

MASSACHUSETTS DEPARTMENT OF CORRECTION

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

Third Quarter 2018





Commonwealth of Massachusetts

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EXECUTIVE SUMMARY

From the second quarter of 2016 through the third quarter of 2018, there was a cumulative decrease of 723 (7.7%) inmates from the **MA DOC custody** population and 840 (8.5%) inmates from the **jurisdiction** population, ending the quarter with 8,691 custody inmates and 9,032 jurisdiction inmates.

Criminally sentenced inmates fell from 8,972 in Q2 2016 to 8,196 in Q3 2018, a loss of 776 inmates or 8.6% of the total. Pre-trial detainees dropped from 296 individuals in Q2 2016 to 285 individuals in Q3 2018, a decline of 11 detainees or 3.7% of the total. Civil commitment inmates went down from 604 inmates to 551, a decrease of 53 inmates or 8.8% during the same trend period.

The third quarter 2018 admissions declined to 1,956 while release increased to 2,072. Releases continued to outnumber admissions, giving admissions a deficit of 116 individuals against releases, and adding further to the downward trend of the MA DOC jurisdiction population.

Criminal releases (652) outpaced admissions (566) in the third quarter of 2018 as well as in nine of the last ten quarters. This resulted in the reduction of 86 inmates for the third quarter and 869 inmates for the trend period. The reduction is equivalent to 1.0% of the criminally sentenced population for the third quarter and 10.1% for the ten quarters based on the average criminal population for the trend period.

State criminally sentenced new court commitments went down substantially from 433 of the previous quarter to 359 inmates in Q3 2018. Essex County, Suffolk County, Middlesex County and Worcester County are the largest contributors for the quarter. A little over 65% of the total criminally sentenced new court commitments came from these four counties in Q3 2018.

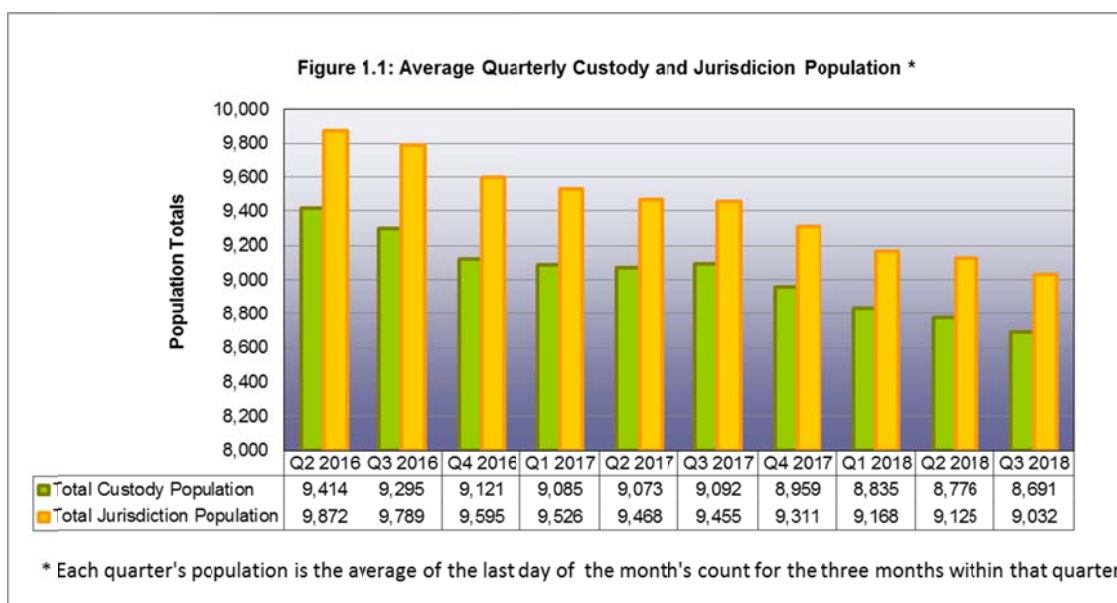
Civil admissions and releases went separate ways in Q3 2018. Admissions went down to 732 while releases climbed to 791. Admissions trailed releases for the quarter and resulted in a loss of 59 civilly committed inmates, which is the largest single quarter loss since Q1 2017. If the admission-to-release deficit continues in the next quarter, 2018 will turn out to be a year of accelerated decline of the civil commitment population.

The pre-trial admissions and releases continued to increase in Q3 2018 to 658 for admissions and 629 for releases. Admissions outnumbered releases for the second time in 2018, ending the quarter with a gain of 29 pre-trial detainees. The sum of differences between admissions and releases for the trend period resulted in 2 more admissions than releases, a positive figure we have not seen in our past six reports. The numbers appeared to confirm our previous observation that starting from Q2 2018 pre-trial admissions and releases entered a new period of more moderate losses or gains with a flatter trend line in the future. Lower admission-to-release deficit or surplus would become a new norm after we entered the post-52A period.

In summary, the MA DOC custody population and jurisdiction population declined in Q3 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, a civilly committed population that begins to decline, and a slower decline or rise of pre-trial detainees. These are the key observations from this quarterly report.

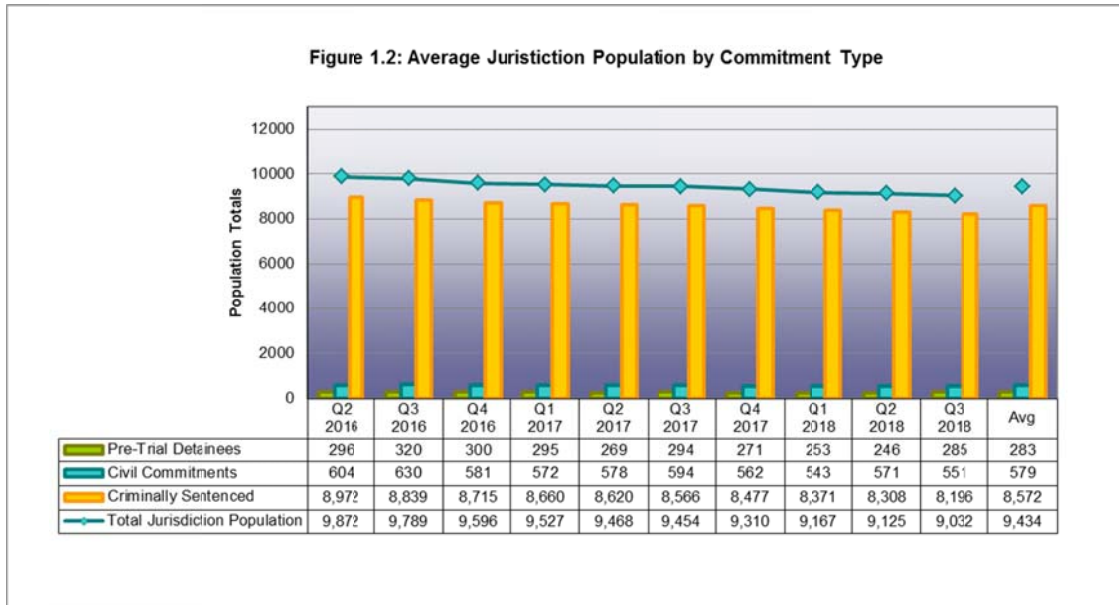
CURRENT POPULATION AND OVERALL TRENDS

From the second quarter of 2016 through the third quarter of 2018, there was a cumulative decrease of 723 (7.7%) inmates from the **MA DOC custody** population and 840 (8.5%) inmates from the **jurisdiction** population. This corresponded to a compound quarterly growth rate (CQGR)* of -0.88% for the custody population and -0.98% 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.

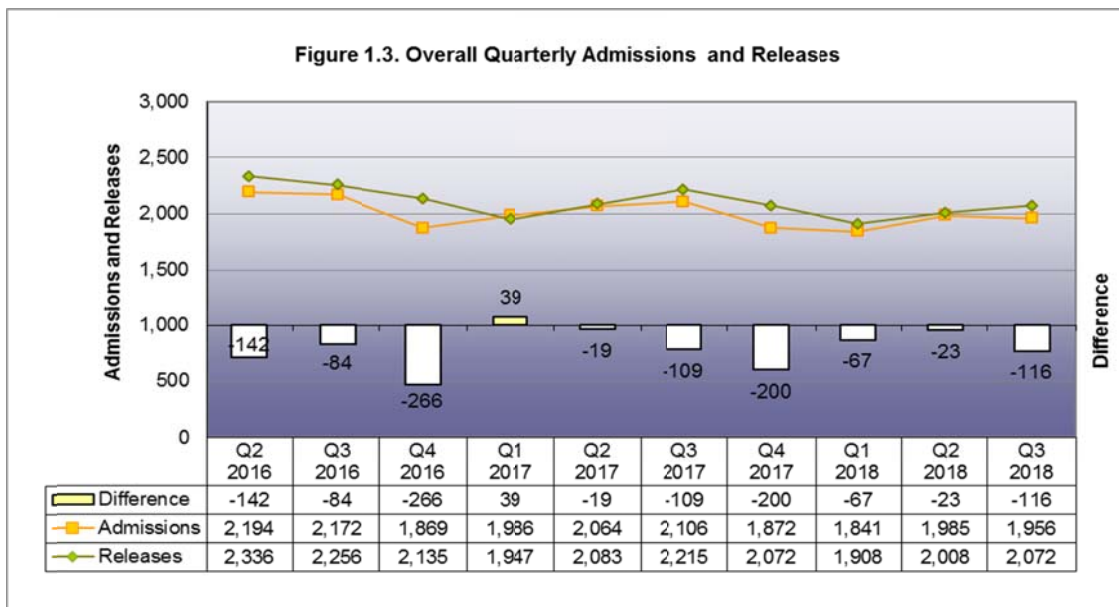


The decrease in the average quarterly population was driven primarily by criminally sentenced inmates and civil commitments. Criminally sentenced population dropped from an average of 8,972 inmates in Q2 2016 to an average of 8,196 inmates in Q3 2018, a loss of 776 inmates for the trend period, a CQGR of -1.00%. Civil commitment population fell from an average of 604 inmates in Q2 2016 to an average of 551 inmates in Q3 2018, a loss of 53 inmates, a CQGR of -1.02%. Pre-trial population decreased by 11, from an average of 296 detainees in Q2 2016 to an average of 285 detainees in Q3 2018 at the CQGR of -0.44%. See Figure 1.2 on the next page.

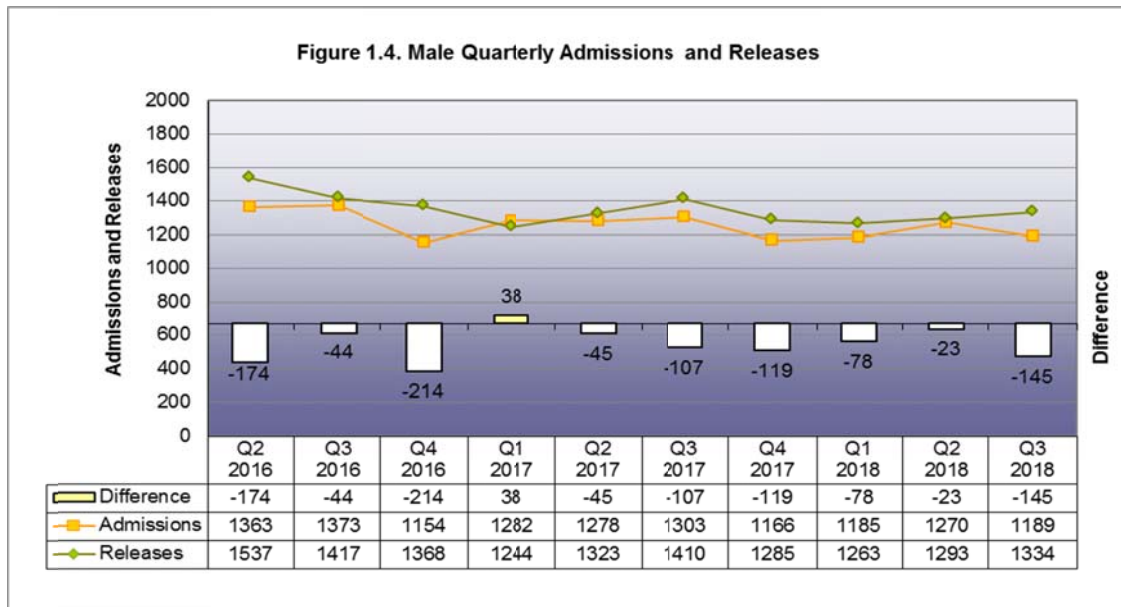
* See Appendix for the definition of Compound Quarterly Growth Rate (CQGR) and how it is calculated.



Admissions declined from 1,985 of the previous quarter to 1,956 in the current quarter. Releases, on the other hand, climbed to 2,072 from the previous 2,008. The opposite directions that admissions and releases took resulted in the largest quarterly admission-to-release deficit of the year, and gave rise to a loss of 116 inmates for the quarter and 987 inmates for the ten-quarter trend period. A year-over-year comparison of the first three quarters between 2016 and 2018 reveals a faster decline in prison population in 2018 than the year before, which, however, still fell a little behind the speed of decline in the first three quarters of 2016. See Figure 1.3.

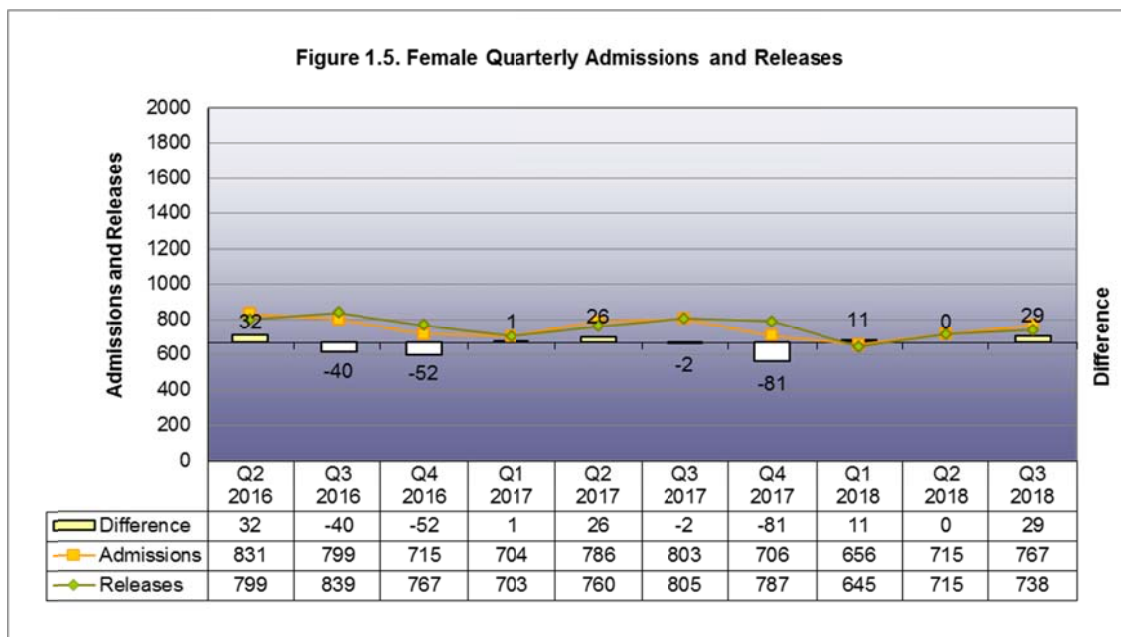


By gender, male admissions declined to 1,189 after two consecutive quarterly increases. Male releases went up for the second time in a row to 1,334. Admissions continued to fall behind releases, which ended the quarter with an admission-to-release deficit of 145 inmates. A year-over-year comparison of the first three quarters between 2016 and 2018 informs us of an accelerated speed of decline in male prison population in 2018 than the two previous years in the corresponding time period. Figure 1.4 on the next page.



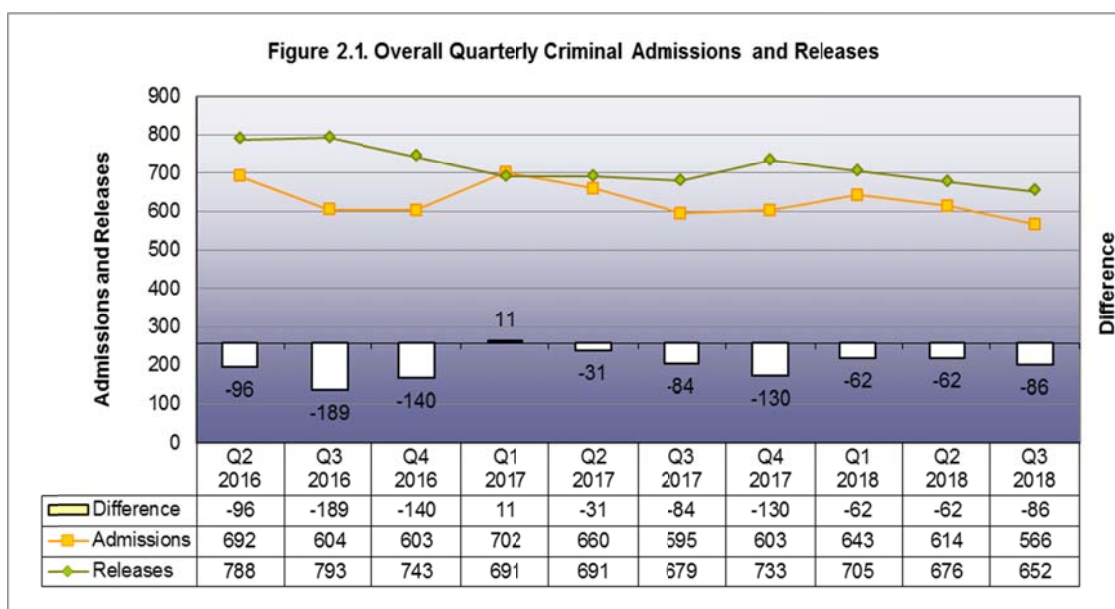
Female admissions and releases increased simultaneously for the second time in a row, reaching 767 for admissions and 738 for releases. Contrary to the admission-to-release deficit typically found with male inmates, female admissions surpassed releases in Q3 2018, resulting in an admission-to-release surplus of 29 inmates for the quarter and making 2018 a unique year in the trend period in which admissions have not fallen behind releases. It is, for this reason, worth watching whether the trend of a slow decline of female inmate population we witnessed in the past is on the verge of being reversed. See Figure 1.5.

In total, the MA DOC released 911 more male inmates and 76 more female inmates than admitted for the trend period. Male inmates accounted for 92% of the population loss, higher than the 88% found in the last trend period. Male admission-to-release deficit played an increasingly dominant role behind the decline of the MA DOC inmate population.



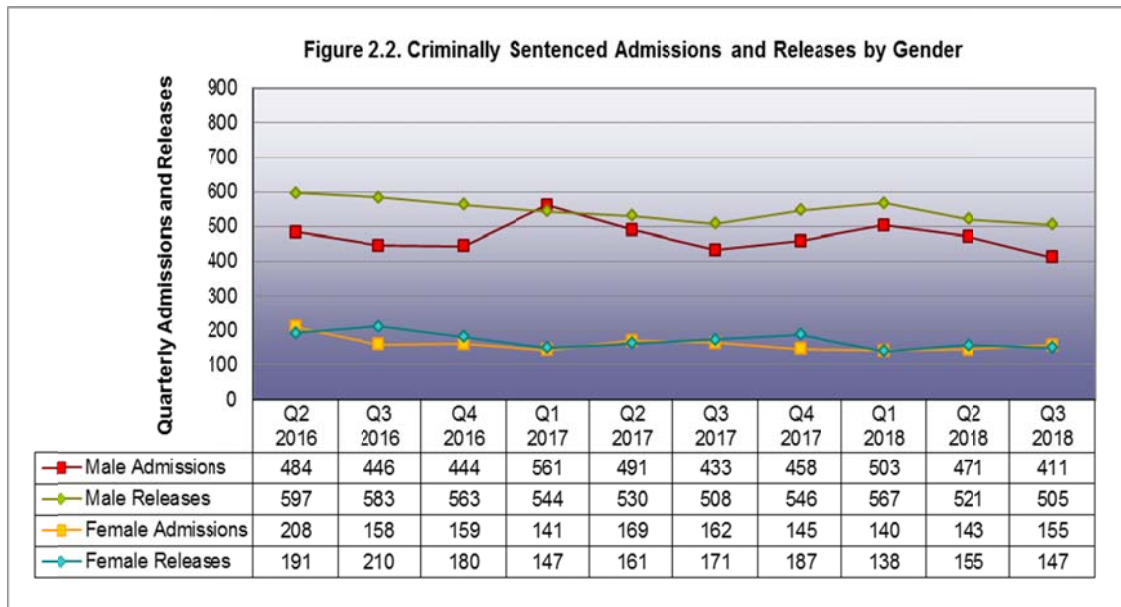
CRIMINALLY SENTENCED ADMISSIONS AND RELEASES

Criminal admissions and releases continued to fall in Q3 2018, down to 566 for admissions and 652 for releases. Both are the new lows for the ten-quarter trend period. Releases continued to outpace admissions, reducing the criminally sentenced population by another 86 inmates. Despite the fact that the MA DOC admitted and released fewer inmates in nearly every quarter in 2018 than its corresponding quarters in 2017, it ran a larger admission-to-release deficit in each of the three quarters. Consequently, the MA DOC released more criminally sentenced inmates than admitted in the first three quarters of 2018 than the same period of 2017 by a 210 to 104 plurality. This could mean that 2018 is a year of accelerated decline of criminally sentenced inmates if the reduction continues in Q4 2018 at the similar speed as we witnessed in the past three quarters. For the current ten-quarter period, 869 more criminally sentenced inmates were released than admitted. See Figure 2.1.

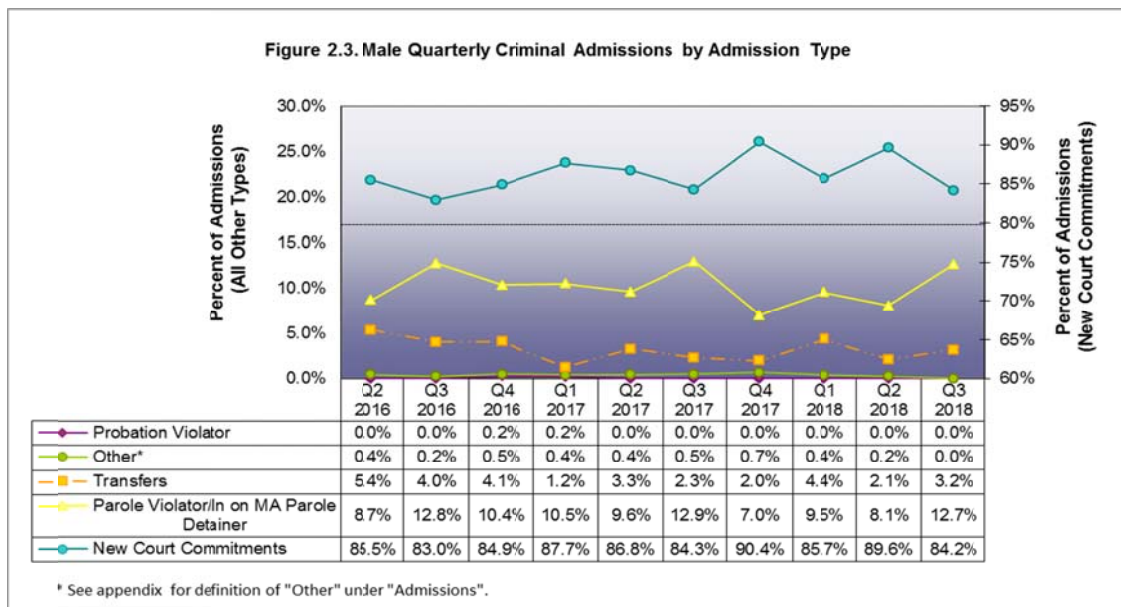


Male criminal admissions and releases continued to decline from the previous quarter from 471 to 411 for admissions and from 521 to 505 for releases. Both reached a new low for the trend period covered. Admissions trailed releases, ending the quarter with a loss of 94 inmates, the largest single quarter loss since Q1 2017. Female criminal admissions continued to climb to 155 while releases dipped to 147 from the previous 155. Female admissions outpaced releases, resulting in a modest admission-to-release surplus of 8 female inmates in the third quarter 2018.

For the ten-quarter trend period, the MA DOC ran an admission-to-release deficit of 762 male inmates and 107 female inmates. Male inmates are conducive to 88% of the population loss among criminally sentenced inmates while they accounted for about 76% of admissions and releases. The share of the male criminally sentenced inmates in the population loss went up slightly in this trend period from the previous 86%. It reinforced the observation we made previously that 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.

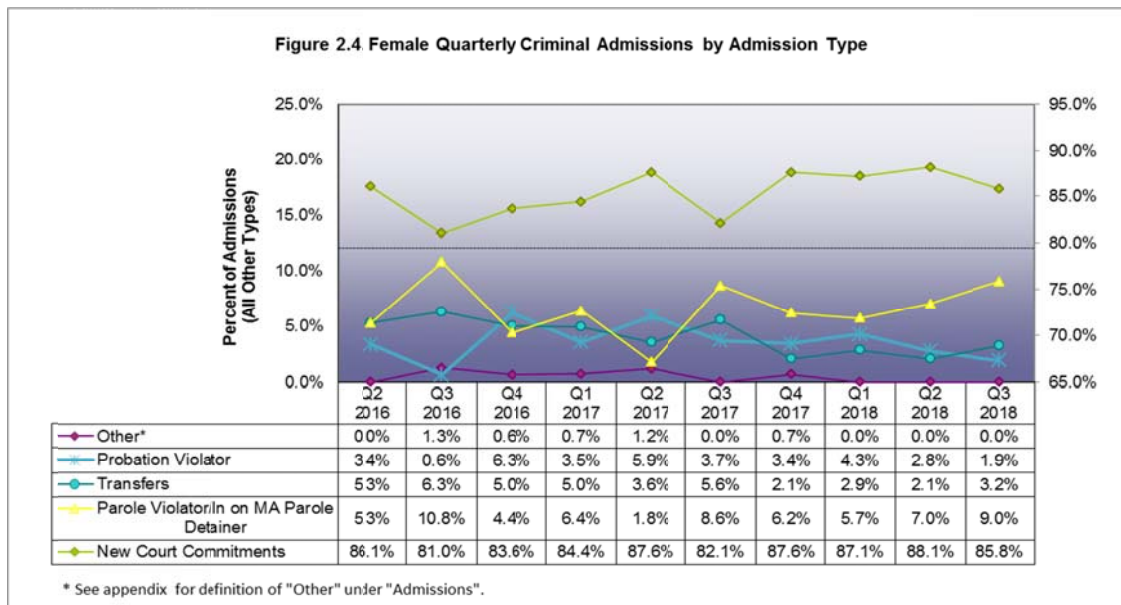


In Figure 2.3, male criminal admissions are split into two axes, with 'new court commitments' on the right axis and the other admission types on the left axis. 'New court commitments' is the most predominant admission type, which accounts for 84.2% of all male admissions for the current quarter and 86.2% for the trend period. 'Parole violator/detainer' and 'transfers' are the distant second and third admission types, averaging 10.2% and 3.2% of male admissions respectively for the trend period, and 12.7% and 3.2% 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.

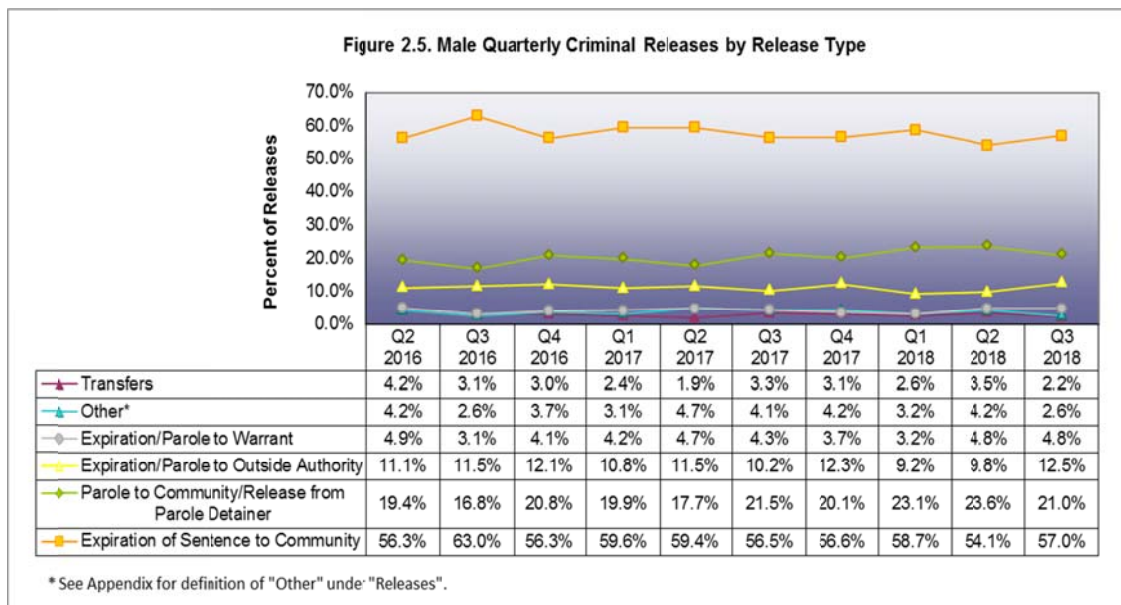


Female criminally sentenced admissions shared similar characteristics of their male counterparts. 'New court commitments' is the most predominant admission type, accounting for an average of 85.3% of all female admissions during the trend period and 85.8% for the current quarter. 'Parole violator/detainer', 'transfers', and 'probation violator' split the remaining share of admissions, averaging 6.5%, 4.1% and 3.6% 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

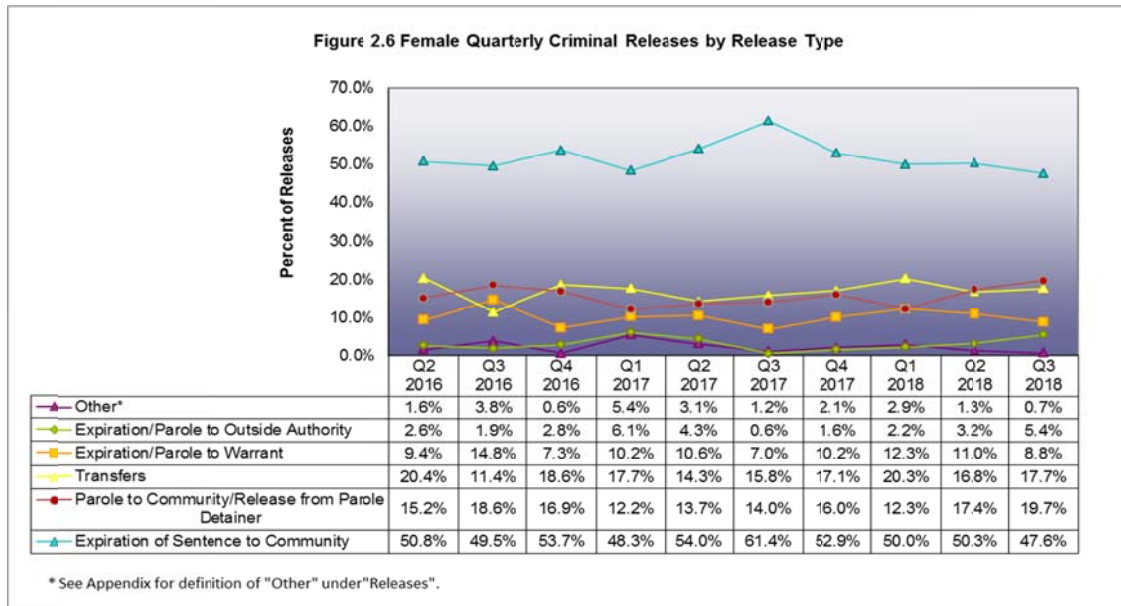
three second tier admission types traded positions several times during the trend period. See Figure 2.4.



'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 (57.0%) were released for this reason in Q3 2018. Together with 'parole to the community/release from a parole detainer' (21.0%) and 'expiration/parole to outside authority' (12.5%), they are the top three male criminal release types, accounting for an average of 89.2% of releases for the trend period and 90.5% 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 or close to double-digit shares in Q3 2018. They are 'releases to the community due to expiration of sentences' (47.6%), 'parole to community' (19.7%), 'transfers' (17.7%), and 'expiration/parole to warrant' (8.8%), with 'releases to the community due to expiration of sentences' as the prevailing release type. Together, they explained 93.9% of all female criminal releases for the current quarter and 94.8% 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 from 433 inmates in Q2 2018 to a new low of 359 inmates in the current quarter for the trend period covered. Essex County took the lead in the quarterly contribution (20.3%), followed by Suffolk County (20.1%), Middlesex County (15.3%) and Worcester County (10.6%). Over 60% of the total criminally sentenced new court commitments came from these four counties. Together with the second tier contributors – Hampden County (8.4%), Bristol County (7.8%), and Norfolk County (6.7%) – they accounted for 89.1% of new court commitments for the quarter. The rest of the seven counties on the list have a share of the remaining 10.9%. The high concentration of criminally sentenced new court commitments in the aforementioned counties is likely to continue with slightly different orders as these counties have been consistently on top of the list for the trend period. See Figure 2.7.

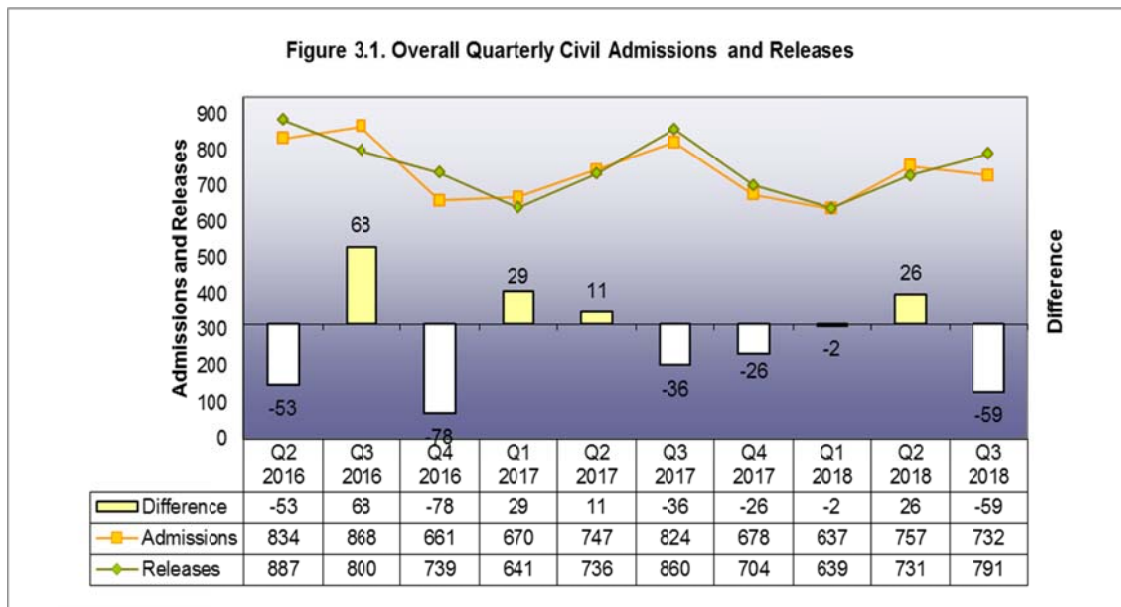
Figure 2.7. State* Criminally Sentenced New Court Commitments by Court Jurisdiction

County	Q2 2016	Q3 2016	Q4 2016	Q1 2017	Q2 2017	Q3 2017	Q4 2017	Q1 2018	Q2 2018	Q3 2018	Total
SUFFOLK	79	41	74	71	83	61	77	83	84	72	725
ESSEX	54	53	66	68	73	53	76	64	60	73	640
MIDDLESEX	59	41	59	62	55	61	55	56	48	55	551
BRISTOL	54	68	34	63	43	39	49	47	76	28	501
HAMPDEN	37	59	31	66	60	48	60	63	43	30	497
WORCESTER	53	29	48	64	43	35	35	43	43	38	431
PLYMOUTH	35	39	25	25	28	18	30	25	23	14	262
NORFOLK	19	18	22	16	22	20	20	21	22	24	204
BARNSTABLE	11	17	15	25	11	20	11	15	11	8	144
BERKSHIRE	9	10	4	14	8	10	8	8	6	6	83
FRANKLIN	3	4	4	12	7	3	1	4	8	6	52
HAMPSHIRE	3	4	5	5	3	2	3	8	8	5	46
NANTUCKET	0	2	0	0	2	2	0	0	0	0	6
DUKES	0	0	0	1	2	0	1	0	1	0	5
Total	416	385	387	492	440	372	426	437	433	359	4,147

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

CIVILLY COMMITTED ADMISSIONS AND RELEASES

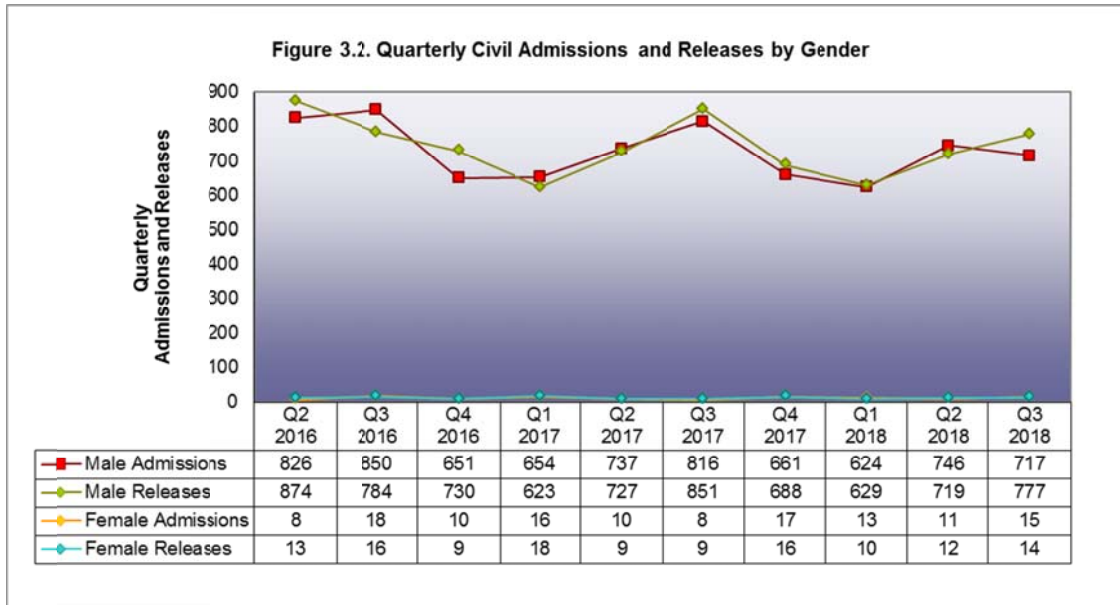
Civil admissions and releases went separate ways in Q3 2018 after their substantial rebounds in Q2 2018 from the previous quarter. Admissions went down from 757 to 732 while releases continued to climb to 791 from the previous 731. Admissions trailed releases for the quarter and resulted in a loss of 59 civilly committed inmates, the largest single quarter loss since Q1 2017. For the trend period, the MA DOC released 120 more civil commitments than admitted, a sizable reverse of the 29 more admissions we witnessed in the last trend period. A year-over-year comparison on the admission-to-release difference suggests that the MA DOC admitted 105 more civil commitments in the first three quarters of 2016 and 4 more in the same period of time in 2017. It released 35 more civil commitments than admitted so far in 2018. If the admission-to-release difference continues to be in the red in the next quarter, 2018 will turn out to be a year of accelerated decline of the civil commitment population, not a year of surge, which we had wondered in our previous report. See Figure 3.1.



Male admissions fell to 717 from the previous 746, a decrease of 29 individuals. Male releases, on the other hand, rose to 777 from the last quarter's 719, a gain of 58 individuals. Male releases outnumbered admissions, ending the quarter with a loss of 60 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. For male civil committed population, 2018 is likely to be a year of faster decline.

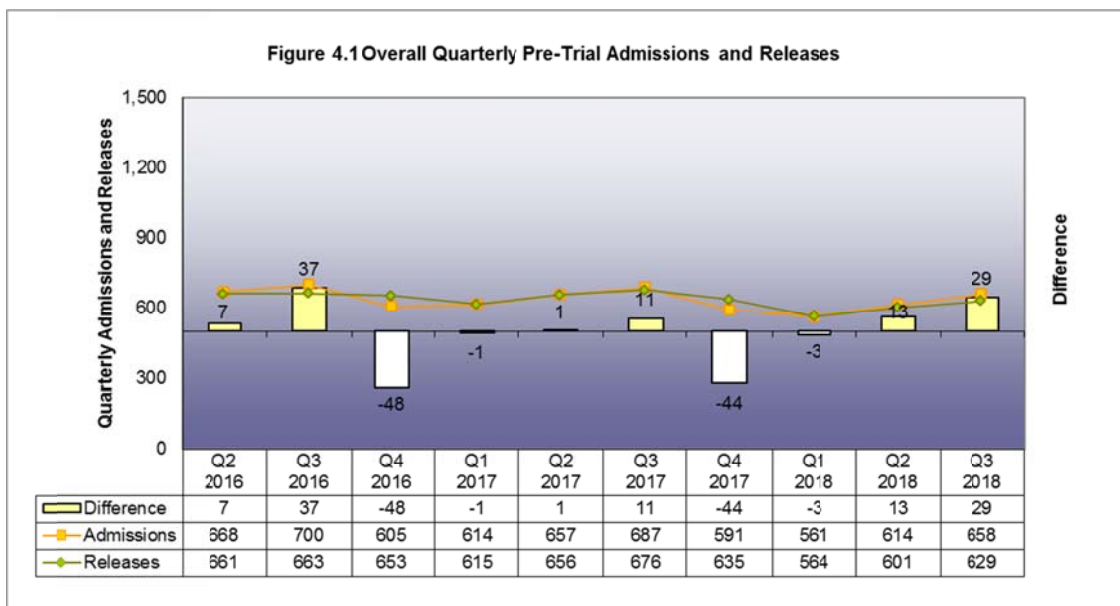
Both female civilly committed admissions and releases went up in Q3 2018 from the previous quarter. Admissions increased from 11 to 15 between the two quarters while releases rose from 12 to 14. Female admissions were greater than releases, finishing the quarter with 1 more inmate.

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. For male civil committed population, 2018 is likely to be a year of faster decline while female civilly committed population will stay put. See Figure 3.2 on the next page.



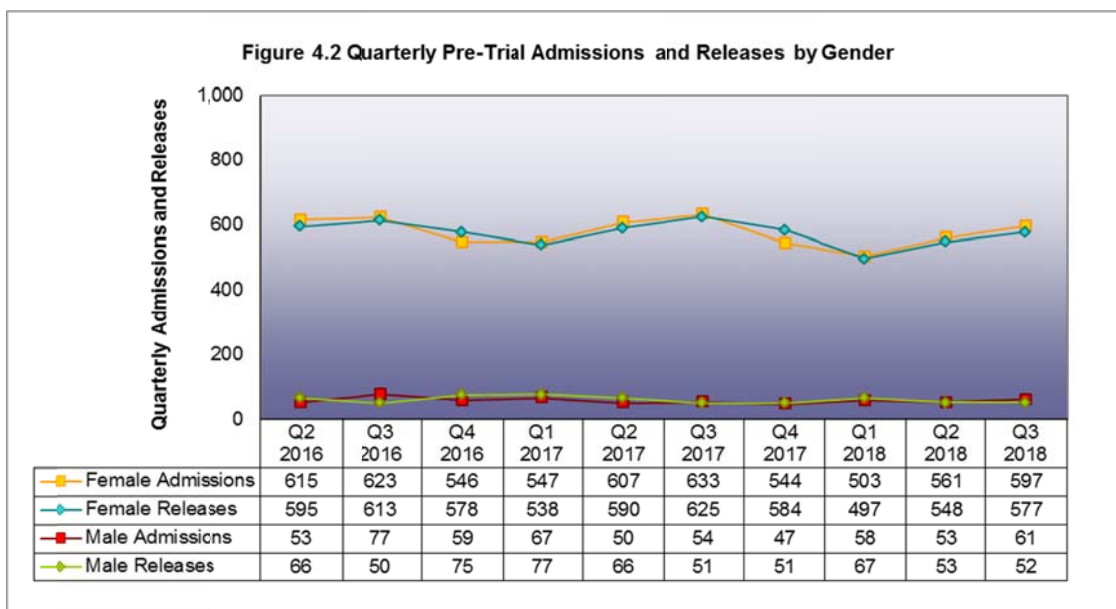
PRE-TRIAL ADMISSIONS AND RELEASES

The pre-trial admissions and releases continued to increase in Q3 2018 to 658 for admissions and 629 for releases. Admissions outnumbered releases for the second time in 2018, ending the quarter with a gain of 29 pre-trial detainees. The sum of differences between admissions and releases for the trend period resulted in 2 more admissions than releases, a positive figure we have not seen in our past reports for a long time. The positive figure 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. It appeared to confirm our previous observation that starting from Q2 2018 pre-trial admissions and releases entered a new period of more moderate losses or gains with a flatter trend line in the future. See Figure 4.1.



Male pre-trial admissions rose to 61 from 53 of the previous quarter while male releases took a slight downturn from 53 to 52 in Q3 2018. The opposite progress that male admissions and releases made resulted in an admission-to-release gain of 9 detainees. Overall, admissions trailed releases in six out of the ten quarters for the trend period, resulting in a decrease of 29 male detainees, a substantially reduced number compared with the 100 detainees lost in the previous trend period and the 296 detainees lost in the trend period before 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 597 for admissions and 577 for releases. Admissions exceeded releases for the third time in a row, ending the quarter with an increase of 20 detainees for the quarter, and 31 detainees for the trend period. We anticipate that the differences between female 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 61 male detainees admitted in Q3 2018 came mainly from three jurisdictions. They are Federal (37.7%), Out-of-State (16.4%), and Suffolk County (13.1%). Together, they accounted for 67.2% of total admissions. Plymouth County (9.8%) and Worcester County (6.6%) joined them as the top five, accounting for 83.6% of the total quarterly admissions. 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 about 57 for the two most recent trend periods. See Figure 4.3 on the next page.

Figure 4.3 Male Quarterly Pre-Trial Admissions by Jurisdiction

County	Q2 2016	Q3 2016	Q4 2016	Q1 2017	Q2 2017	Q3 2017	Q4 2017	Q1 2018	Q2 2018	Q3 2018	Total
Federal	24	29	13	25	14	13	9	28	6	23	184
Out-of-state	7	15	19	10	11	7	11	7	7	10	104
Worcester	2	12	11	8	3	9	6	5	8	4	68
Suffolk	3	5	2	3	6	5	7	4	6	8	49
Plymouth	3	2	1	8	3	3	2	3	7	6	38
Middlesex	5	2	2	2	3	3	1	5	5	2	30
Essex	5	3	2	4	3	5	1	0	2	3	28
Norfolk	2	2	4	3	2	2	7	0	4	1	27
Bristol	2	3	1	0	2	4	2	2	2	2	20
Hampden	0	0	1	3	2	0	0	0	3	1	10
Barnstable	0	1	2	0	1	1	0	2	0	0	7
Mass Parole	0	1	0	0	0	1	1	2	1	0	6
Berkshire	0	2	1	1	0	1	0	0	0	1	6
Franklin	0	0	0	0	0	0	0	0	2	0	2
Dukes	0	0	0	0	0	0	0	0	0	0	0
Total	53	77	59	67	50	54	47	58	53	61	579

Given the stability and consistency of the female pre-trial admissions, Q3 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 (36.9%), Middlesex (24.0%), Plymouth (19.3%), and Norfolk (18.6%). Together, they accounted for 98.7% 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	Q2 2016	Q3 2016	Q4 2016	Q1 2017	Q2 2017	Q3 2017	Q4 2017	Q1 2018	Q2 2018	Q3 2018	Total
Essex	176	202	176	144	192	201	154	166	230	220	1,861
Middlesex	183	195	158	161	180	159	162	143	126	143	1,610
Plymouth	143	113	100	113	120	133	113	118	101	115	1,169
Norfolk	100	98	102	113	97	128	105	68	97	111	1,019
Federal	10	8	6	13	16	11	8	4	2	5	83
Out-of-State	0	1	1	0	2	0	1	2	1	2	10
Hampden	0	2	1	1	0	0	0	0	3	0	7
Mass Parole	0	2	1	1	0	0	0	1	0	1	6
Suffolk	1	2	0	1	0	0	0	0	0	0	4
Worcester	1	0	1	0	0	1	0	0	0	0	3
Bristol	0	0	0	0	0	0	1	1	0	0	2
Barnstable	1	0	0	0	0	0	0	0	0	0	1
Berkshire	0	0	0	0	0	0	0	0	1	0	1
Franklin	0	0	0	0	0	0	0	0	0	0	0
Total	615	623	546	547	607	633	544	503	561	597	5,776

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.