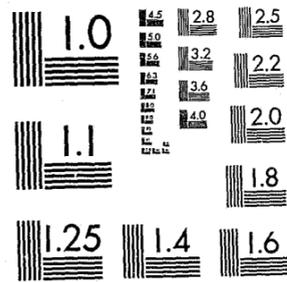


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ANNUAL REPORT

COMMONWEALTH OF MASSACHUSETTS PAROLE BOARD

January 1, 1982 to December 31, 1982

U.S. Department of Justice 88175
National Institute of Justice

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MASSACHUSETTS PAROLE BOARD

1982 ANNUAL REPORT

TABLE OF CONTENTS

| <u>Section</u> | <u>Page</u> |
|---------------------------|-------------|
| Introduction | i |
| Overview | 1 |
| Budget and Personnel | 2 |
| Hearings | 3 |
| Unification | 4 |
| Field Supervision | 5 |
| Pardons and Commutations | 6 |
| Legislation | 7 |
| Goals and Objectives 1982 | 8 |
| Goals and Objectives 1983 | 9 |

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INTRODUCTION

The Massachusetts Parole Board is a statutory body established pursuant to the Massachusetts General Laws, Chapter 27 §4. It is the sole decisional authority in the Commonwealth for matters of parole granting and revocation, having jurisdiction over all individuals sentenced to sixty (60) days or more at the state and county correctional institutions. Additionally, the Board acts as the Governor's Advisory Board of Pardons, making recommendations on the merits of all petitions for executive clemency.

The Board and its staff responded last year to the challenge of a significantly increased caseload at both the county and state levels. It is the purpose of this report to describe the activities of the agency during the past year and to outline future initiatives. The information contained herein regards:

- .Budget & Personnel Planning
- .1982 Hearings
- .1982 Supervision Data
- .Unification
- .Pardons & Commutations
- .Case Management System
- .Accreditation Project

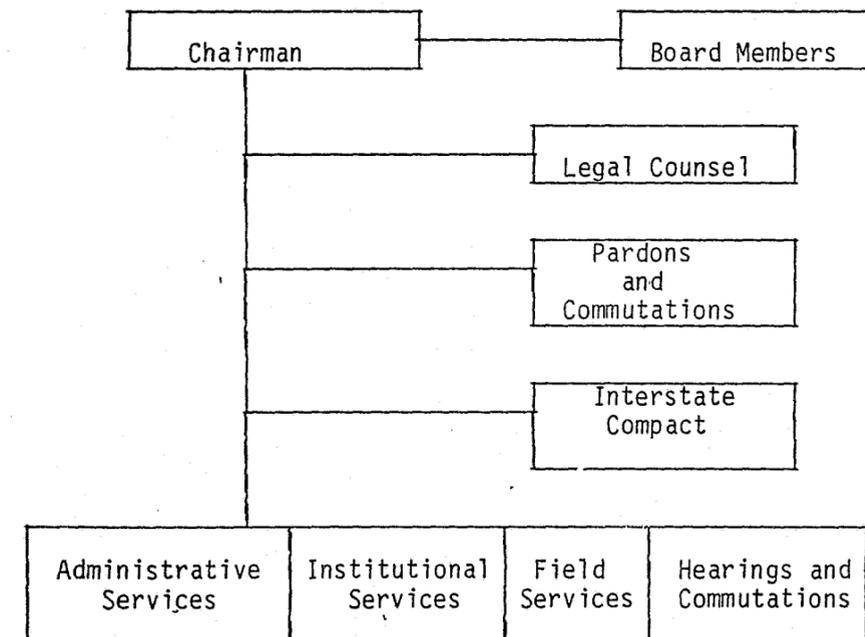
This has been a period during which the Board has concentrated its efforts on improving operations and effectiveness while remaining committed to the concept of accountability to both the client and the community.

OVERVIEW

Although the Commonwealth appointed a State Agent for Discharged Prisoners in 1845, the true beginnings of a parole system date back to 1881. In that year, authorization was given to the Commissioners of Prisons to release offenders from the Reformatory Prison for Women under "such conditions as they deem best". While the permit could be revoked, the law did not provide for supervision. A limited parole system was introduced to the State Prison at Charlestown in 1894, and in 1913 the first Board of Parole was established.

As it is now constituted, the Board is comprised of seven members appointed by the Governor with the advice and consent of the Council to terms of five years. Chapter 944 of the Acts of 1971, outlining upgraded qualifications, stipulates that members have at least five years of training and experience in Parole, Probation, Corrections, Law, Law Enforcement, Psychology, Psychiatry, Sociology, or Social Work. Those presently serving include: Chairman Brian A. Callery, Michael Albano, Kevin Burke, Rev. Michael E. Haynes, Richard A. Luccio, Michael Magruder, and Gertrude J. Pina.

As executive and administrative head of the agency, the Chairman is responsible not only for the conduct of decision making, policy formulation and policy implementation, but also for effectiveness of the day-to-day regional field operations. The table of organization, restructured in 1981, reflects the functions of the Board.



BUDGET AND PERSONNEL

The Parole Board budget for the fiscal year ending on June 30, 1982 was approximately \$3,200,000. While that amount increased slightly in FY 1983, it essentially remained a maintenance budget. Similarly, the agency request of \$4,200,000 approximately for FY 1984 is reflective of the Commonwealth's continuing policy of fiscal restraint. As in 1981, administrative services absorb 15% of the budget, with the remainder allocated to the functions of decision-making and parole services.

To assist the Parole Board in its decision-making responsibilities and to provide field supervision to parolees, the 1982 staff level was 162 employees. Of these, only about 10% are assigned to the primarily administrative tasks of personnel, budgetary and fiscal management, research, planning and data collection.

Appropriations and Expenditures

FISCAL YEAR 1982 (7-1-81 through 6-30-82)

| | |
|----------------------------|-----------------------|
| Appropriation | \$3,145,000.00 |
| Supplemental appropriation | <u>38,957.00</u> |
| <u>TOTAL</u> | <u>\$3,183,957.00</u> |

FISCAL YEAR 1983 (7-1-82 through 6-30-83)

| | |
|----------------------|-----------------------|
| Appropriation | \$3,658,910.00 |
| Supplemental Request | <u>150,360.00</u> |
| <u>TOTAL</u> | <u>\$3,809,270.00</u> |

HEARINGS

Members of the Parole Board conduct hearings at fourteen (14) county and six (6) state correctional institutions in the Commonwealth. In addition, Board action is required on other matters pertaining to individual cases. These administrative votes include determinations regarding parole violation reports, the issuance of warrants, petitions for early release, special considerations and terminations. A total of 6629 such matters were submitted for votes in 1981, while 7,639 such matters were submitted for action in 1982.

1982 STATISTICS

| <u>INSTITUTIONAL HEARINGS</u> | <u>1980</u> | <u>1981</u> | <u>1982</u> |
|-------------------------------|-------------|-------------|-------------|
| Cases less than one year | 1529 | 2644 | 3184 |
| Cases one year or more | 1004 | 1335 | 1276 |
| <u>State Prison Cases</u> | <u>1845</u> | <u>1990</u> | <u>2460</u> |
| <u>TOTAL</u> | <u>4378</u> | <u>5969</u> | <u>6920</u> |

| <u>PAROLING RATES</u> | <u>1980</u> | <u>1981</u> | <u>1982</u> |
|---------------------------|-------------|--------------|--------------|
| Cases less than one year | 47% | 45.5% | 47.3% |
| Cases one year or more | 68% | 62.7% | 63.7% |
| <u>State Prison Cases</u> | <u>59%</u> | <u>53.4%</u> | <u>50.1%</u> |
| <u>TOTAL AVERAGE</u> | <u>58%</u> | <u>53.9%</u> | <u>50.9%</u> |

| <u>REVOCAATION HEARINGS</u> | <u>1980</u> | <u>1981</u> | <u>1982</u> |
|-----------------------------|-------------|-------------|-------------|
| County Institutions | 179 | 215 | 174 |
| State Prisons | <u>414</u> | <u>387</u> | <u>383</u> |
| <u>TOTAL</u> | <u>593</u> | <u>602</u> | <u>557</u> |

UNIFICATION

In its 1978 report to Governor Edward J. King's Transition Team, the Sub-Committee on Parole recommended that there be a single paroling authority in the Commonwealth. It was expected that this change, supported by the Department of Corrections and the Massachusetts Bar Association, would reduce disparity in the treatment of offenders, ensure better services for the short-term offender, and enhance the public protection. Consequently, the Legislature enacted Chapter 155, section 128 of the Massachusetts General Laws, and effective August 14, 1980, the Parole Board assumed paroling authority for all individuals in the Commonwealth sentenced to sixty days or more.

Because of the steady increase in commitments to the counties, hearings at these institutions have far exceeded the original projections of 1250 annually. In order to alleviate the burden, six Hearing Officers conduct hearings in cases of less than one year and forward recommendations to the Board for final action. Additional institutional staff were also hired in 1982 to prepare cases at the Houses of Corrections.

| <u>UNIFICATION CASES</u> | <u>1980</u> | <u>1981</u> | <u>1982</u> |
|--------------------------|-------------|-------------|-------------|
| No. Hearings | 1529 | 2644 | 3184 |
| Paroling rate | 47% | 45.5% | 47.3% |

FIELD SUPERVISION

As of December 31, 1982, there were approximately 4400 individuals on parole status in Massachusetts, released at an average rate of 230 per month. Community supervision is organized on a regional basis, with the seven (7) regional offices located throughout the state administered by Supervising Parole Officers. Regions are further divided into forty-seven (47) districts, each one the responsibility of an individual Parole Officer. In 1982, forty-seven (47) Parole Officers carried an average daily caseload of sixty (60) to seventy (70) clients. The Parole Board also provides special services for mentally retarded offenders and those residing in pre-release facilities.

Reflective of the institutional population, the great majority of those released to parole supervision are residents of the Greater Boston area whose median educational level is 10th grade. Ex-offenders are particularly affected by the economic climate, their rate of unemployment running consistently above the national average at about 16%. The usual length of stay on parole of a county parolee is six (6) months; those released from state institutions have considerably longer periods of supervision. The figure in the tables below reflect the client population as of December 31, 1982.

CASELOAD DATA

| | <u>1981</u> | <u>1982</u> |
|----------------|-------------|-------------|
| Active cases | 2746 | 2702 |
| Inactive cases | 1155 | 1097 |
| MassCAP | 53 | 44 |
| Pre-Release | 31 | 37 |
| Out-of-State | 485 | 511 |
| <u>TOTAL</u> | <u>4470</u> | <u>4391</u> |

CLIENT PROFILE

% OF CASELOAD

| | |
|----------------|-----|
| Male. | 96% |
| Female | 4% |
| Black | 25% |
| White | 68% |
| Hispanic/Other | 7% |

PARDONS AND COMMUTATIONS

In its capacity as the Advisory Board of Pardons, the Parole Board is required to review all petitions for executive clemency and forward its non-binding recommendations to the Governor and Council. In a major policy shift, Governor King issued revised commutation guidelines in 1981, placing greater emphasis on the victims of crime. As he states in the Introduction: "Because crime victims are essential parties to the criminal justice process, the fair administration of justice mandates their inclusion in the commutation process so that we may strike a healthy balance between the rights of society and the crime victim, on the one hand, and the need for relief for a commutation petitioner, on the other hand".

| <u>PARDONS</u> | <u>1980</u> | <u>1981</u> | <u>1982</u> |
|--------------------|-------------|-------------|-------------|
| Petitions Received | 97 | 75 | 71 |
| Hearings | 87 | 110 | 134 |
| Pardons Granted | 78 | 45 | 65 |

| <u>COMMUTATIONS</u> | <u>1980</u> | <u>1981</u> | <u>1982</u> |
|----------------------|-------------|-------------|-------------|
| Petitions Received | 33 | 34 | 43 |
| Hearings | 8 | 2 | 6 |
| Commutations Granted | 6 | 2 | 2 |

LEGISLATION 1982

During 1982, the Massachusetts Legislature acted on two laws which affect the Parole Board's statutory powers and duties. A description of the Victim Notification Bill and Special State Police Powers follows:

Victim Notification Bill - Chapter 108 (amending M.G.L. c.127 §2)

This act requires the Board to notify victims or their surviving family members at least thirty days before a parole release hearing for a prisoner serving a life sentence, and provides that such individuals may appear at such hearing or submit a written recommendation to the Parole Board.

Special State Police Powers - Chapter 437 (amending M.G.L. c.127 §127)

This act enlarges the special state police powers of parole officers by empowering them to serve judicial arrest warrants, to assist other police officers in the discharge of their official duties, and to arrest individuals who attempt or threaten to interfere with the arrest or transportation of a parole violator. Like all other powers and duties of parole personnel, these powers are subject to the Board's statutory duty, per M.G.L. c27, §5, to make rules for the conduct of its employees in the performance of their duties.

GOALS AND OBJECTIVES 1982

The expansion of parole jurisdiction combined with the continued increase in the prison population continued to strain the Parole Board's resources and staff in 1982. As is the case with other agencies whose responsibilities include care and custody, the Board has felt the impact of dealing simultaneously with more serious offenders and budgetary constraints. Despite these problems, a number of initiatives were begun to improve operating efficiency and increase accountability. They include:

- .The development of a model case management system aimed at more effective risk needs assessment, workload distribution and supervision. Funded by the National Institute of Corrections, the project involves Parole administrative and field staff.
- .The assumption of statewide paroling authority, ensuring uniformity of procedure and supervision.
- .The implementation of an agency-wide planning and budget process which includes staff at all levels.
- .Development of a comprehensive Agency Operations Manual. Nearing completion, it has already resulted in the revision of outdated policies and practices.
- .Reorganization of the management structure to clearly define lines of authority and responsibility.
- .Continuation of the accreditation effort. In preparation for application to the Commission on Accreditation for Corrections, the Board is conducting a thorough self-evaluation, systematically assessing every aspect of its operations for compliance with national standards.
- .The development of a Management Information System (MIS) designed to provide statistical information for use in making management decisions.
- .The initiation of a comprehensive review and revision of the Parole Board's Decision-Making Guidelines.

GOALS AND OBJECTIVES 1983

In 1983, the Parole Board will continue to concentrate its efforts on professionalizing and improving the Commonwealth's paroling system. The following activities are geared toward the goal of more carefully allocating existing resources:

- .Implementation of a Casemanagement System which will systematically assign case responsibility through a workload rather than caseload formula.
- .Revision of data collection and client tracking system to relieve the agency from unnecessary paperwork.
- .Completion of a major research study examining the factors which are critical to successful parole adjustment.
- .A comprehensive review of the information gathering process for parole decision-making.
- .A detailed examination and revision of the Parole Board's Decision-Making Guidelines aimed at developing a system based on more measurable, objective criteria than the current guidelines allow.
- .Accreditation through the Commission on Accreditation for Corrections. If received, Massachusetts will be the first state in the nation to obtain accreditation for both its paroling authority and field services.

In undertaking the steps outlined above, the Parole Board will be better able to improve services to clients while adequately meeting its responsibility to protect the public safety.

END