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MEMO

To: Shawn P. Jenkins, Commissioner

Thru: Forrest B. Ruddy, Deputy Commissioner of Field Services *F.R.*

From: Russel S. Caissie, Chief of PREA Audits, Operations, and Investigations *W*

Date: June 27, 2025

RE: DOC 2024 Prison Rape Elimination Act (PREA) Annual Report

Department of Justice PREA standards 115.88 Data review for corrective action and 115.89 Data storage, publication, and destruction and the Massachusetts Department of Correction's (MADOC) policy 103 DOC 519.09 Sexual Harassment/Abuse Response and Prevention Policy require that an annual report relative to our agency's efforts to assess and improve upon the effectiveness of sexual abuse/harassment prevention, detection, and response efforts during the previous calendar year. Additionally, both the standards and the policy require that the enclosed report be posted on the DOC's website for public access. The attached report meets the requirements of the standards and policy. Upon your review and approval, this report will be posted on MADOC's Internet and Intranet pages.

Please contact me with any questions and/or concerns you may have with the information I have provided.

cc: All Facility Superintendents
All Facility PREA Compliance Managers
All Facility Policy Coordinators



MASSACHUSETTS DEPARTMENT OF CORRECTION

PRISON RAPE ELIMINATION ACT (PREA)

2024 ANNUAL REPORT

SHAWN JENKINS, *COMMISSIONER*

FORREST RUDDY, *DEPUTY COMMISSIONER, FIELD SERVICES*

RUSSELL CAISSIE, *CHIEF OF PREA, AUDITS, OPERATIONS, & INVESTIGATIONS*

**The Massachusetts Department of Correction
Prison Rape Elimination Act (PREA)
Annual Report
2024**

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Background

The Prison Rape Elimination Act (PREA) was signed into federal law in September 2003 following unanimous support from both parties in the United States Congress. The purpose of the law was to provide information, resources, recommendations, and funding to protect individuals from sexual abuse and sexual harassment in confinement facilities. PREA seeks to establish a “zero tolerance” policy regarding rape, sexually abusive behavior, and sexual harassment in federal, state, and local correctional systems. PREA also mandated the publication of standards to ensure compliance and to improve prevention, detection, and response strategies in addressing rape, sexually abusive behavior, and sexual harassment.

In August 2012, the United States Department of Justice (DOJ) issued the final PREA standards for: Prisons and Jails, Lockups, Community Confinement Facilities and Juvenile Facilities. These standards require DOJ audits of all facilities under the agency’s operational control of the Commonwealth of Massachusetts’ Executive Branch, to include private facilities operating on behalf of the Executive Branch to house inmates. The first 3-year audit cycle began in August 2013. Failure to comply with the standards would result in a loss of 5 percent of identified federal grant funding.

The Massachusetts Department of Correction (DOC) was an early adopter of PREA and these standards. As a result, the DOC is in the forefront in meeting the standards (Prisons and Jails) set-forth by DOJ, and in fact is looked to and sought out by many other agencies, not only across the Commonwealth, but across the country, as a model for implementing and meeting these standards.

The DOC made history in 2016 when the last of its 14 prisons underwent and successfully completed their respective DOJ PREA audit. It should be noted that all facilities audited achieved 100% compliance rating, without any corrective action plans needed. This accomplishment made the Massachusetts DOC one of few correctional agencies across the country which has all its facilities accredited by PREA, through the DOJ, and accredited by the American Correctional Association (ACA). The DOC continued to thrive in 2019, by successfully completing 4 DOJ PREA Audits with final reports indicating 100% compliance rating after corrective action taken on DOJ Standards 115.51 Inmate Reporting and 115.65 Coordinated Response.

Agency Achievements in 2024

In keeping with the MADOC PREA Division’s mission to train, assist, and advise staff of the adoption of the DOJ PREA standards, the following actions were taken in 2024:

Training and Education:

1. In 2024, the PREA Division conducted three pre-service training courses for Recruit Training Classes
RTC 335, RTC 336.
2. In March of 2024, the PREA Division began instructing the required PREA Basic Course to New Employee Orientation participants on a monthly basis.

3. In June of 2024, The PREA Division hosted a three-day Sexual Assault Investigator Training for DOC, State Police and County Correctional Staff at the Milford, MA Headquarters.
4. In July of 2024, for the first time, the PREA Coordinator attended the 6th Annual National PREA Coordinators Conference in Buffalo, NY.

Audits and Compliance:

5. In April/May of 2024, the agency underwent three PREA audits conducted by a DOJ certified auditor at three of its facilities, MCI Norfolk, Boston Pre Release Center, and Souza Baranowski. Also in 2024, as part of the DOC's annual Operational Audits which are overseen by the Policy Development and Compliance Unit, the PREA Division participated in site visits and tours at all DOC facilities that are subject to DOJ audits to ensure full compliance with the PREA standards.

Grant Funding:

6. The DOC once again received federal grant funding for FY23 and FY24. Specifically, in FY23, the agency received STOP grant funding to supplement the cost of Boston Area Rape Crisis Center's (BARCC) victim advocacy services. Also, in FY23, the agency received a Federal PREA Grant (JAG) which covered the cost of DOJ PREA Audits, statistical data software (Tableau), and camera installations at DOC institutions. In FY24, the DOC received STOP grant funding for BARCC services.

State Compliance:

7. In October 2024, in collaboration with the Executive Office of Public Safety and Security (EOPSS), the DOC General Counsel's Office, and the Governor's Legal Counsel, the DOC's PREA Division assisted in preparing and providing documentation for the Governor's Certification for PREA compliance. Also, in November/December 2024, the agency received compliant reports from the DOJ auditor 2K Consulting, LLC, for audits conducted at MCI Norfolk, Boston Pre Release Center, and Souza Baranowski Correctional Center.
8. In November of 2024, the PREA Division Coordinator completed and submitted the Survey of Sexual Victimization to the Department of Justice's Bureau of Justice Statistics.

Purpose

The DOJ PREA standards require our agency to collect a defined set of data for every allegation of sexual abuse and sexual harassment. These standards further require the DOC to aggregate and review that data to assess and improve our effectiveness as an agency at preventing, detecting, and responding to PREA allegations. Standards related to the collection of data include: § 115.87 Data Collection, § 115.88 Data Review for Corrective Action and § 115.89 Data Storage, Publication, and Destruction. For reference purposes, they are included within this report.

§ 115.87 Data Collection

- (a) The agency shall collect accurate, uniform data for every allegation of sexual abuse at facilities under its direct control using a standardized instrument and set of definitions.
- (b) The agency shall aggregate the incident-based sexual abuse data at least annually.
- (c) The incident-based data collected shall include, at a minimum, the data necessary to answer all questions from the most recent version of the Survey of Sexual Violence conducted by the Department of Justice.
- (d) The agency shall maintain, review, and collect data as needed from all available incident-based documents, including reports, investigation files, and sexual abuse incident reviews.
- (e) The agency also shall obtain incident-based and aggregated data from every private facility with which it contracts for the confinement of its inmates.
- (f) Upon request, the agency shall provide all such data from the previous calendar year to the Department of Justice no later than June 30.

§ 115.88 Data Review for Corrective Action

- (a) The agency shall review data collected and aggregated pursuant to § 115.87 in order to assess and improve the effectiveness of its sexual abuse prevention, detection, and response policies, practices, and training, including by:
 - (1) Identifying problem areas.
 - (2) Taking corrective action on an ongoing basis; and,
 - (3) Preparing an annual report of its findings and corrective actions for each facility, as well as the agency.
- (b) Such a report shall include a comparison of the current year's data and corrective actions with those from prior years and shall provide an assessment of the agency's progress in addressing sexual abuse.
- (c) The agency's report shall be approved by the agency head and made readily available to the public through its website or, if it does not have one, through other means.
- (d) The agency may redact specific material from the reports when publication would present a clear and specific threat to the safety and security of a facility but must indicate the nature of the material redacted.

§ 115.89 Data Storage, Publication, and Destruction

- (a) The agency shall ensure that data collected pursuant to § 115.87 are securely retained.
- (b) The agency shall make all aggregated sexual abuse data, from facilities under its direct control and private facilities with which it contracts, readily available to the public at least annually through its website or, if it does not have one, through other means.
- (c) Before making aggregated sexual abuse data publicly available, the agency shall remove all personal identifiers.
- (d) The agency shall maintain sexual abuse data collected pursuant to § 115.87 for at least 10 years after the date of the initial collection unless Federal, State, or local law requires otherwise.

PREA Data Collection Capabilities

Through use of our agency's Intranet, a PREA database was designed to collect and record a uniformed set of data (and definitions) for each allegation investigated at every facility. PREA standard § 115.87 requires collecting, at a minimum, the data necessary to answer questions contained in annual "Survey of Sexual Violence" reports conducted by the DOJ. The DOC's PREA database was, in part, designed to provide the agency with that capability.

Aggregated Data on Sexual Abuse Allegations and Comparison to Prior Years

The DOC has a zero-tolerance policy for sexual abuse which is covered in detail in our 103 DOC 519 Sexually Harassment/Abuse Response Prevention Policy (SHARPP). As such, all reported allegations of sexual harassment and or abusive behaviors are fully investigated. Only after a full investigation is completed is an event defined as a PREA violation or otherwise. It should be noted that unauthorized, but consensual sexual activity between inmates does not qualify as a PREA incident. The PREA Prison & Jails standards provide definitions that guide the DOC in determining the outcome of allegations investigated. The following are a few of those key definitions:

<u>Definitions</u>	
Evidentiary Standard:	The agency shall impose no standard higher than a preponderance of the evidence in determining whether allegations of sexual abuse or sexual harassment are substantiated.
Substantiated:	Substantiated allegation means an allegation that was investigated and determined to have occurred.
Unsubstantiated:	An allegation that was investigated and the investigation produced insufficient evidence to make a final determination as to whether or not the event occurred.
Unfounded:	An allegation that was investigated and determined not to have occurred.

Agency Overview for 2024

Category	Investigative Outcome				
	Substantiated	Unsubstantiated	Unfounded	Pending	Line Total
Inmate-Inmate Sex Acts	3	12	10	1	26
Inmate-Inmate Sexual Abuse	2	9	6	1	18
Inmate-Inmate Sexual Harassment	8	11	15	2	36
Staff Sexual Misconduct	3	0	29	5	37
Staff-Inmate Sexual Harassment	1	11	19	0	31
Total	17	43	79	9	148

Agency Overview for 2023

Category	Investigative Outcome				
	Substantiated	Unsubstantiated	Unfounded	Pending	Line Total
Inmate-Inmate Sex Acts	1	16	7	0	24
Inmate-Inmate Sexual Abuse	2	8	5	0	15
Inmate-Inmate Sexual Harassment	10	19	22	0	51
Staff Sexual Misconduct	1	9	56	0	66
Staff-Inmate Sexual Harassment	0	5	22	0	27
Total	14	57	112	0	183

Comparison of PREA Cases - 2023 and 2024

The number of PREA investigations for 2024 (148) decreased by 35 cases from 2023 (183). Substantiated allegations increased by 3, from 14 in 2023, to 17 in 2024. The number of Unsubstantiated cases decreased by 14, from 57 in 2023 to 43 in 2024. In the category of Unfounded, the number of allegations in 2024 was determined to be 79, a decrease of 33 from 2023 which had 112 cases unfounded.

The following charts reflect aggregated data from 2023 and 2024 absent any allegations investigated and determined not to constitute a PREA violation by definitions as outlined in the Prisons and Jails Standards.

Percentage Breakdown for 2024

Category	Investigative Outcome				
	Substantiated	Unsubstantiated	Unfounded	Pending	Line Total
Inmate-Inmate Sex Acts	2.04%	8.16%	6.80%	0.68%	17.68%
Inmate-Inmate Sexual Abuse	1.36%	6.12%	4.08%	0.68%	12.24%
Inmate-Inmate Sexual Harassment	5.44%	7.48%	10.20%	1.36%	24.48%
Staff Sexual Misconduct	1.36%	0.00%	19.73%	3.40%	24.49%
Staff-Inmate Sexual Harassment	0.68%	7.48%	12.93%	0.00%	21.09%
Total	10.88%	29.24%	53.74%	6.12%	100.00%

Percentage Breakdown for 2023

Category	Investigative Outcome				
	Substantiated	Unsubstantiated	Unfounded	Pending	Line Total
Inmate-Inmate Sex Acts	.70%	10.63%	7.09%	.70%	19.12%
Inmate-Inmate Sexual Abuse	2.83%	5.67%	3.54%	0%	12.04%
Inmate-Inmate Sexual Harassment	2.12%	7.80%	2.83%	0%	12.75%
Staff Sexual Misconduct	0%	7.09%	22.69%	3.64%	33.42%
Staff-Inmate Sexual Harassment	0%	6.38%	14.18%	2.12%	22.68%
Total	5.65%	37.57%	50.33%	6.46%	100%

Comparison of Investigative Outcomes - 2024 and 2023

PREA Investigative Outcomes for 2024 demonstrate some variations over the results noted in 2023. From a percentage standpoint, substantiated findings went up 5.23% from 2023. Unsubstantiated went down from 37.57% in 2023 to 29.24% in 2024. The difference of 8.33 %. Unfounded cases went up 3.41% from 2023 to 2024. Pending cases showed a slight decrease from 2023 to 2024. While a definitive explanation for these variations cannot be determined, it is probable that they can be attributed to the agency's continued educational efforts for staff, contractors, volunteers, vendors, and inmates. Additionally, improved investigative techniques, training and strict adherence to the definitions established under the PREA standards are also possible contributing factors.

Incident Overview by Facility and Type for 2024

2024

Inmate/Inmate Sex Acts: Sexual abuse of an inmate, detainee, or resident by another inmate, detainee, or resident includes any of the following acts, if the victim does not consent, is coerced into such act by overt or implied threats of violence, or is unable to consent or refuse:

1. Contact between the penis and the vulva or the penis and the anus, including penetration, however slight.
2. Contact between the mouth and the penis, vulva, or anus.
3. Penetration of the anal or genital opening of another person, however slight, by a hand, finger, object, or other instrument.

Facility	Investigative Outcome				Total
	Substantiated	Unsubstantiated	Unfounded	Pending	
BSH*	0*	0*	0*	0*	0*
BPRC	0	0	0	0	0
LSH*	0*	0*	0*	0*	0*
MCI – Concord	0	0	0	0	0
MCI – Norfolk	1	4	1	0	6
MCI – Shirley medium	0	1	0	0	1
MCI Framingham	1	0	0	0	1
MTC	1	2	1	0	4
NCCI medium	0	0	4	0	4
NECC	0	0	0	0	0
Non-DOC	0	0	0	0	0
OSCC medium	0	4	4	0	8
PCC	0	0	0	0	0
SBCC	0	0	0	0	0
State Trans Unit **	0	0	0	0	0
Total	3	11	10	0	24

*Note: These facilities fall under Department of Public Health (DPH) and Joint Commission thus are not subjected to DOJ audits and do not fall under DOJ PREA standards.

Inmate/Inmate Sex Abuse: Contact of any person without his or her consent, or of a person who is unable to consent or refuse; and intentional touching, either directly or through the clothing, of genitalia, anus, groin, breast, inner thigh, or buttocks of any person.

1. Any other intentional touching, either directly or through the clothing, of the genitalia, anus, groin, breast, inner thigh, or the buttocks of another person, excluding contact incidental to a physical altercation.

Facility	Investigative Outcome				Total
	Substantiated	Unsubstantiated	Unfounded	Pending	
BSH*	0	0	0	0	0
BSPRC	0	0	0	0	0
LSH*	0	0	0	0	0
MCI – Concord	0	1	0	0	1
MCI – Norfolk	0	0	2	0	2
MCI – Shirley medium	0	3	1	0	4
MCI Framingham	0	1	0	0	1
MTC	0	0	0	0	0
NCCI medium	2	2	1	0	5
NECC	0	1	0	0	1
Non-DOC	0	0	0	0	0
OCCC medium	0	0	2	0	2
PCC	0	0	0	0	0
SBCC	0	1	0	0	1
State Trans Unit**	0	0	0	0	0
Total	2	9	6	0	17

Inmate-Inmate Sexual Harassment: Sexual Harassment includes— Repeated and unwelcome sexual advances, requests for sexual favors, or verbal comments, gestures, or actions of a derogatory or offensive sexual nature by one inmate, detainee, or resident directed toward another.

Written or verbal communication, gestures such as simulated acts of a sexual nature.

Facility	Investigative Outcome				Total
	Substantiated	Unsubstantiated	Unfounded	Pending	
BSH*	0	0	0	0	0
BSPRC	0	0	0	0	0
LSH*	0	0	0	0	0
MCI – Concord	0	0	2	0	2
MCI – Norfolk	2	1	1	0	4
MCI – Shirley	0	3	1	0	4
MCI Framingham	0	1	3	0	4
MTC	3	2	2	0	7
NCCI Gardner	1	2	2	0	5
NECC	0	0	0	0	0
Non-DOC	0	0	0	0	0
OSCC	2	3	4	0	9
PCC	0	2	0	0	2
SBCC	0	0	0	0	0
State Trans Unit**	0	0	0	0	0
Total	8	14	15	0	37

Staff Sexual Misconduct: Sexual abuse of an inmate, detainee, or resident by a staff member, contractor, or volunteer includes any of the following acts, with or without consent of the inmate, detainee, or resident.

1. Contact between the penis and the vulva or the penis and the anus, including penetration, however slight.
2. Contact between the mouth and the penis, vulva, or anus.
3. Contact between the mouth and any body part where the staff member, contractor, or volunteer has the intent to abuse, arouse, or gratify sexual desire.
1. Penetration of the anal or genital opening, however slight, by a hand, finger, object, or other instrument, that is unrelated to official duties or where the staff member, contractor, or volunteer has the intent to abuse, arouse, or gratify sexual desire.
2. Any other intentional contact, either directly or through the clothing, of or with the genitalia, anus, groin, breast, inner thigh, or the buttocks, that is unrelated to official duties or where the staff member, contractor, or volunteer has the intent to abuse, arouse, or gratify sexual desire.
3. Any attempt, threat, or request by a staff member, contractor, or volunteer to engage in the activities described in paragraphs (1)-(5) of this section.
4. Any display by a staff member, contractor, or volunteer of his or her uncovered genitalia, buttocks, or breast in the presence of an inmate, detainee, or resident, and
5. Voyeurism by a staff member, contractor, or volunteer. Voyeurism by a staff member, contractor, or volunteer means an invasion of privacy of an inmate, detainee, or resident by staff for reasons unrelated to official duties, such as peering at an inmate who is using a toilet in his or her cell to perform bodily functions; requiring an inmate to expose his or her buttocks, genitals, or breasts; or taking images of all or part of an inmate's naked body or of an inmate performing bodily functions.

Facility	Investigative Outcome				Total
	Substantiated	Unsubstantiated	Unfounded	Pending	
BSH*	0	0	0	0	0
BSPRC	0	0	0	0	0
LSH*	0	0	0	0	0
MCI – Concord	0	0	3	0	3
MCI – Norfolk	0	0	3	0	3
MCI – Shirley medium	2	0	3	0	5
MCI Framingham	1	0	0	0	1
MTC	0	0	1	0	1
NCCI medium	0	0	0	0	0
NECC	0	0	0	0	0
Non-DOC	0	0	0	0	0
OSCC medium	0	0	6	1	7
PCC	0	0	0	0	0
SBCC	0	0	13	5	18
State Trans Unit	0	0	0	0	0
Total	3	0	29	6	38

Staff-Inmate Sexual Harassment: Repeated verbal comments or gestures of a sexual nature to an inmate, detainee, or resident by a staff member, contractor, or volunteer, including demeaning references to gender, sexually suggestive or derogatory comments about body or clothing, or obscene language or gestures.

Written or verbal communication, gestures such as simulated acts of a sexual nature.

Facility	Investigative Outcome				Total
	Substantiated	Unsubstantiated	Unfounded	Pending	
BSH*	0	0	0	0	0
BSPRC	0	0	1	0	1
LSH*	0	0	0	0	0
MCI – Concord	0	0	0	0	0
MCI – Norfolk	0	0	5	0	5
MCI – Shirley medium	0	0	1	0	1
MCI Framingham	1	0	0	0	1
MTC	0	0	0	0	0
NCCI medium	0	0	0	0	0
NECC	0	0	0	0	0
Non-DOC	0	0	0	0	0
OCCC medium	0	1	2	0	3
PCC	0	0	0	0	0
SBCC	0	1	5	0	6
State Trans Unit	0	0	0	0	0
Total	1	2	14	0	17

Incident Overview by Facility and Type for 2023

2023

Inmate/Inmate Sex Acts: Sexual abuse of an inmate, detainee, or resident by another inmate, detainee, or resident includes any of the following acts, if the victim does not consent, is coerced into such act by overt or implied threats of violence, or is unable to consent or refuse:

1. Contact between the penis and the vulva or the penis and the anus, including penetration, however slight.
2. Contact between the mouth and the penis, vulva, or anus.
3. Penetration of the anal or genital opening of another person, however slight, by a hand, finger, object, or other instrument.

Facility	Investigative Outcome				Total
	Substantiated	Unsubstantiated	Unfounded	Pending	
BSH*	0	0	0	0	0
BPRC	0	0	0	0	0
LSH*	0	0	0	0	0
MCI – Concord	0	2	1	1	4
MCI – Norfolk	0	1	0	0	1
MCI – Shirley medium	0	2	0	0	2
MCI Framingham	0	2	0	0	2
MCI-CJ	0	1	0	0	1
MTC	1	3	1	0	5
NCCI medium	0	0	2	0	2
NECC	0	0	0	0	0
Non-DOC	0	0	0	0	0
OSCC medium	1	5	2	0	8
PCC	0	0	0	0	0
SBCC	0	0	0	0	0
State Trans Unit **	0	0	0	0	0
Total	2	16	6	1	25

Inmate/Inmate Sex Abuse: Contact of any person without his or her consent, or of a person who is unable to consent or refuse; and intentional touching, either directly or through the clothing, of genitalia, anus, groin, breast, inner thigh, or buttocks of any person.

1. Any other intentional touching, either directly or through the clothing, of the genitalia, anus, groin, breast, inner thigh, or the buttocks of another person, excluding contact incidental to a physical altercation.

Facility	Investigative Outcome				Total
	Substantiated	Unsubstantiated	Unfounded	Pending	
BSH*	0	0	0	0	0
BSPRC	0	0	0	0	0
LSH*	0	0	0	0	0
MCI – Concord	0	0	0	0	0
MCI – Norfolk	0	1	0	0	1
MCI – Shirley medium	0	2	0	0	2
MCI Framingham	1	0	0	0	1
MCI-CJ	0	0	0	0	0
MTC	0	4	1	0	5
NCCI medium	1	1	3	0	5
NECC	0	0	0	0	0
Non-DOC	0	0	0	0	0
OSCC medium	0	2	0	0	2
PCC	0	0	0	0	0
SBCC	0	0	0	1	1
State Trans Unit**	0	0	0	0	0
Total	2	10	4	1	17

Inmate-Inmate Sexual Harassment: Sexual Harassment includes— Repeated and unwelcome sexual advances, requests for sexual favors, or verbal comments, gestures, or actions of a derogatory or offensive sexual nature by one inmate, detainee, or resident directed toward another.

Written or verbal communication, gestures such as simulated acts of a sexual nature.

Facility	Investigative Outcome				Total
	Substantiated	Unsubstantiated	Unfounded	Pending	
BSH*	0	0	0	0	0
BSPRC	0	0	0	0	0
LSH*	0	0	0	0	0
MCI – Concord	0	3	1	0	4
MCI – Norfolk	0	3	1	0	4
MCI – Shirley medium	0	2	1	0	3
MCI Framingham	0	1	2	0	3
MCI-CJ	0	0	0	0	0
MTC	6	3	2	0	11
NCCI medium	0	1	13	0	14
NECC	0	0	0	0	0
Non-DOC	0	0	0	0	0
OCCC medium	3	3	1	0	7
PCC	0	0	0	0	0
SBCC	0	1	1	2	4
State Trans Unit**	0	0	0	0	0
Total	9	17	22	2	50

Staff Sexual Misconduct: Sexual abuse of an inmate, detainee, or resident by a staff member, contractor, or volunteer includes any of the following acts, with or without consent of the inmate, detainee, or resident.

4. Contact between the penis and the vulva or the penis and the anus, including penetration, however slight.
5. Contact between the mouth and the penis, vulva, or anus.
6. Contact between the mouth and any body part where the staff member, contractor, or volunteer has the intent to abuse, arouse, or gratify sexual desire.
4. Penetration of the anal or genital opening, however slight, by a hand, finger, object, or other instrument, that is unrelated to official duties or where the staff member, contractor, or volunteer has the intent to abuse, arouse, or gratify sexual desire.
5. Any other intentional contact, either directly or through the clothing, of or with the genitalia, anus, groin, breast, inner thigh, or the buttocks, that is unrelated to official duties or where the staff member, contractor, or volunteer has the intent to abuse, arouse, or gratify sexual desire.
6. Any attempt, threat, or request by a staff member, contractor, or volunteer to engage in the activities described in paragraphs (1)-(5) of this section.
7. Any display by a staff member, contractor, or volunteer of his or her uncovered genitalia, buttocks, or breast in the presence of an inmate, detainee, or resident, and
8. Voyeurism by a staff member, contractor, or volunteer. Voyeurism by a staff member, contractor, or volunteer means an invasion of privacy of an inmate, detainee, or resident by staff for reasons unrelated to official duties, such as peering at an inmate who is using a toilet in his or her cell to perform bodily functions; requiring an inmate to expose his or her buttocks, genitals, or breasts; or taking images of all or part of an inmate's naked body or of an inmate performing bodily functions.

Facility	Investigative Outcome				Total
	Substantiated	Unsubstantiated	Unfounded	Pending	
BSH*	0	1	0	0	1
BSPRC	0	0	1	0	1
LSH*	0	0	1	0	1
MCI – Concord	0	0	8	3	11
MCI – Norfolk	0	0	7	0	7
MCI – Shirley medium	0	0	2	1	3
MCI Framingham	0	1	7	0	8
MCI-CJ	0	1	2	0	3
MTC	0	0	1	0	1
NCCI medium	0	0	1	0	1
NECC	0	0	0	0	0
Non-DOC	0	0	0	0	0
OCCC medium	0	5	8	0	13
PCC	0	0	0	0	0
SBCC	0	0	13	1	14
State Trans Unit	0	0	0	0	0
Total	0	8	51	5	64

Staff-Inmate Sexual Harassment: Repeated verbal comments or gestures of a sexual nature to an inmate, detainee, or resident by a staff member, contractor, or volunteer, including demeaning references to gender, sexually suggestive or derogatory comments about body or clothing, or obscene language or gestures.

Written or verbal communication, gestures such as simulated acts of a sexual nature.

Facility	Investigative Outcome				Total
	Substantiated	Unsubstantiated	Unfounded	Pending	
BSH*	0	0	0	0	0
BSPRC	0	0	0	0	0
LSH*	0	0	0	0	0
MCI – Concord	0	0	3	0	3
MCI – Norfolk	0	0	9	0	9
MCI – Shirley medium	0	1	0	0	1
MCI Framingham	0	0	1	0	1
MCI-CJ	0	2	0	0	2
MTC	0	0	0	0	0
NCCI medium	0	0	0	0	0
NECC	0	0	0	0	0
Non-DOC	0	0	0	0	0
OSCC medium	1	2	5	0	8
PCC	0	0	0	0	0
SBCC	0	0	1	0	1
State Trans Unit	0	0	0	0	0
Total	1	5	19	0	25

Trends

Over a five-year period, the DOC averaged approximately 169 PREA allegations investigated. A review of the data from the PREA database revealed the number of PREA allegations investigated during 2024 was significantly lower than the number recorded in the previous years of 2020, 2022, and 2023. However, more than the number investigated in 2021 (137 cases). Over the five-year reporting period (2020-2024), the agency's inmate population has had a significant decrease. In 2020 the MADOC had an average daily population of 8,292, jurisdictionally, and in 2024 the average daily population was noted as 6,148, jurisdictionally. To note: allegations are investigated, and only through the course of the investigation process is the determination of a finding made.

Department of Correction PREA Database Tracking History and Analysis

Total number of cases investigated per year	2020	2021	2022	2023	2024	Five Year Average
	174	137	163	212	148	167

Statistical data over the past five years (2020-2024) regarding the DOC's BJS/SSV reports demonstrate an overall decrease in total cases with each year, with the exception of 2023 (212 cases). This may be attributed to continuous education and training promoted by the agency and its approach to zero tolerance.

BJS – SSV Reports submitted by the Massachusetts DOC and Analysis

Total number of SUBSTANTIATED cases per year*	2020	2021	2022	2023	2024	Five Year Average
Inmate-on-inmate nonconsensual sexual acts	1	1	1	1	3	1.4
Inmate-on-inmate abusive sexual contacts	1	3	4	2	2	2.4
Inmate-on-inmate sexual harassment**	3	4	3	10	8	5.8
Staff sexual misconduct	3	2	0	1	3	1.8
Staff sexual harassment	0	1	0	0	1	0.4
Total	8	11	8	14	17	11.8

*Note: These figures may vary from data reported in other areas of this/previous reports because it reflects a "snapshot" of resolved cases when those reports were generated. Cases still pending and/or allegations not reported to DOC at the time may not reflect in the data.

Identified Problem Areas and Corrective Action for 2024

PREA standards require a review of collected data to identify problem areas and establish plans of corrective action where warranted. Based upon statistical data alone, the Substantiated victimization rate within the DOC is relatively low compared to a review of available national data.

Problem areas identified through the 2024 DOJ audits which required corrective action at MCI Norfolk, Boston Pre Release Center, and Souza Baranowski Correctional Center were as follows.

MCI Norfolk:

- 115.21 Evidence protocol/forensic examinations
- 115.33 Inmate education
- 115.42 Use of screening information
- 115.65 Coordinated Response
- 115.67 Agency protection against retaliation
- 115.71 Investigations
- 115.81 Medical and mental health screenings; history of sexual abuse
- 115.83 Ongoing medical and mental health care for sexual abuse victims and abusers
- 115.86 Sexual abuse incident reviews

Boston Pre Release:

- 115.15 Limits to cross-gender viewing and searches
- 115.17 Hiring and promotion decisions
- 115.21 Evidence protocol/forensic examinations
- 115.32 Volunteer and contractor training
- 115.35 Specialized Training-Medical and Mental Health Care
- 115.41 Screening for risk of victimization and abusiveness
- 115.51 Inmate reporting
- 115.52 Exhaustion of administrative remedies
- 115.62 Agency protection duties
- 115.64 Staff first responder duties
- 115.67 Agency protection against retaliation
- 115.71 Criminal and administrative investigations

Souza Baranowski Correctional Center:

- 115.13 Supervision and monitoring
- 115.15 Limits to cross-gender viewing and searches
- 115.17 Hiring and promotion decisions
- 115.21 Evidence protocol/forensic examinations
- 115.31 Employee Training
- 115.3 Volunteer and contractor training
- 115.33 Inmate education
- 115.35 Specialized Training-Medical and Mental Health Care
- 115.41 Screening for risk of victimization and abusiveness
- 115.42 Use of screening information

- 115.43 Protective Custody
- 115.51 Inmate reporting
- 115.52 Exhaustion of administrative remedies
- 115.63 Reporting to other confinement facilities
- 115.65 Coordinated response
- 115.67 Agency protection against retaliation
- 115.68 Post allegation protective custody
- 115.81 Medical and mental health screenings; history of sexual abuse
- 115.83 Ongoing medical and mental health care for victims of sexual abuses and abusers

Resolved Problem Areas from 2023

During the 2023 audit cycle, a corrective action plan was initiated as a result of the findings for DOJ audits conducted at Massachusetts Treatment Center, Old Colony Correctional Center, and Pondville Correctional Center. The standards below were addressed and corrected, and final reports were issued to the below listed facilities showing full compliance with the DOJ standards.

Massachusetts Treatment Center:

- 115.13 Supervision and monitoring
- 115.15 Limits to cross-gender viewing and searches
- 115.16 Inmates with disabilities
- 115.17 Hiring and promotion decisions
- 115.18 Upgrades to facilities and technologies
- 115.32 Volunteer and contractor training
- 115.33 Inmate education
- 115.35 Specialized training: Medical and mental health care
- 115.41 Screening for risk of victimization and abusiveness
- 115.42 Use of screening information
- 115.62 Agency protection duties
- 115.63 Reporting to other confinement facilities
- 115.81 Medical and mental health screenings; history of sexual abuse
- 115.83 Ongoing medical and mental health care for sexual abuse victims and abusers
- 115.86 Sexual Abuse Incident reviews

Old Colony Correctional Center:

- 115.13 Supervision and monitoring
- 115.15 Limits to cross-gender viewing and searches
- 115.17 Hiring and promotion decisions
- 115.32 Volunteer and contractor training
- 115.33 Inmate education
- 115.41 Screening for risk of victimization and abusiveness
- 115.51 Inmate reporting
- 115.72 Evidentiary Standard for administrative investigations
- 115.81 Medical and mental health screenings; history of sexual abuse

Pondville Correctional Center:

- 115.13 Supervision and monitoring
- 115.17 Hiring and promotion decisions
- 115.41 Screening for risk of victimization and abusiveness
- 115.42 Use of screening information
- 115.67 Agency protection against retaliation
- 115.81 Medical and mental health screenings; history of sexual abuse

2024 Assessment of the Massachusetts Department of Correction's Progress in Addressing Inmate Sexual Harassment/Abuse Allegations:

The MADOC continues its mission, through the PREA Division, to train, assist and advise all staff of the zero-tolerance approach, to continue its work in improving on all aspects of the adoption and commitment to the standards laid out by the Department of Justice, and continuously focuses on prevention, detection and response to inmate sexual assaults, abusive behaviors, and sexual harassment. With continued communication and networking within the agency and with our stakeholders by sharing information at quarterly meetings. The DOC continues to lead the way with specialized training for sexual assault investigators, welcoming law enforcement agencies within the Commonwealth. DOC's PREA Division continues to work closely with other Divisions and disciplines within the agency to ensure a successful and effective PREA Program.

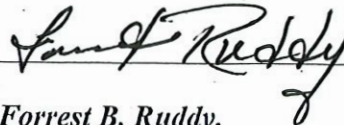
We are proud of our staff at all levels throughout the Department as we have consistently demonstrated our agency's commitment to the PREA process by having all our facilities accredited through the DOJ PREA audit process. This accomplishment means that the DOC will be one of few correctional agencies across the country which has all its facilities accredited through the American Correctional Association (ACA) and the DOJ PREA audit process. In 2024, the DOC facilities that underwent audits received reports of full compliance. All forty-six DOJ standards met compliance levels after a corrective action plan was completed in late 2024.

The DOC is preparing to undergo DOJ audits for Year 3 of Cycle 4 (August 20, 2024-August 19, 2025) at MCI Shirley, North Central Correctional Center (NCCI), Northeast Correctional Center (NECC), and MCI Framingham. The PREA Division remains confident that the agency will be successful in gaining full compliance with these audits and meeting all the standards set forth by the DOJ.

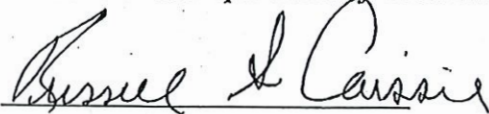
The undersigned have conducted a joint review of the contents of Massachusetts Department of Correction, Prison Rape Elimination Act (PREA), 2024 Annual Report on: June 27, 2025.



Shawn P. Jenkins, Commissioner,
Massachusetts Department of Correction



Forrest B. Ruddy,
Deputy Commissioner of Field Services



Russell S. Caissie, Chief
PREA Audits, Operations, & Investigations