

Commonwealth of Massachusetts
Executive Office of Health and Human Services

Department of Youth Services



2006 Annual Report

Deval L. Patrick, Governor
JudyAnn Bigby, M.D., Secretary
Jane E. Tewksbury, Esq., Commissioner

March 2008



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March, 2008



Dear Friends,

It is with great pleasure that I present the Department of Youth Services' 2006 Annual Report. I want to acknowledge the hard work and commitment of the DYS staff and our network of private providers for their many accomplishments on behalf of the youth detained or committed to DYS during 2006.

As the juvenile justice agency of the Commonwealth, it is our mission to protect the public and prevent crime by promoting positive change in the lives of youth in our custody. We accomplish this mission by partnering with communities, families, government, and provider agencies and through interventions that build knowledge, develop skills and change the behavior of the youth in our care.

Each year, DYS serves about 7,000 at-risk youth in the Commonwealth. We operate an array of residential programs - from highly secure to community-based group homes - and re-entry centers for youth who have been committed to DYS by the courts. DYS is also the Commonwealth's pre-trial detaining authority for juveniles and youthful offenders. On any given day, approximately 300 youths are held by the courts in one of the Department's secure detention programs. Over the course of one year, approximately 5000 youths enter our pre-trial system. Of these youth, some 1,100 will ultimately be committed to DYS custody. In 2006, there were approximately 2,300 youths committed to DYS custody until the age of 18 on a delinquency matter, or until age 21 for youthful offenders.

The Department's goal is to fully develop a juvenile justice system that responds appropriately to truly dangerous youth, but also to build a system that responds to the needs of young offenders before they progress deeper into offending patterns. In order to accomplish this goal, DYS enhanced its clinical programming and educational services to

attract and retain licensed clinicians and teachers who are better trained to respond to the needs of young people in crisis. Our contracted medical services were expanded to include psychiatric coverage and clinical stabilization services. We made great strides to reorganize and strengthen the human and physical infrastructure of the Department. We invested resources to improve the quality of our program services and to expand the availability of more specialized services for youth at high risk of reoffending due to complex unmet needs.

In 2006, DYS Senior Staff, working with program staff at all levels of the organization, completed several collaborative projects including:

- Initiating and completing a purchase of services procurement process to meet the Department's long-term hardware and software needs, and replace our old – and sometimes unreliable – legacy data management system, i.e., YSIS;
- Revising the case management guidelines to base the decision to release a youth to the community under supervision based on the progress the youth makes in treatment, instead of the time the youth has served in custody;
- Developing a medication administration policy which will meet all state and federal health care standards.

Other major accomplishments in 2006 which are outlined in the following report include: the Juvenile Detention Alternatives Initiative (JDAI); CASASTART; Vocational Education and Training; and The Performance-based Standards for Youth Correction and Detention Facilities Program (PbS).

I am extremely proud of our accomplishments and I look forward to continuing to work with all of you to provide better outcomes for the young men and women in our care.

Sincerely



Jane E. Tewksbury
Commissioner

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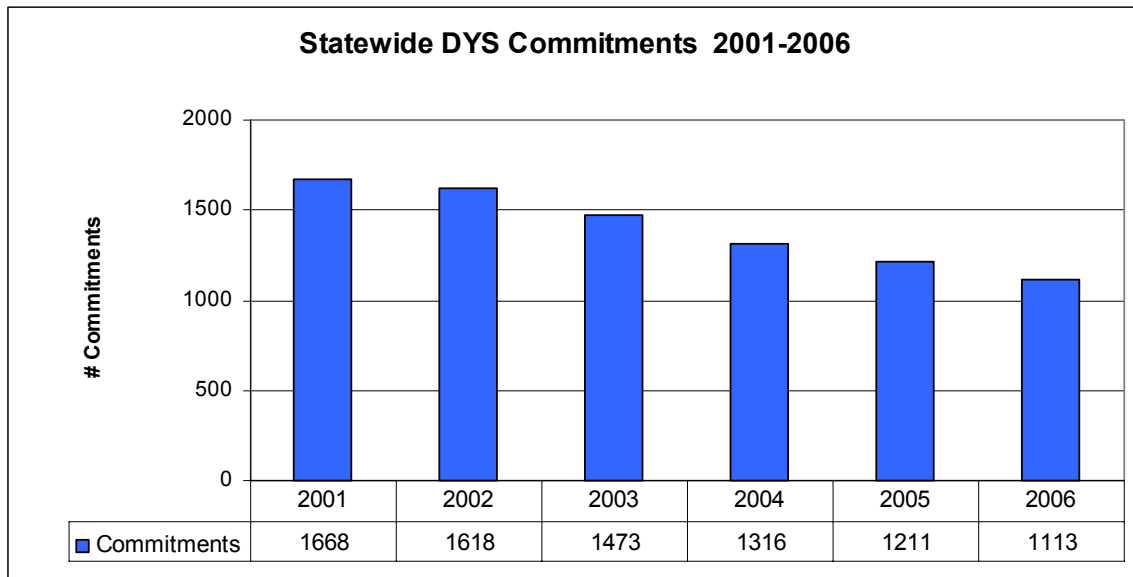
MISSION of the Department of Youth Services

With the passage of Chapter 838, the Massachusetts Legislature created the Department of Youth Services (DYS) in August of 1969. Established in 1846 as the nation's first juvenile correctional system, DHS is the juvenile justice agency of the Commonwealth of Massachusetts. The mission of the agency is to protect the public and prevent crime by promoting positive change in the lives of youth committed to DHS custody, and by partnering with communities, families, and government and provider agencies toward this end. The staff at DHS accomplishes this mission through interventions that build knowledge, develop skills and change the behavior of youth in its care.

PROFILE OF THE 2006 DHS CASELOAD

As of January 1, 2007, there were 2091 committed youth being served by DHS. One thousand eight hundred sixty-seven (1867) of these youth were adjudicated delinquent and were committed to DHS until their 18th birthday. The remaining 224 youth were adjudicated delinquent and were committed as youthful offenders until their 21st birthday. Finally, on any given day, approximately 300 youth are held on bail by the court at DHS pre-trial detention programs.

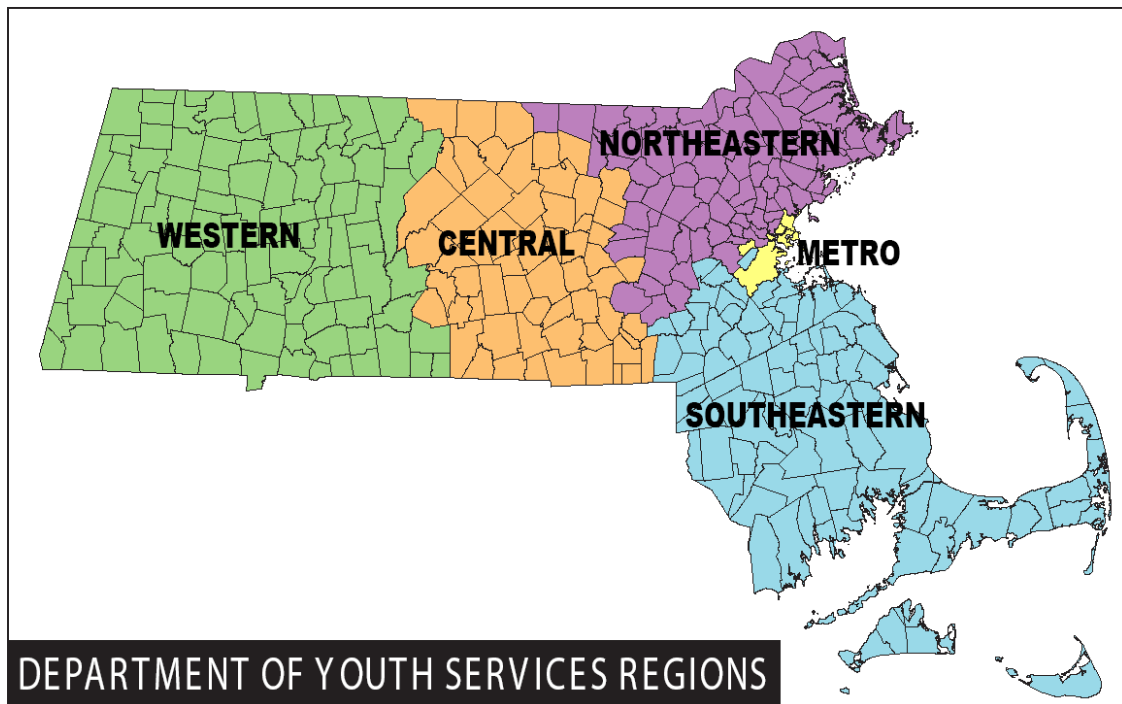
2006 DHS Commitments



- In 2006, 1113 youths were committed to DHS (approximately 8% of the total number of juveniles arraigned in juvenile court on delinquency charges)
- 1059 of these youth were adjudicated delinquent and were committed to DHS until age 18

- 54 of these youth were adjudicated delinquent and were committed as youthful offenders until their 21st birthday
- The number of youth on the DYS committed caseload decreased by 504 from 2005 (2595) to 2006 (2091)
- The male committed population decreased by 15.8% from 1995 (2322) to 2006 (1956), while the female committed population grew by 51% from 1995 (254) to 2006 (385)
- There were 5438 pre-trial admissions in 2006, a decrease from 2005 (5714); however, the detention admissions level in 2006 was 32.9% higher than the 3648 detention admissions in 1995.

REGIONAL OPERATIONS



[Link to the list of towns for the five Regions](http://www.mass.gov/Eeohhs2/docs/dys/maps_regions.rtf)

http://www.mass.gov/Eeohhs2/docs/dys/maps_regions.rtf

The overall goal of DYS is to develop a complete continuum of services from locked secure facilities to community supervision for committed and detained youth in five designated regions: Metro/Boston, Northeast, Central, Southeast, and Western. In 2006, the Northeast Region, which had been closed in 1997 due to budget cuts, was restored to better serve Essex and Middlesex County youth. The DYS continuum of services includes hardware secure and staff secure residential care, and community supervision and support services for the successful reintegration of juvenile offenders to their families and communities.

To meet the aforementioned goal, the Department has undertaken the following efforts:

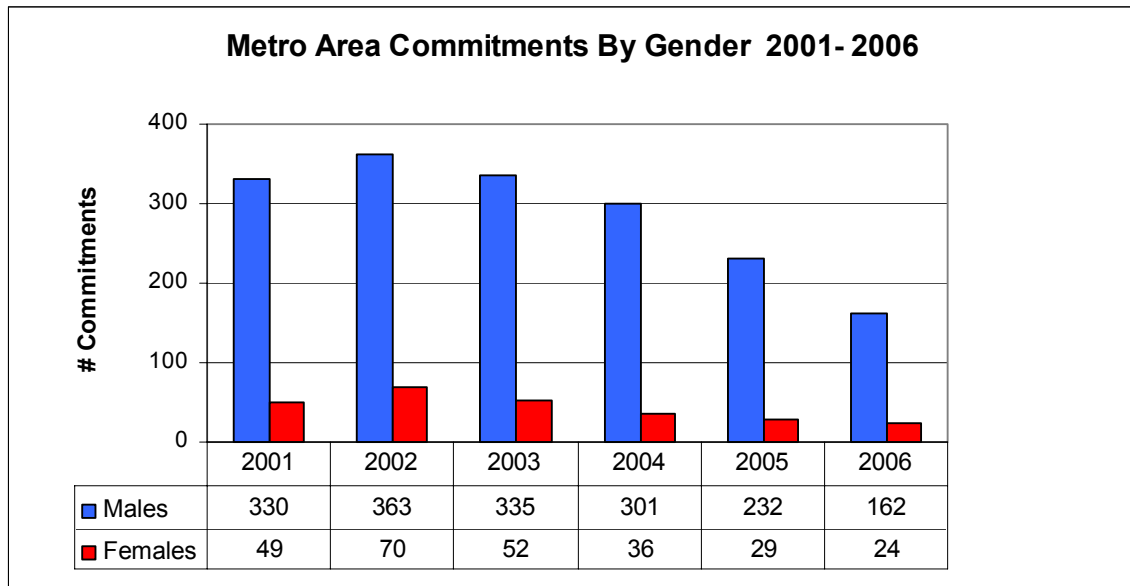
- Operating thirty-five (35) community reentry centers in communities with the highest populations of DYS youth;
- Strengthening and expanding community partnerships by designing strategies to reduce crime and enhance community safety through such programs as the Boston Juvenile Reentry Initiative (BJRI), an intensive post-release supervision program for high-risk youth;
- Enhancing our ability to assess youth risk and needs to support individualized service delivery plans;
- Developing consistent treatment tracks to guide client movement; and
- Developing and implementing education, job training and employment programming to reduce recidivism by youth returning to the community.

REGIONAL HIGHLIGHTS

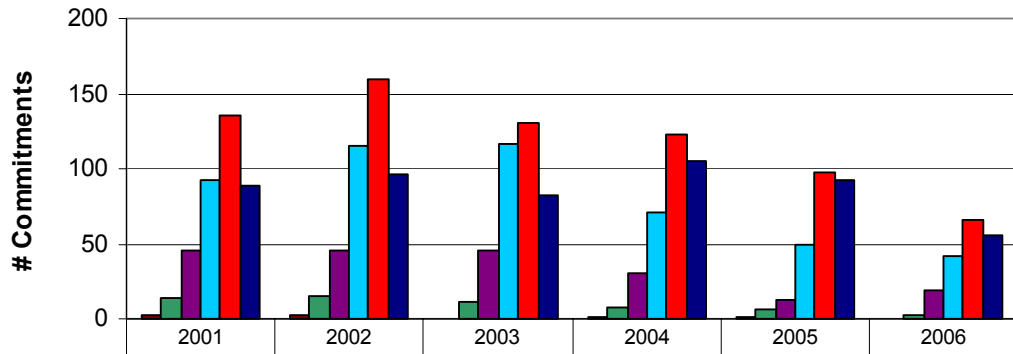
The jurisdiction of the Metro Region and Central Region were reduced as were caseloads, as a result of the restoration of the Northeast Region in 2006.

I. METRO REGION

The Metro Region based in Boston, covers all of Suffolk County. In 2006, 186 youth were committed to DYS from the Metro Region. These youth were predominantly male, youth of color, age 16 and over, who committed offenses against the person.

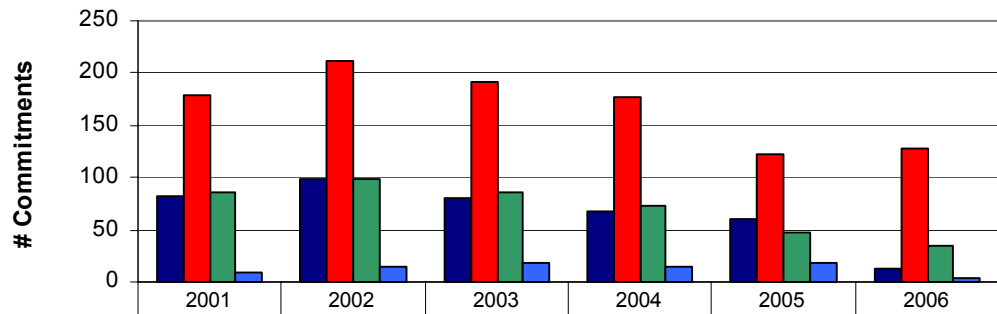


Metro Area Commitments By Age 2001-2006

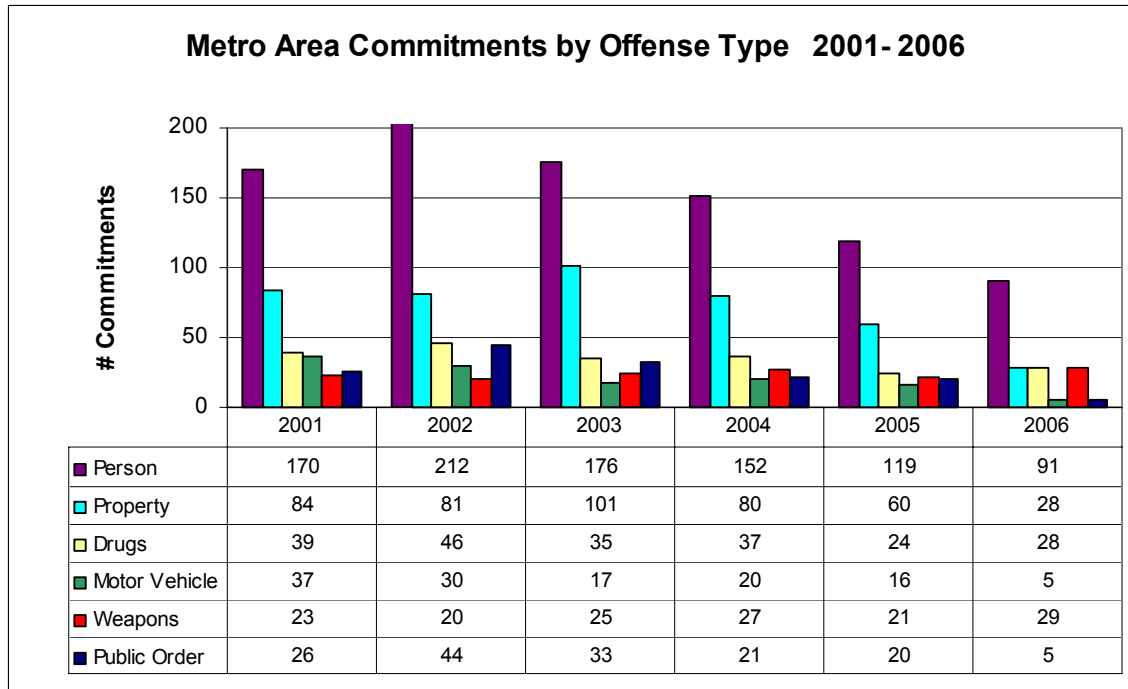


	2001	2002	2003	2004	2005	2006
■ 12 and Under	2	2	0	1	1	0
■ 13	14	15	12	7	6	3
■ 14	46	45	46	30	13	19
■ 15	93	115	116	71	50	42
■ 16	136	160	131	123	98	66
■ Over 16	88	96	82	105	93	56

Metro Area Commitments by Ethnicity 2001-2006



	2001	2002	2003	2004	2005	2006
■ Caucasian	82	98	81	67	61	12
■ Afr. American	179	212	191	177	123	127
■ Hispanic	86	98	85	73	47	34
■ Asian	9	15	18	15	18	4



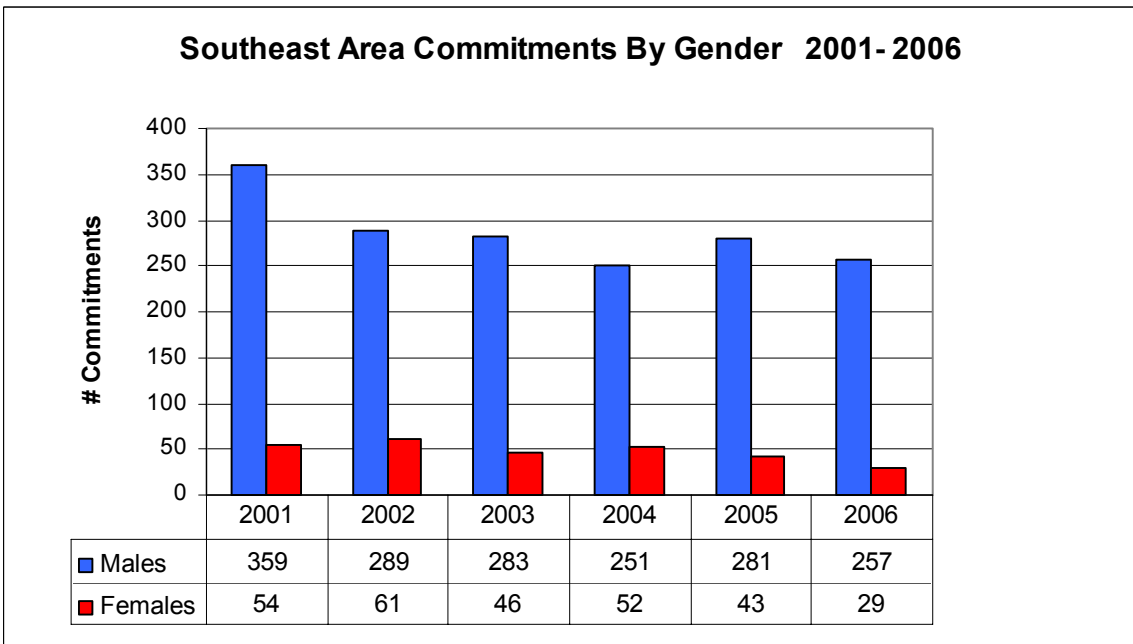
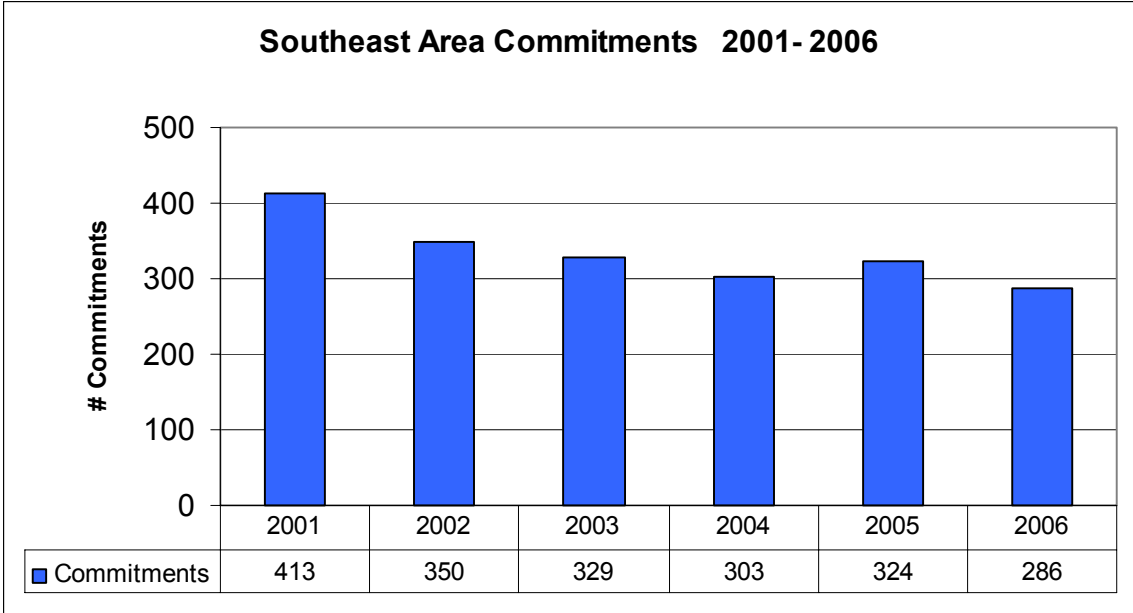
Metro regional initiatives in 2006 included:

- Judge John J. Connelly Treatment Center:** DYS and the Justice Resource Institute (JRI) developed a five-unit treatment program based on a step-down model to correspond with the DYS classification grid levels. All residents enter the Connelly Building on Boston Secure Treatment (BST) West (level 8), the Intake/Orientation/Stabilization Unit. Upon completing a portion of their clinical, educational, and behavioral work, residents can graduate to BST East (level 7), the Development of Skills Unit. Moreover, upon completing specific work assignments, residents can graduate to Canterbury Secure Treatment (CST) West (level 6A), the Practice of Skills Unit. From there, residents can graduate to CST East (level 6B) which is the Mastery of Skills Unit. Finally, residents can graduate to the Connelly Transition Unit (level 5), which is the Application of Skills and Connection to Supportive Pathways Unit, prior to their reentry into the community. The Treatment Center includes an integrated school model similar to a public school setting, as well as an art and music program, an after-school tutoring and a General Educational Development (GED) preparation program. JRI also launched the Doc Wayne Athletic Program at the Connelly Treatment Center, which provides intramural sports for all residents.
- City-Wide Dialogues:** City-Wide Dialogues was a one-year program that brought together diverse groups of Bostonians to decrease stereotypes and increase understanding and trust with the overall goal of improving interaction among different groups. City-Wide Dialogues staff members facilitated small group dialogues (involving 20-30 people) between Boston Police Officers and DYS Metro youth assigned to the Connelly Treatment and Eliot Short-term Treatment centers. The model provided youth and police with sufficient interaction time to brainstorm action ideas for further follow-up. Topics for discussion included: what is working and not working in regard to police interaction with youth; stereotypes that youth and police have of each other; snitching, and youth responsibilities to their peers, as well as to their community.

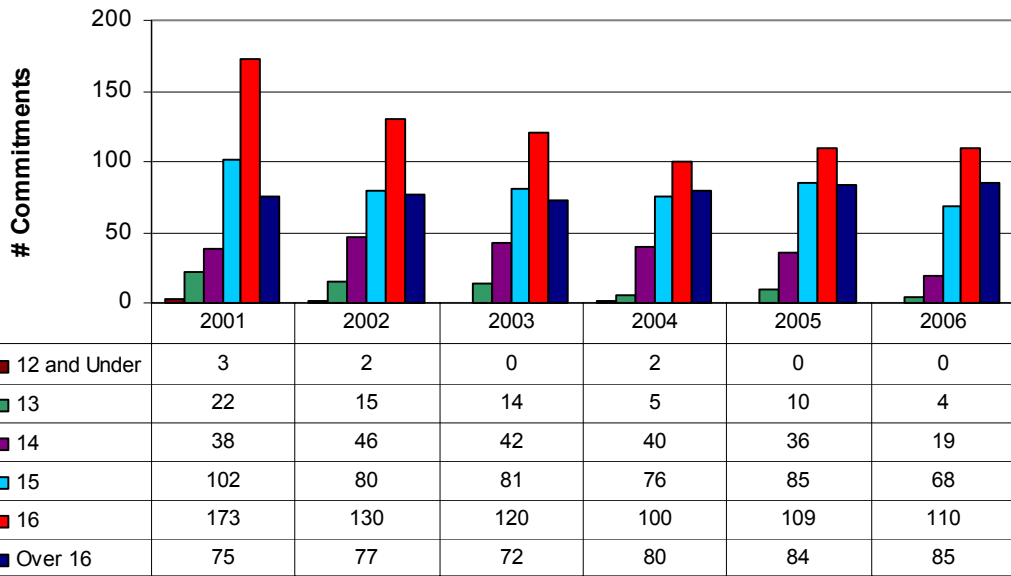
- **Boylston Chess Club:** Residents from the Metro Revocation Unit participated in a pilot chess program as a result of the interest of DYS General Counsel, Crispin Birnbaum, and her affiliation with the Boylston Chess Club. The “classes” were conducted by Master Chess Player Alex Cherniak, and were held on Saturdays at MRU. At each class, Mr. Cherniak provided instruction with a demonstration chessboard and for the remaining two hours, the residents played chess with their instructor, and then with each other. The residents enjoyed the program, and the hope is that it can be expanded in the future.
- **Spectrum Girls’ Detention Unit:** Spectrum Girls’ Detention Unit has developed relationships with several community and faith-based groups to provide gender-specific programs for their population. Generation Excel Youth Program is a faith-based group founded by the Bethel African Methodist Episcopal Church. It sponsors a Book and Movie Club in which residents get an opportunity to read and watch educational movies and then have group discussions. In addition, Generation Excel sponsors both a theater and dance group, providing opportunities for the residents to learn acting and teamwork skills. Finally, the Juvenile Rights Advocacy Project, led by Boston College Law School Professor Fran Sherman, sponsored the HUMAN (Hear Us Make Artistic Noise) Project for the residents. The Project encouraged DYS clients to express themselves through art. Their artwork was displayed at the State House during the 2006 Violence Prevention Week and also at the Cloud Foundation.
- **Madison Park High School After-School Program:** DYS, in collaboration with the Boston Public Schools, established an after-school vocational program, the Building Careers Partnership Program. Fifteen (15) DYS clients residing in the community attended a three-day per week, three-hour per day vocational training program for twelve (12) weeks. All youth received Occupational Safety and Health Act (OSHA)-certified training in the areas of plumbing, electrical work, carpentry, and building maintenance and upon completion of the program, they received a certificate and a list of the competencies that they attained in each of the building trade areas. The eleven (11) clients that completed the program in 2006 were accepted to a paid career exploration program at Madison Park High School, through Action for Boston Community Development (ABCD).
- **Summer Jobs Program:** Due to the summer job opportunities available through the City of Boston, Youth Opportunity-Boston, Action for Boston Community Development (ABCD), the Hull Lifesaving Museum Marine Apprenticeship Program and the Future Hope Apprenticeship Program, the Metro Region was able to place 90% of their clients in a job in the community during the summer of 2006.

II. SOUTHEAST REGION

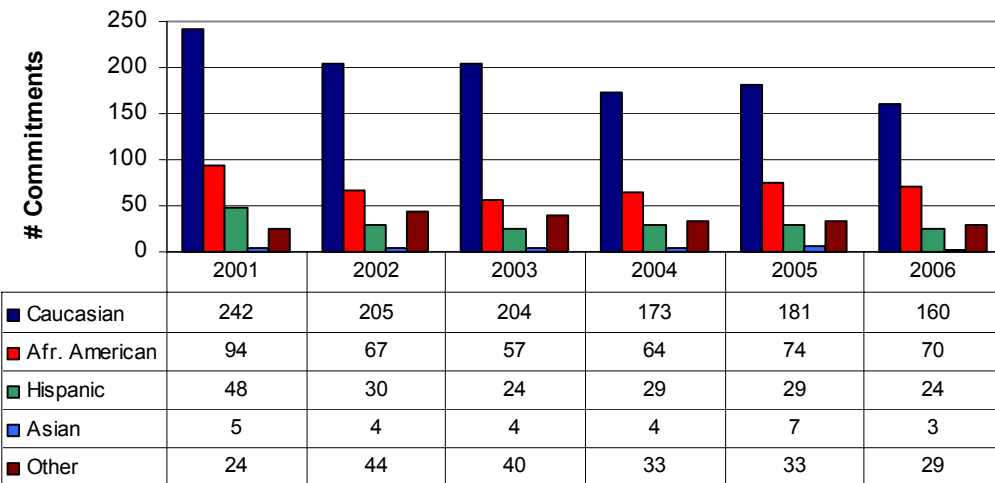
The Southeast Region based in Taunton, covers Barnstable, Bristol, Dukes, Nantucket, Norfolk (except for the town of Bellingham), and Plymouth Counties. In 2006, 286 youth were committed to DYS from the Southeast Region. The majority of these youth were white males, age 16 and over who committed person or property offenses.

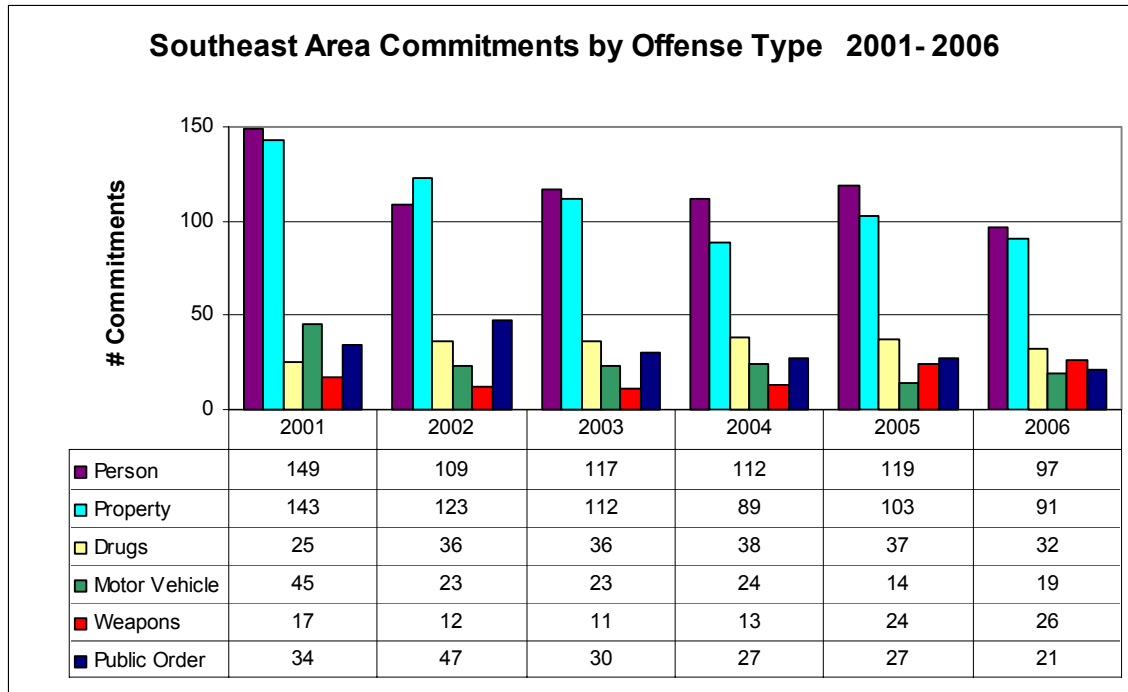


Southeast Area Commitments By Age 2001-2006



Southeast Area Commitments by Ethnicity 2001-2006





Southeast regional initiatives in 2006 included:

- **The Brockton Blueprints Coalition:** The Blueprints Coalition is a local youth-serving collaboration created to develop a youth-wellness strategy for the youth of Brockton. It includes representatives from DYS, the Brockton Police, Brockton Public Schools, Brockton Area Private Industry Council, Plymouth County District Attorney’s Office, Brockton Mayor’s Office and the State Executive Office of Health and Human Services (EOHHS). The Brockton CRC continues to represent DYS on the Brockton Blueprints Coalition. Approximately, twenty (20) clients were served through the Brockton Blueprints Coalition. Specific pro-social activities included job group field trips to local businesses, and field trips to the Berkeley School of Music, Six Flags Amusement Park, Battleship Cove, and to Brockton Rox baseball games
- **YouthBuild Transition Program:** Youthbuild is a full-time training program funded by the U.S. Department of Housing and Urban Development (HUD) that includes a construction skills program and GED preparation for young men and women ages 16-24 that have not completed high school. Students spend half of their time learning construction skills by repairing and building new homes for low-income and homeless families, while the remaining time is spent on GED preparation, academic subjects, and life-skills training. The Brockton Community Reentry Center (CRC), Fall River CRC, New Bedford CRC, and the Quincy CRC have formed partnerships with the YouthBuild program and eligible DYS clients from these CRCs have been accepted and graduated from the program. Approximately eight (8) DYS clients were served by the YouthBuild Transition Program and the Habitat for Humanity building program in 2006.
- **CASASTART (“START stands for “Striving Together to Achieve Rewarding Tomorrows;” for more information, see Special Initiatives):** In 2006, the Fall River CRC was the recipient of a \$50,000 grant from the Department of Public Health (DPH) to

pilot an innovative substance abuse and delinquency prevention program. CASASTART is designed to keep high-risk youth free of drug and crime involvement through intensive preventive services and community-based law enforcement activities. Each DYS region has at least one active CASASTART program, with CASASTART staff working closely with Substance Abuse Specialist Staff from The Institute for Health and Recovery (IHR). As a result of rigorous evaluation, the “Blueprints for Violence Prevention” initiative at the University of Colorado has identified CASASTART as a very promising substance abuse and violence prevention program.¹

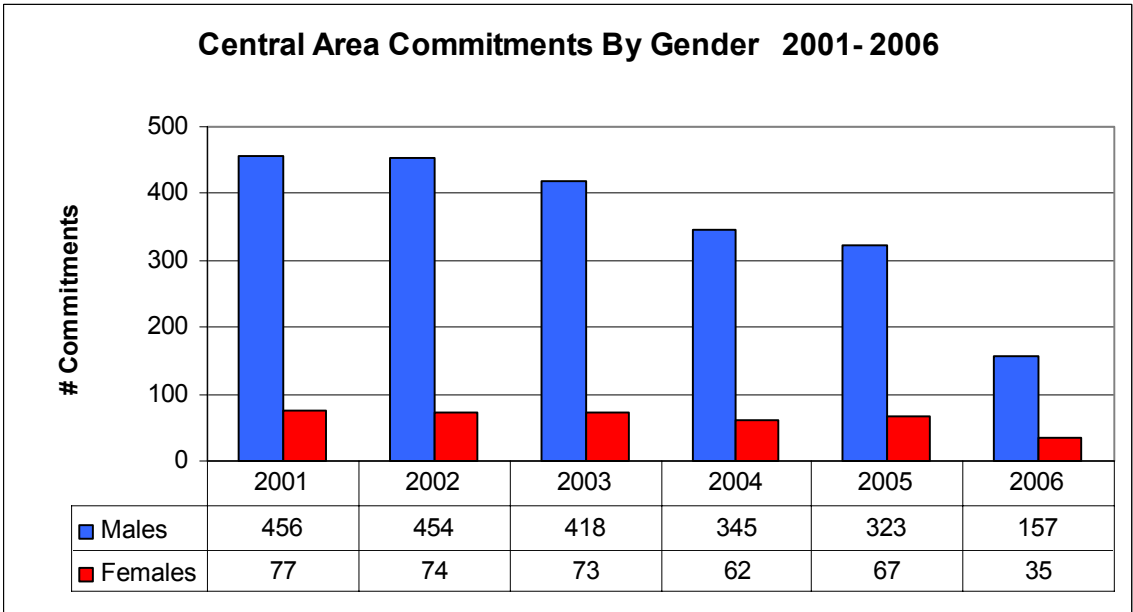
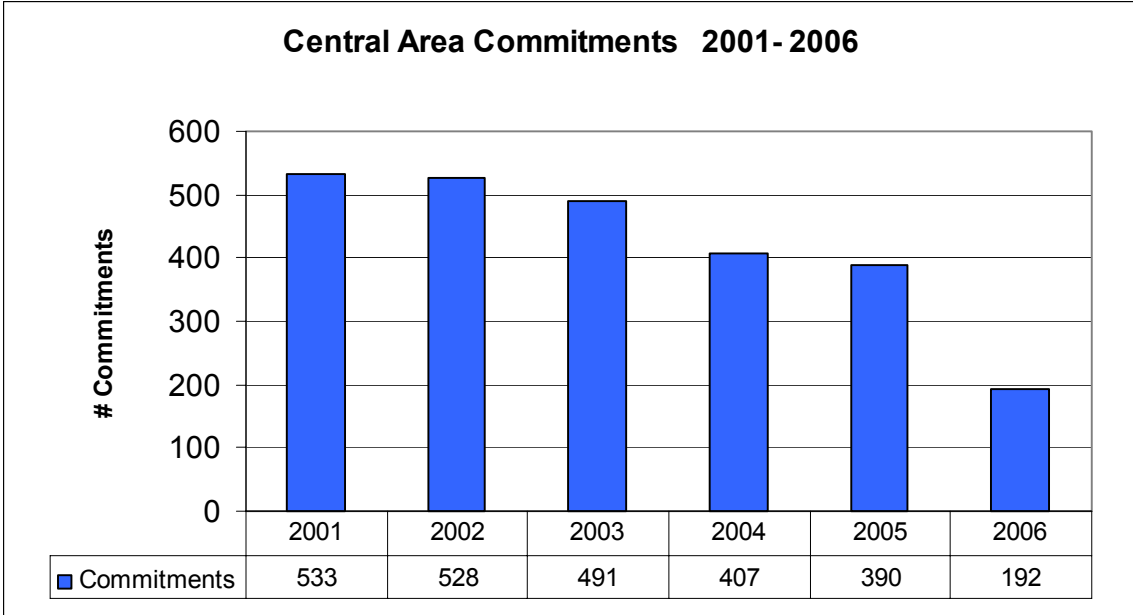
- **Charles E. Shannon Anti-Gang Grants:** The Brockton CRC, Fall River CRC, and the New Bedford CRC have formed working collaborations with programs funded by the Charles E. Shannon Community Safety Initiative. As a result of the Shannon grants, a variety of prevention and intervention strategies to combat gang violence have been implemented across the Commonwealth. They include increased surveillance and patrolling of hot spots, after school programs, tutoring, youth mentoring, drug treatment, job training and placement, GED programs, and community-wide anti-gang meetings. DYS, along with the Department of Social Services (DSS), local police departments, District Attorneys’ offices, school departments, the Probation Department, the Parole Board, faith-based organizations, mayors’ offices, YMCA, Boys and Girls Clubs, career centers, and local youth programs have joined together to focus their efforts on creating programs and strategies to reduce violence. DYS has played a pivotal role in developing these strategies and has worked to ensure their success.

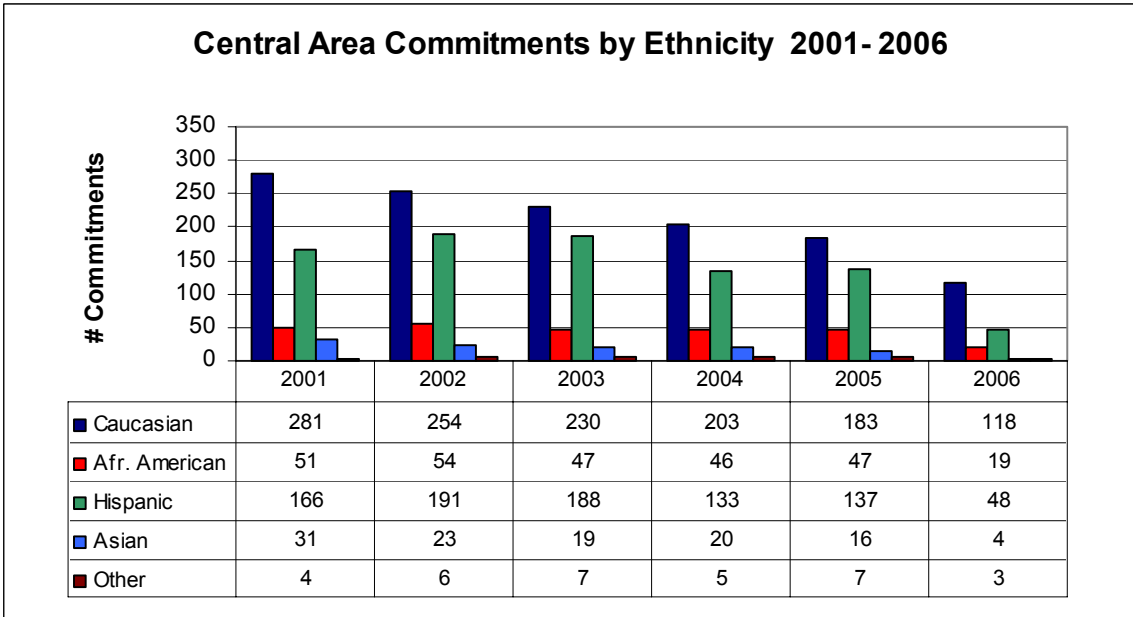
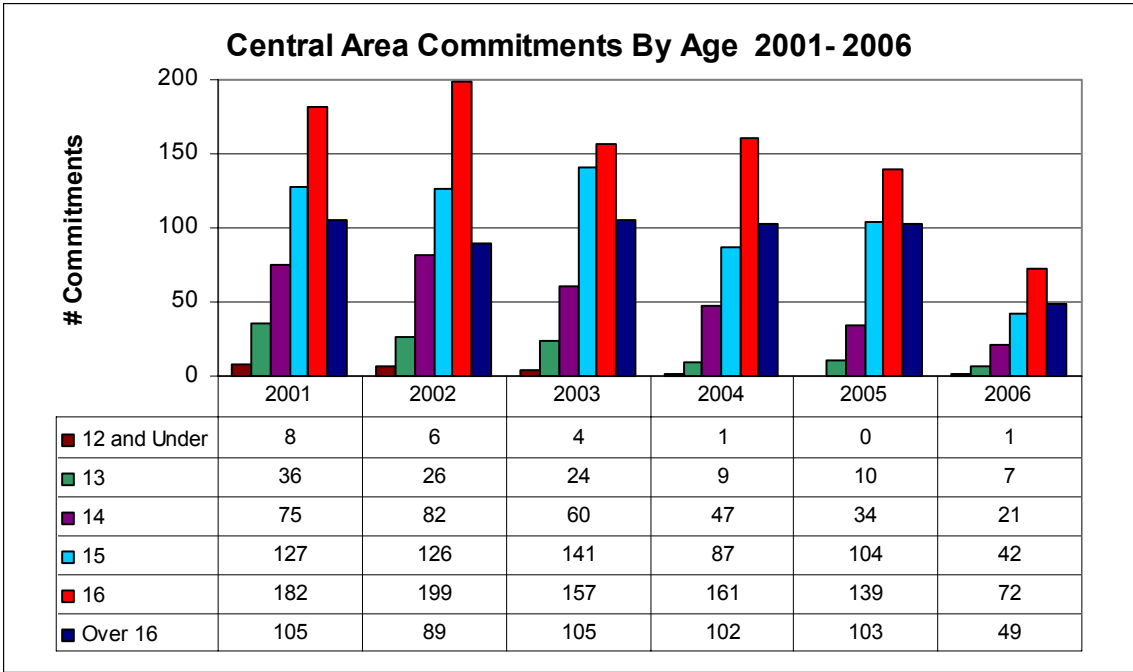
More specifically, the Fall River CRC partnered with the Mayor’s Office, which employed five (5) gang prevention workers. The gang prevention workers assisted DYS by providing community support and mentoring to DYS clients at night and on the weekends. DYS caseworkers worked closely with the gang prevention workers to encourage DYS youth to participate in these activities. In the Brockton CRC, DYS partnered with the “My Turn Vocational Program” to provide internships and job shadowing to ten (10) DYS clients. Finally, the New Bedford CRC partnered with North Star Learning Program to provide mentoring and family support to DYS clients at night and on weekends. Staff from the North Star Learning Program also provided supportive case management services, after-school activities, and employment assistance.

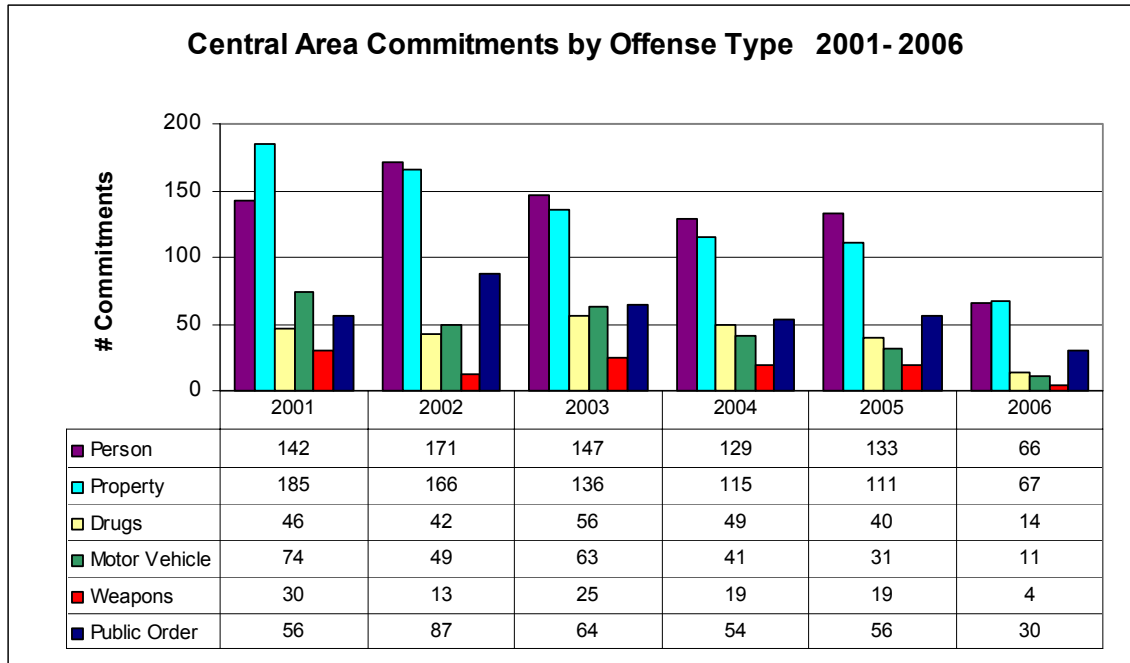
III. CENTRAL REGION

The Central Region, based in Westboro, covers Worcester County (excluding the town of Athol and including the town of Bellingham). In 2006, 192 youth were committed to DYS from the Central Region. A reduction in the Central Region census, similar to the Metro Region, is, in part, attributable to the restoration of the Northeast Region in 2006. A large proportion of the committed youth were white males over the age of 15 who had committed offenses against persons or property.

¹ CASASTART was developed by the National Center on Addiction and Substance Abuse (CASA) at Columbia University. CASASTART was first implemented from 1992-1995 in six cities and was known as the “Children at Risk” program.







Central Region initiatives in 2006 included:

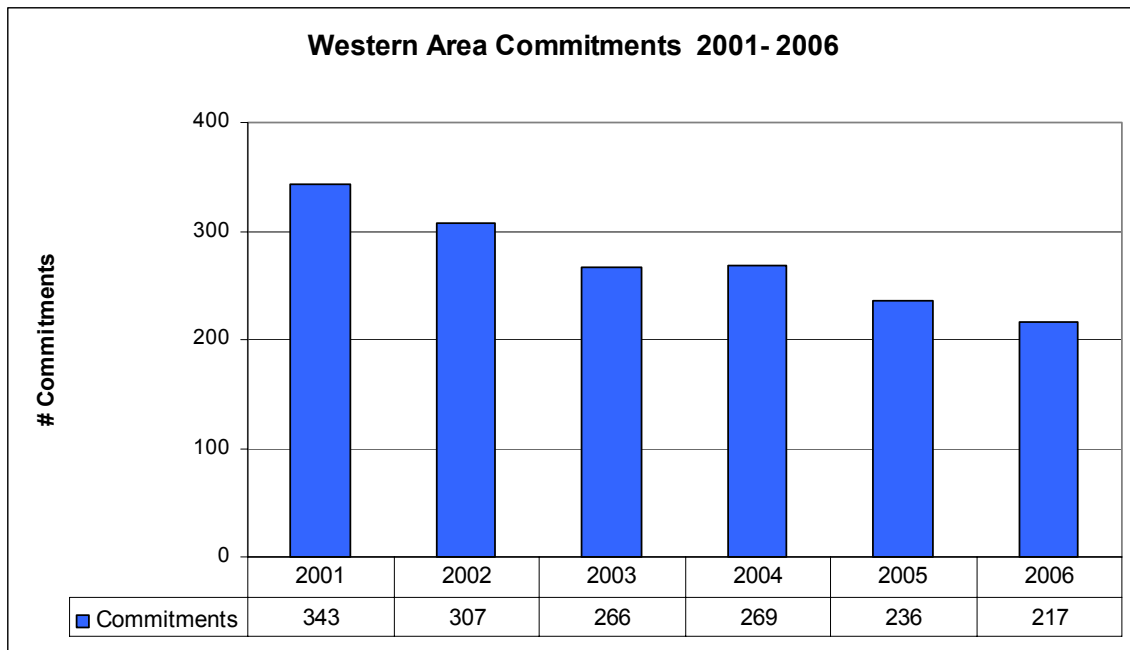
- Juvenile Detention Alternatives Initiative (JDAI – See Special Initiatives):** The Juvenile Detention Alternatives Initiative (JDAI), developed by the Annie E. Casey Foundation (AECF), is a juvenile justice reform initiative focusing on reducing overuse of secure detention in the juvenile justice system. In October 2006, Massachusetts was designated as a JDAI site by the AECF and Worcester and Suffolk Counties were designated as the two pilot sites for detention reform in Massachusetts. Both counties began holding monthly steering committee meetings with their local group of stakeholders in 2006. The Worcester County Pilot Site Steering Committee includes representatives from the Departments of Probation, Mental Health, Social Services, and Youth Services, Worcester Police Department, Worcester County District Attorney’s Office, Worcester Juvenile Court, Committee for Public Counsel Services, Worcester Public Schools, and the provider community.
- “Doc” Wayne League:** DYS residents in the four programs in the Allen Hall building participated in the “Doc” Wayne recreation league. During the winter of 2006/2007, they participated in a full schedule of basketball, and in the fall of 2007, they are hoping to expand the program to include the girls’ programs at the new Zara Cisco Brough facility in Westboro . The league is run through Justice Resource Institute (JRI) and its “Doc Wayne” fund.
- Why Me?/Make a Wish Foundation:** During the 2006 Holiday season, DYS staff bought gifts and residents from all the secure programs in the Central Region wrapped the gifts to donate to either the “Why Me,” or the “Make A Wish Foundation.”
- Performance-based Standards (PbS – See Special Initiatives):** PbS is an acronym for Performance-based Standards for Youth Correction and Detention Facilities program. It provides a system of national standards and outcome measures for juvenile agencies and

facilities to use to improve conditions of confinement. Worcester Secure Treatment and Westboro Secure Treatment are long-time participants of the PbS program, while the Westboro Reception Unit and Robert F Kennedy (RFK) Secure Treatment Program in Westboro became PbS sites in December, 2006.

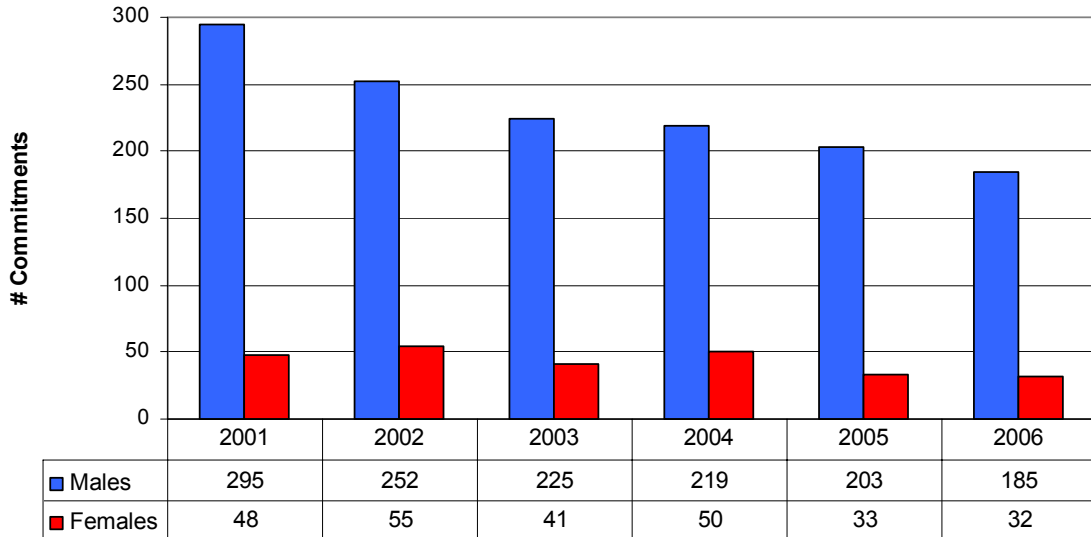
- Going “Green”:** One of the priorities of the Central Region is to convert their programs into environmentally-friendly facilities. For example, all kitchens in the region are now using biodegradable plates, cups and utensils. In addition, many programs began their own recycling programs for paper and plastic. On the Westboro campus, the Hampshire Educational Collaborative (HEC) developed a partnership with Abitibi Recycling. A white paper (also includes newspapers and magazines) recycling program was implemented and HEC receives a share of the proceeds from the recycling program that it can then invest in materials and activities for DYS classrooms.

IV. WESTERN REGION

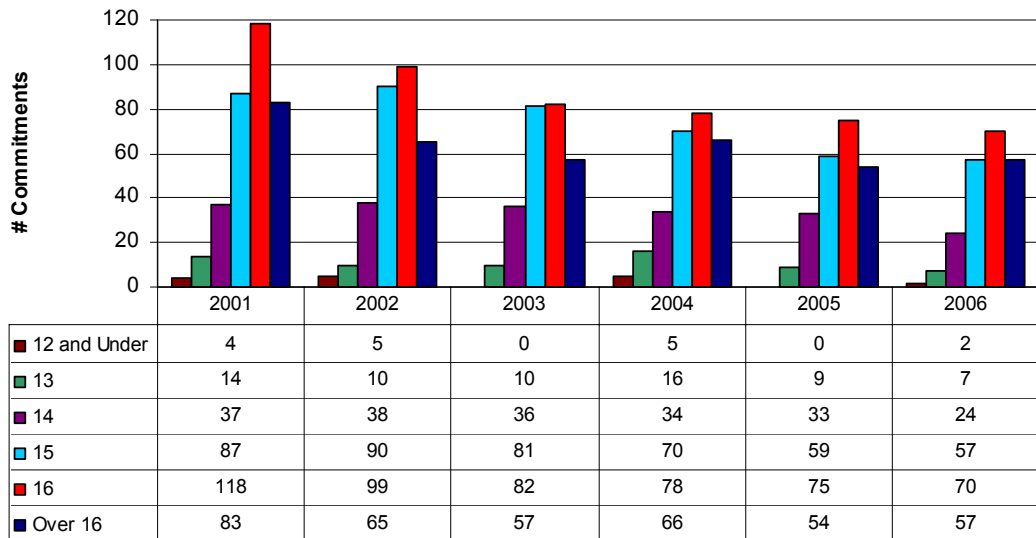
The Western Region, based in Springfield, covers Berkshire, Hampden, Franklin and Hampshire counties, and the town of Athol. In 2006, 217 youth were committed to DYS from the Western Region. The majority of these youth were males of color over the age of 15 who were committed to DYS for offenses against persons or property.

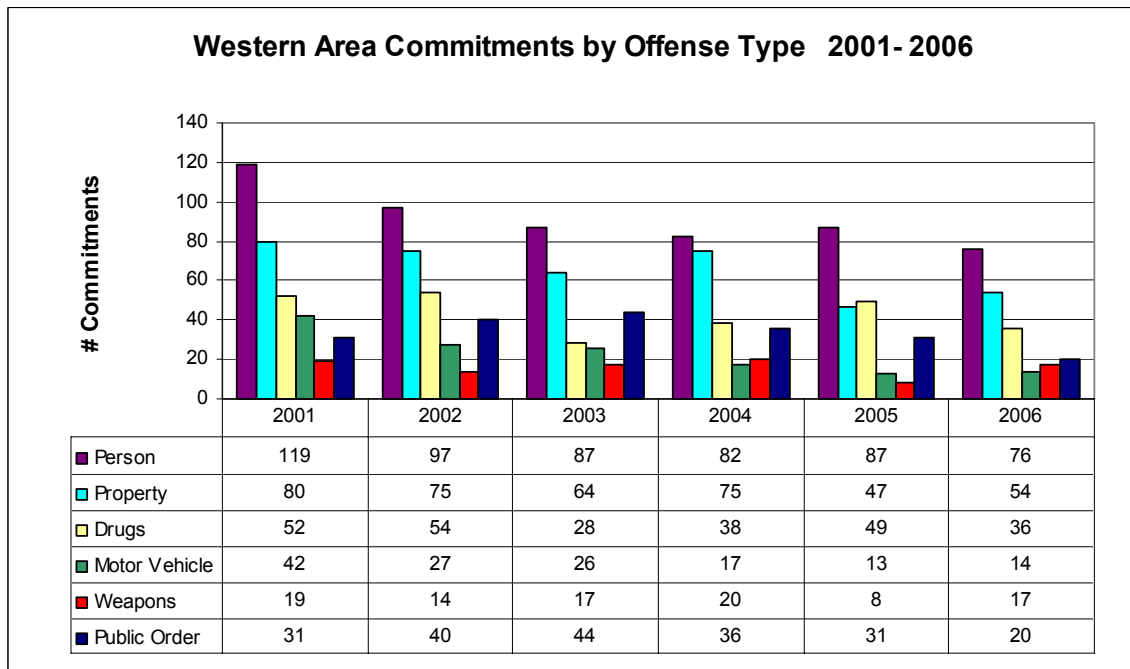
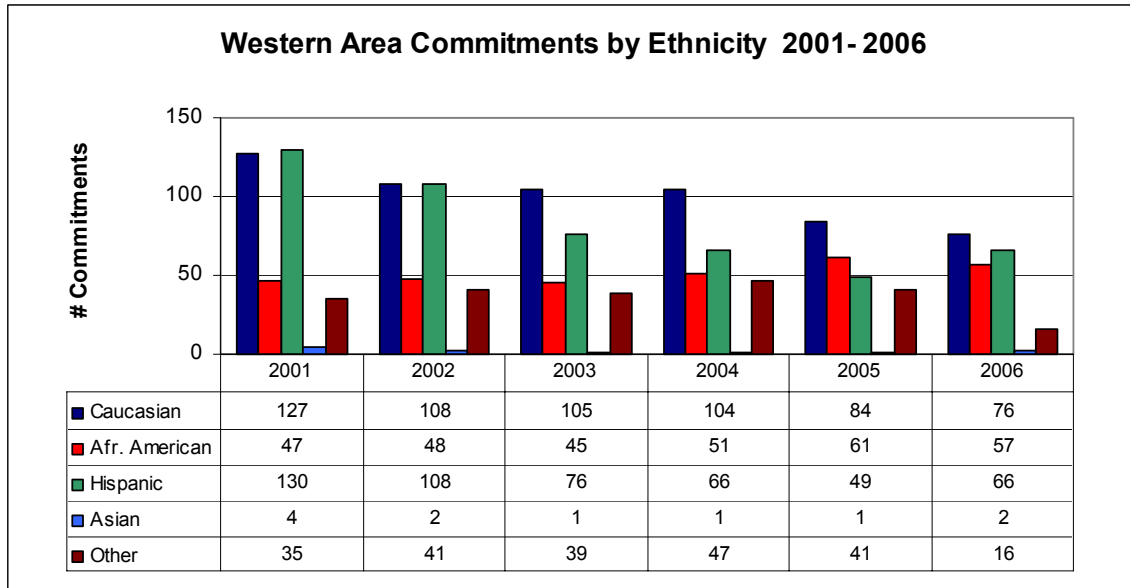


Western Area Commitments By Gender 2001- 2006



Western Area Commitments By Age 2001- 2006





Western Region initiatives in 2006 included:

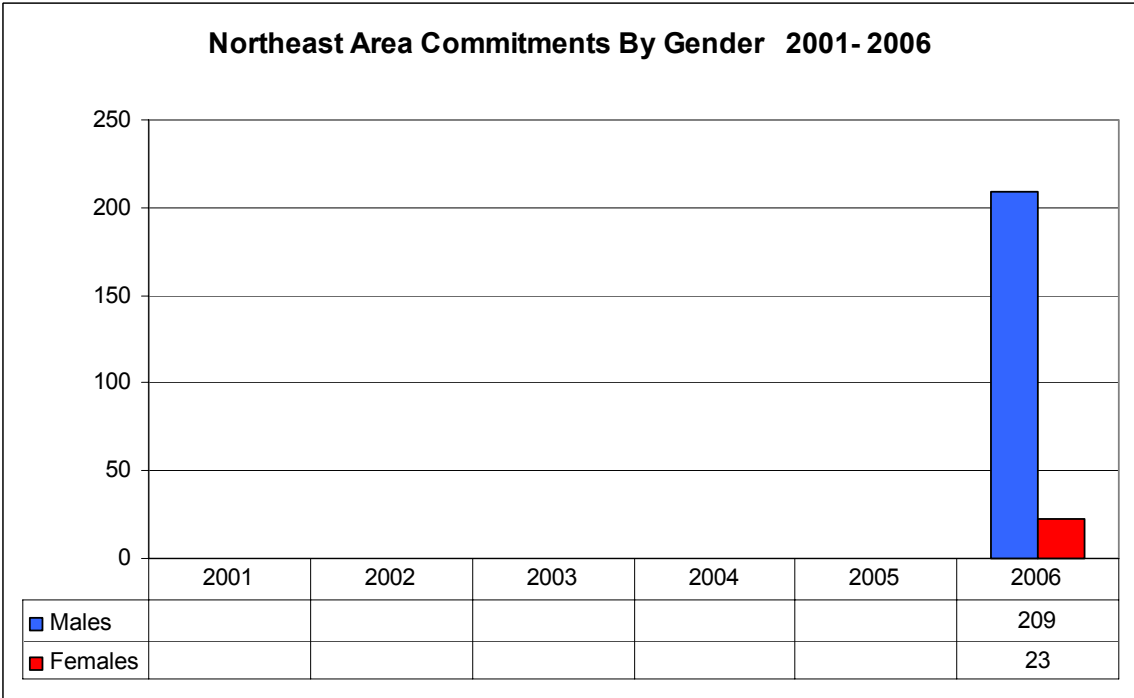
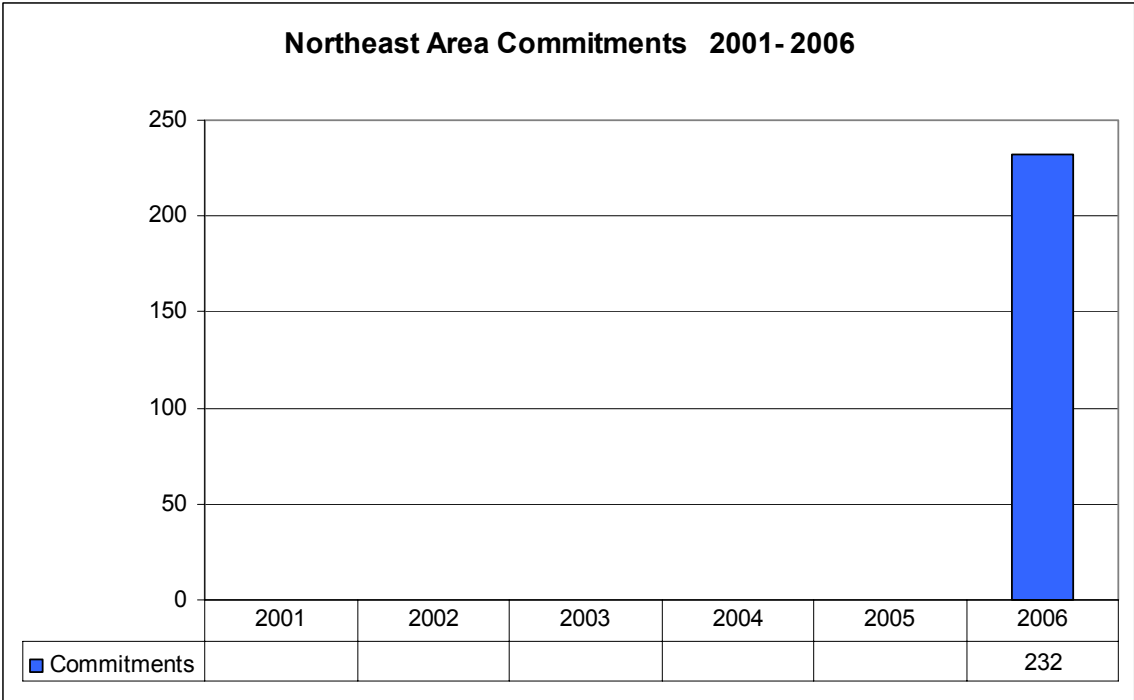
- The Youth Reentry Initiative:** In 2006, the DYS Western Region implemented the Youth Reentry Initiative, a collaborative effort between the Springfield Police Department Youth Aid Bureau (YAB) and DYS. DYS youth from the City of Springfield, accompanied by their DYS caseworkers, are required to schedule an intake interview with YAB staff as part of their community reintegration plan. The focus of this interview is to discuss the youth's relapse plan and review the specific conditions of the youth's Grant of Conditional Liberty. In addition, the police provide additional

monitoring of DYS clients, and as a result, the initiative has proven to be an effective tool to enhance supervision of DYS clients in the community.

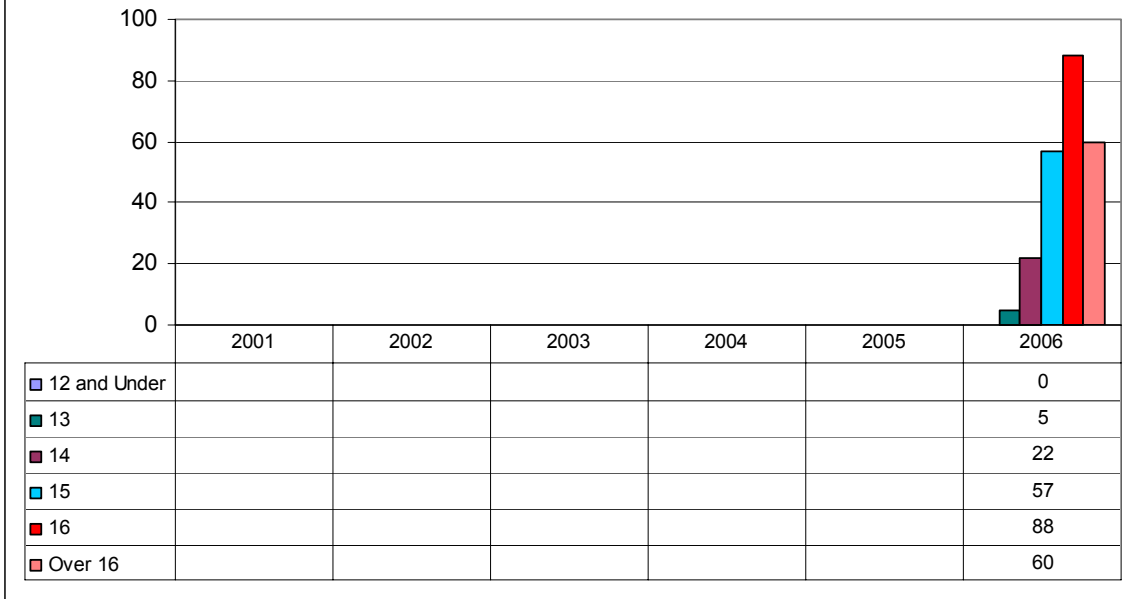
- **Putnam Vocational Program:** DYS piloted a vocational training program for 25 clients, in partnership with Putnam Vocational High School in Springfield, the Commonwealth Corporation and Massachusetts Career Development Institute (MCDI). Clients attended the program from 3:30 p.m.– 6:30 p.m., Monday through Friday for ten months. As part of this program, clients were offered instruction in culinary arts, sheet metal fabrication, carpentry, automotive repair and maintenance, graphic arts and auto body repair. Instructors from the Putnam Vocational High School provided instruction and staff from MCDI and the Springfield Community Reentry Center (CRC) provided on-site supervision. The program held its first graduation ceremony in June, 2006 and fifteen (15) DYS clients graduated from the program.
- **Center for Health and Development/Holyoke CRC – Vocational Mentor Program:** In partnership with Commonwealth Corporation, the Center for Health and Development (CHD), and DYS, ten (10) clients from the Holyoke CRC participated in a program which offered job-readiness training, mentoring, and assistance with job searches and nine (9) clients completed the program. The components of the program included classroom instruction on job-readiness, followed by matching a youth with a mentor from CHD to provide individual guidance and support as the client entered the workforce. The CHD staff provided the mentoring, in addition to their regular employment responsibilities, and was able to make strong connections with the youth. The program culminated in a graduation ceremony in July of 2006 where clients received a portfolio of their accomplishments and an updated resume.
- **Amer-i-Can/Robert F. Kennedy Action Corps (RFK) Secure Treatment:** In cooperation with the Black Men of Greater Springfield and the James Brown Foundation, residents of the RFK Secure Treatment program participated in the Amer-i-Can program, a 90-hour self-esteem and life management skills curriculum. Volunteers from the Black Men of Greater Springfield attended the program twice per week to facilitate classes which focused on goal setting, problem solving, motivation, employment search, effective communication, emotional control, and financial stability.

V. NORTHEAST REGION

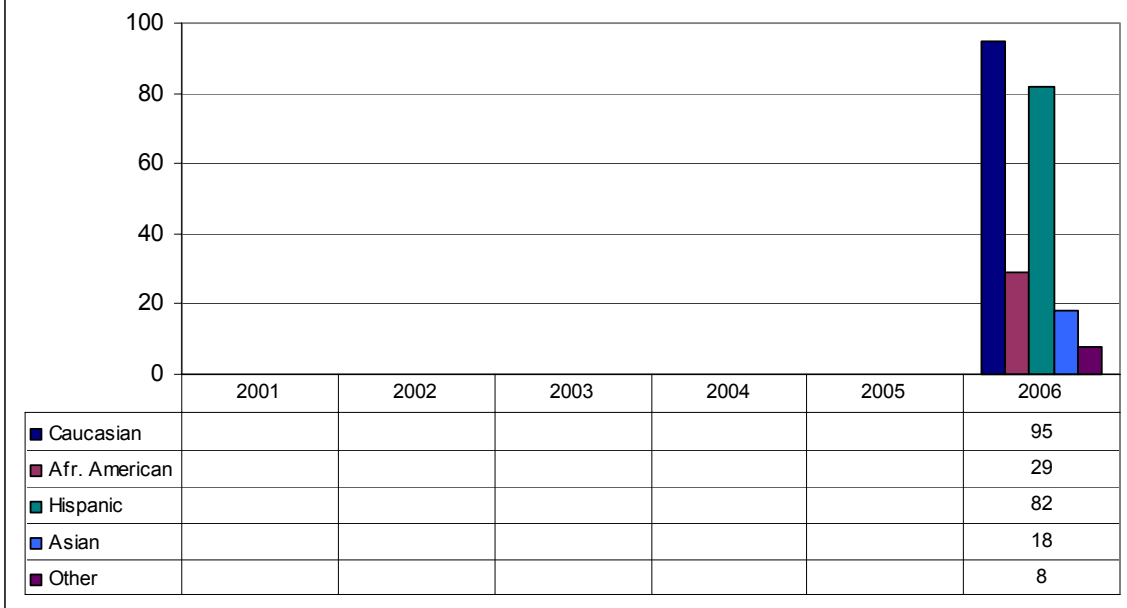
The **Northeast Region**, based in Lawrence, serves the cities and towns that comprise Essex and Middlesex counties. Closed in February 1997 as a result of state budget cuts, staff and many direct service programs from the Northeast Region were relocated to other DYS regions. Realizing the long-term impact of closing this region on youth rehabilitation and public safety, and recognizing the need for a continuum of services within the Northeast, DYS formally restored the Northeast Region. In 2006, 232 youth were committed to DYS from the Northeast Region. The majority of these youth were males of color over the age of 15 who had committed offenses against persons or property.

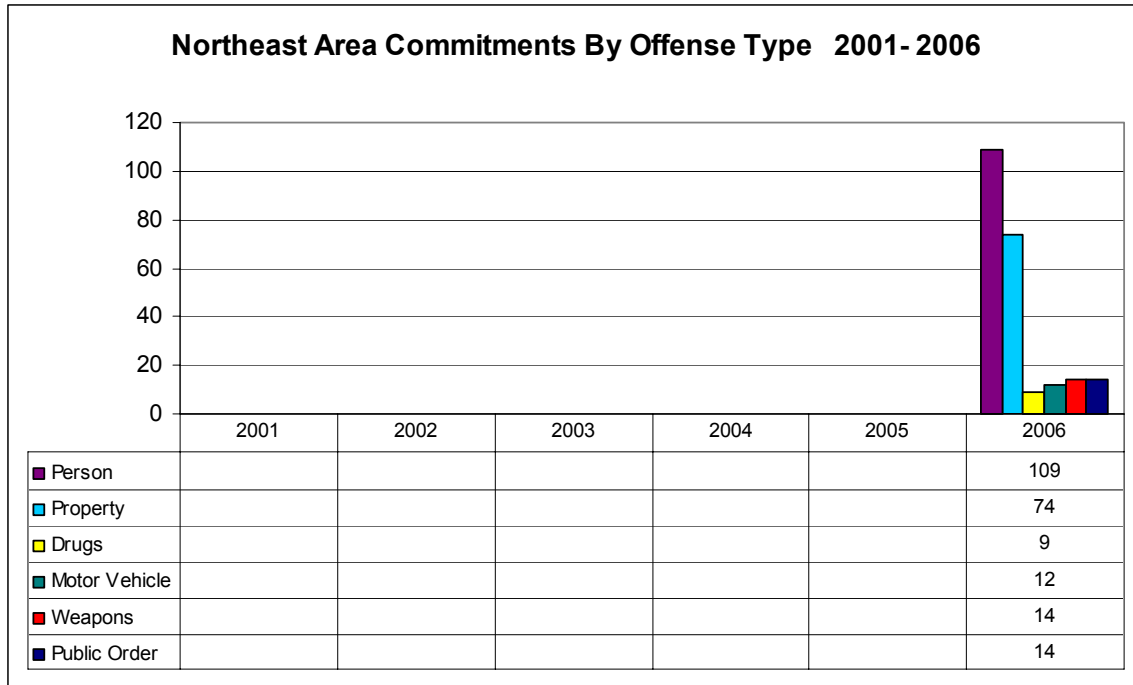


Northeast Area Commitments By Age 2001- 2006



Northeast Area Commitments By Ethnicity 2001- 2006





Northeast Region highlights in 2006 included:

- DYS staff began oversight of the Essex County caseload and the development of the Northeast Regional Review Team. This team became fully operational, overseeing the Essex County caseload in August of 2006 and the Middlesex County caseload in November of 2006. During that same time period, the Lawrence, Lynn, and Salem Community Reentry Centers (CRC) were operating within the region. Later in 2006, management of the Somerville, Framingham, and Lowell CRCs was transferred from the Metro and Central Regions to the Northeast Region. The Region now responds directly to the needs of Middlesex and Essex County and is working toward serving youth from these counties closer to their home communities.
- In 2006, DYS staff finalized the move to the Northeast Regional Office at 360 Merrimack Street in Lawrence next to the Lawrence Community Reentry Center.
- DYS staff, working with the Northeast Family Institute (NFI), established a 12-bed assessment/short-term program for females in Amesbury, MA. Moreover, two proposals were written to open a male revocation unit and a male pre-trial detention center in the Northeast Region. In addition, several existing provider contracts were amended to meet the needs of the Northeast clients and their families. These activities represented the Department's continuing commitment to direct service delivery within the Northeast corridor of Massachusetts.
- Finally, DYS staff continued to develop and enhance the linkages and collaborative relationships with Essex and Middlesex County criminal justice, law enforcement, education and community-based agencies as part of the "restoration" of the Northeast Region.

PROGRAM SERVICES

All DYS programs address the educational, psychological, and health needs of each client. Security and safety in locked secure and staff secure facilities are maintained by intensive staff supervision of clients, structured programming, including clinical interventions, education, structured recreation, and staff advocacy services. Following placement in secure facilities, juvenile offenders are placed in residential group homes, foster homes or at home with their family of origin with supportive services including supervision and support services through the Department's community reentry centers. The Department also operates several secure and staff-secure detention programs which provide care and custody for youth who are awaiting trial.

I. Victim Services

In 2006, the DYS Victim Services Unit (VSU) processed thirty (30) new certifications for Notice of an Offenders' Release and made more than one hundred (100) notifications of a change in the juvenile's status or placement. In addition, the VSU provided ongoing outreach and education to DYS staff, state and local organizations and the public. In total, more than six hundred (600) people received information on the DYS system and the services available to victims in 2006.

Other highlights included:

- In April 2006, the VSU was recognized for its commitment and outstanding service to victims of juvenile crime in Massachusetts. Presented by the Attorney General and the Massachusetts Victim Witness Assistance Board at the 2006 Victim Rights Conference, VSU was selected as the recipient of this prestigious award amongst all victim service organizations, state and community-based agencies.
- In May 2006, four staff members completed a forty-hour training on Victim Impact Panels, sponsored by the Plymouth House of Correction. The curriculum was developed by the California Youth Authority (CYA) in conjunction with Mothers Against Drunk Driving (MADD) and is used by adult and juvenile agencies to promote victim education and awareness. An eight-week class was successfully completed at Goss Secure Treatment Program and will be replicated throughout the DYS regions. This program compliments the short curriculum developed by the VSU which is used in DYS community reentry centers. Both curricula address the impact of victimization, criminal thinking errors and accountability.
- In June 2006, the Massachusetts Office for Victim Assistance renewed the Victim of Crime Act (VOCA) grant which pays for the salary and administrative expenses of the statewide Victim Advocate. As a result of excellent performance and ongoing compliance, the VSU has received funding from this agency every year since its inception in October 2000.
- In October 2006, VSU provided in-service training to staff on domestic violence. The topics on the agenda included myths and misconceptions, cycle of violence and the Abuse Prevention Act. This class and other trainings are offered under the Program Services for Staff Initiative. This Initiative includes an array of services such as case consultation, resources and referrals for DYS staff who are assaulted or injured in the workplace, victims of domestic violence or workplace violence, victims and witnesses to tragic incidents or for those staff who suffer from vicarious trauma and secondary victimization as a result of their daily work.

The Victim Services Unit is a member of the Community Crisis Response Team, the Massachusetts Coalition for Sex Offender Management and the Governor's Commission on Sexual Assault and Domestic Violence - Justice and Accountability subcommittee. DYS is also an active participant in regular meetings with the Massachusetts District Attorneys' Association and Criminal History Systems Board, organizations which strive to expand and enhance the services to victims of crime throughout the state.

II. Female Services

Recognizing that the needs of female offenders are different than those of the young men in DYS, the agency has made significant changes to its continuum of care and enhanced its programming for females:

- Re-allocated girls beds by region and service type;
- Re-designed the girls' continuum of services, including the Northeast Region;
- Began construction of the new Zara Cisco Brough Center in Westboro.
- Participated in the Suffolk County Teen Prostitution Prevention Project (TPPP). The Project includes a multi-disciplinary team consisting of an Assistant District Attorney, the police, DSS, victim-witness advocates, youth legal advocates, the Probation Department, medical providers, community organizations, and various mental health and substance abuse consultants, all dedicated to combating child sexual exploitation. In 2006, representatives from community-based, federal, and state agencies, including the DYS, signed a Memorandum of Understanding (MOU) reflecting their commitment to a set of protocols to assist girls and young women who have been exploited through prostitution.

In 2006, the number of females committed to DYS care decreased from 17% of the total population to 15.3% (from 417 in the year 2005 to 349 in the year 2006.)

III. Educational Services

The Department operates system-wide educational services for youth who are residing within DYS facilities. These services are designed to prepare youth to reintegrate into the community and make a successful transition to school, job training or employment.

The Department continues to improve the delivery of educational services to youth in custody. In October 2002, DYS awarded its statewide education contract to the Commonwealth Corporation's Center for Youth Development and Education (CYDE). With their leadership as the Lead Entity for Education (LEED), and the support and assistance of the Department of Education along with the Hampshire Education Collaborative, which holds the direct service subcontract for educational services, youth in our care and custody have shown considerable improvement. This is a unique public/private partnership which has provided the agency with the capacity to drive the development of a first rate core educational system.

Accomplishments included:

- Creating an agency-wide educational assessment/student planning process;
- Instituting a system-wide curriculum;
- Implementing teacher and student performance evaluations;
- Developing a teacher recruitment and retention plan; and
- Establishing a program of professional development focusing on integration of the arts into the core academic curriculum for teachers serving youth in DYS residential facilities.

Among the most significant achievements in 2006 were:

- **Classroom Technology/Internet Access:** The Department of Youth Services applied for and was approved for federal E-rate discounts for the fourth consecutive year by the Universal Service Administrative Company (USAC) Schools and Libraries Division. These discounts were used to provide internet access to youth in 33 education sites, involving 52 education programs operated by or under contract with DYS. The installation of internet connections in classrooms at these sites made internet access available to more than 1,400 students and teachers during 2006. The approval of E-rate discounts has helped the Department achieve its mission and vision for education which is to prepare students to be lifelong learners.
- **Massachusetts Comprehensive Assessment System (MCAS):** In 2006, the rate at which DYS youth participated in Grade 10 MCAS for the first time continued to rise. The percentage of youth who passed the Grade 10 English Language Arts (ELA) test increased to 71% in 2006 from 51% in 2005. Moreover, the percentage of youth who passed the Grade 10 Mathematics test increased to 42% in 2006 from 38% in 2005.
- **Post-Secondary Transition:** Through an Interdepartmental Service Agreement (ISA) with Bunker Hill Community College (BHCC), youth were given opportunities to pursue post-secondary education. DYS youth who had earned a high school diploma or General Educational Development (GED) diploma were eligible to register for nearly 50 college courses including English, mathematics, college writing, sociology, psychology, accounting and business through the distance learning program at BHCC. Twenty-four (24) youth with either high school diplomas or GED certificates enrolled in these courses while residing in DYS residential facilities.

IV. Clinical Services

The DYS Clinical Services Unit utilizes a cognitive behavior skills-based approach for youth in its care. Youth in DYS residential programs receive clinical services that focus on skill development, accountability, and relapse prevention. The Clinical Services Unit initiated significant change and enhancements to its array of services in 2006, including:

- Establishing the DYS Clinical Advisory Council (CAC) to develop standards of clinical care within the Department. The CAC is chaired by the Director of Clinical Services and includes clinical directors from the provider community, as well as from the Department.
- Endorsing the use of Dialectical Behavior Therapy (DBT) as the treatment approach to be used across the DYS continuum of residential care. To reach the goal of training all clinicians in DBT, the CAC endorsed the DBT on-line curriculum developed by Marsha Linehan of the University of Washington - Seattle. In 2006, all clinicians serving DYS

- youth that had not been trained previously in DBT, received the DBT on-line course. This on-line training established a baseline level of clinical training across the continuum.
- Focusing on the development of treatment tracks for youth entering the DYS system. As part of this effort, Dr. David Burton, a nationally known expert on the treatment of juvenile sex offenders, presented a course to both state and provider clinicians who were working with this population. The twelve-session course included readings, lectures, and exams which focused on evidence-based practices for treatment of juvenile sex offenders. The training was well received and clinicians requested that it also be offered to caseworkers and program staff. The Clinical Services Unit, in conjunction with the statewide Sex Offender Management Coalition, sought and obtained federal funding to expand this training in 2007.

Finally, in 2006, the Clinical Services Unit, in partnership with the Department of Public Health (DPH) and the Department of Social Services (DSS), was awarded the Garrett Lee Smith Grant for Suicide Prevention. The funds awarded to DYS supported two Family Intervention Specialist (FIS) positions. These positions were established to work with families of DYS committed youth and youth in pre-trial detention who experienced suicidal thoughts or actions. The Family Intervention Specialists met with the families of these youth to offer support and guidance. The grant will fund these positions for an additional two years.

V. Health Services

The Department of Youth Services provides a full spectrum of health services to all clients who are in out-of-home placements. Health care professionals are available on site in all secure treatment and staff secure facilities, and in 766-approved residential schools. Local health care providers are utilized to meet the health care needs of those clients in community-based residential programs.

The focus of health care services for clients in pre-trial detention is urgent and emergent care. The goal is to alleviate any painful condition, prevent deterioration of any existing condition and prevent the spread of disease to other clients or staff. All clients receive an evaluation by a health-trained individual at admission and an assessment by a licensed health care provider within 24 hours of admission in order to identify any current health problems (acute or chronic) and to determine whether the client is on medication which needs to be continued while in custody. All detained clients are offered screening for sexually transmitted diseases.

Health care goals for adjudicated clients include a complete history and physical exam by a physician, nurse practitioner or physician assistant unless already completed during the youth's stay in detention. This is repeated annually while the client is in an out-of-home placement. Immunization status is reviewed and immunizations are updated as required. The Department provides all immunizations recommended for adolescents by the Massachusetts Department of Public Health. Clients are also screened for tuberculosis, STDs, and for other diseases indicated by their history. A dental examination and treatment are also scheduled as soon as possible after commitment.

All DYS clients have access to sick call at least three (3) days per week and receive HIV/STD Risk Reduction education. They are also offered HIV counseling and testing.

Health services are provided to the secure programs through contracts with hospitals or health care agencies in each of the DYS regions. In 2006, there were four contracts in place for the provision of health services in the regions:

- Metro Region – Carney Hospital;
- Central Region – University of Massachusetts Medical School;
- Southeast Region – Healthcare of Southeastern Massachusetts; and
- Western Region – Baystate Medical Center.

These contracts provide primary care delivered on site by health staff during daytime hours, Monday through Friday, and Saturday mornings.

In the community, **The Girl’s Health Passport Project (GHPP)** was originally developed by the Juvenile Rights Project (JRAP) at Boston College Law School in 2004 under the direction of Professor Fran Sherman. Supported by the Jessie B. Cox Trust, the Girls’ Health Passport Project focus is to connect DYS girls in the community to local health care providers through the use of a nurse placed at a community reentry center (CRC). In 2006, more than 30 young women in the Boston area participated in the innovative nurse practitioner health services delivery model implemented through the GHPP and the Still We Rise girls’ CRC in Roxbury.

A new initiative, **The Massachusetts Health Passport Project (MHPP)**, began in November 2005 with a six-month planning grant awarded to an evaluation team at the Eliot-Pearson Department of Child Development and the Department of Urban and Environmental Policy and Planning at Tufts University. The team collected and analyzed data from several sources on the health care needs and preferences of girls in Boston (GHPP), and in two potential expansion sites: Worcester and Brockton. GHPP is currently being expanded in Worcester, in partnership with the Great Brook Valley Health Center, which replicates the Boston program. The Tufts evaluation team also conducted a needs assessment, similar to the one conducted for girls, which focused on the MHPP expansion to include boys.

VI. Substance Abuse Services

In 2006, the Department of Youth Services, through new contracts and enhanced services, improved its delivery of substance abuse services for detained and committed youth. The Institute for Health and Recovery (IHR), a new substance abuse services vendor, was awarded a contract to coordinate substance abuse treatment services for youth in DYS custody, beginning July 1, 2006. The contract provided for five (5) Regional Substance Abuse Specialists to assist staff in developing a comprehensive continuum of care for detained and committed youth and their family members affected by substance abuse, co-occurring mental health disorders, and trauma.

The highlights in 2006 included:

- In each of the five DYS regions, Regional Substance Abuse Specialist staff convened meetings of local providers of substance abuse treatment and drug testing services to address substance abuse assessment, treatment and testing-care needs for DYS youth in their communities.
- Substance Abuse Specialist staff provided technical assistance and support to the DYS Policy Committee and Legal Department in the development of policies addressing youth substance use disorders treatment and testing.
- Regional Substance Abuse Specialists continually reviewed and made recommendations regarding appropriate curricula to use with special populations of DYS youth about substance use disorders, including gender-specific curricula for girls' programs, General Educational Development (GED) diploma and educational settings, and parenting teen groups. These recommendations were made available to Community Reentry Center (CRC) staff, to residential program staff, and to outpatient providers of substance abuse services.
- Substance Abuse Specialists presented training to DYS residential and community staff on gender-specific issues and on trauma-informed care for youth.
- Substance Abuse Specialists drafted a new training curriculum for training all DYS and vendor personnel on the DYS substance use policies.

Substance Abuse Treatment, Testing and Referral

Substance Abuse Specialists assisted regional staff in identifying DYS youth in need of substance abuse treatment and locating treatment providers that could potentially serve them. A detailed referral process, including cover sheets and referral information, was developed with DYS caseworkers for each DYS youth needing substance use treatment. This allowed each CRC to have linkages with selected substance abuse treatment providers, thus increasing each youth's treatment engagement and compliance.

Training

Substance Abuse Specialists also completed planning for training to be provided in each region for DYS caseworkers. The training curriculum will be delivered over four hours, encompass basic information about substance use and abuse in youth, and will orient DYS staff to the expectations for treatment and testing of youth in the community.

Assessment Prior to Release to Community

Substance Abuse Specialists continued to work on implementing and enhancing an ongoing process for identifying newly committed youth in need of substance abuse treatment prior to release to the community. The goal is to arrange for an assessment by a community substance abuse treatment provider while a newly-committed youth is in the assessment unit, or is about to undergo the 30-day pre-release review process, so that individual and group treatment can begin during the first week following a youth's return to the community.

ADMINISTRATION AND FINANCE

I. Fiscal Highlights

In 2006, the DYS budget was \$144,671,383 which funded the following four broad categories of services:

DYS Budget – 2006

Administration	\$4,791,575
Community Services	\$21,038,530
Pre-Trial Detention	\$19,642,022
Residential Services	\$99,199,256
Total	\$144,671,383

The DYS FY'06 budget represented an increase of 8.8% over the prior year. The increased funding allowed DYS to continue the Safety First and Female Services initiatives implemented in FY'05. The Safety First Initiative established a critical network of resources to address the needs of a growing number of detained and committed youths with serious mental health issues. DYS enhanced both the clinical programming and the salaries of those providing mental health services in order to attract and retain qualified professionals. Rigorous training programs were developed for suicide prevention and medication administration. Additional direct care staff was hired to better supervise clients in crisis.

The Female Services Initiative funding allowed for increased compensation for clinicians in programs for females in order to attract qualified professionals. Psychiatric stabilization services were obtained for young women in crisis and an independent living program was established for females transitioning back to the community from residential settings. Finally, a Director of Female Services was hired to oversee statewide programming, develop gender-specific policies and procedures, and to drive an agenda for improved services for young women in DYS care.

In FY'06, \$2.5 million in funding was earmarked in the Department of Education's budget for increases in DYS teacher salaries. The funds were used to enhance teacher salaries in order to attract and retain qualified and certified educators.

Collaborative efforts with the Departments of Public Health, Education, and Social Services, the Executive Office of Public Safety, and the Massachusetts Office of Victim Assistance provided more than \$3 million in additional funding for HIV/AIDS treatment and prevention services, substance abuse treatment services, education and school lunch funding, victim assistance programs, alternative lock-up programs, and a pilot reentry violent offender program in the Metro region.

Finally, the Department continued to restore some of the critical oversight functions lost during the budget cuts of the 1990's. DYS proposed to increase the number of full-time positions in the annual spending plan and the types of positions that were added in 2006 included clinical staff, program monitors, an investigator, contract specialist, and two assistant commissioners to oversee program operations and program services. This restoration of full time positions was critical to the safe and efficient operation of the agency and its programs, and returned the staffing level of the agency to its level in FY'01.

II. Purchase of Service (POS) Contracts Highlights

In 2006, DYS hired a new Purchase of Service Director and Contract Specialist and began working with EOHHS on the Performance-Based Objectives initiative. The DYS Contracts Unit completed the initial steps for this initiative by including basic language regarding Performance-Based Objectives in all POS Request for Responses (RFRs).

Nine RFRs were issued and awarded for the procurement of residential services and substance abuse services previously obtained under contracts that were five to seven years old. Three of those RFRs were required due to the re-establishment of the Northeast Region.

In 2006, the Legislature provided initial funding to increase DYS teachers' salaries with the goal of reducing teacher turnover rates in DYS programs and to ultimately improve outcomes for students. The Contracts Unit, in collaboration with the Education Director, documented teacher licensing salary levels and amended 31 provider contracts to distribute the \$2,550,000 funds from the Department of Education's 7027-1005 appropriation.

In addition, the Contracts Unit revised the prequalification/requalification process in compliance with EOHHS POS Program Integrity guidelines, and amended 75 contracts to include EOHHS Salary Reserve funds to augment direct care salaries.

The 2006 POS budget was:

4200-0100	Community	\$ 9,459,883
4200-0200	Detention	10,729,514
4200-0300	Residential	70,955,688
7027-1005	Education	2,550,000
4800-0038	Services Children	15,000
4512-0200	Alcoholism	50,000
4512-0103	AIDS Program	<u>101,500</u>
Total POS		\$93,861,585

III. Capital Projects

Over the course of the last several years, the Department has made considerable progress in both constructing new facilities and maintaining the older buildings in which we operate. Our focus has been on providing safe and secure buildings, operating our facilities as efficiently as possible, and creating more pleasant environments in which to live and work. DYS capital projects for 2006 included:

- In excess of \$500,000 was spent in the category of Deferred Maintenance, which covers the cost of repair projects that deal with life, safety or health issues. These projects generally exceed \$10,000 and are not part of the regional operational budget.
- Through the Design Selection Board at the Division of Capital Asset Management (DCAM), DYS advertised for building design studies to replace four outdated facilities - Northeast Regional Operations Center in Middleton, Southeast Youth Service Center in Taunton, the Connelly Youth Service Center in Roslindale, and the Terri Thomas

program in Springfield, MA. The combined cost of the studies to replace these facilities is \$1,275,000.

Construction commenced in 2006 on the new girls' facility in Westboro. Work also began to upgrade the electrical capacity and the installation of a new central air conditioning system for the residential wings of the Sharp building in Westboro.

IV. Information Technology

The DYS Systems Unit is responsible for all the deployment and support of computing technologies, network infrastructure, and related communications technology for DYS. In 2006, all 750 DYS administrative computers were replaced. The new computers were leased for three years. Leasing computers allows DYS to stay current and control costs by refreshing our technology every three years at a fixed cost.

Other accomplishments in 2006 included:

- The DYS network infrastructure was improved by upgrading the regional offices file and print servers.
- Help Desk response for the DYS community-based programs was improved by installing software that allows Central Office Information Technology (IT) staff to remotely connect to support these locations.
- Internet access was provided on our educational network to 180 classrooms located in 51 programs across the state.
- Three new access database applications were deployed to support specific functions not addressed in The Youth Services Information System (YSIS): (1) The Serious Incident Tracking system is operated by the DYS Communication Information Center (CIC) to track and report incidents agency wide, twenty-four (24) hours per day, seven days per week; (2) All DYS and provider employee training courses are tracked in a Training Database; certificates are printed upon course completion; and (3) DYS has the ability to conduct client clinical assessments remotely via laptop through the Clinical Assessment System.
- The telephone systems were upgraded at three DYS locations: (1) Judge Connolly Youth Center in Roslindale; (2) Grafton Secure Treatment Program (Oaks A) and the Grafton Girls Program (Oaks D); and (3) the Northeast Regional office in Lawrence, MA.

Finally, in 2006, a procurement management system team, comprised of a cross section of DYS staff, completed a 9-month vendor selection process for the creation of a new Juvenile Justice Case Management System (JJCMS). This team tentatively selected a vendor to create the new database management system.

V. Training Opportunities

The Department of Youth Services Training Department was involved in a variety of training efforts in 2006. The goal of the DYS Training Department is to support both DYS and provider staff by offering them the tools to assist a youth's return to the community as a useful constructive citizen. Each new direct care employee participates in three weeks of basic training which includes two weeks (80 hours) of classroom instruction and one week of on-the-job training. Basic Training is offered monthly at the Training Academy currently located in Shirley, MA. Training is offered two additional times during the year for the programs located in the

southeast region. The Training Academy works in partnership with the Department's Human Resources Division and issues an Identification Card (ID) upon completion of the 80-hour Basic Skills training. The curriculum, developed by DYS Training staff, was made available to other states in 2005 through the National Institute of Corrections (NIC) Information Center.

In addition, the Training Academy provides recertification courses and supplemental courses to respond to the needs of DYS staff and providers. Recertification includes CPR, First Aid, and crisis training. This recertification is offered multiple times a month in various locations and is valid for one year. Annually, staff is also recertified in Suicide prevention conducted by their Regional Clinical Coordinators and Program Managers. All ID cards for direct service workers have a one-year expiration date which ensures that employees complete the annual recertification training.

Additional courses offered by the Training Academy include Supervisor training, Basic Skills Refresher, Foundation Skills Training and other courses as needed by the Department. The training academy also provides to all state employees the four state-mandated trainings in sexual harassment, diversity, workplace violence prevention and domestic violence prevention.

In 2006, the Training Department continued to collaborate with other state agencies in the Commonwealth. It conducted five (5) regional trainings for the Department of Social Services (DSS) Managers to enhance information sharing among agency staff. In addition, DYS also conducts regular classes for the Department of Corrections. Finally, in 2006, three new major trainings were offered and supported by the Training Academy. These new training initiatives focused on a review of search policies, and state mandates for training in the prevention of workplace and domestic violence and as a result of the enactment of the Prison Rape Elimination Act (PREA) of 2003.

LEGAL UNIT

The DYS Office of the General Counsel (OGC) provides legal representation to the agency and, in appropriate circumstances, for its individual employees. In 2006, the OGC was staffed by a General Counsel, one full-time Associate General Counsel, two part-time Assistant General Counsel, one full-time investigator, an administrative assistant, and legal interns, all located in the DYS Central Office in Boston.

The DYS General Counsel reports directly to the Commissioner and has direct responsibility for providing or supervising the following services:

- Prosecuting Extension of Control cases in the Juvenile Court;
- Defending cases filed at the Massachusetts Commission Against Discrimination (MCAD) and the Equal Employment Opportunity Commission (EEOC);
- Providing litigation support for the Office of the Attorney General, which represents the agency and its employees in civil litigation in state and federal court;
- Assisting DYS staff subpoenaed to appear in court on client cases;
- Leading the ongoing Policy Reform Due Process initiatives;
- Participating in the drafting and review of pending legislation;
- Training on legal issues in the monthly DYS Basic Training program for all new hires, as well as training on policies;
- Providing a legal review on CORI checks;
- Rendering decisions on client revocation and classification appeals;

- Answering legal questions from the field and issuing legal advisories;
- Providing legal advice to the agency as in-house counsel on contract and real property matters, employment, medico-legal, and education issues, record requests, and preparation of MOUs; and
- Serving as liaison to outside agencies.

Extension of Control Cases

In these cases, DYS seeks the Court’s approval for DYS to maintain supervision and sometimes physical custody over clients past their 18th birthdays. In 2006, DYS filed 18 such cases. DYS seeks an extension whenever the Department and an expert evaluator form the opinion that discharge of a client would be “physically dangerous to the public.” A majority of extension clients are sex offenders who have been resistant to participating in treatment, and juveniles who continue to be unusually assaultive even while in a structured DYS environment. The purpose of the extension is twofold: to allow the client to engage in further treatment to improve his/her behavior before being released to the community, and to protect the public. The length of an extension is often one year and some clients enter into extension agreements in order to continue to receive services for a more successful transition to the community. DYS cannot provide services beyond a youth’s 21st birthday. The extension caseload is managed by the two part-time Assistant General Counsels.

Litigation in State and Federal Court

The OGC performs approximately 5-8 presentment investigations per year on tort claims. Once a matter is filed in court (tort, contract, employment, civil rights), the litigation is handled by the Attorney General’s Office and the DYS OGC provides a litigation support function. In 2006, there were approximately three tort and two other cases pending against the agency. Occasionally, the Attorney General’s Office represents the agency in affirmative litigation.

Massachusetts Commission Against Discrimination Cases

Current or former DYS employees are entitled to bring claims of discrimination to the Massachusetts Commission Against Discrimination (MCAD), pursuant to G.L. c. 151B. DYS attorneys represent the agency and its individual employees at the MCAD, an administrative state agency. DYS typically defends up to eight MCAD cases per year, some through full public hearings and appeals. In 2006, DYS had six pending MCAD cases.

Policy Reform Initiative

The OGC is responsible for reviewing and revising DYS policies and regulations. Policy reform is undertaken through review of policy drafts at a statewide DYS Policy Committee, which meets twice a month, followed by a comment period for DYS senior staff members. The goal is to update all DYS policies, convert them to a user-friendly form, make them publicly available, and provide training on them. In 2006, five new policies were executed: three search policies, a contraband policy and a non-smoking policy. Many other policies were reviewed and revised for further discussion in 2007.

DYS Investigations Unit

The OGC is responsible for internal investigations at DYS. All staff is required to file a Serious Incident Report with the Communications Information Center (CIC) in the DYS Central Office

following an incident in a DYS program. In 2006, the OGC reviewed 1,890 serious incident reports to determine if an investigation was needed. The OGC supervises the investigations done by the statewide DYS Investigator and some of the investigations performed by program staff. The OGC and the investigator look for trends and problematic patterns in a program or with a particular type of incident. These observations can lead to recommendations for programmatic or policy and training changes. Many serious incident reports are closed out administratively because no investigation is necessary or the staff response was appropriate. In 2006, the OGC conducted approximately 25 “full investigations” and 28 “administrative reviews.” The General Counsel initiated efforts to improve the quality of DYS investigations and investigation reports, as well as expanded the investigations staff.

Due Process Initiative

In 2006, the General Counsel began a long-term initiative to examine due process considerations in many areas of DYS practice. Among the areas to be examined are classification, revocation and behavior management. Focus groups to shed light on the area of classification were conducted in 2006. Recommendations arising out of these conversations have been presented to the DYS Executive Staff for consideration. Possible areas for change that may result from this initiative are policy and training changes, as well as programmatic and practice changes.

SPECIAL INITIATIVES IN 2006

Performance-based Standards (PbS)

PbS is an acronym for Performance-based Standards for Youth Correction and Detention Facilities program, a major federal initiative that was first introduced across the country in 1995 to improve the safety and conditions of confinement in juvenile facilities. The PbS program provides a set of ambitious goals and standards for individual facilities and agencies and tools to help facilities to achieve these standards through regular self-evaluation. Assessment, detention, and correctional facilities that are part of the PbS program collect certain data from records, reports, and client interviews twice per year and enter the data online through the PbS web site. These data are checked by PbS staff and the results are reported back to facilities in the form of a PbS report showing the facility’s performance. In 2005, there were 8 DYS programs participating in the PbS program: Howland Detention, Goss Secure Treatment, Metro Assessment, Metro Pre-Trial Detention, Worcester Secure Treatment, Westboro Secure Treatment, Westfield Youth Services Center, and Robert F. Kennedy (RFK) Springfield Secure Treatment. At the end of 2006, eight additional DYS programs completed their PbS candidacy site applications in December 2006: Eliot New River Academy, Old Colony Y Secure Detention Unit, Eliot Short Term Treatment Program, Center for Human Development (CHD) Community Assessment Program, Robert F. Kennedy School (Westboro), Goss Secure Detention Unit, Westboro Reception Unit, and the Metro Revocation Unit.

CASASTART

The nationally recognized CASASTART, formerly known as the Children at Risk (CAR) program, is a community-based, school-centered program originally designed to keep high-risk preadolescents free of drug and crime involvement through intensive preventive services and community-based law enforcement activities. The CASASTART program is based on three guiding principles: (1) build resiliency in the child; (2) strengthen families; and (3) make neighborhoods safer for children. These principles are similar to the core operating standards of the Department’s CRCs. The CRCs provide a system of accountability which includes a method

of graduated sanctions and rewards. The Department has also developed strong linkages with community stakeholders that are consistent with CASASTART and its goal of providing preventive services using such linkages.

In 2006, the Fall River CRC was the recipient of a \$50,000 grant from the Department of Public Health to implement a modified version CASASTART program for DYS youth reentering the community. The DYS CASASTART program works with DYS youth in the CRCs. It provides a strong focus on school and/or job placement. The program serves 12-15 DYS clients for an average of three (3) months. In 2006, a total of thirty-seven (37) clients participated in the CASASTART program at the Fall River CRC.

Boston Juvenile Reentry Initiative (BJRI)

In 2002, DYS, in partnership with the Boston Police Department, was awarded a 3-year \$1 million grant from the U.S. Department of Justice to design a model reentry program for serious and violent offenders who pose a significantly higher risk of continued violence and serious crime after release from secure juvenile correctional facilities. The initiative focused on high-risk juveniles ages 14-21 who were under the jurisdiction of DYS and returning to the community after a period of confinement. The target area covered the Roxbury, Dorchester, Mattapan and South End areas of the City of Boston in the DYS Metro Region.

Program operations of the Boston Juvenile Reentry Initiative (BJRI) began in 2003. All youth involved in the BJRI received supervision and support services through a local community reentry center. All clients were assigned a reentry caseworker who worked with each youth through his/her residential confinement and continued through a required period of community supervision. Caseworkers, mentors and residential program staff worked collaboratively to identify community resources for education, vocational services, employment, mental health and substance abuse services. Caseworkers also intervened with families of project participants to prepare them for the juvenile offender's release. As of April 2006, only 22 BJRI juveniles (27%) out of the total 82 BJRI juveniles released to the community had been rearrested and convicted within a year of their release from custody. The overall recidivism rate for all DYS youth is 32%.² As result of the positive outcomes of the BJRI, DYS sought and received state funding in 2006 to continue this program beyond the end of the federal funding period.

Prison Rape Elimination Act (PREA)

The Prison Rape Elimination Act of 2003 (Public Law 108-79) established a "zero tolerance" standard for sexual violence in correctional facilities; made prevention a top priority; and established a National Commission to develop national standards for all public and private correctional facilities serving adult and juvenile offenders in the U.S.

In the fall of 2006, through a technical assistance grant from the National Institute of Corrections (NIC), staff from The Moss Group Inc. came to Massachusetts to assist DYS in the implementation of PREA. As a result of this consultation, in 2006, the Department began planning for a comprehensive training program for employees to identify and disseminate strategies to address, reduce, and ultimately prevent sexual assault in DYS programs.

² The recidivism rate is based on a 1-year reconviction rate of a DYS youth discharged in 2003.

During 2006, DYS drafted two separate policies to cover the requirements of PREA: (1) Staff Sexual Misconduct Policy; and (2) Youth Sexual Misconduct Policy. The policies will be distributed at an initial training roll-out in April and May, 2007.

The PREA legislation also required the Department of Justice (DOJ) Bureau of Justice Statistics (BJS) to collect data on the incidence and prevalence of sexual violence in both juvenile and adult correctional facilities. BJS has been working with Westat, Inc., a survey research firm in Rockville, Maryland to collect reports of sexual violence directly from adjudicated youth in state and local juvenile facilities. Massachusetts volunteered to be one of the pilot sites for BJS to provide feedback on the design and testing of the National Survey of Youth in Custody. DYS staff worked directly with Westat staff in December 2006 when in a pre-test of the National Youth in Custody survey.

Juvenile Detention Alternatives Initiative (JDAI)

DYS was awarded Office of Juvenile Justice and Delinquency Prevention (OJJDP) Formula Grant funding through the Executive Office of Public Safety (EOPS) in 2005 to begin a three-year, multi-phase planning and implementation process to reduce overuse of secure detention in the Massachusetts juvenile justice system and to develop a range of diversion programs and detention alternatives. The long-term goal of the detention reform initiative is to reduce the number of youth held in DYS detention facilities, who can be better served at home, or in the community, and for whom there is little likelihood that the outcome of their juvenile court cases will be a commitment to DYS.

DYS is basing its detention reform effort on the successful Juvenile Detention Alternatives Initiative (JDAI) model developed, implemented, evaluated, and replicated by the Annie E. Casey Foundation (AECF). There are now approximately 80 JDAI sites in 21 states and the District of Columbia, and since its inception in 1992, JDAI has sharply “reduced the average number of kids in detention, increased the use of community resources to serve as alternatives to detention, reduced the rate of kids who fail to appear for their court hearing, and has seen fewer kids arrested again before their trials.”³

During the first two years of the initiative, juvenile justice system stakeholders engage in system mapping, consensus building, and planning for policy and practice changes. The implementation of the intervention occurs in year three of the initiative. In October 2006, Massachusetts was designated as a JDAI site by the AECF and Worcester and Suffolk counties were designated as the two pilot sites for detention reform in Massachusetts.

³ Information about JDAI from the Annie E. Casey Foundation (AECF) web site. <http://www.aecf.org/>

DYS Central Office and Regional Offices

2008

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