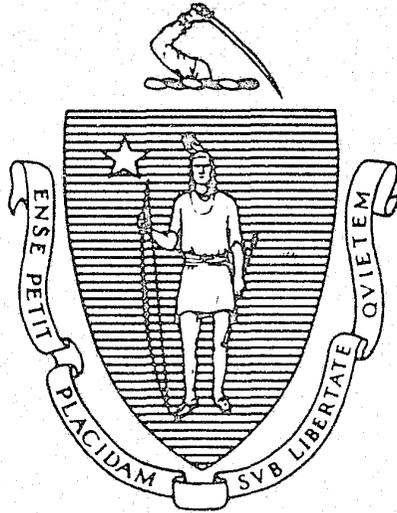


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Balanced Decision-Making Effective Community Supervision Parole in Massachusetts



1985 ANNUAL REPORT MASSACHUSETTS PAROLE BOARD

109785

U.S. Department of Justice
National Institute of Justice

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The fact is that over 95% of the people incarcerated in Massachusetts jails and prisons will return to the community either under parole supervision or by wrapping up their sentences. A system which includes balanced decision making at release hearings, effective supervision and services in the community to enhance reintegration, and a vehicle for immediate return to custody if the offender's welfare or public safety dictates, provides the public with far greater protection than a straight discharge from an institution and maximizes the offender's chances for success in the community.

Parole is that system.

Massachusetts Parole Board 1985 Annual Report

Credits

Massachusetts Parole Board

Michael S. Dukakis, Governor
Philip W. Johnston, Secretary of Human Services
John J. Curran, Jr., Chairman
Ruth Ann Jones, Executive Director
Edward J. Dolan, Director of Research and Planning
Lorraine Carli, Public Information Officer

Massachusetts Parole Board Members During 1985

John J. Curran, Jr., Chairman
Michael J. Albano
Kevin Burke
Robert P. Gittens
Rev. Michael E. Haynes
John W. McKean
Donald J. Myers
Gertrude Pina
Ruth Atkins Suber

For further information or additional copies, please call 727-3271, or write Public Information Office, Massachusetts Parole Board, 100 Cambridge Street, Boston, MA 02202.

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**Balanced Decision-Making
Effective Community Supervision
Parole in Massachusetts**



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JAN 11 1988

ACQUISITIONS

1985 Annual Report

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Introduction —

Parole in Massachusetts Perception vs. Fact

The parole process in Massachusetts is an integral component of the criminal justice system. Yet it is one that is oftentimes misunderstood by criminal justice practitioners and the general public alike. Certain perceptions of parole do not match the reality of the system.

Parole is the process of allowing selected inmates to serve a portion of their sentences in the community under strict supervision and subject to specific rules and conditions. Striving to achieve its mission of reintegration while protecting the public and preventing further criminal behavior, the Parole Board seeks to provide —

Balanced Decision-Making Effective Community Supervision

Parole is not an early release for good behavior. The Parole Board does not release every offender when he or she reaches his/her initial parole eligibility date but only those who pose no more than a reasonable risk and who have earned an opportunity to be paroled. Parolees are under supervision in the community and must adhere to strict conditions of release in addition to all laws. A parolee can and will be reincarcerated immediately for serious non-compliance with any conditions of parole. Commission of a new offense is not necessary for revocation.

The purpose of the 1985 Annual Report of the Massachusetts Parole Board is to provide a better understanding of the function of parole and how the Massachusetts Parole Board performed in its major areas of jurisdiction in 1985.

The following pages outline the activities of 1985 and give an historical perspective of the agency's workload. A companion volume, Parole Board Hearings in Massachusetts in 1985, provides a more detailed statistical summary of parole related activities in 1985. ■

Parole Board Members

Seven members, each of whom is appointed by the governor, make up the Massachusetts Parole Board. The members serve terms of five years. Each must meet certain statutory qualifications including five years or more of training and experience in one or more of the following fields: parole, probation, law, law enforcement, psychology, psychiatry, sociology and social work.

The Board Members are responsible for release, rescission and revocation hearings. Additionally, the Board functions as the Advisory Board of Pardons, making recommendations to the governor on pardons and commutations. Board Members are also available to victims and witnesses for input on specific cases and to the public for input, in general.

The following individuals served on the Parole Board during 1985.

The Board strives to make a balanced decision based on predetermined criteria, available information and sound reasoning. Their objective is to balance the public safety needs of the community and the potential risk of the offender.



John J. Curran, Jr., Chairman, — Chairman Curran was appointed to the Parole Board by Governor Michael S. Dukakis in March of 1984. Mr. Curran has extensive experience as both a prosecuting attorney and a defense attorney. He was formerly employed by the Attorney General's Office as an assistant attorney general and served in the capacity of deputy chief of the Medicaid Fraud Control Unit. Previous to this, Mr. Curran served as deputy director of the Massachusetts Committee on Criminal Justice. Prior to that, he was a trial attorney in the District and Superior Courts for the Massachusetts Defender's Committee. Chairman Curran graduated cum laude from Suffolk University School of Law in 1975. In 1968, he received his Bachelor of Arts Degree from the College of the Holy Cross, Worcester, Massachusetts. Mr. Curran resides in West Boylston.



Michael J. Albano — Mr. Albano was appointed to the Parole Board in October of 1982 by former Governor Edward J. King. Prior to his appointment, he served as a probation officer in the Westfield District Court, as well as a youth counselor for the Springfield Park Department. Mr. Albano holds a Masters Degree in Criminal Justice from American International College, Springfield, Massachusetts, and a Masters Degree in Public Administration from the University of Hartford, Hartford, Connecticut. Mr. Albano earned his Bachelor of Science Degree from Springfield College in 1974. In addition, Mr. Albano served on the faculty at Springfield Community College and Asnuntuck Community College. Mr. Albano is a member of the Springfield School Committee and resides in Springfield.



Reverend Michael E. Haynes — Reverend Haynes was appointed to the Parole Board in 1969 by former Governor Francis Sargent and reappointed by Governors Michael S. Dukakis and Edward J. King. Reverend Haynes served in the Massachusetts House of Representatives representing the seventh Suffolk district from 1965-1969. Since 1952, Reverend Haynes has been the minister of the Twelfth Baptist Church in Roxbury and has been deeply involved in community service work in the Roxbury area over the last three decades. Reverend Haynes holds a Doctor of Laws Degree from Gordon College, a Doctor of Public Service Degree from Barrington College and a Doctor of Divinity Degree from Northeastern University. Reverend Haynes resigned in February of 1985. He resides in Roxbury.



Ruth Atkins Suber — Ms. Suber was appointed by Governor Michael S. Dukakis in March,

1985. Prior to this appointment, she served as the assistant director of Criminal Justice Placement at Northeastern University. She also served as the court monitor evaluator for the Massachusetts Committee on Criminal Justice from 1976 to 1980. In addition, she was the director of the Council of Elders Legal Assistance Program from 1974 to 1976. In 1973 she received her Bachelor of Arts Degree in Criminal Justice from Northeastern University. One year later she received her Masters Degree in Criminal Justice from Northeastern. Ms. Suber resides in Lynn.



John W. McKean — Mr. McKean was appointed to the Parole Board by Governor Michael S. Dukakis in February, 1985. Prior to this appointment, he served as chairman of the County Commissioners for Essex County from 1978 to 1984. He was also engaged in the practice of law with the law firm of DiCara and McKean before joining his brother to form McKean and McKean. In addition, Mr. McKean was the director of the Robert F. Kennedy Action Corps, an agency dealing with youth in trouble with the law from 1973 to 1975. He earned his law degree from Suffolk University Law School in 1976. In 1971 he received his Bachelor of Arts Degree from Harvard University. Mr. McKean resides in Beverly.



Gertrude J. Pina — Ms. Pina has been employed in the Human Services/Correction field since 1965. She was appointed to the Parole Board in June of 1980 by former Governor Edward J. King. Prior to this appointment, she was employed by the Department of Correction as the first superintendent of the South Middlesex Pre-Release Center. In 1973, she became the first director of the Charlotte House Residential Treatment Center for Female Offenders located in Boston. Additionally, Ms. Pina has served as a senior staff person on the Governor's Committee on Law Enforcement. Ms. Pina's term expired during 1985. She resides in Dorchester.



Robert P. Gittens — Governor Michael S. Dukakis appointed Mr. Gittens to the Parole Board in October of 1985. Prior to his appointment, he served as deputy chief legal counsel to the governor. Before his service in the governor's office, Mr. Gittens worked in the litigation department for the law firm of Gaston Snow and Ely Bartlett. He has also done work for the Massachusetts Supreme Judicial Court, Massachusetts Appeals Court, Greater Boston Legal Services, Massachusetts Attorney General's Office and the United States Department of Justice, Civil Rights Division. Mr. Gittens received his Bachelor of Arts Degree from Northeastern University in 1975 and graduated from Northeastern University Law School in 1978. He resides in Dorchester.



Donald J. Myers — Mr. Myers was appointed to his second term as a Parole Board member by Governor

Michael S. Dukakis in June of 1984. He was first appointed to the Parole Board in November of 1975. His career began in 1949 when he became a correction officer at Charlestown State Prison. Mr. Myers rose through the ranks of the Department of Correction and Parole and became the first director of the Massachusetts Community Assistance Program. The program today is recognized nationwide by the American Correctional Association for its outstanding work in assisting developmentally disabled parolees. Mr. Myers resides in Foxboro.



Kevin Burke — Former Governor Edward J. King appointed Mr. Burke to the position of Parole Board Member in March of 1981. Prior to his appointment, he was employed in the Massachusetts Trial Court system. His professional experience includes that of administrative clerk, Essex County Superior Court, acting clerk-magistrate, Newburyport District Court and probation officer with the Newburyport District Court. Mr. Burke received his Masters Degree in Human Services from Boston University and a Bachelor of Science Degree from Salem State College. Mr. Burke is a certified secondary level teacher and a licensed certified social worker. He resides in West Roxbury.

Executive Director



Ruth Ann Jones, Executive Director — Ruth Ann Jones became the first executive director of the Massachusetts Parole Board in July of 1984. In this capacity, Ms. Jones oversees the operation of the agency. Ms. Jones came to the Parole Board from the Office of the Chief Administrative Justice of the Trial Court where she served as assistant director of the Systems and Planning Department. Prior to that, she served as resource coordinator for the Office of the Chief Administrative Justice. Ms. Jones worked for the Massachusetts Committee on Criminal Justice from 1976 until 1979 holding the positions of correction program specialist, manager of Program Development and director of Program Operations. Ms. Jones received her Bachelor of Arts Degree from the University of Southern California in 1970, completed two years of graduate study in urban and regional planning at New York University and received a Master's Degree in Business Administration from Simmons College in August of 1984. She resides in Pembroke.

Parole Eligibility

Not every inmate is eligible for a parole hearing and eligibility for a parole hearing does not automatically mean release. Parole hearing eligibility is determined by the sentence or combination of sentences given by the court, by statutes governing mandatory and minimum sentences and by Parole Board policy. Calculating parole eligibility is a complicated task. The following paragraphs outline some of the general rules on parole eligibility. For more specific information, consult the Massachusetts General Laws or contact the Parole Board directly.

The Massachusetts Parole Board has paroling authority for sentences or total aggregate sentences with committed portions of sixty days or more. Prisoners serving life sentences for first degree murder are not eligible for parole unless the governor grants a commutation. All other life sentences carry a parole eligibility of 15 years. There are basically three types of sentences imposed in Massachusetts.

The first category is state prison sentences. A state prison sentence consists of a minimum and maximum number of years (ie. 9-15). Parole eligibility is set

at either one-third or two-thirds of the minimum sentence depending on the offense. Generally non-violent offenses carry a one-third eligibility. Violent or sexual felonies enumerated in M.G.L. Ch. 265 carry a two-third eligibility. A state prison sentence for a crime committed on parole, regardless of the offense, carries a two-thirds eligibility.

The second sentence type is the Concord/Framingham or reformatory sentence. These sentences have no minimum or maximum range but are composed of a single number of years (ie. 10 years). Eligibility, set by Parole Board policy, ranges from six months to two years and is based on two factors: length of sentence and whether or not the individual has a prior commitment at the time the present offense occurred.

The third sentence type in Massachusetts is to a house of correction. These sentences have a maximum term up to two and a half years. Eligibility, set by Parole Board policy, requires that an individual complete half the sentence before being eligible for a hearing.

In unusual cases containing special circumstances, such as a

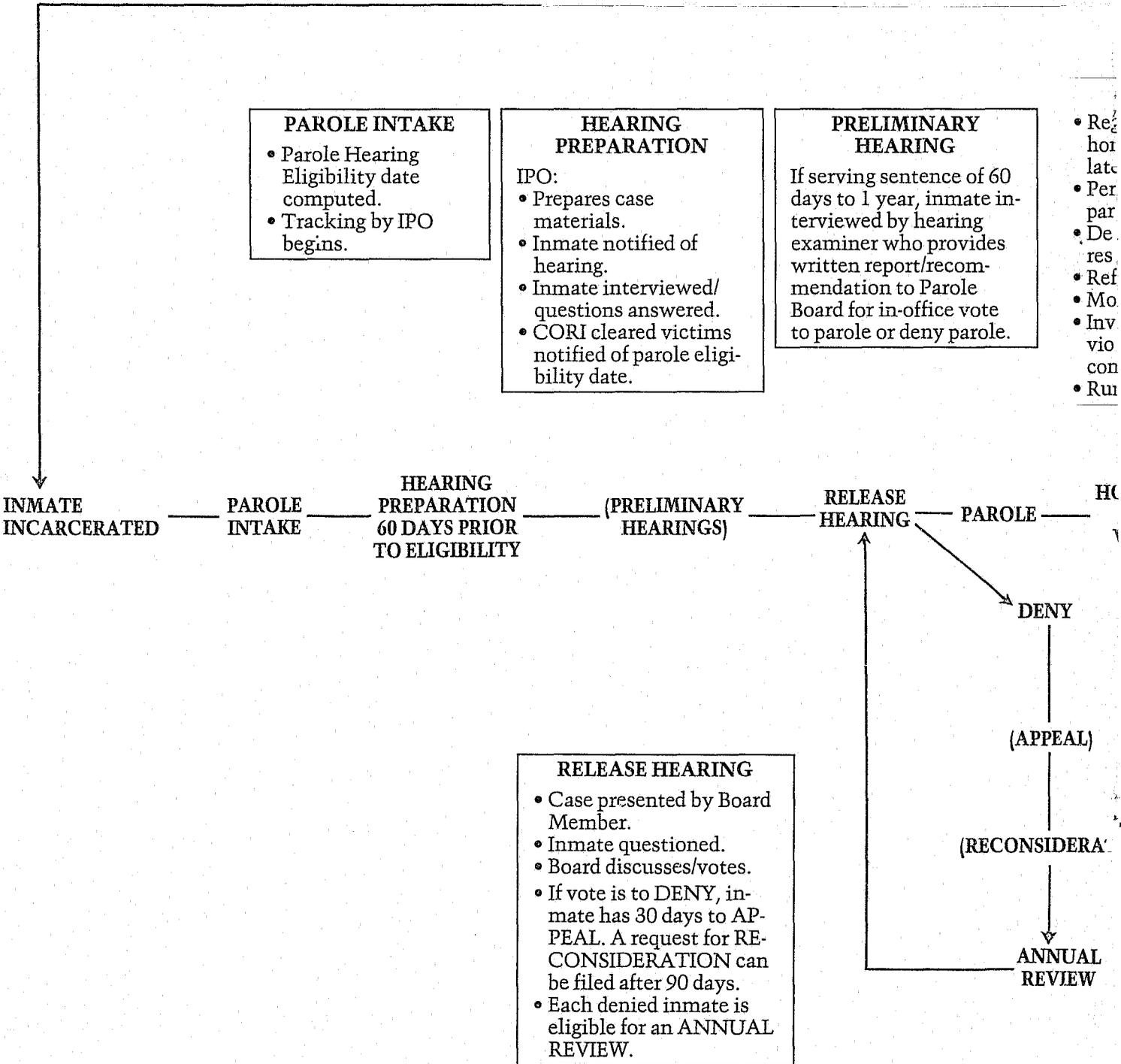
serious illness, there is a mechanism to reduce the parole eligibility date. By a majority vote of the full Board, eligibility on Concord/Framingham or house of correction sentences may be reduced to any date. By a majority vote of the full Board, eligibility on a state prison sentence may be reduced, via special consideration, to one-third of the minimum, but not less than one year. This process is rarely exercised and the case must have unusual factors to merit such review. In 1985, there were only 18 paroles via special or early consideration out of 3,382 total paroles. ■

Not every inmate is eligible for a parole hearing and eligibility for a parole hearing does not always mean release.



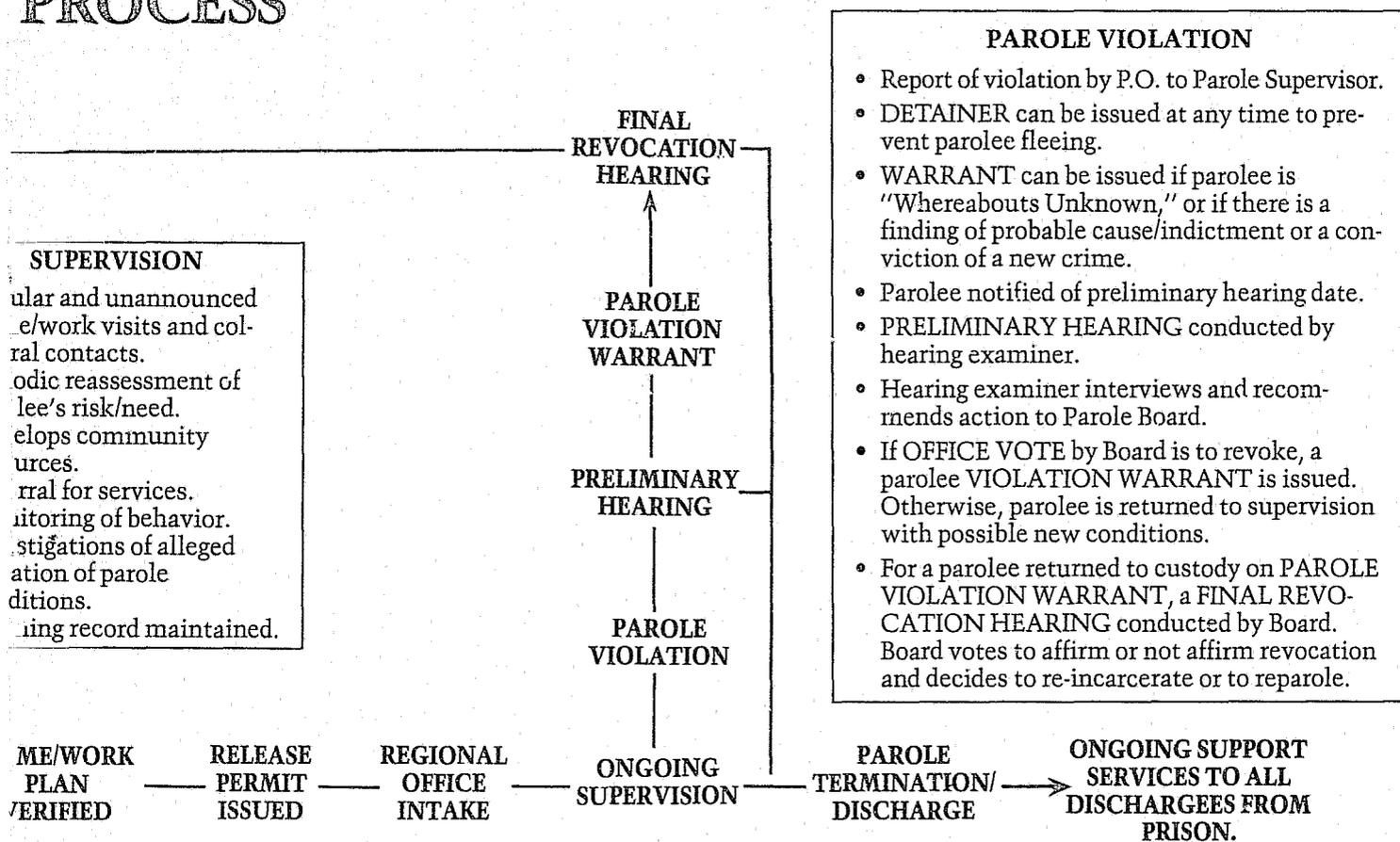
Board members Robert Gittens, Chairman John J. Curran, Jr. and Donald Myers interview an inmate at MCI-Norfolk.

MASSACHUSETTS PAROLE



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PAROLE BOARD PROCESS



SUPERVISION

- Regular and unannounced home/work visits and collateral contacts.
- Periodic reassessment of parolee's risk/need.
- Develops community resources.
- Referral for services.
- Monitoring of behavior.
- Investigations of alleged violations of parole conditions.
- Parole record maintained.

PAROLE VIOLATION

- Report of violation by P.O. to Parole Supervisor.
- DETAINER can be issued at any time to prevent parolee fleeing.
- WARRANT can be issued if parolee is "Whereabouts Unknown," or if there is a finding of probable cause/indictment or a conviction of a new crime.
- Parolee notified of preliminary hearing date.
- PRELIMINARY HEARING conducted by hearing examiner.
- Hearing examiner interviews and recommends action to Parole Board.
- If OFFICE VOTE by Board is to revoke, a parolee VIOLATION WARRANT is issued. Otherwise, parolee is returned to supervision with possible new conditions.
- For a parolee returned to custody on PAROLE VIOLATION WARRANT, a FINAL REVOCATION HEARING conducted by Board. Board votes to affirm or not affirm revocation and decides to re-incarcerate or to reparole.

HOME/WORK PLAN

- P.O. checks to ensure that home/work exist and are suitable for Parolee.

REGIONAL OFFICE INTAKE

- P.O. conducts initial interview.
- Conducts Risk/Need Assessment.
- Level of supervision determined.
- Establishes supervision plan.

TERMINATION/DISCHARGE

Parole supervision can end by:

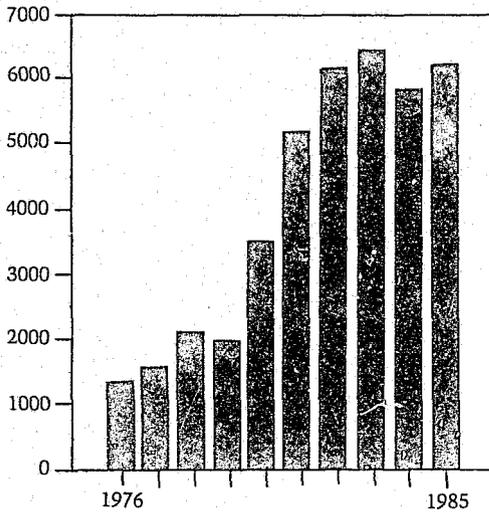
- Discharge or completion of term of parole.
- Termination or vote of the Board to terminate the parolee's sentence.

ONGOING SUPPORT SERVICES

- Includes emergency financial and social service support available to all needy ex-offenders.

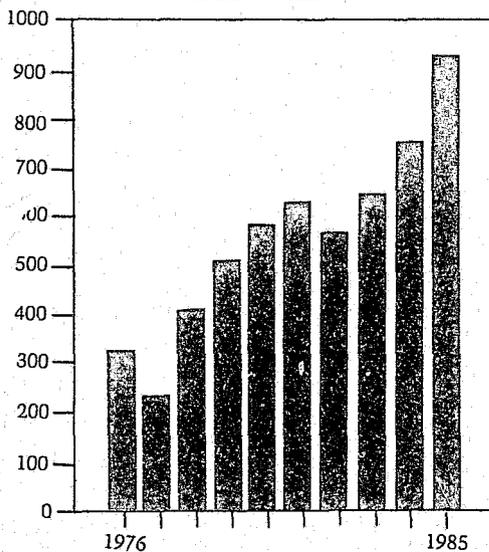
Hearings

Total Release Hearings Held
10 YEAR TREND



The revocation component of the parole system in Massachusetts is a built-in safeguard for the public and the parolee.

Total Revocation Hearings
10 YEAR TREND



The first major area of responsibility of the Parole Board is to conduct hearings on appropriate parole-related cases. In all hearings, the Board strives to make a balanced decision based on pre-determined criteria, available information and sound reasoning. Their objective is to balance the public safety needs of the community and the potential risk of the offender. The underlying goal is to assure the safety of the public.

The Parole Board sits in panels of three members at major state correctional facilities and pre-release centers and panels of two at county houses of correction on sentences of over one year. A majority vote governs a three-member panel while a divided two-member panel vote is referred to a third member designated by the chairman to determine the decision. Individuals sentenced to one year or less are seen by a hearing examiner whose written recommendations are forwarded to the Board for a vote. Those serving life sentences for crime with a parole eligibility are heard at their first eligibility (15 years) by the full seven-member Board. In addition to releases, the Board makes all revocation and rescission decisions and has responsibility for the supervision of all persons released on parole in the Commonwealth.

Release Hearings

The majority of hearings conducted by the agency are release hearings. It is a perception that the Parole Board paroles every inmate when he or she reaches parole eligibility. In reality, the Board denies release in about 45 percent of the cases seen during the course of the year.

The task before the Board when making a decision on release is to determine if the offender, at that time in his or her sentence, is a reasonable risk to be allowed to serve the balance of his or her sentence in the community, under supervision and subject to specific conditions. The areas ex-

plored when making a decision include the nature of the offense for which the offender is serving time, criminal history, institutional record, program and counseling participation, past behavior under supervision, if any, community and family support and future plans. Following is a synopsis of the hearings during 1985.

In 1985, there were 2,154 state release hearings resulting in 1,180 people receiving parole. There were 1,030 release hearings for county cases with sentences of more than one year resulting in 733 people receiving parole and 2,972 release hearings for county cases with sentences of one year or less which resulted in 1,469 people receiving parole. The overall paroling rate for 1985 was 55 percent.

Revocation Hearings

Revocation is the process by which a parolee's permit to be at liberty may be permanently or temporarily taken away as a result of violating one or more of the conditions of parole. A hearing is conducted by the Board before revocation occurs to weigh the evidence in support of the violation and to give the parolee an opportunity to be heard. The revocation component of the parole system in Massachusetts is a built-in safeguard for the public and the parolee. It allows the Parole Board to detain a parolee who may be in violation of his parole either for committing a new crime or for not complying with some other condition of parole.

There were 933 revocation hearings held in 1985; 655 in state institutions and 278 in county facilities. Of the 933 individuals for whom hearings were held, 234 were re-paroled and 699 were re-incarcerated.

Rescission Hearings

A rescission hearing is held when an inmate's behavior, after receiving a favorable vote but prior to release date, warrants Parole Board review. For example, a major disciplinary report at the institution would constitute reason for a rescission hearing. At this hearing, the inmate's parole release date is either withdrawn, postponed or reactivated depending on the Board's review of that behavior.

In 1985, there was a total of 236 rescission hearings at state and county correctional facilities. Of the 159 state rescission hearings, 80 resulted in new release dates and 79 in no new release date. Of the 77 county rescissions 42 received new release dates and 35 did not. ■

Institutional Services

The Institutional Services Unit is responsible for preparing all state and county release, revocation and rescission cases to be heard by the Parole Board or hearing examiners. Institutional staff work in all major state and county correctional facilities across the Commonwealth and compile all available, relevant data to allow the Board or hearing examiner to make an informed, balanced judgement. In addition, since the passage in 1983 of M.G.L. 258B, the Victim/Witness Rights Bill, Institutional Services notifies CORI cleared victims, witnesses and their families of relevant parole hearing dates and eligibility outcomes.

During 1985, the Parole Board began pilot projects in the areas of substance abuse with the Department of Public Health and mental health with the Department of Mental Health in the southeastern part of the state. In each instance, the programs are attempting to do the same thing: begin providing needed community services to inmates before they leave the institution so that a solid treatment plan is in place when they return to the community. The Institutional Services staff is instrumen-

tal in identifying appropriate candidates and administering these programs.

The number of parole-related hearings has risen significantly over the last several years, coinciding with the dramatic increase in state and county inmate populations. Since 1976, the total number of hearings has risen from 1,624 to 7,325 in 1985. ■

Special Operations

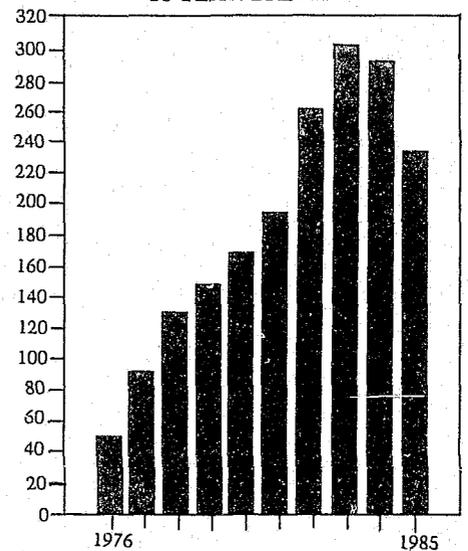
Established in 1985, Special Operations encompasses the Warrant and Investigations Unit and the Interstate Compact Unit. The Warrant and Investigation Unit is responsible for the processing of parole related warrants issued by the Parole Board. The unit conducts investigations as requested by the Parole Board with regard to parole, pardon and commutation cases. The unit is also responsible for handling the return of out-of-state parole related prisoners, and assists the field parole staff in investigation, arrest and transportation of parole violators. Finally, the unit is responsible for monitoring the status of all outstanding detainer cases.

The ability to bring a parolee back into custody via the quick action of the Special Operations and field parole staffs before an actual crime has been committed and without the requirement of a court issued warrant, is a strength of the parole system. The Warrant Unit oversees the issuance of warrants for all field staff. This is the initial step in the revocation process.

The Interstate Compact Unit is responsible for working with other states under a reciprocal agreement for the supervision of parolees transferred to and from other states. The unit provides administrative supervision of these parolees, maintains contact with the supervising jurisdiction and provides oversight for 200 to 300 out-of-state parolees supervised by Massachusetts parole officers. The unit also oversees some 600 to 700 Massachusetts parolees serving parole in other states. ■

Total Rescission Hearings

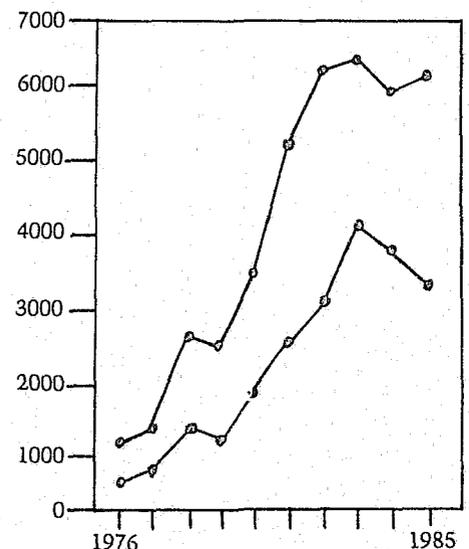
10 YEAR TREND



The number of parole-related hearings has risen significantly over the last several years, coinciding with the dramatic increase in state and county inmate populations. Since 1976, the total number of hearings has risen from 1,624 to 7,325 in 1985.

State and County Hearings/Releases

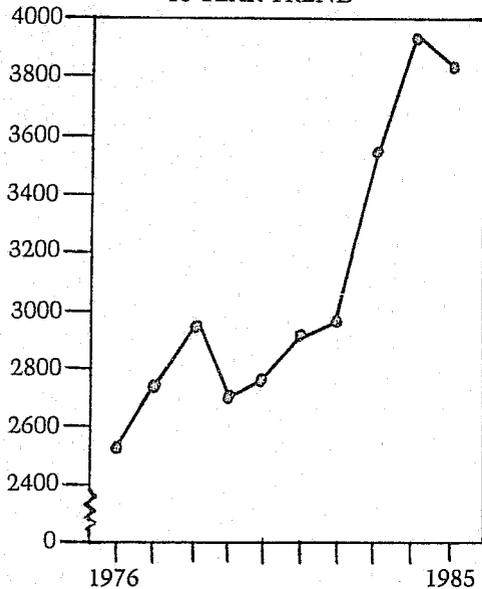
10 YEAR TREND



Field Services

Parolees Under Active Supervision

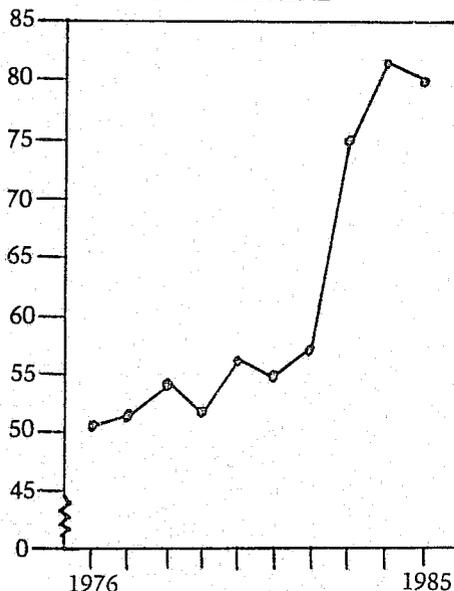
10 YEAR TREND



Effective community supervision is viewed as one of the most important components of a successful parole system.

Average Caseload Per Parole Officer

10 YEAR TREND



The Field Services Unit is responsible for monitoring and supervising all parolees who are released by the Parole Board. The field parole officer's role begins with the investigation of the home and work plans proposed by the inmate before release and continues throughout the supervising period until the termination of parole. Effective community supervision is viewed as one of the most important components of a successful parole system. Field parole officers work in the community and are based in seven regional offices throughout the Commonwealth. Their role is that of a law enforcement official and a social service agent.

In the area of law enforcement, they are responsible for assuring a parolee's compliance with specific conditions of parole. These conditions are designed to provide guidance for a parolee and to facilitate transition into the community while at the same time assuring the protection of the public. They include obeying laws, maintaining employment and avoiding contact with people known to have criminal records. Additionally, the Board can impose special conditions such as attending alcohol counseling or avoiding contact with certain individuals such as the victims of the crime.

As social service agents, parole officers broker for the services of the community to aid in the successful reintegration of the offender into society. Parole officers assist with employment, training, counseling and any other specific needs of parolees.

During 1985, there were some 7,200 individuals under parole supervision during the course of the entire year. On any given day in 1985, there were approximately 3,800 individuals under parole supervision in Massachusetts. Forty-eight field parole officers supervised an average of 79 parolees. Over the last ten years, the number of persons on active

parole status has increased from 2,504 to the current level of 3,853 and average caseloads per field officer have risen from 45 to the current 79. These continually escalating figures are due in large measure to two factors: the tremendous increase in the Commonwealth's inmate population and the statutory change in 1980 which gave the Parole Board paroling jurisdiction over all persons serving 60 days up to one year in county houses of correction. This responsibility was previously handled by county commissioners.

Also included within the Field Services Unit is the Massachusetts Community Assistance Parole Program (MassCAPP), a specialized program designed to assist mentally retarded and developmentally disabled parolees in attaining the skills and discipline needed to live independent, productive and crime-free lives. Consisting of an eight bed residential program and a supportive services unit for clients living in the community, MassCAPP is based at Brooke House, located in Boston. During 1985, 31 persons were released to the program. Of that number 25 were released to the residential component, and six were released to their homes. The caseload for the MassCAPP is approximately 50.

In July, 1985, the Parole Board began the "Halfway Back" Program in conjunction with Massachusetts Halfway House, Inc. This program serves as an alternative to incarceration for parolees experiencing difficulty in adapting to life in the community. Parolees who have violated certain conditions of their parole (primarily non-criminal violations) may be returned to this structured residential program in the community. This program provides supportive services designed to further assist in the parolee's reintegration while at the same time alleviating the need for a correctional bed. ■

Hearing & Revocation Unit

The Parole Board has seven hearing examiners assigned to conduct county parole hearings and preliminary hearings for possible revocation of parole.

Release Grant Hearings

Statutorily, the hearing examiners may conduct hearings in county cases for individuals serving sentences from 60 days up to 2½ years. However, it is present Board policy to assign them to cases with sentences up to and including one year. During 1985, they conducted release hearings at 11 state institutions, 17 county institutions and at four other locales (i.e. halfway houses, etc.). Using a prepared parole summary and after conducting a personal interview, they arrive at a judgment or conclusion which is then forwarded to the Parole Board in the form of a recommendation. Recommendations will be either: a) there is good basis for denial of parole — listing factors used in arriving at this decision; b) there is good basis for release on parole — listing factors used in arriving at this decision.

If the first Parole Board Member concurs with the recommendation, it is affirmed; if the first voting member disagrees with the recommendation, two agreeing Board votes are required for the final decision. In 1985, the hearing examiners prepared 3,918 release hearings, up from 2,625 in 1981. Of the number of cases prepared, 3,412 cases were heard.

Preliminary Hearings for Possible Revocation of Parole

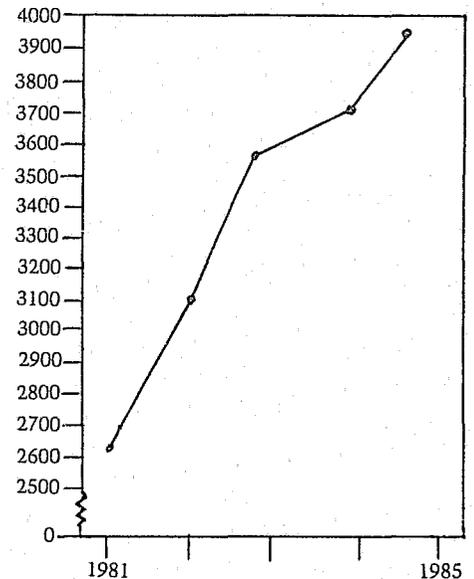
The hearing examiners also conduct preliminary hearings on all parolees alleged to have violated one or more of their parole conditions. The only exceptions are those cases where the court has found guilt, probable cause or where a grand jury has returned an indictment. At the end of calendar year 1985, the unit had

been in operation for five full years. During this five year period, the workload has increased 65 percent for cases scheduled and assigned to hearing examiners. This is a quasi-judicial hearing where each alleged violation is examined to see if probable cause exists, and if so, whether the parolee should be detained for a final revocation hearing by the Parole Board. Due process rights require a written statement of the evidence relied upon and exact reasons for recommended revocation. This calls for examination of witnesses, summarization of evidence, and interaction between the parolee, his or her attorney and Parole Board staff. After carefully considering the facts, arguments, etc., the hearing examiner arrives at a decision, which is then forwarded to the Parole Board in the form of a recommendation. As in release hearings, if the first Member concurs with the recommendation, it is affirmed; if the first voting Member disagrees with the recommendation, two agreeing Board votes are required for the decision.

At present, hearing examiners are conducting preliminary hearings at seven state institutions, 16 county institutions and regional parole offices. In 1985, the hearing examiners conducted and submitted for a vote 970 preliminary hearings, up from 589 in 1981. ■

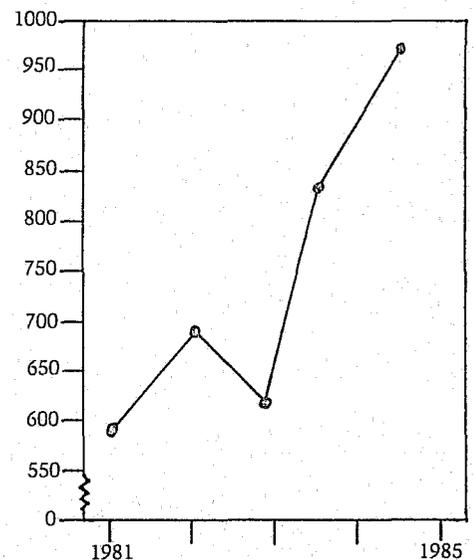
Preliminary Release Hearings

5 YEAR TREND



Preliminary Revocation Hearings

5 YEAR TREND



Commutations and Pardons

The Parole Board also serves as the Advisory Board of Pardons. In this capacity, the Board is required to review all petitions for the two types of executive clemency and forward its non-binding recommendations to the governor and governor's council. The two types of executive clemency are commutations and pardons.

Commutations (shortening of the period of punishment)

Commutations	1981	1982	1983	1984	1985
Petitions Received	34	43	61	39	48
Hearings	2	6	8	6	4
Commutations Granted	2	2	3	0	2

Commutations are an integral part of the correctional process. Commutations are intended to serve as motivation for individuals to become law-abiding citizens. It is an extraordinary remedy reserved for rare and special circumstances. During 1985, of the 48 petitions received, four hearings were granted, resulting in two commutations. The figures on this page reflect the numbers of commutation petitions received, hearings held and commutations granted over the last five years.

The fact that commutation relief is exercised in only extraordinary cases is reflected in the five year statistics showing that 12 percent on all petitioners were granted a hearing and only four percent of the petitions resulted in commutation. Additionally, of the ten commutations granted since 1981, two were granted to terminally ill inmates and one to a reporter who received a contempt of court sentence.

The fact that commutation relief is exercised in only extraordinary cases is reflected in the five year statistics showing that 12 percent of all petitioners were granted a hearing and only four percent of the petitions resulted in commutation.

Pardons

(state forgiveness for a crime)

Pardons	1981	1982	1983	1984	1985
Hearings	110	134	121	101	109
Pardons Granted	45	65	49	49	64

Pardons are an act of executive clemency for persons who exhibit a substantial period of good citizenship subsequent to completion of sentence and who have specific compelling need to clear their record. In accordance with its statutory responsibility to advise with regards to pardons, the Parole Board acted on 97 pardon petitions during 1985 and held 109 hearings that resulted in 64 pardons being granted. The Governor's Council receives an average of over 100 petitions per year. ■

Administration and Finance Overview

Budget

Calendar year 1985 includes both FY1985 (July 1, 1984 - June 30, 1985) and FY1986 (July 1, 1985 - June 30, 1986) with regards to budget. The Parole Board received increases in funding for both these fiscal years to allow the agency to begin to address the effects of continually rising parolee and inmate populations.

The Parole Board's FY1985 total funding level of \$5,326,834 represented a 31.5 percent increase in available funding over FY1984. Additional monies allocated to the agency in FY1985 were used to hire 11 new employees and start a new residential program for parolees entitled "Halfway Back." The FY1986 agency appropriation of \$6,241,725 was an 18.1 percent increase beyond FY1985. The majority of this additional funding will provide for 28 new positions during the second half of the fiscal year. These new positions will be divided equally between the Field and Institutional Services Unit and will allow the Parole Board to improve the decision-making and supervision operations, which comprise two of the major functions of the agency.

To better understand how the Parole Board functions, it is important to look at how the funding is allocated throughout the agency. Based on the FY1985 total expenditure level of \$5,290,681, the agency's Field Services Unit is the single largest user of resources. More than 46 percent of all funds spent by the Parole Board in FY1985 were for personnel, programs, equipment and various other support costs of the Field Services Unit. Field Services, coupled with the Special Operations Unit, accounts for more than 51.59 percent of all agency resources being allocated to the supervision, investigation and transportation of parolees and parole violators.

Another of the agency's major areas of responsibility, parole decision-making is performed by three distinct units: Institutional Services, Hearing Officers and the members of the Parole Board. Collectively these groups accounted for 37.6% of total agency spending. The remaining expenditures were consumed within the Parole Board's Central Office which includes the executive director, office manager, pardons coordinator and the agency's Legal, Research and Planning, Human Resources and Fiscal Units.

Human Resources

The Massachusetts Parole Board employed approximately 176 people during 1985. Seventy-one positions were allotted to the Field Services Unit, 60 to Institutional Services and 45 to the Central Office. Additionally, both Field and Institutional Services will be receiving 12 positions in the second half of FY1986.

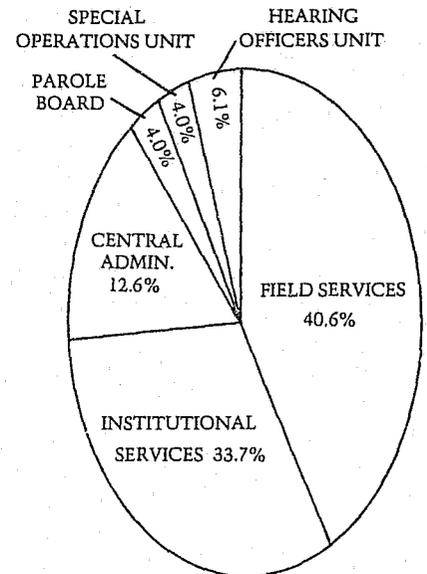
The Parole Board is committed to hiring qualified females, minorities and Vietnam era veterans in all areas of staffing and has maintained high percentages in all job categories over the last few years. During 1985, 48.5 percent of all employees were female, 18.7 percent were minority and 15.3 percent were Vietnam era veterans.

Significant events for the Human Resources Unit in 1985 included the purchase of a terminal and printer in July to be used for both input and output for the automated personnel/payroll management information system (PMIS) used statewide. Also in July, the Civil Service Commission administered exams for junior parole officers and parole officers. It was the first exam ever given for junior parole officers and the first exam for parole officers in 12 years.

In 1985, Parole Board staff received 5,425 hours of training. This figure represents an average of over 30 hours per employee. ■

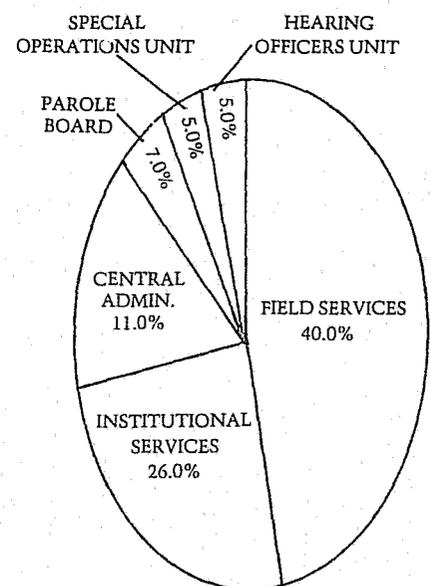
Massachusetts Parole Board

PERSONNEL DISTRIBUTION BY FUNCTION



Parole Budget FY 1985

PERCENT DISTRIBUTION



1986 Project Goals

The Parole Board has defined improving agency operations and opening up the parole process as its major goals for calendar year 1986. In striving to achieve these goals, the Parole Board will be working on a number of major initiatives in the following year. These include:

- **Automation of Field Services** — With the purchase and installation of a major computer network, the Parole Board will for the first time automate its data collection system and in so doing will significantly expand its ability to monitor field operations and generate data on the parole population.
- **Revision of Manual** — High on the agenda for 1986 is the completion of a new Manual of Policies and Procedures. This task includes completely revising and rewriting every policy in the agency. The finished document will serve as the foundation for agency operations, a useful reference tool as well as the basis for developing some materials about parole to assist in educating the public.
- **Supervision Task Force** — The Parole Board will organize a special Task Force on Field Services with specific emphasis on supervision standards. The goal of this task force will be to develop action plans for improving agency operations in the area of case flow management, use of purchased services, intensive parole supervision and management of information.
- **Creation of Victim Services Unit** — Included in its effort to open up the parole process, the Parole Board will establish a Victim Services Unit to seek information from and assist victims of crime in understanding the parole process. This unit will implement a number of initiatives to address the needs of victims and advocates throughout the Commonwealth. ■

Commonwealth of Massachusetts Parole Board

The Parole Board is comprised of a central administrative office and seven regional offices located throughout the state. The regions, which are divided into approximately 50 districts, are each administered by a supervising parole officer. Parole officers are responsible for community supervision of offenders released to their districts.

Administrative Office

100 Cambridge Street
Room 2207
Boston, Massachusetts 02202
Telephone: (617) 727-3271

Regional Offices

Central Office
735 Morrissey Boulevard
Dorchester, MA 02122
Telephone: (617) 727-1583

Urban Office
372 Blue Hill Ave., 3rd floor
Roxbury, MA 02121
Telephone: (617) 727-6506

Suburban Office
403 Highland Avenue
Somerville, MA 02144
Telephone: (617) 776-1400

Midstate Office
332 Main Street, Suite 710
Worcester, MA 01608
Telephone: (617) 753-7252

Western Office
436 Dwight Street, Room 302
Springfield, MA 01103
Telephone: (413) 733-9014

Southwest Office
888 Purchase Street
Suite 221
New Bedford, MA 02742
(Opening August, 1986)

Northeastern Office
217 Appleton Street
Lowell, MA 01103
Telephone: (617) 452-4972

Southeastern Office
425 Forest Avenue
Brockton, MA 02402
Telephone: (617) 584-3729

Commonwealth of Massachusetts
Executive Office of Human Services

MASSACHUSETTS PAROLE BOARD

