

*Commonwealth of Massachusetts  
Executive Office of Public Safety  
Department of Correction*

*Implementation of  
the Major Recommendations of the  
Governor's Commission on Corrections Reform  
(Harshbarger Commission)*

**Status Update**

*Harold W. Clarke  
Commissioner*

**December 7, 2007**

## **Implementation of the Recommendations of the Commission on Corrections Reform**

The mission of the Massachusetts Department of Correction has always been to promote public safety. What has changed in recent years is how our mission is accomplished. The murder in August 2003 of a high profile inmate in Department of Correction custody signaled the need for system-wide reform throughout the agency. Following an independent investigatory review of the incident, the Governor convened a Commission on Correction Reform (GCCR), chaired by former Attorney General Scott Harshbarger, to conduct a comprehensive review of systems and practices in the Department of Correction. As part of this reform process, then DOC Commissioner Dennehy immediately prioritized the development and implementation of strategic plans for system change. Performance, accountability and the need for cultural change have been the guiding principles to the development of key initiatives that ensure safe, secure and humane prison environments for both staff and inmates.

Given the magnitude of the major system reforms, unified strategies and initiatives were employed as the key ingredients for successful change. For many of the Commission's recommendations addressed in this report, change was effected through evaluation, centralization, policy development, accountability systems, training, technology, and statistical analysis to measure performance. Each system underwent an initial evaluation to identify problem areas and best practices, and all involved the participation of external stakeholders or review of other jurisdictions. Policies were completely overhauled in each of the systems. Oversight was put in place through the creation of new centralized divisions and resources were deployed to support the changes. Mandatory training programs were established to ensure competency and consistency. Technology was utilized as a tool to support the process, improve communication, and allow for tracking data and identifying trends. Finally, all system changes are accompanied with accountability and audit systems to ensure the long term success and sustainability of the new policies and procedures.

Under the impressive leadership of the top managers in the agency, the Department has achieved considerable success in implementing the vast majority of the recommendations in the Harshbarger report. While major system change in one or two areas over the course of three years is exceptional, it is extraordinary for any organization to change multiple major systems in three years.

This report highlights the many meaningful achievements and individual system reforms that have been realized over the past several years, as well as those areas that will require the support and commitment of agencies and officials external to the Department of Correction in order to be accomplished.

## **Leadership & Accountability\***

### **Recommendation #1**

*The Department should revise its mission to include reducing the rate of re-offense by inmates released into the community.*

### **Recommendation #2**

*The Department should adopt a performance management and accountability system to enhance agency performance, improve the culture, and utilize budget resources more effectively.*

### **Recommendation #3**

*The Department's management capacity should be strengthened through the collective bargaining process and revisions to the internal rank structure.*

### **Recommendation #4**

*There should be an external advisory board on corrections to monitor and oversee the Department. The board should work cooperatively with the Commissioner to develop concrete goals for the future of the Department.*

## **Mission to Reduce Re-Offense Rate**

- New Vision and Mission statements were established including priority of reducing recidivism, with that goal built into all ensuing strategic plans agency-wide.
- Multi-year effort to improve data collection and updated reporting of recidivism data combined with increasing education and training on "Understanding Recidivism" and "Evidence-based Practices" within and external to the agency, across disciplines.
- Completed pilot project for "Post-Release" survey of over 700 inmates released from the DOC assessing their transition back into the community. Finalizing revised survey and protocol to be implemented in 2008.
- Completed "Massachusetts Prisoner Recidivism Study" in collaboration with the Urban Institute's Justice Policy Center, funded by a Byrne Research Grant from EOPSS, resulting in the publication of two reports with study findings with several presentations planned within the DOC and external stakeholders.

## **Performance Measurement**

- Developed and implemented a set of indicators to assess institutional performance. Ten months of data has been gathered from each institution. Data is gathered in manner that allows for entry on ASCA data base to facilitate interstate comparisons. First "compstat" session held at November 2007 Command Staff meeting.

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\*Recommendations 1 and 2 are fully implemented. Recommendation 3 is in process and Recommendation 4 requires action by parties that are external to the Department.

- Developing a performance indicators report to assess the progress in implementing the Female Offenders Strategic Plan.
- Worked with the Director of Programs to develop indicators on program participation. The goal of the indicators will be to track the extent inmates are participating in the programs that were identified as essential to their rehabilitation and thereby serve the Department's overriding mission to reduce recidivism. Particular attention is being given to the program compliance of sex offenders.
- In conjunction with the Parole Board, an exchange of performance indicator data has been established to monitor activity at Regional Reentry Centers.
- Cultivate the increased use of aggregated data in agency decisions-making. Identify barriers including lack of appropriate and/or adequate data.
- Executive Director of Strategic Planning & Research in place since August 2004 with management oversight of Performance Measures Unit, Research & Planning Division and Technology Services Division.
- Members of DOC Command Staff observed a presentation by the Bristol County Sheriff's Accountability Management System (SAMS). DOC Executive, reentry & research staff attended Lowell Police Department "compstat" meetings/presentation. DOC Command Staff held a retreat in November 2005 to define initial agency goals and objectives; identified three major goal areas: reentry, prison violence and managing the DOC inmate population. An educational follow-up presentation was provided for Superintendents and Department Heads.
- Performance measures were submitted by Command Staff as suggestions for the agency's initial top 15 measure areas to be tracked and reported on a regular basis; follow-up workgroup sessions were held with Executive staff, resulting in the completion of a defined priority list of 15-20 performance indicators for the DOC.
- A joint measure was created with the Parole Board on re-entry transport and intake. Provided Parole Board with assistance on data definitions and collection strategies. Data on inmate transport to Regional Reentry Centers and Parole intake is exchanged monthly improving the accuracy of the records of both agencies.
- Policy 103 DOC 100 Department Philosophy and Goals annually updated to reflect agency goals and institution/division objectives consistent with GCCR recommendations and department's mission; subsequently all managers' ACES objectives were aligned with the mission and goal areas outlined.
- DOC submits monthly metrics to EOPS in compliance with the Governor's Benchmark initiative; submissions began January 2005, dating back through 2004. Expanded performance measure report submitted to EOPS beginning in September 2005 based on Phase II of Governor's benchmark initiative. Presently, thirteen measures are tracked with plans for continued expansion.

- Director of Performance Measures and Systems Analyst hired to deepen capacity of Performance Measures Unit.
- Quarterly DOC Performance Measures Report produced for the Correction Advisory Council (CAC) since July 2005. Reports submitted for July 2005, October 2005, January, April, July and October 2006.
- For purposes of DOC Executive staff review, initiated a monthly performance indicators report monitoring performance in fifteen key functional areas.
- Commissioner convened a Workgroup to focus on the Prison Rape Elimination Act (PREA). The Workgroup developed a comprehensive strategic plan including data collection, reporting, and performance measures. A workshop was provided at the statewide PREA Symposium June 8, 2006 in Sturbridge covering the application and relevance of performance measures to PREA and prison sexual violence.
- Director of Performance Measures conducted training in Performance Measures for the Correctional Leadership Development Training. Curriculum included development and assessment of proposed performance measures for the trainees to use in their current work assignment.
- Executive Director of Strategic Planning & Research attended annual SEARCH/BJA "Symposium on Justice and Public Safety Information Sharing" and attended several workshops on performance measures. Director of Performance Measures and Executive Director of Strategic Planning attended a regional workshop in Colorado; June 12-15, 2006 facilitated by the Association of State Corrections Administrators (ASCA) specifically focused on the ASCA performance based measurement system (pbms). They also visited the New York City Department of Correction and were briefed on their Total Efficiency Accountability Management System (TEAMS) model.
- Enlisted consultation from the University of Massachusetts Donahue Institute to provide "Performance Measures for Managers" training forums. Training for Command staff was held on March 14 followed by training forums for facility/divisions in March - April 2006.
- Drafted performance indicators for inclusion in the Health Care, Women and Children and Women in Transition Request for Responses.

### Management Capacity and Collective Bargaining

- Third Deputy Superintendent position assigned to MCI Cedar Junction to handle DDU, HSU and special populations. Following a period of review, it was determined in April 2007 to be in the best interest of the Department to return to the previous model and allow the deputy to concentrate solely on the DDU and special populations.
- Positions posted and filled for Director of Security for 3-11 shift at both MCI Concord and SBCC in order to provide management presence on that shift.
- MCOFU and the Commonwealth have reached an agreement on a new contract covering Unit 4 employees with a one-year extension through June 30, 2009.
- This contract contains provisions that reduce the maximum annual amount of Family or Medical Leave as well as sickness in family leave.
- Also, as of January 1, 2008, it requires that once an employee has used 48 hours of sick leave, they must provide satisfactory medical evidence on a standardized form for each absence thereafter for the remainder of the calendar year.

### Correctional Advisory Council

- The Correction Advisory Council (CAC) was established by Executive Order and that expired December 31, 2006. The Council produced interim and final reports detailing the status of the 18 major Harshbarger Commission recommendations. The Department continues to produce the quarterly reports.
- In addition, the Council has issued critical recommendations in the areas of Female Offender Management and Inmate Medical and Mental Health Services.
- The Commissioner and the former members of the Correction Advisory Council have supported the reappointment of an external advisory board.

## Fiscal Management\*

### Recommendation #5

*The Department should take responsibility for bringing down staffing costs and reducing worker absenteeism.*

### Recommendation #6

*The Department's budget should be more closely aligned with its mission and priorities to enhance public safety priorities.*

## Staffing Cost Reduction

- Improved, user-friendly IA packet was developed and implemented following management training in risk-management assessment and Workers' Compensation reports and documentation.
- Improvement to shared database for tracking injuries, which has resulted in earlier identification of suspected fraud cases and the decrease in compensation paid out. E-services has improved the ability to file electronically reduced processing time and has improved reports for cost analysis.
- In addition to the case previously prosecuted in 2004 and the most recent conviction in 2006, six additional cases have been assigned to AG investigators, one of which is actively being pursued for possible prosecution.
- Reduced the number of Full-Time Equivalent (FTE) positions occupied by IA claimants to provide more adequate and consistent staffing levels at facilities. As a result, 79 FTE's were filled.
- HRD and the DOC are working collaboratively to improve the current process. Two HRD adjusters are assigned to DOC on a regular basis, which has improved communication and processing of cases.
- Since August 2005, through the increase of investigations, involuntary retirement applications, and aggressive case management, the Department has successfully decreased cases managed by 31%, as well as a monetary savings of \$1,289,508 in 2007.
- Furthering the efforts to be proactive, the Workers Comp Unit has been trained in office ergonomics as trainers. They currently work with their facilities to insure that proper office ergonomics are in place to avoid potential and cumulative injuries.
- Follow-up sick leave and NOP reviews have been completed. Each Superintendent and Division Head meet with Associate Commissioner of Administration for recurring reviews of Sick Leave/NOP indicators.

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\* Recommendations 5 and 6 have been fully implemented

- For FY05 the average number of sick days utilized by DOC employees was 14.93. This figure decreased by 10% to 13.65 days in FY06. This figure decreased again by 4.8% to 12.99 days in FY07. Through the first four months of FY08 the Department is on pace for an annual average of 12.54 days.



### Alignment of Budget With Department's Mission

- Established and implemented a new overtime tracking/reporting requirement in July 2004
  - Overtime is tracked on a daily/ weekly basis
  - Overtime meetings are held by Deputy Commissioner Bender and Associate Commissioner Duval with selected Superintendents:
    - FY05 Overtime Expenditures July 1 – December 25, 2004 - \$8,745,798 (13 pay periods)
    - FY05 Overtime Expenditures December 26 – June 30, 2005 - \$5,128,089 (13 pay periods)
    - FY06 Overtime Expenditures July 1 – December 24, 2005 - \$7,454,618 (13 pay periods)
    - FY06 Overtime Expenditures December 25 – June 30, 2006 - \$7,006,618 (13 pay periods)
    - FY07 Overtime Expenditures July 1 – December 23, 2006 - \$8,290,027 (13 pay periods)
    - FY07 Overtime Expenditures December 24 – June 30, 2007- \$7,538,276 (13 pay periods)
- Overtime expenditures:
  - FY07 Year End Total \$15,828,303
  - The FY07 increase is attributed to the management of critical incidents, an increase in inmate population and the implementation of 15-minute rounds in the HSU's as recommended in the Hayes Report.
  - FY06 Year End Total \$14,461,236
  - FY05 Year End Total \$13,873,888
  - FY04 Year End Total \$10,443,570
- Correction Officer Attrition/Backfill:
  - FY07 Total Attrition – 250 FTEs/Total Backfilled – 275 FTEs
  - FY06 Total Attrition - 319 FTEs/Total Backfilled – 263 FTEs
  - FY05 Total Attrition – 261 FTEs/ Total Backfilled – 241 FTEs
  - FY04 Total Attrition – 214 FTEs/ Total Backfilled – 67 FTEs
  - FY03 Total Attrition – 190 FTEs/ Total Backfilled – 6 FTEs
- Workgroup established to redefine expenditure categories to better coordinate with the Department's priorities.
- Developed expenditure reporting systems, which are being reviewed and evaluated to determine appropriate allocation of funds
  - Inmate Program Services Expenditures – Total Year End Expenditures FY05 \$56,415,305

- Inmate Program Services Expenditures - Total Year End Expenditures FY06 \$56,813,574
  - Inmate Program Services Expenditures - Total Year End Expenditures FY07 \$59,541,072.
  - Inmate Health Service Expenditures - Total FY05 Year End Expenditures: \$71,961,202
  - Inmate Health Service Expenditures - Total FY06 Year End Expenditures: \$77,044,992
  - Inmate Health Service Expenditures - Total FY07 Year End Expenditures: \$80,783,263
- Updating of all information tracking databases for FY05, FY06 and FY07 completed.

## **Public Safety and Inmate Reentry\***

### **Inmate Reentry**

#### Recommendation #7

*The Commonwealth must view reducing the rate of re-offense by returning inmates as one of its highest public safety priorities.*

#### Recommendation #8

*The Department should adopt a comprehensive reentry strategy including risk assessment, proven programs, "step-down", and supervised release.*

#### Recommendation #9

*The Department should hold inmates more accountable for participation in productive activities designed to reduce the likelihood that they will re-offend.*

#### Recommendation #10

*The Commonwealth and the Department should revise sentencing laws and DOC policies that create barriers to appropriate classification, programming, and "step-down."*

#### Recommendation #11

*The Commonwealth should establish a presumption that DOC inmates who are released are subject to ongoing monitoring and supervision.*

### **Inmate Medical and Mental Health**

#### Recommendation #12

*There should be a dedicated external review of inmate health and mental health services.*

### **Female Offenders**

#### Recommendation #13

*There should be a dedicated external review of issues pertaining to female offenders in the Department's custody.*

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\* Recommendations 7, 8, 9, and 12 are fully implemented. Policy changes relating to Recommendation 10 have been implemented. Public hearings have been held on classification regulations. Legislation for Recommendations 10 and 11 is dependent on external entities and has not been passed. Recommendation 13's final draft is under review.

## Inmate Reentry

### Classification:

- DOC policies that created barriers to appropriate classification were immediately reviewed and plans developed for revisions. Revisions were made to the Security Risk rating system, the Security Threat Group (STG) policy, sanctions for inmates who use tobacco and tobacco related products, sanctions for inmates who use illegal substances, requirements for inmates serving a sentence for an offense outlined in the Public Safety Security Program (PSSP) all resulting in the removal of any classification mandate opting to rely on the newly created objective classification system. Further, the increased use of a screening form which expedites the transfer of appropriate county sentenced female offenders was approved and a list of permissible legal issues was created. (Please refer to recommendation 14A for further reference regarding new regulations and objective classification.

### Risk Assessment:

- The Department of Correction and the Massachusetts Parole Board contracted with Justice System Assessment and Training (JSAT) for a new risk assessment processes that will identify, define and present specific, validated risk to recidivate and needs assessment instruments as part of a comprehensive risk assessment and protocol for administration, use and evaluation. On July 18, 2006, by a unanimous vote, the **COMPAS** (Criminal Offender Management Profiling for Alternative Sanctions) was selected as the new risk needs assessment instrument for DOC and Parole.
- The **COMPAS** system is a computerized data base and analysis system for criminal justice practitioners who must make decisions regarding the placement, supervision and case management of offenders. The tool has been validated on correctional populations. There are approximately 22 scale options inclusive of risk screen, risk profile and need dimensions that are consistent with the eight (8) criminogenic need areas. The tool can be utilized upon commitment, in preparation for discharge and while under community supervision. COMPAS includes a reentry reassessment tool which will compliment our reentry goals and mission. The instruments are available in Spanish.
  - The Department negotiated with the union to have Correctional Program Officers (CPOs) administer the instrument.
  - Project tasks and timeframes have been established to include testing and implementing plans of the instrument.
  - A sampling plan was formed and selected staff began testing the instrument in March 2007 on an initial group of inmates in an effort to pilot the tool and compare our population with national statistics.
  - The DOC's Tech Services Division has developed protocols and specifications to support the interface between DOC and Parole.

## Inmate Programming

- Three new program contracts have been awarded through the RFR process. The new contracts: 1) Residential and Non-Residential Substance Abuse Treatment Services for Male Offenders, 2) Non-Residential Treatment Services for Male Offenders and 3) Residential and Non-Residential Treatment Services for Female Offenders took effect on April 1, 2007. The RFR's were posted on July 1, 2006 through an interagency collaboration between the DOC, Department of Mental Health and the Department of Public Health. Spectrum Health Services, Inc. was awarded all three contracts. Consequently, the three contracts were consolidated into one.
  - Included in the new contract, is a program developed for high risk offenders housed in the Department's Disciplinary Unit (DDU) located at MCI Cedar Junction. This new curriculum was developed after the review of several best practice models in the area of managing high risk offenders. In addition, the new contract established non-residential substance abuse programs for male offenders, fatherhood programs, victim of violence programming for female offenders, general population programming at MCI Cedar Junction, and a motivational enhancement program for inmates at MCI Concord and MCI Framingham.

## Volunteers

- The Director of Volunteer Services has prioritized recruitment and expanded volunteer programming capacity. Several DOC volunteer programming opportunities are now available online at the Commonwealth of Massachusetts Volunteer Homepage, including Alcoholics Anonymous and Narcotics Anonymous Facilitators in English and Spanish. The Department's goal is to increase the number of volunteer facilitated evidence based programming to aid and assist with reentry.

## Expansion of Evidence Based Programming

- In an effort to expand evidence-based programs throughout the Department, the Program Services Division developed an Evidence-Based Practice Training to prepare volunteers to facilitate Cognitive Skills Workshops. The Department's Division of Staff Development certified the curriculum. Volunteerism is an extremely cost-effective method to expand our existing continuum of evidence based programs, reduce inmate idleness and prepare offenders for their eventual release to the community. The 4-hour training prepares volunteers to facilitate introductory Cognitive Skills Workshops and is designed to improve the overall quality of volunteer facilitated programs. Trained volunteers will facilitate introductory workshops that teach inmates problem solving, interpersonal communication, conflict resolution, employment soft skills and other cognitive skills. A program evaluation was developed with input from the Office of Strategic Planning and Research.
- There were 34 volunteers that attended the first Evidence-Based Programming -Cognitive Skills Workshops trainings held in September 2007 at the Shirley and Bridgewater Training facilities. Of these participants, 25 volunteers expressed an interest to move forward to be

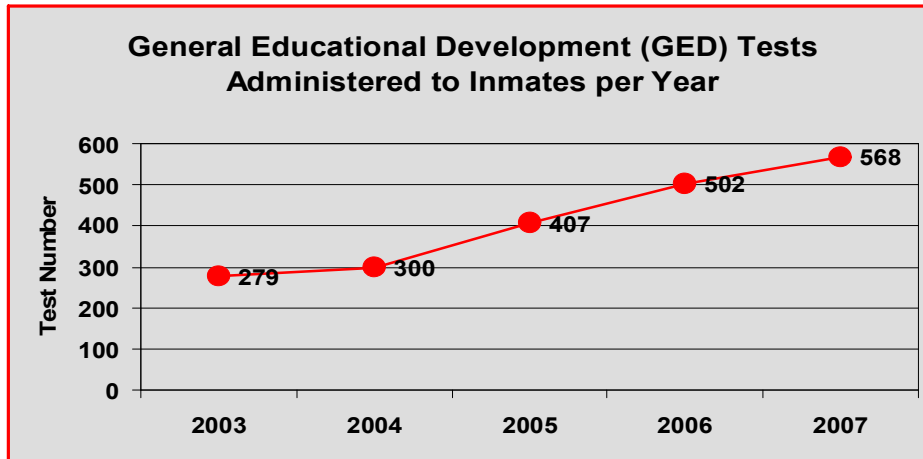
trained as co-facilitators for the curriculum-driven, cognitive skill workshops. On October 17 2007, there were 9 volunteers that attended a follow up cognitive skills program training that focused on role-play exercises and classroom management skills as the final step before the first Cognitive Skills Workshops sessions were piloted in the facilities. As of the week of December 3, 2007 volunteer facilitated cognitive skills workshops were piloted at Pondville Correctional Center, North Central Correctional Institution-Minimum Unit and Old Colony Correctional Center -Minimum Unit

- Posting DOC volunteer opportunities on-line has been a successful initiative.
  - Calendar year 2006 resulted in 835 “hits, ” a monthly average of 69 inquiries.
  - January 1 - through December 3, 2007 had a total of 1,670 “hits,” resulting in a monthly average of 151 inquiries, an increase of over 100% from 2006.
- A system-wide **volunteer orientation curriculum** has been designed and implemented to standardize the certification and re-certification of volunteers.
  - With the goal of fostering DOC staff awareness of the motivations of citizen volunteers in the DOC, a video: **Volunteerism: People Helping People** has been created. The video highlights citizen volunteers explaining why they volunteer in Department and DOC staff explaining why they volunteer in their communities as coaches, scout leaders, and tutors.
  - The Department of Correction’s first annual **Volunteer Forums** were held at Bridgewater State College on November 19, 2006 and Northeastern Correctional Center on November 30, 2006. More than 100 volunteers and over 30 Superintendents and Department Heads attended the two forums. The purpose of the Volunteer Forums was to provide volunteers an update on the DOC’s progress in achieving full implementation of the 18 major recommendations contained in the Harshbarger Report.
  - The Department of Correction’s third annual **Volunteer Appreciation Day** was held at the Massachusetts State House on June 23, 2006. The annual events are held to honor the more than 1900 volunteers currently assisting at every level of the DOC. More than 300 volunteers attended the ceremony.
    - The total number of permanent and temporary volunteers remains stable at 1,900.

#### Education/Academic and Vocational:

- With the majority of inmates testing below high school levels in both math and reading, adult basic education has experienced an expansion along with vocational training. Expanding vocational capacity to allow an increased number of inmates to learn skills and trades which will aid in gaining meaningful employment upon release.

As a test center recognized by the Department of Education, we expect to administer G.E.D. (General Educational Development) tests in 2007. The number increased from 502 in 2006, 407 in 2005, 300 in 2004 and 279 in 2003.



- The Department's **Braille Production Program** began in 1987 at MCI-Framingham as one of five (5) Braille transcription units nationwide. In 1992, the program was moved to Bay State Correctional Center and since 1992 the capabilities of the program have been upgraded with new software and printers able to produce Braille on both sides of the page. The Braille Production Program is one of only a few organizations that provide Braille materials to Massachusetts blind or visually impaired school children students under Special Education Chapter 766 under a cooperative effort between the Massachusetts DOC Division of Inmate Training and Education, Bay State Correctional Center and the Bureau of Institutional Schools (BIS). Since 1992, the program has produced over 970 books. The Department is currently planning to expand this valuable program.
- The Department's **Building Trades Program** at MCI-Shirley builds bathroom vanities, kitchen cabinets and prefabricated wall panels. The products are made available for sale to Habitat for Humanity Affiliates and Community Development Corporations, providing they do building for moderate and low income families. This program is currently building the wall panels for the Family Reunification Project at South Middlesex Correctional Center. To date, 48 vanities and 14 sets of kitchen cabinets have been sold.
- The Department's **Computers for Schools Program** receives donations of used computers by private and public agencies and provides training to inmates at MCI-Shirley to repair and refurbish them. The repaired machines are then given free of charge to public schools in need. This program is exemplary in teaching a vocational skill and work ethic to the inmates involved in the program while providing them an opportunity to "give back" to the communities of the Commonwealth. A recent donation of over 1000 computers from the Trial Court

is enabling the DOC to provide more schools with this needed equipment. This program continues on each year supplying computers free of charge to cities and towns of the Commonwealth. To date, approximately 3000 computers have been donated.

- VOI/TIS grant funds supported the complete renovation and establishing of a **cosmetology school** at MCI Framingham. This program will lead to a state cosmetologist license and provide training in an area which labor statistics reveal will be hiring for years to come. The first class of inmates has accumulated nearly 700 hours and is expected to take the state licensing exam in Spring 2008.
- An **electronic law library** pilot program has been established at Baystate Correctional Center, MCI Norfolk and Pondville Correctional Center. The pilot program evaluation will take place February 2008 although thus far the program is experiencing no major difficulties.
- The Department was awarded a twenty four month **Prisoner Reentry Initiative (PRI) grant** of \$421,875.00 in July 2006, which is designed to reduce recidivism by strengthening urban communities characterized by large numbers of returning nonviolent offenders. The grant provides pre-release assessment; educational programming, transition planning and post-release supervision and coordination of services in partnership with the recipient of the related Department of Labor grant program (SPAN, Inc.). The Division of Inmate Training and Education was one of 20 states to receive these competitive grants.
  - A grant manager has been hired to oversee the grant.
  - Over 163 eligible inmates in the Greater Boston area have been referred to services provided by SPAN, Inc. to date.
- Many of the inmates being released back into their communities lacked the basic knowledge of computer applications. The Department realized that in a technologically advanced society, some basic skills were necessary. That said, the Division piloted an eight week program to teach those skills to each inmate nearing the end of their sentence. In theory, any inmate that has not taken advantage of our offerings in the longer computer training classes and is within a few months of release should take advantage of this training. Our pilot program began with fourteen inmates and was completed at the end of July. It is expected to expand to all facilities in the fall.
- The **Wheels for the World** program was reinstated in 2007 with a charge to teach repair of wheelchairs which ultimately would be sent to needy third world countries. This vocational program provides the inmates an opportunity to learn a trade while giving back to the community.
- The Commonwealth of Massachusetts Employment Projections for the years 2000-2010 lists jobs in the food service industry as those on a growth tract. With that in mind, when grant funds became available, it was a culinary arts program that was developed for the females at MCI-Framingham. This program leads to ServSafe



certification as well as a certificate in Professional Cooking and Baking and joins the six such culinary programs in the male facilities.

- **Grants** received and operating during 2007 include:
  - Adult Basic Education (Massachusetts Dept. of Education) \$246,419
  - GED Test Center (Massachusetts Dept. of Education) *Proposal submitted*
  - Title I (Massachusetts Dept. of Education) \$ 61,358
  - Perkins (Massachusetts Dept. of Education) \$112,019
  - Youthful Offender (US Dept. of Education) \$69,000 current + new \$128,799
  - Prisoner Reentry Initiative (US Dept. of Justice) (24 months) \$471,875

#### Prison Rape Elimination Act (PREA)

- The Commissioner has appointed a manager to oversee the implementation of the Department's strategic plan to comply with the PREA mandate
- The DOC Policy for the Prevention of Sexually Abusive Behaviors is now complete and authorized by the Commissioner. Facility Superintendents are developing specific site procedures
- The PREA victim advocate has been hired and is working within the requirements of the 519 policy when cases are referred by the PREA Manager
- The PREA training has been completed for all Agency managers, all new recruits, all Correction Officer I,II,III's, All CPO's, All Industrial instructors, all Disciplinary staff, and all investigators.
- PREA training for all Medical/Mental health managers and supervisors is scheduled for January of 2008.

#### Department of Mental Health - Forensic Transition Team:

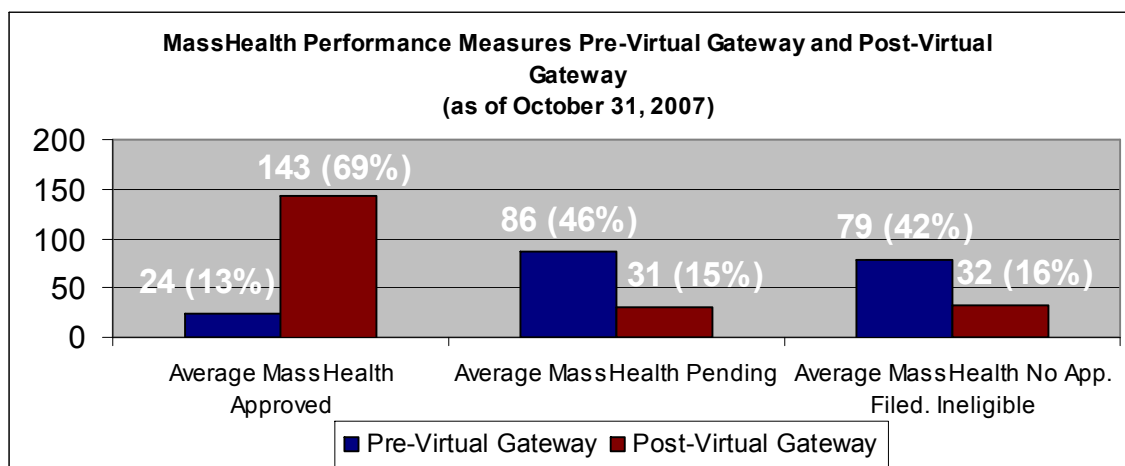
- As is nationally recognized, mentally ill inmates present an increasing number and acuity in all correctional systems. Providing services and facilitating appropriate aftercare is a challenge. As a result, the Department created a historic partnership with the Department of Mental Health (DMH) which established the **Forensic Transition Team (FTT)**.
- On April 1, 1998, the Massachusetts Department of Mental Health established the Forensic Transition Team (FTT) program for mentally ill offenders and a Memorandum of Understanding between the Department of Correction and the Department of Mental Health and the Parole Board was executed. The objectives of the forensic transition program are to coordinate services for clients of the Massachusetts Department of Mental Health during the transition from prison to the community; to maximize treatment outcomes for mentally ill offenders through early engagement, consistent support, and a well-monitored transition; to enhance community safety by collaborating with state and public safety agencies and community service providers; and to develop a demographic profile to identify the most needed and most appropriate services for mentally ill offenders.

The primary goal of this statewide program is to provide mental health services for those inmates who meet eligibility guidelines for DMH services as persons suffering from a serious and persistent mental illness. Clinical staff working in the DOC identify appropriate inmates and make referrals to FTT staff at least 3 months in advance of the inmate's discharge date. DOC staff then gather and share relevant psychosocial and criminal history information for the treatment planning process. FTT members then meet with the inmate prior to discharge from correctional custody, attend DOC's reentry planning meetings known as triage meetings.

- If the referred inmate is found to be DMH eligible, FTT develops a plan for services upon release and follows these clients for three months after their release from correctional facilities in order to coordinate services and assist in community reintegration as a bridge to ongoing DMH case management or other services are provided. This program has provided continuity of treatment for many inmates releasing from correctional custody with a serious and persistent mental illness. FTT has also provided consultation for those inmates who are not found to be DMH eligible by providing community treatment provider information to DOC staff.
- The DOC hosted a Mental Health Release Planning Forum on November 6, 2007. The goal of this training forum was to improve inter-agency coordination of release planning efforts for inmates with mental health issues.

#### Medical Continuity of Care:

- The Department created a partnership with Office of Medicaid (MassHealth) in an effort to contribute to critical need for continuity of access to mental health, medical and substance abuse treatment upon release. The MassHealth Pilot Program started on November 15, 2004 with paper applications sent to MassHealth for inmates 90 days prior to their release date.
- In June 2006, an electronic online submission of MassHealth application was implemented through the use of the Virtual Gateway System. The electronic application decreased the processing time and improved the accuracy of the process. All applicable DOC staff were trained by MassHealth personnel on the new system. In July 2007, the DOC changed the date to file a MassHealth application on the Virtual Gateway from 90 days to 60 days prior to release, as a result of the rapid processing time of the online applications.



- In July 2006, the Office of Medicaid (MassHealth) raised the enrollment cap from 43,000 to 60,000 members, allowing more inmates to receive MassHealth coverage prior to release.
- In July 2006, newly enacted Federal law required proof of citizenship for MassHealth applicants. Therefore, through an agreement created by the Executive Office for Health and Human Services, a partnership evolved between the DOC and the Massachusetts Registry of Vital Records and Statistics to allow inmates to request a “No Cost Verification of Birth” and receive the proof of citizenship needed for their MassHealth coverage.
- In August 2007, the Massachusetts Department of Correction’s MassHealth Pilot Program was a regional finalist for the 2007 Council of State Governments (CSG) Innovation Award.

### Offender Employment

- In August 2006, the Department formed an internal **Career Center Workgroup**, consisting of representatives from several divisions and institutions throughout the Department, including Directors of Treatment, Program Services, Prison Industries and Inmate Education and Training to explore the services available for ex-offenders at the local One Stop Career Centers in the community..
- In September 2006, the Department successfully participated in an **Ex-Offender Job Fair** located at the Hyatt Regency Hotel in Boston, MA. This job fair was hosted by the Division of Career Services, the Parole Board and Federal Probation.
- In December 2006, members of the Employment Workgroup attended a training and tour at the Division of Career Services and The Work Place to learn more about available services.
- In May 2007, the Department created an **Offender Employment Workgroup** to review the recent recommendations made by The Reentry Roundtable on

- Employment of Ex-Offenders published by the Crime and Justice Institute. The workgroup is co-chaired by the Director of Reentry Services and the Director of Inmate Training and Education and is attended by managers from Department's Industries Program as well as the Program Services Division. The Workgroup has created a work plan for the Department to improve the linkages needed for offenders releasing into the communities in finding and maintaining gainful employment to assist them in becoming self sufficient and meeting the needs of the community.
- **Goals** of the work plan include:
    - Improving collaboration with the Division of Career Services and One Stop Career Centers
    - Implementation of JobQuest registration for inmates who successfully complete the Transition Workshop
    - Creation a subgroup of staff from the Department's Pre-Release facilities, to work to better educate employers about hiring ex-offenders
  - **Accomplishments** in the area of Offender Employment include:
    - Expansion of the Transition Workshop to 10 days, with a new curriculum focusing on Seeking, Securing and Maintaining Employment for 4 days of the workshop. Includes mock job interviewing and creation of a portfolio upon completion.
    - Pilot implementation of a computer training at MCI Norfolk for all inmates prior to release to teach basic keyboarding, Microsoft Office skills and use of computer hardware
    - Employment readiness component added to the quarterly Reentry Presentations held for inmates to assist them knowing the community resources available in the area of employment and training upon release.
    - A job readiness educational packet, "Employment Information for Former Offenders" was also created in collaboration with the Division of Career Services and made available for distribution to inmates to assist them in getting ready for their job search.
  - The DOC RSD Director is a member of the Executive Office of Health and Human Services (EOHHS) Steering Committee on Employment. Furthermore, the DOC participates on the Steering Committee's subgroups focusing on Transportation and Engaging Employers.
  - Funded under a grant from the U.S. Department of Labor, the **Women Offender Reentry Collaborative** (WORC) is administered by The Work Place (TWP), a One-Stop Career Center operated by the Jewish Vocational Services (JVS) in Boston. WORC is "a comprehensive, systematic approach to employment for women ex-offenders" who plan to return or have returned to the Boston area after release from prison. It provides a variety of paths to employment including job readiness and job placement services, skills training and education, ongoing case management, mentoring, social services supports and post-placement career

advancement services. It was implemented at MCI Framingham and South Middlesex Correctional Center in FY 07 and has been renewed for FY 08.

- In May 2007, the Department's Program Services Division expanded the Transition Workshops from five to ten days, with a major focus of the workshop shifting to teaching inmates skills and strategies designed to enhance employability upon release. The workshop now includes a four-day curriculum on seeking, securing, and maintaining employment. The curriculum incorporates career interests surveys, job skills assessments, sample job applications, resume writing and mock job interviews. The curriculum also focuses on soft skills and educates offenders on CORI, Employer Tax Credit programs, and the Federal Bonding Program. Employers have identified acquisition of soft skills as critical to successfully function in the workplace.

#### Housing:

- In an effort to reduce homelessness, the Department created the **Reentry Housing Program (RHP)**. The original contract was awarded to the South Middlesex Opportunity Council (SMOC) on July 1, 2003 with the purpose of identifying and placing inmates at risk for homelessness into appropriate housing prior to their release. This contract was renewed on July 1, 2006 and includes up to one year post release stabilization services.
  - By providing housing placement services, follow-up case management and referral to appropriate treatment, education, training and employment, this program serves as a model that decreases the likelihood of offenders remaining in shelters.
  - In February 2007, vendor staff began to update the Inmate Management System (IMS) with housing placement information to enhance communication with Correctional Program Officers.
  - The DOC Research Division is designing a database to track case management efforts for inmates referred to the Reentry Housing Program. Data will be collected for up to one year post release to aid in the reporting of housing placement outcomes.
  - As of October 31, 2007, 1,212 inmates have been referred to the Reentry Housing Program.

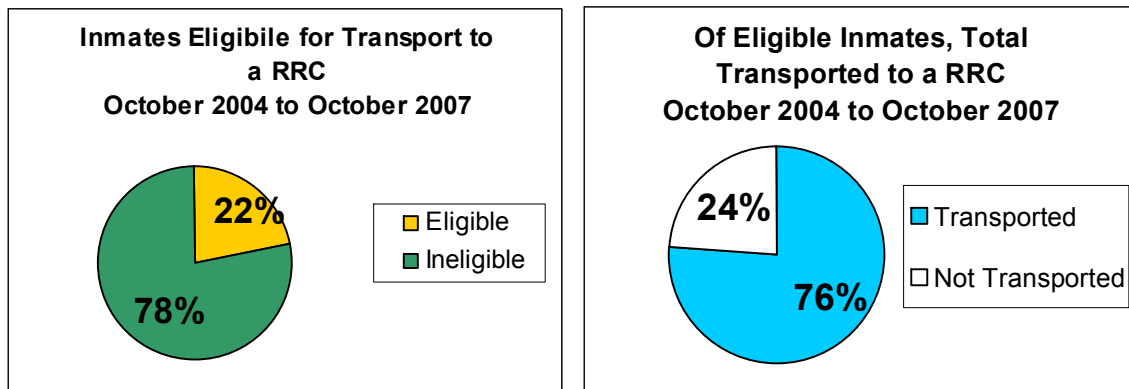
#### Faith Based Reentry

- In an effort to engage the faith-based community in offender reentry and reintegration, the Department's Programs Services Division assisted in the development of a Faith-Based and Community Aftercare Consortium group. This group is comprised of 16 Private Non-Profit organizations that are partnering with the Department in a coordinated effort to identify and provide aftercare services to inmates releasing into the community

- Several staff members of the DOC and the Prison Fellowship Ministry Leadership Team have facilitated two planning meetings of the Consortium held in May and July 2007. The framework of an initial action plan, designed to pool the resources, experiences and best practices of the many aftercare providers currently servicing ex-offenders throughout the Commonwealth, has been formulated and a Steering Committee has been formed.

Regional Reentry Center (RRC) Partnership:

- On September 30, 2004 the DOC began a partnership with the Parole Board to transport and discharge eligible inmates to one of the eight RRC's throughout Massachusetts. In order for an inmate to be eligible under the established criteria, they must be a state inmate with no post release supervision (probation or parole) upon release.
- From the start of the partnership through October 31, 2007 7,493 inmates were released to the street from the Department. Of those releases 1668 (22%) inmates were eligible to be transported to the RRC.
  - 1,262 (76%) of the 1,668 eligible inmates were transported.



Sex Offender Management

- The **Comprehensive Approaches to Sex Offender Management (CSOM)** Grant was awarded to the Executive Office of Public Safety. There were two phases to the project, a state-wide assessment (including the areas of Investigation, Prosecution & Disposition; Assessment; Treatment; Reentry; Supervision; Registration; and Notification) and implementation. Three pilot sites were selected: Attleboro, Boston and the North Quabbin region.
  - The state-wide assessment of sex offender management policies and practices in Massachusetts was completed, focus groups and meetings were conducted with the stakeholders in the three pilot sites, strengths and areas that could be improved were identified. The state-wide assessment results were documented in a written report which included thirty-three recommendations.

## Staffing/Education

- The Department has made **staff training** a priority, in an effort to educate the staff and vendors on the agency's primary goal of reducing recidivism by effective programming and reentry planning.
  - The CPOs were trained in release planning process including, but not limited to the following: Reentry Housing Program, MassHealth, Forensic Transition Team, Serious and Violent Offender Reentry Initiative Grant, Parole Regional Reentry Center partnership and case management skills.
  - The Reentry Services Division partnered with the Parole Board's Reentry Unit to coordinate Regional Reentry Center cross-training/site visits for CPOs and other identified staff in October and November 2005.
  - A three-day interagency training conference, *Community Safety through Successful Offender Reentry* was held May 31 – June 2, 2006 for selected staff from both the DOC and Parole Board. The training was facilitated by the Center for Effective Public Policy (CEPP).
  - The Reentry Services Division presents ongoing training on reentry to all new and existing staff and vendors through recruit training, in-service curriculum and catalog courses.
  - The Department has invited several community service providers and state agencies to present information about services available to Reentry Liaisons. Presentations included: Parole Board, Criminal History Systems Board (CHSB), South Middlesex Opportunity Council (SMOC), St. Francis House, Statewide Head Injury Program, Veteran's Clearinghouse, Rehabilitative Options, Division of Career Services and Spectrum Health Services. Starting in Fall 2007 the Reentry Services Division catalog course curriculum was extended to eight hours and enhanced to include external presenters, discussion on community issues/concerns regarding the release of offenders, updated information on reentry initiatives, and a more "hands on" approach.
- The Department made **staffing changes** in an effort to better manage the reentry planning process.
  - Correctional Program Officers (CPOs) were moved from a central office location to institutions to provide enhanced reentry planning with inmates.
  - A central Reentry Services Division was created to oversee critical initiatives, encourage partnerships and manage resources.
  - Each institution has allocated the responsibility of managing the reentry continuum to a manager in the role of Reentry Liaison. The Reentry Liaison is responsible to oversee the monthly Release Planning Committee which begins the review of an inmate's release plan starting at least 6 months prior to release.

- The Department has worked to better **educate the public and partner agencies** about the importance of reentry.
  - In November 2005, the Department conducted a presentation to the Legislature titled “Public Safety Through Effective Reentry.” This presentation included information on classification, programming, education/training and release planning.
  - In December 2006, the Reentry Services Division conducted a presentation to a community group in Boston to educate the members on reentry planning.
  - In 2007, the Department of Correction provided **extensive external presentations** focused on the DOC’s Reentry process including, but not limited to: statewide Women in Criminal Justice Conference, Correctional Association of Massachusetts (CAM) Annual Conference, Division of Career Services, DOC Volunteer Forums, Spectrum Health Services, Council on State Governments Eastern Regional Conference, Boston Police Department, City of Boston Reentry Summit held at Northeastern University, Governor’s Commission to End Homelessness and the Mental Health Release Planning Forum hosted by the Department of Correction to educate mental health providers including staff from Department of Mental Health Forensic Transition Team, Massachusetts Behavioral Health Partnership, UMASS Discharge Planner and MassHealth.
  
- The Department’s Reentry Services Division has coordinated with the Parole Board to provide **“Reentry Presentations” to inmates** within 6 months of release on topics including, but not limited to: Reentry Housing Program, Regional Reentry Centers and Parole’s Transitional Housing Program (formerly VOI/TIS) and MassHealth. The presentations began in March 2007 and are planned to be conducted quarterly at each of the DOC facilities.

Interagency Partnerships

- The Department participates on several interagency partnerships impacting offender reentry:

**Criminal Justice Collaborations:**

- Executive Office of Public Safety
- Parole Board
- Criminal History Systems Board
  - CJIS Extranet
  - VNC database
- District Attorneys’ Association
- Massachusetts Office for Victim Assistance
- Sex Offender Registry Board
- State and Local Police Departments
- Sheriff’s Departments



### Non-Criminal Justice/Multi-Disciplinary/Community Agencies:

- Interagency Council on Housing and Homelessness (and related subcommittees)
- Executive Office of Health and Human Services (EOHHS) Employment Workgroup
- Office of Medicaid (MassHealth)
- Massachusetts Rehabilitation Commission (Statewide Head Injury Program)
- Department of Mental Health
  - Forensic Transition Team
- Department of Mental Retardation
- Department of Public Health
- Department of Social Services
- Division of Career Services
- Advocates, Inc. (Framingham Community Service Provider)
- Social Security Administration
- South Middlesex Opportunity Council (SMOC)
- SPAN INC.
- St. Francis House
- Pine Street Inn
- Veterans Affairs

### Local Law Enforcement Partnerships

The Department's Reentry staff began working closely with **Lowell Police Department** in 1998 to share critical intelligence and classification information on inmates returning to the Lowell area. Lowell Police have the opportunity to meet with inmates in DOC facilities prior to release and at Regional Reentry Centers upon discharge. Additionally, access to DOC's Inmate Management System (IMS) was provided to Lowell Police Department in 2005.

- The Reentry Services Division is responsible for providing a monthly list of any inmates projected to be released either to Lowell or who came from Lowell. This list includes gang information, release address information and demographic information. Any other intelligence information is given by the Office of Investigative Services at the request of the Lowell PD.
- The Department is collaborating with **Boston Police Department** in the area of information sharing. Following a meeting in January 2007, information sharing efforts were re-defined and expanded through monthly release lists and intelligence briefing meetings held by the Department's Office of Investigative Services and the Boston Regional Intelligence Center (BRIC). In addition, the DOC is working with the Criminal History Systems Board (CHSB) to determine a comprehensive plan for information sharing between the DOC and all local police departments.
  - The Reentry Services Division is responsible for providing a bi-weekly list of any inmates projected to be released either to Boston or who came from Boston. This list includes gang information, release address

information and demographic information. Any other intelligence information is given by the Office of Investigative Services at the request of the Boston PD.

### Information Sharing

- The Department recognizes the critical need for increased information sharing and partnerships with law enforcement agencies. DOC has increased interagency access to information in the Inmate Management System (IMS) database, which provides **real time information sharing** with law enforcement agencies.
  - Access to IMS was provided to the Parole Board staff in December 2004. DOC provides online real time access for Parole to the DOC Inmate Management System (IMS). DOC conducted training for Parole staff on the use of IMS.
  - The Parole Board provided training and access to the Statewide Parole Integrated Records and Information Tracking (SPIRIT) system to DOC staff in November 2005.
  - Access to IMS was provided to Suffolk, Middlesex, Essex and Hampden counties.
- In partnership with the Criminal History Systems Board (CHSB), the Criminal Justice Information System (CJIS) Extranet allows local law enforcement to obtain information on inmates releasing from DOC custody. The roadmap of this project was rolled out in March 2007. A Memorandum of Understanding went into effect on in April 2007.
- Phase One of the **DOC/Parole Data Exchange Project** was completed by DOC and Parole staff with the coordination of Nukore Technologies, who identified and created a plan for the automated exchange of data between the Department's IMS and Parole's SPIRIT databases. The DOC has applied for a Byrne Grant to implement the DOC/Parole Data Exchanges.
- The DOC sends Parole a daily file on inmates paroled from the Department whose sentence structure is modified since their release.

### Inmate Medical & Mental Health

#### External Review Panel

- The Department's **Medical Review Panel** was established to address the critical importance of medical and mental health needs of inmates and the responding services provided by the DOC.
- The critical importance of a dedicated external review of the delivery of correctional health services was further supported by **Executive Order 461** establishing the Department of Correction Advisory Council; and included the

requirement that the Council submit recommendations relative to inmate health and mental health services.

- The DOC Medical Review Panel was comprised of 24 members from various state agencies, academia, community hospitals, private clinicians and community based services that were selected for their knowledge and expertise in the areas of medical, dental, mental health, and substance abuse services, as well as representatives from correctional legal services and the business community.
- The Medical Review Panel divided itself into four subgroups, each subgroup examining a specific objective in the delivery of medical and mental health services to the inmate population. The four objectives to be examined were as follows:
  - The overall scope of services provided to inmates for medical, dental and mental health care;
  - The gender-specific medical and mental health needs of the female population;
  - The special circumstances regarding Bridgewater State Hospital and the Massachusetts Alcohol and Substance Abuse Center;
  - The use of Lemuel Shattuck Hospital for inpatient and outpatient services.
- A presentation was made to the Correction Advisory Council subgroup on January 12<sup>th</sup>, 2005. The Correction Council approved the plan on February 2<sup>nd</sup>, 2005.

The Panel held its initial meeting on March 23<sup>rd</sup>, 2005 and during the ensuing five months, panel members reviewed numerous documents, toured correctional facilities, observed operations, reviewed medical records and interviewed staff and inmates.

- The contract was split with the Medical Services awarded to the University of Massachusetts Correctional Health Program and the Mental Health Services awarded to MHM Services, Inc. Services under the new agreements were initiated in July of 2007 and remain in implementation at this time. The final contract documents included the relevant elements within the RFR as the RFR is a part of the final contract document.

### Final Report

- The final report was completed in September 2005.
- An Executive Summary of the Final Report of the External Review Panel was released by the Correction Advisory Council on October 25<sup>th</sup>, 2005, identifying 58 major recommendations, with 7 of them elevated to “highest priority”.
- The Major Recommendations were broken into common themes: Staffing/Education/Training, Delivery of Services, Policy and Procedure,

Physical Plant and Infirmaries, Technology, Equipment, Contract/Quality Improvement, Pharmacology, Mental Health, Dental, Reentry and After Care, Shattuck Hospital, Bridgewater State Hospital, Massachusetts Alcohol and Substance Abuse Center (MASAC) and Section 35 Commitments at MCI Framingham.

- The Department has reviewed and assessed the recommendations for feasibility in light of a new procurement process that resulted in the publishing of a new Request for Response (RFR) in December 2006. The new RFR outlines a comprehensive medical and mental health contract.
  - All recommendations that were feasible to address in the contract procurement were included.
  - Recommendations addressing facilities that require capital investment have been presented to the Division of Capital Asset Management (DCAM).
  - Recommendations calling for policy revision, collaboration and enhanced oversight are in review for full implementation.

### Female Offenders

#### Female Offender Review Panel

- The Department and the Correctional Advisory Council selected the **Female Offender Review Panel** in January 2005.
- Statistical information was compiled and subgroups were established.
- On July 20<sup>th</sup>, 2005, members of the Female Offender Review Panel, along with the Correction Advisory Council, where each subgroup reported their major findings and recommendations.

#### Research & Reports

- Preliminary reports were submitted to the Corrections Advisory Council by each subgroup on July 1<sup>st</sup>, 2005 and the final reports were submitted on August 1<sup>st</sup>, 2005.
- The Executive Summary was submitted to the Corrections Advisory Council on September 7, 2005.
- Researchers from the New England Research Institute developed and piloted a survey at the request of two of the subgroups as part of the Female Offender review.
  - The pilot survey, consisting of questions regarding gender-specific medical issues and staffing, operations, security and training issues was administered to female offenders at South Middlesex Correctional Center and MCI-Framingham in June 2005. The results of the surveys were published in August 2005.

- July 2007, the draft Strategic Plan for Female Offender Management was updated and forwarded to the Acting Commissioner.
- September 2007, the Female Offender Advisory Group began the process of developing plans for the Priority Level Two recommendations.

### Policy

- The Department hosted a two-day retreat on May 17<sup>th</sup> and May 24<sup>th</sup>, 2006 of policymakers, stakeholders and DOC staff to prioritize the recommendations of the Female Offender Review panel.
- The 103 DOC 425 Female Offender Management Policy was revised in June 2006.
  - The revisions included a change in the mission statement and the establishment of a DOC Female Offender Services Advisory Group.
    - On August 17<sup>th</sup>, 2006, the DOC Female Offender Services Advisory Group convened for the first time and drafted the Strategic Plan for Female Offender Management.

## Fair and Consistent Practices\*

### Recommendation #14A

*The Department should ensure that policies and procedures, including those related to inmate classification, discipline and grievances, are transparent, well-communicated, have specified appeal processes, and are implemented by staff that are appropriately selected, trained and supervised.*

### Recommendation #14B

*The Department should ensure that policies and procedures, including those related to inmate classification, discipline and grievances, are transparent, well-communicated, have specified appeal processes, and are implemented by staff that are appropriately selected, trained and supervised*

### Recommendation #14C

*The Department should ensure that policies and procedures, including those related to inmate classification, discipline and grievances, are transparent, well-communicated, have specified appeal processes, and are implemented by staff that are appropriately selected, trained and supervised*

### Recommendation #15A

*The Department should ensure that policies and procedures are properly implemented through oversight and accountability systems, including an independent investigative authority, data management and unit management.*

### Recommendation #15B

*The Department should ensure that policies and procedures are properly implemented through oversight and accountability systems, including an Independent investigative authority, data management and unit management*

### Recommendation #16

*The Department should conduct a system-wide facility review to ensure that its physical plant is consistent with the security needs of the staff and inmate population and the Department's mission*

### Recommendation #17

*The Department should adequately protect and care for inmates in protective custody*

### Recommendation #18

*The Department should increase the linguistic diversity and cultural competence of its workforce*

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*\* Recommendations 14A,14B, 14C, 17, and 18 have been fully implemented as they have undergone considerable reform. Recommendations 15A, 15B, and 16 have not been fully implemented as they are contingent upon factors external to the agency*

## Classification

- With technical assistance from the National Institute of Corrections, the DOC conducted a comprehensive evaluation of the classification system
- An Executive Director of Inmate Risk and Placement position was created to ensure centralized implementation and oversight of the new classification system and inmate risk assessment instruments
- The 103 CMR 420 Classification regulation was completely rewritten by a multidisciplinary group that included external stakeholders, such as the Massachusetts Parole Board, Sex Offender Registry Board, County Corrections and Massachusetts Correctional Legal Services (MCLS). The new regulation reflects a research-based classification system that supports objective custody level decisions and reentry initiatives. This regulation was promulgated November 30, 2007.
- Interim revisions to the classification system, including maximum security guidelines and the elimination of competing policies were implemented and resulted in a more rapid identification of eligible and suitable candidates for minimum and pre-release
- In concert with the National Institute of Corrections, objective classification instruments that rely on a validated set of variables to determine the appropriate custody level based on risk factors, were revised and implemented.
- A training plan for the departmental roll-out of the new Objective Classification System was created and delivered. Additionally, the new regulation mandates specialized certification training for all classification board chairpersons.
- A database was developed to facilitate the roll-out of the Objective Classification System and enable the Classification Division to monitor the use of overrides
- The new Classification regulation requires mandatory accountability audits to ensure compliance with the regulation and monitor trends
- Statistics on the rate of point-based score overrides are tracked to measure the department's performance over time in comparison to the national standards. Additionally, statistical data regarding security level projections allows the department to identify capital planning and facility redesignation needs.
- The new classification system was incrementally implemented at all male facilities. The process was completed in July 2007. As a result of the implementation of the revised instrument, a shift in population has occurred at all levels of security, however, lengthy wait lists and overcrowding has prevented the shift from occurring as highlighted in the graph below. The Department of Correction has added 488

beds in the past two years as follows: 217 medium security, 246 minimum security and 25 pre-release security.

- Training on the new classification system was presented to both female facilities. The projected implementation date is January 2008. However, the Classification Division in conjunction with the administration at both MCI-Framingham and South Middlesex Correctional Center (SMCC) have worked collaboratively to fill the minimum/pre-release security vacancies at SMCC and help reduce the overcrowding at MCI-Framingham.

**Goal:** Match inmates' custody levels to the appropriate security level facility

**Performance Measure:** The waiting list for inmates classified to minimum and pre-release status

**Results:** As of November 30, 2007, a total of 781 male inmates were waiting to be transferred to another facility. Of this number, 30% (n=238) are waiting to be transferred to minimum/pre-release security. Compared with the wait list total documented on November 30, 2006, the number of inmates waiting to transfer has increased by 37%. While the wait lists numbers have increased in total, it is significant to note that the wait lists for minimum/pre-release has increased by 51% as compared to the same period last reporting year.



## Disciplinary

- The DOC partnered with representatives from the Harvard Prison Legal Assistance Program and Northeastern University School of Law Prison Program to conduct a comprehensive evaluation of the inmate disciplinary system and completely overhaul the 103 CMR 430 Inmate Discipline policy to reflect the agency's values of a fair, effective, and impartial system
- A new centralized Inmate Disciplinary Unit, under the direct supervision of the Deputy Commissioner, was created to oversee all aspects of the new system
- A comprehensive training program was developed and implemented for newly selected institutional disciplinary officers and central unit hearing officers and continues on a regular basis to ensure fair and impartial disciplinary hearings consistent with regulatory requirements
- Extensive modifications to the automated Inmate Management System were made to reflect the new policy requirements and allow for comprehensive data collection
- An auditing system was implemented to ensure that institutional disciplinary officers and supervisory staff are in full compliance with the requirements of the new inmate discipline regulation and system
- Data regarding disciplinary and appeal outcomes by security level and institution is tracked in order to provide a means of assessing oversight of the inmate discipline process by supervisory staff and the accuracy and fairness of decisions
- Statistical data for 2005 and 2006 reveals that there is an increase in the percentage of disciplinary reports with findings of dismissed, not guilty, and closed administratively, indicating that the reform measures have resulted in decisions that are more accurate, fair and consistent than under the former system

**Goal:** Ensure a fair and consistent disciplinary process for inmates

**Performance Measure:** Data regarding disciplinary reports

### Grievances

- A comprehensive evaluation of the Department's existing process and the policies of several other counties, states and the Federal Bureau of Prisons was initially conducted to identify critical deficiencies and best practices
- The Office of Administrative Resolution, reporting directly to the Commissioner, was created to ensure centrally administered oversight and analysis of inmate complaints, and to identify and address systemic, policy, operational, and organizational issues. In addition, the timely identification of critical risk factors that significantly impact institutional climate, security and safety allows for preemption and responsiveness to potential issues of concern.
- The 103 CMR 491 Inmate Grievances policy was completely overhauled and piloted in preparation for public hearing. The new regulation reflects a more impartial, responsive system. Numerous reforms measures were implemented in the interim and the current regulation was translated into Spanish to address language barriers.
- Conflicts of interest were eliminated through a new elevated rank structure, removal of Grievance Coordinators from the appeal process, and the prohibition of multiple conflicting roles
- A comprehensive mandatory Certification Training Program was implemented for new Grievance Coordinators. Additionally, in conjunction with the Office of

Investigative Services and a contracted vendor, training was provided for all Departmental investigators, including Grievance Coordinators.

- A Communication Tracking/Trend Analysis database was developed to integrate grievance, staff investigation, litigation, and other data in order to monitor trends and improve departmental policy and operational issues. Additionally, the automated Inmate Management System was enhanced to improve statistical data, increase confidentiality, and reduce the potential for harassment and retaliation.
- Accountability audits were developed and implemented to monitor performance, ensure policy compliance, and provide quality control of decision making. Each institution is audited at least once annually. Corrective action plans to address identified deficiencies are required.
- A monthly and annual reporting system was developed to track statistical and operational data in order to identify trends and measure institution and departmental performance
- The reform measures, including ongoing trend analysis, have already resulted in numerous policy and practice changes that have improved agency operations, security, and conditions of confinement

**Goal:** Establish a fair, consistent and objective grievance system.

**Performance Measure:** The approval rate for inmate grievances

**Results:** The success of the reform efforts to change the culture and achieve a fair and credible grievance system is best demonstrated by the vastly improved approval/partial approval rate for grievances, which has consistently been at a rate two to three times higher than the initial approval rate in 2003.

### **Inmate Grievances**

Approval/Partial Approval Rate

\* 2007 reflects overall YTD percentage rate from January 2007 – September 2007

## Investigations

- An initial evaluation was conducted which included best practice site visits to the Internal Affairs Units at the Boston PD, Essex County, Lynn PD, and MA State Police in order to inform the development of a new Internal Affairs Unit policy. A National Institute of Corrections Technical Assistance Grant was also secured to have the new draft policy reviewed by experts in the area of investigations.
- A centralized and standardized intake process was implemented to ensure that all misconduct allegations against employees are initially reviewed by the Chief of Investigative Services for severity and assignment to appropriate investigators
- The 103 DOC 522 Internal Affairs Unit policy was rewritten to include oversight and accountability through the implementation of a two level system of severity categorization and a formal, two-tier review on all employee misconduct investigations
- An Investigations database was developed to automate the intake process for employee misconduct complaints and track statistical data
- In conjunction with the contracted vendor, Municipal Police Institute, Inc. (MPI), an investigations manual was developed and training provided for all Departmental staff that conduct and/or review investigations. Additionally, new investigators now receive in-service training prior to assuming their roles, and all investigators receive ongoing specialized training, including from external law enforcement professionals.
- Quality control mechanisms were implemented through the review of all Category I (less serious) investigations by the Chief of Investigative Services and Category II (more serious) investigations by the Deputy Commissioner. Additionally, the Deputy Commissioner audits 5% of Category I investigations to ensure accountability, quality of investigations and appropriateness of findings.
- A quarterly and annual reporting system of Departmental and institution staff misconduct complaint statistics was implemented in order to identify trends, policy, and training issues
- In September 2007, institutional investigators (IPS Officers) as well as the Office of Investigative Services investigators attended a five day training class at the Massachusetts State Police Academy. This training was a **Sexual Assault Investigator Certification** course. This training is beneficial for both basic investigations as well as establishing compliance with PREA guidelines.

**Goal:** Establish uniform standards of conduct and hold staff accountable for instances of misconduct

**Performance Measure:** The number of allegations and investigations initiated for employee misconduct

### **Staff Investigations Initiated**

\* There was a 5% decrease in Category I investigations from 2005 to 2006 and a 55% Increase in Category II Investigations from 2005 – 2006.

\* Only Three Quarters available for 2007.

\* Multiple staff members may be involved in one investigation. Numbers depicted in this section reflect number of investigations, not the number of staff involved.

## Protective Custody

- The protective custody unit at MCI-Concord was relocated to Old Colony Correctional Center where there is added security, physical barriers from general population, and more program opportunities for inmates. Since the move the operational and inmate related problems that previously existed have virtually been eliminated.
- The 103 DOC 422 Department Protective Custody Units policy was rewritten to define criteria and a more comprehensive screening process that creates “speed bumps” to allow Superintendents time to determine if there are any contraindications to placement
- The 103 DOC 426 Conflict policy was created to ensure enemy claims are legitimate and that an investigation is conducted to verify and record all enemy situations.
- Comprehensive reviews were conducted on all documented inmate enemies listed in the automated Inmate Management System. This project resulted in hundreds of enemy cases being resolved and outdated information being removed from the system, thus improving the accuracy and appropriateness of classification decisions.
- A specialized training program was developed and provided to all Correction Officers assigned to the Protective Custody Units located at the Souza-Baranowski Correctional Center and Old Colony Correctional Center
- Standard operating protocols were developed for Protective Custody Units that mandate weekly meetings to review each inmate in the unit, as well as unit operations. Reports are submitted to the Superintendent to ensure monitoring and oversight.
- An audit tool was developed and implemented to ensure facilities’ compliance with the 103 DOC 422 Department Protective Custody Units and 103 DOC 426 Conflict policies

## Linguistic Diversity

- A standing Bi-lingual Advisory Committee was established to identify factors that may hinder the management of the Hispanic or non-English speaking population and identify practices on an ongoing basis to enhance the Department's ability to address the needs of this population
- The Advisory Committee developed a pocket sized English/Spanish Operational translation booklet that was distributed to all staff having inmate contact in order to enhance communication with the Spanish speaking population
- A budget was established to expand recruitment initiatives and strategies that emphasize bi-lingual competence and enhance the Department's ability to attract qualified applicants. As a result, the number of job fairs has tripled from 10 in 2003 to 31 in 2006.
- A new database was developed to track resumes of minority and bi-lingual applicants and systemically refer qualified candidates to the Division of Human Resources for interview when job openings exist.
- A database to track bi-lingual staff was developed and a collaborative process between the Divisions of Affirmative Action and Human Resources was established. Institutions most in need of bi-lingual staff based on the Spanish speaking inmate to staff ratio are identified and bi-lingual new recruits are assigned to those facilities accordingly.
- The Department is partnering with the Office of Law Enforcement Technology Commercialization and SEHDA Inc. to test and evaluate a two way language translation technology
- All Departmental policies are now routinely translated into Spanish and made available to inmates to address language barriers
- The Training Academy offers a Conversational Spanish course for staff to improve their ability to communicate with the Spanish speaking population
- Statistics on key positions such as investigators and "Superintendent Picks" are now tracked to identify need areas and monitor progress toward increasing minority and bi-lingual representation in those critical areas



**Goal:** Increase the linguistic diversity and cultural competency of departmental personnel

**Performance Measure:** the percentage of the workforce that is linguistically and culturally diverse

## **BARRIERS TO PROGRESS**

### **Obstacles to Reducing Recidivism**

- Limited use of, or ability to produce, valid and reliable recidivism data (and other critical information sharing components) among other criminal justice agencies and service providers to assess the impact of reducing re-offense rates statewide; collection and analysis of criminal history data for recidivism is resource intensive, and time consuming. By definition (covering a three year time frame), recidivism data is delayed, impacting the timing of data driven decision-making and implementation of effective prison-based interventions
- Historical information to be considered in relation to inmate programming and other initiatives designed to reduce recidivism is frequently inconsistent or not made readily available by other agencies, creating tremendous challenges for collection, analysis, and assessment.
- Information in other state agency databases is not consistently formatted so as to maximize ease of data analysis and generate performance indicators and measures.

### **Classification and Physical Plant Needs**

- In April 2007 then DOC Commissioner Dennehy proposed de-commissioning Cedar Junction as the Commonwealth's state prison for men. The facility has outlived its usefulness as the implementation of the objective point based classification system is producing its intended results. Currently the number of inmate classification to maximum security is decreasing while those classified to medium custody is significantly increasing. This mission change, while fiscally prudent is necessary to ensure the proper alignment of beds to classification status.

### **Overcrowding Due to Non-Mission Related Obligations**

- Overcrowding is a complex problem which impacts all areas of DOC operations and planning. Inappropriate utilization of state correctional facilities by virtue of processes which are outside of the control of the DOC not only contributes to overcrowding, but also requires a significant obligation of limited fiscal resources. Addressing several area would provide immediate relief, including:
  - The utilization of MCI-Framingham and the Massachusetts Alcohol and Substance Abuse Center for civil commitments under Chapter 123, section 35;
  - The lack of county detention facilities for female detainees;
  - The automatic transfer of pre-trial detainees from Middlesex and Suffolk counties pursuant to obsolete court decrees.

### The Need for Legislation

- The Executive Order creating the Correction Advisory Council expired on December 31, 2006. Significant progress has been made by the DOC in the implementation of the eighteen major recommendations of the Harshbarger Commission on Correction Reform and the recommendations generated by the Female Offender Review Panel and the Medical/Mental Health Review Panel. Continuance of the Council is a critical step in ensuring further progress. A new Executive Order or legislation is necessary for a new Council to be established.
- The establishment of an independent Inspector General to enhance external oversight requires legislation that properly defines the position and its powers.

### Reentry Challenges

- Executive level oversight and coordination of state-wide reentry efforts is a significant outstanding issue which must be addressed. The goals of reentry cross agency and Secretariat lines requiring the informed participation of not only government agencies, but also community agencies and providers. Executive level leadership is needed to provide policy direction, ensure the development and sustainability of effective strategies and incentives, the integration of services and programs, and a well developed system to measure performance and effectiveness.
- One key component in prisoner reentry planning is providing a means of positive identification for inmates. This is critical to employment, education, applying for benefit programs including health insurance, Veterans' Benefits and Social Security Disability. In May 2006, the Department applied for a grant to fund a pilot project that would permit the DOC to interface with the vendor for the Registry of Motor Vehicles and issue RMV State Identification Cards. The DOC awaits a decision on the grant award.
- In addition to the increased need for mental health and substance abuse treatment, inmates have significantly higher rates of serious illness than same aged members of the general public, including Hepatitis C, diabetes, heart disease and injuries from trauma. This requires comprehensive health care planning from intake through reentry.
- Need for affordable housing such as single room occupancies and rooming houses that will accept ex-offenders.
- Enactment of post release supervision legislation is essential to a comprehensive reentry strategy.

## **Technology Resources**

- The changing IT job market has created employee retention issues in the Department's IT Division, particularly in the Oracle Programming positions. The Technology Services Division lacks sufficient project management oversight due to vacancies existing in management positions.
- Funding needs to be identified for the IMS database upgrade (new version of Oracle). The timing of this funding stream will impact the development of major changes to IMS modules
- The network infrastructure needs to be upgraded to accommodate for video and more storage capacity. The upgrade is contingent upon a consistent stream of funding in order to sustain what is currently in place and upgrade to new technologies.
- The necessity to complete the conversion of the entire DOC to the 800 MHz radio network is critical to maintaining public safety in correctional institutions and to enhance the ability to communicate with other public safety agencies in the event of an emergency. In February 2006, the DOC, through the Executive Office of Public Safety, requested funding via the capital bond bill. To date, no funding has been allocated.

## **Inadequate Funding of Equipment and Facility Maintenance**

- The Department of Correction has requested capital funds for equipment and infrastructure replacement. These funds, if approved, will be used to replace current institutional equipment that is either no longer operational or is old and costly to maintain in working condition. This funding to replace old and worn equipment is necessary to maintain public safety. The DOC, operating 18 correctional institutions, housing approximately 10,500 inmates, and a workforce of more than 5,000 employees, has not been appropriated any substantial equipment funding (KK) in its operational budget since FY1999.
- The Department of Correction receives funding from the Division of Capital Asset Management (DCAM) to repair general health, safety, and operational infrastructures (i.e., roofing, heating, power, water and security systems). The current operating budget does not have adequate funding to cover these costs. The deferred maintenance capital amount requested for FY2007 was \$5,130,000. The consequence of not receiving these funds means the DOC is unable to repair critical infrastructure necessary to maintain the health and safety of inmates incarcerated within our facilities as well as maintain the health and safety of staff. DCAM has been allocated \$30 million for Deferred Maintenance for FY08 for the entire state. The DOC has submitted a request for \$4,020,000.00. DCAM anticipates the selection and release of funds to state agencies before Christmas.
- On November 7<sup>th</sup> the Designer Selection Board held interviews for three potential firms for a Correctional Master Plan. The board voted to select Symmes, Maini, &

McKee. The Division of Capital Asset Management and Maintenance is currently preparing the contract.