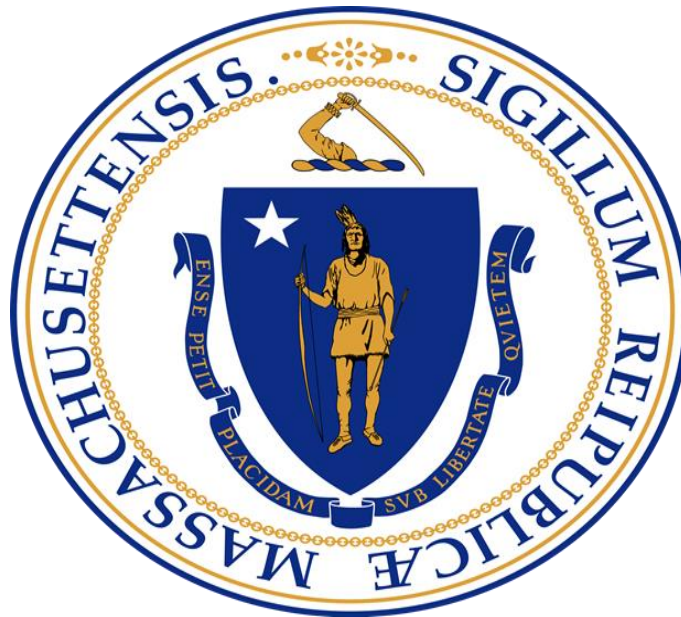


# Quarterly Report on the Status of Prison Capacity, Second Quarter 2019

Massachusetts Department of Correction  
Submitted in Compliance with Chapter 799  
Section 21 of the Acts of 1985



**Charles D. Baker**

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July 2019

# 2019 Second Quarter Report

**S**ection Twenty-one of Chapter 799 of the Acts of 1985 directs the Commissioner of Correction to report quarterly on the status of overcrowding in state and county facilities.

*“Such report shall include, by facility, the average daily census for the period of the report and the actual census on the first and last days of the report period. Said report shall also contain such information for the previous twelve months and a comparison to the rated capacity of such facility.”*

Publication No. 20-212-DOC-01 11 pgs.  
Authorized by: Gary Lambert, Assistant Secretary for Operational Services

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This report, prepared by Leah Wang of the Research and Planning Division, is based on counts submitted by Massachusetts Sheriffs and the Department of Correction's Inmate Management System.

# 2019 Second Quarter Report

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**Table 1 provides the DOC figures for the second quarter of 2019.** The DOC custody population decreased slightly over the quarter, by 7 inmates, or less than one percent. By the end of the quarter, the DOC was operating with 8,424 inmates in the system. During the second quarter, the DOC had an average daily population of 8,405, operating at 112% of the 7,492 design capacity.

DOC inmates housed in non-DOC facilities averaged 394 inmates, the majority housed in county Houses of Correction.

Overall, the average daily total DOC jurisdiction population for second quarter 2019 was 8,799. There was an increase of 42 inmates, or less than one percent, from the beginning to the end of the quarter.

**Table 1**

<b>Second Quarter 2019</b>					
<b>Population in DOC Facilities, April 30, 2019 to June 30, 2019</b>					
<b>Security Level/Facility</b>	<b>Avg. Daily Population</b>	<b>Beginning Population</b>	<b>Ending Population</b>	<b>Design/Rated Capacity</b>	<b>% ADP Capacity</b>
<b><u>Maximum</u></b>					
MCI-Cedar Junction	588	561	619	555	106%
SBCC	795	813	792	1,024	78%
<b>Sub-Total, Maximum</b>	<b>1,383</b>	<b>1,374</b>	<b>1,411</b>	<b>1,579</b>	<b>88%</b>
<b><u>Medium</u></b>					
Massachusetts Treatment Center	566	570	563	561	101%
MCI-Cedar Junction	71	72	71	78	91%
MCI-Concord	615	621	610	614	100%
MCI-Framingham (Female)	447	438	451	452	99%
MCI-Norfolk	1,296	1,300	1,304	1,084	120%
MCI-Shirley	1,120	1,129	1,105	720	156%
NCCI-Gardner	965	966	966	568	170%
OCCC	632	642	632	480	132%
Shattuck Correctional Unit	22	20	27	24	92%
State Hospital @ Bridgewater	219	228	207	227	96%
<b>Sub-Total, Medium</b>	<b>5,953</b>	<b>5,986</b>	<b>5,936</b>	<b>4,808</b>	<b>124%</b>
<b><u>Minimum</u></b>					
MASPLY	142	133	157	151	94%
MCI-Shirley	306	314	300	299	102%
OCCC	106	105	105	100	106%
<b><u>Minimum/Pre-Release</u></b>					
Boston Pre-Release Center	107	107	110	150	75%
NECC	185	186	182	150	129%
Pondville Correctional Center	143	143	147	100	155%
SMCC (Female)	80	83	76	125	62%
<b>Sub-Total, Minimum/Pre-Release</b>	<b>1,069</b>	<b>1,071</b>	<b>1,077</b>	<b>1,105</b>	<b>96%</b>
<b>Total Custody</b>	<b>8,405</b>	<b>8,431</b>	<b>8,424</b>	<b>7,492</b>	<b>112%</b>
<b><u>DOC Inmates in Non-DOC Facilities</u></b>					
Houses of Correction	294	264	314	n.a.	n.a.
Department of Youth Services	1	1	1	n.a.	n.a.
Federal Prisons	13	13	13	n.a.	n.a.
Inter-State Compact	86	86	85	n.a.	n.a.
<b>Sub-Total, Non-DOC Facilities</b>	<b>394</b>	<b>364</b>	<b>413</b>	<b>n.a.</b>	<b>n.a.</b>
<b>Total Jurisdiction</b>	<b>8,799</b>	<b>8,795</b>	<b>8,837</b>	<b>7,492</b>	<b>117%</b>

*See Technical Notes, p. 8, for information regarding design capacity, custody level designations, facility closings or name changes relevant to this time period.*

**Table 2 provides the DOC figures for the previous twelve months.** The DOC custody population continues to decrease; over the 12-month period, the custody population decreased by 343 inmates, or 4 percent.

DOC inmates housed in non-DOC facilities had an average daily population of 339 inmates, ending the twelve month period close to where it began, with a population of 331. Federally detained inmates more than doubled in the population, from 6 to 13, while the population in Houses of Correction was down slightly.

The average DOC jurisdiction population has dipped below the 9,000 mark for the trend period, a historic low. Over the twelve month period, the jurisdiction population experienced a decrease of 349 inmates, or 4 percent.

**Table 2**

**Previous Twelve Months  
Population in DOC Facilities, April 30, 2018 to March 31, 2019**

<b>Security Level/Facility</b>	<b>Avg. Daily Population</b>	<b>Beginning Population</b>	<b>Ending Population</b>	<b>Design/Rated Capacity</b>	<b>% ADP Capacity</b>
<b>Maximum</b>					
MCI-Cedar Junction	632	676	615	555	114%
SBCC	911	1,014	841	1,024	89%
<b>Sub-Total, Maximum</b>	<b>1,543</b>	<b>1,690</b>	<b>1,456</b>	<b>1,579</b>	<b>98%</b>
<b>Medium</b>					
Massachusetts Treatment Center	568	577	578	561	101%
MCI-Cedar Junction	70	71	67	78	90%
MCI-Concord	618	635	614	614	101%
MCI-Framingham (Female)	448	436	457	452	99%
MCI-Norfolk	1319	1,333	1,297	1,084	122%
MCI-Shirley	1135	1,124	1,131	720	158%
NCCI-Gardner	947	932	955	568	167%
OCCC	627	626	650	480	131%
Shattuck Correctional Unit	24	26	26	24	101%
State Hospital @ Bridgewater	221	237	224	227	97%
<b>Sub-Total, Medium</b>	<b>5,977</b>	<b>5,997</b>	<b>5,999</b>	<b>4,808</b>	<b>124%</b>
<b>Minimum</b>					
MASAC/MASPLY	155	202	114	151	103%
MCI-Shirley	290	303	299	299	97%
NCCI-Gardner*	15	13	-	30	50%
OCCC	97	99	86	100	97%
<b>Minimum/Pre-Release</b>					
Boston Pre-Release Center	102	107	113	150	68%
NECC	190	183	186	150	126%
Pondville Correctional Center	163	150	149	100	160%
SMCC (Female)	83	78	77	125	67%
<b>Sub-Total, Minimum/Pre-Release</b>	<b>1,094</b>	<b>1,135</b>	<b>1,024</b>	<b>1,105</b>	<b>100%</b>
<b>Total Custody</b>	<b>8,614</b>	<b>8,822</b>	<b>8,479</b>	<b>7,492</b>	<b>115%</b>
<b>DOC Inmates in Non-DOC Facilities</b>					
Houses of Correction	248	252	233	n.a.	n.a.
Department of Youth Services	1	1	1	n.a.	n.a.
Federal Prisons	9	6	13	n.a.	n.a.
Inter-State Compact	81	78	84	n.a.	n.a.
<b>Sub-Total, Non-DOC Facilities</b>	<b>339</b>	<b>337</b>	<b>331</b>	<b>n.a.</b>	<b>n.a.</b>
<b>Total Jurisdiction</b>	<b>8,955</b>	<b>9,159</b>	<b>8,810</b>	<b>7,492</b>	<b>120%</b>

\*Due to the March 2019 closure of the NCCI-Gardner minimum unit, average population was calculated over its 11 operational months instead of 12. See Technical Notes, p. 8, for information regarding design capacity, custody level designations, facility closings or name changes relevant to this time period.

**Table 3 presents the county figures for the second quarter of 2019.** During the second quarter, the county population decreased by 103, or one percent, beginning the quarter with 9,178 inmates, and ending with 9,075. The average daily population across all counties was 9,129, together operating at 81% of these facilities' design capacity.

**Table 3**

**Second Quarter 2019  
Population in County Correctional Facilities by County,  
April 29, 2019 to June 24, 2019**

Facility	Avg. Daily Population	Beginning Population	Ending Population	Design/Rated Capacity*	% ADP Capacity
Barnstable	314	314	312	300	105%
Berkshire	177	187	173	292	61%
Bristol	1,100	1,122	1,074	566	194%
Dukes	17	20	13	19	88%
Essex	1,427	1,429	1,422	1,654	86%
Franklin	220	207	223	144	153%
Hampden	1,043	1,061	1,045	1,632	64%
Hampshire	199	188	216	287	69%
Middlesex	756	779	733	1,501	50%
Norfolk	489	503	477	620	79%
Plymouth	1,095	1,104	1,071	1,140	96%
Suffolk	1,392	1,364	1,406	2,249	62%
Worcester	901	900	910	822	110%
<b>Total</b>	<b>9,129</b>	<b>9,178</b>	<b>9,075</b>	<b>11,226</b>	<b>81%</b>

\*Design capacity is provided by the County, Federal, and Interstate Unit.

**Table 4 presents the county figures for the second quarter of 2019.** The following table presents a breakdown of facility population and capacity for counties that operate more than one facility.

**Table 4**

**Second Quarter 2019  
Population in County Correctional Facilities by Facility,  
April 29, 2019 to June 24, 2019**

Facility	Avg. Daily Population	Beginning Population	Ending Population	Design/Rated Capacity*	% ADP Capacity
<b>Bristol County</b>					
Bristol Ash Street	169	176	163	206	82%
Bristol Dartmouth	853	868	833	304	281%
Bristol Women's Center	77	78	78	56	138%
<b>Essex County</b>					
Essex Middleton	1,174	1,172	1,175	1,291	91%
Essex W.I.T.	29	28	28	23	126%
Essex LCAC	224	229	219	340	66%
<b>Hampden County</b>					
Hampden HOC	774	787	776	1,178	66%
Hampden WMCAC	98	97	100	148	66%
Hampden Women's Center	172	177	169	306	56%
<b>Suffolk County</b>					
Suffolk Nashua Street	550	553	542	453	121%
Suffolk South Bay	843	811	864	1,796	47%

\*Design capacity is provided by the County, Federal, and Interstate Unit.

Due to rounding, the average population by county may not equal the average county population by facility total.

**Table 5 presents the county figures for the previous twelve months.** The county population experienced a small decrease of 98 inmates between April 2018 and March 2019. The overall trend is still one of decline, but has slowed compared to previous reports. Over the trend period, the county facilities operated at 84 percent of their overall design capacity.

**Table 5**

**Previous Twelve Months  
Population in County Correctional Facilities by County,  
April 30, 2018 to March 25, 2019**

<b>Facility</b>	<b>Avg. Daily Population</b>	<b>Beginning Population</b>	<b>Ending Population</b>	<b>Design/Rated Capacity</b>	<b>% ADP Capacity</b>
Barnstable	353	318	337	300	118%
Berkshire	188	214	179	292	64%
Bristol	1,098	1,118	1,069	566	194%
Dukes	17	20	19	19	89%
Essex	1,449	1,419	1,414	1,654	88%
Franklin	226	219	225	144	157%
Hampden	1,165	1,089	1,099	1,632	71%
Hampshire	221	235	199	287	77%
Middlesex	797	811	784	1,501	53%
Norfolk	459	451	527	620	74%
Plymouth	997	981	1,108	1,140	87%
Suffolk	1,467	1,505	1,397	2,249	65%
Worcester	936	975	900	822	114%
<b>Total</b>	<b>9,374</b>	<b>9,355</b>	<b>9,257</b>	<b>11,226</b>	<b>84%</b>

**Table 6 presents the county figures for the previous twelve months.** The following table presents a breakdown of facility population and capacity for counties that operate more than one facility.

**Table 6**

**Previous Twelve Months  
Population in Counties with Multiple Correctional Facilities,  
April 30, 2018 to March 25, 2019**

<b>Facility</b>	<b>Avg. Daily Population</b>	<b>Beginning Population</b>	<b>Ending Population</b>	<b>Design/Rated Capacity</b>	<b>% ADP Capacity</b>
<b>Bristol County</b>					
Bristol Ash Street	163	175	150	206	78%
Bristol Dartmouth	861	865	837	304	289%
Women's Center	74	78	82	56	134%
<b>Essex County</b>					
Essex Middleton	1191	1155	1146	1,291	93%
Essex W.I.T.	34	38	32	23	148%
Essex LCAC	224	226	236	340	66%
<b>Hampden County</b>					
Hampden HOC	873	800	824	1,178	73%
Hampden WMCAC	90	82	94	148	64%
Hampden Women's Center	203	207	181	306	69%
<b>Suffolk County</b>					
Suffolk Nashua Street	590	600	552	453	132%
Suffolk South Bay	876	900	845	1,796	50%

See Technical Notes, p. 8, for information regarding design capacity, custody level designations, facility closings or name changes relevant to this time period.

Due to rounding, the average population by county may not equal the average county population by facility total.

## **Technical Notes**

- Average Daily Population for the previous year was calculated by using the last day of each month.
- Average Daily Population for county facilities was calculated by using the figures provided during the last week of every month.
- Custody snapshot data is based on an end of the month count. Prior to 4<sup>th</sup> quarter 2011, custody snapshot data was taken based on the first of the month.
- Issues regarding the accuracy of testing at the Hinton Drug Lab resulted in several hundred releases “from court,” most occurring during the months of September through December 2012.

## **Timeline of DOC and County Facility Closures and Expansions**

(For previous years, please refer to reports prior to 2<sup>nd</sup> quarter 2015)

### **2011**

- MCI-Cedar Junction began double-bunking maximum security housing units 2 and 3 on March 17, 2011, and the Orientation Unit on March 29, 2011.
- Western Massachusetts Regional Women’s Correctional Center was opened in Hampden County in November 2011, housing most county sentenced females from the western half of the state.

### **2012**

- On July 1, 2012, the maximum number of days an individual could be civilly committed as a Section 35 at MASAC or MCI-Framingham was increased from 30 days to 90 days.
- On June 24, 2012 six pre-release beds were added to MCI-Plymouth. An additional four pre-release beds were added by the end of 2012.
- Chapter 192 of the Acts of 2012, known as the Crime Bill, was enacted on August 2, 2012 and resulted in an immediate change to sentence structure for dozens of inmates.

### **2013**

- Effective April 1, 2013, Brooke House has three types of bed categories; DOC Reentry, Parole Transitional and Parole Halfway. Historically, Brooke House beds were only DOC Reentry.
- As of May 2013, 6 medium security beds were added to MCI-Cedar Junction.
- In May 2013, inmates housed at the Cambridge Jail in Middlesex County were temporarily housed elsewhere due to issues with the water system.
- On October 15, 2013, MCI-Plymouth increased its pre-release capacity to 15 beds while decreasing its minimum capacity to 212 beds. The overall operational capacity remained the same.

### **2014**

- On June 28, 2014 the Middlesex County Jail in Cambridge was officially closed.
- Effective June 30, 2014, the DOC terminated their contract with Spectrum Women and Children’s Program which included 15 beds for female inmates.
- Inmates were temporarily moved out of NCCI-Gardner Minimum in October 2014 due to an energy conservation project.



## **2015**

- Throughout 2015, there were various changes reported for design capacity for numerous county facilities. All design capacities and occupancy data for Massachusetts Houses of Correction and jails reported herein is provided by the County, Federal, and Interstate Unit.
- Effective May 28, 2015, the DOC terminated their contract with Brooke House which included 20 beds for male inmates.
- Inmates are no longer housed at Bay State Correctional Center as of June 30, 2015. The transfer of inmates housed at BSCC to other facilities began in April 2015.
- Effective June 30, 2015, a unit of 48 beds was reallocated at Pondville Correctional Center to house those who have been granted parole and are currently in the Transitional Treatment Program (TTP). They are not considered part of the DOC's custody or jurisdiction populations.
- Due to the closing of facilities, the design capacity for the DOC decreased from 8,029 to 7,728 (301 beds). This change is reflected beginning in the third quarter 2015.
- During the fourth quarter of 2015, numerous units were inactivated within MCI-Concord resulting in the transferring of inmates to other facilities (including all 52A pre-trial inmates at this facility). The closing of units reduced the operational capacity of the facility.

## **2016**

- Effective October 2016, four housing units designated for criminally sentenced inmates at MCI-Framingham were disabled. As a result, these inmates were moved to other housing units within the facility, including units previously designated for pre-trial inmates.
- Effective December 5, 2016, the Transitional Treatment Program was relocated from Pondville Correctional Center to Boston Pre-Release Center. The transfer of parolees affected the number of beds allotted for inmates as well as the capacity figures at both facilities.
- Effective December 22, 2016, MCI-Plymouth was shuttered and remaining inmates were transferred to other DOC facilities.

## **2017**

- During the 1<sup>st</sup> quarter 2017, the design capacity was reduced by 151 inmates due to the shuttering of MCI-Plymouth.
- Effective May 1, 2017, Massachusetts Alcohol and Substance Abuse Center @ Plymouth opened at the former site of MCI-Plymouth, with a design capacity of 151.
- Massachusetts Alcohol and Substance Abuse Center was mothballed on May 6, 2017, resulting in a reduction of 236 from the design capacity.
- Beginning in 2018, the DOC entered into a contract with Stony Brook Treatment and Stabilization Center in Hampden County to house men with Section 35 civil commitments.

## **2019**

- Beginning March 2019, NCCI-Gardner temporarily closed its minimum security unit.

## Guide to Acronyms and Institutions

Acronym	Institution Name	Security Level
ADP	Average Daily Population	n/a
BPRC	Boston Pre-Release Center	Pre-release, minimum
STH	Bridgewater State Hospital	Medium
CFI	County/Federal/Interstate	All
CJ	MCI-Cedar Junction	Medium, maximum (reception center)
CON	MCI-Concord	Medium
DOC	Department of Correction	n/a
DYS	Department of Youth Services	n/a
FRA	MCI-Framingham	Medium
HOC	House of Correction	n/a
LEM	Lemuel Shattuck Hospital	All
MASAC	Massachusetts Alcohol & Substance Abuse Center	Minimum
MCI	Massachusetts Correctional Institution	n/a
MTC	Massachusetts Treatment Center	Medium
MASPLY	Massachusetts Alcohol and Substance Abuse Center at Plymouth	(Civil commitments)
NOR	MCI-Norfolk	Medium
SHI	MCI-Shirley	Minimum, medium
NECC	Northeastern Correctional Center	Pre-release, minimum
NCCI	North Central Correctional Institution	Minimum, medium
OCCC	Old Colony Correctional Center	Minimum, medium
PCC	Pondville Correctional Center	Pre-release, minimum
SMD	South Middlesex Correctional Center	Pre-release, minimum
SBCC	Souza-Baranowski Correctional Center	Maximum

## Definitions

<b>Custody Population</b>	Custody population refers to all inmates incarcerated in a Massachusetts DOC facility.
<b>Jurisdiction Population</b>	Jurisdiction population refers to all inmates considered to be under Massachusetts DOC jurisdiction when the Commonwealth has legal authority over the inmate regardless of where the inmate is being held. DOC jurisdiction includes those incarcerated in Massachusetts DOC facilities and those housed in correctional facilities outside of the Massachusetts DOC (i.e. Massachusetts Houses of Correction, other states' correctional facilities, and the Federal Bureau of Prisons).
<b>Design/Rated Capacity</b>	The number of inmates that planners or architects intended for the institution [as defined by the U.S. Department of Justice, Bureau of Justice Statistics (BJS)]. Rated capacity is the number of beds or inmates assigned by a rating official to institutions within the jurisdiction, essentially formally updated from the original design capacity.

## Security Levels

In May 2012, new security level designations were established according to **103 DOC 101, *Correctional Institutions/Security Levels*** policy which states:

<b>Pre-Release/Contracted Residential Placement</b>	The perimeter is marked by non-secure boundaries. Physical barriers to inmate movement and interaction are either non-secure or non-existent. Inmate movements and interactions are controlled by rules and regulations only. Inmates may leave the institution daily for work and/or education in the community. Supervision while on the grounds of the facility is intermittent. While in the community, supervision is occasional, although indirect supervision (e.g. contact with employer) may be more frequent. Inmates must be within eighteen (18) months of parole eligibility or release and not barred by sentencing restrictions for either placement in a pre-release facility or participation in work, education or program related activities (PRA) release programs.
<b>Minimum</b>	The perimeter is marked by non-secure boundaries. Physical barriers to movement and interaction are either non-secure or non-existent. Inmates may be housed in single, double or multiple occupancy areas. Inmate movements and interactions are controlled by rules and regulations only. Supervision is intermittent. Inmates may leave the perimeter under supervision. Contact visits and personal clothing are allowed.
<b>Medium</b>	The perimeter and physical barriers to control inmate movement and interaction are present. Inmates may be housed in single, double or multiple occupancy areas. Inmate movement and interaction are generally controlled by rules and regulations, as well as with physical barriers. Inmates are subject to direct supervision by staff. Work and program opportunities are available. Contact visits and personal clothing may be allowed. Inmates assigned to medium custody designation at MCI-Cedar Junction will receive contact visits.
<b>Maximum</b>	The perimeter is designed and staffed to prevent escapes and the introduction of contraband. Inmate movement and interaction are controlled by physical barriers. Inmates are housed in single and double cells. The design of the facility offers an ability to house some offenders separate from others without a limitation of work and/or program opportunities. Inmates are subject to direct supervision by staff. At the superintendent's discretion, contact visits may be allowed at Souza Baranowski Correctional Center and MCI Cedar Junction's reception beds (which are considered maximum security). Personal clothing is generally not allowed.