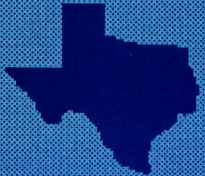
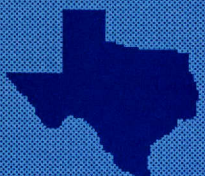


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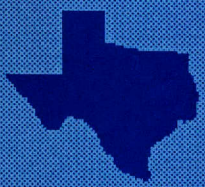


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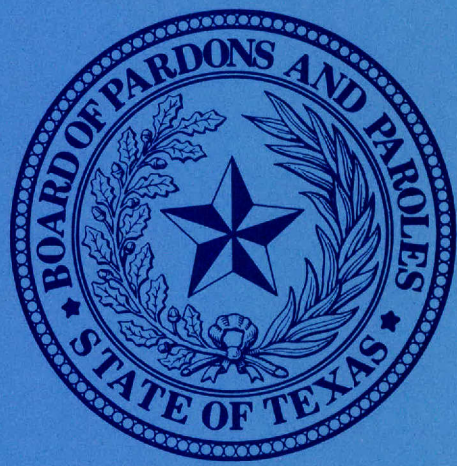
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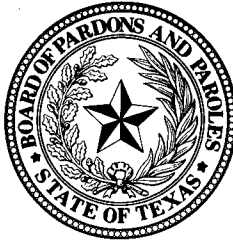
# Texas Board of Pardons and Paroles



## 1986 Annual Statistical Report

THE UNIVERSITY OF TEXAS-PAN AMERICAN  
  
0 1161 0814 9596





BOARD MEMBERS:  
 WENDELL A. ODOM, CHAIRMAN  
 NEAL PFEIFFER, VICE-CHAIRMAN  
 CONNIE L. JACKSON, MEMBER  
 WINONA W. MILES, MEMBER  
 ANTONIO G. MORALES, MEMBER  
 RUBEN M. TORRES, MEMBER

JOHN W. BYRD  
 EXECUTIVE DIRECTOR

GLENN T. HECKMANN  
 DEPUTY EXECUTIVE DIRECTOR

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

BOARD OF PARDONS AND PAROLES

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

GEORGE C. EVANS  
 GERALD GARRETT  
 P.O. BOX 1207  
 ANGLETON, TX 77515  
 (409) 849-3031

August 31, 1986

KEN CASNER  
 CORA MOSLEY  
 207-A E. REAGAN ST.  
 PALESTINE, TX 75801  
 (214) 723-1068

Honorable Mark White, Governor

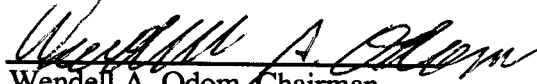
Members of the Senate and House of Representatives  
 of the State of Texas

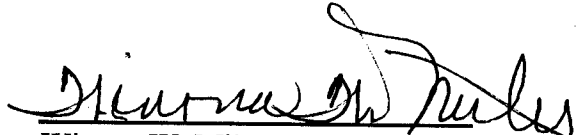
Gentlemen:


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

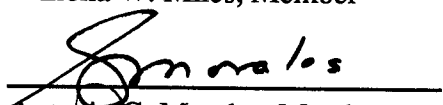
In compliance with the provisions of Article 42.18, Section 5 of the Code of Criminal Procedure of Texas, we respectfully submit the Annual Report with Statistical and other data relating to the work of the Board of Pardons and Paroles for the fiscal year ending August 31, 1986.


Sincerely yours,

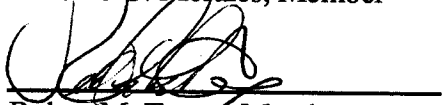
  
 Wendell A. Odom, Chairman

  
 Winona W. Miles, Member

  
 A. Neal Pfeiffer, Vice-Chairman

  
 Antonio G. Morales, Member

  
 Connie L. Jackson, Member

  
 Ruben M. Torres, Member



1836-1986

EQUAL EMPLOYMENT OPPORTUNITY EMPLOYER

# Texas Board of Pardons and Paroles

## BOARD MEMBERS

Wendell A. Odom  
Chairman  
Appointed by  
Honorable Mark White  
Governor  
State of Texas  
Member since 1985

Winona W. Miles  
Appointed by  
Honorable Mark White  
Governor  
State of Texas  
Member since 1983

Connie L. Jackson  
Appointed by  
Honorable Joe R. Greenhill  
Chief Justice  
Texas Supreme Court  
Member since 1977

Neal Pfeiffer  
Vice-Chairman  
Appointed by  
Honorable Mark White  
Governor  
State of Texas  
Member since 1983

Antonio G. Morales  
Appointed by  
Honorable Mark White  
Governor  
State of Texas  
Member since 1983

Ruben M. Torres  
Appointed by  
Honorable Dolph Briscoe  
Governor  
State of Texas  
Member since 1979

## PAROLE COMMISSIONERS

Ken Casner  
Palestine

Gerald Garrett  
Angleton

Cora Mosley  
Palestine

Kenneth Coleman  
Huntsville

John Escobedo  
Huntsville

Stennett D. Posey  
Gatesville

George Evans  
Angleton

Ronald W. Jackson  
Huntsville

Donn Woolery  
Huntsville

## STAFF

John W. Byrd, Executive Director  
Glenn T. Heckmann, Deputy Director

## DIRECTORS

Robert Tapscott  
Parole Supervision

Cecil Simpson  
Institutional Services

Jerry Wall  
Business Management

Henry Johnson  
Personnel and Training

E. E. Hagedorn  
Budget and Planning

Glenn Looney  
Computer Services

Harry Green  
General Counsel

Daniel Guerra  
Family Information Coordinator

Mike Roach  
Information Services

August 31, 1986

## TEXAS BOARD OF PARDONS AND PAROLES

8610 Shoal Creek Blvd.  
P.O. Box 13401, Capitol Station  
Austin, Texas 78711  
Phone: (512) 459-2700

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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 in accordance with 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 the conditions of parole, and investigates and supervises persons released on parole. 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 the Department of Corrections 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. Currently, one member was appointed by the Chief Justice of the Texas Supreme Court and five by the governor. 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 no fewer than 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 staff of the agency, totaling some 1,100 employees divided into several areas of responsibility, is headed by an executive director.

## THE EXECUTIVE DIRECTOR

The executive director is responsible for the operation and administration of the various functions of the agency, including budget and planning, personnel and training and the internal audit divisions.

## THE DEPUTY DIRECTOR

The deputy director assists the executive director in agency operation and administration and is responsible for the Institutional Services, Community Services (halfway houses) and Field Services Divisions, the Hearing Section, Business Management, Computer Services and Information Services Sections.

## GENERAL COUNSEL

The Board's legal affairs are handled by a general counsel and two assistant attorneys. The general counsel's office is responsible for keeping the Board apprised of all the legal implications of its actions, of changes in the laws or their application. 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; and maintain liaison with the Attorney General in civil actions brought by or against the Board and assist the AG in preparing and presenting such cases in court. Also, the General Counsel's office 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.

## **FAMILY INFORMATION COORDINATOR**

The Family Information Coordinator is the Board's liaison to inmates' families and the general public. Persons who wish to make a personal appeal to the Board meet with the director who notes their concerns in the file of the inmate in question so that the decision-makers have access to the information when considering an individual for parole.

## **ADMINISTRATIVE ASSISTANT TO THE BOARD**

The administrative assistant prepares the agenda for the monthly Board meeting, records and compiles the minutes for the monthly Board meeting, reviews requests for special reviews, supervises the Executive Clemency Section and performs administrative duties as required by the Board.

## **INTERNAL AUDIT SECTION**

Internal auditors perform 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 which help identify areas where improvements are possible and necessary.

## **PERSONNEL AND TRAINING**

The Personnel and Training Division 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, workmen's compensation, affirmative action, equal opportunity employment, employee grievances and other related personnel functions.

## **BUDGET AND PLANNING**

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 section also is responsible for agency forecasting, planning, research and evaluation. Activities include prison and population and release population forecasting, parole guidelines and parole selection research, parole supervision research, program evaluation, and production of statistical data detailing agency activity and workload.

## **COMPUTER SERVICES**

The Agency's computer allows staff to access information concerning the offense, sentence, time served and current

status of each of the 38,000 inmates and 40,000 releasees in the Texas prison and parole systems. Some 35 employees manage the computer system which provides information through a statewide network that ties together the agency's central office, 50 field offices and four institutional offices.

Information provided by the computer allows numerous studies and research activities to be conducted that enable the agency to study trends in criminal behavior and the success and failure of special programs designed to improve both the selection and supervision processes involved in the release of inmates from prison.

## **HEARING SECTION**

The Hearing Section conducts administrative release revocation hearings and processes cases for revocation. Hearings are conducted by a hearing officer, who investigates allegations that an administrative releasee has committed violations of the release rules. Following the hearing, the hearing officer submits findings of facts, conclusions and a recommendation for disposition. This is reviewed by Hearing Section staff and presented to the Board for review and final disposition.

## **SUPPORT SECTIONS**

### **BUSINESS MANAGEMENT**

The Business Management Section is responsible for the currency of accounts, preparation of expenditure reports, reconciliation of accounts, administration of the deferred compensation program, preparation of special reports for various state and federal authorities, the savings bond program, the retirement fund, and restitution/supervision fees. In addition, this section processes vouchers (accounts payable) and handles payroll and budget accounting.

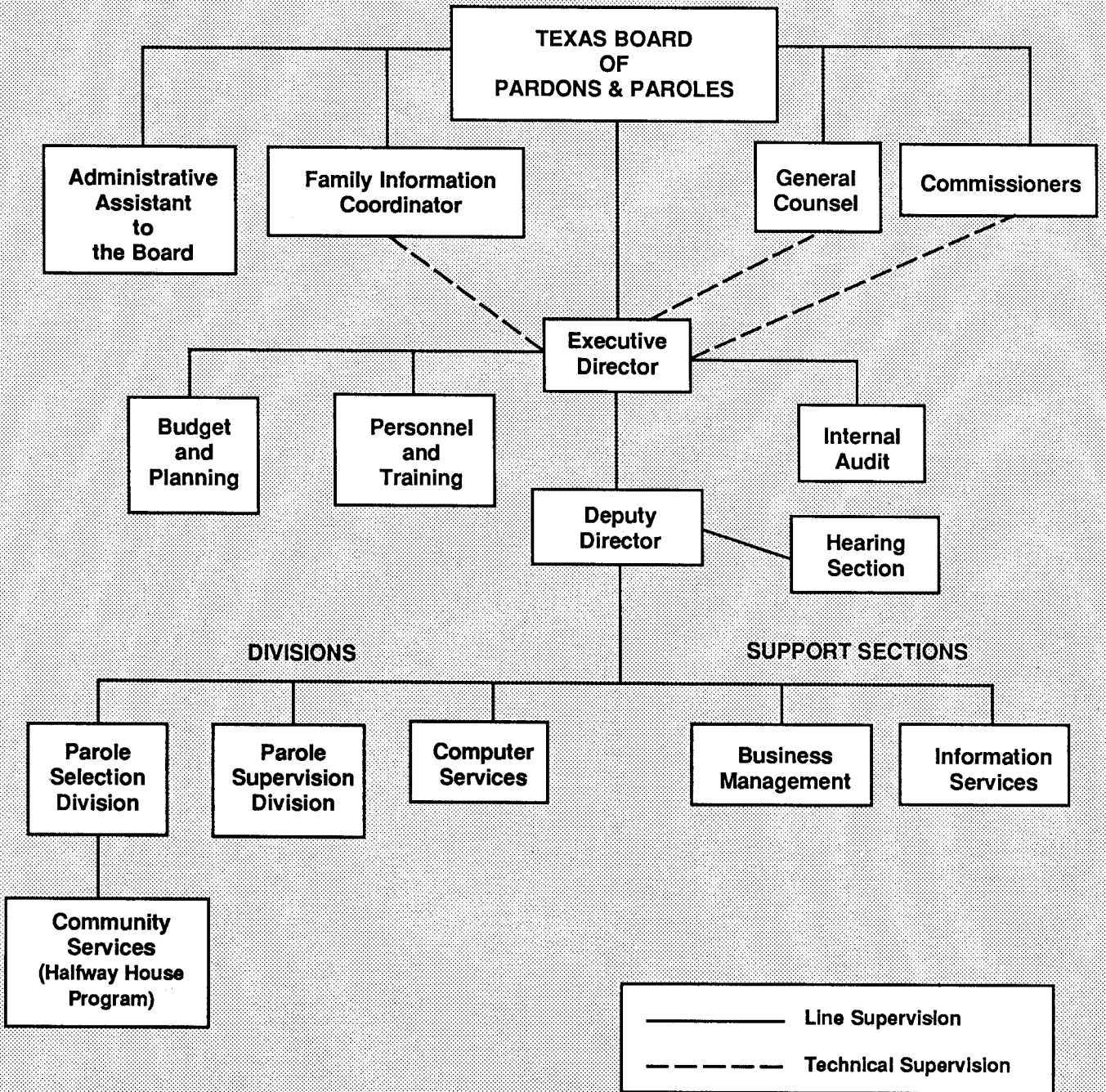
In addition, the section maintains inventory records of all agency equipment, is responsible for supply inventory and distribution, delivers parole certificates to Huntsville and supervises the operation of the offset printing press. Business Management also leases office space for the parole offices across the state and contracts with halfway houses for their services to parolees.

### **INFORMATION SERVICES**

This section responds to requests for information from the media, legislators and the general public regarding the Board and its activities, the parole/mandatory supervision system, and the records of individual inmates and releasees. The office produces informational brochures, reports and studies, the Board's rules and a bi-monthly employee newsletter. In addition, the information officer monitors the Legislature and apprizes the Board and executive staff of proposed legislation affecting agency affairs.

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

(Adopted by the Board July 1, 1986)



---

## **SUNSET REVIEW HIGHLIGHTS FISCAL YEAR 1986**

---

The Board of Pardons and Paroles, along with other criminal justice agencies, was reviewed by the Sunset Commission in fiscal year 1986, a process that occurs every 12 years and which will continue into fiscal 1987.

The Sunset Commission examines every aspect of an agency's policies and procedures, the laws governing its activities, and either recommends changes to the ensuing Legislature, or can recommend that an agency be abolished, combined, or restructured.

Numerous changes in the laws affecting parole and mandatory supervision and, consequently, agency operations are expected to be proposed in the 1987 legislative session as a result of the Sunset Commission's recommendations.

### **Prison Population**

During fiscal year 1986, the Board assisted the Department of Corrections in maintaining the prison population at less than 95% of the system's capacity. This effort, in turn, prevented the implementation of the Texas Prison Management Act and allowed the Department of Corrections to remain in compliance with federal court prison population mandates.

Due to the record number of prison admissions during the fiscal year, the Board's workload increased proportionately in its effort to keep the prison population below 95% of capacity while remembering its responsibility to protect the citizens of Texas.

Because of the increased number of releases during the fiscal year, the caseloads of parole officers rose accordingly. As of August 31, 1986 the average caseload was 93 cases per officer.

### **Other Activities**

The agency's capabilities were greatly enhanced by the installation of a new and larger computer system at a time when the agency could no longer sustain the information processing required. Work began to expand the Board's telecommunications

network to encompass the state by installing computer terminals in each regional, district and institutional office. This process will take another fiscal year to complete.

Also, a "facsimile" network was planned and implemented to enable outlying offices to transmit documents from one location to another, a process that will be completed in the next fiscal year, but which will permit the relay of vital information instantaneously.

### **Compliance with House Bill 1307**

To comply with HB 1307, passed in the 69th Regular Session, the Board adopted procedures for the issuance of summonses in lieu of pre-revocation warrants for released offenders who violate the rules of parole but not the law. A committee was formed to devise sanctions a parole officer might use to get the releasee to conform to the rules without revoking parole and sending the offender back to prison.

### **Employment Project**

The Board took an active role in working with other agencies to provide services to prison releasees. The agency helped establish a pilot project in Dallas with the Department of Corrections and the Texas Employment Commission to help releasees find jobs or job training/counseling.

### **Special Project for MHMR Offenders**

The agency took certain initiatives to develop and implement a program for addressing the special needs of mentally retarded offenders. This included establishing a specialized caseload for MR offenders and special training for the officers who work with them. The agency was honored by being named "Organization of the Year" by the Association of Retarded Citizens - Austin in recognition of this effort.

## Outline of Parole Procedures

Inmate's name appears on computer-generated list 10 months in advance of eligibility month. List is sent to Institutional Parole Office.

Institutional parole officer interviews inmate to get statement and parole plan.

Parole plan sent to Austin and placed in file. File made ready for interview.

File sent to Commissioner. Commissioner interviews inmate and votes on case.

Commissioner forwards file (with vote) to two other commissioners/board members who review case & vote (2 of 3 votes needed for approval).

Copy of parole plan sent to field office for verification/investigation.

Notice sent to trial officials.

If plan is in order, approval is given, certificate is printed and sent to TDC.

TDC prepares inmate

TDC releases inmate.

If parole is denied:

- 1) Inmate is given set-off (case is reviewed again within 1 year).
- 2) Inmate is given serve-all (inmate is released to mandatory supervision or discharges sentence in prison).

Releasee under supervision, subject to revocation for new conviction or violation of release rules.



**Summary  
of  
Parole  
Panel  
Activity  
in  
Fiscal  
Year  
1986**





**SUMMARY OF PAROLE PANEL ACTIVITY  
IN FISCAL YEAR 1986**

**Parole**

No. of cases considered:	29,650
No. of inmates paroled/ conditionally pardoned:	14,376
Paroled in-state:	14,036
Paroled out-of-state:	288
Out-of-country conditional pardons:	52
No. of parole cases reinstated:	134

**Mandatory Supervision**

No. inmates released to mandatory supervision:	12,660
No. released to mandatory supervision who were within 180 days of mandatory release:	8,991
Released to MS in-state:	12,442
Released to MS out-of-state:	218
Released to MS out-of-country:	0
No. of MS cases reinstated:	85

**Parolee Pre-Revocation Actions**

No. of pre-revocation warrants issued:	3,490
Emergency warrants issued:	1,635
No. of pre-revocation warrants withdrawn:	1,926

**Mandatory Supervision  
Pre-Revocation Actions**

No. of pre-revocation warrants issued:	3,821
Emergency warrants issued:	1,752
No. of pre-revocation warrants withdrawn:	2,125

**Revocation Actions**

No. of parolees revoked:	4,204
No. of MS cases revoked:	3,983

SUMMARY OF PAROLE PANEL ACTIVITY (CONTINUED)

**Other panel actions**

Special administrative  
review considerations: 34

Other parole admini-  
strative reviews: 11,702

**Executive Clemency**

No. of cases  
considered: 1,019

No. recommended  
to Governor 309

No. granted by Governor: 16

**Pre-Parole Transfer**

No. of cases considered: 555

No. recommended to TDC: 451

No. approved by TDC: 216

No. transferred to halfway  
houses as pre-parolees: 237

**Parole *in absentia***

No. cases considered: 241

No. approved: 117

No. released on parole: 94

No. released to mandatory  
supervision: 65

Total released to PIA: 159

**Halfway House Placements**

No. parolees placed: 3,002

No. mandatory releasees  
placed: 2,382

No. early mandatory  
releasees placed: 438

Pre-parolees placed: 237

Total halfway house placements: 6,059

# Parole Selection



# Parole Selection

Prisoners are eligible for release on parole when their calendar time served plus good conduct time equals one-third of the maximum sentence imposed or 20 years, whichever is less. Exceptions to this are those inmates serving sentences for capital murder, aggravated kidnapping, sexual assault and robbery, or if the judgment of the court contains an affirmative finding that the defendant used or exhibited a deadly weapon during the commission of a felony offense. These inmates are not eligible for parole release until their actual time served, without consideration of good time, equals one-third of the maximum sentence, or 20 years, whichever is less, but in no event are they eligible for parole in less than two years.

A prisoner under sentence of death is not eligible for parole.

The Institutional Services Division of the agency is

charged with responsibility for processing cases prior to 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 which serve as the basis for release deliberations and for supervision programs following release. An extensive interview and case history report is also completed for all death penalty cases for use in possible reprieve deliberations.

In addition, the bulk of the Central office support staff, including mail, file and phone sections, support clerical staff and the Executive Clemency Section is assigned to the Institutional Services Division.

<u>Case Summaries Prepared*</u>	<u>No.</u>
Initial	18,510
Supplemental	9,273
Pre-parole	2,840
Mandatory Supervision	2,961
<b>Total</b>	<b>33,584</b>

\*Case Summaries Prepared - refers to the 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 to be mandatorily released.

<u>Workload/Performance Measures</u>	<u>No.</u>
Parole examiner interviews*	10,476
Parole counselor interviews**	126,732
Release cases analyzed***	42,176

\*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.

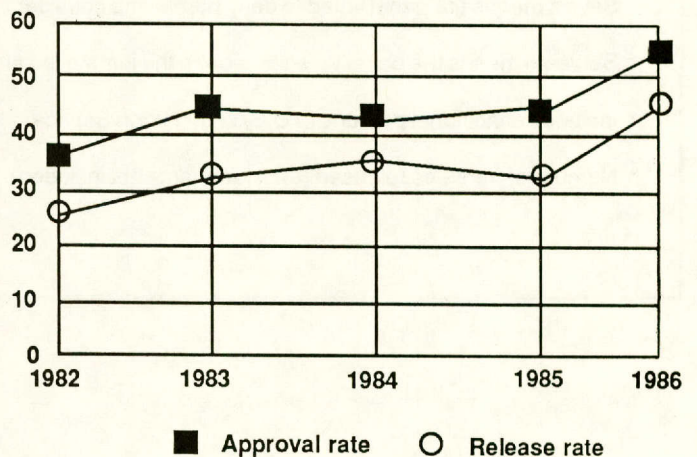
\*\*\*All cases are reviewed by a parole analyst at various stages in the process to insure accuracy and care in the consideration of an inmate's release.

## 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 face-to-face interviews with prisoners 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. Parole panels may vote to approve the prisoner's parole, set off the prisoner's release for a year or may vote to have him serve the remaining portion of his sentence and then release him to mandatory supervision.

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

% of parole considerations



#### Parole Approval & Release Rates Fiscal Year 1986

No. cases considered:	29,650
No. paroled/conditionally pardoned:	14,376
% paroled/conditionally pardoned:	48%

**PAROLE ACTIONS IN FISCAL YEAR 1986**

<u>Type of Review</u>	<u>No. Considered</u>	<u>No. Approved</u>	<u>No. Set Off</u>	<u>No. Serve-All</u>
Initial Reviews	17,793	10,718	5,565	1,510
Subsequent Reviews	11,857	5,291	4,674	1,892
<b>Total Reviews</b>	<b>29,650</b>	<b>16,009</b>	<b>10,239</b>	<b>3,402</b>

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

<u>Action</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>5-Year Avg. 1982-86</u>
<b>Cases</b>	27,472 (100%)	28,789 (100%)	38,159 (100%)	26,305 (100%)	29,650 (100%)	28,075 (100%)
<b>Approved</b>	10,411 (38%)	12,202 (42%)	11,575 (41%)	11,249 (43%)	16,009 (54%)	12,289 (44%)
<b>Set-off<sup>1</sup></b>	12,355 (45%)	12,337 (43%)	13,295 (47%)	11,073 (42%)	10,239 (35%)	12,153 (43%)
<b>Serve-all<sup>2</sup></b>	4,706 (17%)	4,250 (15%)	3,289 (12%)	3,983 (15%)	3,402 (11%)	3,926 (13%)
<b>Paroled<sup>3,4</sup></b>	7,504 (27%)	8,682 (30%)	10,069 (36%)	9,377 (36%)	14,376 (48%)	10,001 (36%)

<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 conditional pardons to U.S. Immigration Service.

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

## MANDATORY SUPERVISION

Prisoners who are not 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. The Board of Pardons and Paroles supervises prisoners released to mandatory supervision as if they were on parole. However, unlike parole, the Board has no discretion in a prisoner's release to mandatory supervision, except that the law allows the Board to release at its discretion those inmates who are within six months of their mandatory release dates. Prisoners released to parole or mandatory supervision remain under the Board's supervision for whatever time remains on their sentences at the time they are released.

### MANDATORY SUPERVISION RELEASES IN FISCAL YEAR 1986

Released in-state:	12,445
Released out-of-state:	218
Released out-of-country:	0
Total released:	12,660

### TDC RELEASES OVER A FIVE-YEAR PERIOD

Fiscal Year	Discharged	Paroled	Released to Mandatory Supervision	Shock Probation	Total
1982	1,554 (11%)	7,516 <sup>1</sup> (53%)	4,522 (32%)	486 (3%)	14,078 (100%)
1983	1,985 (10%)	8,703 <sup>1</sup> (43%)	7,659 (38%)	1,846 (9%)	20,193 (100%)
1984	1,708 ( 7%)	10,091 <sup>1</sup> (43%)	10,053 (43%)	1,723 (7%)	23,575 (100%)
1985	405 ( 2%)	9,392 <sup>1</sup> (40%)	11,899 <sup>1</sup> (51%)	1,725 (7%)	23,421 (100%)
1986		14,510 <sup>1</sup>	12,745 <sup>1</sup>		

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 prior to their presumed parole eligibility dates. Inmates must be approved by prison officials, and those convicted of aggravated offenses or who used a deadly weapon are not eligible. Pre-parolees are considered inmates and may be returned to prison without a hearing if they fail to abide by the rules of release. Upon reaching parole eligibility dates, these inmates are then transferred to the regular case load.

#### Pre-Parole Transfer Activity in Fiscal Year 1986

No. of cases considered:	555
No. of cases recommended to TDC:	451
No. of cases approved by TDC:	216
No. released to pre-parole:	237

### Parole *in absentia*

The Board may release inmates held in other state prisons, federal or local jails who are serving Texas sentences. Eligible inmates must apply to the Board for consideration under this program and furnish the Board with certain required documents.

#### Parole *in absentia* Activity in Fiscal Year 1986

No. of cases considered:	241
No. of cases approved:	117
No. released on parole:	94
No. released on mandatory supervision:	65
Total released to PIA:	159

## EXECUTIVE CLEMENCY

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

<b>Executive Clemency Actions in Fiscal Year 1986</b>	
No. of cases considered:	1,019
No. recommended to Governor:	309
No. granted by Governor:	16

### Executive Clemency-Related Activity

#### Part A

#### Actions on Executive Clemency Recommendations Submitted to Governor in Fiscal Year 1986

<u>Description</u>	<u>Number Consid- ered</u>	<u>Number Recom- mended</u>	<u>Approved by Governor</u>	<u>Refused by Governor</u>	<u>Withdrawn by Board</u>	<u>Number Cases in Process</u>	<u>Number Actions</u>
Commutations of Sentence	9	9	1	5	0	3	1
Emergency reprieves	6	6	3	3	0	0	3
Full pardons/ restoration of civil rights	1,004	294	4	213	0	77	3
<b>Total clemency- related actions</b>	<b>1,019</b>	<b>309</b>	<b>8</b>	<b>221</b>	<b>0</b>	<b>80</b>	<b>7</b>

#### Part B

#### Actions on Executive Clemency Recommendations Submitted to the Governor prior to this Fiscal Year

<u>Description</u>	<u>Number Recom- mended</u>	<u>Approved by Governor</u>	<u>Refused by Governor</u>	<u>Withdrawn by Board</u>	<u>Number Cases in Process</u>	<u>Number Actions Effected</u>
Commutations of sentence	15	1	14	0	0	1
Full pardons/ restoration of civil rights	169	7	152	0	10	7
<b>Total Clemency- Related Actions</b>	<b>184</b>	<b>8</b>	<b>166</b>	<b>0</b>	<b>10</b>	<b>8</b>



# Parole Supervision



# Parole Supervision

Inmates released from the Department of Corrections are under the supervision of parole officers assigned to the agency's Field Services Division. Prior to 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 446 parole officers and caseworkers supervised the 41,697 prison releasees in 1986. Each officer supervised an average of 93 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.

## Number of Releasees under Active Supervision at End of Fiscal Year 1986

Texas parolees  
in Texas: 22,889

Texas Mandatory  
releasees in Texas: 16,931

Other state parolees  
in Texas: 1,877

Total under supervision: 41,697

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

Type of Release	1982	1983	1984	1985	1986
Parole:	12,945	14,415	17,279	17,820	22,889
Mandatory supervision:	5,004	8,344	12,422	15,181	16,931
Other state parolees in Texas:	1,635	1,613	1,761	1,812	1,877
Totals:	19,584	24,372	31,462	34,813	41,697

## 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	81	1	7,454	92
2 Houston	115	1	11,452	99
3 San Antonio	53	49	4,734	89
4 Lubbock	46	78	3,875	86
5 Ft. Worth	48	37	4,554	95
6 Angleton	43	28	4,335	101
7 Tyler	22	31	2,169	99
8 Waco	<u>38</u>	<u>29</u>	<u>3,124</u>	<u>82</u>
<b>Totals:</b>	446	254	41,697	93

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

<u>Year</u>	<u>No. under supervision</u>	<u>No. officers</u>	<u>Average caseload</u>
1982	19,584	292	67
1983	24,372	342	71
1984	31,462	387	81
1985	34,813	378	92
1986	41,697	446	93

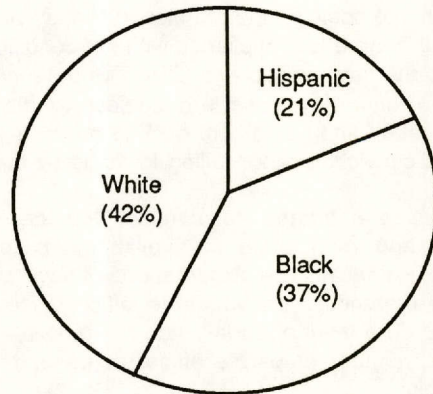
**Release Population  
By Offense**

<u>Offense</u>	<u>Parole (%)</u>	<u>MS(%)</u>	<u>Total (%)</u>
Assault	2%	6%	4%
Auto Theft	5%	5%	5%
Burglary	36%	25%	31%
Drugs	15%	9%	12%
DWI	3%	5%	4%
Forgery	7%	6%	6%
Homicide	4%	4%	4%
Rape	1%	2%	1%
Robbery	9%	12%	10%
Sex Offenses	1%	6%	3%
Theft	13%	13%	13%
Other	4%	6%	5%

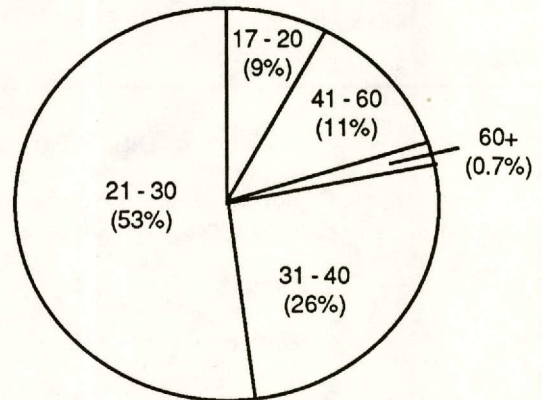
**Release Population  
by Identified Problems**

<u>Problem Area</u>	<u>Est. No.(%) with problem</u>
Academic	14,568 (35%)
Employment	30,384 (73%)
Financial	15,816 (38%)
Marital/Family	10,406 (25%)
Associates	17,897 (43%)
Emotional	7,908 (19%)
Alcohol	19,562 (47%)
Drugs	18,730 (45%)
Mental	2,081 (5%)
Health	4,162 (10%)
Sexual	2,497 (6%)

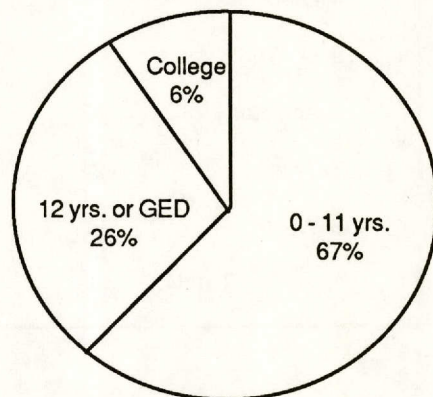
**By Race**



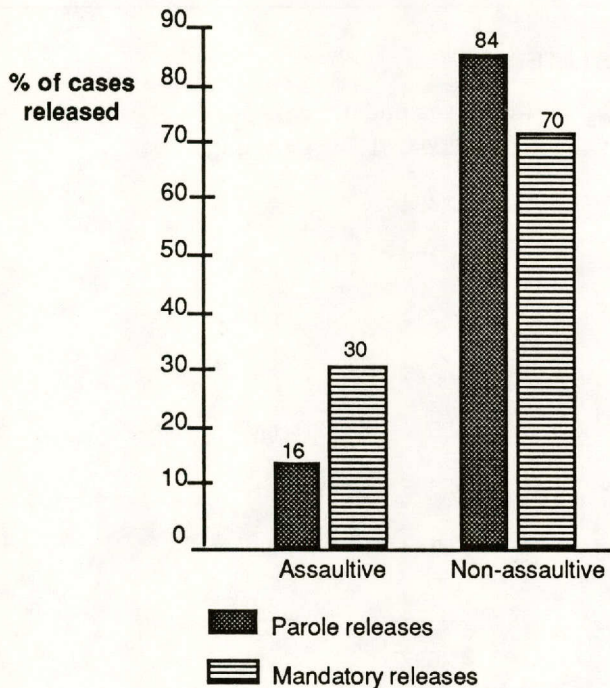
**By Age**



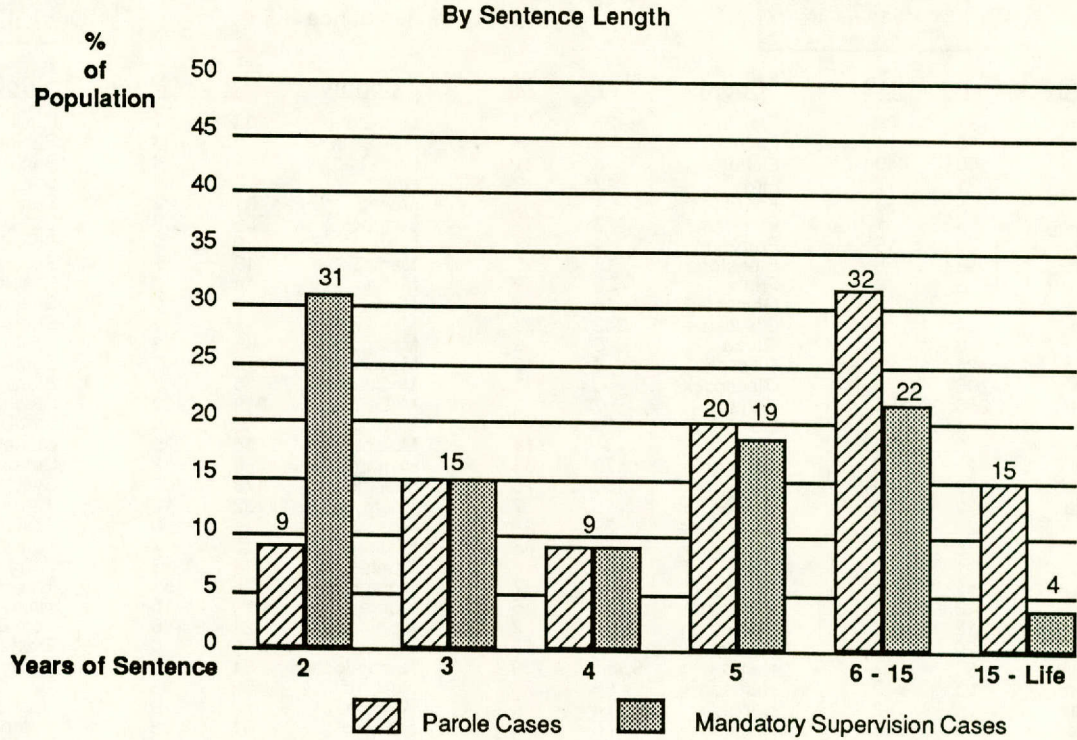
**By Education**



**Release Population  
By Type of Offense**



**PAROLE AND MANDATORY SUPERVISION POPULATION BREAKDOWN  
(INMATES RELEASED IN FISCAL YEAR 1986)**



**PREVIOUS CRIMINAL RECORD OF INMATES  
RELEASED IN FISCAL YEAR 1986**

<u>No. of Prior Incarcerations</u>	<u>Parolees</u>	<u>Mandatory Releases</u>
0	8,601 (59%)	6,875 (54%)
1+	<u>5,909 (41%)</u>	<u>5,870 (46%)</u>
Total:	14,510	12,745

**RELEASE POPULATION  
By Sex**

	<u>Parolees</u>	<u>Mandatory Releasees</u>	<u>Total</u>
Male	13,367	12,023	25,390
Female	<u>1,143</u>	<u>722</u>	<u>1,865</u>
Total	14,510	12,745	27,255

**PAROLE & MANDATORY SUPERVISION RELEASEES UNDER ACTIVE SUPERVISION IN TEXAS AT END OF FISCAL YEAR 1986**

**P = Parolees**

**By County of Residence**

**MS = Mandatory Releasees**

<u>County</u>	<u>P</u>	<u>MS</u>	<u>County</u>	<u>P</u>	<u>MS</u>	<u>County</u>	<u>P</u>	<u>MS</u>	<u>County</u>	<u>P</u>	<u>MS</u>
Anderson	31	25	Fannin	25	17	Limestone	33	17	Rusk	41	23
Andrews	10	11	Fayette	8	3	Lipscomb	0	3	Sabine	6	4
Angelina	86	49	Fisher	5	1	Live Oak	7	6	San Augustine	11	4
Aransas	21	17	Floyd	12	2	Llano	2	0	San Jacinto	15	10
Archer	5	3	Foard	1	1	Loving	1	2	San Patricio	73	54
Armstrong	3	1	Ft. Bend	153	105	Lubbock	386	238	San Saba	2	3
Atascosa	25	15	Franklin	4	2	Lynn	2	2	Schleicher	3	2
Austin	18	8	Freestone	19	15	Madison	16	5	Scurry	39	16
Bailey	6	6	Frio	22	9	Marion	14	2	Shackelford	3	4
Bandera	2	3	Gaines	16	7	Martin	2	0	Shelby	35	19
Bastrop	24	14	Galveston	342	233	Mason	1	1	Sherman	1	0
Baylor	3	3	Garza	5	6	Matagorda	43	23	Smith	212	135
Bee	24	25	Gillespie	8	5	Maverick	6	6	Sommervell	4	1
Bell	196	79	Glasscock	0	1	McCullough	5	7	Starr	20	9
Bexar	1,256	805	Goliad	7	2	McLennan	319	219	Stephens	4	3
Blanco	4	3	Gonzales	20	7	McMullen	3	0	Sterline	1	1
Borden	0	0	Gray	31	18	Medina	14	5	Stonewall	0	0
Bosque	11	6	Grayson	79	63	Menard	3	2	Sutton	1	0
Bowie	119	50	Gregg	156	75	Midland	178	106	Swisher	16	7
Brazoria	172	125	Grimes	13	7	Milam	32	13	Tarrant	1,607	1,277
Brazos	129	89	Guadalupe	39	24	Mills	1	0	Taylor	163	90
Brewster	5	2	Hale	51	35	Mitchell	10	7	Terrell	2	0
Briscoe	1	0	Hall	8	6	Montague	14	13	Terry	22	7
Brooks	12	6	Hamilton	6	7	Montgomery	195	151	Throckmorton	1	0
Brown	43	24	Hansford	5	5	Moore	19	15	Titus	35	21
Burleson	18	13	Hardeman	4	2	Morris	21	6	Tom Green	160	99
Burnet	20	10	Hardin	53	35	Motley	0	0	Travis	629	585
Caldwell	34	17	Harris	6,752	4,700	Nacogdoches	51	33	Trinity	11	20
Calhoun	25	9	Harrison	66	28	Navarro	62	33	Tyler	15	8
Callahan	9	2	Hartley	4	4	Newton	25	9	Upshur	34	13
Cameron	174	146	Haskell	5	4	Nolan	31	13	Upton	2	1
Camp	15	5	Hays	51	23	Nueces	362	280	Uvalde	15	15
Carson	3	2	Hemphill	2	2	Ochiltree	13	8	Val Verde	28	17
Cass	42	11	Henderson	58	31	Oldham	2	2	Van Zandt	31	28
Castro	12	5	Hidalgo	172	119	Orange	171	75	Victoria	96	63
Chambers	23	12	Hill	24	20	Palo Pinto	27	17	Walker	207	88
Cherokee	33	28	Hockley	18	9	Panola	24	15	Waller	30	15
Childress	6	6	Hood	34	14	Parker	43	29	Ward	15	7
Clay	2	0	Hopkins	50	18	Parmer	5	3	Washington	34	11
Cochran	1	1	Houston	23	18	Pecos	15	5	Webb	46	22
Coke	4	1	Howard	39	19	Polk	44	30	Wharton	58	35
Coleman	11	8	Hudspeth	3	2	Potter	236	172	Wheeler	6	2
Collin	154	73	Hunt	75	47	Presidio	1	3	Wichita	121	114
Collingsworth	4	1	Hutchinson	36	31	Rains	10	8	Wilbarger	15	15
Colorado	13	11	Irion	1	1	Randall	30	12	Willacy	16	16
Comal	35	18	Jack	7	5	Reagan	2	0	Williamson	95	52
Comanche	14	7	Jackson	21	11	Real	1	0	Wilson	10	7
Concho	1	2	Jasper	30	14	Red River	20	10	Winkler	11	3
Cooke	26	12	Jeff Davis	1	1	Reeves	23	14	Wise	24	18
Coryell	27	20	Jefferson	652	300	Refugio	9	2	Wood	12	21
Cottle	1	5	Jim Hogg	2	3	Roberts	0	1	Yoakum	7	4
Crane	5	2	Jim Wells	41	26	Robertson	29	13	Young	37	21
Crockett	0	2	Johnson	68	42	Rockwall	10	7	Zapata	2	0
Crosby	3	10	Jones	15	10	Runnels	10	6	Zavala	11	7
Culberson	0	2	Karnes	19	12						
Dallam	7	11	Kaufman	61	42						
Dallas	4,264	3,190	Kendall	7	0						
Dawson	25	18	Kenedy	0	0						
Deaf Smith	29	12	Kent	0	0						
Delta	2	1	Kerr	26	19						
Denton	170	85	Kimble	6	1						
De Witt	20	9	Kinney	3	3						
Dickens	2	1	King	0	0						
Dimmit	4	1	Kieberg	33	13						
Donley	3	1	Knox	5	3						
Duval	9	12	Lamar	75	43						
Eastland	18	9	Lamb	11	12						
Ector	270	163	Lampasas	10	8						
Edwards	1	3	La Salle	6	3						
Ellis	102	61	Lavaca	15	6						
El Paso	463	447	Lee	15	4						
Erath	21	9	Leon	10	9						
Falls	19	10	Liberty	94	59						

No. paroled from TDC:	22,889
No. paroled from other state prisons:	1,877
<b>Total parolees under active supervision:</b>	<b>24,766</b>
No. mandatory supervision releasees from TDC:	16,931
<b>Total under supervision in Texas:</b>	<b>41,697</b>

**PRESENT STATUS OF 143,268 INMATES PAROLED FROM  
TEXAS DEPARTMENT OF CORRECTIONS OVER THE 39-YEAR PERIOD  
BEGINNING SEPTEMBER 1, 1947 AND ENDING AUGUST 31, 1986**

Column I below gives the total number released each year. Column II gives the number still under active supervision and shows that 35,887 inmates released over the 39-year period are still on parole or conditional pardon. Column III shows that 69,421 released during the 39-year period have satisfactorily completed their paroles or conditional pardons. Column IV shows that 37,960 releasees have been revoked over the 39-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 268 parolees out of the 4,248 released in 1976 are still on active parole. The others have discharged their sentences or have been revoked. On the other hand, 13,939 of the 14,510 released in 1986 are still on active parole. This is because those released in 1976 have had 10 years to discharge their sentences while those released in 1986 have had only one year towards discharging their sentences.

<u>Years</u>	<u>Column I No. Released</u>	<u>Column II No. Under Active Supervision</u>	<u>Column III No. Completed Sentence</u>	<u>Column IV 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	18	661	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	52	1,614	886
1962	2,548	48	1,660	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	75	1,317	666
1971	2,278	93	1,586	599
1972	3,375	182	2,458	735
1973	3,770	196	2,744	830
1974	4,237	225	3,270	742
1975	4,788	275	3,508	1,005
1976	4,248	268	3,083	897
1977	7,150	332	5,003	1,815
1978	4,948	349	3,268	1,331
1979	7,750	645	4,740	2,365
1980	5,022	401	2,876	1,745
1981	7,503	838	3,733	2,932
1982	7,516	1,606	3,303	2,607
1983	8,703	2,628	2,987	3,088
1984	10,091	5,626	1,453	3,012
1985	9,392	7,155	497	1,740
1986	14,510	13,939	56	515
<b>Total</b>	<b>143,268</b>	<b>35,887 (25%)</b>	<b>69,421 (48%)</b>	<b>37,960 (26%)</b>

**PRESENT STATUS OF 53,994 INMATES RELEASED FROM  
TEXAS DEPARTMENT OF CORRECTIONS ON MANDATORY SUPERVISION  
OVER THE NINE-YEAR PERIOD ENDING AUGUST 31, 1986**

Column I below shows that 53,994 inmates were released during the nine-year period. Column II shows that 23,288 inmates released over the nine-year period are still serving satisfactorily under mandatory supervision. Many inmates have completed their sentences. Column III shows that 19,037 released during the nine-year period have satisfactorily

completed their period of mandatory supervision. Column IV shows that 11,669 over the nine-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 No. Released</u>	<u>Column II No. under Active Supervision</u>	<u>Column III No. Completed Sentence</u>	<u>Column IV No. Revoked</u>
1978	10	0	9	1
1979	739	0	594	145
1980	2,140	124	1,455	561
1981	3,327	107	2,347	873
1982	5,422	1,070	3,056	1,296
1983	7,659	584	4,657	2,418
1984	10,053	2,704	4,171	3,178
1985	11,899	6,755	2,577	2,567
1986	12,745	11,944	171	630
<b>Total</b>	<b>53,994</b>	<b>23,288</b>	<b>19,037</b>	<b>11,669</b>



## PAROLE BOARD JURISDICTION

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

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

<b>Releasees under the Jurisdiction of the Board in Fiscal Year 1986</b>			
<u>Status</u>	<u>Parole</u>	<u>Mandatory Supervision</u>	<u>Total</u>
Active Supervision:	22,794	16,931	39,725
Out-of-State:	1,722	764	2,486
Detainers:	2,099	836	2,935
Annual Report	6,056	1,347	7,403
Released from Reporting:	245	0	245
Absconder:	2,307	2,301	4,608
Parole <i>in absentia</i> :	55	42	97
<i>Special Caseload</i> :	9	1	10
<b>Totals:</b>	<b>35,287</b>	<b>22,222</b>	<b>57,509</b>

<b>No. Releasees under the Jurisdiction of the Board over a Five-Year Period</b>					
<u>Classification</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>
Parolees	20,266	22,202	25,884	28,258	35,287
Mandatory Releasees	6,008	9,929	14,899	19,213	22,222
<b>Totals</b>	<b>26,274</b>	<b>32,131</b>	<b>40,783</b>	<b>47,471</b>	<b>57,509</b>

## 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 reside 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.

<b>INTERSTATE COMPACT CASES FISCAL YEAR 1986</b>			
	<u>Parole</u>	<u>Mandatory Supervision</u>	<u>Total</u>
Texas Cases in other states:	1,722	764	2,486
Other state cases in Texas:	1,877	----	1,877
<b>Total:</b>	<b>3,599</b>	<b>764</b>	<b>4,363</b>

**\*Figures combine parole and mandatory supervision cases.**

<b>INTERSTATE COMPACT CASES OVER A FIVE-YEAR PERIOD*</b>					
	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>
Texas Cases in other states:	1,398	1,659	2,023	2,154	2,486
Other state cases in Texas:	1,635	1,613	1,761	1,812	1,877
<b>Total:</b>	<b>3,033</b>	<b>3,272</b>	<b>3,784</b>	<b>3,966</b>	<b>4,363</b>

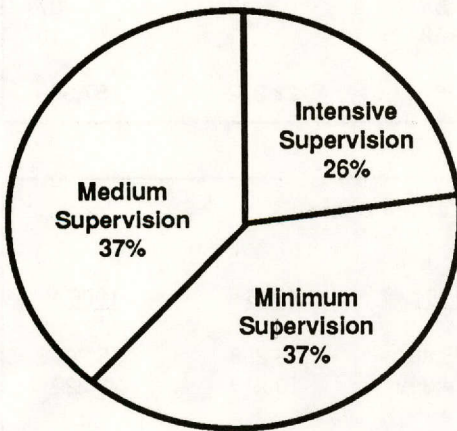
## CASE CLASSIFICATION RISK AND NEEDS ASSESSMENT

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

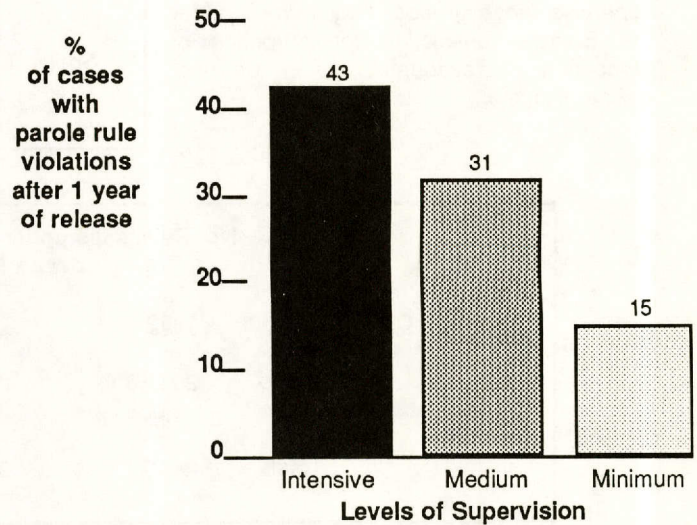
supervision are required to meet with their supervising officers three times each month: at home, on the job and in the parole office. Medium supervision cases meet with the officers twice a month; minimum cases meet once a month at the parole office and once every two months at home.

The graphs below show the 1986 release population broken down by levels of supervision, demonstrate the validity of risk assessment and summarize the major needs releasees have.

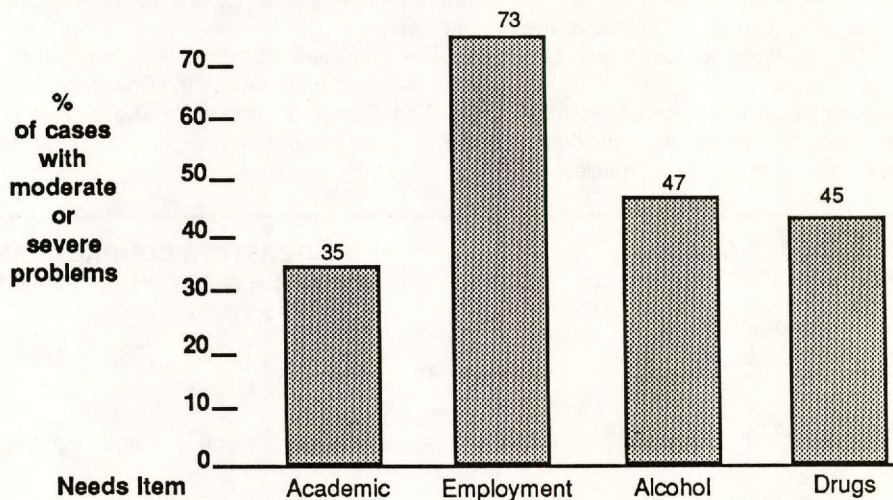
**CASE CLASSIFICATION  
Release Population  
by Levels of Supervision**



**PAROLE RULE VIOLATIONS  
By Level of Supervision**

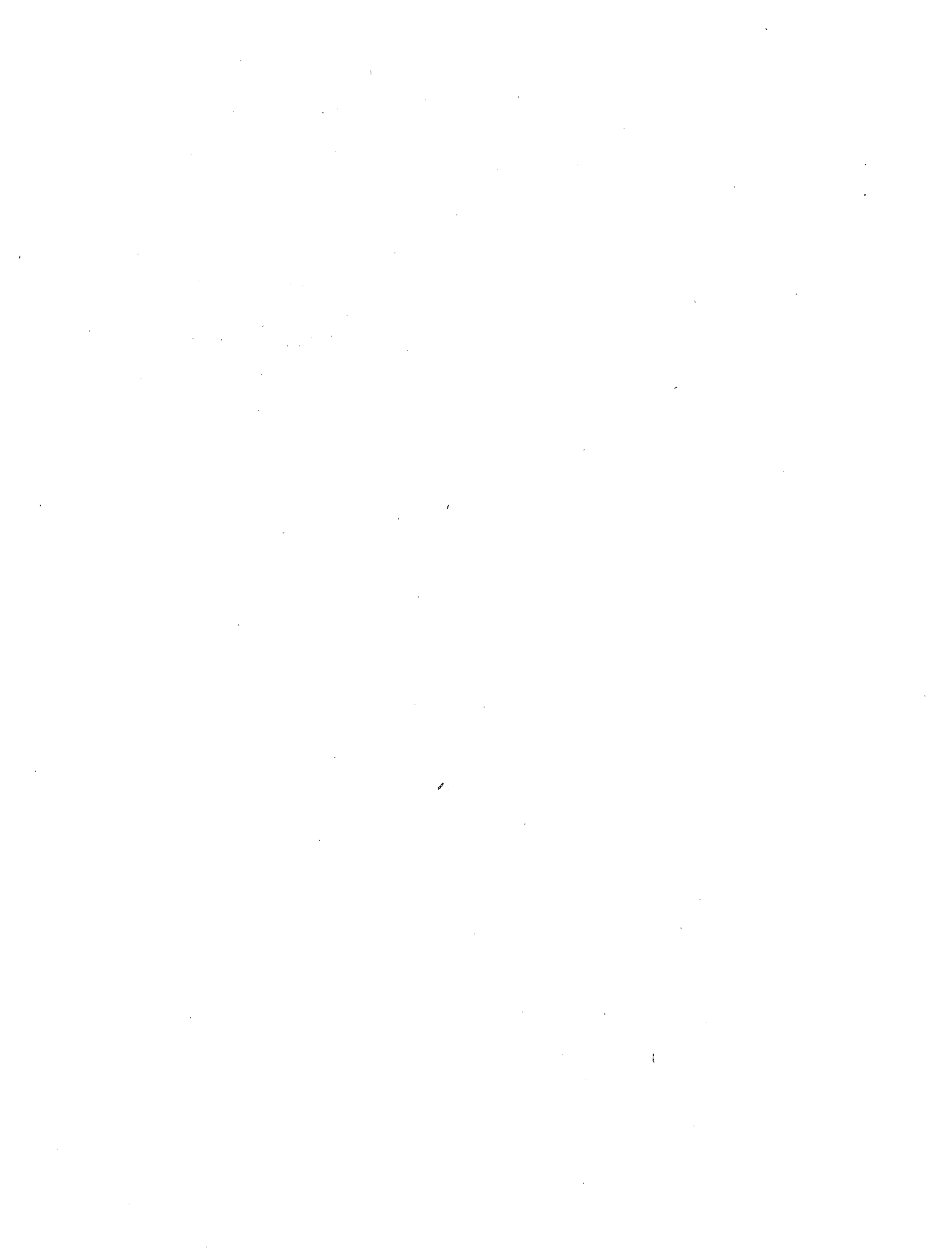


**MODERATE AND SEVERE PROBLEMS  
FOR SELECTED NEEDS ITEMS**



**Community  
Services**

**Halfway  
House  
Program**



## COMMUNITY SERVICES

The Community Services Section administers the agency's halfway house program, designed for the placement of those individuals whom the Board feels bear closer supervision upon release from prison, or who have no other residential resources in the community.

Community Services verifies that halfway houses meet the minimum requirements outlined in the Board's "Standards and Certification Procedures for Residential Facilities" prior to entering into a contractual agreement with them. The Section monitors halfway houses throughout the year to insure compliance with the standards and the agreement.

Inmates are released to halfway houses directly from the Department of Corrections 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.

The Board contracts with 32 halfway houses across the state for 1,117 beds. The average cost is \$21.95 per day per client, who stays in the halfway house for an average of 45 days.

The halfway house client has an opportunity 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 of this study 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. However, halfway house cases had significantly higher absconder rates and "trouble" rates (violations *not* resulting in a return to prison) than non-halfway house cases.

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 non-halfway house high-risk cases. Nearly 20% of high risk cases placed in halfway houses returned to prison after one year while 31% of high risk cases not placed in halfway houses returned to prison.

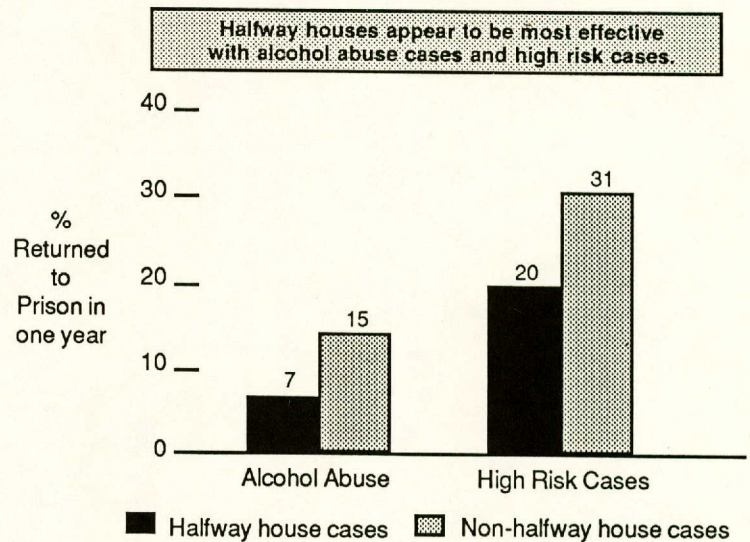
### HALFWAY HOUSE PLACEMENTS IN FISCAL YEAR 1986

Source	Parolees	Mandatory Releasees	Pre-parolees	Total
Placed from TDC:	2,524	2,383	237	5,144
Placed from the field:	478	437	N/A	915
Total:	3,002	2,820	237	6,059

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

Type of Release	1982	1983	1984	1985	1986
Parole	2,999	2,506	1,917	1,764	3,002
Mandatory Supervision	875	2,974	2,416	2,360	2,820
Pre-Parole	0	0	141	157	237
Total	3,874	4,480	4,474	4,281	6,059

### HALFWAY HOUSE RELEASE OUTCOME





**Release  
Outcome**

**Revocations  
of  
Release**





## 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 1986

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 insure their future compliance.

### ACTIONS OF THE HEARING SECTION IN FISCAL YEAR 1986

Outstanding pre-revocation warrants:	5,633
Pre-revocation warrants issued:	7,311
Absconders returned to active supervision:	4,979
Releasees revoked:	8,187
Pre-revocation warrants withdrawn:	4,051
Hearings conducted:	3,663

### RELEASEES UNDER ACTIVE SUPERVISION REVOKED IN FISCAL YEAR 1986

	<u>No. under supervision</u>	<u>No. (%) revoked</u>
Parole	36,076	3,953 (11.0%)
Mandatory Supervision	30,789	3,929 (12.8%)

### NUMBER OF RELEASEES REVOKED IN 1986 BY ORIGINAL OFFENSE

<u>Offense</u>	<u>No. (%) Parolees</u>	<u>No. (%) Mandatory Releasees</u>
Assault	71 ( 2%)	231 ( 6%)
Auto Theft	221 ( 5%)	238 ( 6%)
Burglary	1,842 (44%)	1,198 (30%)
Drugs	366 ( 9%)	213 ( 5%)
DWI	60 ( 1%)	137 ( 3%)
Forgery	254 ( 6%)	229 ( 6%)
Homicide	102 ( 2%)	130 ( 3%)
Rape	46 ( 1%)	93 ( 2%)
Robbery	490 (12%)	557 (14%)
Sex Offenses	21	98 ( 2%)
Theft	561 (13%)	625 (16%)
Other	170 ( 4%)	234 ( 6%)
<b>Total</b>	<b>4,204</b>	<b>3,983</b>

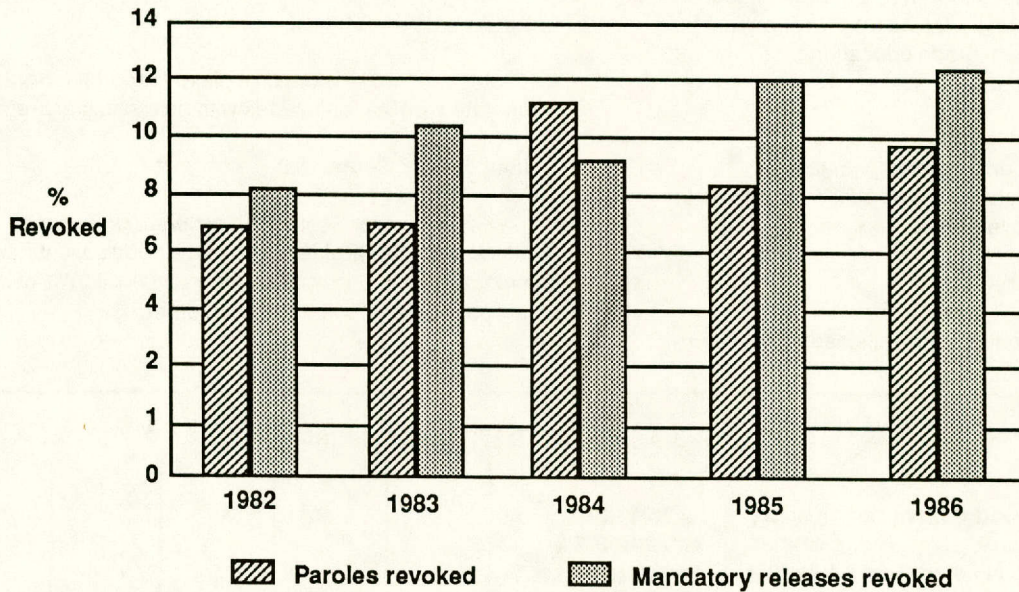
### RELEASEE REVOCATION DATA FOR A FIVE-YEAR PERIOD

	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>
No. parolees under jurisdiction for all or part of yr.:	25,331	28,979	32,295	35,281	42,776
No. revoked during the year:	1,860	3,274	2,815	3,694	4,204
% revoked during the year:	7.3%	11.3%	8.7%	10.5%	9.8%
No. mandatory supervision cases under jurisdiction for all or part of yr.:	8,370	13,670	19,982	26,807	31,965
No. revoked during the year:	668	1,415	1,802	3,199	3,983
% revoked during the year:	8.0%	10.4%	9.0%	11.9%	12.5%

**LENGTH OF TIME INMATES RELEASED  
BEFORE REVOCATION**

<u>No. of Years</u>	<u>Parole</u>	<u>Mandatory Supervision</u>	<u>Total</u>
Less than 1 year:	1,261 (30%)	1,684 (42%)	2,945 (36%)
1 - 2 years:	1,513 (36%)	1,652 (41%)	3,165 (39%)
2 - 3 years:	904 (22%)	577 (14%)	1,481 (18%)
More than 3 years:	526 (13%)	70 ( 2%)	596 ( 7%)
Total revoked:	<b>4,204</b>	<b>3,983</b>	<b>8,187</b>

**REVOCATION PERCENTAGES  
OVER A FIVE-YEAR PERIOD**



**REVOCATION OF PAROLES, MANDATORY SUPERVISION AND CONDITIONAL PARDONS  
OF INMATES RELEASED OVER A 39-YEAR PERIOD ENDING AUGUST 31, 1986**

	<u>No. Released</u>	<u>No. Revoked</u>	<u>% Revoked</u>
Parole	143,268	38,442	26.8%
Mandatory Supervision	53,994	11,669	21.6%

## FACTORS ASSOCIATED WITH RECIDIVISM

Research has determined that many factors are associated with recidivism. A study of 2,072 cases released from prison in 1983 and followed for one year indicates 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 age 18 - 21 were returned to prison within one year. Only 8% of inmates over 40 years old at release were back in prison after one year.

### Sex

Females have significantly lower recidivism rate 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 incarceration had a 10% return rate vs. a 25% return rate for those unemployed prior to their incarceration.

### Juvenile Criminal History

Inmates who had an arrest as a juvenile had a 20% return

rate, while inmates without a juvenile arrest had a 9% return rate.

### Adult Criminal History

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

### Calendar Time Served

There is little relationship 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

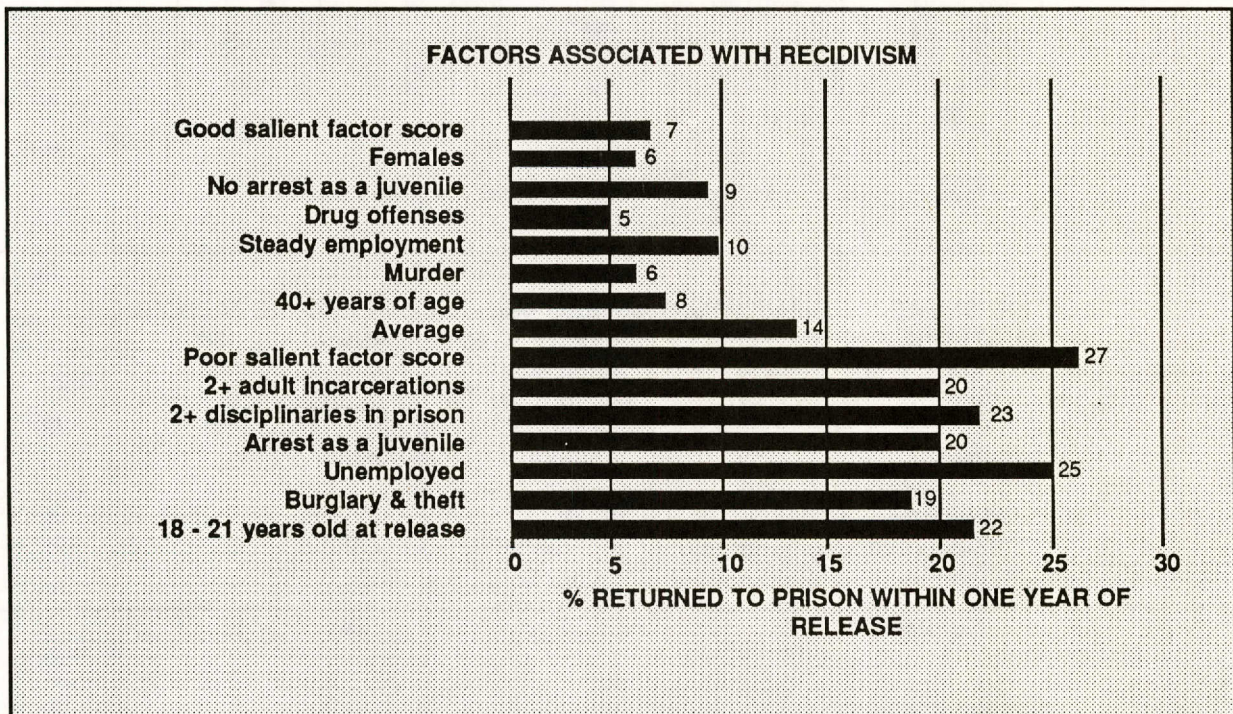
High recidivism offenses are burglary (19%), theft (19%) and assaults (13%). Low recidivism offenses are murder (6%), sex offenses (5%) and drug offenses (5%).

### 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

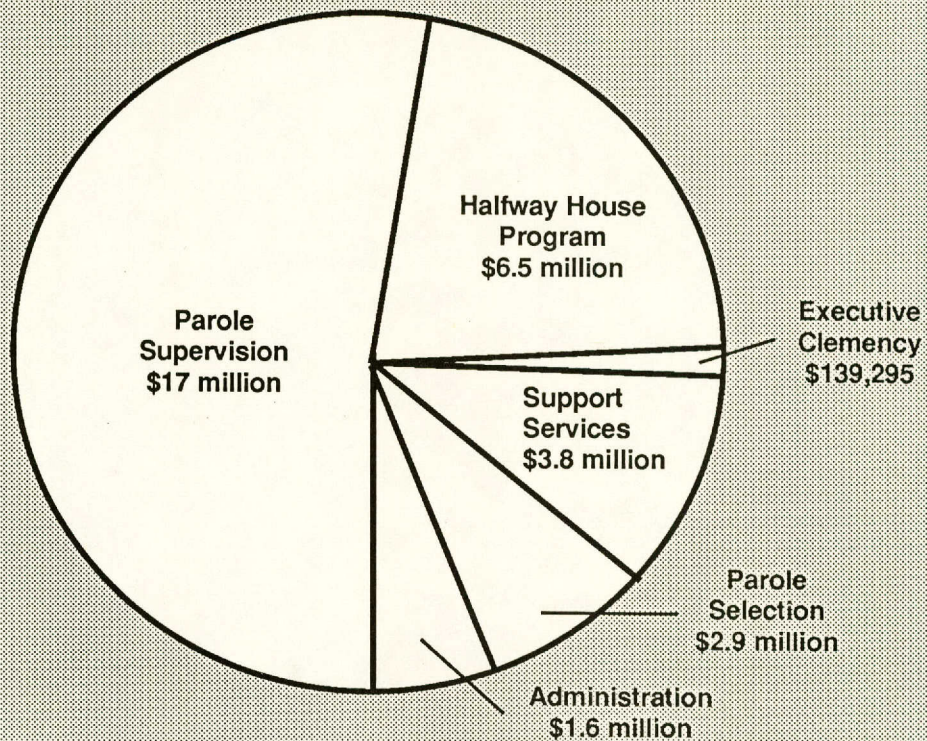
The Salient Factor Score is an accurate predictor of recidivism. Only 7% of inmates with a good salient Factor Score returned to prison after one year, while 27% of inmates with a poor salient Factor Score returned.



**Agency  
Expenditures  
in  
Fiscal  
Year  
1986**



## AGENCY EXPENDITURES FISCAL YEAR 1986



Total cost: \$31.7 million

### COST EFFECTIVENESS INCARCERATION VS. RELEASE SUPERVISION

	<u>Inmate</u>	<u>Parolee</u>
Supervision cost per day:	\$31.44	\$1.22
cost per year:	\$11,476	\$445.36
Cost of maintaining 38,000 inmates in prison for 1 year:	\$419 million	
Cost of supervising 38,000 releasees on parole/mandatory supervision for 1 year:	\$17 million	
Cost savings:	\$402 million	

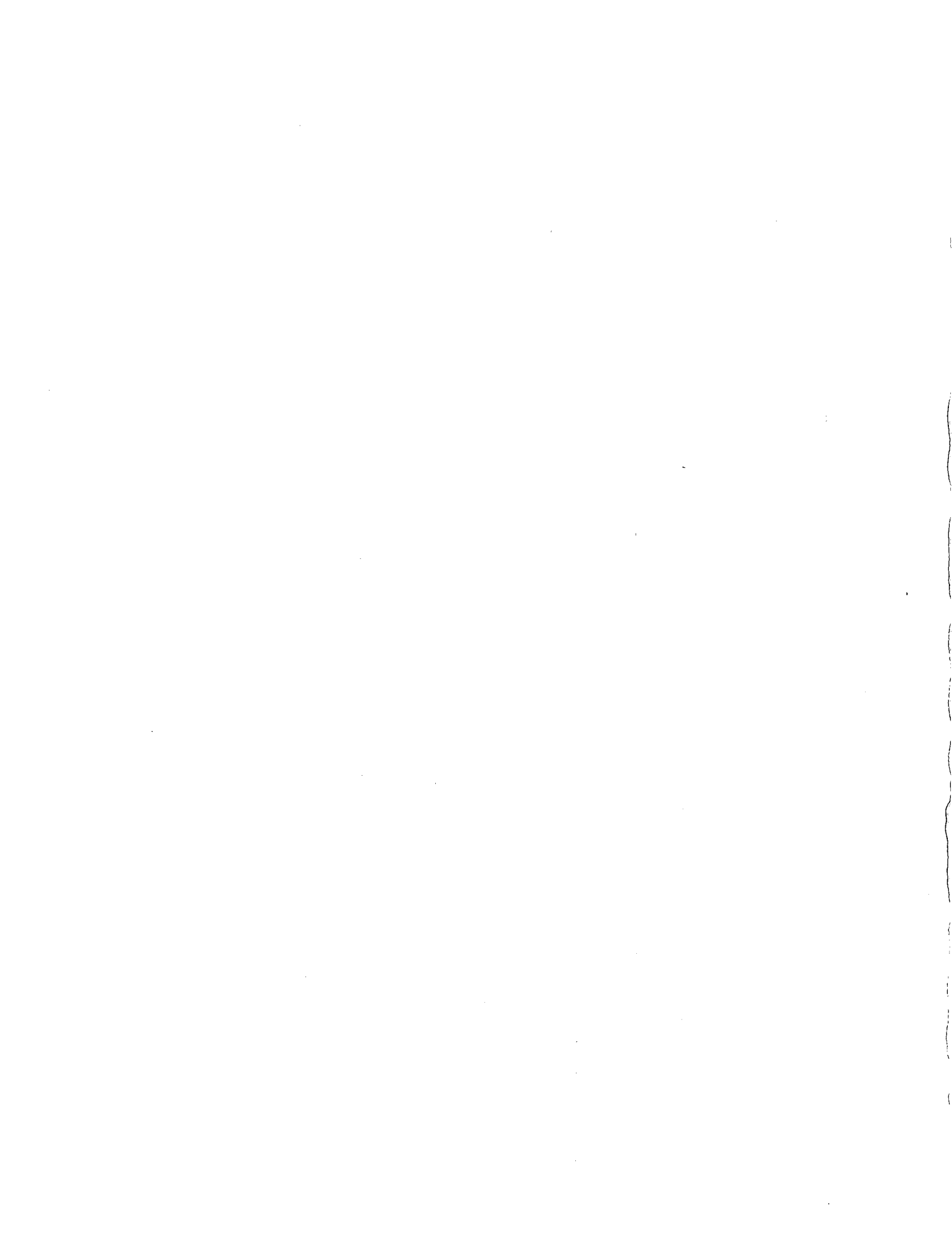
### GRANT EXPENDITURES AND ENCUMBRANCES FISCAL YEAR 1986

<u>Grant</u>	<u>Expended/ Encumbered</u>
Criminal Justice Division Grant: "Parole Evaluation and Diversion Review":	\$89,623
Department of Justice Grant: "Case Review Score Validation Project":	481
<b>Total Grant Funds:</b>	<b>\$90,104</b>





# **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 aggravated 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 originally 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.



