

*Commonwealth of Massachusetts*  
*Executive Office of Health and Human Services*

*Department of Youth Services*



*2009 Annual Report*

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

*March 2011*



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GOVERNOR

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COMMISSIONER

# *The Commonwealth of Massachusetts*

Executive Office of Health and Human Services

## **Department of Youth Services**

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March, 2011



Dear Colleagues,

It is with great pleasure that I present the Department of Youth Services' 2009 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 at or committed to DYS during 2009.

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, and government and provider agencies and through interventions that build knowledge, develop skills and foster change in behavior of the youth in our care.

I am very happy to report that the committed caseload at the Department of Youth Services has dropped 44% in a period of five years, from 2943 youth in 2004 to 1637 youth in 2009. The decline in the DYS census reflects the overall drop in the national adult and juvenile crime rates which are at their lowest level since the 1970's, the success of both early intervention and prevention services in the community, and the work of dedicated staff in our state and provider programs. As a result of the reduced census at DYS, the Department took steps in FY'08 to reduce bed capacity in residential programs across the service continuum. Bed reductions were made in both detention and treatment programs for males and females in all DYS regions and we were able to trim support services costs, such as medical and educational services, based on these reductions. The Department also had an opportunity to reassess its community reentry model and realize savings, while at the same time improving its community-based delivery of services.

The Department's Community Service Network model, implemented in 2009, builds on the community supervision model employed successfully by DYS over the past ten years and represents a further evolution of that model. The core features of the past model – increased contact and engagement with DYS youth by caring responsible adults; emphasis on pro-social development; building life skills and social competencies; community connections; service access; and support and supervision – are maintained in the current Community Services Network model. However, the overarching goal of the newly expanded Community Services Network is to go beyond accountability and recidivism reduction, to help DYS youth thrive as adolescents and young adults. Positive Youth Development (PYD) provides the framework for this model of community services.

The key change in the new model is a return to a case management team that delivers services to DYS youth in a specific geographic area or district rather than within a day reporting center. The focus is on servicing and supervising youth on an individualized basis in their communities. In order to facilitate this supervision model, the Department established 29 District Offices and nine (9) Satellite Offices in communities with the highest populations of DYS youth. Each of these offices is designed to provide supervision and services to ensure youth successfully transition back to their communities; enhance community safety by strengthening and expanding community partnerships; support individualized service delivery plans; and provide access to education, job training and employment opportunities to reduce recidivism by youth returning to the community.

Other accomplishments you will read about in this report include:

- DYS students were the beneficiaries of a partnership between DYS and the Collaborative for Educational Services, which was awarded a grant through the Carol M. White Physical Education Program (PEP). The funds were awarded in the fall of 2009 to support the **Healthy Opportunities Positive Outcomes (HOPE) – A Physical Education and Leadership Initiative**, which provides health and physical education classes and after-school activities for students in DYS programs throughout the Commonwealth. Project Hope was initially launched in 10 program settings. Five health and wellness teachers were hired in the fall of 2009; one in each DYS region across the state. The teachers received four days of Project Adventure training in late fall of 2009 and additional professional development support was provided from the “Come and Get It” nutrition curriculum.
- In 2009, the **DYS Clinical Services Unit**, in conjunction with DYS Executive staff, worked to develop interagency protocols with the Community Behavioral Health Initiative (CBHI). The protocols focused on how DYS would access behavioral health services for youth in the community and how Intensive Care Coordinator (ICC) planning meetings for DYS youth would be conducted. As part of this planning process, DYS required all DYS clinicians, both state and provider, to become certified to conduct the Child and Adolescent Needs and

Assessment (CANS). During 2009, more than two hundred (200) DYS clinicians became certified to provide the CANS.

- The **DYS Substance Abuse Services Unit** introduced several policy and practice changes in 2009. They included: (1) changes in the way youth are assessed for substance abuse; (2) revision of placement criteria for substance abuse services in residential settings; (3) implementation of new evidence-based curricula in all residential settings; (4) implementation of a new substance abuse policy; and (5) training to educate staff about the new services.
- In 2009, the **DYS Juvenile Justice Enterprise Management (JJEMS)** project got underway. The new web-based, client-centered enterprise management system is scheduled to be deployed statewide in the spring of 2011 after completing system development, testing and user training. Approximately 1,500 DYS and vendor staff will use the system to track services provided to approximately (1,800) youth in DYS residential and community programs. The system will support intake, assessment, service planning, and tracking of client progress. The system will also manage and facilitate agency processes and enhance information sharing and exchange with the courts, other EOHHS agencies and with providers.

I recognize that the Department and its staff have faced many challenges in the past year, including the extraordinary decline in the economy and the resulting budget cuts. I want to assure you that the agency is strongly committed to preserving core services for committed youth and maintaining, to the greatest extent possible, a continuum that has reduced post-discharge recidivism rates from 49% (in 1996) to 29% for the 2005 cohort (the group analyzed in 2009.)

I am tremendously proud of our accomplishments and thank all of you for your part in achieving them. I look forward to working with you to provide better outcomes for the young men and women in DYS care.

Sincerely,



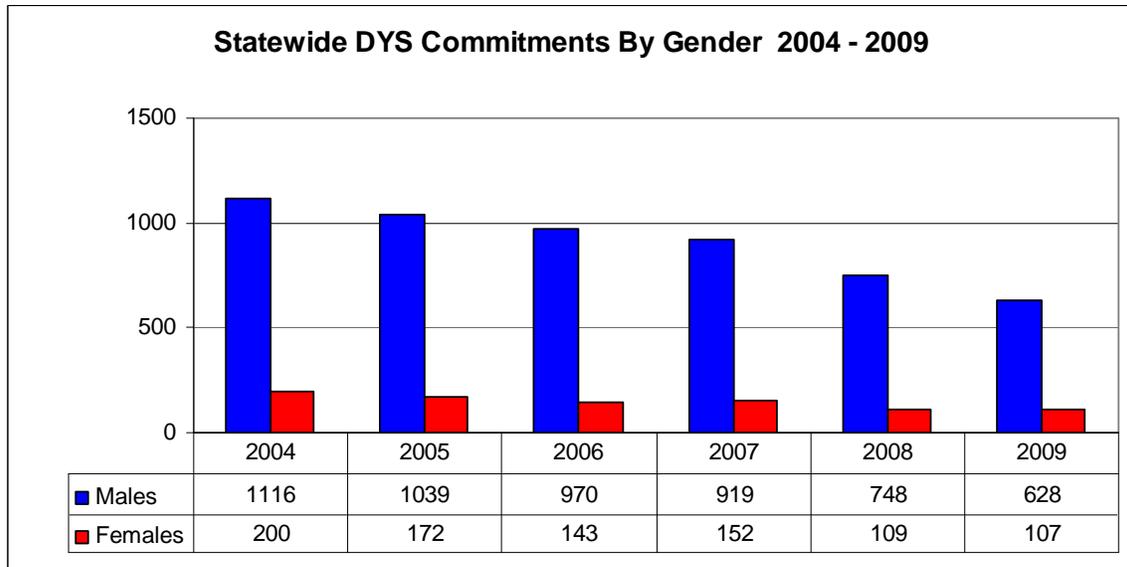
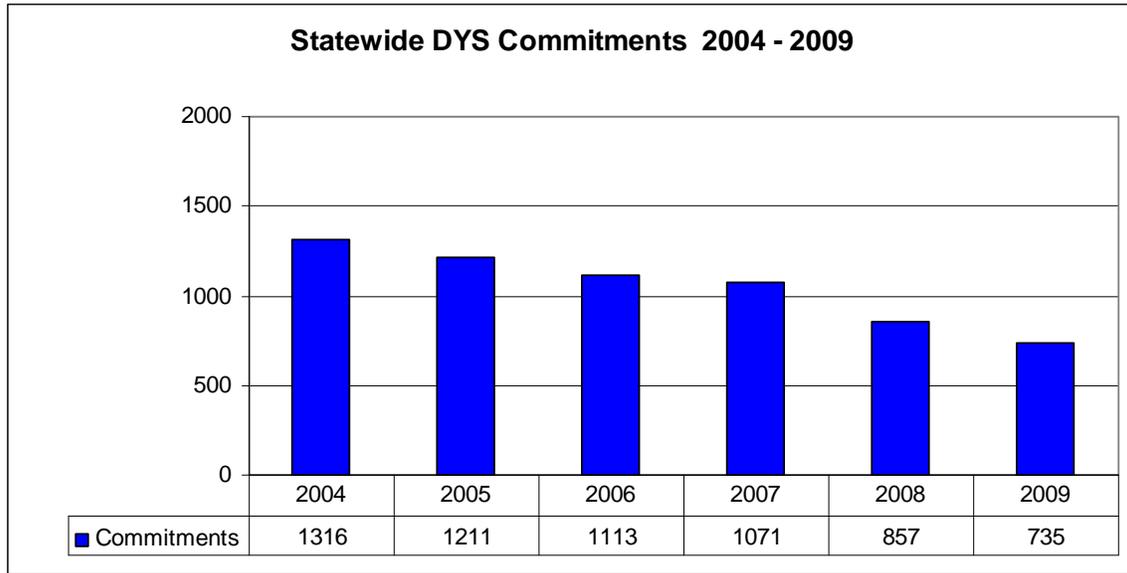
Jane E. Tewksbury,  
Commissioner

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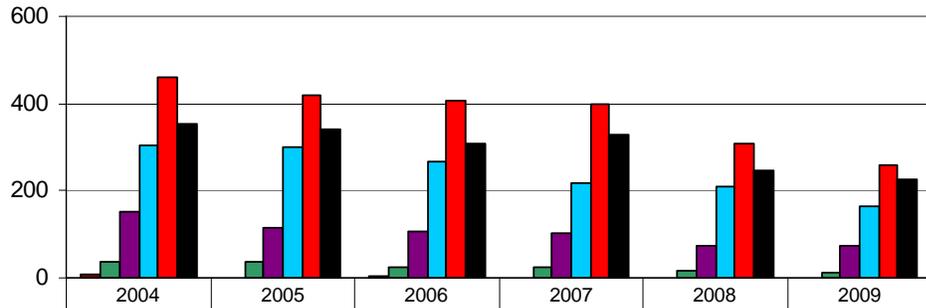
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## MISSION OF THE DEPARTMENT OF YOUTH SERVICES

Established in 1846 as the nation's first juvenile correctional system, DYS is the juvenile justice agency of the Commonwealth of Massachusetts. Massachusetts was also the first state to close its large, state-operated training schools and establish a community-based correctional model. The mission of the agency is to protect the public and prevent crime by promoting positive change in the lives of youth committed of DYS custody, and by partnering with communities, families and government and provider agencies toward this end. The staff at DYS accomplishes this mission through interventions that build knowledge, develop skills and change the behavior of youth in its care

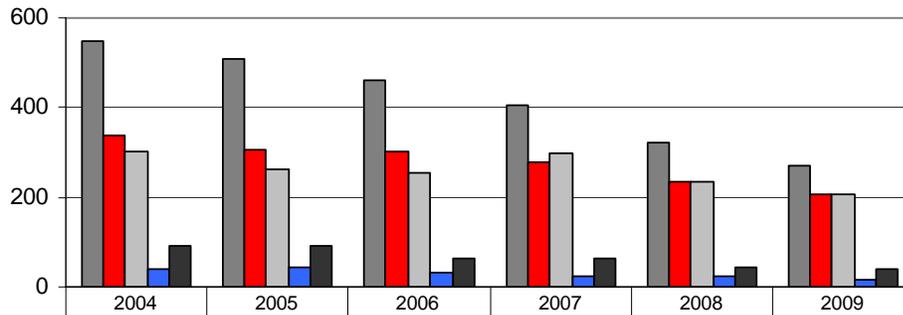


### Statewide DYS Commitments By Age 2004 - 2009

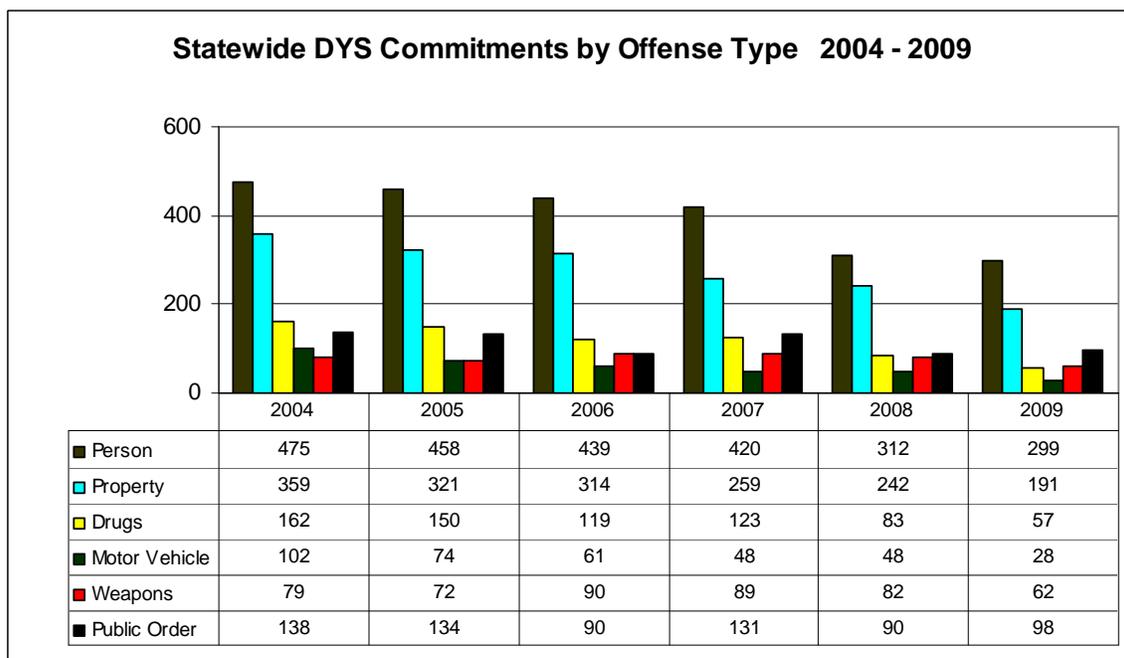
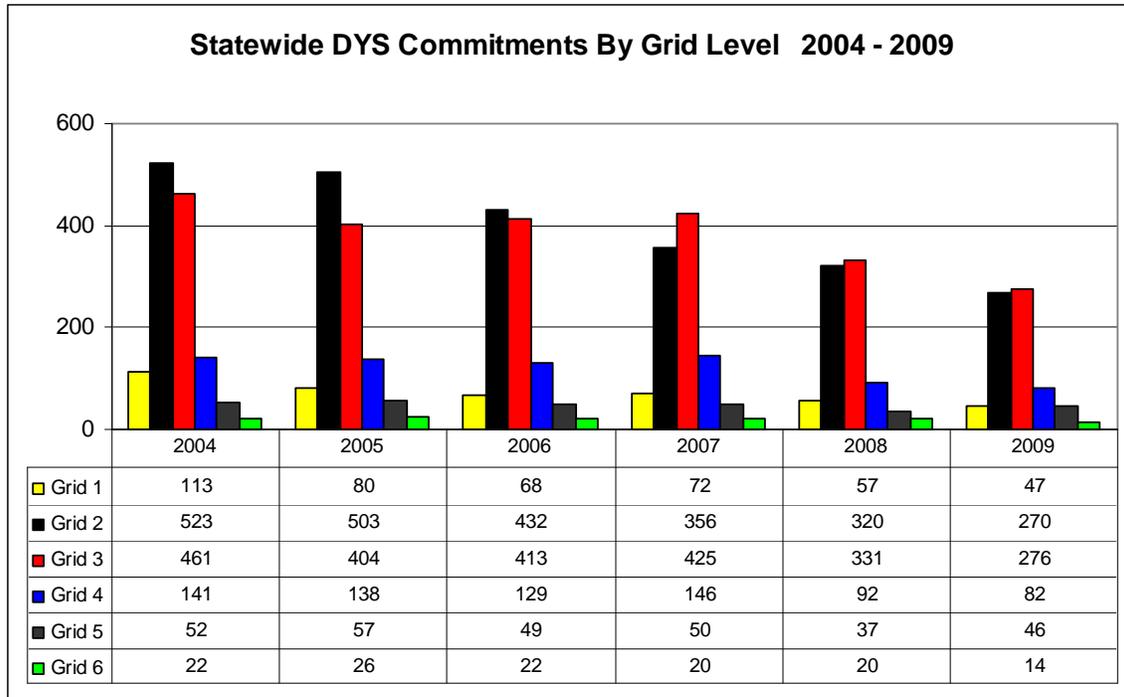


	2004	2005	2006	2007	2008	2009
■ 12 and Under	9	1	3	2	2	2
■ 13	37	35	26	25	16	12
■ 14	151	116	105	102	73	73
■ 15	304	298	266	218	210	163
■ 16	462	421	406	397	309	257
■ Over 16	353	340	307	327	247	228

### Statewide DYS Commitments by Ethnicity 2004 - 2009



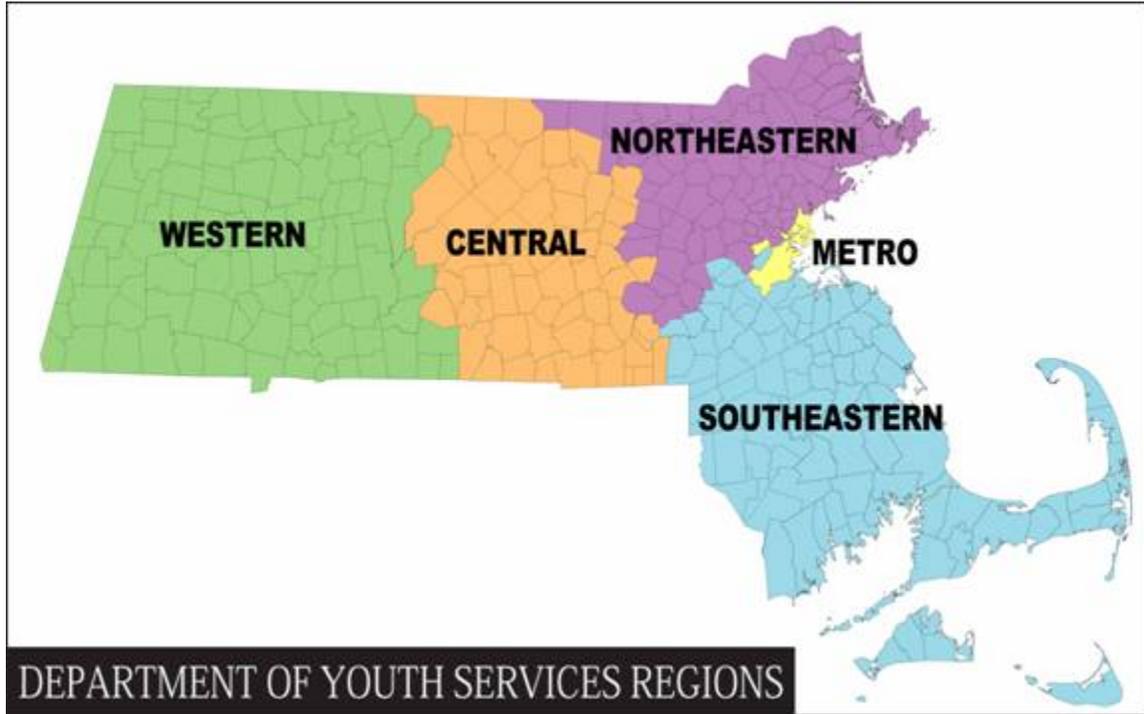
	2004	2005	2006	2007	2008	2009
■ Caucasian	547	509	461	407	320	270
■ Afr. American	338	305	302	278	234	205
■ Hispanic	301	262	254	298	236	206
■ Asian	40	42	31	25	22	16
■ Other	90	93	65	63	45	38



- In 2009, 735 youths were committed to DYS (approximately 7% of the total number of juveniles arraigned in juvenile court on delinquency charges);
- 689 of these youths were adjudicated delinquent and were committed to DYS until age 18;

- 46 of these youths were adjudicated delinquent and were committed as youthful offenders until their 21<sup>st</sup> birthday;
- The number of youth on the DYS committed caseload decreased by 201 from 1637 in 2008 to 1436 in 2009;
- The male committed population decreased by 49% - from 2740 in 2000 to 1398 in 2009, while the female committed population decreased by 41.8% - from 411 in 2000 to 239 in 2009; and
- There were 3547 pre-trial admissions, a 20% decrease from 4459 in 2008; the detention admissions level in 2009 was 42% lower than the 6073 detention admissions in 2000.

## REGIONAL OPERATIONS



*CTRL + click this link for text description of cities and towns in DYS Regions: [http://www.mass.gov/Eeohhs2/docs/dys/maps\\_regions.rf](http://www.mass.gov/Eeohhs2/docs/dys/maps_regions.rf)*

DYS' objective is to develop a complete continuum of services from locked secure facilities to community supervision for committed youth and crisis intervention and stabilization services for detained youth in five designated regions: Metro/Boston, Northeast, Central, Southeast, and Western. The DYS continuum of services includes hardware secure and staff secure residential care, and community supervision and support services for the successful reentry of juvenile offenders to their families and communities.

The Department uses the Positive Youth Development (PYD) framework to guide the design and implementation of its services for juvenile offenders. PYD is an approach that emphasizes the building of youth assets and competencies through positive relationships with caring and trusting adults.

The DYS committed caseload dropped 44% in a period of five years - from an average of 2943 in 2004 to an average of 1637 in 2009. In response to this decline in the census, DYS took steps in FY'08 to reduce bed capacity in the remaining programs across the service continuum. The reduction in the committed caseload also offered the Department an opportunity to reassess its community reentry model. With the help of consultants from the Crime and Justice Institute and its study of the community reentry system, DYS undertook an examination of its aftercare services and how those services are delivered.

The Department's Community Service Network model, implemented in 2009, builds on the community supervision model employed successfully by DYS over the past ten years

and represents a further evolution of that model. The core features of the past model – increased contact and engagement with DYS youth by caring responsible adults; emphasis on pro-social development; building life skills and social competencies; community connection; service access; and support and supervision – are maintained in the current Community Services Network model. However, the overarching goal of the newly expanded Community Services Network is to go beyond accountability and recidivism reduction and to help DYS youth thrive as adolescents and young adults. PYD provides the framework for this model of community services.

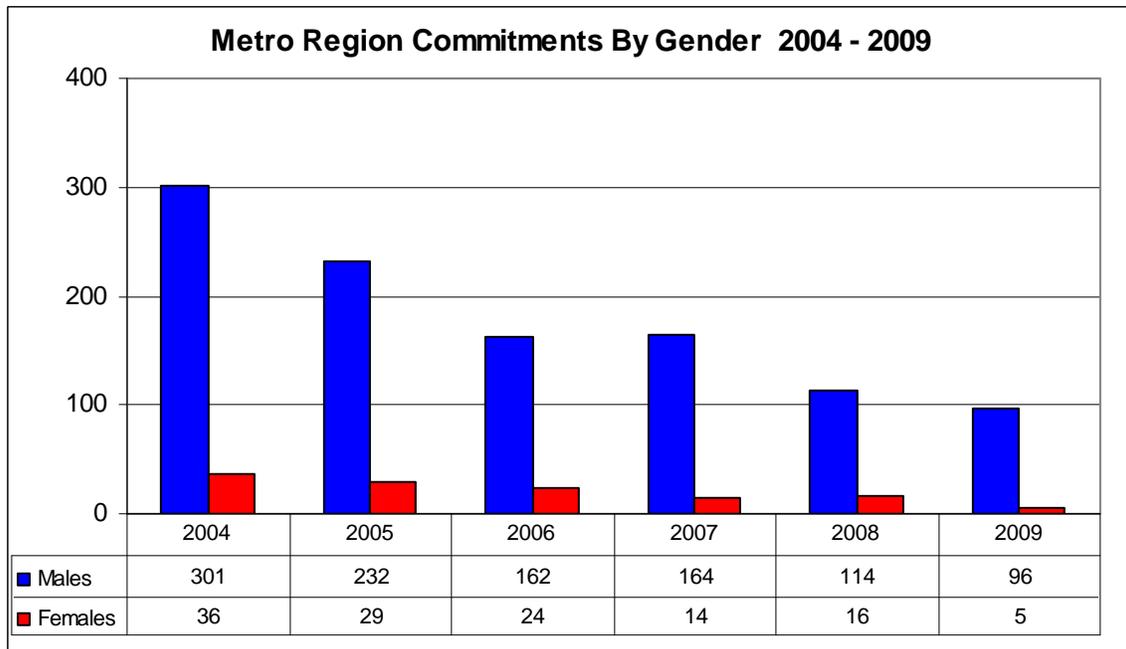
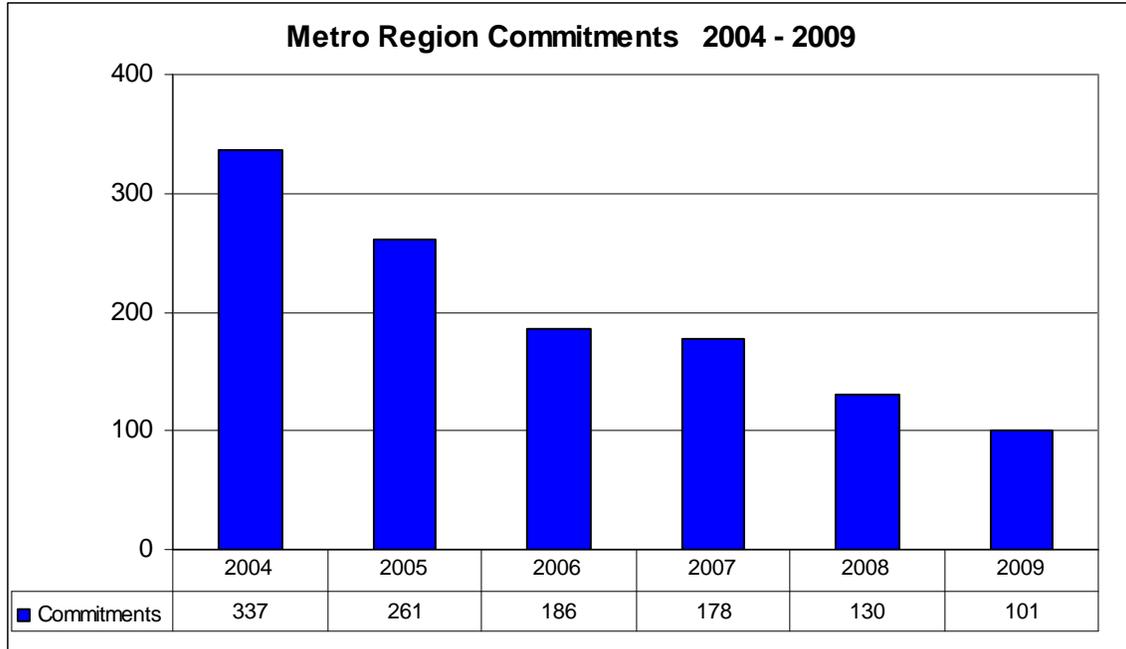
The key change in the new model is a return to a case management team that delivers services to DYS youth in a specific geographic area or district rather than within a day reporting center. The district may be a neighborhood, a city or town, or more commonly, a number of cities or towns. The focus is not on maintaining an adult model of reporting center, but rather on servicing and supervising youth on an individualized basis in their communities. In order to facilitate this supervision model, the Department established 29 District Offices and nine (9) Satellite Offices in communities with the highest populations of DYS youth. Each of these offices is designed to:

- Provide a Community Services Network of supervision and support to successfully transition DYS youth to the community as productive young people;
- Develop strategies to reduce crime and enhance community safety by strengthening and expanding community partnerships;
- Enhance the Department's ability to assess youth risk and needs to support individualized service delivery plans; and
- Identify and access education, job training and employment opportunities to reduce recidivism by youth returning to the community.

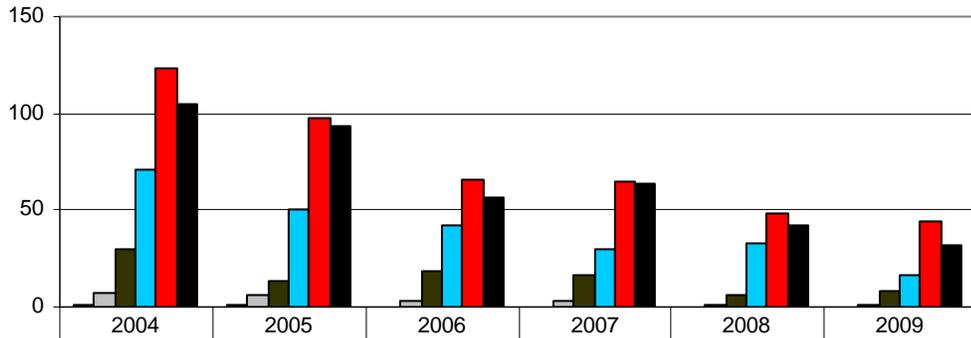
## REGIONAL HIGHLIGHTS

### I. METRO REGION

The Metro Region, based in Boston, comprises all of Suffolk County. In 2009, 101 youth were committed to DYS from the Metro Region, reflecting the downward trend in commitments statewide. Consistent with the data of prior years, the majority of the committed population were male youths of color age 16 or over who committed offenses against the person.

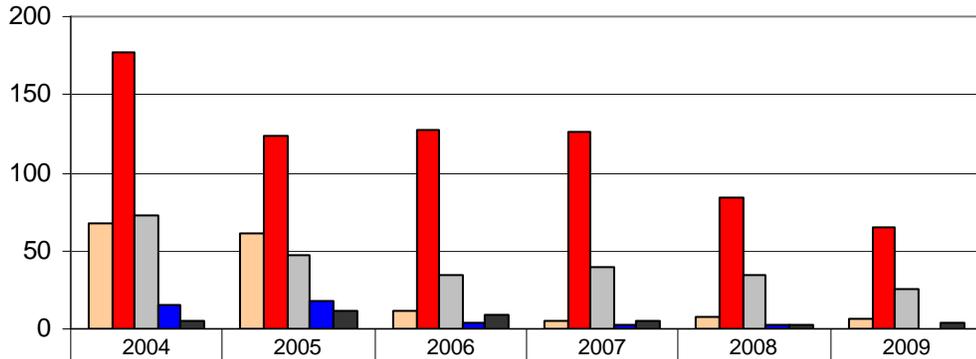


**Metro Region Commitments By Age 2004 - 2009**

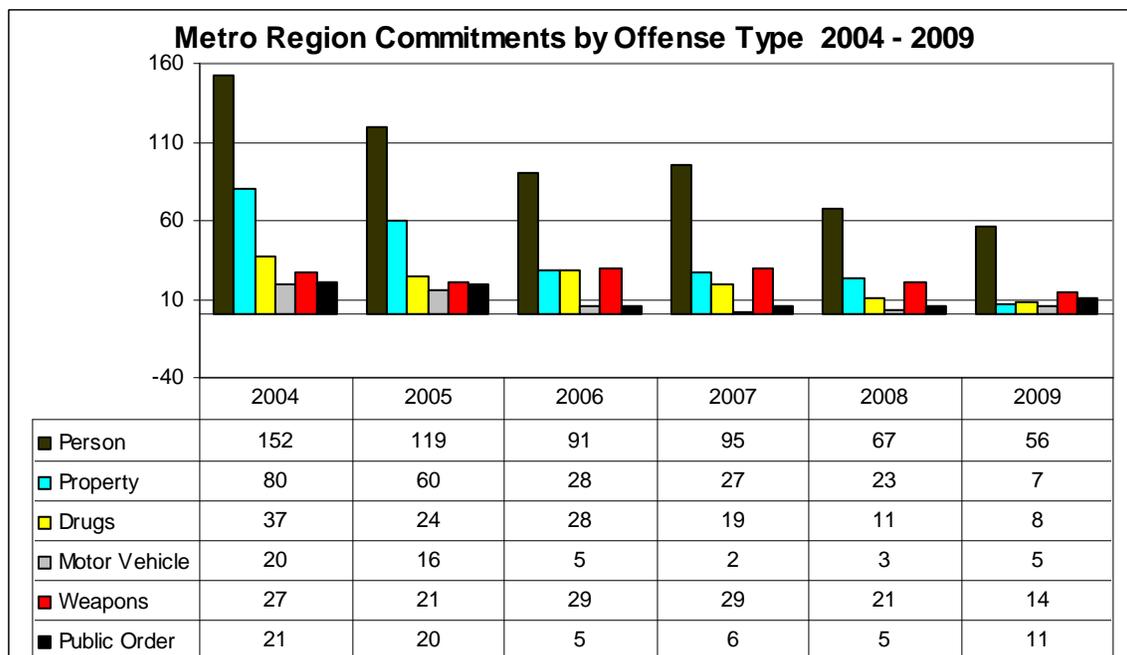
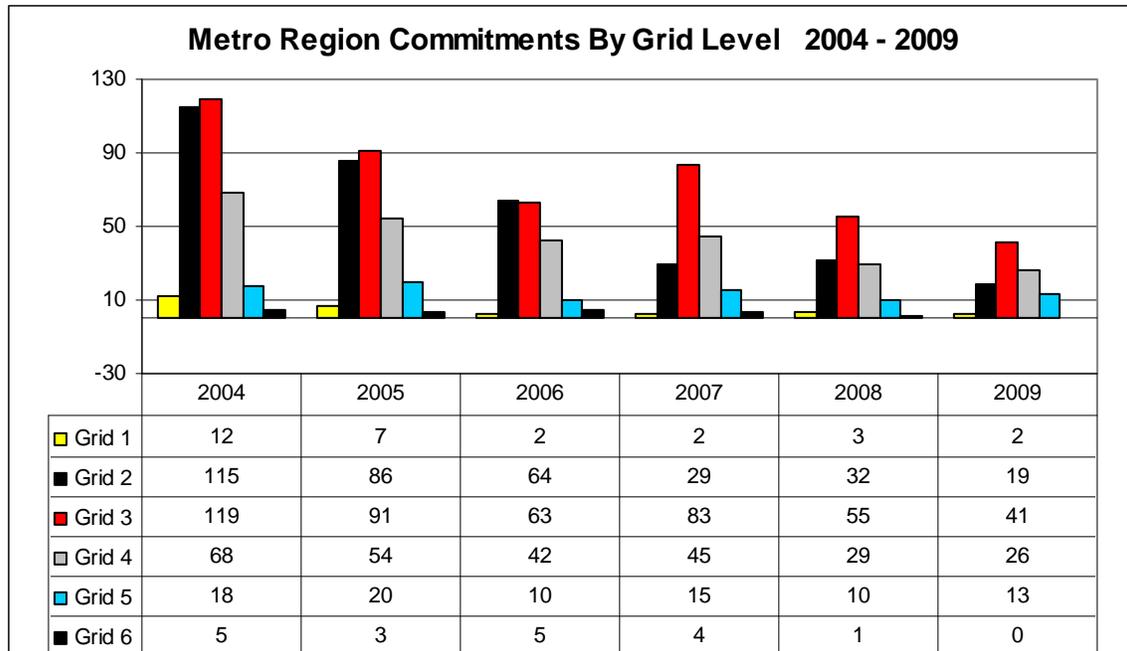


■ 12 and Under	1	1	0	0	0	0
□ 13	7	6	3	3	1	1
■ 14	30	13	19	16	6	8
■ 15	71	50	42	30	33	16
■ 16	123	98	66	65	48	44
■ Over 16	105	93	56	64	42	32

**Metro Region Commitments by Ethnicity 2004 - 2009**



■ Caucasian	67	61	12	5	8	7
■ Afr. American	177	123	127	126	84	65
■ Hispanic	73	47	34	39	34	25
■ Asian	15	18	4	3	2	0
■ Other	5	12	9	5	2	4



Metro regional initiatives in 2009 included:

- Eliot Short-Term Treatment Program – “Genuine Voices”:** In 2009, the Eliot Short-Term Treatment (ESTT) Program began a relationship with “Genuine Voices,” a non-profit program dedicated to teaching music, including music composition, individual instruction in a particular musical instrument and computer-based music sequencing to at-risk youth in educational and institutional settings. Throughout the school year, several students from The Berklee School

of Music, under the leadership of the creator of “Genuine Voices,” Juri Jones, worked with the ESTT residents twice per week. As a result, the residents have learned to play musical instruments, compose music and create their own musical productions. Those youth who have taken a serious interest in learning how to play a musical instrument have received extensive individual instruction, have become proficient in their instrument and have been fortunate to successfully complete the program and leave with a new musical instrument. Moreover, “Genuine Voices” has also provided several opportunities for residents to attend musical performances in the community. Finally, through participation in “Genuine Voices,” the residents of ESTT have not only fostered their musical abilities and skills, they have also grown emotionally and become more independent. The program has been expanded and is now being offered to residents in programs at the Connelly Building and at the Casa Isla Treatment and Revocation Program.

- **Celebrating Black History Month at Metro Youth Service Center (MYSC):** The Metro Youth Service Center participated in a variety of activities in January and February of 2009 in celebration of Martin Luther King (MLK) Day and Black History Month. In January, MYSC programs focused on educational curricula about the Civil Rights Movement. For example, Metro Pre-Trial Unit students created a skit entitled, “MLK to Obama: Open the Door,” in which they traced the journey of the Civil Rights Movement to the election of Barack Obama as President. The Metro Revocation Unit held activities where clients prepared their own “I have a dream” speech. Spectrum Girls Program created a mural of Dr. Martin Luther King where each resident was given a square section to complete and these squares were then placed together to produce a beautiful piece of artwork depicting one of the most famous pictures of MLK. Finally, the residents of Eliot Boys Detention Program analyzed the documentary “The Children’s March”, which depicted the civil rights protest in Birmingham and completed writing assignments interpreting that event. The Eliot Assessment Program prepared a biography of MLK.

In February of 2009, residents of MYSC completed murals placed throughout the building in honor of Black History Month. DYS clients and staff worked collaboratively on the murals of influential African Americans in the fields of art, poetry, education, sports, medicine and science. Other MYSC programs celebrated by educating clients about African Americans who explored the wilderness, settled the west, served in the military and contributed to the fields of literature and science. Activities during the month of February also focused on inventors such as George Washington Carver, the zoologist, Charles Henry Turner, and the abolitionist, Frederick Douglas.

- **“Operation Night Light”:** This effort began in November of 1992 as a partnership between probation officers in the Dorchester District Court and Boston police officers in the Anti-Gang Violence Unit, which later became the Youth Violence Strike Force. This alliance was created at a time when Boston was experiencing heightened gang violence, a rise in homicide victims under the

age of 17, increasingly threatening and intimidating behavior of gang members in courthouses, criticism of police “stop and search” tactics by minority community leaders and judges, and a general outcry by the public. It was one component of a comprehensive strategy that was implemented in Boston to address escalating violent crime. At that time, probation officers worked independently of police, and curfews were not commonly imposed by the court and when imposed, were difficult to enforce. In response to these issues, probation officers met informally with police officers to develop the “Operation Nightlight” model as a more effective way of stemming the tide of juvenile violence. “Operation Nightlight” pairs one probation officer with two police officers to make unannounced visits to homes, schools, and workplaces of high-risk youth during the non-traditional hours of 7 p.m. to midnight rather than between 8:30 a.m. and 4:30 p.m.

In 2003, the Department’s Boston Juvenile Reentry Initiative (BJRI) became part of the already successful “Operation Night Light” program. In 2009, the rest of the Metro Region began to partner with local police to conduct “Night Light” visits in their own districts.

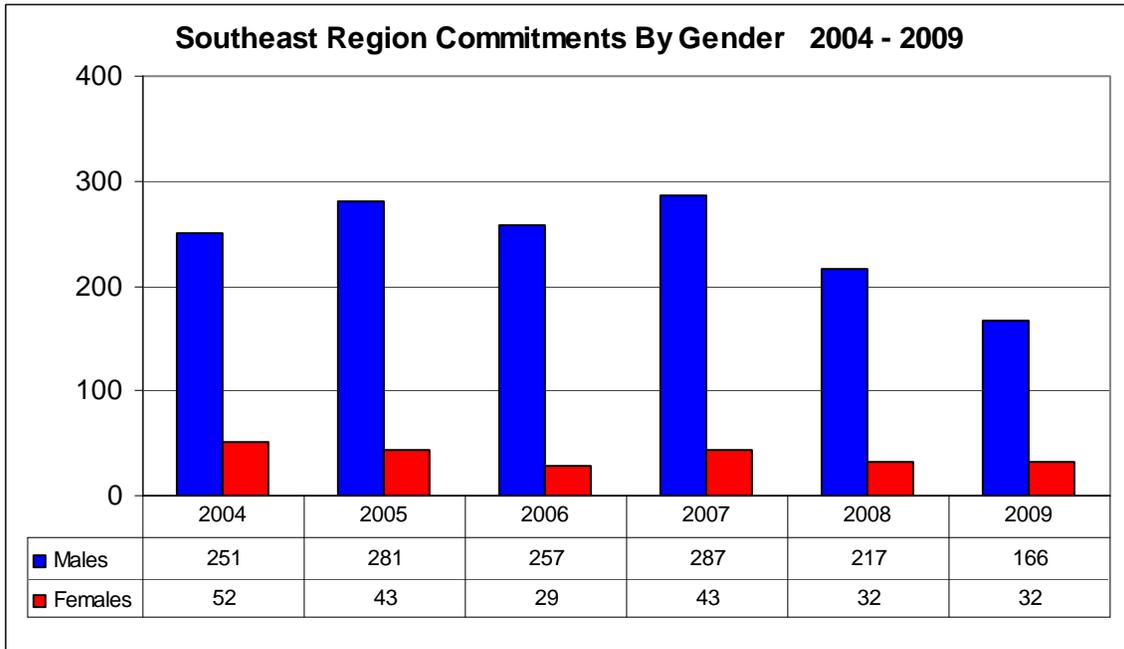
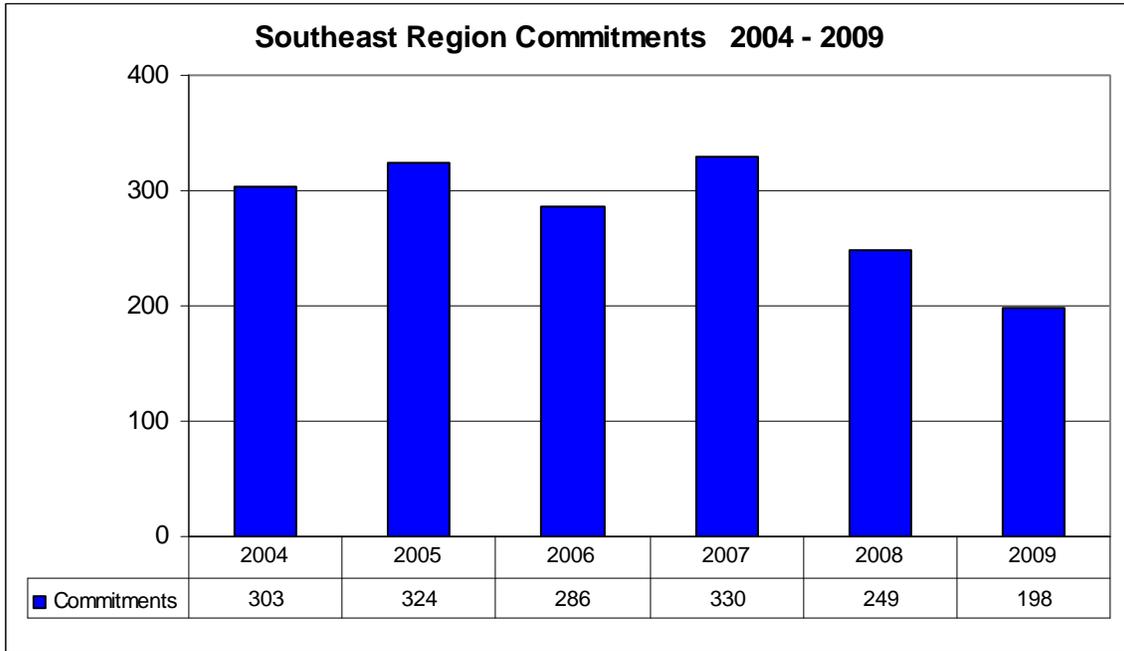
- **Bridging the Opportunity Gap (BOG):** Commonwealth Corporation (CommCorp), in collaboration with DYS, invited proposals from youth-serving organizations, including the sixteen (16) Local Workforce Investment Boards in Massachusetts, One-Stop Career Centers, community-based and/or non-profit organizations (including, but not limited to DYS community district and satellite offices) to undertake activities that create opportunities for career readiness that provide “bridges” to employment for youth in the custody of DYS.
- **Blue Hills Culinary Arts Program:** Funded by the DYS BOG grant, six (6) girls and five (5) boys from the Roslindale and Boston Girls’ district offices began participating in a culinary arts program at the Blue Hills Vocational School in Canton, MA. Clients actively worked in teams in the kitchen learning about food preparation and kitchen safety.
- **Inner City Weight Lifting:** Inner City Weight Lifting, an after-school program, teaches young men and women the basics of Olympic weight lifting. The Chelsea District Office, as well as other DYS community sites in the Metro region, has collaborated with the Inner City Weight Lifting programs in an effort to give DYS youth the opportunity to experience this Olympic sport. Young men participate in the afterschool program three (3) days per week to learn about the sport and healthy nutrition. Time is also allotted for participants to do their homework. This initiative is funded through the BOG grant.
- **Medicine Wheel Productions:** The Roslindale District Office began a partnership with Medicine Wheel Productions in a pilot project in South Boston, MA. Beginning in 1996, Medicine Wheel Productions started working with youth in South Boston to convert a piece of land in an area previously considered dangerous, into a public art project. Currently, Medicine Wheel Productions artists are mentoring over 300 youth yearly. They are helping youth to become more self aware, recognize their talent and encourage them to share their gifts with others in the community. A few DYS clients are working with Medicine

Wheel Productions and participate in art projects throughout the city. This partnership was made possible through the assistance of the Commonwealth Corporation and DYS clients receive stipends through the BOG grant.

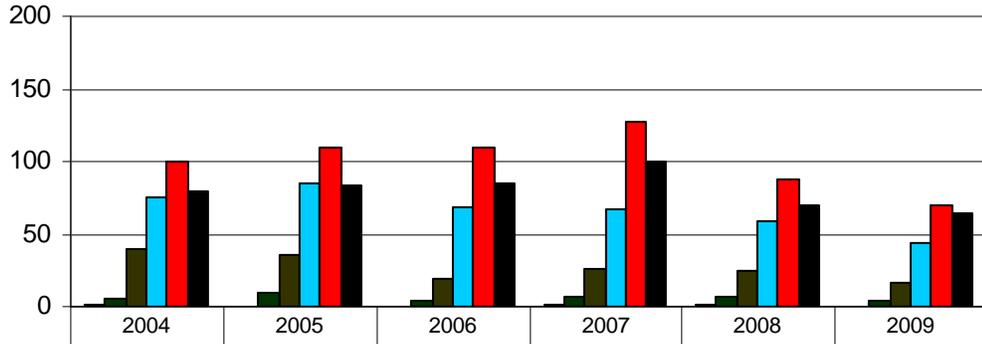
- **Madison Park High School After-School Program:** DYS collaborates with the Boston Public Schools and Youth Options Unlimited (YOU), an organization that provides a variety of services to court-involve youth, to provide an after-school vocational program. Fifteen (15) DYS clients residing in the community attended a vocational training program three (3) days per week, three (3) hours per day for twelve (12) weeks. All youth received Occupational Safety and Health Act (OSHA) certification training in auto mechanics and upon completion of the program, they received a certificate and list of competencies that they achieved in the specific trade area. Nine (9) young men and one (1) young woman successfully completed the program, each equipped with new skills, a portfolio and resume to ensure their success in the working world.

## II. SOUTHEAST REGION

Based in Taunton, the Southeast Region is comprised of Barnstable, Bristol, Dukes, Nantucket, Norfolk (except for the town of Bellingham) and Plymouth counties. In 2009, 198 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.

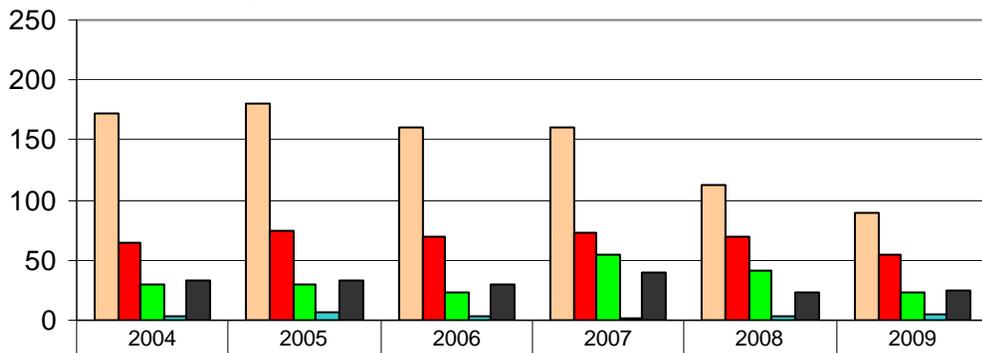


**Southeast Region Commitments By Age 2004 - 2009**

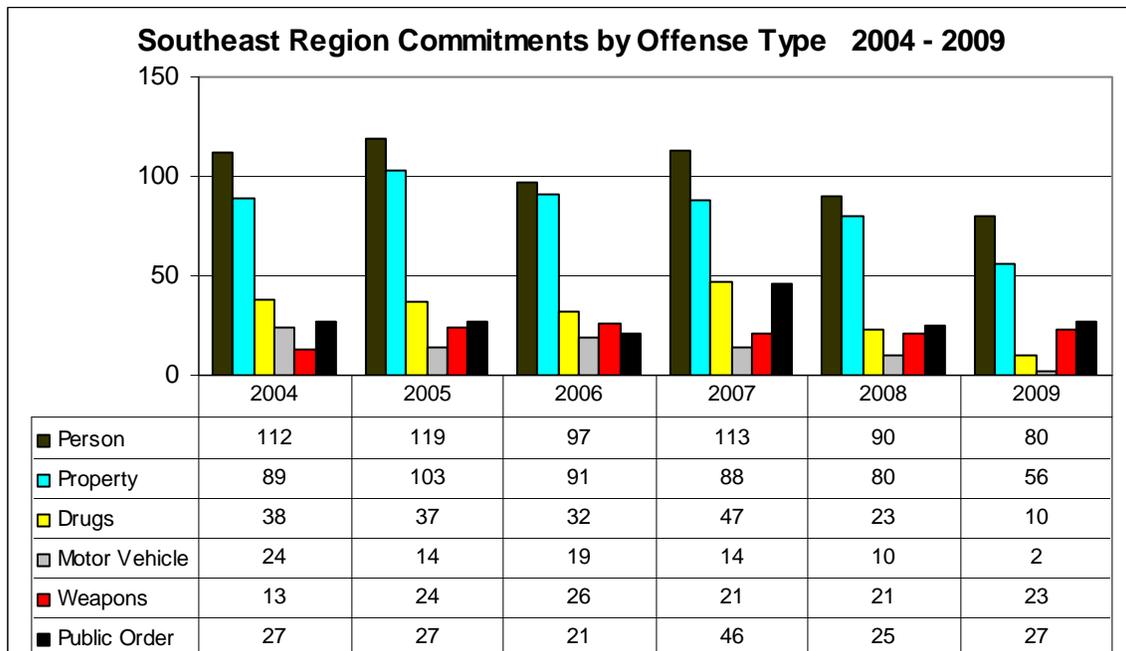
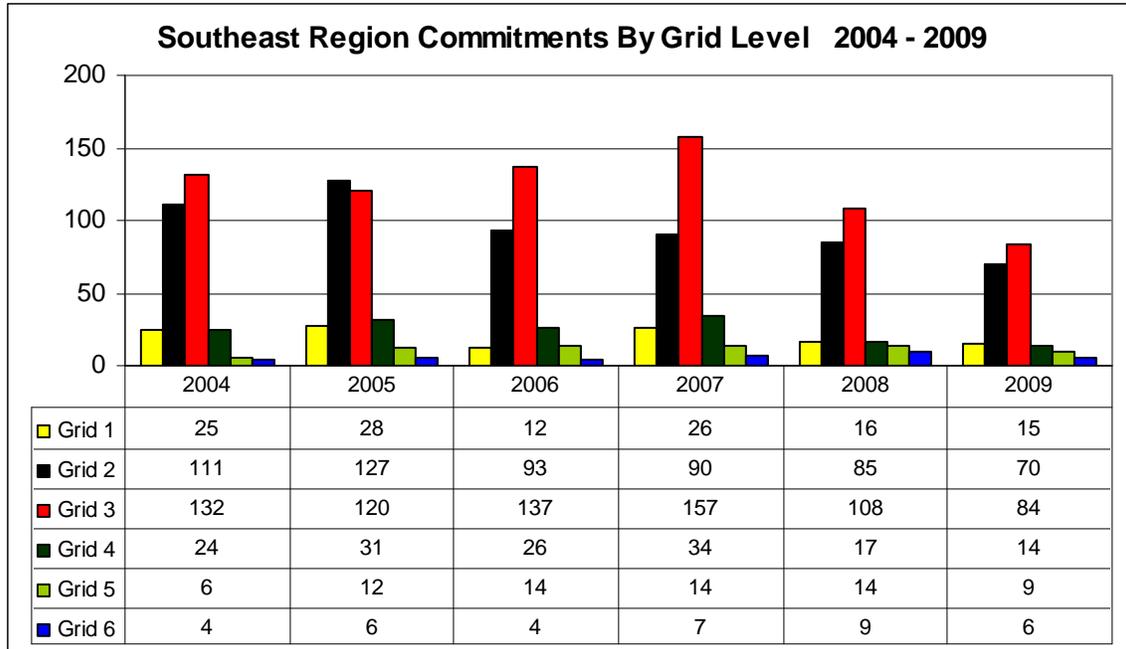


	2004	2005	2006	2007	2008	2009
■ 12 and Under	2	0	0	2	1	0
■ 13	5	10	4	7	7	4
■ 14	40	36	19	26	25	16
■ 15	76	85	68	67	59	44
■ 16	100	109	110	128	87	70
■ Over 16	80	84	85	100	70	64

**Southeast Region Commitments by Ethnicity 2004 - 2009**



	2004	2005	2006	2007	2008	2009
■ Caucasian	173	181	160	160	112	90
■ Afr. American	64	74	70	73	69	55
■ Hispanic	29	29	24	55	41	23
■ Asian	4	7	3	2	4	5
■ Other	33	33	29	40	23	25



Southeast regional highlights in 2009 included:

- National Recognition for Goss Secure Treatment Program:** Over the last several years, the Goss Secure Treatment Program (Goss II) has focused on improving the quality of care for youth in custody. Using the nationally-

recognized Performance-based Standards (PbS) methodology<sup>1</sup> to measure how the program was doing, the Goss II team examined each issue identified by PbS and developed targeted facility improvement plans (FIPs) to resolve those issues. With the help of program staff, they sought to improve both the quality of services for youth in their care and the level of professionalism among staff at the program. It was this extra effort which earned the Goss II administrators the 2009 Commissioner's Award at DYS Staff Recognition Day in March of 2009, and which catapulted the Goss Secure Treatment Program to the top of the PbS ratings system.<sup>2</sup> Goss Secure Treatment Program performed at level 4 – the highest possible level of PbS achievement. Finally, and most importantly, in supporting and implementing facility improvement plans, the Goss Secure Treatment Program has seen outstanding improvement in the program's outcome measures. Clients at Goss II have achieved more positive results and there is evidence linking these results to the PbS standards and facility improvement plans.

- **Brewster Treatment Program Clients Pass CPR Class:** Three residents at the Brewster Treatment Program were recently applauded for their participation and efforts above and beyond the expectations of regular programming. These young men dedicated eight (8) hours and commendable effort to the American Red Cross Cardiopulmonary Resuscitation (CPR), Automated External Defibrillator (AED) and First Aid Training, absorbing the same information and demonstrating the same skills as the adults who care for them.

Not only did they all pass the practical and written sections of this course, gaining certification in these life-saving skills, but all three young men excelled beyond expectations. Four tests must be taken to earn these certifications. Two of the residents had only two incorrect answers out of the four tests, and the third student missed only one question overall. Equally impressive was that all three residents seemed to truly understand the importance of knowing how to respond to a medical crisis and the resulting impact on the outcome of a medical event.

- **Old Colony YMCA Brockton Boys Programs:** The Old Colony Y (OCY) - Brockton Boys Programs, in partnership with DYS, provides at-risk youth with the highest levels of care and safety.

The Boys Programs participated in the YMCA's nationwide initiative, "Activate America," which was designed to combat one of this country's most pressing health issues: obesity. The programs' physical education activities have been geared toward engaging youth in new and challenging forms of exercise (e.g., yoga, distance running, swimming) and the boys have been educated about the importance of making positive and healthy food choices.

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<sup>1</sup> Performance-based Standards for Youth Corrections and Detention Facilities is a system that was first introduced across the country in 1995 to improve the safety and conditions of confinement in juvenile facilities.

<sup>2</sup> The PbS site's performance on critical outcomes (e.g., safety, justice, order, security and programming) and the required aspects of the reporting process for each data collection period results in an assigned level of performance, ranging from level 1 to level 4.

Youths in the programs have also had the opportunity to work with thirty-two (32) students from local colleges and universities who have served as interns. The interns have established productive relationships with the youth in the programs, and gained important work experience.

Finally, the programs have achieved positive outcomes for youth in their care utilizing Asset Development. Assets (Support, Empowerment, Boundaries and Expectations, Constructive Use of Time, Commitment to Learning, Positive Values, Social Competencies and Positive Identity) are measured during client intake and again at client discharge. Through this process, the programs gather data from the youth's perspective about his own personal development in the program. The experience of the programs has reinforced the importance of building meaningful relationships, modeling appropriate behaviors, and providing structure in a nurturing milieu.

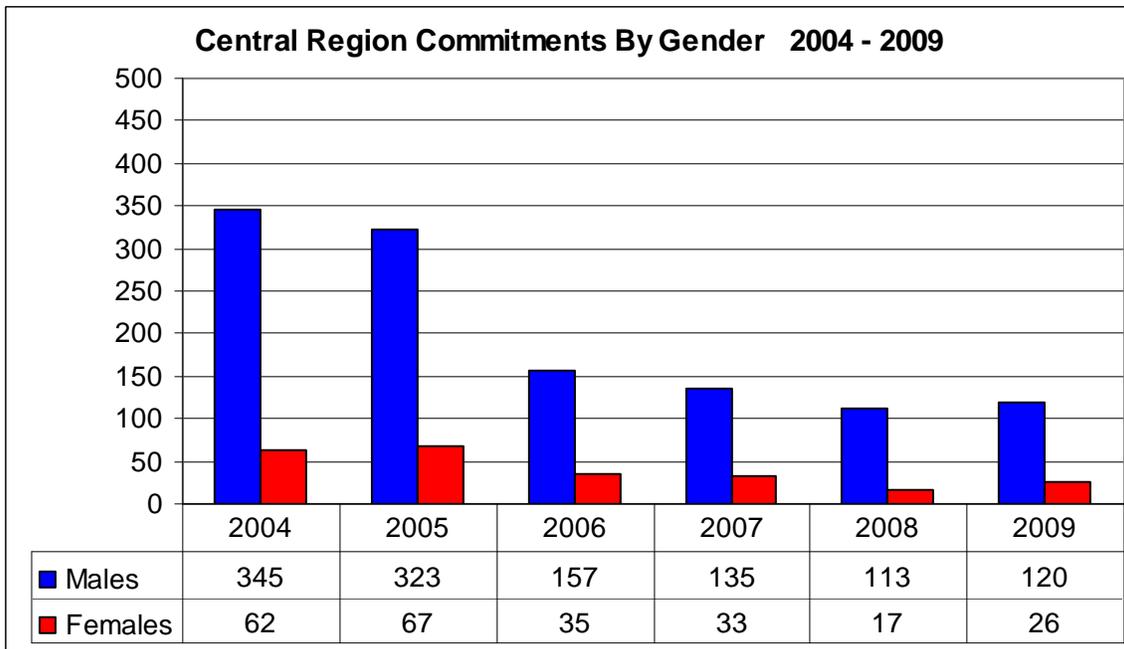
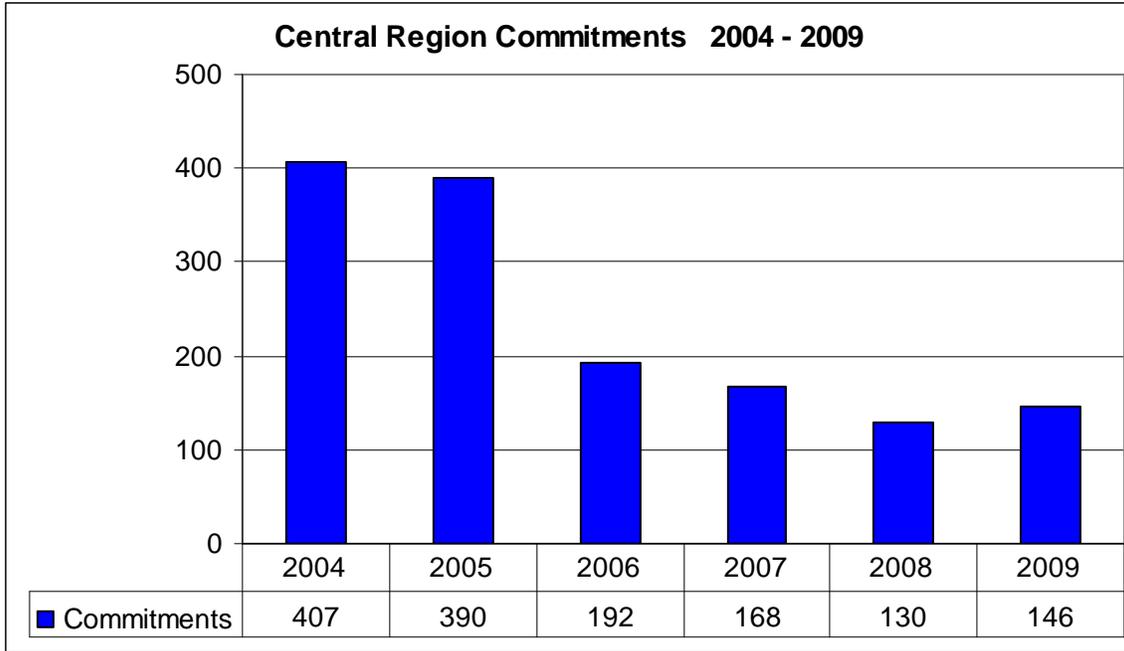
- **Olympic Fundraising Event:** In August of 2009, the Goss Secure Treatment Program (Goss II) held an Olympic fundraising event to benefit a homeless shelter – “The Refuge.” The Refuge is a faith-based program that also serves as a satellite church of Agape Chapel in Raynham, MA. The mission of The Refuge is to feed the homeless, both nutritionally and spiritually. Those persons who visit the shelter daily can receive a meal, engage in light recreation (e.g., puzzles and board games), look for employment or study for a General Equivalency Diploma (G.E.D.) Volunteer staff members provide networking services to connect those individuals participating in the program with other organizations, including food pantries, soup kitchens and medical service providers. The Refuge is supported by many businesses, churches and the City of Taunton.

DYS youth received forms to seek sponsors for events in which they planned to participate to raise money for the Refuge, including shooting baskets and doing sit-ups, push ups, laps and curls. The young men raised more than \$500.00 to benefit The Refuge and one youth raised \$90.00. Funds raised by the Goss II residents were used to assist in paying The Refuge's rent and to purchase personal hygiene products. This community outreach activity gave DYS clients the opportunity to give back to the neighborhood where many of them grew up.

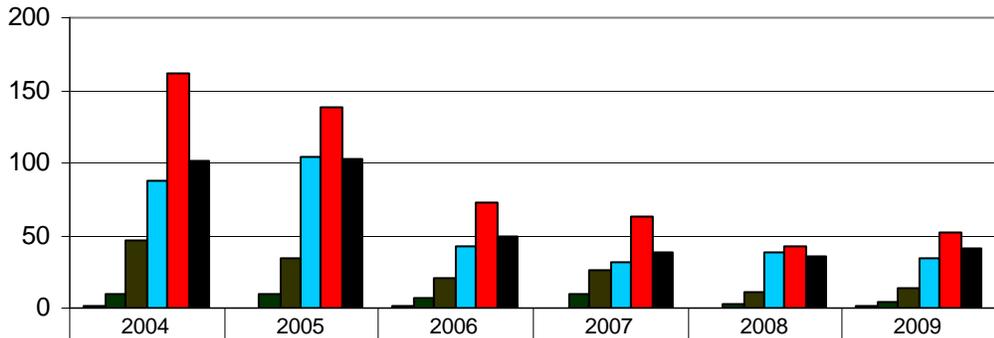
- **Wellfleet Bay Wildlife Sanctuary:** During the month of June, 2009, residents of Brewster Treatment Program assisted the staff of the Wellfleet Bay Wildlife Sanctuary in the first oyster restoration project in New England. DYS youth learned about the local ecosystem, water safety, and methods of oyster repopulation. The residents also had the opportunity to pilot the boat while they pulled the oyster barge back and forth from the reef to the dock. Other projects with the Audubon Society included: re-claiming Heathlands, a critical habitat for ospreys. They participated in anti-erosion efforts, and building and raising osprey nesting towers. As a reward for their efforts, DYS clients and staff participated in education programs offered by the Audubon Society and had the opportunity to hike the trails and observe the wildlife on the grounds of the Sanctuary.

### III. CENTRAL REGION

The Central Region, based in Westborough, is comprised of Worcester County (excluding the town of Athol and including the town of Bellingham). Unlike other DYS regions, the number of DYS commitments from the Central Region rose from 130 in 2008 to 146 in 2009 (12.3%). Over half of the committed youth from the Central Region were white males, age 16 and over who had committed offenses against persons or property.

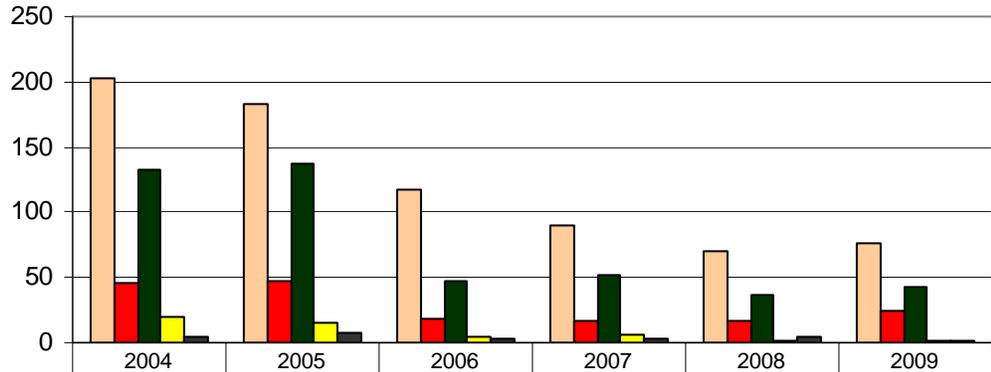


**Central Region Commitments By Age 2004 - 2009**



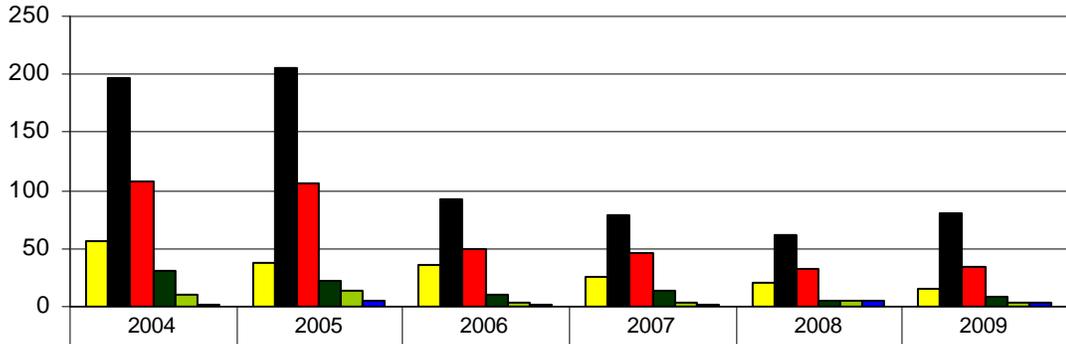
	2004	2005	2006	2007	2008	2009
■ 12 and Under	1	0	1	0	0	1
■ 13	9	10	7	9	3	4
■ 14	47	34	21	26	11	14
■ 15	87	104	42	31	38	34
■ 16	161	139	72	63	42	52
■ Over 16	102	103	49	39	36	41

**Central Region Commitments by Ethnicity 2004 - 2009**



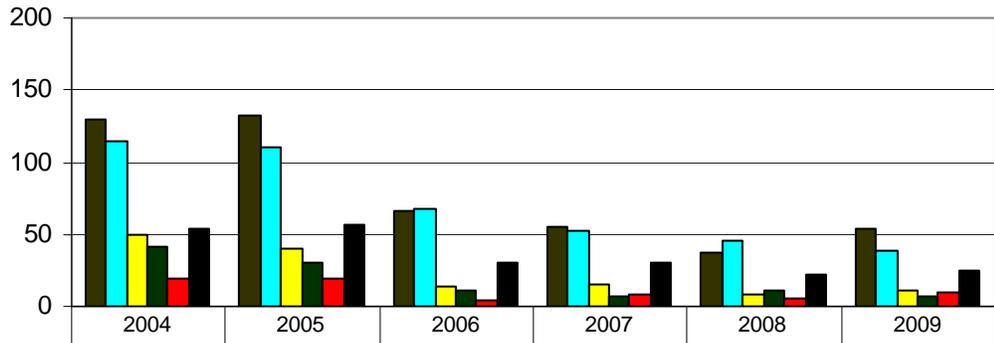
	2004	2005	2006	2007	2008	2009
■ Caucasian	203	183	118	90	70	76
■ Afr. American	46	47	19	17	17	25
■ Hispanic	133	137	48	52	37	43
■ Asian	20	16	4	6	2	1
■ Other	5	7	3	3	4	1

**Central Region Commitments By Grid Level 2004 - 2009**



Grid 1	56	37	36	26	21	16
Grid 2	197	205	92	78	61	80
Grid 3	108	106	49	46	33	35
Grid 4	31	23	10	13	5	8
Grid 5	11	13	4	3	5	3
Grid 6	2	5	1	2	5	4

**Central Region Commitments by Offense Type 2004 - 2009**



Person	129	133	66	55	37	54
Property	115	111	67	53	46	39
Drugs	49	40	14	15	8	11
Motor Vehicle	41	31	11	7	11	7
Weapons	19	19	4	8	6	10
Public Order	54	56	30	30	22	25

Central Region community and residential highlights in 2009 included:

- **Paul T. Leahy Center’s Recognition of Black History Month:** The Paul T. Leahy Center celebrated Black History Month in February, 2009 by incorporating both educational and recreational programming into the daily program activities. Staff and DYS clients continued to celebrate the inauguration of Barack Obama as President of the United States and on February 12, 2009, Center staff and residents acknowledged the NAACP’s 100<sup>th</sup> anniversary.

In school, students read the book, *Bud not Buddy*, by Christopher, recounting the history of the Pullman Porters, the Negro Baseball League and the jazz bands during the Depression. Students also conducted research about black inventors over the last hundred years, and then created posters about these inventors for display within the unit. Additional research projects focused on George Washington Carver, the Civil War’s 54<sup>th</sup> Regiment and the Tuskegee Airmen. Under the guidance of teacher Paul Nordberg students tracked the presidential campaign and watched the inauguration of President Barack Obama. The students then studied current issues facing the nation and created brochures about the issues on which they wanted the new president to focus. Mr. Nordberg then mailed a copy of all the brochures to the White House, so that the students could exercise their citizen privilege of communicating with the president.

Also during the month of February, staff incorporated the celebration of Black History Month into recreational programming. Individuals and teams that were highlighted included the “Black Legends” professional basketball team, table tennis champion, Pradeeban Peter-Paul, track stars Jessie Owen and U-Bolt, and other noted African-American athletes. Some of the movies residents watched in celebration of Black History Month included “Ali” “We Were Kings,” “The Great Debaters,” “Lilies of the Field,” and “To Sir With Love.”

Finally, the Paul T Leahy Center convened an African-American Community Panel to speak to DYS residents. The panel included North High Guidance Counselor Lynnel Reed-Powell, Forest Grove Middle School Teacher Kareem Tatum and South High Assistant Principal Janelle Person. They each shared their own hardships and humble experiences related to conquering adversity. They spoke about making good choices, pursuing an education and remaining focused on achieving their personal goals, despite struggling with some of the same issues as DYS residents face today. Their presentation was encouraging and very well received by the residents.

- **“Emphasis on Family” – Grafton Girls’ Program:** In 2009, the Grafton Girls’ Program initiated a series of activities to involve families in the care of program residents. Family involvement is critical to the success of DYS clients, both in DYS custody, and upon reentry to their home community. To foster family involvement, the Grafton Girls’ Program sponsored family events that included: “Family Fun Day” held at Worcester’s Green Hill Park; a family-oriented

Carnival; several DYS open house events throughout the year; Thanksgiving and Christmas family dinners; and the “Women in History” luncheon. During one of the open houses, residents presented an excerpt from the play, “Annie.” In addition, as part of their final clinical project prior to graduation, residents invited members of their families and DYS casework staff to hear presentations about the progress they made during their stay at the Grafton Girls’ Program.

- **“U-Micro Program” at Worcester Youth Center – Worcester District Office:** The Micro Enterprise (“U-Micro) program operates a training program in partnership with the Urban Community Action Planning for Teens (U-CAPT) at the Worcester Youth Center. This program was piloted in June 2009 with approximately eight (8) DYS clients. DYS youth worked in the program with staff from the Worcester Youth Center, to develop and implement business plans to solve problems within their community.

Approximately fifteen (15) DYS committed youth went through two phases of training through the U-Micro program. During the first phase, staff worked with DYS youth to develop leadership skills and during the second phase of training youth worked on their business plans. Two current and one recently discharged DYS client presented their business plans to a selection panel from the Center for Women and Enterprise. Their plans included: “Limitless,” a physical training program, “The Nu Nail Salon” and “Exclusives,” a clothing store. All three presenters shared their written proposals and Power Point presentations, each of which contained a marketing plan, an operational plan and annual profit projection for their businesses. At the conclusion of their presentations, panelists asked the young people questions and provided constructive feedback as to how to translate their vision into an actual business. The selection panel awarded funding to each of the three DYS youth ranging from \$750.00 to \$1300.00 to be used as start-up money for their enterprises. In addition, physical space at the Worcester Youth Center was given to each young entrepreneur to pursue their goals of making their plans into a thriving business.

- **Yoplait Yogurt/Susan G. Komen for the Cure – Westborough Reception:** Providing DYS clients with an opportunity to make a positive impact on the community is an ongoing objective of DYS. In 2009, that opportunity presented itself to the residents of the Westborough Reception Center in a rather unique way – eating Yoplait yogurt. To benefit the Susan G. Komen for the Cure to end breast cancer, Yoplait Yogurt ran a campaign encouraging people to save lids to save lives. For every pink lid that was collected, Yoplait donated 10 cents to the Susan G. Komen for the Cure campaign, in the hopes of raising \$1.5 million for breast cancer research. Westborough Reception clinician Lisa Bordage worked with the residents on the unit in an effort to collect 500 lids by the end of the collection period. They surpassed that amount by collecting and donating 579 lids. The goal of this campaign was to raise money for research, but it was also an opportunity for the residents to see that they can effect positive change in the community and themselves with the most minor changes in their behaviors and

decisions. Too often residents hear about their negative impact on others. This served as a perfect opportunity to make a positive difference in the lives of others, as well as their own.

- **Paul T Leahy Unit A Residents Paint Mural:** Under the supervision of the program's English and Art Teacher, Janice Perch, the residents painted a mural on one side of the detention unit. The mural depicts an old English village, including a coffee shop, theater, general store, barber shop, candy store, toy store and a park. This work of art was designed and completed by unit residents to create a less institutional atmosphere and create an environment that would have a positive impact on youth, staff and visitors.

Another addition to the Leahy- Unit A in 2009 was the opening of a library to serve residents in the program. Thousands of books were donated and many residents took advantage of the opportunity to improve their reading skills.

- **Central Region Reception Center:** In 2009, DYS Commissioner Tewksbury implemented a pre-trial detention reduction strategy, based on the Juvenile Detention Alternatives Initiative (JDAI)<sup>3</sup> framework, to improve overall detention practices and enable DYS to save critical resources. The statewide detention reduction strategy included the elimination of more than 100 pre-trial detention beds in FY'10 and the opening of the agency's first reception center for pre-trial detainees, located in Worcester County, a JDAI site.

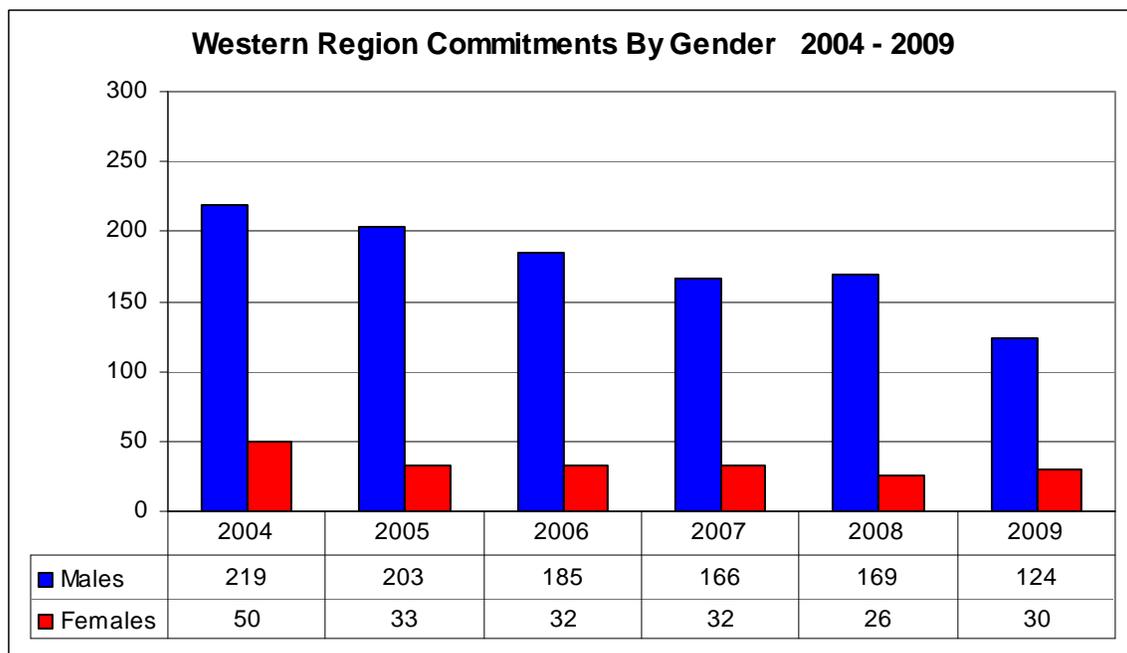
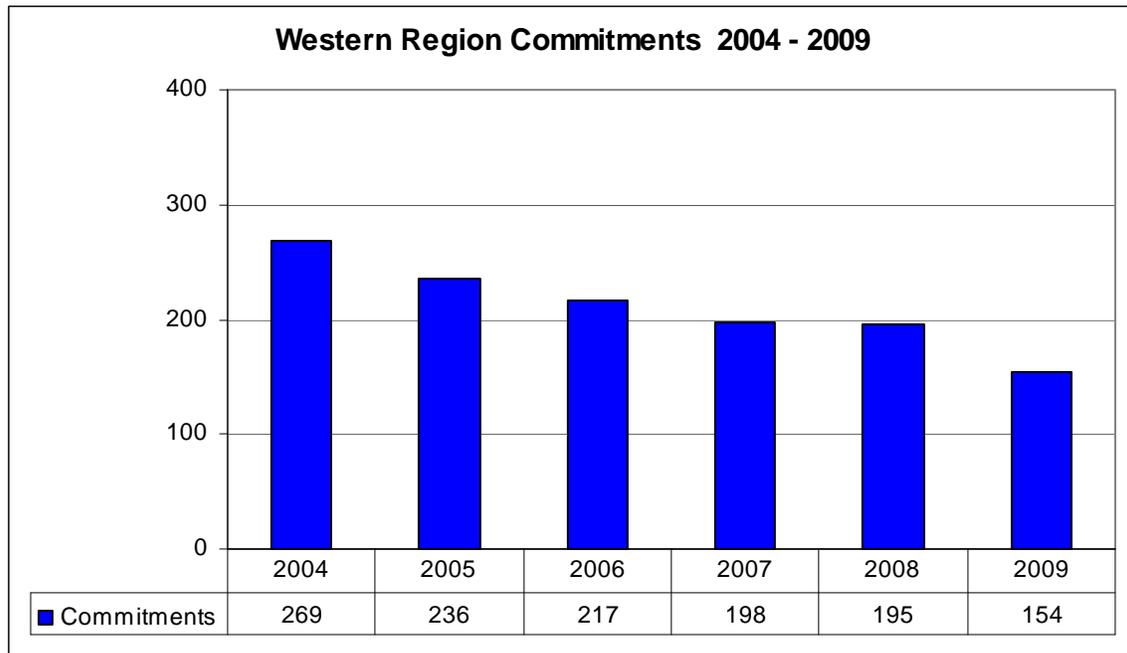
In November of 2009, DYS established the Central Region Reception Center (CRRC), with the goal of diverting low risk youth from detention programs and identifying more appropriate and less costly alternatives to locked secure detention. The CRRC mission is to determine, through the use of an objective risk assessment tool, the level of appropriate supervision to ensure that youth remanded by the Juvenile Court to the pre-trial care and custody of DYS appear before the court as ordered. CRRC staff are responsible for identifying community-based options as an alternative to secure detention. In December of 2009, CRRC staff received intensive training on the eight JDAI Core Strategies, as well as support and direction from Central Region Director, Barbara Morton and DYS Executive Staff. Staff will continue to receive training in January 2010 and the CRRC will officially open on February 1, 2010.

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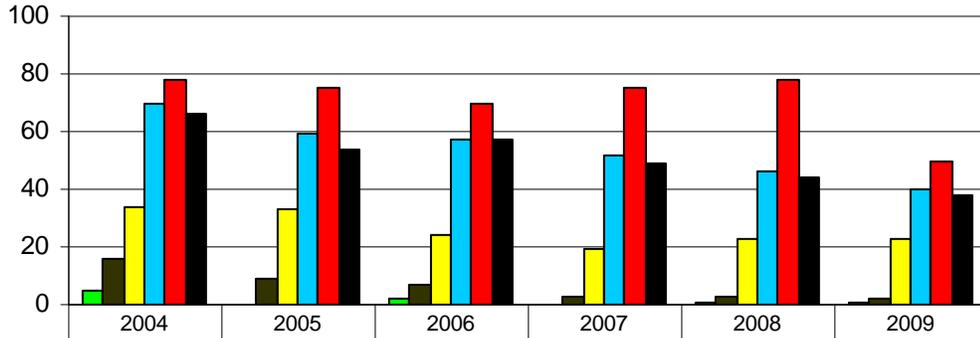
<sup>3</sup> For more information about JDAI, see page of this report.

#### IV. WESTERN REGION

Based in Springfield, the Western Region encompasses Berkshire, Hampden, Franklin and Hampshire counties, and the town of Athol. In 2009, 154 youth were committed to DYS from the Western Region, a 21% decrease in commitments from 2008. The majority of these youth were males of color, 16 or older who were committed to DYS for offenses against persons or property.

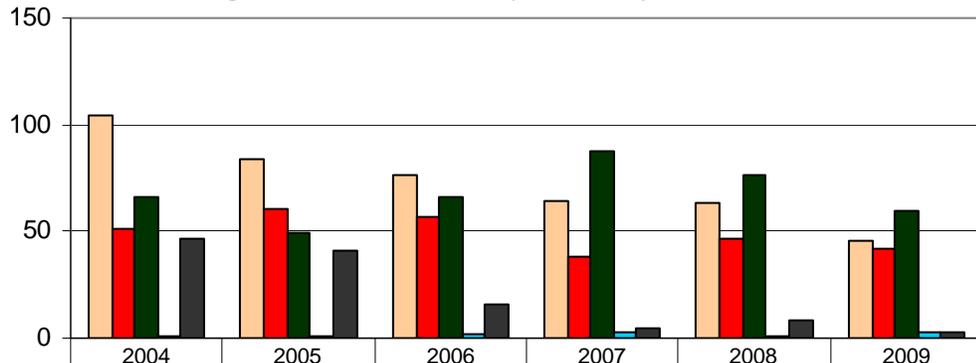


**Western Region Commitments By Age 2004 - 2009**

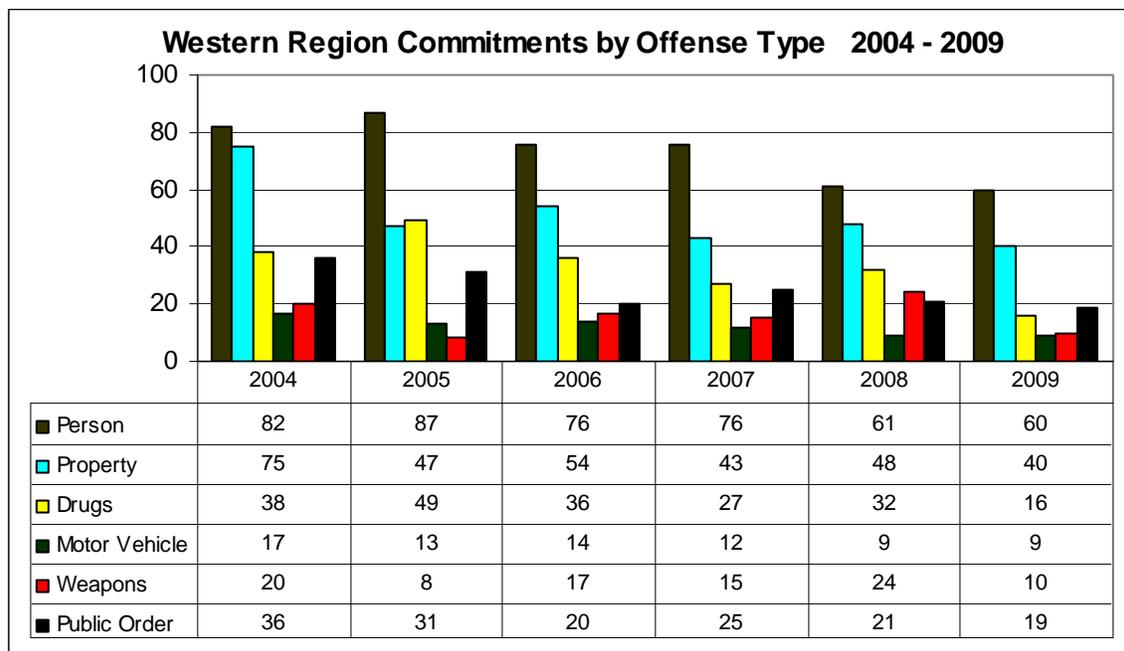
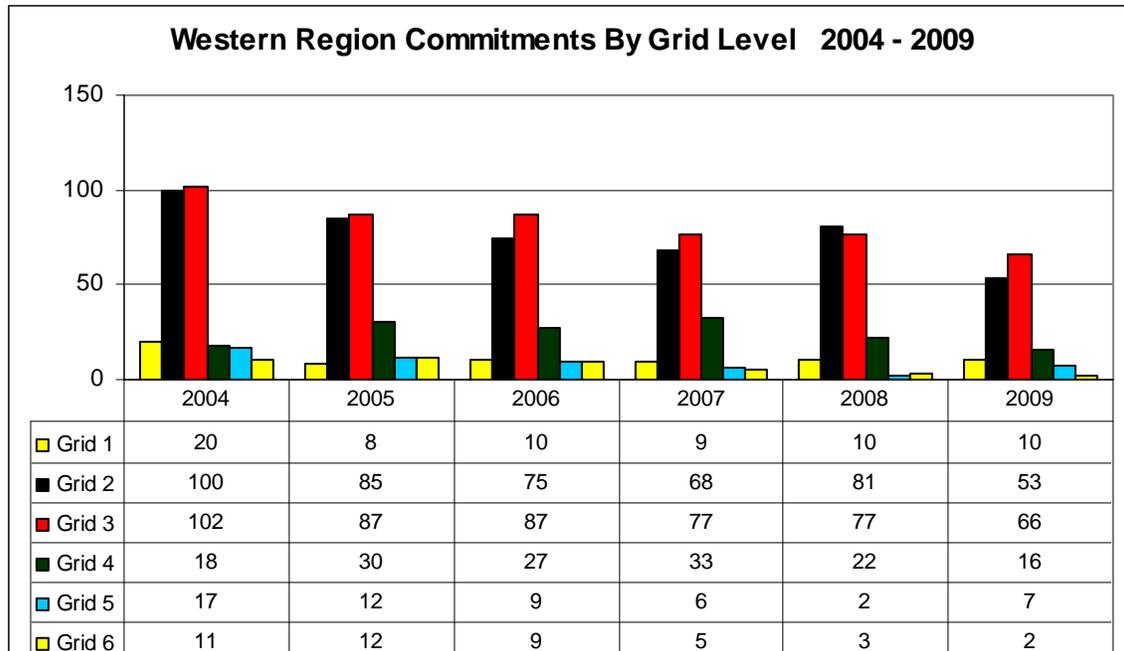


■ 12 and Under	5	0	2	0	1	1
■ 13	16	9	7	3	3	2
■ 14	34	33	24	19	23	23
■ 15	70	59	57	52	46	40
■ 16	78	75	70	75	78	50
■ Over 16	66	54	57	49	44	38

**Western Region Commitments by Ethnicity 2004 - 2009**



■ Caucasian	104	84	76	64	63	46
■ Afr. American	51	61	57	38	47	42
■ Hispanic	66	49	66	88	76	60
■ Asian	1	1	2	3	1	3
■ Other	47	41	16	5	8	3



Western regional initiatives in 2009 included:

- Center for Human Development (CHD) Community Adolescent Treatment Program Presented a Workshop at Department of Public Health (DPH) Youth Conference, “Connecting for Change”:** In August of 2009, the Department of Public Health (DPH) solicited presenters for a youth conference entitled, “Connecting for Change,” that focused on youth voice and leadership.

The youth from CHD, with the support of Program Director Clara Snowden, submitted a concept paper entitled, "Exposure to Nature." The youth were excited to present at the October 24, 2009 event, which attracted more than 700 young people from across the state.

"Exposure to Nature" represents the Community Adolescent Treatment Program's commitment to provide DYS youth access to natural wonders in the community. Many inner-city youth have not had the opportunity to hike, go camping, go to the beach or have access to the arts. With this new initiative, youth were able to research and plan trips that brought them to the ocean, the White Mountains, to camping in the Berkshires and to the theater. Many experienced these activities for the first time.

The goal of the workshop was to encourage other young people to organize similar activities in their communities with the support of their schools, churches or other groups. The DYS young men shared their personal experiences in the program, from their fears of doing something outside their comfort zone, to the joy and sense of peace they experienced in the world of nature.

The five young men worked hard for three weeks preparing for the conference and were confident presenters. The message to their peers was that older teens need alternatives to the streets and that exposure to nature can help manage stress, create new opportunities and be a positive life experience. The workshop was very well received by the youth in attendance.

- **The Youth Garden:** Students from the Robert F. Kennedy (RFK) Secure Treatment Facility and students living in the community under the care of DYS came together three mornings per week to participate in the summer horticulture program. In the heat of the summer mornings these youth worked in the garden. In the afternoons they moved indoors to learn entrepreneurial skills through planning and managing their small business. During the late afternoon they would take turns operating the roadside stand where they sold their organically-grown vegetables, herbs and flowers. The curriculum for the summer horticulture program gave the youth the skills to successfully grow, plan, market, and operate a small garden business.

The students who made the commitment to this summer work experience enjoyed the time they spent in the garden and they shared their thoughts. One youth commented, "It's a lot of work to grow everything. I like to see what I plant growing – you know, the futures of my labor. It's good exercise and it clears your head. I feel freer outside; it's better for me. I don't get in trouble anymore." Another youth started his own fledgling landscaping business and reported, "I take what I learn here home and I have a growing landscaping business in my neighborhood."

- **Comida Latina:** On March 25, 2009, the Westfield Youth Service Center continued their efforts to promote diversity by introducing lunches of ethnic foods to DYS clients. The event was named Comida Latina, or Latin Food, which included: pernil (Puerto Rican roasted pork shoulder), bacalao salad (cod fish salad) and fried plantains with rice and beans. Kitchen Supervisor Angelo Moran

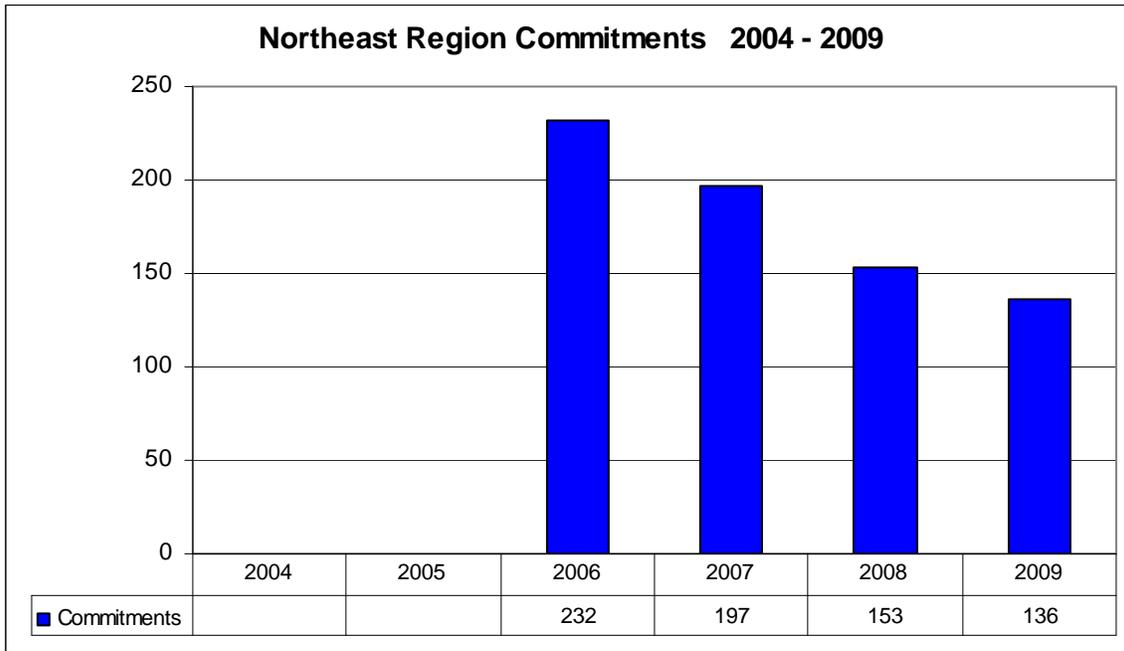
spearheaded the event and asked staff from the different units of the facility to help prepare the meal. With over 51 years of combined experience working directly with DYS clients, seasoned staff members Dale Richardson, Victor Sanchez and Luis Cortez took great pride in creating this authentic taste sensation. The staff and clients enjoyed their lunch and were able to see their colleagues in a different role and sharing their culture. The Westfield Youth Service Center will continue to infuse cultural awareness in our programs and promote diversity.

- **Mentoring Pilot Program:** This collaboration between DYS, the Commonwealth Corporation, Massachusetts Mentoring, Lights of Restoration Ministry of Holyoke and Faith Unlimited of Springfield served to create a mentoring program for the youths from Holyoke. Planning began in the fall of 2008 and the program design was completed in early 2009. The program goals included matching young people with positive adult role models and through the mentoring relationship, strengthening each youth's education and employment objectives. The program sponsored joint activities for youths and mentors, including tours of college campuses, horseback riding and cultural events. Twelve youth were referred to the Mentoring Pilot Program; six youth participated in the program; and two DYS youth completed the program.
- **Youth Summer Employment:** DYS youth were the direct beneficiaries of federal stimulus funds in expanded summer employment programs. In Hampden County, the Regional Employment Board accepted applications from residents of the Community Adolescent Treatment Program and the Gandara Group Home. Youths from Gandara partnered with the West Springfield Parks Department to do clean up and improve the landscape in the city's parks. The Community Adolescent Treatment Program created a garden and worked at the Riverbend Furniture Company assembling furniture. Finally, the federal stimulus funding expanded capacity to provide job opportunities for all of the Western Region's committed youth in the community. DYS staff worked closely with employers to support client attendance and enhance their job performance. Approximately 150 DYS youth had jobs during the summer of 2009.
- **Construction of New Residential Units at Western Youth Service Center:** In response to deteriorating building infrastructure at the Western Youth Service Center, the Department of Capital Asset Management and DYS began the planning process to build new residential units for the RFK Secure Treatment Program for Boys and the Terri Thomas Program for Girls on the Western Youth Service Center campus. Design meetings resulted in plans for new buildings which will provide new bedrooms and group space for DYS youth. The existing food service, educational and office spaces will be maintained and youths will transition from the new housing to the existing buildings for programming. During the spring of 2009, the unoccupied convent area of the building was demolished to make room for the new boys' building. The foundations for the new buildings were poured and construction is expected to be completed by July of 2011 to provide better living conditions for youth in DYS custody.

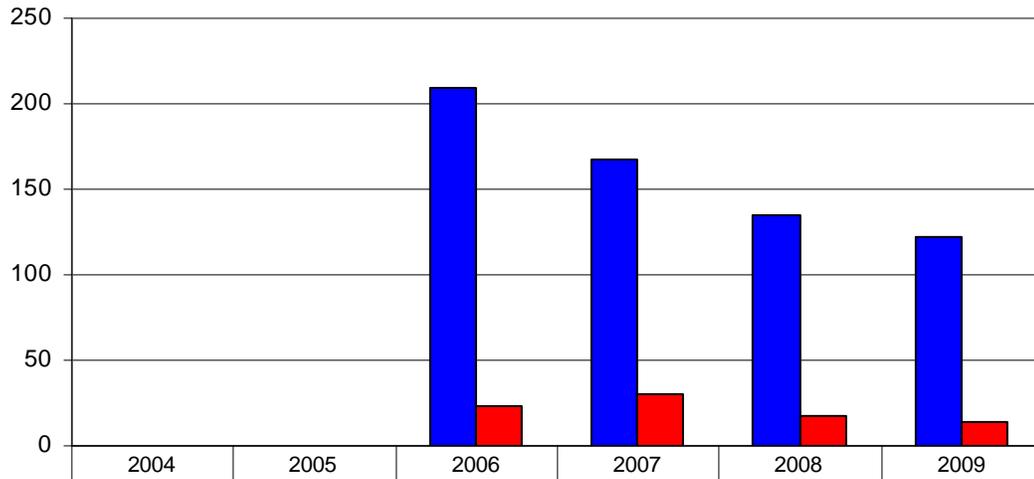
## V. NORTHEAST REGION

The Northeast Region, with its Regional Office now located in Middleton, serves the eighty-eight cities and towns that comprise Essex and Middlesex Counties. In 2009, the Northeast Region marked its third full year as a (restored) DYS region.

In 2009, 136 youth were committed to DYS from the Northeast Region, an 11% reduction in commitments from 2008. Consistent with the trends of prior years, the majority of these youth were male youth from minority groups and 16 years or older who had committed offenses against persons or property.

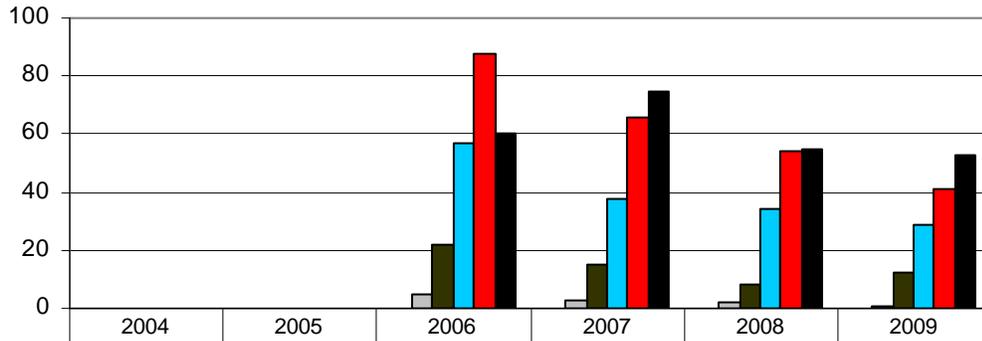


**Northeast Region Commitments By Gender 2004 - 2009**



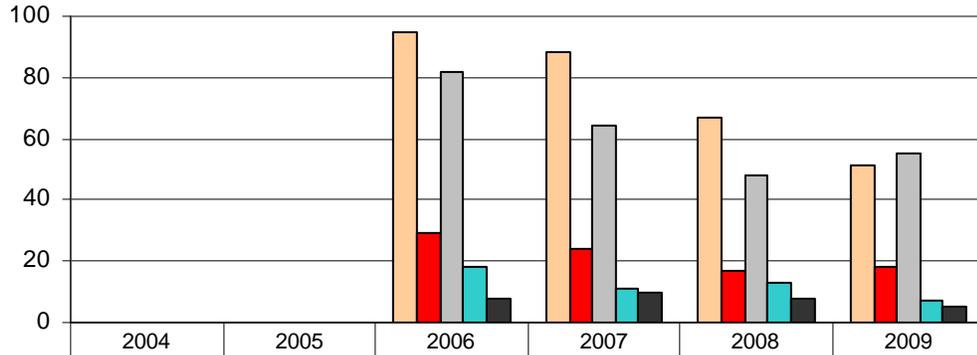
■ Males			209	167	135	122
■ Females			23	30	18	14

**Northeast Region Commitments By Age 2004 - 2009**



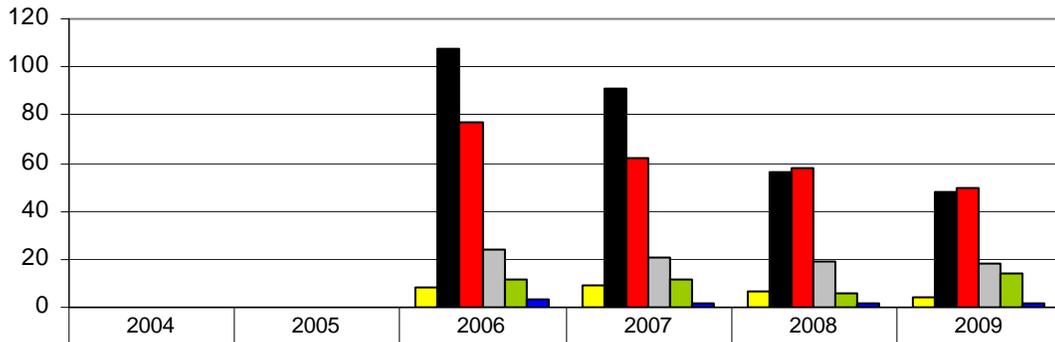
■ 12 and Under			0	0	0	0
■ 13			5	3	2	1
■ 14			22	15	8	12
■ 15			57	38	34	29
■ 16			88	66	54	41
■ Over 16			60	75	55	53

**Northeast Region Commitments By Ethnicity 2004 - 2009**

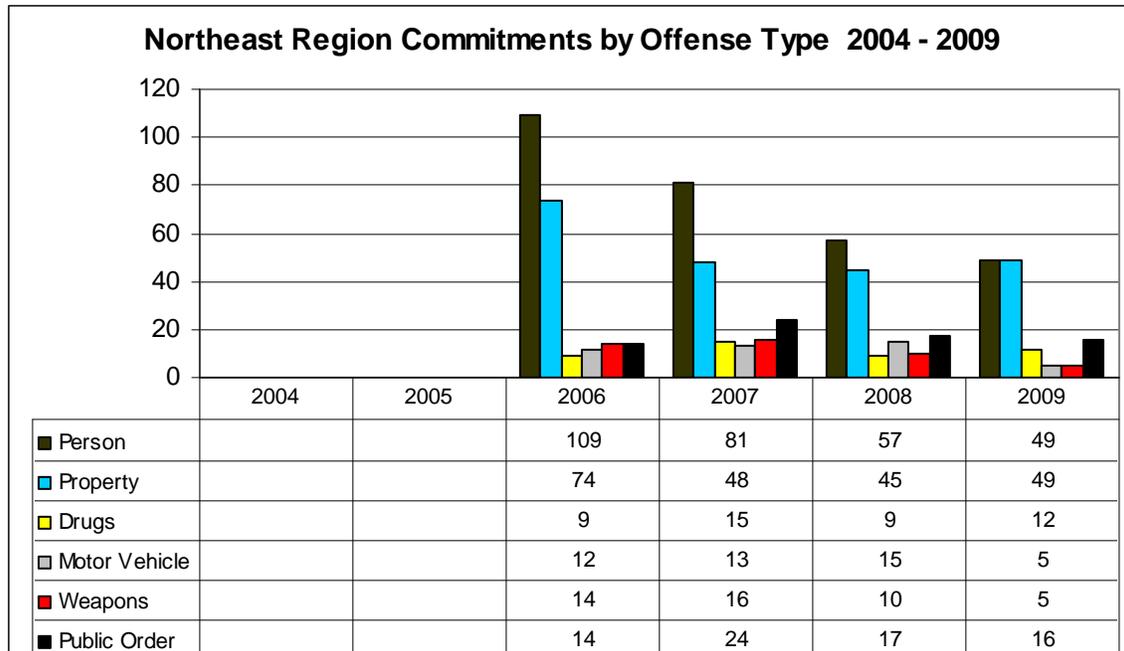


■ Caucasian			95	88	67	51
■ Afr. American			29	24	17	18
■ Hispanic			82	64	48	55
■ Asian			18	11	13	7
■ Other			8	10	8	5

**Northeast Region Commitments By Grid 2004 - 2009**



■ Grid 1			8	9	7	4
■ Grid 2			108	91	56	48
■ Grid 3			77	62	58	50
■ Grid 4			24	21	19	18
■ Grid 5			12	12	6	14
■ Grid 6			3	2	2	2



In 2009, the region was involved in the several projects and initiatives, including:

- CASASTART – Lawrence and Haverhill District Office:** 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 drugs 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 consistent with the operating standards of the Department’s District Offices (formerly Community Reentry Centers.)

The CASASTART program is operating in six DYS District Offices, including the Lawrence and Lowell District Offices in the Northeast Region. There is a strong focus on staying in school and/or job placement and the goals of the program are achieved by effective mentoring by a substance abuse specialist who oversees each program. The CASASTART worker in the Lawrence District Office is a positive role model for DYS clients and often participates in recreational and social activities with the youth as a way to establish trust. The CASASTART worker also reaches out to the families of DYS clients and has established excellent working relationships with them. Each week, parents and siblings of DYS clients contact the CASASTART worker and he is able to assist family members, as well as communicate important client information to caseworkers. Fifteen (15) DYS clients were enrolled in the CASASTART program in the Lawrence District Office in 2009.

- **“Getting Beyond the System” – Somerville District Office:** On January 14, 2009, four (4) Somerville District Office youth were among seven (7) young men and women who graduated from the *Getting Beyond the System (GBS) Self-Advocacy Seminar*. A new partnership between Community Resources for Justice (CRJ) and the Youth Advocacy Center (YAC) in New York, GBS is managed by CRJ’s Watson Academy, which provides GED classes, life skills groups, and other supportive services to the Somerville District Office and to the Somerville Transition Shelter. The Andrus Family Fund generously provided funding to CRJ to support this initiative.

GBS is a ten-session program, held at Harvard Law School and facilitated by law school student Michael Addis. The program uses the Socratic Method to teach participants self-advocacy skills to prepare for their future as successful adults and citizens. The program culminates with an “informational interview” with an individual in the field of interest to each student. The first class conducted their interviews with professionals in nursing, professional football, entrepreneurship, juvenile justice, music production, electrical trade, and military technology.

Approximately fifty (50) friends, family members and supporters of the students attended the GBS graduation ceremony. Betsy Krebs, Co-Founder and Executive Director of YAC, returned to her alma mater for the ceremony. This was the program’s Massachusetts debut and Krebs praised the graduates for their commitment to the program and for proving that this type of approach can, indeed, help youth to achieve their potential. The District Office graduates specifically thanked the Somerville District Office staff for their help and support.

- **Holiday Events: Lowell and Lawrence District Offices:** On November 22, 2009, Thanksgiving baskets were delivered to thirty (30) families living in Lawrence and Lowell. With the assistance of a former DYS Outreach Worker, who is now a professor of criminal justice at Bunker Hill Community College, families in need were able to receive Thanksgiving dinner baskets and celebrate the holidays with their loved ones. The baskets contained 20-pound turkeys, side dishes, beverages and desserts. The baskets were delivered directly to the clients’ homes.

On November 19, 2009, a Thanksgiving dinner was also prepared for clients’ families and was held at the American Legion Hall in Dracut, MA. The Dracut site was chosen because it was equidistant between the Lawrence and Lowell District offices, each of which combined their talents and resources to make the event happen. Transportation was provided and the turnout was outstanding. The Northeastern Family Institute (NFI), Bridging the Opportunity Gap (BOG) Grant and DYS staff all prepared home-cooked meals for the families. A raffle was also held that night and families had the chance of winning various items. The entire team, as well as the families, all reported that the event was a great success and

there are plans for future holiday dinners sponsored by the new DYS/NFI partnership.

On December 16, 2009, a Christmas dinner was held at the Lawrence District Office for clients and their families. DYS and NFI provided food and \$25.00 A.J. Wright gift certificates for the thirty (30) clients in attendance.

- **Raw Art Works (RAW): Lynn District Office:** RAW offers forty (40) arts programs that include an award-winning film school, visual arts groups, single gender groups, mentoring and leadership development programs, employment and summer art programs. RAW's programs are designed to create a continuum of services to children and teens, ages 6-19, with increased challenge and responsibility at each developmental stage. RAW's continuum culminates with Project Launch, a college access program in which volunteer mentors and RAW staff support students and their families through the daunting college application and critical financial planning processes. Over 98% of RAW's seniors graduate from high school and 90% have gone on to college, aided by mentors in Project Launch. Nine (9) DYS clients from the Lynn District Office participated in the program.

## **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 and supervision by DYS.

### **I. Victim Services**

The Victim Services Unit provides post-conviction services to victims of juvenile crime whose offenders are in the custody of the Department of Youth Services. These comprehensive services include notification of an offender's release, victim advocacy, and assistance with accessing ancillary resources in the community. At any given time, victims from cases involving approximately 10% of youth committed on person-related offenses receive notification and other services. Since its inception, the Victim Services Unit has helped countless victims navigate the juvenile justice system and the DYS commitment and placement process.

Pursuant to the Victim Rights Law, *victims shall be informed in advance by the appropriate custodial authority whenever the defendant receives a temporary provisional or final release from custody, whenever a defendant is moved from a secure facility to a less secure facility, and whenever the defendant escapes from custody.* Additional regulatory notifications include transfer to a higher security status, Department of Correction (DOC) and House of Correction (HOC), court-ordered release from custody, parole violation/whereabouts unknown, courtesy holds and returns to custody. To ensure victims are provided with consistent and seamless services throughout the criminal justice process, the Victim Services Unit works collaboratively with Public Safety agencies, including the Criminal History Systems Board, Sex Offender Registry Board, Parole Board, Department of Correction and with county District Attorney Offices, Sheriffs and Probation.

Throughout the year, the Victim Services Unit promotes awareness of Victim Rights, Sexual Assault and Domestic Violence by participating in state and national initiatives, including the White Ribbon Campaign to end violence against women and the Victim Rights Conference held annually to recognize the journey for survivors and the related work of service providers.

The Victim Services Unit is also a member of the Governor's Council to Address Sexual and Domestic Violence – Systems Change and Integration Committee. To comply with the requirement of Executive Order #491, Establishing a Policy of Zero Tolerance for Sexual Assault, Domestic Violence and Stalking and to incorporate provisions of the new Harassment Prevention Law G.L.258E (effective May 10, 2010), agency policies were modified and additional training was provided for employees across the state.

As a member of the faculty for the Massachusetts Office for Victim Assistance (MOVA) State Victim Assistance Academy, staff within the DYS Victim Services Unit, in conjunction with representatives from the Victim Compensation Division of the Attorney General's Office and other criminal justice agencies, provided its annual presentation on the post-conviction process and services for victims of crime. State academies established in 1995 through the Office for Victims of Crime (OVC), provide fundamental education and training to advocates and other professionals working the victim services field.

## **II. Female Services**

In 2009, the Department continued to experience a significant decline in the number of females committed to its care. From January of 2008 to January of 2009, the total committed female population decreased by 17.4%. Since January of 2005, the Department's female population has decreased by 47%. The continued reduction in the female population has resulted in adjustments in the total capacity for residential programs throughout the female continuum. The reallocation of bed capacity has presented challenges in keeping committed females within their home region.

- In 2009, the most significant reductions in the number of committed females were in the Metro (35.5%) and Northeast (22%) regions.
- In 2009, a reduction in detention admissions continued from 2006 and this trend, in part, explains the decrease in the number of females committed to the Department.
- The continued reduction in detention admissions resulted in a review of utilization across all secure and residential programs. From that review, there were several actions taken to ensure the fiscal and programmatic integrity of the female services continuum.
  - The closing of female detention units in the Central and Metro regions; and
  - A readjustment of bed capacity at several female residential settings to accommodate the overall reduced utilization, while at the same time retaining geographic integrity.

Although the Department has reduced the overall bed capacity for both detained and committed females, it has not diminished the quality of the service delivery for education, clinical or health services for female youth.

## **III. Educational Services**

In 2003, DYS began a process to reform its education programs. This continuous improvement process, originally referred to as the "Education Initiative," has created access to high quality education and employment opportunities for youth in the care and

custody of DYS. The achievements of the “Education Initiative” are the result of the successful collaboration between the Department and the Commonwealth Corporation. This partnership is referred to as the Comprehensive Education Partnership (CEP).

The **Comprehensive Education Partnership (CEP)** is the conceptual framework that was designed by the Department to support the development and improvement of educational services in DYS. The mission, vision and guiding principles of the CEP embrace a positive youth development approach that results in multiple effective education and employment pathways for DYS clients. Central to this partnership was the awarding of our second phase contract for educational service collaboration with Commonwealth Corporation (CommCorp) and the Collaborative for Educational Services (formerly known as The Hampshire Education Collaborative).

The exemplary work of the CEP is the result of the combined efforts of CommCorp, the fiscal agent and workforce development partner to the grant, the Collaborative for Educational Services (CES) and the other six (6) DYS non-profit education service providers. The Partnership continues to provide multifaceted support and strategic direction for innovative teaching and learning in DYS residential programs and effective services for the community reentry of DYS clients.

The progress and achievement of some of the educational initiatives are highlighted below:

- **Engaging Teaching and Learning supported by High Quality Professional Development:** The scope of what to teach and the sequence in which it is taught is communicated through the DYS Instructional Guides. There is a guide for mathematics, science, US History 1, and English Language Arts (ELA). 2009 was the first year in which a U.S. History guide was created. DYS, Commonwealth Corporation and CES also worked together to create a Life Skills curriculum which was developed and introduced in select residential treatment programs.

Over the years, DYS has provided programs with a variety of instructional tools in the various content areas. During the 2009-2010 school year, teachers received more training on how to use these tools to bring the curriculum alive for their diverse student population.

Finally, DYS has also directed considerable attention and resources toward “professionalizing” the workforce. In 2009, 98% of CES Instructional staff maintained a current Department of Secondary Education (DESE) license.

- **Federal Title 1 Literacy, Numeracy and Transition Services:** Each year the Department receives federal Title 1 funds to support literacy and numeracy efforts for DYS clients. DYS uses the Test of Basic Education (TABE) to assess literacy and numeracy skill gains. Data used in the 2009-2010 consolidated performance report came from student records collected by Title 1 teachers covering thirteen

(13) residential treatment programs combined with information from the TABE pre/post test database. In 2009, 383 students were pre- and post tested in reading and 50% showed improvement. In math, 382 students were pre and post tested and 55% showed improvement.

- **Special Education:** Representatives from the DYS Educational Services Program and the Secondary Education Institutional Services (SEIS) division worked collaboratively throughout 2009 to continue addressing issues related to delivery of special education services within DYS' educational program. Several efforts have sustained the progress toward the mutual goal of DYS and SEIS to promote a culture that supports special education students' access to the general education curriculum.

Integrated professional development opportunities for DYS and SEIS staff continue to promote shared understanding and a more inclusive educational program for DYS youth eligible for special education services. The Agency Coordination Process for special education-eligible students committed to DYS has been monitored and refined to support increasingly effective and efficient procedures for communication, service provision planning and inclusion of special education students in the general population. In addition, student data sharing, using Elementary and Secondary Education (ESE) Student Management Information System (SIMS) data, contribute valuable information about students. This information enables SEIS staff to identify students eligible for special education services at the earliest stages of pre-trial detention, which supports more effective and efficient provision of services for youth while they are held on bail. Finally, an integrated service delivery model was piloted at two sites during the 2009-2010 school year. This model provided greater access to the general education curriculum for all special education students through inclusion and extensive collaboration between general and special education teachers.

- **Healthy Opportunities Positive Outcomes (HOPE) – A Physical Education and Leadership Initiative:** Project Hope is a partnership between DYS and the Collaborative for Educational Services through a Carol M. White Physical Education Program (PEP) Grant awarded in the fall of 2009. Project Hope provides health and physical education classes and after-school activities for students in DYS programs throughout the Commonwealth, utilizing certified health and wellness teachers and trained program staff. Project Hope was initially launched in 10 program settings.

Five health and wellness teachers were hired in the fall of 2009; one in each DYS region across the state. The teachers received four days of Project Adventure training in late fall of 2009 and additional professional development support was provided from the "Come and Get It" nutrition curriculum. In addition, equipment was purchased for each of the ten (10) initial pilot sites. Fitness assessments were developed to collect Government Performance and Results Act (GPRA) measures on each of the students in the pilot sites. Finally, in 2010, the

grant will expand into additional programs and provide additional training for the direct care staff in Project Adventure and the physical education curriculum employed by health and wellness teachers in programs.

- **Unlocking the Light Arts Initiative:** Unlocking the Light (UTL) focuses on bringing arts integration to the general education curriculum. UTL is an arts-based professional development program designed to aid DYS teachers in reaching and teaching students, and to promote the engagement of DYS youth in an alternative learning model and to positively envision their future. One way that UTL has met this goal has been to increase the capacity of DYS teachers to provide high quality, research-based arts education linked to challenging academic standards in the core curriculum.
- **Bridging the Opportunity Gap Job Readiness and Employability Initiative:** The Bridging the Opportunity Gap (BOG) initiative was launched in 2006 and has supported innovative transition and re-entry programming for DYS youth since its inception. DYS has also applied federal Title I funds to support this program and Commonwealth Corporation has served as the administrator for these funds.

The Bridging the Opportunity Gap initiative supports the successful transition and re-entry of DYS clients with a special focus on those who return to their home communities following residential treatment. The program focuses on career development and employment training services that are tailored to a youth's unique strengths and needs. BOG provides comprehensive employability services, including career readiness; vocational and entrepreneurship training; industry certifications; and subsidized employment. The BOG initiative served 395 youth in Fiscal Year 2009 and 311 youth in Fiscal Year 2010. The decrease in the number of youth served through BOG was the result of a decline in the DYS re-entry caseload.

- **Education Quality Assessment of DYS Education Program:** The Education Quality Assurance Initiative evolved from the Education Field Assessment Initiative that was established through the DYS Lead Entity for Education (LEED) contract and was implemented in 2004, 2005, and 2007. Education field assessments provided DYS with baseline information on each of its education programs across the state and identified education program's strengths and challenges. The Field Assessment process relied primarily on the collection of self-reported data and a brief on-site program interview with the program's Teaching Coordinator. As a result of the Education Field Assessments, DYS established a set of minimum education requirements that shaped a common understanding of certain elements of the educational programs. As a first generation baseline assessment of education program quality in DYS, the field assessments shaped an interest by DYS to expand and deepen how this quality assurance process could be used to identify and maintain quality educational programming. As a result, the Education Quality Assessment (EQA) project entered its second year in 2009 and helped shape a comprehensive set of

standards and indicators to codify and articulate expectations for all DYS education programs. EQA staff also coordinated a working group of key DYS education stakeholders to assist with the design of the EQA standards, indicators and terminology.

- **Positive Youth Development and Culturally Responsive Practices for Educators and Staff:** The DYS Education Initiative (EI) has responded to the challenges faced by DYS youth and the staff who care for them by developing the Positive Youth Development (PYD) and Culturally Responsive Practice (CRP) initiatives. Originally, the EI adopted the Massachusetts Executive Office of Health and Human Services (EOHHS) PYD approach to working with youth in the care of the Department. Subsequently, DYS integrated the research and tenets of youth development and culturally responsive practice together to guide the development and implementation of professional development and educational programming to better promote positive change in the lives of DYS youth. PYD is an approach to working with and educating youth that integrates multiple areas of growth and development – physical, cognitive, social, emotional, cultural, civic and vocational – with education. This interdisciplinary approach to working with children and adolescents focuses on building on a young person’s assets in order to: (1) strengthen their belief in their own abilities; (2) support them in developing a stable sense of identity; (3) nurture and strengthen their connections with others; and (4) build a sense of control over future outcomes in their own lives.
- **Empower Your Future Life Skills, Career Development and Employability Initiative:** Through the Education Partnership, Commonwealth Corporation is responsible for designing a comprehensive approach to life skills, career development and employability for the DYS continuum of care. In 2007, CommCorp organized a workgroup that included DYS Education Initiative personnel from CES, and consultants with practical and academic expertise in school counseling and career development. In 2009, the workgroup, through the dedicated efforts of consultant Katie Gray, M.Ed. finalized a curriculum for treatment programs called “Empower Youth Future – Treatment Programs” that will be taught for 45 minutes each day and at least three times per week. To date, the curriculum has been developed, piloted and is now being used by DYS educators.
- **Community-Based Mentoring Initiative: Lawrence:** On behalf of DYS, CommCorp partnered with Mass Mentoring Partnership (MMP) in 2008 to deepen its understanding of mentoring research and to help guide the planning and implementation of a mentoring pilot program at DYS. In 2009, CommCorp managed a new mentoring pilot program, bringing together DYS and a local community-based organization in Lawrence to design a second DYS pilot program. Building on the lessons learned from first DYS mentoring pilot program in Holyoke, CommCorp established a relationship with MMP to facilitate a planning process that included representatives from regional DYS staff (Regional Director and his staff, an Educational Liaison and two DYS

caseworkers), the Greater Lawrence Educational Collaborative (GLEC), Northeast Family Institute (NFI) and Family Service Inc. During the planning process, all participating partners collaborated to define the key components of the mentoring pilot program: (1) program model and type; (2) duration of the program and frequency of contact; (3) recruitment, screening, and training of mentors; (4) recruitment and orientation of youth mentees to the program; (5) matching mentors and mentees; (6) ongoing training and support to mentors; and (7) program activities.

#### **IV. Clinical Services**

The DYS Clinical Services Unit oversees the counseling services provided to youth in DYS residential care. In 2009, the DYS Clinical Advisory Council endorsed Dialectical Behavioral Therapy (DBT) as the primary clinical and behavioral approach used for the treatment of youth in the Department. As part of this effort, the DYS DBT Manual, entitled, “Adaption of DBT for the Department of Youth Services,” was written as a joint initiative by DYS and the DYS Clinical Advisory Council, under the direction of DYS Director of Clinical Services Yvonne Sparling. A three-hundred (300) page reference guide, the DYS DBT manual sets forth the standards and practices for clinical services across all residential treatment programs in the Department.

In 2009, the Clinical Services Unit, in conjunction with DYS Executive staff, worked to develop interagency protocols with the Community Behavioral Health Initiative (CBHI). The protocols focused on how DYS would access behavioral health services for youth in the community and how Intensive Care Coordinator (ICC) planning meetings for DYS youth would be conducted. As part of this planning process, DYS required all DYS clinicians, both state and provider, to become certified to conduct the Child and Adolescent Needs and Assessment (CANS). During 2009, more than two hundred (200) DYS clinicians became certified to provide the CANS.

On March 19, 2009, the Department with co-sponsor, Justice Resource Institute (JRI), held the Second Annual DYS Clinical Conference, entitled “Integrating DBT as a Behavior Management Approach in Juvenile Justice Settings”. More than two hundred twenty (220) professionals attended the clinical conference, which included eight (8) workshops developed by DYS Clinical Directors and two afternoon workshops developed by national experts on treatment services for adolescents. Some examples include:

**Interpersonal Effectiveness Workshop:** This workshop addressed the various skills related to effectively dealing with and responding to the needs of others. The goal of this module is for adolescents to learn appropriate ways to get their needs met without becoming aggressive or isolated. Skills are taught in three areas: setting and reaching goals; getting and maintaining relationships, and respecting one's own values and those of others.

**Presenters:** Sherri Shafman, M.A., Clinical Director at Connelly Transition Unit, DYS, Arielle Payes, Clinician, Connelly Transition Unit and Robert Sheridan, Assistant Regional Clinical Coordinator, Metro Youth Service Center, DYS

**Integrating DBT into a Detention Program (Paul T. Leahy Detention Center) and in the Revocation Process (Somerville Transition Program):** The Paul T. Leahy Center program created the “New Incentive Program,” a behavior management approach that incorporates DBT with a focus on positive praise and immediate rewards.

**Presenters:** Fred Hurley, Program Director and Mark Booher, Clinical Director.

Also in this workshop, Alexis Romanov, LICSW, Clinical Director and Robert Toro, Case Manager of Somerville Transition Shelter discussed the changes made to the Behavioral Management System in the past year and how the transition to a positive, reward-based system has led to positive changes in the milieu.

**Use of Sensory Rooms in Juvenile Justice Settings:** This workshop examined how juvenile justice systems are starting to incorporate the use of sensory rooms and DBT tools to enhance the services provided and to promote skilled prevention and de-escalation strategies.

**Presenters:** Tina Champagne, a national leader in the creation and implementation of sensory rooms and Ja’Net Smith, clinical director of the CHD Terri Thomas Girls Program.

The afternoon workshops included:

**Understanding, Managing and Treating Self-Injurious Behavior – Barent Walsh, Ph.D., Presenter:**

One of the most challenging problems for clinicians and other professional is dealing effectively with self-injurious behavior. The presentation focused on understanding, managing and treating diverse forms of self-injury. Eight levels of care in the management and treatment were reviewed.

**Developing Treatment Strategies for Juveniles Examining Risk Factors – David Burton, Ph.D., Presenter:**

Dr. Burton presented the primary dynamic risk factors for re-offense of juvenile crimes (both sexual and nonsexual crimes) along with the empirically-based treatment for each factor (e.g., Dialectical Behavioral Therapy methods for impulsivity.)

## **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. 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. All clients receive an evaluation by a health-trained individual upon 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), to alleviate any painful conditions, prevent deterioration of any existing condition and prevent the spread of disease to other clients or staff. In addition, all detained clients are offered screening for sexually transmitted diseases and a dental examination.

For committed clients, health services include a complete history and physical exam by a physician, nurse practitioner or physician assistant. 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, sexually transmitted diseases (STDs) and for other diseases indicated by their history. In 2009, DYS included on-site dental services in all secure facilities, allowing for routine dental care and treatment to all committed clients.

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 upon request.

Health Services are provided at the Department's secure programs through contracts with hospitals or health care agencies in each of the DYS regions. In 2009, the contracts in place for the provision of health services in the five regions were:

- Central Region – University of Massachusetts Medical School
- Metro Region – Carney Hospital
- Northeast Region – Lowell Community Health Center
- Southeast Region – Healthcare of Southeastern Massachusetts
- Western Region – Baystate Medical Center

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

**Girls' Health Passport Project (GHPP):** Originally developed by the Juvenile Rights Project (JRAP) at Boston College Law School, and supported by the Jessie B. Cox Trust, GHPP continued to provide services to DYS girls in the community. The focus of GHPP is connecting DYS girls in the community to local health care providers through the use of a nurse placed at a District Office. Young women in the Boston area participate in the innovative nurse practitioner health services delivery model implemented through the GHPP, the Sydney Borum Clinic and the Still We Rise Girls' District Office in Roxbury.

**Massachusetts Health Passport Project (MHPP):** This project began in November of 2005 with a six-month planning grant awarded to an evaluation team at Tufts University's Eliot-Pearson Department of Child Development and the Department of Urban and Environmental Policy and Planning. In 2007, GHPP expanded into Worcester, in partnership with the Great Brook Valley Health Center, replicating the Boston program. The Tufts evaluation team also completed a needs assessment, similar to the one conducted for girls, focusing on the expansion of MHPP to include boys.

In 2009, the DYS health services team dealt promptly and effectively with acute medical issues, including the H1N1 pandemic. The H1N1 vaccination program was successful and there were no significant influenza outbreaks within DYS programs. Moreover, in 2009, the health services team continued their work on the development of workflows and redesign of health services documents into standardized health forms, in preparation for the implementation of the Department's new case management system, the Juvenile Justice Enterprise Management System (JJEMS). In particular, DYS medical consultant Dr. Sabin Sullivan was instrumental in developing the medical record component of JJEMS. This electronic database management system will optimize the health care services for DYS clients statewide.

## **VI. Substance Abuse Services**

The DYS Substance Abuse Services Division introduced several policy and practice changes in 2009. They included: (1) changes in the way youth are assessed for substance abuse; (2) revision of placement criteria for substance abuse services in residential settings; (3) implementation of new evidence-based curricula in all residential settings; (4) implementation of a new substance abuse policy; and (5) training to educate staff about the new services.

### **New Initiatives**

- **Assessment:** After a review of the literature, a decision was made to change the substance abuse screening tool used in the DYS Assessment Centers and add a substance abuse assessment tool. DYS adopted the Global Appraisal of Individual Needs – Short Screen (GAIN-SS) and added the Global Appraisal of Individual Needs – Core version (GAIN-CORE). Both of these tools are evidence-based and used nationally as both screening and assessment tools for substance abuse disorders, mental health issues, as well as other problems that place youth at high risk for involvement in crime.
- **Curricula:** A substance abuse consultant worked with a team of both DYS and provider staff to search for and implement an evidence-based curriculum for substance abuse treatment and education. The team worked for more than three months to find a curriculum that was appropriate for adolescents with alcohol and drug problems in the criminal justice system. Two curricula were ultimately implemented: (1) "The Matrix" for youth in need of substance abuse treatment; and (2) "Alternative Routes" for those youth who do not meet the criteria for treatment, but need a psycho-educational curriculum focusing on substance abuse

issues. Assessment Units do not provide substance abuse prevention services or treatment. Detention and Revocation Units only provide the prevention curriculum, while all other residential units offer both treatment and prevention curricula.

- **Tracking System:** DYS implemented a new tracking system in the residential programs that places youth into either a treatment or prevention track for substance abuse services. This determination was based on a recommendation from the assessment centers that utilized the new screening and assessment tools (GAIN-SS and GAIN-CORE), as well as other collateral data.

#### **Materials:**

- The new curricula were purchased and printed and all residential programs have the appropriate materials for their unit.

#### **Training:**

- **American Society of Addiction Medicine (ASAM) Workshop:** This two-day workshop presented information about ASAM placement criteria. Twenty-two (22) clinical staff from DYS facilities attended this workshop.
- **GAIN Workshop:** This half-day workshop included a presentation by Michael Dennis of Chestnut Hill Systems. He presented information on the GAIN screening and assessment tool and its implications for DYS. Forty-five (45) DYS clinical staff from residential programs attended this workshop.
- **GAIN Training:** Six (6) DYS clinical staff (state and vendor), one (1) staff member from the DYS Training Academy and the Director of Substance Abuse Services attended a 4-day training on the Global Appraisal of Individual Needs – Initial (GAINS-I). The GAINS-I is a diagnostic assessment tool for substance abuse and mental health disorders. All eight (8) staff will be certified by Chestnut Hill Systems to administer the GAIN and the staff person from the DYS Training Academy will obtain further certification as a trainer on the GAIN, thereby enabling DYS to train new staff at a significantly reduced cost.
- **GAIN-CORE and GAIN-SS Training:** DYS hired a substance abuse treatment professional from the Institute for Health and Recovery (IHR) who was certified by Chestnut Hill Systems to provide GAIN training and who subsequently trained all clinicians in DYS assessment units who were not trained to administer the GAIN-I. This professional also trained all clinical staff in revocation units to administer the GAIN-SS (screening tool).
- **GAIN ABS SYSTEM:** DYS will purchase a licensing agreement from Chestnut Hill Systems which will enable the agency to administer the GAIN-CORE and GAIN-SS on line. DYS will also purchase password accessibility to allow all clinicians in assessment centers to utilize this system.
- **Motivational Interviewing Training:** DYS contracted with Dr. Thomas Broffman to provide training to all DYS caseworkers and district managers regarding motivational interviewing. Three (3) separate trainings were held

around the state and each staff member attended two (2) full days of training and one half (1/2 day) of coaching. Approximately one hundred forty-five (145) staff members were trained.

- **Substance Abuse Policy:** Senior staff and regional management staff attended a training session about the new substance abuse policy. All staff members were then trained regionally on this policy by the regional clinical coordinator, the regional substance abuse specialist and the director of substance abuse services.
- **Prevention Curriculum:** The new prevention curriculum was presented at a training for all clinical staff in residential settings. The Director of Substance Abuse Services, along with the Assistant Director of Clinical Services and the IHR Supervisor conducted the training.

## ADMINISTRATION AND FINANCE

### I. Fiscal Highlights

In 2009, the DYS operating budget at the beginning of the fiscal year was \$163,069,081 for the following five categories of services:

<b>account</b>	<b>Total</b>	<b>DYS Transfers</b>	<b>FY09 Reductions</b>	<b>Revised total</b>
<b>Administration</b>	<b>\$5,657,621</b>		<b>(\$254,536)</b>	<b>\$5,403,085</b>
<b>Community Services</b>	<b>\$22,828,627</b>	<b>\$907,779</b>	<b>(\$461,731)</b>	<b>\$23,274,675</b>
<b>Pre-Trial Detention</b>	<b>\$26,052,551</b>	<b>\$333,264</b>	<b>(\$350,216)</b>	<b>\$25,702,335</b>
<b>Residential Services</b>	<b>\$104,332,503</b>	<b>(\$1,241,043)</b>	<b>(\$2,169,214)</b>	<b>\$102,153,289</b>
<b>Teachers' Salaries</b>	<b>\$3,300,000</b>		<b>-</b>	<b>\$3,300,000</b>
<b>Total</b>	<b>\$163,069,081</b>	<b>\$0</b>	<b>(\$3,235,697)</b>	<b>\$159,833,384</b>

The initial FY'09 DYS operating budget represented an increased spending level of 1.7% over the prior year. However, due to a drastic downturn in the economy and subsequent revenue shortfall, the DYS budget was reduced by 2% through two rounds of "9C" cuts during the year. In order to close the gap between the 9C adjusted budget and the Department's total maintenance spending, the following actions were taken:

- Elimination of one girls pre-trial detention program;
- Elimination of one girls short-term program;
- Reduced spending in support staff contracts;
- Reduced spending in medical services based on bed reductions in all regions;
- Reduced spending educational services based on bed reductions in all regions;
- Elimination of DYS substance abuse funding;
- Declining detention utilization rates as a result of the Juvenile Detention Alternatives Initiative (JDAI); and
- Elimination of beds throughout the continuum.

DYS continued to receive funding from the Annie E. Casey Foundation for its detention reform effort. The Departments of Public Health, Education and Children and Families, the Executive Office of Public Safety and Security (EOPSS), and the Massachusetts Office of Victim Assistance (MOVA) participated in interagency agreements with DYS to provide \$3 million in additional funding for HIV/AIDS treatment and prevention services and substance abuse services. In addition, DYS received federal funding for education and school lunches, victim assistance programs and alternative lock-up programs.

## II. Purchase of Service (POS) Contract Highlights

The 2009 Purchase of Service budget was:

4200-0100	Community	\$ 9,640,441
4200-0200	Detention	\$15,990,518
4200-0300	Residential	\$70,451,041
4200-0500	Education	\$ 3,300,000
4512-0200	Substance Abuse Services	\$ 299,074
4800-0038	Services – Children	<u>\$ 15,000</u>
Total POS		\$99,696,074

In order to make the best use of available funds, the POS Unit worked closely with DYS Regional Directors and Executive Staff to identify programs that could be reduced and savings that could be generated from underutilization. As a result, the following contract modifications were implemented:

**3 programs were closed resulting in a savings of \$1,433,000**  
**49 beds were taken off line resulting in a savings of \$2,647,106**  
**Staff reductions resulted in savings of \$790,481**

**Total FY09 POS Savings for Contract cancellations and reductions were \$4,870,587**

**Request for Responses (RFRs):** The POS unit issued and awarded RFRs for the procurement of a boys' stabilization residential program in the Southeast Region and for medical services in the Central Region. The POS unit also issued a statewide RFR for Community Services, and a rebid of the Community Services contract for the Southeast Region. All previous services for these RFRs were obtained under contracts that were six to seven years old.

**Chapter 257 Implementation:** The Director of POS/ Contracts, along with DYS Deputy Commissioner, Chief of Staff, and Chief Financial Officer (CFO) began working with the Executive Office of Health and Human Services (EOHHS) POS Policy Office and the Div. of Health Care Finance and Policy (DHCFP) on the implementation of Chapter 257 of the Acts of 2008. This law places authority for determining reimbursement rates for human and social services with the Secretary of EOHHS.

As part of the Chapter 257 implementation and contract reform initiative, EOHHS developed a new POS service classification system and identified several DYS programs to go out to bid for procurement in FY09/FY10. The overall goal of EOHHS was to replace multiple, individually-negotiated and procured contracts with a single contract model that:

- maximizes procurement and contract management efficiency for providers and departments; and
- maintains necessary department decision making and governance authority

DYS worked closely with EOHHS and DHCFP on establishing fair and equitable rates for existing POS programs that will be procured over the next few years. These programs include: Group Care, Secure Treatment, Long Term Group Care, Revocation and Transitional Independent Living.

### **III. Capital Projects**

**Springfield Code Compliance Renovations:** The Executive Office of Administration and Finance (A&F) allocated \$14.5 million dollars in emergency funding to cover renovations and new construction at the Western Region Tinkham Road campus. Life safety upgrades for the DYS Business Office, main building, girls' building and the boys' building have been identified through a recently completed design study. Selective demolition of abandoned sections of the campus are slated to begin and new girls' and boys' dormitories will be under construction. The schedule for construction is tight, but achievable. It is anticipated that the replacement of the Terri Thomas dormitory building will be completed by January of 2011 and the boy's facility will be ready for occupancy by July of 2011.

**Connelly Youth Service Center:** Constructed in 1959, the Connelly Youth Service Center has served thousands of young men in the DYS system. As a result, the building has reached the end of its useful life and been identified for replacement in the DYS Capital Master Plan. Due to budget constraints and other capital priorities within the Commonwealth, this project will need to be put on hold. The Executive Office of Administration and Finance and the Division of Capital Asset Management (DCAM) have identified \$2.9 million in funding to improve living and working conditions within the facility and complete selective roof repairs.

**Deferred Maintenance:** Funding for deferred maintenance projects is allocated by DCAM to DYS in accordance with an annual deferred maintenance plan. However, as noted in the DYS Master Plan, the deteriorating condition of many DYS facilities has resulted in deferred maintenance needs that exceed the annual budget for repairs. Slightly more than \$1 million was allocated to DYS for several deferred maintenance projects important to the health and safety of clients and staff, including study and design work.

## INFORMATION TECHNOLOGY

The DYS Information Technology (IT) Unit is responsible for all the deployment and support of computing technologies, network infrastructure, and related communications technology for the agency. In 2009, there were two major changes to the IT group at DYS:

- **Information Technology Operations Consolidation:** On February 19, 2009, Governor Patrick issued Executive Order #510, “Enhancing the Efficiency and Effectiveness of the Executive Department’s Information Technology Systems.” This Executive Order outlined the Governor’s vision for IT consolidation. The goals of the consolidation are to: (1) align Secretariat’s IT resources with their business strategies and priorities; (2) rationalize and standardize IT resources available to agencies; (3) create efficiencies and maximize resources; and (4) align Secretariat IT plans with the Commonwealth’s IT Strategic Plan. On July 1, 2009, all DYS IT employees were transferred to EOHHS as part of this consolidation process.
- **New Information System Development:** In 2009, the DYS Juvenile Justice Enterprise Management (JJEMS) project got underway. The capital bond funding was approved by the Information Technology Division of the Commonwealth of Massachusetts in late 2008 and the project began in early 2009. The new system is scheduled to be deployed statewide in the spring of 2011 after completing system development, testing and user training.

The system is a web-based, client-centered enterprise management and client tracking system that utilizes the “Maven” platform from Consilience Software. A project team from Consilience Software, Keane Inc., DYS and the Executive Office of Health and Human Services (EOHHS) has been assigned to the project. Roles range from project manager, software developer, and business analyst to various subject matter experts and quality assurance analysts.

Approximately 1,500 DYS and vendor staff will use the system to track services provided to approximately three thousand (3,000) youth in DYS residential and community programs. The system will support intake, assessment, service planning, provisioning, and tracking of client progress. The system will also manage and facilitate agency processes and enhance information sharing and exchange with the courts, other EOHHS agencies and with contracted vendors. JJEMS will help DYS strengthen client services, increase safety and security of clients and staff, increase interagency collaboration, and ultimately enhance public safety.

## **TRAINING OPPORTUNITIES**

### **The DYS Training Academy**

In 2009, the DYS Training Academy completed its first full year of operation in a stand-alone building located at 38 Institute Road, North Grafton, MA. During 2009, the Training Academy provided training to state and vendor staff, and hosted several educational events and meetings for state and provider agencies. The Training Academy collected data related to trainings and conferences through Performance and Career Enhancement (PACE), the Commonwealth's web-based learning management system. The Academy fully utilized the functions of PACE to post, enroll and record attendance of state and provider staff in professional development courses. Rosters of all trainings were entered into the PACE system to ensure that employees received the appropriate credit for attendance. Utilizing PACE and its data tracking capabilities helps DYS to ensure compliance with regulatory licensing and accrediting agencies. PACE also has the capability to house all training data - both state and provider information –and generate training records for staff.

### **Basic Training**

Basic Training provides a comprehensive two-week classroom training session to each new direct care employee, including clinicians, caseworkers and group workers. An additional one week on-the-job training between the two weeks of classroom instruction covers program-specific issues. Many provider agencies also make use of the DYS Training Academy as their primary source of training for their new staff. Other agencies have access to and use the DYS curriculum to train their staff independent of the DYS Training Academy Program.

During 2009, additional training modules were added to the two-week Basic Training curriculum and improvements were made to existing modules. The major change involved integrating Dialectical Behavioral Therapy (DBT) and Crisis De-escalation into one complete day of training facilitated by DYS Clinical staff and Training Academy staff. This modification was made in response to the move to further utilize DBT as a behavior management tool in staff daily interactions with clients and as a result of staff feedback that more concrete de-escalation skills be incorporated into Basic Training. Moreover, in November of 2009, changes were made to incorporate two additional trainings not previously offered in Basic Training: Educational Services for DYS Youth and Positive Youth Development (PYD).

Based on PACE records, approximately two hundred forty-five (245) staff completed Basic Training in 2009. Of this cohort, the majority of the participants were staff at provider organizations (72%).

### **Professional Development Trainings**

The Training Academy provided support for thirty-nine (39) additional training sessions in 2009. These Professional Development Trainings covered a wide variety of topics including: conflict resolution; DBT; behavioral and motivational interviewing; counseling skills; community services; sex offender treatment; psychotropic medications, the new DYS database management system - JJEMS; and CPR/First Aid. Training Academy staff, DYS state and provider staff (e.g., regional clinical coordinators, program directors), and outside agency facilitators (e.g., Annie E. Casey Foundation consultants) comprised the faculty for these trainings and to make the trainings more accessible, they were offered throughout each of the five DYS regions, at the Central Office and at the Training Academy. In fact, 62% of the trainings took place regionally outside of the Training Academy.

### **Annual Review Trainings**

Annual Review Trainings provided staff with recertification in Cardiopulmonary Resuscitation (CPR), Automatic External Defibrillator (AED), and First Aid, as required by the American Red Cross. Other training courses offered annually included: Crisis Management and Use of Force, Crisis Prevention and Safety, and Suicide Awareness and Prevention. One hundred ninety-three (193) Annual Review Trainings were offered regionally and at the Training Academy for both state and provider staff. Approximately 1859 staff attended these trainings and almost 75% of the attendees were state staff. Similar to the Professional Development Courses, to reduce costs and for staff convenience, these trainings were offered in each of the five DYS regions, at the DYS Central Office and at the Training Academy.

### **Policy Implementation Trainings**

Three (3) new policy trainings were implemented in 2009:

- Client Substance Abuse Assessment, Prevention and Treatment Policy, 02.03.06(a);
- Information Security, 01.08.02; and
- Health Issues Policies: Client-Centered Medication Administration, 02.05.15(c); Standard Precautions, 02.05.01; HIV Awareness, 02.05.14.

For each of the policy implementation trainings, initial sessions were conducted within each of the five regions, at Central Office, and at the Training Academy. The first

training audience included senior staff members who were tasked with disseminating the training/policy information to each of the regional programs and District Offices statewide. The Training Academy staff, DYS senior staff with expertise in the particular subject area (i.e., Director of Substance Abuse Services for the Substance Abuse Policy), and the Director of Policy and Training all played important roles. Additional review trainings related to previous policy implementation (e.g., Room Confinement) were offered upon request. The link between the Training Academy staff and the field is vital to keeping the curriculum practical and current.

### **State-Mandated Trainings**

In 2009, EOHHS mandated that the workforce in each agency under its jurisdiction be trained in four subject areas, including Discrimination/Sexual Harassment Prevention; Domestic Violence Prevention; Workplace Violence Prevention; and Diversity Awareness. The Academy conducted sixty-two (62) state-mandated trainings in addition to those scheduled within Basic Training, with 833 employees in attendance. These trainings were held regionally and at the Training Academy to accommodate DYS employees and minimize the use of overtime.

### **State, Provider and External Agency Meetings**

The Training Academy also hosts a variety of professional meetings, ranging from small gatherings of a few professionals, to large events with up to 100 attendees. These events involved more than two-thousand (2000) additional personnel who used the physical space, parking, and site and technical support of the Training Academy.

### **Summary**

In 2009, the Training Academy successfully facilitated or co-facilitated, supported and managed twelve (12) Basic Training sessions; one-hundred ninety three (193) Annual Review trainings; and sixty-two (62) state-mandated trainings. The Training Academy supported three Policy Implementation training sessions for all DYS state and provider staff and offered space and support for state and provider meetings and conferences. Over four thousand (4,000) staff were trained in Basic Training, Professional Development courses and Annual Reviews and more than two-thousand (2,100) have received Policy Implementation training. Finally, an additional twenty two hundred (2,200) human service professionals outside of DYS used the facilities and services of the Training Academy.

## **LEGAL UNIT**

The DYS General Counsel's Office provides legal representation and advice to the agency, its managers, and sometimes its individual employees. In 2009, the General Counsel's Office was staffed by the General Counsel, Director of Policy and Training, Director of Investigations, two Assistant General Counsels, one statewide investigator, an administrative assistant, and a paralegal, all located in the DYS Central Office in Boston. The General Counsel reports directly to the Commissioner and serves as a member of the DYS Executive Staff.

### **Continued Control Cases**

Until February of 2009, DYS was authorized by statute to maintain supervision and sometimes physical custody over a client past the 18<sup>th</sup> birthday, in certain circumstances. G.L. c. 120, §17-18. DYS petitioned the Massachusetts Juvenile Court to continue its control over a youth whenever an expert advised DYS that discharge of the client would be "physically dangerous to the public." The criterion of physical dangerousness was usually the matter in dispute in the expert opinions at trial in these cases. When DYS was successful, it exercised continued control typically for a period of one year and sometimes up to the age of 21. Some clients entered into agreements voluntarily to remain under DYS supervision to receive treatment and services toward a more successful transition to the community.

On February 10, 2009, the Supreme Judicial Court issued a decision in the case of *Kenniston et al v. DYS*, 453 Mass. 179 (2009) holding that G.L. c. 120, §17-18 was unconstitutional on substantive due process grounds. Thereafter, DYS has not been allowed to seek continued control over any clients after the age of 18. (G.L. c. 120, §16) At the time of the *Kenniston* decision, however, DYS had twelve (12) continued control clients in its custody. Seven (7) had continued control cases pending in the Juvenile Court awaiting a trial on the merits. The other five (5) clients were receiving DYS services pursuant to a voluntary agreement at the conclusion of the "continued control" case.

DYS worked with defense counsel to release seven (7) continued control clients after the Juvenile Court dismissed the pending continued control cases based on the *Kenniston* decision. DYS had offered continued services to each of these clients, but they declined. DYS entered into voluntary Assent of Ward agreements with the five (5) other clients. (G.L. c. 120, §16) These agreements allowed DYS to continue sex offender and other treatment services for these clients. It also allowed the clients to remain in DYS custody rather than be transferred to the Treatment Center in Bridgewater while awaiting the

outcome of the probable cause decision in their Sexually Dangerous Persons cases. (G.L. c. 123A) The various District Attorneys' Offices presented this arrangement to and had it approved by the Superior Court Judges handling the Sexually Dangerous Person (SDP) cases.

### **Client Appeals**

The General Counsel's Office, as designee for the Deputy Commissioner, reviews and renders decisions on all Client Appeals. (109 CMR 4.08, 8.12) Pursuant to DYS regulations, clients can appeal classification decisions made by the five Regional Review Teams (RRT) and revocation sanction decisions made by the two Revocation Hearing Officers. These formal client appeals are in addition to the standard grievance procedures available to clients in each program. The DYS Assistant General Counsels assigned to handle client appeals considers the client's written statement on appeal, any information presented by the family or attorney, information from the programs, the hearing or client file, and render a written decision to the client. The DYS decision is final as DYS is exempt from administrative appeals pursuant to Chapter 30A. In 2009, the DYS General Counsel's Office rendered 110 written decisions on all client appeals.

### **Litigation**

In 2009, the General Counsel's Office received seven (7) new presentment letters and completed nine (9) presentment investigations on claims of alleged torts (personal injury or property damage.) Pursuant to the Massachusetts Tort Claims Act, G.L. c. 258, §4, a person making a tort claim against a public entity must first present a summary of the claim to the Executive Agency or the Attorney General's Office before filing a complaint in court. DYS conducts an internal assessment of the merits of the claim to determine if the matter should be settled without court action.

If an agency of the Commonwealth is sued in court, the Attorney General's Office (AGO) represents the agency. The DYS General Counsel's Office provides litigation support to the AGO such as responding to the complaint, assisting with discovery, witness preparation, site visits, motions, trials and settlement. In 2009, DYS received three (3) new complaints - - one for a preliminary injunction and two habeas corpus petitions. DYS resolved one (1) pending case - - *see* discussion of the *Kenniston* SJC decision above. DYS successfully defended against the preliminary injunction motion brought by a parent to prevent DYS from transferring her son from one DYS program to another.

### **MCAD Cases**

Current or former DYS employees are entitled to bring claims of alleged discrimination against DYS to the Massachusetts Commission against Discrimination, pursuant to G.L. c. 151B. DYS attorneys represent the agency and its individual managers who are named

as respondents at the MCAD, an administrative state agency. In 2009, DYS received four (4) new MCAD complaints and resolved four (4) pending MCAD cases. The four new cases involved allegations of gender, race, and age and disability discrimination. The four disposed cases involved dismissals of the employees' discrimination claims by the MCAD.

## **Policy Reform**

The General Counsel's Office is responsible for reviewing, revising and drafting DYS policies and regulations. The Director of Policy and Training coordinates policy formulation with the DYS Basic Training unit. In 2009, DYS executed six new policies and conducted related statewide training: Domestic Violence, Information Security, Substance Abuse, HIV, Standard Precautions, and Client-Centered Medication Administration. DYS also continued trainings on the 2008 Room Confinement policy in the regions. Many other DYS policies were reviewed and drafted for further discussion.

## **DYS Investigations Unit**

The General Counsel's Office is responsible for internal investigations at DYS. The Investigations Unit consists of the DYS Director of Investigations, the statewide investigator, and a paralegal. In addition, the Unit is assisted on many occasions by field staff called upon to be investigators for a particular matter.

The Director of Investigations oversees DYS investigations, coordinates with outside agencies, and looks for trends and problematic patterns in program incidents. These observations can lead to recommendations for programmatic or policy and training changes. The Director of Investigations also serves as the General Counsel's Office contact on issues relating to DYS warrants, facility security, the Interstate Compact on Juveniles (ICJ), escapes, and DYS Absent without Leave (AWOL) Apprehension Officers, among other legal issues.

In 2009, the Investigations Unit reviewed 1,630 Serious Incident reports to determine if an investigation was needed. Many Serious Incident reports are closed out administratively because no investigation is necessary, or the field staff response was appropriate. When the DYS Investigator or Director of Investigations perform an investigation, they try to coordinate the interviews with relevant outside agencies to reduce the number of interviews to which clients and staff are subject. Outside agencies for certain matters include the MA Department of Children and Families ("DCF") and the MA Department of Early, Education and Care ("EEC").

In 2009, the DYS Investigations Unit opened approximately 30 "full investigations" and distributed 16 of same. The Investigations Unit opened 25 "administrative reviews" and distributed 19 of same. The Director of Investigations is working on a new investigations policy and accompanying investigations training for DYS managers.

## **Collective Bargaining Grievance Process**

In 2009, attorneys and investigators from the General Counsel's Office represented DYS at 12 Show Cause and four Step III Hearings, and assisted counsel from the Human Resources Department (HRD) in four Arbitration proceedings against DYS.

## **Keeper of the Records**

In 2009, the Keeper processed 349 requests for DYS client records and 14 public records requests.

## **Other Legal Assistance**

In 2009, the General Counsel's Office issued a Legal Advisory for DYS employees on the law of G.L. c. 119, §51A and 51B.

DYS successfully held off a challenge by the Plumbing Board as to the placement and number of bathrooms in DYS residential units.

The General Counsel's Office instituted a Records Retention Project to study the types of paper records held by DYS, prior to the implementation of a new online case management system (JJEMS), and their retention periods. DYS engaged in two rounds of microfilming paper client files for permanent storage and has prepared a DYS records retention schedule for review by the Secretary of State's Office.

The General Counsel instituted an Attorney of the Day system for DYS so that on any business day, a DYS attorney is available to answer employees' work-related legal questions. DYS also instituted a new Legislative Tracking System.

Members of the General Counsel's Office serve on many internal and external committees or initiatives, including the following:

- DYS Institutional Review Board;
- Juvenile Detention Alternative Initiative (JDAI);
- DYS Grid Review;
- DYS Internal Controls;
- DYS Safety Committee;
- Interagency Restraint Reduction; and
- DYS Workforce Development

In March, 2009, the General Counsel was named by the Commissioner to be the Institutional Security Officer and instituted a system for employees to report possible information security breaches. At year's end, six such incidents were reported and investigated.

## **SPECIAL INITIATIVES IN 2009**

### **Workforce Planning and Development Initiative**

In 2007, DYS launched its Workforce Planning and Development Initiative. To date, three of the first four phases of the Workforce Planning process including Strategy Assessment, Data Collection and Data Analysis, have been completed. Moving into the Implementation and Evaluation phases, six subcommittees have been established to address the goal of professionalizing the workforce through improved recruitment, selection and retention practices. With continued funding from the Annie Casey Foundation, Cornerstones for Kids and ongoing technical assistance from CPS Human Resource Services, the following work was completed in 2009:

#### **Competency Model**

- A competency model for all HR processes, including Recruitment and Selection, Performance Management and Professional Development was developed for the Groupworker and Caseworker classification series. The Matrix lists the core competencies (*the knowledge, skills, behaviors, personal attributes and other characteristics that are associated with or predictive of superior job performance*) that are “must haves” for the job.
- A monthly supervision form to support the Employee Review Performance System (EPRS) was also developed for the Groupworker and Caseworker classification series. The standardized form is divided into four sections, including Required and Optional Competencies, Core Duties, Overall Professional Development and Career Choices. The forms are tailored to each position and enable a supervisor to routinely evaluate an employee and provide feedback on critical areas within their specific role.

#### **Recruitment**

- To formalize efforts across the state, Regional Recruitment Plans that outline the tactic (e.g. online postings, college assembly and career fairs); description (e.g. booths/table displays and power point presentations); location (community and state colleges, universities); timeline; key personnel (frontline workers and managers); and requirements (e.g. brochures and posters) were developed. The plans which are coordinated with agency affirmative action marketing, are being implemented through regional HR liaisons, frontline and management staff.
- To further shape a public identity, a new agency brochure, power point presentation and poster were drafted. Each highlights the benefits of state employment; outlines the major duties/responsibilities of the Caseworker and Groupworker positions; and includes employee testimonials.

#### **Selection**

To improve and standardize the screening, interviewing and hiring of staff, several selection processes were modified, specifically with the Groupworker I open and continuous postings. This includes the development of competency-based behavioral

interview questions, standardized screening and assessment forms, and rotating interview panels.

- More than one-hundred (100) supervisors from the Groupworker and Caseworker classification series participated in a one-day training on Behavior-Based Interviewing – The Key to Selecting Highly Qualified Staff. The training, which reviews the benefits of basing employee selection on a competency model, developing insight as to how and why behavioral interviewing works, understanding what competencies are and why they are important, and learning how to conduct a behavioral interview, will be incorporated into the new DYS Supervisors Training program.

### **Retention**

- To complement the EOHHS - Center for Staff Development (CSD) Supervisors and Managers Certificate program, a comprehensive DYS Supervisors Training has been developed. The training that will be delivered by agency staff, outside facilitators and members of the Training Academy, consists of 8-10 classes spread out over a period of four months, and offered at different locations across the state. The modules include History and Mission of DYS; Positive Youth Development and Outcomes; Leadership Styles; Ingredients of a Therapeutic Environment; Verbal Communication; Report Writing and Log Maintenance; Transitioning Roles; Computer Skills; De-escalation/Problem Solving; Safety and Security; Stress Management; Team Building; Rewards and Recognition, Delegating Duties; Strength Based Supervision; Skill Building; Mentoring and Coaching.

### **Data Collection**

- To maintain pertinent data about the workforce, internal dashboards that contain information regarding turnover by race and gender, and regional turnover by classification and position, are completed and reported on a quarterly basis in addition to demographic information about staff and clients - to ensure our workforce reflects the population served. External dashboards that contain relevant information about the factors impacting the juvenile justice workforce such as employment rates, median incomes and home prices are completed and reported on a semi-annual basis.
- To obtain information about the reasons employees leave the agency and where they find their next position, exit surveys are distributed through the Human Resources Unit. The survey examines employment status, education level, current occupation, and contains questions on the following areas as it pertains to their termination of employment: (a) level of satisfaction with - quality/availability of training programs; work environment; communication; recognition of achievements; quality of supervision; organizational support; salary and benefits, and (b) reasons for leaving - promotion; school; relocation; family; personal/medical; or change in profession, and (c) factors that influenced their decision - hours worked; philosophical differences; client population; stress/burnout; safety; complexity of regulations and policy; minimal

advancement opportunities; lack of support or appreciation; and conflicts with management.

### **Safer Work Environment**

- Through Good Samaritans, the Department implemented pre-employment screening requirements for potential hires that include a drug and psychological screening, a medical exam and a physical fitness test for all direct care positions. In 2009, final candidates were scheduled for pre employment screening of which 70% (234) passed; 26% (87) failed and 4% (12) declined. This measure, designed to reduce the number of lost work days (as a result of industrial accidents) and improve safety in the workplace, combined with clarified job descriptions and postings, will help ensure applicants are informed of, prepared for and able to fulfill the specific duties of their positions.
- To address specific workplace safety issues in DYS programs, facilities and the community, a statewide Safety Committee comprised of regional managers, administrators, Senior and Executive staff, frontline workers and union representatives has been convened. The committee meets monthly and reviews matters pertaining to industrial accidents, traumatic workplace incidents, capital planning and procurement needs, operational issues, implications of new policy and procedures, staffing ratios, training and professional development.

### **Evaluation**

- Most recently, an Evaluation Committee was established to develop outcome measures that will illustrate the impact of the DYS Workforce Planning and Development Initiative. Using a Program Action-Logic Model, several areas within the Gap Closing Strategies are being examined for their return on investment and other cost saving measures, in addition to providing better outcomes for youth by recruiting, developing, retaining and supporting a professional workforce.

### **Performance-based Standards (PbS)**

In response to the results of the Congressionally-mandated, “Conditions of Confinement Study,” the Office of Juvenile Justice and Delinquency Prevention (OJJDP) launched Performance-based Standards for Youth Corrections and Detention Facilities (PbS) in 1995, a national program to improve the “conditions, services and overall operations of juvenile facilities and programs, as well as the quality life for incarcerated youth.”<sup>4</sup> The PbS program provides a set of ambitious goals and standards for individual juvenile facilities and agencies and tools to help programs to achieve these standards through regular self-evaluation. Assessment, detention and correctional facilities that are part of this national improvement program collect 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 CJCA/PbS Learning Institute staff and the results are reported back to facilities in the form of a PbS Performance Profile showing the facility’s performance.

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<sup>4</sup> CJCA/PbS Learning Institute, Inc.

Moreover, PbS sites develop facility improvement plans (FIPs) to improve the conditions of confinement in their programs. For example, PbS programs have developed FIPs to address assaults and contraband in programs; mental health screenings; improving physical fitness; the use of physical restraints; vocational assessment; youth and parent contact; and improving math and reading scores. In 2009, the PbS Learning Institute introduced a new template for developing an FIP. The new PbS 7 Action Step Improvement Model includes the following steps to create an FIP: (1) Analysis of Performance; (2) Creating Buy In; (3) Setting Outcome Measure Goals; (4) Improvement Action Steps; (5) Interim Measures; (6) Sustaining Performance; and (7) Performance Recognition. Finally, similar to the first FIP model used by the programs, with the 7 Step FIP process, the PbS Site Coordinator continues to input progress notes and the Facility Administrator, PbS State Coordinator and PbS Coach enter ongoing reviews relating to their FIPs.

In 2009, there were sixteen (16) DYS programs participating in the PbS initiative: Howland Detention; Goss I Treatment Program; Metro Treatment Unit; Metro Pre-Trial Detention; Worcester Secure Treatment; Westborough Secure Treatment; Westfield Youth Services Center; Robert F. Kennedy (RFK) – Springfield Secure Treatment; Eliot New River Academy; Old Colony YMCA Girls Detention Unit; Eliot Short-Term Treatment Program; Center for Human Development (CHD) Community Assessment Program; Robert F. Kennedy School – Westborough; Goss Secure Treatment Facility; Westborough Reception Unit; and the Metro Revocation Unit.

Finally, in 2009, five DYS programs continued to participate in the Community-based Standards (CbS) Program, a variant of Performance-Based Standards (PbS) for community residential programs: (1) South Hadley Girl's Treatment Program (RFK); (2) Pilgrim Treatment Center (Life Resources Inc); (3) DYS Grafton Girl's Program (Key Program Inc.); (4) Alliance House (NFI Massachusetts); and (5) Gandara Group Home (Gandara Mental Health Center Inc.). In March of 2009, staff from all five CbS sites attended a comprehensive training, entitled "Introduction and Orientation to the Community-based Standards (CbS) Project".

### **Prison Rape Elimination Act (PREA)**

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

As mandated by PREA, the Bureau of Justice Statistics (BJS) must carry out a national data collection on the incidence and prevalence of sexual assault within adult and juvenile correctional facilities. After input from juvenile justice facility administrators, practitioners, and researchers, BJS and Westat, a survey research firm, developed a questionnaire and data collection protocols.

In late 2006, DYS served as a pilot site for testing of survey instruments to be used for the National Survey for Youth in Custody (NSYC), with the expectation that the full-scale study would be implemented in 2008. During the summer of 2008, Westat field staff began working directly with DYS Project and Grants Manager, Amy Seeherman, who was designated as the state liaison to help coordinate study procedures and supply the necessary data in preparation for the site visit in early 2009. The state liaison supported Westat efforts by providing information on general facility and unit characteristics and youth rosters; assisted with consent requirements; provided data from administrative records; and arranged for the site visits by Westat field staff.

For the NSYC, BJS is required to sample, “not less than 10 percent” of correctional facilities nationwide and four facilities in Massachusetts were randomly selected for the data collection: (1) Connelly Transitional Unit; (2) Metro Treatment Unit; (3) RFK Boston Treatment Program; and (4) Faye Rotenberg School. Field staff from Westat came on site during the week of January 26, 2009 to oversee the administration of the survey at RFK Boston Treatment Program; Connelly Transitional Unit; and the Metro Treatment Unit and was on site at the Faye Rotenberg School during the week of February 2, 2009. The results of the NSYC will be used to develop and implement standards for detection, prevention and reduction of sexual assault in juvenile correctional facilities.

### **Juvenile Detention Alternatives Initiative (JDAI)**

In 2009, DYS made significant progress in reforming detention practices in Massachusetts through the efforts of the nationally recognized Juvenile Detention Alternative Initiative (JDAI), an Annie E. Casey supported detention reform framework. By focusing on the core elements of the JDAI model, including interagency collaboration and data-driven policies and practices, DYS has begun to reduce reliance on secure detention and experience cost savings without having experienced an increased risk to public safety.

The hallmark of 2009 was the development and implementation of a statewide detention reduction strategy. Commissioner Jane Tewksbury created the detention reduction plan to improve statewide detention practices, which also enabled DYS to implement budget reductions forced by a fiscal crisis in the Commonwealth of Massachusetts. In order to protect services for the most at-risk youth in the state - the youth committed to DYS - the Commissioner allocated budget cuts to detention programs as part of an accelerated detention reduction strategy.

In preparation for the implementation of the statewide detention reduction strategy, legislation was filed by DYS which clarified the Department’s authority to place detained youth outside of locked secure detention facilities. The statewide detention reduction strategy included the elimination of approximately 100 pre-trial detention beds in FY’10. In addition, as part of the detention reduction strategy, DYS began designing a reception center in Worcester County for pre-trial detainees identified at low risk for failure to appear for subsequent court hearings. Trained staff members will determine which youth

are appropriately served in alternative settings through the use of an objective risk assessment instrument (RAI). The reception center is scheduled to open in February of 2010. The goal of the Central Region Reception Center (CRRC) is to divert low risk youth from secure detention through the identification of more appropriate and less costly community options. The reception center is modeled on the successful reception centers operating in other JDAI sites: Multnomah County, Oregon; Albuquerque, New Mexico; and Indianapolis, Indiana.

Some of the other JDAI accomplishments in 2009 included:

- **Testing of the Risk Assessment Instrument (RAI):** On April 1, 2009, DYS began the field testing of the draft RAI by applying it to all detention referrals statewide at the front door of DYS detention to assess the potential impact of the screening tool. DYS has continued to apply the RAI to all detention admissions, thereby increasing the size of the cohort and enhancing our understanding of detention trends. With the results, we have been able to assess the detention and release rates for specific groups (e.g., by RAI score, offense, gender, or race) and also determine if the RAI instrument needs to be modified. Finally, the pilot test offers a unique opportunity to collect and analyze other detention data (e.g., involvement with DCF, whether a 68A court-ordered diagnostic evaluation was ordered, age, race and other demographics) to further educate us about the state's detention population and the factors affecting the detention decision-making process.
- **Department of Youth Services (DYS)/Department of Children and Families (DCF) Memorandum of Understanding (MOU):** In January of 2009, DYS Commissioner Jane Tewksbury and DCF Commissioner Angelo McClain signed a Memorandum of Understanding (MOU) between DYS and DCF. The MOU outlines a joint understanding between DYS and DCF to work cooperatively to reduce the unnecessary use of pre-trial detention. The agreement, authored by DYS Assistant Commissioner of Operations, Peter Forbes, and DCF Assistant Commissioner of Planning and Program Development, Robert Wentworth, sets forth underlying principles of the agreement, designation of responsibilities, and a process that the DCF worker should follow in the event that youth in the care or custody of DCF are held in secure detention at DYS. The agreement also includes a higher level of information sharing of caseload data to monitor progress and compliance, and proactive case management of this special population.
- **68A Study:** DYS was concerned about the use of detention for youth held in pre-trial detention as a result of a 30-day court-ordered diagnostic evaluation, also known as a 68A evaluation, since many of these youth do not pose a risk of flight and could remain safely in the community and have the court-ordered evaluation done by the court clinic. An initial study was conducted examining data from the first six months of 2008 and an additional study was completed where an entire year of 68A data was reviewed and analyzed. Many of the findings were

consistent with the earlier study, namely, that almost half (47.7%) of the 68A evaluations were being ordered in Worcester County and almost 83% of the 68A cases involved less serious offenses. Finally, in all DYS regions, the majority (78%) of 68A youth were released back to the community when they returned to court and almost 60% (58.3%) did not reoffend upon release, suggesting that these evaluations can probably be done safely in the community.

- **New JDAI Pilot Sites in Essex and Middlesex Counties:** Middlesex County and Essex County were designated as JDAI sites in 2009. The new JDAI site in Middlesex County held its “Kick-Off” meeting on November 23, 2009. The launch of the fourth JDAI site in Essex County took place on February, 3, 2010.

Finally, DYS held the second Massachusetts JDAI conference in September of 2009. Teams from each JDAI site (Suffolk and Worcester Counties) and from the newly emerging JDAI sites in Essex and Middlesex Counties, along with juvenile justice stakeholders and other staff from our partner agencies, attended three “track” sessions that focused on three of the eight JDAI core strategies. DYS Commissioner Jane Tewksbury and the Child Advocate of the Commonwealth of Massachusetts, Gail Garinger, welcomed participants to the conference. Shay Bilchik, founder and Director of the Center for Juvenile Justice Reform at Georgetown University’s Public Policy Institute, gave the keynote address on disproportionate minority contact (DMC) in the child welfare and juvenile justice systems, highlighting the issue of youth “crossing over” from the child welfare system into the delinquency system, discussing the reasons underlying disparate treatment of youth, and recommending strategies to reduce DMC in those systems. Juvenile justice professionals from DYS and other key JDAI stakeholders chaired sessions focusing on: (1) the Massachusetts Risk Assessment Instrument (RAI) and the preliminary results of the RAI pilot test; (2) Special Detention Populations with a focus on the Department of Youth Services(DYS)/Department of Children and Families (DCF) Memorandum of Understanding (MOU) delineating a collaborative case management strategy to reduce the number of DCF youth in detention; and (3) Disproportionate Minority Contact (DMC) with an emphasis on past efforts to address DMC in Massachusetts, examination of existing DMC data, and a presentation of the DMC Subcommittee work plan and their priorities for action. Finally, a fourth “track” was offered, entitled, “JDAI 101.” This session was for conference attendees who wished to learn more about the fundamentals of JDAI and was particularly appropriate for attendees from the newly emerging sites in Middlesex and Essex Counties. Finally, conference attendees had the opportunity to discuss common concerns through “role-alike” sessions. These three affinity groups included conference participants who provide overnight arrest and detention services; providers of services and supervision (staff from the Departments of Education, Mental Health, Children and Families, etc.); and professionals that work in the juvenile court.

# *DYS Central Office and Regional Offices*

## *2011*

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