

MASSACHUSETTS DEPARTMENT OF CORRECTION

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

Second Quarter 2017





Commonwealth of Massachusetts

Charles D. Baker, Governor

Executive Office of Public Safety and Security

Daniel Bennett, Secretary

Massachusetts Department of Correction

Thomas A Turco III, Commissioner
Carol A. Mici, Deputy Commissioner

Rhiana Kohl, Ph.D., Executive Director of Strategic Planning & Research

Author: Research & Planning Division

Prepared by: Jiqiang Rong, Statistician III

For questions regarding this report, please contact the Research & Planning Division:

Research & Planning Division
MCI-Concord/SFU Building
P.O. Box 9125
Concord, MA 01742
Phone: (978) 405-6677
Fax: (978) 405-6680

Research@massmail.state.ma.us

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EXECUTIVE SUMMARY

Over the trend period, from the first quarter of 2015 to the second quarter of 2017, there were cumulative decreases of 1,262 (12.2%) inmates from the average quarterly **custody**^{*} population and 1,253 (11.7%) inmates from the average quarterly **jurisdiction** population, resulting in an a compound quarterly growth rate of -1.44% from the custody population and -1.37% from the jurisdiction population. Within the total jurisdiction population, **criminally sentenced** and **pre-trial detainee** populations have experienced downward trends. The average quarterly pre-trial detainee population experienced the largest percentage decrease, declining 56.3% compared to the first quarter of the trend, ending with a quarterly population average of 269. The average quarterly criminally sentenced population decreased each quarter, from 9,588 to 8,620, resulting in an overall decline of 10.1%. The average quarterly **civil commitment** population has remained consistent over the three quarters, ranging from 572 to 581.

The number of **admissions** and **release** has trended downward over the ten quarter period. Since the height of admissions and releases during the first quarter 2015, admissions have decreased by 21.3% and releases have decreased by 24.1%. During the second quarter of 2017 there were more admissions and releases than the prior quarter, ending three consecutive quarters of decrease in both admissions and releases. During the current quarter, releases outpaced admissions, reversing the occurrence in the previous quarter where admissions outpaced releases, resulting in the only population increase in the ten quarter period.

In nine out of ten quarters, releases outpaced admissions, leading to an overall decrease of 1,273 in the inmate population, or an average quarterly decrease of 127 inmates. The largest difference decrease occurred during the fourth quarter 2015, resulting in a decrease of 484 inmates.

The number of **criminal admissions** to the MA DOC remained fairly flat, averaging 671 per quarter over the trend period of two and a half years, with the first and the last quarters of the trend equal in the number of admissions (n= 660).

Criminal releases averaged 776 per quarter, outpacing admissions in nine out of ten quarters. The difference between criminally sentenced admissions and releases lead to an overall decrease of 1,043 in the criminally sentenced population.

Male criminal admissions averaged 499 per quarter, while male criminal releases averaged 581. The difference in male criminal admission and releases resulted in an average quarterly decrease of 94 male inmates.

Over the trend period there was a quarterly average of 722 male **civil admissions**[†] and 714 male **civil releases**. Male civil admissions and releases peaked during the third quarter of 2016, with 850 admissions and 784 releases. During the current quarter, there were 737 male civil admissions and 727 male civil releases, resulting in an increase of 10 in the male civil population.

For the first year of the trend period, females averaged 64 civil admissions and 64 civil releases per quarter. During the last year and a half, the number of female civil admissions[‡] and releases saw a steep decline, with admissions averaging 15 per quarter, and the number of releases averaging 16.

Since the height of male **quarterly pre-trial admissions** and **releases** during the second quarter 2015, admissions decreased from 371 to 50 (86.5%) and releases decreased from 380 to 66 (82.6%).

Rhiana Kohl, Ph.D.
Executive Director
Office of Strategic Planning & Research

^{*} **Bolded** phrases throughout the report are defined in the appendix.

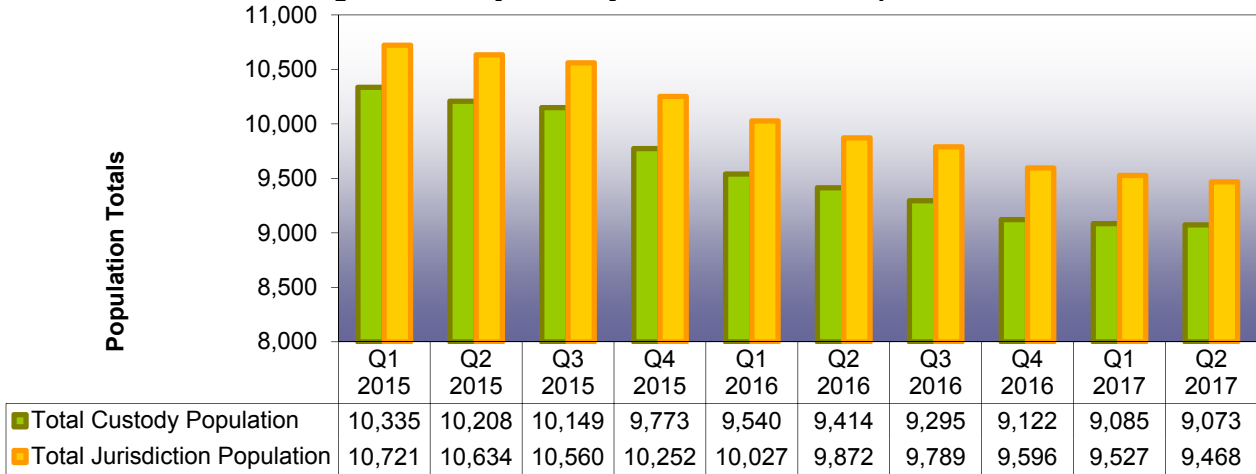
[†] The majority of male civil admissions are **section 35 admissions** to the **Massachusetts Alcohol and Substance Abuse Center (MASAC)**.

[‡] Prior to April 24, 2016, females were civilly committed to MCI-Framingham pursuant to G.L. c. 123, § 35.

CURRENT POPULATION AND OVERALL TRENDS

From the first quarter of 2015 through the second quarter of 2017, there was a cumulative decrease of 1,262 (12.2%) inmates from the **MA DOC custody** population and 1,253 (11.7%) inmates from the **jurisdiction** population. This corresponded to a compound quarterly growth rate of -1.44% from the custody population and -1.37% from the jurisdiction population. Both the average quarterly custody and the average quarterly jurisdiction population experienced a decline in each of the quarters throughout the trend period.

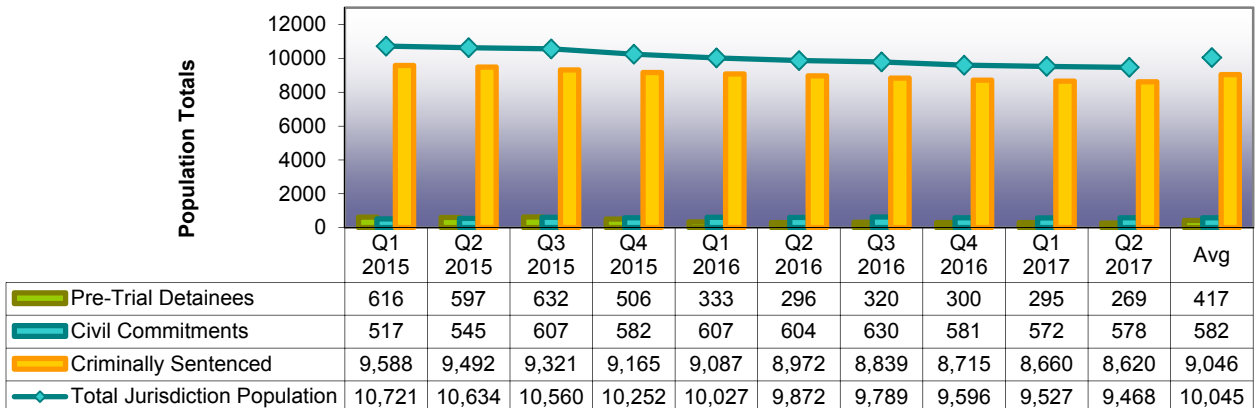
1.1 Average[∞] Quarterly Custody and Jurisdiction Population



[∞] Each quarter's population is the average of the last day of the month's count for the three months within that quarter.

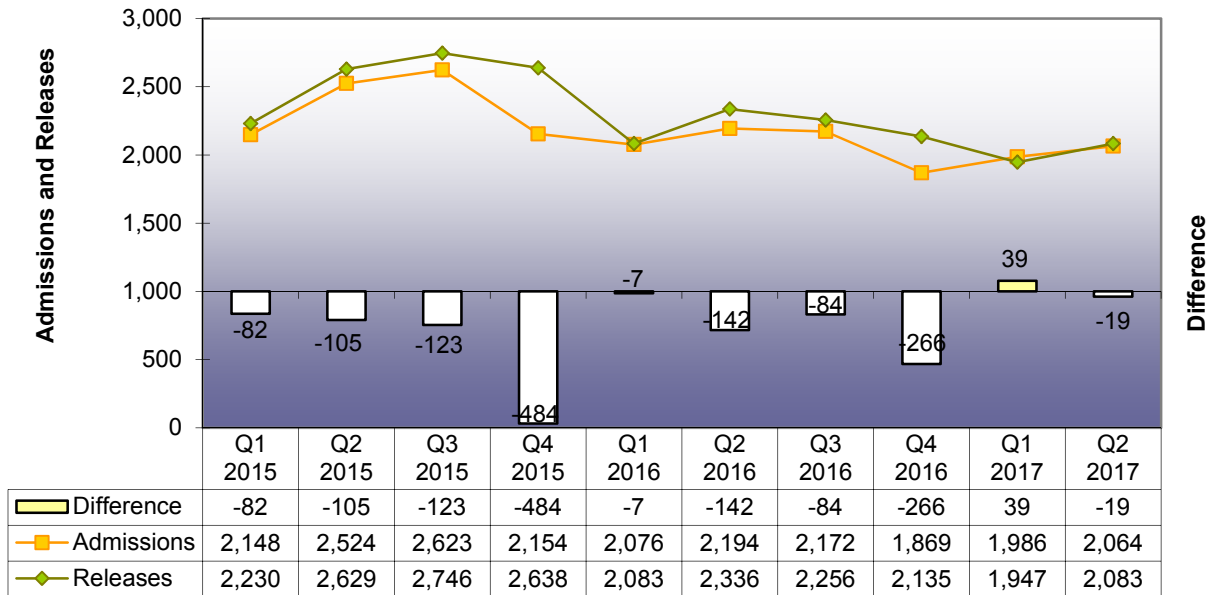
The decrease in the population has been driven by pre-trial detainees and criminally sentenced inmates. Pre-trial detainees have been falling by a compound quarterly rate of -8.79% over the trend period, dropping from an average of 616 inmates during the first quarter of 2015 to an average of 269 inmates during the second quarter 2017. Criminally sentenced inmates have experienced more drastic decrease in number (n = 968) due to its large base, but in a much more moderate compound quarterly growth rate of -1.18%. The average number of civil inmates increased moderately to 578 in the second quarter 2017 after declining for two consecutive quarters, giving the trend period a compound quarterly growth rate of 1.26%. Graph 1.2, below, displays the quarterly jurisdiction population by commitment type.

1.2 Average Quarterly Jurisdiction Population by Commitment Type



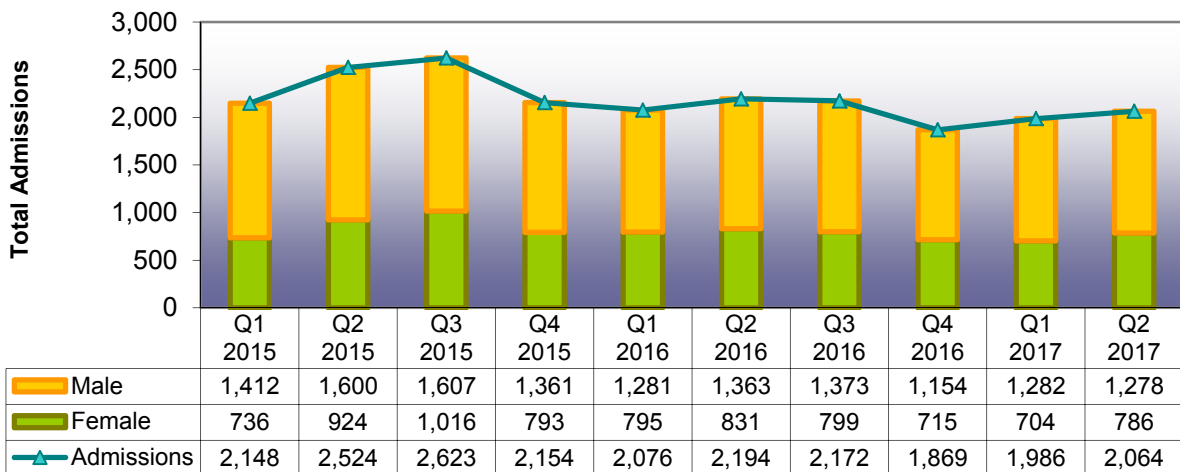
The second quarter 2017 admitted and released more inmates than the first quarter. It also witnessed more releases (2,083) than admissions (2,064), and reversed the occurrence of the previous quarter where admissions outpaced releases for the first time within the period. Overall, admissions and releases have trended downward in a cyclical fashion during the ten-quarter period in which admissions and releases tend to go down in the fourth and first quarters of a year and go up in the second and third quarters. None of the quarters exceeded its corresponding quarter in the prior year in either admissions or releases within the trend period. The difference between admissions and releases has resulted in an average decrease of 127 inmates per quarter. Graph 1.3 shows the detail.

1.3 Overall Quarterly Admissions and Releases



Result from Pearson’s correlation test that measures the association between male and female admissions ($r = 0.858$, $p = 0.01$) indicates that they are highly correlated during the trend period. We believe that the high correlation reflects the fact that male and female admissions followed the same cyclical downward pattern we identified above. Male and female admissions mostly fell in the fourth and first quarters of a year and rose in the second and third quarters. In the second quarter 2017, female admissions increased compared to the previous quarter to 786 while male admissions remain largely flat at 1,278, both below their corresponding quarters in 2016 and 2015. (See Graph 1.4)

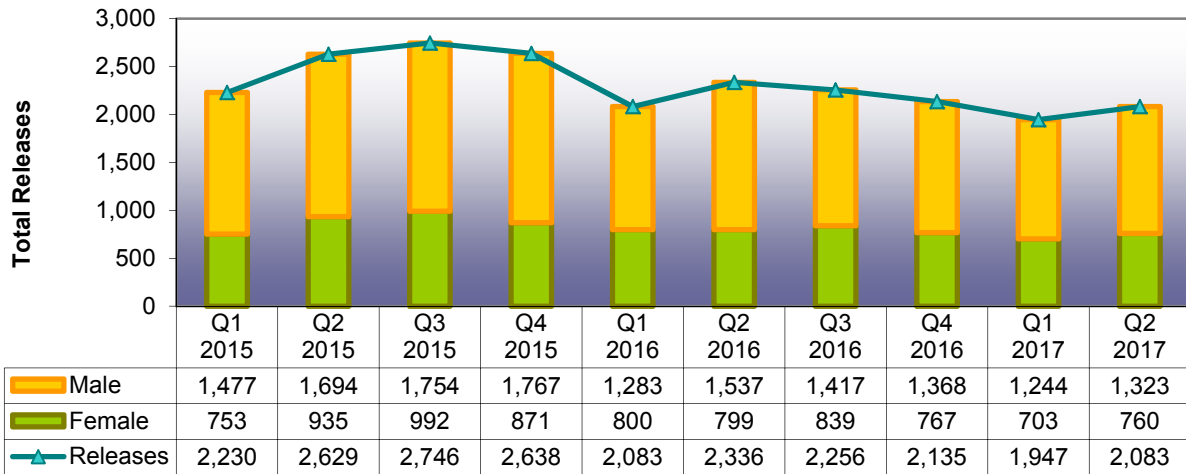
1.4 Total Quarterly Admissions by Gender



Male and female releases are also highly correlated ($r = 0.840$, $p = 0.01$), suggesting that they follow a cyclical downward change as well. Table 1.5 shows that both male and female releases bounced back to

1,323 and 760 respectively in second quarter 2017 from the previous quarter or a typical “low” quarter, but they remained below the level of their corresponding quarter in 2016 and 2015.

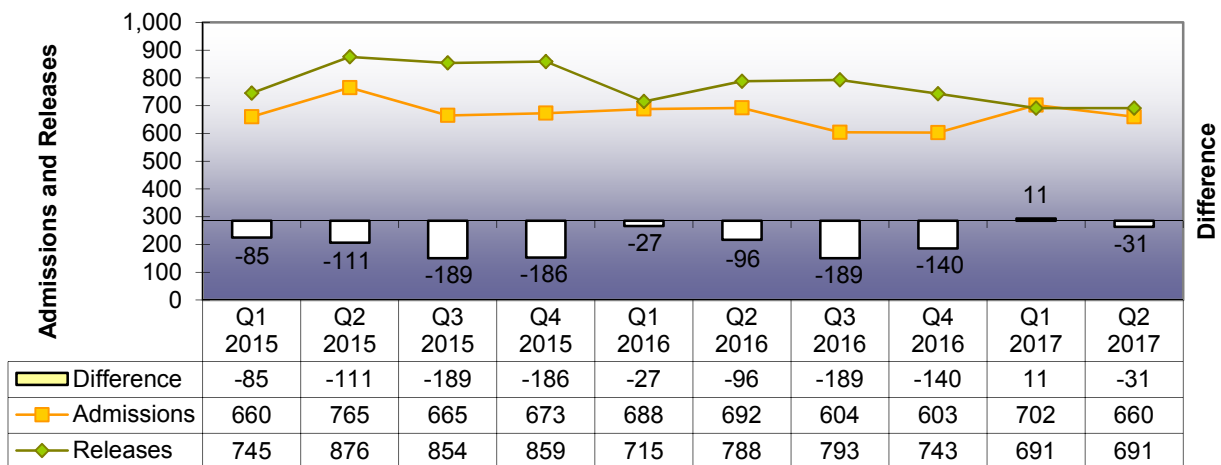
1.5 Total Quarterly Releases by Gender



CRIMINALLY SENTENCED ADMISSIONS AND RELEASES

Changes in criminal admissions and releases during the trend period display a more random pattern. This is especially true with regard to admissions. Releases show a clearer downward trend, though not in the same cycles as we identified previously, if we compare quarters year over year. Overall, releases surpassed admissions in nine of the ten quarters, resulting in a reduction of 1,043 inmates in the criminally sentenced population during the trend period. The rare positive difference figure in the first quarter of 2017, which represents more admissions than releases, appears to be small, short-lived, and unable to counterbalance the downward trend in the criminally sentenced population. If the trend continues, we may face a different landscape of inmate population down the road.

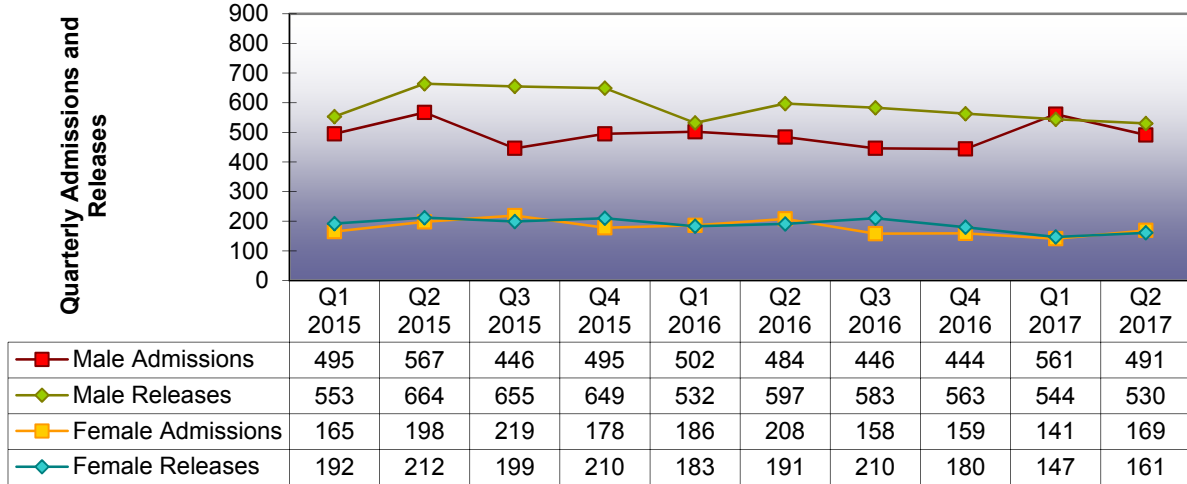
2.1 Overall Quarterly Criminal Admissions and Releases



Graph 2.2, on the next page, displays the criminal admissions and releases by gender. Both criminal admissions and releases went down for male inmates but went up for female inmates in the second quarter 2017 compared with the previous quarter. Overall, male admissions outpaced male releases in one of the ten quarters within the trend period while female admissions surpassed female releases in four of the ten quarters, suggesting a slower downward trend for females than males. An average admission

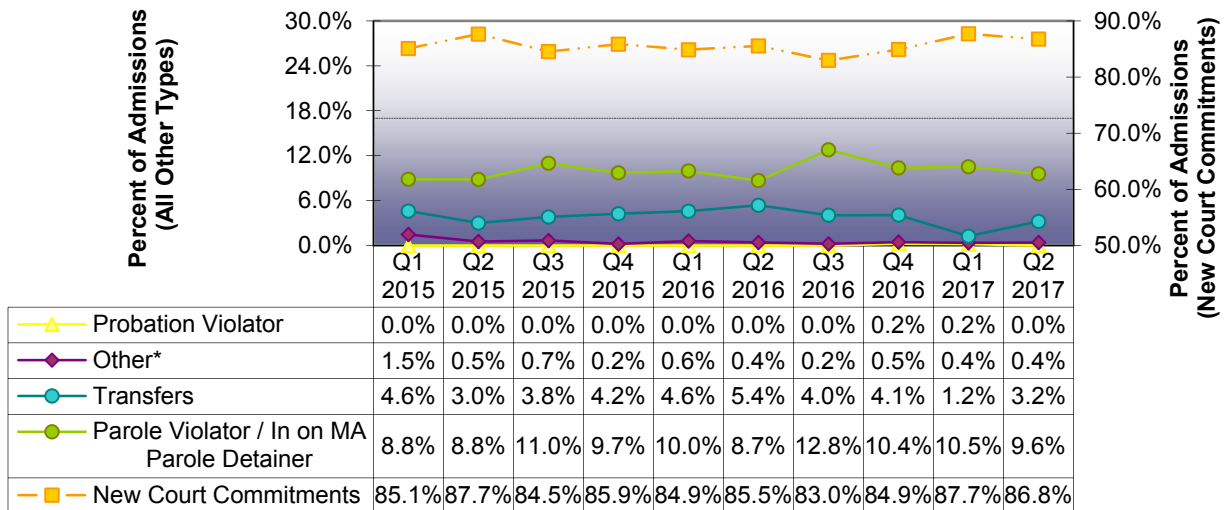
to release ratio comparison across gender, which is 0.85:1 for males and 0.95:1 for females, gives us a clearer picture that male criminally sentenced population dropped faster than female population during the ten-quarter period.

2.2 Quarterly Criminal Admissions and Releases by Gender



In Graph 2.3, below, 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 85.6% of all male admissions during the trend period and 86.8% for the current quarter. ‘Parole violator/detainer’ and ‘transfers’ are the distant second and third admission types, averaging 10% and 3.8% of male admissions respectively for the trend period, and 9.6% and 3.2% for the present quarter. Their shares remained quite consistent as the top three admission types during the ten-quarter period.

2.3 Male Quarterly Criminal Admissions by Admission Type[§]



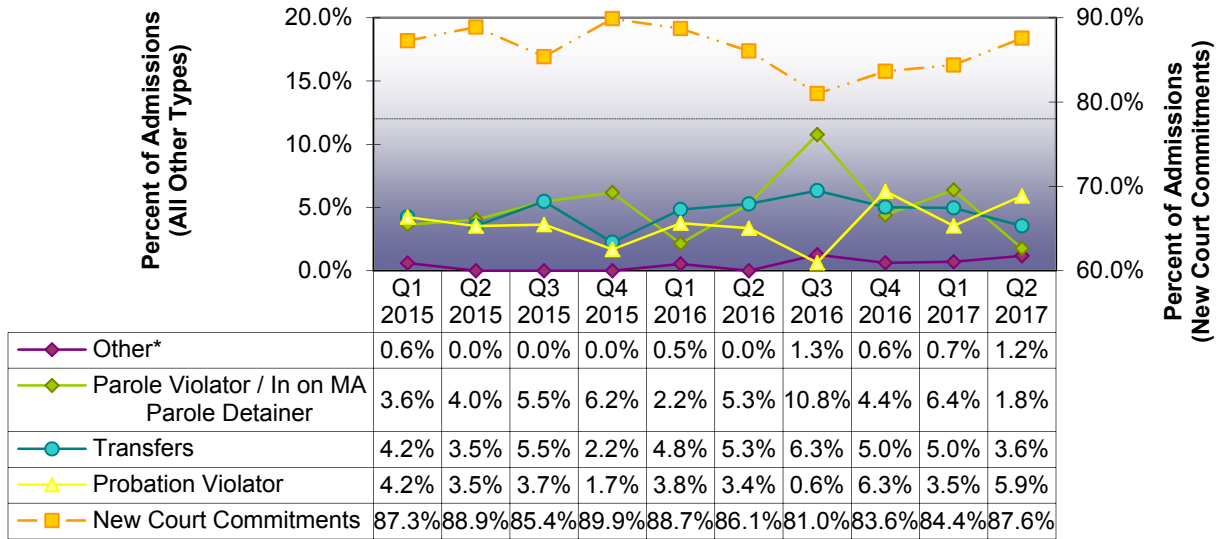
*See Appendix for definition of “Other” under “Admissions”.

Female criminally sentenced admissions (in Graph 2.4, on the next page) shared similar characteristics as their male counterparts. ‘New court commitments’ is the most predominant admission type, accounting for an average of 86.3% of all female admissions during the trend period and 87.6% of the current

[§] Due to rounding percentages may not add up to 100%.

quarter. 'Parole violator/detainer', 'transfers', and 'probation violator' split the remaining share about equally, averaging 5%, 4.6% and 3.7% respectively for the ten-quarter period. Compared with male admissions, the share of female criminally sentenced admission types appear to be less stable due to their smaller population size.

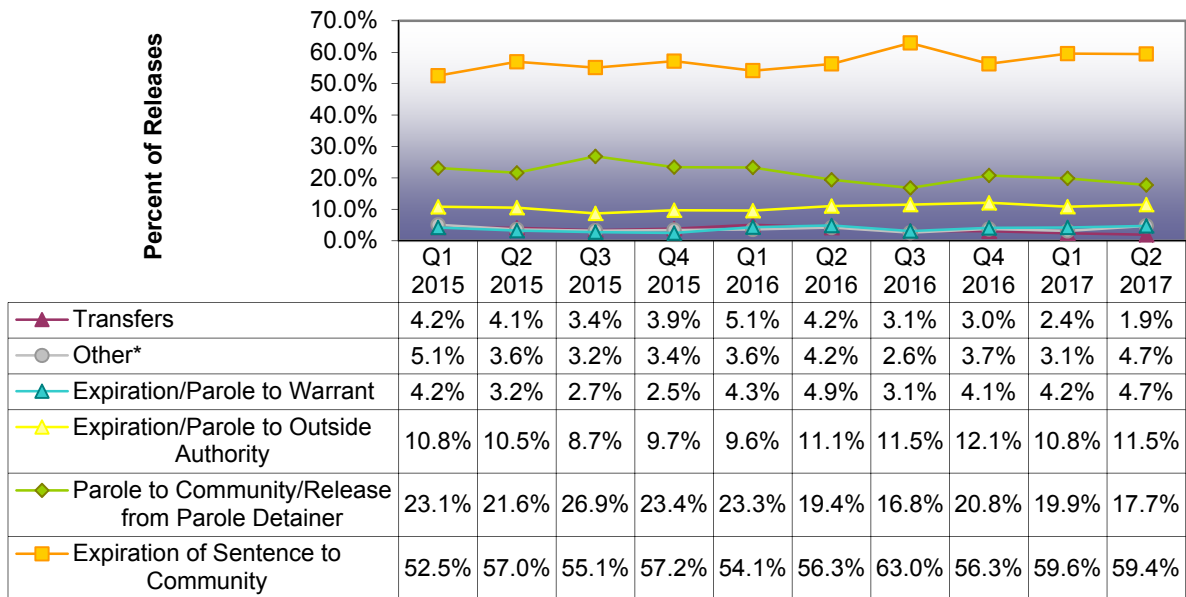
2.4 Female Quarterly Criminal Admissions by Admission Type**



*See Appendix for definition of "Other" under "Admissions".

'Releases to the community due to expiration of sentences' (57%), 'parole to the community/release from a parole detainer' (21.3%) and 'expiration/parole to outside authority' (10.6%) are the top three male criminal release types. Together, they account for an average of 89% releases for the trend period and for the current quarter as well. They remained stable as the top three release types in the past ten quarters.

2.5 Male Quarterly Criminal Releases by Release Type

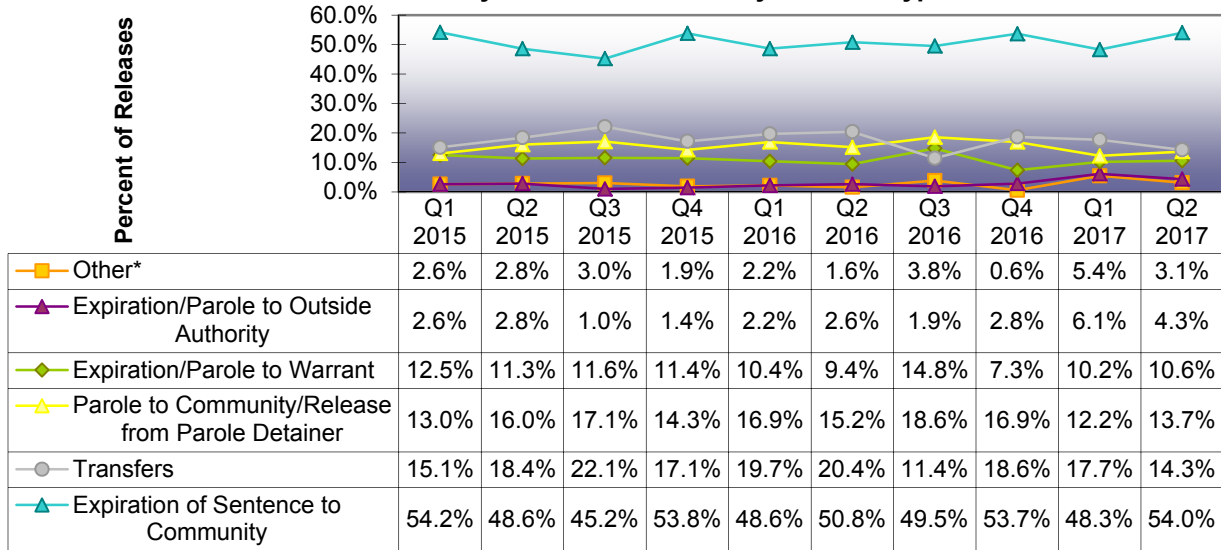


*See Appendix for definition of "Other" under "Releases".

** Due to rounding percentages may not add up to 100%.

Four types of female criminal releases posted double-digit shares of releases during the trend period; ‘releases to the community due to expiration of sentences’ (50.7%), ‘transfers’ (17.5%), ‘parole to community’ (15.4%) and ‘expiration/parole to warrant’ (10.9%). Together, they explained approximately 95% of all female criminal releases for the trend period and 93% for the current quarter. They stayed consistently as the top four female release types during the trend period (in Graph 2.6, below).

2.6 Female Quarterly Criminal Releases by Release Type^{††}



*See Appendix for definition of “Other” under “Releases”.

The top six counties accounted for 79.8% of state criminally sentenced new court commitments. Suffolk County took the lead with 16.2%, followed by Essex County (13.9%), Middlesex County (13.0%), Hampden County (12.7%), Worcester County (12.3%), and Bristol County (11.9%).

2.7 State* Criminally Sentenced New Court Commitments by Court Jurisdiction

County	Q1 2015	Q2 2015	Q3 2015	Q4 2015	Q1 2016	Q2 2016	Q3 2016	Q4 2016	Q1 2017	Q2 2017	Total
SUFFOLK	61	89	50	81	72	79	41	74	71	83	701
ESSEX	62	68	52	50	56	54	53	66	68	73	602
HAMPDEN	85	72	52	37	64	37	59	31	66	60	563
MIDDLESEX	42	51	43	84	53	59	41	59	62	55	549
WORCESTER	47	81	55	47	65	53	29	48	64	43	531
BRISTOL	42	47	55	64	44	54	68	34	63	43	514
PLYMOUTH	46	20	29	25	26	35	39	25	25	28	298
NORFOLK	19	32	18	24	24	19	18	22	16	22	214
BARNSTABLE	14	22	21	10	15	11	17	15	25	11	161
BERKSHIRE	11	13	10	7	10	9	10	4	14	8	96
FRANKLIN	7	6	0	5	4	3	4	4	12	7	52
HAMPSHIRE	7	6	6	3	5	3	4	5	5	3	47
NANTUCKET	0	0	0	0	1	0	2	0	0	2	5
DUKES	0	0	0	0	0	0	0	0	1	2	3
Total	443	507	391	437	439	416	385	387	492	440	4,337

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

^{††} Due to rounding percentages may not add up to 100%.

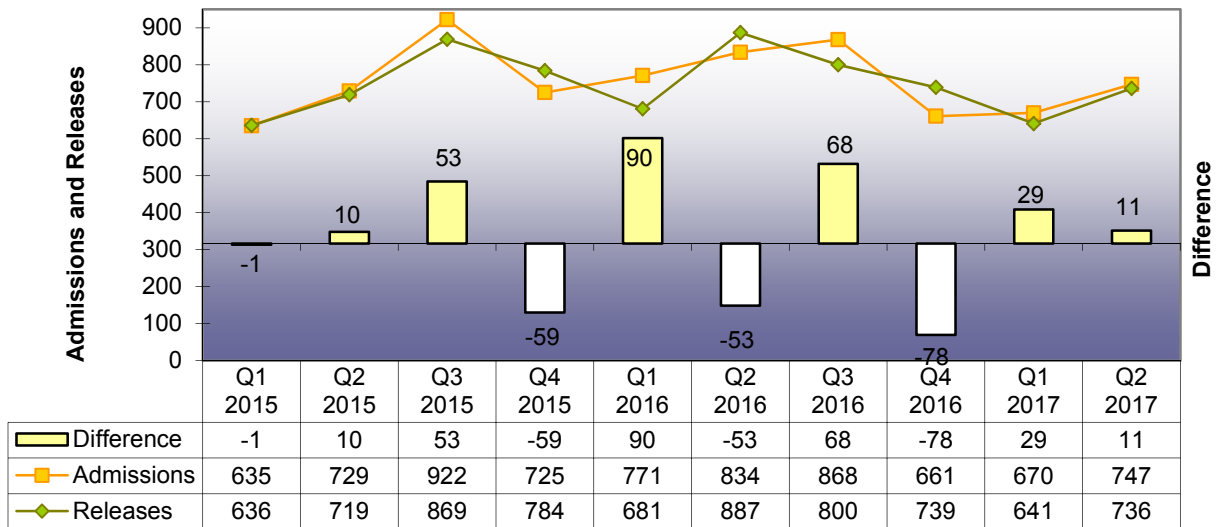
Pearson’s correlation test that measures the association between the total number of criminally sentenced new court commitments and their corresponding county population ($r = 0.778$, $p = 0.01$) revealed a strong linear relationship between the two. As county population gets larger, so is the number of criminally sentenced new court commitments from that county. Middlesex and Norfolk, the largest and the fifth largest county in the state, however, appear to be exceptions. They are among the counties with the lowest new court commitments to population ratio. Table 2.7, above, displays criminally sentenced new court commitments by sentencing jurisdiction.

CIVILLY COMMITTED ADMISSIONS AND RELEASES

Civil admissions and releases (graph 3.1, below) show a similar cyclical pattern we identified previously. They tend to drop in the fourth and first quarters of a year and rise in the second and third quarters. Year over year quarterly change, however, does not show a clear downward trend as we found in the overall quarterly admissions and releases section (see graph 1.3).

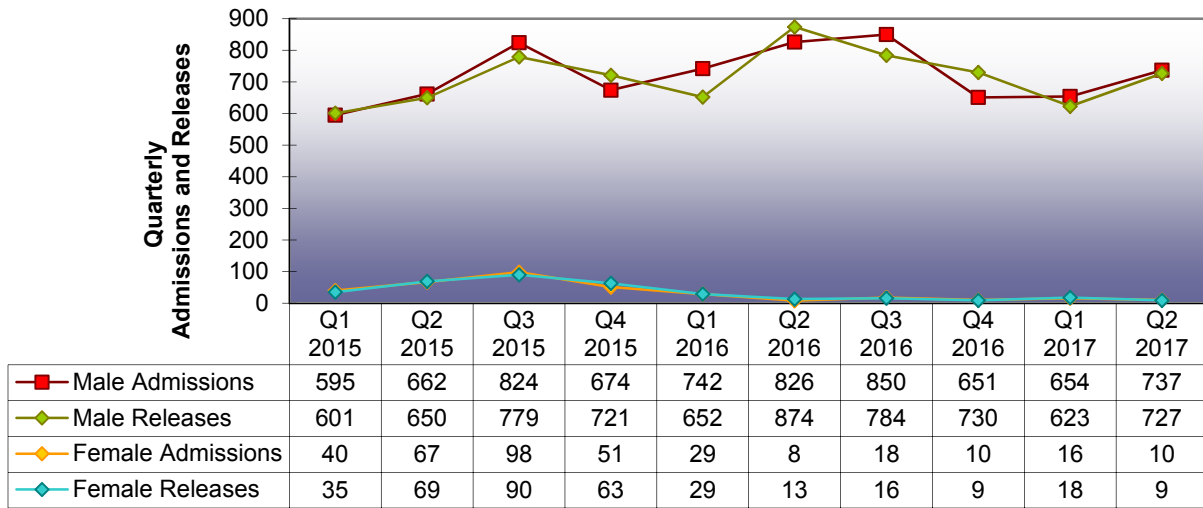
Being in the “rising” quarter, both admissions and releases increased to 747 and 736 respectively in the current quarter from 670 and 641 of the previous quarter. The differences in the number of inmates between admissions and releases canceled each other out, giving us a stable civilly committed population during the trend period.

3.1 Overall Quarterly Civil Admissions and Releases Admissions and Releases



Male accounted for 95% of civil admissions and releases, reflecting the same characteristics of the entire civilly committed admissions and releases for the trend period. Quarterly results for the first and fourth quarters of a year tend to be smaller than their preceding second and third quarters. For the current quarter, male admissions and releases both increased from the previous 654 to 737 for admissions and from 623 to 727 for releases. The sum of differences between admissions and releases gives us an increase of 74 inmates for males for the trend period (an admission to release ratio of 1.01:1) and a decrease of 4 inmates for the females (an admission to release ratio of 0.99:1), suggesting that male civilly committed inmates could climb up slowly in the future while female civilly committed inmates would stay largely flat (Graph 3.2 below).

3.2 Quarterly Civil Admissions and Releases by Gender

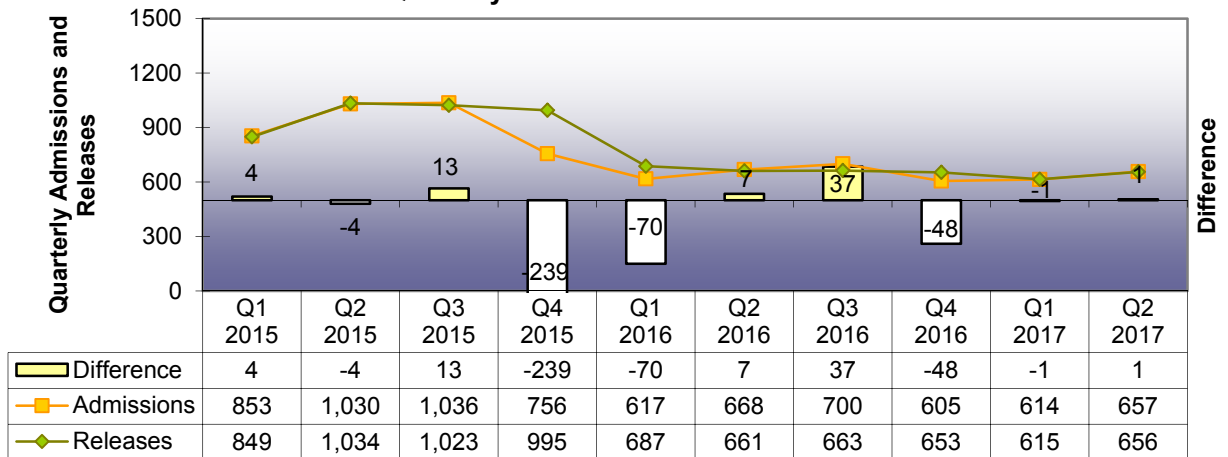


PRE-TRIAL ADMISSIONS AND RELEASES

Pre-trial admissions and releases for the trend period displayed similar cyclical downward changes we discussed above, though the changes appear to be at a much lower level and much more moderate after a substantial decrease in admissions in the fourth quarter 2015 and in releases in the first quarter 2016. Compared to the prior quarter, the number of pre-trial admissions increased from 614 to 657, and the number of pre-trial releases rose from 615 to 656.

Over the trend period, releases have outpaced admissions resulting in a decrease of 300 pre-trial detainees with an admission to release ratio of 0.96:1. However, if we exclude the quarters with more volatile changes in the early part of the trend period and focus on the first quarter 2016 onward, the decrease dropped from 300 to 74 and the admission to release ratio rose to 0.98:1, suggesting a more moderate change in the past six quarters and possibly in the future as well. Graph 4.1, below, displays pre-trial admissions and releases by quarter.

4.1 Overall Quarterly Pre-Trial Admissions and Releases

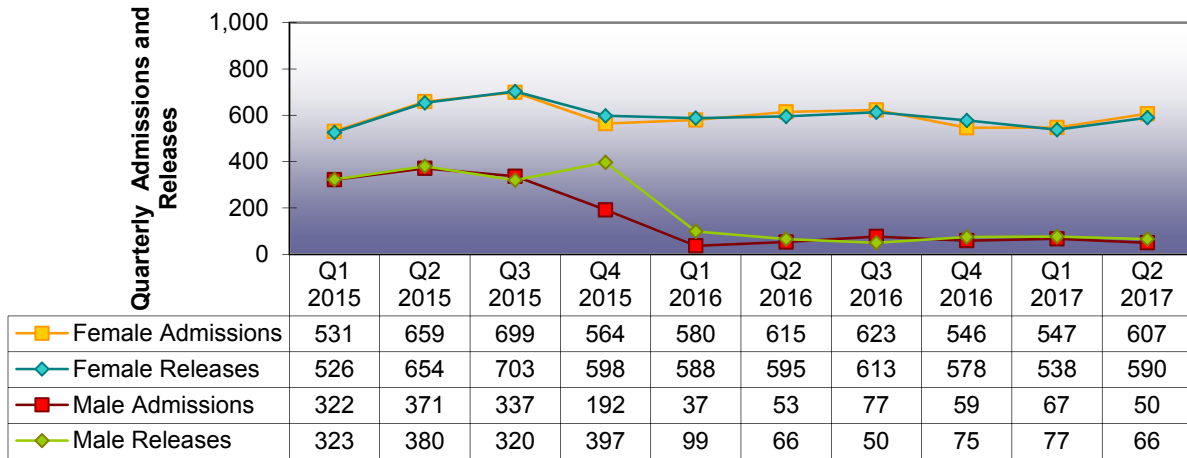


Due to the Middlesex County 52A court order being vacated, and Suffolk County ceasing the transfer of 52A's into MA DOC custody^{‡‡} after the third quarter 2015, male pre-trial admissions and releases experienced more volatile and random changes. Overall, admissions trailed releases in eight out of the ten quarters for the trend period, resulting in a decrease of 288 male inmates. The decrease reduced to 90 for the past six quarters after the change in 52A order took effect. This, however, only means a drop in absolute number, not in the speed of the downward trend as indicated by the admission to release ratio of 0.85:1 for the entire trend period and 0.79:1 from the first quarter 2016 to the current quarter.

Female pre-trial admissions and releases, on the other hand, displayed 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. Year over year quarterly changes revealed a downward trend for all but the first quarters. Overall, admissions trailed releases in four of the ten quarters, resulting in a moderate drop of 12 inmates or an admission to release ratio close to 1:1.

The gender comparison suggests that the pre-trial population is composed of two parts, a smaller and declining male population and a much larger and stable female population. Graph 4.2, below, displays quarterly pre-trial admissions and releases by gender.

4.2 Quarterly Pre-Trial Admissions and Release by Gender



The number of male pre-trial detainees has seen a steep decline, from 371 to a low of 50, during the current quarter. This drop is a direct result of a Middlesex County court order being vacated and Suffolk County ceasing the transfer of 52A's into MA DOC custody. Due to the aforementioned 52A change, male pre-trial admissions from "Out-of-State" and "Federal" jurisdictions accounted for 16% of admissions for the entire period compared to 52% for the past six quarters. See Table 4.3 below.

^{‡‡} Pre-trial detainees could be sent directly to the MA DOC to be held awaiting trial if criteria of the court order was met

4.3 Male Quarterly Pre-Trial Admissions by Jurisdiction

County	Q1 2015	Q2 2015	Q3 2015	Q4 2015	Q1 2016	Q2 2016	Q3 2016	Q4 2016	Q1 2017	Q2 2017	Total
Suffolk	167	202	181	90	5	3	5	2	3	6	664
Middlesex	100	111	121	74	5	5	2	2	2	3	425
Out-of-State	19	18	5	9	11	7	15	19	10	11	124
Federal	1	16	2	1	1	24	29	13	25	14	126
Worcester	10	8	7	1	2	2	12	11	8	3	64
Plymouth	10	10	6	5	5	3	2	1	8	3	53
Norfolk	1	2	5	4	5	2	2	4	3	2	30
Essex	5	3	2	1	1	5	3	2	4	3	29
Bristol	7	1	4	4	2	2	3	1	0	2	26
Barnstable	1	0	3	1	0	0	1	2	0	1	9
Berkshire	1	0	0	0	0	0	2	1	1	0	5
Hampden	0	0	0	1	0	0	0	1	3	2	7
Mass Parole	0	0	0	1	0	0	1	0	0	0	2
Dukes	0	0	1	0	0	0	0	0	0	0	1
Franklin	0	0	0	0	0	0	0	0	0	0	0
Total	322	371	337	192	37	53	77	59	67	50	1,565

As seen in Table 4.4, below, the majority of female pre-trial detainees came from the counties of Essex (32.4%), Middlesex (28.6%), Plymouth (19.9%), and Norfolk (16.8%). Together, they accounted for 97.7% of total female pre-trial admissions over the trend period. These four counties can further be divided into two groups along the line of 150 admissions per quarter with Essex and Middlesex counties admitting 150 or more inmates in each of the past ten quarters with few exceptions and Plymouth Norfolk counties consistently taking in fewer than 150 inmates each quarter. Given the consistency of the data, we believe that these four counties will remain the top-four in the future and most probably in the same order.

4.4 Female Quarterly Pre-Trial Admissions by Jurisdiction

County	Q1 2015	Q2 2015	Q3 2015	Q4 2014	Q1 2016	Q2 2016	Q3 2016	Q4 2016	Q1 2017	Q2 2017	Total
Essex	188	214	247	184	211	176	202	176	144	192	1,934
Middlesex	148	185	193	140	164	183	195	158	161	180	1,707
Plymouth	102	134	115	133	113	143	113	100	113	120	1,186
Norfolk	79	103	126	100	85	100	98	102	113	97	1,003
Federal	4	4	13	1	4	10	8	6	13	16	79
Suffolk	5	9	0	3	2	1	2	0	1	0	23
Worcester	1	3	3	1	1	1	0	1	0	2	11
Out-of-State	3	1	0	0	0	0	1	1	0	0	8
Hampden	0	2	0	1	0	0	2	1	1	0	7
Mass Parole	0	2	0	1	0	0	2	1	1	0	7
Bristol	1	1	1	0	0	0	0	0	0	0	3
Barnstable	0	1	1	0	0	1	0	0	0	0	3
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	531	659	699	564	580	615	623	546	547	607	5,971

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.
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.