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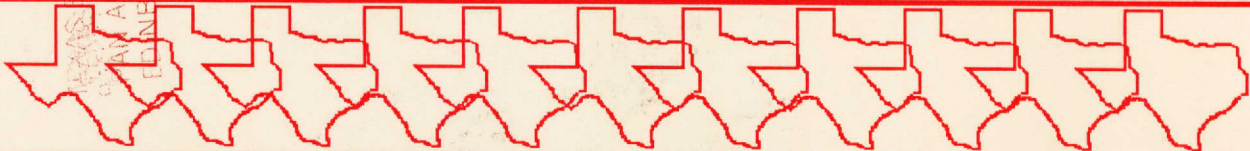
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Texas Board of Pardons & Paroles



1987 Annual Statistical Report



10/20/21



BOARD MEMBERS:

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

DIRECTORS:

JOHN W. BYRD
EXECUTIVE DIRECTOR
GLENN T. HECKMANN
DEPUTY EXECUTIVE DIRECTOR

BOARD OF PARDONS AND PAROLES

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

August 31, 1987

PAROLE COMMISSIONERS:

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

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

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


Honorable William P. Clements, Jr., Governor

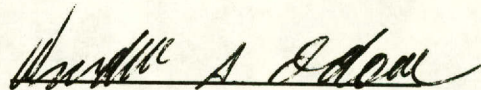
Members of the Senate and House of Representatives
of the State of Texas

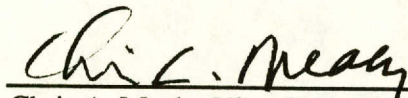
Gentlemen:

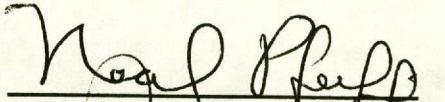
In compliance with the provisions of Article 42.18, Section 5 of the Code of Criminal Procedure of Texas, we respectfully submit the Annual Report with Statistical and other data relating to the work of the Board of Pardons and Paroles for the fiscal year ending August 31, 1987.

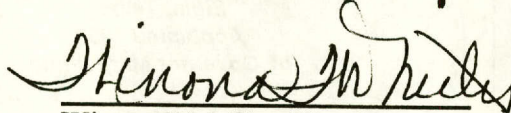
Sincerely yours,



Henry B. Keene, Chairman


Wendell A. Odom, Member


Chris A. Mealy, Vice-Chairman


Neal Pfeiffer, Member


Winona W. Miles, Member


Ruben M. Torres, Member



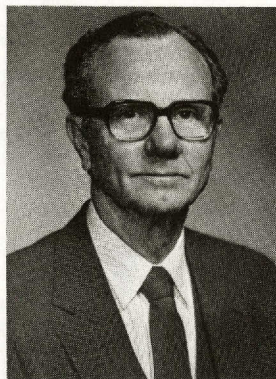
Henry B. Keene
Chairman



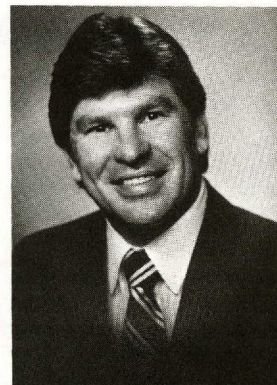
Chris A. Mealy
Vice-Chairman



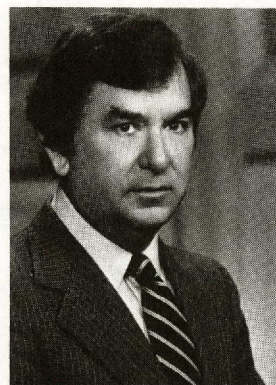
Winona W. Miles



Wendell A. Odom



Neal Pfeiffer



Ruben M. Torres

The Texas Board of Pardons & Paroles



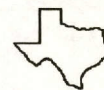
Henry B. Keene
Chairman
Dallas, Texas
Appointed 1987
by Governor William P. Clements, Jr.

Chris A. Mealy
Vice-Chairman
Georgetown, Texas
Appointed 1987
by Governor William P. Clements, Jr.



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

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



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

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

Parole Commissioners and Executive Staff

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

EXECUTIVE 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

Juanita Llamas
Executive Clemency
Administrative Assistant to the Board



TABLE OF CONTENTS

Letter of Transmittal	i
Board and Staff	ii
Introduction to the Board of Pardons and Paroles	3
Organization Chart	5
Highlights of Fiscal Year 1987	6
Outline of Parole Procedures	7
Summary of Parole Panel Activity in Fiscal Year 1987	11
Parole Selection	13
Parole Decisions	15
Mandatory Supervision	17
Pre-Parole Transfer	17
Parole <i>In Absentia</i>	17
Executive Clemency	18
Parole Supervision	19
Board Jurisdiction	29
Interstate Probation and Parole Compact	29
Case Classification	30
Risk and Needs Assessment	30
Community Services (Halfway House Program)	33
Release Outcome	35
Revocations of Release	38
Recidivism	40
Factors Associated with Recidivism	42
Agency Expenditures - Fiscal Year 1987	43
Glossary	47

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

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 coordinator 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 of 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 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 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 46,000 releasees in the Texas prison and parole systems. Some 40 employees manage the computer system which provides information through a state-wide 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.

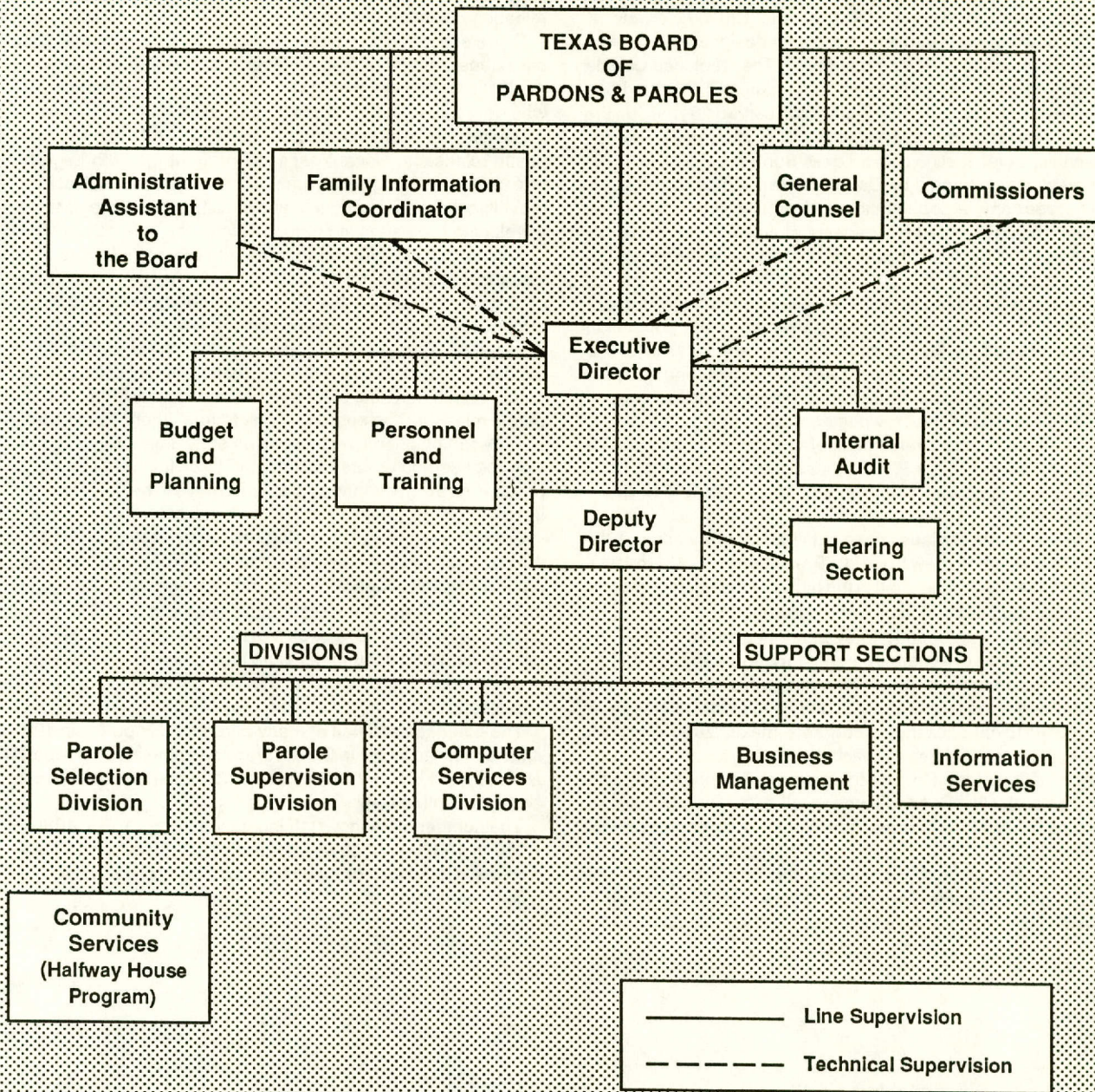
In addition, the section maintains inventory records of all agency equipment, is responsible for supply inventory and distribution, delivers parole certificates to Huntsville and supervises the operation of the offset printing press. Business Management also leases office space for the parole offices 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)



Highlights of Fiscal Year 1987

The Board of Pardons and Paroles experienced a change in leadership in April 1987 with the appointments of newly-re-elected Governor William P. Clements, Jr. The governor appointed Henry B. Keene of Dallas and Chris A. Mealy of Georgetown to the board, and soon after designated Keene as chairman and Mealy as vice-chairman. They replaced Connie L. Jackson of Dallas and Antonio G. Morales of Ft. Worth whose terms expired in January 1987. Jackson served 10 years on the board, having been appointed by the Honorable Joe R. Greenhill, Chief Justice of the Texas Supreme Court, in 1977. Morales was appointed by Governor Mark White in 1983.

The year saw a continuation and proliferation of activities dictated by and related to problems of crowding in the Texas Department of Corrections and the board's role in managing the prison population.

The Department of Corrections was forced to close its doors 21 times during the year to avoid exceeding the population limits imposed by a federal court. The governor was forced to invoke the Prison Management Act six times during the year despite the best efforts of the parole board to release enough prisoners to relieve the crowded conditions.

To keep pace, the board considered a record 42,000 prisoners for parole in 1987, a 30% increase over the preceding fiscal year. They approved and released 19,948 or 48% of those considered.

Aside from the obvious increase in the board's workload, the release population grew from 41,697 in 1986 to 46,821 in 1987, a 12% increase that resulted in the hiring by the agency of some 77 additional parole officers and caseworkers.

The Board was pressed to examine and reexamine all the modes of release — parole, mandatory and early mandatory supervision release, parole *in absentia*, pre-parole transfer and the halfway house program — to see what modifications could be applied to enhance these programs, maximize their use and find suitable candidates for each.

Application of the Prison Management Act tends to deplete the pools of eligible candidates in all categories of release, causing the board to "borrow from the future," in finding release prospects.

In the area of field supervision, the Board began a new program of Intensive Supervision Parole (ISP) designed to provide increased supervision and control for a target group of

releasees under supervision. An emergency appropriation of \$700,000 from the Legislature enabled the agency to implement ISP programs in Dallas and Houston where 41% of the release population resides.

Officers supervising cases in the ISP program maintain caseloads of no more than 25 releasees. Individuals placed in the ISP program are those who continue to have problems or who do not respond to normal supervision.

Besides the business-as-usual selection and supervision of prison releasees, Fiscal Year 1987 brought the 70th Legislature to Austin, during which many staff hours were dedicated to providing detailed information and statistical data to legislators developing laws affecting parole.

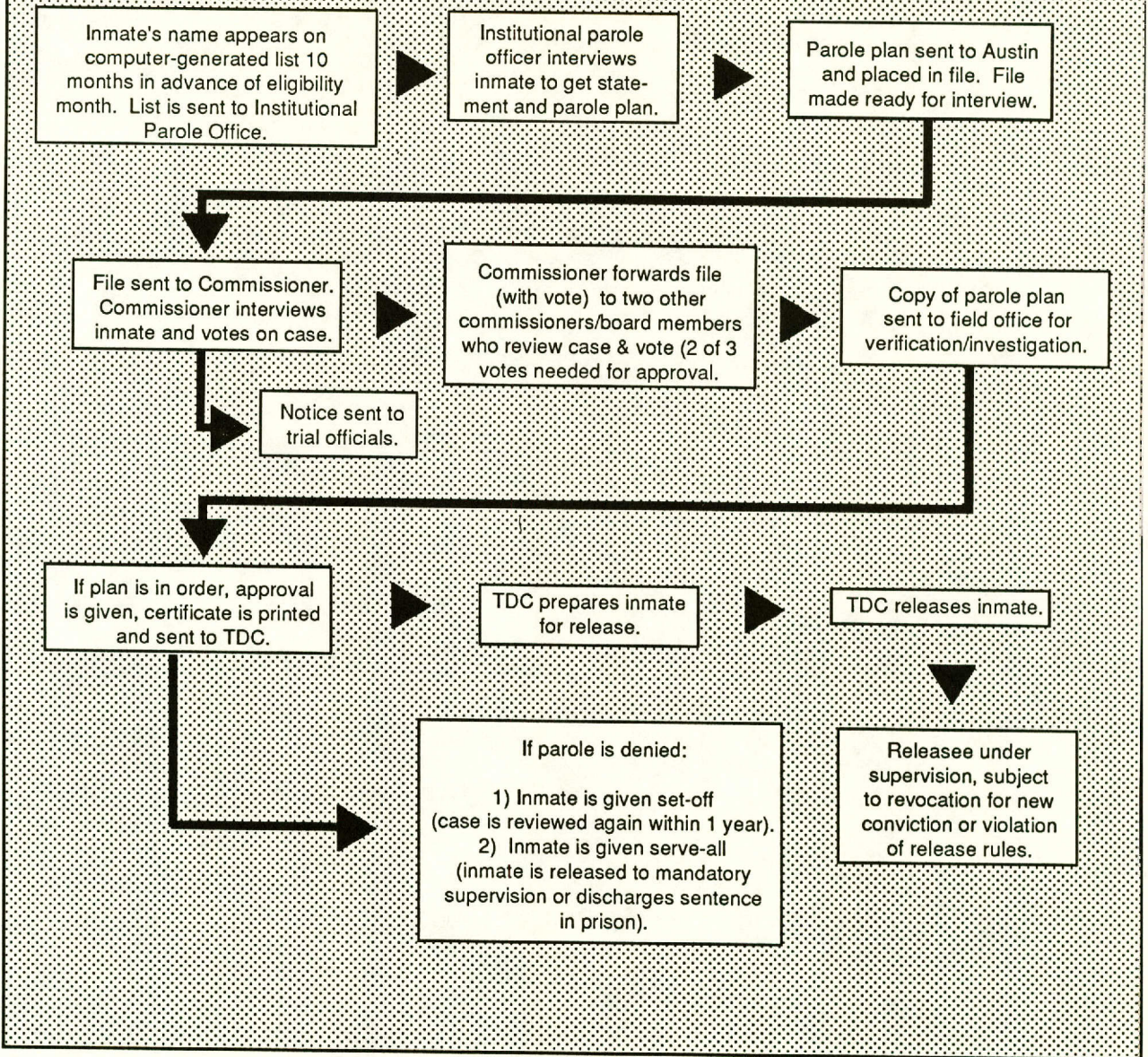
Senate Bill 341, passed in 1987 (though not effective until Fiscal Year 1988), is a rewrite of Article 42.18 of the Texas Code of Criminal Procedure, the parole and mandatory supervision law. Many changes involving the amount of time prisoners must serve before becoming parole eligible, the amount of good conduct time they can be awarded, establishment of a tentative parole month, notification of officials and victims of impending parole releases, the appropriation of "gate" money to inmates after departing prison, restrictions on early mandatory supervision release and others caused staff to shift into high gear to prepare in 1987 for changes that would have to be implemented in 1988.

Given the major increases in board activities in fiscal 1987, the board moved to enlarge its automated information systems. A telecommunications network linking the agency's 50 regional and district offices, four institutional offices and commissioners offices was completed, as well as a telefax system for electronically transmitting documents enabling the agency to save hundreds of hours and days in the transmission of data and paperwork.

The purchase and use of many personal computers in 1987 enabled staff to improve the accuracy and timeliness of reports and analyses, so that resources could be deployed most efficiently and effectively.

The number of agency staff increased from 1,100 in 1986 to 1,300 in 1987 — 77 of whom were parole officers and caseworkers. Caseloads dropped from an average of 93 cases per officer to 90.

Outline of Parole Procedures



**Summary
of
Parole
Panel
Activity
in
Fiscal
Year
1987**

**SUMMARY OF PAROLE PANEL ACTIVITY
IN FISCAL YEAR 1987**

Parole

No. of cases considered:	41,859
No. of inmates paroled/ conditionally pardoned:	19,948
Paroled in-state:	19,427
Paroled out-of-state:	246
Out-of-country conditional pardons:	275
No. of parole cases reinstated:	45

Mandatory Supervision

No. inmates released to mandatory supervision:	11,679
No. released to mandatory supervision who were within 180 days of mandatory release:	10,256
Released to MS in-state:	11,437
Released to MS out-of-state:	89
Released to MS out-of-country:	153
No. of MS cases reinstated:	38

Parolee Pre-Revocation Actions

No. of pre-revocation warrants issued:	5,139
Emergency warrants issued:	2,003
No. of pre-revocation warrants withdrawn:	2,265

**Mandatory Supervision
Pre-Revocation Actions**

No. of pre-revocation warrants issued:	2,490
Emergency warrants issued:	1,755
No. of pre-revocation warrants withdrawn:	2,224

Revocation Actions

No. of parolees revoked:	6,169
No. of MS cases revoked:	5,010

SUMMARY OF PAROLE PANEL ACTIVITY (CONTINUED)

Other panel actions

Special administrative
review considerations: 10

Other parole admini-
strative reviews: 23,410

Executive Clemency

No. of cases
considered: 1,158

No. recommended
to Governor: 387

No. granted by Governor: 136

Pre-Parole Transfer

No. of cases considered: 2,419

No. recommended to TDC: 2,405

No. approved by TDC: 1,615

No. transferred to halfway
houses as pre-parolees: 1,748

Parole *in absentia*

No. cases considered: 390

No. approved: 253

No. released on parole: 176

No. released to mandatory
supervision: 87

Total released to PIA: 263

Halfway House Placements

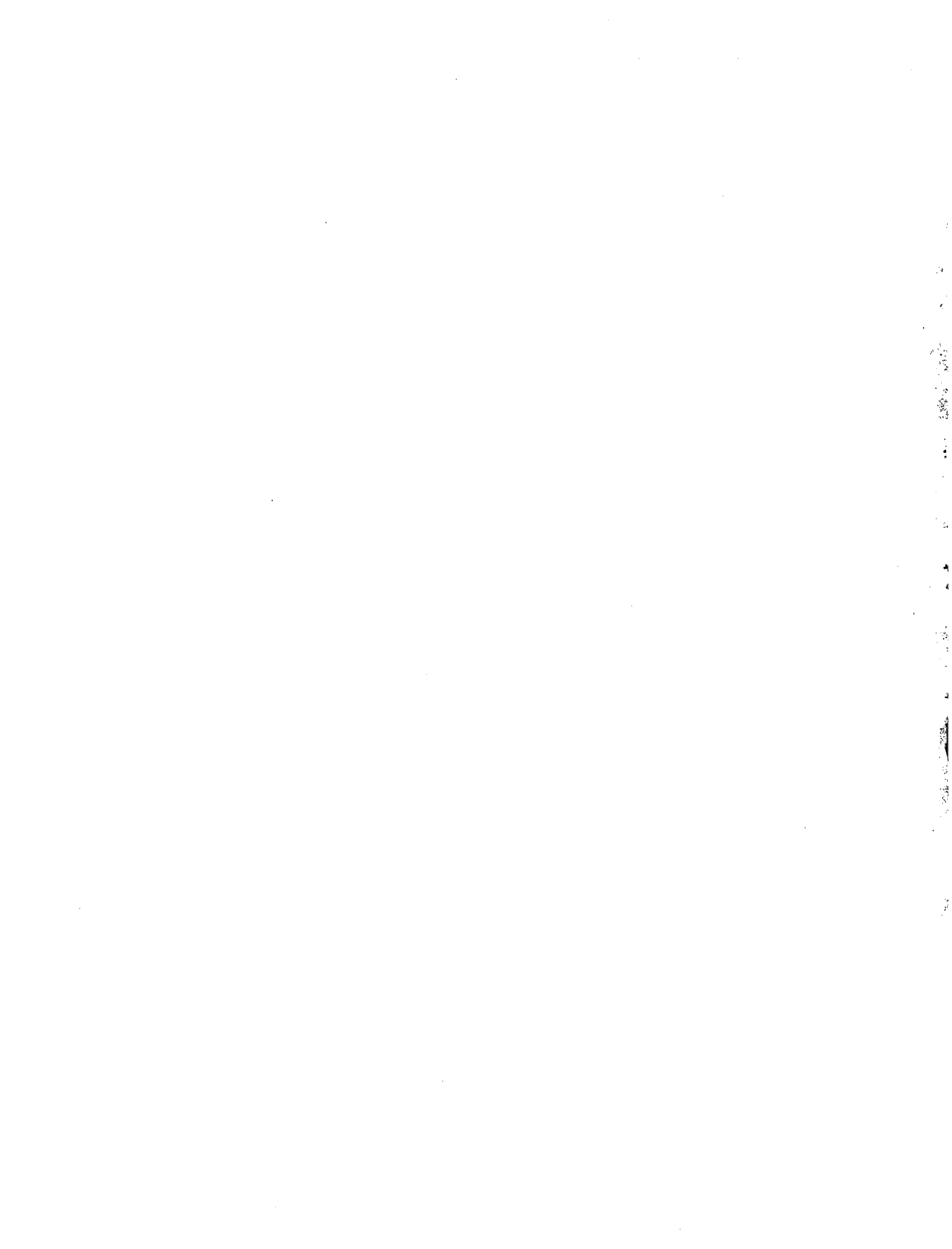
No. parolees placed: 3,997

No. mandatory releasees
placed: 2,486

Pre-parolees placed: 1,748

Total halfway house placements: 8,209

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 responsible 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	21,323
Supplemental	7,313
Pre-parole	5,348
Mandatory Supervision	1,169
Total	35,153

*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*	14,254
Parole counselor interviews**	119,743
Release cases analyzed***	48,636

*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

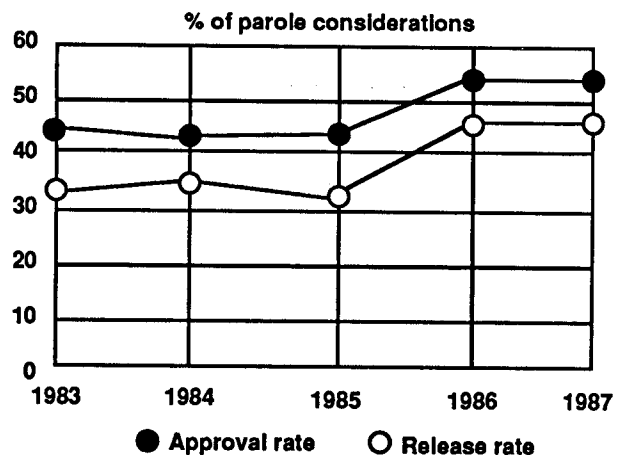
In matters of parole selection, release on mandatory supervision and revocation, the Board members and parole commissioners act in panels of three persons as provided in Art. 42.18, CCP. Panel composition is designated by the Board. A majority of each panel constitutes a quorum for the transaction of 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 & RELEASE RATES FISCAL YEAR 1987

No. cases considered:	41,859
No. paroled/conditionally pardoned:	19,948
% paroled/conditionally pardoned:	48%

PAROLE APPROVAL AND RELEASE RATES OVER A FIVE-YEAR PERIOD



PAROLE ACTIONS IN FISCAL YEAR 1987

<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	22,332	15,062	6,003	1,267
Subsequent Reviews	19,527	7,390	9,958	2,179
Total Reviews	41,859	22,452	15,961	3,446

PAROLE PANEL ACTIONS OVER A FIVE-YEAR PERIOD

<u>Action</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>5-Year Avg. 1983-87</u>
Cases	28,789 (100%)	28,159 (100%)	26,305 (100%)	29,650 (100%)	41,859 (100%)	30,952 (100%)
Approved	12,202 (42%)	11,575 (41%)	11,249 (43%)	16,009 (54%)	22,452 (54%)	14,697 (47%)
Set-off¹	12,337 (43%)	13,295 (47%)	11,073 (42%)	10,239 (35%)	15,961 (38%)	12,581 (41%)
Serve-all²	4,250 (15%)	3,289 (12%)	3,983 (15%)	3,402 (11%)	3,446 (8%)	3,674 (12%)
Paroled^{3,4}	8,682 (30%)	10,069 (36%)	9,377 (36%)	14,376 (48%)	19,948 (48%)	13,225 (43%)

¹ Set-off means the panel voted to deny parole and consider the case again within one year.

² Serve-all means the panel voted to require the inmate to serve the remainder of his sentence in prison.

³ Includes conditional pardons to U.S. Immigration Service.

⁴ 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 1987

Released in-state:	11,437
Released out-of-state:	89
Released out-of-country:	153
 Total released:	 11,679

TDC RELEASES OVER A FIVE-YEAR PERIOD

Fiscal Year	Discharged	Paroled	Released to Mandatory Supervision	Shock Probation	Total
1983	1,985 (10%)	8,703 ¹ (43%)	7,659 (38%)	1,846 (9%)	20,193 (100%)
1984	1,708 (7%)	10,091 ¹ (43%)	10,053 (43%)	1,723 (7%)	23,575 (100%)
1985	405 (2%)	9,392 ¹ (40%)	11,899 ¹ (51%)	1,725 (7%)	23,421 (100%)
1986	316 (1%)	14,510 ¹ (49.3%)	12,745 ¹ (43.3%)	1,852 (6.3%)	29,432 (100%)
1987	219 (0.6%)	19,888 ¹ (59.6%)	11,675 ¹ (35%)	1,560 (4.6%)	33,342 (100%)

¹Includes 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 1987

No. of cases considered:	2,419
No. of cases approved:	2,405
No. of cases recommended to TDC:	1,615
No. released to pre-parole:	1,748

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 1987

No. of cases considered:	390
No. of cases approved:	253
No. released on parole:	176
No. released on mandatory supervision:	87
Total released to PIA:	263

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.

Executive Clemency Actions in Fiscal Year 1987	
No. of cases considered:	1,158
No. recommended to Governor:	387
No. granted by Governor:	36

Executive Clemency-Related Activity

Part A

Actions on Executive Clemency Recommendations Submitted to Governor in Fiscal Year 1987

<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	11	11	6	2	0	3	6
Emergency reprieves	4	4	1	2	0	1	1
Full pardons	1,143	372	105	142	0	125	105
Total clemency-related actions	1,158	387	112	146	0	129	112

Part B

Actions on Executive Clemency Recommendations Submitted to 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</u>
Commutations of sentence	0	0	0	0	0	0
Full pardons	87	24	54	0	9	24
Total Clemency Actions	87	24	54	0	9	24

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 523 parole officers and caseworkers supervised the 46,821 prison releasees in 1987. Each officer supervised an average of 90 releasees.

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

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

As a member of the Interstate Probation and Parole Compact, Texas supervised 1,879 releasees from other states in 1987, and sent more than 3,000 Texas releasees to other states for supervision under the terms of the Compact.

Number of Releasees under Active Supervision at End of Fiscal Year 1987

Texas parolees in Texas:	28,582
Texas Mandatory releasees in Texas:	16,360
Other state parolees in Texas:	1,879
Total under supervision:	46,821

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

	1983	1984	1985	1986	1987
Parole:	14,415	17,279	17,820	22,889	28,582
Mandatory supervision:	8,344	12,422	15,181	16,931	16,360
Other state parolees in Texas:	1,613	1,761	1,812	1,877	1,879
Totals:	24,372	31,462	34,813	41,697	46,821

DISTRIBUTION OF CASES STATEWIDE

<u>Region & Headquarters</u>	<u>Number of Officers</u>	<u>No. Counties Covered</u>	<u>No. Cases under supervision</u>	<u>Average Caseload</u>
1 Dallas	95	1	7,735	81
2 Houston	131	1	12,324	94
3 San Antonio	58	49	5,541	96
4 Lubbock	57	78	4,990	88
5 Ft. Worth	63	37	5,508	87
6 Angleton	50	28	4,423	88
7 Tyler	27	31	2,302	85
8 Waco	42	29	3,998	95
Totals:	523	254	46,821	90

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

<u>Year</u>	<u>No. under supervision</u>	<u>No. officers</u>	<u>Average caseload</u>
1983	24,372	342	71
1984	31,462	387	81
1985	34,813	378	92
1986	41,697	446	93
1987	46,821	523	90

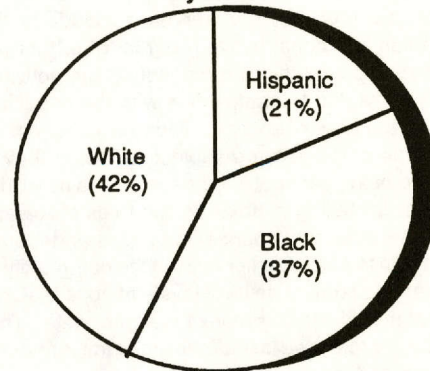
**Release Population
By Offense**

<u>Offense</u>	<u>Parole (%)</u>	<u>MS(%)</u>	<u>Total (%)</u>
Assault	2%	7%	5%
Auto Theft	5%	6%	6%
Burglary	36%	21%	27%
Drugs	19%	13%	16%
DWI	3%	6%	5%
Forgery	8%	8%	8%
Homicide	3%	4%	4%
Rape	.3%	2%	1%
Robbery	7%	11%	9%
Sex Offenses	.7%	7%	3%
Theft	12%	12%	12%
Other	3%	4%	4%

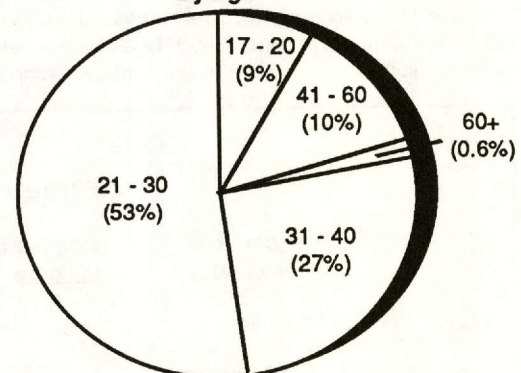
**Release Population
by Identified Problems at Time of Release**

<u>Problem Area</u>	<u>Est. % with problem</u>
Academic	35%
Employment	73%
Financial	38%
Marital/Family Associates	25%
Emotional	43%
Alcohol	19%
Drugs	47%
Mental	45%
Health	5%
Sexual	10%
	6%

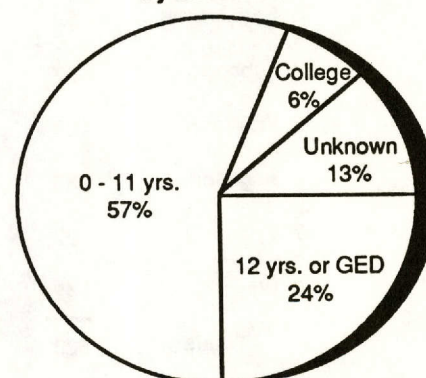
By Race



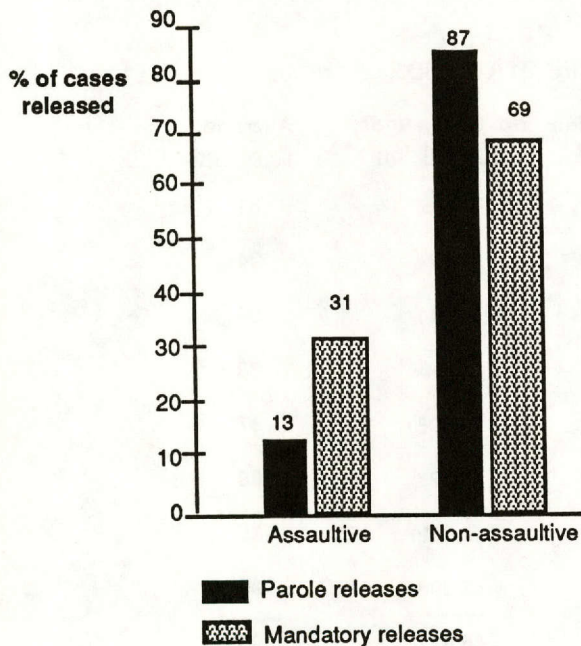
By Age



By Education



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



**LENGTH OF SENTENCE RECEIVED AND PERCENTAGE OF TIME SERVED
BY INMATES RELEASED IN FISCAL YEAR 1987
Including Time Credited for Good Behavior**

Length of Sentence in Years	Percentage of Time Credited to Sentence								15 years credit	20 years credit	Total
	30% 40%	41% 50%	51% 60%	61% 70%	71% 80%	81% 90%	91% 100%				
2 - 3	668	425	90	68	22	16	23	0	0	1,312 (7%)	
3 - 4	1,243	733	416	227	75	32	25	0	0	2,751 (14%)	
4 - 5	939	434	291	243	44	30	13	0	0	1,994 (10%)	
5 - 6	2,472	952	569	369	185	69	38	0	0	4,654 (23%)	
6 - 7	644	256	174	132	83	40	9	0	0	1,338 (7%)	
7 - 8	595	219	134	83	77	41	10	0	0	1,159 (6%)	
8 - 9	562	208	180	144	113	57	13	0	0	1,277 (6%)	
9 - 10	113	64	35	26	22	12	0	0	0	272 (1%)	
10 - 15	1,195	551	434	326	263	211	26	0	0	3,006 (15%)	
15 - 20	235	216	116	112	92	105	12	0	0	888 (4%)	
20 - 30	189	120	88	64	59	68	21	0	68	677 (3%)	
30 - 40	54	36	12	10	0	0	0	2	50	164 (1%)	
40 - 50	19	10	0	0	0	0	0	2	38	69 (0.3%)	
50 - 60	9	0	0	0	0	0	0	8	31	48 (0.2%)	
60+	0	0	0	0	0	0	0	9	84	93 (0.4%)	
Life	0	0	0	0	0	0	0	31	260	291 (1%)	
Total	8,937	4,224	2,539	1,804	1,035	681	190	52	531	19,993	

**PREVIOUS CRIMINAL RECORD
OF INMATES
RELEASED IN FISCAL YEAR 1987**

No. of Prior Incarcerations	Parolees	Mandatory Releasees
0	12,412 (62%)	7,795 (67%)
1+	7,581 (38%)	3,922 (33%)
Total	19,993	11,717

**FISCAL YEAR 1987
RELEASE POPULATION
by Sex**

	Parolees	Mandatory Releasees	Total
Male	18,472	10,733	29,205
Female	1,521	984	2,505
Total	19,993	11,717	31,710

**INMATES RELEASED TO PAROLE AND MANDATORY SUPERVISION
IN FISCAL YEAR 1987
by Length of Sentence**

<u>Sentence (Yrs)</u>	<u>Parole (%)</u>	<u>Mandatory Supervision (%)</u>	<u>Total (%)</u>
2	1,312 (7%)	4,693 (40%)	6,005 (19%)
3	2,751 (14%)	1,838 (16%)	4,589 (24%)
4	1,984 (10%)	943 (8%)	2,937 (9%)
5	4,654 (23%)	1,866 (15%)	6,520 (21%)
6	1,338 (7%)	413 (4%)	1,751 (6%)
7	1,159 (6%)	360 (3%)	1,519 (5%)
8	1,277 (6%)	368 (3%)	1,645 (5%)
9	272 (1%)	68 (1%)	340 (1%)
10-14	3,006 (15%)	729 (6%)	3,735 (12%)
15-19	888 (4%)	273 (2%)	1,161 (4%)
20-29	677 (3%)	161 (1%)	838 (3%)
30-39	164 (1%)	1 (*)	165 (1%)
40-49	65 (*)	1 (*)	70 (*)
50-59	48 (*)	3 (*)	51 (*)
60+	93 (*)	0 (*)	93 (*)
Life	291 (1%)	0 (*)	291 (1%)
Total	19,983	11,717	31,710

**NUMBER RELEASED TO PAROLE AND MANDATORY SUPERVISION
DURING FISCAL YEAR 1987**

P = Parolees

**MS = Mandatory
Releaseses**

BY COUNTY

<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	29	19	Eastland	16	11	Kerr	39	8	Rockwall	13	8
Andrews	7	15	Ector	212	102	Kimble	3	0	Runnels	14	9
Angelina	80	17	Edwards	1	2	Kinney	1	0	Rusk	30	3
Aransas	23	11	Ellis	71	28	King	0	0	Sabine	13	21
Archer	4	0	El Paso	979	703	Kleberg	32	11	San Augustine	5	4
Armstrong	0	1	Erath	23	12	Knox	4	0	San Jacinto	17	3
Atascosa	18	7	Falls	10	5	Lamar	45	34	San Patricio	57	5
Austin	19	3	Fannin	21	16	Lamb	14	7	San Saba	5	22
Bailey	9	2	Fayette	14	2	Lampasas	11	4	Schleicher	1	2
Bandera	1	1	Fischer	4	3	LaSalle	7	1	Scurry	22	4
Bastrop	30	13	Floyd	14	4	Lavaca	4	3	Shackelford	0	17
Baylor	3	2	Foard	0	0	Lee	14	6	Shelby	19	0
Bee	25	11	Ft. Bend	108	93	Leon	10	3	Sherman	0	8
Bell	118	41	Franklin	3	0	Liberty	56	38	Smith	188	0
Bexar	937	413	Freestone	21	6	Limestone	27	8	Sommervell	2	95
Blanco	2	1	Frio	11	8	Lipscomb	1	0	Starr	12	1
Borden	3	4	Gaines	5	2	Live Oak	5	1	Stephens	3	5
Bosque	13	2	Galveston	200	151	Llano	9	1	Sterline	0	7
Bowie	59	33	Garza	9	2	Loving	0	0	Stonewall	0	3
Brazoria	99	76	Gillespie	3	1	Lubbock	467	299	Sutton	3	1
Brazos	113	46	Glasscock	0	0	Lynn	2	2	Swisher	17	2
Brewster	3	1	Goliad	0	4	Madison	6	2	Tarrant	1,397	1,011
Briscoe	0	1	Gonzales	6	3	Marion	5	4	Taylor	113	54
Brooks	14	3	Gray	19	5	Martin	3	0	Terrell	0	0
Brown	34	23	Grayson	72	38	Mason	1	0	Terry	16	7
Burleson	21	4	Gregg	77	48	Matagorda	42	0	Throckmorton	1	0
Burnet	12	6	Grimes	20	6	Maverick	8	20	Titus	10	7
Caldwell	31	8	Guadalupe	56	10	McCullough	6	5	Tom Green	128	52
Calhoun	8	9	Hale	58	14	McLennan	285	5	Travis	917	459
Callahan	5	1	Hall	6	2	McMullen	1	141	Trinity	17	5
Cameron	167	85	Hamilton	1	3	Medina	9	0	Tyler	18	11
Camp	7	5	Hansford	3	2	Menard	3	8	Upshur	17	6
Carson	0	3	Hardeman	6	3	Midland	133	0	Upton	0	2
Cass	22	9	Hardin	17	18	Milam	23	51	Uvalde	10	10
Castro	5	0	Harris	5,005	3,710	Mills	1	11	Val Verde	23	21
Chambers	17	4	Harrison	48	21	Mitchell	13	1	Van Zandt	27	18
Cherokee	31	20	Hartley	0	0	Montague	9	4	Victoria	81	33
Childress	5	5	Haskell	5	1	Montgomery	140	6	Walker	556	167
Clay	2	1	Hays	30	15	Moore	9	65	Waller	21	8
Cochran	0	0	Hemphill	1	1	Mooris	11	5	Ward	14	11
Coke	1	0	Henderson	60	34	Motley	1	4	Washington	23	12
Coleman	6	1	Hidalgo	154	68	Nacogdoches	43	1	Webb	61	24
Collin	93	63	Hill	18	14	Navarro	55	30	Wharton	35	27
Collingsworth	2	2	Hockley	14	11	Newton	6	15	Wheeler	3	3
Colorado	18	0	Hood	31	11	Nolan	25	2	Wichita	93	92
Comal	18	8	Hopkins	42	9	Nueces	298	10	Wilbarger	6	9
Comanche	12	4	Houston	16	9	Ochiltree	11	133	Willacy	17	7
Concho	1	1	Howard	42	15	Oldham	0	11	Williamson	86	47
Cooke	14	12	Hudspeth	0	0	Orange	86	0	Wilson	8	5
Coryell	22	6	Hunt	55	33	Palo Pinto	34	45	Winkler	8	2
Cottle	4	2	Hutchison	26	16	Panola	17	6	Wise	23	17
Crane	4	0	Irion	0	0	Parker	37	11	Wood	22	9
Crockett	1	1	Jack	3	3	Parmer	4	13	Yoakum	3	1
Crosby	5	5	Jackson	24	8	Pecos	6	3	Young	13	10
Culberson	1	0	Jasper	19	8	Polk	27	1	Zapata	1	1
Dallam	10	3	Jeff Davis	0	0	Potter	126	14	Zavala	8	4
Dallas	2,769	2,300	Jefferson	479	222	Presidio	3	73			
Dawson	11	7	Jim Hogg	4	2	Rains	8	1			
Deaf Smith	28	15	Jim Wells	42	28	Randall	11	2			
Delta	6	2	Johnson	56	39	Reagan	1	5			
Denton	85	53	Jones	10	7	Real	0	0			
De Witt	15	0	Karnes	16	2	Red River	18	0			
Dickens	1	1	Kaufman	54	43	Reeves	20	3			
Dimmit	2	0	Kendall	2	1	Refugio	2	11			
Donley	3	4	Kenedy	0	0	Roberts	1	1			
Duval	7	5	Kent	0	0	Robertson	37	1			

Total Released in FY 1987	
On parole:	19,948
On Mandatory Supervision:	11,679
Total:	31,627

PAROLE & MANDATORY SUPERVISION RELEASEES UNDER ACTIVE SUPERVISION IN TEXAS AT END OF FISCAL YEAR 1987

P = Parolees

MS = Mandatory Releasees

By County of Residence

<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	40	20	Ellis	118	54	Lamar	88	43	Roberts	0	1
Andrews	11	18	El Paso	969	513	Lamb	18	10	Robertson	46	14
Angelina	122	53	Erath	25	13	Lampasas	19	9	Rockwall	15	10
Aransas	31	14	Falls	20	7	LaSalle	12	1	Runnels	20	5
Archer	7	1	Fannin	26	18	Lavaca	12	7	Rusk	47	24
Armstrong	1	1	Fayette	18	6	Lee	23	7	Sabine	13	4
Atascosa	29	7	Fischer	7	1	Leon	11	4	San Augustine	10	3
Austin	33	8	Floyd	20	4	Liberty	106	60	San Jacinto	25	11
Bailey	11	3	Foard	0	0	Limestone	44	14	San Patricio	102	39
Bandera	7	2	Ft. Bend	230	120	Lipscomb	1	0	San Saba	3	1
Bastrop	41	17	Franklin	5	1	Live Oak	5	2	Schleicher	1	1
Baylor	5	3	Freestone	27	10	Llano	13	5	Scurry	34	19
Bee	30	23	Frio	26	10	Loving	1	0	Shackelford	2	1
Bell	249	81	Gaines	16	8	Lubbock	580	260	Shelby	27	15
Bexar	1,628	734	Galveston	404	244	Lynn	3	5	Sherman	1	0
Blanco	5	2	Garza	11	6	Madison	16	14	Smith	265	124
Borden	3	1	Gillespie	5	2	Marion	13	6	Sommervell	5	2
Bosque	16	3	Glasscock	0	0	Martin	4	1	Starr	25	11
Bowie	138	40	Goliad	5	1	Mason	1	1	Stephens	6	10
Brazoria	203	148	Gonzales	15	5	Matagorda	62	28	Sterline	0	3
Brazos	188	76	Gray	36	11	Maverick	14	8	Stonewall	0	0
Brewster	7	3	Grayson	130	70	McCullough	11	7	Sutton	2	0
Briscoe	1	1	Gregg	176	84	McLennan	428	222	Swisher	27	4
Brooks	18	5	Grimes	21	9	McMullen	1	0	Tarrant	2,127	1,183
Brown	54	32	Guadalupe	57	19	Medina	18	9	Taylor	199	85
Burleson	25	11	Hale	89	26	Menard	5	0	Terrell	2	0
Burnet	25	8	Hall	13	4	Midland	207	88	Terry	29	10
Caldwell	50	19	Hamilton	4	5	Milam	36	14	Throckmorton	1	0
Calhoun	18	8	Hansford	6	5	Mills	1	1	Titus	27	17
Callahan	7	1	Hardeman	6	1	Mitchell	14	6	Tom Green	197	98
Cameron	266	145	Hardin	53	29	Montague	18	8	Travis	916	590
Camp	15	7	Harris	7,632	4,492	Montgomery	147	134	Trinity	20	15
Carson	1	3	Harrison	74	28	Moore	20	11	Tyler	22	13
Cass	44	8	Hartley	1	0	Mooris	25	7	Upshur	27	11
Castro	14	2	Haskell	9	2	Motley	1	1	Upton	1	3
Chambers	28	6	Hays	58	27	Nacogdoches	67	35	Uvalde	22	11
Cherokee	39	32	Hemphill	2	0	Navarro	84	29	Val Verde	40	35
Childress	9	6	Henderson	88	37	Newton	21	7	Van Zandt	40	16
Clay	3	1	Hidalgo	257	122	Nolan	36	13	Victoria	134	66
Cochran	1	0	Hill	30	24	Nueces	501	237	Walker	199	87
Coke	5	1	Hockley	23	13	Ochiltree	14	13	Waller	35	12
Coleman	11	4	Hood	51	14	Oldham	1	1	Ward	23	7
Collin	178	97	Hopkins	63	15	Orange	187	90	Washington	37	19
Collingsworth	2	0	Houston	32	19	Palo Pinto	50	10	Webb	84	27
Colorado	19	3	Howard	52	14	Panola	26	15	Wharton	70	35
Comal	35	13	Hudspeth	3	0	Parker	56	29	Wheeler	5	4
Comanche	18	5	Hunt	98	51	Parmer	5	4	Wichita	158	137
Concho	1	3	Hutchison	46	22	Pecos	11	5	Wilbarger	13	13
Cooke	28	20	Irion	0	0	Polk	49	22	Willacy	23	16
Coryell	25	17	Jack	7	5	Potter	276	146	Williamson	132	58
Cottle	3	6	Jackson	30	12	Presidio	3	2	Wilson	16	8
Crane	6	3	Jasper	32	14	Rains	9	4	Winkler	10	2
Crockett	1	2	Jeff Davis	0	1	Randall	30	11	Wise	32	23
Crosby	7	8	Jefferson	838	325	Reagan	2	0	Wood	26	15
Culberson	1	2	Jim Hogg	6	2	Real	1	0	Yoakum	7	4
Dallam	9	7	Jim Wells	64	39	Red River	21	8	Young	31	17
Dallas	4,619	3,092	Johnson	86	53	Reeves	25	14	Zapata	1	1
Dawson	23	13	Jones	16	9	Refugio	8	3	Zavala	16	6
Deaf Smith	43	21	Karnes	21	8						
Delta	3	3	Kaufman	88	51						
Denton	190	81	Kendall	4	0						
De Witt	23	6	Kenedy	0	0						
Dickens	2	1	Kent	0	0						
Dimmit	3	0	Kerr	48	20						
Donley	4	3	Kimble	6	0						
Duval	13	10	Kinney	2	1						
Eastland	24	13	King	1	0						
Ector	282	130	Kleberg	48	18						
Edwards	2	5	Knox	7	3						

No. paroled from TDC:	28,582
No. paroled from other state prisons:	1,879
Total parolees under active supervision:	30,461
No. mandatory supervision releasees from TDC:	16,360
Total under supervision in Texas:	46,821

**PRESENT STATUS OF 163,261 INMATES PAROLED
FROM THE TEXAS DEPARTMENT OF CORRECTIONS OVER THE 40-YEAR PERIOD
BEGINNING SEPTEMBER 1, 1947 AND ENDING AUGUST 31, 1987**

Column I below gives the total number released each year. Column II gives the number still under active supervision and shows that 45,169 inmates released over the 40-year period are still on parole or conditional pardon. Column III shows that 73,963 released during the 40-year period have satisfactorily completed their paroles or conditional pardons. Column IV shows that 44,129 releasees have been revoked over the 40-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 261 parolees out of the 7,150 released in 1977 are still on active parole. The others have discharged their sentences or have been revoked. On the other hand, 18,950 of the 19,993 released in 1987 are still on active parole. This is because those released in 1977 have had 10 years to discharge their sentences while those released in 1987 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	17	662	234
1953	759	32	532	195
1954	837	87	542	208
1955	1,247	105	809	333
1956	1,191	61	777	353
1957	894	38	548	308
1958	1,186	49	734	403
1959	1,759	39	1,153	567
1960	2,336	63	1,455	818
1961	2,552	51	1,615	886
1962	2,548	46	1,662	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	72	1,320	666
1971	2,278	90	1,589	599
1972	3,375	170	2,470	735
1973	3,770	181	2,758	831
1974	4,237	221	3,283	743
1975	4,788	238	3,539	1,011
1976	4,248	227	3,120	901
1977	7,150	261	5,068	1,821
1978	4,948	302	3,306	1,340
1979	7,750	535	4,834	2,381
1980	5,022	299	2,960	1,763
1981	7,503	585	3,963	2,955
1982	7,516	1,200	3,617	2,699
1983	8,703	1,571	3,818	3,314
1984	10,091	4,020	2,399	3,672
1985	9,392	4,705	1,695	2,992
1986	14,510	10,502	626	3,382
1987	19,993	18,980	55	988
Total	163,261	45,169 (28%)	73,963 (45%)	44,129 (27%)

**PRESENT STATUS OF 65,711 INMATES RELEASED
FROM THE TEXAS DEPARTMENT OF CORRECTIONS ON MANDATORY SUPERVISION
OVER THE 10-YEAR PERIOD ENDING AUGUST 31, 1987**

Column I below shows that 65,711 inmates were released during the 10-year period. Column II shows that 24,206 inmates released over the 10-year period are still serving satisfactorily under mandatory supervision. Many inmates have completed their sentences. Column III shows that 24,826 released during

the 10-year period have satisfactorily completed their period of mandatory supervision. Column IV shows that 16,679 over the 10-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	93	1,485	562
1981	3,327	57	2,397	873
1982	5,422	966	3,157	1,299
1983	7,659	228	4,968	2,463
1984	10,053	1,191	5,327	3,535
1985	11,899	3,432	4,674	3,793
1986	12,745	7,422	2,075	3,248
1987	11,717	10,817	140	760
Total	65,711	24,206	24,826	16,679

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.

Releasees under the Jurisdiction of the Board in Fiscal Year 1987			
<u>Status</u>	<u>Parole</u>	<u>Mandatory Supervision</u>	<u>Total</u>
Active Supervision:	28,405	16,360	44,765
Out-of-State:	2,176	926	3,102
Detainers:	2,736	948	3,684
Annual Report Released from	7,231	1,814	9,045
Reporting:	243	0	243
Absconder:	3,454	2,825	6,279
Parole <i>in absentia</i> :	118	60	178
<i>Special Caseload</i> :	10	2	12
Totals:	44,373	22,935	67,308

No. Releasees under the Jurisdiction of the Board over a Five-Year Period					
<u>Classification</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Parolees	22,202	25,884	28,258	35,287	44,373
Mandatory Releasees	9,929	14,899	19,213	22,222	22,935
Totals	32,131	40,783	47,471	57,509	67,308

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' employ-

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

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

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

INTERSTATE COMPACT CASES FISCAL YEAR 1987			
	<u>Parole</u>	<u>Mandatory Supervision</u>	<u>Total</u>
Texas Cases in other states:	2,176	926	3,102
Other state cases in Texas:	1,879	---	1,879
Total:	4,055	926	4,981

***Figures combine parole and mandatory supervision**

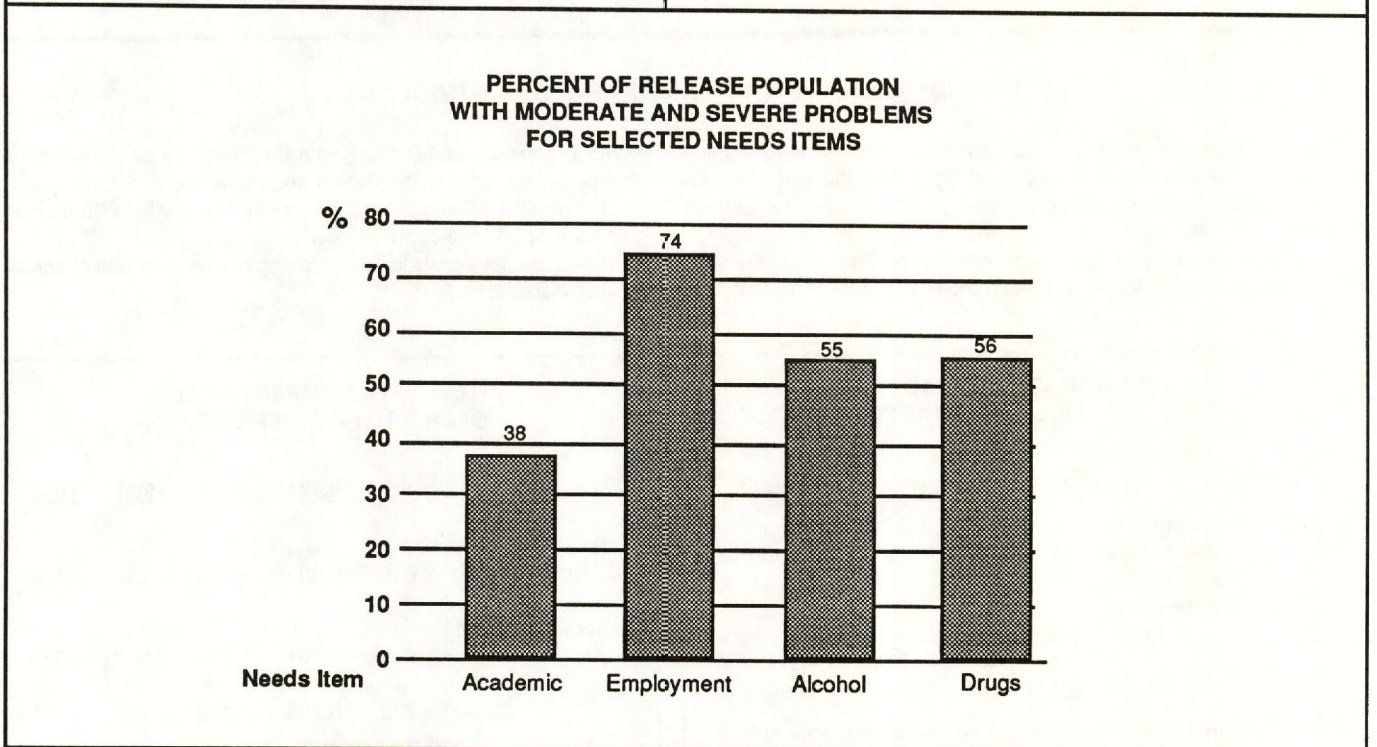
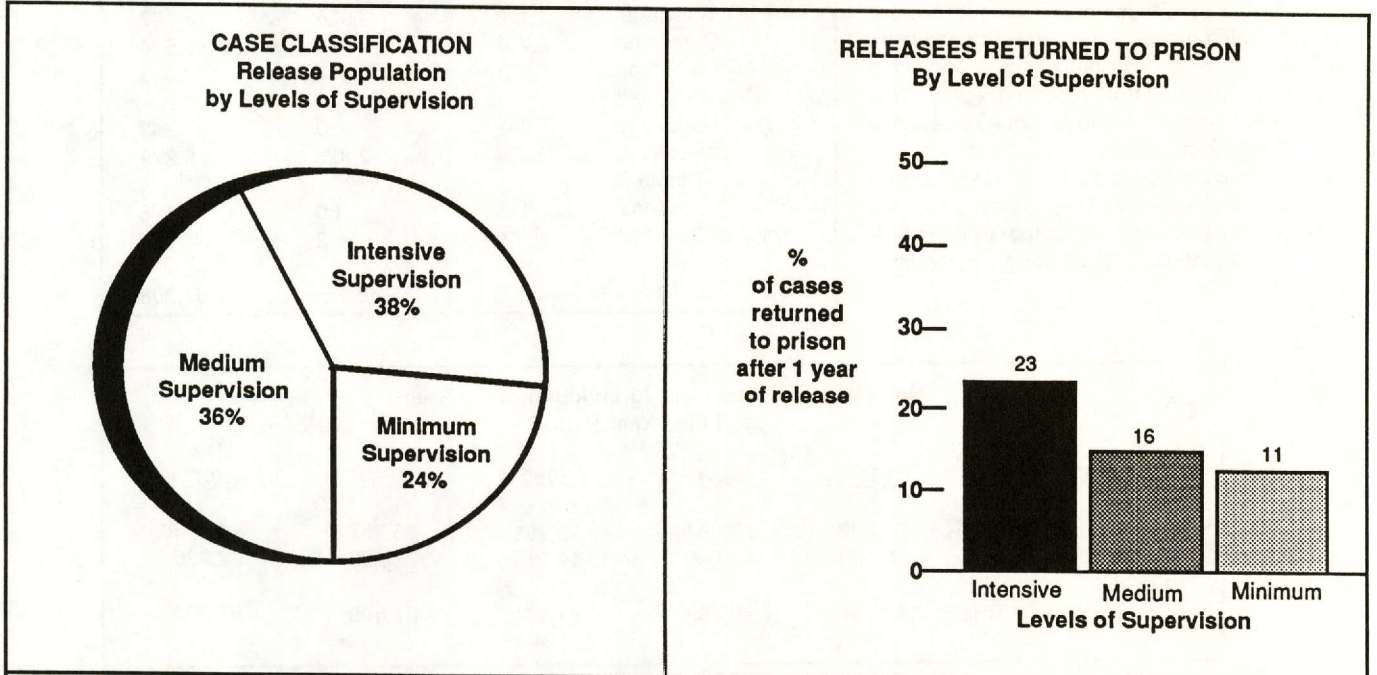
INTERSTATE COMPACT CASES OVER A FIVE-YEAR PERIOD*					
	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Texas Cases in other states:	1,659	2,023	2,154	2,486	3,102
Other state cases in Texas:	1,613	1,761	1,812	1,877	1,879
Total:	3,272	3,784	3,966	4,363	4,981

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 1987 release population by levels of supervision, demonstrate the validity of risk assessment and summarize the major needs releasees have.



**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, who have no other residential resources in the community, or who are within six months of parole release (via the agency's pre-parole transfer program).

Community Services verifies that halfway houses meet the minimum requirements outlined in the Board's "Standards and Certification Procedures for Residential Facilities" 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 contracted with 29 halfway houses across the state for 1,148 beds in Fiscal Year 1987. The average cost was \$21.41 per day per client, who stays in the halfway house for an average of 43 days. The cost of maintaining a client in a halfway house under the pre-parole transfer program was \$21.95 per client per day for an average 57-day stay.

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 1987

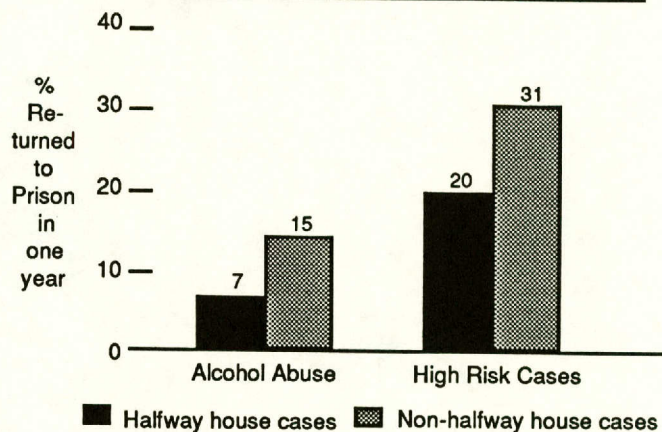
<u>Source</u>	<u>Parolees</u>	<u>Mandatory Releasees</u>	<u>Pre-parolees</u>	<u>Total</u>
Placed from TDC:	3,671	2,286	1,846	7,683
Placed from the field:	325	200	N/A	526
Total:	3,397	2,486	1,726	8,209

HALFWAY HOUSE PLACEMENTS OVER A FIVE-YEAR PERIOD

<u>Type of Release</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
Parole	2,506	1,917	1,764	3,002	3,997
Mandatory Supervision	2,974	2,416	2,360	2,820	2,486
Pre-Parole	0	141	157	237	1,726
Total	4,480	4,474	4,281	6,059	8,209

HALFWAY HOUSE RELEASE OUTCOME

Halfway houses appear to be most effective with alcohol abuse cases and high risk cases.



**Release
Outcome**

**Revocations
of
Release**

Recidivism

RELEASE OUTCOME

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

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

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

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

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

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

Outcome	Salient Factor Score			Total
	0 - 5	6 - 10	11 - 15	
% 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

Outcome	Salient Factor Score			Total
	0 - 5	6 - 10	11 - 15	
% 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

Outcome	Salient Factor Score			Total
	0 - 5	6 - 10	11 - 15	
% 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 1987

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 1987

Outstanding pre-revocation warrants:	9,763
Pre-revocation warrants issued:	9,456
Absconders returned to active supervision:	6,111
Releasees revoked:	11,179
Pre-revocation warrants withdrawn:	4,489
Hearings conducted:	3,345

RELEASEES UNDER ACTIVE SUPERVISION REVOKED IN FISCAL YEAR 1987

	<u>No. under supervision</u>	<u>No. (%) revoked</u>
Parole	46,905	5,838 (12.4%)
Mandatory Supervision	32,641	4,883 (14.9%)

NUMBER OF RELEASEES REVOKED IN 1987 BY ORIGINAL OFFENSE

<u>Offense</u>	<u>No. (%) Parolees</u>	<u>No. (%) Mandatory Releasees</u>
Assault	99 (2%)	269 (5%)
Auto Theft	394 (6%)	313 (6%)
Burglary	2,640 (43%)	1,484 (30%)
Drugs	678 (11%)	344 (7%)
DWI	119 (2%)	160 (3%)
Forgery	461 (7%)	368 (7%)
Homicide	157 (2.5%)	170 (3%)
Rape	47 (0.8%)	107 (2%)
Robbery	629 (10%)	730 (15%)
Sex Offenses	22 (0.4%)	148 (3%)
Theft	770 (12%)	711 (14%)
Other	153 (2%)	206 (4%)
Total	6,169	5,010

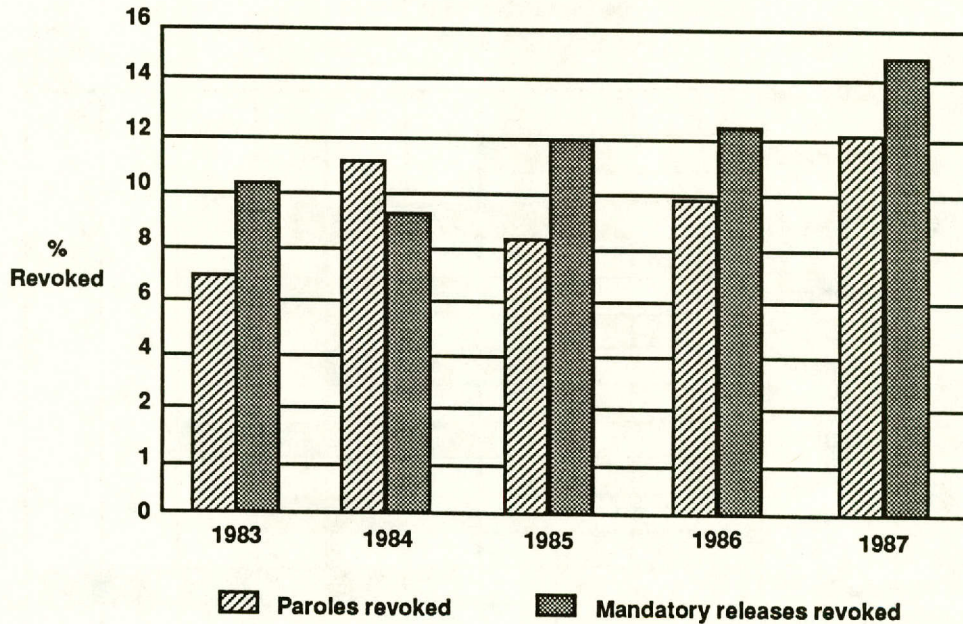
RELEASEE REVOCATION DATA FOR A FIVE-YEAR PERIOD

	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
No. parolees under jurisdiction for all or part of yr.:	28,979	32,295	35,281	42,776	45,269
No. revoked during the year:	3,274	2,815	3,694	4,204	6,169
% revoked during the year:	11.3%	8.7%	10.5%	9.8%	13.6%
No. mandatory supervision cases under jurisdiction for all or part of yr.:	13,670	19,982	26,807	31,965	23,859
No. revoked during the year:	1,415	1,802	3,199	3,983	5,010
% revoked during the year:	10.4%	9.0%	11.9%	12.5%	21%

**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:	2,541 (41%)	2,304 (46%)	4,805 (43%)
1 - 2 years:	2,156 (35%)	1,988 (40%)	4,144 (37%)
2 - 3 years:	832 (13%)	551 (11%)	1,383 (12%)
More than 3 years:	640 (10%)	167 (3%)	807 (7%)
Total revoked:	6,169	5,010	11,179

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



**REVOCATION OF PAROLES, MANDATORY SUPERVISION AND CONDITIONAL PARDONS
OF INMATES RELEASED OVER A 40-YEAR PERIOD ENDING AUGUST 31, 1987**

	<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%

RECIDIVISM

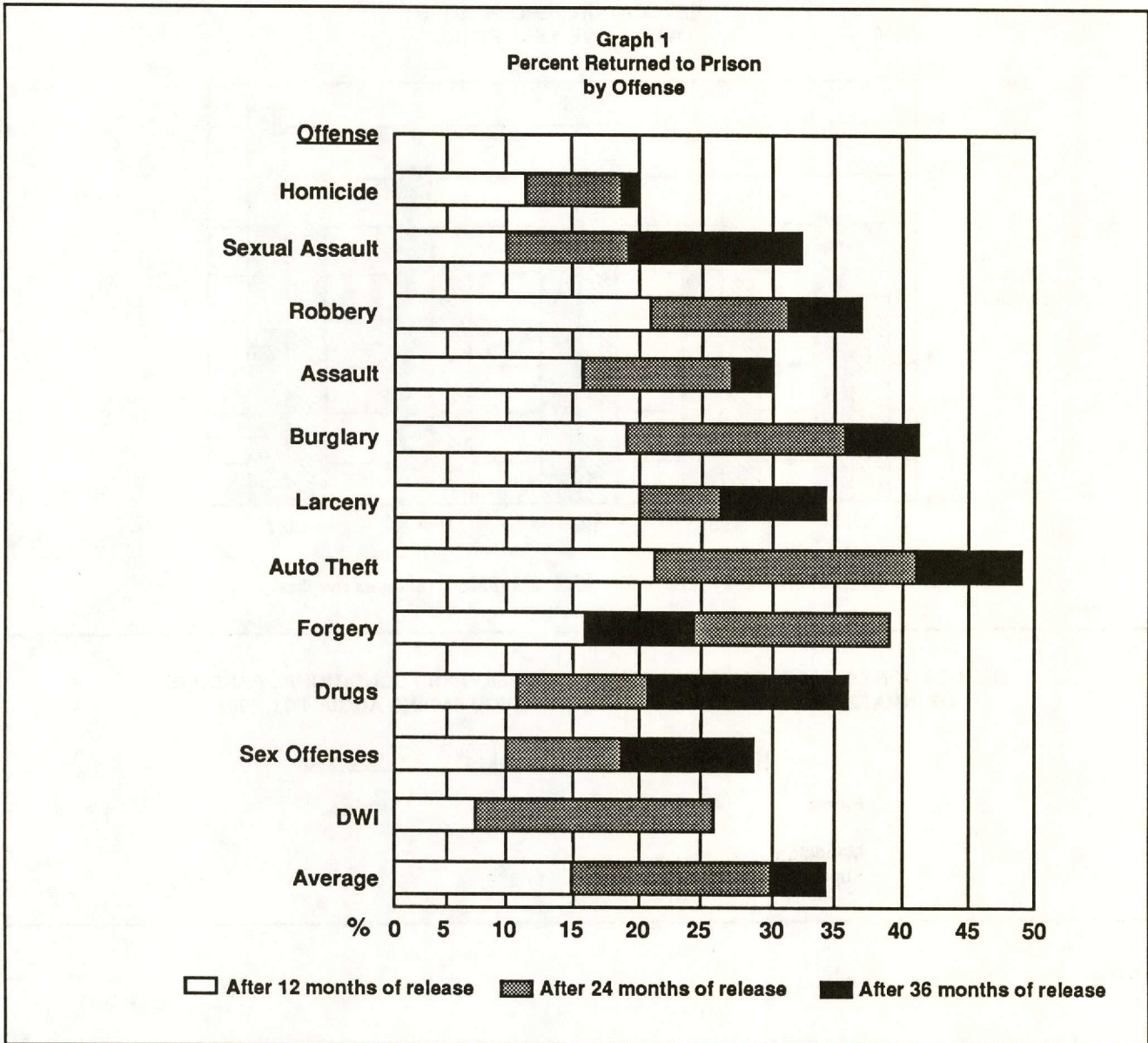
The graphs below present data extracted from field supervision data from the Board of Pardons and Paroles' computer. The data presents recidivism of three different groups of inmates released from the Department of Corrections in 1985, 1986 and 1987. Those released in 1985 were followed for three years;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

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

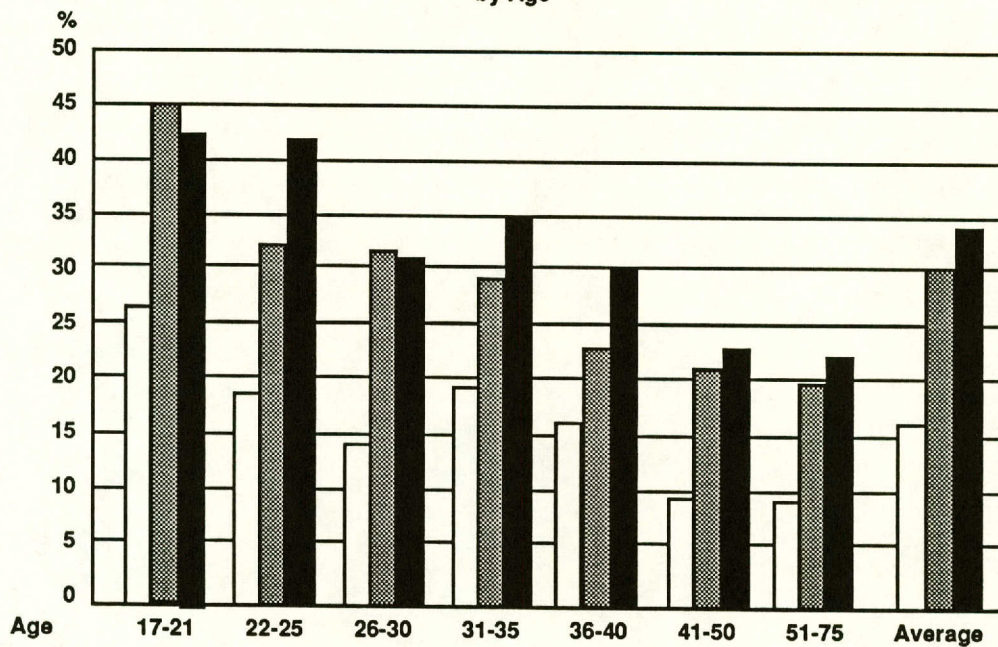
Graph 2 presents recidivism by age. The graph indicates that in all three groups followed, the 17 to 21-year-olds had the highest

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

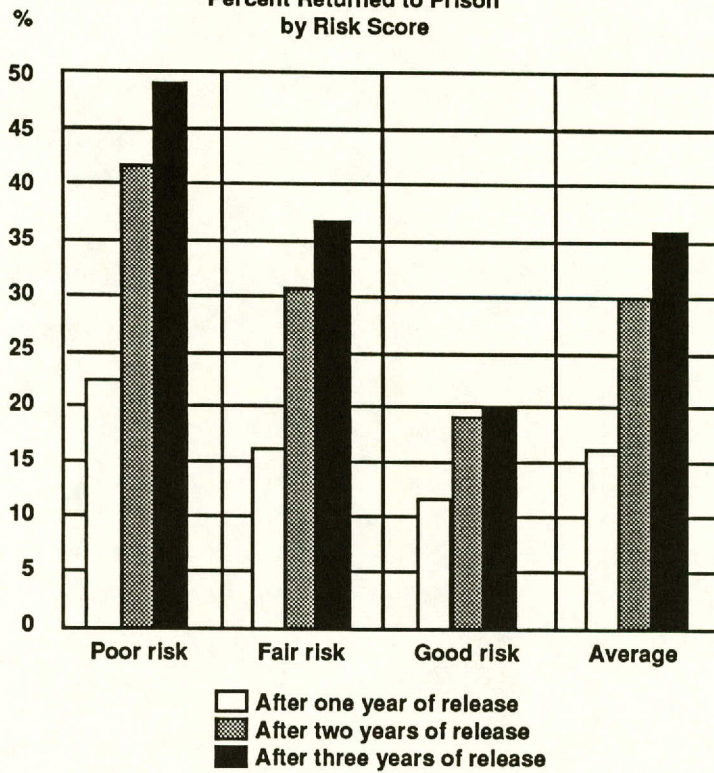
Graph 3 presents recidivism by risk level. When an inmate is released from the Department of Corrections, a parole officer classifies that client based on a needs and risk instrument to determine an appropriate level of supervision. The risk instrument predicts future risk based on variables statistically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



Graph 2
Percent Returned to Prison
by Age

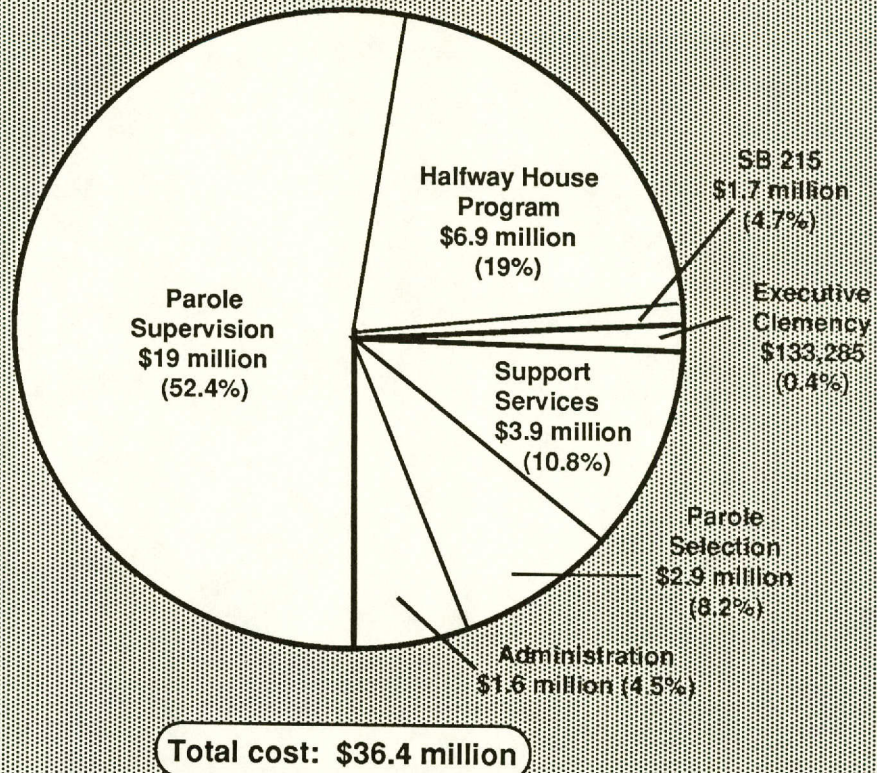


Graph 3
Percent Returned to Prison
by Risk Score



**Agency
Expenditures
in
Fiscal
Year
1987**

AGENCY EXPENDITURES FISCAL YEAR 1987



COST EFFECTIVENESS INCARCERATION VS. RELEASE SUPERVISION

	<u>Inmate</u>	<u>Parolee</u>
Supervision cost per day:	\$41.66	\$1.18
Supervision cost per year:	\$15,206	\$430.20
Cost of maintaining 38,000 inmates in prison for 1 year:	\$577.8 million	
Cost of supervising 38,000 releasees on parole/mandatory supervision for 1 year:	\$16.3 million	
Cost savings:	\$561.5 million	

GRANT EXPENDITURES AND ENCUMBRANCES FISCAL YEAR 1987

<u>Grant</u>	<u>Expended/Encumbered</u>
Criminal Justice Division Grant: "Parole Evaluation and Diversion Review":	\$136,000
Criminal Justice Division Grant: Parole Officer Training for MHMR Releasees:	9,000
Department of Justice Grant: "Case Review Score Validation Project":	5,901
Total Grant Funds:	\$149,901

**Glossary
of
Terms**

GLOSSARY OF TERMS

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Reinstatement of parole: A reinstatement of a revoked parole.

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

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

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

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

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

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

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

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

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

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



