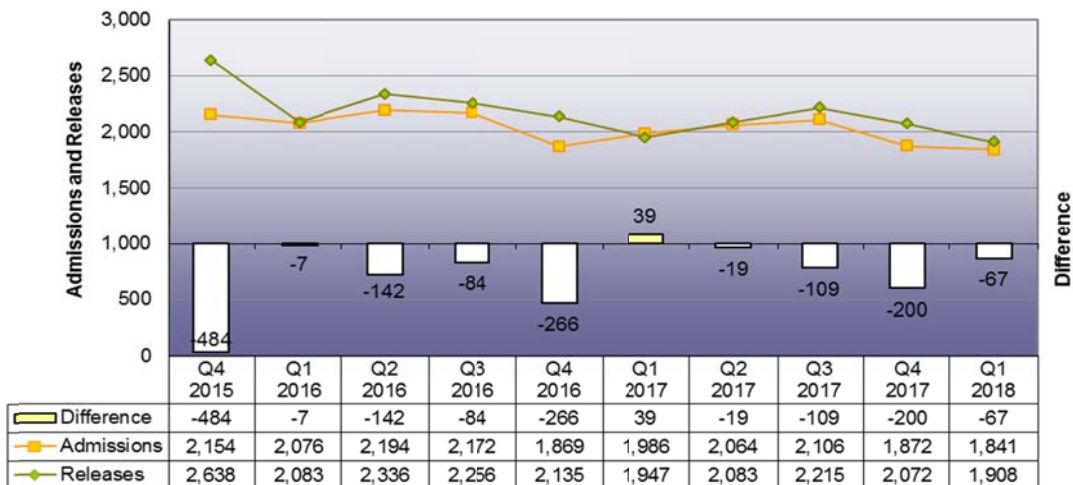
* See Appendix for the definition of Compound Quarterly Growth Rate (CQGR) and how it is calculated.

Figure 1.2: Average Jurisdiction Population by Commitment Type

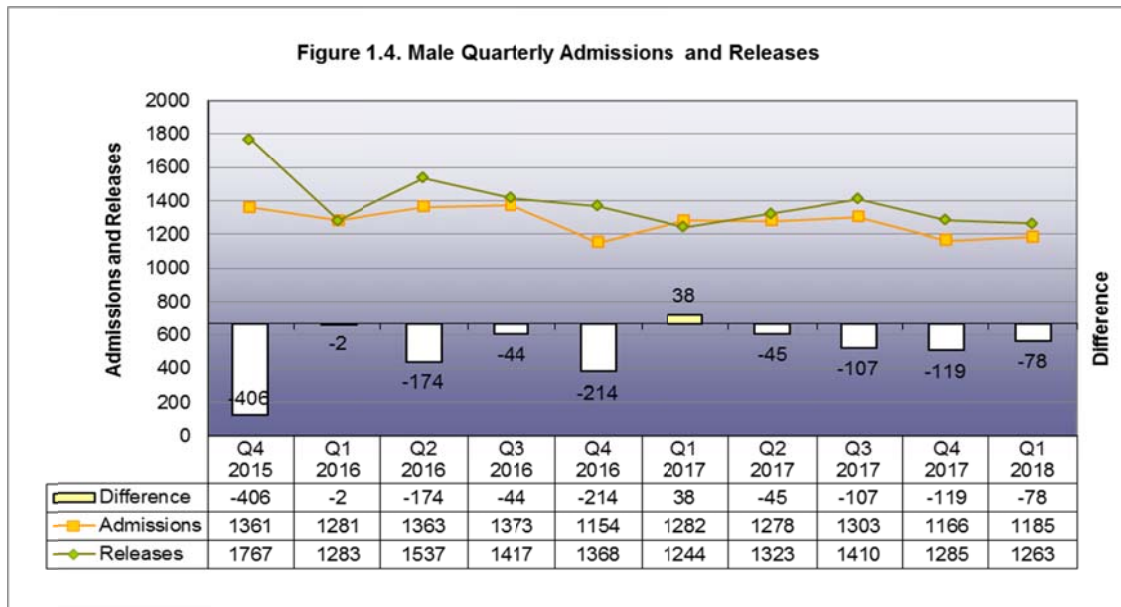


Admissions and releases hit a new low in the first quarter 2018 for the ten-quarter period with 1,841 admissions and 1,908 releases recorded. Despite the lower number of activities, admissions continued to fall behind releases. It gave rise to an admission-to-release deficit of 67 inmates for the quarter and resulted in the largest first quarter deficit since 2016. Because the first quarter of a year usually has the smallest admission-to-release deficit, the uncommonly large loss of inmates in the first quarter 2018 could be an indicator that the MA DOC inmate population will continue to decline at possibly a faster pace in 2018. See Figure 1.3.

Figure 1.3. Overall Quarterly Admissions and Releases

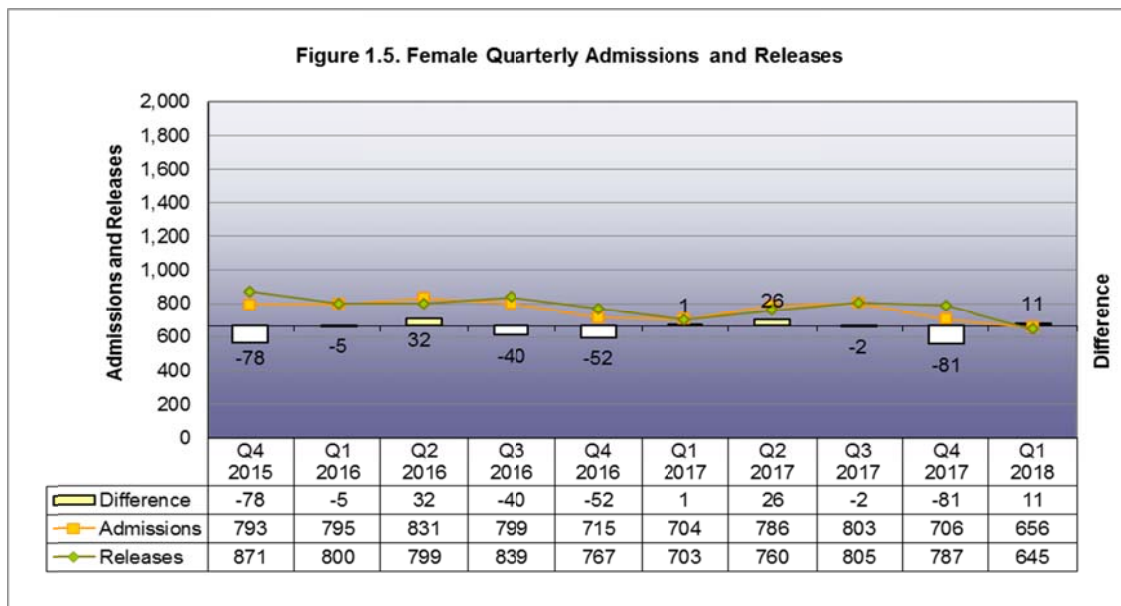


By gender, male admissions and releases went separate ways. Admissions went up slightly to 1,185, 19 more than the admissions of the last quarter. Releases, on the other hand, went down moderately to 1,263, 22 less than the previous result. The difference between the two resulted in a quarterly loss of 78 inmates, which is smaller than the loss of the previous two quarters, but is by far the largest first quarter loss for the trend period. See Figure 1.4 on the next page



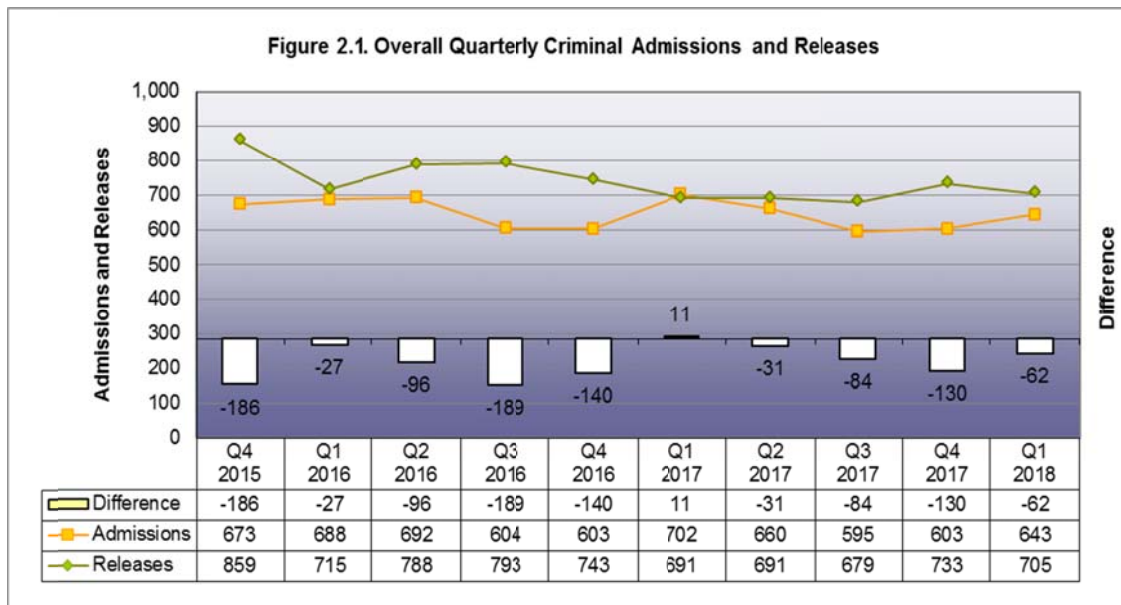
Female admissions and releases declined simultaneously in the first quarter 2018. With 656 admissions and 645 releases, both reached a record low for the trend period. Contrary to the admission-to-release deficit found with the male inmates, female admissions surpassed releases in Q1 2018 and resulted in an admission-to-release surplus of 11 inmates. The addition of 11 female inmates alleviated to some extent the losses caused by the male admission-to-release deficit in the combined result. See Figure 1.5.

In total, the MA DOC released 1,151 more male inmates and 188 more female inmates than admitted for the trend period. Male inmates accounted for 86% of the population loss despite the fact that they had an approximately 64% share of admissions and releases. Male admission-to-release deficit is one of the primary drivers for the declining MA DOC inmate population.



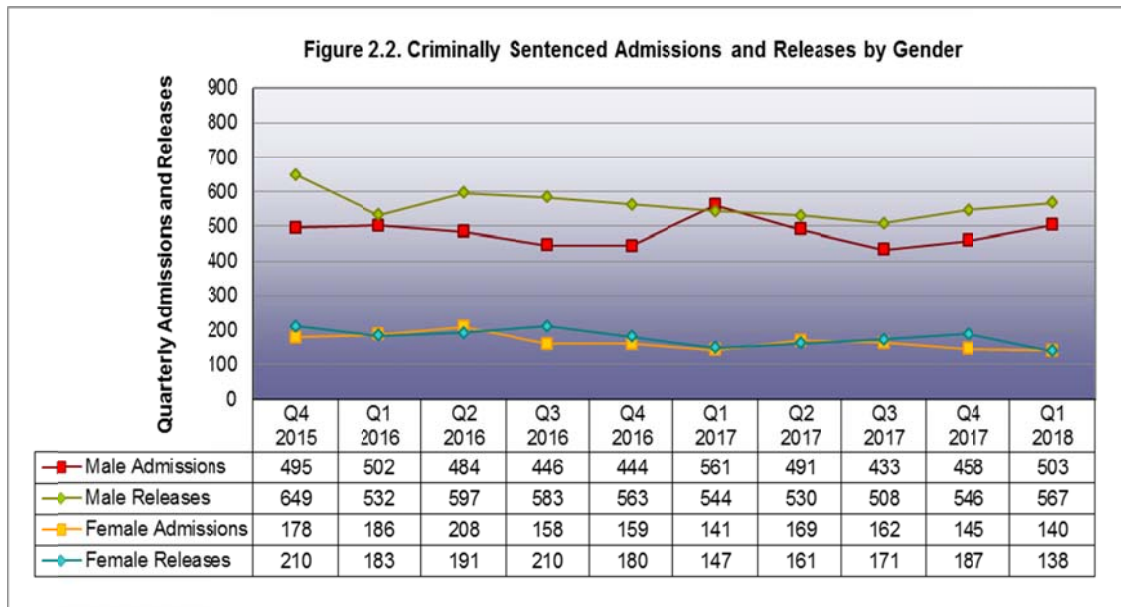
CRIMINALLY SENTENCED ADMISSIONS AND RELEASES

Criminal admissions increased in Q1 2018 compared with the previous quarter. Criminal releases, on the other hand, declined. Releases continued to outpace admissions, reducing the criminally sentenced population by another 62 inmates. The reduction, as expected, is smaller than the reduction of the previous two quarters, but is the largest first quarter reduction for the trend period. It is the largest single-quarter decline for the year. Historically, the smallest admission-to-release deficit tends to happen in the first quarter of a year. We anticipate that the difference between admissions and releases would become bigger in the next three quarters. For the current ten-quarter period, 934 more criminally sentenced inmates were released than admitted, averaging fewer than 100 inmates per quarter. See Figure 2.1.

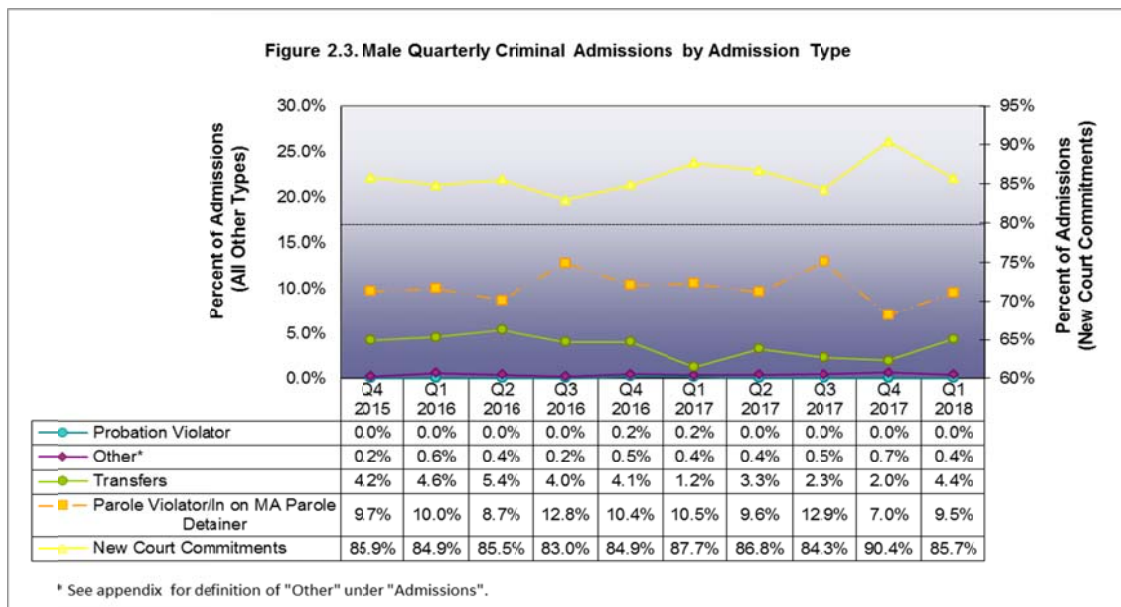


Male criminal admissions and releases went up for the second time in a row. Admissions continued to trail releases, ending the quarter with a loss of 64 inmates. Female criminal admissions and releases, on the other hand, went down, and hit the record low for the trend period. Female admissions surpassed releases, resulting in an admission-to-release surplus of a modest 2 female inmates in the first quarter 2018.

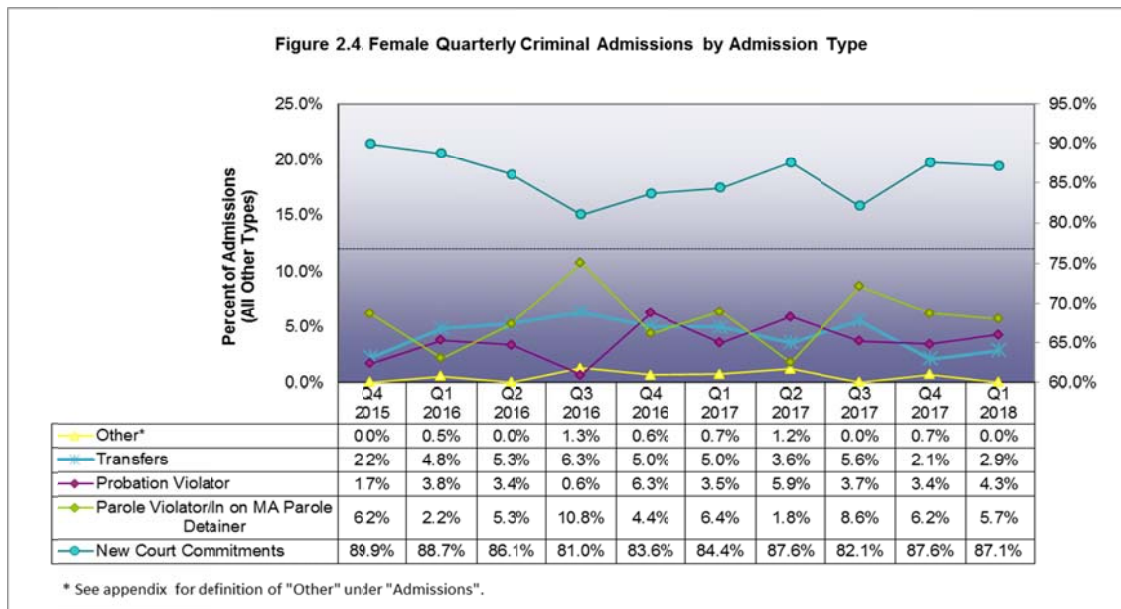
For the ten-quarter trend period, the MA DOC ran an admission-to-release deficit of 802 male inmates and 132 female inmates. Male inmates are conducive to 86% of the population loss among criminally sentenced inmates while they accounted for about 75% of admissions and releases. They are the leading reason behind the dwindling size of the MA DOC criminally sentenced population. See Figure 2.2 on the next page.



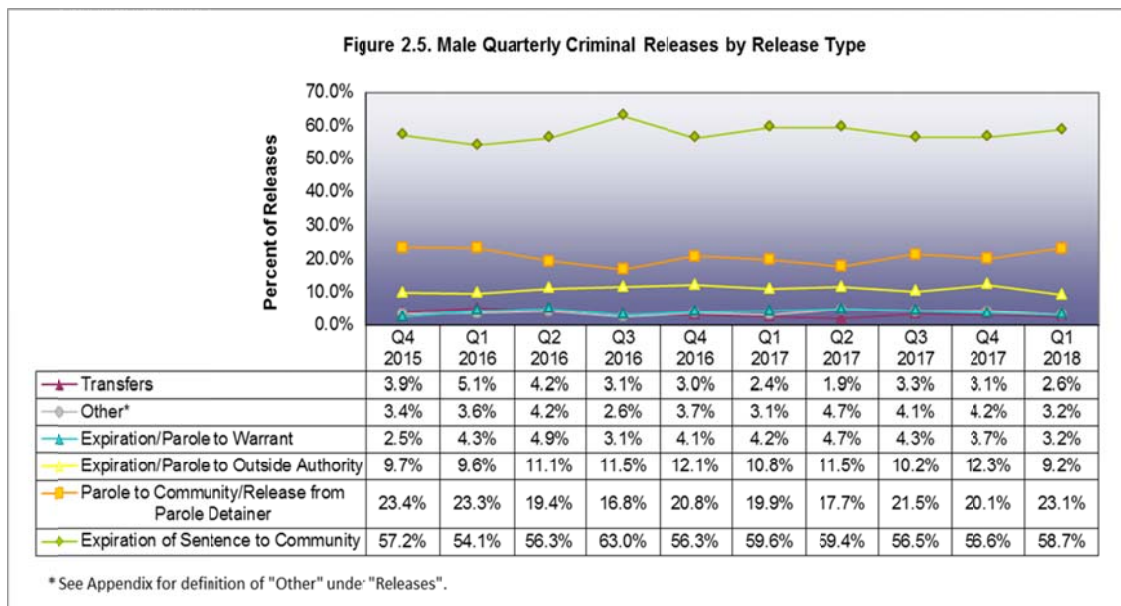
In Figure 2.3, male criminal admissions are split into two axes, with 'new court commitments' on the right axis and the other admission types on the left axis. 'New court commitments' is the most predominant admission type, which accounts for an average of 85.9% of all male admissions during the trend period and stays very close to the trend average at 85.7% for the current quarter. 'Parole violator/detainer' and 'transfers' are the distant second and third admission types, averaging 10.1% and 3.5% of male admissions respectively for the trend period, and 9.5% and 4.4% for the present quarter. Their shares remained consistent as the top three admission types during the ten-quarter period. See Figure 2.3.



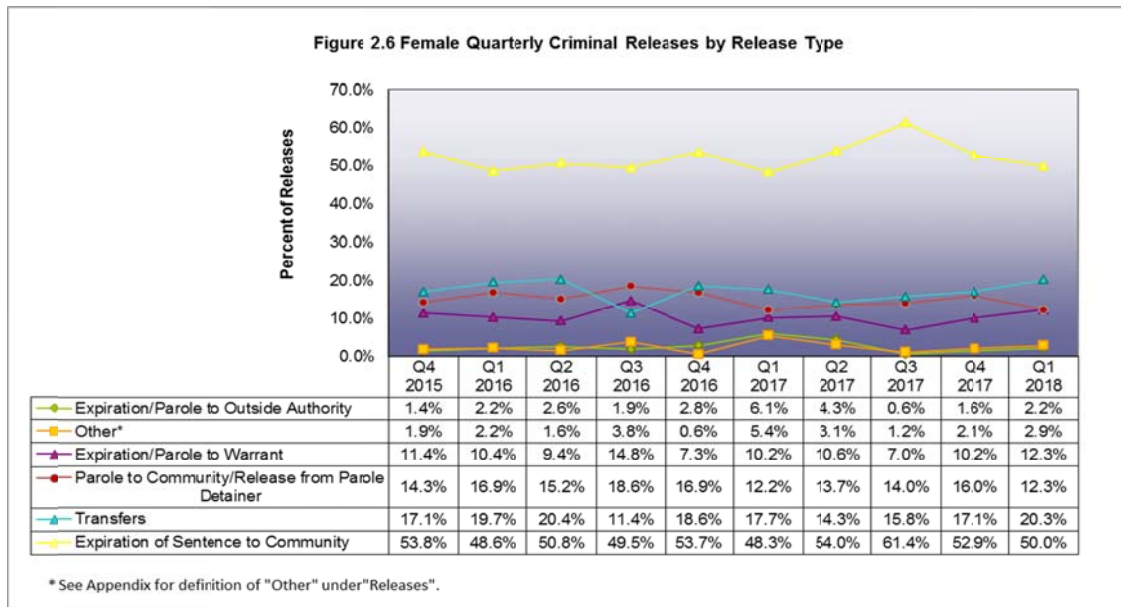
Female criminally sentenced admissions shared similar characteristics as their male counterparts. 'New court commitments' is the most predominant admission type, accounting for an average of 85.9% of all female admissions during the trend period and 87.1% for the current quarter. 'Parole violator/detainer', 'transfers', and 'probation violator' split the remaining share of admissions, averaging 5.8%, 4.3% and 3.7% respectively for the ten-quarter period. Compared with male admissions, the share of female admission types appears to be more volatile due to their smaller size. See Figure 2.4 on the next page.



'Releases to the community due to expiration of sentences' is the most prevalent release type among male criminally sentenced inmates. Over one-half of inmates were released for this reason. Together with 'parole to the community/release from a parole detainer' (23.1%) and 'expiration/parole to outside authority' (9.2%), they are the top three male criminal release types, account for an average of 89.2% of releases for the trend period and 91.0% for the current quarter. They remained as the top three release types consistently in the past ten quarters. See Figure 2.5.



Four types of female criminal releases posted double-digit average shares during the trend period. They are 'releases to the community due to expiration of sentences' (50.5%), 'transfers' (20.3%), 'parole to community' (12.3%) and 'expiration/parole to warrant' (12.3%), with 'releases to the community due to expiration of sentences' as the most prevailing release type. Together, they explained 95.1% of all female criminal releases for the trend period and 94.9% for the current quarter. They stayed consistently as the top four female release types during the trend period. See Figure 2.8 on the next page



Criminally sentenced new court commitments went up for the second time in a row to 437 inmates in Q1 2018. Suffolk County took the lead in the quarterly contribution (19.0%), followed by Essex County (14.6%), Hampden County (14.4%) and Middlesex County (12.8%) as the largest contributors for the quarter. A little over 60% of the total criminally sentenced new court commitments came from these four counties. Together with the second tier contributors – Bristol County (10.8%), Worcester County (9.8%), Plymouth County (5.7%), and Norfolk County (4.8%) – they accounted for 92% of new court commitments for the quarter. The rest of the six counties on the list have a share of a little over 8%. The high concentration of criminally sentenced new court commitments in the aforementioned counties is likely to continue as these counties have been consistently on top of the list for the trend period. See Figure 2.7.

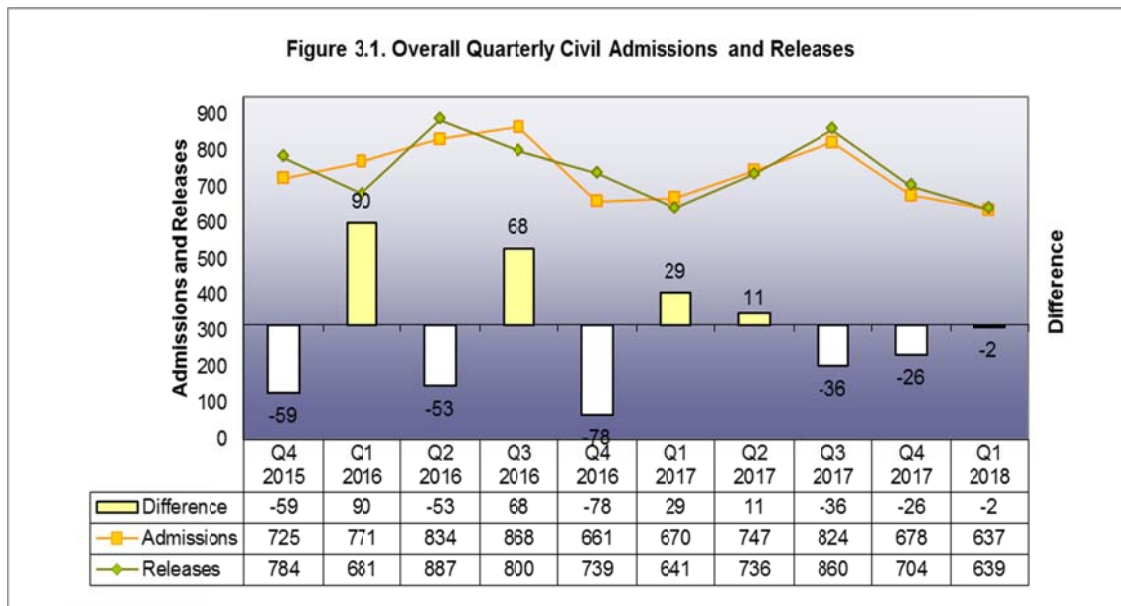
Figure 2.7. State* Criminally Sentenced New Court Commitments by Court Jurisdiction

County	Q4 2015	Q1 2016	Q2 2016	Q3 2016	Q4 2016	Q1 2017	Q2 2017	Q3 2017	Q4 2017	Q1 2018	Total
SUFFOLK	81	72	79	41	74	71	83	61	77	83	722
ESSEX	50	56	54	53	66	68	73	53	76	64	613
MIDDLESEX	84	53	59	41	59	62	55	61	55	56	585
HAMPDEN	37	64	37	59	31	66	60	48	60	63	525
WORCESTER	47	65	53	29	48	64	43	35	49	47	505
BRISTOL	64	44	54	68	34	63	43	39	35	43	462
PLYMOUTH	25	26	35	39	25	25	28	18	30	25	276
NORFOLK	24	24	19	18	22	16	22	20	20	21	206
BARNSTABLE	10	15	11	17	15	25	11	20	11	15	150
BERKSHIRE	7	10	9	10	4	14	8	10	8	8	88
FRANKLIN	5	4	3	4	4	12	7	3	1	4	47
HAMPSHIRE	3	5	3	4	5	5	3	2	3	8	41
NANTUCKET	0	1	0	2	0	0	2	2	0	0	7
DUKES	0	0	0	0	0	1	2	0	1	0	4
Total	437	439	416	385	387	492	440	372	426	437	4,231

*Excludes county, federal, and out-of-state inmates.

CIVILLY COMMITTED ADMISSIONS AND RELEASES

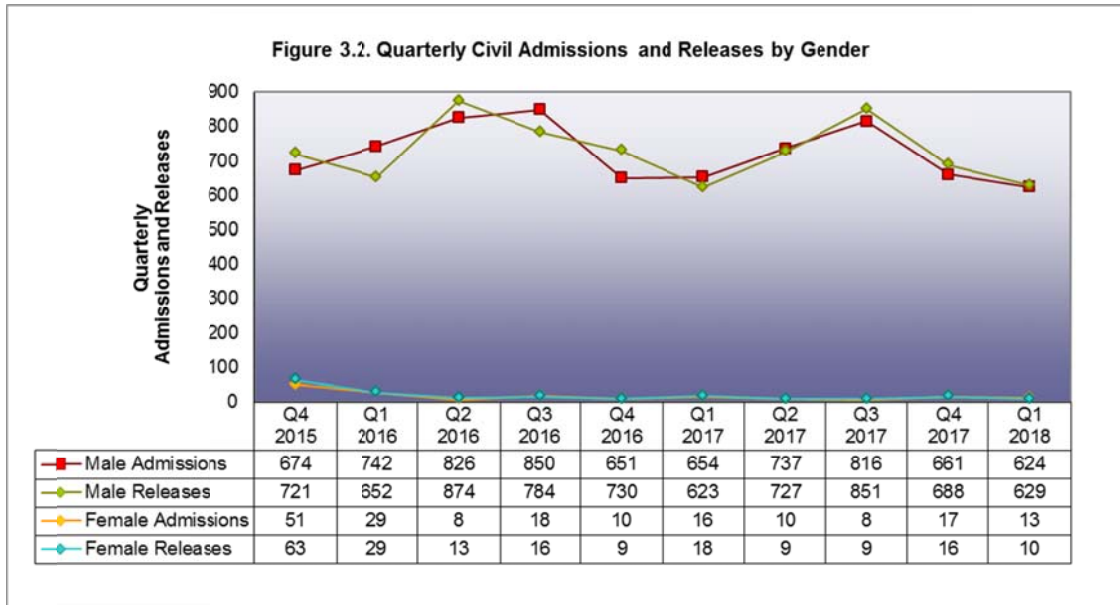
Civil admissions and releases dropped to a new low in Q1 2018, from the previous 676 to 637 for admissions and from 704 to 639 for releases. Releases surpassed admissions for the quarter and resulted in a loss of 2 civilly committed inmates. Though a loss of 2 inmates is almost negligible, it nevertheless represents a substantial change for the first quarter admissions and releases, a change from an admission-to-release surplus to admission-to-release deficit for the first time in the trend period. It is, for this reason, worth watching whether this is a random change or the beginning of a downward trend for the civilly committed population. See Figure 3.1.



Male civil admissions and releases continued to decline in Q1 2018 after the substantial drops of the last quarter from the quarter before. Male admissions fell to a new low to 624 from the previous 661 while male releases sank to the second lowest level for the trend period to 629 from the last quarter's 688. Male admissions trailed releases, ending the quarter with a loss of 5 inmates.

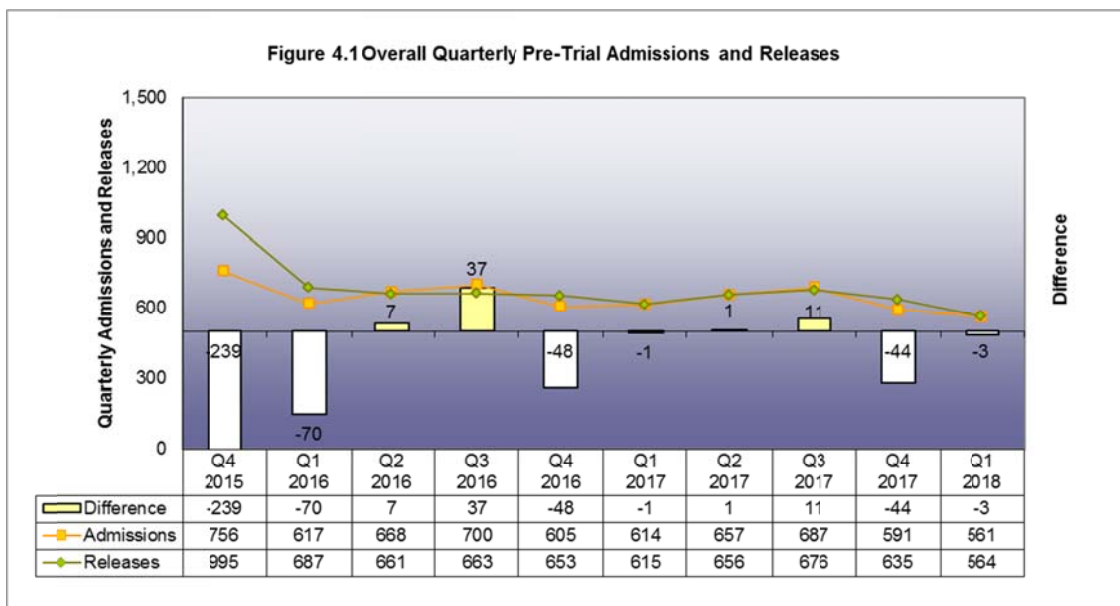
Female civilly committed admissions and releases fell from the previous quarter as well, down from 17 to 13 for admissions and from 16 to 10 for releases. Female admissions outnumbered release, finishing the quarter with 3 more inmates.

Despite the gender difference in the gain and loss of inmates in Q1 2018, both genders released more inmates than admitted for the ten-quarter period, 44 more for males and 12 more for females. Females accounted for 21.4% of the population loss for the trend period though they only had a very small share of admissions and releases of less than 3%. See Figure 3.2 on the next page.



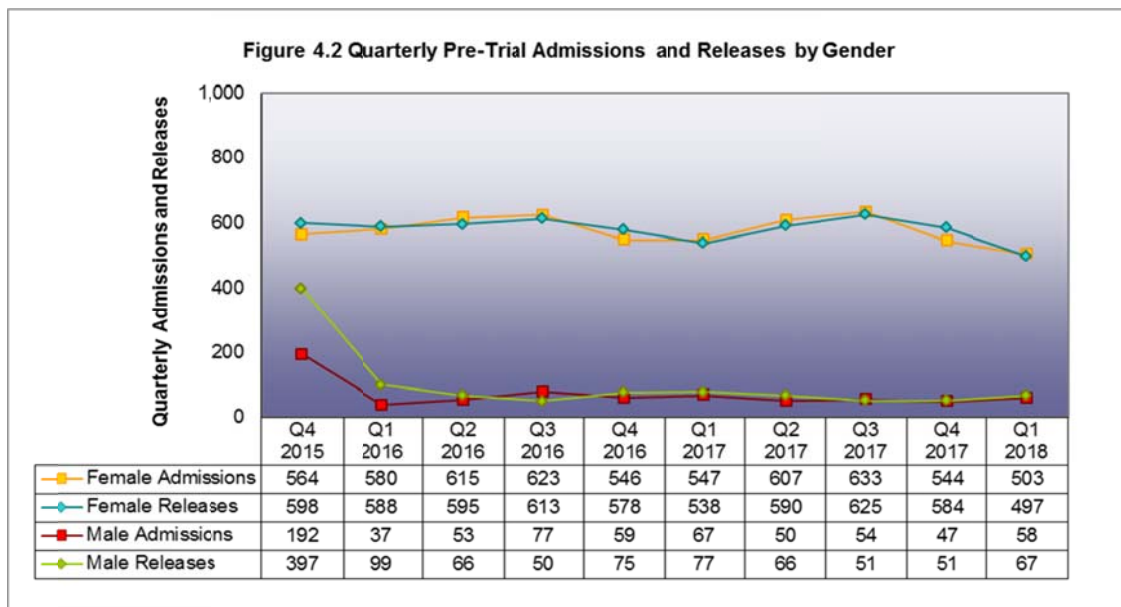
PRE-TRIAL ADMISSIONS AND RELEASES

The pre-trial admissions and releases continued to drop in Q1 2018 to a record low of 561 detainees for admissions and 564 detainees for releases. It is the first time in the trend period that both admissions and releases fell below the 600 point. Releases outnumbered admissions for the current quarter and gave rise to a very modest loss of 3 pre-trial detainees. The sum of differences between admissions and releases for the trend period revealed 349 more releases than admissions, mostly though due to the effects of the Middlesex County 52A court order being vacated, and Suffolk County ceasing the transfer of 52A's into MA DOC custody around the fourth quarter of 2015. Removing these effects (i.e. the decline of 239 detainees in Q4 2015 and 70 detainees in Q1 2016), we found that the last eight quarters witnessed a total loss of 40 detainees, 5 for each quarter on average. We anticipate that moving forward the pre-trial population would stay largely flat with the possibility of moderate decreases. See Figure 4.1.



Male pre-trial admissions and releases bounced back from the previous quarter to 58 detainees for admissions and 67 detainees for releases in Q1 2018, both hitting the highest point of the last four quarters. Overall, admissions trailed releases in eight out of the ten quarters for the trend period, resulting in a decrease of 296 male detainees. The decrease reduced dramatically to 38 for the past eight quarters after the vacating of the 52A order. Looking forward, we believe that male pre-trial admissions and releases will continue to move up and down very moderately with limited influences on the pre-trial population due to its substantially reduced level of activities in terms of admissions and releases since Q4 2015 and Q1 2016.

Female pre-trial admissions and releases continued to display a cyclical trend in which admissions and releases tend to go down in the fourth and first quarter of a year and go up in the second and third quarter. Being in a “down” quarter, both female admissions and releases fell to a new low for the trend period, sinking to 503 for admissions and 497 for releases. Admissions exceeded releases, ending the quarter with a modest increase of 6 detainees for the quarter, but a loss of 44 detainees for the trend period. We believe that the activity level of female admissions and releases will go up once we move out of the fourth and first quarter of a year, and the differences between admissions and releases will be more in line with their average level, giving the pre-trial population a slow decline moving forward. See Figure 4.2.



Since the aforementioned 52A change, male quarterly pre-trial admissions have been moving back and forth around a straight 56 admissions/per quarter trend line from Q1 2016 to Q1 2018. The first quarter 2018 admitted 58 detainees, very close to the quarterly average since the 52A change and suggesting that such a trend is likely to continue. “Federal” is the single top source for male pre-trial admissions, contributing to nearly one-half of the total admissions for the quarter. Other bigger contributors, though trailing far behind “Federal”, also include “Out-of-State” (12.1%), Middlesex County (8.6%), Worcester County (8.6%), and Suffolk County (6.9%). Together, they were sources for 85% of male pre-trial detainees. The other ten counties on the list made up the remaining 15% for the quarter. For a small population of this size, it is risky to make any predictions into the future. Based on the trend line and the aggregated difference between admissions and releases since Q1 2016 to the current quarter, however, we tend to believe that male pre-trial admissions would stay largely flat or decline marginally moving forward. See Figure 4.3 on the next page.

Figure 4.3 Male Quarterly Pre-Trial Admissions by Jurisdiction

County	Q4 2015	Q1 2016	Q2 2016	Q3 2016	Q4 2016	Q1 2017	Q2 2017	Q3 2017	Q4 2017	Q1 2018	Total
Federal	1	1	24	29	13	25	14	13	9	28	157
Suffolk	90	5	3	5	2	3	6	5	7	4	130
Out-of-state	9	11	7	15	19	10	11	7	11	7	107
Middlesex	74	5	5	2	2	2	3	3	1	5	102
Worcester	1	2	2	12	11	8	3	9	6	5	59
Plymouth	5	5	3	2	1	8	3	3	2	3	35
Norfolk	4	5	2	2	4	3	2	2	7	0	31
Essex	1	1	5	3	2	4	3	5	1	0	25
Bristol	4	2	2	3	1	0	2	4	2	2	22
Barnstable	1	0	0	1	2	0	1	1	0	2	8
Hampden	1	0	0	0	1	3	2	0	0	0	7
Mass Parole	1	0	0	1	0	0	0	1	1	2	6
Berkshire	0	0	0	2	1	1	0	1	0	0	5
Dukes	0	0	0	0	0	0	0	0	0	0	0
Franklin	0	0	0	0	0	0	0	0	0	0	0
Total	192	37	53	77	59	67	50	54	47	58	694

Given the stability and consistency of the female pre-trial admissions, Q1 2018 continued along the line of the past nine quarters. The majority of female pre-trial detainees continued to come from the counties of Essex (33.0%), Middlesex (28.4%), Plymouth (23.5%), and Norfolk (13.5%). Together, they accounted for 98.4% of total female pre-trial admissions for the quarter and 98.0% over the trend period. We believe that the four counties will remain to be the largest suppliers of female pre-trial detainees in the coming quarters. See Figure 4.4.

Figure 4.4 Female Quarterly Pre-Trial Admissions by Jurisdiction

County	Q4 2014	Q1 2016	Q2 2016	Q3 2016	Q4 2016	Q1 2017	Q2 2017	Q3 2017	Q4 2017	Q1 2018	Total
Essex	184	211	176	202	176	144	192	201	154	166	1,806
Middlesex	140	164	183	195	158	161	180	159	162	143	1,645
Plymouth	133	113	143	113	100	113	120	133	113	118	1,199
Norfolk	100	85	100	98	102	113	97	128	105	68	996
Federal	1	4	10	8	6	13	16	11	8	4	81
Suffolk	3	2	1	2	0	1	0	0	0	0	9
Out-of-State	0	0	0	1	1	0	2	0	1	2	7
Mass Parole	1	0	0	2	1	1	0	0	0	1	6
Worcester	1	1	1	0	1	0	0	1	0	0	5
Hampden	1	0	0	2	1	1	0	0	0	0	5
Bristol	0	0	0	0	0	0	0	0	1	1	2
Barnstable	0	0	1	0	0	0	0	0	0	0	1
Franklin	0	0	0	0	0	0	0	0	0	0	0
Berkshire	0	0	0	0	0	0	0	0	0	0	0
Total	564	580	615	623	546	547	607	633	544	503	5,762

Appendix

Notes and Definitions

Note: This report examines admission and release trends over the past ten quarters for the Massachusetts Department of Correction (MA DOC). Unless otherwise stated, all trends in this report refer to the MA DOC jurisdiction population.

Numbers in this report may vary slightly from numbers in other reports due to the continuous updating of data and information in the Inmate Management System.

Admissions	Inmates who are admitted to a facility of the Department of Correction (DOC), pursuant to a court order, as a transfer from another DOC facility, pursuant to the execution of a parole violation warrant or pursuant to the execution of an escape warrant
Civil Commitment or “Civil”	A male who has been committed by a court to Bridgewater State Hospital pursuant to G.L. c. 123, section 7 and 8, 15, 16 or 18; or to the Massachusetts Alcohol and Substance Abuse Center pursuant to G.L. c. 123, § 35; or to the Massachusetts Treatment Center pursuant to G.L. c. 123A; a female who, prior to April 24, 2016, was committed to MCI-Framingham pursuant to G.L. c. 123, § 35; or a female who has been committed to MCI-Framingham, a branch of the Massachusetts Treatment Center, pursuant to G.L. c. 123A.
Criminally Sentenced or “Sentenced”	Individuals who have been found guilty of a criminal offense by a judge or jury and have been committed to a period of incarceration, whether directly or after a violation of probation or parole.
Custody Population	An inmate that is incarcerated in Massachusetts DOC facility.
CQGR	Compound Quarterly Growth Rate describes the quarterly growth rate over the ten-quarter period as if the growth had happened steadily each quarter. It is calculated using the formula: $(\text{value of last quarter} / \text{value of first quarter})^{1 / (10 - 1)} - 1$ for this analysis.
Expiration of Sentence (Release)	An inmate is discharged from his/her sentence at the expiration of his/her term, less any statutory or earned good time. Statutory good time was eliminated for all offenses committed after June 30, 1994, due to the enactment of the “Truth in Sentencing” law.
HOC	House of Correction, i.e. county jail or correctional facility.
Jurisdiction Population	An individual is considered to be under Massachusetts DOC jurisdiction when the Commonwealth has legal authority over the individual regardless of where the inmate is being held to include those incarcerated in Massachusetts DOC facilities as well as those housed in correctional facilities outside of the Massachusetts DOC (Massachusetts Houses of Correction, other state’s correctional facilities and the Federal Bureau of Prisons).
MA DOC	Massachusetts Department of Correction, i.e. state prison.

MASAC

MASAC is a facility whose institutional focus is to provide services to males civilly committed by the court under M.G.L., Chapter 123, Section 35 for detoxification and substance abuse treatment for up to 90 days.

New Court Commitment

Newly sentenced and committed inmates admitted to a committing institution as prescribed by law. Individuals committed by the courts to the Massachusetts Department of Correction (DOC) as a result of a criminal offense. All new court commitments and those individuals who began serving new sentences (e.g., From and After Sentences) during the year are included in this category even if there was no physical release from custody upon the completion of one sentence and the commencement of another sentence. If an individual is committed to the DOC more than once during the current trend period, each court commitment for that individual is counted separately.

Parole (Releases)

Inmates released on parole are under the supervision of parole while in the community and may be re-incarcerated for violating the terms of their supervision. Unless otherwise specified, parole to other authority may include: "Parole to Out of State Sentence", "Parole to Federal Authority", "Parole to Immigration", "Parole to From & After HOC Sentence", "Parole to Warrant", "Parole to From & After DOC Sentence", or "Parole to Civil Commitment".

Pre-Trial Detainee

An individual who is detained prior to trial, but not yet convicted of a crime to include male and female county detainees, male county detainees transferred to state facilities under Massachusetts General Law Chapter 276, section 52A, and federal detainees (both male and female).

Probation Violation

An inmate who has been returned to resume serving a previously imposed sentence (return on a split sentence) following a revocation of his/her terms of probation. Split sentences to the state prison were eliminated for offenses committed after June 30, 1994, pursuant to the "Truth-in-Sentencing" Act of 1994.

Releases

A release occurs when an inmate is released from the jurisdiction of the Massachusetts DOC by way of expiration of sentence, parole, a non-DOC release to other jurisdiction, a court release or other legal release from the custody of MA DOC. "Other" releases include: "habeas to court – received forthwith sentence", "escape", "death", "court release – sentence revoked", and "release to from and after at DOC".

Release to Community

The release of an inmate from the custody of the Massachusetts DOC by way of parole or discharge to the community. Conditions warranting a release to community generally include: parole, expiration of sentence, expiration of fine, and court release.