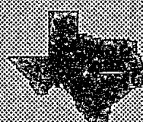
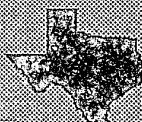
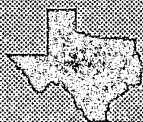


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# Texas Board of Pardons & Paroles



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## 1988 Annual Statistical Report

116358

116358

U.S. Department of Justice  
National Institute of Justice

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Texas Board of Pardons  
& Paroles

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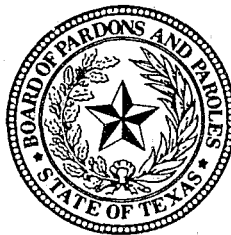
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**BOARD MEMBERS:**

HENRY B. KEENE, CHAIRMAN  
RUBEN M. TORRES, VICE-CHAIRMAN  
CHRIS A. MEALY, MEMBER  
WINONA W. MILES, MEMBER  
WENDELL A. ODOM, MEMBER  
NEAL PFEIFFER, MEMBER

**DIRECTORS:**

GLENN T. HECKMANN  
EXECUTIVE DIRECTOR  
  
WILLIAM H. BROOKS  
DEPUTY EXECUTIVE DIRECTOR



**BOARD OF PARDONS AND PAROLES**

8610 SHOAL CREEK BLVD.  
P.O. BOX 13401, CAPITOL STATION  
AUSTIN, TEXAS 78711  
(512) 459-2700

**PAROLE COMMISSIONERS:**

KEN COLEMAN  
JOHN ESCOBEDO  
RONALD W. JACKSON  
DONN D. WOOLERY  
2503 LAKE ROAD  
HUNTSVILLE, TX 77340  
(409) 291-2161

GEORGE C. EVANS  
GERALD GARRETT  
1212 N. VELASCO  
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ANGLETON, TX 77515  
(409) 849-3031

KEN CASNER  
CORA MOSLEY  
207-A E. REAGAN ST.  
PALESTINE, TX 75801  
(214) 723-1063

STENNETT D. POSEY  
RT. 5, BOX 258-A  
GATESVILLE, TX 76528  
(817) 865-8870

August 31, 1988

NCJRS

APR 4 1989

Honorable William P. Clements, Governor


Members of the Senate and House of Representatives  
of the State of Texas

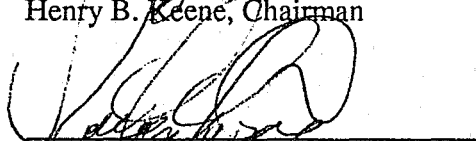
ACQUISITIONS

Gentlemen:

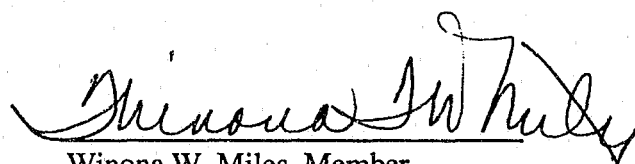
In compliance with the provisions of Article 42.18, Section 5 of the Code of Criminal Procedure of Texas, we respectfully submit the Annual Report with Statistical and other data relating to the work of the Board of Pardons and Paroles for the fiscal year ending August 31, 1988.

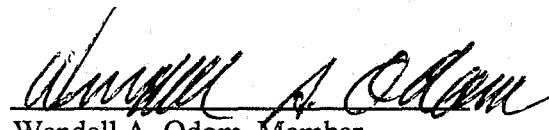
Sincerely yours,

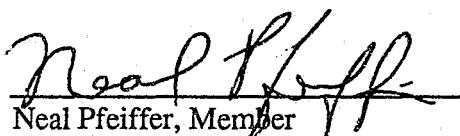
  
Henry B. Keene, Chairman

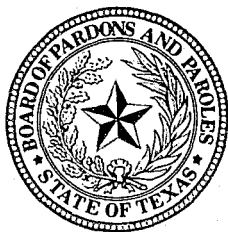
  
Ruben M. Torres, Vice-Chairman

  
Chris A. Mealy, Member

  
Winona W. Miles, Member

  
Wendell A. Odom, Member

  
Neal Pfeiffer, Member



**Henry B. Keene**  
Chairman



**Ruben M. Torres**  
Vice-Chairman



**Chris A. Mealy**



**Winona W. Miles**



**Wendell A. Odom**



**Neal Pfeiffer**

## The Texas Board of Pardons & Paroles



**Henry B. Keene**  
Chairman  
Dallas, Texas  
Appointed 1987  
by Governor William P. Clements

**Ruben M. Torres**  
Vice-Chairman & Former Chairman  
Brownsville, Texas  
Appointed 1979  
by Governor Dolph Briscoe  
Reappointed 1985  
by Governor Mark White



**Chris A. Mealy**  
Member & Former Vice-Chairman  
Georgetown, Texas  
Appointed 1987  
by Governor William P. Clements

**Winona W. Miles**  
Member  
Austin, Texas  
Appointed 1983  
by Governor Mark White



**Wendell A. Odom**  
Member & Former Chairman  
Pasadena, Texas  
Appointed 1985  
by Governor Mark White

**Neal Pfeiffer**  
Member, Former Chairman & Former Vice-Chairman  
Elgin, Texas  
Appointed 1983  
by Governor Mark White

# **Parole Commissioners and Executive Staff**

## **PAROLE COMMISSIONERS**

|                               |                                 |                                 |
|-------------------------------|---------------------------------|---------------------------------|
| Ken Casner<br>Palestine       | Gerald Garrett<br>Angleton      | Cora Mosley<br>Palestine        |
| Kenneth Coleman<br>Huntsville | John Escobedo<br>Huntsville     | Stennett D. Posey<br>Gatesville |
| George Evans<br>Angleton      | Ronald W. Jackson<br>Huntsville | Donn Woolery<br>Huntsville      |

## **EXECUTIVE STAFF**

Glenn T. Heckmann, Executive Director  
William H. Brooks, Deputy Director

## **Directors**

|                                       |   |                                       |
|---------------------------------------|---|---------------------------------------|
| Robert Tapscott<br>Parole Supervision | Cecil Simpson<br>Parole Selection                       | Jerry Wall<br>Business Management     |
| Henry Johnson<br>Personnel            | E. E. Hagedorn<br>Budget and Planning                   | Glenn Looney<br>Computer Services     |
| Harry Green<br>General Counsel        | Daniel Guerra<br>Family Information Coordinator         | Mike Roach<br>Information Services    |
| James Poland<br>Community Services    | Juanita Llamas<br>Administrative Assistant to the Board | Ronald Valladares<br>Hearing Division |
| William Burke<br>Internal Audit       | Greg Markley<br>Staff Development                       |                                       |



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**Introduction  
to  
the  
Board  
of  
Pardons  
and  
Paroles**

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## Introduction to the Board of Pardons and Paroles

---

### LEGAL BASIS

Created in 1936 by constitutional amendment, the Texas Board of Pardons and Paroles is statutorily responsible for administering the state parole and mandatory supervision system according to Art. 42.18, *Texas Code of Criminal Procedure*, and Art. 6166 x-3 of *Vernon's Annotated Civil Statutes*, and constitutionally responsible for investigating and recommending acts of executive clemency by the governor as provided by the *Texas Constitution*, Art. IV, Section II and the *Code of Criminal Procedure*, Articles 42.18, 48.01 and 48.04.

The Board determines which prisoners are paroled from the Texas Department of Corrections and other penal institutions, establishes parole conditions, and investigates and supervises parolees. The Board also conducts parole and mandatory supervision revocation hearings and revokes releasees as required, establishes parole and mandatory supervision policies within statutory limits, and carries out the Interstate Parole and Probation Compact.

Executive clemency includes temporary reprieves from prison, emergency reprieves, reprieves of execution of the death penalty, commutation of sentences or fines or both, full pardons, restorations of civil rights lost as the result of felony convictions, conditional pardons, trial reprieves of jail sentences, remissions of bond forfeitures, and restorations of the right to operate motor vehicles.

The mandatory supervision law enacted by the 65th Legislature in 1977 provides a period of supervision for releasees of TDC who are not paroled or conditionally pardoned. A prisoner released to mandatory supervision, like a parolee, remains in the legal custody of the state and is amenable to the orders of the Board. Mandatory supervision applies only to felons who committed their offenses on or after August 29, 1977.

### THE BOARD

The Board of Pardons and Paroles is composed of six full-time, salaried members appointed by the governor to overlapping six-year terms of office. All appointments must have the concurrence of two-thirds of the Senate. The Board provides rules and policies for the administration of the agency, and for the selection and supervision of prison releasees.

The Board is in session Monday through Friday of each week at the agency headquarters, 8610 Shoal Creek Boulevard, Austin, Texas, and convenes otherwise at the call of the chairman. All meetings of the Board are conducted in compliance with the Open Meetings Act. All minutes of the Board and decisions relating to parole, pardon, and clemency are matters of public record. Certain information concerning individuals under parole consideration or supervision, and the identity of other individuals connected with a parole or clemency case, is privileged and is not public information.

### PAROLE COMMISSIONERS

Article 42.18, CCP, provides for the employment of at least six commissioners in matters of parole decisions and mandatory supervision revocations. Parole commissioners do not exercise authority in acts of executive clemency nor in the administration of the agency. They are subject to the rules and regulations of the agency as established by the Board. Nine commissioners are presently employed by the Board, with two located in Palestine, one in Gatesville, two in Angleton and four in Huntsville. Parole commissioners are full-time, salaried employees of the state.

### PAROLE PANELS

In matters of parole selection, release on mandatory supervision and revocation, the Board members and parole commissioners act in panels of three persons as provided in Art. 42.18, CCP. Panel composition is designated by the Board. A majority of each panel constitutes a quorum for the transaction of its business, and its decision is by majority vote. The parole panel may recommend the granting or denying of parole and may conduct parole and mandatory supervision revocation hearings.

### AGENCY STAFF

The agency, which has a statewide staff of approximately 1,575 employees, is headed by an executive director. Agency staff are divided into several areas of responsibility, as follows.

**The Executive Director** is responsible for the general operation and administration of the various functions of the agency, and for direct management of Budget and Planning, Personnel, Internal Audit, and Hearings.

**The Deputy Director** assists the executive director in agency operation and administration and is directly responsible for Parole Selection, Parole Supervision, Community Services (halfway houses), Business Management, Computer Services, Staff Development, and Information Services.

**The General Counsel**, Assistant General Counsel, and one staff attorney handle the Board's legal affairs. The general counsel's office is responsible for keeping the Board apprised of all the legal implications of its actions and of changes in the laws or their applications. Staff render opinions interpreting the regulatory provisions of the agency; review drafts of laws, rules, and regulations affecting agency operations and administration; prepare for the Board proposed amendments for agency rules and proposed laws affecting the agency for legislative consideration; maintain liaison with the Attorney General in civil actions brought by or against the Board; and assist the AG in preparing and presenting these cases in court. The General Counsel's office also conducts hearings, administrative appeals, and appellate practice. It drafts legal pleadings, briefs, and legislative bills; reviews and approves decisions of the agency's staff; and prepares opinions.

**The Family Information Coordinator** is the Board's liaison to inmates' families and the general public. Persons who wish to make personal appeals to the Board meet with the coordinator, who notes their concerns in the files of the inmates in question so that the decision-makers have access to the information when considering the individuals for parole.

The coordinator is also available (by telephone and by correspondence) to inmates, their families, and the general public to answer their questions about inmates' parole status.

**The Administrative Assistant to the Board** prepares the agenda for the monthly Board meeting, records and compiles the minutes of the monthly Board meeting, reviews requests for special reviews, and performs administrative duties as required by the Board.

**Internal Audit** performs program and management evaluations to determine the degree of policy compliance and program effectiveness. Routine, special and facility audits, as well as surveys and other technical reports, are completed to identify trends. Findings and recommendations are compiled in the form of written reports, which are provided to the executive director and division or section heads for review and action. Auditors work closely with computer staff to develop automated reports that help identify areas in which improvements are possible and necessary.

**Personnel** maintains personnel files on agency employees; keeps time and attendance records; posts available jobs; processes, tests, and screens applicants; coordinates agency training; processes insurance claims; and handles workmen's compensation, affirmative action, equal opportunity employment, employee grievances, and related personnel functions.

**Budget and Planning** prepares and administers the agency's legislative appropriation requests, grant fund requests, agency performance reports, personnel allocation schedules, and fiscal notes on legislation affecting agency operations. The staff is also responsible for agency forecasting, planning, research, and evaluation. Activities include prison-population and release-population forecasting; research regarding parole guidelines, parole selection, and parole supervision; program evaluation; and production of statistical data detailing agency activity and workload.

**Staff Development** is responsible for establishing and maintaining uniform and consistent training throughout the agency and for accreditation and certification of professional staff. The division works with the Staff Development Advisory Committee to conduct and analyze job-task studies and to design curricula for and conduct a variety of training programs, including the Parole Officer Training Academy for new officers, safety training, and training in strategies for case supervision.

**Computer Services** provides automated support for all the agency's parole-related and support functions, maintaining data on TDC inmates and on releasees under BPP supervision (totalling more than 100,000 inmate/releasee records).

Computer systems track a client's progress from TDC admission, through the parole selection process, and throughout the client's period of supervision until discharge. Computer automation expedites a variety of agency processes, including personnel

management, accounting, purchasing, inventory, statistical analysis and research, and the collection of restitution payments and supervision fees. To meet the agency's automation requirements, the division employs a large-scale central computer, a statewide data communications network, approximately 200 microcomputers (many of them networked), a statewide facsimile network, and associated software.

**The Hearing Section** handles all cases in which pre-revocation warrants or summons have been issued. Hearing officers conduct hearings to investigate charges that releasees have violated release rules. The subsequent summary reports are reviewed by staff and presented to the Board for final disposition.

The section also processes revocations and withdrawals of warrants, and (to ensure proper handling of the revocation process) monitors releasees returned to prison as violators. To facilitate communication with other corrections and law enforcement agencies, the division operates a year-round, 24-hour teletype unit.

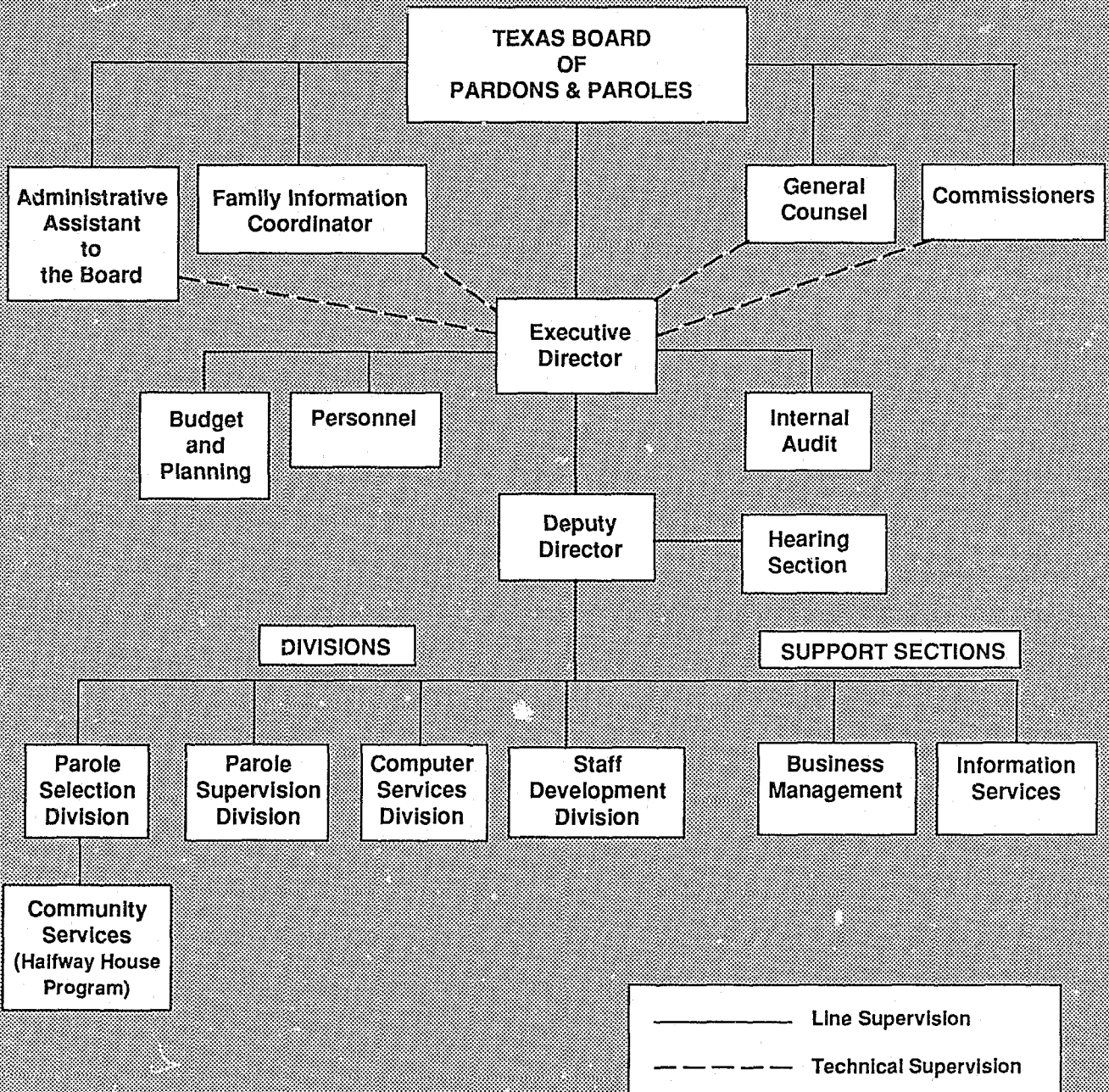
**Business Management** includes sections responsible for purchasing, accounting, equipment inventory, supply inventory, printing, real estate lease management, mail handling, and motor vehicle maintenance.

Staff prepare payrolls; develop periodic accounting reports for use by management, state and federal agencies, legislators, and the public; handle supervision fees and restitution payments; administer deferred compensation and related programs; pay creditors; and reimburse employee travel claims. Business Management also develops specifications for most purchases and rentals and issues these specifications for response from vendors. Bid openings are either supervised or monitored by purchasing staff. This section also manages the agency's need for office and warehouse space by forecasting, developing floor plans, and negotiating with landlords.

**Information Services** responds to information requests from the media, from legislators, and from the general public concerning the Board and its activities, the parole and mandatory supervision systems, and the records of individual inmates and releasees. Information Services staff also produce a variety of printed informational materials, including brochures, reports and studies, and a bi-monthly employee newsletter.



**ORGANIZATIONAL CHART  
Texas Board of Pardons & Paroles**



---

## Highlights of Fiscal Year 1988

---

The Board of Pardons and Paroles experienced a change in leadership in March 1988, with the Board's selection of Glenn T. Heckmann as executive director. Heckmann replaced John W. Byrd, who resigned in January 1988. Heckmann had served the agency previously, first as a parole commissioner covering the southern TDC units and later as deputy director. Heckmann's successor as deputy director is William H. Brooks, a 15-year veteran with the agency and former supervisor of the agency's San Antonio region.

The year saw a continuation and proliferation of activities dictated by and related to (1) problems of crowding in the Texas Department of Corrections and (2) the Board's role in helping to manage the prison population.

In September 1987 a plan was adopted to help control admissions and releases. The plan, an effort to prevent the temporary prison-system closures that occur when the system exceeds 95% of its capacity, called for 150 daily admissions and 150 daily releases. Although this plan maintained a balance of admissions and releases until July 1988 (when the state was forced once again to trigger the Prison Management Act), the plan created a growing backlog of county-jail inmates awaiting transfer to TDC.

To alleviate this jail overcrowding, the Board stepped up the Parole *in Absentia* (PIA) program in fiscal 1988. During the year 867 offenders were released under the PIA program, compared to 176 comparable releases the previous year. In FY 1988 five full-time officers were placed in Bexar, Dallas, Harris, Tarrant, and Travis Counties, to screen and process cases for the PIA program.

TDC was forced to close its doors 22 times during the year to avoid exceeding the population limits imposed by a federal court. Twice the governor was forced to invoke the Prison Management Act, despite the Board's best efforts to release enough prisoners to relieve the crowded conditions. (Application of the Prison Management Act tends to deplete the pool of eligible candidates in all categories of potential release, forcing the Board to "borrow from the future" in finding release prospects.)

To keep pace in 1988, the Board considered for parole a record 49,126 prisoners-- a 17% increase over the preceding fiscal year. The Board approved and released 25,131 individuals (51% of those considered).

Aside from the obvious increase in the Board's workload, the release population grew from 46,821 in 1987 to 52,047 in 1988, an 11% increase that resulted in the agency's hiring of some 142 additional parole officers and caseworkers.

The Board was pressed to examine and reexamine all the modes of release -- parole, mandatory and early mandatory supervision release, parole *in absentia*, pre-parole transfer and

the halfway house program -- to see what modifications could be applied to enhance these programs, maximize their use, and find suitable candidates for each.

In the area of parole supervision, the Board expanded a program begun the previous year: Intensive Supervision Parole (ISP). ISP provides increased supervision and control for a target group of releasees who are most likely to return to prison. An FY 1987 emergency legislative appropriation of \$700,000 had enabled the agency to implement initial ISP programs in Dallas and Houston, where 41% of the release population live. The program has since been expanded to include Fort Worth. Officers supervising cases in the ISP program maintain caseloads of no more than 25 releasees.

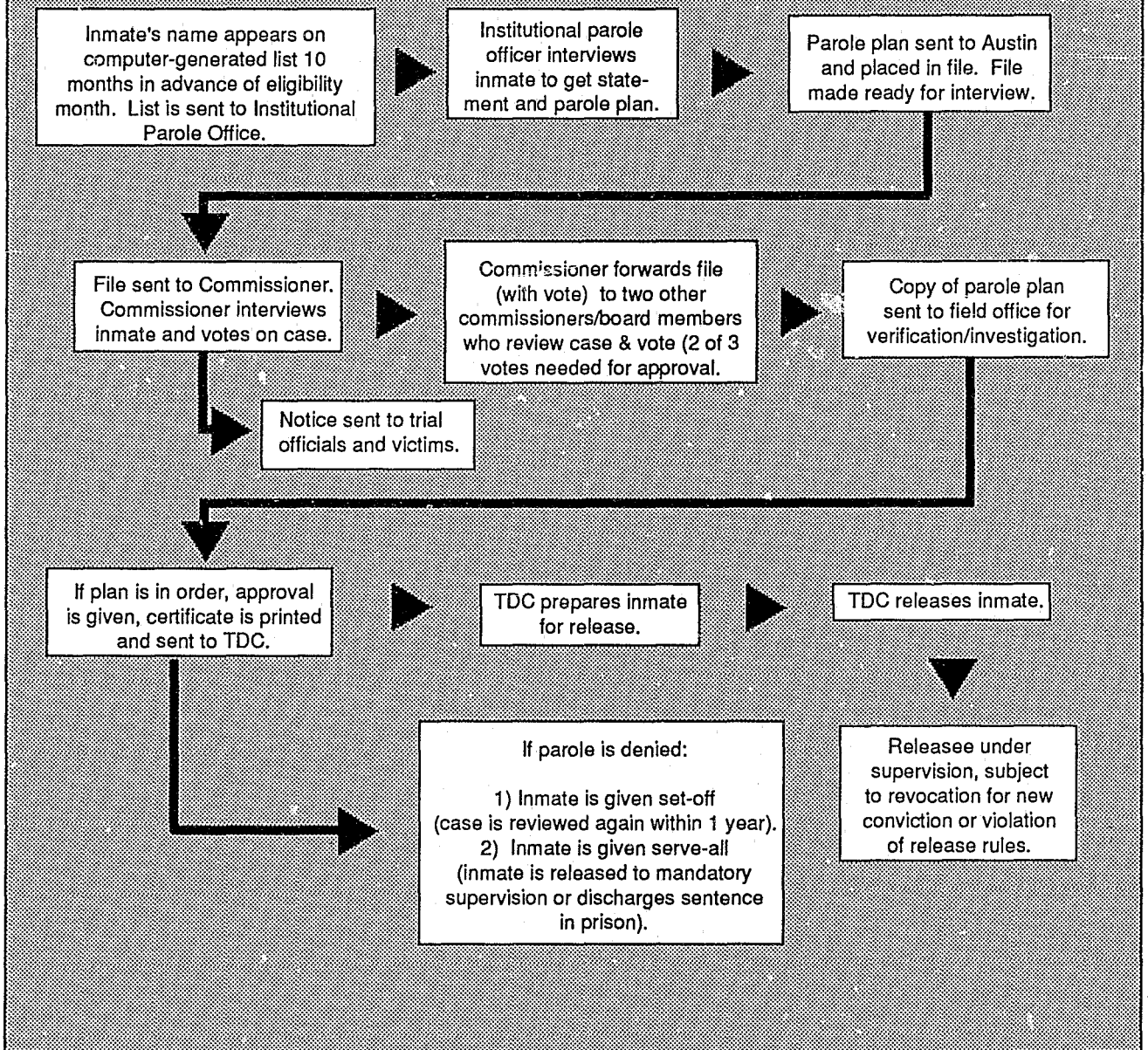
Fiscal 1988 saw the agency implementing and "fine-tuning" changes resulting from Senate Bill 341, passed the year before by the 70th Legislature and effective this year. This bill is a rewrite of Article 42.18 of the Texas Code of Criminal Procedure, which is the adult parole and mandatory supervision law. Agency staff shifted into high gear to implement the many resulting modifications. These included changes in the amount of time prisoners must serve before becoming parole-eligible and the amount of good conduct time they can be awarded, notification to officials and victims about impending parole releases, appropriation of "gate" money to inmates after departing prison, and restrictions on early mandatory supervision release.

Because the laws and policies governing parole and related release programs have become increasingly complex, and because responding to the urgency of Texas' criminal-justice needs requires increasing levels of skill, the agency established a new Staff Development Division in FY 1988. This division is responsible for ensuring that training for agency staff is effective, uniform, and consistent throughout the state.

Given the major increases in Board activities in fiscal 1988, the Board continued to enlarge its automated information systems. A telecommunications network linking the agency's 50 regional and district offices, four institutional offices, and commissioners offices has been operating for some time, as has a telefax system for electronically transmitting documents. In fiscal 1988 the agency began operating a year-round, 24-hour teletype unit, to facilitate communication with other corrections and law enforcement agencies. These enhancements have saved the agency hundreds of hours and days in the transmission of data and paperwork, and have enabled the agency to respond more quickly to emergency situations.

The number of agency staff increased from 1,300 in 1987 to 1575 in 1988, with new parole officers and caseworkers representing 142 of that increase. Caseloads dropped from an average of 90 to 74 cases per officer.

## Outline of Parole Procedures



**Summary  
of  
Parole  
Panel  
Activity  
in  
Fiscal  
Year  
1988**

## SUMMARY OF PAROLE PANEL ACTIVITY IN FISCAL YEAR 1988

### Parole

|  |        |
|--|--------|
| No. of cases considered:                           | 49,126 |
| No. of inmates paroled/<br>conditionally pardoned: | 25,131 |
| Paroled in-state:                                  | 24,347 |
| Paroled out-of-state:                              | 115    |
| Out-of-country<br>conditional pardons:             | 669    |
| No. of parole cases reinstated:                    | 85     |

### Mandatory Supervision

|  |       |
|--|-------|
| No. inmates released to<br>mandatory supervision:  | 7,635 |
| No. released to mandatory<br>supervision who were within<br>180 days of mandatory release: | 6,494 |
| Released to MS in-state:   | 7,423 |
| Released to MS out-of-state:   | 42    |
| Released to MS out-of-country:   | 170   |
| No. of MS cases reinstated:  | 50    |

### Parolee Pre-Revocation Actions

|   |       |
|---|-------|
| No. of pre-revocation warrants issued:    | 7,636 |
| Emergency warrants issued:                | 2,125 |
| No. of pre-revocation warrants withdrawn: | 7,272 |

### Mandatory Supervision Pre-Revocation Actions

|   |       |
|---|-------|
| No. of pre-revocation warrants issued:    | 4,026 |
| Emergency warrants issued:                | 1,292 |
| No. of pre-revocation warrants withdrawn: | 2,186 |

### Revocation Actions

|                          |       |
|--------------------------|-------|
| No. of parolees revoked: | 7,348 |
| No. of MS cases revoked: | 3,736 |

(cont.)

## SUMMARY OF PAROLE PANEL ACTIVITY (CONTINUED)

### Other Panel Actions

Special administrative  
review considerations: 13

Other parole admini-  
strative reviews: 28,927

### Executive Clemency

No. of cases  
considered: 850

No. recommended  
to Governor: 202

No. granted by Governor: 186

### Pre-Parole Transfer

No. of cases considered: 5,528

No. recommended to TDC: 5,443

No. approved by TDC: 3,285

No. transferred to halfway  
houses as pre-parolees: 3,371

### Parole in Absentia

No. cases considered: 1,526

No. approved: 1,361

No. released on parole: 867

No. released to mandatory  
supervision: 82

Total released to PIA: 949

### Halfway House Placements

No. parolees placed: 4,173

No. mandatory releasees  
placed: 2,008

Pre-parolees placed: 3,371

Total halfway house placements: 9,552

# Parole Selection



## Parole Selection

Parole eligibility is based on time served on the maximum sentence imposed, and the time required depends on the date of offense. For offenses committed before September 1, 1987; calendar time and good-conduct time must equal one-third of the maximum sentence or 20 years, whichever is less. For offenses committed after September 1, 1987; the time requirement is one-fourth of the sentence or 15 years. Requirements are different for the offenses of capital murder, aggravated kidnapping, aggravated sexual assault, aggravated robbery, and for offenses in which the court enters a finding that a deadly weapon was used. For these offenses, applicable time is credited only according to actual calendar time served, without regard to good-conduct time credit earned; and these offenders must serve at least two years. These offenses are referred to as "3g" offenses, in reference to Section 3(g) of

Article 42.12, which is the criminal procedure code section in which they are specified. Other exceptional requirements apply to 3g offenses.

The agency's Parole Selection Division is responsible for processing cases before release on parole or mandatory supervision. Parole officers assigned to each unit of the Department of Corrections interview each eligible inmate and prepare individual case history reports that serve as the basis for release deliberations and for supervision programs after release. An extensive interview and case history report is also completed for each death-penalty case, for use in possible reprieve deliberations.

The bulk of the Central Office support staff, including file and phone sections, support clerical staff, and the Executive Clemency Section, is also assigned to the Parole Selection Division.

| <u>Case Summaries Prepared *</u> | <u>Initial</u> | <u>Supplemental</u> |
|----------------------------------|----------------|---------------------|
| Tentative Parole                 | 2,638          | 10                  |
| Pre-parole Transfer              | 7,970          | 1,821               |
| Initial Parole                   | 20,141         |                     |
| Supplemental Parole              |                | 7,339               |
| Mandatory Supervision            | 769            | 128                 |
| Parole in Absentia               | 1,194          | 5                   |
| <b>Total</b>                     | <b>32,712</b>  | <b>9,303</b>        |

\*Case Summaries Prepared - Refers to reports prepared by institutional parole examiners and counselors, detailing the offense, social and criminal history, and institutional behavior of the inmate being considered for parole or mandatory release.

### Workload/Performance Measures

|   |         |
|---|---------|
| Parole examiner interviews conducted*   | 16,640  |
| Parole counselor interviews conducted** | 166,597 |
| Release cases analyzed***               | 51,422  |

\*Parole plans are reviewed and reports prepared for parole panels.

\*\*Face-to-face interviews including pre-parole updates, responses to inmate requests, contacts to deliver parole panel results, recontacts on parole plans, revocation hearing contacts, etc.

\*\*\*All cases are reviewed by a parole analyst at various stages in the process to ensure accuracy and care in the consideration of an inmate's release.

## PAROLE DECISIONS

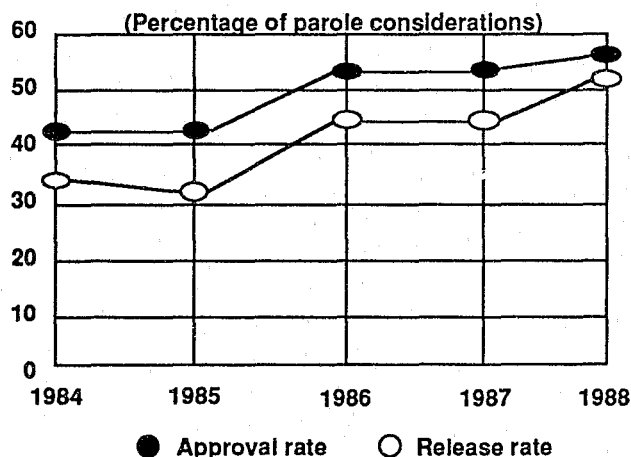
In matters of parole selection, release on mandatory supervision, and revocation, the Board members and parole commissioners act in panels of three persons as provided in Art. 42.18, CCP. Panel composition is designated by the Board. A majority of each panel constitutes a quorum for the transaction of its business, and its decision is by majority vote. A parole commissioner normally conducts a face-to-face interview with a prisoner eligible for parole

and votes to grant or deny the prisoner's parole. The other two members of the parole panel then cast their votes to grant or deny parole. A parole panel may vote to approve the prisoner's parole, set off the prisoner's release for a year, or have him serve the remaining portion of his sentence before release to mandatory supervision.

### **PAROLE APPROVAL & RELEASE RATES FISCAL YEAR 1988**

|  |        |
|--|--------|
| No. cases considered:                      | 49,126 |
| No. paroled or conditionally pardoned:     | 25,131 |
| Percent paroled or conditionally pardoned: | 51%    |

### **PAROLE APPROVAL AND RELEASE RATES OVER A FIVE-YEAR PERIOD**





### PAROLE ACTIONS IN FISCAL YEAR 1988

| <u>Type of Review</u> | <u>No.<br/>Considered</u> | <u>No.<br/>Approved</u> | <u>No.<br/>Set-Off <sup>1</sup></u> | <u>No.<br/>Serve-All <sup>2</sup></u> |
|-----------------------|---------------------------|-------------------------|-------------------------------------|---------------------------------------|
| Initial Reviews       | 26,113                    | 19,752                  | 5,286                               | 1,075                                 |
| Subsequent Reviews    | 23,013                    | 8,338                   | 12,953                              | 1,722                                 |
| Total Reviews         | 49,126                    | 28,090                  | 18,239                              | 2,797                                 |

### PAROLE PANEL ACTIONS OVER A FIVE-YEAR PERIOD

| <u>Action</u>                 | <u>1984</u>      | <u>1985</u>      | <u>1986</u>      | <u>1987</u>      | <u>1988</u>      | <u>Five-Yr. Avg.<br/>1984-88</u> |
|-------------------------------|------------------|------------------|------------------|------------------|------------------|----------------------------------|
| <b>Cases</b>                  | 28,159<br>(100%) | 26,305<br>(100%) | 29,650<br>(100%) | 41,859<br>(100%) | 49,126<br>(100%) | 35,019<br>(100%)                 |
| <b>Approved</b>               | 11,575<br>(41%)  | 11,249<br>(43%)  | 16,009<br>(54%)  | 22,452<br>(54%)  | 28,090<br>(57%)  | 17,875<br>(51%)                  |
| <b>Set-off <sup>1</sup></b>   | 13,295<br>(47%)  | 11,073<br>(42%)  | 10,239<br>(35%)  | 15,961<br>(38%)  | 18,239<br>(37%)  | 13,761<br>(39%)                  |
| <b>Serve-all <sup>2</sup></b> | 3,289<br>(12%)   | 3,983<br>(15%)   | 3,402<br>(11%)   | 3,446<br>(8%)    | 2,797<br>(6%)    | 3,383<br>(10%)                   |
| <b>Paroled <sup>3,4</sup></b> | 10,069<br>(36%)  | 9,377<br>(36%)   | 14,376<br>(48%)  | 19,948<br>(48%)  | 25,131<br>(51%)  | 15,780<br>(45%)                  |

<sup>1</sup> "Set-off" means the panel voted to deny parole and consider the case again within one year.

<sup>2</sup> "Serve-all" means the panel voted to require the inmate to serve the remainder of his sentence in prison.

<sup>3</sup> Includes paroles to U.S. Immigration Service.

<sup>4</sup> Number of parolees released (reinstatements not included).

## MANDATORY SUPERVISION

Prisoners who have not been released to parole are released to mandatory supervision when the calendar time they have served, plus any accrued good conduct time, equal the maximum terms to which they were sentenced. Although the Board of Pardons and Paroles supervises prisoners released to mandatory supervision as if they were on parole, the Board has no discretion in a prisoner's release to mandatory supervision. The one exception is that the law allows the Board to release at its discretion those inmates who are within six months of their mandatory release dates. Whether released to parole or to mandatory supervision, releasees remain

### MANDATORY SUPERVISION RELEASES IN FISCAL YEAR 1988

|                             |       |
|-----------------------------|-------|
| Released in-state:          | 7,423 |
| Released out-of-state:      | 42    |
| Released<br>out-of-country: | 170   |
| Total released:             | 7,635 |

under the Board's supervision for whatever time remains on their sentences at the time they are released.

"3g" offenders (as defined on page 15) who committed their offenses on or after September 1, 1987; and offenders who on or after that date committed certain other offenses of an assaultive nature (e.g. murder, sexual assault, aggravated assault, deadly assault on a police officer or corrections officer, injury to a child or to an elderly person, arson, robbery, and burglary in the first degree felony class); are not eligible for mandatory supervision release. These individuals, if not granted parole, must serve their full calendar sentences without regard to good conduct time credit.

### TDC RELEASES OVER A FIVE-YEAR PERIOD

| Fiscal<br>Year | Discharged    | Paroled            | Released to<br>Mandatory<br>Supervision | Shock<br>Probation | Total            |
|----------------|---------------|--------------------|---|--------------------|------------------|
| 1984           | 1,708<br>(7%) | 10,091*<br>(43%)   | 10,053<br>(43%)                         | 1,723<br>(7%)      | 23,575<br>(100%) |
| 1985           | 405<br>(2%)   | 9,392*<br>(40%)    | 11,899*<br>(51%)                        | 1,725<br>(7%)      | 23,421<br>(100%) |
| 1986           | 316<br>(1%)   | 14,510*<br>(49%)   | 12,745*<br>(43%)                        | 1,852<br>(7%)      | 29,423<br>(100%) |
| 1987           | 219<br>(0.6%) | 19,888*<br>(59.6%) | 11,675*<br>(35%)                        | 1,560<br>(4.6%)    | 33,342<br>(100%) |
| 1988           | 139<br>(0.4%) | 25,216*<br>(74%)   | 7,685*<br>(23%)                         | 997<br>(3%)        | 34,037<br>(100%) |

\*Includes reinstatements.

## PRE-PAROLE TRANSFER

The Board may recommend to prison officials the transfer of certain inmates to halfway houses or other approved residences up to 180 days before the inmates' presumed parole eligibility dates. Each of these transfers must be approved by prison officials. Inmates are not eligible if their convictions are for aggravated offenses or if deadly weapons were used.

Pre-parolees are considered inmates and may be returned to prison without hearings if they fail to abide by the rules of release. When they reach their parole eligibility dates, these inmates are transferred to regular parole case loads.

### PRE-PAROLE TRANSFER ACTIVITY IN FISCAL YEAR 1988

|                                     |       |
|-------------------------------------|-------|
| No. of cases considered:            | 5,528 |
| No. of cases approved:              | 3,285 |
| No. of cases recommended<br>to TDC: | 5,443 |
| No. released to pre-parole:         | 3,371 |

## PAROLE IN ABSENTIA

The Board may release eligible inmates who are serving Texas sentences while held in facilities outside TDC jurisdiction (e.g. prisons in other states, federal facilities, or local jails).

### PAROLE IN ABSENTIA ACTIVITY IN FISCAL YEAR 1988

|   |       |
|---|-------|
| No. of cases considered:                  | 1,526 |
| No. of cases approved:                    | 1,361 |
| No. released on parole:                   | 867   |
| No. released on<br>mandatory supervision: | 82    |
| Total released to PIA:                    | 949   |

## EXECUTIVE CLEMENCY

Members of the Board also review and recommend to the Governor cases involving full pardons, commutations of sentence (in felony and misdemeanor convictions), reprieves of execution, medical reprieves, reprieves to attend civil court proceedings, and reprieves of jail sentences. The Governor makes the final decisions in these cases, but cannot act without the Board's recommendation.

### Executive Clemency Actions In Fiscal Year 1988

|                              |     |
|------------------------------|-----|
| No. of cases considered:     | 850 |
| No. recommended to Governor: | 203 |
| No. granted by Governor*:    | 185 |

(\* Includes cases in Part B chart, below)

### Executive Clemency-Related Activity

#### Part A (Actions on Executive Clemency Recommendations Submitted to Governor in Fiscal Year 1988)

| Description                    | Number<br>Consid-<br>ered | Number<br>Recom-<br>mended | Approved<br>by<br>Governor | Refused<br>by<br>Governor | Withdrawn<br>by<br>Board | Number<br>Cases in<br>Process | Number<br>Actions |
|--------------------------------|---------------------------|----------------------------|----------------------------|---------------------------|--------------------------|-------------------------------|-------------------|
| Commutations of sentence       | 5                         | 5                          | 3                          | 2                         | 0                        | 0                             | 3                 |
| Emergency reprieves            | 10                        | 10                         | 7                          | 2                         | 0                        | 1                             | 7                 |
| Full pardons                   | 835                       | 188                        | 96                         | 72                        | 0                        | 20                            | 96                |
| Total clemency-related actions | 850                       | 203                        | 106                        | 76                        | 0                        | 21                            | 106               |

#### Part B (FY 1988 Actions on Executive Clemency Recommendations Submitted to Governor before Fiscal Year 1988)

| Description              | Number<br>Recom-<br>mended | Approved<br>by<br>Governor | Refused<br>by<br>Governor | Withdrawn<br>by<br>Board | Number<br>Cases in<br>Process | Number<br>of<br>Actions |
|--------------------------|----------------------------|----------------------------|---------------------------|--------------------------|-------------------------------|-------------------------|
| Commutations of sentence | 5                          | 4                          | 1                         | 0                        | 0                             | 4                       |
| Full pardons             | 135                        | 75                         | 58                        | 2                        | 0                             | 75                      |
| Total Clemency Actions   | 140                        | 79                         | 59                        | 2                        | 0                             | 79                      |

# Parole Supervision

## Parole Supervision

Inmates released from the Department of Corrections are under the supervision of parole officers assigned to the agency's Parole Supervision Division. Before release, officers conduct pre-parole investigations of the inmate's plans for residence and employment.

The state is divided into eight geographical regions for the provision of supervision and parole services. The eight regional offices are located in Dallas, Houston, San Antonio, Lubbock, Ft. Worth, Angleton, Tyler and Waco. In addition, there are 50 district parole offices located throughout the state to which parole and mandatory releasees report upon release and thereafter as directed by their parole officers. Some 704 parole officers and caseworkers supervised the 52,047 prison releasees under supervision in 1988. Each officer supervised an average of 74 releasees.

The objectives of parole supervision include assisting the released felon in a constructive program of rehabilitation and reintegration into society, and monitoring the activities of the releasee with regard to compliance with the conditions of his release and the laws of society. Those who cannot adhere to the conditions of release are subject to having their releases revoked and being sent back to prison for a new offense and conviction or for failing to abide by the rules of release.

Officers are trained to counsel the cases under supervision and refer them to available services in the community. Releasees are placed at one of several levels of supervision depending on what the officer determines is appropriate. The level of supervision the releasee is under dictates the number of parole office, home, and job visits required of him.

As a member of the Interstate Probation and Parole Compact, Texas supervised 1,770 releasees from other states in 1988, and sent more than 3,000 Texas releasees to other states for supervision under the terms of the Compact.

### Number of Releasees under Active Supervision at End of Fiscal Year 1988

Texas parolees  
in Texas: 37,223

Texas Mandatory  
releasees in Texas: 13,054

Other state parolees  
in Texas: 1,770

Total under supervision: 52,047

### Number of Releasees under Active Supervision over a Five-Year Period

|                                | 1984          | 1985          | 1986          | 1987          | 1988          |
|--------------------------------|---------------|---------------|---------------|---------------|---------------|
| Parole:                        | 17,279        | 17,820        | 22,889        | 28,582        | 37,223        |
| Mandatory supervision:         | 12,422        | 15,181        | 16,931        | 16,360        | 13,054        |
| Other state parolees in Texas: | 1,761         | 1,812         | 1,877         | 1,879         | 1,770         |
| <b>Totals:</b>                 | <b>31,462</b> | <b>34,813</b> | <b>41,697</b> | <b>46,821</b> | <b>52,047</b> |

### DISTRIBUTION OF CASES STATEWIDE

| <u>Region &amp; Headquarters</u> | <u>Number of Officers</u> | <u>No. Counties Covered</u> | <u>No. Cases under supervision</u> | <u>Average Caseload</u> |
|----------------------------------|---------------------------|-----------------------------|------------------------------------|-------------------------|
| 1 Dallas                         | 117                       | 1                           | 8,430                              | 72                      |
| 2 Houston                        | 173                       | 1                           | 13,314                             | 77                      |
| 3 San Antonio                    | 89                        | 49                          | 6,201                              | 70                      |
| 4 Lubbock                        | 76                        | 78                          | 5,035                              | 66                      |
| 5 Ft. Worth                      | 90                        | 37                          | 6,540                              | 73                      |
| 6 Angleton                       | 65                        | 28                          | 4,897                              | 75                      |
| 7 Tyler                          | 38                        | 31                          | 3,012                              | 79                      |
| 8 Waco                           | 56                        | 29                          | 4,618                              | 82                      |
| <b>Totals:</b>                   | <b>704</b>                | <b>254</b>                  | <b>52,047</b>                      | <b>74</b>               |

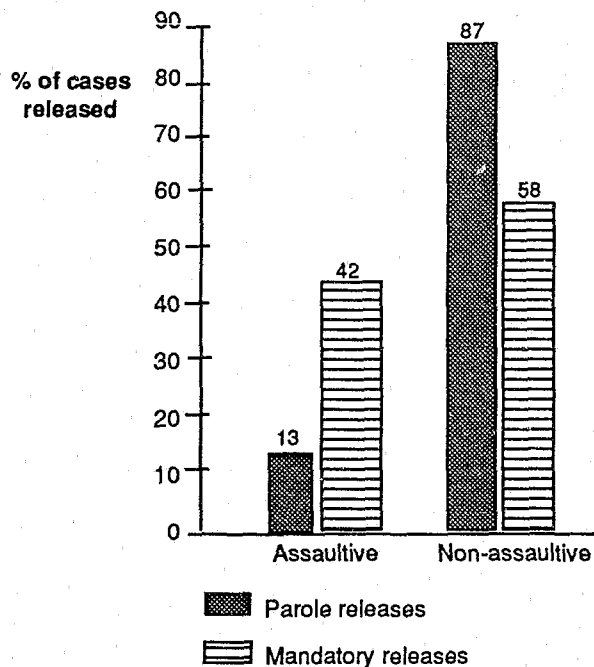
**Releasees under Supervision  
over a Five-Year Period**

| <u>Year</u> | <u>No. under supervision</u> | <u>No. officers</u> | <u>Average caseload</u> |
|-------------|------------------------------|---------------------|-------------------------|
| 1984        | 31,462                       | 387                 | 81                      |
| 1985        | 34,813                       | 378                 | 92                      |
| 1986        | 41,697                       | 446                 | 93                      |
| 1987        | 46,821                       | 523                 | 90                      |
| 1988        | 52,047                       | 704                 | 74                      |

**Release Population  
by Identified Problems**

| <u>Problem Area</u> | <u>Est. Percent with problem</u> |
|---------------------|----------------------------------|
| Academic            | 40%                              |
| Employment          | 70%                              |
| Financial           | 29%                              |
| Marital/Family      | 16%                              |
| Associates          | 34%                              |
| Emotional           | 10%                              |
| Alcohol             | 49%                              |
| Drugs               | 57%                              |
| Mental              | 6%                               |
| Health              | 9%                               |
| Sexual              | 7%                               |

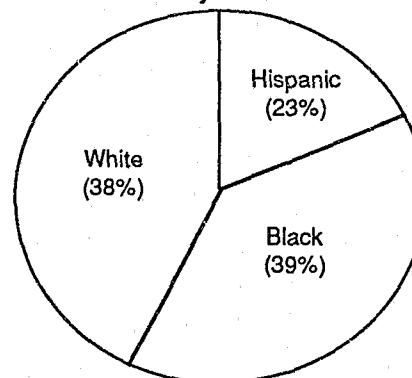
**Release Population  
Assaultive vs. Non-assaultive**



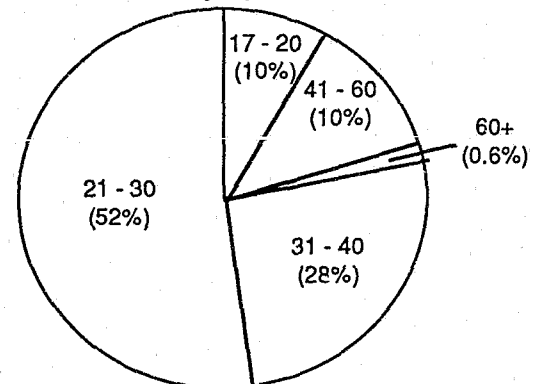
**Release Population  
By Offense**

| <u>Offense</u> | <u>Parole %</u> | <u>MS %</u> | <u>Total %</u> |
|----------------|-----------------|-------------|----------------|
| Assault        | 2 %             | 9 %         | 3 %            |
| Auto Theft     | 7 %             | 5 %         | 6 %            |
| Burglary       | 34 %            | 18 %        | 30 %           |
| Drugs          | 23 %            | 10 %        | 20 %           |
| DWI            | 3 %             | 3 %         | 3 %            |
| Forgery        | 7 %             | 6 %         | 7 %            |
| Homicide       | 3 %             | 6 %         | 3 %            |
| Rape           | 3 %             | 6 %         | 2 %            |
| Robbery        | 7 %             | 13 %        | 8 %            |
| Sex Offenses   | 4 %             | 8 %         | 2 %            |
| Theft          | 12 %            | 9 %         | 11 %           |
| Other          | 3 %             | 7 %         | 4 %            |

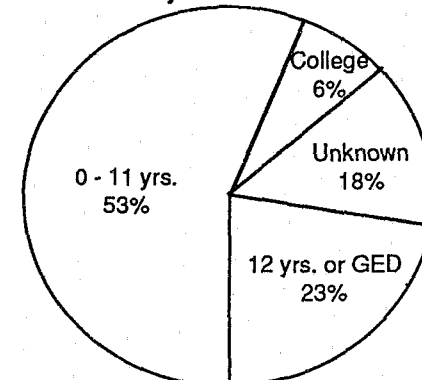
**By Race**



**By Age**



**By Education**



**LENGTH OF SENTENCE RECEIVED AND PERCENTAGE OF TIME SERVED  
BY INMATES RELEASED IN FISCAL YEAR 1988  
Including Time Credited for Good Behavior**

| Length of Sentence in Years | Percentage of Time Credited to Sentence |            |            |            |            |            |             |                 |                 | Total       |
|-----------------------------|---|------------|------------|------------|------------|------------|-------------|-----------------|-----------------|-------------|
|                             | 30%<br>40%                              | 41%<br>50% | 51%<br>60% | 61%<br>70% | 71%<br>80% | 81%<br>90% | 91%<br>100% | 15 years credit | 20 years credit |             |
| 2 - 3                       | 614                                     | 476        | 218        | 213        | 91         | 61         | 47          | 0               | 0               | 1,894 (8%)  |
| 3 - 4                       | 1,076                                   | 655        | 484        | 317        | 133        | 44         | 37          | 0               | 0               | 2,989 (12%) |
| 4 - 5                       | 1,012                                   | 632        | 311        | 181        | 79         | 42         | 24          | 0               | 0               | 2,554 (10%) |
| 5 - 6                       | 2,870                                   | 1,151      | 501        | 400        | 235        | 90         | 53          | 0               | 0               | 5,881 (23%) |
| 6 - 7                       | 791                                     | 245        | 170        | 155        | 73         | 56         | 19          | 0               | 0               | 1,641 (7%)  |
| 7 - 8                       | 717                                     | 221        | 175        | 99         | 82         | 58         | 16          | 0               | 0               | 1,492 (6%)  |
| 8 - 9                       | 719                                     | 204        | 196        | 112        | 66         | 63         | 17          | 0               | 0               | 1,451 (6%)  |
| 9 - 10                      | 151                                     | 42         | 25         | 21         | 18         | 20         | 4           | 0               | 0               | 292 (1%)    |
| 10 - 15                     | 1,866                                   | 746        | 402        | 241        | 215        | 208        | 48          | 0               | 0               | 3,771 (15%) |
| 15 - 20                     | 659                                     | 321        | 135        | 90         | 72         | 123        | 35          | 0               | 0               | 1,435 (6%)  |
| 20 - 30                     | 493                                     | 149        | 86         | 64         | 47         | 74         | 24          | 0               | 0               | 937 (4%)    |
| 30 - 40                     | 101                                     | 33         | 17         | 6          | 0          | 0          | 0           | 0               | 75              | 232 (1%)    |
| 40 - 50                     | 44                                      | 2          | 0          | 0          | 0          | 0          | 0           | 1               | 29              | 76 (0.3%)   |
| 50 - 60                     | 12                                      | 0          | 0          | 0          | 0          | 0          | 0           | 3               | 45              | 60 (0.2%)   |
| 60+                         | 0                                       | 0          | 0          | 0          | 0          | 0          | 0           | 5               | 91              | 96 (0.4%)   |
| Life                        | 0                                       | 0          | 0          | 0          | 0          | 0          | 0           | 16              | 314             | 330 (1%)    |
| Total                       | 11,125                                  | 4,877      | 2,720      | 1,899      | 1,111      | 839        | 324         | 25              | 554             | 25,131      |

**PREVIOUS CRIMINAL RECORD  
OF INMATES  
RELEASED IN FISCAL YEAR 1988**

| No. of Prior Incarcerations | Parolees            | Mandatory Releasees |
|-----------------------------|---------------------|---------------------|
| 0                           | 14,291 (57%)        | 4,843 (63%)         |
| 1+                          | 10,840 (43%)        | 2,792 (37%)         |
| <b>Total</b>                | <b>25,131(100%)</b> | <b>7,635(100%)</b>  |

**FISCAL YEAR 1988  
RELEASE POPULATION  
by Sex**

|              | Parolees      | Mandatory Releasees | Total         |
|--------------|---------------|---------------------|---------------|
| Male         | 23,179        | 7,133               | 30,312        |
| Female       | 1,952         | 502                 | 2,454         |
| <b>Total</b> | <b>25,131</b> | <b>7,635</b>        | <b>32,766</b> |

**INMATES RELEASED TO PAROLE AND MANDATORY SUPERVISION  
IN FISCAL YEAR 1988  
by Length of Sentence**

| <u>Sentence (Yrs)</u> | <u>Parole (%)</u> | <u>Mandatory<br/>Supervision (%)</u> | <u>Total (%)</u> |
|-----------------------|-------------------|--------------------------------------|------------------|
| 2                     | 1,894 ( 8%)       | 2,219 (29%)                          | 4,113 (13%)      |
| 3                     | 2,989 (12%)       | 1,055 (14%)                          | 4,044 (12%)      |
| 4                     | 2,554 (10%)       | 563 ( 7%)                            | 3,026 ( 9%)      |
| 5                     | 5,881 (23%)       | 1,359 (18%)                          | 7,031 (21%)      |
| 6                     | 1,641 ( 7%)       | 353 ( 5%)                            | 2,294 ( 7%)      |
| 7                     | 1,492 ( 6%)       | 284 ( 4%)                            | 1,776 ( 5%)      |
| 8                     | 1,451 ( 6%)       | 358 ( 5%)                            | 1,809 ( 6%)      |
| 9                     | 292 ( 1%)         | 77 ( 1%)                             | 369 ( 1%)        |
| 10-14                 | 3,771 (15%)       | 891 (12%)                            | 4,662 (14%)      |
| 15-19                 | 1,435 ( 6%)       | 262 ( 3%)                            | 1,697 ( 5%)      |
| 20-29                 | 937 ( 4%)         | 199 ( 3%)                            | 1,136 ( 3%)      |
| 30-39                 | 232 ( * )         | 10 ( * )                             | 242 ( * )        |
| 40-49                 | 76 ( * )          | 2 ( * )                              | 78 ( * )         |
| 50-59                 | 60 ( * )          | 3 ( * )                              | 63 ( * )         |
| 60+                   | 96 ( * )          | 0 ( * )                              | 96 ( * )         |
| Life                  | 330 ( 1%)         | 0 ( * )                              | 330 ( 1%)        |
| <b>Total</b>          | <b>25,131</b>     | <b>7,635</b>                         | <b>32,766</b>    |



# NUMBER RELEASED TO PAROLE AND MANDATORY SUPERVISION

DURING FISCAL YEAR 1988

BY COUNTY

P = Parolees

MS = Mandatory  
Releasees

| County        | P     | MS    | County     | P     | MS    | County      | P   | MS | County        | P     | MS  |
|---------------|-------|-------|------------|-------|-------|-------------|-----|----|---------------|-------|-----|
| Anderson      | 39    | 21    | Eastland   | 20    | 4     | Kerr        | 41  | 11 | Rockwall      | 8     | 5   |
| Andrews       | 17    | 5     | Ector      | 243   | 62    | Kimble      | 1   | 1  | Runnels       | 9     | 5   |
| Angelina      | 76    | 24    | Edwards    | 1     | 1     | King        | 0   | 0  | Rusk          | 34    | 11  |
| Aransas       | 23    | 7     | Ellis      | 107   | 21    | Kinney      | 0   | 2  | Sabine        | 13    | 1   |
| Archer        | 3     | 0     | El Paso    | 757   | 328   | Kleberg     | 24  | 8  | San Augustine | 10    | 5   |
| Armstrong     | 1     | 0     | Erath      | 28    | 3     | Knox        | 5   | 3  | San Jacinto   | 16    | 4   |
| Atascosa      | 27    | 8     | Falls      | 12    | 5     | Lamar       | 86  | 16 | San Patricio  | 75    | 18  |
| Austin        | 15    | 4     | Fannin     | 22    | 8     | Lamb        | 17  | 3  | San Saba      | 3     | 1   |
| Bailey        | 2     | 2     | Fayette    | 12    | 1     | Lampasas    | 16  | 3  | Schleicher    | 1     | 1   |
| Bandera       | 3     | 2     | Fisher     | 2     | 1     | LaSalle     | 2   | 0  | Scurry        | 29    | 5   |
| Bastrop       | 40    | 9     | Floyd      | 6     | 3     | Lavaca      | 4   | 1  | Shackelford   | 2     | 3   |
| Baylor        | 1     | 0     | Foard      | 1     | 1     | Lee         | 10  | 3  | Shelby        | 33    | 10  |
| Bee           | 31    | 10    | Ft. Bend   | 159   | 46    | Leon        | 6   | 3  | Sherman       | 1     | 0   |
| Bell          | 168   | 36    | Franklin   | 6     | 2     | Liberty     | 57  | 33 | Smith         | 217   | 77  |
| Bexar         | 1,058 | 251   | Freestone  | 23    | 5     | Limestone   | 19  | 5  | Sommervell    | 6     | 1   |
| Blanco        | 2     | 2     | Frio       | 20    | 4     | Lipscomb    | 0   | 1  | Starr         | 24    | 3   |
| Borden        | 1     | 0     | Gaines     | 5     | 2     | Live Oak    | 4   | 0  | Stephens      | 15    | 3   |
| Bosque        | 11    | 1     | Galveston  | 262   | 96    | Llano       | 6   | 2  | Sterline      | 1     | 0   |
| Bowie         | 86    | 21    | Garza      | 7     | 2     | Loving      | 0   | 0  | Stonewall     | 0     | 1   |
| Brazoria      | 135   | 57    | Gillespie  | 9     | 1     | Lubbock     | 303 | 63 | Sutton        | 2     | 0   |
| Brazos        | 156   | 48    | Glasscock  | 0     | 0     | Lynn        | 1   | 2  | Swisher       | 12    | 3   |
| Brewster      | 3     | 1     | Goliad     | 1     | 3     | Madison     | 10  | 7  | Tarrant       | 1,855 | 599 |
| Briscoe       | 0     | 0     | Gonzales   | 8     | 3     | Marion      | 13  | 3  | Taylor        | 127   | 38  |
| Brooks        | 13    | 4     | Gray       | 17    | 6     | Martin      | 6   | 0  | Terrell       | 0     | 0   |
| Brown         | 43    | 16    | Grayson    | 78    | 29    | Mason       | 3   | 0  | Terry         | 12    | 9   |
| Burleson      | 24    | 6     | Gregg      | 117   | 33    | Matagorda   | 49  | 15 | Throckmorton  | 0     | 0   |
| Burnet        | 12    | 6     | Grimes     | 14    | 6     | Maverick    | 8   | 3  | Titus         | 27    | 8   |
| Caldwell      | 26    | 4     | Guadalupe  | 52    | 10    | McCullough  | 7   | 9  | Tom Green     | 141   | 31  |
| Calhoun       | 18    | 9     | Hale       | 77    | 9     | McLennan    | 446 | 80 | Travis        | 1,846 | 299 |
| Callahan      | 6     | 1     | Hall       | 4     | 1     | McMullen    | 2   | 1  | Trinity       | 12    | 4   |
| Cameron       | 206   | 59    | Hamilton   | 6     | 2     | Medina      | 12  | 3  | Tyler         | 22    | 8   |
| Camp          | 10    | 3     | Hansford   | 2     | 0     | Menard      | 0   | 0  | Upshur        | 20    | 6   |
| Carson        | 2     | 3     | Hardeman   | 2     | 1     | Midland     | 166 | 25 | Upton         | 2     | 0   |
| Cass          | 39    | 9     | Hardin     | 33    | 13    | Milam       | 27  | 9  | Uvalde        | 11    | 4   |
| Castro        | 8     | 1     | Harris     | 6,722 | 2,466 | Mills       | 3   | 2  | Val Verde     | 51    | 11  |
| Chambers      | 20    | 3     | Harrison   | 63    | 18    | Mitchell    | 10  | 1  | Van Zandt     | 42    | 15  |
| Cherokee      | 39    | 6     | Hartley    | 3     | 1     | Montague    | 15  | 6  | Victoria      | 72    | 26  |
| Childress     | 7     | 5     | Haskell    | 6     | 3     | Montgomery  | 207 | 45 | Walker        | 38    | 12  |
| Clay          | 4     | 1     | Hays       | 37    | 10    | Moore       | 12  | 5  | Waller        | 22    | 4   |
| Cochran       | 1     | 0     | Hemphill   | 1     | 0     | Morris      | 17  | 4  | Ward          | 16    | 7   |
| Coke          | 2     | 0     | Henderson  | 67    | 26    | Motley      | 1   | 0  | Washington    | 32    | 9   |
| Coleman       | 11    | 2     | Hidalgo    | 174   | 62    | Nacogdoches | 52  | 12 | Webb          | 56    | 33  |
| Collin        | 126   | 34    | Hill       | 29    | 13    | Navarro     | 70  | 13 | Wharton       | 51    | 15  |
| Collingsworth | 3     | 0     | Hockley    | 31    | 5     | Newton      | 10  | 2  | Wheeler       | 3     | 0   |
| Colorado      | 15    | 3     | Hood       | 35    | 4     | Nolan       | 14  | 4  | Wichita       | 104   | 49  |
| Comal         | 21    | 8     | Hopkins    | 35    | 8     | Nueces      | 386 | 79 | Wilbarger     | 13    | 3   |
| Comanche      | 13    | 4     | Houston    | 13    | 10    | Ochiltree   | 5   | 6  | Willacy       | 14    | 7   |
| Concho        | 3     | 0     | Howard     | 45    | 10    | Oldham      | 3   | 1  | Williamson    | 115   | 39  |
| Cooke         | 7     | 11    | Hudspeth   | 0     | 0     | Orange      | 89  | 30 | Wilson        | 12    | 5   |
| Coryell       | 37    | 7     | Hunt       | 93    | 33    | Palo Pinto  | 45  | 3  | Winkler       | 6     | 1   |
| Cottle        | 3     | 1     | Hutchison  | 29    | 18    | Panola      | 17  | 8  | Wise          | 37    | 10  |
| Crane         | 1     | 0     | Irion      | 0     | 0     | Parker      | 52  | 9  | Wood          | 27    | 10  |
| Crockett      | 2     | 0     | Jack       | 10    | 2     | Parmer      | 6   | 2  | Yoakum        | 5     | 5   |
| Crosby        | 7     | 6     | Jackson    | 19    | 1     | Pecos       | 3   | 3  | Young         | 19    | 3   |
| Culberson     | 2     | 0     | Jasper     | 22    | 7     | Polk        | 45  | 10 | Zapata        | 1     | 0   |
| Dallam        | 10    | 8     | Jeff Davis | 0     | 1     | Potter      | 174 | 52 | Zavala        | 2     | 6   |
| Dallas        | 3,904 | 1,150 | Jefferson  | 474   | 108   | Presidio    | 1   | 0  |               |       |     |
| Dawson        | 22    | 2     | Jim Hogg   | 2     | 0     | Rains       | 11  | 3  |               |       |     |
| Deaf Smith    | 25    | 14    | Jim Wells  | 38    | 9     | Randall     | 22  | 7  |               |       |     |
| Delta         | 5     | 3     | Johnson    | 76    | 26    | Reagan      | 1   | 0  |               |       |     |
| Denton        | 170   | 37    | Jones      | 18    | 7     | Real        | 1   | 1  |               |       |     |
| De Witt       | 24    | 5     | Karnes     | 23    | 3     | Red River   | 21  | 2  |               |       |     |
| Dickens       | 2     | 2     | Kaufman    | 87    | 32    | Reeves      | 24  | 12 |               |       |     |
| Dimmit        | 7     | 0     | Kendall    | 4     | 3     | Refugio     | 2   | 1  |               |       |     |
| Donley        | 5     | 0     | Kenedy     | 0     | 0     | Roberts     | 0   | 0  |               |       |     |
| Duval         | 12    | 7     | Kent       | 0     | 0     | Robertson   | 53  | 17 |               |       |     |

## Total Released in FY 1988

On parole: 25,131  
On Mandatory  
Supervision: 7,635  
Total: 32,766

**PAROLE & MANDATORY SUPERVISION RELEASEES UNDER ACTIVE  
SUPERVISION IN TEXAS AT END OF FISCAL YEAR 1988**  
By County of Residence

P = Parolees

MS = Mandatory  
Releasees

| County        | P     | MS    | County     | P     | MS    | County   | P   | MS  | County        | P     | MS    |
|---------------|-------|-------|------------|-------|-------|--|-----|-----|---------------|-------|-------|
| Anderson      | 65    | 24    | Ellis      | 162   | 36    | Lamar  | 123 | 43  | Roberts       | 0     | 1     |
| Andrews       | 24    | 16    | El Paso    | 1,075 | 394   | Lamb   | 30  | 11  | Robertson     | 83    | 20    |
| Angelina      | 141   | 41    | Erath      | 39    | 7     | Lampasas   | 21  | 4   | Rockwall      | 14    | 4     |
| Aransas       | 40    | 13    | Falls      | 22    | 5     | LaSalle  | 12  | 1   | Runnels       | 21    | 7     |
| Archer        | 7     | 0     | Fannin     | 33    | 16    | Lavaca   | 10  | 5   | Rusk          | 47    | 21    |
| Armstrong     | 1     | 1     | Fayette    | 21    | 5     | Lee  | 24  | 8   | Sabine        | 18    | 3     |
| Atascosa      | 38    | 9     | Fisher     | 5     | 1     | Leon   | 13  | 4   | San Augustine | 14    | 6     |
| Austin        | 40    | 9     | Floyd      | 22    | 7     | Liberty  | 117 | 61  | San Jacinto   | 27    | 10    |
| Bailey        | 9     | 4     | Foard      | 1     | 1     | Limestone  | 48  | 9   | San Patricio  | 130   | 27    |
| Bandera       | 5     | 2     | Ft. Bend   | 257   | 102   | Lipscomb   | 1   | 1   | San Saba      | 6     | 2     |
| Bastrop       | 60    | 11    | Franklin   | 7     | 2     | Live Oak   | 8   | 1   | Schleicher    | 2     | 1     |
| Baylor        | 3     | 0     | Freestone  | 35    | 7     | Llano  | 13  | 5   | Scurry        | 49    | 16    |
| Bee           | 45    | 17    | Frio       | 33    | 9     | Loving   | 1   | 0   | Shackelford   | 5     | 1     |
| Bell          | 295   | 71    | Gaines     | 18    | 9     | Lubbock  | 635 | 141 | Shelby        | 49    | 15    |
| Bexar         | 2,110 | 516   | Galveston  | 467   | 174   | Lynn   | 4   | 4   | Sherman       | 2     | 0     |
| Blanco        | 6     | 2     | Garza      | 15    | 7     | Madison  | 20  | 8   | Smith         | 335   | 109   |
| Borden        | 4     | 1     | Gillespie  | 10    | 2     | Marion   | 21  | 6   | Sommervell    | 8     | 2     |
| Bosque        | 19    | 3     | Glasscock  | 0     | 0     | Martin   | 7   | 1   | Starr         | 35    | 7     |
| Bowie         | 181   | 37    | Goliad     | 2     | 5     | Mason  | 4   | 0   | Stephens      | 17    | 9     |
| Brazoria      | 254   | 109   | Gonzales   | 13    | 5     | Matagorda  | 89  | 30  | Sterline      | 2     | 2     |
| Brazos        | 258   | 82    | Gray       | 35    | 9     | Maverick   | 12  | 6   | Stonewall     | 0     | 1     |
| Brewster      | 6     | 4     | Grayson    | 142   | 52    | McCullough   | 12  | 11  | Sutton        | 3     | 0     |
| Briscoe       | 1     | 1     | Gregg      | 195   | 64    | McLennan   | 634 | 179 | Swisher       | 34    | 6     |
| Brooks        | 19    | 5     | Grimes     | 26    | 10    | McMullen   | 2   | 1   | Tarrant       | 2,876 | 1,030 |
| Brown         | 71    | 39    | Guadalupe  | 82    | 14    | Medina   | 24  | 6   | Taylor        | 241   | 75    |
| Burleson      | 41    | 10    | Hale       | 124   | 22    | Menard   | 4   | 0   | Terrell       | 1     | 0     |
| Burnet        | 25    | 9     | Hall       | 14    | 4     | Midland  | 282 | 53  | Terry         | 31    | 13    |
| Caldwell      | 58    | 9     | Hamilton   | 5     | 3     | Milam  | 45  | 13  | Throckmorton  | 0     | 0     |
| Calhoun       | 29    | 12    | Hansford   | 7     | 2     | Mills  | 3   | 2   | Titus         | 41    | 15    |
| Callahan      | 8     | 2     | Hardeman   | 6     | 1     | Mitchell   | 18  | 3   | Tom Green     | 277   | 67    |
| Cameron       | 372   | 111   | Hardin     | 70    | 23    | Montague   | 28  | 11  | Travis        | 1,497 | 500   |
| Camp          | 20    | 6     | Harris     | 9,737 | 3,577 | Montgomery   | 332 | 6   | Trinity       | 23    | 12    |
| Carson        | 3     | 5     | Harrison   | 113   | 26    | Moore  | 21  | 10  | Tyler         | 30    | 12    |
| Cass          | 71    | 12    | Hartley    | 4     | 1     | Mooris   | 28  | 6   | Upshur        | 29    | 9     |
| Castro        | 19    | 2     | Haskell    | 12    | 1     | Motley   | 2   | 1   | Upton         | 2     | 3     |
| Chambers      | 35    | 6     | Hays       | 70    | 25    | Nacogdoches  | 89  | 25  | Uvalde        | 20    | 6     |
| Cherokee      | 57    | 20    | Hemphill   | 3     | 2     | Navarro  | 94  | 28  | Val Verde     | 61    | 25    |
| Childress     | 12    | 6     | Henderson  | 116   | 38    | Newton   | 24  | 5   | Van Zandt     | 61    | 23    |
| Clay          | 6     | 2     | Hidalgo    | 318   | 109   | Nolan  | 34  | 9   | Victoria      | 140   | 43    |
| Cochran       | 2     | 0     | Hill       | 47    | 20    | Nueces   | 636 | 151 | Walker        | 151   | 45    |
| Coke          | 3     | 1     | Hockley    | 44    | 11    | Ochiltree  | 7   | 9   | Waller        | 40    | 8     |
| Coleman       | 19    | 2     | Hood       | 71    | 8     | Oldham   | 3   | 1   | Ward          | 23    | 9     |
| Collin        | 229   | 68    | Hopkins    | 83    | 10    | Orange   | 198 | 70  | Washington    | 56    | 17    |
| Collingsworth | 3     | 0     | Houston    | 27    | 17    | Palo Pinto   | 80  | 9   | Webb          | 112   | 42    |
| Colorado      | 25    | 6     | Howard     | 75    | 21    | Panola   | 32  | 11  | Wharton       | 81    | 29    |
| Comal         | 43    | 14    | Hudspeth   | 1     | 0     | Parker   | 66  | 25  | Wheeler       | 5     | 2     |
| Comanche      | 18    | 4     | Hunt       | 140   | 47    | Parmer   | 8   | 3   | Wichita       | 187   | 90    |
| Concho        | 4     | 0     | Hutchison  | 53    | 25    | Pecos  | 9   | 5   | Wilbarger     | 21    | 9     |
| Cooke         | 24    | 22    | Irion      | 0     | 0     | Polk   | 71  | 17  | Willacy       | 27    | 12    |
| Coryell       | 43    | 11    | Jack       | 14    | 3     | Potter   | 342 | 114 | Williamson    | 176   | 62    |
| Cottle        | 5     | 2     | Jackson    | 36    | 6     | Presidio   | 1   | 1   | Wilson        | 18    | 7     |
| Crane         | 3     | 1     | Jasper     | 45    | 10    | Rains  | 13  | 5   | Winkler       | 13    | 2     |
| Crockett      | 2     | 0     | Jeff Davis | 0     | 1     | Randall  | 39  | 11  | Wise          | 57    | 19    |
| Crosby        | 13    | 5     | Jefferson  | 928   | 261   | Reagan   | 2   | 0   | Wood          | 43    | 13    |
| Culberson     | 1     | 0     | Jim Hogg   | 5     | 1     | Real   | 2   | 2   | Yoakum        | 11    | 7     |
| Dallam        | 16    | 9     | Jim Wells  | 84    | 31    | Red River  | 36  | 6   | Young         | 32    | 12    |
| Dallas        | 6,043 | 2,387 | Johnson    | 127   | 42    | Reeves   | 41  | 13  | Zapata        | 2     | 1     |
| Dawson        | 32    | 5     | Jones      | 27    | 10    | Refugio  | 5   | 1   | Zavala        | 12    | 9     |
| Deaf Smith    | 55    | 24    | Karnes     | 36    | 6     | <div> <p>No. paroled from TDC: 37,223</p> <p>No. paroled from<br/>other state prisons: 1,770</p> <p>Total parolees under<br/>active supervision: 35,999</p> <p>No. mandatory supervision<br/>releasees from TDC: 13,054</p> <p>Total under supervision in Texas: 52,047</p> </div> |     |     |               |       |       |
| Delta         | 7     | 4     | Kaufman    | 132   | 54    |  |     |     |               |       |       |
| Denton        | 262   | 59    | Kendall    | 5     | 4     |  |     |     |               |       |       |
| De Witt       | 38    | 5     | Kenedy     | 0     | 0     |  |     |     |               |       |       |
| Dickens       | 4     | 2     | Kent       | 0     | 0     |  |     |     |               |       |       |
| Dimmit        | 8     | 0     | Kerr       | 66    | 16    |  |     |     |               |       |       |
| Donley        | 8     | 1     | Kimble     | 5     | 1     |  |     |     |               |       |       |
| Duval         | 17    | 12    | Kinney     | 1     | 1     |  |     |     |               |       |       |
| Eastland      | 33    | 12    | King       | 1     | 0     |  |     |     |               |       |       |
| Ector         | 366   | 95    | Kleberg    | 52    | 16    |  |     |     |               |       |       |
| Edwards       | 2     | 1     | Knox       | 8     | 3     |  |     |     |               |       |       |

**PRESENT STATUS OF 188,392 INMATES PAROLED  
FROM THE TEXAS DEPARTMENT OF CORRECTIONS OVER THE 41-YEAR PERIOD  
BEGINNING SEPTEMBER 1, 1947 AND ENDING AUGUST 31, 1988**

Column I below gives the total number released each year. Column II gives the number still under active supervision and shows that 58,471 inmates released over the 41-year period are still on parole or conditional pardon. Column III shows that 78,444 released during the 41-year period have satisfactorily completed their paroles or conditional pardons. Column IV shows that 51,477 releasees have been revoked over the 41-year period because of new felony convictions or for violating the terms of release.

Columns II, III and IV change from year to year as parolees discharge their sentences or are revoked. For instance, only 276 parolees out of the 4,948 released in 1978 are still on active parole. The others have discharged their sentences or have been revoked. On the other hand, 23,928 of the 25,131 released in 1988 are still on active parole. This is because those released in 1978 have had 10 years to discharge their sentences while those released in 1988 have had only one year toward discharge.

| <u>Years</u> | <u>Column I<br/>No. Released</u> | <u>Column II<br/>No. Under Active<br/>Supervision</u> | <u>Column III<br/>No. Completed<br/>Sentence</u> | <u>Column IV<br/>No. Revoked</u> |
|--------------|----------------------------------|---|--|----------------------------------|
| 1948         | 747                              | 6   | 645  | 96                               |
| 1949         | 761                              | 7   | 629  | 125                              |
| 1950         | 913                              | 22  | 727  | 164                              |
| 1951         | 1,125                            | 8   | 862  | 255                              |
| 1952         | 913                              | 17  | 662  | 234                              |
| 1953         | 759                              | 32  | 532  | 195                              |
| 1954         | 837                              | 87  | 542  | 208                              |
| 1955         | 1,247                            | 105   | 809  | 333                              |
| 1956         | 1,191                            | 61  | 777  | 353                              |
| 1957         | 894                              | 38  | 548  | 308                              |
| 1958         | 1,186                            | 49  | 734  | 403                              |
| 1959         | 1,759                            | 39  | 1,153  | 567                              |
| 1960         | 2,336                            | 63  | 1,455  | 818                              |
| 1961         | 2,552                            | 51  | 1,615  | 886                              |
| 1962         | 2,548                            | 44  | 1,664  | 840                              |
| 1963         | 2,787                            | 70  | 1,751  | 966                              |
| 1964         | 3,166                            | 73  | 1,929  | 1,164                            |
| 1965         | 2,407                            | 49  | 1,470  | 888                              |
| 1966         | 2,200                            | 48  | 1,453  | 699                              |
| 1967         | 1,737                            | 63  | 1,182  | 492                              |
| 1968         | 1,921                            | 53  | 1,229  | 639                              |
| 1969         | 1,943                            | 63  | 1,177  | 703                              |
| 1970         | 2,058                            | 69  | 1,323  | 666                              |
| 1971         | 2,278                            | 87  | 1,592  | 599                              |
| 1972         | 3,375                            | 162   | 2,478  | 735                              |
| 1973         | 3,770                            | 176   | 2,763  | 831                              |
| 1974         | 4,237                            | 200   | 3,293  | 744                              |
| 1975         | 4,788                            | 220   | 3,553  | 1,015                            |
| 1976         | 4,248                            | 208   | 3,139  | 901                              |
| 1977         | 7,150                            | 225   | 5,099  | 1,826                            |
| 1978         | 4,948                            | 276   | 3,330  | 1,342                            |
| 1979         | 7,750                            | 490   | 4,874  | 2,386                            |
| 1980         | 5,022                            | 261   | 2,993  | 1,768                            |
| 1981         | 7,503                            | 490   | 4,045  | 2,968                            |
| 1982         | 7,516                            | 1,038   | 3,760  | 2,718                            |
| 1983         | 8,703                            | 1,109   | 4,150  | 3,444                            |
| 1984         | 10,091                           | 2,746   | 3,387  | 3,958                            |
| 1985         | 9,392                            | 3,239   | 2,617  | 3,536                            |
| 1986         | 14,510                           | 7,537   | 1,955  | 5,018                            |
| 1987         | 19,993                           | 14,962  | 493  | 4,538                            |
| 1988         | 25,131                           | 23,928  | 55   | 1,148                            |
| <b>Total</b> | <b>188,392</b>                   | <b>58,471<br/>(31%)</b>                               | <b>78,444<br/>(42%)</b>                          | <b>51,477<br/>(27%)</b>          |

**PRESENT STATUS OF 73,346 INMATES RELEASED  
FROM THE TEXAS DEPARTMENT OF CORRECTIONS ON MANDATORY SUPERVISION  
OVER THE 11-YEAR PERIOD ENDING AUGUST 31, 1988**

Column I below shows that 73,346 inmates were released during the 11-year period. Column II shows that 21,612 inmates released over the 11-year period are still serving satisfactorily under mandatory supervision. Many inmates have completed their sentences. Column III shows that 31,319 released during

the 11-year period have satisfactorily completed their period of mandatory supervision. Column IV shows that 20,415 over the 11-year period have had their mandatory supervision status revoked. These figures will constantly change from year to year as releasees complete their sentences or are revoked.

| <u>Years</u> | <u>Column I<br/>No. Released</u> | <u>Column II<br/>No. under Active<br/>Supervision</u> | <u>Column III<br/>No. Completed<br/>Sentence</u> | <u>Column IV<br/>No. Revoked</u> |
|--------------|----------------------------------|---|--|----------------------------------|
| 1978         | 10                               | 0   | 9  | 1                                |
| 1979         | 739                              | 0   | 594  | 145                              |
| 1980         | 2,140                            | 89  | 1,489  | 562                              |
| 1981         | 3,327                            | 50  | 2,404  | 873                              |
| 1982         | 5,422                            | 952   | 3,171  | 1,299                            |
| 1983         | 7,659                            | 56  | 5,129  | 2,474                            |
| 1984         | 10,053                           | 719   | 5,720  | 3,614                            |
| 1985         | 11,899                           | 1,742   | 6,024  | 4,133                            |
| 1986         | 12,745                           | 3,802   | 4,666  | 4,277                            |
| 1987         | 11,717                           | 7,070   | 2,005  | 2,642                            |
| 1988         | 7,635                            | 7,132   | 108  | 395                              |
| <b>Total</b> | <b>73,346</b>                    | <b>21,612</b>   | <b>31,319</b>                                    | <b>20,415</b>                    |

## PAROLE BOARD JURISDICTION

In addition to individuals released from prison under the active supervision of the Board of Pardons and Paroles, several other groups of released felons fall under the Board's "jurisdiction." These include those who are under supervision in other states, those released to detainees, those who have successfully completed enough time to be placed on an annual-reporting status, those who have been released from reporting, absconders from supervision, and persons released to parole *in absentia*.

Although the Board does not actively supervise these groups, they remain under the Board's jurisdiction for purposes of revocation, accountability, tracking, and discharging.

### Releasees under the Jurisdiction of the Board in Fiscal Year 1988

| <u>Status</u>             | <u>Parole</u> | <u>Mandatory<br/>Supervision</u> | <u>Total</u> |
|---------------------------|---------------|----------------------------------|--------------|
| Active Supervision:       | 36,566        | 13,054                           | 49,620       |
| Out-of-State:             | 2,365         | 931                              | 3,296        |
| Detainers:                | 3,447         | 842                              | 4,289        |
| Annual Report             | 8,443         | 1,869                            | 10,312       |
| Released from             |               |                                  |              |
| Reporting:                | 242           | 0                                | 242          |
| Absconder:                | 5,976         | 3,812                            | 9,788        |
| Parole <i>in</i>          |               |                                  |              |
| <i>absentia</i> :         | 180           | 75                               | 255          |
| <i>Special Caseload</i> : | 22            | 3                                | 25           |
| Totals:                   | 57,241        | 20,586                           | 77,827       |

### No. Releasees under the Jurisdiction of the Board over a Five-Year Period

| <u>Classification</u> | <u>1984</u> | <u>1985</u> | <u>1986</u> | <u>1987</u> | <u>1988</u> |
|-----------------------|-------------|-------------|-------------|-------------|-------------|
| Parolees              | 25,884      | 28,258      | 35,287      | 44,373      | 57,241      |
| Mandatory Releasees   | 14,899      | 19,213      | 22,222      | 22,935      | 20,586      |
| Totals                | 40,783      | 47,471      | 57,509      | 67,308      | 77,827      |

## INTERSTATE PROBATION AND PAROLE COMPACT

The Interstate Probation and Parole Compact is an agreement among the 50 states, the District of Columbia, the Virgin Islands and Puerto Rico to accept probationers and parolees for supervision.

The Board gives parolees permission to live outside the state of Texas when such a move enhances the individuals' employment

prospects, unites them with their families, or presents the best conditions for rehabilitation and reintegration into society.

The Interstate Compact is administered locally by a Board staff member appointed by the Board.

The Compact allows for the retaking of released felons across state jurisdictions.

### INTERSTATE COMPACT CASES FISCAL YEAR 1988

|                                 | <u>Parole</u> | <u>Mandatory<br/>Supervision</u> | <u>Total</u> |
|---------------------------------|---------------|----------------------------------|--------------|
| Texas Cases in<br>other states: | 2,365         | 931                              | 3,296        |
| Other state cases<br>in Texas:  | 1,770         | ---                              | 1,770        |
| Total:                          | 4,135         | 931                              | 5,066        |

\*Figures combine parole and mandatory supervision

### INTERSTATE COMPACT CASES OVER A FIVE-YEAR PERIOD\*

|                                 | <u>1984</u> | <u>1985</u> | <u>1986</u> | <u>1987</u> | <u>1988</u> |
|---------------------------------|-------------|-------------|-------------|-------------|-------------|
| Texas Cases in<br>other states: | 2,023       | 2,154       | 2,486       | 3,102       | 3,296       |
| Other state cases<br>in Texas:  | 1,761       | 1,812       | 1,877       | 1,879       | 1,770       |
| Total:                          | 3,784       | 3,966       | 4,363       | 4,981       | 5,066       |

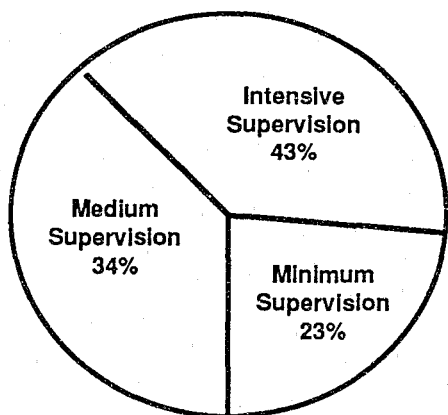
## CASE CLASSIFICATION RISK AND NEEDS ASSESSMENT

The agency uses risk and needs assessment instruments to classify cases into one of three supervision levels. Based on the hypothesis that different cases present different levels of needs and risks, case classification enables the agency to allocate resources appropriate to needs and risks. It also helps the agency treat cases in a logical, consistent and cost-effective manner. Cases are assigned to intensive, medium or minimum levels of supervision accordingly. Releasees under intensive supervision are required to

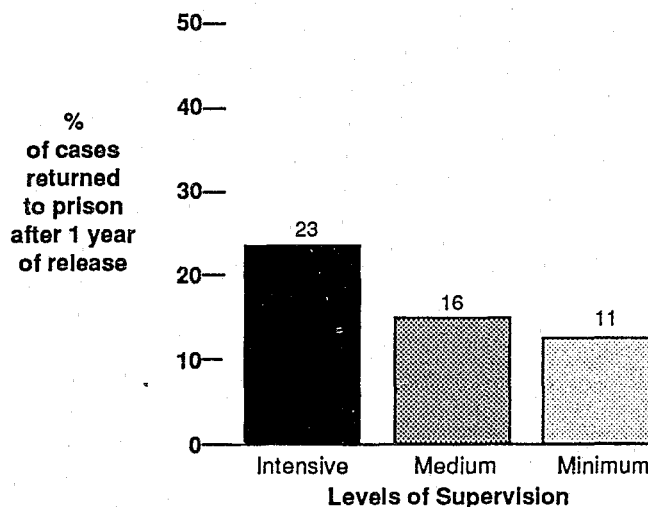
meet with their supervising officers three times each month: at home, on the job and in the parole office. Medium supervision cases meet with the officers twice a month; minimum cases meet once a month at the parole office and once every two months at home.

The graphs below show the 1988 release population by levels of supervision, demonstrate the validity of risk assessment and summarize the major needs releasees have.

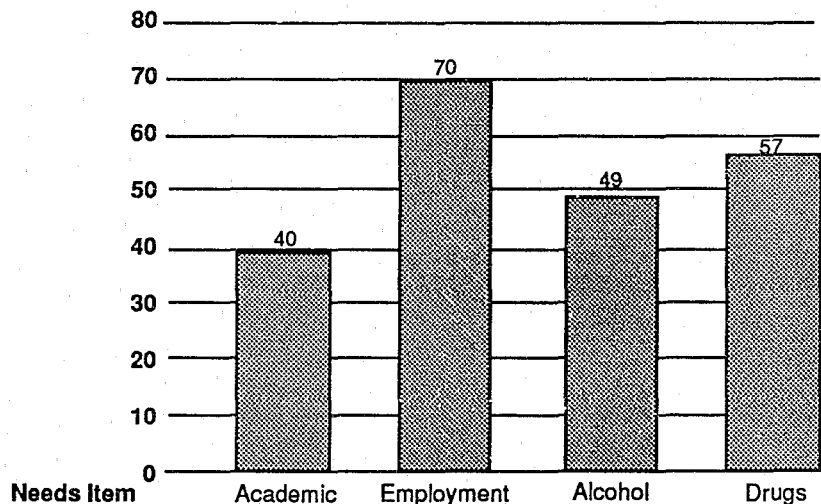
**CASE CLASSIFICATION**  
Release Population  
by Levels of Supervision



**RELEASEES RETURNED TO PRISON**  
By Level of Supervision



## MODERATE AND SEVERE PROBLEMS FOR SELECTED NEEDS ITEMS



# **Community Services**

## **Halfway House Program**

## COMMUNITY SERVICES

The Community Services Section administers the agency's halfway house program, designed for the placement of individuals who, in the Board's opinion, need closer supervision upon release from prison, who have no other residential resources in the community, or who are within six months of parole release (via the agency's pre-parole transfer program).

Community Services verifies that halfway houses meet the minimum requirements outlined in the Board's "Standards and Certification Procedures for Residential Facilities" before contracting with them. The Section monitors halfway houses throughout the year to ensure compliance with the standards and the agreement.

Inmates are released to halfway houses directly from TDC as a condition of release, at the inmate's request, or as an alternative when the inmate is unable to develop or maintain a suitable residential plan.

In FY 1988, the Board contracted for 1,602 beds with 25 halfway houses across the state. The average cost was \$24.50 per day per client. Clients remained in the halfway houses for an average of 43 days each. The cost of maintaining a client in a halfway house under the pre-parole transfer program was \$25.50 per client per day, for an average 57-day stay.

Halfway house clients have opportunities to look for suitable employment or job training, and participate in drug/alcohol treatment programs, counseling and other social services available as part of the house's program or in the community.

### Release Outcome

A study of 2,072 cases (including 536 halfway house placements), released from TDC and followed for one year, attempted to determine halfway house effectiveness in achieving some of the program's goals. The findings are summarized below.

Approximately 14% of halfway house cases returned to prison after one year of release, as opposed to 15% of non-halfway house cases. Halfway house cases, however, had significantly higher absconder and "trouble" rates (violations *not* resulting in a return to prison).

Halfway houses appear to be more effective with alcohol abuse cases than with drug abuse cases. Cases with alcohol abuse histories have only a 7% return-to-prison rate vs. 15% for non-halfway house cases.

High-risk cases placed in halfway houses have a lower recidivism rate than do high-risk cases without halfway-house placement. Just under 20% of high-risk cases placed in halfway houses returned to prison after a year. Of high-risk cases not placed in halfway houses, 31% returned to prison during the same period.

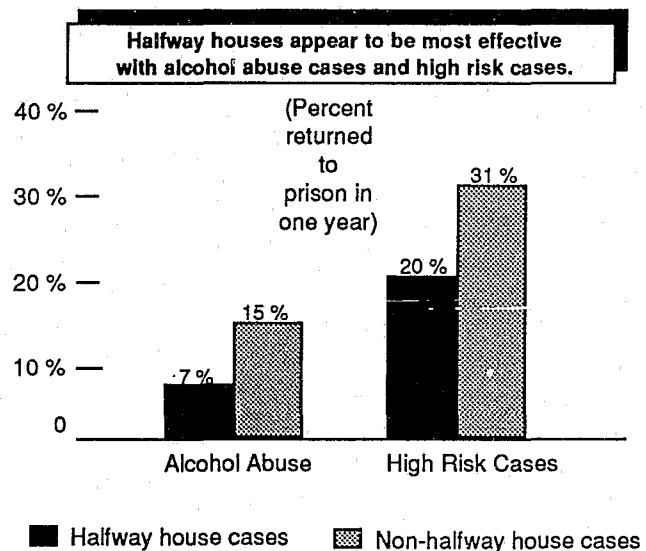
### HALFWAY HOUSE PLACEMENTS IN FISCAL YEAR 1988

| <u>Source</u>          | <u>Parolees</u> | <u>Mandatory<br/>Releasees</u> | <u>Pre-parolees</u> | <u>Total</u> |
|------------------------|-----------------|--------------------------------|---------------------|--------------|
| Placed from TDC:       | 3,381           | 1,747                          | 3,371               | 8,499        |
| Placed from the field: | 792             | 261                            | N/A                 | 1,053        |
| Total:                 | 4,173           | 2,008                          | 3,371               | 9,552        |

### HALFWAY HOUSE PLACEMENTS OVER A FIVE-YEAR PERIOD

| <u>Type of Release</u> | <u>1984</u> | <u>1985</u> | <u>1986</u> | <u>1987</u> | <u>1988</u> |
|------------------------|-------------|-------------|-------------|-------------|-------------|
| Parole                 | 1,917       | 1,764       | 3,002       | 3,997       | 4,173       |
| Mandatory Supervision  | 2,416       | 2,360       | 2,820       | 2,486       | 2,008       |
| Pre-Parole             | 141         | 157         | 237         | 1,726       | 3,371       |
| Total                  | 4,474       | 4,281       | 6,059       | 8,209       | 9,552       |

### HALFWAY HOUSE RELEASE OUTCOME





# **Release Outcome**

## **Revocations of Release**

## **Recidivism**

## RELEASE OUTCOME

The agency uses a variety of release outcome measures in evaluating the effectiveness of parole selection and parole supervision. One commonly accepted release outcome measure examines the percent of inmates released from prison who are returned to prison within given follow-up periods. The most common follow-up periods examine the percent of releasees who are returned to prison one year, two years or three years after release.

The data below indicate that 13% of releasees returned to prison for a parole violation within one year of release; 30% returned after two years of release, and after three years, 35% have returned to prison.

The Salient Factor Score, detailed in the studies, is a risk predictor that indicates risk level at release. The higher the Salient

Factor Score, the lower the predicted risk of return to prison. This score is validated in the three release outcome studies.

Another measure of release outcome is the percent of releasees who have their releases revoked while under supervision. Revocation, as a measure of release outcome, differs from return-to-prison in several ways. Return-to-prison uses a uniform follow-up period, while revocation can only occur during the supervision period, which can range from a few weeks to several years. A parolee with a short supervision period of six months is at a lower risk of revocation than a parolee with a supervision requirement of 10 years. Agency effectiveness cannot be fully determined by revocation because of the varying supervision periods. Thus, both measures are included.

### Release Outcome after One Year of Release (1986 Study Based on 1,189 Cases)

| <u>Outcome</u>     | <u>Salient Factor Score</u> |               |                | <u>Total</u>    |
|--------------------|-----------------------------|---------------|----------------|-----------------|
|                    | <u>0 - 5</u>                | <u>6 - 10</u> | <u>11 - 15</u> |                 |
| % Return to Prison | 24% (56/237)                | 12% (75/647)  | 8% (25/305)    | 13% (156/1,189) |

### Release Outcome after Two Years of Release (1,371 Cases)

| <u>Outcome</u>     | <u>Salient Factor Score</u> |               |                | <u>Total</u>    |
|--------------------|-----------------------------|---------------|----------------|-----------------|
|                    | <u>0 - 5</u>                | <u>6 - 10</u> | <u>11 - 15</u> |                 |
| % Return to Prison | 36% (92/254)                | 33% (242/739) | 22% (85/378)   | 30% (419/1,371) |

### Release Outcome after Three Years of Release (3,047 Cases)

| <u>Outcome</u>     | <u>Salient Factor Score</u> |                 |                | <u>Total</u>      |
|--------------------|-----------------------------|-----------------|----------------|-------------------|
|                    | <u>0 - 5</u>                | <u>6 - 10</u>   | <u>11 - 15</u> |                   |
| % Return to Prison | 48% (229/473)               | 38% (629/1,644) | 22% (206/930)  | 35% (1,064/3,047) |

## REVOCATIONS OF PAROLE AND MANDATORY SUPERVISION IN FISCAL YEAR 1988

A person released from prison on parole or mandatory supervision is subject to having his release revoked and being sent back to prison if he commits a new offense or violates the terms of his release.

The agency's Hearing Section issues a warrant for the arrest of an individual who violates the law or the conditions of release and he is not eligible for release on bail. The Hearing Section schedules a hearing by a hearing officer within 70 days of the

person's arrest, hears testimony regarding the violation, and makes a recommendation to the Board as to whether the person should be returned to prison or not. The Board makes a final decision within an additional 30 days. Those who receive a new conviction are revoked automatically by virtue of the new offense. Those who violate the terms of release may be returned to prison or reinstated with other punitive measures taken to ensure their future compliance.

### ACTIONS OF THE HEARING SECTION IN FISCAL YEAR 1988

Outstanding pre-revocation warrants: 10,922

Pre-revocation warrants issued: 11,662

Absconders returned to active supervision: 7,773

Releasees revoked: 11,084

Pre-revocation warrants withdrawn: 9,458

Hearings conducted: 3,658

### RELEASEES UNDER ACTIVE SUPERVISION REVOKED IN FISCAL YEAR 1988

|                          | <u>No. under<br/>supervision</u> | <u>No. (%) revoked</u> |
|--------------------------|----------------------------------|------------------------|
| Parole                   | 52,388                           | 6,961 (13.3%)          |
| Mandatory<br>Supervision | 23,951                           | 3,606 (15%)            |

### NUMBER OF RELEASEES REVOKED IN 1988 BY ORIGINAL OFFENSE

| <u>Offense</u> | <u>No. (%)<br/>Parolees</u> | <u>No. (%)<br/>Mandatory<br/>Releasees</u> |
|----------------|-----------------------------|--|
| Assault        | 114 ( 2%)                   | 251 ( 7%)                                  |
| Auto Theft     | 568 ( 8%)                   | 276 ( 7%)                                  |
| Burglary       | 3,071 (42%)                 | 955 (25%)                                  |
| Drugs          | 967 (13%)                   | 351 ( 9%)                                  |
| DWI            | 134 ( 2%)                   | 112 ( 3%)                                  |
| Forgery        | 638 ( 9%)                   | 262 ( 7%)                                  |
| Homicide       | 136 ( 2%)                   | 125 ( 3%)                                  |
| Rape           | 52 (.07%)                   | 106 ( 3%)                                  |
| Robbery        | 619 ( 8%)                   | 605 (16%)                                  |
| Sex Offenses   | 26 (.03%)                   | 122 ( 3%)                                  |
| Theft          | 929 (13%)                   | 446 (12%)                                  |
| Other          | 94 ( 1%)                    | 125 ( 3%)                                  |
| <b>Total</b>   | <b>7,348</b>                | <b>3,736</b>                               |

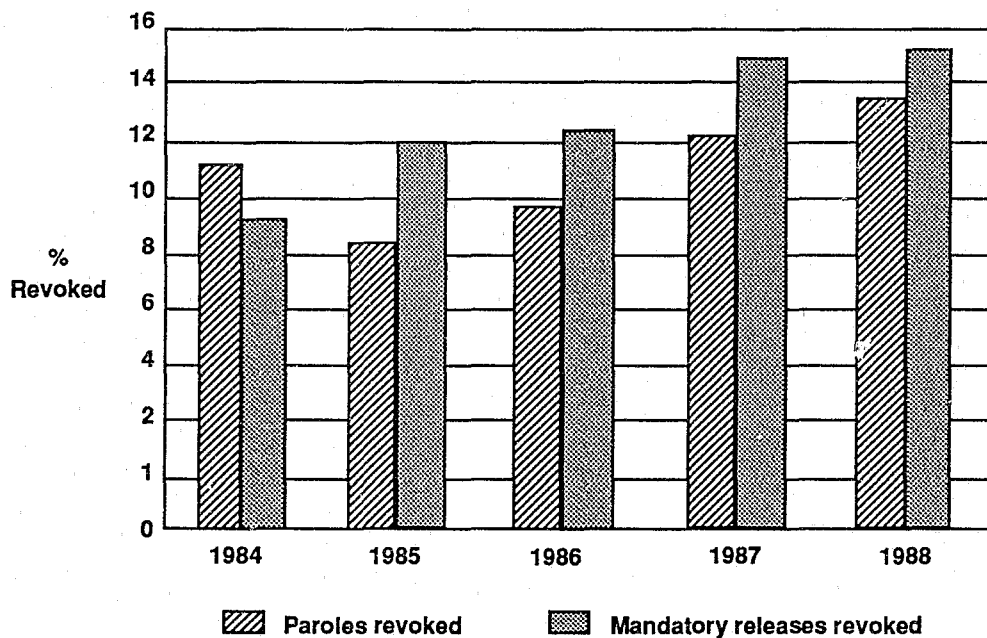
### RELEASEE REVOCATION DATA FOR A FIVE-YEAR PERIOD

|   | <u>1984</u> | <u>1985</u> | <u>1986</u> | <u>1987</u> | <u>1988</u> |
|---|-------------|-------------|-------------|-------------|-------------|
| No. parolees<br>under jurisdiction<br>for all or part of yr.:                       | 32,295      | 35,281      | 42,776      | 45,269      | 59,214      |
| No. revoked<br>during the year:   | 2,815       | 3,694       | 4,204       | 6,169       | 7,348       |
| % revoked<br>during the year:   | 8.7%        | 10.5%       | 9.8%        | 13.6%       | 12.4%       |
| No. mandatory<br>supervision cases<br>under jurisdiction<br>for all or part of yr.: | 19,982      | 26,807      | 31,965      | 23,859      | 21,942      |
| No. revoked<br>during the year:   | 1,802       | 3,199       | 3,983       | 5,010       | 3,736       |
| % revoked<br>during the year:   | 9%          | 11.9%       | 12.5%       | 21%         | 17%         |

### LENGTH OF TIME INMATES RELEASED BEFORE REVOCATION

| <u>No. of Years</u> | <u>Parole</u> | <u>Mandatory<br/>Supervision</u> | <u>Total</u> |
|---------------------|---------------|----------------------------------|--------------|
| Less than 1 year:   | 3,065 (42%)   | 1,432 (38%)                      | 4,497 (41%)  |
| 1 - 2 years:        | 2,713 (37%)   | 1,571 (42%)                      | 4,284 (39%)  |
| 2 - 3 years:        | 918 (12%)     | 557 (15%)                        | 1,475 (13%)  |
| More than 3 years:  | 652 ( 9%)     | 176 ( 5%)                        | 828 ( 7%)    |
| Total revoked:      | 7,348         | 3,736                            | 11,084       |

### REVOCATION PERCENTAGES OVER A FIVE-YEAR PERIOD



### REVOCATION OF PAROLES, MANDATORY SUPERVISION AND CONDITIONAL PARDONS OF INMATES RELEASED OVER A 41-YEAR PERIOD ENDING AUGUST 31, 1988

|                          | <u>No. Released</u> | <u>No. Revoked</u> | <u>% Revoked</u> |
|--------------------------|---------------------|--------------------|------------------|
| Parole                   | 168,322             | 45,790             | 27.2%            |
| Mandatory<br>Supervision | 61,618              | 15,405             | 25.0%            |

## RECIDIVISM

The graphs below present data extracted from field supervision data from the Board of Pardons and Paroles' computer. The data presents recidivism of three different groups of inmates released from the Department of Corrections in 1985, 1986 and 1987. Those released in 1985 were followed for three years; those released in 1986 were followed for two years; and those released in 1987 were followed for one year.

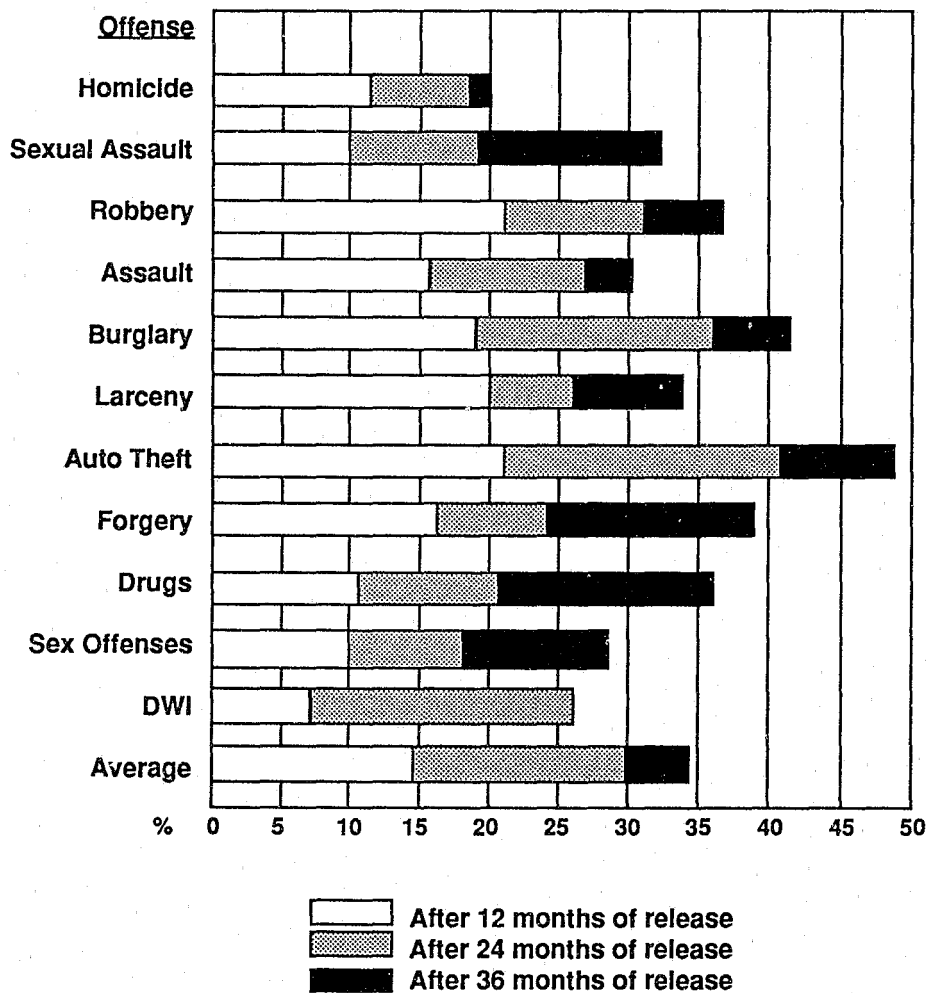
Graph 1 indicates that 22% of offenders convicted of auto theft returned to prison after one year; 41% of the group followed for two years returned to prison after two years of release; and 49% of the group followed for three years returned after three years of release. The graph shows that the average return-to-prison rate for all offenses was 16% for the one-year group; 30% for the two-year group; and 34% for the three year group.

Graph 2 presents recidivism by age. The graph indicates that in all three groups followed, the 17 to 21-year-olds had the highest

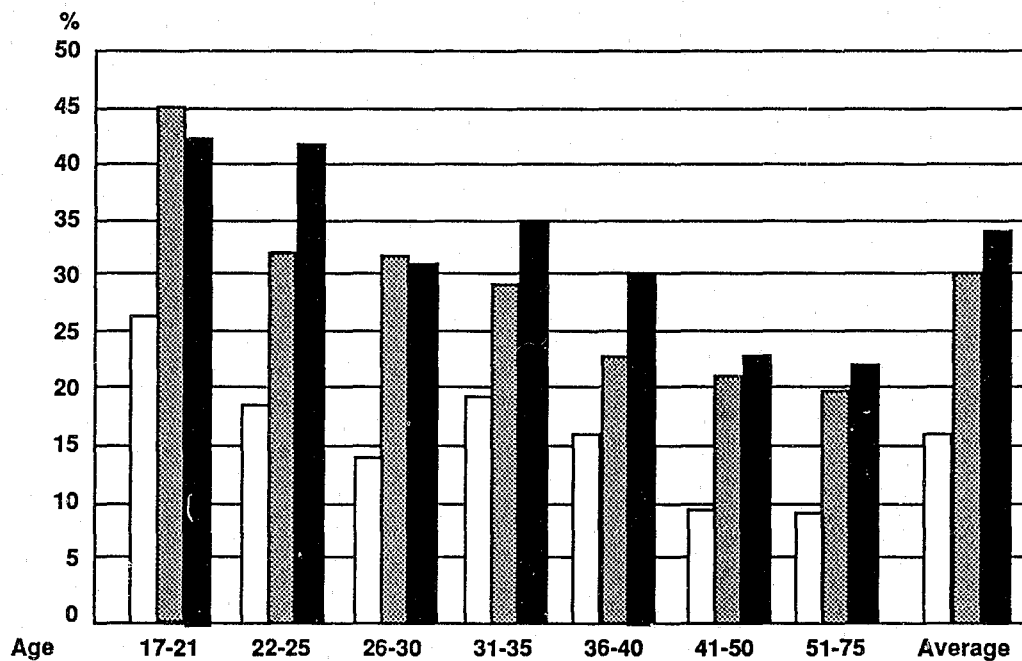
rate of recidivism: 26% of the group followed for one year; 45% of the group followed for two years; and 43% for the group followed for three years.

Graph 3 presents recidivism by risk level. When an inmate is released from the Department of Corrections, a parole officer classifies that client based on a needs and risk instrument to determine an appropriate level of supervision. The risk instrument predicts future risk based on variables statistically associated with recidivism (Salient Factor Score). Graph 3 indicates that, true to the analysis of risk, poor risk cases returned to prison at better than twice the rate of good risk cases. The group followed for one year who were classified as poor risks returned to prison at a rate of 23%; the group followed for two years who were classified as poor risks returned to prison at a rate of 42%; and the group followed for three years who were classified as poor risks returned to prison at a rate of 49%.

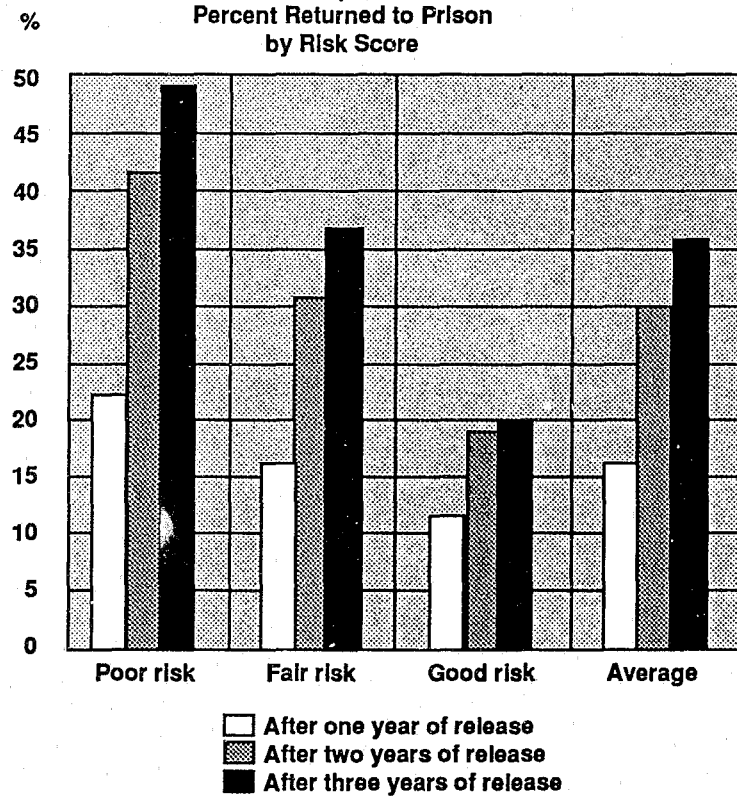
**Graph 1**  
**Percent Returned to Prison**  
**by Offense**



**Graph 2**  
Percent Returned to Prison  
by Age



**Graph 3**  
Percent Returned to Prison  
by Risk Score



## FACTORS ASSOCIATED WITH RECIDIVISM

A study of 2,072 cases released from prison in 1983 and followed for one year indicates that the following factors are associated with recidivism:

### Age at Release

Increasing age at release is associated with decreasing recidivism rates. Approximately 22% of inmates released from prison at ages 18 - 21 were returned to prison within one year. Only 8% of inmates who were 40 or older at release were back in prison after one year.

### Sex

Females have significantly lower recidivism rates than males. Approximately 6% of females returned to prison after one year vs. a 15% return rate for males.

### Education

Approximately 12% of inmates with a 12th grade education or GED returned to prison in one year vs. a 16% return rate for inmates with less than a 12th grade education.

### Employment

Inmates who had steady employment prior to their incarcerations had a 10% return rate vs. a 25% return rate for those who were unemployed prior to their incarcerations.

### Juvenile Criminal History

Inmates who had at least one arrest as juveniles had a 20% return rate; inmates without juvenile arrests had a 9% return rate.

### Adult Criminal History

Inmates with no prior adult incarcerations had a 13% return rate; inmates with two or more prior adult incarcerations had a 20% return rate.

### Calendar Time Served

Little relationship exists between time served in prison and recidivism. For example, 13% of inmates who served less than six months in prison and 13% of inmates who served 36 - 48 months in prison returned within one year of release.

### Instant Offense

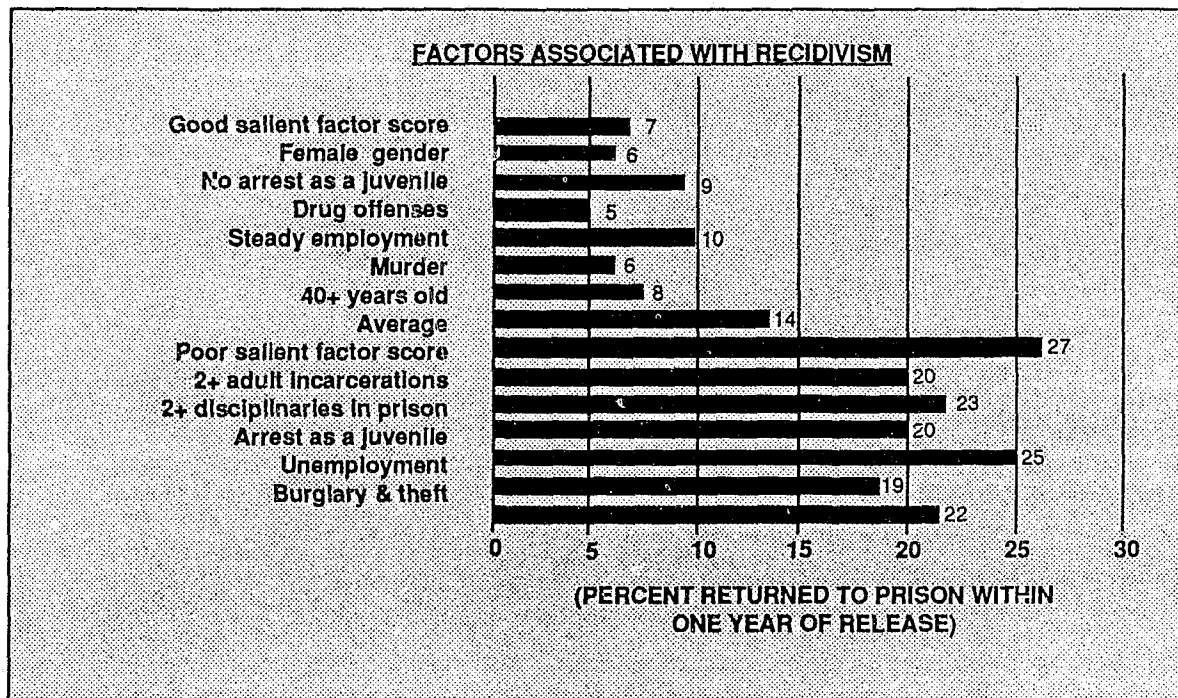
High-recidivism offenses are burglary (19%), theft (19%), and assault (13%). Low-recidivism offenses are murder (6%), sex offenses (5%), and drug offenses (5%).

### Institutional Adjustment

Inmates with two or more disciplinary reports had a 23% return rate vs. 13% for inmates with no disciplinary reports.

### Salient Factor Score

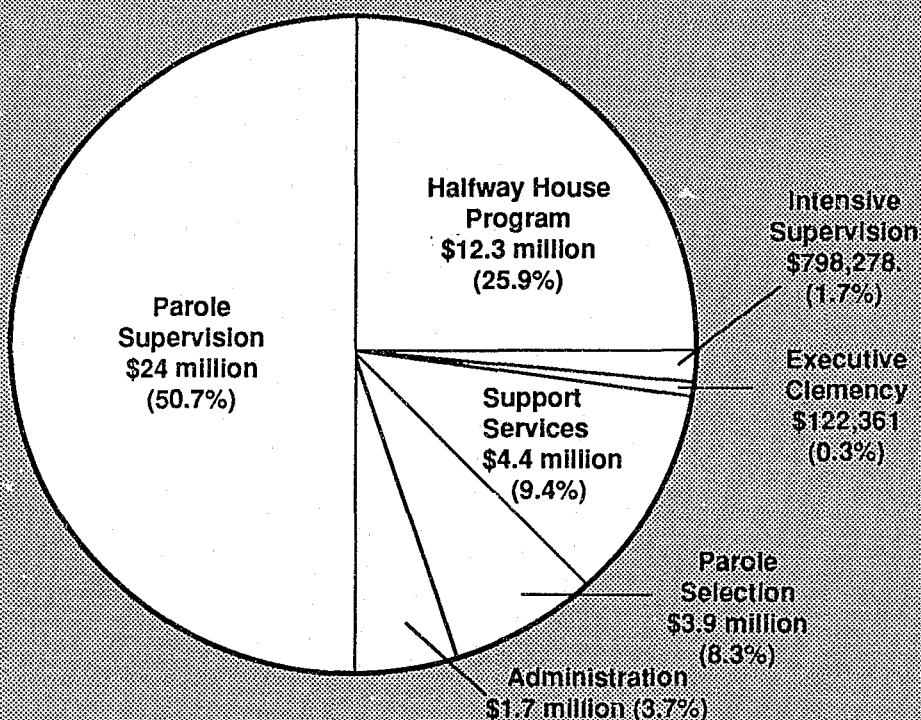
The Salient Factor Score is an accurate predictor of recidivism. Although only 7% of inmates with good Salient Factor Scores returned to prison after one year, 27% of inmates with poor Salient Factor Scores returned.



**Agency  
Expenditures  
in  
Fiscal  
Year  
1988**



## AGENCY EXPENDITURES FISCAL YEAR 1988



Total cost: \$47.3 million

### COST EFFECTIVENESS INCARCERATION VS. RELEASE SUPERVISION

|  | <u>Inmate</u>   | <u>Parolee</u> |
|--|-----------------|----------------|
| Supervision cost per day:  | \$37.49         | \$1.78         |
| cost per year:   | \$13,684        | \$649.70       |
| Cost of maintaining 38,400 inmates in prison for 1 year:                         | \$525.5 million |                |
| Cost of supervising 38,400 releasees on parole/mandatory supervision for 1 year: | \$24.9 million  |                |
| Cost savings:  | \$500.6 million |                |

### GRANT EXPENDITURES AND ENCUMBRANCES FISCAL YEAR 1988

| <u>Grant</u>  | <u>Expended/<br/>Encumbered</u> |
|---|---------------------------------|
| Criminal Justice Division<br>Grant: Parole Officer Training<br>for MHMR Releasees:  | \$ 7,658                        |
| Department of Justice<br>Grant: Redesigning options<br>for the effective management<br>and control of the Texas prison<br>population: | 52,340                          |
| Total Grant Funds:  | \$59,998                        |

# **Glossary of Terms**

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## GLOSSARY OF TERMS

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**Active Supervision:** Status of parolee in which the parolee must report regularly to a field parole officer.

**Commutation of sentence:** A form of executive clemency whereby the sentence of the court may be lessened.

**Conditional pardon:** A form of executive clemency that does not become operative until the grantee has performed some specified act or becomes void after the occurrence of some specified event or remits only a portion of the penalties that are the legal consequences of a crime.

**Conditional parole:** A category of parole in which an inmate who could not otherwise be paroled, as a condition of his parole, is released to a halfway house only for such period as determined necessary by the Board. It is granted to those inmates who need a transitional facility to assist them in readapting to a free society.

**Detainer warrant:** A legal or quasi-legal hold order under which a warden having a man in custody will not release him when he completes his sentence, but will make him available to the officers of another jurisdiction to answer the charges or accusations pending in that jurisdiction.

**District parole officer:** Employee of the Board of Pardons and Paroles responsible for supervision of parolees and mandatory supervision releasees.

**Emergency reprieve:** A form of executive clemency whereby an inmate may be released from prison to enter a hospital, attend civil court proceedings, attend a funeral of an immediate family member or visit a critically ill immediate family member.

**Executive Clemency:** Acts of the governor including lessening the severity of a sentence, stay of execution of a death sentence, full pardon, commutation of a sentence imposed in a felony or misdemeanor case, emergency reprieve, medical reprieve, reprieve to attend civil court proceedings or a reprieve of jail sentence.

**Further Investigation (FI):** An initial determination by the parole panel favorable to parole of an inmate pending further investigation.

**FY:** Fiscal year -- September 1 through August 31.

**Initial Review:** The first review conducted by the parole board to determine if an inmate should be paroled at the time in the sentence when the inmate legally reaches the minimum eligibility for parole consideration.

**Inmate:** A person incarcerated in the Texas Department of Corrections, other penal institution or jail, and serving a sentence imposed upon conviction of a crime.

**Institutional parole officer:** Parole officer who works within a penal institution to assist inmates and their families in matters concerning parole procedures, parole planning and executive clemency.

**Interstate Probation and Parole Compact:** An agreement between Texas, the other 49 states, the Virgin Islands and Puerto Rico to allow probationers and parolees to complete their terms in a jurisdiction other than the jurisdiction in which the offense was committed.

**Jurisdiction:** All persons over whom the Board of Pardons and Paroles has revocation power and who are subject to the orders of the board.

**Mandatory Supervision:** The release of a prisoner at the expiration of the maximum term less credit for good time earned, but not on parole, for rehabilitation and supervision in the community until the expiration of the calendar sentence.

**Pardon:** A form of executive clemency which absolves an individual from the legal consequences of his crime and conviction.

**Parole:** The conditional release, by administrative act, of a convicted offender from a penal or correctional institution, under the continued custody of the state, to serve the remainder of his sentence in the community under supervision.

**Parole in absentia:** The release of a convicted felon serving a Texas sentence in an institution other than Texas state prison, i.e. other state prisons, federal facilities, or municipal or county jails.

**Parolee:** Inmate who is released from incarceration in a parole status.

**Parole certificate:** An order of the Board incorporating a parole agreement which, when fully executed, authorizes the release of an inmate from the Texas Department of Corrections on parole.

**Parole eligible:** An inmate who has met the legal requirements for parole consideration by a parole panel. Prisoners are normally eligible for parole consideration when their calendar time served plus good conduct time equals one-third of the maximum sentence imposed, or 20 years, whichever is less. If a prisoner has been convicted of a specified aggra-

vated crime, or used a weapon in the commission of the offense, he is not eligible for parole consideration until his actual calendar time served, without consideration of good conduct time, equals one-third of the maximum sentence or 20 calendar years, whichever is less, but in no event shall he be eligible for parole in less than two calendar years.

**Parole panel:** A three-member panel composed of commissioners and board members for purposes of parole selection, parole revocation or mandatory supervision revocation.

**Parole plan:** Proposal for residence and employment or provision for maintenance and care of a parolee.

**Preliminary investigation:** A parole consideration in which it is determined that additional information is necessary before a final disposition can be made.

**Pre-parole transfer:** Certain inmates serving short sentences for non-violent offenses may be considered for release up to six months prior to their parole eligibility dates. These releases may be sent to a halfway house or other approved residence, and participation requires both a recommendation by the board and concurrence by the director of the Department of Corrections.

**Pre-revocation warrant:** Warrant authorizing the arrest by any peace officer of a parolee for alleged violation of conditions of his parole.

**Probation:** Release of a convicted offender by a court under conditions imposed by the court for a specified period during which the imposition of sentence is suspended.

**Probation officer:** Person employed by one or more courts of record having original jurisdiction to supervise defendants placed on probation.

**Reinstatement of parole:** A reinstatement of a revoked parole.

**Releasee:** Inmate released on parole, conditional pardon or mandatory supervision.

**Remission of fine or forfeiture:** A form of executive clemency releasing the grantee from payment of all or a portion of a fine or cancelling a forfeiture of a bond.

**Reprieve:** A form of executive clemency releasing the grantee from payment of all or a portion of a fine or cancelling a forfeiture of a bond.

**Restoration of rights of citizenship:** A form of executive clemency which restores the right to vote, which in turn restores any other civil rights conditioned upon the right to vote; not a full pardon.

**Revocation:** The cancellation of parole, mandatory supervision status or of a conditional act of executive clemency that subjects the grantee to immediate incarceration to serve the remainder of the sentence or, in the instance of a fine, to immediate payment of the fine.

**Revocation hearing:** A hearing of evidence by a parole officer to determine whether to withdraw a warrant and continue the releasee on parole/mandatory supervision, or to recommend revocation of parole to the governor when a releasee allegedly violates the parole rules or commits a new offense.

**Revoked without prejudice:** Refers to revocations of parole on a new conviction of an offense that was committed prior to or about the same time as the offense for which the inmate is presently paroled.

**Serve-all (SA):** A decision by the parole panel to deny parole, and the inmate is required to serve the remainder of the sentence in prison.

**Set-off:** A decision by the parole panel in which the offender is not paroled but his/her case is set for review at a later date.

**Special review:** A parole case consideration in which the inmate is eligible for parole upon or shortly after his/her arrival at the Texas Department of Corrections or, in the case of subsequent reviews, a case in which new and pertinent information dictates that it be reconsidered prior to the original set-off date or prior to the serve-all date.

**Subsequent review:** A review conducted by a parole panel to determine if an inmate should be paroled subsequent to the initial review.

**Technical violation:** Violation, other than a new conviction, of the rules of the Board of Pardons and Paroles.

**Texas Department of Corrections (TDC):** The agency that manages the state's adult institutional correctional system with responsibility for custody of prisoners confined in its facilities.

**Trial reprieve:** A form of executive clemency used in jail cases in which an inmate is released for a specified time but not from the penalty of the sentence, nor does the time away from the jail count as time served on the sentence.

**USIS:** United States Immigration Service.