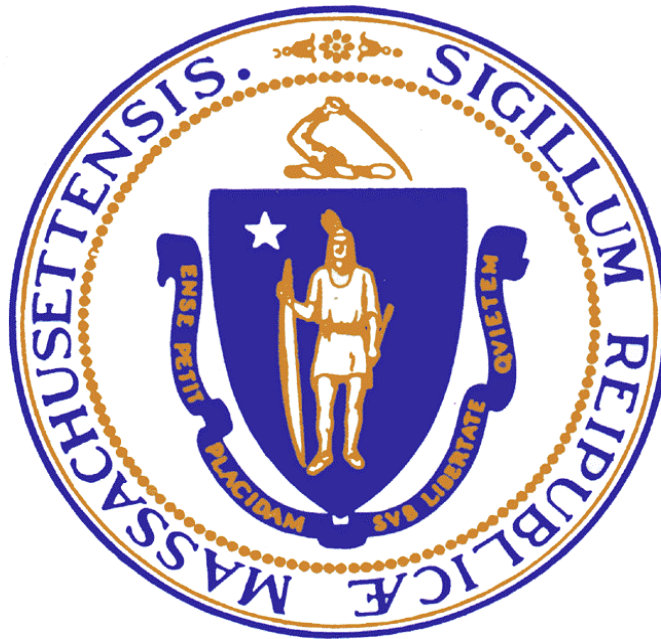


**Commonwealth of Massachusetts
Executive Office of Public Safety and Security**

**Edward J. Byrne Memorial
Justice Assistance Grant**

Federal Fiscal Year 2014 Application



**Deval L. Patrick
Governor**

**Andrea J. Cabral
Secretary of Public Safety**

**Submitted to:
U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Assistance**

June 3, 2014

**Executive Office of Public Safety and Security
Edward Byrne Memorial Justice Assistance Grant
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I. INTRODUCTION

This document serves as the Commonwealth of Massachusetts's FY 2014 Edward J. Byrne Memorial Justice Assistance Grant (JAG) Program application. Over the past several years, the Executive Office of Public Safety and Security (EOPSS), serving as the State Administering Agency (SAA), has improved its grant making policies and procedures; enhanced communications, provided personalized technical assistance and quicker response time to subrecipients; and standardized the reimbursement documentation required of subrecipients. Furthermore, it has been paramount to EOPSS to improve upon and implement systems that ensure transparency and accountability in awarding and monitoring all federal and state grant funds. Subrecipients are required to report quarterly on programmatic progress and financial expenditures. In addition, the required performance metrics data are reported quarterly by subrecipients using the BJA Performance Measurement Tool. Through effective administration, monitoring, and evaluation, the JAG Program in Massachusetts aims to support both innovative and proven effective programs and practices to increase public safety and enhance the quality of life in the Commonwealth.

The Commonwealth and its cities and towns are continuing to recover from the national economic downturn that led to reduced revenues and budget cuts and compromised the Commonwealth's ability to optimally meet public safety and criminal justice demands. As we continue to recover, we are especially grateful for the opportunity to apply for FY 2014 JAG funds.

Massachusetts intends to utilize JAG funds for a broad range of activities to prevent and control crime and to improve the criminal justice system in keeping with JAG purpose areas. There are seven state-identified priorities for FY 2014 JAG. EOPSS will however continue to assess its agencies' needs as well as continue to participate in the Special Commission on Criminal Justice in its strategic planning to inform decisions regarding priorities and allocations particularly for the state portion of JAG funds.

In addition to the JAG Program, EOPSS administers several other state and federal criminal justice grant programs with purposes that complement the proposed JAG initiatives (e.g., state-funded programs for youth and gang violence prevention, the distribution of sexual assault evidence collection kits). EOPSS is the SAA for United States Department of Justice funding from the Bureau of Justice Assistance, the Office of Juvenile Justice and Delinquency Prevention, the Office on Violence Against Women, and the Bureau of Justice Statistics. EOPSS is also the SAA for federal funds from the National Highway Traffic Safety Administration and the Department of Homeland Security/Federal Emergency management Administration. These grant programs are centralized under EOPSS in order to provide a unified and coordinated approach to the criminal justice and public safety needs of the Commonwealth.

All JAG funded programs support the overall goal to improve public safety and the quality of life in Massachusetts. OGR is currently managing contracts to subrecipients which support programs that focus on youth violence prevention, smart policing, gangs, substance abuse, reentry, victims of domestic violence and sexual assault, technology, and research. It is anticipated that JAG funding will continue to support evidence-based, innovative, and promising programs and practices statewide. More detailed processes for allocating FY 2014 JAG funds

are being developed now and will begin to be implemented in the fall of 2015 upon receipt of the federal funds.

The Commonwealth through EOPSS continues to engage in numerous activities designed to promote multi-agency collaboration and program coordination to address JAG priorities. By fostering collaboration and program coordination, EOPSS provides a comprehensive portfolio of grant programs. Over \$100 million in federal and state funds are disbursed statewide, for public safety and criminal justice-related purposes. In the best interest of the public, EOPSS works in partnership with numerous state and local agencies to address the public safety concerns of gang/violent crime, substance abuse, sexual and domestic violence, criminal justice records improvement, juvenile justice, safe and drug-free schools, and racial profiling. A primary example of this is the state legislatively mandated and funded anti-gang youth violence grant (Charles E. Shannon Jr. Community Safety Initiative).

With JAG and other state and federal funding the agency administers, EOPSS will continue to execute a comprehensive approach to addressing the multi-faceted and complex challenges related to criminal justice and public safety in Massachusetts.

II. PROGRAM NARRATIVE

A. Justice Assistance Grant Priorities and Programs

The Executive Office of Public Safety and Security (EOPSS) is applying for FY 2014 Edward J. Byrne Memorial Justice Assistance Grant (JAG) funds. Up to 10% of the funding will be utilized for grant administration purposes by the EOPSS Office of Grants and Research (OGR). The balance of JAG funds will be awarded to state agencies and a minimum of 36.6% to local units of government to implement greatly needed public safety programs throughout the Commonwealth of Massachusetts.

EOPSS will address its JAG funding priority areas by implementing JAG funded programs that include proven effective programs and practices, innovative ideas, and creative solutions. EOPSS will also promote regionalism, research-based policy, and rational decision making via an open and public competitive grant process that ensures the distribution of funds geographically and across disciplines within JAG purpose areas. Reducing gang and youth violence has been and remains a top priority for the governor and the Commonwealth.

Massachusetts intends to utilize FY 2014 JAG funds for a broad range of activities to prevent and control crime and to improve the criminal justice system in keeping with the JAG purpose areas and our previously identified JAG priorities.

The Commonwealth will maintain focus on priorities identified previously: reducing youth violence and gang activity; reducing drug-related crime and substance abuse; preventing and addressing domestic violence and sexual assault; and advancing criminal justice policies and systems through data collection, technology, research and evaluation. Additionally, and specifically, funding will be utilized to support evidenced-based programs and practices in the criminal justice system that reduce recidivism. Ultimately, all JAG allocations will be based on an assessment of the relative public safety and criminal justice needs of the Commonwealth as determined by the Secretary of Public Safety and Security and informed by the statewide strategic planning process undertaken by the Special Commission on Criminal Justice as well as by local law enforcement and local units of government.

Priority #1: Gangs, Guns and Youth Violence

Goal

Improve the quality of life for all citizens by reducing firearm related crime and preventing youth violence, in particular the formation of gang associations.

Purpose Areas Addressed

- Prevention, intervention and education programs
- Law enforcement programs

Anticipated Activities

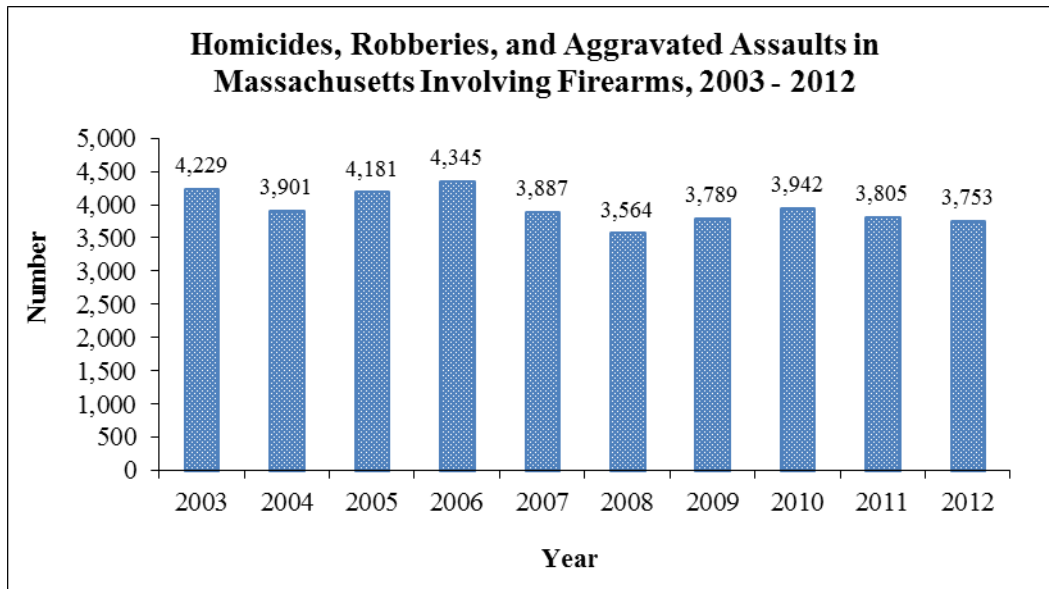
- Continue community oriented policing initiatives statewide in conjunction with innovative Byrne JAG funded, community-based law enforcement programs.
- Promote and support programs that provide wrap around service to high risk youth, including faith-based and community-based efforts.
- Continue to support traditional law enforcement activities (apprehension, detention, deterrence, suppression).

Rationale

Gun-related crimes, gang affiliation and youth violence in Massachusetts have received increased attention in recent years. Initiatives that target high-risk communities and youth are yielding some positive results as evidenced by the substantial decline in the amount of youth violence in the past fifteen years. Similarly, high school students self-reporting gang membership has continued to decline. To ensure these trends are sustained, it is necessary to continue to fund and support the policy and program initiatives that have contributed to these outcomes. The trends that have emerged with each of these specific topics are examined in the four charts that follow.

Crimes Involving Firearms

The Federal Bureau of Investigation's (FBI) annual *Uniform Crime Reports* (UCR) publication presents crime statistics from police departments nationwide, including the number of offenses committed involving firearms. In 2012, there were a combined total of 3,753 homicides, robberies, and aggravated assaults in Massachusetts that involved the use of firearms. This figure represents a 1.4% decrease from the prior year and a 14% decrease from the peak of 4,345 offenses in 2006.¹

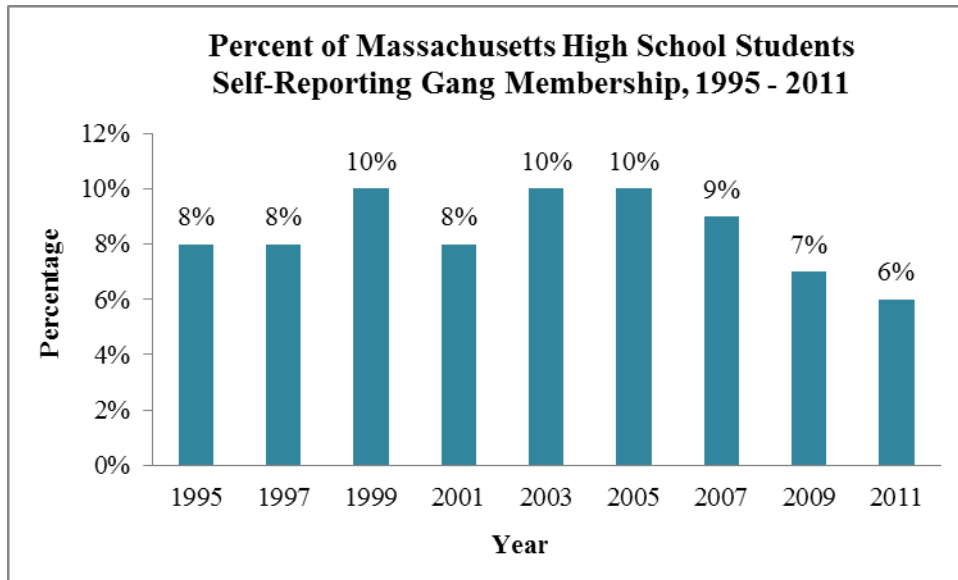


Source: FBI *Uniform Crime Reports*, Table #20 (Murder, by State, Types of Weapons), Table #21 (Robbery, by State, Types of Weapons), and Table #22 (Aggravated Assault, by State, Types of Weapons).

Gang Membership

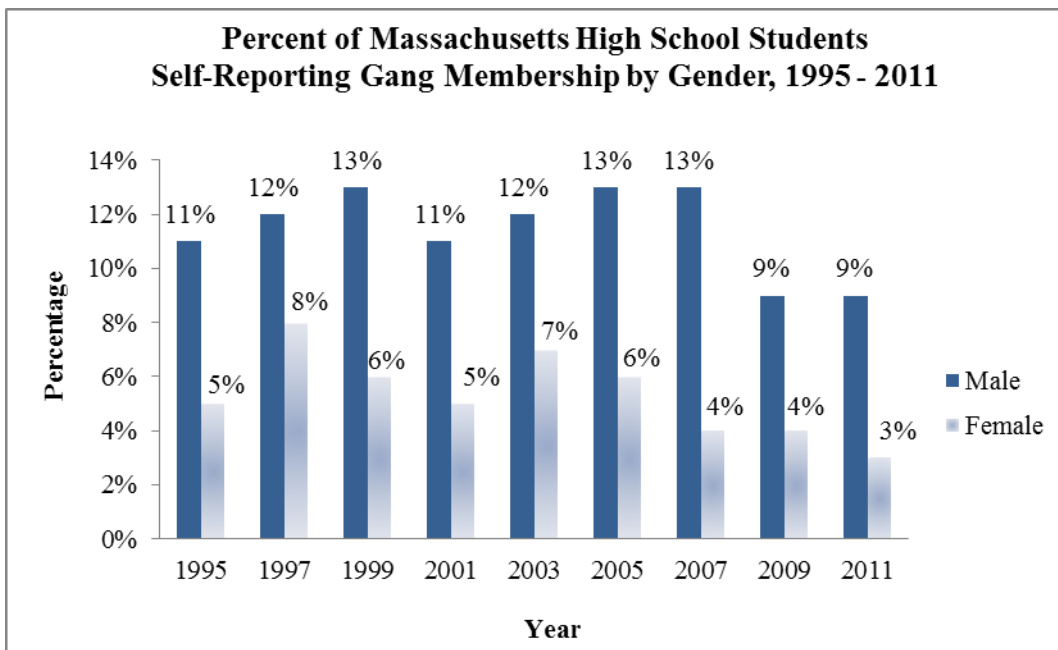
While the levels of gang membership and illegal gang activity are difficult to measure, a few sources shed light on the extent to which gangs are active in Massachusetts. While the prevalence of gangs in high schools remained relatively stable prior to 2007, there has been a decline in the past six years. The share of high school students self-reporting gang membership decreased in 2011 by 40% from the high in 2005.

¹ 2012 is the last full calendar year of data available through the FBI. As a result, partial or incomplete data from calendar year 2013 was excluded from this analysis.



Source: Massachusetts Department of Education. "Youth Risk Behavior Survey Results" 1995-2011.

A higher percentage of male high school students report gang membership than do their female counterparts. In 2011, 9% of male students reported that they were a member of a gang compared to 3% of female students.



Source: Massachusetts Department of Education. "Youth Risk Behavior Survey Results" 1995-2011.

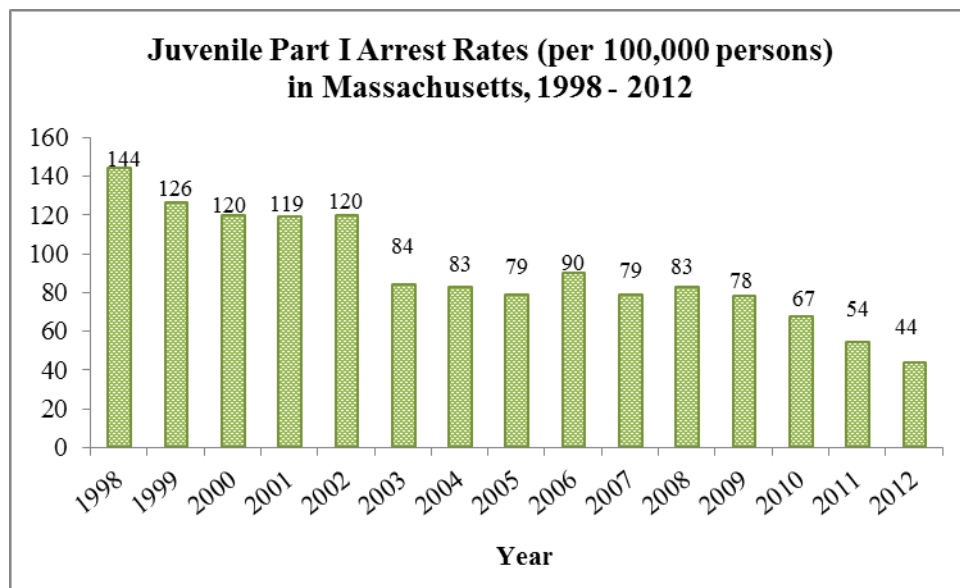
According to the National Drug Intelligence Center, certain gangs dominate drug distribution for some illegal drugs in Massachusetts. In several counties, including Bristol, Essex, Middlesex, Suffolk, and Worcester counties, gangs are thought to be major drug traffickers.² Gangs in Massachusetts also have a presence in the state's correctional facilities. According to the most

² National Drug Intelligence Center, "Massachusetts Drug Threat Assessment," 2001 and 2003 update.

recent data from the Department of Correction (DOC), as of June 2014, 3,047 incarcerated inmates were affiliated with Security Threat Groups (STG)/Gangs.³ This is a slight 2% decline from the July 2012 figure. The latest statistics available on the DOC inmate population indicate that as of January 2013, there were 11,403 inmates in DOC custody.^{4,5}

Youth Violence

The eight offenses that comprise Part I Crimes or Index Crimes – criminal homicide; forcible rape; robbery; aggravated assault; burglary; larceny; motor vehicle theft; and arson – are the most serious offenses against persons and property tracked by the FBI (*Uniform Crime Reporting Handbook*, 7). For every 100,000 persons in Massachusetts in 2012, there were 44 juvenile arrests for Part I Crimes.⁶ The Part I juvenile arrest rate decreased 19% in the one-year period from 2011 to 2012, and fell 69% over the fifteen-year period from 1998 to 2012.⁷



Source: FBI, *Uniform Crime Reports*, Table #69 (Arrests, by State, 2012).

³ Data received from the MA DOC Central Intelligence Unit, June 2, 2014.

⁴ An individual is considered to be in Massachusetts DOC custody when they are being held in a Massachusetts DOC facility.

⁵ Massachusetts Department of Correction, “*Prison Population Trends 2013*,” May 2014.

⁶ For the purposes of this Application, juveniles are defined as individuals under the age of 18. All rates are calculated per 100,000 persons in the total population; population figures include both juveniles and adults within the Commonwealth.

⁷ 2012 is the last full calendar year of data available through the FBI. As a result, partial or incomplete data from calendar year 2013 was excluded from this analysis.

Priority #2: Substance Abuse

Goal

Prevent and control substance abuse (including illegal drugs, prescription drugs and alcohol).

Purpose Areas Addressed

- Law enforcement programs
- Prosecution and court programs
- Prevention and education programs
- Corrections and community corrections programs
- Drug treatment programs

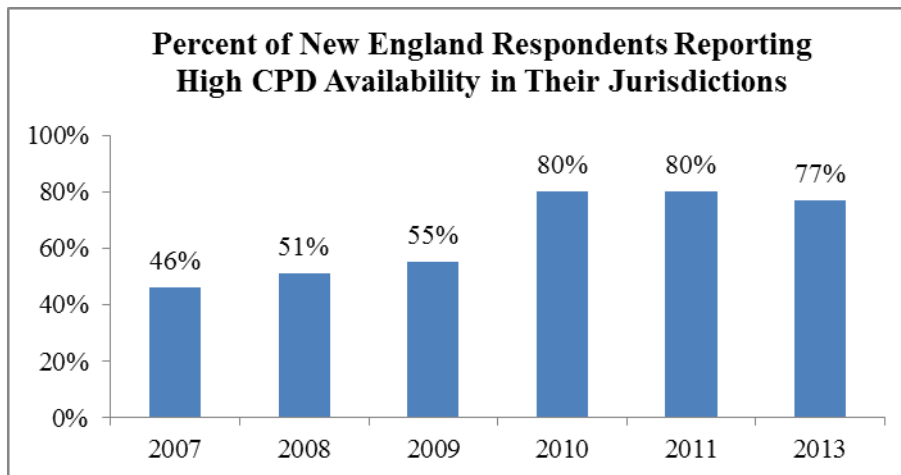
Anticipated Activities

- Continue drug treatment intervention services including testing for illicit substances at all levels of the criminal and juvenile justice systems, from courts through probation and within the juvenile detention facilities, houses of correction and state prison system. Support residential substance abuse treatment programs in state and county correctional facilities.
- Reduce the demand for drugs including prescription drugs among youth by continuing financial support of drug diversion models, underage drinking programs, and community-based violence prevention programs.
- Reduce heroin and other opioid use through prevention, intervention, treatment, interdiction, and system readiness.
- Continue to support multi-jurisdictional crime fighting efforts and traditional law enforcement activities (apprehension, detention, deterrence, suppression).

Rationale

Substance abuse is a serious and costly issue that affects all states, and Massachusetts is no exception. Addiction to and distribution of illicit drugs impacts public safety and public health at the community level, not to mention the countless negative effects for the families of those directly impacted by this disease. Despite a leveling off of admissions to substance abuse facilities and a drop in the number of drug-related arrests in Massachusetts in recent years, the need still remains for cost-effective access to services.

The 2013 National Drug Threat Assessment, produced by the Drug Enforcement Administration, reported that nationally 28.1% of law enforcement agencies cite controlled prescription drugs (CPDs) as the ultimate drug threat. In the New England region, 41.1% of law enforcement officials reported CPDs as the greatest drug threat; a much higher percentage than the national rate. “. . . pain relievers are the most common type of CPD taken illicitly and are the CPDs most commonly involved in overdose incidents.”⁸ The chart below demonstrates the sharp increase in the availability of CPDs in the New England region as reported by law enforcement officials. Between 2007 and 2013, there was a 67% increase in affirmative responses by officials reporting high CPD availability in their jurisdictions.



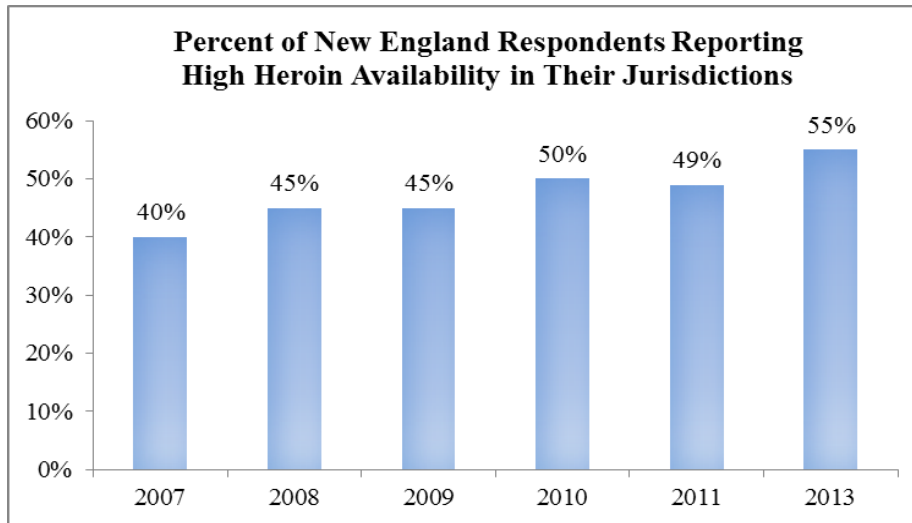
Source: Drug Enforcement Administration, November 2013. *National Drug Threat Assessment Summary, 2013*. Note: Data is from the *National Drug Threat Survey 2007 – 2011, 2013*. The *National Drug Threat Survey* was not administered in 2012.

A Department of Justice report identified two New England regions as high intensity drug area hubs: Hartford, CT/Springfield, MA and Lowell/Lawrence MA.⁹ Furthermore, Boston – New England’s largest city – is primarily a “consumer drug market” receiving drugs from Lawrence and Lowell. The area between Providence (RI) and Fall River (MA) has been identified as a secondary distribution network that supplies illegal drugs to the Cape Cod area.

In the chart below, a high percentage of law enforcement officials responding to the National Drug Threat Survey report a high availability of heroin in the New England region. The percentage of responders acknowledging high heroin availability increased 38% between 2007 and 2013.

⁸ Drug Enforcement Administration, November 2013. *National Drug Threat Assessment Summary, 2013* p.2. Online. Available: <http://www.justice.gov/dea/resource-center/DIR-017-13%20NDTA%20Summary%20final.pdf>

⁹ New England High Intensity Drug Trafficking Area Drug Market Analysis, 2011.



Source: Drug Enforcement Administration, November 2013. *National Drug Threat Assessment Summary, 2013*. Note: Data is from the *National Drug Threat Survey 2007 – 2011, 2013*. The *National Drug Threat Survey* was not administered in 2012.

The high heroin availability has impacted the Commonwealth of Massachusetts as evidenced by a large number of heroin overdose deaths in recent months which is eliciting federal, state, and media attention. The Boston Globe reported on February 24, 2014 the City of Taunton has experienced 64 heroin overdoses and five deaths since January.¹⁰ Some reasons for such an increase in overdose deaths may be attributable to people switching from abusing opioid prescription medication to abusing heroin, which tends to be cheaper than prescription opioids. Massachusetts law enforcement officials responding to the National Drug Threat Survey reported high-purity heroin availability at the street level. While there is a ready supply of heroin, its purity level may vary if it is cut with other substances – such as fentanyl – which increases its lethality.

According to the Massachusetts Department of Public Health, in 2011 Boston had the highest number of opioid-related deaths which accounted for almost 10% of the total opioid-related deaths in the state that year.

¹⁰ <http://www.boston.com/news/local/massachusetts/2014/02/24/heroin-uptick-mass-sparks-national-reaction/FzHLCisAMq7N6Q2OCUTdNL/story.html>. Online. Accessed March 19, 2014.

Top Ten Massachusetts City/Town for Opioid-Related Deaths, SFY 2011*

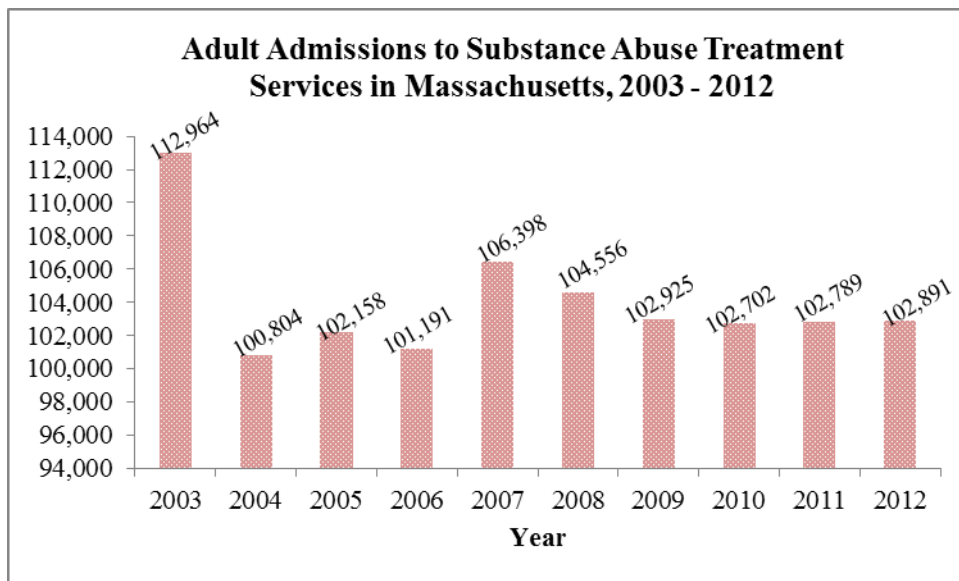
City/Town	Number of Deaths	Percent of Total (N=642)
Boston	63	9.8%
Fall River	26	4.0%
Lowell	25	3.9%
Quincy	24	3.7%
Worcester	22	3.4%
New Bedford	20	3.1%
Springfield	16	2.5%
Brockton	13	2.0%
Lynn	10	1.6%
Weymouth	10	1.6%

Source: Massachusetts Department of Public Health, Registry of Vital Records and Statistics, Opioid-related poisoning deaths by City/Town of Residence, MA residents, 2011

*Note: 2011 death data is considered provisional and is the most recent data available.

Substance Abuse Treatment in Massachusetts

The Massachusetts Department of Public Health (DPH) reports that each state fiscal year (SFY), which runs from July 1 through June 30, upwards of 100,000 adults are admitted to substance abuse treatment facilities in Massachusetts. As shown in the following chart, over the past ten state fiscal years (2003 to 2012), the number of treatment admissions peaked in 2003 at 112,964 and then decreased significantly over the next four years to a low of 101,191, a decline of 10%. There was an increase of 5% in 2007, followed by three years of steady decline, with a slight uptick in the number of admissions again in SFY 2011 and SFY 2012.¹¹



Source: Massachusetts Department of Public Health, Bureau of Substance Abuse Services, *Substance Abuse Treatment Annual Report, FY 2012*.

In SFY 2012, adults admitted for treatment reported heroin and alcohol most often as the primary substance for which they were seeking treatment. Of the total number of admissions, 43.1%

¹¹ SFY 2012 is the last full year of data available from Massachusetts Department of Public Health.

(43,837) reported heroin as a primary drug of use, 35.5% (36,051) alcohol, 13.8% other drugs, 4.2% (4,274) crack or cocaine, and 3.4% (3,462) marijuana.

Demographic data reveals a population that requires not only substance abuse services, but social services, mental health care and transitional assistance. Of the adult admissions, 80.1% (81,368) were unemployed, 19.3% (18,839) were homeless, 42.5% (43,133) had received prior mental health treatment, 42% (42,670) reported drug use in the past year, 61% (62,021) were between the ages of 21-39, with a mean age of 34.7 years, and 20% (20,463) had children under six years of age, while 24.3% (24,760) were parents of children between the ages of 6-18 years.¹²

In SFY 2012, there was a 14% increase in the number of inpatient hospitalizations, observation stays and emergency department visits for opioid poisoning (5,082 vs. 5,807) from the previous year. The cities of Revere and Taunton had the highest increases in opioid poisoning in 2012, 85.2% and 81.1%, respectively. However, these cities singly accounted for only 1.9% and 1.7% of the total amount of opioid poisonings in the state.

Top Eleven Massachusetts City/Town for Acute Care Hospital Events* for Opioid Poisoning, SFY 2011 and 2012

City/Town	FY 2011	FY2012	% Change 2011 vs. 2012	% of 2012 Total (N=5807)
Boston	623	716	14.9%	12.3%
Worcester	225	263	16.9%	4.5%
New Bedford	165	172	4.2%	3.0%
Fall River	170	165	-2.9%	2.8%
Brockton	136	145	6.6%	2.5%
Springfield	106	134	26.4%	2.3%
Quincy	152	129	-15.1%	2.2%
Lowell	118	124	5.1%	2.1%
Revere	61	113	85.2%	1.9%
Lynn	116	106	-8.6%	1.8%
Taunton	53	96	81.1%	1.7%

*Includes inpatient hospitalizations, observation stays and ED visits (summed).

Sources: Massachusetts Department of Public Health, 2014. “*MA Inpatient Hospital, Outpatient Observation Stay, and Emergency Department Discharge Databases, Center for Health Information and Analysis.*”

Note: According to the Centers for Disease Control and Prevention the clinical effects of opioid poisoning result from central nervous system and respiratory system depression manifesting as lethargy or coma or a decreased respiratory rate.

In FY 2012, there was a 22% increase in the number of inpatient hospitalizations, observation stays and emergency department visits for heroin poisoning (2,564 vs. 3,130) from the previous year. Similarly to the above statistics for opioid poisoning, the cities of Revere and Taunton had the highest increases in heroin poisoning in FY 2012, 89.5% and 76.5%, respectively. This was followed by Worcester which had the third highest increase in heroin poisoning cases (70.9%) in 2012.

¹² Massachusetts Department of Public Health, Bureau of Substance Abuse Services, *Substance Abuse Treatment Annual Report, FY 2012.*

Top Eleven Massachusetts City/Town Acute Care Hospital Events* Associated with Heroin Poisoning, SFY2011 and 2012

City/Town	FY 2011	FY2012	% Change 2011 vs. 2012	% of 2012 Total (N=3130)
Boston	336	420	25.0%	13.4%
Worcester	86	147	70.9%	4.7%
New Bedford	95	115	21.1%	3.7%
Fall River	100	101	1.0%	3.2%
Brockton	81	80	-1.2%	2.6%
Quincy	96	79	-17.7%	2.5%
Revere	38	72	89.5%	2.3%
Weymouth	58	64	10.3%	2.0%
Lowell	57	63	10.5%	2.0%
Lynn	77	61	-20.8%	1.9%
Taunton	34	60	76.5%	1.9%

*Includes inpatient hospitalizations, observation stays and ED visits (summed).

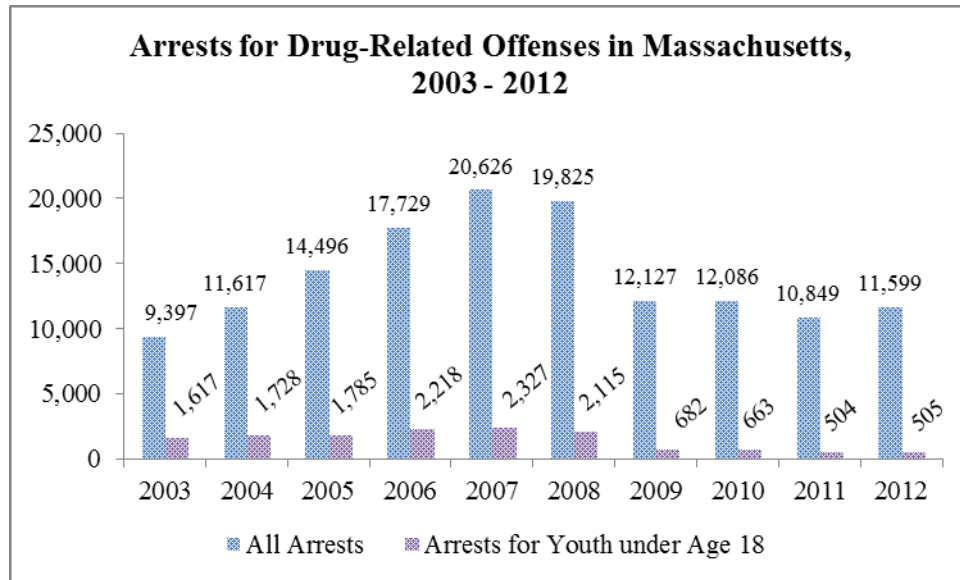
Sources: Massachusetts Department of Public Health, 2014. *“MA Inpatient Hospital, Outpatient Observation Stay, and Emergency Department Discharge Databases, Center for Health Information and Analysis.”*

Alcohol abuse is also a precipitating factor in arrest and incarceration for many offenders. In 2012, approximately 368,000 Massachusetts residents 21 years and older (7.7% of all persons in this age group) reported heavy alcohol use within the month prior to being surveyed. Of these, about 1 in 24 (4.2%) received treatment for alcohol use within the year prior to being surveyed.¹³

Drug Users and the Criminal Justice System

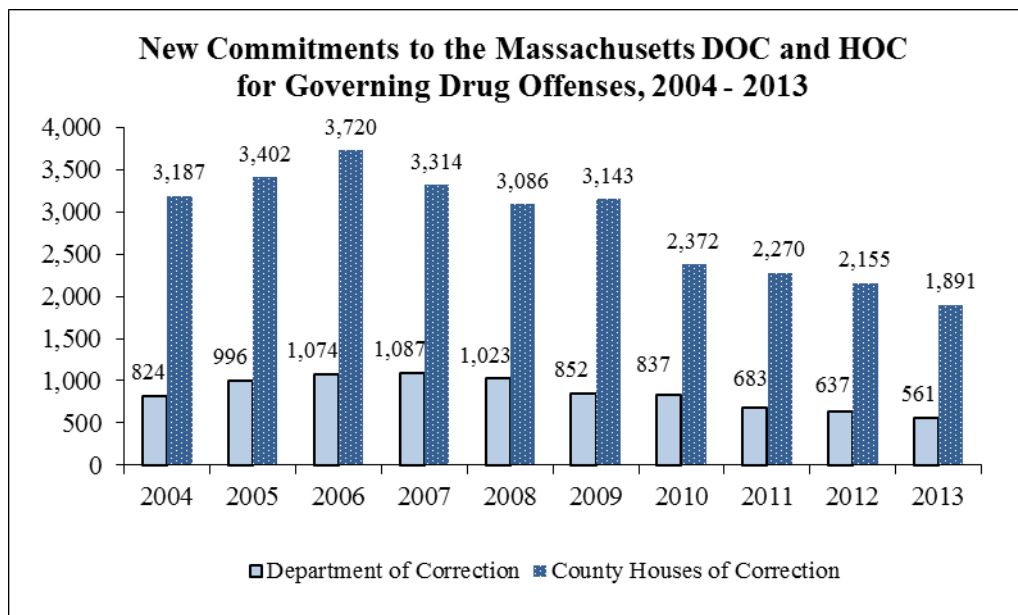
The Federal Bureau of Investigation reported that the number of persons arrested for drug abuse violations in Massachusetts increased 7% in the one-year period from 2011 to 2012, and 23% in the ten-year period between 2003 and 2012. However, the total number of drug-related arrests fell 44% from the peak of 20,626 in 2007 to 11,599 in 2012. Excluding the slight 7% increase in drug abuse violations in 2012, the recent overall decline in arrests for drug abuse violations in Massachusetts is directly impacted by the dramatic shift in the number of young people arrested for drug offenses during this time period. The number of arrests for juveniles under the age of 18 remained static in the one-year period from 2011 to 2012. During the ten-year period from 2003 to 2012, there was a 69% decline in youth drug abuse violations and a 78% decline from the peak of 2,327 in 2007 to 505 in 2012. Nonetheless, there is still a critical need to support substance abuse programming at county and state correctional facilities. This is especially true as there tends to be lengthy waiting lists for substance abuse programming at many facilities. Funding is needed not only to continue these programs but to accommodate those seeking treatment in a timely manner.

¹³ Substance Abuse and Mental Health Services Administration, Behavioral Health Barometer: Massachusetts, 2013. http://www.samhsa.gov/data/StatesInBrief/2k14/Massachusetts_BHBarometer.pdf Online. Accessed March 20, 2014.



Source: FBI, *Uniform Crime Reports*, Table #69 (Arrests, by State, 2012).

Large numbers of substance abusers are entering correctional facilities in Massachusetts each year. In 2013 alone, 2,452 individuals were newly committed to a county House of Correction (HOC) or Department of Correction (DOC) state facility for a drug offense. This represents a 49% decline from a high of 4,794 in 2006, and a 12% reduction from the previous year. The large majority of commitments to a correctional facility for drug offenses are to a HOC (77%).¹⁴ While commitments to the DOC represent a smaller portion of drug-related commitments (23%), those individuals tend to serve longer prison sentences than HOC commitments, and account for 16% of the governing offenses. The number of commitments to Massachusetts correctional facilities for a governing drug offense (1,564) in 2013 represents a 15% decline from the previous year (1,831) and a 67% decline from the high of 4,794 in 2006.



Source: Massachusetts Department of Correction, *Prison Population Trends, 2010 – 2013*, May 2014,

¹⁴ County Houses of Correction typically house prisoners who are sentenced to 2.5 years or less.

Priority #3: Reentry

Goal

Reduce recidivism and future victimization, as well as increase the chances for success for offenders leaving incarceration and returning to our communities.

Purpose Areas Addressed

- Law enforcement programs
- Prosecution and court programs
- Education and training
- Job readiness, life skills, and housing support
- Corrections and community corrections programs
- Drug treatment

Anticipated Activities

- Develop and support collaborative model projects that promote efforts of local agencies to provide and ensure comprehensive reintegration programs for juvenile and adult offenders reentering the community.
- Support expansion of rehabilitative and educational corrections programming in jails, prisons, and community-based facilities.

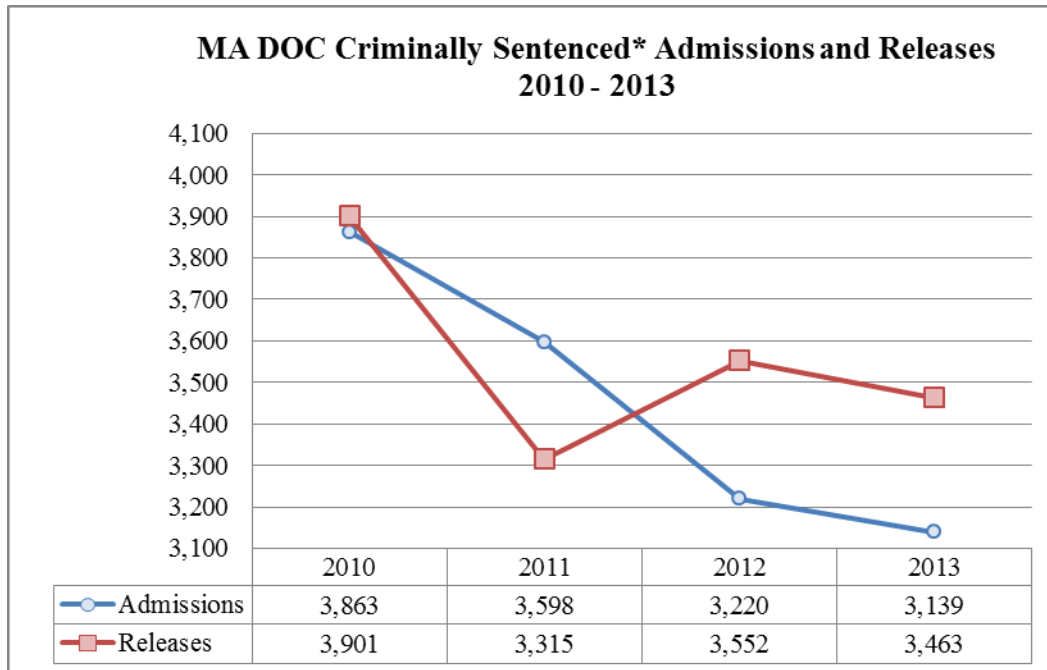
Rationale

Improving the reentry process for released prisoners is a critical public safety issue for Massachusetts, one that has received increasing attention in the last few years. Several reports have been published that describe the population of individuals being released from prison and document the challenges that they face. The challenges to reentry include obtaining employment and housing, and addressing health and substance abuse problems in a community setting. Many released prisoners are returning to major metropolitan areas and are often concentrated in a few neighborhoods – which have public safety implications. All of these studies conclude that the state, communities, and families are not doing enough to ensure a successful transition of offenders from prison back to their community.¹⁵ The following data informs the reentry challenges facing released prisoners, public safety officials, and the communities to which they return.

¹⁵ See “*From Cell to Street: A Plan to Supervise Inmates After Release.*” MassINC (January 2002); “*Parole Practices in Massachusetts and Their Effect on Community Reintegration.*” Boston Bar Association Task Force on Parole and Community Reintegration (August 2002); “*Governor’s Commission on Criminal Justice Innovation: Final Report*” (2004); “*From Incarceration to Community: A Roadmap to Improving Prisoner Reentry and System Accountability in Massachusetts.*” Crime and Justice Institute (June 3, 2004); “*Strengthening Public Safety, Increasing Accountability, and Instituting Fiscal Responsibility in the Department of Correction.*” Governor’s Commission on Corrections Reform (June 30, 2004). “*Prisoner Reentry in Massachusetts.*” Urban Institute (March 2005).

Prisoner Reentry

There was a 19% decline in the number of admissions to the DOC between 2010 and 2013. In 2012 and 2013, the number of releases from the DOC surpassed the number of criminal admissions, reflecting a trend of sporadic decline in the incarcerated population across the Commonwealth. In 2010, the number of annual admissions and the number of annual releases was closely aligned; however, this changed in 2011 with the reduction in paroles releases.¹⁶ This reduction in the number of overall releases from prison to the community in 2011 – a decline of 15% from the previous year – is an aberration.



Source: Massachusetts Department of Correction. "Prison Population Trends 2013," May 2014.

Note: The criminally sentenced includes inmates under the jurisdiction of the MA DOC serving their sentence in the MA DOC and other non-DOC facilities.

Since 2010 the Massachusetts prison population increased 19% from 9,610 to 11,409 in 2011.¹⁷ Fortunately, the inmate population stabilized in the concurrent years. Because nearly everyone sent to prison will eventually be released, growth in the incarcerated population has significant implications for prisoners returning to Massachusetts communities and the efforts to reduce recidivism. Comparing releases to the street¹⁸ in 2011 and 2012, there was a significant

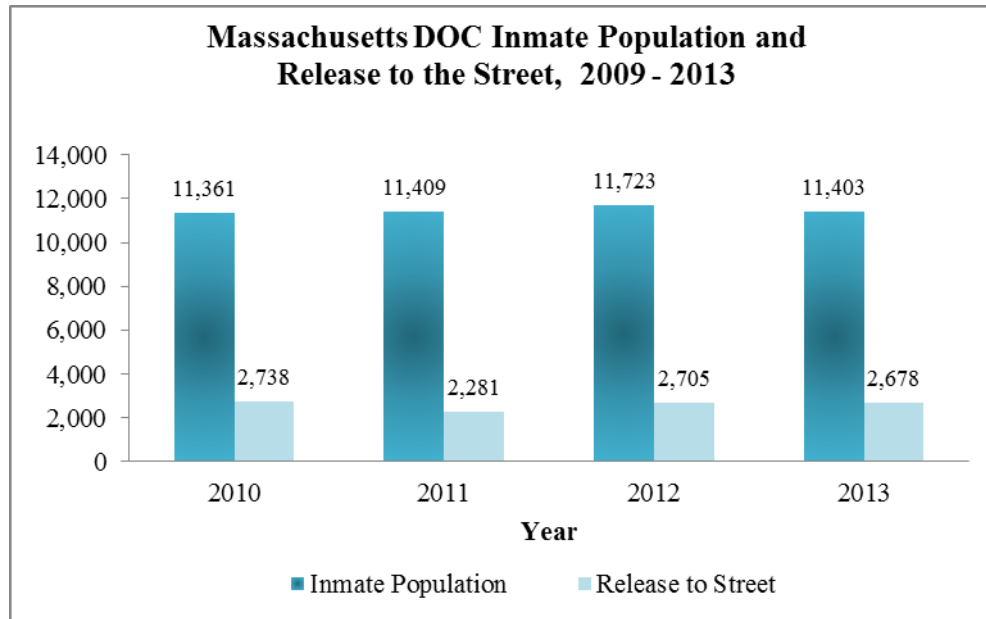
¹⁶ The murder of Woburn Police Officer John Maguire on December 26, 2010 by a violent offender paroled from three concurrent life sentences in 2009 resulted in the overhaul of the Massachusetts Parole Board. Five Parole Board members resigned in January 2011 and a new Chairman was appointed in February 2011. During the first quarter of 2011 only two Parole Board members conducted hearings resulting in a large reduction in the number of hearings, votes, and parole releases to the street. Parole hearings with a full Board complement resumed in mid-April 2011.

¹⁷ Massachusetts Department of Correction, "Prison Population Trends 2010 – 2011," June, 2012; "January 1, 2002 Inmates Statistics," July 2002.

¹⁸ Starting in 2012 and going forward, releases to the street is defined by the DOC Strategic Planning and Research Division as including expiration of sentence, parole to the street, release from parole detainer, payment of fine, and court release.

difference between the two years. There were two separate events in 2012¹⁹ that contributed to a 7% increase from the previous year in the number of inmates released to the street.

As shown in the chart and table below, the number of prisoners released to the street²⁰ in 2013 (2,678) declined 10% from the previous year.²¹



Sources: Massachusetts Department of Correction, “*Prison Population Trends, 2010 – 2013*,” May 2014.
 Note: The inmate population represents the criminally sentenced jurisdiction population count on January 1.

In 2013, the portion of DOC inmates that were released to the street based on expiration of sentence was 73% while those receiving parole was 27%.²² However, it is important to note that included in the expiration of sentence population, are those inmates who must serve a term of probation upon completion of their criminal sentence. In 2013, of the 73% released from state custody via expiration of sentence, 44% have a probation sentence to serve, thus placing them under post-release supervision. Of the *total* releases from DOC custody in 2013 (n=2,678), 39% of inmates were released to their communities without supervision. It is important to reiterate that the reduction in the number of parole board hearings during the first quarter of 2011 contributed to the 59% reduction in parole releases and the 17% decline in the number of criminally sentenced inmates released to the street in 2011 (2,281) compared to 2010 (2,738).

¹⁹ Chapter 192 of the Acts of 2012 known as the “Crime Bill” was enacted on August 2, 2012, and resulted in an immediate change to sentence structure for dozens of inmates. The second event was issues regarding accuracy of testing at the Hinton Drug Lab resulted in several hundred releases “from court,” primarily during the months of September – November 2012.

²⁰ Released to the street includes inmate releases by means of parole or expiration of sentence.

²¹ Massachusetts Department of Correction, “*Prison Population Trends 2010 – 2011*,” May 2014

²² Massachusetts Department of Correction, “*Prison Population Trends 2013*,” May 2014.

MASSACHUSETTS DOC RELEASE TO THE STREET VIA PAROLE AND EXPIRATION OF SENTENCE: 2010 - 2013

Release Type	2010		2011		2012		2013	
	Number of Releases	Percent of Releases	Number of Releases	Percent of Releases	Number of Releases	Percent of Releases	Number of Releases	Percent of Releases
Expiration of Sentence	1,878	65%	1,937	81%	2,137	79%	1,960	73%
Paroled	1,028	35%	440	19%	568	21%	718	27%
Total	2,906	100%	2,377	100%	2,705	100%	2,678	100%

Source: Massachusetts Department of Correction, “Prison Population Trends 2013,” May 2014.

In terms of post-release supervision, many inmates in Massachusetts receive no supervision in the community upon release from prison.²³ In recent years, a significant number of prisoners have been released without any post-release supervision. This is partially a result of the truth-in-sentencing legislation²⁴ enacted in 1993 and accounts for a decline of parolees from 80% in 1980 to 33% in 2002.²⁵ Between 2010 and 2013, the percentage of inmates released from DOC custody without post-release supervision fluctuated between 39% and 48%.

MASSACHUSETTS DOC POST-RELEASE SUPERVISION TYPE, 2009 – 2013

Post Release Supervision Type	2010		2011		2012		2013	
Parole Supervision (only)	653	22%	274	12%	346	13%	443	17%
Probation Supervision (only)	717	25%	790	33%	905	33%	916	34%
Parole and Probation Supervision (both)	375	13%	166	7%	222	8%	275	10%
No Post Release Supervision	1,161	40%	1,147	48%	1,232	46%	1,044	39%
Total	2,906	100%	2,377	100%	2,705	100%	2,678	100%
Post Release Supervision	2010		2011		2012		2013	
Supervision	1,745	60%	1,230	52%	1,473	54%	1,634	61%
No Supervision	1,161	40%	1,147	48%	1,232	46%	1,044	39%
Total	2,906	100%	2,377	100%	2,705	100%	2,678	100%

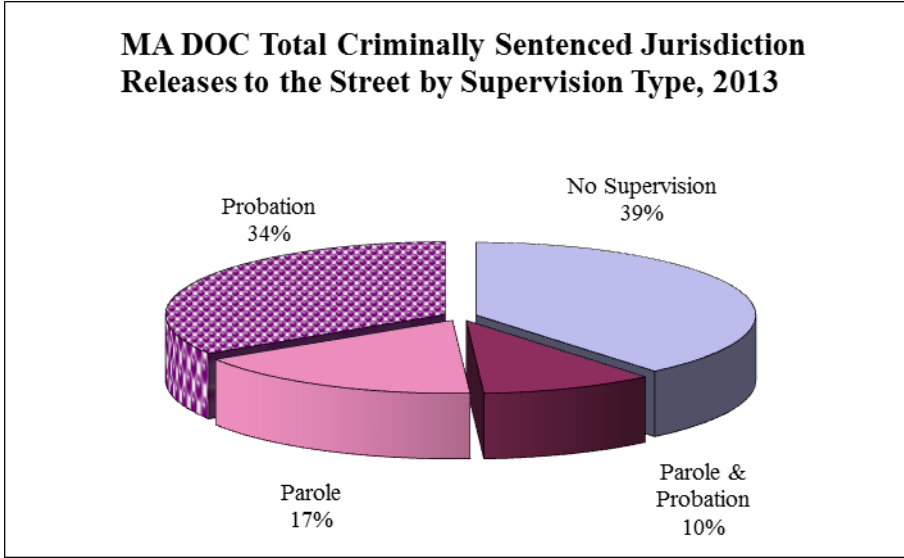
Source: Massachusetts Department of Correction. “Prison Population Trends 2013,” May 2014.

As a result of the truth-in-sentencing guidelines, many inmates receive a sentence in which their parole eligibility date and the expiration of sentence minimally differ. Oftentimes, not wanting to be under parole supervision, many inmates refuse a parole hearing and are ultimately released via expiration of sentence. Massachusetts court judges may use their discretion and impose a sentence of probation to be served upon release; thereby, ensuring there is some post-release supervision. In 2013, 44% of criminally sentenced inmates were under probation supervision upon their release to the community.

²³ Massachusetts Department of Correction, “Department of Correction Advisory Council Final Report,” October 2005.

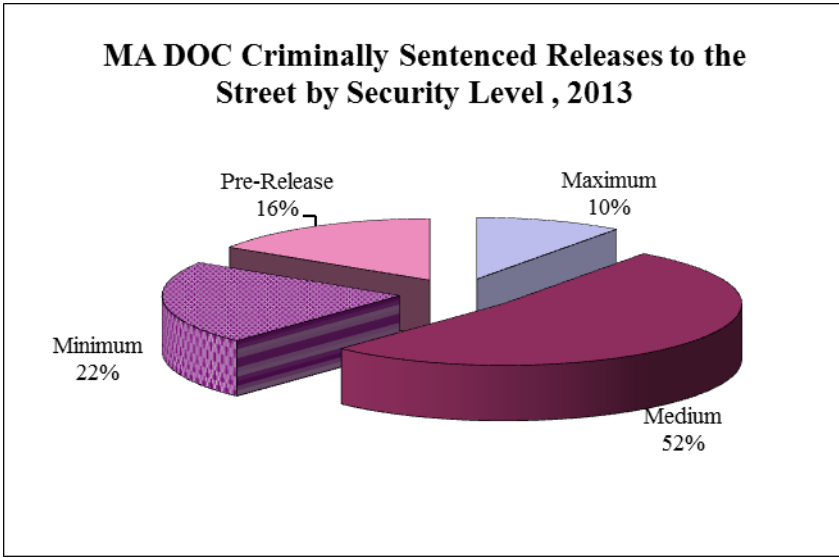
²⁴ Massachusetts General Law Chapter 432 of the Acts of 1993 (later codified as G.L. c. 211).

²⁵ Urban Institute, Justice Policy Center, “Prisoner Reentry in Massachusetts,” March 2005.



Source: Massachusetts Department of Correction, “Prison Population Trends 2013,” May 2014.

Preferably, an inmate has completed pre-release programming to prepare them to successfully reenter society prior to their release to the community. In Massachusetts, significant portions of releases from state prison are from maximum or medium level security directly to the street. In 2013, 38% of prison releases were from facilities classified as minimum security or pre-release. Ten percent (10%) of prisoners released to the street were housed in a maximum security prison, and the largest percentage of inmates released (52%) were from medium security facilities.



Source: Massachusetts Department of Correction, “Prison Population Trends 2013,” May 2014.

The table below provides the percentage of the Massachusetts population residing in each county in 2012²⁶ compared to the percentage of criminally sentenced inmates released to each county in 2013.²⁷ Suffolk, Essex, and Hampden counties had a higher percentage of inmates released to communities in those counties (45%) than the percentage of Massachusetts residents living there (29%).

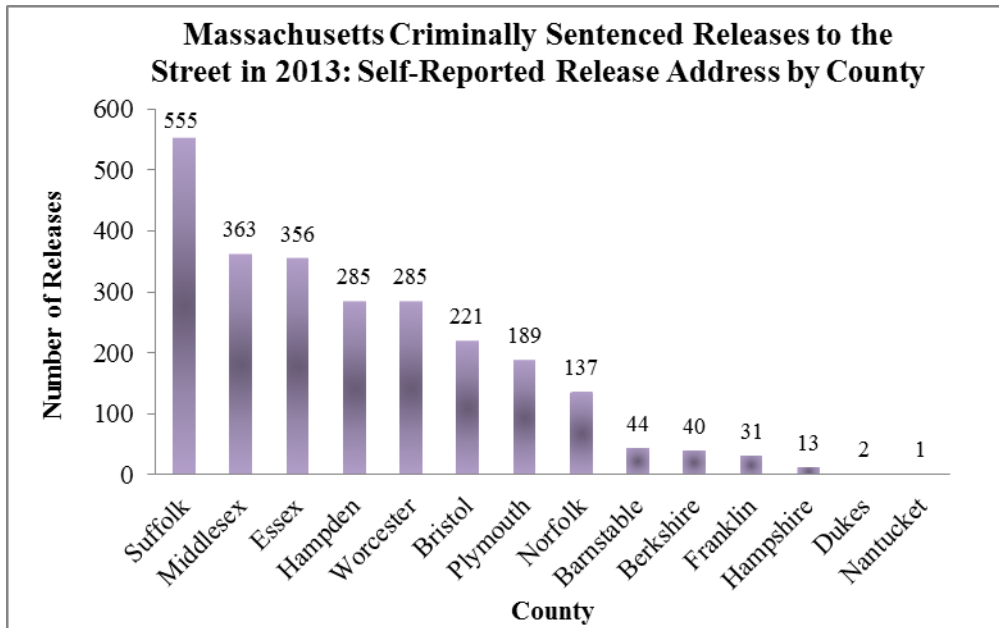
MASSACHUSETTS DEPARTMENT OF CORRECTION 2013 CRIMINALLY SENTENCED RELEASES TO THE STREET BY COUNTIES COMPARED TO THE POPULATION OF MASSACHUSETTS IN 2012

County	Releases to the Street	Percentage of Mass. Population Residing in County
Suffolk	21%	11%
Middlesex	14%	23%
Essex	13%	11%
Hampden	11%	7%
Worcester	11%	12%
Bristol	8%	8%
Plymouth	7%	8%
Norfolk	5%	10%
Barnstable	2%	3%
Berkshire	1%	2%
Franklin	1%	1%
Hampshire	<1%	2%
Dukes	<1%	<1%
Nantucket	<1%	<1%
Sub-Total	2,522	100%
Outside MA	151	
Unknown	5	
TOTAL	2,678	100%

Source: Massachusetts Department of Correction, "Prison Population Trends 2013," May 2014.

²⁶ 2012 estimated county populations' statistics were provided by the U.S. Census Bureau, 2013 was not available.

²⁷ Information regarding release address is self-reported by inmates prior to their release. *Note:* Some release addresses may reflect temporary or residential treatment locales, not necessarily long term homes in the community.



Source: Massachusetts Department of Correction, “Prison Population Trends 2013,” May 2014.

Over half (51%) of the inmates released during 2013 reported a release address in one of the top ten cities/towns listed below. The release address with the highest number of releases reported was to the city of Boston (19%) followed by Springfield (8%) and Worcester (5%).

Massachusetts Releases to the Street in 2013: Top Ten Release Address (City/Town)

City/Town	Number of Releases	Percent
1. Boston	497	19%
2. Springfield	201	8%
3. Worcester	142	5%
4. Lynn	88	3%
5. Brockton	81	3%
6. Lawrence	79	3%
7. New Bedford	79	3%
8. Fall River	76	2%
9. Lowell	61	2%
10. Haverhill	56	2%
Sub-Total	1,360	51%
Total	2,678	100%

Source: Massachusetts Department of Correction, “Prison Population Trends 2013,” May 2014. Note: Release address as reported by inmate prior to release.

Priority #4: Domestic Violence and Sexual Assault

Goal

Reduce the incidents of domestic violence and sexual assault as well as increase the level of effective and appropriate services for these victims.

Purpose Areas Addressed

- Law enforcement programs
- Prosecution and court programs
- Victim service programs
- Education and training

Anticipated Activities

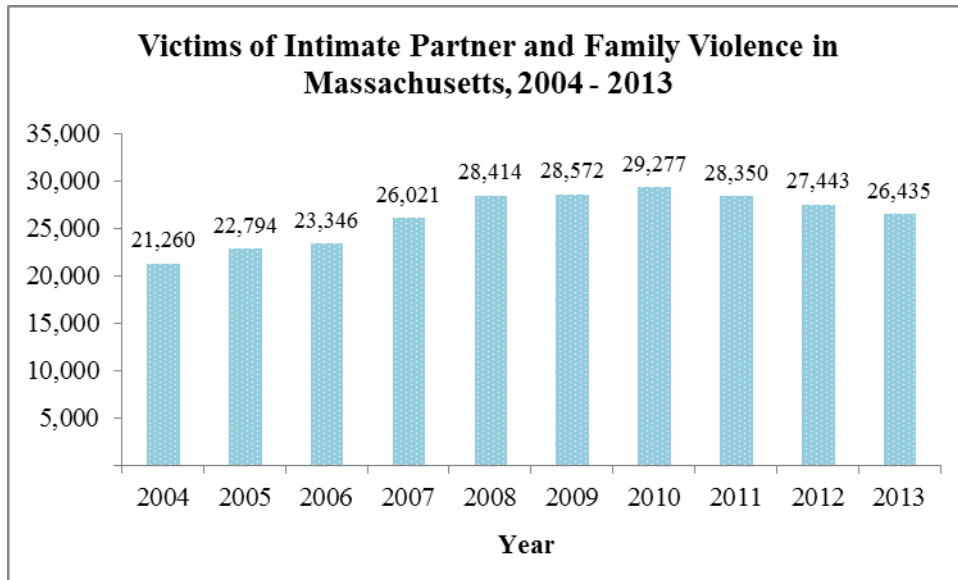
- Develop and support projects that promote the collaboration of law enforcement, the courts, and local victim service agencies in responding to domestic violence and sexual assault incidents.
- Enhance domestic violence and sexual assault services.
- Promote regional and statewide approaches in the prevention of domestic and sexual assault.

Rationale

Data compiled by the Massachusetts State Police's (MSP) Fusion Center via the National Incident-Based Reporting System (NIBRS) reveals that there were a total of 261,912 victims of intimate partner and family violence in Massachusetts during the ten-year period from 2004 to 2013;²⁸ this information is displayed in the chart below. Over the course of a ten-year period, incidents of domestic violence in Massachusetts peaked at 29,094 in 2010, and from this peak declined by 9% in 2013 (26,435).²⁹ Despite this reduction, the need remains for accessible victim services and a strengthened criminal justice system to maintain this downward trend. With Byrne JAG funding, Massachusetts intends to support the replication of model programs and services that effectively respond to the needs of victims of domestic violence and sexual assault and hold offenders accountable.

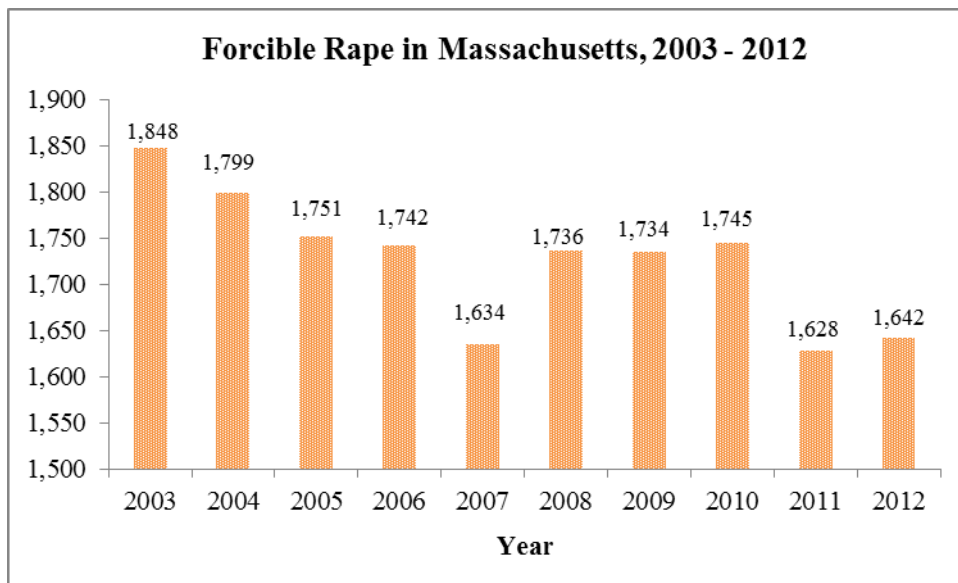
²⁸ NIBRS reporting is completely voluntary and as such, this data does not include all agencies statewide; most notably, data from the cities of Boston and Lawrence are absent. NIBRS data covers approximately 87% of the Massachusetts population.

²⁹ For the purposes of this Application, the number of victims of intimate partner and family violence were determined by examining data within the *Crimes against Persons* crime category. *Crimes against Persons* includes the following 13 offenses: murder and non-negligent manslaughter; negligent manslaughter; justifiable homicide; aggravated assault; simple assault; intimidation; kidnapping/abduction; incest; statutory rape; forcible rape; forcible sodomy; sexual assault with an object; and forcible fondling.



Source: MSP NIBRS Data accessed via CrimeSOLV, *Crimes against Person, Number of Victims by Select Characteristics by Victim/Offender Relationship*.

According to the FBI, there were a total of 17,259 incidents of forcible rape in Massachusetts from 2003 to 2012. Incidents of rape fell 12% during the course of the ten-year period examined from 1,848 to 1,628 in 2011, but rose less than 1% (17,259) in 2012.



Source: FBI, *Uniform Crime Reports*, Table #5 (Crime in the United States, by State, 2012).

Priority #5: Technology

Goal

Improve local law enforcement capacity for collecting and reporting complete, accurate, and reliable criminal justice information.

Purpose Area(s) Addressed

- Planning, evaluation, and technology improvement programs

Anticipated Activities

- Support the continued development and implementation of an integrated criminal justice information system.
- Continue to monitor and assess the technology needs of state and local law enforcement agencies.
- Invest in technology programs identified in assessments.
- Automate recidivism reporting of offenders released from county Houses of Correction.

Rationale

To achieve full criminal justice system integration and successfully and safely share information with criminal and non-criminal justice agencies, Massachusetts will continue to work on the development of a comprehensive strategic plan, secure short and long-term funding, and coordinate the information-sharing efforts of all public safety and criminal justice agencies.

The Executive Office of Public Safety and Security, Office of Technology and Information Services contracted with a vendor to provide the server hardware required to support the implementation of the Beyond 2020® National Incident Based Reporting System (NIBRS) Statewide Repository server operating system (OS) and database software. A total of \$164,224.20 in Byrne/JAG funds was expended on this initiative and services commenced on May 6, 2013 and terminated on January 31, 2014.

Priority #6: Research and Evaluation

Goal

Improve the quality of programs that are funded through the JAG Program by targeting grant dollars to support programs demonstrating promising and/or best practices. Target criminal justice funding toward areas of greatest need, both geographic and emerging public safety issues.

Purpose Area(s) Addressed

- Planning, research, data collection, and evaluation programs

Anticipated Activities

- Set aside JAG funds specifically for research and evaluation relative to JAG-funded projects.
- Provide benchmarking for public safety agencies, designing and implementing effective performance measurement strategies.
- Support public policy research and capacity-building projects targeting current criminal justice issues facing Massachusetts.
- Target funding of innovative programming in communities with the greatest public safety needs, using risk indexes and up-to-date crime data.

Rationale

The allocation of resources for this priority is needed to help inform decision-making about resources allocation for public safety and criminal justice purposes. Furthermore, research and evaluation will help EOPSS assess the effectiveness of programs JAG-funded or otherwise.

Priority #7: Recidivism

Goal

To enhance public safety in the Commonwealth by reducing recidivism.

Potential Purpose Areas Addressed

- Prosecution and court programs, including indigent defense
- Prevention and education programs
- Corrections and community corrections programs
- Drug treatment and enforcement programs

Anticipated Activities

- Reduce recidivism by expanding the use of evidence-based approaches for improving recidivism outcomes in state and county corrections, probation, DYS (juvenile offenders), district attorneys, courts, and public counsel services.
- Pilot “promising practices” programming designed to reduce recidivism.
- Continue the partnership between the Department of Correction (DOC) and the sheriffs for step-down programming of eligible and suitable state prisoners to/through county Houses of Correction facilities and programming closer to prisoners’ presumed communities of release.
- Support quality implementation and independent evaluation of evidence-based programs.
- Continue the partnership with Pew-MacArthur “Results First” initiative to enhance insight and analysis of evidence-based programming and outcomes across the criminal justice system in Massachusetts.

Rationale

Since 2011, Massachusetts has been implementing “Results First,” a cost-benefit model to measure the impact of crime reduction and return on investment for evidence-based programs in the criminal justice system. Investing in evidence-based programs proven to reduce recidivism is cost-effective and sound criminal justice policy. Stepping down offenders from state prison to complete their sentences at county correctional facilities prepares them for reentry in the communities to which they are being released by connecting them to services and supports, and establishing relationships in the community prior to release from prison. Funding new or current innovative or research-based programs as well as those considered “promising practices” is another key strategy. Funding decisions will take into account efforts to ensure quality of implementation and commitment to an independent evaluation of outcomes.

B. Strategic Planning Process

The Executive Office of Public Safety and Security continues to engage law enforcement and other public safety stakeholders in Massachusetts through the activities described below.

- The Special Commission to Study the Commonwealth’s Criminal Justice System, established in Outside Section 189 of the Acts of 2012, is directed to:
 - “In reviewing the Commonwealth’s criminal justice system, the Commission shall examine a variety of areas including, but not limited to: the prisoner classification systems, mandatory minimum sentences, sentencing guidelines, the provision of cost-effective corrections’ healthcare, the probation system, the parole system, the operations of the sheriffs’ offices, overcrowding in prisons and houses of correction, recidivism rates, the treatment of juveniles within the criminal justice system, the role that mental health and substance abuse issues play, and best practices for reintegrating prisoners into the community;
 - *The commission shall investigate the feasibility of developing an application for technical assistance from nationally recognized criminal justice reform programs with a data driven approach in order to educate the legislature to the benefits of reducing corrections spending and utilize the savings to reduce crime, strengthen public safety and fund other budget priorities; provided, however, that the commission shall give priority in applying for technical assistance to that which comes at no cost to the commonwealth.*”
 - In the House 1 Budget filed in January 2013, Governor Deval Patrick proposed, and the House and Senate passed, an amendment that makes the Special Commission a standing one and part of the Massachusetts General Laws. The Special Commission will continue to meet and report annually on challenges confronting the criminal justice system with recommendations to improve its operations.

- The Special Commission voted to endorse recommendations relative to step-down of offenders from state prison to county corrections, Department of Correction classification reform, and adjusting DOC bed space by security level closer to national averages; the Commission is finalizing additional 12-15 recommendations relative to the improvement of the criminal justice system, after a year of extensive stakeholder interviews and planning and public hearings throughout the Summer of 2013 on the recommendations prior to final issuance.
- Work continues with the Pew Center for States/MacArthur Foundation Results First model
 - ❖ Analysis of three key data sets to provide initial model runs to help inform budget building;
 - ❖ Three key data sets necessary for the model:
 - 1) Recidivism of all people released by the DOC, Houses of Correction, Parole, Probation, and DYS in 2005—a six year look back, new crimes only—completed. In June 2014, the recidivism measures were compiled to incorporate a seven year look back.
 - 2) Development of and agreement on marginal costs for criminal justice administration—arrest, court costs, prosecution and defense, incarceration, supervision, etc. Marginal costs analysis completed for DOC and Parole—completed May 2013.
 - 3) Mapping Massachusetts programs with the national best practices identified in the model—determine total participation and costs of this programming. Program inventory for evidence-based programs at DOC was completed October 2013, with additions in June 2014. Initial inventories of Parole and Probation programs will be completed in June 2014.
- On June 25, 2014 the Results First implementation team for Massachusetts with Pew Results First policy and technical analysts will update the Special Commission with preliminary cost-benefit results and recidivism reduction for programs from parole and adult probation.
- On June 26, 2014 the Results First implementation team for Mass. with Pew Results First policy and technical analysts will brief the legislature. Senator Rosenberg and the legislators on the Special Commission have agreed to sponsor the briefing.
- Attending regular meetings of the Massachusetts District Attorneys’ Association, Massachusetts Sheriffs’ Association, Massachusetts Chiefs of Police Association, and the Massachusetts Major Cities Police Chiefs’ Association, and the Governor's Council on Sexual and Domestic Violence.

- Ad-hoc meetings with Committee on Public Counsel Services, American Civil Liberties Union, Massachusetts Bar Association, Boston Bar Association, Neighbor to Neighbor, Boston Worker’s Alliance, Families Against Mandatory Minimum Sentences, Mass. Community Action Network, and Citizens for Safety (Handgun Violence), Black Ministerial Alliance of Greater Boston, the Massachusetts Immigrant and Refugee Advocacy Coalition, Jane Doe, Boston Area Rape Crisis Center, the Commonwealth CORI Coalition, and numerous other community based victim services / reentry providers / social service providers on issues of mutual concern.
- EOPSS has a number of advisory councils that include these and other groups that provide stakeholder input on policy and resource allocation, including:
 - Forensic Sciences Advisory Board
 - Medico Legal Commission
 - Criminal Justice Information Services
 - Juvenile Justice Advisory Committee
 - Municipal Police Training Committee
 - State 911 Commission
 - Regional Homeland Security Councils

Furthermore, EOPSS utilizes outside reviewers from a cross section of criminal justice, victim services, public safety stakeholders, and community-based agencies who read proposals for JAG funding and make recommendations to EOPSS regarding awards.

C. Coordination Efforts

The Executive Office of Public Safety and Security (EOPSS) is engaged in numerous activities that promote multi-agency collaboration and program coordination relative to the JAG Program. These collaborations range from partnerships with other federal, state, and local criminal justice agencies and coordination with state and federal grant programs. The following are a few examples of ongoing collaborations in which EOPSS participates: Special Commission to Study the Criminal Justice System; Pediatric Sexual Assault Nurse Examiner (Pedi-SANE) Advisory Committee; Governor’s Council to Address Sexual and Domestic Violence; Violence Against Women Act Advisory Committee; Governor’s Juvenile Justice Advisory Committee (OJJDP State Advisory Group);.

By fostering collaboration and program coordination, and through a combination of state and federal funding, EOPSS provides a comprehensive portfolio of grant programs for which public and private agencies and municipalities may apply. A primary example of this is the legislatively mandated and funded anti-gang, youth violence grant, Charles E. Shannon Jr. Community Safety Initiative, which has awarded approximately \$44.5 million to local communities since 2009 (\$13 million in state fiscal year 2009, \$4.5 million in 2010, \$7 million in 2011, \$6 million in 2012 and \$7 million in both 2013 and 2014). This grant requires collaborative relationships be developed and strengthened among police, prosecutors, human service agencies, and community service providers.

D. Collecting and Submitting Performance Measurement Data

Through effective monitoring and evaluation, the JAG Program in Massachusetts aims to support both proven and innovative public safety projects to protect its citizens and improve the quality of life in the Commonwealth. Subrecipients are required to report quarterly on programmatic progress and financial expenditures. In addition, the required performance metrics are reported quarterly by subrecipients using the BJA Performance Measurement Tool.

The goal of the JAG Quarterly Progress Report is to understand the progress made by each organization receiving funding under the grant award to maximize the potential of JAG funded projects. The following definitions of Goals, Objectives, Activities, Collaborations, Performance Measures, Implementation Accomplishments and Successes, and Implementation Challenges are designed to help subrecipients as they complete the following information on their JAG project.

Goals, statements of project intentions and desired outcomes.

Objectives, the intermediate effects to be achieved by the program in pursuing the goals. They are the steps that need to be taken to reach a goal. There are usually several objectives for any single goal. Objectives should be specific, measurable, action-oriented, realistic, and time-specific.

Activities, action-oriented operations. They are the steps through which objectives are achieved and programs are carried out. Multiple activities typically are required to accomplish a single objective.

Collaborations, describes all organizations and entities a subgrantee will be in contact with or have formed partnerships with that will assist in meeting goals and objectives.

Performance Measures, explicit *quantitative* measures that indicate to what extent project goals are being met. Each of the goals will require at least one performance measure. Subrecipients will provide dates and numbers whenever possible.

Implementation Accomplishments and Successes, accomplishments and successes that may or may not be contained in the performance measure data spreadsheet.

Implementation Challenges, any problems that may have arisen that hindered the completion of a project activity and delayed overall project schedule.

Quarterly Financial Reports consist of an excel file which includes five components, including the instructions and separate forms to be used for providing financial details, financial reports, tracking year-to-date expenditures, and requesting adjustments (e.g., budget revisions and grant period extensions).

Through effective monitoring and evaluation, Massachusetts aims to support innovative, evidence-based, proven effective, public safety and criminal justice projects that protect its citizens and improve the quality of life in the Commonwealth.