

# **MASSACHUSETTS DEPARTMENT OF CORRECTION**

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

**Second Quarter 2018**





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## EXECUTIVE SUMMARY

From the first quarter of 2016 through the second quarter of 2018, there was a cumulative decrease of 764 (8.0%) inmates from the **MA DOC custody** population and 902 (9.0%) inmates from the **jurisdiction** population, ending the quarter with 8,776 custody inmates and 9,125 jurisdiction inmates.

Criminally sentenced inmates fell from 9,087 in Q1 2016 to 8,308 in Q2 2018, a loss of 779 inmates or 8.6% of the total. Pre-trial detainees dropped from 333 individuals in Q1 2016 to 246 individuals in Q2 2018, a decline of 87 detainees or 26.1% of the total. Civil commitment inmates went down from 607 inmates to 571, a decrease of 36 inmates or 5.9% during the same trend period.

The second quarter 2018 admissions and releases rebounded from the previous quarter with 1,985 admissions and 2,008 releases recorded. Releases continued to outnumber admissions, giving admissions a deficit of 23 individuals against releases, and adding further to the downward trend of the MA DOC jurisdiction population.

Criminal releases (676) outpaced admissions (614) in the second quarter of 2018 as well as in nine of the last ten quarters. This resulted in the reduction of 62 inmates for the second quarter and 810 inmates for the trend period. The reduction is equivalent to 0.7% of the criminally sentenced population for the second quarter and 9.4% for the ten quarters based on the average criminal population for the trend period.

State criminally sentenced new court commitments went down slightly from the previous quarter to 433 inmates in Q2 2018. Suffolk County, Bristol County, Essex County, and Middlesex County are the largest contributors for the quarter. A little over 60% of the total criminally sentenced new court commitments came from these four counties in Q2 2018.

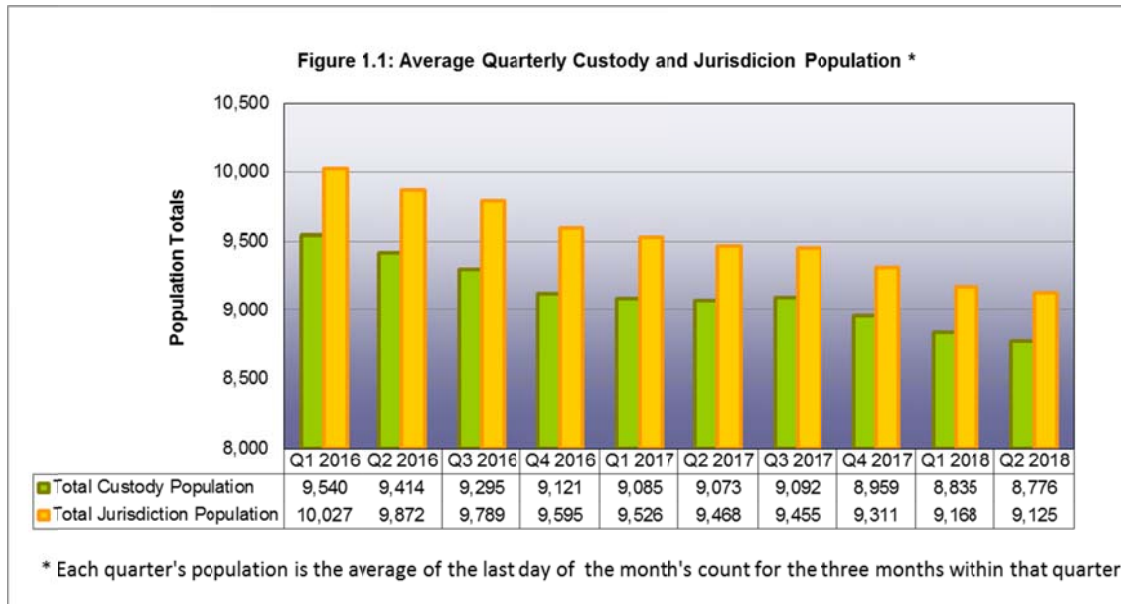
Civil admissions and releases rebounded substantially from 637 in Q1 2018 to 757 in Q2 2018 for admissions and from 639 to 731 for releases. Admissions surpassed releases for the second quarter and resulted in a gain of 26 civilly committed inmates. The strong rebound raised a question of whether we are going to see a surge of civil commitments because of opioid epidemic.

The pre-trial admissions and releases moved back to above 600 level for both admissions and releases in Q2 2018 after they fell below 600 in the previous quarter. Admissions (614) outnumbered releases (601), ending the quarter with a gain of 13 pre-trial detainees. The sum of differences between admissions and releases for the trend period, however, revealed 97 more releases than admissions, which is much smaller than the 349 more releases found in the previous trend period. We believe that the lower admission-to-release deficit is a new norm after we entered the post-52A period starting in Q2 2018.

In summary, the MA DOC custody population and jurisdiction population declined in Q2 2018 as in the past quarters during the trend period. This downward trend is likely to continue in the coming quarters. The three sub-populations might behave differently in the future as suggested by the admission and release data. We could see an accelerated decline of criminally sentenced inmates, an increase of civil commitments, and a slower decline of pre-trial detainees. These are the observations from this quarterly report, and the data from the next few quarters will give us more definitive answers.

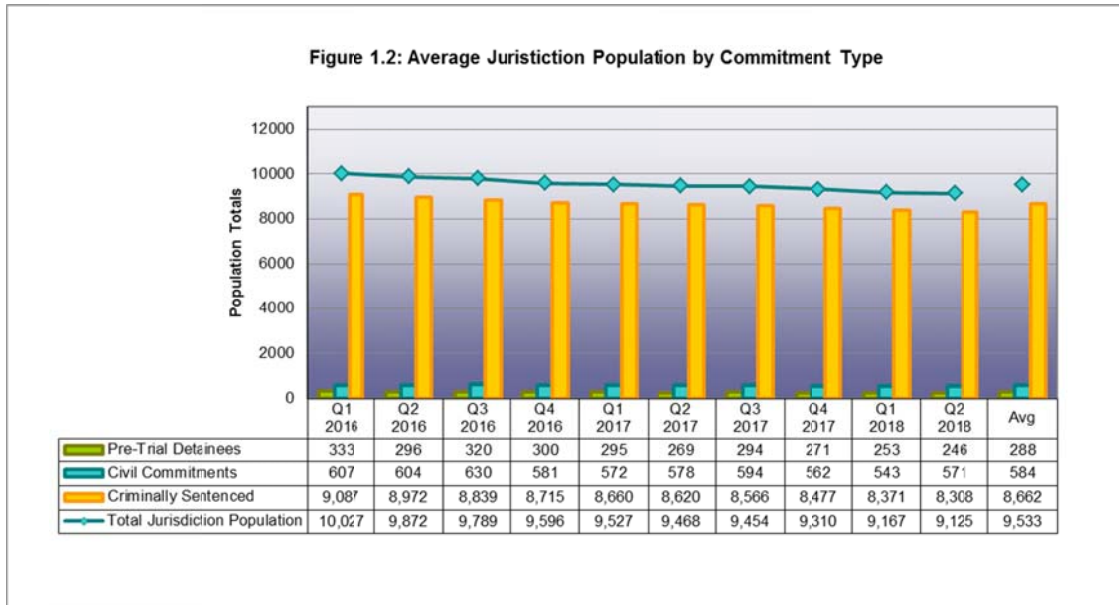
## CURRENT POPULATION AND OVERALL TRENDS

From the first quarter of 2016 through the second quarter of 2018, there was a cumulative decrease of 764 (8.0%) inmates from the **MA DOC custody** population and 902 (9.0%) inmates from the **jurisdiction** population. This corresponded to a compound quarterly growth rate (CQGR)\* of -0.92% for the custody population and -1.04% for the jurisdiction population. Compared with the last trend period, the rate of decline slowed down slightly for both the MA DOC custody and jurisdiction population. See Figure 1.1.

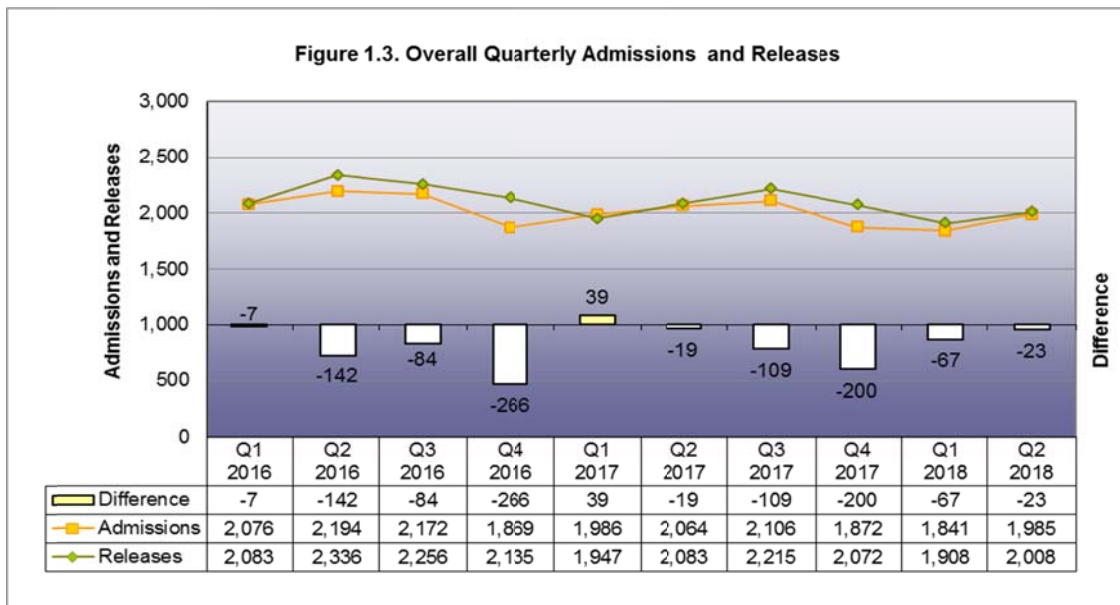


The decrease in the average quarterly population was driven primarily by criminally sentenced inmates and pre-trial detainees. Criminally sentenced population dropped from an average of 9,087 inmates in Q1 2016 to an average of 8,308 inmates in Q2 2018, a loss of 779 inmates for the trend period, a CQGR of -0.99%. Pre-Trial population fell from an average of 333 detainees in Q1 2016 to an average of 246 detainees in Q2 2018, a loss of 87 detainees, a CQGR of -3.31%. Civil commitment population lost 36 offenders from an average of 607 inmates in Q1 2016 to an average of 571 inmates in Q2 2018 at the CQGR of -0.68%. See Figure 1.2 on the next page.

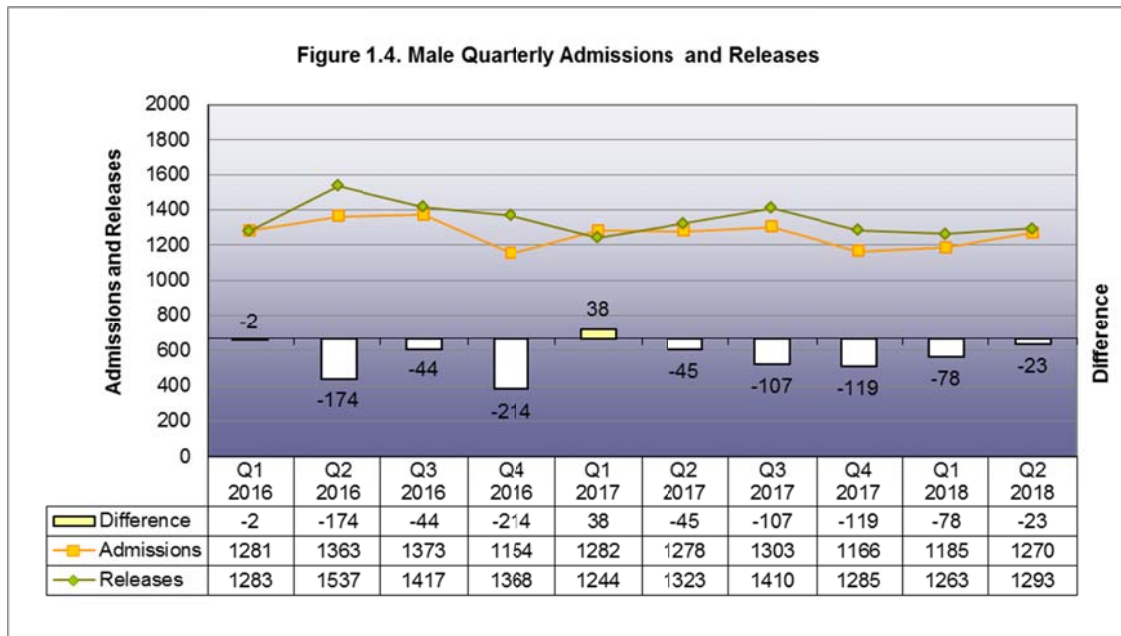
\* See Appendix for the definition of Compound Quarterly Growth Rate (CQGR) and how it is calculated.



Admissions and releases rebounded from the ten-quarter low of the last quarter with 1,985 admissions and 2,008 releases recorded. Admissions continued to fall behind releases, giving rise to an admission-to-release deficit of 23 inmates for the quarter and 878 inmates for the trend period. Despite the fact that admissions and releases went up from the previous quarter, a year-over-year comparison between the results of Q2 2018 and the results of Q2 2017 and 2016 reveals that quarterly admissions and releases continued to be on a path of decline. See Figure 1.3.

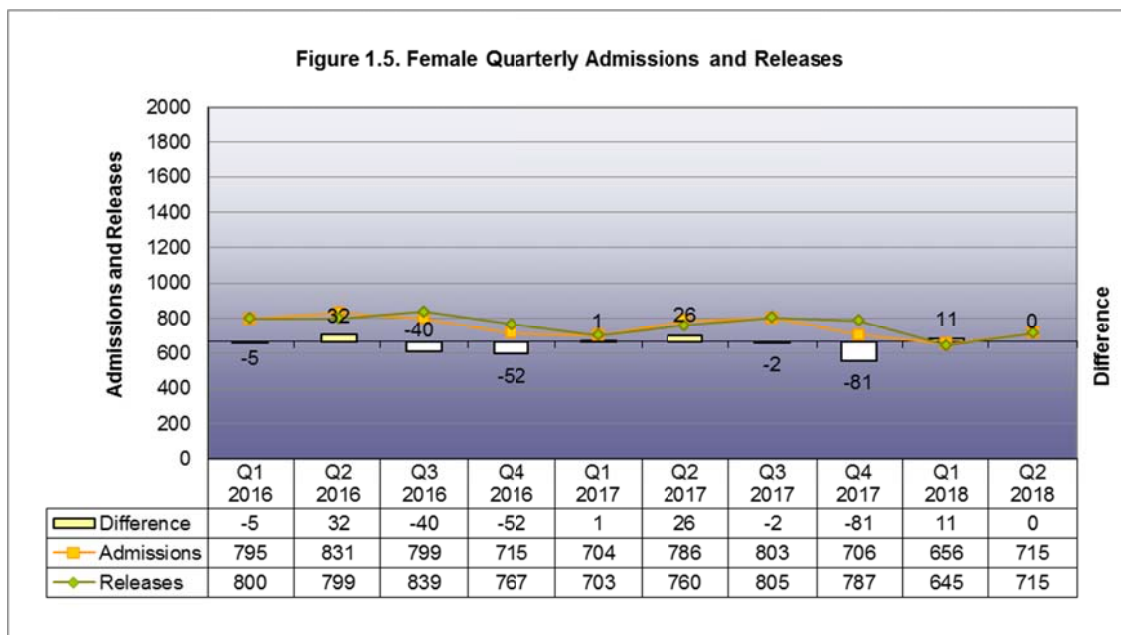


By gender, male admissions rose for the second time in a row to 1,270. Male releases edged up from the last quarter's drop to 1,293. Admissions continued to fall behind releases, ending the quarter and the trend period with an admission-to-release deficit of 23 and 768 inmates respectively. A year-over-year comparison suggests that male admissions and releases followed the same downward trend of the total admissions and releases in which Q2 admissions and releases got smaller each year than the previous year. Figure 1.4 on the next page.



Female admissions and releases increased simultaneously in the second quarter 2018, reaching 715 for both. Contrary to the admission-to-release deficit typically found with male inmates, female admissions and releases tied in Q2 2018. Since female admissions tend to surpass releases in the first and second quarter of a year, we anticipate that admissions will trail releases in Q3 and Q4, putting admissions back to the red against releases, and bringing the female inmate population back to the track of slow decline. See Figure 1.5.

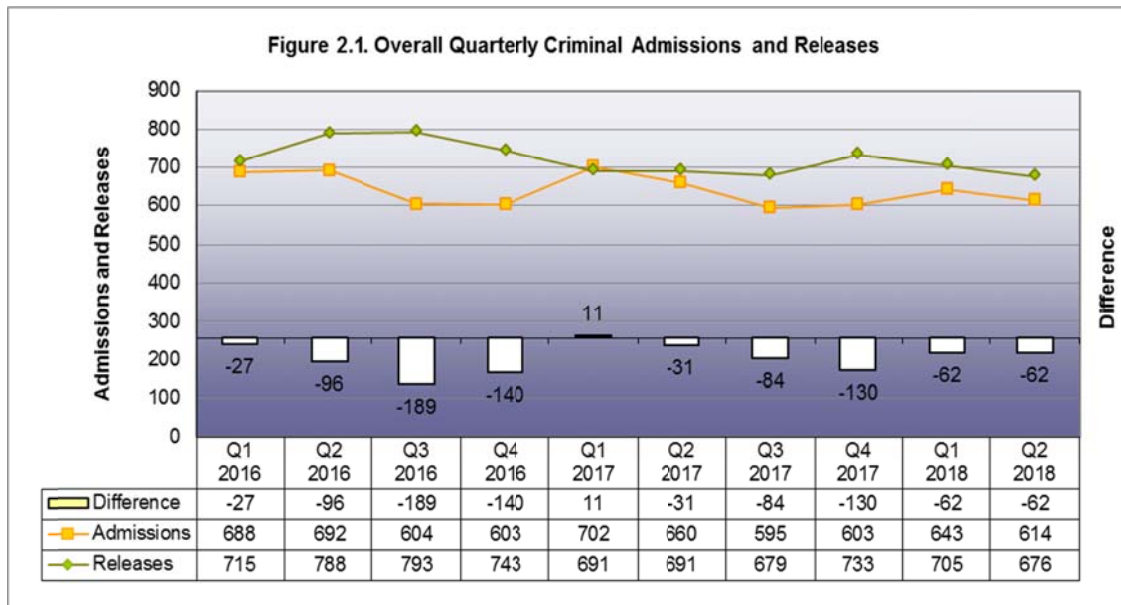
In total, the MA DOC released 768 more male inmates and 110 more female inmates than admitted for the trend period. Male inmates accounted for 88% of the population loss despite the fact that they had an approximately 63% share of admissions and releases. Male admission-to-release deficit is one of the primary drivers for the declining MA DOC inmate population.





## CRIMINALLY SENTENCED ADMISSIONS AND RELEASES

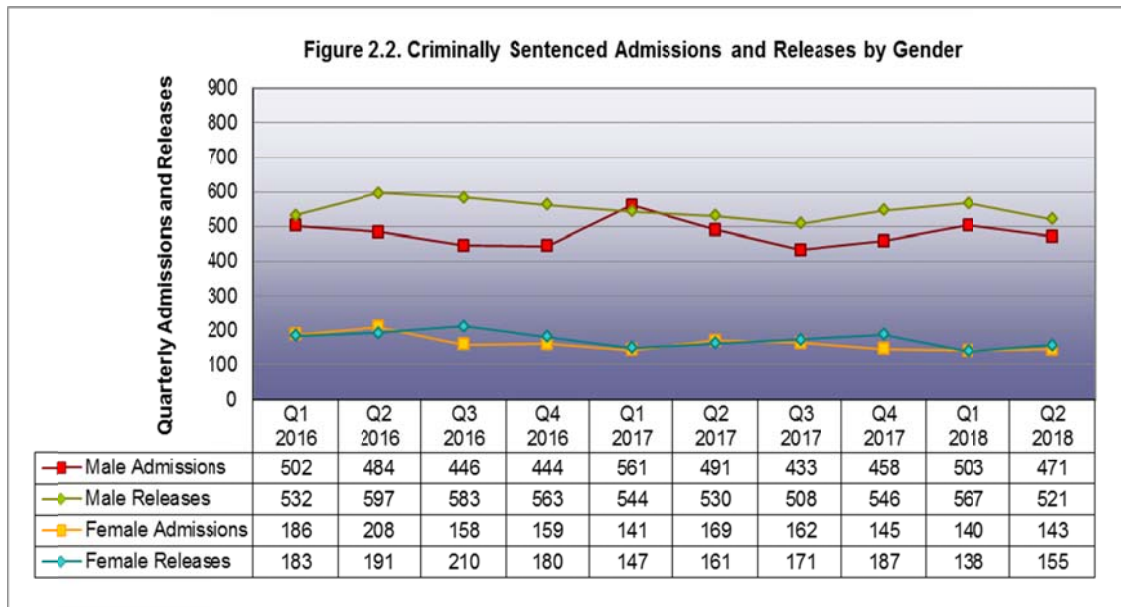
Criminal admissions and releases fell in Q2 2018 compared with the previous quarter. Releases continued to outpace admissions, reducing the criminally sentenced population by another 62 inmates, the same number of reductions as in the previous quarter. The two equally sized reductions in the first half of this year made them the largest half-year reduction in the trend period. It is normally the case that larger reductions will follow in the second half of the year. The size of those reductions will give us a clearer idea of whether 2018 is a year of accelerated decline of criminally sentenced inmates or a year of changed criminal admission and release patterns. For the current ten-quarter period, 810 more criminally sentenced inmates were released than admitted, smaller than the last trend period mainly because of the much smaller admission-to-release deficit in Q1 2016 than in the quarter before. See Figure 2.1.



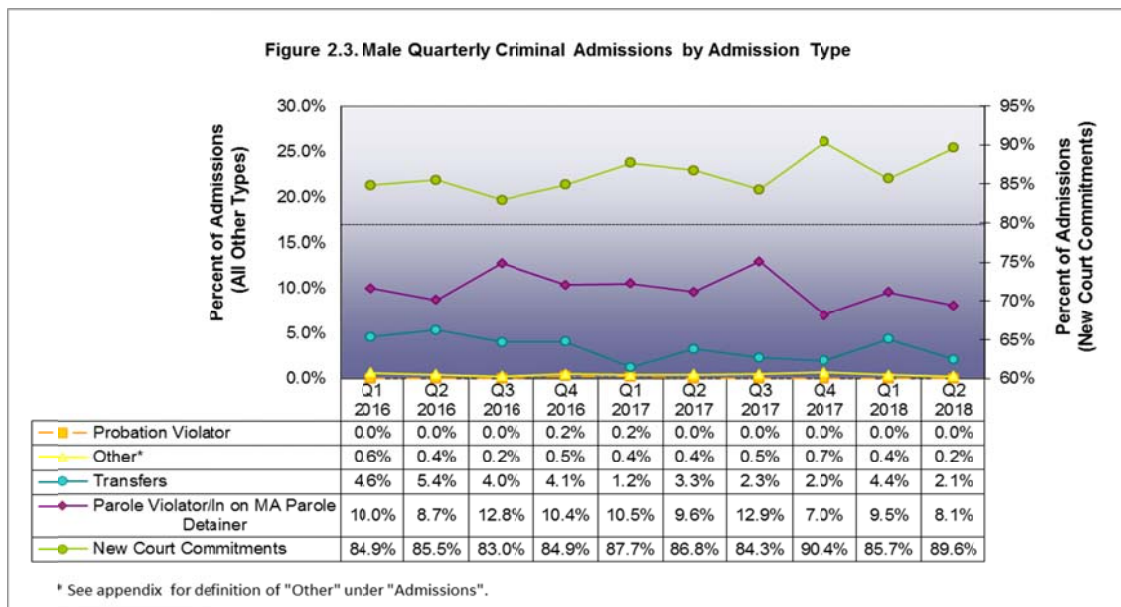
Male criminal admissions and releases declined from the previous quarter from 503 to 471 for admissions and from 567 to 521 for releases. Admissions trailed releases, ending the quarter with a loss of 50 inmates. Female criminal admissions and releases, on the other hand, went up from the record low of last quarter to 143 for admissions and 155 for releases. Female admissions fell behind releases, turning the modest admission-to-release surplus of last quarter into another deficit of 12 female inmates in the second quarter 2018.

For the ten-quarter trend period, the MA DOC ran an admission-to-release deficit of 698 male inmates and 112 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. These percentages are identical to the results of the last trend period despite the fact that both males and females ran a smaller admission-to-release deficit in this trend period than the previous period. The more substantial drop of male inmates is the leading reason behind the dwindling size of the MA DOC criminally sentenced population. See Figure 2.2 on the next page.



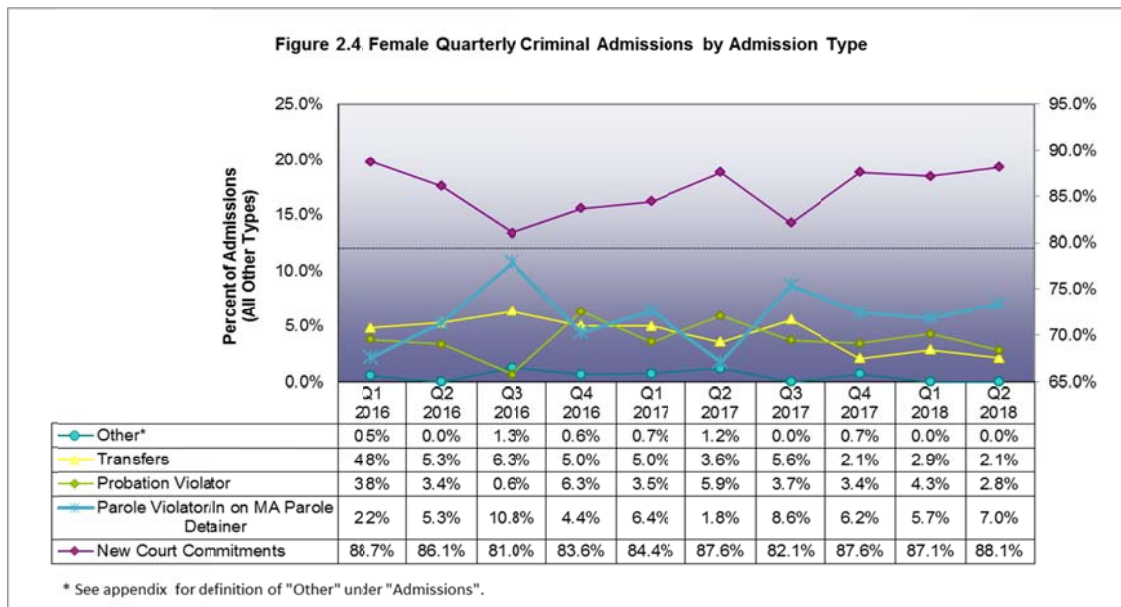


In Figure 2.3, male criminal admissions are split into two axes, with 'new court commitments' on the right axis and the other admission types on the left axis. 'New court commitments' is the most predominant admission type, which accounts for 89.6% of all male admissions for the current quarter and 86.3% for the trend period. 'Parole violator/detainer' and 'transfers' are the distant second and third admission types, averaging 9.9% and 3.3% of male admissions respectively for the trend period, and 8.1% and 2.1% for the present quarter. Their shares remained consistent as the top three admission types in that order and size during the ten-quarter period. See Figure 2.3.

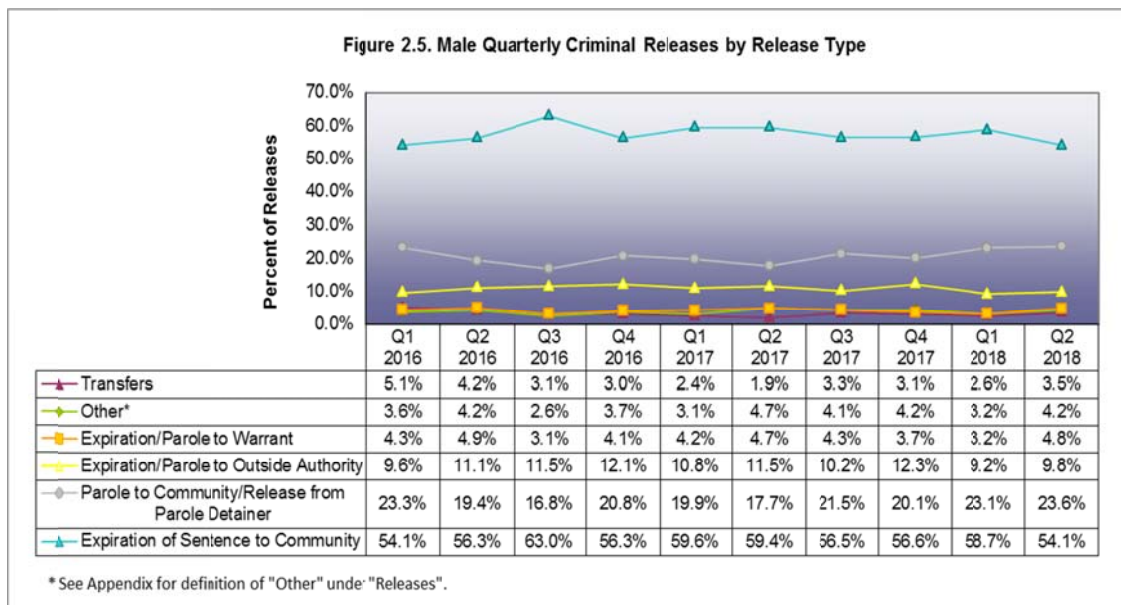


Female criminally sentenced admissions shared similar characteristics of their male counterparts. 'New court commitments' is the most predominant admission type, accounting for an average of 85.7% of all female admissions during the trend period and 88.1% for the current quarter. 'Parole violator/detainer', 'transfers', and 'probation violator' split the remaining share of admissions, averaging 5.7%, 4.3% and 3.8% 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 as indicated by the fact that the

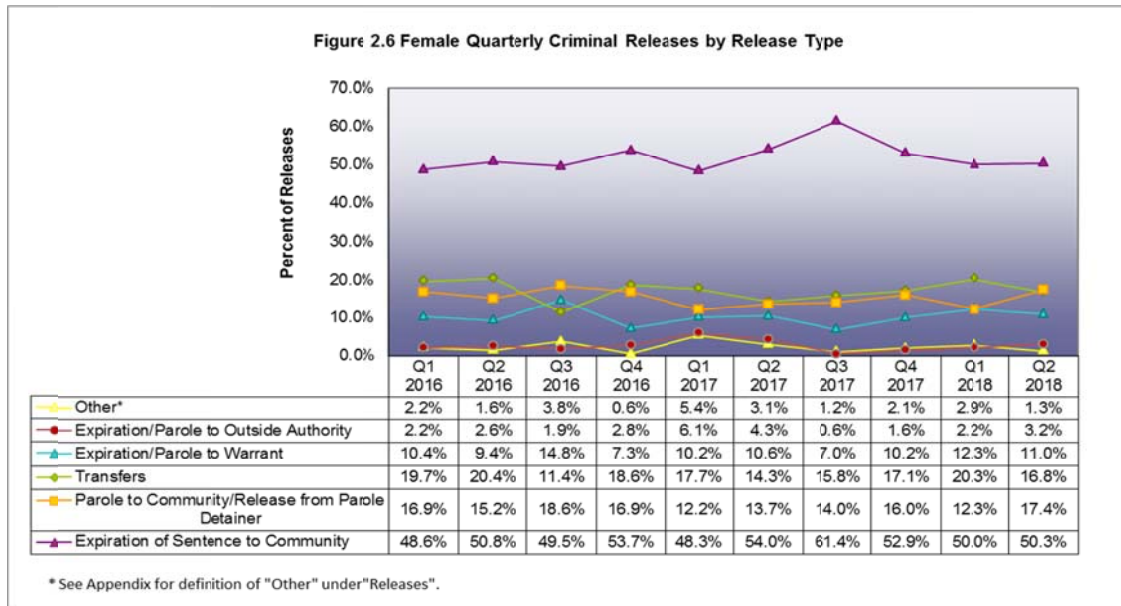
three second tier admission types traded positions several times during the trend period. See Figure 2.4.



'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 in Q2 2018. Together with 'parole to the community/release from a parole detainer' (23.6%) and 'expiration/parole to outside authority' (9.8%), they are the top three male criminal release types, accounting for an average of 88.9% of releases for the trend period and 87.5% 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 shares in Q2 2018. They are 'releases to the community due to expiration of sentences' (50.3%), 'parole to community' (17.4%) 'transfers' (16.8%), and 'expiration/parole to warrant' (11.0%), with 'releases to the community due to expiration of sentences' as the prevailing release type. Together, they explained 95.5% of all female criminal releases for the current quarter and 94.4% for the trend period. They stayed consistently as the top four female release types during the trend period. See Figure 2.6 on the next page



Criminally sentenced new court commitments went down slightly from 437 inmates in Q1 2018 to 433 inmates in the current quarter. Suffolk County took the lead in the quarterly contribution (19.4%), followed by Bristol County (17.6), Essex County (13.9%), and Middlesex County (11.1%) as the largest contributors for the quarter. A little over 60% of the total criminally sentenced new court commitments came from these four counties. It should be noted that Bristol County made it into the top-four list for the first time since Q2 2016 due to an unusually large number of new court commitments from that county. Together with the second tier contributors – Hampden County (9.9%), Worcester County (9.9%), Plymouth County (5.3%), and Norfolk County (5.1%) – 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 under 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.

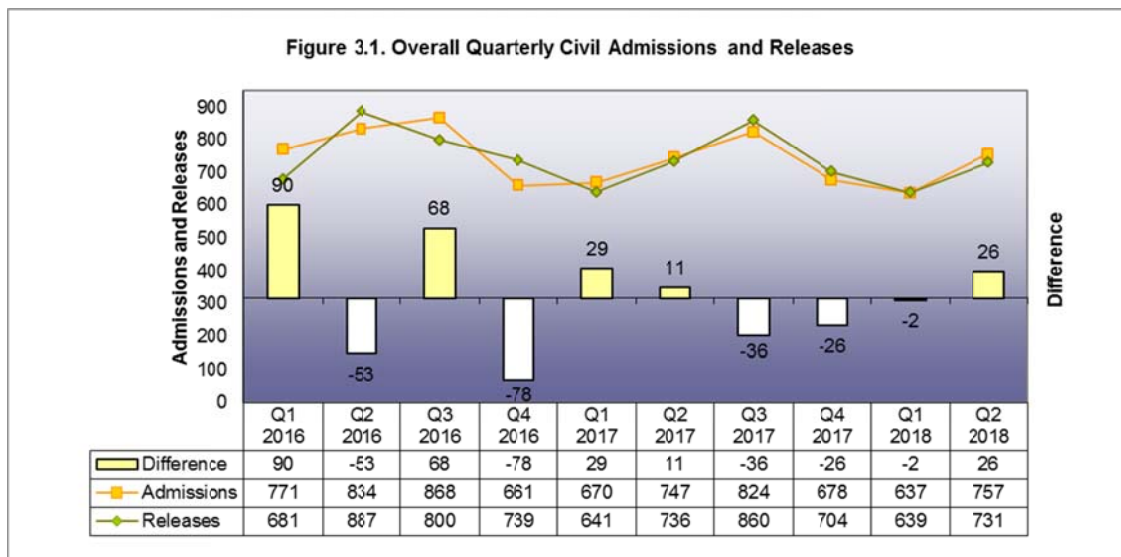
**Figure 2.7. State\* Criminally Sentenced New Court Commitments by Court Jurisdiction**

County	Q1 2016	Q2 2016	Q3 2016	Q4 2016	Q1 2017	Q2 2017	Q3 2017	Q4 2017	Q1 2018	Q2 2018	Total
SUFFOLK	72	79	41	74	71	83	61	77	83	84	725
ESSEX	56	54	53	66	68	73	53	76	64	60	623
MIDDLESEX	53	59	41	59	62	55	61	55	56	48	549
HAMPDEN	64	37	59	31	66	60	48	60	63	43	531
BRISTOL	44	54	68	34	63	43	39	49	47	76	517
WORCESTER	65	53	29	48	64	43	35	35	43	43	458
PLYMOUTH	26	35	39	25	25	28	18	30	25	23	274
NORFOLK	24	19	18	22	16	22	20	20	21	22	204
BARNSTABLE	15	11	17	15	25	11	20	11	15	11	151
BERKSHIRE	10	9	10	4	14	8	10	8	8	6	87
FRANKLIN	4	3	4	4	12	7	3	1	4	8	50
HAMPSHIRE	5	3	4	5	5	3	2	3	8	8	46
NANTUCKET	1	0	2	0	0	2	2	0	0	0	7
DUKES	0	0	0	0	1	2	0	1	0	1	5
Total	439	416	385	387	492	440	372	426	437	433	4,227

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

## CIVILLY COMMITTED ADMISSIONS AND RELEASES

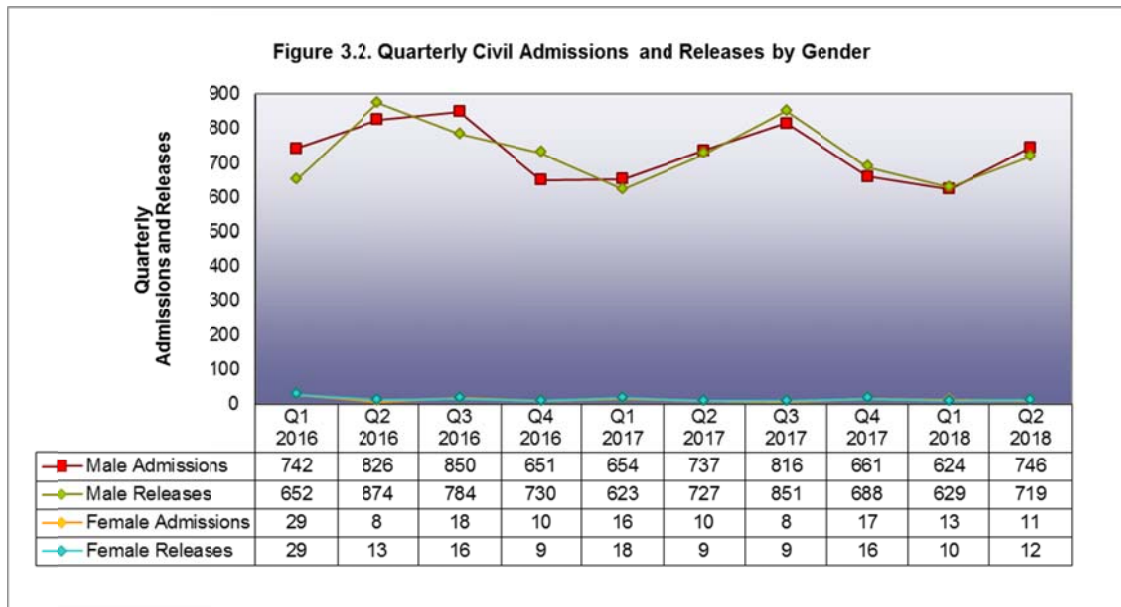
Civil admissions and releases rebounded substantially from the decline of the last two quarters to 757 individuals for admissions and 731 individuals for releases. Admissions surpassed releases for the quarter and resulted in a gain of 26 civilly committed inmates. Since civil admissions and releases tend to move in a wave-like fashion with Q1 and Q4 as the “low tide” period of a wave, and Q2 and Q3 as the “high tide” period, an admission and release upsurge in a “high tide” quarter is perfectly normal. The strength of the upsurge in Q2 2018, however, is not. Civil admissions in Q2 2018 exceeded its corresponding quarter a year ago while civil releases are nearly on a par with the level of Q2 2017. The strong rebound raised a question of whether we are going to see a surge of civil commitments because of the opioid epidemic. We believe that data from the next few quarters will give us more definitive answers. See Figure 3.1.



Both male civil admissions and releases bounced back in Q2 2018. Male admissions grew to 746 from the previous 624, an increase of 122 individuals, while male releases rose to 719 from the last quarter's 629, a gain of 90 individuals. Male admissions outnumbered releases, ending the quarter with an increase of 27 inmates. Since male civil admissions and releases account for 98% of the total civil admissions and releases, what we found with regards to the total civil admissions and releases is equally applicable here.

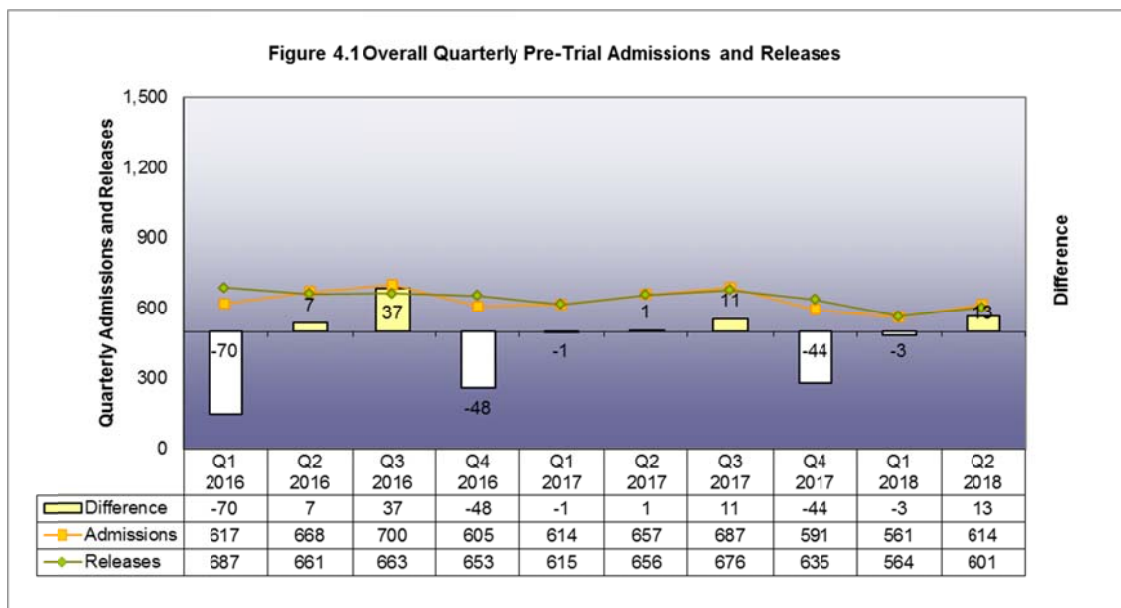
Female civilly committed admissions and releases went separate ways in Q2 2018. Admissions dropped from 13 to 11 between the two quarters while releases rose from 10 to 12. Female admissions trailed releases, finishing the quarter with 1 fewer inmate.

The insignificant share of females in civilly committed admissions and releases suggests that the ups and downs of male civil commitments will determine the direction and size of the civilly committed population. See Figure 3.2 on the next page.



## PRE-TRIAL ADMISSIONS AND RELEASES

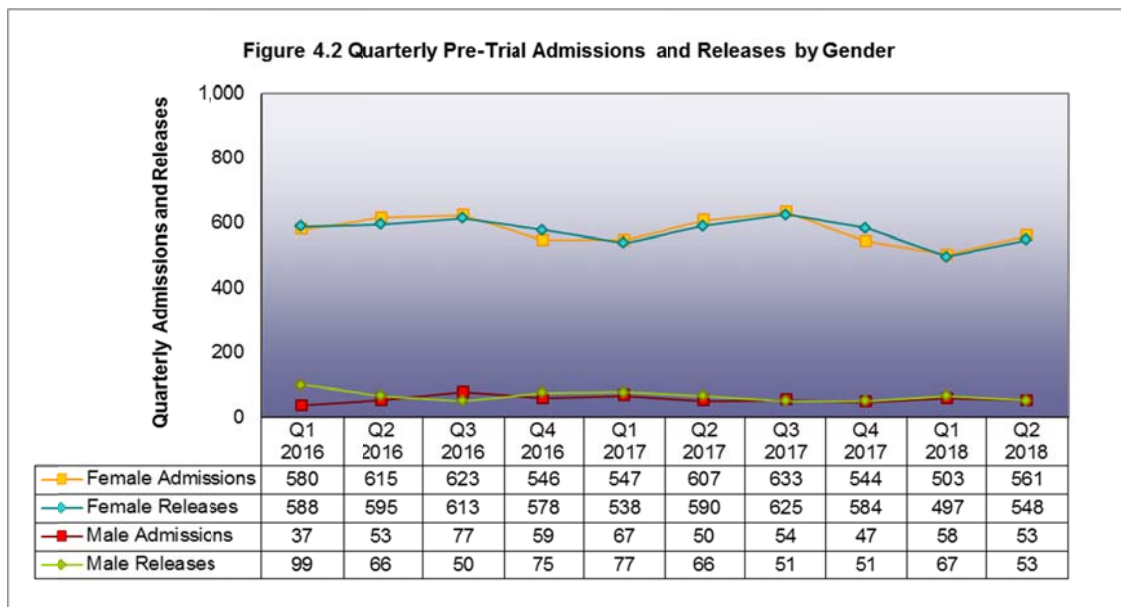
The pre-trial admissions and releases moved back to the 600 level in Q2 2018 after they dropped below 600 in the previous quarter. Admissions outnumbered releases, ending the quarter with a gain of 13 pre-trial detainees. The sum of differences between admissions and releases for the trend period revealed 97 more releases than admissions, which is much smaller than the 349 more releases found in the previous trend period. The smaller difference between pre-trial admissions and releases in this trend period reflects the fact that we moved out of the quarters affected by the Middlesex County 52A court order being vacated, and Suffolk County ceasing the transfer of 52A's into MA DOC custody, which resulted in substantially more releases than admissions around the end of 2015. We believe that starting from Q2 2018 pre-trial admissions and releases entered a new period of more moderate losses and gains with a flatter trend line in the future. See Figure 4.1.





Male pre-trial admissions and releases fell from the previous quarter to 53 detainees for both admissions and releases in Q2 2018, making it a rare quarter in which there is no change in admission-to-release gains or losses. Overall, admissions trailed releases in seven out of the ten quarters for the trend period, resulting in a decrease of 100 male detainees, a substantially reduced number compared with the 296 detainees lost in the previous trend period for the same reason mentioned in the last paragraph. 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 the number of admissions and releases as we entered the post-52A period.

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 an “up” quarter, both female admissions and releases increased, rising to 561 for admissions and 548 for releases. Admissions exceeded releases for the second time in a row, ending the quarter with a modest increase of 13 detainees for the quarter, and 3 detainees for the trend period. We anticipate that the activity level of female admissions and releases will continue to go up in Q3 before it falls in Q4, and the differences between admissions and releases will be more in line with their average level, giving the pre-trial population a slow change that could be in either direction moving forward. See Figure 4.2.



The 53 male detainees admitted in Q2 2018 spread more evenly across jurisdictions with Worcester County (15.1%), Out-of-State (13.2%), Plymouth County (13.2%), Federal (11.3%), and Suffolk County (11.3%) as the top five sources. Together, they accounted for only 64% of total male pre-trial detainees, much lower than the 85% of the last quarter due to lack of more concentrated sources as in the past quarters. The other ten counties on the list made up the remaining 36% for the quarter. Given a small population of this size, we anticipate that the share of male pre-trial detainees from different counties will be volatile, but male pre-trial admissions would stay largely flat, moving slightly up and down along its average trend line, which is 55.5 for this quarter. See Figure 4.3 on the next page.

**Figure 4.3 Male Quarterly Pre-Trial Admissions by Jurisdiction**

County	Q1 2016	Q2 2016	Q3 2016	Q4 2016	Q1 2017	Q2 2017	Q3 2017	Q4 2017	Q1 2018	Q2 2018	Total
Federal	1	24	29	13	25	14	13	9	28	6	162
Out-of-state	11	7	15	19	10	11	7	11	7	7	105
Worcester	2	2	12	11	8	3	9	6	5	8	66
Suffolk	5	3	5	2	3	6	5	7	4	6	46
Plymouth	5	3	2	1	8	3	3	2	3	7	37
Middlesex	5	5	2	2	2	3	3	1	5	5	33
Norfolk	5	2	2	4	3	2	2	7	0	4	31
Essex	1	5	3	2	4	3	5	1	0	2	26
Bristol	2	2	3	1	0	2	4	2	2	2	20
Hampden	0	0	0	1	3	2	0	0	0	3	9
Barnstable	0	0	1	2	0	1	1	0	2	0	7
Mass Parole	0	0	1	0	0	0	1	1	2	1	6
Berkshire	0	0	2	1	1	0	1	0	0	0	5
Franklin	0	0	0	0	0	0	0	0	0	2	2
Dukes	0	0	0	0	0	0	0	0	0	0	0
Total	37	53	77	59	67	50	54	47	58	53	555

Given the stability and consistency of the female pre-trial admissions, Q2 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 (41.0%), Middlesex (22.5%), Plymouth (18.0%), and Norfolk (17.3%). Together, they accounted for 98.8% of the 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	Q1 2016	Q2 2016	Q3 2016	Q4 2016	Q1 2017	Q2 2017	Q3 2017	Q4 2017	Q1 2018	Q2 2018	Total
Essex	211	176	202	176	144	192	201	154	166	230	1,852
Middlesex	164	183	195	158	161	180	159	162	143	126	1,631
Plymouth	113	143	113	100	113	120	133	113	118	101	1,167
Norfolk	85	100	98	102	113	97	128	105	68	97	993
Federal	4	10	8	6	13	16	11	8	4	2	82
Out-of-State	0	0	1	1	0	2	0	1	2	1	8
Hampden	0	0	2	1	1	0	0	0	0	3	7
Suffolk	2	1	2	0	1	0	0	0	0	0	6
Mass Parole	0	0	2	1	1	0	0	0	1	0	5
Worcester	1	1	0	1	0	0	1	0	0	0	4
Bristol	0	0	0	0	0	0	0	1	1	0	2
Barnstable	0	1	0	0	0	0	0	0	0	0	1
Berkshire	0	0	0	0	0	0	0	0	0	1	1
Franklin	0	0	0	0	0	0	0	0	0	0	0
Total	580	615	623	546	547	607	633	544	503	561	5,759



## **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.

<b>Admissions</b>	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
<b>Civil Commitment or “Civil”</b>	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.
<b>Criminally Sentenced or “Sentenced”</b>	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.
<b>Custody Population</b>	An inmate that is incarcerated in Massachusetts DOC facility.
<b>CQGR</b>	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.
<b>Expiration of Sentence (Release)</b>	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.
<b>HOC</b>	House of Correction, i.e. county jail or correctional facility.
<b>Jurisdiction Population</b>	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).
<b>MA DOC</b>	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.