



Commonwealth of Massachusetts  
Executive Office of Public Safety  
Department of Correction  
Annual Report 2005

Committed to Public Safety

Mitt Romney, Governor

Kerry Healey, Lieutenant Governor

Edward A. Flynn, Secretary

Kathleen M. Dennehy, Commissioner

James R. Bender, Deputy Commissioner



# 2005 ANNUAL REPORT

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THE  
MASSACHUSETTS DEPARTMENT OF  
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# Commissioner



**Kathleen M. Dennehy**

Fellow Citizens of Massachusetts:

During 2005, the Department of Correction (DOC) continued to implement strategies designed to bring about fundamental change in the way we accomplish our mission of protecting the public. We have continued to set new, higher standards in pursuit of the lofty goals established in 2004 to bring about substantial reform to Massachusetts corrections.

The transformation of the DOC is grounded in a renewed commitment to public service. Our efforts are concentrated on making measurable changes to the DOC culture, philosophy, policies, procedures and management practices. Our focus on public safety is strong, and our recognition that successful reentry and reintegration are critical drivers of our success.

We are committed to continued implementation of the eighteen major recommendations as outlined by the Governor's Commission on Correction Reform (GCCR). The GCCR's work has become a major impetus for change and this year's annual report clearly outlines the specific steps we have taken to implement their recommendations. We will continue to proceed with organizational changes designed to increase accountability and effectively measure performance. We plan to meet and exceed the expectations of both the GCCR and the Correction Advisory Council (CAC).

Throughout the year, we established partnerships with other public and private agencies such as Parole, the Department of Medical Assistance, and the Department of Mental Health to support successful reentry initiatives. We developed new programs, such as the Reentry housing Program, to further improve transition back to the community. We worked closely with experts in the field to enhance our inmate grievance procedure and to improve our classification system. These measures and many other initiatives demonstrate our ability to leverage the best of what others have to offer to create positive change. However, the success of the programs outlined herein are contingent on a new sense of accountability in the department. We are improving the culture of the DOC to one that focuses on exceptional performance and personal accountability.

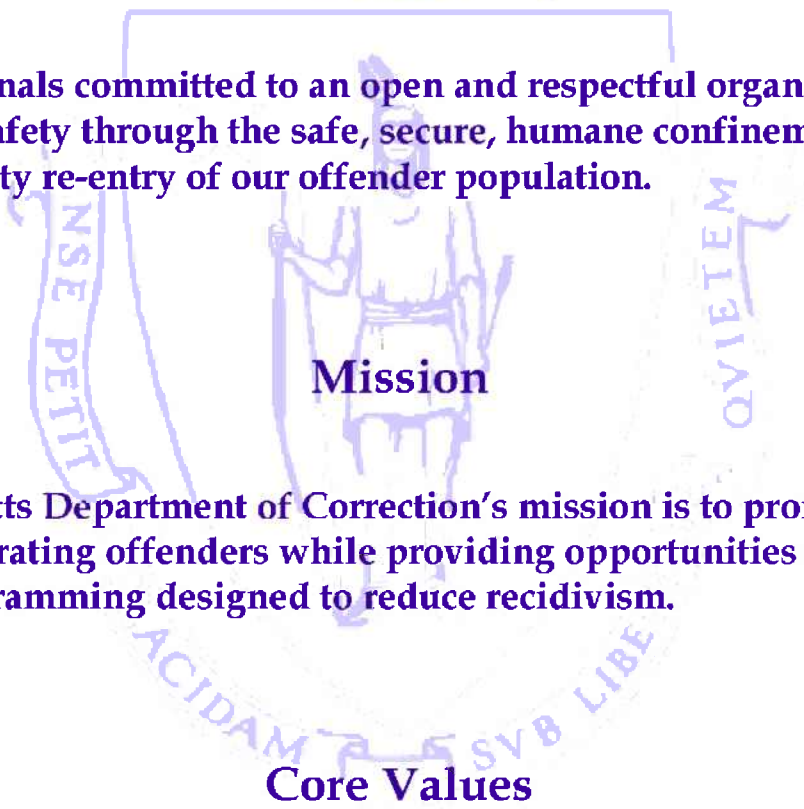
With almost 30 years of experience in the DOC, I have seen the Department evolve profoundly over the years. Although change is never easy, our excellent progress in 2005 to improve the DOC is directly attributable to our dedicated corrections professionals who work in this agency. To them I am greatly indebted and with their continued support and commitment, the year ahead promises further success.

# Massachusetts Department of Correction



## Vision

**We are professionals committed to an open and respectful organization dedicated to public safety through the safe, secure, humane confinement and successful community re-entry of our offender population.**



## Mission

**The Massachusetts Department of Correction's mission is to promote public safety by incarcerating offenders while providing opportunities for participation in effective programming designed to reduce recidivism.**

## Core Values

**Commitment to Public Service**

**Responsible - Respectful - Honest - Caring**

## Deputy Commissioner



**James R. Bender**

As the second in command of the agency, the Deputy Commissioner assists in the formulation of initiatives, directives and goals. He directly oversees the two Assistant Deputy Commissioners and the corresponding 18 correctional facilities, the Office of Investigative Services, the Central Transportation Unit, the Inmate Disciplinary Unit, and Affirmative Action.

One of the primary initiatives this year was in the area of use of force protocols. Through a Technical Assistance Grant from the National Institute of Corrections, the DOC was able to retain the services of a nationally recognized consultant to review internal procedures and recommend changes. The Deputy Commissioner convened a Steering Committee comprised primarily of senior DOC staff to review the consultant's recommendations and draft the corresponding changes to the 103 CMR 505 Use of Force and 103 DOC 503 Forced Movement of Inmates policies. This committee will be completing its work in 2006.

In September 2005, one of the DOC's Protective Custody Units was relocated from MCI Concord to the Old Colony Correctional Center (OCCC) in Bridgewater. This new unit provides enhanced security for protective custody inmates because it is separate from general population units and has physical barriers to prevent unauthorized access. In addition, the new location provides for more program opportunities for protective custody inmates.

The new Inmate Disciplinary Unit was created during 2005, including the hiring of the new Director. In addition, an organizational chart was developed and interviews were held for two Regional Managers as well as nine Hearing Officers, all slated to begin work the first week of January 2006. The 103 CMR 430 Inmate Discipline regulations went to public hearing in September 2005. The kick off for the new inmate disciplinary regulations begins in 2006.

The Office of Investigative Services has continued its work to develop a training curriculum and operation manual for all investigators within the Department. The consultants, Municipal Police Institute, Inc. of Shrewsbury, MA, have developed a week long curriculum on investigative techniques that will be provided for all appropriate staff.

This year, the DOC has seen a 4% increase in the offender population and the opening of a new segregation unit and the L Building at MCI Concord. In June 2005, the Department Disciplinary Unit (DDU) at MCI Cedar Junction experienced serious problems in the operation of the cell doors which resulted in the temporary closing of the Unit. Consequently, 107 inmates were removed from the Unit and relocated to beds elsewhere within the DOC. A renovation project is currently underway to upgrade the internal door mechanisms within the DDU and is slated for completion in April 2006.

## Associate Commissioner of Administration

The Associate Commissioner of Administration oversees the administrative aspects of the Department to include the Division of Human Resources, Employee Relations, Administrative and Fiscal Services, the Budget Office, Resource Management, the Division of Staff Development, and the Special Operations Division.

In 2005, the Administrative Services Division implemented a bulk purchasing program within the Food Services Division. As a result, the Department realized a savings of approximately \$400,000. In addition, the Administrative Services Division acquired \$350,000 worth of food services and recycling equipment via the Facility Grants Program.

The management of financial resources in 2005 was a challenge due to the level-funding of the operating budget. As a result of intensive monitoring and analysis and setting priorities in order to maximize spending efficiencies, the Department was able to fill 230 Correction Officer positions in 2005 in order to offset the 312 lost due to attrition. As a result of combined fiscal monitoring and grant funding, the Department was able to expand the research-based rehabilitation/education programs for the inmate population in the areas of basic education, vocational education, substance abuse, and sex offender treatment.

Financial gains were made due to MassCor Industries increasing its gross sales and profit margins in total sales by 31 percent, excluding Registry of Motor Vehicle sales. This objective was achieved by the development of new product lines, increased new contacts, and development of new marketing strategies.

In Labor Relations, the DOC successfully negotiated successor Collective Bargaining Agreements with SEIU Local 509 Nage Units 1, 3, 6 and the IBCO.

In another notable development, the Division of Staff Development (DSD) in 2005 implemented a computer based "Training Impact Assessment" for the In-service and Recruit Training Programs. These assessments generate index reports that accurately assess the transfer of knowledge and skills to the job. In addition, the DSD was awarded the partnership with the National Institute of Corrections (NIC) for the Training Design and Development Program for August 2005, in which 23 Massachusetts DOC staff participated. Significantly, the DSD participated in and was recommended for Accreditation by the American Correctional Association after receiving a 100 percent in both the mandatory and non-mandatory standard categories.



**Ronald T. Duval**

## Associate Commissioner of Reentry and Reintegration



**Veronica Madden**

The Associate Commissioner of Reentry and Reintegration oversees Inmate Health Services, Inmate Classification, Inmate Program Services, the Reentry Services Division, Inmate Training and Education, and the Division of Inmate Risk and Placement.

The Department's continued commitment to reentry was notably demonstrated in 2005 by the creation of a workgroup tasked with writing a Reentry policy for the Department. Members of the Massachusetts Parole Board also participated in the Reentry policy workgroup. A goal of the workgroup was to incorporate elements of the Transition from Prisoner Community Initiative, a prisoner reentry model developed by the National Institute of Correction (NIC). The Reentry policy workgroup completed a preliminary draft in December 2005.

In working towards the goal of achieving a comprehensive reentry strategy, the Department's Reentry Services Division provided a host of trainings in 2005. An E-learning module on Reentry was implemented into the forty hour in service training curriculum for 2006. Through E-learning modules, innovative and non-traditional training strategies were created around MassHealth, Housing, as well as on an overview of Reentry. A recruit training lesson plan was developed and implemented which provides an overview of the philosophy of reentry and how staff will play a role in the process. Further, Regional Reentry Center (RRC) staff and the Lowell Police Department were trained on the DOC Inmate Management System. In addition, second trainings were held for select DOC employees on SPIRIT, the Massachusetts Parole Board's new database. Finally, the Reentry Services Division staff trained Massachusetts Parole Board members as well as Hampden County staff on the MassHealth application process.

Working in partnership, the Massachusetts Department of Correction and the Massachusetts Parole Board formed a workgroup to create a Request for Response (RFR) for comprehensive technical assistance to identify, define, and implement specific, validated risk to recidivate and needs assessment instruments, based on best practices and evidence based research for both agencies. This RFR was put out to bid in August 2005 and the consulting contract was awarded to Justice System Assessment and Training, (JSAT), of Boulder, Colorado. The Massachusetts Department of Correction and the Massachusetts Parole Board will co-manage this contract with the vendor to identify and implement a unified Risk and Needs Assessment(s) for both agencies.

In April 2005, the Program Services Division, through VOI/TIS Grant funding, successfully expanded the Correctional Recovery Academy at MCI Shirley, MCI Norfolk, and North Central Correctional Institution. Additionally, this program was established at Bay State Correctional Center. The Correctional Recovery Academy is a research-based, residential, cognitive behavioral treatment program that targets the major risk factors linked to criminality. Collectively, this program was expanded by an additional 231 treatment beds. In addition, a CRA Graduate Maintenance and Reintegration component was established for the first time at Pondville Correctional Center and Boston Pre-Release Center.

A Faith Based Advisory Council was formed and two initial planning meetings held with members of the faith based community to establish a Faith-Based Reentry mentoring program for inmates.



## General Counsel

The General Counsel is the chief legal counsel for the agency and oversees the attorneys in the DOC's Legal Division. The Department's attorneys represent Department employees in state and federal court actions and before administrative tribunals in the areas of labor and employment, workers' compensation, inmate discipline, civil rights, medical and mental health, sentencing, environmental law and torts and civil commitment petitions. Responsibilities also include the provision of legal opinions, the drafting and review of legislation, policies, and contracts, and the issuance of legal advice on a variety of matters.

In 2005, legal advice was provided with respect to the revamping of the Department's inmate disciplinary regulations, 103 CMR 430 promulgated this year to implement recommendations of the GCCR with respect to inmate discipline. The Legal Division continued to provide guidance through various intra-Department work groups to revise practices and procedures consistent with GCCR recommendations in the areas of classification, visitation, inmate grievances, use of force, and the Departmental Disciplinary Unit.

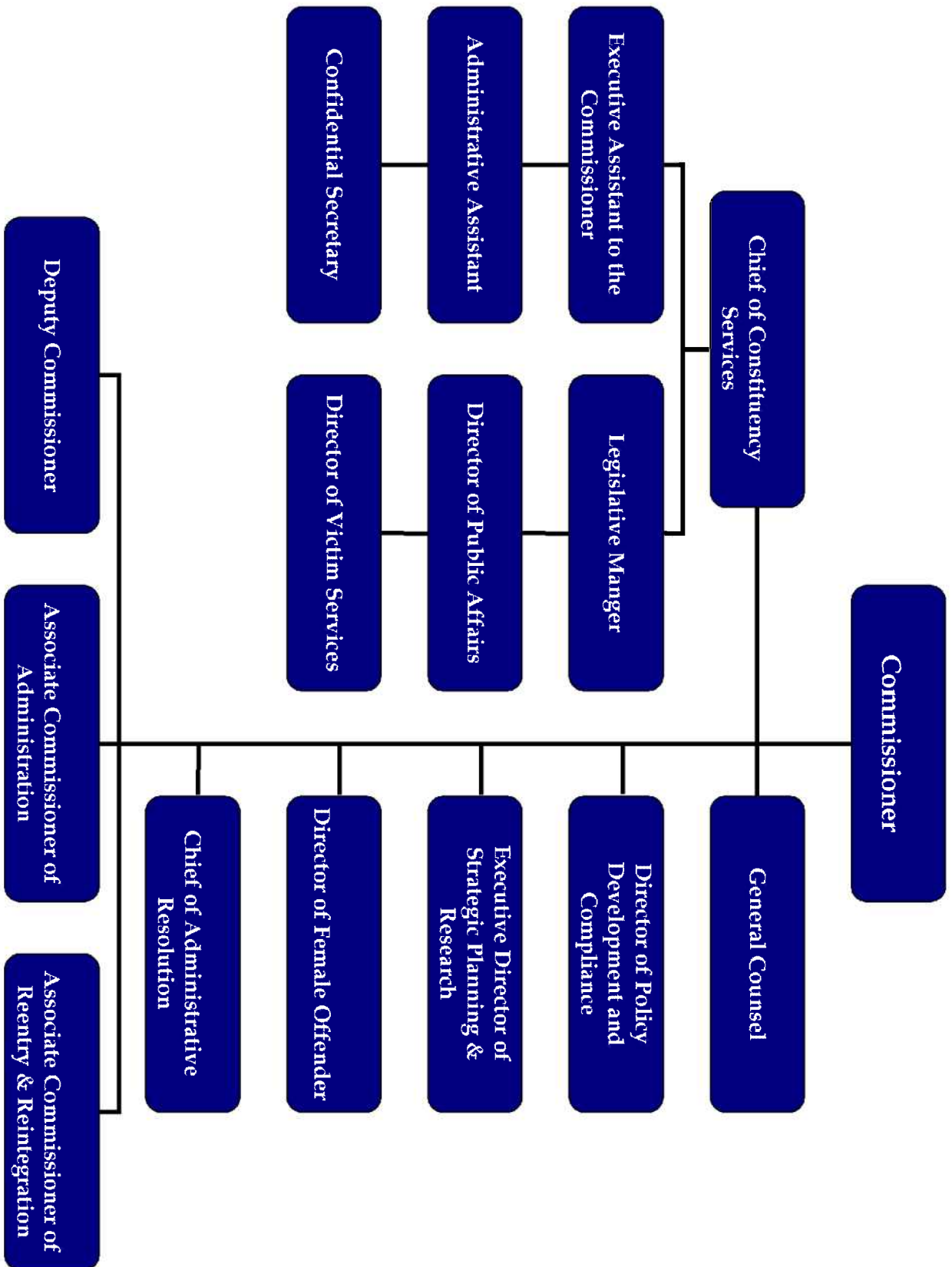


Nancy White

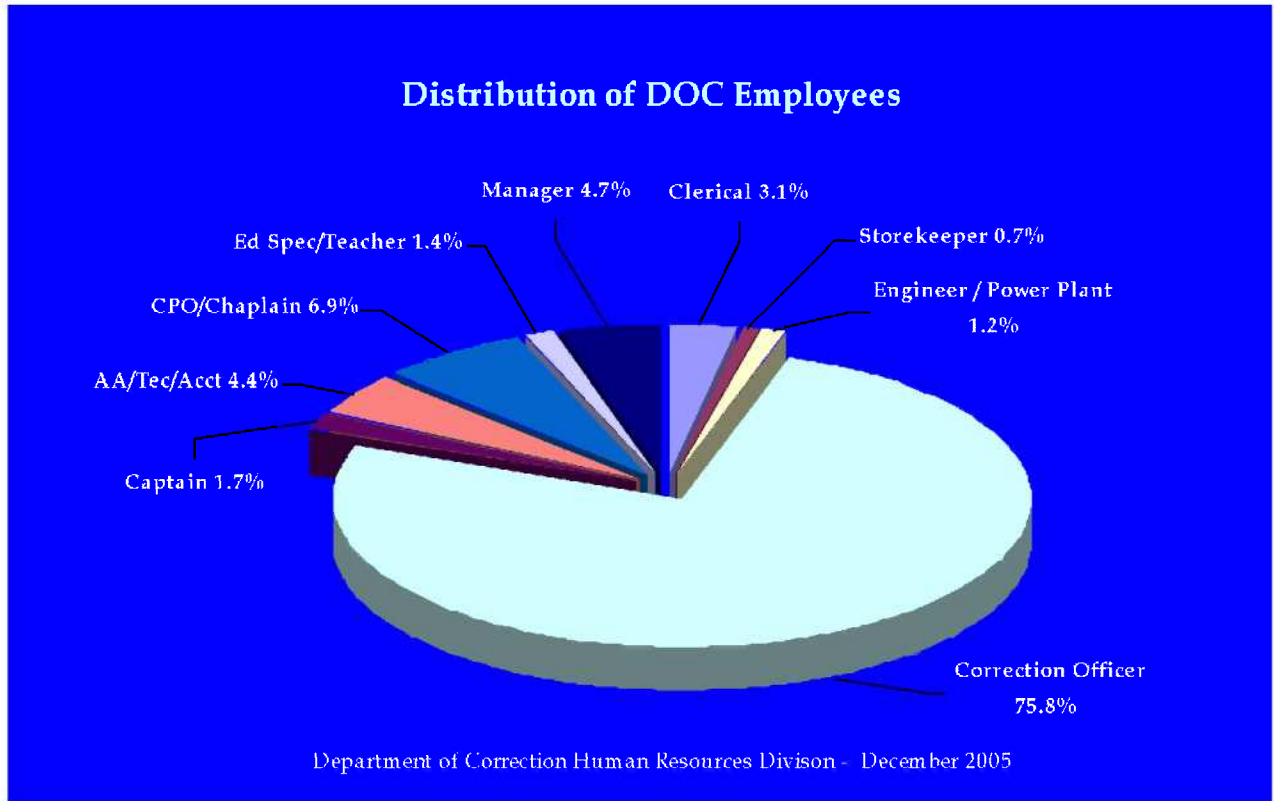
The Legal Division continued to advocate aggressively against fraudulent and frivolous industrial accident claims to eliminate these claims and their drain on the public fiscal resources, assisting the Attorney General this year in the criminal prosecution of a former employee for worker's compensation fraud.

Also in 2005, the Legal Division obtained several favorable appellate decisions in the areas of inmate drug testing, environmental claims of groundwater contamination, conditions of confinement, sex offender designation, and out-of-state inmate transfers. We also received favorable outcome regarding the permissible use of "totem pole" or layered hearsay as well as the expansion of the "risk of future injury" criteria applicable at trial of petitions for discharge by persons previously adjudged to be sexually dangerous. Argued and pending before the Supreme Judicial Court are two significant cases dealing with religious freedom and the need to accommodate individuals in the prison context. These cases will be followed during 2006.

# Organizational Chart



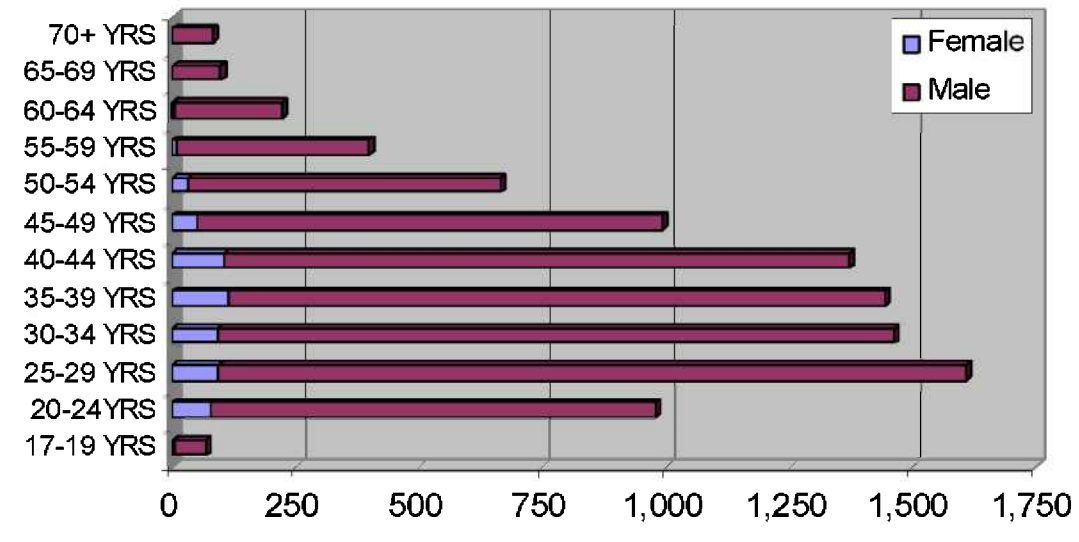
# Personnel Statistics



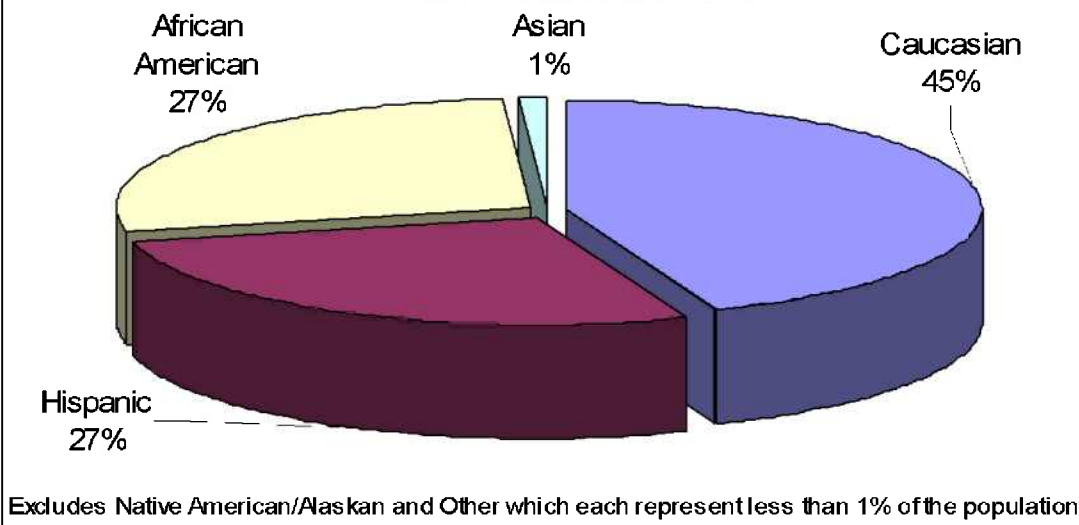
**Bridgewater State Hospital**

# Offender Demographics

**MA DOC Criminally Sentenced Population Profile:  
Age Breakdown, 2005**



**MA DOC Criminally Sentenced Population Profile:  
Racial Breakdown, 2005**



The above preliminary statistics are based on the MA Department of Correction criminally sentenced population at the time of publication.

