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THE MOVEMENT OF POPULATION IN THE MASSACHUSETTS
DEPARTMENT OF CORRECTION DURING 1973, AND ITS EFFECT
ON THE SIZE OF THE INSTITUTIONAL POPULATIONS

Massachusetts Department of Correction

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ADMINISTRATIVE ABSTRACT

During 1973 the population of the Massachusetts Department of Correction (DOC) institutions (excluding Bridgewater) increased by 5%, from 1856 to 1959. The total population of the minimum security facilities increased by 27%.

More specifically, the population of Concord hovered close to 400 throughout the year, that of Walpole sharply decreased by about 100 in late summer then crept upward again, that of Norfolk increased by about 100 during the first half of the year then held steady, and those of the Forestry Camps held more or less steady through the year. The Framingham population increased in late spring when the institution became co-ed, and the populations of Shirley and Boston State sharply increased in the early months of January.

From 1972 to 1973 population movements changed in several major respects:

(1) For the third straight year the total number of court commitments was about 1100. From 1972 to 1973, commitments to Concord increased slightly, those to Walpole decreased slightly, and those to Framingham sharply decreased. Commitments from Worcester Superior Court increased, and commitments from Essex and Bristol Superior Courts decreased, as did commitments from the lower courts. (2) The number of returns as parole violators was stable. (3) The number of paroles declined by 27%, and the number of releases by discharge or expiration was cut in half. However, the number of paroles during 1973 was comparable to the number during 1971, and it appears to be the large number of paroles during 1972 that is atypical. The total number of releases to the street then declined from 1567 in 1972 to 1091 in 1973.

(4) The number of transfers among MCI's other than Bridgewater increased from 1288 to 1738. Virtually all of this increase consisted of an increase in the number of transfers to and from Framingham, Boston State and Shirley. In turn, most of this increase in the number of transfers to and from minimum security facilities involved Concord. Also of importance is that the number of transfers from Concord to Norfolk more than doubled, with the result that on 1/1/74, 101 of the 633 Concord commitments in the system were incarcerated at Norfolk. It would appear that Concord, in response to its small size (due to the closing of the East Wing) as compared to the number of commitments it receives, is coming to play a role similar to that of Walpole in previous years. That is, it has become in large part of a place where people are committed before being transferred elsewhere.

(5) Transfers to Bridgewater from other MCI's doubled, while returns from Bridgewater also increased although to a lesser extent. Important features of this change were a marked increase in the number of transfers from Walpole to Bridgewater, and a doubling in the population of the Bridgewater Phase II Unit. (6) Transfers to and from other jurisdictions sharply declined. Transfers to and from federal authorities were virtually eliminated. The same was true of the transfer of Rhode Island women to Framingham and their return; the result was a drop of two-thirds in transfers to and from other states. Transfers to and from outside hospitals dropped by almost a half.

The prime factor in the 5% increase in the DOC population was the drop in the number of paroles (to a more normal figure) and in the number of discharges/ expirations. During 1973 there were 1503 admissions from the street by court commitment or return as a parole violator, and 1091 releases to the street by parole, discharge or expiration. The effect of this excess of direct street admissions over direct street releases, was attenuated by a larger number of transfers to Bridgewater and Houses of Correction than returns from same.

This report focuses on the movement of people into, among, and out of the institutions of the Massachusetts Department of Correction. It presents the numbers of moves made during 1973 of the following types:

- (1) entrance into the custody of the Department by court commitment and parole revocation, and exits from its custody by parole, discharge, and expiration of sentence,
- (2) transfers between the various MCI's,
- (3) transfers to and from correctional jurisdictions in other states and at the county and federal levels,
- (4) short term transfers such as those to hospitals and to court proceedings, and returns from same,
- (5) other miscellaneous moves.

Included then, are all admissions and releases with the exceptions of furloughs and routine trips (such as education or work release) lasting up to one day. Also presented are facts about the changes in institutional populations during 1973 and the relationship of the movement of population to these changes.

The source of data for this report is the Admission/Release Sheets which are completed and sent to the Central Office by each M.C.I. From these lists of ins and outs, computerized files are created by the Departmental information system. Some data has also been obtained from the Weekly count sheets prepared by the Department. Unless specifically noted, the Bridgewater population is not included in these tables.

The core of this report consists of thirteen tables, which are listed below:

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The order of the tables is a guide to the flow of this report. Tables I and II present the basic facts about the change in the Department of Correction population during 1973. Tables III through VII summarize the patterns of the movement of this population during 1973. Tables VIII and IX describe the changes between 1972 and 1973 in the patterns of the movement of the Department of Correction population. Tables X through XIII attempt to explain the population change during 1973 by using the findings about the population movements.

At the end of the report there is a summary which gives a brief description of the population changes for each MCI, as well as an appendix which defines each of the admission and release categories, and another appendix comparing the 1972 and 1973 movement figures in detail.

Table I. Table I presents, for each institution and for the whole Department, the change in population over 1973. This change over the year is of course equal to the difference between the number of admissions and the number of releases during the year.

During 1972 the Department of Correction population decreased by 16% from 2203 to 1856. During 1973 it has increased by 5% to 1959.

The increase in the total population reflects increases at all the institutions but Walpole. Further analysis shows that the minimum security facilities increased more, proportionately, than did the walled institutions. In fact, the maximum security institutions increased in population by less than 2% over the year while the minimum security facilities increased by over 27%. The bulk of this rise is due to the expansion toward capacity of Boston State and Shirley. The number of females at Framingham has continued to decrease, but the addition of males to the population of that institution has led to a population increase of 27% over the year.

As a result of these population changes, the distribution of population amongst security levels has changed. The proportion of the population in maximum security facilities has decreased from 52% to 48%. Medium security (Norfolk) has remained stable at about 34% and minimum security has increased in population from 14% in January to 17% of the total population by December.

TABLE I

CHANGE IN DEPARTMENT OF CORRECTION POPULATION
DURING 1973 - BY INSTITUTION

| <u>INSTITUTION</u> | <u>POPULATION</u> <u>ON 1/1/73</u> | <u>NO. OF</u> <u>ADMISSIONS</u> | <u>NO. OF</u> <u>RELEASES</u> | <u>POPULATION</u> <u>ON 12/31/73</u> | <u>NET CHANGE</u> | |
|--------------------|---------------------------------------|------------------------------------|----------------------------------|---|-------------------|----------|
| | | | | | <u>N</u> | <u>%</u> |
| Walpole | 576 | 1083 | 1125 | 534 | -42 | -7% |
| Concord | 387 | 1218 | 1203 | 402 | +15 | +4% |
| Norfolk | 626 | 917 | 860 | 683 | +57 | +9% |
| Framingham | 84 | 300 | 277 | 107* | +23 | +27% |
| Forestry | 134 | 229 | 246 | 117 | -17 | -13% |
| Boston State | 25 | 119 | 95 | 49 | +24 | +96% |
| Shirley | 24 | 171 | 128 | 67 | +43 | +153% |
| TOTAL | 1856 | 4037 | 3934 | 1959 | +103 | +5% |

* 49 males, 58 females

Table II. Table II traces the average weekly population counts by month for each institution and the whole Department (excluding Bridgewater). Also presented are the overall average counts for each institution over the period January to December 1973, and the average, largest and smallest population of each institution during the year. The source of information for this table was the weekly count sheets prepared by the Department.

Over the course of the year there was a generally upward trend in the population level. The high point came at mid-year, due to the Superior Courts trying to clear their dockets before the summer recess. The low point was during the summer when the courts were closed and there were no new commitments. During the last quarter the population again started climbing and has continued to do so. 1973, for the first time in many years, did not show a large number of paroles just prior to the Christmas holidays; thus the population did not drop in December as it has in previous years.

Aside from the seasonal variations due to the summer court recess, etc., there was a general population increase of 5% in the Department of Correction population.

Walpole showed a rather large decline in population between June and August. Aside from the courts being closed, this can also be attributed to men being deliberately transferred out of this institution because of the many wrecked cells, etc. By late autumn, however, the population had again begun to creep upward.

The population at Concord hovered close to 400 throughout the whole year. Because this institution is particularly overcrowded it is clear that it has been operating at or beyond its capacity.

The Norfolk population increased steadily throughout the first half of the year. During the second half of the year it remained stable, hovering around 700 men.

The large increase in the Framingham population came during the late spring when the institution became a co-ed institution.

The population of the Forestry camps remained stable over the course of the year. The only variation was that the winter population of the camps is slightly smaller than the summer population.

The populations of both the Shirley and Boston State Pre-Release Centers showed their major increase during the early weeks of January. After these initial increases, the population at the Boston State facility remained quite stable. The population at the Shirley Pre-Release Center continued to increase, at a much more gradual rate, throughout the year.

TABLE II

POPULATION OF EACH MCI DURING 1973 - LARGEST AND SMALLEST POPULATION AT ANY TIME DURING THE YEAR,
AVERAGE WEEKLY POPULATION FOR THE YEAR AND FOR EACH MONTH

| | <u>WALPOLE</u> | <u>CONCORD</u> | <u>NORFOLK</u> | <u>FRAMINGHAM</u> | <u>FORESTRY</u> | <u>BOSTON STATE</u> | <u>SHIRLEY</u> | <u>TOTAL</u> |
|---|----------------|----------------|----------------|-------------------|-----------------|---------------------|----------------|--------------|
| Largest Number At Any Time During Year | 572 | 412 | 717 | 119 | 142 | 44 | 53 | 1997 |
| Smallest Number At Any Time During Year | 470 | 390 | 592 | 75 | 124 | 32 | 38 | 1849 |
| Weekly Average Number During Year | 533 | 399 | 675 | 97 | 134 | 39 | 46 | 1923 |
| Weekly Average for Each Month | | | | | | | | |
| January | 574 | 390 | 610 | 85 | 126 | 34 | 38 | 1858 |
| February | 572 | 402 | 592 | 82 | 124 | 37 | 40 | 1849 |
| March | 561 | 404 | 667 | 75 | 129 | 32 | 42 | 1910 |
| April | 541 | 405 | 674 | 76 | 138 | 38 | 46 | 1918 |
| May | 561 | 400 | 688 | 82 | 137 | 39 | 47 | 1954 |
| June | 572 | 395 | 691 | 110 | 140 | 43 | 46 | 1997 |
| July | 541 | 391 | 717 | 117 | 136 | 44 | 48 | 1994 |
| August | 480 | 399 | 717 | 119 | 142 | 42 | 46 | 1945 |
| September | 470 | 395 | 706 | 109 | 142 | 39 | 45 | 1906 |
| October | 488 | 396 | 692 | 98 | 132 | 39 | 51 | 1896 |
| November | 514 | 402 | 669 | 94 | 133 | 41 | 51 | 1908 |
| December | 517 | 412 | 678 | 112 | 129 | 39 | 53 | 1940 |

Table III. Table III presents for each institution and for the whole Department, the number of admissions of various types during 1973, as well as the number of releases of various types. The specific definition of each type of admission and release is listed in the Appendix and the major findings of the table are discussed in detail elsewhere in the report.

TABLE III

MOVEMENT OF DOC POPULATION - BY INSTITUTION

| | ADMISSIONS | | | | | | | |
|---------------------------------|------------|---------|---------|------------|----------|--------------|---------|-------|
| | WALPOLE | CONCORD | NORFOLK | FRAMINGHAM | FORESTRY | BOSTON STATE | SHIRLEY | TOTAL |
| Court Commitments | 453 | 580 | 0 | 48 | 0 | 0 | 0 | 1081 |
| Parole Violators | 148 | 244 | 0 | 30 | 0 | 0 | 0 | 422 |
| From MCI other than Bridgewater | 226 | 212 | 724 | 105 | 201 | 115 | 155 | 1738 |
| From Bridgewater | 51 | 23 | 40 | 3 | 7 | 2 | 1 | 127 |
| From Houses of Correction | 22 | 21 | 81 | 11 | 5 | 0 | 1 | 141 |
| From Federal Authorities | 7 | 1 | 1 | 1 | 0 | 0 | 0 | 10 |
| From Other States | 18 | 0 | 3 | 13 | 0 | 0 | 0 | 34 |
| From Out to Court | 89 | 50 | 18 | 1 | 0 | 0 | 0 | 171 |
| From Hospitals | 25 | 21 | 13 | 32 | 1 | 0 | 0 | 92 |
| Return from Escape | 29 | 66 | 22 | 29 | 15 | 2 | 1 | 164 |
| Other | 15 | 0 | 15 | 27 | 0 | 0 | 0 | 57 |
| TOTAL | 1083 | 1218 | 917 | 300 | 229 | 119 | 171 | 4037 |
| | | | | | | | | |
| | RELEASES | | | | | | | |
| | WALPOLE | CONCORD | NORFOLK | FRAMINGHAM | FORESTRY | BOSTON STATE | SHIRLEY | TOTAL |
| Paroled | 137 | 337 | 209 | 98 | 86 | 61 | 61 | 989 |
| Discharge or Expiration | 22 | 31 | 20 | 26 | 1 | 2 | 0 | 102 |
| To MCI other than Bridgewater | 607 | 553 | 368 | 23 | 123 | 18 | 46 | 1738 |
| To Bridgewater | 121 | 74 | 41 | 2 | 3 | 1 | 2 | 244 |
| To Houses of Correction | 69 | 51 | 78 | 10 | 6 | 2 | 1 | 217 |
| To Federal Authorities | 26 | 1 | 1 | 4 | 0 | 0 | 0 | 32 |
| To Other States | 17 | 0 | 2 | 19 | 0 | 0 | 0 | 38 |
| Out of Court | 55 | 73 | 79 | 5 | 2 | 0 | 0 | 227 |
| To Hospitals | 28 | 23 | 10 | 37 | 1 | 0 | 0 | 99 |
| Furlough Escape | 4 | 49 | 34 | 9 | 12 | 6 | 5 | 119 |
| Security Escape | 2 | 9 | 8 | 17 | 11 | 5 | 0 | 52 |
| Other | 37 | 2 | 10 | 27 | 1 | 0 | 0 | 77 |
| TOTAL | 1125 | 1203 | 860 | 277 | 246 | 95 | 128 | 3934 |

Table IV. Table IV presents the number of transfers from each MCI to each other MCI. Transfers to and from Bridgewater are not included in this table, but are covered in the next table. Framingham is, of course, included in the table this year because it became co-ed in March of 1973.

Perhaps the most useful way to categorize these transfers is in terms of whether they were to greater or to lesser security. For these purposes we will distinguish three levels of security: maximum (Walpole, Concord), medium (Norfolk) and minimum (Framingham, Forestry, Boston State, Shirley). In these terms, then, 70% of the transfers were to a lesser security level, 21% were to a greater security level, and 9% were to an equal security level. The transfers to lesser security (70% of the total transfers) should be further broken down. 40% of the transfers were to Norfolk, 26% from Walpole and 14% from Concord. 30% of the transfers were to minimum security, half of these from Concord and the other half from Norfolk or Walpole.

The most striking transfer pattern is the large number of transfers from Concord. During the year Concord transferred 271 men to minimum security facilities and 234 men to Norfolk. It would appear, then, that Concord, in response to its small size as compared to the number of commitments it receives, is coming to play a role similar to that of Walpole. That is, it is becoming a place where people are committed before they are transferred elsewhere. During 1973, Walpole made 546 transfers to Norfolk or minimum security, and Concord made 505 such transfers.

A final question to be asked is the following: "for each minimum security facility, from where does it receive its transfers?" Traditionally, Forestry has received most of its transfers from Walpole or Norfolk; during 1973 70% of the transfers to Forestry was from these two institutions. Nearly all of the transfers to Shirley were from Concord. And 40% of the transfers to Boston State were from Concord, while 34% were from Norfolk, and 18% were from Forestry. Framingham received approximately equal numbers of transfers from Walpole, Norfolk and Concord.

TABLE IV

TRANSFERS AMONG MCI'S OTHER THAN BRIDGEWATER

| <div>TO</div> <div>FROM</div> | | <u>WALPOLE</u> | <u>CONCORD</u> | <u>NORFOLK</u> | <u>FRAMINGHAM</u> | <u>FORESTRY</u> | <u>BOSTON STATE</u> | <u>SHIRLEY</u> | <u>TOTAL</u> |
|-------------------------------|--|----------------|----------------|----------------|-------------------|-----------------|---------------------|----------------|--------------|
| Walpole | | 1 | 60 | 454 | 25 | 61 | 5 | 1 | 607 |
| Concord | | 48 | 0 | 234 | 37 | 39 | 46 | 149 | 553 |
| Norfolk | | 135 | 76 | 0 | 35 | 78 | 39 | 5 | 368 |
| Framingham | | 2 | 7 | 4 | 8 | 0 | 2 | 0 | 23 |
| Forestry | | 37 | 18 | 24 | 0 | 23 | 21 | 0 | 123 |
| Boston State | | 3 | 9 | 6 | 0 | 0 | 0 | 0 | 18 |
| Shirley | | 0 | 42 | 2 | 0 | 0 | 2 | 0 | 46 |
| TOTAL | | 226 | 212 | 724 | 105 | 201 | 115 | 155 | 1738 |

Table V. Table V presents the number of transfers to Bridgewater from other MCI's, and the number of transfers from Bridgewater to other MCI's.

There were almost twice as many transfers to Bridgewater (244) as returns from Bridgewater (127). Walpole transferred 122 men to Bridgewater but only received 51 from that institution, a difference of 71. Concord sent 74 men to Bridgewater and only received 23 from there, a difference of 51.

The most striking finding then is that 118 more people were transferred to Bridgewater than returned (i.e. $245-127=118$). The question then arises of what happens to these residents? There appear to be three answers. First, according to parole records 40 MCI commitments were paroled from Bridgewater during the year. Second, the population of the Protective Custody Unit increased by 53 during the year, from 48 to 101. Third, it would appear that a small number of persons are transferred to Bridgewater then committed to the State Hospital or Treatment Center, or transferred to Houses of Correction.

TABLE V

TRANSFERS BETWEEN BRIDGEWATER AND OTHER MCI'S

| <u>OTHER MCI</u> | <u>TO BRIDGEWATER</u> | <u>FROM BRIDGEWATER</u> |
|------------------|-----------------------|-------------------------|
| Walpole | 122 | 51 |
| Norfolk | 40 | 40 |
| Concord | 74 | 23 |
| Forestry | 3 | 7 |
| Boston State | 1 | 2 |
| Shirley | 2 | 1 |
| Framingham | 2 | 3 |
| TOTAL | 244 | 127 |

Table VI. Table VI presents the results of the transfers among MCI's.

It shows the number of Walpole commitments (men originally committed to Walpole) and the number of Concord commitments (men committed to Concord) at each MCI on January 1, 1974.

On January 1, 1974 there were 633 Concord commitments incarcerated. 101 of these commitments were housed at Norfolk, more than were at Framingham, Forestry, Boston State and Shirley combined (90). Another point of interest, especially in light of the population pressure at Concord, is that 15% of the population incarcerated at Concord consists of men who are originally Walpole commitments.

On January 1, 1974 there were 133 Walpole commitments and 90 Concord commitments in the various minimum security facilities. This can be looked at from two perspectives. First, it appears that Concord commitments are somewhat less likely to be released through minimum security than is the case for Walpole commitments. This can be inferred from (a) the smaller number of Concord commitments in minimum security facilities and (b) the approximately equal number of Concord and Walpole commitments released each year. This may be due to a reluctance of pre-release facilities to accept "Concord men." Second, a larger proportion of Concord commitments (14%) than Walpole commitments (9%) are in minimum security facilities. Due to the shorter sentences of Concord commitments, more of them are close to release than is the case for Walpole commitments.

TABLE VI

DEPARTMENT OF CORRECTION POPULATION JANUARY 1, 1974
MCI COMMITTED TO VS INSTITUTION CURRENTLY AT*

| | INSTITUTION COMMITTED TO: | |
|---------------|---------------------------|----------------|
| | INSTITUTION CURRENTLY AT: | |
| | <u>WALPOLE</u> | <u>CONCORD</u> |
| Walpole | 488 | 16 |
| Concord | 65 | 373 |
| Norfolk | 600 | 101 |
| Framingham | 30 | 7 |
| Forestry | 80 | 22 |
| Boston State | 21 | 9 |
| Shirley | 2 | 52 |
| Bridgewater** | 120 | 53 |
| TOTAL | 1406 | 633 |

* Not represented in this table of the DOC population on 1/1/74 are (1) 56 women committed to Framingham, and (2) 23 individuals who are federal prisoners, or Houses of Correction or other states' commitments who are in Norfolk and Framingham.

** It should be strongly emphasized the figures as to the number of Walpole and Concord commitments at Bridgewater are only approximations!! The portion of the data base relating to Bridgewater has several major potential problems.

Table VII. Table VII lists the number of transfers to and from other jurisdictions, i.e. Houses of Correction, other states, and the federal authorities. Small numbers of persons were transferred to other states (36) and from other states (34). Similarly, small numbers were transferred to and from federal authorities. The extent of this transfer activity is best indicated by the 10 transfers out to federal authorities. Most of these represented the transfer out of a backlog of cases transferred in the previous year (22 were transferred out during the first four months) when Walpole was extensively sued as a holding facility for federal prisoners.

There were 215 transfers from the DOC to Houses of Correction, and 140 transfers from Houses of Correction to the DOC. There were then 75 more transfers from DOC to Houses of Correction than in the other direction. The question then arises whether a larger number of MCI commitments are being housed at county institutions, or released through these institutions, or what? Existing records are inadequate to answer the question. It can be said that during 1973 only 12 MCI commitments were paroled from county institutions.

TABLE VII

MOVEMENTS TO AND FROM OTHER JURISDICTIONS

| <u>HOUSES OF CORRECTION:</u> | <u>IN FROM</u> | <u>OUT TO</u> |
|------------------------------|----------------|---------------|
| Barnstable | 5 | 3 |
| Billerica | 32 | 33 |
| Charles Street | 4 | 5 |
| Dedham | 7 | 4 |
| Deer Island | 8 | 8 |
| Greenfield | 4 | 7 |
| Lawrence | 11 | 18 |
| New Bedford | 15 | 20 |
| Northampton | 4 | 16 |
| Pittsfield | 9 | 16 |
| Plymouth | 3 | 23 |
| Salem | 18 | 22 |
| Springfield | 7 | 21 |
| Worcester | 12 | 19 |
| Not Available | <u>1</u> | <u>0</u> |
| SUB TOTAL | 140 | 215 |
| <u>Other States</u> | | |
| Rhode Island | 15 | 20 |
| New Hampshire | 1 | 2 |
| Connecticut | 8 | 5 |
| Maine | 1 | 1 |
| Vermont | 1 | 2 |
| States Outside New England | <u>8</u> | <u>6</u> |
| SUB TOTAL | 34 | 36 |
| Federal Authorities | 10 | 31 |
| TOTAL | 184 | 282 |

Table VIII. Table VIII presents the number of commitments from each court to each committing institution, i.e. Walpole, Concord and Framingham. The table also contains the total number of commitments from each court and to each committing institution.

The largest number of commitments came from Suffolk Superior and most of the remaining commitments were from five other superior courts - Essex, Bristol, Hampden, Middlesex, and Worcester.

Comparing 1973 to 1972, the number of commitments from Worcester Superior doubled, and the number of commitments from Bristol Superior and Essex Superior each declined by 40%. One implication is more demand for halfway house facilities in the Worcester area, and less demand in the Fall River-New Bedford area (Bristol County) and in the Lowell-Lawrence area (Essex County).

The total number of commitments from the lower courts declined from 140 during 1972 to 65 during 1973. The number of lower court commitments to Concord declined from 92 to 44, and the number to Framingham declined from 48 to 21. While the number of commitments from the district and municipal Courts was less than half the number of the previous year, the number of commitments from the Superior Courts increased by 5%. This increase was concentrated at Concord. While the number of superior court commitments to Walpole and Framingham slightly declined, the number of superior court commitments to Concord increased by 21%, from 443 to 534. One result was that in 1973 all the superior courts, except Suffolk and Berkshire, committed more men to Concord than to Walpole.

TABLE VIII

COURT COMMITMENTS BY COURT AND BY INSTITUTION COMMITTED TO

| <u>COMMITTING COURT</u> | <u>INSTITUTION COMMITTED TO</u> | | | <u>TOTAL</u> |
|--------------------------|---------------------------------|----------------|-------------------|--------------|
| | <u>WALPOLE</u> | <u>CONCORD</u> | <u>FRAMINGHAM</u> | |
| Barnstable Superior | 4 | 8 | 1 | 13 |
| Berkshire | 6 | 4 | 0 | 10 |
| Bristol | 18 | 36 | 2 | 56 |
| Essex | 29 | 36 | 0 | 65 |
| Franklin | 0 | 5 | 0 | 5 |
| Hampden | 41 | 52 | 2 | 95 |
| Hampshire | 5 | 12 | 0 | 17 |
| Middlesex | 79 | 95 | 1 | 175 |
| Norfolk | 29 | 32 | 1 | 62 |
| Plymouth | 13 | 20 | 0 | 33 |
| Suffolk | 188 | 187 | 16 | 391 |
| Worcester | 23 | 47 | 2 | 72 |
| Boston Municipal | 0 | 13 | 7 | 20 |
| Other Lower Courts | 0 | 31 | 14 | 45 |
| Outside of Massachusetts | 3 | 0 | 0 | 3 |
| Not Available | 15 | 0 | 0 | 15 |
| TOTAL | 453 | 578 | 46 | 1077 |

Table IX. Table IX presents the number of admissions and releases of the various types in 1972 and 1973. The major changes between 1972 and 1973 in the pattern of movements of the Department of Correction population can be encompassed by the following two summary generalizations: (1) While the intake as a court commitment or the return as a parole violator held steady, the number of persons paroled declined significantly as did the number released on discharge or expiration. (2) The number of transfers among MCI's increased markedly, while the number of transfers between MCI's and federal authorities, other states, and hospitals decreased.

For the third straight year the number of court commitments hovered around 1100. There was, however, some change in the number of commitments to each committing institution. Only a little over half the number of women committed in 1972 were committed in 1973, declining from 84 to 48. While the total number of male commitments was virtually the same as during the previous year, the number of Concord commitments increased slightly (8%) and the number of Walpole commitments decreased slightly (6%).

There was, in addition, a rather dramatic shift in the numbers of commitments from the different courts. The number of commitments from the Worcester Superior Court almost doubled and those from the Bristol and Essex Superior Courts each decreased by 40%. The number of commitments from the district and municipal courts declined from 140 to 68. This accounted for most of the drop in the number of Framingham commitments, and the number of such Concord commitments decreased from 92 to 44.

The number of persons returned as parole violators in 1973 was virtually the same as during 1972. Only in the case of Concord was there a noticeable increase; this 17% increase should be viewed in the light of the great number of paroles granted at Concord at the end of 1972.

The number of paroles granted in 1973 was down 27% from 1972. This drop was especially great at Concord where less than half the number of paroles granted in 1972 were granted in 1973. Even if one adds the number of paroles granted from Boston State and Shirley in 1973, the number granted all together is still down dramatically. The number of paroles granted at Norfolk was down 30% from the previous year and those granted at the Forestry Camps were down 38% in the same time period.

The number of escapes from furlough increased from 6 during 1972 (with the program just beginning at the end of the year) to 119 during 1973. When compared to the number of furloughs granted during 1973 (7203), the furlough escape rate was 1.7%. The number of other escapes increased from 49 to 52.

The number of discharges and expirations in 1973 (102) was about half of what it was in 1972 (203). This decrease was distributed quite evenly throughout all the institutions.

Virtually all of the 35% increase in the number of transfers among MCI's other than Bridgewater was due to the increase in the number of transfers to and from Framingham, Boston State and Shirley. Of secondary importance are the facts that most of this increase in the number of transfers to and from minimum security facilities involved Concord and that the number of transfers from Concord to Norfolk more than doubled.

From 1972 to 1973, the number of transfers to Bridgewater increased substantially, up from 155 to 244. The number returning from Bridgewater to the various MCI's also increased from 88 to 127. Almost all of this increase was due to transfers from Concord (up from 51 to 74) and Walpole (up from 61 to 123). Much of this increase occurred in July and August 1973 because of the increased number of transfers from Concord and Walpole to the Protective Custody Unit at Bridgewater.

The number of transfers to and from other states was down by approximately 70%. Just about all of this drop involved the reduction in the number of women

transferred from the Rhode Island authorities to Framingham and returned. The number of people admitted from the Federal Authorities was down to 10 in 1973, from 188 in 1972. This is because the practice of using Walpole as a temporary holding facility for federal prisoners was stopped. During the first four months of 1973 a backlog of federal prisoners was still being transferred out of Walpole but this number dropped sharply over the course of 1973, from 197 in 1972 to 31 in 1973.

The number of transfers to and from hospitals dropped 42% in 1973, most of this decline involving Norfolk. The number of transfers to and from Houses of Correction, and out to court and return from court, remained highly constant compared to the 1972 figures.

Finally, Appendix B tabulates each of these types of moves for each year, by institution.

TABLE IXMOVEMENT OF DEPARTMENT OF CORRECTION POPULATION
1973 VS 1972ADMISSIONS

| <u>TYPE</u> | <u>1973</u> | <u>1972</u> |
|---------------------------------|-------------|-------------|
| Court Commitment | 1081 | 1103 |
| Parole Violators | 422 | 393 |
| From MCI Other Than Bridgewater | 1738 | 1288 |
| From Bridgewater | 127 | 88 |
| From Houses of Correction | 141 | 149 |
| From Federal Authorities | 10 | 188 |
| From Other States | 34 | 110 |
| From Out to Court | 171 | 145 |
| From Hospitals | 92 | 151 |
| Return From Escape | 164 | 44 |
| Other | <u>57</u> | <u>44</u> |
| TOTAL | 4037 | 3703 |

RELEASES

| <u>TYPE</u> | | |
|-------------------------------|-----------|-----------|
| Paroled | 989 | 1364 |
| Discharge or Expiration | 102 | 203 |
| To MCI Other Than Bridgewater | 1738 | 1288 |
| To Bridgewater | 244 | 155 |
| To Houses of Correction | 217 | 216 |
| To Federal Authorities | 32 | 197 |
| To Other States | 38 | 134 |
| Out to Court | 227 | 187 |
| To Hospitals | 99 | 168 |
| Security Escape | 52 | 49 |
| Furlough Escape | 119 | 6 |
| Other | <u>77</u> | <u>81</u> |
| TOTAL | 3934 | 4050 |

Table X. Table X compares the pattern of transfers among MCI's during 1973 with the pattern during 1972.

The major change is that the total number of transfers among MCI's other than Bridgewater increased by one-third, from 1288 to 1738. This reflects two major factors. The first was the addition of Boston State, Shirley and Framingham as pre-release facilities. The second was a change in the role of Concord resulting from the closing of the East Wing. Because of this decrease in Concord's capacity, larger numbers of Concord commitments were transferred to Norfolk and to minimum security facilities. To a much greater extent, men are now being committed to Concord then transferred elsewhere before release.

Looking at the number of transfers to various MCI's in 1972 and 1973, we find that the total number of transfers to Framingham, Forestry, Boston State and Shirley doubled. Approximately 60% of the total increase in the number of transfers consisted of the increase in transfers to these facilities. The remainder of the increase was evenly split between more transfers to Norfolk and more to Concord.

Looking at the number of transfers from various MCI's in 1972 and 1973, we also find that the number of transfers from Concord increased two and one-half fold. 75% of the increase in transfers consisted of the increase in transfers from Concord. Transfers from Concord to Norfolk rose from 93 to 234, and transfers from Concord to Framingham, Forestry, Boston State and Shirley went up from 59 to 267.

All of the remaining increase in transfers from various facilities consisted of transfers from minimum security facilities. This is one consequence of the addition to the correctional system of more pre-release minimum security facilities. In other words, not only were there more transfers to these facilities but also more transfers among them and more transfers back to medium or maximum

security facilities. 1973 also saw slightly fewer transfers from Walpole and slightly more from Norfolk.

The number of transfers to Bridgewater from other MCI's increased by 59%, but the number of returns from Bridgewater only increased by 43%, and the number of people in Protective Custody at Bridgewater correspondingly doubled. The increase in the number of transfers from Walpole to Bridgewater was particularly great, from 61 to 123.

TABLE X

TRANSFERS AMONG MASSACHUSETTS CORRECTIONAL INSTITUTIONS OTHER THAN BRIDGEWATER
1972 VS 1973

| INSTITUTION TRANSFERRED FROM: | INSTITUTION TRANSFERRED TO: | | | | | | | | | |
|---------------------------------------|-----------------------------------|-------------|-------------|-------------------------|-------------|--------------|-------------|-------------|-------------|-------------|
| | WALPOLE | CONCORD | NORFOLK | (INCL. CHARLOTTE HOUSE) | FORESTRY | BOSTON STATE | SHIRLEY | TOTAL | BRIDGEWATER | |
| | 1972 (1972) | 1973 (1972) | 1972 (1972) | 1973 (1972) | 1972 (1972) | 1973 (1972) | 1972 (1972) | 1973 (1972) | 1972 (1972) | 1973 (1972) |
| Walpole | 1 (0) | 60 (65) | 454 (507) | 25 (0) | 61 (99) | 5 (0) | 1 (0) | 607 (671) | 123 (61) | |
| Concord | 48 (31) | 0 (0) | 234 (93) | 37 (0) | 39 (35) | 46 (0) | 149 (24) | 553 (214) | 74 (51) | |
| Norfolk | 135 (153) | 76 (72) | 0 (0) | 35 (0) | 78 (80) | 39 (31) | 5 (0) | 368 (305) | 41 (40) | |
| Framingham (Incl. Charlotte House) | 2 (0) | 7 (0) | 4 (0) | 8 (0) | 0 (0) | 2 (0) | 0 (0) | 23 (0) | 2 (3) | |
| Forestry | 37 (30) | 18 (7) | 24 (33) | 0 (0) | 23 (25) | 21 (1) | 0 (0) | 123 (96) | 3 (0) | |
| Boston State | 3 (0) | 9 (1) | 6 (0) | 0 (0) | 0 (0) | 0 (0) | 0 (0) | 18 (1) | 1 (0) | |
| Shirley | 0 (0) | 42 (1) | 2 (0) | 0 (0) | 0 (0) | 2 (0) | 0 (0) | 46 (1) | 2 (0) | |
| TOTAL | 226 (214) | 212 (146) | 724 (633) | 105 (0) | 201 (239) | 115 (32) | 155 (24) | 1738 (1288) | 246 (155) | |
| BrIDGEWATER | 51 (42) | 23 (19) | 39 (25) | 3 (0) | 7 (0) | 2 (0) | 1 (2) | 126 (88) | | |

TABLE XI

NUMBER OF ADMISSIONS FROM STREET AND RELEASES TO STREET
1970 - 1973

| <u>YEAR</u> | <u>ADMISSIONS FROM STREET</u> | | | <u>RELEASES TO STREET</u> | | |
|-------------|-------------------------------|----------------------------|--------------|---------------------------|------------------------------------|--------------|
| | <u>COURT COMMITMENTS</u> | <u>PAROLES REVOKES</u> | <u>TOTAL</u> | <u>PAROLES</u> | <u>DISCHARGE OR EXPIRATION</u> | <u>TOTAL</u> |
| 1970 | 859 | 349 | 1208 | 759 | 253 | 1012 |
| 1971 | 1091 | 368 | 1459 | 946 | 242 | 1188 |
| 1972 | 1103 | 393 | 1496 | 1364 | 203 | 1567 |
| 1973 | 1081 | 422 | 1503 | 989 | 102 | 1091 |

TABLE XII

POPULATION CHANGE: 1970 - 1973

| <u>YEAR</u> | <u>POPULATION ON JANUARY 1</u> | <u>POPULATION CHANGE DURING YEAR</u> |
|-------------|------------------------------------|--|
| 1970 | 2013 | + 70 |
| 1971 | 2083 | + 120 |
| 1972 | 2203 | - 347 |
| 1973 | 1856 | + 103 |
| 1974 | 1959 | |

Table XIII. Table XIII presents the number of admissions and releases of various types. The purpose of this table is to spotlight the contribution of the various categories of movement to the increase in population in the Department of Correction during 1973.

The most striking finding contained in this table is that there was a major population loss particularly to Bridgewater, Houses of Correction, Federal Authorities, Other States, and Hospitals. There were 237 more releases to these jurisdictions than there were admissions from them.

During 1973 there were 482 more admissions from the street than there were releases to the street. None of the remaining population increase would then be due to the excess of releases to, over admissions from, the types of facilities discussed above (i.e. Bridgewater, Houses of Correction, Federal Authorities, other states, hospitals).

TABLE XIII

MOVEMENT OF DEPARTMENT OF CORRECTION POPULATION BY VARIOUS CATEGORIES
OF MOVES INTO AND OUT OF THE SYSTEM

| <u>TYPE OF MOVE</u> <u>FROM/TO</u> | <u>NUMBER OF</u> <u>ADMISSIONS FROM</u> | <u>NUMBER OF</u> <u>RELEASES TO</u> | <u>NET</u> <u>CHANGE</u> |
|---------------------------------------|--|--|-----------------------------|
| Street* | 1503 | 1091 | + 412 |
| MCI's Other Than Bridgewater | 1738 | 1738 | 0 |
| Bridgewater | 127 | 244 | - 117 |
| Houses of Correction | 141 | 217 | - 76 |
| Federal Authorities | 10 | 32 | - 22 |
| Other States | 34 | 38 | - 4 |
| Hospitals | 92 | 99 | - 7 |
| Court Remand | 171 | 227 | - 56 |
| Escape | 164 | 171 | - 7 |
| Other | 57 | 77 | - 20 |
| TOTAL | 4037 | 3934 | + 103 |

* The 1503 street admissions include 1081 court commitments and 422 parole violators.
The 1091 street releases include 989 paroles and 102 discharges or expirations.

SUMMARY

Walpole: During 1973 the population at Walpole decreased 7%. The month of August showed the greatest drop. In 1973, transfers from Walpole to the other MCI's dropped 8% from the 1972 level. The 1972 rate of transfers from Walpole to Bridgewater and to Houses of Correction doubled in 1973. The number of paroles granted to Walpole residents dropped 6% in 1973 from the level of the previous year.

Concord: The population at Concord increased by 4% during 1973. The number of transfers from Concord to other MCI's increased by 61%, and the number of transfers from Concord to Bridgewater increased by 32%. The number of transfers from Concord to county institutions increased by 36%. The number of paroles granted to Concord residents decreased by about 55%.

Norfolk: Over the course of 1973 the population at Norfolk increased by 9%. The number of transfers into Norfolk from the other MCI's (excluding Bridgewater) increased by 13% while the number of transfers out of Norfolk to these other MCI's increased by 18%. The number of transfers to Norfolk from Bridgewater increased by 36% while those from Norfolk to Bridgewater remained constant at the 1972 level. The number of transfers from the county institutions to Norfolk decreased by 21% and at the same time the number of transfers from Norfolk to the county institutions decreased by 34%. During 1973 the number of men paroled from Norfolk dropped 30% from the 1972 level.

Minimum Security: The major development here is the decrease in transfers of Concord men to institutions other than Shirley. This indicates that Shirley is being used exclusively as a pre-release center for Concord and that Framingham, Boston State, and Forestry are being used more extensively as pre-release facilities for Walpole commitments.

A P P E N D I X A

EXPLICIT DEFINITION OF CATEGORIES OF TYPES OF ADMISSIONS AND RELEASES

(Note: The numbers in parenthesis indicate the numbers of people falling in each category and subcategory.)

Admissions:

1. "Court Commitments" (1081) include all new commitments. Not included are court commitments for "B" or "C: sentences, in which the resident completes one sentence and begins serving another but never leaves the walls.
2. "Parole Violators" (422) are persons reincarcerated on parole revocation warrants. Persons reincarcerated both as parole violators and on new court commitments are categorized as court commitments.
3. "From Other Regular MCI" (1738) refers to transfers among MCI's, except for Bridgewater. These transfers of course show up both as admissions to one institution and releases from another.
4. "From Bridgewater" (127) indicates transfers from Bridgewater to other MCI's. Included are transfers from the State Hospital, Bridgewater DSU, Phase II i.e. Protective Custody, and Treatment Center, and the Drug Addiction Treatment Center.
5. "From Houses of Correction" (141) includes both the transfer of House of Correction commitments to MCI's, and the return of MCI commitments from Houses of Correction.
6. "From Federal Authorities" (10) refers predominantly to persons spending brief periods of time at Walpole or Framingham either just before or after trial in federal courts. Also included are a few federal prisoners serving time in MCI's.
7. "From Other States" (34) includes persons awaiting trial in another state (primarily Rhode Island women); persons committed in other states transferred to Massachusetts to serve time; and persons committed to MCI's, transferred to other states, then transferred back to Massachusetts either for a parole hearing or to serve time here.
8. "From Out of Court" (171) refers to people remanded or habeused to court, then returned. All court trips were apparently not listed on the Admission-Release Sheet.
9. "From Hospitals" (92) indicates MCI commitments returned from temporary transfers to medical hospitals or to, in a few cases, mental institutions. Not included are returns from the Bridgewater State Hospital or the Norfolk Hospital.
10. "Return from Escape" (164) includes returns from escapes while on furlough.

11. "Other" (12) includes a wide variety of miscellaneous categories, such as commitments on "B" or "C" sentences and assorted other infrequent occurrences.

Releases:

1. "Paroled" (989) indicates parolees to the street.
2. "Discharge or Expiration" (102) includes good conduct discharge, expiration of sentence, discharge from Framingham drunkenness sentence.
3. "To Other Regular MCI" (1738) refers to transfers among MCI's, except for Bridgewater.
4. "To Bridgewater" (244) indicates transfers to Bridgewater from other MCI's. Included are transfers to the State Hospital, Bridgewater DSU, Phase II i.e. Protective Custody, the Treatment Center, and the Drug Addiction Treatment Center.
5. "To Houses of Correction" (217) refers predominantly to the transfer of House of Correction commitments to MCI's, and the return of MCI commitments from Houses of Correction. Also included are the parole of residents to from and after sentences at Houses of Correction and the discharge of residents to from and after sentences at Houses of Correction.
6. "To Federal Authorities" (32) refers predominantly to persons briefly held at Walpole or Framingham either just before or after trial in federal courts. Also included are a few federal prisoners who had been serving time in MCI's, as well as five persons paroled to or by federal authorities.
7. "To Other States" (38) primarily indicates residents released to correctional institutions or courts (predominantly Rhode Island women) in other states. Also included are residents paroled or discharged to the authority of other states.
8. "Out To Court" (227) refers to people remanded or habeused to court. All court trips were apparently not listed on the Admission-Release Sheet.
9. "To Hospitals" (99) indicates transfers of residents to hospitals outside the Department.
10. "Escape (171) includes escapes while on furlough (119) and others (52).
11. "Other" (77) is a residual category including the following: death, sentence revoked, sentence vacated, released on bail, sentence stayed, discharge from voluntary alcoholic commitment, released on discharge by federal authorities, released by authority of other states, voluntary commitment released by own request, paroled to "B", or "C" sentence, paroled to warrant, paroled to from and after sentence, discharged to "B" or "C" sentence, and discharged to warrant.

A P P E N D I X B

MOVEMENT OF DOC POPULATION BY INSTITUTION - 1973 VS 1972

| | VAIRPOLE | | CONCORD | | NORFOLK | | FRAMINGHAM | | FORESTRY | | BOSTON STATE | | SHIRLEY | | TOTAL | |
|---------------------------------|----------|--------|---------|--------|---------|--------|------------|--------|----------|--------|--------------|--------|---------|--------|-------|--------|
| | 1973 | (1972) | 1973 | (1972) | 1973 | (1972) | 1973 | (1972) | 1973 | (1972) | 1973 | (1972) | 1973 | (1972) | 1973 | (1972) |
| ADMISSIONS | | | | | | | | | | | | | | | | |
| Court Commitments | 453 | (484) | 580 | (535) | 0 | (0) | 48 | (84) | 0 | (0) | 0 | (0) | 0 | (0) | 1081 | (1103) |
| Parole Violators | 148 | (162) | 244 | (208) | 0 | (0) | 30 | (23) | 0 | (0) | 0 | (0) | 0 | (0) | 422 | (393) |
| From MCI Other Than Bridgewater | 226 | (214) | 212 | (146) | 724 | (633) | 105 | (0) | 204 | (239) | 115 | (32) | 155 | (24) | 1738 | (1288) |
| From Bridgewater | 51 | (42) | 23 | (19) | 40 | (25) | 3 | (0) | 7 | (0) | 2 | (0) | 1 | (2) | 127 | (88) |
| From Houses of Correction | 22 | (4) | 21 | (22) | 81 | (99) | 11 | (24) | 5 | (0) | 0 | (0) | 1 | (0) | 144 | (149) |
| From Federal Authorities | 7 | (179) | 1 | (0) | 1 | (0) | 1 | (9) | 0 | (0) | 0 | (0) | 0 | (0) | 10 | (188) |
| From Other States | 18 | (22) | 0 | (0) | 3 | (3) | 13 | (85) | 0 | (0) | 0 | (0) | 0 | (0) | 34 | (110) |
| From Out to Court | 89 | (70) | 50 | (34) | 18 | (23) | 1 | (17) | 0 | (1) | 0 | (0) | 13 | (0) | 171 | (145) |
| From Hospitals | 25 | (37) | 21 | (16) | 13 | (52) | 32 | (46) | 1 | (0) | 0 | (0) | 0 | (0) | 92 | (151) |
| Return from Escape | 29 | (5) | 66 | (11) | 22 | (0) | 29 | (19) | 15 | (9) | 2 | (0) | 1 | (0) | 164 | (14) |
| Other | 15 | (9) | 0 | (4) | 15 | (1) | 27 | (30) | 0 | (0) | 0 | (0) | 0 | (0) | 57 | (44) |
| TOTAL | 1083 | (1228) | 1218 | (995) | 917 | (836) | 300 | (337) | 229 | (249) | 119 | (32) | 171 | (26) | 4037 | (3703) |
| RELEASES | | | | | | | | | | | | | | | | |
| Paroled | 137 | (126) | 337 | (749) | 209 | (287) | 98 | (84) | 86 | (112) | 61 | (5) | 61 | (1) | 989 | (1364) |
| Discharge or Expiration | 22 | (32) | 31 | (63) | 20 | (32) | 26 | (60) | 1 | (15) | 2 | (1) | 0 | (0) | 102 | (203) |
| To MCI other than Bridgewater | 607 | (671) | 553 | (214) | 368 | (305) | 23 | (0) | 123 | (96) | 18 | (1) | 46 | (1) | 1738 | (1288) |
| To Bridgewater | 121 | (61) | 74 | (51) | 41 | (40) | 2 | (3) | 3 | (0) | 1 | (0) | 2 | (0) | 244 | (155) |
| To Houses of Correction | 69 | (40) | 51 | (33) | 78 | (121) | 10 | (16) | 6 | (6) | 2 | (0) | 1 | (0) | 217 | (216) |
| To Federal Authorities | 26 | (190) | 1 | (0) | 1 | (0) | 4 | (7) | 0 | (0) | 0 | (0) | 0 | (0) | 32 | (197) |
| To Other States | 17 | (33) | 0 | (1) | 2 | (7) | 19 | (93) | 0 | (0) | 0 | (0) | 0 | (0) | 38 | (134) |
| Out of Court | 55 | (26) | 73 | (65) | 79 | (77) | 5 | (18) | 2 | (1) | 0 | (0) | 0 | (0) | 227 | (187) |
| To Hospitals | 28 | (46) | 23 | (16) | 10 | (52) | 37 | (54) | 1 | (0) | 0 | (0) | 13 | (0) | 99 | (168) |
| Furlough Escape | 4 | (0) | 49 | (4) | 34 | (2) | 9 | (0) | 12 | (1) | 6 | (0) | 5 | (0) | 119 | (7) |
| Security Escape | 2 | (0) | 9 | (18) | 8 | (0) | 17 | (23) | 11 | (9) | 5 | (0) | 0 | (0) | 52 | (50) |
| Other | 37 | (36) | 2 | (8) | 10 | (11) | 27 | (26) | 1 | (0) | 0 | (0) | 0 | (0) | 77 | (81) |
| TOTAL | 1125 | (1261) | 1203 | (1223) | 860 | (934) | 277 | (384) | 246 | (240) | 95 | (7) | 128 | (2) | 3934 | (4050) |