

MASSACHUSETTS JUVENILE JUSTICE SYSTEM 2025 ANNUAL REPORT

A Report of the Juvenile Justice Policy
and Data (JJPAD) Board

The logo for the Juvenile Justice Policy and Data Board (JJPAD) features the acronym "JJPAD" in a large, bold, blue, sans-serif font.

Juvenile Justice Policy and Data Board

APRIL 2026

THE COMMONWEALTH OF MASSACHUSETTS

MARIA Z. MOSSAIDES, DIRECTOR

[HTTPS://WWW.MASS.GOV/LISTS/JPADCTTF-LEGISLATIVE-REPORTS-AND-KEY-DOCUMENTS](https://www.mass.gov/lists/jpadcttf-legislative-reports-and-key-documents)

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Members of the JJPAD Board

Member Name	Affiliation/Appointing Organization
Maria Mossaides, Child Advocate, Chair	Office of the Child Advocate
Representative Tram Nguyen*	State House of Representatives (Speaker of the House)
<i>Awaiting New Appointment</i>	State House of Representatives (Minority Leader)
Senator Adam Gomez^	State Senate (Senate President)
Senator Patrick O'Connor^	State Senate (Minority Leader)
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Joseph Abber, Juvenile Court Department Statewide Supervisor*	Massachusetts Probation Service
Cecely Reardon, Commissioner*	Department of Youth Services
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Leon Smith, Executive Director	Citizens for Juvenile Justice
Laura Miller, Director of District Courts, Middlesex District Attorney's Office^	Massachusetts District Attorney Association
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Member Name	Affiliation/Appointing Organization
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<i>Awaiting New Appointment</i>	Juvenile Justice Advisory Committee
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Members of the Data Subcommittee

Member Name	Affiliation/Appointing Organization
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Representative Tram Nguyen	State House of Representatives (Speaker of the House)
<i>Awaiting New Appointment</i>	State House of Representatives (Minority Leader)
Senator Adam Gomez	State Senate (Senate President)
Senator Patrick O'Connor	State Senate (Minority Leader)
Rachel Wallack	Juvenile Court
Laura Lempicki	Massachusetts Probation Service
David Chandler	Department of Youth Services
Kim Occhiuti	Department of Children and Families
Matthew Broderick	Department of Mental Health
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About the JJPAD Board

In April 2018, the Legislature passed *An Act relative to criminal justice reform*, which created the Juvenile Justice Policy and Data (JJPAD) Board under [M.G.L. Chapter 119, Section 89](#). The Legislature charged the JJPAD Board with evaluating juvenile justice system policies and procedures, making recommendations to improve outcomes based on that analysis, and reporting annually to the Governor, the Chief Justice of the Trial Court, and the Legislature.

<https://www.mass.gov/juvenile-justice-policy-and-data-board>

JJPAD and Childhood Trauma Task Force (CTTF) Reports

All prior JJPAD & CTTF reports can be found on the JJPAD website:

<https://www.mass.gov/lists/jpadcttf-legislative-reports-and-key-documents>

About the Office of the Child Advocate

The Office of the Child Advocate (OCA) is an independent executive branch agency with oversight and ombudsperson responsibilities, established by the Massachusetts Legislature in 2008. The OCA's mission is to ensure that children receive appropriate, timely and quality state services, with a particular focus on ensuring that the Commonwealth's most vulnerable and at-risk children have the opportunity to thrive. Through collaboration with public and private stakeholders, the OCA identifies gaps in state services and recommends improvements in policy, practice, regulation, and/or law. The OCA also serves as a resource for families who are receiving, or are eligible to receive, services from the Commonwealth.

<https://www.mass.gov/orgs/office-of-the-child-advocate>

Executive Summary

The Juvenile Justice Policy and Data (JJPAD) Board was created by [An Act relative to criminal justice reform \(2018\)](#). The Board is chaired by the Child Advocate and comprised of members representing a broad spectrum of stakeholders involved in the juvenile justice system.

The Legislature charged the JJPAD Board with **evaluating juvenile justice system policies and procedures, making recommendations to improve outcomes based on that analysis, and reporting annually** to the Governor, the Chief Justice of the Trial Court, and the Legislature. The statute creating the JJPAD Board also placed an emphasis on improving the quality and availability of juvenile justice system data.

This year's annual report **summarizes the JJPAD Board's work in calendar year (CY) 2025**, including

- An update on the Board's ongoing research project focused on youth with child welfare and juvenile justice system involvement (dually involved youth).
- The Childhood Trauma Task Force's (CTTF's) 2025 work.
- Monitoring of initiatives launched as a result of JJPAD Board recommendations, including the Massachusetts Youth Diversion Program (MYDP) and the OCA's Juvenile Justice Data Website.
- Current and prior legislation impacting the juvenile justice system.

This report also describes **juvenile justice system fiscal year (FY) 2025 data trends** and key takeaways from the data. Recent data show that overall, youth involvement in the Massachusetts juvenile justice system has remained relatively stable from FY24 to FY25. At the same time, shifts in how youth enter and experience the system highlight important policy considerations for the Commonwealth. The findings summarized below reflect trends across the major stages of the juvenile justice system and identify opportunities to strengthen diversion, improve pretrial practices, and better connect youth to needed services.

1. **Overall system volume remains stable.** The number of youth involved in the Massachusetts juvenile justice system remained stable compared to FY24. For the third consecutive year, major system entry and processing points show relatively little overall change.
2. **Arrests now surpass summonses as the primary vehicle to bring a youth into Juvenile Court.** For the third year in a row, a higher portion of cases entered Juvenile Court through arrest rather than summons. In FY25, 53% of applications for complaint were initiated by arrest, compared to 47% by summons. This trend is concerning given that arrests can be traumatic for youth and carry safety risks for both young people and officers. For that reason, officers are trained to use a summons whenever appropriate and to reserve arrests for situations that pose a public safety risk or when there is reason to believe the youth will not appear in court if issued a summons.

3. **Youth who enter the system experience greater pretrial court involvement than previously.** Although overall system volume has stabilized, youth who enter the juvenile justice system are facing increased levels of pretrial court involvement. Over the past seven fiscal years, a lower estimated percentage of youth are being released by the Juvenile Court on personal recognizance, and more are being given pretrial conditions of release. At the same time, the percentage of youth held in pretrial detention at the initial arraignment has remained steady, and overall detention admissions are down. In FY25, over half of all youth pretrial detention admissions were the result of bail or personal recognizance being revoked or a probation violation hearing.
4. **Alleged weapons-related offenses are increasing at multiple stages.** System use for alleged weapons-related offenses increased between FY24 and FY25 across arrests, arraignments, and pretrial detention admissions. In FY25, the majority of arrests for alleged weapons-related offenses involved felony offenses. Still, only about half of filings for alleged weapons-related offenses involved a firearm, and the vast majority of those cases involved illegal possession rather than discharge.
5. **System involvement is concentrated among specific groups of youth.** Youth involved with the child welfare system are overrepresented in the deep end of the juvenile justice system. In FY25, youth with DCF involvement comprised 45% of all detention admissions and 42% of all first-time commitments to DYS.¹ Black youth were three-and-a-half times more likely and Latino youth were two times more likely than white youth to enter Juvenile Court, and both groups were more likely to enter the system through arrest rather than summons. Boys continue to comprise the majority of system-involved youth, and LGBTQ+ youth are detained pretrial as a result of cash bail at higher rates than youth who do not identify as LGBTQ+.
6. **More than two-thirds of cases are dismissed, indicating significant opportunities to divert youth from the process earlier.** In FY25, consistent with prior years, most cases that were filed in Juvenile Court were dismissed. Cases may be dismissed for several reasons, including diversion, lack of probable cause, insufficient evidence to continue prosecuting the case, or situations where a victim does not wish to testify. The relatively high percentage of dismissed cases raises important questions about whether some youth could be diverted or handled outside of court earlier in the process. Black youth, Latino youth, and girls had particularly high dismissal rates compared to other youth in the state.
7. **Despite recent expansion of upstream prevention services in Massachusetts, gaps remain in access to intensive behavioral health and substance use treatment, contributing to**

¹ DYS defines DCF involvement as a youth who enters DYS care/custody and either has a pending response, has an open case with DCF, or is in the care/custody of DCF. Due to multiple factors including but not limited to the definition of open case, the definition of dually involved youth, the quality of the youth matching process, and the data quality and timeliness of data entry, these counts and rates will vary. Numbers in this report should not be compared to other reports. Data is unavailable for youth with DCF involvement at other points of the juvenile justice system (e.g., arraigned, placed on probation).

justice system involvement among some youth. Adolescence is a developmental period marked by risk-taking and boundary-testing, and most youth mature out of concerning behaviors without justice system involvement. When additional support is needed, the Commonwealth has multiple avenues outside the delinquency system, including services through the Department of Mental Health (DMH), the Department of Public Health (DPH), and MassHealth’s Children’s Behavioral Health Initiative (CBHI). However, data and practitioner reports indicate persistent gaps in access to intensive behavioral health and substance use treatment for youth who are already system involved or at risk of deeper involvement.

Based on these findings, the Board recommends the following actions:

1. **Increase police-led diversion to reduce system entry.** Police departments should examine their use of arrests and summonses—particularly for Black and Latino youth compared to white youth—and assess whether more cases could be diverted rather than directed to the Juvenile Court.

Not only would this support a more equitable system; a large body of research shows that diverting youth *earlier* in the juvenile justice process is associated with positive long-term outcomes for the young person and public safety.² Research also documents the harms of negative interactions between police officers and youth, noting that the youth involved can experience negative short- and long-term outcomes—such as poor emotional well-being, physical health, and poor educational outcomes—as a result.³ Further, these interactions can often escalate, regardless of the initial intention of those involved, posing risks to both youth and officers.⁴

2. **Increase use of summons in lieu of arrest.** In situations where diversion is not used, police departments should evaluate whether a summons could be issued instead of an arrest, particularly for misdemeanor offenses. Police are already trained to use summons as the preferable option whenever possible. Using summons also preserves an additional opportunity for diversion during the clerk magistrate hearing stage.
3. **Prevent deeper system involvement for youth at the pretrial phase.** The Juvenile Court should conduct a system-wide review, and individual judges should review their practices to understand whether more youth can be released on personal recognizance (PR) without

² Wilson, D. B., Brennan, I., & Olaghere, A. (2018). Police-initiated diversion for youth to prevent future delinquent behavior: a systematic review. *Campbell Systematic Reviews*, 14(1), 1–88. <https://doi.org/10.4073/csr.2018.5>

³ Legewie, J., & Fagan, J. (2019). Aggressive Policing and the Educational Performance of Minority Youth. *American Sociological Review*, 84(2), 220–247. <https://doi.org/10.1177/0003122419826020>; Jackson, D. B., Fahmy, C., Vaughn, M. G., & Testa, A. (2019). Police Stops Among At-Risk Youth: Repercussions for Mental Health. *The Journal of Adolescent Health: Official publication of the Society for Adolescent Medicine*, 65(5), 627–632. <https://doi.org/10.1016/j.jadohealth.2019.05.027>; Geller A. (2021). Youth–Police Contact: Burdens and Inequities in an Adverse Childhood Experience, 2014–2017. *American Journal of Public Health*, 111(7), 1300–1308. <https://doi.org/10.2105/AJPH.2021.306259>

⁴ Office of Juvenile Justice and Delinquency Prevention. (2018). Interactions between Youth and Law Enforcement. https://ojjdp.ojp.gov/model-programs-guide/literature-reviews/interactions_between_youth_and_law_enforcement.pdf

conditions rather than defaulting to setting pretrial conditions that increase the likelihood of technical violations and pretrial detention. As the Board recommended in its 2025 report, the Court should determine whether conditions of release are needed and start with a presumption of release on personal recognizance. One group that may be appropriate to release on personal recognizance, for example, is youth released on Category A conditions monitored by the state Pretrial Unit.⁵

A substantial body of research demonstrates that unnecessary or excessive system involvement is associated with worse outcomes for youth and increased recidivism.⁶ In other words, deeper pretrial system involvement can undermine, rather than advance, public safety.

- 4. Improve the Commonwealth’s delinquency intervention approach for youth who remain involved in, or who are at risk for deeper involvement in, the juvenile justice system.** The Commonwealth should strengthen and standardize pathways that connect youth to appropriate state services, including behavioral health and substance use treatment, and the JJPAD Board should study and make recommendations regarding effective state interventions for higher-risk youth—including those with behavioral health needs, those with educational challenges, those alleged to have committed violent and/or weapons-related offenses, youth with multi-system involvement, and youth who repeatedly cycle through the system.

Massachusetts has made substantial progress in reducing the number of youth who come into contact with the juvenile justice system. While the Board has identified opportunities to continue this downward trend and address recent increases in system use, system professionals report that many of the youth who remain involved tend to have more complex needs.

- 5. Improve data reporting and accountability.** Current data gaps limit the Board’s ability to evaluate whether changes in juvenile justice system involvement are associated with improvements in public safety. Addressing current data gaps—including recidivism reporting, expungement data, and police and school reporting—will allow policymakers and practitioners to better understand system trends and evaluate policy impact.

Each year, the JJPAD Board relies on the data presented in this report to determine what new research projects or initiatives to launch. Previous annual reports informed the Board’s ongoing work to make recommendations to prevent crossover from the Department of Children and Families (DCF) to the Department of Youth Services (DYS). This year’s data also indicates the

⁵ [Massachusetts Juvenile Justice Policy and Data Board. \(2025\). Improving Massachusetts’ Juvenile Pretrial Phase. <https://www.mass.gov/doc/improving-massachusetts-juvenile-pretrial-phase-an-assessment-of-the-current-pretrial-system-and-recommendations-for-improvement/download>](https://www.mass.gov/doc/improving-massachusetts-juvenile-pretrial-phase-an-assessment-of-the-current-pretrial-system-and-recommendations-for-improvement/download)

⁶ Mendel, R. (2023). Why Youth Incarceration Fails: An Updated Review of the Evidence. The Sentencing Project. <https://www.sentencingproject.org/reports/why-youth-incarceration-fails-an-updated-review-of-the-evidence/>

need for a deeper dive into the data on justice system involvement of girls, LGBTQ+ youth, and Black/Latino youth, as well as county-level differences, to make further policy recommendations. The OCA will release additional analyses of these areas later this year.

Introduction

The Juvenile Justice Policy and Data Board was created by *An Act relative to criminal justice reform* (2018).⁷ The Board is chaired by the Child Advocate and comprised of members representing a broad spectrum of stakeholders involved in the juvenile justice system.

The **Legislature charged the JJPAD Board with evaluating juvenile justice system policies and procedures, making recommendations to improve outcomes based on that analysis, and reporting annually** to the Governor, the Chief Justice of the Trial Court, and the Legislature. The statute creating the JJPAD Board also placed special emphasis on improving the quality and availability of juvenile justice system data, as well as measuring racial/ethnic and gender disparities in the system.

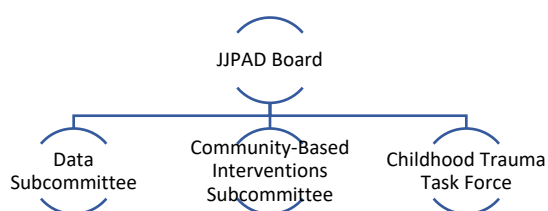


Figure 1:
 JJPAD and CTTF Structure

The JJPAD Board has two standing subcommittees: one focused on data (referred to as the Data Subcommittee in this report) and one on community-based interventions (CBI) such as diversion (referred to as the CBI Subcommittee in this report). The Childhood Trauma Task Force, which was also created by *An Act relative to criminal justice reform* and which, by statute, has its membership drawn from the membership of the JJPAD Board, also operates under the umbrella of the JJPAD Board. The CTTF is statutorily mandated to produce an annual report to the Legislature as well.⁸

This report provides a summary of the JJPAD Board and CTTF work in calendar year 2025 and presents and analyzes juvenile justice system and other child-serving entities’ data for FY25.⁹

Summary of JJPAD Board & Childhood Trauma Task Force 2025 Work

The JJPAD Board, CTTF, and subcommittees met virtually throughout the year. This year, the Board completed a project on the pretrial phase of the juvenile justice system, continued research into a project on youth involved in both DYS and DCF in Massachusetts, and continued

⁷ See <https://malegislature.gov/Laws/SessionLaws/Acts/2018/Chapter69>

⁸ [The Massachusetts Childhood Trauma Task Force](https://www.mass.gov/doc/childhood-trauma-task-force-cttf-2025-annual-report/download). (2025). Childhood Trauma Task Force Annual Report. <https://www.mass.gov/doc/childhood-trauma-task-force-cttf-2025-annual-report/download>

⁹ See <https://malegislature.gov/Laws/GeneralLaws/PartI/TitleXVII/Chapter119/Section89>

its ongoing work of monitoring the implementation of its previous recommendations as well as state legislation.¹⁰

This next section summarizes these initiatives, as well as the work of each subcommittee and the JJPAD Board in 2025.

JJPAD Board Research Projects: The Juvenile Pretrial Phase and Dually Involved Youth (DIY)

Massachusetts has made a concerted effort to directly and indirectly decrease the use of pretrial detention for youth over the past decade-plus by limiting the circumstances in which youth are detained pretrial, as well as limiting overall youth contact with the juvenile justice system. This effort has been driven by a growing body of research showing that pretrial detention stays—for any length of time—can be harmful and result in negative outcomes for youth and public safety.¹¹

These concerns led the JJPAD Board to launch two initiatives in 2022: one focused on the pretrial phase, and one focused on dually involved youth who cross over from the child welfare system to detention or commitment with the Department of Youth Services.

The JJPAD Board’s Pretrial Report was published January 2025 and can be found [here](#).

The pretrial phase project was completed in December of 2024. Work on the dually involved youth project continued through 2025.

Dually Involved Youth Project

While both local and national data clearly demonstrate that child welfare involvement can increase the likelihood of juvenile justice system involvement, we know very little about the unique circumstances in Massachusetts that lead youth involved with DCF to be detained pretrial and/or committed to DYS. This project aims to fill that gap by answering the following questions:

1. Who is dually involved and why?
2. Are there policies and practices specific to Massachusetts that are contributing to dual involvement?
3. Are there policies and practices that could help prevent/reduce dual involvement?
4. Can any of these youth be diverted, either from detention or the juvenile justice system entirely?

¹⁰ For more information on the JJPAD work plan, see <https://www.mass.gov/doc/jypad-board-2023-work-objectives-0/download>

¹¹ The Justice Policy Institute. (2022). The Dangers of Detention: The Impact of incarcerating Youth in Detention and Other Secure Facilities. https://justicepolicy.org/wp-content/uploads/2022/02/06-11_rep_dangersofdetention_ji.pdf ; Mendel, R. (2023). Why Youth Incarceration Fails: An Updated Review of the Evidence. The Sentencing Project. <https://www.sentencingproject.org/reports/why-youth-incarceration-fails-an-updated-review-of-the-evidence/>

5. What community-based interventions or supports need to exist for that to happen?

To answer these questions, the Board is employing a variety of methods:

Interviews with Stakeholders: OCA staff have been conducting interviews with professionals, stakeholders, and people with experience in the juvenile justice and child welfare system to learn about first-hand experiences and practices within these systems. To date, OCA staff have conducted 75 interviews representing 105 stakeholders. In [February](#), the CBI Subcommittee reviewed key themes that emerged in these interviews.

Data Analysis: In partnership with DYS and DCF, the OCA has begun to clean and analyze data on youth with both DYS and DCF involvement in FY22 or FY23.

Case File Review: Additionally, in 2026 OCA staff will begin a case file review for each youth identified. The goal of this case file review is to collect and analyze detailed qualitative data on the circumstances surrounding the alleged delinquent offense that initiated contact with the juvenile justice system (e.g., time and place of arrest) as well as the youth's involvement with DCF.

In addition to the methods above, the CBI Subcommittee will also conduct a review of any current policies that could be contributing to youth being dually involved and conduct a national review of other state's policies and practices for this population.

Review of Policies and Procedures: The CBI Subcommittee heard presentations from stakeholders regarding current policies and practices for this population:

- In [April](#), NFI Massachusetts, Inc. and DYS explained their roles and the services provided to dually involved youth. NFI offered the provider perspective, outlining youth support strategies, staff training approaches, and common scenarios that may lead to dual involvement. DYS explained its case management protocol at the detention and commitment stage, highlighting coordination with DCF per a [Pretrial Detention Memorandum of Understanding \(MOU\)](#) with DCF.
- In [June](#), DCF presented on data availability and considerations; select staff policies and protocols for working with adolescents; placement policies and practices, specifically for youth who are detained pretrial and for youth who are committed to DYS but reside in the community; as well as how DCF and DYS collaborate.
- In [September](#), Committee for Public Counsel Services (CPCS) and Massachusetts Probation Service (MPS) provided the legal perspective on dual involvement. CPCS explained the roles of the Youth Advocacy Division (YAD) and Children and Family Law (CAFL) Division representatives and described courtroom processes and practices for effective advocacy in a typical dually involved case. MPS detailed the role of probation in dually involved cases and supervision across case types.

National Literature Review: In [July](#), the OCA presented to the CBI Subcommittee findings from a national literature review guided by the research questions. The review looked at national prevalence rates for cohorts of youth that interact with both the child welfare and juvenile justice systems, common risk factors and life experiences of youth with dual involvement, systemic factors that may contribute to dual system involvement, and short- and long-term outcomes.

Review of Peer States’ Policies and Procedures: In 2026, the CBI Subcommittee will identify promising policies, practices, and programs from other jurisdictions that can inform and strengthen Massachusetts’ state efforts.

Childhood Trauma Taskforce (CTTF) 2025 Work

In 2025, the CTTF continued its legislative mandate to determine how the Commonwealth can better identify and provide services to youth who have experienced trauma. Specifically, the CTTF finalized its research and development of policy recommendations related to training requirements for child-serving state employees and contracted providers on topics related to trauma, resilience, and trauma-responsive practices.

To promote professional development of staff serving children and families in Massachusetts, the CTTF’s 2025 Annual Report offers the following recommendations:

1. State agencies should strengthen their training requirements on trauma, trauma-responsive practices, and resilience to address important variations and gaps in terms of *who* receives *what* training across professionals providing services to children and families.
2. The state should support state agencies’ training efforts on trauma, resilience, and trauma-responsive practices. Specifically, given current budgetary constraints, the state should promote agencies’ efficient use and coordination of training resources allocated across government.

Continued Oversight of Prior Initiatives and Impact of Legislation

The JJPAD Board is charged with studying “the implementation of any statutory changes to the juvenile justice system” and continues to monitor the status of prior recommendations and projects.¹²

Maintaining and Updating the Interactive Juvenile Justice Data Website

As recommended in the JJPAD Board’s June 2019 report, and as envisioned by the Legislature in *An Act relative to criminal justice reform*, the OCA, in partnership with the Executive Office of Technology Services and Security (EOTSS) and with the Data Subcommittee as advisors, launched a juvenile justice system data website in 2020, which makes aggregate juvenile justice system data publicly accessible.

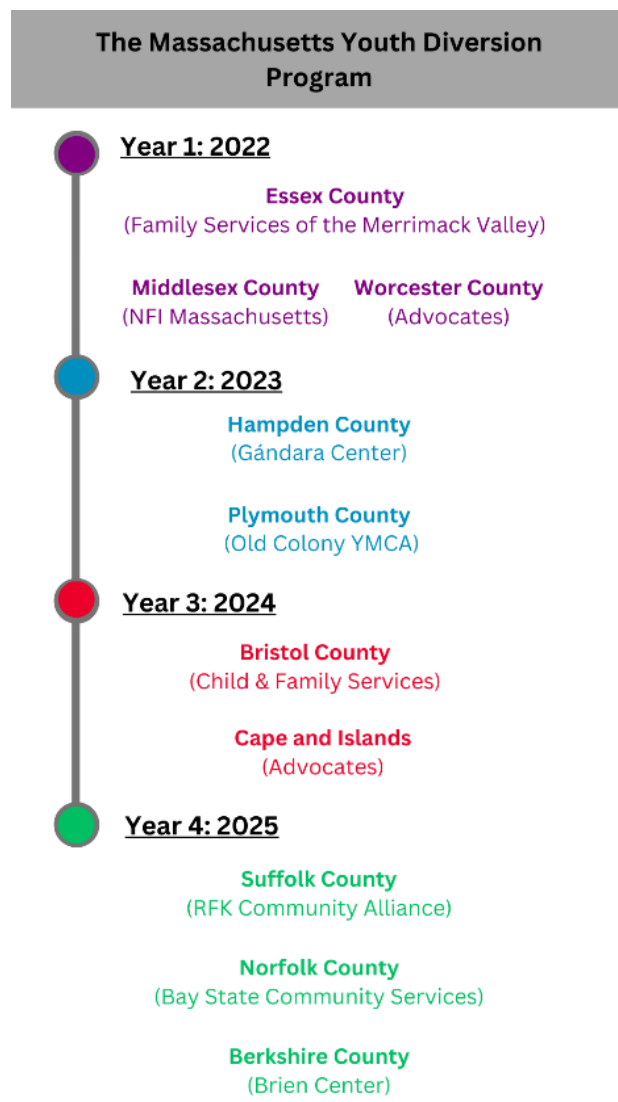
¹² MGL c. 119 § 89. <https://malegislature.gov/Laws/GeneralLaws/PartI/TitleXVII/Chapter119/Section89>

The OCA continues to build new pages as juvenile justice system partners increase their data availability. In 2025, OCA staff maintained the data website, updated the data to include FY24 trends, and created a new page dedicated to the use of arrests and summons.

In 2026, the OCA plans to release new webpages and will update data across the website to include FY25 updates.

Monitoring the Implementation of the Massachusetts Youth Diversion Program (MYDP)

In its 2019 report on diversion, the JJPAD Board found that there were no statewide standards



or guidelines in Massachusetts regarding the use of diversion, and no entity that provided oversight for diversion practices.¹³ That report recommended the creation of a statewide diversion program to ensure that youth across the Commonwealth had equitable access to high-quality, state-funded diversion programming.

As a result of that report, with funding allocated by the Legislature in the state budget, the OCA partnered with DYS to launch the Massachusetts Youth Diversion Program, a multiphase state-funded youth

diversion initiative that provides high-quality, evidence-based programming that can serve as an alternative to arresting youth or prosecuting them through the Juvenile Court.

In 2025, the MYDP expanded to three additional sites, including Suffolk County with services provided by RFK Community Alliance, Norfolk County with services provided by Bay State Community Services, and Berkshire County with services provided by the Brien Center. In October 2025, the [OCA released an impact report detailing the third year of](#)

Figure 2:
Massachusetts Youth Diversion Program Timeline

¹³ [Massachusetts Juvenile Justice Policy and Data Board](https://www.mass.gov/doc/improving-access-to-diversion-and-community-based-interventions-for-justice-involved-youth-0/download). (2019). Improving Access to Diversion and Community-Based Interventions for Justice-Involved Youth. <https://www.mass.gov/doc/improving-access-to-diversion-and-community-based-interventions-for-justice-involved-youth-0/download>

[program implementation](#) and the [CBI Subcommittee heard](#) from MYDP staff on program growth and challenges.

As of the time of this report, cuts proposed in the Governor’s budget submission (H2) for FY27 would, if included in the final FY27 budget, likely require the closure of one MYDP program site.

Monitoring and Reporting on the Implementation of Any New Legislation Impacting the Juvenile Justice System

Each year, the JJPAD Board monitors the implementation of new legislation and uses available data to analyze whether legislative and agency policy changes are having their intended effect and if there are any implementation challenges. Since the Board began meeting in 2018, two major pieces of legislation have passed that impact the juvenile justice system: **An Act relative to criminal justice reform** (2018), which established the JJPAD Board¹⁴ and **An Act relative to justice, equity and accountability in law enforcement in the Commonwealth** (2020),¹⁵ referred to in this report as the 2020 Policing Act.¹⁶ In 2025, there were two updates regarding the 2020 Policing Act juvenile provisions (Table 1).

Table 1: Juvenile Provisions of the 2020 Policing Act—2025 Updates	
Provision	2025 Update
Established a “Model School Resource Officer MOU Commission” to address Memoranda of Understanding between schools with school resource officers (SROs) and local police departments to reconvene every five years.	As a result of a state-led commissions, in February 2022, a model SRO MOU was released by the Executive Office of Public Safety and Security (EOPSS) and the Department of Elementary and Secondary Education (DESE) with minimum standards for all school districts with an SRO to follow. ¹⁷ As of the publishing of this report, the SRO MOU Commission has reconvened for a review of the MOU, as required by law.
Required Massachusetts Municipal Police Training Committee (MPTC) to establish an in-service SRO training to include specific components as outlined by statute and that	In 2025, the MPTC partnered with the OCA’s Center on Child Wellbeing and Trauma (CCWT) on MPTC’s SRO training. The training is set to launch in April 2026.

¹⁴ See <https://malegislature.gov/Laws/SessionLaws/Acts/2018/Chapter69>

¹⁵ See <https://malegislature.gov/Laws/SessionLaws/Acts/2020/Chapter253>

¹⁶ Appendix B and C detail these two pieces of legislation.

¹⁷ For more information, click here: <https://www.mass.gov/model-school-resource-officer-memorandum-of-understanding-sro-mou-review-commission>

Table 1: Juvenile Provisions of the 2020 Policing Act—2025 Updates

the curriculum be created in consultation with experts.	
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As the data section below notes, these state reforms have made a positive impact on the Commonwealth’s juvenile justice system, but room for improvement remains.

Monitoring New Legislation

In addition to monitoring the implementation and impact of enacted legislation, the Board makes recommendations to the Legislature for needed changes to statutes and funding impacting the juvenile justice system.

A majority of JJPAD Board members are not able, due to their position in state government, to endorse specific pieces of legislation. The table below outlines bills that have been filed in the 2025-2027 legislative session that relate to prior policy recommendations made by the JJPAD Board.¹⁸

Table 2: 2025-2027 Bills Filed Related to Prior JJPAD Policy Recommendations

Bill Name/Number	Summary	Status
<i>An Act regarding families and children in need of assistance (H.265/S.141)</i>	<p>If implemented, this bill would make changes to the Commonwealth’s Child Requiring Assistance (CRA) system by</p> <ul style="list-style-type: none"> • Expanding the role and functions of the state’s Family Resource Centers (FRCs). • Changing the CRA filing process to require a probation officer to determine that all community-based options have been exhausted prior to the filing of a CRA and connect the family to the local FRC if not. • Raising the age of Juvenile Court jurisdiction from six to 12. <p>These changes were recommendations made by the Board in its 2022 report.¹⁹</p>	Senate version referred to Senate Ways and Means; House version attached to a favorable report by the Joint Committee on Children, Families, and Persons with Disabilities

¹⁸ Inclusion of a bill in this list should not be interpreted as an endorsement by the JJPAD Board.

¹⁹ <https://www.mass.gov/doc/improving-massachusetts-child-requiring-assistance-system-an-assessment-of-the-current-system-and-recommendations-for-improvement-10-years-post-chins-reform/download>

Table 2: 2025-2027 Bills Filed Related to Prior JJPAD Policy Recommendations

<p><i>An Act promoting diversion of juveniles to community supervision and services (H.4515/S.1051)</i></p>	<p>If implemented, this bill would expand the opportunity for judicial diversion for youth charged with certain offenses. The JJPAD Board recommended increased opportunities for diversion in its 2019 report,²⁰ and in its 2025 report on <i>Improving Massachusetts’ Juvenile Pretrial Phase</i> made the recommendation to expand the list of offenses eligible for judicial diversion.²¹</p>	<p>Senate version referred to Senate Ways and Means; House version reported favorably as amended by the Joint Committee on the Judiciary and referred to House Ways and Means</p>
<p><i>An Act to enhance fairness and increase positive outcomes for children (H.1658/S.1050)</i></p>	<p>If implemented, this bill would mandate the Juvenile Court review pretrial cases in which youth are given GPS as a condition of release every 30 days to determine if monitoring is still necessary. The bill also would require the Juvenile Court to report annually on data on GPS use.</p> <p>Considering the harmful effects of GPS on youth, the JJPAD Board recommended the state provide more guidance on GPS use in Juvenile Court in its 2025 report.²²</p>	<p>Senate version referred to Senate Ways and Means; House version sent to study</p>
<p><i>An Act to expand Juvenile Court justice access (H.1929)</i></p>	<p>If implemented, this bill would increase the state cap on the number of Juvenile Court judges from 42 to 80.</p> <p>The JJPAD Board recommended the state increase the cap on the number of Juvenile Court judges in its 2025 report in order to address issues of timeliness during the delinquency pretrial phase. (The Board did not recommend a specific number.)²³</p>	<p>Sent to study</p>

²⁰ [Massachusetts Juvenile Justice Policy and Data Board. \(2019\). Improving Access to Diversion and Community- Based Interventions for Justice-Involved Youth. https://www.mass.gov/doc/improving-access-to-diversion-and- community-based-interventions-for-justice-involved-youth-0/download](https://www.mass.gov/doc/improving-access-to-diversion-and-community-based-interventions-for-justice-involved-youth-0/download)

²¹ [Massachusetts Juvenile Justice Policy and Data Board. \(2025\). Improving Massachusetts’ Juvenile Pretrial Phase: An Assessment of the Current Pretrial System and Recommendations for Improvement. https://www.mass.gov/doc/improving-massachusetts-juvenile-pretrial-phase-an-assessment-of-the-current-pretrial-system-and-recommendations-for-improvement/download](https://www.mass.gov/doc/improving-massachusetts-juvenile-pretrial-phase-an-assessment-of-the-current-pretrial-system-and-recommendations-for-improvement/download)

²² Ibid.

²³ Ibid.

The Board is also monitoring a bill (H.4417/S.116) that would amend the JJPAD membership list by adding the following members:

1. Commission on LGBTQ Youth.
2. One adult who was involved in the juvenile justice system as a child.

Last, in its current session, the Legislature passed additional funding measures for CPCS to address defense needs as a result of a strike initiated by bar advocates. This included a \$2.5 million supplemental budget for FY26 with the goal, in part, of hiring approximately 320 new public defenders within CPCS.²⁴ While there were strains on the adult system in Massachusetts during the attorney strike, practitioners report less of an impact in Juvenile Court. However, practitioners report a consistent attorney shortage for several years, beyond the impact of the bar advocates' strike.

²⁴ Massachusetts Senate Press Room. (2025). Fact Sheet and Highlights: Strengthening the Massachusetts Public Defense System. <https://malegislature.gov/PressRoom/Detail?pressReleaseId=232>

Juvenile Justice System Data Trends

This section provides an overview of Massachusetts' juvenile justice system data for FY25 (July 1, 2024-June 30, 2025) and identifies recent trends in use of the system at various points in the process.

This section is further broken down into three major parts of the juvenile justice system process in Massachusetts:

- 1. The initial stages of the juvenile justice system**, including data on the use of diversion, overnight arrest admissions, applications for complaint, the manner in which youth come to the Juvenile Court's attention (i.e., via an arrest or summons), delinquency filings, and case dismissals.
- 2. Arraignments and pretrial proceedings**, including data on 58A (dangerousness) hearings, pretrial supervision and monitoring, pretrial detention admissions, and the reasons why youth are detained pretrial.
- 3. Dispositions and sanctions** as determined at the time of the initial disposition, as well as data on probation supervision levels and first-time commitments to DYS.
To the extent available, the data is broken down by
 - Offense severity and type.²⁵
 - Race/ethnicity, gender, sexual orientation, and transgender status of youth at the point of analysis.

Whenever possible, data on each process point is compared to data from

- 1. FY24:** The Board compares this year's data to the prior fiscal year to see what, if any, changes occurred throughout the system.

²⁵ "Offense types" tell us what kind of offenses youth involved with the justice system are alleged of committing; "offense severity" measures the seriousness of offenses. For data tables detailing offense types, and common examples listed, please see Appendix N.

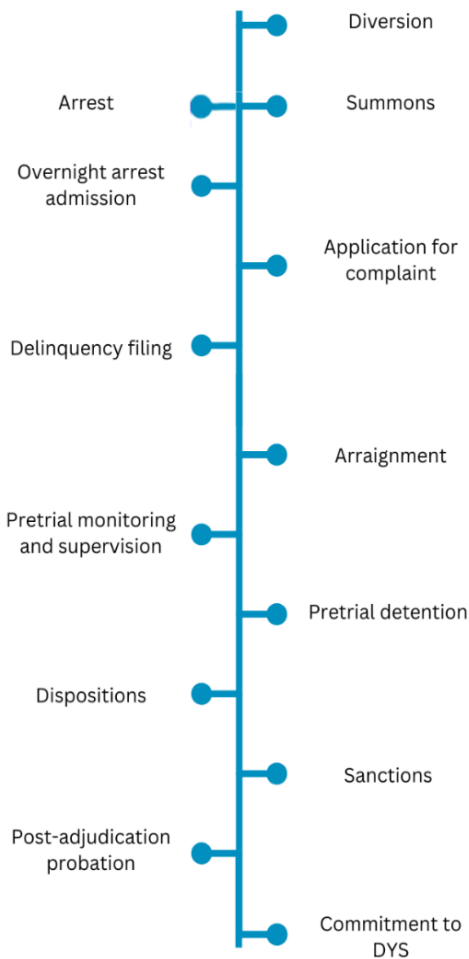


Figure 3:
Juvenile Justice System Process Points

2. FY18: Given the JJPAD Board’s charge to measure the impact of statutory changes to the juvenile justice system, this report also compares FY25 changes in system use to FY18. FY18 is one year prior to the implementation of the Criminal Justice Reform Act (CJRA), which included provisions aimed at keeping youth out of the juvenile justice system, particularly those youth accused of first time, lower-level offenses.

The data presented in this annual report is the most comprehensive to date. This is due to the JJPAD Board and Data Subcommittee identifying critical data elements in the state’s juvenile justice system and the **JJPAD member entities fulfilling increasingly detailed and complex data requests each year.** As discussed in the Board’s *2022 Data Availability Report*, data gaps exist in some places/process points, but since the JJPAD Board began meeting in FY19, tremendous progress has been made in the amount of publicly reported data.²⁶

New data reported in this report includes the following:

- DYS provided the Board with underlying offense severity types to align with Juvenile Court reporting (i.e., misdemeanor, felony) in addition to DYS grid level, which also measures offense severity.²⁷
- MPS reported historical data updates, which allow for comparison of year-over-year changes to the use of pretrial and post-adjudication probation.

In addition to these new inclusions, the Trial Court recently shifted the way it reports data. The Trial Court no longer includes expunged cases in the data reported on its [Tableau Public page](#) due to those cases not being electronically tabulated. For this reason, totals reported are lower than the total number of cases actually heard throughout the Juvenile Court process.

²⁶ For more information, see the 2022 Data Availability Report: <https://www.mass.gov/doc/improving-access-to-massachusetts-juvenile-justice-system-data-2022-update/download>

²⁷ In light of this additional data, and for ease of report readability, DYS grid-level data this year is presented in Appendix F.

The OCA's Interactive Data Dashboard

In addition to the state-level trends detailed in this report, the OCA's interactive data website also presents*

- County-level trends by demographics whenever possible and total system utilization heat maps at each process point, adjusting for youth population rates.
- Data broken down by age at each process point.
- Overnight arrest admissions, detention admissions, first-time commitments, and YES transitions by calendar year.
- Monthly probation caseload and violation-of-probation notices issued.
- Detention and commitment caseload (i.e., individual youth) utilization trends and demographic breakdowns.

*Click [here](https://www.mass.gov/resource/massachusetts-juvenile-justice-system-data-and-outcomes-for-youth) to visit the Juvenile Justice Data Website: <https://www.mass.gov/resource/massachusetts-juvenile-justice-system-data-and-outcomes-for-youth>.

Due to continuous data updates, it is recommended that readers do not compare the numbers in this report to previous reports or presentations. Further, data presented in this report and on the OCA's website should not be compared to agencies' public data reporting, as individual entities may update their data at different points in time.

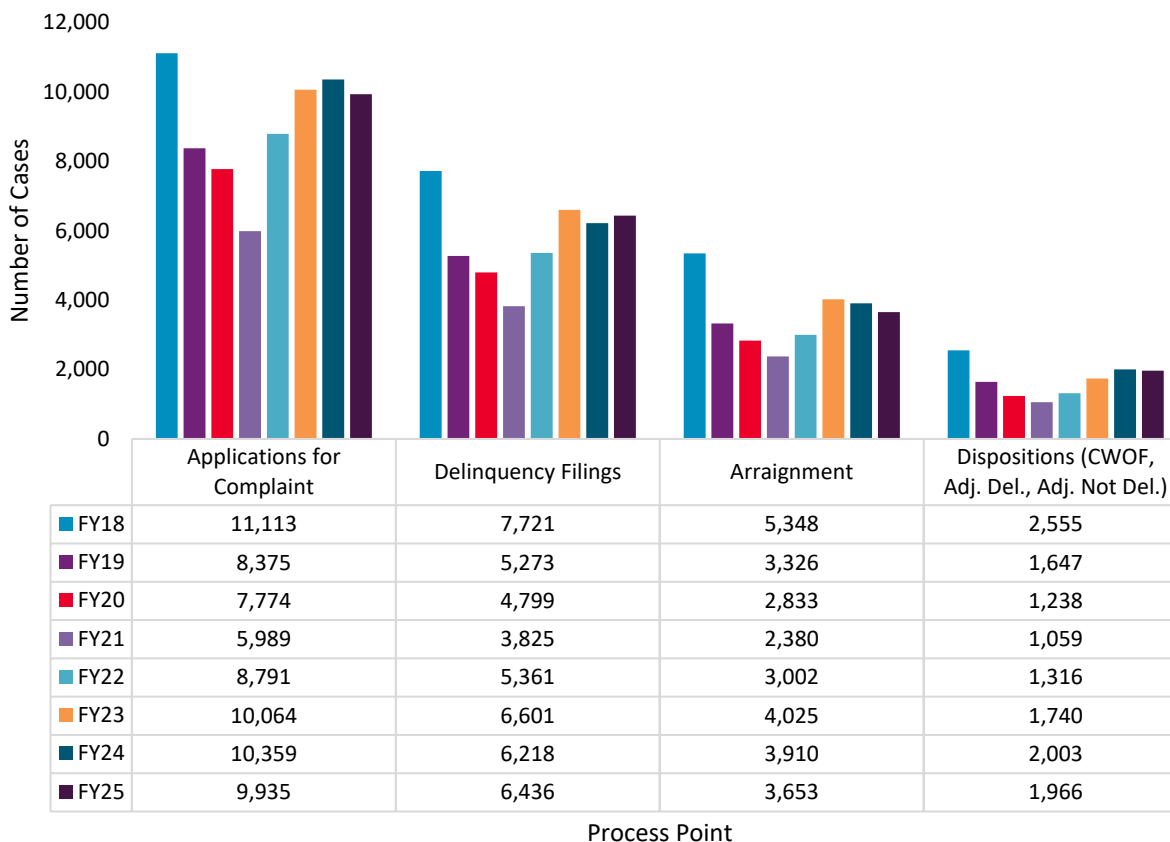
Key Data Takeaways

Viewing the data in totality, and as further described below, there are seven key takeaways the Board wishes to highlight.

KEY TAKEAWAY 1: Overall system volume remains stable.

The number of youth involved in the Massachusetts juvenile justice system remained stable compared to FY24. For the third consecutive year, major system entry and processing points show relatively little overall change.

Figure 4:
Juvenile Court Data Trends (FY18-FY25)



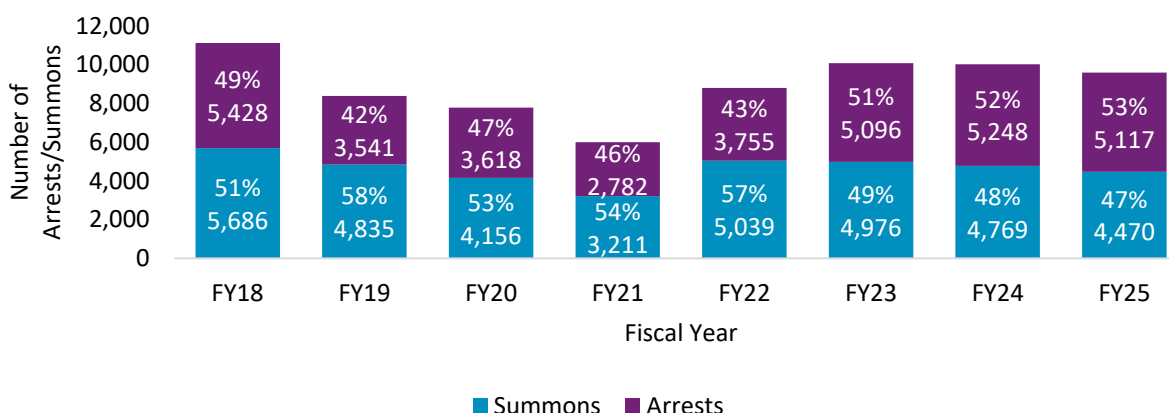
Source: FY25 data excludes expunged cases. FY18-FY23 data retrieved from the JJPAD’s 2024 Annual Report. FY24-FY25 data retrieved on 10/2025 from the Massachusetts Trial Court’s Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/vizzes>.

KEY TAKEAWAY 2: Arrests now surpass summonses as the primary vehicle to bring a youth into Juvenile Court.

For the third year in a row, a higher share of cases entered Juvenile Court through arrest rather than summons. In FY25, 53% (n=5,117) of applications for complaint were initiated by arrest, compared to 47% (n=4,470) by summons. This trend is concerning given that arrests can be traumatic for young people and carry safety risks for both young people and officers. For that reason, officers are trained to use a summons whenever appropriate and to reserve arrests for situations that pose a public safety risk or when there is reason to believe the youth will not appear in court if issued a summons.²⁸

²⁸ For additional details and a review of the research, see the “The Initial Stages of the Juvenile Justices System” section of this report.

Figure 5:
Number of Arrests/Summonses Listed in Applications for Complaint (FY18-FY25)



Source: FY25 data excludes expunged cases. FY18-FY23 data retrieved from the JJPAD’s 2024 Annual Report. FY24-FY25 data retrieved on 1/2026 from the Massachusetts Trial Court’s Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/viz/MassachusettsTrialCourtApplicationsforDelinquentComplaint/SummaryCaseInitiationbyDivision>.

Roughly one-third of misdemeanor cases were initiated by arrest in FY25. Notably, arrests were used in about half of alcohol-related offenses and two-thirds of drug-related and public order-related offenses. Arrests were the predominant response for most property-related offenses, most weapons-related offenses, and about half of person-related offenses.

There was variability in the use of arrests across offense type and severity. In FY25

- Arrests for alleged weapons-related offenses (93%), person-related offenses (74%), property-related offenses (70%), and drug-related offenses (70%) were predominantly felony level.
- Arrests for alleged motor vehicle-related offenses (89%) and alcohol-related offenses (100%) were primarily misdemeanor level.
- Arrests for alleged public order-related offenses are mixed (46% felony, 54% misdemeanor).

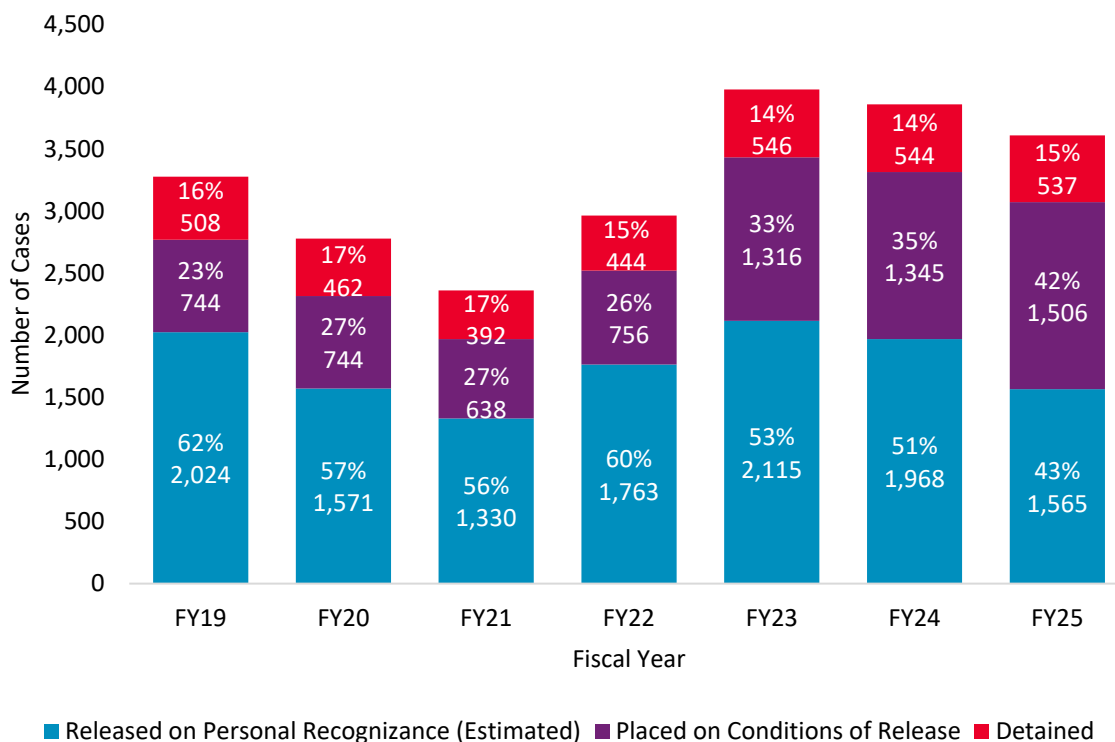
The quality of data reporting from police departments and schools regarding use of arrests and summonses limits the Board’s ability to further understand *where* youth arrests are happening.

KEY TAKEAWAY 3: Youth who enter the system experience greater pretrial court involvement than previously.

Although overall system volume has stabilized, youth who enter the juvenile justice system are facing increased levels of pretrial court involvement. Over the past seven fiscal years, a lower estimated percentage of youth are estimated to being released by the Juvenile Court on

personal recognizance (PR), and more are being given pretrial conditions of release (COR). At the same time, the percentage of youth held in pretrial detention at the initial arraignment has remained steady, and overall detention admissions are down.

Figure 6:
Initial Bail Decisions (FY19-FY25)



Personal recognizance cases are an estimated calculation by OCA by subtracting the number of COR from the total number of cases not held at arraignment reported by the Trial Court on its public dashboards.

Source: FY25 data excludes expunged cases. Data on youth not detained and detained at the initial arraignment appearance retrieved 11/12/2025 from the Massachusetts Trial Court’s Tableau Public page here:

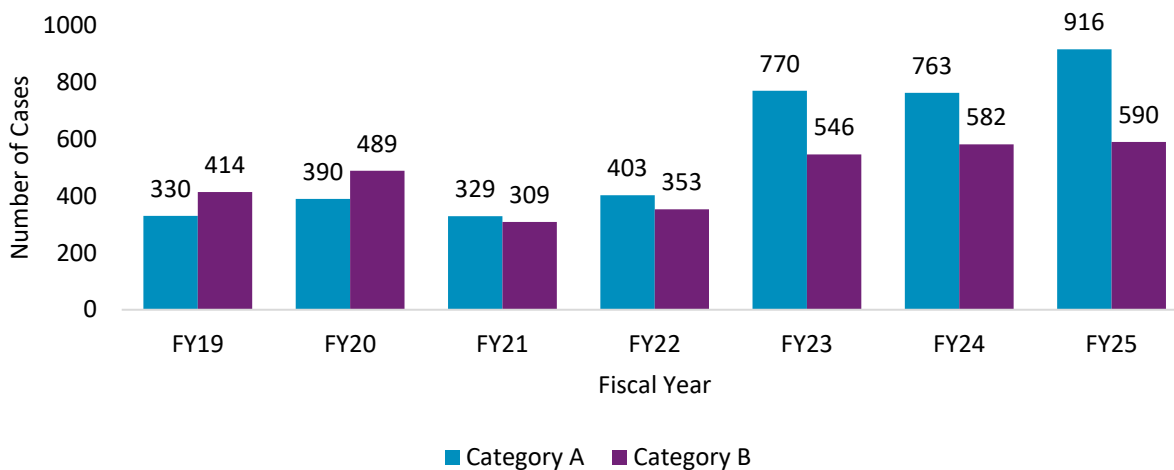
<https://public.tableau.com/app/profile/drap4687/viz/MassachusettsJuvenileCourtDelinquencyInitialBailDecisions/InitialDecisionbyDivision>. Data on conditions of release provided to the OCA by the Massachusetts Probation Service.

The increase in pretrial supervision and monitoring is an issue the Board wrote about extensively in a 2025 report.²⁹ Growth in the use of pretrial conditions of release is driven primarily by increases in Category A monitoring, which means youth are given conditions but supervised by a local probation office or probation officer. Instead, their case is monitored by the statewide Pretrial Unit. However, if the youth does not comply with a condition and probation identifies that noncompliance, a prosecutor may ask the court that the youth be

²⁹ [Massachusetts Juvenile Justice Policy and Data Board. \(2025\). Improving Massachusetts’ Juvenile Pretrial Phase. https://www.mass.gov/doc/improving-massachusetts-juvenile-pretrial-phase-an-assessment-of-the-current-pretrial-system-and-recommendations-for-improvement/download](https://www.mass.gov/doc/improving-massachusetts-juvenile-pretrial-phase-an-assessment-of-the-current-pretrial-system-and-recommendations-for-improvement/download)

detained pretrial. In FY25, over half (52%) of all youth pretrial detention admissions were a result of bail/personal recognizance being revoked or a probation violation hearing.

Figure 7:
Pretrial Conditions of Release Cases by Supervision/Monitoring Category (FY19-FY25)*



Data note: FY18 was the first year pretrial COR cases were tracked by MPS; therefore, the Board reports the percent change since FY19, one year after implementation. Pretrial COR cases included both Category A and B monitoring/supervision case types. Totals may not match MPS public reporting as MPS only reports Category B cases (those that are supervised by local probation offices) on its public dashboards. Source: Data provided to the OCA by the Massachusetts Probation Service.

KEY TAKEAWAY 4: Alleged weapons-related offenses are increasing at multiple stages.

System use for alleged weapons-related activity increased between FY24 and FY25 across arrests (14% increase, representing 42 additional arrests), arraignments (20%, representing 55 additional arraignments), and pretrial detention admissions (20%, representing 32 additional admissions).³⁰

In FY25, 93% (n=319) of arrests for alleged weapons-related offenses were for felony offenses and 7% (n=25) were for misdemeanor offenses. Summonses were also used in alleged weapons-related offenses: 22% of these summonses involved felonies and 78% involved misdemeanors.

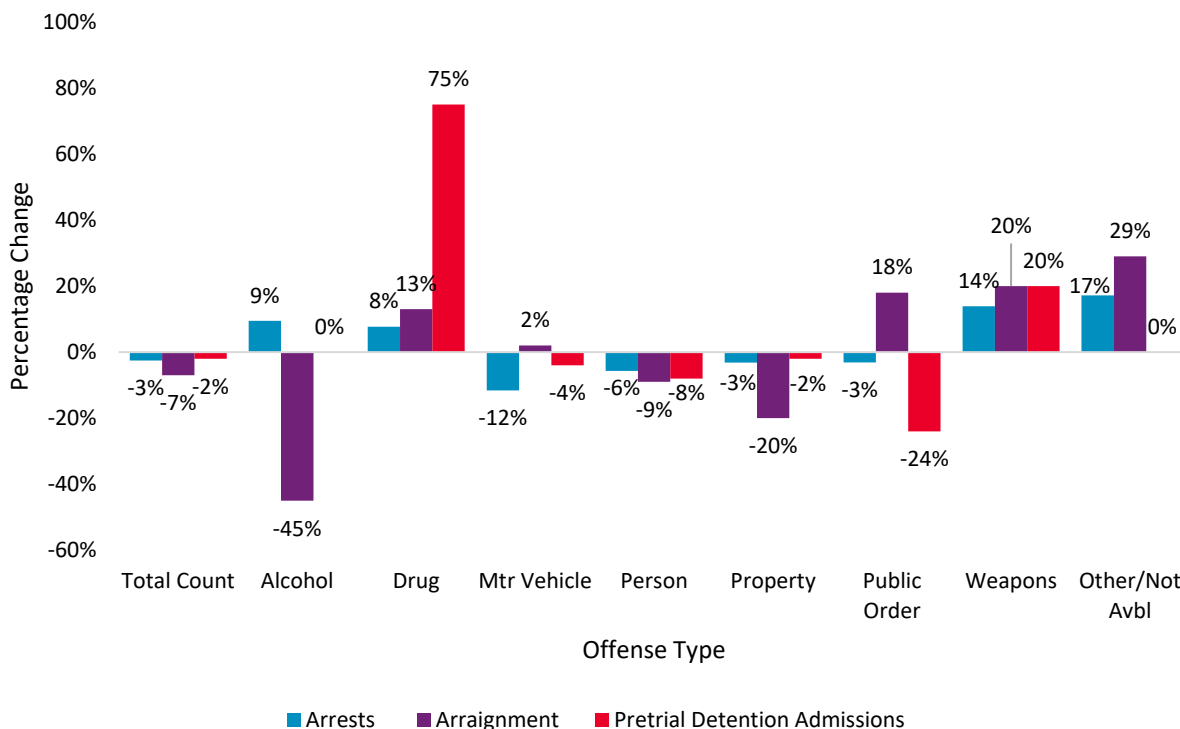
Only half (49%, n=214) of filings for alleged weapons-related offenses involved a firearm. Of those, the vast majority were for illegal possession rather than discharge (93%, n=198). Common weapons-related offenses that did not involve a firearm included bomb/hijack threats, carrying a dangerous weapon on school grounds, false fire alarms, possession of a BB

³⁰ Offense type and charge-level data is reported by “lead” offense type for the courts, which is typically the most severe offense. Offense type and charge-level data is reported by “most serious offense” for DYS data.

gun, false crime reports/911 calls, and possessing ammunition without a firearms identification (FID) card.

Among detained youth, 22% (n=195) of pretrial detention admissions were for alleged weapons-related offenses, of which the most common (62%, n=120) charge was for carrying a firearm without a license.

Figure 8:
Change in Offense Types (FY24-FY25)



Data note: The large percentage increase in drug cases reflects the fact that there are very few drug-related cases in Juvenile Court compared to other offense types. For the underlying data, see Appendix G. Source: FY25 Trial Court data excludes expunged cases. Arraignments data retrieved on 10/2025 from the Massachusetts Trial Court's Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/viz/JuvenileCourtCasesAraigned/CountyMapCharacteristics>. Pretrial detention admissions data provided to the OCA by the Department of Youth Services.

KEY TAKEAWAY 5: System involvement is concentrated among specific groups of youth.

- **Youth involved with the child welfare system are overrepresented** in the deep end of the juvenile justice system. In FY25, youth with DCF involvement comprised 45% (n=400) of all detention admissions and 42% (n=74) of all first-time commitments to DYS.
- Racial and ethnic disparities persist and begin at the front door. In FY25, **Black youth were three-and-a-half times more likely and Latino youth were two times more likely**

than white youth to enter Juvenile Court. Black and Latino youth are also more likely to enter Juvenile Court following an arrest rather than a summons. Black youth were four times more likely and Latino youth were three times more likely to be arrested rather than summonsed.³¹

- **Boys continue to comprise the majority** of system-involved youth. Since FY18, system involvement has declined more rapidly for girls than for boys, despite a one-year increase in system involvement for girls identified by the Board last fiscal year.
- The share of detention admissions involving LGBTQ+ youth has remained stable since FY22; however, **LGBTQ+ youth are more frequently detained due to cash bail** being set rather than being held without bail compared to youth who do not identify as LGBTQ+.³²

KEY TAKEAWAY 6: More than two-thirds of cases are dismissed, indicating significant opportunities to divert youth from the process earlier.

While the Juvenile Court cannot currently report the number of cases *diverted*, the Court is able to report the number of cases *dismissed* each year.³³ In FY25, consistent with prior years, most (67%) cases that were filed in Juvenile Court were dismissed.

These are cases that are dismissed after a delinquency filing but before a plea is accepted or a trial concludes. Cases may be dismissed for several reasons, including because a case was diverted, because there was a lack of probable cause, because there was insufficient evidence to continue prosecuting the case at any point pre- or during a trial, or in situations where a victim does not wish to testify.³⁴ The Trial Court does not report whether the case was dismissed by a judge or withdrawn/*nolle prossed*³⁵ by a prosecutor.

The case dismissal number **does not include the cases** in which youth successfully complete their terms of probation as a result of a case being **continued without a finding (CWOFF)**.

³¹ See Appendix O for the Board’s definition of disparities as calculated by relative rate index (RRI).

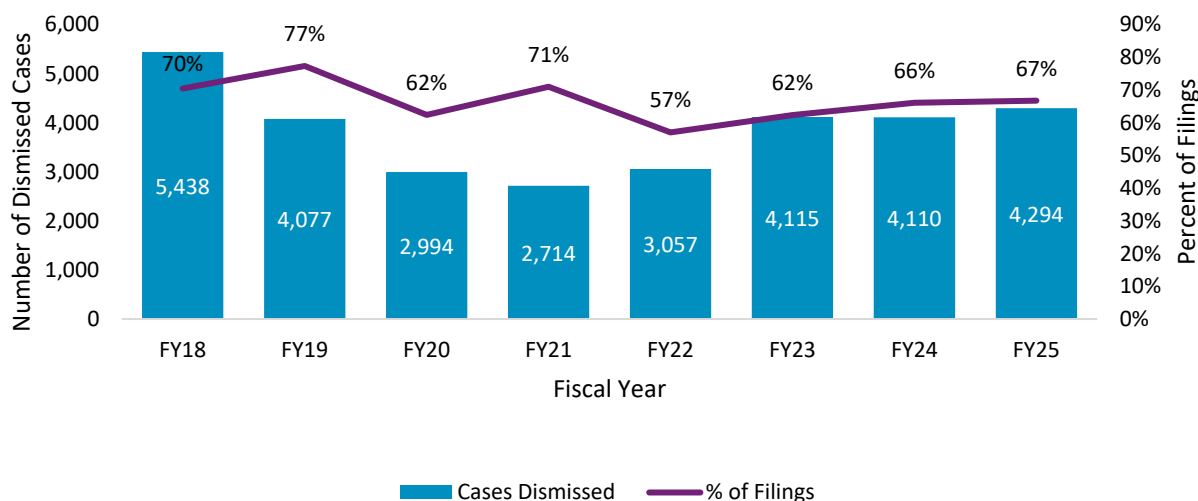
³² Data on youth who identify as LGBTQ+ is limited across the juvenile justice system. The only juvenile justice entity that collects and reports this data is DYS.

³³ MGL c. 119 § 54A. <https://malegislature.gov/Laws/GeneralLaws/PartI/TitleXVII/Chapter119/Section54A>

³⁴ Cases dismissed as a result of successfully completing a CWOFF are also not reflected in this data.

³⁵ An entry on the record of a legal action denoting that the prosecutor will proceed no further in an action either as a whole or as to some count or as to one or more of several defendants. See <https://www.merriam-webster.com/dictionary/nolle%20prosequi>

Figure 9:
Dismissed Cases (FY18-FY25)



Source: FY25 data excludes expunged cases. Data retrieved between 10/2025 and 11/2025 from the Massachusetts Trial Court's Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/vizzes>.

While most cases ultimately result in dismissal, the high rate of dismissals raises concern that some youth may be formally processed through the court system when diversion at an earlier stage might have better served a youth. The relatively high percentage of cases involving youth that were ultimately dismissed raises important questions:

- **Did the case meet the legal threshold for arrest and filing?** A high dismissal rate may indicate that a significant number of cases are filed with insufficient legal or evidentiary support to proceed to adjudication.
- **Are similarly situated youth being treated differently at the decision point where someone chooses to formally charge the case rather than divert it or decline prosecution?** Differences in dismissal rates may reflect differences in how prosecutors initially decide which cases to formally charge versus divert or decline.
- **Even if the case technically met a filing threshold, should it have been handled outside of court in the first place?** When most cases ultimately result in dismissal, the high rate raises concern that some youth may be formally processed through the court system when other interventions might have addressed the youth's behavior.

Of note, Black youth had the highest dismissal rate (77%), higher than the statewide rate (67%) and substantially higher than white youth (58%). Latino youth also had a higher dismissal rate (63%) compared to white youth.

Girls had a higher dismissal rate (78%) than the statewide rate (67%) and substantially higher than boys (63%).³⁶

The high percentage of cases dismissed prior to disposition indicates that there are numerous additional opportunities to divert youth from the juvenile justice system earlier in the process.³⁷

KEY TAKEAWAY 7: Despite recent expansion of upstream prevention services in Massachusetts, gaps remain in access to intensive behavioral health and substance use treatment, contributing to justice system involvement among some youth.

Adolescence is a developmental period marked by risk-taking and boundary-testing, and most youth mature out of concerning behaviors without justice system involvement.

When additional support is needed, the Commonwealth has multiple avenues outside the delinquency system, including services through DMH and DPH as well as the wider array of Children’s Behavioral Health Initiative (CBHI) services available for youth who have MassHealth. FY25 data show continued growth in the availability of upstream, prevention-oriented services and lighter touch interventions, including increased participation in DPH’s Primary Violence Prevention and Safe Spaces programs, Bureau of Substance Addiction Services (BSAS) intervention services, and DMH limited-service authorizations. This shift toward earlier, preventive supports aligns with research demonstrating that front-end, community-based interventions are more effective at reducing delinquency than later-stage justice involvement.³⁸

At the same time, data and practitioner reports point to persistent gaps, particularly for youth who are already system involved or at high risk of deeper involvement:

- Since FY18, DMH full-service authorization applications have declined 46%, although the number has stabilized to around 750 applications annually since FY22.
- BSAS admissions for youth stabilization, outpatient, and residential treatment have dropped substantially.
- Since FY18, referrals to BSAS from the juvenile justice system have declined 79%.
- Only an estimated 18% of delinquency applications involving alleged substance-related offenses in FY25 resulted in a BSAS referral—a percentage that has fallen since CJRA implementation.

³⁶ For detailed data on these points, see the “Specific Cohorts of Youth” section of this report.

³⁷ For additional dismissal data, as well as estimated calculations to understand *at what point in the process* a youth’s case drops off (i.e., application for complaint, delinquency filing, or arraignment) see the “Judicial Diversion & Case Dismissals” section of this report.

³⁸ Aazami, A., Valek, R., Ponce, A. N., & Zare, H. (2023). Risk and Protective Factors and Interventions for Reducing Juvenile Delinquency: A Systematic Review. *Social Sciences*, 12(9), Article 474. <https://doi.org/10.3390/socsci12090474>

Meanwhile, as detailed in “Characteristics of Youth Detained Pretrial” below, **behavioral health needs among youth detained pretrial remain significant and have not declined**, with high rates of reported depression, anxiety, substance use concerns, trauma histories, and suicide ideation.

Recommendations

1. **Increase police-led diversion to reduce system entry.** As the data indicates, the Commonwealth’s high levels of racial and ethnic disparities for Black and Latino youth start at the front door of the system with arrests and summons. Meaningful progress toward a more equitable system must address disparities at this earliest stage.

Not only would this support a more equitable system; a large body of research shows that diverting youth *earlier* in the juvenile justice process is associated with positive long-term outcomes for the young person and public safety.³⁹ Research also documents the harms of negative interactions between police officers and youth, noting that the youth involved can experience negative short- and long-term outcomes as a result, such as poor emotional well-being, poor physical health, and poor educational outcomes.⁴⁰ Further, these interactions can often escalate, regardless of the initial intention of those involved, posing risks to both youth and officers.⁴¹

Police departments should therefore examine their use of arrests and summons—particularly for Black and Latino youth compared to white youth in their jurisdictions—and assess whether more cases could be diverted rather than directed to the Juvenile Court.

For instance, in FY25

- Summons were used in about half of alcohol-related offenses.
- Summons were used in one-third of drug-related and public order offenses.

Police departments should determine if informal diversion or diversion to the MYDP for these offenses would be more suitable than issuing a summons for a court appearance.

2. **Increase use of summons in lieu of arrest.** Summons are used overwhelmingly for misdemeanors across offense types. That’s appropriate—but it raises questions:

³⁹ Wilson, D. B., Brennan, I., & Olaghere, A. (2018). Police-initiated diversion for youth to prevent future delinquent behavior: a systematic review. *Campbell Systematic Reviews*, 14(1), 1–88. <https://doi.org/10.4073/csr.2018.5>

⁴⁰ Legewie, J., & Fagan, J. (2019). Aggressive Policing and the Educational Performance of Minority Youth. *American Sociological Review*, 84(2), 220–247. <https://doi.org/10.1177/0003122419826020>; Jackson, D. B., Fahmy, C., Vaughn, M. G., & Testa, A. (2019). Police Stops Among At-Risk Youth: Repercussions for Mental Health. *The Journal of Adolescent Health: Official publication of the Society for Adolescent Medicine*, 65(5), 627–632. <https://doi.org/10.1016/j.jadohealth.2019.05.027>; Geller A. (2021). Youth–Police Contact: Burdens and Inequities in an Adverse Childhood Experience, 2014–2017. *American Journal of Public Health*, 111(7), 1300–1308. <https://doi.org/10.2105/AJPH.2021.306259>

⁴¹ Office of Juvenile Justice and Delinquency Prevention. (2018). Interactions between Youth and Law Enforcement. https://ojjdp.ojp.gov/model-programs-guide/literature-reviews/interactions_between_youth_and_law_enforcement.pdf

What are the circumstances under which misdemeanors are resulting in arrest, and can they be addressed in a way to increase the use of summons? For example, are policies and practices on the use of summons uniform across departments?

Although diversion is recommended as a strategy for lower-level cases, as described above, in situations where police departments do not feel comfortable offering diversion, they should still evaluate whether a summons could be used instead of an arrest. This is particularly important because use of a summons preserves an additional diversion opportunity at the clerk magistrate’s hearing stage, especially when youth have counsel at this stage. As detailed in the “Representation,” section below, youth with counsel at the clerk magistrate’s hearing stage are more frequently diverted than youth without counsel at this stage. This shift is particularly important given that Black and Latino youth are more likely than white youth to be arrested rather than summonsed to court.

For instance, in FY25

- Roughly one-third of misdemeanors were initiated by arrest.
- About one-half of alleged alcohol-related -- all of which were misdemeanor-level -- were initiated by arrest.
- About two-thirds of all alleged drug-related offenses were initiated by arrest.
- About 90% of arrests for alleged motor vehicle-related offenses were for misdemeanor offenses.
- Two-thirds of public order offenses – of which 54% were for misdemeanors – were initiated by an arrest.

These cases represent potential opportunities to use a summons in lieu of an arrest.

3. **Prevent deeper system involvement for youth at the pretrial phase.** Current data limitations prevent the Board from determining whether recent pretrial trends, including most notably the 102% increase in the use of pretrial conditions of release since FY19, have improved public safety. What the data *does* show is that an increasing number of youth are subject to monitoring, supervision, and/or detention before they are adjudicated delinquent, and a subset of these young people likely do not require that level of intervention to ensure community safety or support their success.

A substantial body of research demonstrates that unnecessary or excessive system involvement is associated with worse outcomes for youth and increased recidivism.⁴² In

⁴² Mendel, R. (2023). Why Youth Incarceration Fails: An Updated Review of the Evidence. The Sentencing Project. <https://www.sentencingproject.org/reports/why-youth-incarceration-fails-an-updated-review-of-the-evidence/>

other words, deeper pretrial system involvement can undermine, rather than advance, public safety.

In Massachusetts, in FY25

- **Nearly 1,000 cases involved youth placed on pretrial Category A** conditions without formal probation supervision. Category A conditions *may* be less intensive than supervised Category B conditions; however, when the alternative is releasing youth on personal recognizance, these conditions still impose obligations that can create confusion for youth and families and expose youth to detention if a condition is violated.
- DYS collects data on the reason a youth is admitted to pretrial detention. Of pretrial detention admissions, more than half of all pretrial detention admissions resulted from bail or personal recognizance being revoked or from probation violations—**not from new findings of dangerousness**. Only 15% of detention admissions followed a 58A dangerousness hearing (representing just one third of the 58A hearings held in FY25). Further, of all youth whose detention stay ended in FY25, **86% (n=759) of pretrial detention admissions did not ultimately result in a DYS commitment on the same case**, indicating incarceration for these youth may be unnecessary at the pretrial stage.⁴³
- **Based on an estimated calculation, approximately half of all arraignments were not disposed**, meaning the case was not resolved through a CWO, delinquency finding, or not-delinquent finding within the fiscal year; yet many youth experienced pretrial conditions or detention while their cases remained pending.

Together, these trends reflect a more burdensome pretrial system experience for youth and raise equity concerns, as detailed in other key takeaways, all without clear evidence that this increased intervention makes Massachusetts safer.

The Juvenile Court should conduct a system-wide review and individual judges should review their practices to understand whether more youth can be released on personal recognizance without conditions, rather than defaulting to setting pretrial conditions that increase the likelihood of technical violations and pretrial detention.

4. Improve the Commonwealth’s delinquency intervention approach for youth who remain involved in, or are at risk for deeper involvement in, the juvenile justice system.

Massachusetts has made substantial progress in reducing the number of youth who come into contact with the juvenile justice system. While the Board has identified opportunities to continue this downward trend and address recent increases in system use, as described

⁴³ There are a number of reasons youth detained pretrial are not ultimately committed to the Department including, but not limited to, a judge using a probation sanction rather than commitment, the case was dismissed, the youth was adjudicated not delinquent, etc.

above, system professionals report that many of the youth who remain involved tend to have more complex needs. These youth often have untreated or misdiagnosed behavioral health conditions, experience challenges in school or with peers, face serious—sometimes violent and/or weapons-related—charges, and cycle in and out of the system without their needs being adequately addressed.

The Board strongly supports the continued shift toward upstream prevention, including increased use of diversion and community-based services through agencies such as DPH and DMH. However, current trends suggest a disconnect between the needs of youth involved in the formal juvenile justice system and the extent to which state service systems are being accessed to meet those needs.

The Board therefore **recommends strengthening and standardizing pathways that connect youth** at increased risk of, or involved in, the juvenile justice system to appropriate state services. To better understand the gap between youth needs, declining state service utilization, and practitioner concerns, the **JJPAD Board should study and make recommendations regarding effective state interventions for higher-risk youth, including those with behavioral health needs, those with educational challenges, those alleged to have committed violent and/or weapons-related offenses, youth with multi-system involvement, and youth who repeatedly cycle through the system.**

This research should include

- Understanding the causes of the disconnect between youth needs and available services.
- Identifying evidence-based interventions that prevent deeper or future justice system involvement.
- Recommending improvements to the Commonwealth’s current intervention approach.

5. **Improve data reporting and accountability.** Current data gaps limit the Board’s ability to evaluate whether changes in juvenile justice system involvement are associated with improvements in public safety.

Table 3: Missing Data & Data Quality Concerns in the Juvenile Justice System: 2025 Updates and Recommendations		
Missing Data/Data Quality Concern	Why This Impacts the Board’s Understanding	Recommendation
The Trial Court is no longer reporting data	While this Board appreciates the value and importance of expungement, this shift results in an	The state should maintain de-identified files, for research purposes only, to ensure data

Table 3: Missing Data & Data Quality Concerns in the Juvenile Justice System: 2025 Updates and Recommendations

<p>for cases that were expunged.</p>	<p>underreporting of cases involved in the Juvenile Court system each year.</p>	<p>accuracy. This policy shift is proposed in H.4858 <i>An Act to update expungement</i>, which was, as of the date this report was published, ordered to a third reading in the House.</p> <p>In the meantime, MPS should begin publicly reporting data on the use of expungement.</p>
<p>Juvenile recidivism data is extremely limited.</p>	<p>Although national research studies increasingly focus on broader life outcomes for youth involved in the justice system, recidivism remains a key indicator of policy impact.⁴⁴ Currently, Massachusetts only publicly reports recidivism data for youth committed to DYS. This means we do not know the recidivism outcomes for thousands of youth who never reach commitment, but who may repeatedly cycle through the system if their needs go unaddressed.</p>	<p>The Commonwealth should develop a plan for studying recidivism at other juvenile justice system process points, as is done in some other states.⁴⁵</p> <p>Currently, the entities with access to the data that would be needed to conduct such a study are the Juvenile Court, DCJIS, and EOPSS.</p> <p>However, legislation filed in the 2025-2026 legislative session would allow for the OCA to gain access to the individual-level data on arraignments and dispositions that would permit the OCA (and, thus, the JJPAD Board) to conduct such a study.</p> <p>This policy shift is included in H.1689, An Act clarifying the child</p>

⁴⁴ The National Reentry Resource Center. (2014). Measuring and Using Juvenile Recidivism Data to Inform Policy, Practice, and Resource Allocation. <https://csgjusticecenter.org/wp-content/uploads/2020/02/Measuring-and-Using-Juvenile-Recidivism-Data-to-Inform-Policy-Practice-and-Resource-Allocation.pdf>

⁴⁵ For example, [Utah issues a report](#) through an entity similar to the JJPAD Board (slides 6, 11-14); [Montana’s Office of the Court Administrator](#) issues a report that includes recidivism for youth while on probation supervision and within one year after case completion (pg. 18); [Central Connecticut State University’s Institute for Municipal and Regional Policy published a report on](#) recidivism for youth under community supervision; [Pennsylvania’s Juvenile Court Judges’ Commission reports recidivism data](#) for youth within the juvenile justice system, as well as when they age out into the adult criminal justice system.

Table 3: Missing Data & Data Quality Concerns in the Juvenile Justice System: 2025 Updates and Recommendations

		<p><u>advocate’s authority to access juvenile records</u>, which was sent to study. The language was also included in <u>S.2659, An act enhancing child welfare protections</u>, which is currently before Senate Ways and Means.</p>
<p>Police and school data remain significantly underreported.</p>	<p>This prevents meaningful analysis of juvenile justice system involvement at the city, town, and school district level and limits the Board’s ability to tailor targeted policy and practice recommendations.</p>	<p>Police departments and schools should fully report their data as outlined in law.</p> <p>In the meantime, the state’s Peace Officer Standards and Training (POST) Commission should provide data quality checks as part of their Law Enforcement Certification process for each police department.</p> <p>Similarly, DESE should audit which schools are underreporting or not reporting at all to determine why data is inaccurate and provide technical assistance to support data collection in specific school districts.</p>

The Initial Stages of the Juvenile Justice System

If a youth is accused of committing an offense, a police officer has the option to

- Issue a warning or formally divert the youth to a program.
- Physically arrest the youth, which is called an arrest (i.e., using handcuffs and placing a youth in a police cruiser and/or police lock up).
- Seek a summons for the youth to appear before the Court on a set day.

The Massachusetts Municipal Police Training Committee's (MPTC) Juvenile Arrest Procedures explicitly state that there is a preference for using summonses: A "summons is the preferred method for bringing all juveniles to court, unless there is reason to believe the child will not appear upon a summons." **Police officers are instructed to reserve arrests for when an alleged offense threatens public safety, or if there is "reason to believe the child will not appear upon a summons."**⁴⁶ The procedures further recommend limiting issuance of an arrest warrant to situations when 1) police have reason to believe the child will not appear upon a summons, 2) if the child has failed to appear after a summons, or 3) the child is alleged to have violated their conditions of probation.⁴⁷ This instruction was reiterated by the POST Commission in its 2024 guidance on developmentally appropriate responses involving youth.⁴⁸ Further, the national Standards Relating to Police Handling of Juvenile Problems states, "Authority and emphasis should be given to the use of summons in lieu of arrest."⁴⁹

If a youth is arrested, they will be taken back to a police station. Youth cannot be held in a police lock-up facility for more than six hours, at which point the officer in charge must determine whether to request the youth be detained or released to a parent/guardian.⁵⁰ If this occurs at a time when the Juvenile Court is not in session, a youth may be held overnight or until the next business day if the arrest is on a weekend at a secure placement operated by or contracted by the Department of Youth Services. (This is called an overnight arrest.)

If an officer chooses to proceed by summons or an arrest, they then file an application for complaint with the Juvenile Court. This is the first step of the Juvenile Court process. For

⁴⁶ In certain instances, police officers do not have the option to seek a summons and must use an arrest (e.g., violation of an abuse prevention order (209A) or harassment prevention order (258E)); this statutory requirement applies to adults as well as juveniles. For all other offenses, however, police officers have the sole discretionary authority to decide whether to arrest a youth, seek a summons, give them a warning, or offer diversion. MPTC Legal Standards & Procedures for Police Interactions with Youth, September 2021.

⁴⁷ Municipal Police Training Committee, Juvenile Arrest Procedures, Section I (B) and (C). 13 July 2018.

<https://archives.lib.state.ma.us/server/api/core/bitstreams/cfc64a0f-19e8-4c9f-b47c-cdde67ddab0d/content>

⁴⁸ [Massachusetts Peace Officer Standards and Training Commission](#). (n.d.). Peace Officer Standards and Training Commission Guidance on Developmentally Appropriate De-escalation and Disengagement Tactics, Techniques and Procedures and Other Alternatives to the Use of Force for Minor Children. <https://399759da.rocketcdn.me/wp-content/uploads/2024/05/Youth-Guidance1298662.1.pdf>

⁴⁹ IJA-ABA Joint Commission on Juvenile Justice Standards, Standards Relating to Police Handling of Juvenile Problems, (1979).

⁵⁰ See: <https://malegislature.gov/Laws/GeneralLaws/PartI/TitleXVII/Chapter119/Section67>

summons-initiated applications, a clerk magistrate may issue a delinquency complaint (delinquency filing) after review or hearing. Arrest-initiated applications are automatically processed as delinquency filings.⁵¹

A clerk magistrate may decline to issue a delinquency complaint for a number of reasons, including if they believe there is not probable cause to find that the youth committed the alleged delinquent act or if they choose to divert the youth from further court proceedings. As a result of the 2018 CJRA, clerk magistrates are required to dismiss cases in which youth are alleged to have committed their first misdemeanor offense.

Collectively, we refer to these initial steps taken by law enforcement and clerk magistrates as the initial stages of the juvenile justice system.

Diversion

Diversion is a process that allows a youth who is alleged to have committed a delinquent offense to be directed away from formal juvenile justice system processing. Diversion is considered an alternative response to arrest and/or prosecution.

In general, diversion types can be divided into two categories:

1. **Informal diversion** can include any measure that turns youth away from the system, such as a police officer letting a youth go with a warning.
2. **Formal diversion** typically takes the form of a specific, structured program with eligibility and completion requirements. This may include an agreement with a youth that they will take a specific action, such as writing an apology letter, participating in a therapeutic program, or performing community service.

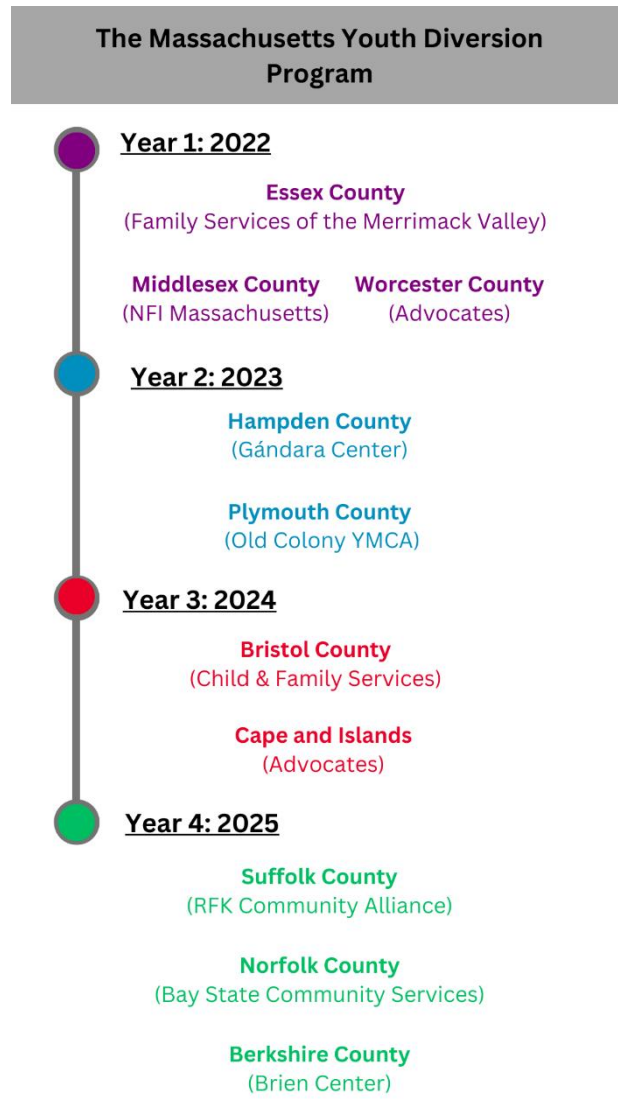
In Massachusetts, four separate decision-makers—police, clerk magistrates, district attorneys, and judges—may apply formal and informal diversion practices at various points for youth involved with the system, from initial contact with police to pre-arraignment.

The point in the process at which youth are diverted matters: Earlier use of diversion or case dismissal can reduce the length of time a youth is involved with the juvenile justice system and therefore help minimize some of the documented harmful effects to youth of contact with the justice system.⁵²

⁵¹ If an arrest or summons is for a first-time offense for a youth, and that offense is a misdemeanor for which the punishment is a fine, imprisonment in a jail or house of correction for not more than 6 months, the complaint does not issue and the youth's case is dropped.

⁵² Shah, S. & Strout, J. (2016). Future Interrupted: The Collateral Damage Caused by Proliferation of Juvenile Records. Juvenile Law Center. <https://jlc.org/resources/future-interrupted-collateral-damage-caused-proliferation-juvenile-records>; Vera Institute. (2022). The Social Costs of Policing. The Vera Institute. <https://www.vera.org/publications/the-social-costs-of->

State Diversion: Massachusetts Youth Diversion Program



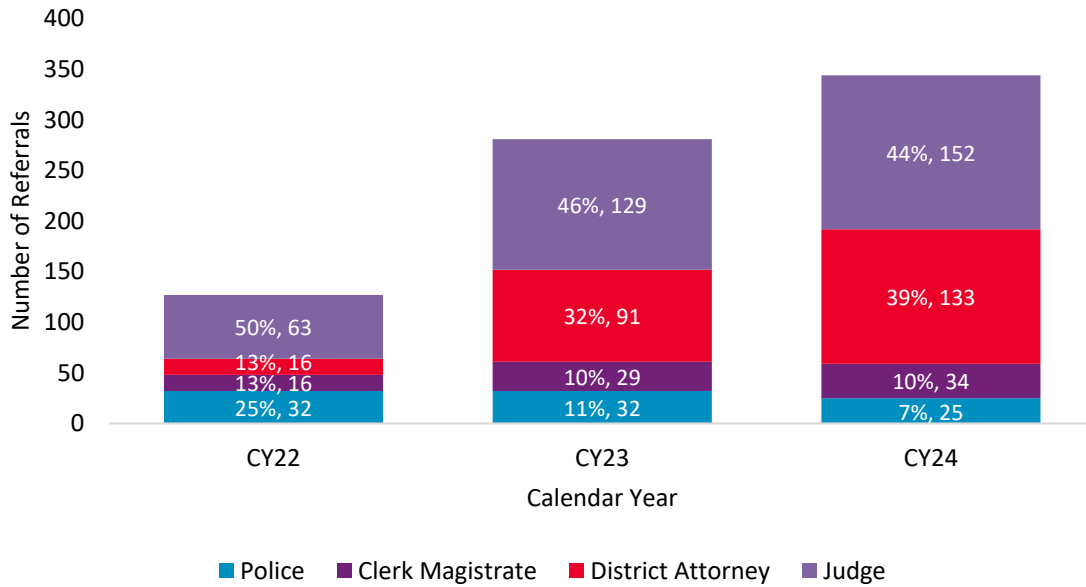
The Massachusetts Youth Diversion Program is a multiphase state-funded youth diversion initiative that provides high-quality, evidence-based programming that can serve as an alternative to arresting youth or prosecuting them through the Juvenile Court. The MYDP accepts referrals from police, clerk magistrates, district attorneys, and judges.

In CY24 (January 1, 2024-December 31, 2024), there were 344 referrals made to the MYDP, a 22% (n=281) increase from CY23. This increase is largely the result of a 46% increase in referrals from district attorneys. In CY24, referrals from police decreased by 22%.

Figure 10:
Massachusetts Youth Diversion Program Timeline

[policing](#); National Academies of Sciences, Engineering, and Medicine. (2022). The Impact of Juvenile Justice System Involvement on the Health and Well-Being of Youth, Families, and Communities of Color: Proceedings of a Workshop. Washington, DC: The National Academies Press. <https://www.nationalacademies.org/publications/26623>; Del Toro, J., Jackson, D. B., & Wang, M.-T. (2022). The policing paradox: Police stops predict youth’s school disengagement via elevated psychological distress. *Developmental Psychology*, 58(7), 1402–1412. <https://doi.org/10.1037/dev0001361>; Holman, B. & Ziedenberg, J. (2022). The Dangers of Detention: The Impact of Incarcerating Youth in Detention and Other Secure Facilities. The Justice Policy Institute. https://justicepolicy.org/wp-content/uploads/2022/02/06-11_rep_dangersofdetention_ji.pdf

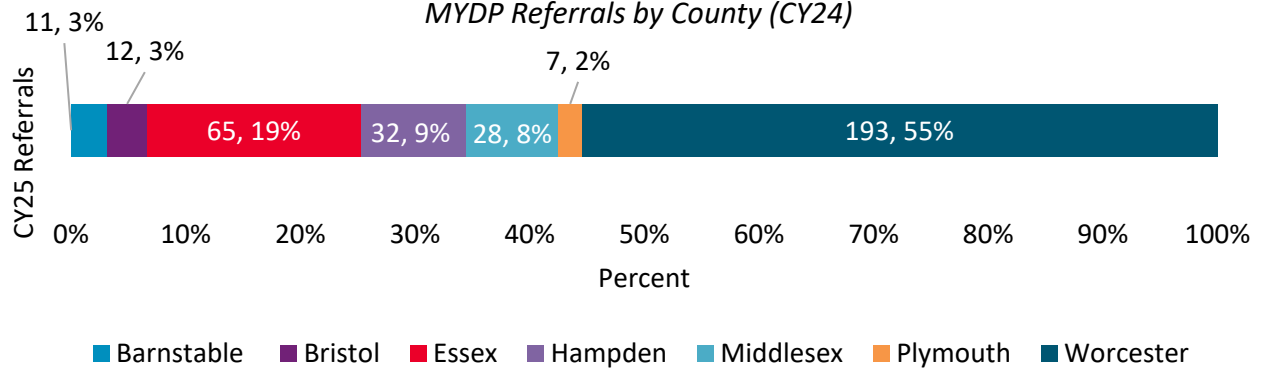
Figure 11:
MYDP Referrals by Referring Source (CY22-CY24)



Source: Data provided to the OCA by the Department of Youth Services.

The MYDP is currently operational in 10 out of 11 court counties (Figure 10). Of the 344 referrals in CY24, more than half (55%, n=193) were from Worcester County.

Figure 12:
MYDP Referrals by County (CY24)



Source: Data provided to the OCA by the Department of Youth Services.

Of the MYDP referrals, over half (55%, 191) were for alleged person-related offenses.

Currently, offense severity data is unavailable for the MYDP. However, as part of the program design, MYDP diversion coordinators administer the YLS/CMI:SV screening to determine the

youth's risk of reoffending. In CY24, there were 295 YLS/CMI:SV screenings administered, the majority (62%, n=183) of which found the youth was at a low risk of reoffending.⁵³

Police Diversion

Police may divert a youth instead of making an arrest or seeking a summons. This diversion may be informal—a warning—or it may include a referral to a diversion program, such as the MYPD, where it is available or a program operated by the local police department or town, such as the Cambridge Safety Net program.⁵⁴

Although the system that police use to report data to the state and federal government—the National Incident Based Reporting System (NIBRS)—has the ability to capture information on police-offered diversion and some police departments do report it, there is no statutory requirement that departments report this data, and many do not. Due to these data quality concerns, the Board does not publicly report this data.⁵⁵

Clerk Magistrate Process

If police proceed by seeking a summons,⁵⁶ and the alleged offense was a misdemeanor that occurred outside of police view or if a police officer makes a request for a hearing, a clerk magistrate conducts a hearing, called a magistrate hearing, to determine whether there is probable cause to issue a delinquency complaint.⁵⁷

A delinquency filing may be issued by a clerk magistrate if probable cause is found on an application for complaint. A clerk magistrate may also choose to divert a youth's case at this point.⁵⁸ This diversion may be informal (such as an informal agreement that if the youth is not brought back to court for an arrest/summons for six months, the clerk will dismiss the case), may include certain diversion conditions the clerk monitors (such as community service), or may include a referral to an external program like the MYDP in counties where it is available.

Clerk magistrates may decide not to issue a complaint for several reasons, including diversion, lack of probable cause, lack of jurisdiction (including for first time misdemeanors), or failure to

⁵³ To learn more about the YLS and how the MYDP administers it as part of its program design, see <https://www.mass.gov/doc/oca-report-on-the-massachusetts-youth-diversion-program/download>

⁵⁴ For more information, visit <https://www.cambridgema.gov/services/safetynetcollaborative>

⁵⁵ See Appendix D for the Board's assessment of this data and data quality concerns.

⁵⁶ A notice to a person alleging them of committing the specified delinquent offenses and ordering them to attend a hearing on a certain date.

⁵⁷ If a case is initiated by an arrest (as opposed to a summons; see the "Applications for Complaint" section below for this data), the case generally proceeds directly to a delinquency complaint without a formal magistrate hearing. See "About Applications for Complaint" here:

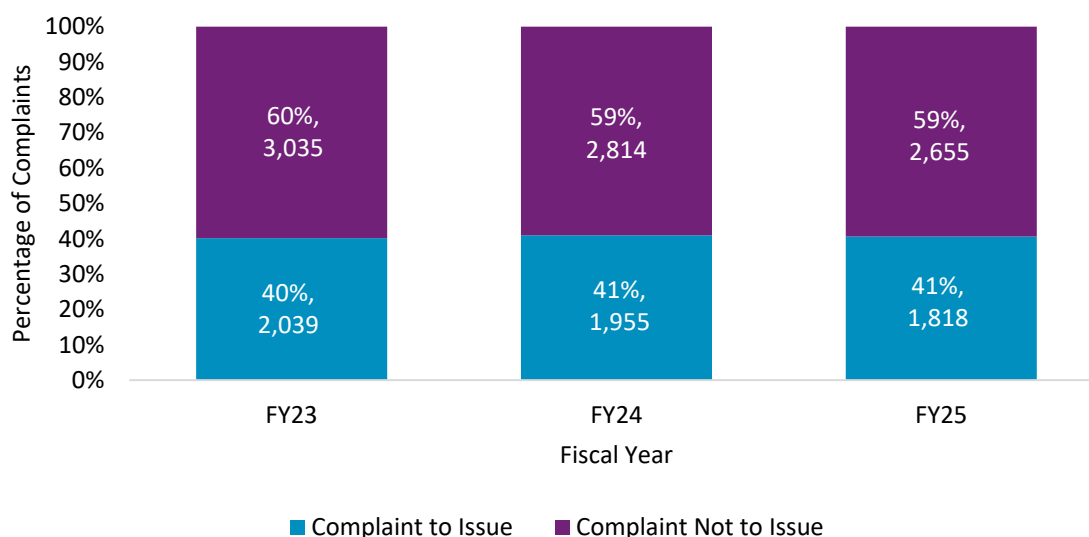
<https://public.tableau.com/app/profile/drap4687/viz/MassachusettsTrialCourtApplicationsforDelinquentComplaint/SummaryCaseInitiationbyDivision>

⁵⁸ See "Rules of Criminal Procedure, Rule 3" here: <https://www.mass.gov/rules-of-criminal-procedure/criminal-procedure-rule-3-complaint-and-indictment-waiver-of-indictment>

prosecute.⁵⁹ In FY25, complaints were not issued in 59% of summons-issued cases. This is consistent with prior years.

Data is not available on the various reasons a complaint was not issued, and so the Board cannot report specifically on clerk magistrate use of diversion. Similarly, a portion of the cases are dismissed as a result of the 2018 CJRA, which requires that youth alleged of their first misdemeanor offense be diverted away from the system at this point.

Figure 13:
Results of Summons-Based Complaints (FY23-FY25)



Note: FY25 data excludes expunged cases. Source: FY23 data retrieved from the JJPAD’s 2024 Annual Report. FY24-FY25 data retrieved on 10/2025 from the Massachusetts Trial Court’s Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/viz/MassachusettsTrialCourtApplicationsforDelinquentComplaint/SummaryCaseInitiationbyDivision>.

Representation

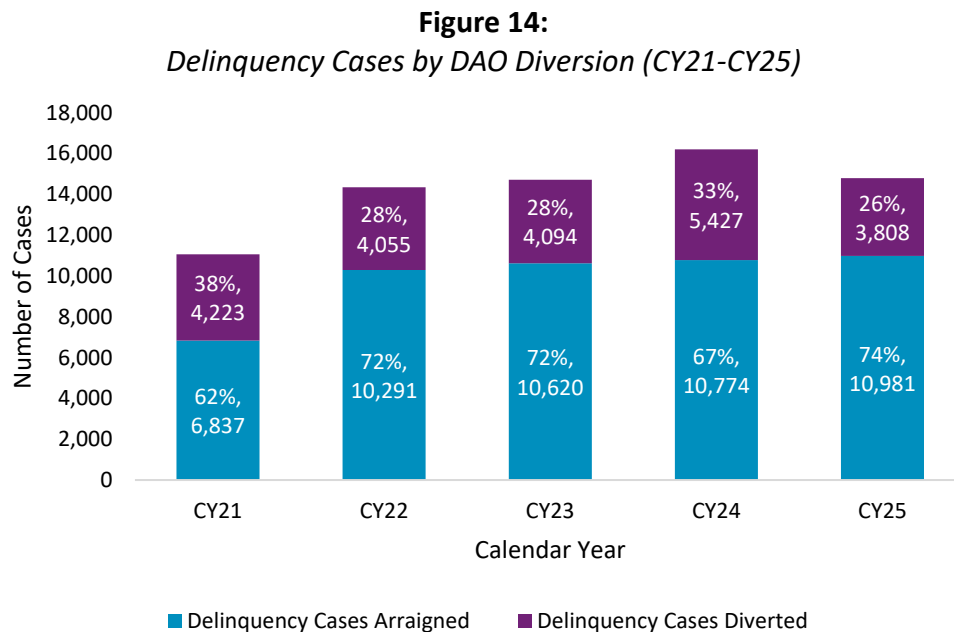
In some cases, youth may be represented by an attorney at a clerk magistrate hearing. Youth are appointed counsel at the arraignment stage in Massachusetts, however, some youth may have representation at the clerk hearing stage if they can afford private counsel or if they are already involved in the system and are clients of court-appointed counsel. In FY25, 12% (n=518) of youth whose cases were initiated by summons had representation at their magistrate hearings. Of those, 67% (n=346) of cases were dismissed/diverted. In comparison, 58% (n=2,303) of summons-initiated cases in which youth did not have representation were dismissed/diverted.

⁵⁹ See “About Applications for Complaint” here: <https://public.tableau.com/app/profile/drap4687/viz/DemographicsofSelectedJuvenileMatters/JuvenileMattersbyRaceEthn>

District Attorney Diversion

District attorneys may divert a youth pre-arraignment. Many district attorneys operate their own diversion programs, employing case managers to work with the youth and/or coordinate services. In counties where it is available, some district attorneys choose to refer a portion of diversion cases to the MYDP for service provision, or to other local service providers.

In CY25, district attorneys’ offices (DAOs) reported⁶⁰ diverting 3,808 delinquency juvenile court cases statewide, a 30% decrease from CY24 (n=5,427).⁶¹



Source: District attorney diversion data comes from the Legislature’s website, which makes publicly available the Massachusetts District Attorneys Association’s (MDAA) report providing prosecution data to the state (pursuant to item 0340-2100 of Chapter 24 of the Acts of 2021): <https://malegislature.gov/Bills/194/SD3583>.

Judicial Diversion & Case Dismissals

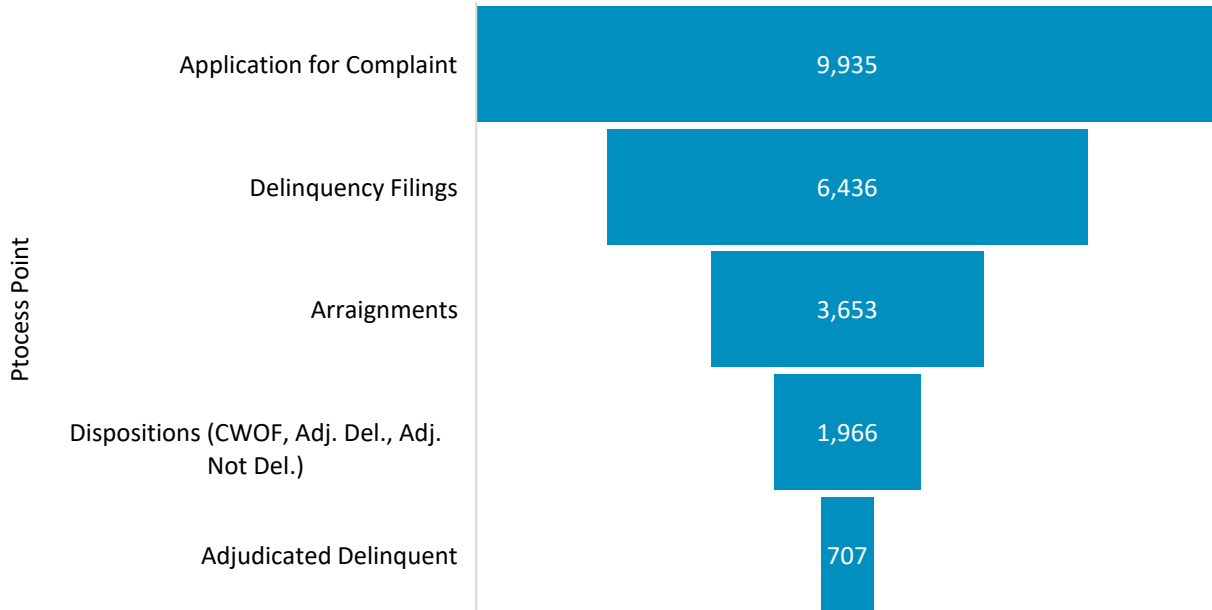
As a result of the CJRA, judges may divert youth pre-arraignment. In counties where it is available, some judges refer youth to the MYDP or may make referrals to other local service providers.

⁶⁰ In CY21, the Legislature began publishing online annual reports submitted by district attorneys across all 11 DAOs, compiled by the MDAA. Pursuant to item 0340-2100 of Chapter 24 of the Acts of 2021, the legislative language requesting this data directs DAOs, through the MDAA, to report the “number of cases reviewed but not charged.” The DAO reports specifically list the cases as “diverted,” but there is not a definition of what is meant by that term. For MDAA’s CY25 report submitted to the Legislature, see <https://malegislature.gov/Bills/194/SD3583>.

⁶¹ Most counties report both the number of *cases* diverted and the number of *individuals* diverted in juvenile court. Middlesex only reports on the number of individuals diverted in juvenile courts. The sum of DAO reports does not equal the statewide report number.

The Trial Court has begun collecting data on judicial diversion and is currently working to improve data quality so that it can be reliably reported in the future. The Trial Court expects to report this data starting in FY26.

Figure 15:
 FY25 Juvenile Court Data



Source: FY25 data excludes expunged cases. Data retrieved between 10/2025 and 1/2026 from the Massachusetts Trial Court's Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/vizzes>.

While the Juvenile Court cannot currently report the number of cases *diverted*, the Court is able to report the number of cases *dismissed* each year. These are cases that are dismissed after a delinquency filing but before a plea is accepted or a trial concludes. Cases may be dismissed for several reasons, including because a case was diverted, because there was a lack of probable cause, because there was insufficient evidence to continue prosecuting the case at any point pre- or during a trial, or in situations where a victim does not wish to testify.⁶² The Trial Court does not report whether the case was dismissed by a judge or withdrawn/*nolle prossed*⁶³ by a prosecutor.

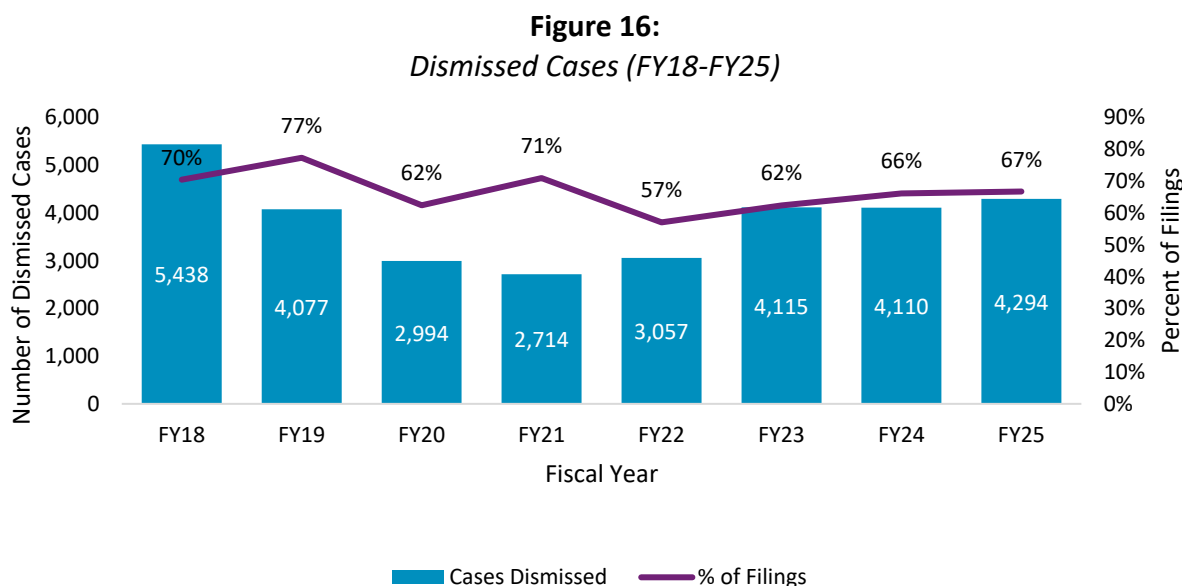
The case dismissals number **does not include the cases** in which youth successfully complete their terms of probation as a result of a case being **continued without a finding (CWO)**.

In FY25, 4,294 cases (67%) were dismissed post-delinquency filing but pre-trial/plea. This is similar to the percentage dismissed in FY24 (66%). Dismissals have decreased 21% since FY18,

⁶² Cases dismissed as a result of successfully completing a CWO are also not reflected in this data.

⁶³An entry on the record of a legal action denoting that the prosecutor will proceed no further in an action either as a whole or as to some count or as to one or more of several defendants. See <https://www.merriam-webster.com/dictionary/nolle%20prosequi>

which can be attributed in part to the overall decrease in the number of delinquency filings; since FY18, the number of delinquency filings has decreased 17%. However, the *percentage* of cases dismissed remains relatively stable compared to FY18 (67% in FY25 compared to 70% in FY18).



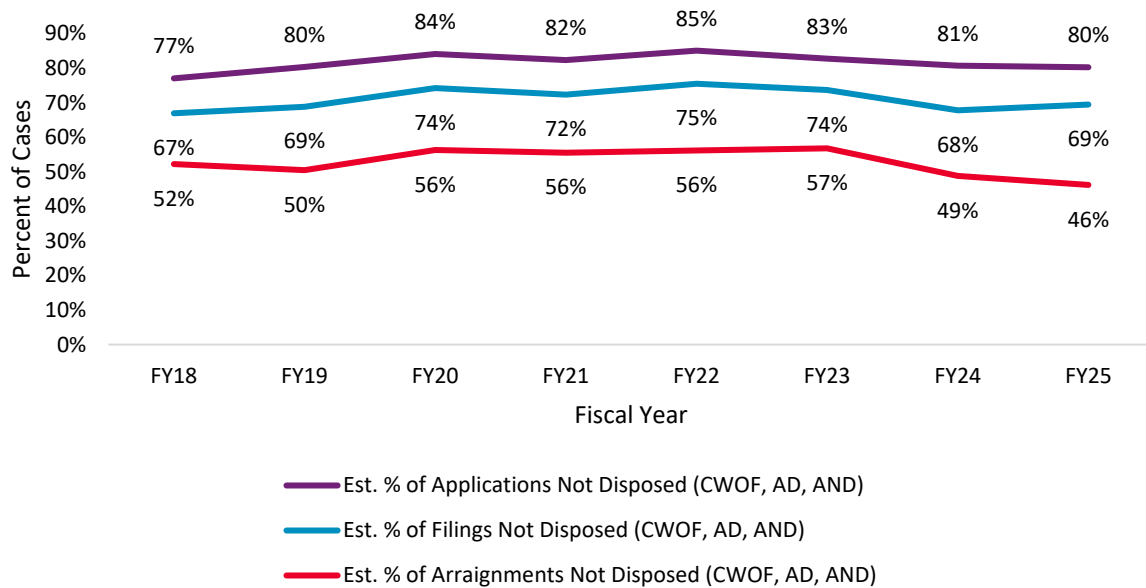
Source: FY25 data excludes cases. Data retrieved between 10/2025 and 11/2025 from the Massachusetts Trial Court's Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/vizzes>.

Dismissal data does not distinguish between cases where a youth is *diverted* post-filing but pre-arraignment, or when a case is dismissed for other reasons or later in the court process. However, the Board can estimate the percentage of applications for complaint, delinquency filings, and arraignments that do not reach a disposition (CWO, adjudicated delinquent, adjudicated not delinquent) in a given year to understand the point at which a case drops off due to any of the following reasons:

1. Case dismissal
2. Case diversion
3. Case pending awaiting a resolution

Figure 17, below, depicts the estimated percentage of cases that do not reach a disposition in a given year. In FY25, **an estimated 80% of applications for complaint, 69% of delinquency filings, and 46% of arraignments did not reach a disposition that year for one of the three reasons listed.** These rates remain consistent year over year.

Figure 17:
Percent of Cases Not Reaching Disposition (FY18-FY25)



The estimated number of cases that do not reach disposition is calculated by the OCA by subtracting the total number of disposed cases (CWO, Adjudicated Delinquent, and Adjudicated Not Delinquent) from the total number of cases at each process point in the year (Application for Complaint, Delinquency Filing, or Arraignment) CWO = continued without a finding, AD = adjudicated delinquent, AND = adjudicated not delinquent. Source: FY25 arraignment data excludes expunged cases. FY18-FY23 data retrieved from the JJPAD’s 2024 Annual Report. FY24-FY25 data retrieved between 10/2025 and 12/2025 from the Massachusetts Trial Court’s Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/vizzes>.

Probation *Newberry* Cases

*Newberry** cases are cases in which a Juvenile Court judge has imposed pre-arraignment conditions of release that require probation monitoring/supervision and has imposed no other diversion measures. These cases can act as another vehicle for pre-arraignment diversion as well as a temporary measure while a youth undergoes a competency evaluation.

In FY25, there were 242 cases, up 67% (n=145) from FY24. Data on cases prior to FY24 is not available.

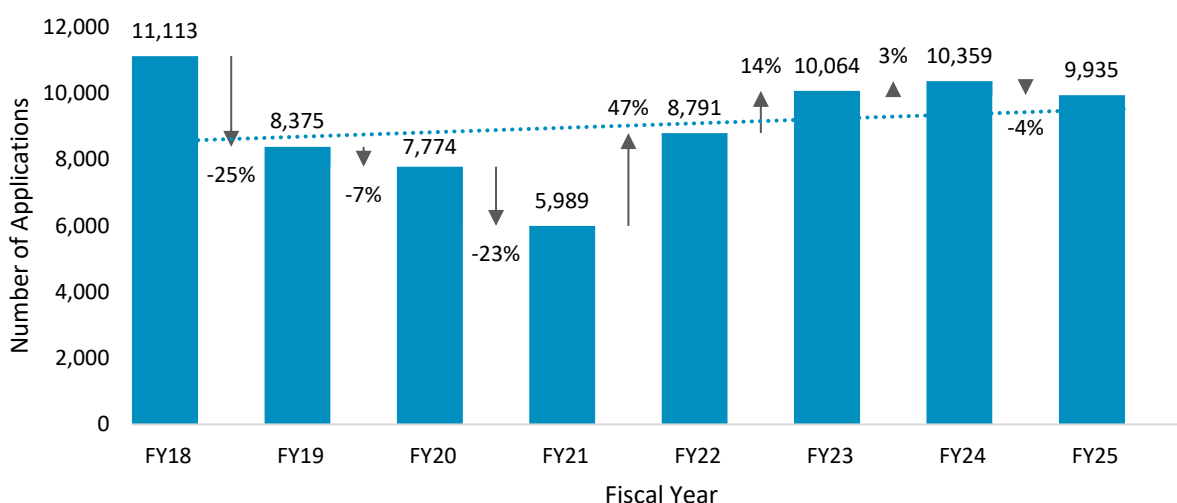
* *Commonwealth v. Newberry*, 483 Mass. 186, (2019) <https://law.justia.com/cases/massachusetts/supreme-court/2019/sjc-12575.html>

Applications for Complaint

An application for delinquent complaint may be filed with the clerk magistrate’s office when a police officer or other person believes a youth has committed a delinquent offense. The application for delinquent complaint includes a sworn statement of the alleged facts and is the first step in the court process.

In FY25, there were 9,935 applications for complaint in Juvenile Court, representing a 4% decline from FY24 and an 11% decline since FY18.

Figure 18:
Applications for Complaint (FY18-FY25)



Source: FY18-FY23 data retrieved from the JJPAD’s 2024 Annual Report. FY24-FY25 data retrieved on 10/2025 from the Massachusetts Trial Court’s Tableau Public page here:

<https://public.tableau.com/app/profile/drap4687/viz/DemographicsofSelectedJuvenileMatters/JuvenileMattersbyRaceEthn>.

How Youth Enter the Juvenile Court Process: Arrests and Summonses

If a youth is suspected of having committed a delinquent offense, a police officer may divert the youth, arrest the youth, or seek a summons⁶⁴ for their appearance at the Juvenile Court. **Total applications for complaint, reported above, are a sum total of applications initiated by arrest and those initiated by summons.**

Due to inconsistencies in the reporting of arrest data, applications for complaint currently provide the most accurate measure of the total frequency of police-initiated court process.⁶⁵

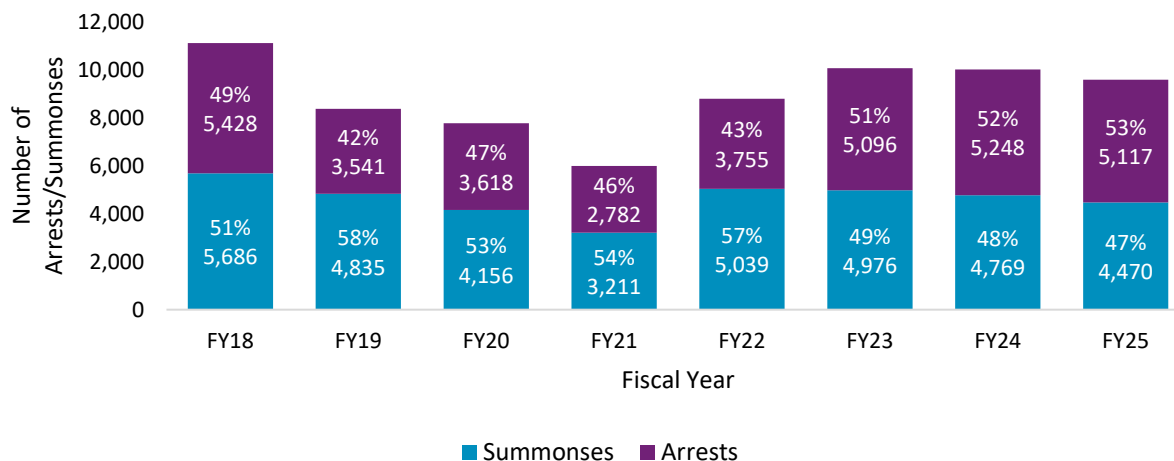
⁶⁴ MGL c. 218 § 35A. <https://malegislature.gov/Laws/GeneralLaws/PartIII/Title/Chapter218/Section35A>

⁶⁵ Due to significant data quality concerns, the Board does not include data from police departments on arrests. For a detailed explanation of these concerns, see Appendix D in this report and the Board’s 2022 Annual Report here: <https://www.mass.gov/doc/jipad-2022-annual-report/download>. Instead, the Board reports this data based on the Trial Court’s publicly reported data on the number of delinquency cases initiated by an arrest compared to a summons.

This section breaks down data on applications for complaint based on how the complaint was initiated: either through an arrest or summons.

For the third year in a row, there were a higher percentage of cases brought to the Juvenile Court via an arrest compared to summons. In FY25, 53% (n=5,117) of applications for complaint were initiated by an arrest compared to 47% (n=4,470) initiated by a summons.

Figure 19:
Number of Arrests/Summonses (FY18-FY25)



Source: FY25 data excludes expunged cases. FY18-FY23 data retrieved from the JJPAD’s 2024 Annual Report. FY24-FY25 data retrieved on 1/2026 from the Massachusetts Trial Court’s Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/viz/MassachusettsTrialCourtApplicationsforDelinquentComplaint/SummaryCaseInitiationbyDivision>.

This trend is notable because, as noted above, physically arresting an individual is a traumatic, and potentially dangerous, response. Therefore, police officers **are instructed to reserve arrests for when an alleged offense threatens public safety, or if there is reason to believe the child will not appear upon a summons.**

The overall 4% decline in applications for complaint was driven by a 6% decline in use of summonses, while arrests declined just 2% between FY24 and FY25. Since FY18, there has been a 21% decline in the use of summonses compared to just a 6% decline in the use of arrests.

School Arrests

Youth can be arrested for committing an alleged offense on school grounds during the school day, or at a school-sponsored event outside of typical school hours (e.g., a Friday night football game, a school dance, etc.). As part of the 2020 Policing Bill, DESE is directed to report school-based arrests, citations, and court referrals made each school year. DESE began reporting this data in 2020.

In prior reports, the JJPAD Board has raised concerns regarding this data due to the small number of districts reporting data and the very low counts reported by some large school districts.⁶⁶ These same data quality concerns continue to be present in the most recently published data. For that reason, the JJPAD Board does not publish this data.⁶⁷

Overnight Arrest Admissions

When a youth under the age of 18 has been arrested by the police (either on a new offense or an active warrant) when court is not in session or after being held at a police station for six hours and court has subsequently closed for the day, the officer in charge has the options of referring the youth to DYS to be held as an overnight arrest (ONA) placement or releasing the youth. Youth under 21 with pending juvenile matters are also referred for ONA placement, if being held on the juvenile matter. If the officer in charge requests the youth be held at DYS, it is then up to the bail commissioner whether to set bail or release the youth to a parent/guardian. Youth are held in a secure placement operated or contracted by DYS overnight or until the next court day. This is an important process point given the consequences that arrest and detention, even for short periods of time, can have for a youth.⁶⁸

In FY25, there were 643 overnight arrest admissions, a decline of 1% from FY24. Immediately after the CJRA was implemented,⁶⁹ overnight arrest admissions were cut in about half and have, for the most part, remained at those levels.

⁶⁶ [Massachusetts Juvenile Justice Policy and Data Board](https://www.mass.gov/doc/jipad-2024-annual-report/download). (2025). 2024 Annual Report. <https://www.mass.gov/doc/jipad-2024-annual-report/download>

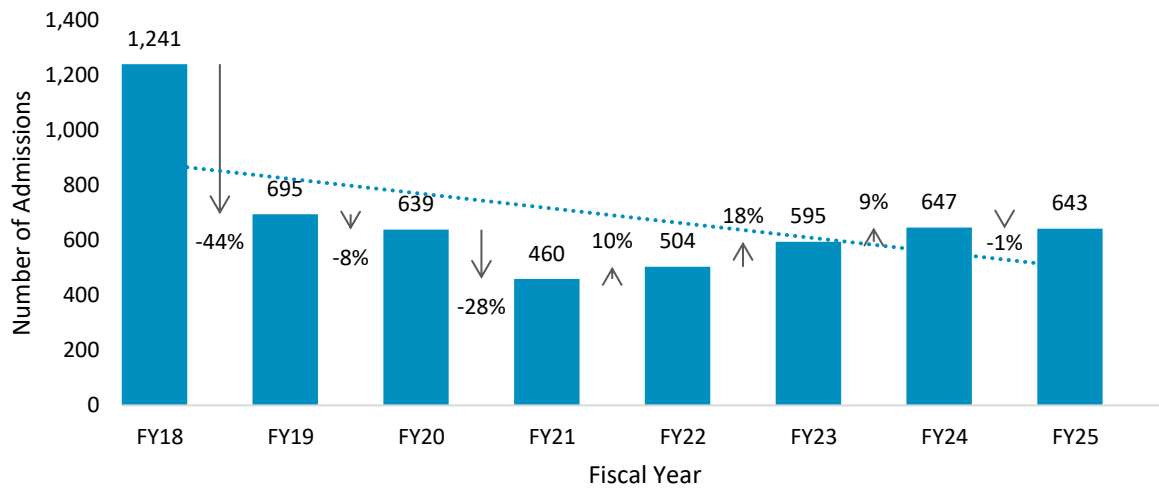
⁶⁷ For additional data quality concerns and analysis, see Appendix E.

⁶⁸ Mendel, R. (2023). Why Youth Incarceration Fails: An Updated Review of the Evidence.

<https://www.sentencingproject.org/reports/why-youth-incarceration-fails-an-updated-review-of-the-evidence/>

⁶⁹ The CJRA removed the requirement that police departments contact Probation when there is a written request to detain a child overnight.

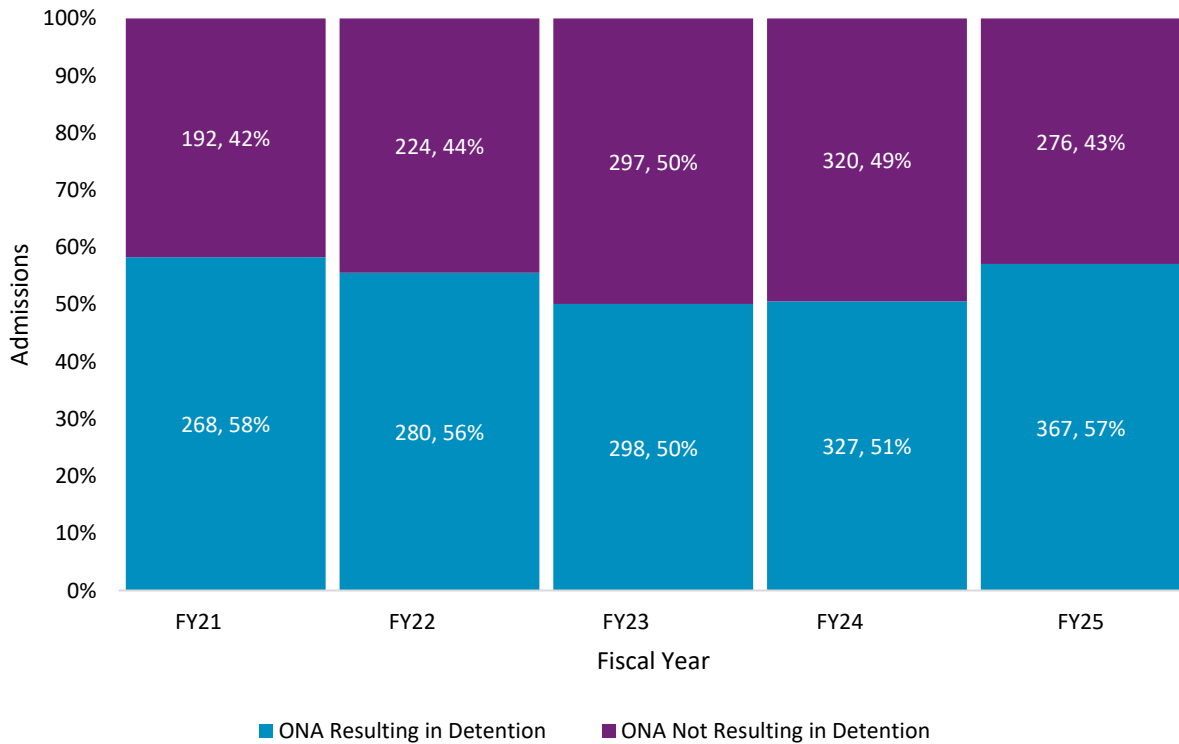
Figure 20:
Overnight Arrest Admissions (FY18-FY25)



Source: Data provided to the OCA by the Department of Youth Services.

Many youth admitted on an ONA are subsequently released after their first hearing once the court is back in session. Of the 643 ONA admissions in FY25, 43% (n=276) of overnight arrest admissions did not result in a detention admission (Figure 21). This means that slightly less than half of youth admitted on an ONA are arrested and then detained for anywhere between a couple hours to up to about four days but ultimately are released by a judge who decides the youth does not need to be detained pretrial. Thirty-nine percent of ONA admissions for alleged misdemeanor offenses do not result in a detention. **Taken together, this data suggests an opportunity for police to issue a summons instead of making a custodial arrest or for the Commonwealth to explore other placements options for youth if parents/caregivers are refusing to pick them up from lock up.**

Figure 21:
Overnight Arrest Admissions (FY21-FY25)



Source: Data provided to the OCA by the Department of Youth Services.

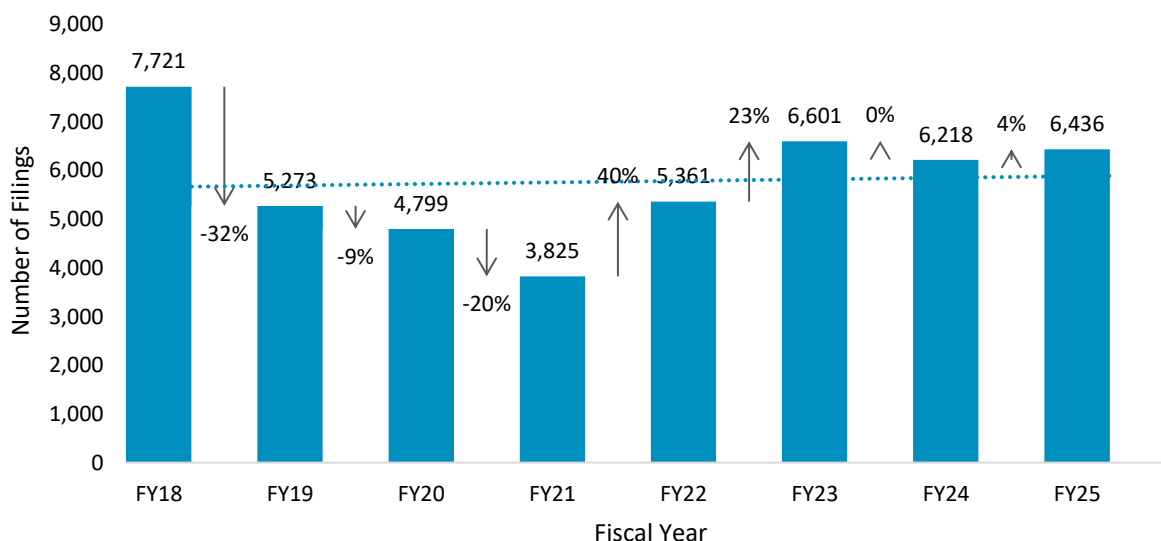
Delinquency Filings

A delinquency complaint (called a delinquency filing) is issued if a clerk magistrate finds probable cause to believe that a juvenile has committed the delinquent act detailed on the application for delinquent complaint and decides to issue the delinquent complaint. Clerk magistrates may also divert a youth instead of issuing a delinquent complaint (as detailed in the “Clerk Magistrate Diversion” section, above). Of note, cases that are brought to court via an arrest--rather than a summons—almost always result in an automatic delinquency filing rather than being first reviewed by a clerk magistrate.⁷⁰

In FY25, there were 6,436 delinquency filings. This represents a 4% increase from FY24, and a 17% decrease from FY18.

⁷⁰ If an arrest or summons is for a first-time offense for a youth, and that offense is a misdemeanor for which the punishment is a fine, imprisonment in a jail or house of correction for not more than 6 months, the complaint does not issue, and the youth’s case is dropped.

Figure 22:
Delinquency Filings (FY18-FY25)



Source: FY18-FY23 data retrieved from the JJPAD’s 2024 Annual Report. FY24-FY25 data retrieved on 10/2025 from the Massachusetts Trial Court’s Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/viz/DemographicsofSelectedJuvenileMatters/JuvenileMattersbyRaceEthn>.

The Initial Stages of the Juvenile Justice System by Offense Type & Severity

Offense Type

In FY25, arrests continue to be the dominant front-end response for several major offense categories, particularly property (62%) and weapons-related offenses (71%), and for half of alleged person-related offenses (Table 4). At the same time, summonses appear underutilized in certain categories. For example, summonses accounted for only about half of alcohol-related offenses and just one-third of drug and public order-related offenses.

Offense types are reported using the following classifications: alcohol, drug, motor vehicle, person, property, public order, weapons, other/not available.

Since FY18 there has been a decline in system use generally but not evenly across offense types (Table 4). ONA admissions, applications for complaint, and delinquency filings have declined overall across most categories. However, motor vehicle and weapons-related offenses stand out as exceptions, with increases since FY18 in ONA admissions and applications for both offense types, and notable growth in weapons filings (up 27%).

Despite these shifts, alleged person-related offenses continue to make up the largest share of system activity, accounting for 40% of admissions and applications and 47% of filings in FY25. A

substantial share of applications (28%) and filings (29%) are also for property-related offenses **Together, these patterns suggest that while overall system use has declined over time, certain offense categories—particularly weapons and motor vehicle—are increasingly shaping formal system involvement.**

Offense Severity

Offense severity levels are reported using the following classifications: misdemeanor or felony. Misdemeanor offenses are relatively lower severity offense types, while felony offenses are more serious.

FY25 data continue to demonstrate a clear distinction in how the system responds to alleged felony versus misdemeanor offenses. Arrest remains the predominant response for alleged felonies (82%), and summons remains the predominant response for alleged misdemeanors (68%). Notably, one year after the CJRA was implemented, summons went from just 49% of all misdemeanor cases to 69% of all misdemeanors and has remained relatively stable in the years since implementation. This is positive as arrests should be reserved for more serious offenses or offenses that are an immediate public safety threat.

At the same time, as described in Key Takeaway 2, for the past three years a higher share of cases entered the Juvenile Court through arrest rather than summons. Reversing this trend would require continuing to reduce the number of misdemeanor cases that result in arrest (32% in FY25). It would also require reducing the number of felony cases resulting in arrest (82% of cases in FY25). The increase in the percentage of felony cases resulting in an arrest is a relatively new trend: On average each year between FY19 and FY23, just 56% of felonies were handled by an arrest.

There was variability in the use of arrests across offense type and severity. In FY25

- Arrests for alleged weapons-related offenses (93%), person-related offenses (74%), property-related offenses (70%), and drug-related offenses (71%) were predominantly felony level.
- Arrests for alleged motor vehicle-related offenses (89%) and alcohol-related offenses (100%) were primarily misdemeanor level.
- Arrests for alleged public order-related offenses were mixed (46% felony/54% misdemeanor).

Misdemeanor cases continue to make up a substantial share of other process points post-arrest/summons. ONA admissions for felonies increased slightly (1%) between FY24 and FY25 while misdemeanor admissions declined slightly (2%), yet misdemeanor offenses still account for roughly half of all ONA admissions.

Table 4: Use of Arrests/Summonses by Offense Type & Severity (FY25)				
Case Initiated By	Offense Type	Felony	Misdemeanor	Total
Arrests	Alcohol	0	81	81
	Drugs	59	24	83
	Motor Vehicle	49	415	464
	Person	1,433	492	1,925
	Property	1,164	493	1,657
	Public Order	100	116	216
	Weapon	319	25	344
Summonses	Alcohol	2	75	77
	Drugs	6	37	43
	Motor Vehicle	18	830	848
	Person	292	1,647	1,939
	Property	298	735	1,033
	Public Order	25	89	114
	Weapon	32	111	143

Source: FY25 data excludes expunged cases. FY25 data retrieved on 2/2026 from the Massachusetts Trial Court's Tableau Public page here:
<https://public.tableau.com/app/profile/drap4687/viz/MassachusettsTrialCourtApplicationsforDelinquentComplaint/SummaryCaseInitiationbyDivision>.

Since FY18, applications for alleged misdemeanors have decreased 20% compared to only minimal declines for felonies (4%). Even so, misdemeanors consistently represent approximately 60% of all applications for complaint. Recent increases in delinquency filings were driven by a 9% rise in filings for underlying misdemeanor offenses, though filings overall remain 17% lower than FY18 levels—primarily due to a 31% long-term decline in misdemeanor filings. In FY25, misdemeanors account for 43% of delinquency filings.

Taken together, these data suggest that while certain front-end practices for misdemeanors have shifted meaningfully toward summonses, lower-level offenses continue to comprise a significant portion of the front door of the juvenile justice system.

Arraignments and Pretrial Proceedings, Supervision & Monitoring, and Detention

Once a delinquency complaint is issued by a clerk magistrate and a delinquency filing is created, a prosecutor (called an assistant district attorney) determines whether there is sufficient evidence to officially charge, or “arraign” a youth for an alleged delinquent offense. A judge may also, upon motion, dismiss a complaint before arraignment based on the absence of probable cause. Once a youth has been arraigned, the incident will appear on a youth’s court record.⁷¹

Following—and oftentimes at the same court hearing as—an arraignment, the court holds a bail hearing. Bail hearings may also be held if new information becomes available that may warrant a change in bail status. At this hearing, a judge makes a determination as to whether the youth is unlikely to appear for their court hearing (referred to as risk of failure to appear or a flight risk) and may set monetary bail, set other pretrial release conditions, and/or place the youth on pretrial monitoring and/or supervision to ensure their appearance in court.⁷² Judges must consider the youth’s financial resources if they set bail.⁷³ If the youth is unable to post the monetary bail and/or meet other pretrial release conditions, they are held in detention before their trial (called pretrial detention). A judge may determine a youth is not a flight risk and therefore, bail is not needed, at which point the youth is released on their own personal recognizance (PR).

Further, youth charged with certain alleged offenses can be detained pretrial if the prosecution moves for an order of pretrial detention based on dangerousness. Following a hearing, called a 58A hearing or dangerousness hearing, a judge will determine if the court finds the youth “dangerous” and then makes the determination as to whether conditions of release will reasonably assure the safety of any other person or the community.⁷⁴ If a judge finds that no conditions of release will reasonably assure the safety of any other person or the community, the youth is held for up to 120 days in detention prior to their trial.⁷⁵ A judge may also impose pretrial release with conditions as a result of a 58A hearing.

⁷¹ This is the point at which an official “Criminal Offender Record Information” (CORI) record is created. Massachusetts also has “Court Activity Record Information” (CARI) records for youth once the court process begins before an arraignment.

⁷² *Querubin v. Commonwealth*, 440 Mass. 108, 113 (2003). *Commonwealth v. Pagan*, 445 Mass. 315 (2005). MGL c. 276 § 58A <https://malegislature.gov/laws/generallaws/partiv/titleii/chapter276/section58A>.

⁷³ If neither nonfinancial conditions nor an amount the defendant can afford will adequately assure the defendant’s appearance, the judge may set bail at a higher amount, but no higher than necessary to assure the defendant’s appearance. *Brangan v. Commonwealth*, 477 Mass. 691 (2017).

⁷⁴ See M.G.L Chapter 276 §58A: <https://malegislature.gov/laws/generallaws/partiv/titleii/chapter276/section58A>

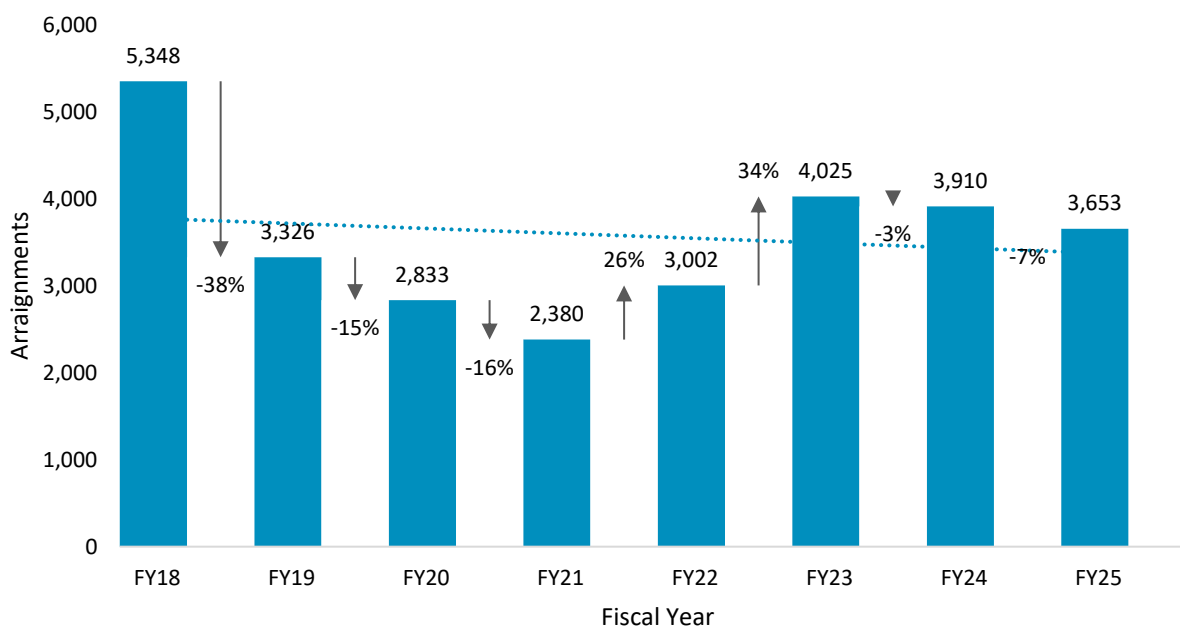
⁷⁵ If youth are detained pretrial as a result of a dangerousness hearing, they cannot be held for more than 120 days without being brought to trial. However, certain court processes (e.g., filing certain motions) can pause the clock tracking how long youth are detained as a result of a dangerousness hearing. (This is referred to as tolling time.) As a result, youth can be held pretrial beyond the 120 days outlined in the statute prior to their case being brought to trial.

Arraignments

An arraignment occurs when a youth is before the court and officially charged by a prosecutor with an alleged offense.⁷⁶ Once a youth has been arraigned, the incident will appear on a youth’s court record.

In FY25, there were 3,653 arraignment occurrences across the state. This is 7% fewer than in FY24 and represents a 32% decline since FY18.

Figure 23:
Arraignments (FY18-FY25)



Source: FY25 data excludes expunged cases. FY18-FY23 data retrieved from the JJPAD’s 2024 Annual Report. FY24-FY25 data retrieved on 12/2025 from the Massachusetts Trial Court’s Tableau Public page here:
<https://public.tableau.com/app/profile/drap4687/viz/JuvenileCourtCasesAraigned/CountyMapCharacteristics>.

Bail Decisions at Arraignment

At arraignment, the youth may be given a bail warning by the judge and leave court on their own personal recognizance, meaning the youth is released from court with the promise that they will return for future court hearings.⁷⁷

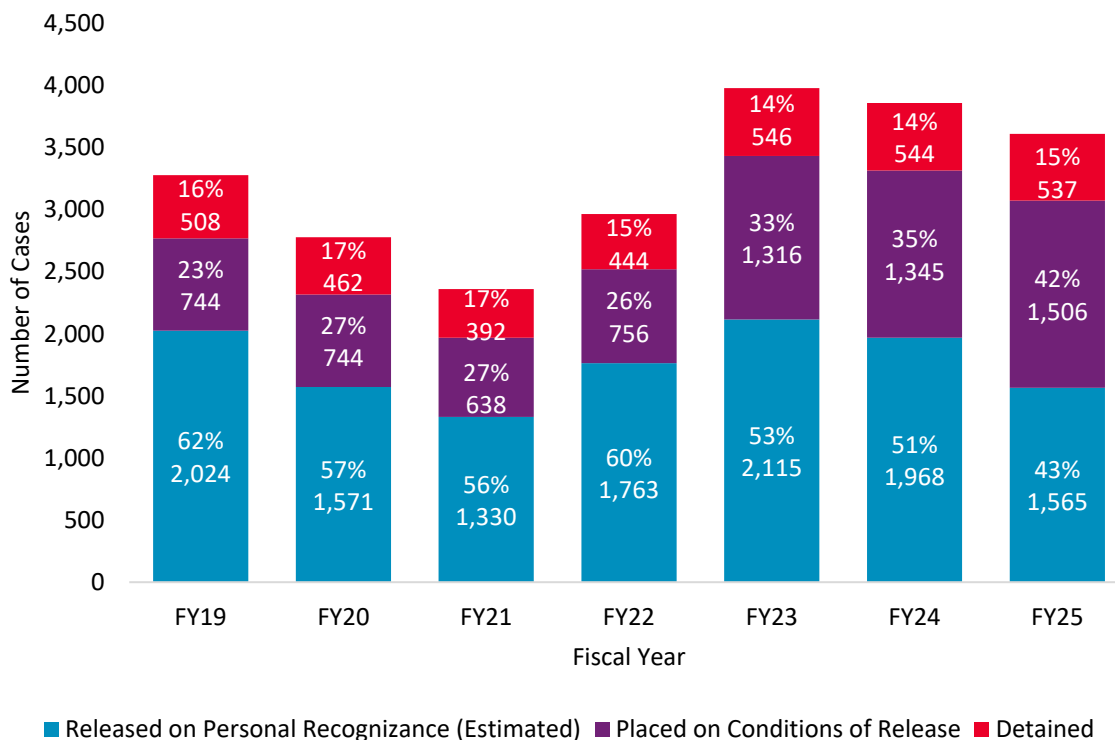
In FY25, there were 3,608 decisions made as to whether to detain a youth or release them at the initial arraignment. Of those decisions, 15% (n=537) were ordered to be detained,

⁷⁶ On rare occasions when there is no judicial coverage, clerks can also conduct an arraignment.

⁷⁷ A bail warning at arraignment informs youth that if they are charged with a new offense while their case is pending, their bail may be revoked, and as a result, the youth will be detained.

approximately 42% were placed on pretrial conditions of release, and the remaining youth (an estimated 43%) were released on personal recognizance. The percentage of cases ordered detained has remained relatively stable since FY19 (between 14% and 17% of all cases). **However, as the following sections detail, the estimated percentage of youth released on PR compared to conditions of release has varied dramatically.**

Figure 24:
Initial Bail Decisions (FY19-FY25)



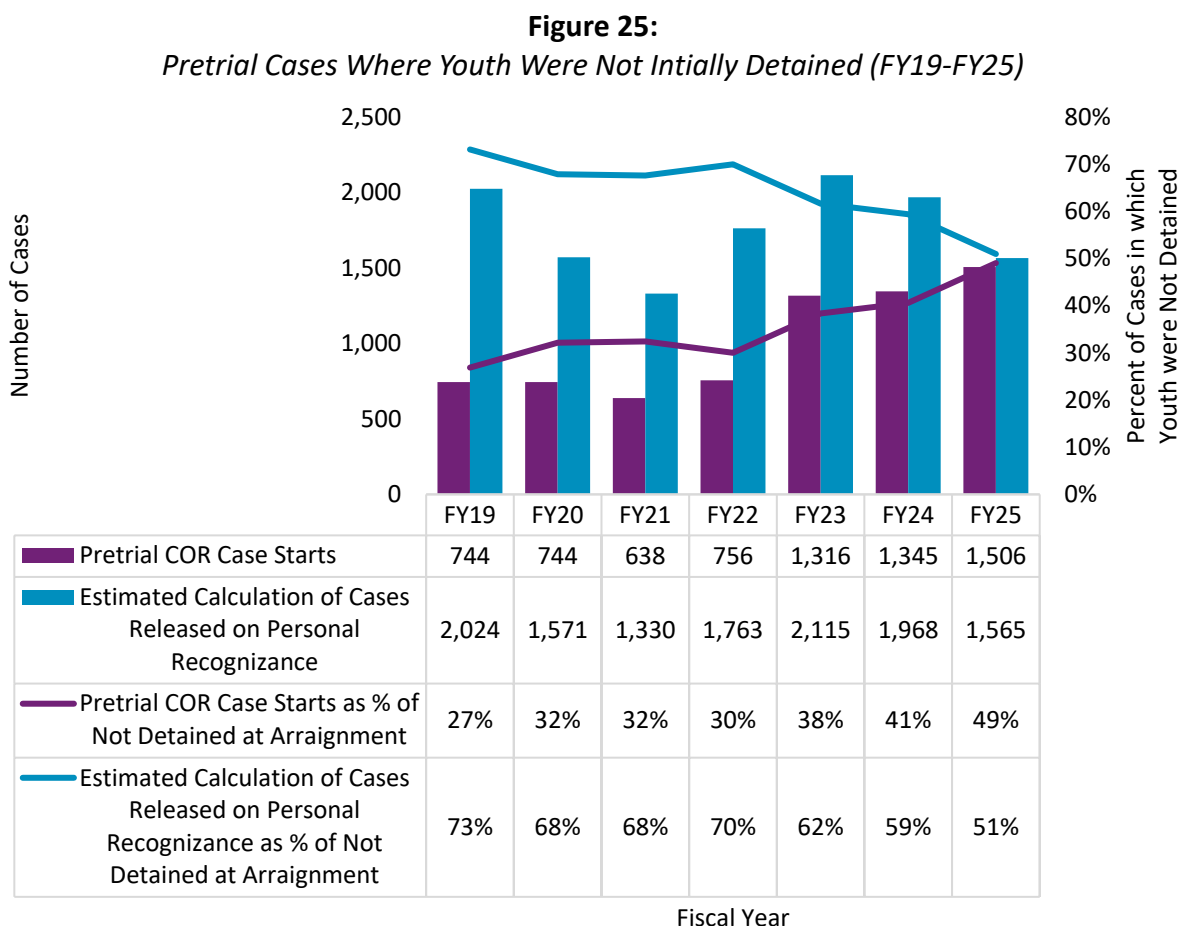
Personal recognizance cases are an estimated calculation by OCA by subtracting the number of COR from the total number of cases not held at arraignment reported by the Trial Court on its public dashboards.

Source: FY25 data excludes expunged cases. Data on youth not detained and detained at the initial arraignment appearance retrieved 11/12/2025 from the Massachusetts Trial Court’s Tableau Public page here:

<https://public.tableau.com/app/profile/drap4687/viz/MassachusettsJuvenileCourtDelinquencyInitialBailDecisions/InitialDecisionsbyDivision>. Data on conditions of release provided to the OCA by the Massachusetts Probation Service.

Personal Recognizance

In FY25, an estimated 51% (n=1,565) of cases in which youth were not initially detained at arraignment involved youth who were released on personal recognizance.⁷⁸ As Figure 25 depicts, over the past seven fiscal years, a lower estimated percentage of youth are being released by the Juvenile Court on personal recognizance and more are being given pretrial conditions of release.⁷⁹



Source: Conditions of release data provided by the Massachusetts Probation Service’s Department of Research and including both A and B cases. Personal recognizance cases are an estimated calculation by OCA by subtracting the number of COR and from the total number of cases not held at arraignment reported by the Trial Court on its public dashboards.

Pretrial Conditions of Release

After arraignment, a youth may be placed on pretrial conditions of release, which are

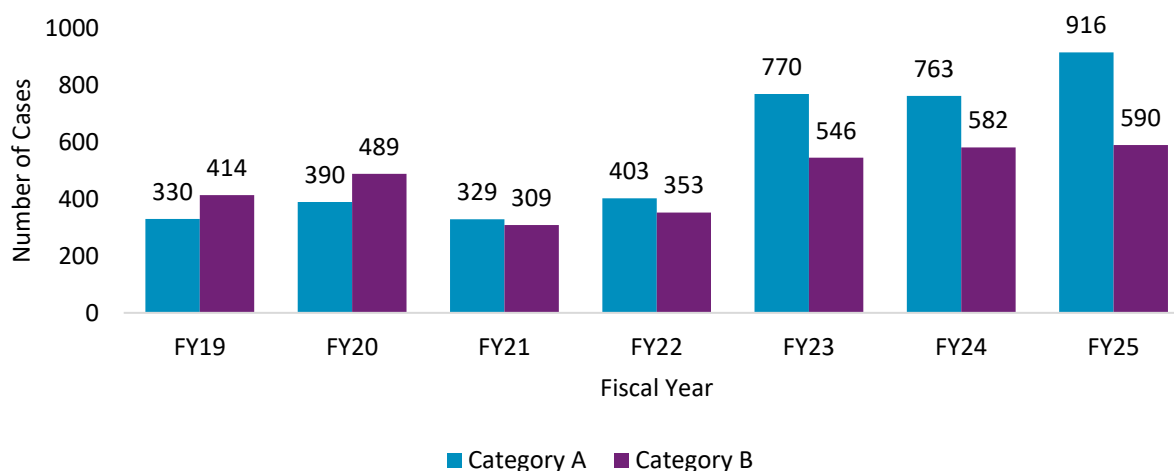
⁷⁸ The JJPAD Board does not have data on the number of cases in which youth are released on personal recognizance. However, an estimated calculation is able to be provided by subtracting the number of pretrial condition of release cases each year from the number of cases not detained at initial arraignment.

⁷⁹ While a judge makes a final decision with regards to if and how a youth is released, a prosecutor may argue for a certain outcome, and a youth, through their attorney, agrees to adhere to any imposed pretrial conditions in order to avoid detention.

monitored/supervised⁸⁰ by Massachusetts Probation Service. Depending on the court's order, MPS either monitors the pretrial conditions or supervises the individual to ensure compliance with the conditions of release from pretrial detention while their case is pending and they remain in the community.

In FY25, MPS began monitoring/supervising 1,506 cases with pretrial conditions of release,⁸¹ up 12% from FY24. MPS began tracking COR cases in FY18 as a result of the CJRA.⁸² Since FY19 (one year post-CJRA implementation), there has been a 102% increase in the number of new cases with pretrial conditions of release. As the prior section (“Personal Recognizance”) describes, part of this increase can be attributed to a systemic shift away from releasing youth on personal recognizance and toward imposing conditions of release.

Figure 26:
Pretrial Conditions of Release Cases by Supervision/Monitoring Category (FY19-FY25)*



Data note: FY18 was the first year Pretrial COR cases were tracked by MPS; therefore, the Board reports the percent change since FY19, one year after implementation. Pretrial COR cases included both A and B monitoring/supervision case types. Totals may not match MPS public reporting since MPS does not report Category A cases on those dashboards. In FY18, one COR case is omitted due to no supervision level listed. Source: Data provided to the OCA by the Massachusetts Probation Service.

There are two types of probation supervision levels for youth released with pretrial conditions:

- Cases that are **monitored by MPS** are pretrial cases that are **not supervised** by a probation officer at the local level. Rather, they are monitored by the statewide Pretrial

⁸⁰ As further detailed in this report, MPS monitors youth under Category A supervision and provides supervision to youth under Category B supervision. This applies to youth placed on conditions of release as well as youth placed on pretrial probation as a disposition.

⁸¹ This total does not include Newberry cases supervised/monitored by MPS.

⁸² The CJRA includes a provision which created the Pretrial Unit within Massachusetts Probation Services. The Pretrial Unit is a statewide unit that monitors individuals on Category A cases.

Unit. Youth with pretrial cases monitored by MPS have conditions set under a category called **Category A**. Examples of Category A conditions include

- Obey any no contact or stay away orders
- Refrain from illegal drugs, recreational marijuana, and/or alcohol
- Cases that are **supervised by MPS** are pretrial cases that **are supervised** by a probation officer at the local level. Youth with pretrial cases supervised by MPS have conditions set under a category called **Category B**. Examples of Category B conditions include
 - Drug testing
 - Cooperation with mental health and/or substance use treatment
 - GPS monitoring
 - Home confinement

In FY25, the majority of pretrial condition of release cases were monitored for youth under Category A conditions. In other words, they were not supervised by a probation officer at the local level. Further, the increase in probation COR cases in FY25 was driven by a 20% increase in Category A cases.

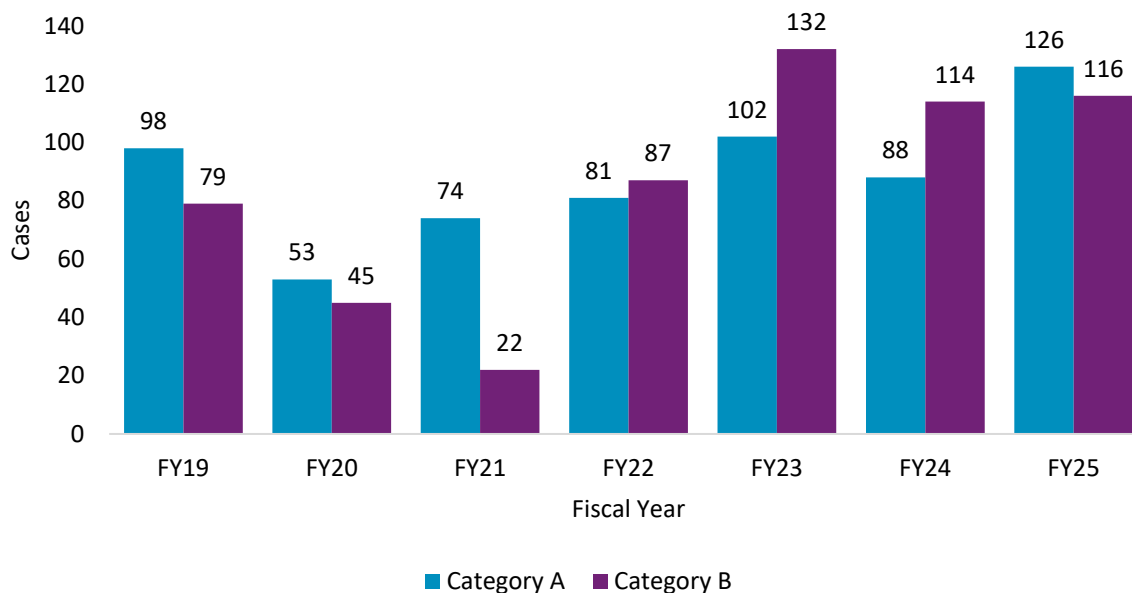
Pretrial Probation as a Disposition

Youth can be placed on pretrial probation as a disposition post-arraignment by a judge. If the youth complies with all of the conditions of their pretrial probation, the matter will ultimately be dismissed by the prosecution. If the youth fails to comply, the prosecution of the matter may resume (at the discretion of the district attorney).⁸³

In FY25, there were 242 new pretrial probation as a disposition cases. This represents a 20% increase from FY24, and a 26% increase since FY19.

⁸³ Pretrial probation is defined as the probationary status of a defendant pursuant to a probation order issued prior to a trial or the formal submission and acceptance of a plea of guilty or an admission to sufficient facts, as provided in G.L. c. 276 sec. 87. *Rule 2 District/BMC Court Rules for Probation Violation Proceedings.*

Figure 27:
Pretrial Probation as a Disposition Cases by Supervision/ Monitoring Category (FY19-FY25)*



Data note: FY18 was the first year pretrial cases were tracked by MPS; therefore, the Board reports the percentage change since FY19, one year after implementation. Pretrial disposition cases included both A and B monitoring/supervision case types. Totals may not match MPS public reporting as MPS only reports Category B (supervised cases) on public dashboards. FY19 data omits 14 pretrial disposition cases supervised under different levels including C87 and CRTR. C87 was defined as, “Those individuals placed in the care of a probation officer before trial and before a plea of guilty which requires enforcement of a condition of supervision.” CRTR is conditional release transfer source. Data provided to the OCA by the Massachusetts Probation Service.

As with pretrial condition of release cases, pretrial probation as a disposition cases are either monitored by MPS (Category A, not supervised at the local level) or supervised (Category B, supervised at the local level).

In FY25, about half of the pretrial probation as a disposition cases were monitored for youth under Category A conditions. In other words, they were not supervised by a probation officer at the local level. Further, the increase in pretrial probation as a disposition cases in FY25 was driven by a 43% increase in Category A cases.

58A Dangerousness Hearings

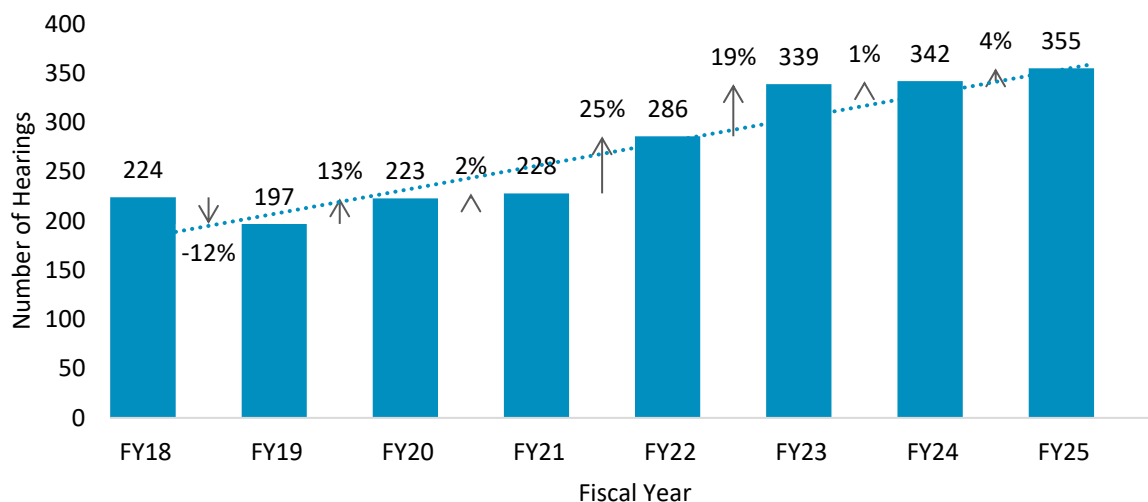
A prosecutor may move for a 58A hearing, also called a dangerousness hearing, if they believe the youth is a threat to public safety if released pretrial.⁸⁴ If a judge finds that a youth is

⁸⁴ Only youth charged with a qualifying offense outlined in statute may be subject to a 58A hearing. See M.G.L Chapter 276 §58A <https://malegislature.gov/laws/generallaws/partiv/titleii/chapter276/section58A>

dangerous and that there are no conditions that would assure a youth’s and the community’s safety, the youth may be held in detention prior to their trial.⁸⁵

In FY25, there were 355 58A hearings held, representing a 4% increase since FY24 and a 58% increase since FY18.

Figure 28:
 58A Dangerousness Hearings (FY18-FY25)



Source: FY25 data excludes expunged cases. FY18-FY23 data retrieved from the JJPAD’s 2024 Annual Report. FY24-FY25 data retrieved on 1/2026 from the Massachusetts Trial Court’s Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/viz/MassachusettsTrialCourtDangerousnessHearings/MainDashboard>.

It is important to note that the Board does not have data on the outcomes of these hearings, which makes it difficult to assess whether this increase is due to either or both of the following reasons:

- An overall increase in severity of the types of cases coming into Juvenile Court.
- A change in prosecutorial decision-making on when to move for a 58A hearing, and to what degree that may be influenced by the 2017 SJC decision that narrowed the circumstances for which the prosecution asks for and a judge sets cash bail.⁸⁶

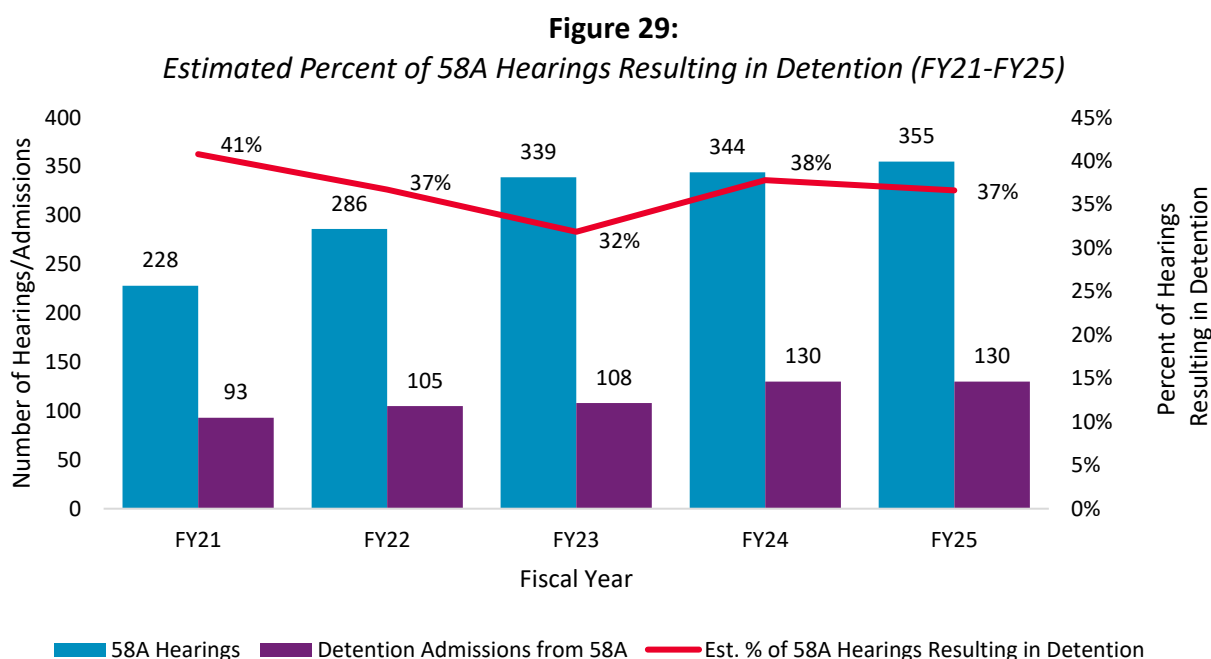
⁸⁵ If youth are detained pretrial as a result of a dangerousness hearing, they cannot be held for more than 120 days without being brought to trial. After 120 days, the law states that youth should be released from detention. However, there are a variety of legal reasons youth may be (and, indeed, are) held beyond 120 days. See Finding 3 of the Board’s report on the Massachusetts’ Juvenile Pretrial Phase: <https://www.mass.gov/doc/improving-massachusetts-juvenile-pretrial-phase-an-assessment-of-the-current-pretrial-system-and-recommendations-for-improvement/download>

⁸⁶ *Commonwealth v. Brangan*, 477 Mass. 691 (2017). <https://law.justia.com/cases/massachusetts/supreme-court/2017/sjc-12232.html>

Although data on the outcomes of hearings is not available, the Board can calculate a rough estimate of the number of 58A hearings in Juvenile Court that result in a pretrial detention admission that same year. Data on detention admissions from DYS indicates that in FY25, an estimated 37% (n=130) of dangerousness hearings resulted in a detention admission, about the same percentage as in FY24 (38%).⁸⁷

For the remaining cases, it is possible that these youth are being placed on restrictive conditions of release, such as GPS or home confinement, in lieu of detention. However, the Board does not currently have data on the specific conditions of release ordered.

The estimated percentage of 58A hearings resulting in a detention admission has decreased by 4 percentage points from FY21 to FY25.



Source: FY25 data excludes expunged cases. FY21-FY23 court data retrieved from the JJPAD’s 2024 Annual Report. FY24-FY25 court data retrieved on 1/2026 from the Massachusetts Trial Court’s Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/viz/MassachusettsTrialCourtDangerousnessHearings/MainDashboard>. Detention admission data provided to the OCA by the Department of Youth Services.

Pretrial Detention

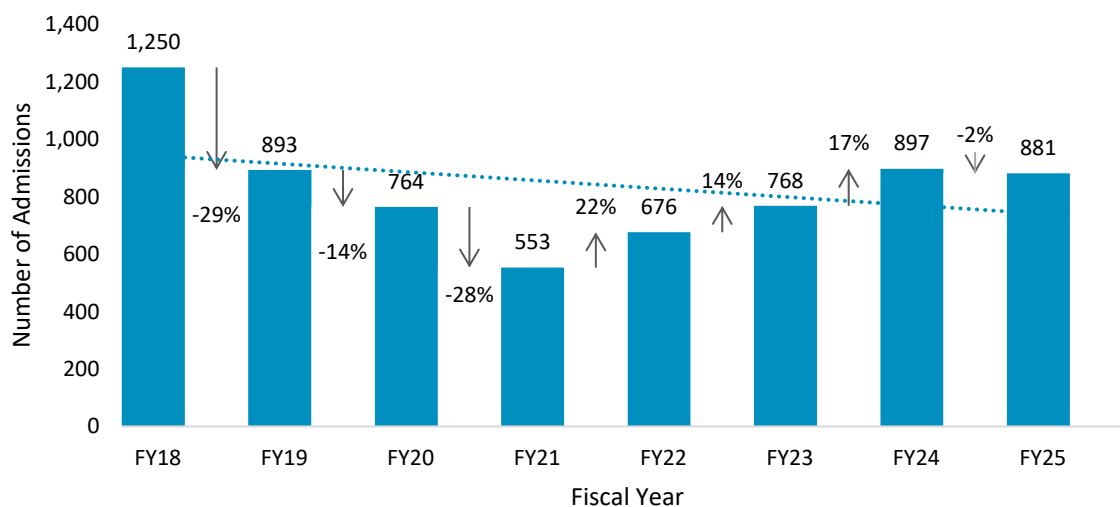
A youth can be committed to the physical care of DYS (commonly referred to as detained youth) for the following reasons:

⁸⁷ This is an estimate derived by taking the number of detention admissions under 58A (as reported by DYS) and dividing it by the total number of 58A hearings held (as reported by the Trial Court). We are unable to match specific hearings to their outcomes.

- If a judge finds no conditions of release will reasonably assure the safety of any person(s) or the community to release the youth pretrial as the result of a 58A hearing.
- If they are unable to make the cash bail and/or the condition(s) of release that has been set for them (e.g., release to a parent only, release to DCF only).
- If their bail or personal recognizance was revoked after previously being released from detention.
- As a result of a post-adjudication probation violation hearing.

In FY25, there were 881 detention admissions, representing a 2% decline since FY24 and a 30% decline since FY18.

Figure 30:
Pretrial Detention Admissions (FY18-FY25)



Source: Data provided to the OCA by the Department of Youth Services.

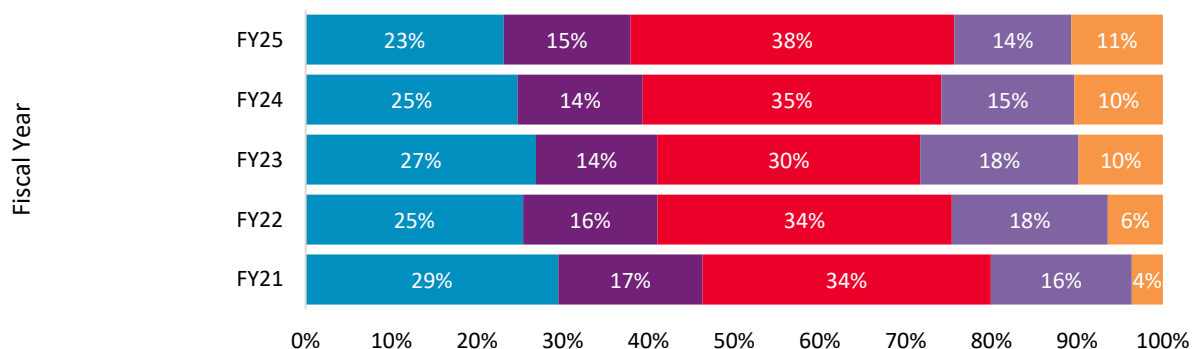
Pretrial Detention Admissions by Reasons Detained

Youth can be detained pretrial with or without the opportunity to be released on bail. More than three quarters (77%) of all detention admissions in FY25 were for youth held without bail being set. The percentage of detention admissions for youth held without bail has remained consistent over the past several years.

Among all reasons for youth detention, revocation of bail or personal recognizance remains the most common, accounting for 38% of detention admissions and continuing a trend observed

over the past several years. Between FY24 and FY25, there was a 7% increase in the number of detention admissions for youth detained as a result of bail/PR being revoked.

Figure 31:
Detention Admissions by Reason Detained (FY21-FY25)



	FY21	FY22	FY23	FY24	FY25
■ Held on Cash Bail	163	170	205	220	203
■ 58A - Danger to Public	93	105	108	130	130
■ Bail/PR Revoked	186	230	234	310	332
■ Probation Violation Hearing	91	122	141	138	120
■ Unknown	20	43	75	92	94

Detention admissions for "Other" reasons or for a 68A evaluation are omitted from this chart due to cell suppression requirements to protect youth confidentiality.

Source: Data provided to the OCA by the Department of Youth Services.

Pretrial Detention Admissions Where Bail was Set

If a judge determines a youth is at risk of failing to appear for their next court date, they may choose to set a monetary bail to assure a youth’s appearance in court.⁸⁸ Judges must consider the youth’s financial resources if they set bail.⁸⁹

If the youth is unable to make cash bail or meet other pretrial release conditions for any reason, they are held in pretrial detention.

⁸⁸ *Querubin v. Commonwealth*, 440 Mass. 108, 113 (2003). *Commonwealth v. Pagan*, 445 Mass. 315 (2005). MGL c. 276 § 58 <https://malegislature.gov/laws/generallaws/partiv/titleii/chapter276/section58A>.

⁸⁹ If neither nonfinancial conditions nor an amount the defendant can afford will adequately assure the defendant’s appearance, the judge may set bail at a higher amount, but no higher than necessary to assure the defendant’s appearance. *Brangan v. Commonwealth*, 477 Mass. 691 (2017).

Cash Bail Effectiveness

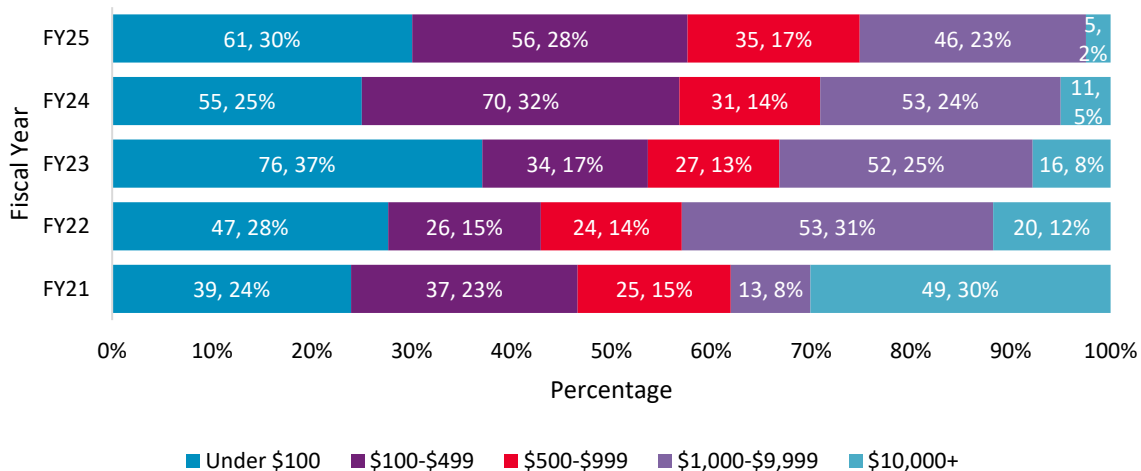
Research shows that most adults show up to court, and that cash bail is not effective at reducing failure-to-appear rates.* While the effectiveness of cash bail in juvenile court is not as well researched, the JJPAD Board heard in stakeholder interviews that youth failure-to-appear rates are similarly low in Massachusetts.^ Many youth (or their families) cannot afford even a relatively small bail amount, which means in many cases they must remain in a locked facility away from their schools and communities until trial/plea, case dismissal, or until they are able to raise the money to pay the bail.

* Research conducted by the Massachusetts Trial Courts shows *most* adult individuals show up to court (87% appeared and 12% failed to appear). [Massachusetts Trial Court](https://www.mass.gov/doc/massachusetts-trial-court-survey-of-pretrial-statistics-in-criminal-cases-fy2019/download). (2021). Survey of Pretrial Statistics in Criminal Cases FY2019 <https://www.mass.gov/doc/massachusetts-trial-court-survey-of-pretrial-statistics-in-criminal-cases-fy2019/download>

^ [Massachusetts Juvenile Justice Policy and Data Board](https://www.mass.gov/doc/improving-massachusetts-juvenile-pretrial-phase-an-assessment-of-the-current-pretrial-system-and-recommendations-for-improvement/download). (2025). Improving Massachusetts' Juvenile Pretrial Phase: An Assessment of the Current Pretrial System and Recommendations for Improvement. <https://www.mass.gov/doc/improving-massachusetts-juvenile-pretrial-phase-an-assessment-of-the-current-pretrial-system-and-recommendations-for-improvement/download>

In FY25, 23% (n=203) of detention admissions were for youth who were detained as a result of bail being set. The overall percentage of detention admissions resulting from youth detained on cash bail has remained relatively stable over the past four fiscal years, consistently representing about a quarter of all cases. Bail amounts are detailed in the figure below.

Figure 32:
Pretrial Detention Admissions by Bail Amount (FY21-FY25)

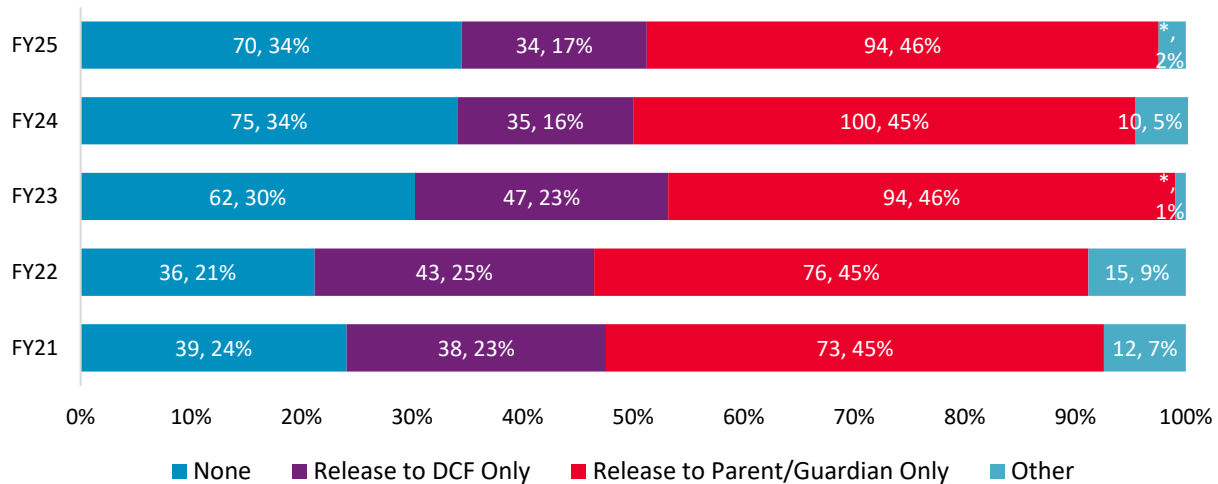


Source: Data provided to the OCA by the Department of Youth Services.

All youth must be released to a parent or legal guardian unless otherwise specified by the Court, but anyone can post bail for the youth. Consistent with the past five years, a little under

half (46%) of all detention admissions for youth with bail set had a stipulation that the youth be released to a parent/guardian if cash bail is met. Seventeen percent (n=34) of admissions were for youth with bail set who, if bailed out, were required to be released to DCF only. Thirty four percent (n=70) of admissions were for youth with bail set who had no other stipulations of release if they made cash bail.⁹⁰

Figure 33:
Pretrial Detention by Bail Stipulation (FY21-FY25)



“*” Represents a number of youth less than 5 due to cell suppression requirements. The “Other” category includes “Release to DYS Only.” Source: Data provided to the OCA by the Department of Youth Services.

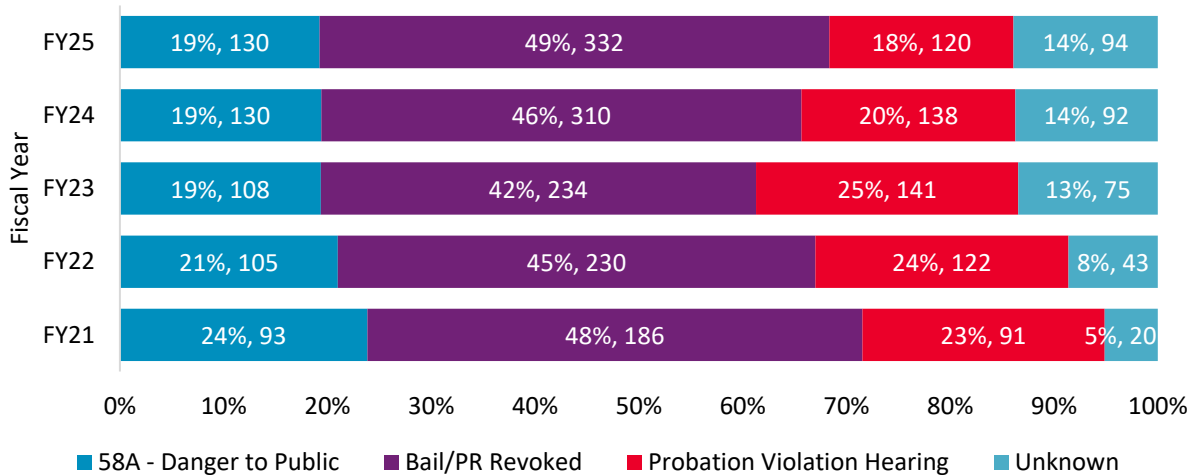
Pretrial Detention Admissions Where Bail was Not Set

Youth can be held without bail for several reasons, including because of a dangerousness hearing (as highlighted above), a probation violation hearing,⁹¹ or if bail or personal recognizance was revoked. Consistent with the past five years, a little under half (49%, n=332) of all detention admissions where youth were held without bail in FY25 were for youth detained as a result of bail/PR being revoked or a probation violation hearing.

⁹⁰ A youth can have more than one pretrial condition of release, or bail stipulation. Bail stipulations are reported to DYS by the Juvenile Court when youth are admitted to detention. DYS reports on the stipulation set for the youth’s most serious alleged offenses at the time of admission.

⁹¹ Data includes both pretrial violation hearings and post-disposition probation violations. Youth can be held in detention pending a violation probation hearing or as the result of a violation of their pretrial conditions of release.

Figure 34:
Held Without Bail Admissions by Reason Held (FY21-FY25)

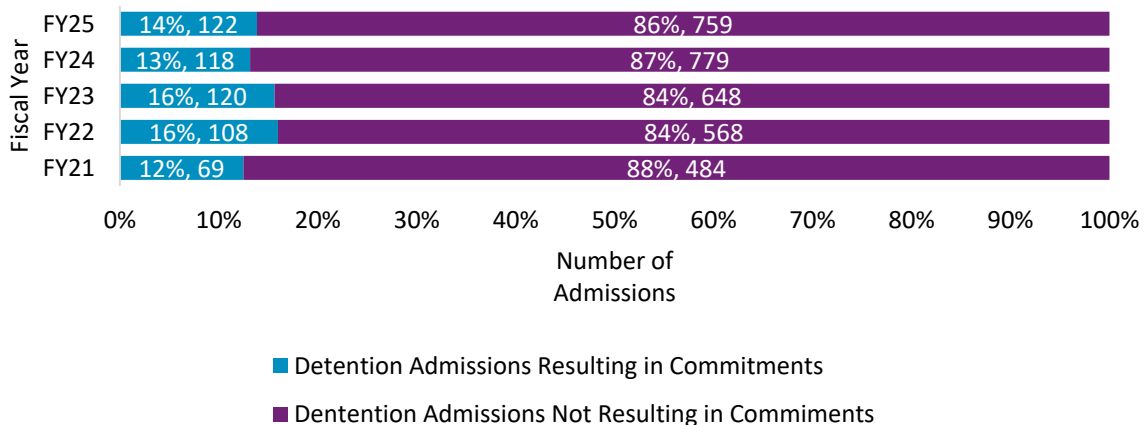


Data reflecting detention admissions for youth held on "Other" reasons or for 68A evaluations are omitted from this chart due to cell suppression requirements. Source: Data provided to the OCA by the Department of Youth Services.

Pretrial Detention Admissions Resulting in a Commitment

In FY25, of all youth whose detention stayed ended, 86% (n=759) were released, while only 14% were committed.⁹²

Figure 35:
Detention Admissions Resulting in Commitments (FY21-FY25)



Source: Data provided to the OCA by the Department of Youth Services.

⁹² Just because a youth has been released from detention does not mean the case was resolved. There are a number of reasons youth detained pretrial are not ultimately committed to the Department including, but not limited to, a judge using a probation sanction rather than commitment, the case was dismissed, the youth was adjudicated not delinquent, etc.

Pretrial Detention Admission Length of Stay

The length of time youth were detained in DYS decreased in FY25 from prior years. On average, youth spent 51 days in detention in FY25, down from 57 days in FY24. However, the length of time a youth can spend detained before their trial varies substantially: In FY25, youth released from detention spent anywhere from one day to about three years (1,022 days) detained. Due to this large range, the Board also looks at the median length of time youth spend detained. The median length of stay in FY25 was 26 days, down from 29 days in FY24.

Table 5: Length of Stay (LOS) FY21-FY25								
Measure	FY18	FY19	FY20	FY21	FY22	FY23	FY24	FY25
Median	17	20	23	31	32	35	29	26
Mean	36	42	46	63	63	69	57	51
Minimum	1	1	1	1	1	1	1	1
Maximum	618	1,300	760	976	771	1,191	1,123	1,022

Note: *Data unavailable for FY21.
 Source: Data provided to the OCA by DYS's Department of Research.

Youth Detained Pretrial: Placement Settings as of June 30, 2025

Data on detention admissions reflect youth who may have been admitted to detention more than once throughout the fiscal year. To understand the different types of facilities youth are detained in, the Board also examines point-in-time, or snapshot, data. The data takeaways presented in this text box reflect the youth who were in the custody of DYS on June 30, 2025. **On that date, there were 107 youth detained at DYS.**

- Of the 107 youth detained on this day, 71% (n=76) were detained in a hardware-secure facility and 27% (n=29) were detained in a staff-secure setting.
- On average, youth in detention on June 30, 2025, had spent 69.1 days detained. The median length of time spent in detention for youth detained on this day was 35.0 days.

*Placement type is determined by the youth's risk level and offense type.
 Source: Data provided to the OCA by DYS's Department of Research.

Characteristics of Youth Detained Pretrial at Admission

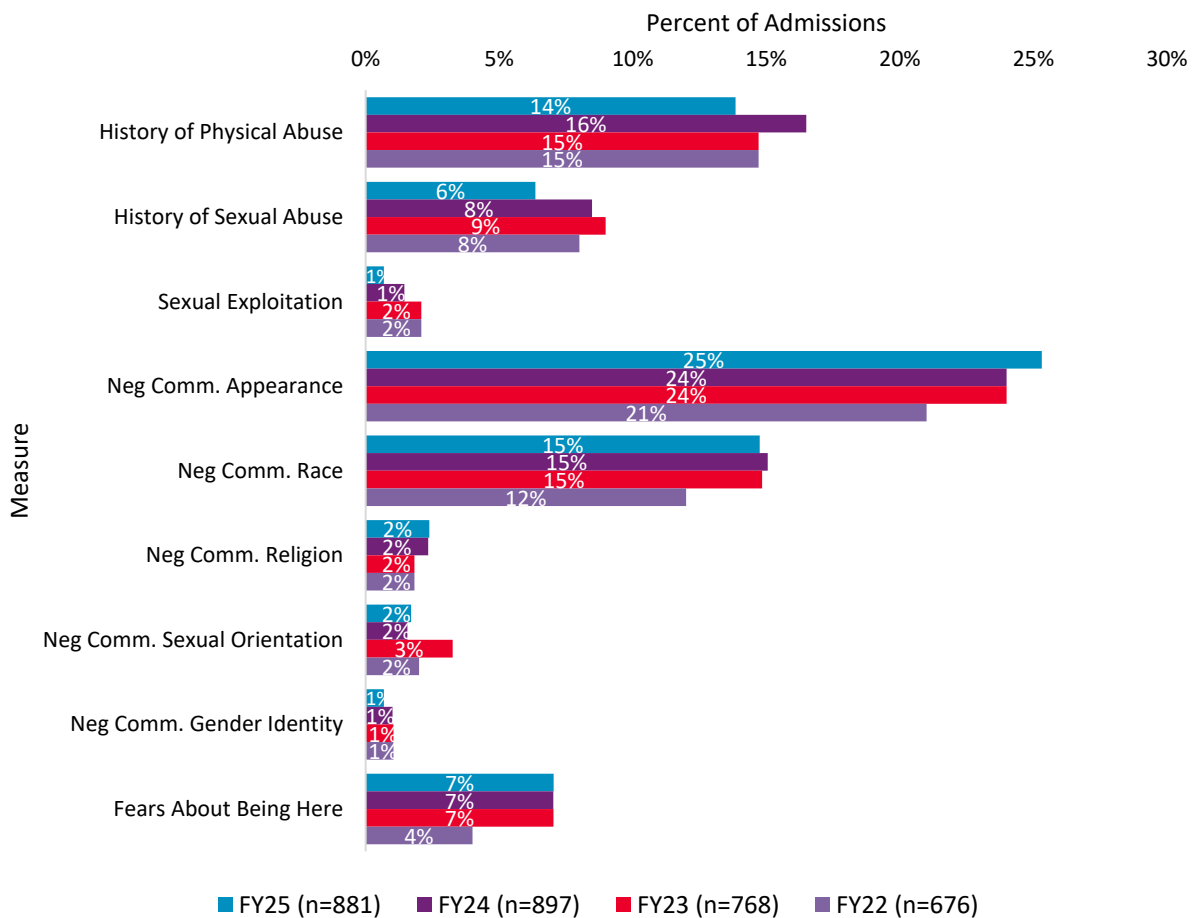
DYS reports data detailing some of the needs of youth admitted to pretrial detention. This includes self-reported data on any history of sexual and/or physical abuse as well as any mental health and educational needs.

Data on Physical & Sexual Abuse

As a result of the federal Prison Rape Elimination Act (PREA), youth admitted to detention answer a series of questions related to any history of physical and/or sexual abuse, as well as other questions regarding if youth had ever heard other individuals make negative comments about the youth’s appearance, race, sexual orientation, gender identity, or religion.⁹³ DYS has also added a question to its intake to capture whether a youth has experienced commercial sexual exploitation (CSEC).

Compared to FY24, the self-disclosures of abuse, neglect, and other concerns of youth captured on the PREA questionnaire remained relatively stable.

Figure 36:
Pretrial Detention Admissions by PREA "Yes" Responses (FY22-FY25)



Source: Data provided to the OCA by the Department of Youth Services.

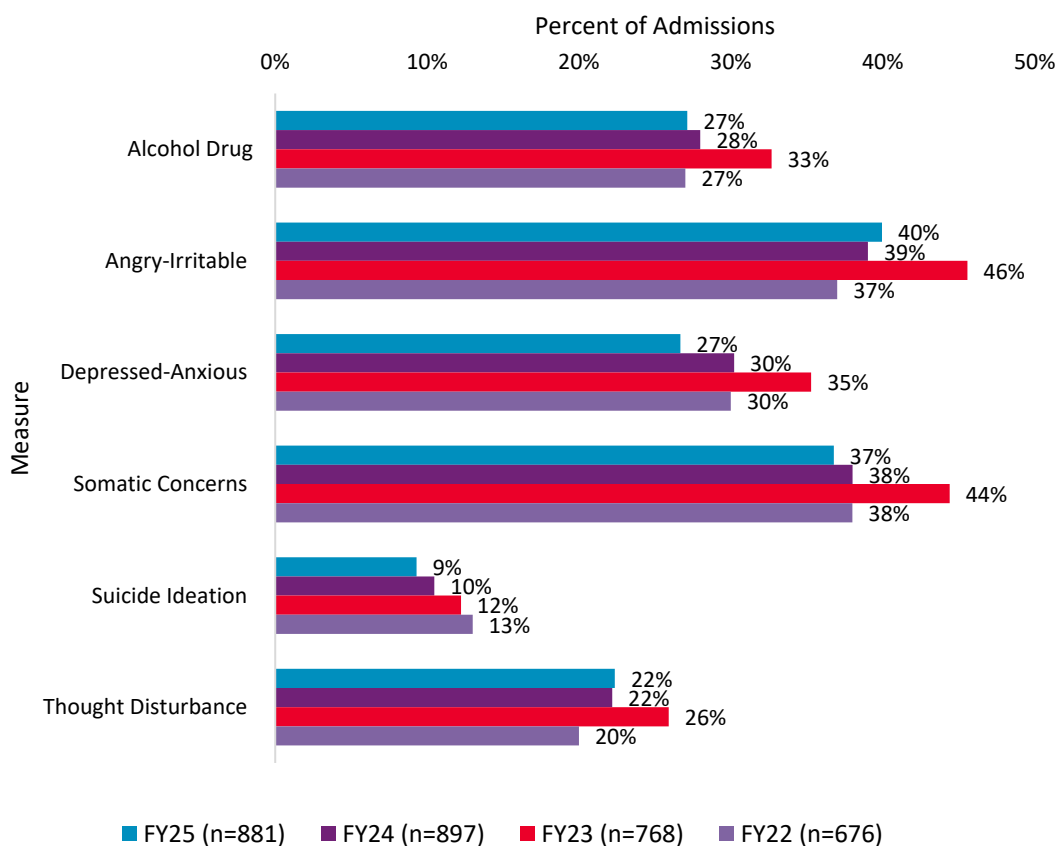
⁹³ [Executive Office of Public Safety and Security](https://www.mass.gov/service-details/the-prison-rape-elimination-act-prea-of-2003#:~:text=PREA%20applies%20to%20all%20federal,%2C%20and%20police%20lock%2Dups). (n.d.). The Prison Rape Elimination Act (PREA) of 2003. <https://www.mass.gov/service-details/the-prison-rape-elimination-act-prea-of-2003#:~:text=PREA%20applies%20to%20all%20federal,%2C%20and%20police%20lock%2Dups>; For a list of PREA questions, see Table 22 in the JJPAD Board’s 2023 Annual Report here: <https://www.mass.gov/doc/jjpad-2023-annual-report/download>

Data on Mental & Behavioral Health Needs

All youth receive a mental health screening upon first entering a DYS facility. DYS uses the MAYSI-2 (Massachusetts Youth Screening Instrument-Version 2) behavioral health screening, which was designed to assist juvenile justice facilities in identifying special mental health needs among 12-17 year olds.⁹⁴ The MAYSI-2 screens for signs of depression, suicidal/self-harm ideation, substance use, psychosis, aggression, and PTSD. Depending on the score, DYS has multiple policies and procedures in place to ensure youth in their care and custody are safe and supported, including providing appropriate clinical services, monitoring for suicidality, and establishing necessary safety protocols.

There were no substantial changes in the needs of youth, as captured on the MAYSI, from FY24 to FY25.

Figure 37:
Pretrial Detention Admissions by Caution/Warning MAYSI (FY22-FY25)



Source: Data provided to the OCA by the Department of Youth Services.

⁹⁴ Grisso, T., & Barnum, R. (2000). Massachusetts Youth Screening Instrument-2 (MAYSI-2): User's manual and technical report. Worcester, MA: University of Massachusetts Medical School.
https://cwlibrary.childwelfare.gov/permalink/01CWIG_INST/69hv8b/alma991000839129707651

Data on Educational Needs & Disability Status

While DYS receives special education and disability-related information for the youth admitted to detention twice each week from DESE, DYS has concerns about the accuracy and completeness of this data.⁹⁵ For example, in FY25, 32% (n=286) of detention admissions were missing education data from DESE.⁹⁶ This could be due to one or more reasons:

1. Youth are from out of state, and therefore, DESE does not have education data available for this youth.
2. The age of the detention admission population. In FY25, 35% (n=308) were 17 years old and above at time of admission. It is possible that some of these youth had completed their K-12 education or were of age to legally drop out of school.
3. Error in data reporting.

Given these concerns about the quality of the data, the JJPAD Board is not reporting this data this year.

Pretrial Process Points by Offense Type & Severity⁹⁷

Offense Types

The 7% decline in arraignments between FY24 and FY25 was largely driven by significant decreases in alleged property- (down 20%) and person-related offenses (down 9%). There were increases in arraignments for most other offense categories. Arraignments have declined across nearly all offense types since FY18, with one clear exception: alleged weapons-related offenses, which have increased 25% over that period.

Charge-level data reinforce this pattern.⁹⁸ Assault and battery has remained the most common lead charge in delinquency cases since FY19, continuing into FY25.

However, between FY24 and FY25, lead charges for alleged weapons-related offenses increased 14%, driven by substantial growth in firearm-related charges (up 36%) and other weapons charges (up 42%). In FY25, firearm offenses represented a little under half (49%, n=214) of all weapons-related charges. However, the vast majority of firearm-related charges (93%) were for

⁹⁵ DYS and DESE match data across agencies twice a week based on new detention admissions and first commitments. Local schools are only required to report data to DESE three times a year, and DYS receives the DESE data based on the last time the school reported to DESE.

⁹⁶ This data was previously reported by the JJPAD Board. It was most recently reported in the Board's 2023 Annual Report: <https://www.mass.gov/doc/jjpad-2023-annual-report/download>

⁹⁷ Data on the underlying alleged offense type and severity for youth on pretrial conditions of release and pretrial probation as a disposition are not available.

⁹⁸ Data on "lead charges" reports the first charge listed on a delinquency filing, often—though not necessarily—the most serious alleged charge. Importantly, this charge can change at the arraignment stage, however, the Trial Court does not currently report arraignment-level charge data.

illegal possession, not discharge. The rise in other weapons charges was largely attributable to a sharp increase in bomb/hijack threats. Common weapons-related offenses that did not involve a firearm included bomb/hijack threats, carrying a dangerous weapon on school grounds, false fire alarms, possession of a BB gun, false crime reports/911 calls, and possessing ammunition without a firearms identification card.

These trends suggest that while traditional person-related offenses remain the most common basis for court involvement, weapons-related allegations are playing a growing role in formal case processing.

Pretrial detention admissions patterns mirror these shifts. In FY25, youth were most frequently detained for alleged assault and battery. Detention admissions for alleged weapons-related offenses increased 20% between FY24 and FY25, and admissions for weapons-related offenses have risen 86% since FY18. Among detained youth in FY25, 22% (n=195) of admissions were for weapons-related offenses, of which the most common (62%, n=120) charge was for carrying a firearm without a license.

By contrast, detention admissions for alleged person-, property-, and public order-related offenses have declined substantially since FY18 (down 30%, 50%, and 66%, respectively), contributing to a 30% overall decline in admissions.

Offense Severity

Between FY24 and FY25, arraignments declined for both alleged felonies (down 7%) and misdemeanors (down 6%). Since FY18, arraignments have fallen 32% overall, primarily due to a 51% reduction in misdemeanor arraignments. Even with that significant decline, misdemeanor offenses still consistently account for roughly one-third of all arraignments each year.

Of the youth detained at initial arraignment in FY25, 83% were facing an alleged felony offense, compared to 64% of youth who were not detained. Detention admissions for both alleged felonies and misdemeanors declined slightly between FY24 and FY25—and have fallen 30% overall since FY18—but the long-term decline has been driven primarily by a 45% reduction in misdemeanor-related admissions. Still, in recent fiscal years, alleged misdemeanor offenses have consistently accounted for about 30% of pretrial detention admissions. While detention is more likely in felony cases, lower-level offenses continue to contribute substantially to pretrial detention admissions.

Dispositions & Sanctions

There are a few different options (dispositions) for how a case may be resolved after a youth is arraigned in court. The data in this section reports the *initial disposition* and sanction for a case, not the *final disposition*. This distinction is important because cases initially resolved by a continuance without a finding (CWOFF) are ultimately recorded as dismissals at final disposition if successfully completed.

It is also important to note that a case can be dismissed *prior* to a plea, trial, or CWOFF due to a number of procedural or legal reasons. That data is reported in the “Judicial Diversion & Case Dismissals” section above.

Dispositions

If a case resolves as a result of a CWOFF, a plea being accepted, or a completed trial,⁹⁹ it results in what is called a disposition.¹⁰⁰

1. A youth’s case can be resolved with something called a **continuance without a finding**. A CWOFF determination comes before an adjudication and means a case is continued without entering a formal adjudication on the case or into the youth's record. For there to be a CWOFF determination, a youth must give up their right to trial and admit there are sufficient facts to merit a finding of delinquency; in exchange, the court agrees to continue the case without a finding for a set period, subject to the youth’s compliance with specific conditions.

The case will be dismissed if the youth meets all of the conditions of probation during the length of the CWOFF. If the youth does not meet the conditions of probation, the case may be brought back to court, a finding of delinquency may be entered, and the youth may face additional consequences up to commitment to DYS. The youth will not have a record of a delinquent adjudication if they successfully comply with the terms of the CWOFF, although the fact that they were arraigned and the case was continued without a finding *will* appear on their record, along with an entry that the case was dismissed.

2. A youth can be **adjudicated not delinquent** (equivalent to not guilty in the adult system) on all or some of the charges.

⁹⁹ Youth can have a trial before a judge or a jury.

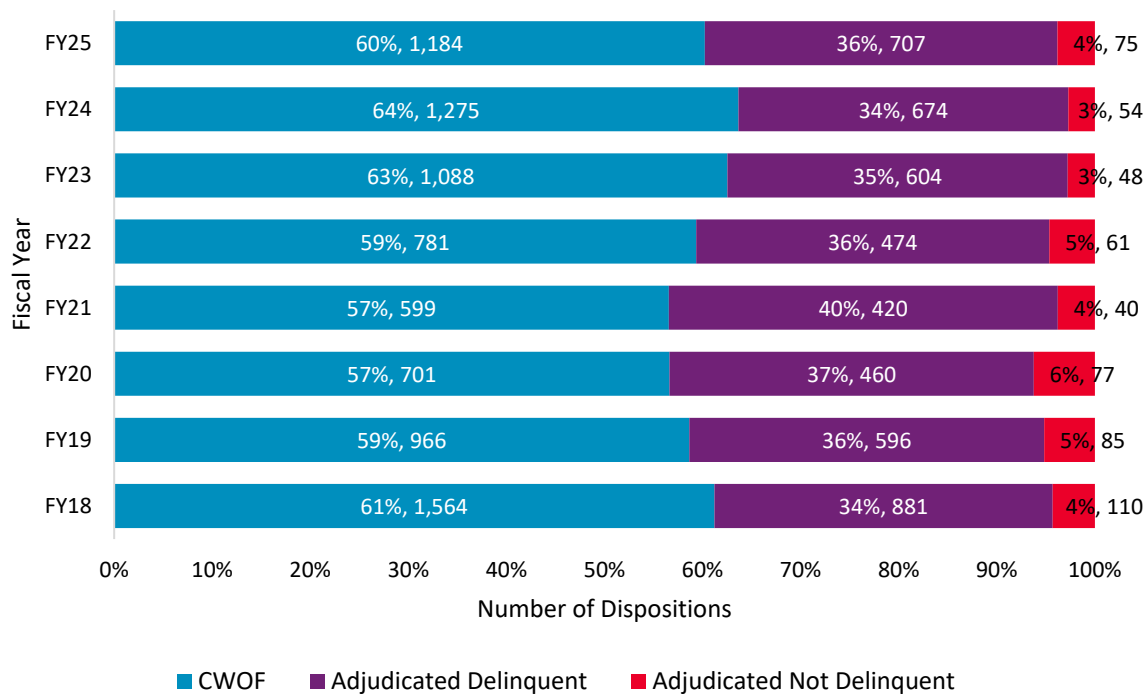
¹⁰⁰ Cases can also be dismissed, however, the counts reported here included all cases resolved by a CWOFF, cases adjudicated delinquent, and cases adjudicated not delinquent. CWOFFs can be used in the court’s determination of subsequent offenses.

- A youth can be **adjudicated delinquent** (equivalent to guilty in the adult system) on all or some of the charges.¹⁰¹

In FY25, there were 1,966 cases that proceeded to a plea/trial or were resolved by a CWO. Of those, 60% (n=1,184) were resolved by a CWO. The distribution of disposition types has remained relatively stable since FY18:

- CWOs consistently make up about 60% of initial dispositions.
- Cases adjudicated delinquent represent about a third of dispositions.
- Cases adjudicated not delinquent consistently make up about 4% of initial dispositions.

Figure 38:
Initial Dispositions by Type (FY18-FY25)



Note: FY25 data excludes expunged cases. Data may not match across fiscal years in this report due to the timing of data pulls and continued data updates. Source: FY18-23 data retrieved from the JJPAD’s 2024 Annual Report. FY24-FY25 data retrieved 11/2025 from the Massachusetts Trial Court’s Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/viz/MassachusettsJuvenileCourtDelinquencyDismissalsandAdjudications/AdjudicationRates>.

¹⁰¹ In some cases, even after a jury finds the child delinquent, a judge can use a CWO as a disposition pursuant to *Commonwealth v. Magnus M.* 461 Mass. 459 (2012).

Sanctions

Sanctions can be described as the outcome of a case in which a youth has been adjudicated delinquent. In adult court, this is referred to as a sentence.

If youth are adjudicated delinquent, they can receive one of the following sanctions:¹⁰²

- **Imposing no sanction:**¹⁰³ In FY25, there were 133 cases in which a youth was adjudicated delinquent but no sanction was imposed, representing 19% of all sanctions imposed that year.
- **Placing the youth on probation for a period of time:** In FY25, there were 220 cases in which a youth was adjudicated delinquent, or their case was resolved via a CWOFF, and they were placed on probation, representing 31% of all sanctions imposed that year.
- **Giving the youth a suspended DYS commitment:**¹⁰⁴ Youth with a suspended DYS commitment are supervised by MPS, and if successful, are not committed to DYS. If unsuccessful, youth may be committed to DYS until 18 years of age (or, in some cases, 19, 20, or 21 years old). In FY25, there were 128 cases in which a youth was adjudicated delinquent and given a suspended commitment to DYS, representing 18% of all sanctions imposed that year.
- **Committing a youth to the custody of the Department of Youth Services:** The most serious sanction a judge can enter when a youth is adjudicated delinquent is to commit a youth to the physical custody of DYS until their 18th birthday (or until their 19th, 20th, or 21st birthday in certain circumstances).¹⁰⁵ In FY25, there were 226 cases in which a youth was adjudicated delinquent and committed to DYS, representing 32% of all sanctions imposed that year.

The percentage of adjudicated delinquent cases across each sanction type has remained relatively stable compared to FY18 rates.

Additionally, the judge can impose or suspend an adult sentence if the youth was adjudicated as a youthful offender.¹⁰⁶

¹⁰² Additional sanction options are available to Juvenile Court judges for youth who are found to be a youthful offender. Those are detailed in the “Youthful Offender Cases” section below.

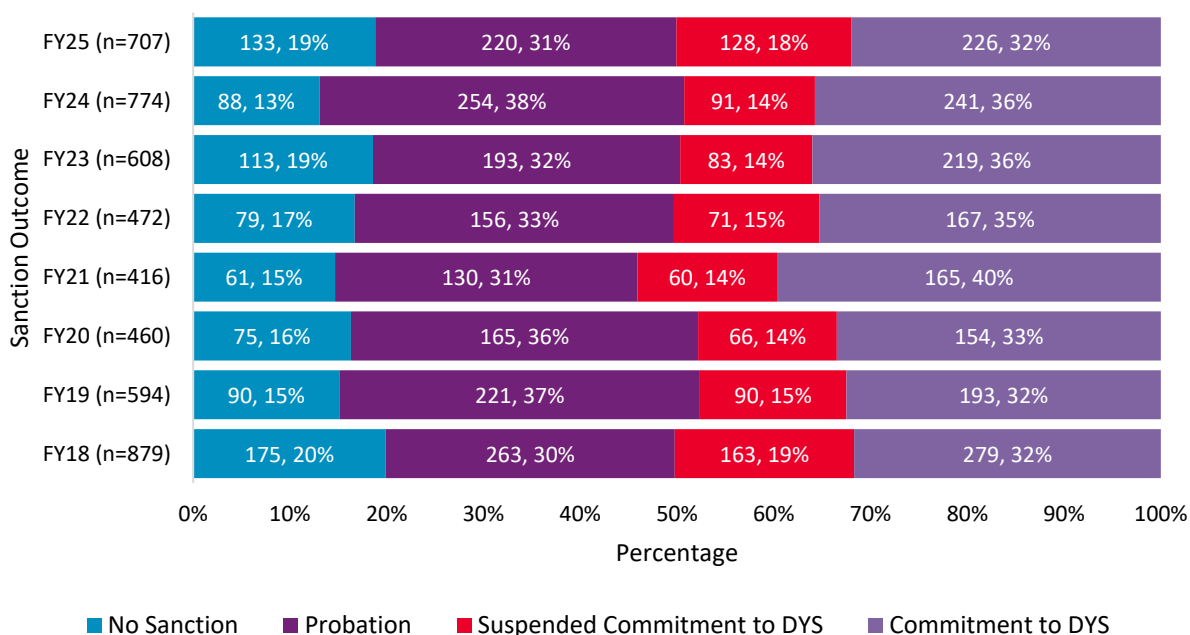
¹⁰³ In these cases, judges adjudicate a youth delinquent for a given case and put the case on file unless or until a certain circumstance occurs.

¹⁰⁴ During a suspended DYS delinquency commitment, the youth is placed on probation with the possibility of a DYS commitment. If the youth is found by a judge to have violated a condition of probation, the judge may commit the youth to DYS.

¹⁰⁵ Youth charged as a juvenile, but whose cases are disposed after their 18th birthday can be committed to DYS until they are 19 or 20 years old. Youth with a youthful offender case can be committed to DYS until age 21. ([MGL c. 119 §58.](#)) While youth are committed to the physical custody of DYS, youth may live in the community or a DYS facility at different points throughout their commitment disposition.

¹⁰⁶ Youthful offender disposition data is presented in the “Youthful Offender Cases” section of this report.

Figure 39:
Cases Adjudicated Delinquent by Sanction Imposed (FY18-FY25)



Source: FY25 data excludes expunged cases. FY18-23 data retrieved from the JJPAD’s 2024 Annual Report. FY24-FY25 data retrieved 11/2025 from the Massachusetts Trial Court’s Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/viz/MassachusettsJuvenileCourtDelinquencyDismissalsandAdjudications/AdjudicationRates>.

Post-Disposition Probation

Youth adjudicated delinquent may be placed on probation by the court as a disposition, including those given a suspended commitment to DYS until age 18 or 21, as well as those whose cases are resolved with a CWOFF.

In FY25, probation sanctions for cases adjudicated delinquent or cases resolved via a CWOFF made up 31% (n=220) of cases, consistent with FY18 rates (30%). Similarly, in FY25, probation sanctions for cases adjudicated delinquent and receiving a suspended DYS commitment made up 18% (n=128) of cases, consistent with FY18 rates (19%).

Supervision Types & Levels

MPS reported 1,385 new probation cases in FY25.¹⁰⁷ This is a 2% decrease from FY24. A judge determines which type of probation to impose:

- **Risk-Need Probation:** A classification of probation supervision for adjudicated youth in which probation officers have direct supervision of youth consistent with

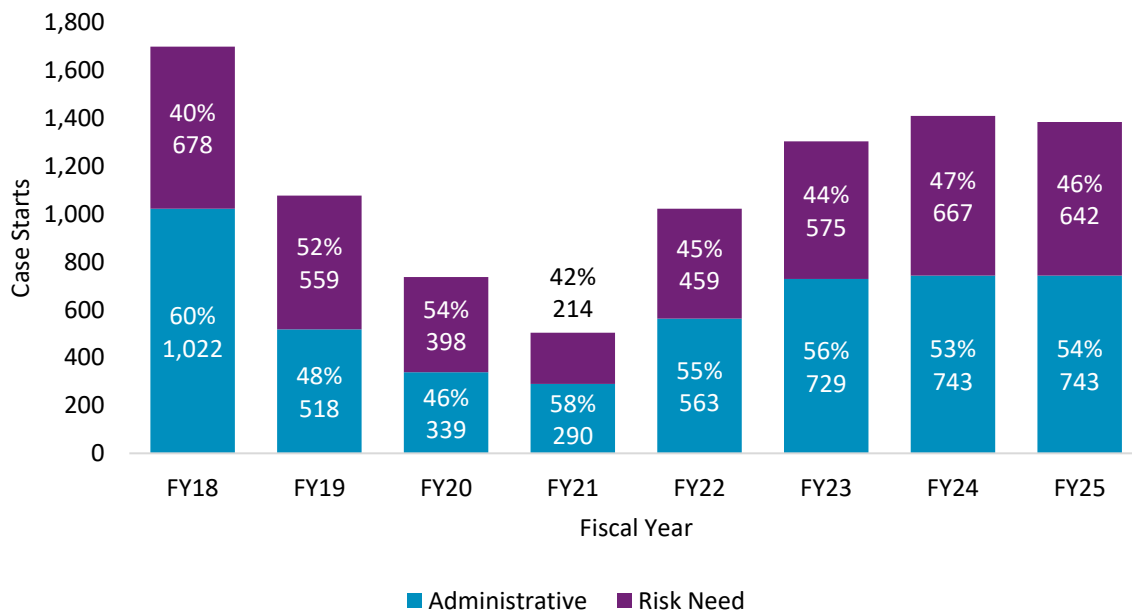
¹⁰⁷ MPS reports the number of cases started during the year. One individual can have more than one case start.

established supervision standards in place for youth assessed as being *low*, *moderate*, or *high* risk-need. These levels are determined by an evidence-based assessment tool and classification process.

- **Administrative Probation:**¹⁰⁸ A classification of probation supervision where the number of directly supervised conditions are limited and the court intends no direct involvement of the probation officer with the youth. Unlike risk-need probation, there is no assessment tool used for this classification of probation.

Between FY24 and FY25, the number of administrative case starts stayed the same, while the number of case starts for youth on risk-need supervision decreased 4%. The decline in probation case starts since FY18 stems from a 27% decline in administrative probation cases. Administrative probation cases make up a little more than half of all probation case starts most years.

Figure 40:
Post-Adjudication Probation Case Starts by Supervision Type (FY18-FY25)

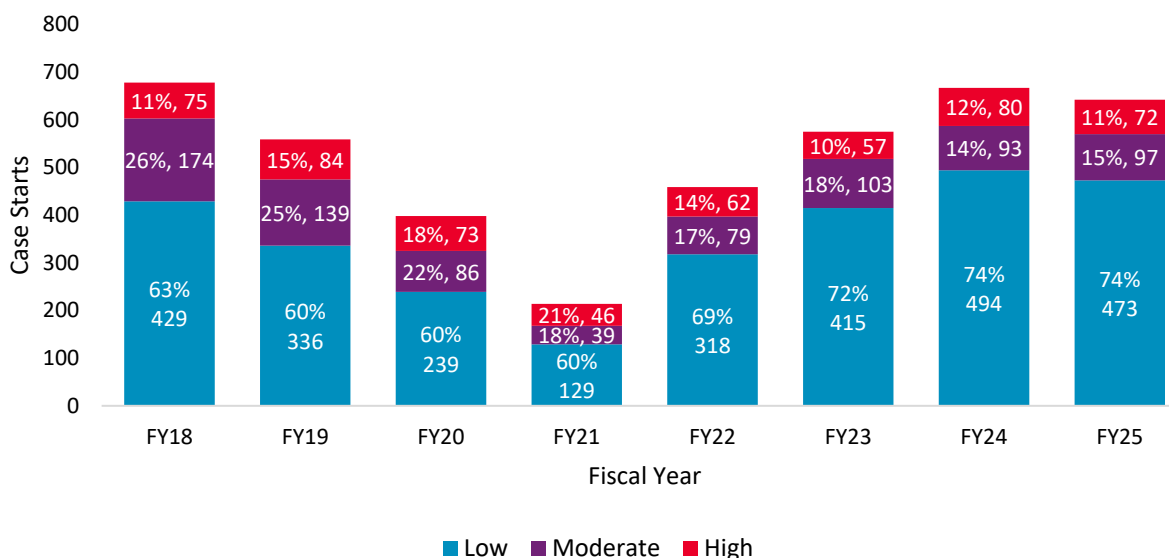


Source: Data provided to the OCA by the Massachusetts Probation Service.

For youth supervised on risk-need probation, most (74%) youth are supervised at low levels due to their risk-need scores. The percentage of youth supervised at low levels has remained relatively consistent over the past few years.

¹⁰⁸ Due to the way MPS collects and reports data, post-adjudication administrative probation counts include some pretrial & pre-arraignment cases.

Figure 41:
Risk-Need Probation Case Starts by R/N Level (FY18-FY25)



Source: Data provided to the OCA by Massachusetts Probation Service.

Probation Conditions and Violation of Probation Notices

Data on the specific conditions assigned to youth on risk-need probation is not currently available from MPS.

For youth supervised on administrative probation, the most frequent condition set is “other.”¹⁰⁹ This has been the most frequent condition set for administrative probation since FY21.

Table 6: Administrative Probation Conditions (FY21-FY25)					
Conditions	FY21	FY22	FY23	FY24	FY25
Other	210	396	607	549	537
Transfer*	14	71	36	81	96
No Conditions	17	23	31	50	58
Money**	14	21	12	16	27
Interstate***	4	6	7	12	8
From and After****	3	4	4	3	6
Residential Treatment	9	12	14	11	5
Community Service	6	5	4	9	4
Treatment	13	24	13	11	2
Random Testing	0	1	1	1	0
Total	290	563	729	743	743

¹⁰⁹ Examples of “Other” conditions include stay away orders, letters of apology, or specific programming (e.g., Brains at Risk).

Table 6: Administrative Probation Conditions (FY21-FY25)

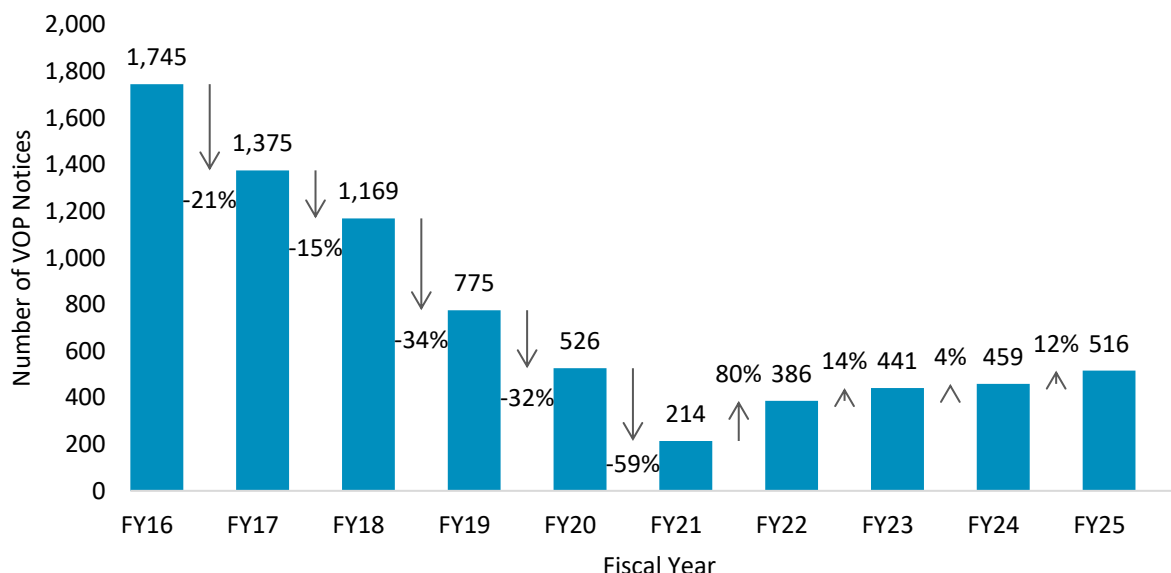
*Transfer occurs when a person has more than one matter in different courts and the case moves to simplify the matter. For example, a young person is being supervised in Essex, but is adjudicated on a new offense in Barnstable, the case would be transferred to Essex. The same thing can occur if someone moves intra-state to a different county on just one matter.
 **Money- Money generally means there is a restitution requirement for the victim as part of the youth’s condition to be in the community.
 ***Interstate- Massachusetts is part of the Interstate Compact for Juveniles. For eligible youth from out of state, their supervision can be transferred to Massachusetts, and MPS can transfer supervision of a MA case to another state if the young person qualifies.
 ****From and after- this can refer to a youth with a “youthful offender” case who gets discharged and has a probation sentence still to complete.
 Source: Data provided to the OCA by Massachusetts Probation Service.

If a youth on probation fails to meet the conditions of probation set by a judge, a probation officer has three response options:

1. Issue a warning or other sanction.
2. Conduct an administrative hearing.
3. Issue a violation of probation notice.

A violation of probation notice informs the youth of the condition(s) the probation officer alleges they violated and orders the youth to appear in court. There was a 12% increase in the number of violation of probation notices in FY25 compared to FY24. There has been a steady increase in the number of notices issued each year since FY21. However, compared to FY18, notices are still down 56%.

Figure 42:
Violation-of-Probation Notices (FY16-FY25)



Source: Data provided to the OCA by the Massachusetts Probation Service.

There are three types of violation notices: *delinquent*,¹¹⁰ *non-delinquent*,¹¹¹ and *both delinquent and non-delinquent*.¹¹² The data below represents violations of pretrial and delinquency probation. MPS is unable to disaggregate violations by probation type.¹¹³ Since FY24, the number of delinquent notices has decreased 3%, while non-delinquent notices have increased by 18% and both delinquent and non-delinquent notices have increased by 39%. Between FY18 and FY25, the number of non-delinquent notices decreased 69%; at the same time, delinquent

¹¹⁰ In this type of violation, the probation officer is alleging that the youth committed a new delinquent offense while under probation supervision, on the basis of a new arrest or summons by the police. An example is a youth being arrested for shoplifting while a youth is being supervised for a previous offense.

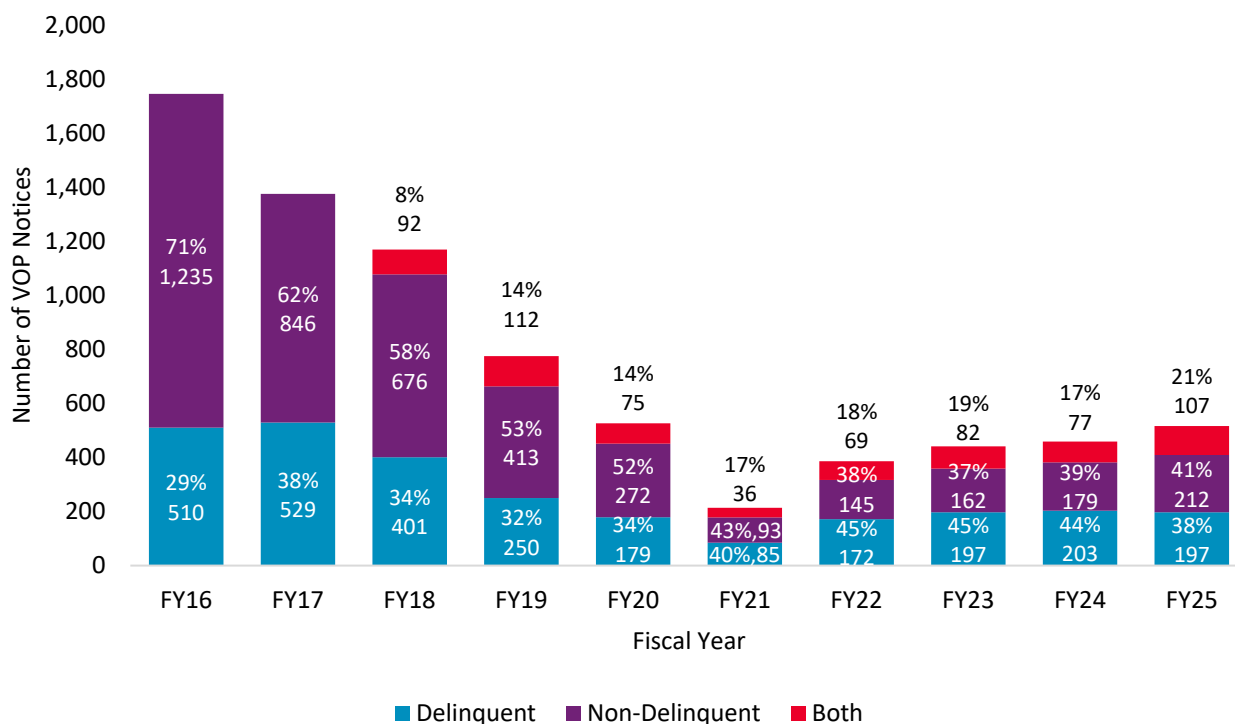
¹¹¹ Sometimes called a technical violation. In this case, the probation officer is alleging that the youth did not comply with one or more conditions of probation. The alleged behavior is not by itself a delinquent offense and would not otherwise result in an arrest. An example of this would be the youth not attending a mandatory anger management group and after many attempts to have the youth attend, they never go.

¹¹² A youth can receive one violation notice that includes allegations of a new delinquent offense (delinquent violation notice) and non-compliance with conditions of probation (non-delinquent violation notice).

¹¹³ As of this report, MPS reports having begun to collect this data and will be able to disaggregate violation data by probation type in the future.

notices decreased 51%.

Figure 43:
Violation of Probation Notices by Type (FY17-FY25)



Source: Data provided to the OCA by the Massachusetts Probation Service.

Commitments to the Department of Youth Services (DYS)

The most serious disposition a judge can enter when a youth is adjudicated delinquent is to commit a youth to the physical custody of DHS until their 18th birthday (or until their 19th, 20th, or 21st birthday in certain circumstances).¹¹⁴

In FY25, 32% (n=226) of cases adjudicated delinquent were sanctioned with a DHS commitment, the same rate (32%) as FY18.

First-Time Commitments

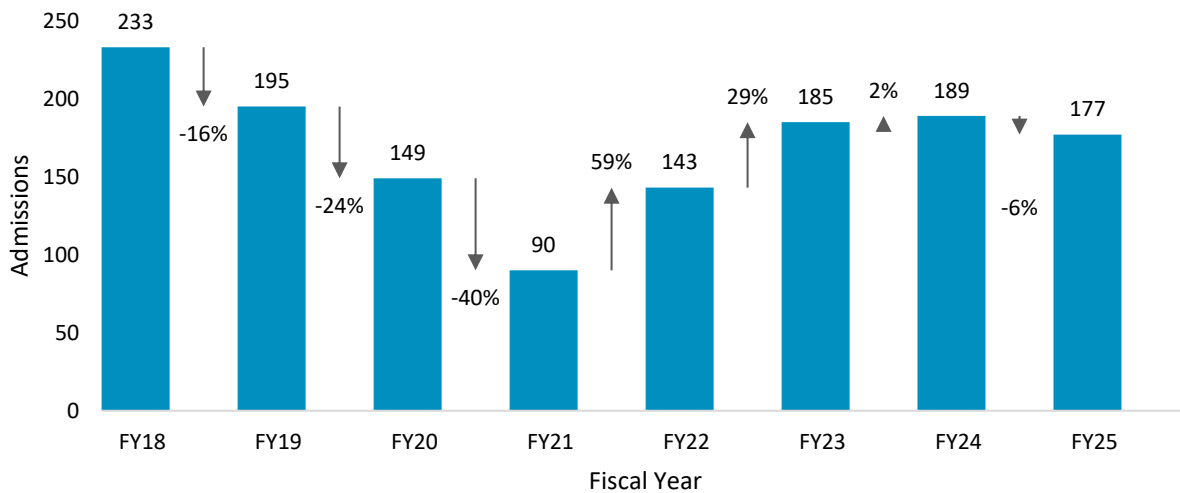
Data on commitments presented above is for youth who are committed to DHS – whether for the first time or subsequent times after their first commitment. For that reason, the Board also

¹¹⁴ Youth charged as a juvenile, but whose cases are disposed after their 18th birthday can be committed to DHS until they are 19 or 20 years old. Youth charged as a youthful offender can be committed to DHS until age 21 ([MGL c. 119 §58](#)). While youth are committed to the physical custody of DHS, youth may live in the community or a DHS facility at different points throughout their commitment disposition.

reports first-time commitments data from DYS. This data reflects the number of committed youth who have never previously been committed to DYS’s custody.¹¹⁵

In FY25, there were 177 youth committed to DYS for the first time, representing a 6% decrease from FY24. First-time commitments are down 24% from FY18.

Figure 44:
First-Time Commitments (FY18-FY25)



Source: Data provided to the OCA by the Department of Youth Services.

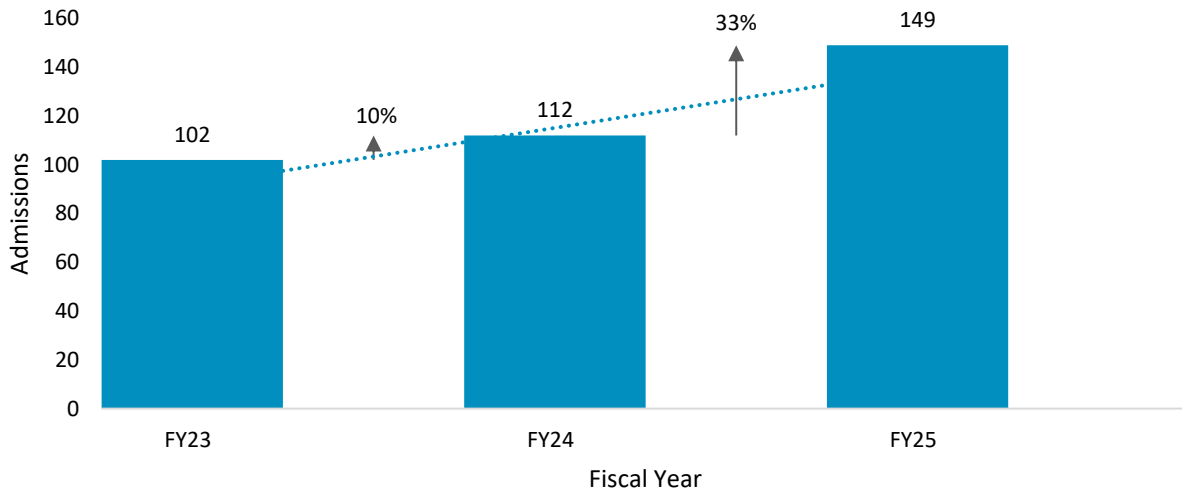
In FY25, there were 149 revocations for youth committed to DYS under community supervision.¹¹⁶ Revocations increased 33% between FY24 and FY25.

¹¹⁵ First-time commitment data does not include youth who have been committed previously and are subsequently recommitted to DYS on new charges.

¹¹⁶ A revocation is the process used, pending a hearing, to remove a youth who has allegedly violated their conditional liberty agreement (a written agreement between a youth and DYS that defines rules of conduct a youth must comply with) from a community-based placement and place him or her in a secure placement, where he or she may remain after a determination at the hearing that the youth violated his or her conditional liberty agreement. 109 Mass. Reg. 8.03.

<https://www.mass.gov/doc/109-cmr-8-the-granting-and-revocation-of-conditional-liberty-for-youth-committed-to-the-department-of-youth-services/download>

Figure 45:
Revocations for Youth Committed to DYS (FY23-FY25)



Source: Data provided to the OCA by the Department of Youth Services.

Youth Committed to DYS: Placement Settings as of June 30, 2025

First-time commitments data reflect youth who were committed to DYS for the first time that year. Commitment point-in-time, or snapshot, data shows all youth committed on a given day and not just those new to a commitment with DYS. This includes youth who have been adjudicated delinquent more than once and includes youth committed to DYS who have not aged out of their commitment yet and remain on the DYS caseload. The data takeaways presented in this text box reflect the youth who were in the custody of DYS on June 30, 2025. **On that date, there were 291 youth committed to DYS.**

Since a youth's placement type can change throughout their DYS commitment, it is best to use snapshot data to analyze the number of committed youth in various types of placements. On this day, 49% (n=143) of youth committed to DYS were placed in a residential placement setting and 50% (n=145) were supervised in a community setting.

- Of the 143 committed youth in a residential placement, 56% (n=96) were in a hardware-secure facility and 44% (n=74) were in a staff-secure placement.
- For youth placed in a residential program, DYS's *continuum of care* designates the different reasons youth are held in a residential placement. On June 30, 2025, of the 143 youth in a residential placement, 54% (n=77) were in a treatment program, 15% (n=22) were found to be in violation of their grant of conditional liberty (GCL) and returned to residential custody, and 31% (n=44) were in a residential placement for another reason (e.g., youth was detained, participating in an assessment, or in transition to an independent living program for DYS).[^]
- Of the 77 youth committed to a residential program for treatment reasons, 58% (n=45) were in a hardware-secure placement and 42% (n=32) were in a staff-secure placement.
- On that day, committed youth in a residential placement had spent an average of 82.4 days committed to DYS. The median length of stay in their current (as of June 30, 2025) placement was 49 days.

* Placement type is determined by the youth's risk level and offense type. Youth committed to DYS who are living in the community do so on a grant of conditional liberty or GCL. A GCL can be revoked based on a violation of a condition, and a youth can be brought back to a DYS facility at the discretion of DYS. This is roughly equivalent to parole in the adult justice system.

[^]Youth who are already committed to DYS can be held in detention for another case.

Source: Research Department, Department of Youth Services.

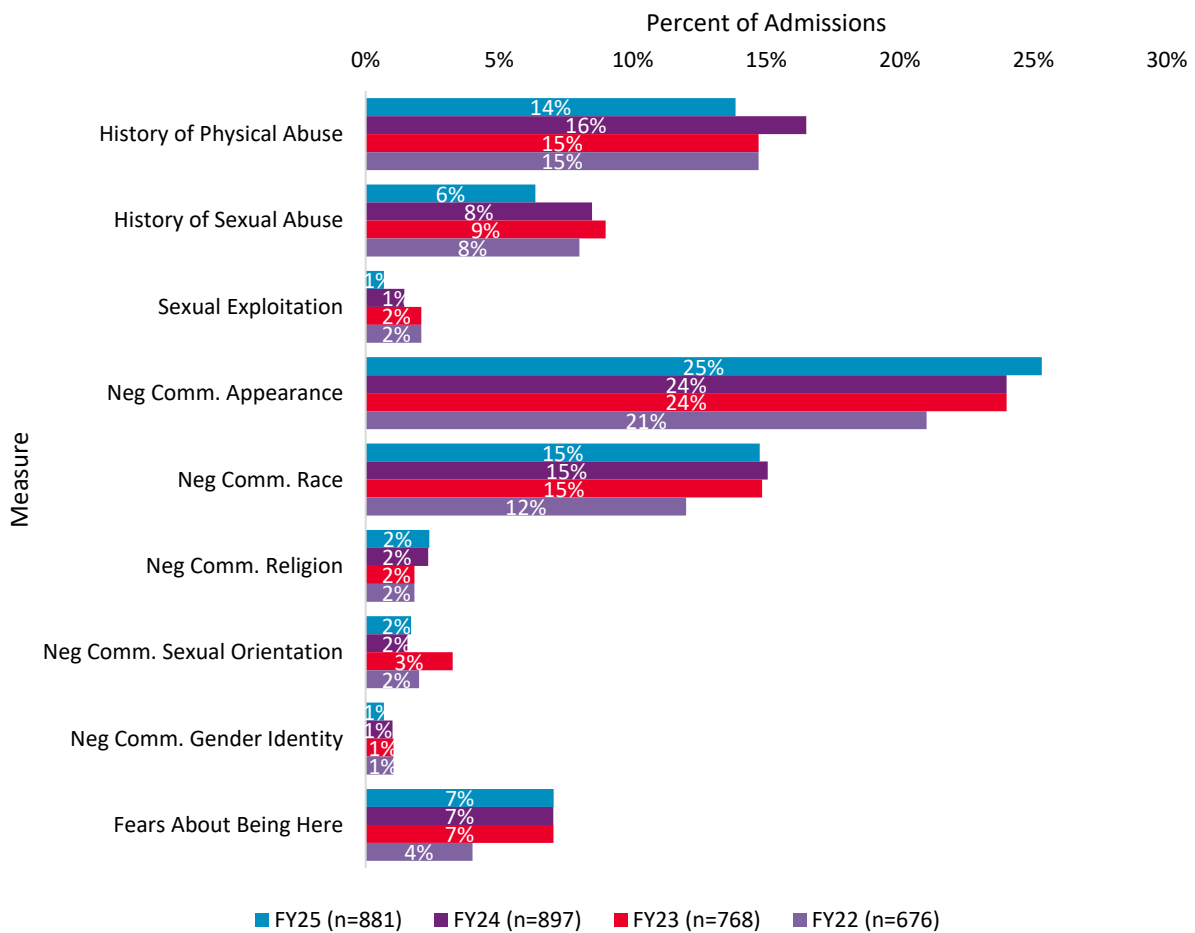
Characteristics of Youth at the Time of Commitment

DYS reports data to the Board that details some of the needs of young people with first-time commitments. This includes data on any self-reported history of sexual and/or physical abuse, and any mental health and educational needs.¹¹⁷

Data on Physical & Sexual Abuse

Compared to FY24, the percentage of youth with a first-time commitment to DYS who disclosed abuse or negative comments remained relatively stable.

Figure 46:
Pretrial Detention Admissions by PREA "Yes" Responses (FY22-FY25)



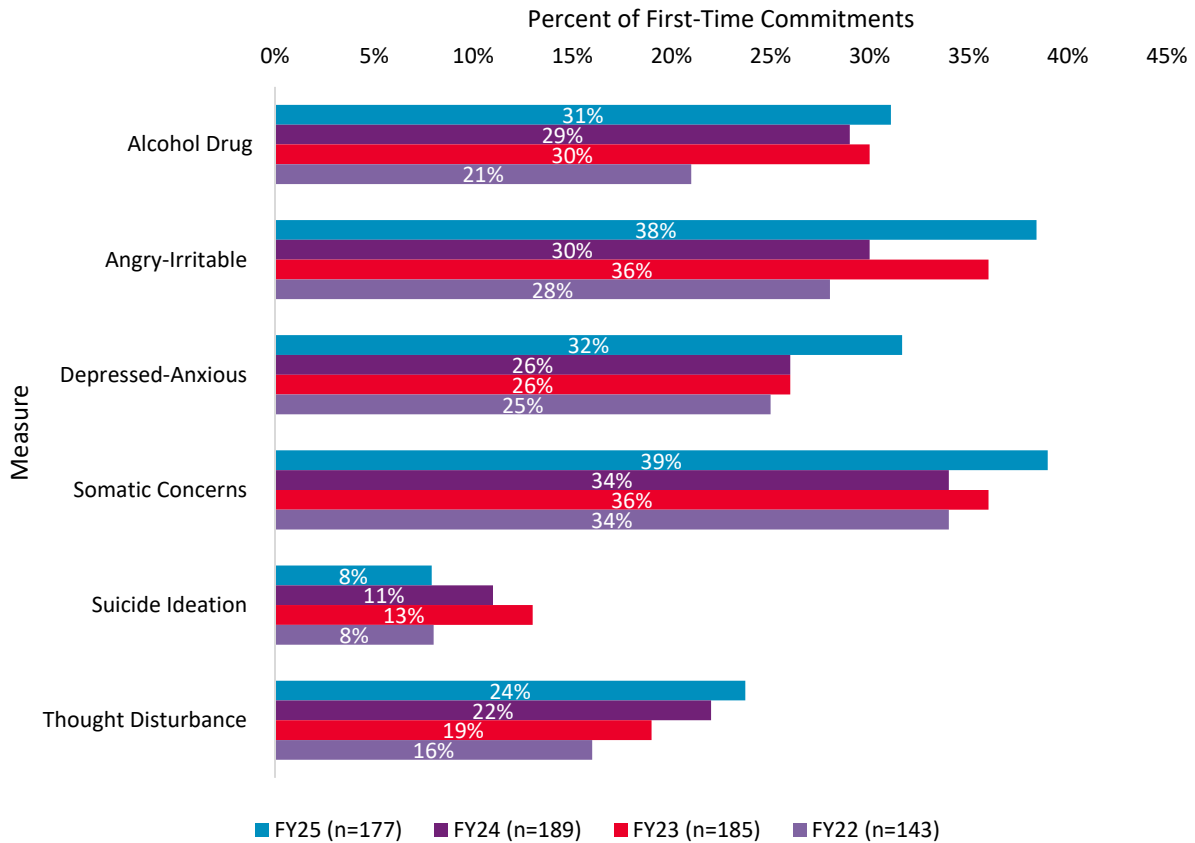
Source: Data provided to the OCA by the Department of Youth Services.

¹¹⁷ For more information on the tools collecting these measures, see the “Characteristics of Youth Detained Pretrial” section in this report.

Data on Mental & Behavioral Health Needs

Compared to FY24, a slightly higher percentage of youth committed to DYS for the first time scored “caution” or “warning” across all behavioral health needs categories. The exception was “suicide ideation,” which showed a decrease of three percentage points.

Figure 47:
First-Time Commitments by Caution/Warning MAYSI (FY22-FY25)



Source: Data provided to the OCA by the Department of Youth Services.

Data on Educational Needs & Disability Status Data

DYS receives special education and disability-related information for the youth committed that week from DESE.¹¹⁸ However, DYS has data quality and completeness concerns related to this

¹¹⁸ DYS and DESE match data across agencies twice a week based on new detention admissions and first commitments. Local schools are only required to report data to DESE three times a year, and DYS receives the DESE data based on the last time the school reported to DESE.

dataset. For example, in FY25, 28% (n=49) of first-time commitments were missing education data from DESE.¹¹⁹ This could be due to one or more reasons:

1. Youth is from out of state, and therefore, DESE does not have education data available for this youth.
2. The age of the commitment admission population. In FY25, 59% (n=104) were 17 years old and above at the time of their first commitment. It is possible that some of these youth had completed their K-12 education or were of age to legally drop out of school.
3. Error in data reporting.

Given these concerns about the quality of the data, the JJPAD Board is not reporting this data.

Dispositions & Sanctions by Offense Type & Severity

Offense Type

The number of cases resolved through a CWOFF declined between FY24 and FY25 across nearly all offense categories, with only very small increases for drug and motor vehicle cases. The longer-term 24% decline in CWOFF cases since FY18 has been driven primarily by steep reductions in public order-related cases (down 88%) and property-related cases (down 31%). In contrast, CWOFF cases for weapons-related offenses have increased 85% over that same period. Person-related offenses continue to account for the largest share of CWOFF cases (45% in FY25).

Similarly, while delinquent adjudications increased slightly between FY24 and FY25—driven by motor vehicle and property cases—there have been declines across nearly all offense types since FY18. The one exception is weapons-related offenses, which have increased 31%. Person-related offenses again represent the largest share (35%) of delinquency adjudications in FY25.

Cases adjudicated not delinquent follow a similar pattern: short-term increases across most offense types, long-term declines since FY18, and a notable 80% increase in weapons-related cases that were adjudicated not delinquent. Across all years, person-related offenses remain the most common offense type among cases adjudicated not delinquent.

First-time commitments to DYS have decreased across most offense categories between FY24 and FY25 and have declined overall since FY18 for most offense types. However, motor vehicle and weapons-related offenses are again exceptions, showing long-term increases (56% and 38%, respectively).

¹¹⁹ This data was previously reported by the JJPAD Board. It was most recently reported in the Board's 2023 Annual Report: <https://www.mass.gov/doc/jipad-2023-annual-report/download>

Offense Severity

The number of cases resolved through a CWOFF declined at similar rates for both felony and misdemeanor offenses between FY24 and FY25. The overall decline in CWOFF cases since FY18 has been driven largely by a 42% reduction in cases involving underlying misdemeanor offenses.

The recent 5% increase in cases adjudicated delinquent was driven entirely by misdemeanor cases, which increased 20% between FY24 and FY25. However, since FY18 delinquency adjudications for misdemeanor offenses have fallen 36%. Cases adjudicated not delinquent increased between FY24 and FY25 for both felony and misdemeanor offenses but have declined overall since FY18. Still, in FY25 misdemeanor cases accounted for 41% of cases adjudicated not delinquent, highlighting the continued presence of lower-level charges in formal adjudications.

First-time commitments decreased for both felony and misdemeanor offenses between FY24 and FY25. Over the longer term, however, there has been a more significant reduction in misdemeanor-related commitments, which are down 36% since FY18.

Youthful Offender Cases

A youthful offender case involves a youth between 14 and 18 years old who is indicted by a grand jury for allegedly committing an offense which, if they were an adult, would be punishable by imprisonment in state prison and who meets any of the following criteria:¹²⁰

1. The youth has previously been committed to the Department of Youth Services.
2. The youth has committed an offense which involves the infliction or threat of serious bodily harm in violation of law.
3. The youth has committed certain firearms and weapons-related offenses.

District attorneys may choose to present certain juvenile cases to a grand jury, whose role is to decide whether there is enough evidence to charge the youth with the crime alleged and whether the crime and/or the youth meets the criteria necessary for the youth to be indicted as a youthful offender. If the grand jury determines that there is sufficient evidence to charge the youth with the crime alleged and that the youth meets youthful offender criteria, they issue an indictment accusing the youth of specific offenses and a separate indictment accusing the youth of being a youthful offender.¹²¹

If the grand jury determines the youthful offender criteria have not been satisfied, the district attorney may continue to proceed against the youth as a delinquency case; however, Board members note it is rare that a grand jury determines that there is insufficient evidence. If a youth is indicted, they are brought before the Juvenile Court and arraigned. The rest of their case proceeds similarly to a delinquency case except in two ways:

1. Youth in these cases have the right to be tried by a jury of 12 adults (compared to six adults in delinquency proceedings).
2. Youthful offender trials are open to the public (compared to delinquency proceedings, which are closed to the public).

In FY25, there were

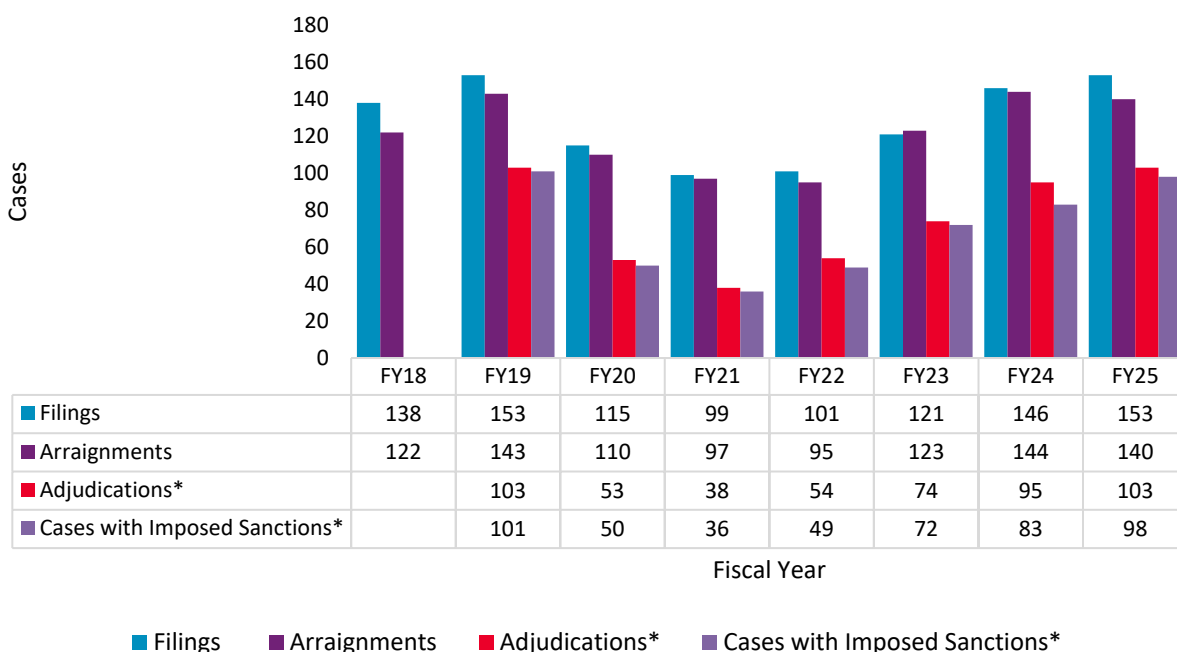
¹²⁰ As defined in M.G.L c119 §52: <https://malegislature.gov/Laws/GeneralLaws/PartI/TitleXVII/Chapter119/Section52>. In other states, laws permit youth alleged of certain offenses to be transferred to adult court (referred to as waivers or direct file). Instead of using waivers/direct transfers for non-homicide cases, Massachusetts uses the youthful offender statute to give judges more flexibility at the sanctions/sentencing phase for youth adjudicated delinquent/found guilty, including using adult sentencing options (e.g., jail and prison). For more information on national numbers, see https://ojjdp.ojp.gov/publications/characteristics-of-cases-judicially-waived.pdf?utm_campaign=data_snapshots_7_26&utm_medium=email&utm_source=juvjust

¹²¹ Pries, R. & Rosensweig, C. (2018). *Kids and the Law: A User's Guide to the Juvenile Court (4th edition)*. Adolescent Consultation Services. <https://acskids.org/flipbook/?page=152>

- 153 youthful offender case indictments.
- 140 youthful offender case arraignments.
- 103 youthful offender cases that resulted in a CWO, delinquent adjudication, or guilty adult sentence.¹²²
- 6 youthful offender cases that were adjudicated not a youthful offender.

Between FY24 and FY25, the number of youthful offender cases increased at each process point except for arraignments. The number of youthful offender cases has increased at each process point consistently beginning in FY22.

Figure 48:
Youthful Offender Cases by Process Point (FY18-FY25)



Note: *FY18 youthful offender adjudications and sanctions data is unavailable. Source: FY25 data excludes expunged cases. FY18-23 data retrieved from the JJPAD’s 2024 Annual Report. FY24-FY25 data retrieved 11/2025 from the Massachusetts Trial Court’s Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/vizzes>.

Sanctions/Adult Sentences

If the youth is “found to be a youthful offender,” the court may impose one or a combination of the following sanctions in addition to the delinquency sanctions reported above:

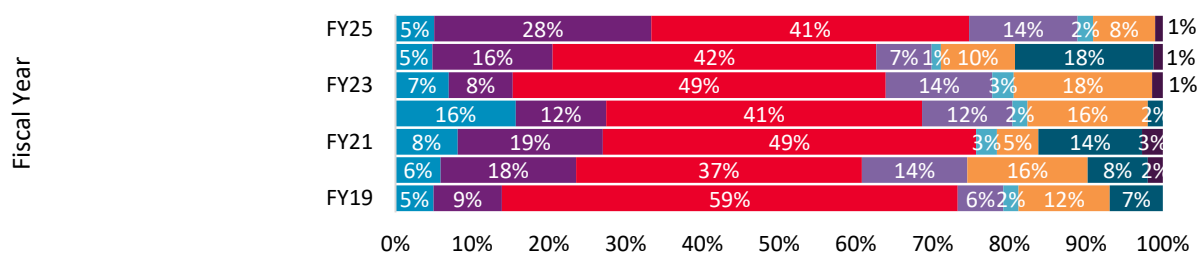
¹²² A youth can be found delinquent on a YO charge if the elements of YO are not met, but the elements of the offense *are* met.

- Commit the youth to DYS until age 21.
- Commit the youth to DYS until age 21, with that commitment suspended while the youth is placed on a period of probation supervision.
- Impose any adult sentence allowed for by law for the adjudicated offense, including a sentence to the house of correction, state prison, or adult probation.
- Commit the youth to DYS until age 21 with a suspended adult sentence. If the youth successfully completes their commitment, the case may conclude; if not, the youth may be sentenced to an adult facility.¹²³

As with previous years, the most frequent sanction imposed on youth adjudicated on youthful offender cases is a commitment to DYS until 21 years old. Between FY24 and FY25, the use of suspended commitment to DYS as a sanction more than doubled from 13 sanctions in FY24 to 28 sanctions in FY25.

¹²³ This is referred to as a combination sentence because it combines a commitment to DYS with the potential for a youth to complete an adult sentence if the youth fails to comply with the terms of the combination sentence. Typically, if the youth successfully completes their commitment, the case will conclude without the youth serving an adult sentence; however, the court may also decide that the probationary period associated with the suspended sentence should begin after the youth is discharged from commitment. In either case, if the youth successfully meets the court's terms, they will not have to serve the adult sentence, but if the youth violates the terms of the probationary period associated with the suspended sentence, the judge may impose the suspended adult sentence and commit the youth to an adult facility.

Figure 49:
Youthful Offender Cases by Sanction/Sentence (FY19-FY25)



	FY19	FY20	FY21	FY22	FY23	FY24	FY25
■ Probation (Juvenile or Adult)	5	3	3	8	5	4	5
■ Suspended DYS Commitment (18-21)	9	9	7	6	6	13	28
■ Commitment to DYS (18-21)	60	19	18	21	35	35	41
■ Suspended Adult Sentence	6	7	0	6	10	6	14
■ Split Sentence to the House of Corrections	2	0	1	1	2	1	2
■ House of Corrections	12	8	2	8	13	8	8
■ Department of Corrections	7	4	5	1	0	15	0
■ Other (Filed, No Sanction)	0	1	1	0	1	1	1

Percentage

Source: FY25 data excludes expunged cases. FY19-FY23 data retrieved from the JJPAD’s 2024 Annual Report. FY24-FY25 data retrieved 11/2025 from the Massachusetts Trial Court’s Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/viz/MassachusettsJuvenileCourtYouthfulOffenderDismissalsandAdjudications/DispositionsbyDivision>.

Murder Charges

In Massachusetts, the juvenile justice system has jurisdiction over any individual age 12-17 charged with a delinquency offense regardless of the type of offense except for homicide charges. A case in which a youth over the age of 14 is accused of murder in the first or second degree¹²⁴ is automatically arraigned in (adult) District Court and further court proceedings (i.e., indictment, arraignment, and sentencing) are heard in Superior Court. In Massachusetts, youth 14-18 years old convicted of first-degree murder charges have a mandatory sentence of 20-30 years in state prison.¹²⁵

In FY25, there were 11 youth arraigned on murder charges in Superior Court.

¹²⁴ MGL c. 119 § 74. <https://malegislature.gov/Laws/GeneralLaws/PartI/TitleXVII/Chapter119/Section74>; MGL c. 265 § 1. <https://malegislature.gov/Laws/GeneralLaws/PartIV/TitleI/Chapter265/Section1>.

¹²⁵ This changed in 2014. Prior to 2014, youth could be sentenced to life without parole. See the SJC decision that changed that in 2013: <https://law.justia.com/cases/massachusetts/supreme-court/2015/sjc-11688.html> and the legislation that codified it in 2014: <https://malegislature.gov/Laws/SessionLaws/Acts/2014/Chapter189>

Table 7: Cases Heard in Superior Court –Youth Charged with Murder	
Fiscal Year	Number of Cases
FY19	4
FY20	3
FY21	11
FY22	12
FY23	6
FY24	11
FY25	11

Source: FY25 data excludes expunged cases. FY18-FY23 data retrieved from the JJPAD’s FY23 Annual Report. FY25 data retrieved on 10/2025 from the Massachusetts Trial Court’s Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/viz/SuperiorCourtMurderCasesUnderAge18/DfndtCaseCharacteristics>.

Prior to 2024, young people (between 18 and 21 years old) convicted of first-degree murder could be sentenced to life without the possibility of parole in state prison. In January 2024, the SJC ruled in *Commonwealth v. Mattis*¹²⁶ that youth (under the age of 21) can no longer be sentenced to life without parole.

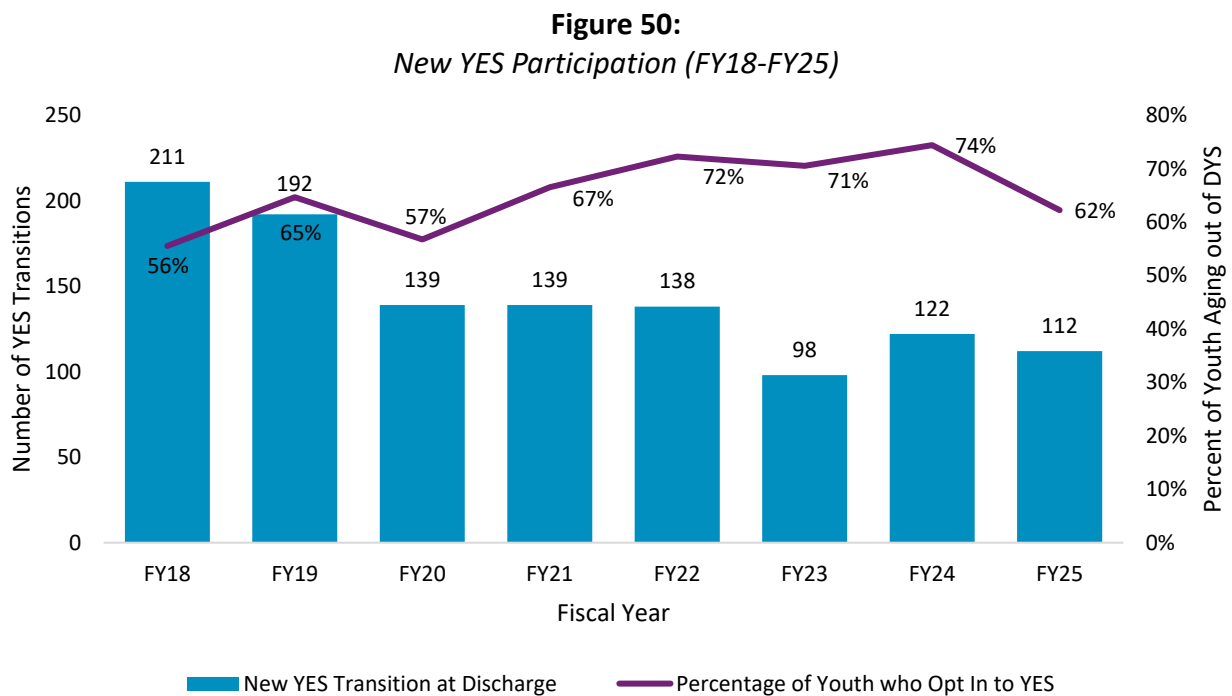
¹²⁶ *Commonwealth v. Mattis*, 493 Mass. 216, (2024) <https://law.justia.com/cases/massachusetts/supreme-court/volumes/493/493mass216.html>. As of this report, public news reports that 11% of those eligible for parole have been granted parole under this decision. Lawyers estimate 200 people currently incarcerated in Massachusetts Department of Corrections are impacted by this decision. Brown, S. (2025). 30 years gone: Boston man leaves prison after landmark court decision. <https://www.wbur.org/news/2025/09/18/nate-benjamin-life-without-parole-release-mattis>

Post-Commitment Services: Youth Engaged in Services (YES) Transitions

YES is an agreement between DYS and a young person, where the youth voluntarily extends their engagement with DYS after reaching the statutory age of discharge from DYS (after age 18 or 21), for example, to complete an education program or to continue case management. Through this program, DYS supports youth transitioning out of typical juvenile services into adulthood. Youth can terminate their YES status at any time and can seek to resume YES services at any time prior to their 22nd birthday.

YES transition counts include the number of youth who age out of DYS commitments (18,19, 20 or 21 years old) and then sign up for YES participation within 90 days of discharge. Youth who stop YES participation and restart at a later date are only counted once. The YES program is available for youth until age 22.

Total YES transitions decreased 8% between FY24 and FY25. Additionally, the percentage of youth who opted into the program when they were discharged from commitment decreased from 74% in FY24 to 62% in FY25. This is a shift from the steady increase observed from FY20 to FY24.



Source: Data provided to the OCA by the Department of Youth Services.

Specific Cohorts of Youth

This section details the following cohorts of youth who have juvenile justice system involvement:

- Youth with DCF involvement
- Black and Latino youth
- Girls
- LGBTQ+ youth

Data Note

Differences in reporting practices, timing of data extraction, and privacy-related cell suppression may cause the sum of categories in the “Specific Cohorts of Youth” section to differ slightly from the total counts reported in the rest of the report for each process point.

Dual Status Youth: Youth with Both DYS and DCF Involvement

In FY21, the JJPAD Board began studying crossover for youth who are involved with both the child welfare and juvenile justice systems. The Board specifically looks at youth with DCF involvement at¹²⁷

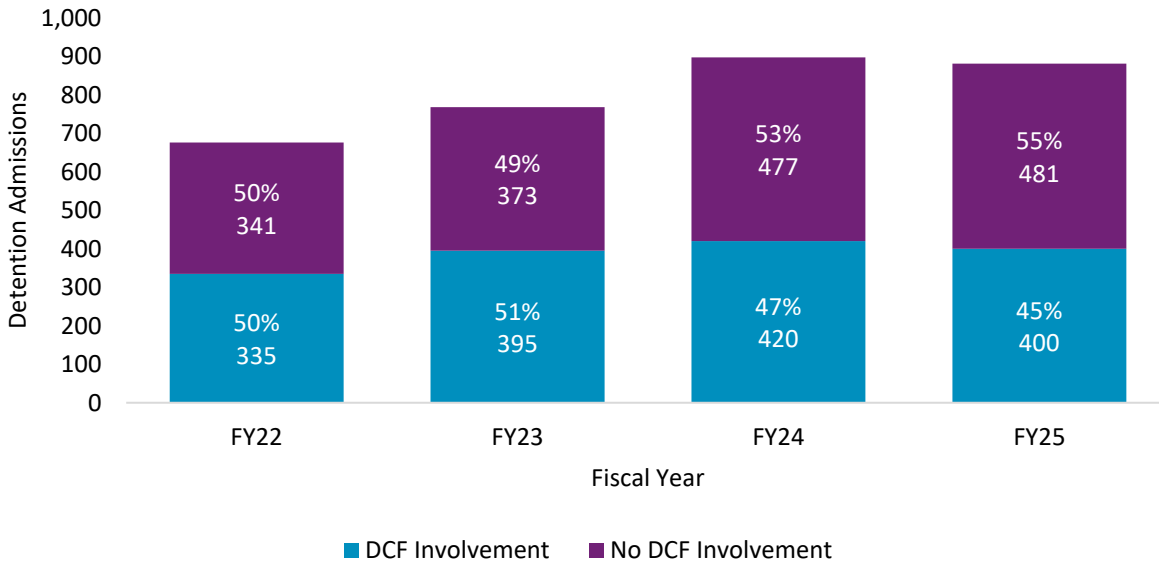
- Time of pretrial detention admission.
- Time of first-time commitment.

Pretrial Detention

In FY25, 45% (n=400) of all detention admissions were for youth who had DCF involvement at the time of their detention admission. The proportion of detention admissions for youth with DCF involvement has gone down in recent years, from a peak in FY23 of 51% to 45% in FY25.

¹²⁷ DYS defines DCF involvement as a youth who enters DYS care/custody and either has a pending response, has an open case with DCF, or is in the care/custody of DCF. Due to multiple factors including but not limited to the definition of open case, the definition of dually involved youth, the quality of the youth matching process, and the data quality and timeliness of data entry, these counts and rates will vary. Numbers in this report should not be compared to other reports. Data is unavailable for youth with DCF involvement at other points of the juvenile justice system (e.g., arraigned, placed on probation).

Figure 51:
*Pretrial Detention Admissions by DCF Status at Time of Admission (FY22-
 FY25)*

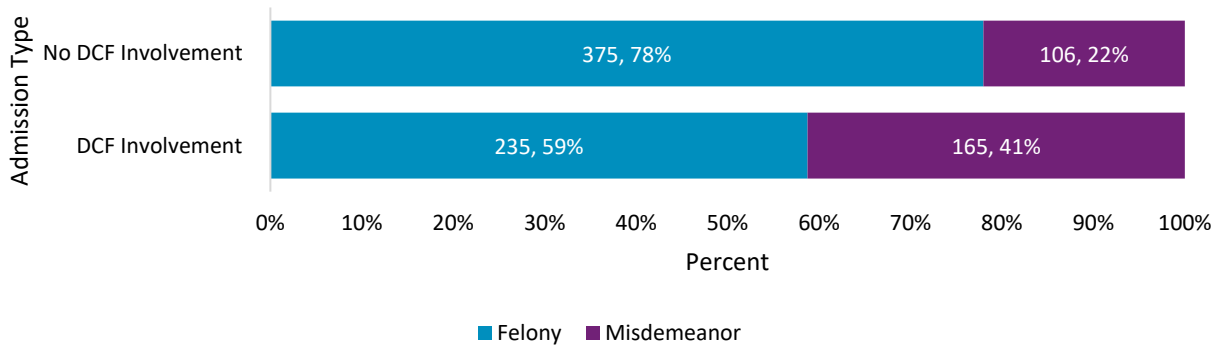


Source: Data provided to the OCA by the Department of Youth Services.

A larger percentage of youth with DCF involvement (41%, n=165) were detained as a result of an alleged misdemeanor offense, compared to youth without DCF involvement (22%, n=106).

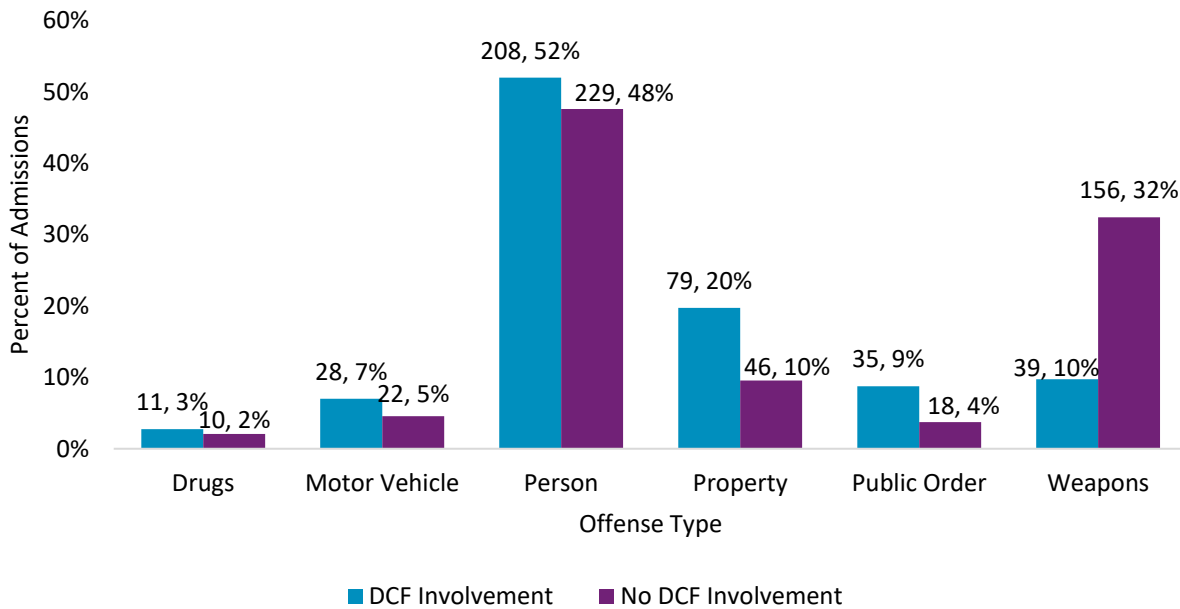
For youth both with DCF involvement (52%, n=208), and without (48%, n=229), detention admissions related to alleged person-related offenses were the most frequent. There is substantial variation in detention admissions related to weapons-related offenses: A higher percentage of youth without DCF involvement were detained as a result of a weapons-related offense (32%, n=156) compared to youth with DCF involvement (10%, n=39).

Figure 52:
Detention Admissions by DCF Status and Offense Severity (FY25)



Source: Data provided to the OCA by the Department of Youth Services.

Figure 53:
Detention Admissions by DCF Status at Time of Admission and Offense Type

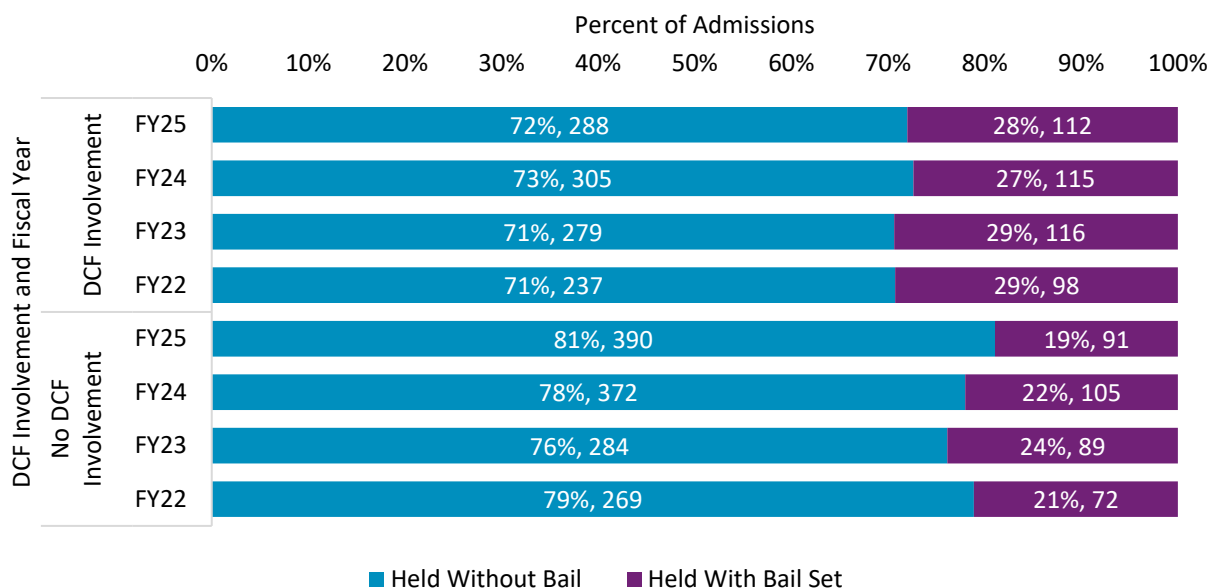


Source: Data provided to the OCA by the Department of Youth Services.

In FY25, consistent with each year for which the Board has data, youth with DCF involvement have higher rates of being held as a result of bail being set than youth without DCF involvement. Twenty-eight percent of admissions for youth with DCF involvement involved cash bail compared to 19% of admissions for youth without DCF involvement. The JJPAD Board

continues to study the use of bail for youth with DCF involvement as part of the group’s research into dually involved youth in Massachusetts.¹²⁸

Figure 54:
*Pretrial Detention Admissions by DCF Involvement and Bail Status (FY22-
FY25)*



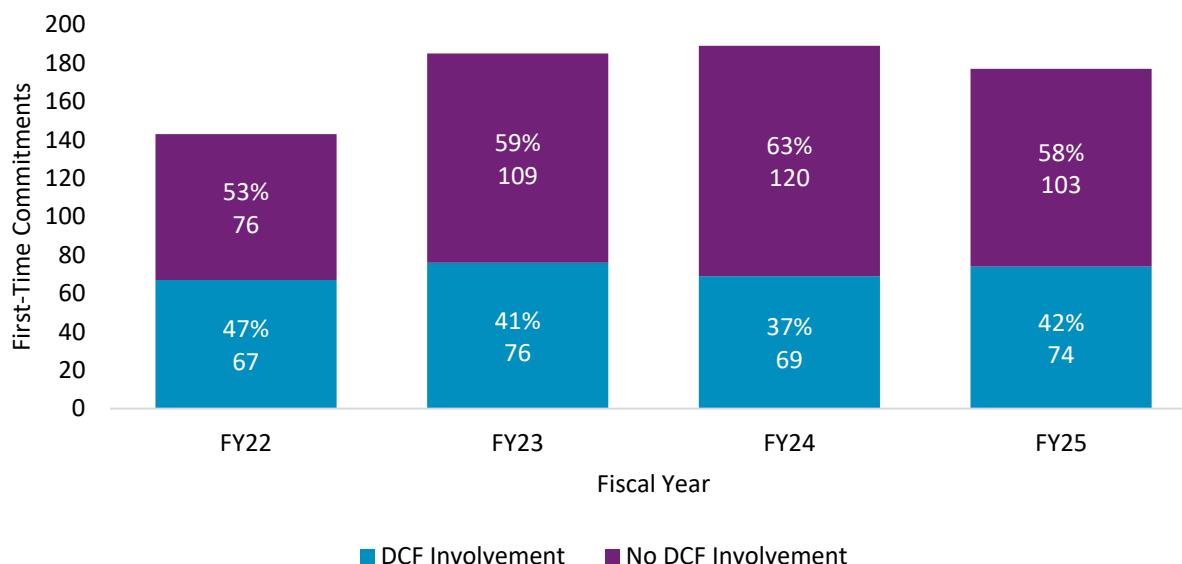
Source: Data provided to the OCA by the Department of Youth Services.

First-Time Commitments

In FY25, 42% (n=74) of all the first-time commitments were for youth who had DCF involvement at the time of their commitment. The proportion of first-time commitments for youth with DCF involvement has gone down in recent years, from a peak in FY22 of 47% to 42% in FY25.

¹²⁸ See the “Dually Involved Youth (DIY) Project” section of this report for more information.

Figure 55:
First-Time Commitments by DCF Status at Time of Admission (FY22-FY25)

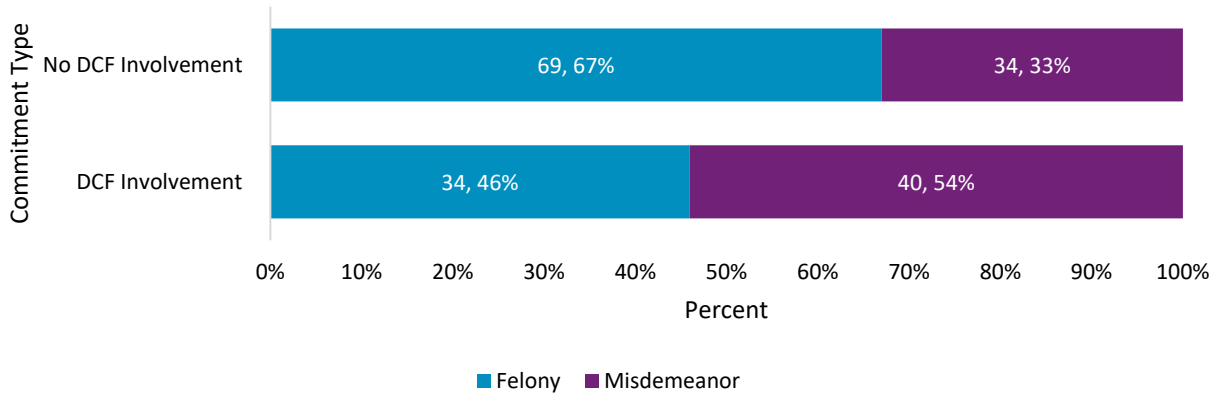


Source: Data provided to the OCA by the Department of Youth Services.

Similar to detention admissions, a higher percentage of youth with DCF involvement (54%, n=40) were committed for a misdemeanor offense, compared to youth without DCF involvement (33%, n=34). While both youth with DCF involvement (38%, n=28) and without (35%, n= 64) were frequently committed as a result of a person-related offense, there is some notable variation:

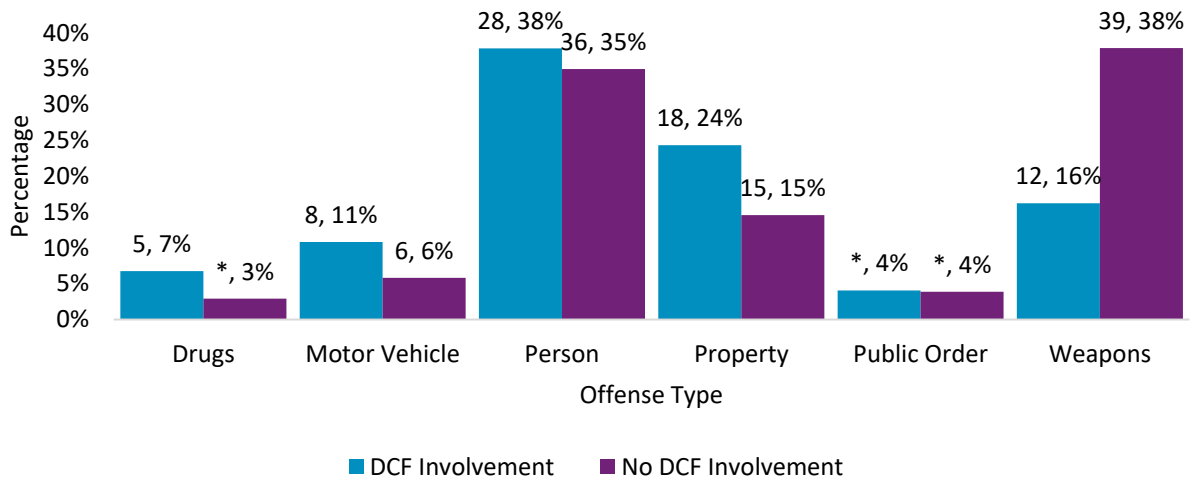
- A higher percentage of youth with DCF involvement (24%, n=18) was committed as a result of property-related offense, compared to 15% (n=15) of youth without DCF involvement.
- A lower percentage of youth with DCF involvement (16%, n=12) was committed as a result of weapons-related offenses, compared to 38% (n=39) of youth without DCF involvement.

Figure 56:
Detention Admissions by DCF Status at Time of Admission and Offense Severity (FY25)



Source: Data provided to the OCA by the Department of Youth Services.

Figure 57:
First-Time Commitments by DCF Status at Time of Admission and Offense Type (FY25)



Note: *Data omitted from this chart due to cell suppression requirements to protect youth confidentiality. Source: Data provided to the OCA by the Department of Youth Services.

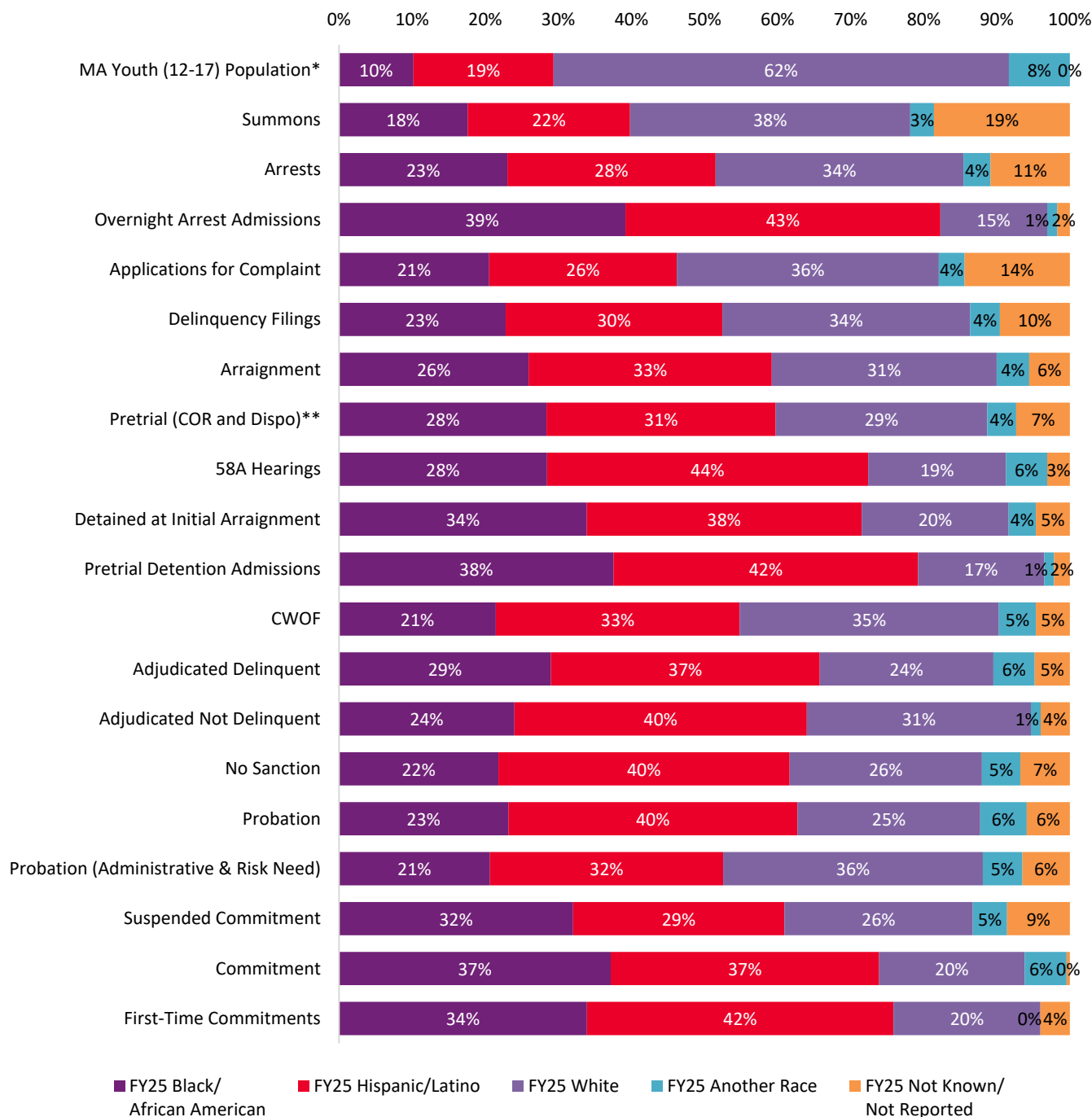
Black & Latino Youth

As noted in this and all previous JJPAD annual reports, **there are persistent racial and ethnic inequities in the Commonwealth’s juvenile justice system**, stemming from a long history of systemic racism at the local, state, and federal levels as well as in our society at large. While individual implicit and explicit biases can and do impact practices, the work of the JJPAD Board

is to address the systemic policies and practices perpetuating the overrepresentation of youth of color in the state's juvenile justice system. Examining data on use of state systems is one way the Board can identify particularly troubling trends and work toward equity in the Commonwealth's systems.

As Figure 58 depicts, Black and Latino youth remain overrepresented at each process point in the juvenile justice system compared to their population rates. This has been a consistent trend in the data since the Board's First annual report.

Figure 58:
Race/Ethnicity Breakdowns by Process Point



Note: FY25 “Another race” first-time commitment data omitted from this chart due to cell suppression requirements to protect youth confidentiality. Source: Massachusetts population data retrieved from EZAPOP here: <https://www.ojdp.gov/ojstatbb/ezapop/>. Summons, arrest, applications for complaint, delinquency filings, arraignments, 58A hearings, and dispositions retrieved between 10/2025 and 1/2026 from the Massachusetts Trial Court's Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/vizzes>. FY25 data excludes expunged cases at each court point except Applications for Complaint and Delinquency Filings. Overnight arrest admissions, pretrial detention, and first-time commitment data provided to the OCA by the Department of Youth Services. Pretrial supervision/monitoring cases, and post adjudication probation case starts provided to the OCA by the Massachusetts Probation Service.

In FY25, compared to white youth in Massachusetts, Black youth were 3.5 times more likely and Latino youth were 2.3 times more likely to enter the Juvenile Court system. Importantly, both Black and Latino youth were also more likely than white youth to be brought to court via an arrest rather than a summons:

- Black youth were 4.2 times more likely to be arrested and 2.8 times more likely to be summoned than white youth.
- Latino youth were 2.7 times more likely to be arrested and 1.9 times more likely to be summoned than white youth.

In FY25, compared to white youth arraigned in Massachusetts, Black youth were

- 1.8 times more likely to be subjects of a 58A hearing, 2.6 times more likely to be detained pretrial, and about as likely to be placed on pretrial conditions of release.
- Less likely to have their case resolved via a CWOFF and 1.5 times more likely to be adjudicated delinquent.

In FY25, compared to white youth arraigned in Massachusetts, Latino youth were

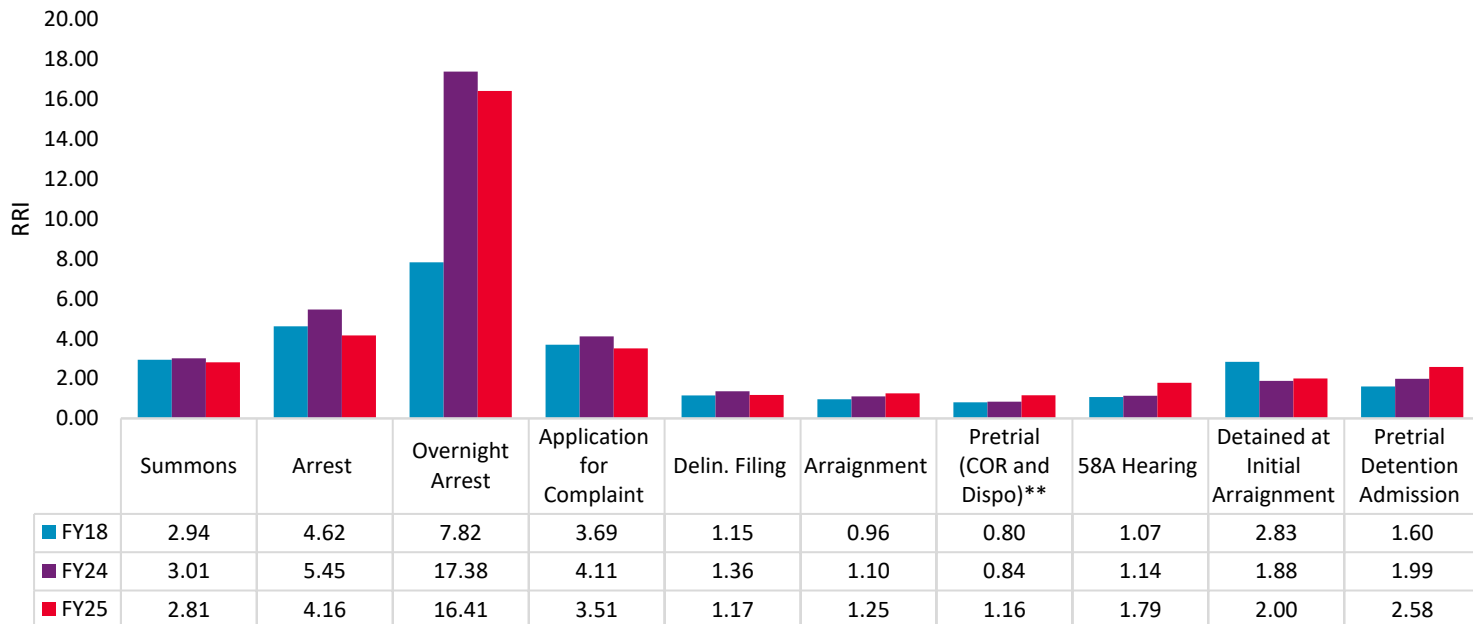
- 2.2 times more likely to be subjects of a 58A hearing, 2.2 times more likely to be detained pretrial, and about as likely to be placed on pretrial conditions of release.
- Less likely to have their case resolved via a CWOFF and 1.4 times more likely to be adjudicated delinquent.

In FY25, compared to white youth adjudicated delinquent in Massachusetts,

- Black youth were less likely to get “no sanction” and 1.5 times more likely to get committed to DYS.
- Latino youth were less likely to get “no sanction” and 1.2 times more likely to get committed to DYS.

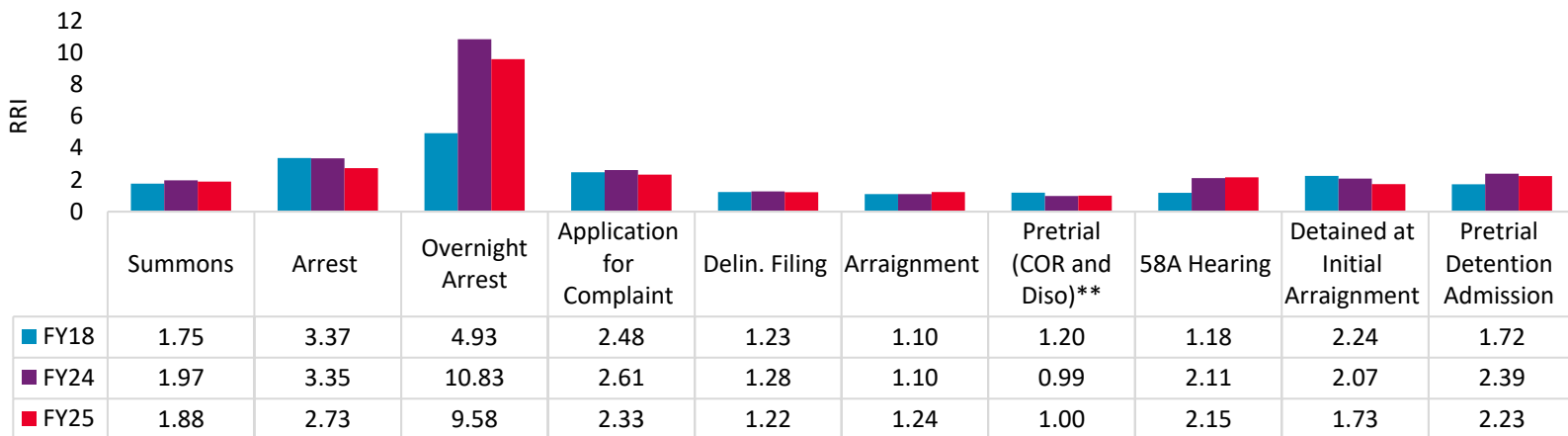
Disparities remained highest at the front door of the Commonwealth’s juvenile justice system and have gotten worse across many pretrial process points since FY18 (Figures 59 and 60).

Figure 59:
Disparities (RRI) for Black Youth (F18, FY24, FY25)



Source: FY25 data excludes expunged cases at each court point except Applications for Complaint and Delinquency Filings. FY18 data retrieved from the JJPAD 2024 Annual Report. Arrests, summonses, applications for complaint, delinquency filings, arraignments, 58A hearings and initial detention decisions FY24-FY25 data retrieved between 10/2025 and 1/2026 from the Massachusetts Trial Court’s Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/vizzes>. Overnight arrest and pretrial detention data provided to the OCA by the Department of Youth Services. Pretrial COR and dispositions data provided to the OCA by the Massachusetts Probation Service.

Figure 60:
Disparities (RRI) for Latino Youth (FY18, FY24, FY25)



Case Dismissals

In FY25, 4,294 delinquency cases were dismissed, representing 67% of all delinquency filings statewide.

There are notable differences in dismissal rates by race/ethnicity, however:

- Black/African American youth: 77% of filings dismissed
- Hispanic/Latino youth: 63% dismissed
- White youth: 58% dismissed
- Another race: 61% dismissed

Black youth had the highest dismissal rate (77%), higher than the statewide rate (67%) and substantially higher than white youth (58%). Latino youth also had a higher dismissal rate (63%) compared to white youth.

Process Point	Total Count	Black/ African American	Hispanic/ Latino	White	Another Race
Dismissals	4,294	1,132	1,209	1,270	160
Dismissals as a Percentage of Delinquency Filings	67%	77%	63%	58%	61%

Source: FY25 data excludes expunged cases. Data retrieved between 10/2025 and 11/2025 from the Massachusetts Trial Court's Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/vizzes>.

While most cases ultimately result in dismissal, the high rate of dismissals raises concern that some youth may be formally processed through the court system when diversion at an earlier stage might have better served a youth. The relatively high percentage of cases involving youth that were ultimately dismissed raises important questions:

- **Did the case meet the legal threshold for arrest and filing?** A high dismissal rate may indicate that a significant number of cases are filed with insufficient legal or evidentiary support to proceed to adjudication.
- **Are similarly situated youth being treated differently at the decision point where someone chooses to formally charge the case rather than divert it or decline prosecution?** Differences in dismissal rates may reflect differences in how prosecutors initially decide which cases to formally charge versus divert or decline.

- **Even if the case technically met a filing threshold, should it have been handled outside of court in the first place?** When most cases ultimately result in dismissal, the high rate raises concern that some youth may be formally processed through the court system when other interventions might have addressed the youth’s behavior.

A high dismissal rate may suggest that many youth of color are formally processed through court when alternative responses may have been more appropriate. A low dismissal rate may suggest a higher threshold for bringing youth into the court process.

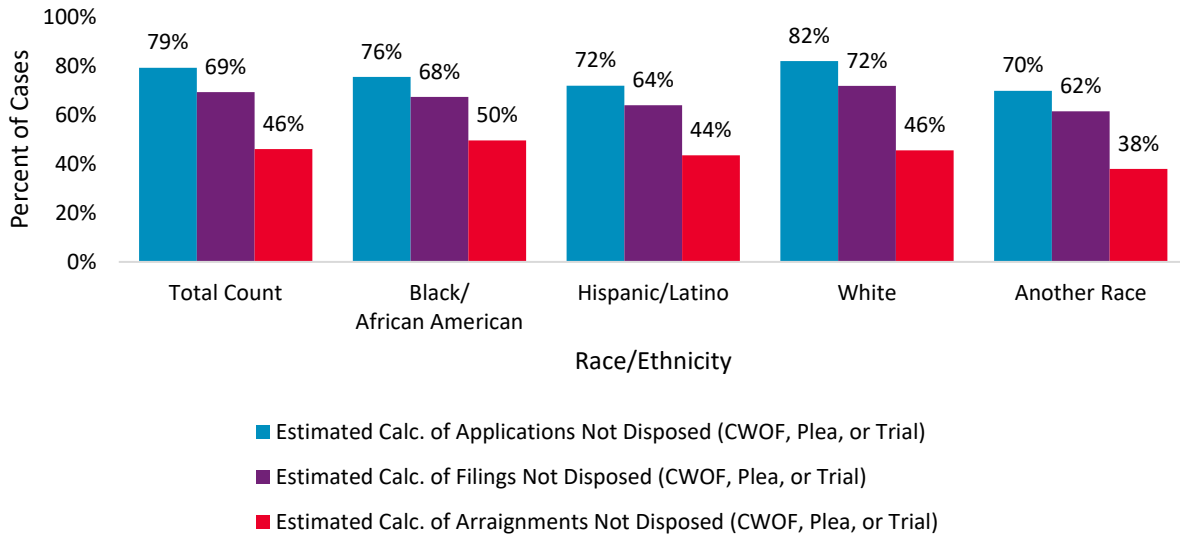
Available data does not distinguish between cases where a youth is diverted post-filing but pre-arraignment and when a case is dismissed for other reasons or later in the court process. However, as Figure 61 depicts, compared to white youth, Black youth had a higher estimated percentage of cases arraigned in FY25 that did not reach disposition (50% vs. 46%, respectively).¹²⁹ Conversely, white youth had a higher estimated percentage of applications for complaint and delinquency filings that did not reach disposition in FY25 compared to Black and Latino youth.

This suggests that white youth are likely being dismissed or diverted more frequently pre-arraignment than Black and Latino youth.

Since many cases for Black and Latino youth are ultimately being dismissed at deeper parts of the system, one of the most effective ways to help reverse the disparities seen in Massachusetts’ juvenile justice system is to focus on reducing the number of Black and Latino youth coming into contact with the beginning stages of the system.

¹²⁹ See the “Judicial Diversion and Case Dismissal” section of this report for more information on how this is calculated.

Figure 61:
Estimated Percent of Cases that Do Not Reach Disposition by Race/Ethnicity (FY25)

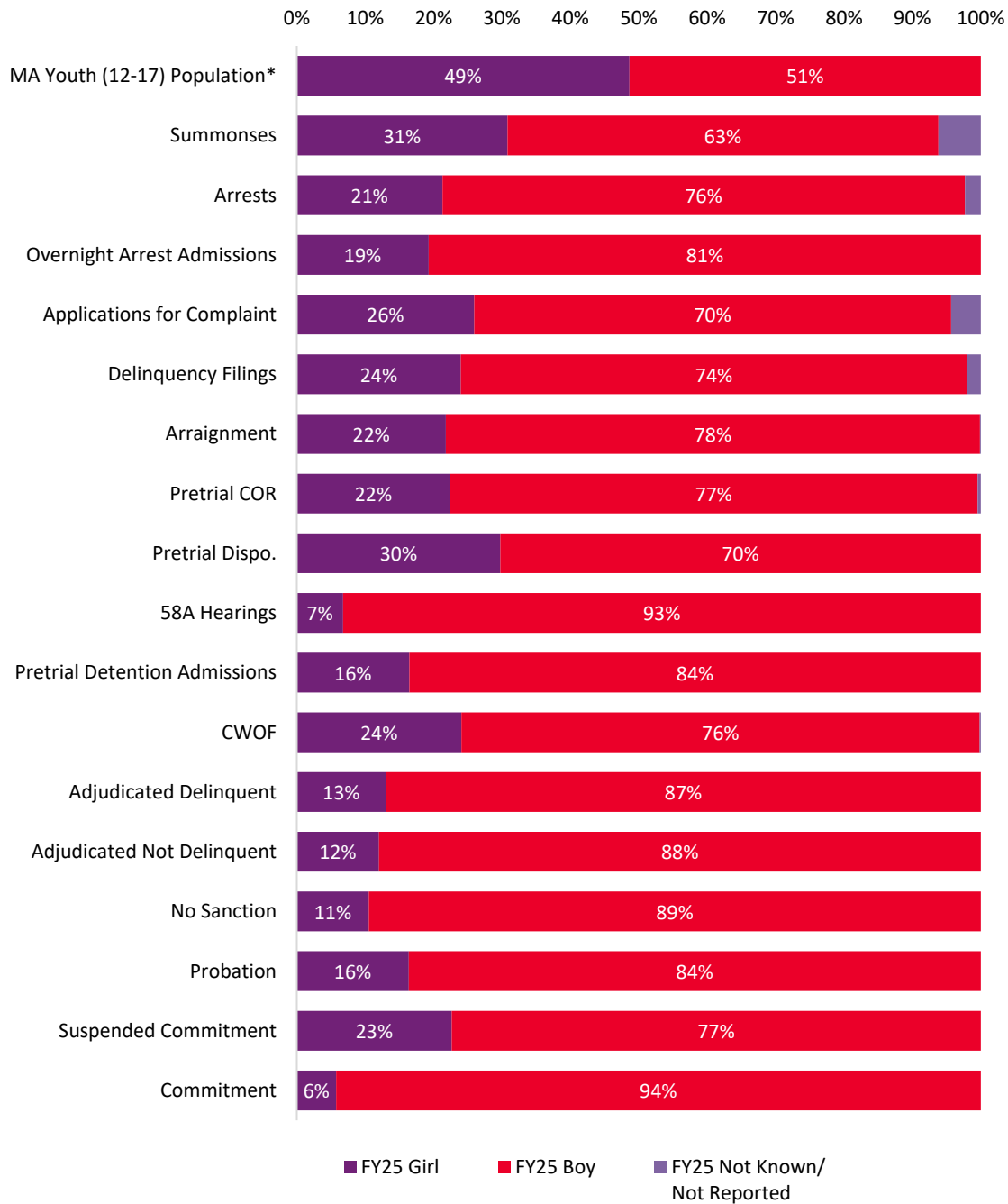


Source: FY25 arraignment data excludes expunged cases. Data retrieved between 10/2025 and 12/2025 from the Massachusetts Trial Court's Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/vizzes>.

Girls

Consistent with prior years, the overwhelming majority of cases processed in the state's juvenile justice system involve boys.

Figure 62:
Gender Breakdowns by Process Points (FY25)



Source: Massachusetts population data retrieved from EZAPOPOP here: <https://www.ojdp.gov/ojstatbb/ezapop/> ; Summons, arrest, applications for complaint, Delinquency filings, arraignments, 58A hearings, and dispositions retrieved between 10/2025 and 1/2026 from the Massachusetts Trial Court's Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/vizzes>. FY25 data excludes expunged cases at each court point except Applications for Complaint and Delinquency Filings. Overnight arrest admissions, pretrial detention, and first-time commitment data provided to the OCA by the Department of Youth Services. Pretrial supervision/monitoring cases, and post adjudication probation case starts provided to the OCA by the Massachusetts Probation Service.

Although girls make up a much smaller share of the juvenile justice population, their system experiences differ from boys in meaningful ways.

In FY25, compared to boys arraigned in Massachusetts, girls were

- 1.5 times more likely to be placed on pretrial probation as a disposition.
- Less likely to be adjudicated delinquent or not delinquent, and more likely to be placed on a CWO.

In FY25, compared to boys adjudicated delinquent in Massachusetts, girls were

- Less likely (0.4 times) to be committed to DYS, 1.3 times more likely to be placed on probation, and 2 times more likely to be given a suspended commitment.

Case Dismissals

There are also different patterns in case diversion/dismissals by gender at different stages of the juvenile justice system process.

In FY25, 4,294 delinquency cases were dismissed, representing 67% of all delinquency filings statewide.

There are notable differences in dismissal rates by gender:

- Girls: 78% of filings dismissed
- Boys: 63% dismissed

Process Point	Total Count	Girls	Boys
Dismissals	4,294	1,211	2,987
Dismissals as a Percentage of Delinquency Filings	67%	78%	63%

Source: FY25 data excludes expunged cases. Data retrieved between 10/2025 and 11/2025 from the Massachusetts Trial Court's Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/vizzes>.

While most cases ultimately result in dismissal, the high rate of dismissals raises concern that some youth may be formally processed through the court system when diversion at an earlier stage might have better served the youth. Girls had a higher dismissal rate (78%), higher than the statewide rate (67%) and substantially higher than boys (63%). The relatively high percentage of cases dismissed involving girls compared to boys raises important questions:

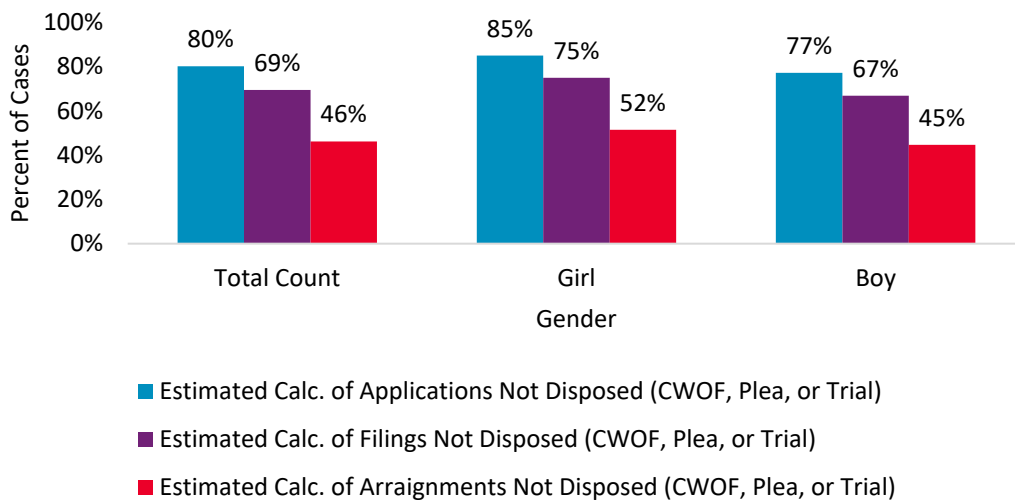
- **Did the case meet the legal threshold for arrest and filing?** A high dismissal rate may indicate that a significant number of cases are filed with insufficient legal or evidentiary support to proceed to adjudication.

- **Are similarly situated youth being treated differently at the decision point where someone chooses to formally charge the case rather than divert it or decline prosecution?** Differences in dismissal rates may reflect differences in how prosecutors initially decide which cases to formally charge versus divert or decline.
- **Even if the case technically met a filing threshold, should it have been handled outside of court in the first place?** When most cases ultimately result in dismissal, the high rate raises concern that some youth may be formally processed through the court system when other interventions might have addressed the youth’s behavior.

A high dismissal rate may suggest that many girls are formally processed through court when alternative responses may have been more appropriate. A low dismissal rate may suggest a higher threshold for bringing boys into the court process.

Available data does not distinguish between cases where a youth is diverted post-filing but pre-arraignment and when a case is dismissed for other reasons or later in the court process. However, as Figure 63 depicts, compared to boys, girls had a higher estimated percentage of applications for complaint, delinquency filings, and arraignments that did not reach disposition. This may suggest opportunity for potential diversion pre-arraignment or from any system involvement for a subset of girls.

Figure 63:
Estimated Percent of Cases That Do Not Reach Disposition by Gender (FY25)

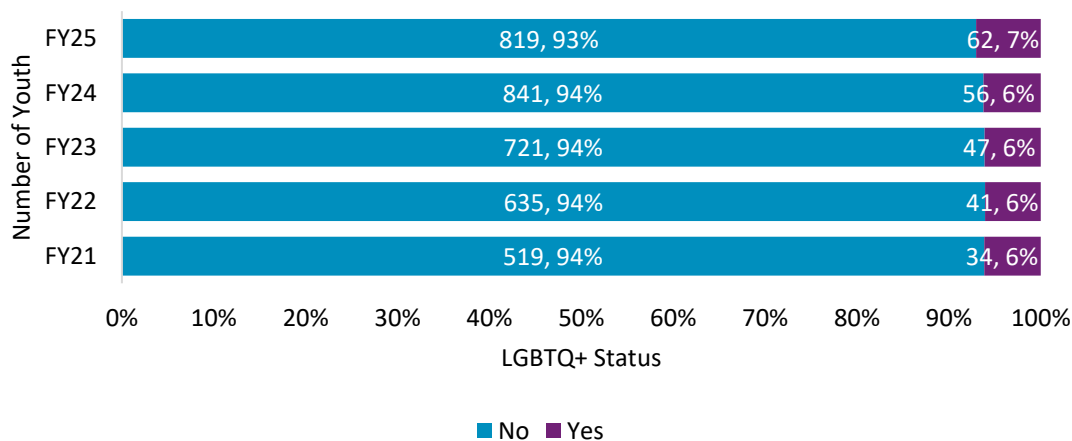


Unknown/not reported omitted from the chart. Source: FY25 arraignment data excludes expunged cases. Data retrieved between 10/2025 and 12/2025 from the Massachusetts Trial Court’s Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/vizzes>.

LGBTQ+ Youth

DYS reports the sexual orientation, transgender status, and intersex status of youth in their care and custody.¹³⁰ In FY25, 7% (n=62) of pretrial detention admissions were for youth who identified as LGBTQ+.¹³¹ As the MA LGBTQ Youth Commission has highlighted in recent reports, this is below national estimates.¹³² The underrepresentation of LGBTQ+ youth detained pretrial in Massachusetts may be a positive sign—or it may be due to underreporting of detained youth who may decide not to disclose their gender identity or sexual orientation status at intake. However, it is important to note that DYS’s policy is to revisit this question at each intake and create multiple opportunities for youth to disclose LGBTQ+ status as they build trusting relationships with staff.

Figure 64:
Pretrial Detention by LGBTQ+ Status (FY21-FY25)



Source: Data provided to the OCA by the Department of Youth Services.

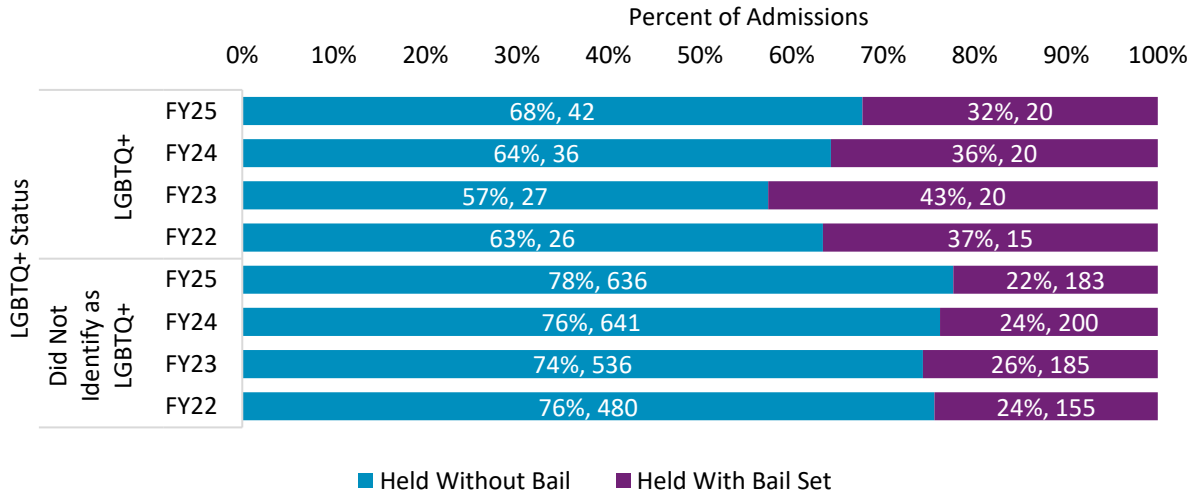
Regardless of whether there is over- or under-representation of LGBTQ+ youth detained in Massachusetts, the reasons *why* youth who identify as LGBTQ+ are detained differ compared to those youth who do not. Consistent with previous years, youth who identified as LGBTQ+ were held on cash bail more frequently than youth held who did not identify as LGBTQ+.

¹³⁰ Currently, DYS is the only juvenile justice system entity that collects and reports data on sexual orientation and gender identity/transgender/intersex status.

¹³¹ For the purposes of this report, sexual orientation and gender identity data is aggregated into one category due to low individual case counts and to protect youth confidentiality.

¹³² [Massachusetts Commission on LGBTQ Youth](https://www.mass.gov/doc/mclgbtgy-annual-recommendations-fy-2026/download). (2026). Massachusetts Commission on LGBTQ Youth: Report and Recommendations for Fiscal Year 2026. <https://www.mass.gov/doc/mclgbtgy-annual-recommendations-fy-2026/download>

Figure 65:
Detention Admissions by Bail Status and LGBTQ+ Status (FY22-FY25)

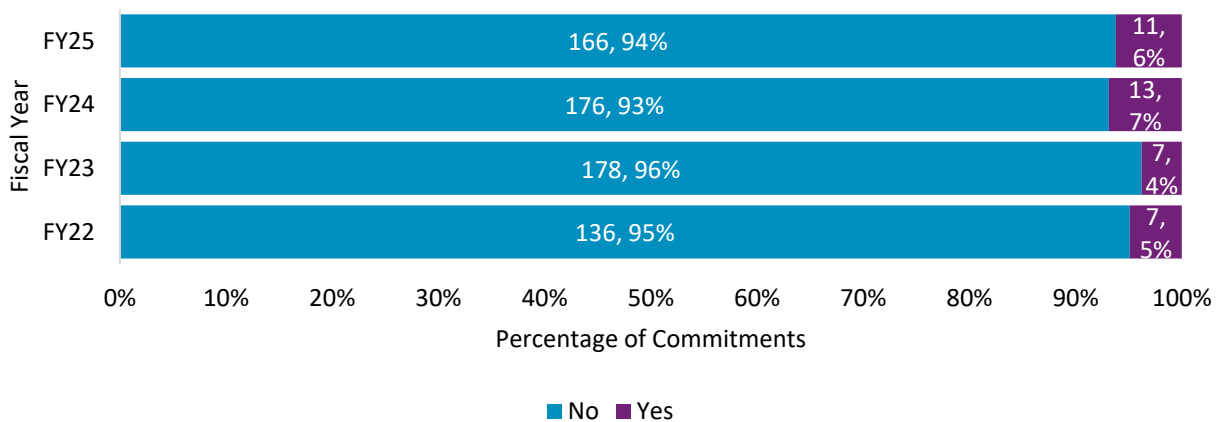


Source: Data provided to the OCA by the Department of Youth Services.

Further, of the 62 detention admissions for youth who identify as LGBTQ+, 71% (n=44) had DCF involvement at the time of their detention admission, compared to 43% (n=356) of youth who did not identify as LGBTQ+ and had DCF involvement at the time of admission.

Of the 177 first-time commitments to DYS, 6% (n=11) were for youth who identify as LGBTQ+, consistent with FY24.

Figure 66:
First-Time Commitments by LGBTQ+ Status (FY22-FY25)



Source: Data provided to the OCA by the Department of Youth Services.

Further, of the 11 first-time commitments for youth who identify as LGBTQ+, 91% (n=10) had DCF involvement at the time of their commitment compared to 39% (n=64) of youth who did not identify as LGBTQ+ and had DCF involvement at the time of admission.

Utilization of Other State Resources

In general, adolescence is a time for taking risks and testing limits; behaviors that adults may consider problematic or concerning are common among adolescents and are in many cases normal adolescent behaviors.¹³³ Eventually, most youth mature and grow out of risky behaviors and will do so without any state intervention—justice system or otherwise—required.

When behaviors *do* require an additional level of state intervention, there are a variety of state entities that youth may receive services from, including the Department of Mental Health and the Department of Public Health as well as the wider array of Children’s Behavioral Health Initiative (CBHI) services available for youth who have MassHealth¹³⁴ There is also the option to file a Child Requiring Assistance (CRA) petition in Juvenile Court, which, in some cases, can involve DCF. The JJPAD Board gathers data on the use of these state resources that may serve youth who are, or might otherwise have been, involved with the juvenile justice system. The goal is to identify the extent to which other response options are being used to address unlawful/concerning adolescent behavior and see if changes restricting the use of the delinquency system for certain types of behavior have led to an increase in the use of other systems.¹³⁵

FY25 data show a continued shift toward the use of upstream prevention services and expanded use of state services with a lighter touch. There were increases in participation across these programs, including DPH’s Primary Violence Prevention (PVP) program and Safe Spaces program as well as BSAS intervention services and DMH’s limited-service authorization, between FY24 and FY25. While there was a decline in the number of youth who received DMH mental health services from FY24 to FY25, there was an increase in participation in these services between FY22 and FY23. DMH provided 2,375 youth statewide with community mental health services in FY25.

¹³³ Kann, L., McManus, T., & Harris, W. (2018). Youth risk behavior surveillance—United States. *Surveillance Series*, (67). Centers for Disease Control and Prevention. <https://www.cdc.gov/healthyyouth/data/yrbs/results.htm>

¹³⁴ The Board does not have data on the number of youth accessing CBHI services.

¹³⁵ Many of the most effective interventions for youth do not involve state government at all; families, schools, community organizations, faith-based organizations, and health care providers are all systems that are likely to respond to difficult adolescent behavior involving state government. None of these interventions will appear in the data, despite the importance these systems and organizations have in a youth’s life. Additionally, this report does not include data on youth served by schools or healthcare systems.

Overall, this is a positive trend: Research consistently shows that earlier preventive supports are more effective at reducing delinquency than later-stage interventions.¹³⁶

At the same time, **Board members anecdotally report a growing gap in service accessibility for youth who need more intensive behavioral health and substance use treatment—and at least some of these youth are becoming involved (or more deeply involved) in the justice system.**

To some extent, this is reflected in the data. For example,

- Since FY18, full-service authorization applications for DMH services have declined 46%, although the number of applications has stabilized to around 750 annually since FY22. The percentage of accepted DMH Full Service Authorization applications has increased slightly during the same time frame, from 41% in FY24 to 47% in FY25.
- The number of DPH Opportunity Youth Program grantees declined from a peak of 34 in FY21 and FY22. This program funds community organizations serving youth ages 16-24, addressing violence and related public health risk factors such as teen pregnancy and substance use. Many of these grants have since shifted to the Primary Violence Prevention program, which focuses on developmentally appropriate services for younger youth (ages 10-15) who are at high risk for violence but not yet actively engaging in it. This suggests there are fewer services available for older youth and those already involved in violence or more serious offenses.
- BSAS admissions for youth who need youth stabilization and detox services, outpatient counseling, and residential treatment have declined substantially since FY18. The service availability issue has been exacerbated by the closure of the state’s only youth-focused detox program (The Motivational Youth Recovery program, “MYR”) at the end of FY25.

Table 10: BSAS Admissions by Select Service Type and Year (FY18-FY25)

Service	2018	2019	2020	2021	2022	2023	2024	2025
Clinical/Youth Stabilization & Detoxification	541	427	268	241	202	158	119	115
Outpatient Counseling	341	253	194	111	169	137	110	94
Residential	163	116	89	94	53	52	21	12

Due to continuous data updates, do not compare the information in this report to any prior statistics. Source: Data provided to the OCA by the DPH BSAS.

¹³⁶ Aazami, A., Valek, R., Ponce, A. N., & Zare, H. (2023). Risk and Protective Factors and Interventions for Reducing Juvenile Delinquency: A Systematic Review. *Social Sciences*, 12(9), Article 474. <https://doi.org/10.3390/socsci12090474>

The Board only has limited data on service referrals from the juvenile justice system, but what data exists demonstrates a *decrease* in referrals despite anecdotal reports of increased need:

- Since FY18, referrals to BSAS services from the criminal/juvenile justice system have decreased 79%. When compared to BSAS referral counts, only an estimated 18% of applications for complaint with underlying alleged drug or alcohol lead offenses in FY25 resulted in a BSAS referral, and this estimated percentage has declined since implementation of the Criminal Justice Reform Act (CJRA).
- Consistent with this pattern, referrals to the Juvenile Court Clinic for substance abuse commitment evaluations have also declined in most years since FY18.

Finally, the percentage of youth detained pretrial with caution/warning levels of behavioral health concerns remains concerningly high, with little to no change over time. On average over the past four fiscal years, DYS data indicates youth in detention reported high levels across multiple behavioral health measures, including

- 41% - angry/irritable.
- 39% - somatic concerns.
- 31% - depressed/anxious.
- 23% - thought disturbance.
- 29% - alcohol/drug.
- 11% - suicide ideation.

Further, 15% of youth detained pretrial had a history of physical abuse and about 8% had a history of sexual abuse.

While the Board strongly supports the shift toward upstream prevention, it is concerned about persistent gaps between the needs of youth involved in the state’s juvenile justice system identified by system practitioners and the extent to which state service systems are engaged to address those needs.

Child Requiring Assistance (CRA) Petitions

The Child Requiring Assistance civil court process allows parents, guardians, and school officials to bring youth with certain behaviors into court for additional assistance.¹³⁷

CRA Data Reporting Note

In FY25, the Trial Court changed how it reports CRA petition data. In prior years, all CRA filings within a fiscal year were included. Beginning in FY25, available data includes **only CRA cases that have not been expunged**. This change is reflected across the Court's public reporting of delinquency related data as well. However, because Massachusetts law requires successful and closed CRA cases to be expunged, most CRA cases are ultimately expunged and therefore the FY25 counts reflect only a subset of total filings.

For this report, total FY25 CRA filings are therefore estimated using reported expungement rates from FY23-FY24.

As a result of this reporting change, the Board cannot present trend analyses or demographic and petition-type breakdowns for CRA data, as has been done in previous JJPAD annual reports.

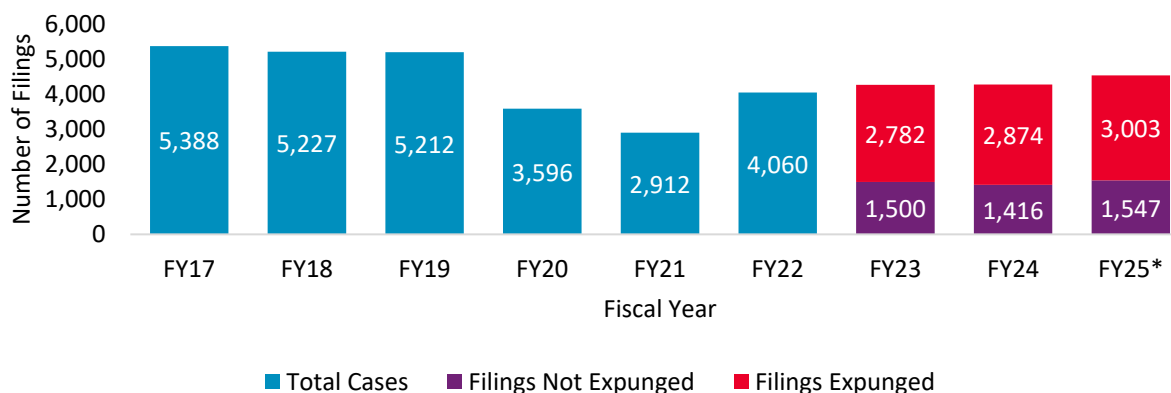
The Court has indicated it plans to modify its reporting approach in the next fiscal year by publishing both

1. The number of CRA filings not yet expunged, and
2. The number of expungement orders issued.

Together, these figures will provide a more complete picture of CRA caseloads entering Juvenile Court.

¹³⁷ [Massachusetts Juvenile Justice Policy and Data Board](https://www.mass.gov/doc/improving-massachusetts-child-requiring-assistance-system-an-assessment-of-the-current-system-and-recommendations-for-improvement-10-years-post-chins-reform/download). (2022). Improving Massachusetts' Child Requiring Assistance System: An Assessment of the Current System and Recommendations for Improvement 10 Years Post "CHINS" Reform. <https://www.mass.gov/doc/improving-massachusetts-child-requiring-assistance-system-an-assessment-of-the-current-system-and-recommendations-for-improvement-10-years-post-chins-reform/download>

Figure 67:
CRA Filings (FY18-FY25)



*FY25 filings expunged and total filings are estimated. Source: FY17-FY23 data retrieved from the JJPAD’s 2024 Annual Report. FY24-FY25 data retrieved on 10/2025 from the Massachusetts Trial Court’s Tableau Public page here:

<https://public.tableau.com/app/profile/drap4687/viz/DemographicsofChildRequiringAssistanceFilings/CRACasesbyRaceEthnicity>

In FY25, there were an estimated 4,550 CRA petitions filed with the Juvenile Court, an estimated increase of 6% from FY24.

Types of CRA Petitions

- **Stubborn Petition:** A type of CRA petition that can be filed by a parent/legal guardian for a child who repeatedly fails to obey the lawful and reasonable commands of the child's parent, legal guardian, or custodian, thereby interfering with their ability to adequately care for and protect the child.
- **Runaway Petition:** A type of CRA petition filed by the child’s parent or legal guardian/custodian for a child who repeatedly runs away from their home.
- **Truancy Petition:** A type of CRA petition that can be filed by schools for a child who is habitually truant by willfully not attending school for more than eight days a quarter.
- **Habitual School Offender Petition:** A type of CRA petition that can be filed by schools for a child who repeatedly fails to obey the lawful and reasonable regulations of the child's school.
- **Sexual Exploitation Petition:** A type of CRA petition that can be filed by a parent/legal guardian or a police officer for a child who is sexually exploited.

The Board is unable to report petition-type breakdowns due to the new way the Courts are reporting CRA cases.

Department of Public Health

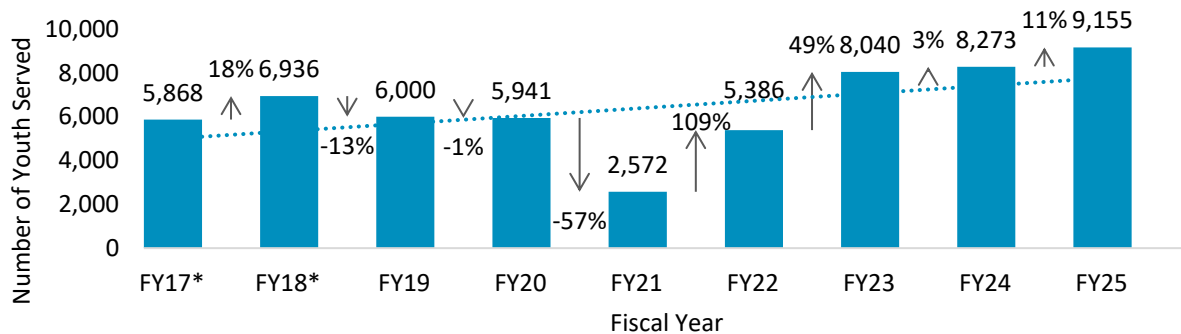
The Department of Public Health provides substance addiction services as well as violence prevention programming for youth.

Child and Youth Violence Prevention Programs

DPH’s Child and Youth Violence Prevention Unit (CYVPU) provides funding to community-based initiatives working across the state to prevent youth violence for youth ages 10-24.¹³⁸

In FY25, 9,155 youth under 18 years old participated in DPH CYVPU programming across the state through the Youth Violence Prevention Program through the Healing, Equity, and Leadership Initiative at the Department.

Figure 68:
Number of Youth Served—DPH YVP (FY17-FY25)



*In FY17 and FY18, DPH reported totals for youth 18 years old and younger. For all other fiscal years, the total counts are for youth “under 18” years old. For FY19-FY21 between 15% and 38% of data is missing. The overall grant was reprocured in FY23.
Source: Data provided to the OCA from DPH CYVPU.

The original Massachusetts Youth Violence Prevention program was funded by the Centers for Disease Control and Prevention (CDC). Upon expiration of federal funding, state funding for the work began in 2007. The iteration of youth violence funding prior to HEAL included these service models Primary Violence Prevention, Safe Spaces for LGBTQIA+ youth (Safe Spaces), and Youth at Risk grants (YARG). In FY23, the program was reprocured, updated, and named HEAL. The current DPH CYVPU HEAL grant funds three distinct service models:¹³⁹

- **Primary Violence Prevention:** These programs offer developmentally and age-appropriate support services to 10- to 15-year-old youth who are at high risk for violence but who are not yet necessarily engaging in violence.

¹³⁸ For more information on DPH’s violence prevention programs, see <https://www.mass.gov/child-and-youth-violence-prevention-services>

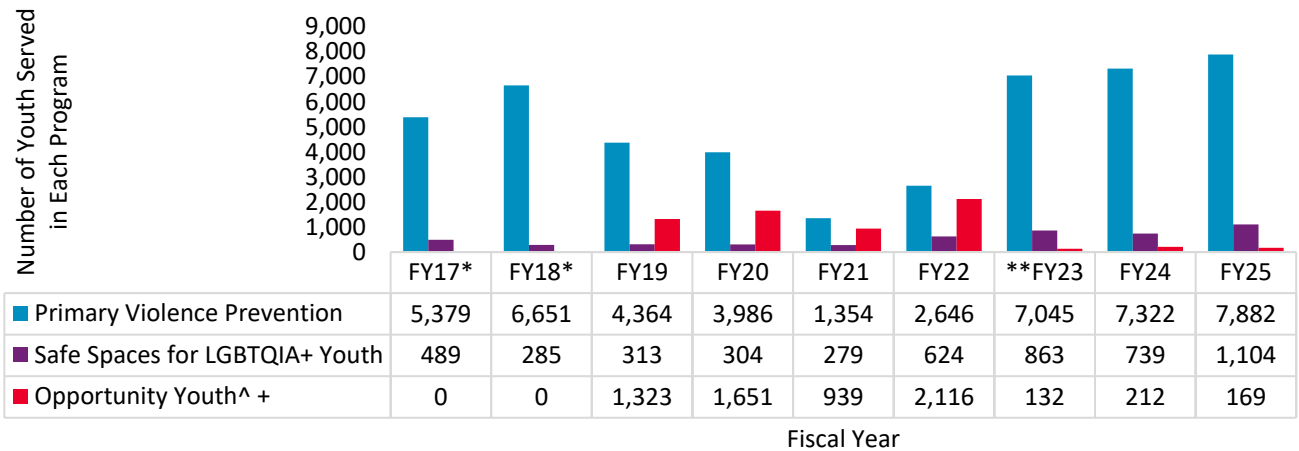
¹³⁹ For information on the number of programs funded, see Appendix H.

- **Safe Spaces for LGBTQIA+ Youth:** These programs are designed to create inclusive environments for lesbian, gay, bisexual, transgender, queer and/or questioning, intersex, asexual and/or allied (LGBTQIA+) youth and consist of community-based organizations currently working with LGBTQIA+ youth, to provide services that are trauma-informed, founded in positive youth development, and culturally appropriate and specific to LGBTQIA+ youth.
- **Opportunity Youth¹⁴⁰:** These programs support community organizations which address all types of violence experienced by young people, as well as other significant public health issues that may increase a young person’s risk for violence, such as teen pregnancy and substance use, and are geared toward youth 16-24 years old.

In FY25

- 7,882 youth under 18 were directly served by the PVP program, an 8% increase from FY24.
- 1,104 youth under 18 were directly served by the Safe Spaces program, a 49% increase from FY24.
- 169 youth under 18 were directly served by the Opportunity Youth program, a 20% decrease from FY24. This program began in FY18.

Figure 69:
Youth Served by DPH Youth Violence Prevention (FY17-FY25)



In FY17 and FY18, DPH reported totals for youth 18 years old and younger. For all other fiscal years, the total counts are for youth “under 18” years old. For FY19-FY21 between 15% and 38% of data is missing. ^In FY17 no Youth at Risk grant (currently Opportunity Youth) programs were funded. *Youth at Risk Grant Program funding was reestablished toward the end of FY18 via mini-grants but no data were collected. The overall grant was reprocurced in FY23.

Source: Data provided to the OCA from DPH CYVPU.

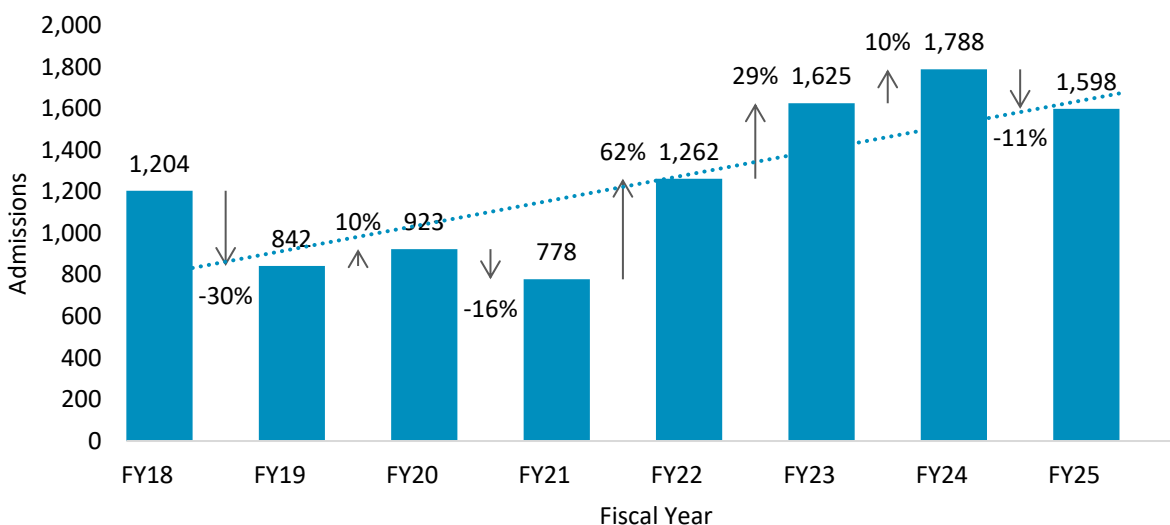
¹⁴⁰ Prior to FY23 this was called the Youth at Risk Grants Program.

As Appendix H illustrates, the differences in volume each year reflect differences in vendors funded that year. Part of the shift in participants served in each program is due to the age range served by each program (e.g., some programs serve young adults up to 24 years old) and the timing of program procurement, as many Opportunity Youth/Youth at Risk grant programs became PVP programs through that process.

Bureau of Substance Addiction Services Admissions¹⁴¹

DPH’s Bureau of Substance Addiction Services oversees the statewide system of prevention, intervention, treatment, and recovery support services for youth at risk of developing a substance use disorder or affected by substance use. There were 11% fewer (n=190) youth (12-17) admissions to BSAS-contracted programs in FY25 than FY24; however, the number of youth admissions to BSAS-contracted services is up 33% since FY18.

Figure 70:
BSAS Admissions (FY18-FY25)



Source: Data provided to the OCA by DPH BSAS.

While total admissions to BSAS-funded services have increased since 2021, the increase appears to be driven by intervention services, while other service types declined. In fact, most admissions are for BSAS’s intervention service.¹⁴² This is consistent with recent years. These programs are designed to intervene with youth who may have already begun to use substances and/or are at risk for using substances. These programs include activities such as street

¹⁴¹ Admissions include any youth who enrolled in any BSAS intervention, treatment, or recovery support service with a BSAS-contracted provider during the timeframe provided.

¹⁴² For service type definitions, see Appendix J.

outreach and youth organizing. Admissions for BSAS clinical stabilization, residential services, and outpatient counseling have declined substantially since FY18.¹⁴³

Table 11: BSAS Youth (12-17) Admissions by Service Type and Year (FY18-FY25)

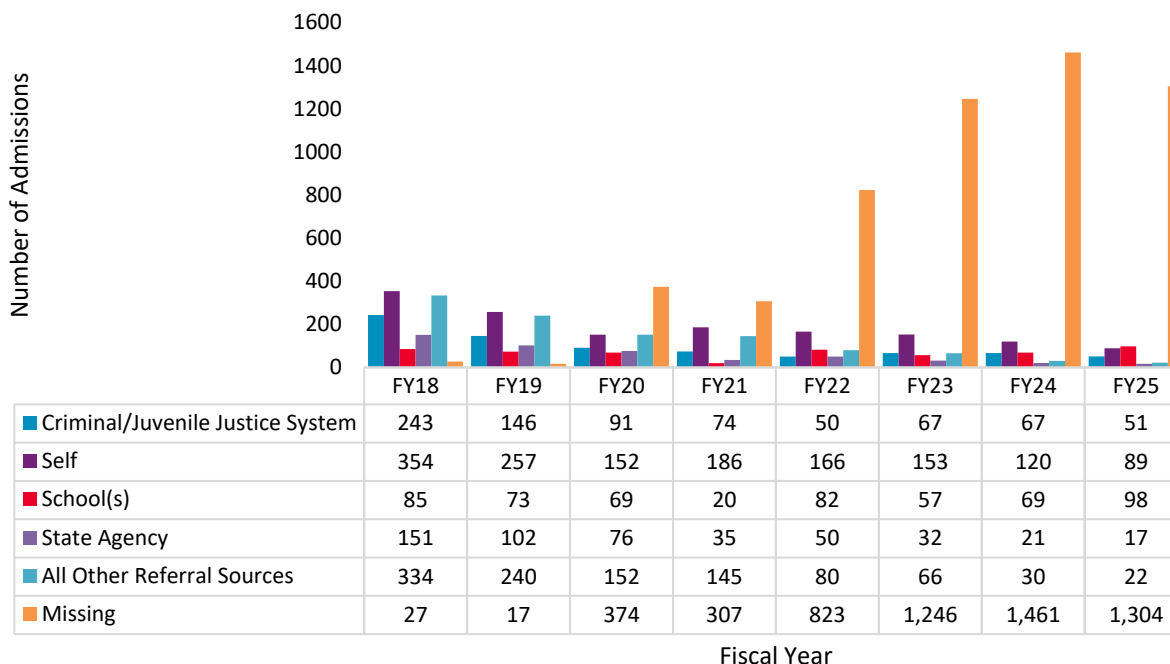
Service	2018	2019	2020	2021	2022	2023	2024	2025
1st Offender Drunk Driver	9	9	*	10	*	*	20	10
Clinical/Youth Stabilization and Withdrawal Management	541	427	268	241	202	158	119	115
Criminal Justice Diversion	28	16	6	**	*	6	*	*
Intervention	7	*	356	311	824	1,231	1,477	1,302
Outpatient Counseling	341	253	194	111	169	137	110	94
Recovery Support	0	*	0	0	*	*	**	*
Residential	163	116	89	94	53	52	21	12
Other	115	13	**	*	*	31	34	57
Total	1,204	842	923	778	1,262	1,625	1,788	1,598

To maintain client confidentiality, the data in cells with counts ≤ 5 are suppressed (primary cell suppression*). Secondary cell suppression (**) is then applied so the values in the primary suppressed cells cannot be calculated. Due to continuous data updates, do not compare the information in this report to any prior statistics. Source: Data provided to the OCA by the DPH BSAS.

In FY25, 51 BSAS referrals were made by criminal/juvenile justice system stakeholders, down 24% since FY24. Since FY18, referrals from the criminal/juvenile justice system have decreased 79%.

¹⁴³ The Motivational Youth Recovery program, a residential detox placement, closed at the end of FY25 after consistently low utilization. Although MYR maintained 12 licensed beds, utilization rarely exceeded six between 2020 and 2025.

Figure 71:
BSAS Admissions by Referral Source (FY18-FY25)



■ Criminal/Juvenile Justice System ■ Self ■ School(s) ■ State Agency ■ All Other Referral Sources ■ Missing

The following data on referral source is missing from the respective categories across all FY: 1st Offender Drunk Driver (*), Clinical/Youth Stabilization and Withdrawal Management (0), Criminal Justice Diversion (0), Intervention (5314), Outpatient Counseling (51), Recovery Support (**), Residential (17), Other (132). Source: Data provided to the OCA by the DPH BSAS.

The number of applications for complaint for underlying drug-/alcohol-related offenses provides a rough estimate for the number of youth involved in the juvenile justice system who may be eligible for a BSAS referral. This is an overestimate as applications for complaint for alcohol and drug offenses encompasses a variety of charges that include both *consumption* of drugs/alcohol and *possession* of drugs/alcohol. Further, just because a youth is charged with a drug-/alcohol-related offense, does not mean they have a substance use disorder, and therefore, BSAS services may not be appropriate or needed. Last, youth who come into contact with the juvenile justice system who are not charged with drug-/alcohol-related offenses can also have substance use disorder that *would* rise to the level of BSAS involvement, but the Board does not have the data needed to estimate how many youth that may be,

With those caveats in mind, the data in the table below compares the number of youth referred to BSAS with the number of applications for complaint with underlying drug-/alcohol-related offenses. In FY25, an estimated 18% of eligible applications for complaint were referred to

BSAS.¹⁴⁴ The estimated percentage of eligible applications for complaint has gone down since CJRA implementation. The Board should further investigate the degree to which youth charged with consumption-related drug/alcohol offenses are connected to services.

Table 12: BSAS Youth (12-17) Referrals as an Estimated Percentage of Alcohol/Drug Applications for Complaint (FY18-FY25)

Process Point	FY18	FY19	FY20	FY21	FY22	FY23	FY24	FY25
Applications for Complaint (Alcohol & Drug Offenses Only)	707	415	307	273	315	353	319	284
All Juvenile Justice Referrals to BSAS	243	146	91	74	50	67	67	51
Referrals as a Percentage of Drug and Alcohol Juvenile Delinquency Cases	34%	35%	30%	27%	16%	17%	21%	18%

Source: Application for complaint data retrieved from the Trial Court’s Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/viz/DemographicsofSelectedJuvenileMatters/JuvenileMattersbyRaceEthn>. BSAS referral data provided to the OCA by the DPH BSAS.

BSAS providers may refer youth to other services once their BSAS services have ended. Multiple referrals may be made for each youth. In FY25, the most frequent referrals at disenrollment include referrals to¹⁴⁵

- School personnel, school system.
- Mental health care professional.
- Outpatient substance abuse counseling.
- Self, family, non-medical professionals.

Department of Mental Health

The Department of Mental Health reports applications and program participation data for youth in their system as well as youth in Juvenile Courts who are referred to the Juvenile Court clinic.

¹⁴⁴ Data is approximate based on aggregate applications and aggregate BSAS referrals. We are unable to match individual applications for complaint (Trial Court data) with a BSAS referral outcome (DPH data).

¹⁴⁵ In addition to these referral sources, frequent outcomes at disenrollment also included 20 admissions that resulted in a disenrollment referral not made due to the client dropping out, and 20 admissions that resulted in a disenrollment referral not made due to appropriate mental health clinical services already in place. For more service referrals at disenrollment data see Appendix K.

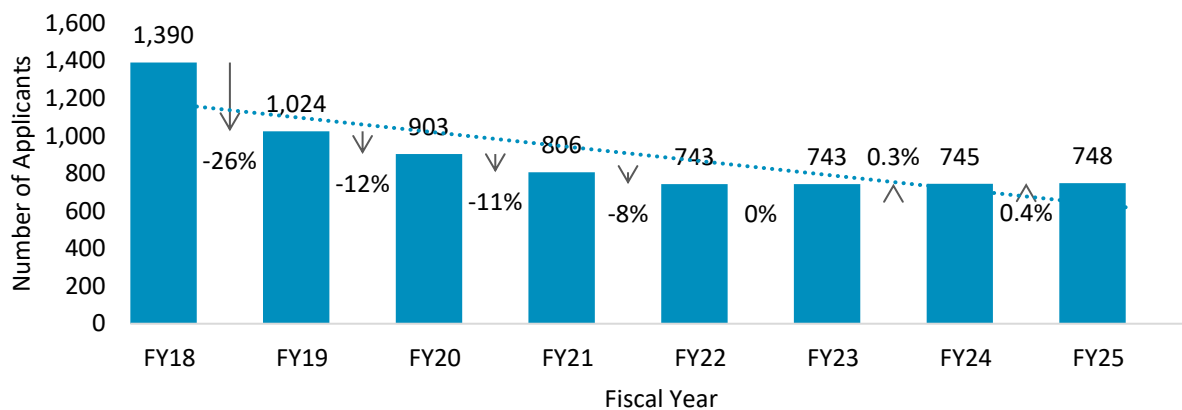
Child, Youth, and Family Programming

Within DMH, the Child Youth and Family (CYF) Services division provides supports and services for youth, as well as young adults up to age 22. For the purposes of this report, the data presented represents only individuals between 7 and 17 years old at the end of the fiscal year.

In FY25, the number of youth applicants for DMH full-service authorization¹⁴⁶ stayed virtually the same as the previous three fiscal years. Applications are either approved, denied, or withdrawn. In the case of withdrawn applications, DMH staff ensure families receive information about other mental health services and resources that they can access in their communities to meet their children’s mental health needs.

Since FY18, applications for DMH services have declined 46%.

Figure 72:
 DMH Full-Service Authorization Applicants (FY18-FY25)



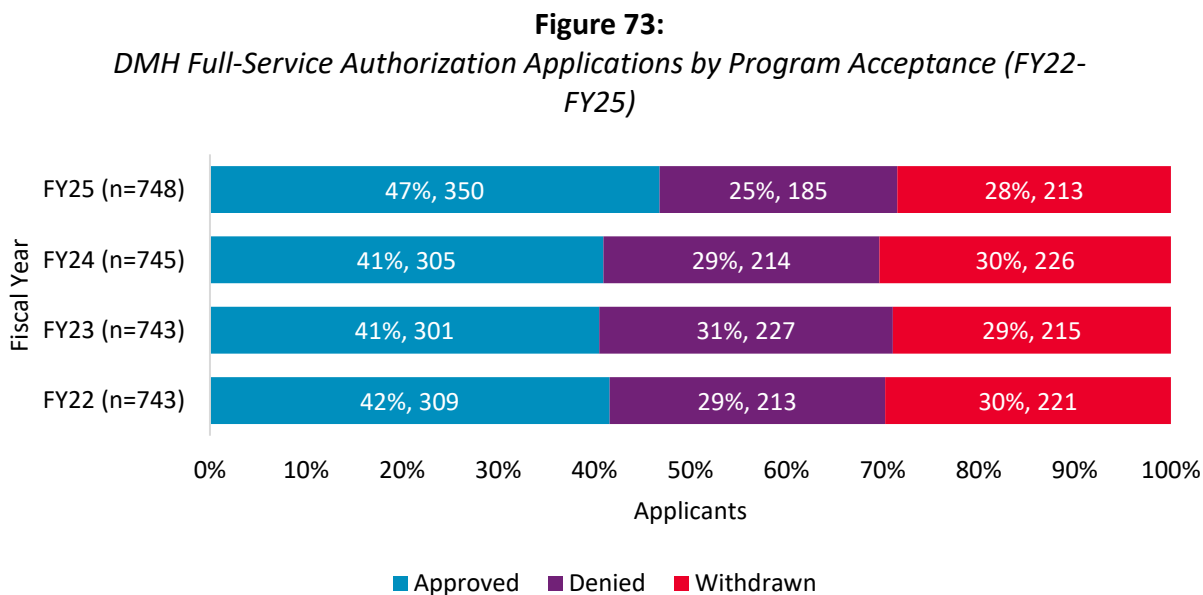
Service authorization regulations were updated in FY18, which created the limited service authorization (LSA) pathway to receiving DMH services. Due to this, a sizeable portion of applications that would have been Full Service Authorization were treated as LSA applications in FY19, which impacted the FY19 FSA numbers considerably.

Source: Data provided to the OCA by the Department of Mental Health, Child, Youth, and Family Programming.

Of the 748 applications, DMH approved 47% (n=350) and denied 25% (n=185). The rest of the applications were withdrawn either by DMH service authorization staff or parents/caregivers.

¹⁴⁶ This is the typical service authorization process that most youth/families applying to DMH go through. It includes both a clinical and service needs review to determine whether youth are approved to receive DMH services. 104 CMR 29, <https://www.mass.gov/doc/104-cmr-29-application-for-dmh-services-referral-service-planning-and-appeals/download>.

Approval rates for DMH applicants stayed roughly the same between FY22 and FY24 but increased from 41% to 47% between FY24 and FY25.



Source: Data provided to the OCA by the Department of Mental Health, Child, Youth, and Family Programming.

In addition to the 350 youth applicants whose full-service authorization application was approved for DMH services in FY25, DMH also approved 497 additional youth via a limited service authorization (LSA) process—up 35% from 367 LSA applicants in FY24. DMH’s LSA process enables more youth to access low-barrier, early intervention mental health services in their communities.

DMH provided 2,375 youth under 18 years old statewide with mental health services in FY25. The number of youth enrolled in these services was down 7% from last year.

The majority of youth received flexible support services. The number of youth enrolled in the PACT-Y program increased by 46% between FY24 and FY25.¹⁴⁷

Table 13: DMH CYF Service Category (FY22-FY25)				
Service Category	FY22	FY23	FY24	FY25
Flex Services	2,120	2,187	1,694	1,443
Case Management	520	500	463	457
Day Services	501	482	424	450
ED Diversion	227	396	405	436
Intensive Community Services	262	259	267	260
Statewide Programs	129	112	103	109

¹⁴⁷ For DMH CYF service descriptions, see <https://www.mass.gov/info-details/dmh-child-youth-and-family-services-overview>

Table 13: DMH CYF Service Category (FY22-FY25)

PACT-Y		19	61	89
Total	2,798	3,063	2,547	2,375

Note: Youth can be enrolled in multiple services; therefore, numbers do not add up across service categories. *Statewide Programs includes intensive residential treatment (ages 13-18), clinically intensive residential treatment (ages 6-12), and continuing care inpatient services for DMH youth who need the most intensive level of clinical treatment available. Source: Data provided to the OCA by the Department of Mental Health, Child, Youth, and Family Programming.

Juvenile Court Clinics

In addition to DMH’s CYF services, DMH operates the Juvenile Court clinics. Youth with open delinquency cases, CRA cases, and care and protection cases can be referred by a judge to the Court clinic for evaluations and services at any time during their Juvenile Court case.

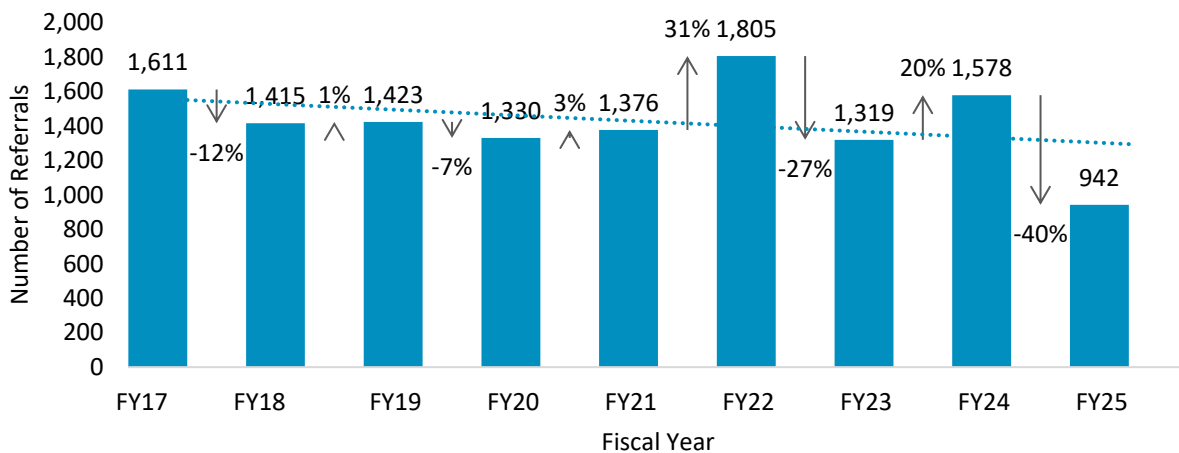
There were 942 cases closed in Juvenile Court in FY25.

Juvenile Court Clinic Data Interpretation Caution

As a result of an upgrade to the DMH Juvenile Court clinics database in FY25 and the data migration to this new system, totals are artificially low for FY25 and higher for FY24.

DMH expects numbers to reflect accurate counts in FY26. Therefore, the Board limits our interpretation of Juvenile Court clinic utilization for FY25 in this report.

Figure 74:
Juvenile Court Clinic Referrals (FY17-FY25)



Source: Data provided to the OCA by the Department of Mental Health’s Forensic Services.

Most youth are referred to the Court clinic for “Other” reasons or for a CRA evaluation. This has been consistent over the past several years.¹⁴⁸

Table 14: Most Frequent Juvenile Court Clinic Referral Reasons (FY17-FY25)									
Referral Reason	FY17	FY18	FY19	FY20	FY21	FY22	FY23	FY24	FY25
Other^	236	118	32	429	507	611	384	496	349
Child Requiring Assistance Eval	466	417	462	250	254	350	280	348	159
Behavioral Health Screening	178	234	325	186	106	257	156	232	83
Competency and/or Criminal Responsibility Eval	240	209	157	109	128	140	132	180	106
Diagnostic Study (c119 §68A)	226	195	174	128	92	115	111	102	88
Case Management	0	0	*	*	63	125	115	93	56
Substance Abuse Commitment Eval	94	84	80	47	70	62	73	67	53
Care & Protection Eval	101	64	85	46	94	84	34	60	29
^"Other" is inclusive of multidisciplinary meetings, consultations, specialized evaluations. Source: Data provided to the OCA by the Department of Mental Health’s Forensic Services.									

¹⁴⁸ For a complete list of referral reasons, see Appendix L.

Appendix A: Guide to Acronyms

Acronym	Definition
BSAS	Bureau of Substance Addiction Services
CAFL	Children and Family Law Division of CPCS
CBHI	Children’s Behavioral Health Initiative
CBI	Community-Based Intervention
COR	Conditions of Release
CPCS	Committee for Public Counsel Services (Public Defenders)
CRA	Child Requiring Assistance
CTTF	Childhood Trauma Task Force
CWOF	Continue Without a Finding
DCF	Department of Children and Families
DESE	Department of Elementary and Secondary Education
DMH	Department of Mental Health
DPH	Department of Public Health
DYS	Department of Youth Services
EOE	Executive Office of Education
EOHHS	Executive Office of Health & Human Services
EOPSS	Executive Office of Public Safety & Security
JDAI	Juvenile Detention Alternatives Initiative
JJPAD	Juvenile Justice Policy and Data Board
MOU	Memorandum of Understanding
MPS	Massachusetts Probation Service
OCA	Office of the Child Advocate
ONA	Overnight Arrest Admission
PR	Personal Recognizance
PTP as a Dispo.	Pretrial Probation as a Disposition
SRO	School Resource Officer
YAD	Youth Advocacy Division of CPCS
YO	Youthful Offender

Appendix B: Juvenile Provisions of the 2018 Criminal Justice Reform Act

The following provisions have been implemented:

- Raised the lower age of criminal responsibility from age 7 to age 12.
- Removed Juvenile Court jurisdiction for violations of local ordinances and first, low-level misdemeanor offenses including disorderly conduct.
- Decriminalized disturbing lawful assembly and disorderly conduct offenses for students under 18 when in school or at school events.
- Authorized Juvenile Court judges to divert youth pre-arraignment for certain charges.
- Removed the requirement that police departments contact Probation when there is a written request to detain a child overnight.
- Mandates that a child shall not be placed in restraints during court proceedings unless there is reason to believe that a juvenile presents an immediate and credible risk of escape or poses a threat to their safety or the safety of others.
- Mandates the creation of a uniform booklet of informational material provided to youth in the custody of DYS regarding their juvenile record and how that information can be accessed and distributed, as well as information on sealing records. EOPSS published this booklet of information in 2019.¹⁴⁹

¹⁴⁹ <https://www.mass.gov/doc/cori-booklet/download>

Appendix C: Juvenile Provisions of the 2020 Policing Bill

The following provisions have been implemented:

- Established a Model School Resource Officer MOU between schools with school resource officers and local police departments to reconvene every five years. As a result of a state-led commission, in February 2022, a model SRO MOU was released by EOPSS and DESE with minimum standards for all school districts with an SRO to follow.¹⁵⁰
- Mandated that DESE “collect data on the number of mental and social emotional health support personnel and school resource officers...employed by each local education agency and shall publish a report of the data on its website.”¹⁵¹
- Required the Municipal Police Training Committee to establish an in-service training program on multiple domains including developmentally appropriate de-escalation tactics and other alternatives to use of force on youth.
- Required MPTC to establish an in-service SRO training to include specific components as outlined by statute, and that the curriculum be created in consultation with experts.
- Gave the POST Commission power to create a specialized certification for SROs. The POST Commission establishes minimum police certification standards and can deny an application or limit, condition, restrict, revoke, or suspend a certification for any reasonable cause. There is an SRO-specific certification that is required of all SROs in order to serve.
- Required that the Massachusetts Peace Officer Standards and Training Commission issue guidance on developmentally appropriate de-escalation and disengagement tactics and other alternatives to the use of force on youth.¹⁵²

Some provisions of the 2020 Policing Bill **have not been implemented** (partially or fully), or implementation cannot be measured due to lack of data.¹⁵³ Those specific provisions are detailed in the table below.

Table 15: 2020 Policing Bill, Juvenile Provisions Implementation Status		
Provision	Status	Board Update
Expanding the expungement eligibility for youth	Cannot be measured	Massachusetts Probation Services is unable to report data on expungement that would allow

¹⁵⁰ For more information, click here: <https://www.mass.gov/model-school-resource-officer-memorandum-of-understanding-sro-mou-review-commission>

¹⁵¹ For more information, click here: <https://profiles.doe.mass.edu/statereport/teacherbyracegender.aspx>

¹⁵² This guidance can be found on the POST Commission website here: <https://399759da.rocketcdn.me/wp-content/uploads/2024/05/Youth-Guidance1298662.1.pdf>

¹⁵³ For more information, see <https://malegislature.gov/Laws/SessionLaws/Acts/2020/Chapter253>

Table 15: 2020 Policing Bill, Juvenile Provisions Implementation Status

with up to two delinquent adjudications (up from the previous allowance of one) and allowing for expungement of multiple charges related to a single incident		the Board to determine the impact of this portion of the law.
Establishing a commission responsible for training state and county correction officers and juvenile detention officers, specifically on the use of physical force.	Not implemented	The Board has been unable to determine if this commission has been convened.
Requiring schools to annually file with DESE the MOUs between a district with school resource officers and local police departments	Partially implemented	<p>DESE sent out a survey to 398 districts about their SRO programs for FY24-FY25.</p> <ul style="list-style-type: none"> • 146 of the 398 identified LEAs (36.7%) responded. • 252 (63.3%) did not respond. <p>Of the districts who responded to the survey,</p> <ul style="list-style-type: none"> • 104 districts reported that they had at least a part-time SRO (71.2% of respondents, 26.1% of total districts). Of those 104 districts, <ul style="list-style-type: none"> ○ 99 (95%) districts submitted an MOU to DESE. ○ 5 (5%) did not submit an MOU for FY24-FY25. • 38 districts reported that they did not have at least one SRO (26% of respondents, 10% of total districts).
Requiring that all law enforcement agencies be certified	Ongoing	This is ongoing work by the POST Commission and, as of April 2026, POST has preliminarily approved the standards for Juvenile Operations

Table 15: 2020 Policing Bill, Juvenile Provisions Implementation Status		
by the POST Commission regarding juvenile operations, among other procedures		and will be submitting them for public comments.
Directs DESE to report school-based arrests, citations, and court referrals made each school year	Partially implemented	DESE started reporting this data in 2020. However, as Appendix E details, data quality concerns remain given the small number of school districts reporting data and the very low counts reported by some large school districts. ¹⁵⁴

¹⁵⁴ This data report can be found here: <https://profiles.doe.mass.edu/statereport/ssdr.aspx>

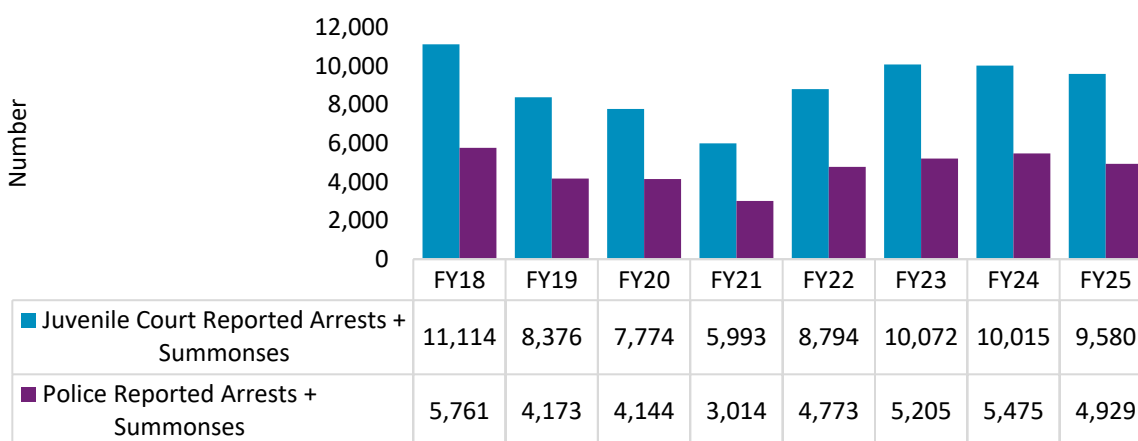
Appendix D: Police Data Reporting Concerns

Arrest/Summons Data

Data on custodial arrests (which is a combination of the “on-view”¹⁵⁵ and “taken into custody”¹⁵⁶ arrest types) and summonses issued are reported to the JJPAD Board by the Executive Office of Public Safety and Security, using data reported by local police departments through the federal National Incident-Based Reporting System (NIBRS).

Additionally, the Trial Court publicly reports data on the number of delinquency cases initiated by an arrest or summons. In theory, these numbers should match with the NIBRS data; however, **the total number of custodial arrests and summonses reported by EOPSS is substantially lower than the number of cases reported by the Trial Court (Figure 75).**

Figure 75:
Discrepancies in Data Reporting for Arrests/Summonses (FY18-FY25)



Source: Juvenile Court data retrieved on 1/2026 from the Massachusetts Trial Court's Tableau Public page here: <https://public.tableau.com/app/profile/drap4687/viz/MassachusettsTrialCourtApplicationsforDelinquentComplaint/SummaryCaseInitiationbyDivision>. Police data provided to the OCA by the Massachusetts Executive Office of Public Safety & Security Office of Grants and Research via CrimeSOLV.

Further, there are discrepancies in what departments report to NIBRS compared to what they report on their own data dashboards. For example, Boston reported 393 incidents in FY25 according to the NIBRS dataset. However, based on its own data reporting,¹⁵⁷ that number should be closer to 688.¹⁵⁸

¹⁵⁵ A physical arrest.

¹⁵⁶ An arrest as a result of a warrant.

¹⁵⁷ <https://boston-pd-crime-hub-boston.hub.arcgis.com/datasets/8cec12c8d60140aca2827eb45484f10b/explore>

¹⁵⁸ Importantly, the Boston Police Department reports calendar year data on its website, while NIBRS data presented in the JJPAD report is for the fiscal year. However, this slight difference does not account for the large gap in reporting.

EOPSS identified the following differences in data reporting are likely contributing to the discrepancy in reporting:

- NIBRS does not include all arrest offenses (e.g., traffic, city ordinance violation, etc.).
- NIBRS does not include default warrant arrests.
- The Juvenile Court data in Table 16 includes a small number (FY25 n=169) of individuals 18+ years old, while the NIBRS dataset includes only youth 12-17.
- The Juvenile Court data in Table 16 is shown by the year an application was filed, while NIBRS data is shown by arrest year.
- Police departments have until April 1, 2026, to report any 2025 data or updates to 2025 data. The NIBRS data included in the table was extracted on December 15, 2025; therefore, some 2025 data is missing.

There is current national concern regarding the quality of federal policing data as reported to the NIBRS data system, starting with 2021 data.¹⁵⁹ While NIBRS has existed since the 1980s, police departments were not required to use the system until January 1, 2021, and this transition may account in part for the discrepancy in previous years. Additionally, other researchers have raised concerns about the quality of NIBRS data more generally. For example, a 2022 study compared NIBRS arrest data to data collected directly from law enforcement agencies and found data matched in just 84% of cases.¹⁶⁰ Other, somewhat older, studies have found missing data in the NIBRS system at the incident level, as well as agencies not reporting data for all or part of years.¹⁶¹

For all of these reasons, the JJPAD Board has elected to use the Trial Court data reporting when an application was initiated by an arrest instead of using the NIBRS data.

Table 16: Top 10 Cities in MA—Juvenile Arrest/Summons Reporting, NIBRS								
Row Labels	2018	2019	2020	2021	2022	2023	2024	2025
Boston	0	0	186	170	242	334	389	393
On View	0	0	176	142	213	305	337	312
Taken into Custody	0	0	10	28	29	29	48	37
Summons	0	0	0	0	0	0	4	44

¹⁵⁹ Brennan Center for Justice. (n.d.) Understanding the FBI’s 2021 Crime Data. Brennan Center for Justice. <https://www.brennancenter.org/our-work/research-reports/understanding-fbis-2021-crime-data>; The Marshall Project. (2022). What Can FBI Data Say About Crime in 2021? The Marshall Project. <https://www.themarshallproject.org/2022/06/14/what-did-fbi-data-say-about-crime-in-2021-it-s-too-unreliable-to-tell>

¹⁶⁰ Cross, T. P., Wagner, A., & Bibel, D. (2022). The Accuracy of Arrest Data in the National Incident-Based Reporting System (NIBRS). Crime & Delinquency, 0(0). <https://doi.org/10.1177/00111287211067180>

¹⁶¹ Liao, D., et al. (2015). Treatment of Missing Data in the FBI’s National Incident Based Reporting System: A Case Study in the Bakken Region. RTI International. <http://www.asasrms.org/Proceedings/y2015/files/234045.pdf>

Table 16: Top 10 Cities in MA—Juvenile Arrest/Summons Reporting, NIBRS

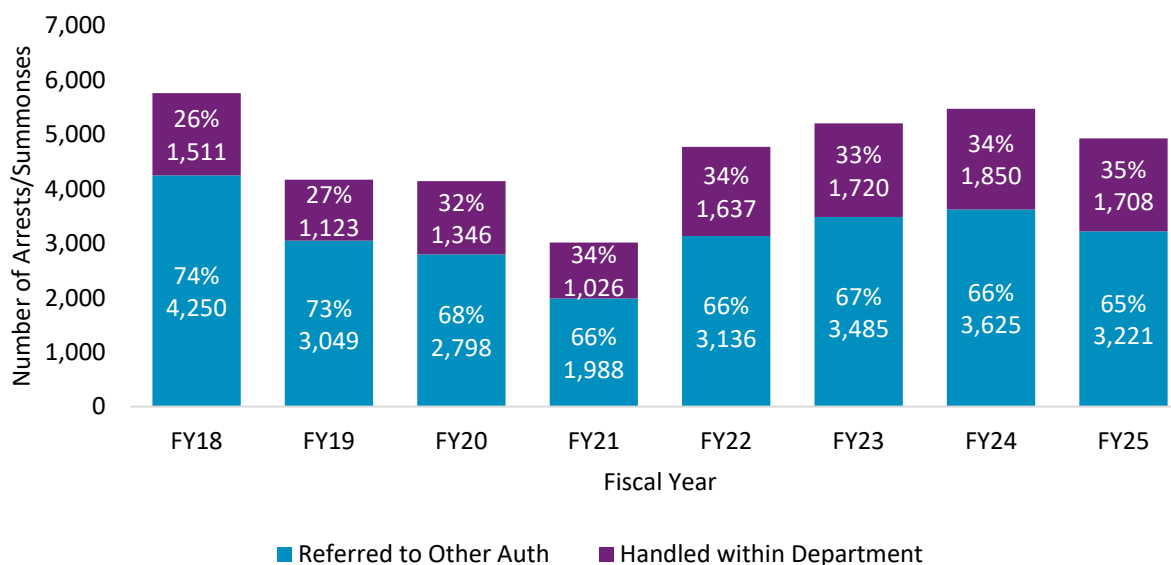
Brockton	258	253	213	120	215	224	247	237
On View	63	75	70	34	59	39	40	50
Taken into Custody	34	39	34	11	27	36	32	29
Summons	161	139	109	75	129	149	175	158
Cambridge	29	25	23	9	23	39	20	42
On View	9	7	4	2	3	0	10	10
Taken into Custody	11	6	5	3	8	5	5	16
Summons	9	12	14	4	12	34	5	16
Fall River	282	178	177	89	205	238	228	242
On View	102	53	54	27	46	82	77	99
Taken into Custody	37	20	10	10	15	23	23	24
Summons	143	105	113	52	144	133	128	119
Lowell	284	282	221	114	183	151	138	162
On View	129	111	82	42	63	57	65	43
Taken into Custody	30	9	9	3	1	1	4	0
Summons	125	162	130	69	119	93	69	119
Lynn	65	59	49	58	116	161	156	117
On View	15	10	4	1	6	17	24	23
Taken into Custody	39	33	22	25	41	27	39	29
Summons	11	16	23	32	69	117	93	65
New Bedford	131	64	61	59	48	38	45	64
On View	106	43	30	38	33	20	30	49
Taken into Custody	24	21	31	21	15	18	15	15
Summons	1	0	0	0	0	0	0	0
Quincy	20	13	20	6	12	35	26	27
On View	16	12	20	5	9	27	21	24
Taken into Custody	4	1	0	1	3	8	5	2
Summons	0	0	0	0	0	0	0	1
Springfield	323	193	176	137	156	182	224	241
On View	238	143	118	97	108	127	146	171
Taken into Custody	85	50	58	40	48	55	78	70
Summons	0	0	0	0	0	0	0	0
Worcester	207	78	119	72	94	95	93	1
On View	207	76	116	65	87	89	91	0
Taken into Custody	0	2	3	7	7	6	2	1
Summons	0	0	0	0	0	0	0	0

On-View Arrest: apprehension without a warrant or previous incident report. Summoned/Cited: not taken into custody.
 Taken Into Custody: based on a warrant and/or previously submitted incident report.
 Police data provided to the OCA by the Massachusetts Executive Office of Public Safety & Security Office of Grants and Research via CrimeSOLV. Data definitions pulled from the [NIBRS manual](#).

Police-Initiated Diversion

Just like custodial arrest/summons data reporting at the police level, there are significant inconsistencies in police departments’ reporting of their use of diversion/warnings. Based on the departments that do report this data, police-initiated diversion decreased about 8% since FY24 (Figure 76).¹⁶²

Figure 76:
Police Response Outcomes (FY18-FY25)



Data note: Handled Within Department includes released to parents, released with warning. Referred to Other Authorities includes turned over to Juvenile Court, probation department, welfare agency, other police agency, criminal or adult court. Source: Police data provided to the OCA by the Massachusetts Executive Office of Public Safety & Security Office of Grants and Research via CrimeSOLV.

Considering data reporting discrepancies exist between individual police departments’ public reporting and what is reported to NIBRS, it is possible there are similar discrepancies in diversion reporting.

Table 17: Top 10 Cities in MA—Juvenile Diversion Reporting, NIBRS								
Row Labels	2018	2019	2020	2021	2022	2023	2024	2025
Boston	0	0	186	170	242	334	389	393
Referred to Other Auth	0	0	17	11	25	82	72	58
Handled within Department	0	0	169	159	217	252	317	335
Brockton	258	253	213	120	215	224	247	237
Referred to Other Auth	216	173	157	90	154	164	205	212

¹⁶² “Handled within the department” can mean a variety of outcomes in addition to diversion (informal and formal).

Table 17: Top 10 Cities in MA—Juvenile Diversion Reporting, NIBRS

Handled within Department	42	80	56	30	61	60	42	25
Cambridge	29	25	23	9	23	39	20	42
Referred to Other Auth	11	9	15	5	12	25	10	19
Handled within Department	18	16	8	4	11	14	10	23
Fall River	282	178	177	89	205	238	228	242
Referred to Other Auth	272	161	157	76	191	208	198	212
Handled within Department	10	17	20	13	14	30	30	30
Lowell	284	282	221	114	183	151	138	162
Referred to Other Auth	117	162	61	0	0	10	23	92
Handled within Department	167	120	160	114	183	141	115	70
Lynn	65	59	49	58	116	161	156	117
Referred to Other Auth	32	27	21	24	35	56	48	27
Handled within Department	33	32	28	34	81	105	108	90
New Bedford	131	64	61	59	48	38	45	64
Referred to Other Auth	113	53	50	43	39	33	38	57
Handled within Department	18	11	11	16	9	5	7	7
Quincy	20	13	20	6	12	35	26	27
Referred to Other Auth	16	12	13	4	5	9	22	25
Handled within Department	4	1	7	2	7	26	4	2
Springfield	323	193	176	137	156	182	224	241
Referred to Other Auth	36	11	13	6	5	12	16	118
Handled within Department	287	182	163	131	151	170	208	123
Worcester	207	78	119	72	94	95	93	1
Referred to Other Auth	207	77	119	71	92	86	93	1
Handled within Department	0	1	0	1	2	9	0	0

Handled Within Department (released to parents, released with warning, etc.) Referred to Other Authorities (turned over to Juvenile Court, probation department, welfare agency, other police agency, criminal or adult court, etc.)
Police data provided to the OCA by the Massachusetts Executive Office of Public Safety & Security Office of Grants and Research via CrimeSOLV. Data definitions pulled from the [NIBRS manual](#).

Appendix E: School Arrests/Law Enforcement Referrals Data Reporting Concerns

Youth can be arrested for committing an alleged offense on school grounds during the school day, or at a school-sponsored event outside of typical school hours (e.g., a Friday night football game, a school dance, etc.). As part of the 2020 Policing Bill, the Department of Early and Secondary Education is directed to report school-based arrests, citations, and court referrals made each school year. DESE began reporting this data in 2020.

In prior reports, the JJPAD Board has raised concerns regarding this data, due to the small number of districts reporting data and the very low counts reported by some large school districts. These same data quality concerns continue to be present in the most recently published data.

For example, during the 2023-24 school year, only 8% of districts reported any arrests and only 11% reported any law enforcement referrals. Of the districts that did report, many reported low numbers. For example, Boston Public Schools, the largest district in the state, reported only one arrest. Similarly, Worcester Public Schools, the second largest district in the state, reported zero arrests.

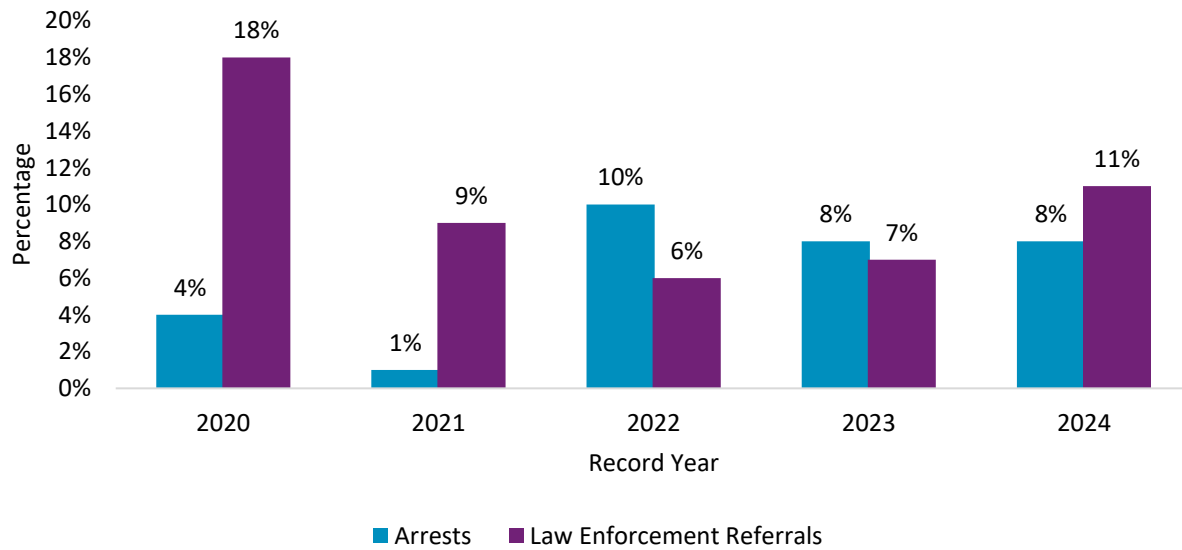
Across all Massachusetts’ school districts, during the 2023-2024 school year

- 57 arrests were reported.
- 171 referrals to law enforcement were reported.

School Year*	Number of Arrests	Number of Law Enforcement Referrals
SY19-20	54	269
SY20-21	6	93
SY21-22	94	65
SY22-23	80	78
SY23-24	57	171

*Note: The Massachusetts school year spans from September to June. Therefore, SY19-20 began in September 2019 and concluded in June 2020. As of December 2025, some data for the SY24-25 school year is posted on DESE’s data website. However, the full report, including counts of arrests and law enforcement referrals, is not yet available at the time of writing. Source: Data retrieved 1/2026 from DESE’s *Student Discipline Data Report* here: <https://profiles.doe.mass.edu/statereport/ssdr.aspx>.

Figure 77:
Percentage of Districts Reporting Incidents (2020-2024)



Source: Data retrieved 1/2026 from DESE's *Student Discipline Data Report* here: <https://profiles.doe.mass.edu/statereport/ssdr.aspx>.

Appendix F: DYS Data Reporting Grid Level

DYS categorizes offense severity by grid level. This is a numeric representation, ranging from 1 (least serious) to 7 (most serious), based on adult sentencing guidelines. Table 19 below highlights common offenses and their corresponding grid levels.

For the purposes of this report, grid levels have been combined into *low* (grid levels 1-2), *medium* (grid level 3), and *high* (grid levels 4-7) severity levels.

Table 19: Common Offenses and Corresponding Grid Level			
DYS Grid Level	Common Offense	DYS Grid Level	Common Offense
1	Disturbing the Peace	4	Assault and Battery with a Dangerous Weapon
1	Petty Larceny	4	Armed Robbery
1	Possession of Marijuana	4	Distributing Cocaine
2	Distributing Marijuana	5	Armed Assault & Robbery
2	Possession of Cocaine	5	Attempted Murder
2	Possession of a Dangerous Weapon	5	Rape
2	Receiving Stolen Property	6	Home Invasion
2	Assault and Battery	6	Carjacking with a Firearm
3	Breaking and Entering (Felony)	7*	Murder

Note: *Grid level 7 is reserved for youth sentenced in adult court for murder.

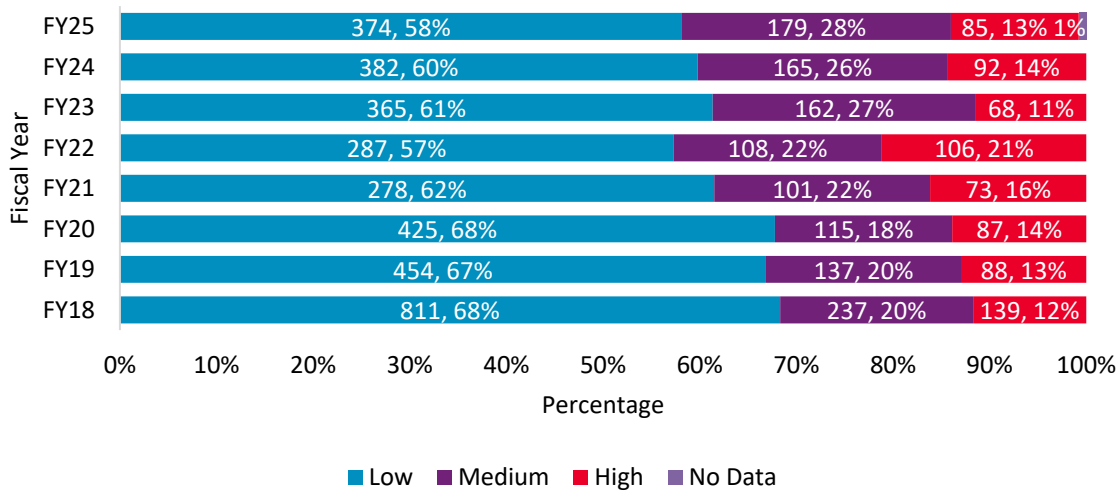
When analyzing FY25 data by DYS grid level,

- Consistent with previous years, the majority of overnight arrest admissions (58%, n=374) were for low grid-level offenses.
- Similarly, youth were admitted to pretrial detention most frequently (46%, n=408) for low grid-level offenses.
- The majority of first-time commitments (52%, n=92) were for low grid-level offenses, followed by 33% (n=59) for high grid-level offenses.
- In contrast to other DYS process points, YES transitions were comprised primarily of high grid-level offenses (50%, n=56), followed by low grid-level offenses (38%, n=42).

Since FY18, the proportion of overnight arrest admissions and pretrial detention admissions for low grid-level offenses has decreased, indicating a push to ensure youth with lower severity offenses are less frequently being held in pretrial detention.

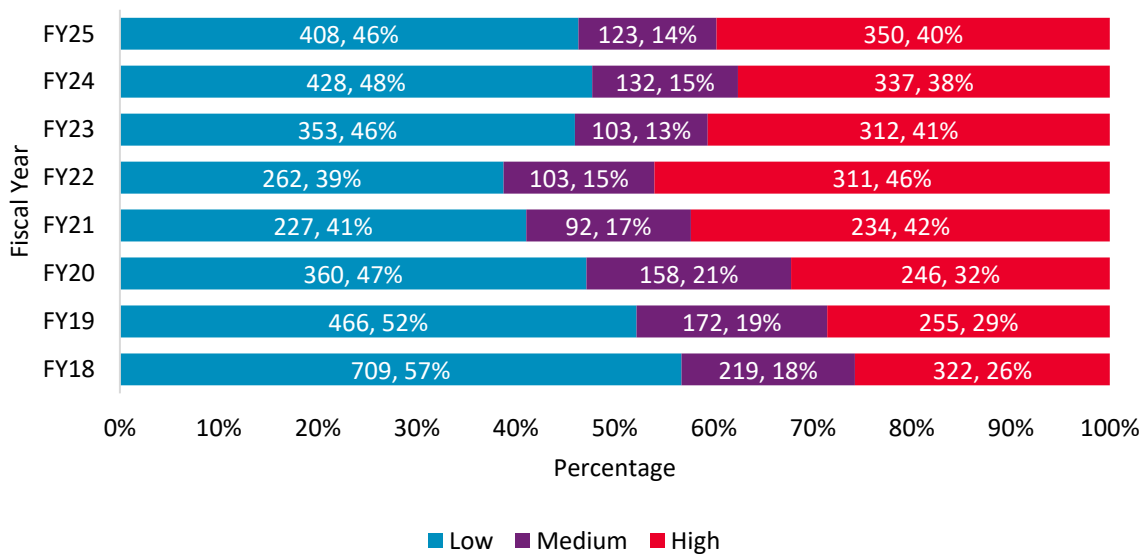
Meanwhile, first-time commitments for low grid-level offenses have increased 48%, and the proportion of youth with first-time commitments who have low grid levels went from 27% in FY18 to 52% of total first-time commitments in FY25.

Figure 78:
ONA by by Most Serious Offense (MSO) Grid Level (FY18-FY25) by Most Serious Offense (MSO) Grid Level (FY18-FY25)



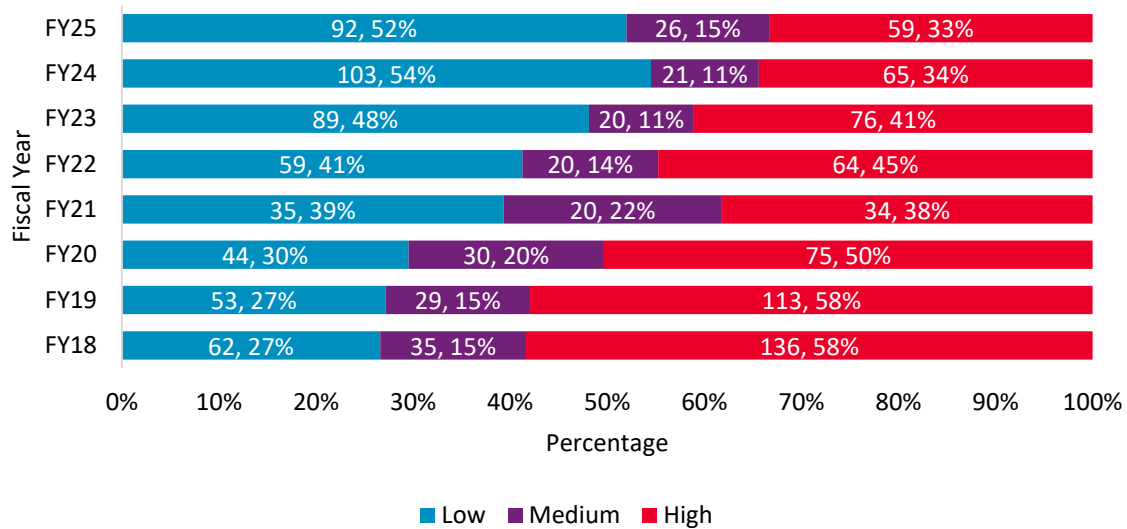
Source: Data provided to the OCA by the Department of Youth Services.

Figure 79:
Pretrial Detention Admissions by MSO Grid Level (FY18-FY25)



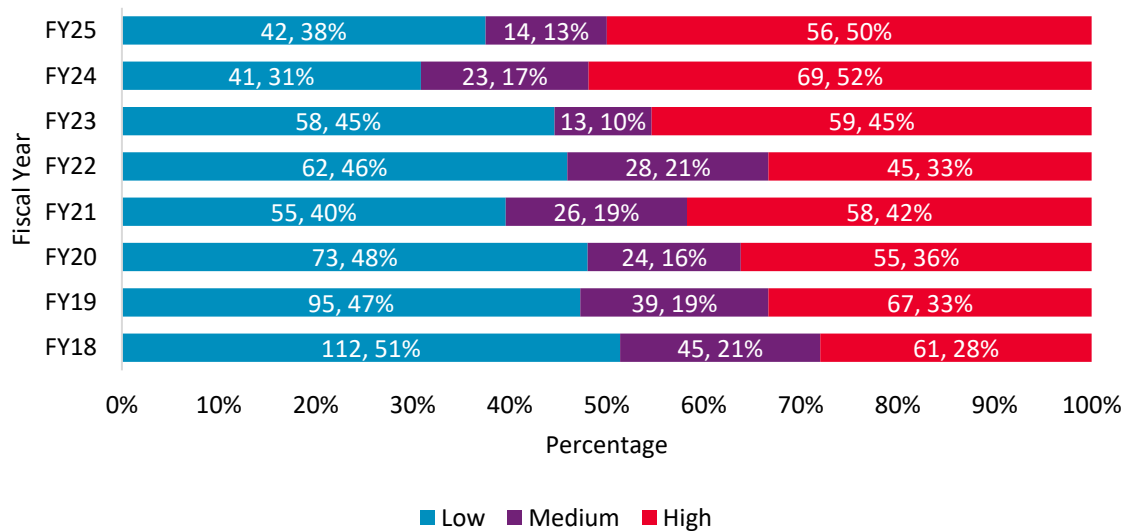
Source: Data provided to the OCA by the Department of Youth Services.

Figure 80:
First-Time Commitments by MSO Grid Level (FY18-FY25)



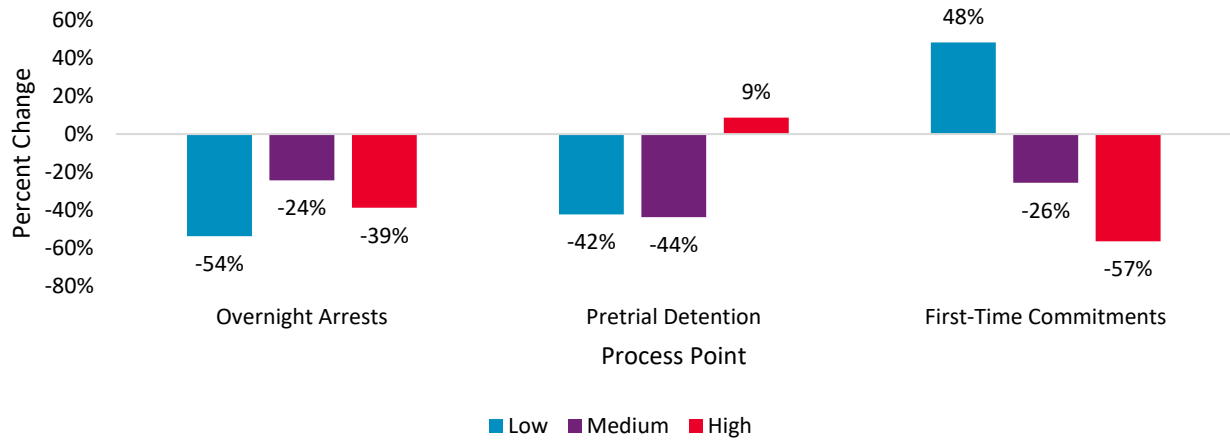
Source: Data provided to the OCA by the Department of Youth Services.

Figure 81:
YES Transitions by MSO Grid Level (FY18-FY25)



Source: Data provided to the OCA by the Department of Youth Services.

Figure 82:
DYS Process Points Percent Change (FY18-FY25) by MSO Grid Level



Source: Data provided to the OCA by the Department of Youth Services.

Appendix G: Data on Lead Charges

Lead charge is the first listed charge at case filing, not disposition. This is often, though not always, the most serious charge alleged against the youth. The Trial Court publishes more detailed data on its public dashboard, linked below.

Table 20: Lead Charge Data FY19-FY25									
Lead Charge	FY19	FY20	FY21	FY22	FY23	FY24	FY25	% Change from FY24	% Change from FY19
Assault & Battery	1,841	1,513	1,034	1,957	2,388	2,367	2,269	-4%	23%
Larceny	538	532	444	487	612	707	577	-18%	7%
Other Property	184	189	152	234	332	243	416	71%	126%
Other	349	275	195	292	354	314	383	22%	10%
Motor Vehicle Other	302	270	362	337	364	364	367	1%	22%
Assault	243	220	217	321	358	372	330	-11%	36%
Motor Vehicle	162	185	184	266	342	385	269	-30%	66%
B&E/ Burglary	234	323	286	218	396	445	264	-41%	13%
Firearm	99	94	133	178	186	157	214	36%	116%
Public Order	246	192	150	171	145	166	198	19%	-20%
Shoplifting	100	65	35	39	101	118	196	66%	96%
Robbery	199	250	134	145	163	199	160	-20%	-20%
Other Weapon	126	110	36	106	164	109	155	42%	23%
Sex	195	182	139	212	171	139	131	-6%	-33%
Trespassing	39	65	39	43	47	75	105	40%	169%
Other Person	72	49	44	73	97	83	76	-8%	6%
Dangerous Weapon	63	62	28	119	146	118	69	-42%	10%
Restraining Order Violation	36	28	21	18	29	26	38	46%	6%
Arson/Burn	22	28	36	35	40	28	32	14%	45%
Harassment Prevention Order	0	0	0	0	0	26	30	15%	n/a
MV OUI	23	18	28	24	25	26	30	15%	30%
Distribute Class B	24	21	19	9	13	16	22	38%	-8%
Distribute Class D	57	41	32	22	47	37	22	-41%	-61%
Traffick Class B/Cocaine	4	0	6	4	8	2	14	600%	250%
Forgery	10	7	6	4	12	14	13	-7%	30%
Kidnap	17	10	3	3	4	6	10	67%	-41%
Possess Class B	19	10	7	7	7	7	8	14%	-58%
Distribute Class A	20	11	14	5	5	7	7	0%	-65%
Distribute School Zone	5	13	2	2	7	5	7	40%	40%
Fraud	7	1	9	8	12	6	7	17%	0%
Possess Class A	5	5	4	1	4	6	4	-33%	-20%

Table 20: Lead Charge Data FY19-FY25

MV Homicide	0	0	3	3	1	8	3	-63%	n/a
Other Drug	4	2	3	6	6	5	3	-40%	-25%
Possess Class C	8	9	3	3	5	10	3	-70%	-63%
Possess Class D	3	3	3	2	4	1	2	100%	-33%
Traffick Heroin	2	3	2		1	1	2	100%	0%
Murder/ Manslaughter	1	1	0	0	0	1	1	0%	0%
Distribute Class C	8	5	5	5	3	5	0	-100%	-100%
Distribute Class E	2	2	3	1	1	0	0	n/a	-100%
License Violation	0	0	1	0	0	1	0	-100%	n/a
Possess Class E	8	4	3	1	2	1	0	-100%	-100%
Possess Marijuana	1		1	0	3	2	0	-100%	-100%
Traffick Marijuana	0	2	0	0	0	0	0	n/a	n/a
Total	5,278	4,800	3,826	5,361	6,605	6,608	6,437	-3%	22%

Source: FY19-FY25 data obtained by the OCA from the Trial Court's Child Welfare and Juvenile Justice Reports and Dashboards page here: <https://www.mass.gov/info-details/child-welfare-and-juvenile-justice-reports-and-dashboards#download-child-welfare-and-juvenile-justice-case-data-sets>.

Appendix H: Child and Youth Violence Prevention Unit Programs Funded by Year

Table 21: Number of Programs Funded per Fiscal Year by Service Model (FY17-FY25)									
Program	FY17	FY18	FY19	FY20	FY21	FY22	FY23	FY24	FY25
Primary Violence Prevention	20	19	24	23	23	23	36	36	36*
Safe Spaces for LGBTQIA+ Youth	6	6	8	8	8	8	9	9	9
Opportunity Youth (Formerly Youth at Risk)	0	0+	28	28	34	34	7	7	7
Total	26	25	60	59	65	65	52	52	52

*Opportunity Youth (formerly Youth at Risk) program funding was re-established via mini grants toward the end of FY18, but no process data were collected.
 * Thirty-six programs began FY25 receiving HEAL PVP funding, but one PVP program discontinued services funded by HEAL PVP after Q2 of FY25 (two fewer expected quarters than previous years).
 Source: Data provided to the OCA from DPH CYVPU.

Appendix I: Youth Violence Prevention Programming (DPH) Program Demographics (FY17-FY25)

Table 22: Percentage of Youth Served (All Ages**) by Race/Ethnicity (FY17-FY25*)								
Race/Ethnicity	FY17	FY18	FY19	FY21	FY22	FY23	FY24	FY25
American Indian/Alaska Native/First Nation	0.2%	0.2%	0.5%	0.9%	0.8%	0.3%	0.3%	0.4%
Asian	6.5%	7.0%	7.3%	9.1%	6.2%	3.5%	3.7%	4.2%
Black	24.5%	24.8%	23.8%	42.5%	30.7%	26.0%	23.6%	25.9%
Cape Verdean+						1.6%	1.6%	2.2%
Hispanic/Latinx	46.0%	46.8%	38.1%	53.5%	42.3%	29.0%	29.2%	29.7%
Native (Indigenous) Hawaiian or Other Pacific Islander	0.1%	0.1%	0.4%	7.0%	0.4%	0.1%	0.1%	1.2%
White	16.3%	13.6%	16.0%	25.9%	19.7%	16.3%	17.5%	15.3%
Biracial or Multiracial+					8.7%	8.6%	10%	
Other Race (Not Listed Above)	5.4%	6.4%	6.4%	11.0%	7.4%	2.7%	2.2%	1.4%
Undisclosed/Unknown	2.6%	3.6%	7.7%	7.3%	12.2%	18.1%	18.3%	14%
Number of Quarters of Data Missing for the Fiscal Year, (Total Expected Quarters), % Quarters Missing	0 (104), 0%	0 (100), 0%	74 (232), 31.9%	26 (228), 11.4%	99 (260), 38.1%	0 (260), 0%	0 (208), 0%	0 (206), 0%

*Data broken down by race/ethnicity is not accessible for FY20 because of a combination of DPH staff turnover and the impacts of the COVID-19 pandemic on both community-based organizations and DPH. **Race/ethnicity data consists of aggregated counts of all youth served, including youth who are 18 and older. +FY23 was the first year Cape Verdean and biracial or multiracial were tracked in the reporting system.

Race/ethnicity categories are NOT mutually exclusive. Youth may self-identify in as many categories as apply to their backgrounds; therefore, these counts will sum to greater than the corresponding totals in the report and the percentages will sum to greater than 100%.

These race/ethnicity counts do not reflect all youth served by these programs because race/ethnicity information was not recorded for all youth. In some cases, this likely reflected that a program did not know the racial/ethnic self-identification of some of their youth (e.g., youth may not self-report during interactions with staff, may decline to answer in response to a direct intake question, or are unsure of their own ancestry). Source: Data provided to the OCA from DPH CVVPU.

Appendix J: BSAS Service Type Definitions

Table 23: Service Type Definitions	
1st Offender Drunk Driver	<p>The Driver Alcohol Education (DAE) programs are available to those individuals who agree to the alternative sentencing sanction as specified within Massachusetts General Laws for the offense of driving under the influence. Specifically, each DAE program participant is provided with a structured group where they receive educational material to help them identify and understand alcohol abuse issues and drinking-and-driving behaviors. While the major focus of these programs is on alcohol, other substances of abuse are also discussed. The program provides 40 hours of services conducted over 16 weeks and includes an assessment, participation in self-help, and victim-impact community meetings.</p> <p><u>Eligibility:</u> Individuals convicted for the first time for drunk driving and who choose this option as an alternative to losing their license or possible incarceration. Referrals are generally made by the adjudicating district court; however, if the client is under 21, the Registry of Motor Vehicles may mandate the offender's participation.</p>
Clinical Stabilization	<p>Also referred to as step-down services, this service type offers 24-hour treatment for people who need a safe and structured setting to support their recovery after detoxification. Services include nursing support, case management, education and counseling, and aftercare planning. These programs help to bridge services between detoxification and rehabilitation programs.</p>
Criminal Justice Diversion	<p>Initiative in which individuals with substance use disorder who are also involved with the criminal justice system are redirected from traditional criminal justice pathways to substance addiction treatment systems.</p>
Intervention	<p>Programs that are designed to intervene with youth who have already begun to use substances and participate in risky behaviors. These programs include activities such as street outreach and youth organizing. This includes programs called Project Amp, Intensive School-Based Intervention, Community Innovation, High School Co-occurring Response Teams, and Green Care.</p>
Outpatient	<p>Outpatient services provide treatment for adults and adolescents, their families, and/or their significant others who are affected by the use of alcohol or other drugs. Clients are assisted in gaining and maintaining skills for a substance-free lifestyle. Services include assessment and treatment planning, and individual, group, and family counseling.</p> <p><u>Eligibility:</u> Any person with concerns about a substance abuse problem or a family member/significant other who has concerns about someone</p>

Table 23: Service Type Definitions	
	else's substance abuse problem. Individual must be medically stabilized and not in need of acute inpatient services.
Recovery Support	Recovery support services provide case management services to help link individuals and families to community supports such as self-help, housing, educational/vocational services and employment.
Residential	<p>Youth residential programs provide short-term residential rehabilitative services to youth between the ages of 14 and 18 years who need a supervised environment to strengthen their recently acquired sobriety. Includes diagnostic, counseling, educational and pre-vocational, recreational, and HIV/AIDS-related services.</p> <p><u>Eligibility:</u> High-risk youth between 14 and 18 years of age who are experiencing emotional/behavioral, family, developmental, and/or social dysfunction as a result of their alcohol and other drug use.</p>

Appendix K: BSAS Admissions by Primary Referral at Disenrollment and Fiscal Year of Enrollment (FY18-FY25)

Table 24: Admissions by Primary Referral at Disenrollment and Fiscal Year (FY18-FY25)								
Referral at Disenrollment	2018	2019	2020	2021	2022	2023	2024	2025
Referral Not Needed— Assessment Indicates that Client Does Not Require to Enter Formal Treatment	31	27	14	20	21	11	18	8
Self, Family, Non-medical Professionals	49	35	28	28	21	25	16	18
BMC Central Intake	*	0	0	0	0	0	0	0
ATS—Level A	11	10	*	*	*	*	0	0
Transitional Support Services	*	*	0	0	*	*	*	0
Clinical Stabilization Services	10	9	*	*	*	*	*	*
Residential Treatment	160	111	55	45	27	21	32	11
Outpatient SA Counseling	223	189	58	47	44	34	45	20
Medication-Assisted Treatment	*	*	0	0	*	*	*	0
Drunk Driving Program	0	*	0	0	0	0	*	0
Acupuncture	0	*	0	0	0	0	0	0
Sober House	*	*	0	*	*	*	*	0
Recovery Support Center	9	*	*	*	*	*	*	6
Second Offender Aftercare	0	0	0	*	*	0	*	0
Family Intervention Programs	6	6	12	13	13	*	*	7
Other SA Treatment	15	7	9	11	*	*	6	*
Healthcare Professional, Hospital	*	6	7	6	*	*	*	*
Emergency Room	*	7	*	*	*	*	*	*

Table 24: Admissions by Primary Referral at Disenrollment and Fiscal Year (FY18-FY25)								
Needle Exchange Program	0	0	0	0	*	0	0	0
Mental Health Care Professional	19	21	37	12	16	19	18	28
School Personnel, School Systems	9	*	*	*	23	23	28	39
Recovery High School	9	*	9	6	*	*	15	7
Supervisor/Employee Counselor	0	0	0	0	0	0	*	0
Shelter	0	*	0	0	0	0	0	0
Community and Religious Organizations	6	*	0	*	0	0	*	0
Drug Court	0	0	*	0	0	0	0	0
Court—Section 35	0	0	*	0	0	0	0	0
Pre-release, Legal Aid, Police	0	*	0	0	0	0	0	0
Dept. of Probation	6	*	*	*	0	0	0	0
Dept. of Youth Services	9	*	*	*	*	*	*	0
Dept. of Children and Families	24	22	21	12	13	*	6	*
Dept. of Mental Health	*	0	0	0	0	*	0	0
Dept. of Developmental Services	0	*	0	0	0	0	0	0
Other State Agency	0	*	*	*	*	*	0	0
Referral Not Needed—Appropriate Mental Health Clinical Services Already in Place	87	68	67	72	58	37	10	20
Referral Not Needed—Appropriate Substance Abuse Clinical Services Already in Place	37	19	25	20	16	19	6	*
Referral Not Made—Client Dropped Out	149	109	57	66	82	62	21	20
Referral Attempted—Not Wanted by Client	50	42	29	14	16	25	7	8
Total	933	716	456	393	374	315	249	208

Table 24: Admissions by Primary Referral at Disenrollment and Fiscal Year (FY18-FY25)

To maintain client confidentiality, the data in cells with counts ≤ 5 are suppressed (primary cell suppression*). Secondary cell suppression (**) is then applied so the values in the primary suppressed cells cannot be calculated.
Source: Data provided to the OCA by the Department of Public Health BSAS

Appendix L: Juvenile Court Clinic Referrals by Reason and Year

Table 25: Juvenile Court Clinic Referrals by Reason (FY17-FY25)**									
Referred To JCC For	Statewide Totals								
	FY17	FY18	FY19	FY20	FY21	FY22	FY23	FY24	**FY25
Youthful Offender Eval (c119 §58)	0	*	0	0	0	*	*	*	*
Aid In Sentencing Eval	*	0	*	0	*	*	*	*	0
Behavioral Health Screening	178	234	325	186	106	257	156	232	83
Brief Psychotherapy	39	75	75	106	37	46	34	*	19
Care & Protection Eval	101	64	85	46	94	84	34	60	29
Case Management	0	0	*	*	63	125	115	93	56
Child Requiring Assistance Eval	466	417	462	250	254	350	280	348	159
Competence to Proceed Eval	19	*	13	*	14	15	*	*	*
Competency and/or Criminal Responsibility Eval	240	209	157	109	128	140	132	180	106
Diagnostic Study (c119 §68A)	226	195	174	128	92	115	111	102	88
Emergency Mental Health Commitment Eval	*	*	*	*	11	*	*	*	*
Medication Consultation	*	*	0	0	0	0	0	*	0
Other^	236	118	32	429	507	611	384	496	349
Parental Rights Eval	0	0	0	0	0	0	0	0	0
Psychological Testing	*	*	12	*	*	*	*	*	*
Substance Abuse Commitment Eval	94	84	80	47	70	62	73	67	53
Totals	1611	1415	1423	1330	1376	1805	1319	1578	942
<p>* Indicates a non-zero number under eleven (11) **Data reporting beginning FY25 is for closed cases only and does not include cases currently being evaluated or referrals on wait lists. Source: Data provided to the OCA by the Department of Mental Health's Forensic Services.</p>									

Appendix M: Total Counts (FY18-FY25)

Table 26: Total Counts by FY (FY18=FY25)								
Process Point	FY18	FY19	FY20	FY21	FY22	FY23	FY24	FY25
Summonses	5,686	4,835	4,156	3,211	5,039	4,976	4,769	4,470
Arrests	5,428	3,541	3,618	2,782	3,755	5,096	5,248	5,117
Overnight Arrest Admissions	1,241	695	639	460	504	595	647	643
Applications for Complaint	11,113	8,375	7,774	5,989	8,791	10,064	10,359	9,935
Delinquency Filings	7,721	5,273	4,799	3,825	5,361	6,601	6,218	6,436
Arraignment	5,348	3,326	2,833	2,380	3,002	4,025	3,910	3,653
Pretrial COR	106	744	879	638	756	1,316	1,490	1,748
Pretrial Dispo.	280	191	98	96	168	234	202	242
58A Hearings	224	197	223	228	286	339	342	355
Detained at Initial Arraignment	n/a	508	462	392	444	546	544	537
Pretrial Detention Admissions	1,250	893	764	553	676	768	897	881
Dispositions (Total)	2,555	1,647	1,238	1,059	1,316	1,740	2,003	1,966
CWOF	1,564	966	701	599	781	1,088	1,275	1,184
Adjudicated Delinquent	880	594	460	416	473	608	674	707
Adjudicated Not Delinquent	110	85	77	40	61	48	54	75
No Sanction	175	90	75	61	79	113	88	133
Probation	263	221	165	130	156	193	254	220
Probation (Administrative)	1,022	518	339	290	563	729	743	743
Probation (Risk Need)	678	559	398	214	459	575	667	642
Suspended Commitment	163	90	66	60	71	83	91	128
Commitment	279	193	154	165	167	219	241	226
First-Time Commitments	233	195	149	90	143	185	189	177
Dismissals	5,438	4,077	2,994	2,714	3,057	4,115	4,110	4,294

Table 26: Total Counts by FY (FY18=FY25)								
Estimated Calc. of Applications that Don't Reach Disposition	8,558	6,728	6,536	4,930	7,475	8,324	8,000	7,969
Estimated Calc. of Filings that Don't Reach Disposition	5,166	3,626	3,561	2,766	4,045	4,861	4,215	4,470
Estimated Calc. of Arraignments that Don't Reach Disposition	2,793	1,679	1,595	1,321	1,686	2,285	1,907	1,687
Data note: Differences in reporting practices, timing of data extraction, and privacy-related cell suppression may cause the sum of categories in this table to differ slightly from the total counts reported in the rest of the report for each process point. FY25 data excludes expunged cases at each court point except Applications for Complaint and Delinquency Filings.								

Table 27: FY25 Process Points by Offense Type

Process Point	Total Count	Alcohol	Drug	Motor Vehicle	Person	Property	Public Order	Weapons	Other/Not Avbl
Summonses	4,467	77	43	853	1,939	1,033	114	143	265
Arrests	5,113	81	84	465	1,925	1,657	216	344	341
Overnight Arrest Admissions	643		13	54	256	85	132	98	5
Applications for Complaint	9,557	158	126	1,312	3,855	2,686	329	487	604
Delinquency Filings	6,436	8	99	435	3,037	1,839	196	428	394
Arraignment	3,653	6	72	266	1,784	868	93	328	236
58A Hearings	355	0	2	3	167	12	0	155	16
Detained at Initial Arraignment	537	1	19	10	229	83	6	149	40
Pretrial Detention Admissions	881	0	21	50	437	125	53	195	0
CWOF	1,184	3	25	130	531	325	19	74	77
Adjudicated Delinquent	707	0	28	69	249	208	14	85	54
Adjudicated Not Delinquent	75	0	0	16	26	11	0	18	4
No Sanction	133	0	2	12	55	47	0	7	10
Probation	220	0	8	14	98	61	7	13	19
Suspended Commitment	128	0	7	14	42	44	4	10	7
Commitment	226	0	11	29	54	56	3	55	18
First-Time Commitments	177	0	8	14	64	33	7	51	0
Dismissals	4,294	6	55	251	2,148	1,211	158	190	275
Estimated Calc. of Applications that Don't Reach Disposition	7,591	155	73	1,097	3,049	2,142	296	310	469
Estimated Calc. of Filings that Don't	4,470	5	46	220	2,231	1,295	163	251	259

Table 27: FY25 Process Points by Offense Type

Reach Disposition									
Estimated Calc. of Arraignments that Don't Reach Disposition	1,687	3	19	51	978	324	60	151	101

Data note: Differences in reporting practices, timing of data extraction, and privacy-related cell suppression may cause the sum of categories in this table to differ slightly from the total counts reported in the rest of the report for each process point. FY25 data excludes expunged cases at each court point except Applications for Complaint and Delinquency Filings.

Appendix N: Total Counts by Offense Type & Severity (FY25)

As is consistent with previous years, the majority of cases moving through the juvenile justice system involved an underlying person-related offense. Table 28 below gives an overview of each offense type and examples of offenses. Table 29 breaks down each process point by offense type.

Offense Type	Examples of Offenses
Person	Assault and battery, home invasion, carjacking, robbery
Property	Larceny, unarmed burglary, arson, breaking and entering, shoplifting
Motor Vehicle	Receiving stolen motor vehicle, operating a motor vehicle with suspended license, reckless operation of motor vehicle
Weapons	Carrying a dangerous weapon, possession of a firearm without license
Drug/Alcohol	Possession of Class A or B drugs, distributing drugs or possession with intent to distribute (class A, B, C, D, E), possession of alcohol under age 21
Public Order	Disorderly conduct

Process Point	Total Count	Misdemeanor	Felony	Other/Not Listed
Summonses	4,467	3,754	708	5
Arrests	5,113	1,803	3,306	4
Overnight Arrest Admissions	367	195	169	3
Applications for Complaint	9,557	5,553	4,004	0
Delinquency Filings	6,436	2,757	3,679	0
Arraignment	3,652	1,225	2,427	0
58A Hearings	355	3	352	0
Detained at Initial Arraignment	537	89	448	0
Pretrial Detention Admissions	881	271	610	0
CWOF	1,184	429	755	0
Adjudicated Delinquent	706	196	510	0
Adjudicated Not Delinquent	74	30	44	0
No Sanction	133	49	84	0
Probation	219	74	145	0
Suspended Commitment	128	20	108	0
Commitment	226	53	173	0
First-Time Commitments	177	74	103	0
Dismissals	4,282	1,995	2,287	0

Table 29: FY25 Process Points by Offense Severity				
Estimated Calc. of Applications that Don't Reach Disposition	7,593	4,898	2,695	0
Estimated Calc. of Filings that Don't Reach Disposition	4,472	2,102	2,370	0
Estimated Calc. of Arraignments that Don't Reach Disposition	1,688	570	1,118	0
Data note: Differences in reporting practices, timing of data extraction, and privacy-related cell suppression may cause the sum of categories in this table to differ slightly from the total counts reported in the rest of the report for each process point.				

Appendix O: Detailed Data on Race/Ethnicity and Racial/Ethnic Disparities (FY25)

As noted in this and all previous JJPAD annual reports, there are persistent racial and ethnic inequities in the Commonwealth’s juvenile justice system, and in FY25 Black and Latino youth remained overrepresented at each process point in the juvenile justice system. Table 30 below breaks down each juvenile justice process point by race/ethnicity. Table 31 calculates the disparities in cases involving Black youth and Latino youth compared to cases involving white youth by process point.

Table 30: Juvenile Justice System by Race/Ethnicity (FY25)						
Process Point	Total Count	Black/ African American	Hispanic/Latino	White	Another Race	Not Known/ Not Reported
MA Youth (12-17) Population*	482,832	49,148	92,559	300,807	40,318	0
Summons	4,470	787	993	1,714	145	831
Arrests	5,114	1,178	1,457	1,734	190	555
Overnight Arrest Admissions	643	252	277	94	9	11
Applications for Complaint	9,561	1,964	2,454	3,429	337	1,377
Delinquency Filings	6,437	1,468	1,908	2,182	263	616
Arraignment	3,653	948	1,215	1,124	163	203
Pretrial (COR and Dispo)**	1,990	565	624	576	79	146
58A Hearings	355	101	156	67	20	11
Detained at Initial Arraignment	537	182	202	108	20	25
Pretrial Detention Admissions	881	331	367	152	12	19
CWOF	1,184	254	395	420	60	55
Adjudicated Delinquent	707	205	260	168	40	34
Adjudicated Not Delinquent	75	18	30	23	1	3
No Sanction	133	29	53	35	7	9
Probation	220	51	87	55	14	13

Table 30: Juvenile Justice System by Race/Ethnicity (FY25)

Probation (Administrative & Risk Need)	1,385	286	442	492	75	90
Suspended Commitment	128	41	37	33	6	11
Commitment	226	84	83	45	13	1
First-Time Commitments	174	59	73	35		7
Dismissals	4,294	1,132	1,209	1,270	160	523
Estimated Calc. of Applications that Don't Reach Disposition	7,595	1,487	1,769	2,818	236	1,285
Estimated Calc. of Filings that Don't Reach Disposition	4,471	991	1,223	1,571	162	524
Estimated Calc. of Arraignments that Don't Reach Disposition	1,687	471	530	513	62	111

Data note: Differences in reporting practices, timing of data extraction, and privacy-related cell suppression may cause the sum of categories in this table to differ slightly from the total counts reported in the rest of the report for each process point. FY25 data excludes expunged cases at each court point except Applications for Complaint and Delinquency Filings.

There are several methods for studying disparities. The tables below highlight one:

Relative rate index (RRI)* compares the observed rate of disproportionality for white youth to the observed rate of disproportionality for youth of color after adjusting for base population rates, using either data on the demographics of all Massachusetts youth as identified by the U.S. Census or the demographic breakdown of the youth at an earlier stage of the juvenile justice process. RRIs greater than 1.0 indicate an increased likelihood of involvement for people of color at that point. RRIs less than 1.0 indicate a decreased likelihood of involvement for people of color at that point (Table 31).

Table 31: Relative Rate Index (RRI) by Process Point (FY25)

Process Point	Base Population for Comparison	Total Count	Black/African American	Hispanic /Latino	White	Another Race	Not Known/ Not Reported
Summons	MA White Youth Pop.	1.62	2.81	1.88	1.00	0.63	n/a

Table 31: Relative Rate Index (RRI) by Process Point (FY25)							
Arrests	MA White Youth Pop.	1.84	4.16	2.73	1.00	0.82	n/a
Overnight Arrest Admissions	MA White Youth Pop.	4.26	16.41	9.58	1.00	0.71	n/a
Applications for Complaint	MA White Youth Pop.	1.74	3.51	2.33	1.00	0.73	n/a
Delinquency Filings	Applications for Complaint-White Youth	1.06	1.17	1.22	1.00	1.23	0.70
Arraignment	Delinquency Filings-White Youth	1.10	1.25	1.24	1.00	1.20	0.64
Pretrial (COR and Dispo)**	Arraignments-White Youth	1.06	1.16	1.00	1.00	0.95	1.40
58A Hearings	Arraignments-White Youth	1.63	1.79	2.15	1.00	2.06	0.91
Detained at Initial Arraignment	Arraignments-White Youth	1.53	2.00	1.73	1.00	1.28	1.28
Pretrial Detention Admissions	Arraignments-White Youth	1.78	2.58	2.23	1.00	0.54	0.69
CWOF	Arraignments-White Youth	0.87	0.72	0.87	1.00	0.99	0.73
Adjudicated Delinquent	Arraignments-White Youth	1.29	1.45	1.43	1.00	1.64	1.12
Adjudicated Not Delinquent	Arraignments-White Youth	1.00	0.93	1.21	1.00	0.30	0.72
No Sanction	Adjudicated Delinquent-White Youth	0.90	0.68	0.98	1.00	0.84	1.27
Probation	Adjudicated Delinquent-White Youth	0.95	0.76	1.02	1.00	1.07	1.17
Suspended Commitment	Adjudicated Delinquent-White Youth	0.92	1.02	0.72	1.00	0.76	1.65
Commitment	Adjudicated Delinquent-White Youth	1.19	1.53	1.19	1.00	1.21	0.11

Table 31: Relative Rate Index (RRI) by Process Point (FY25)							
Estimated Calc. of Applications that Don't Reach Disposition	Applications for Complaint-White Youth	0.97	3.56	0.88	1.00	0.85	1.14
Estimated Calc. of Filings that Don't Reach Disposition	Delinquency Filings-White Youth	0.96	0.94	0.89	1.00	0.86	1.18
Estimated Calc. of Arraignments that Don't Reach Disposition	Arraignments-White Youth	1.01	1.09	0.96	1.00	0.83	1.20
Data note: Differences in reporting practices, timing of data extraction, and privacy-related cell suppression may cause the sum of categories in this table to differ slightly from the total counts reported in the rest of the report for each process point.							

Appendix P: Total Counts by Gender (FY25)

Process Point	Total Count	Girl	Boy
MA Youth (12-17) Population*	482,832	234,764	248,068
Summonses	4,470	1,377	2,816
Arrests	5,114	1,089	3,906
Overnight Arrest Admissions	643	124	519
Applications for Complaint	9,932	2,576	6,924
Delinquency Filings	6,437	1,543	4,767
Arraignment	3,653	796	2,852
Pretrial COR	1,748	391	1,349
Pretrial Dispo.	242	72	170
58A Hearings	355	24	331
Detained at Initial Arraignment	537	77	460
Pretrial Detention Admissions	881	145	736
CWOF	1,184	285	897
Adjudicated Delinquent	707	92	615
Adjudicated Not Delinquent	75	9	66
No Sanction	133	14	119
Probation	220	36	184
Probation (Administrative)	743	194	545
Probation (Risk Need)	642	104	537
Suspended Commitment	128	29	99
Commitment	226	13	213
First-Time Commitments	177	22	155
Dismissals	4,294	1,211	2,987
Estimated Calc. of Applications that Don't Reach Disposition	7,966	2,190	5,346
Estimated Calc. of Filings that Don't Reach Disposition	4,471	1,157	3,189
Estimated Calc. of Arraignments that Don't Reach Disposition	1,687	410	1,274

Data note: Differences in reporting practices, timing of data extraction, and privacy-related cell suppression may cause the sum of categories in this table to differ slightly from the total counts reported in the rest of the report for each process point. FY25 data excludes expunged cases at each court point except Applications for Complaint and Delinquency Filings.

Appendix Q: Process Point by Court County (FY25)

Table 33: Process Point by Court County												
Process Point	Total Count	Bar.	Ber.	Bri.	Ess.	F/H	Ham.	Mid.	Nor.	Ply.	Suf.	Wor.
MA Youth (12-17) Population*	482,832	14,589	7,688	43,415	59,322	13,354	34,579	112,126	53,826	39,834	39,817	64,282
Summonses	4,467	332	143	638	506	127	367	744	414	399	310	487
Arrests	5,113	308	115	427	658	167	601	777	288	212	909	651
Overnight Arrest Admissions	643	2	4	65	55	14	113	62	13	19	196	100
Applications for Complaint	9,557	637	255	1,062	1,161	294	967	1,520	700	610	1,218	1,133
Delinquency Filings	6,436	439	154	582	975	187	718	971	429	330	912	739
Arraignment	3,653	187	103	295	505	129	508	530	220	281	478	417
Pretrial COR	608	45	15	34	66	33	51	71	31	89	100	73
Pretrial Dispo.	124	22	2	28	6	10	17	6	29	0	1	3
58A Hearings	355	1	2	57	73	5	24	69	8	11	58	47
Detained at Initial Arraignment	537	9	4	39	48	16	90	48	14	29	139	101
Pretrial Detention Admissions	881	39	10	56	80	31	151	82	30	55	198	149
Disposition (Total)	1,966	138	41	202	267	82	393	189	130	143	124	257
Adjudicated Delinquent	707	42	5	98	72	24	111	85	55	63	62	90
No Sanction	133	3	0	50	14	2	15	22	4	2	5	16
Probation	220	25	3	29	29	5	12	42	21	16	12	26
Suspended Commitment	128	6	0	12	18	8	16	12	5	23	16	12
Commitment	226	8	2	7	11	9	68	9	25	22	29	36
First-Time Commitments	170	9	0	9	14	0	54	10	7	18	25	24
Dismissals	4294	204	88	423	692	100	375	687	355	141	902	327

Table 33: Process Point by Court County												
Estimated Calc of Applications that Don't Reach Disposition	8,850	595	250	964	1,089	270	856	1,435	645	547	1,156	1,043
Estimated Calc. of Filings that Don't Reach Disposition	5,729	397	149	484	903	163	607	886	374	267	850	649
Estimated Calc. of Arraignments that Don't Reach Disposition	2,946	145	98	197	433	105	397	445	165	218	416	327
Data note: Differences in reporting practices, timing of data extraction, and privacy-related cell suppression may cause the sum of categories in this report to differ slightly from the total counts reported in the rest of the report for each process point. FY25 data excludes expunged cases at each court point except Applications for Complaint and Delinquency Filings.												

Appendix R: Total Counts by Age (FY25)

Table 34: Process Points by Age (FY25)							
Process Point	Total Count	12 to 13	14 to 15	16	17	18+	Not Known/Not Reported
MA Youth (12-17) Population*	482,832	153,842	161,598	83,468	83,924	n/a	0
Summonses	4,470	696	1,433	975	1,291	67	8
Arrests	5,117	576	1,596	1,349	1,489	102	5
Overnight Arrest Admissions	640	0	261	175	204	0	0
Applications for Complaint	9,935	1,340	3,155	2,398	2,858	171	13
Delinquency Filings	6,437	843	2,178	1,629	1,636	149	2
Arraignment	3,653	426	1,252	893	987	94	1
Pretrial COR	1,748	169	604	412	454	109	0
Pretrial Dispo.	242	20	77	46	65	34	0
58A Hearings	355	15	94	112	117	17	0
Detained at Initial Arraignment	537	34	184	142	173	4	0
Pretrial Detention Admissions	881	50	297	226	254	54	0
CWOF	1,184	158	442	258	303	23	0
Adjudicated Delinquent	707	50	218	180	234	25	0
Adjudicated Not Delinquent	75	3	18	20	25	9	0
No Sanction	133	12	37	33	49	2	0
Probation	220	17	77	55	57	14	0
Probation (Administrative)	597	35	202	146	213	0	1
Probation (Risk Need)	642	46	190	146	145	115	0
Suspended Commitment	128	13	35	38	34	8	0
Commitment	226	8	69	54	94	1	0
First-Time Commitments	174	0	35	35	65	39	0
Dismissals	4,294	689	1581	901	1,002	120	1
Estimated Calc. of Applications that	7,969	1,129	2,477	1,940	2,296	114	13

Table 34: Process Points by Age (FY25)							
Don't Reach Disposition							
Estimated Calc. of Filings that Don't Reach Disposition	4,471	632	1,500	1,171	1,074	92	2
Estimated Calc. of Arraignments that Don't Reach Disposition	1,687	215	574	435	425	37	1
Data note: Differences in reporting practices, timing of data extraction, and privacy-related cell suppression may cause the sum of categories in this report to differ slightly from the total counts reported in the rest of the report for each process point. FY25 data excludes expunged cases at each court point except Applications for Complaint and Delinquency Filings.							

Appendix S: Demographic Data of Youth Served by Other State Services

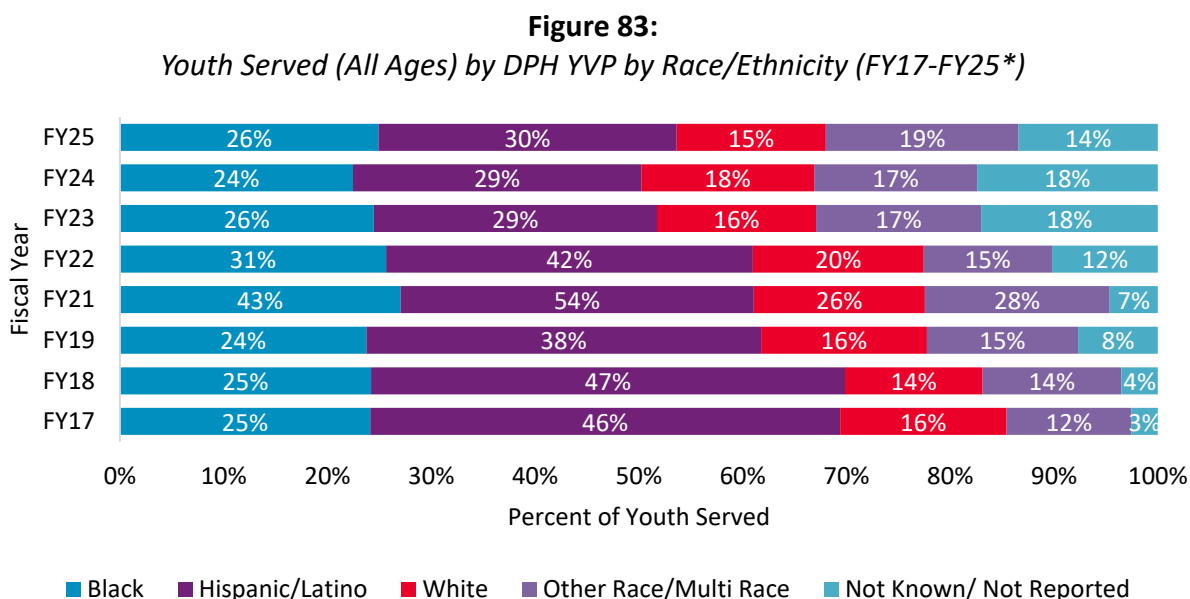
Child Requiring Assistance (CRA) Petitions

In FY25, the Trial Court changed its reporting standards for CRA petitions. Previously, all CRA filings in a fiscal year were reported. Now, **only cases that are not expunged**

are reported. Because of this change, the Board is unable to report changes over time for petition types and demographic breakdowns, as in previous JJPAD annual reports.

Department of Public Health Child and Youth Violence Prevention Programs

The following descriptions of HEAL-engaged youth characteristics include all youth served by DPH HEAL, including youth over 18. The aggregate data reporting processes in place do not allow disaggregation by age and characteristics. In FY25, more than half (56%) of youth served by the DPH HEAL program identified as Black and/or Hispanic/Latino, consistent with FY23 and FY24 but down from prior years.¹⁶³



Note: Race/ethnicity data consists of aggregated counts of all youth served, including youth over 18 years old. Race/ethnicity categories are not mutually exclusive. Youth may self-identify in as many categories as apply to their backgrounds; therefore, these percentages will sum to greater than 100% and more than the individual youth totals presented in the above charts. These race/ethnicity counts do not reflect all youth serviced by HEAL programs due to unknown or missing data. For FY19-FY22, between 11% and 38% of data is missing. *FY20 is excluded from this chart because data is unavailable due to a combination of DPH staff turnover and the impacts of the pandemic on both the programs and DPH. The overall grant was reprocured in FY23.

Source: Data provided to the OCA from DPH CYVPU.

¹⁶³ For detailed race/ethnicity reporting categories, see Appendix O.

In FY25, 38% of all youth served by DPH HEAL programs identified as girls, 10% identified as transgender, non-binary, or gender nonconforming, and 21% identified as lesbian, gay, bisexual, queer, asexual, or questioning their sexual orientation.

Table 35: Percentage of Youth Served (All Ages) by Sexual Orientation/Gender Identity (SOGI)/Transgender Status (FY23-FY25)

SOGI/Transgender Status	FY23 (n=12,235)	FY24 (n=11,534)	FY25 (n=13,123)
Female	35%	36%	38%
Male	43%	41%	43%
Transgender Female	3%	2%	2%
Transgender Male	4%	2%	2%
Non-Binary, Gender Non-Conforming, Genderqueer	4%	6%	6%
Lesbian, Gay, Bisexual, Queer, Questioning, Asexual	26%	19%	21%
Other Sexual Orientation (Not Listed Above)	1%	0%	0%
Undisclosed/Unknown	11%	13%	9%

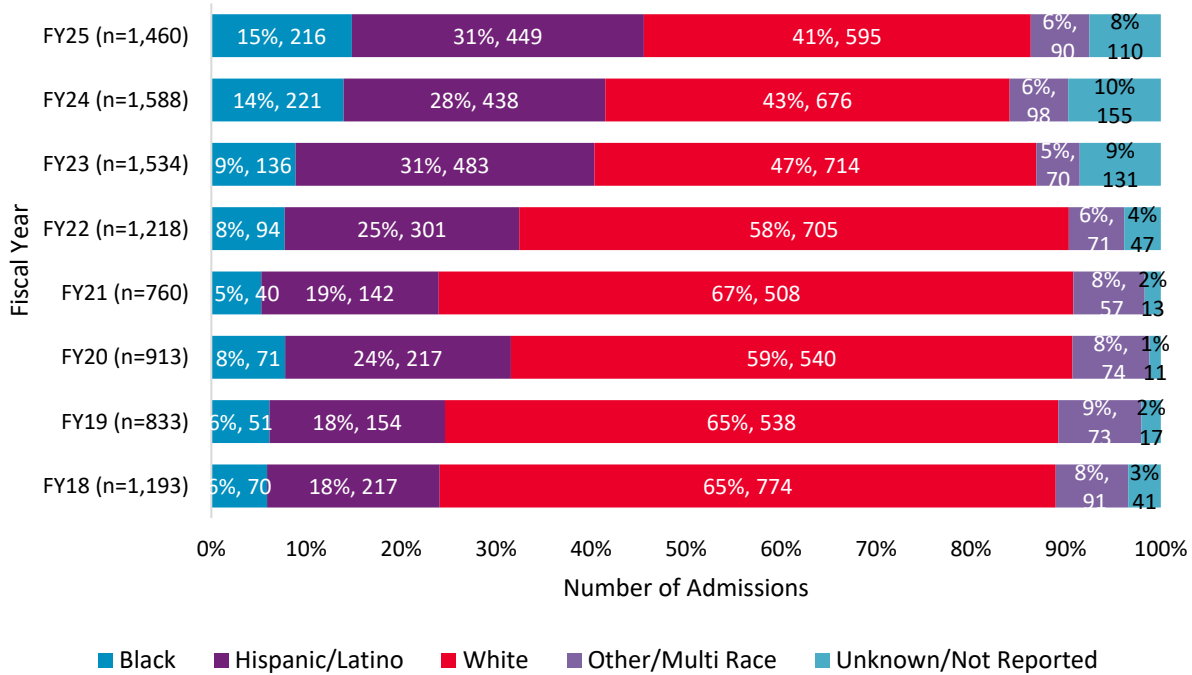
SOGI consists of aggregated counts of all youth served, including youth who are 18 and older. FY23 was the first year that DPH HEAL tracked youths' self-identified gender identity, transgender status, and sexual orientation. These counts do not reflect all youth served by these programs because it was not recorded for all youth if it was undisclosed or unknown to the program. Source: Data provided to the OCA from DPH CYVPU.

Department of Public Health Bureau of Substance Addiction Services

Contrary to the juvenile justice system data presented in this report, white youth represent the most frequent admissions to BSAS compared to other race/ethnicity categories. In FY25, 41% (n=595) of admissions to BSAS were for white youth, though the number of admissions for white youth declined 12% since FY24. The number of admissions decreased 2% for Black youth between FY24 and FY25 and increased 3% for Hispanic/Latino youth.

Since FY18, the number of admissions for Black youth increased at the highest rate: 209% compared to 107% for Hispanic/Latino youth. In contrast, admissions for white youth have decreased 23% since FY18.

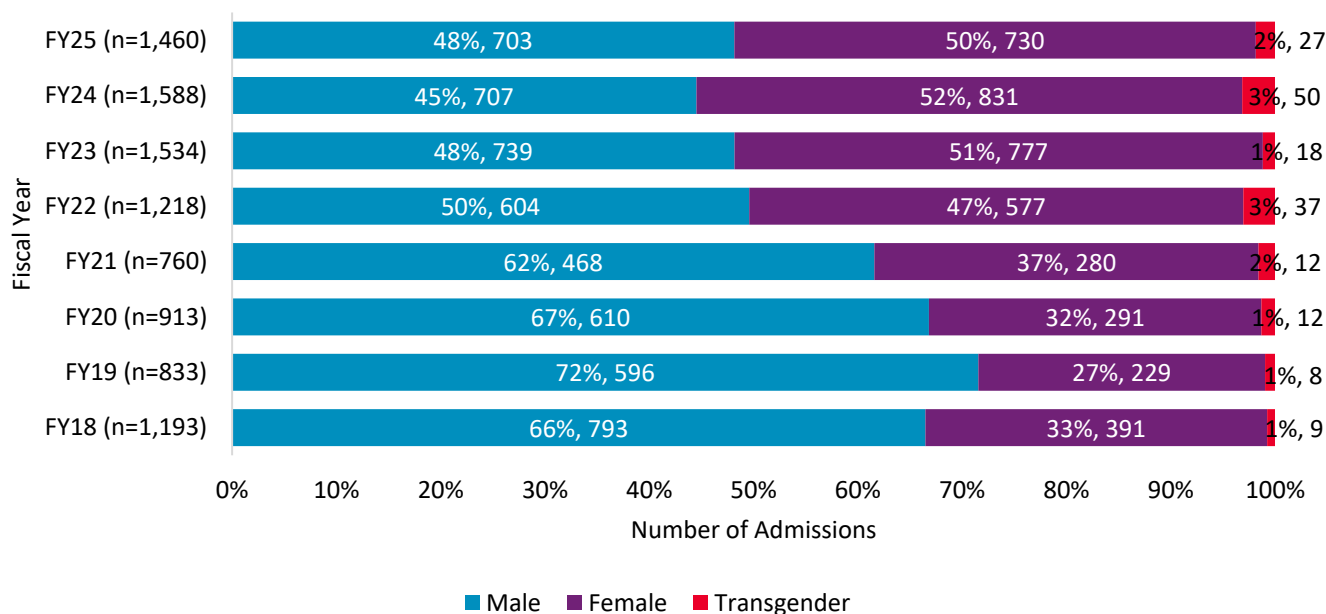
Figure 84:
BSAS Admissions by Race/Ethnicity (FY18-FY25)



Source: Data provided to the OCA by the DPH BSAS.

In FY25, girls made up a slight majority of the BSAS admissions. The number of admissions to BSAS for youth identifying as transgender decreased 46% between FY24 and FY25 (from 50 to 27 admissions). Since FY18, the number of admissions for girls increased 87% (from 391 admissions in FY18 to 730 in FY25) while the number of admissions for boys decreased 11% (from 793 in FY18 to 703 in FY25).

Figure 85:
BSAS Admissions by Gender Identity (FY18-FY25)



Source: Data provided to the OCA by the DPH BSAS.

In FY25, 3% (n=44) of admissions to BSAS were for youth who identified as gay, lesbian, or bisexual. However, this is likely an underestimate as 81% of sexual orientation data is missing.

Table 36: BSAS Admissions by Sexual Orientation (FY18-FY25)

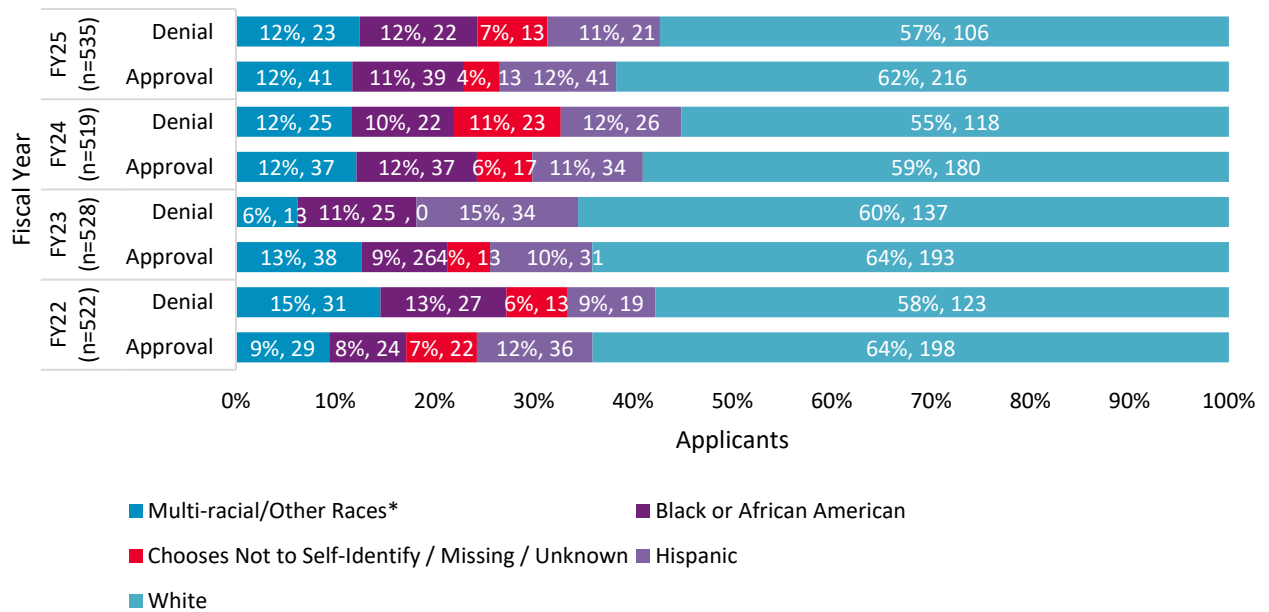
Sexual Orientation	FY18	FY19	FY20	FY21	FY22	FY23	FY24	FY25
Heterosexual	1,009	707	468	395	337	275	235	218
Gay, Lesbian, or Bisexual	119	92	58	36	41	53	39	44
Other	10	8	11	6	35	24	14	10
Refused	23	20	11	12	23	31	19	7
Unknown/NA/Missing/Not Collected/Invalid	32	6	365	311	782	1,151	1,281	1,181

Source: Data provided to the OCA by the DPH BSAS.

Department of Mental Health Children, Youth, and Family Services

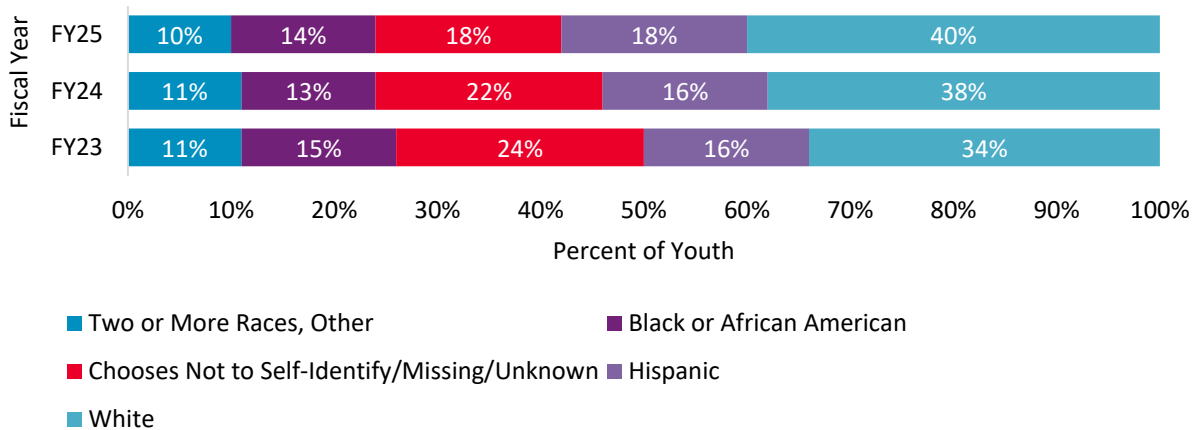
In FY25, most (62%, n=216) approved applications for Full Service Authorization services were for white youth, consistent with prior years.

Figure 86:
DMH Full Service Authorization Applicants by Race/Ethnicity & Program Acceptance (FY22-FY25)



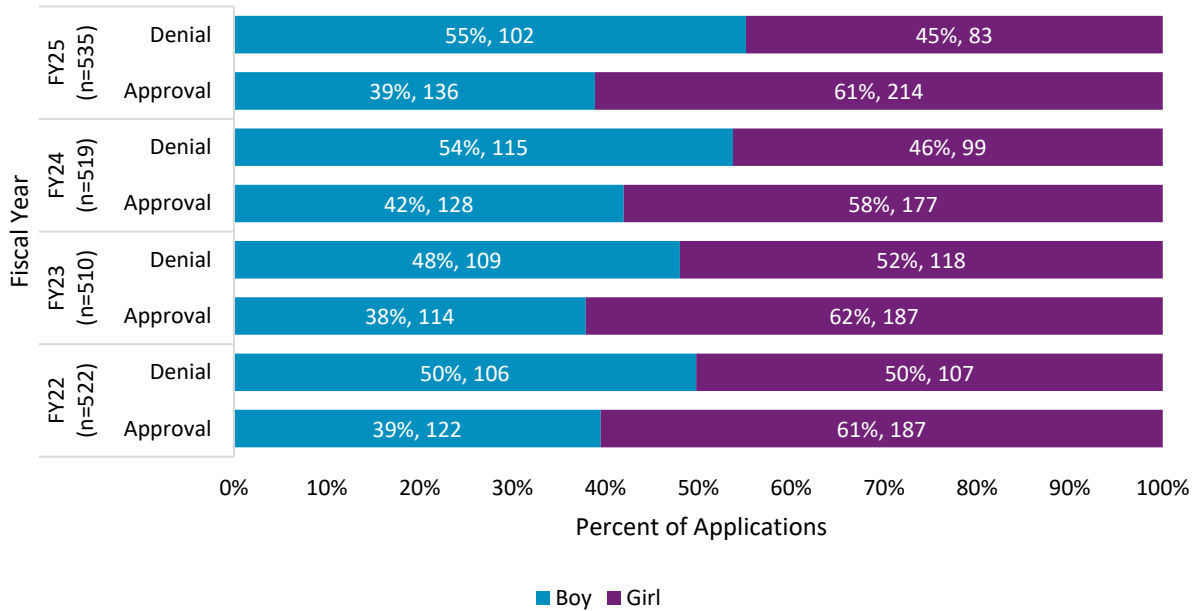
Source: Data provided to the OCA by the Department of Mental Health, Child, Youth, and Family Programming. In FY25, 40% of youth participants in CYF services identified as white.

Figure 87:
DMH CYF Services by Race/Ethnicity (FY23-FY25)



In FY25, girls made up the majority (61%, n=214) of approved applications for FSA services. Source: Data provided to the OCA by the Department of Mental Health, Child, Youth, and Family Programming.

Figure 88:
 DMH Full-Service Authorization Applicants by Gender and Program
 Acceptance (FY22-FY25)

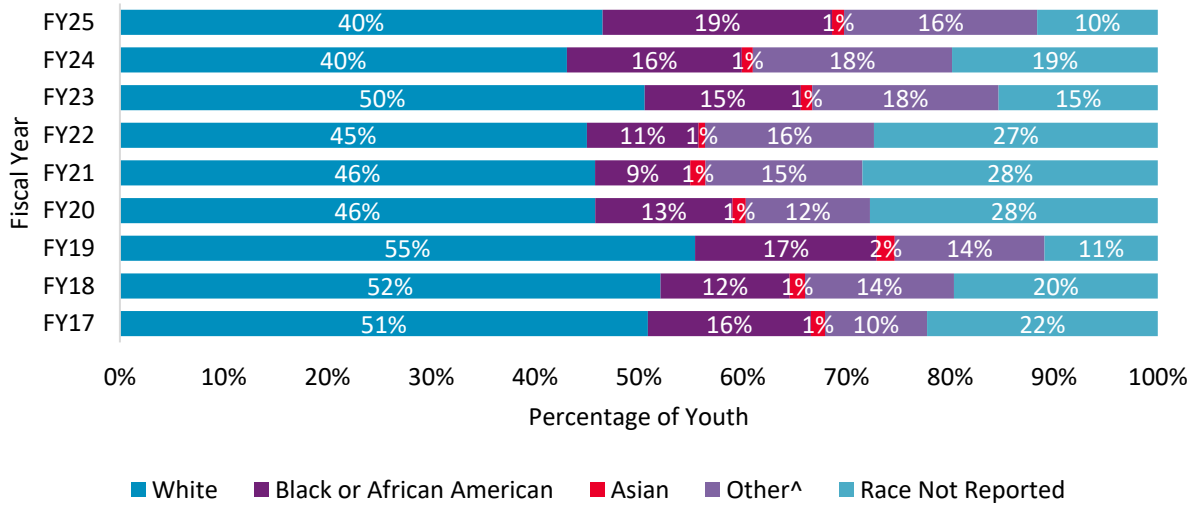


Gender percentages are based on total of unique applicants for FSA, not the total numbers of service referral type. Source: Data provided to the OCA by the Department of Mental Health, Child, Youth, and Family Programming.

Department of Mental Health Juvenile Court Clinics

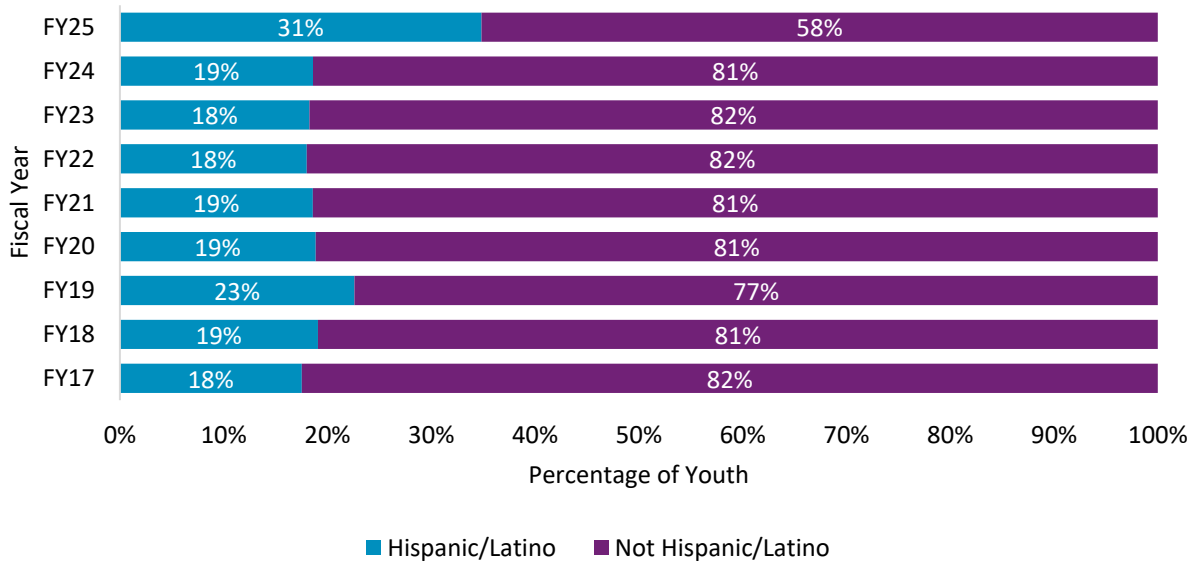
In FY25, 40% of all referrals to the Juvenile Court clinics were for white youth. Most youth (58%) did not identify as Hispanic/Latino.

Figure 89:
Juvenile Court Clinic Youth Served (FY17-FY25)



Race and ethnicity percentages are based on total of unique individuals, not the total numbers of service referral type. Source: Data provided to the OCA by the Department of Mental Health’s Forensic Services.

Figure 90:
Juvenile Court Clinic Youth Served (FY17-FY25)



Race and ethnicity percentages are based on total of unique individuals, not the total numbers of service referral type. Source: Data provided to the OCA by the Department of Mental Health’s Forensic Services.

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Office of the Child Advocate



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