



MASSACHUSETTS DEPARTMENT OF CORRECTION

PRISON RAPE ELIMINATION ACT (PREA)

2025 ANNUAL REPORT

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The Massachusetts Department of Correction
Prison Rape Elimination Act (PREA)
2025 Annual Report

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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 2025

In keeping with the MADOC PREA Division’s mission to train, assist, and advise staff on the adoption of the DOJ PREA standards, the following actions were taken in 2025:

Training and Education

- 1) In March of 2025, the PREA Division filled the Assistant Coordinator’s vacancy.
- 2) In 2025, the PREA Division conducted one pre-service training course for Recruit Training Class #337.
- 3) In 2025, the PREA Division oversaw and instructed the required PREA Basic Course to New Employee Orientation participants. Orientations were held once a month.
- 4) In May of 2025, The PREA Division hosted a two-day Sexual Assault Investigator Training for DOC and County Correctional Staff at the Milford, MA Headquarters.

- 5) In July of 2025, the new PREA Assistant Coordinator, along with the Deputy Superintendent of Reentry/MCI Framingham attended the 7th Annual National PREA Coordinators Conference in Madison, WI.

Audits and Compliance

In April/May of 2025, the agency underwent PREA audits conducted by a DOJ certified auditor at four of its facilities, MCI Shirley, North Central Correctional Institution-Gardner, Northeastern Correctional Center, and MCI Framingham. Also in 2025, 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

The DOC received federal grant funding for FY24 and FY25. Specifically, the agency received STOP grant funding to supplement the cost of Boston Area Rape Crisis Center's (BARCC) victim advocacy services. The agency did not, however, receive a Federal PREA Grant (JAG) in FY25 due to the Commonwealth declaring full compliance with the DOJ PREA standards across all state agencies which disqualifies the state from receiving federal funding for PREA.

State Compliance

- 1) In October 2025, 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 September/October 2025, the agency received compliant reports from 2K Consulting, LLC, for DOJ PREA audits conducted at MCI Shirley, NCCI-Gardner, Northeast CC, and MCI Framingham.
- 2) In November of 2025, 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

- 1) 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.
- 2) The agency shall aggregate the incident-based sexual abuse data at least annually.

- 3) 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.
- 4) 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.
- 5) The agency also shall obtain incident-based and aggregated data from every private facility with which it contracts for the confinement of its inmates.
- 6) 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

- 1) 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:
 - A) Identifying problem areas.
 - B) Taking corrective action on an ongoing basis; and,
 - C) Preparing an annual report of its findings and corrective actions for each facility, as well as the agency.
- 2) 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.
- 3) The agency's report should 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.
- 4) The agency may redact specific material from the reports when publication presents 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

- 1) The agency shall ensure that data collected pursuant to § 115.87 is securely retained.
- 2) 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.
- 3) Before making aggregated sexual abuse data publicly available, the agency shall remove all personal identifiers.
- 4) 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:

Definitions

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 the event occurred.

Unfounded: An allegation that was investigated and determined not to have occurred.

Agency Overview for 2025

Investigative Outcome

Category	Substantiated	Unsubstantiated	Unfounded	Pending	Line Total
Inmate-Inmate Sex Acts	3	5	15	0	23
Inmate-Inmate Sexual Abuse	1	7	2	0	10
Inmate-Inmate Sexual Harassment	7	13	5	0	25
Staff Sexual Misconduct	1	3	15	3	22
Staff-Inmate Sexual Harassment	1	2	14	1	18
Total	13	30	51	4	98

Table 1: Agency Overview for 2025

Agency Overview for 2024

Investigative Outcome

Category	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

Table 2: Agency Overview for 2024

Comparison of PREA Cases - 2024 and 2025

The number of PREA investigations for 2025 (98) decreased by 50 cases from 2024 (148). Substantiated allegations decreased by 4 from 2024 (17), to 2025 (13). The number of Unsubstantiated cases decreased by 13, from 43 in 2024, down to 30 in 2025. In the category of Unfounded, the number of allegations in 2025 was determined to be 51, compared to 79 in 2024. A significant decrease of 28 cases.

The following charts reflect aggregated data from 2024 and 2025 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 2025

Investigative Outcome

Category	Substantiated	Unsubstantiated	Unfounded	Pending	Line Total
Inmate-Inmate Sex Acts	3.00%	5.1%	15.2%	0%	23.2%
Inmate-Inmate Sexual Abuse	1.0%	7.1%	2.0%	0%	10.1%
Inmate-Inmate Sexual Harassment	7.1%	13.1%	5.1%	1.0%	26.3%
Staff Sexual Misconduct	1.0%	3.0%	15.2%	3.0%	22.2%
Staff-Inmate Sexual Harassment	1.0%	2.0%	14.1%	1.0%	18.2%
Total	13.1%	30.3%	51.6%	5.0%	100.00%

Table 3: Percentage Breakdown for 2025

Percentage Breakdown for 2024

Investigative Outcome

Category	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%	21.09%
Total	10.88%	29.24%	53.74	6.12%	100.00%

Table 4: Percentage Breakdown for 2024

Comparison of Investigative Outcomes - 2025 and 2024

PREA Investigative Outcomes for 2025 demonstrate some variations over the results noted in 2024. From a percentage standpoint, overall substantiated findings went up 2.96% from 2024. Unsubstantiated findings increased slightly from 29.24% in 2024, to 30.3% in 2025. difference of 1.06 %. Unfounded cases decreased 2.24% from 2024 to 2025. Pending cases showed a slight decrease 1.02% from 2024 to 2025. 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 2025

Investigative Outcome - 2025 Inmate/Inmate Sex Acts

2025 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	Substantiated	Unsubstantiated	Unfounded	Pending	Total
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	0	2	0	3
MCI – Shirley medium	0	1	0	0	1
MCI Framingham	1	2	0	0	3
MTC	1	1	1	0	3
NCCI medium	0	1	8	0	9
NECC	0	0	0	0	0
Non-DOC	0	0	0	0	0
OCCC medium	0	0	4	0	4
PCC	0	0	0	0	0
SBCC	0	0	0	0	0
State Trans Unit	0	0	0	0	0
Total	3	5	15	0	23

Table 5: Incident Overview by Facility and Type for 2025 - Inmate/Inmate Sex Acts. Note: These facilities fall under Department of Public Health (DPH) and Joint Commission, thus are not subject to DOJ audits and do not fall under DOJ PREA standards.

Investigative Outcome - 2025 Inmate/Inmate Sex Abuse

2025 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.

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	Substantiated	Unsubstantiated	Unfounded	Pending	Total
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	2	0	0	2
MCI – Shirley medium	1	1	1	0	3
MCI Framingham	0	2	0	0	2
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	2	0	0	2
PCC	0	0	0	0	0
SBCC	0	0	0	0	0
State Transportation Unit	0	0	0	0	0
Total	1	7	2	0	10

Table 6: Incident Overview by Facility and Type for 2025 - Inmate/Inmate Sex Abuse

Investigative Outcome - 2025 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	Substantiated	Unsubstantiated	Unfounded	Pending	Total
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	1	1	1	0	3
MCI – Shirley	2	2	1	0	5
MCI Framingham	0	0	0	0	0
MTC	4	1	1	1	7
NCCI Gardner	0	4	2	0	6
NECC	0	0	0	0	0
Non-DOC	0	0	0	0	0
OCCC	0	4	0	0	4
PCC	0	0	0	0	0
SBCC	0	1	0	0	1
State Transportation Unit	0	0	0	0	0
Total	7	13	5	1	26

Table 7: 2025 Inmate/Inmate Sexual Harassment

Investigative Outcome - 2025 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.
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.
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	Substantiated	Unsubstantiated	Unfounded	Pending	Total
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	2	5
MCI – Shirley medium	1	3	0	0	4
MCI Framingham	0	1	1	0	2
MTC	0	0	0	0	0
NCCI medium	0	0	1	0	1
NECC	0	1	0	0	1
Non-DOC	0	0	0	0	0
OCCC medium	0	1	4	0	5
PCC	0	0	2	0	2
SBCC	0	0	1	1	2
State Trans Unit	0	0	0	0	0
Total	1	6	15	3	25

Table 8: 2025 Staff Sexual Misconduct

Investigative Outcome - 2025 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	Substantiated	Unsubstantiated	Unfounded	Pending	Total
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	10	1	11
MCI – Shirley medium	0	0	1	0	1
MCI Framingham	0	0	0	0	0
MTC	0	0	0	0	0
NCCI medium	0	0	1	0	1
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	1	0	2	0	3
State Trans Unit	0	0	0	0	0
Total	1	2	15	1	19

Table 9: Staff on Inmate Sexual Harassment

Incident Overview by Facility and Type for 2024

Investigative Outcome - 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	Substantiated	Unsubstantiated	Unfounded	Pending	Total
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
MCI-CJ	0	0	0	0	0
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 Transportation Unit	0	0	0	0	0
Total	3	11	10	0	24

Table 10: 2024 Inmate/Inmate Sex Acts

Investigative Outcome - 2024 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.

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	Substantiated	Unsubstantiated	Unfounded	Pending	Total
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
MCI-CJ	0	0	0	0	0
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
OSCC medium	0	0	2	0	2
PCC	0	0	0	0	0
SBCC	0	1	0	0	1
State Transportation Unit	0	0	0	0	0
Total	2	9	6	0	17

Table 11: 2024 Inmate/Inmate Sex Abuse

Investigative Outcome - 2024 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	Substantiated	Unsubstantiated	Unfounded	Pending	Total
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 medium	0	3	1	0	4
MCI Framingham	0	1	3	0	4
MCI-CJ	0	0	0	0	0
MTC	3	2	2	0	7
NCCI medium	1	2	2	0	5
NECC	0	0	0	0	0
Non-DOC	0	0	0	0	0
OCCC medium	2	3	4	0	9
PCC	0	2	0	0	2
SBCC	0	0	0	0	0
State Transportation Unit	0	0	0	0	0
Total	8	14	15	0	37

Table 12: Investigative Outcome - 2024 Inmate-Inmate Sexual Harassment

Investigative Outcome 2024 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.
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	Substantiated	Unsubstantiated	Unfounded	Pending	Total
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
MCI-CJ	0	0	0	0	0
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
OCCC medium	0	0	6	1	7
PCC	0	0	0	0	0
SBCC	0	0	13	5	18
State Transportation Unit	0	0	0	0	0
Total	3	0	29	6	38

Table 13: 2024 Staff Sexual Misconduct

Investigative Outcome 2024 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	Substantiated	Unsubstantiated	Unfounded	Pending	Total
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
MCI-CJ	0	0	0	0	0
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

Table 14: 2024 Staff/Inmate Sexual Harassment

Trends

Over a five-year period (from 2021-2025), the DOC has averaged approximately 152 PREA allegations investigated (see chart below). A review of the data from the PREA database and Tableau Dashboard software revealed the number of PREA allegations investigated during 2025 was significantly lower than the number recorded in the previous four-year period. Over the five-year reporting period (2021-2025), the agency's inmate population has decreased by 10%. In 2021 the MADOC had an average daily population of 6,848, jurisdictionally, and in 2025 the average daily population was noted as 6,168, 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

	2021	2022	2023	2024	2025	Five-Year Average
Cases	137	163	212	148	98	152

Table 15: Tracking History and Analysis for total number of cases from 2021-2025

Statistical data over the past five years (2021-2025) regarding the DOC's BJS/SSV reports demonstrate an overall decrease in total cases with each year, except for 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*

Categories	2021	2022	2023	2024	2025	Five-Year Average
Inmate-on-inmate nonconsensual sexual acts	1	1	1	3	3	1.8
Inmate-on-inmate abusive sexual contacts	3	4	2	2	1	2.4
Inmate-on-inmate sexual harassment**	4	3	10	8	7	6.4
Staff sexual misconduct	2	0	1	3	1	1.4
Staff sexual harassment	1	0	0	1	1	.6
Total	11	8	14	17	13	12.6

Table 16: BJS-SSV substantiated cases from 2021- 2025.

*Note: These figures may vary from data reported in other areas of this and/or previous report 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 2025

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 2025 DOJ audits which required corrective action at MCI Shirley, North Central Correctional Institution (NCCI), Northeastern Correctional Center (NECC), and MCI Framingham were as follows:

MCI Shirley

- 115.13 Supervision and Monitoring
- 115.21 Evidence protocol and forensic examinations
- 115.33 Inmate Education
- 115.35 Specialized Training for medical and mental health
- 115.41 Screening for risk of victimization and abusiveness
- 115.67 Agency protection against retaliation
- 115.73 Reporting to inmates
- 115.81 Medical and mental health screenings; history of sexual abuse
- 115.86 Sexual abuse incident reviews

NCCI

- 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
- 115.33 Inmate Education
- 115.41 Screening for risk of victimization and abusiveness
- 115.42 Use of screening information
- 115.63 Reporting to other confinement facilities
- 115.68 Post allegation protective custody
- 115.71 Criminal and administrative investigations
- 115.78 Disciplinary sanctions for inmates
- 115.81 Medical and mental health screenings (history of sexual abuse)
- 115.83 Ongoing medical and mental health care for sexual abuse victims.
- 115.86 Sexual abuse incident reviews

NECC

No issues/corrective action identified during 2025 DOJ PREA audit

MCI Framingham

- 115.13 Supervision and monitoring
- 115.15 Limits to cross-gender viewing and searches
- 115.21 Evidence protocol/forensic examinations
- 115.31 Employee training
- 115.33 Inmate education
- 115.41 Screening for risk of victimization and abusiveness
- 115.42 Use of screening information
- 115.63 Reporting to other confinement facilities
- 115.68 Post allegation protective custody
- 115.82 Access to emergency medical and mental health services
- 115.83 Ongoing medical and mental health care for sexual abuse victims.

Resolved Problem Areas of 2024

During the 2024 audit cycle, a corrective action plan was initiated based on the findings for DOJ audits conducted at MCI Norfolk, Boston Pre Release Center, and Souza Baranowski Correctional Center. The standards below were addressed and corrected, with final reports issued to the below listed facilities showing full compliance with the DOJ standards after corrective action plan was completed.

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 victims of sexual abuses and abusers
- 115.86 Sexual abuse incident reviews

Boston Pre Release Center

- 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
- 115.32 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
- 115.43 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

**2025 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 2025, the DOC facilities that underwent thorough and targeted audits listed in this report and received reports of full compliance. All forty-six DOJ standards met compliance levels after a corrective action plan was completed in late 2025.

The DOC has prepared and had DOJ audits at three of its facilities for Year 1 of Cycle 5 (August 20, 2025-August 19, 2026) at Old Colony Correctional Center, Massachusetts Treatment Center, and Pondville Correctional Center. The PREA Division remains confident that the agency will be successful in gaining full compliance with these audits while meeting all the standards set forth by the DOJ and PREA Management Office.

The undersigned have conducted a joint review of the contents of Massachusetts Department of Correction, Prison Rape Elimination Act (PREA), 2025 Annual Report and have approved the report for publication.

Shawn P. Jenkins
Commissioner
Massachusetts Department of Correction

Forrest B. Ruddy
Deputy Commissioner of Field Services
Massachusetts Department of Correction

Russell S. Caissie, Chief
PREA Audits, Operations, & Investigations
Massachusetts Department of Corrections

Signatures on file and available upon request.
Date Approved: May 28, 2026