

**Commonwealth of Massachusetts
Executive Office of Public Safety & Security
Office of Grants & Research**



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

**Federal Fiscal Year 2019 Massachusetts Application and
Strategic Plan**

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I. Introduction

The Executive Office of Public Safety and Security (EOPSS) is responsible for the policy development and budgetary oversight of the secretariat agencies, independent programs, and several boards which aid in crime prevention, homeland security preparedness, and ensuring the safety of residents and visitors in the Commonwealth. The agencies that fall under EOPSS are:

- Massachusetts State Police
- Massachusetts Emergency management Agency
- Sex Offender Registry Board
- Department of Fire Services
- Department of Criminal Justice Information Services
- Department of Correction
- Parole Board
- Office of the Chief Medical Examiner
- State 911 Department
- Massachusetts State Police Crime Lab
- Municipal Police Training Committee
- Massachusetts National Guard
- Office of Grants and Research
- Massachusetts Public Safety Broadband Office

The Office of Grants and Research (OGR) is the arm of EOPSS that serves as the State Administering Agency (SAA) for federal criminal justice, homeland security and highway safety funds. Additionally, the OGR manages the Research and Policy Analysis Division (RPAD), which utilizes research and evaluation to promote public safety in the Commonwealth by informing criminal justice and public safety policy. In line with the Bureau of Justice Assistance's (BJA) priorities for evidence-based programming and strategic planning, OGR continually evaluates its current planning process as it relates to the allocation of Justice Assistance Grants (JAG) funding. The goals of the OGR include:

- Improving community safety and local preparedness by providing resources to communities based on need;
- Investing in evidenced based, innovative programs;
- Granting awards based on national and state priorities;
- Fostering collaboration across jurisdictions by delivering grant dollars with a regional approach;
- Making funding decisions based upon research, empirical data, and best practices; and
- Ensuring the grant awarding process is transparent; and in compliance with federal and state guidelines.

This document serves as the Commonwealth of Massachusetts's FFY 2019 Edward Byrne Memorial JAG Strategic Plan and Application (henceforth known as the JAG Application). Over the past several years, OGR has improved its grant making policies and procedures, enhanced communications, provided personalized technical assistance and quicker response time

to sub-recipients, and standardized the reimbursement documentation process and forms required of sub-recipients. Furthermore, it is paramount to OGR to improve upon and implement systems that ensure transparency and accountability in awarding and monitoring all federal and state grant funds. Sub-recipients are required to report quarterly on programmatic progress and financial expenditures. In addition, the required performance metrics data are reported quarterly by sub-recipients using the BJA Performance Measurement Tool.

In addition to our strategic planning efforts to make informed decisions regarding priorities and allocations, particularly for the state set aside portion of JAG funds, OGR will continue to assess its public safety agencies' needs as well as participate in the Special Commission on Criminal Justice, and participate in the Council of State Government state-related endeavors. JAG project identifiers associated with proposed project activities are:

- Crime Prevention,
- Drug Offenders,
- Equipment,
- Gangs,
- Officer Safety,
- Policing,
- Reentry,
- Research,
- Substance Abuse Treatment; and
- Violence Against Women.

In addition to the JAG Program, OGR 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). OGR is the SAA for funding from the United States Department of Justice (DOJ), BJA, the Office of Juvenile Justice and Delinquency Prevention (OJJDP), the Office on Violence Against Women (VAWA), and the Bureau of Justice Statistics (BJS). OGR is also the SAA for federal funds from the National Highway Traffic Safety Administration (NHTSA) and Department of Homeland Security (DHS). These grant programs are centralized under OGR in order to provide a unified and coordinated approach for 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 sub-recipients which support programs that focus on youth violence prevention, smart policing, gangs, substance abuse, reentry, victims of domestic violence and sexual assault, homeland security, highway safety, school safety, technology, and research. It is anticipated that JAG funding will continue to support evidence-based, innovative, and promising programs and practices statewide.

In line with the BJA's priorities for evidence-based programming and strategic planning, OGR continually evaluates its current planning process as it relates to the allocation of JAG funding. OGR understands the importance of strategic planning and the replication of evidence-based programs and is committed to doing so with our FY19 JAG award.

II. Program Narrative/Strategic Plan

A. Description of the Issue/Priorities and Programs

This year's strategic planning process represents an exceptional level of coordination and collaboration among state and local partners, including our 18 member JAG Strategic Planning Committee, consisting of representatives from all segments of the criminal justice system, including judges, prosecutors, law enforcement personnel, corrections personnel, providers of indigent defense services, victim services, juvenile justice delinquency prevention programs, community corrections, and reentry services. For a complete list of Stakeholders please see Appendix D.

The JAG Strategic Planning Committee played a crucial role in the development and completion of the FFY19 Byrne JAG strategic plan/application. Members of the committee utilized their experiences and expertise in their given field to participate in webinars and provide critical feedback that enabled OGR to formulate the most efficient and effective strategic plan that addressed the most pressing needs and filling in gaps where resources are so desperately needed. Committee members provided unique and innovative ideas and views that were incorporated into the strategic plan.

Through our strategic planning process which included the use of data, a stakeholder survey, and collaboration with our JAG Strategic Planning Committee, six state-identified priorities were chosen for our FFY 2019 Byrne JAG application. OGR will address its JAG funding priority areas by implementing JAG funded programs that include evidenced based, proven effective programs and practices, innovative ideas, and creative solutions. OGR 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.

Massachusetts intends to utilize FFY 2019 JAG funds for specific activities to prevent and control crime and to improve the criminal justice system in keeping with the allowable JAG purposes and our identified JAG priorities. OGR will utilize 10% of the funding for grant administration purposes, meet the required variable pass through percentage (VPT) and less than \$10,000 jurisdictions, and the remaining funds will be allocated towards State initiatives which will primarily benefit our state criminal justice related enforcement agencies.

Permissible uses of JAG funds in general are:

- Law enforcement programs
- Prosecution and court programs
- Prevention and education programs
- Corrections and community corrections programs
- Drug treatment and enforcement programs
- Planning, evaluation, and technology improvement programs
- Crime victim and witness programs (other than compensation)
- Mental health programs and related law enforcement and corrections programs

The Commonwealth will maintain focus on the following priorities identified through the strategic planning process:

- Guns,
- Youth violence and gang membership,
- Reducing recidivism,
- Preventing and addressing domestic violence and sexual assault,
- Reducing drug-related crime and substance abuse with an emphasis on opioids; and
- Advancing criminal justice policies and systems through smart policing, technology, equipment, county prosecution programs, and research and evaluation.

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 Governor and Secretary of Public Safety and Security and informed by the statewide strategic planning process, undertaken in part by the JAG Strategic Planning Committee, Special Commission on Criminal Justice as well as by local law enforcement officials that represent our local units of government.

OGR PRIORITIES

PRIORITY #1: REDUCING GUNS, GANG 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

- Law enforcement programs
- Prevention, intervention and education programs
- Prosecution and court programs

Anticipated Activities

- Continue community-oriented policing initiatives statewide in conjunction with innovative, community-based law enforcement programs.
- Promote and support programs that provide wrap-around services to high-risk youth, including faith-based and community-based efforts.
- Promote and support education and training, including curriculum development addressing youth violence prevention.
- 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. This is evident by the substantial decline of youth violence in the past fifteen years. High school students self-reporting gang membership was declining until there was a slight uptick in 2013 and 2015. Massachusetts General Law c.265 s.44 references a gang as an "organization of three or more persons which has a common name, identifying sign or symbol and whose members individually or collectively engage in criminal activity."¹ To sustain the positive trends, it is necessary to continue to fund and support the policy and program initiatives that have contributed to these outcomes.

Statement of the Problem

Crime is an act that is harmful not only to individuals, but also to communities and society as a whole. Crime, committed by youth and adults, exists at all levels of society with wide-ranging degrees of seriousness. It may range from drug-related offenses, property crime, aggravated assault or homicide. Crime prevention and reduction require resources for intervention, enforcement and effective programming. The charts that follow reveal the trends that have emerged with each of the topics regarding firearms, gangs and youth violence.

¹ Nadeau, G. Massachusetts State Police Gang Unit, *Street Gangs: Intelligence & Awareness Training*, 2013.
https://www.neushi.org/student/programs/attachments/shi_gang.pdf

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 2017, a combined total of 3,182 homicides, robberies, and aggravated assaults in Massachusetts involved the use of firearms. This figure represents a 6% decline from the prior year and an 18% decrease from the peak of 3,873 offenses in 2013 (Figure 1).

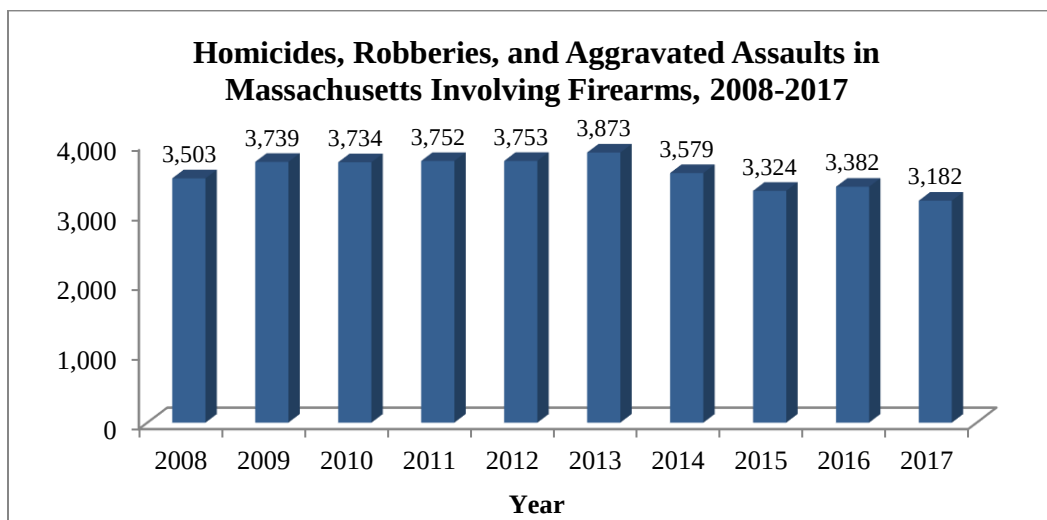


Figure 1. Source: FBI UCR, Table #20 (Murder, by State, Types of Weapons), Table #21 (Robbery, by State, Types of Weapons), and Table #22 (Aggravated Assault, by State, Types of Weapons).

YOUTH VIOLENCE AND GANG VIOLENCE

Juvenile Part I Arrest Rates

The eight offenses that comprise Part I Crimes or Index Crimes –homicide, rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft, and arson – are the most serious offenses against persons and property tracked by the FBI. Massachusetts almost consistently have Part I juvenile arrest rates² that are half that of the national rate,³ while more recently, rates across the nation and within the Commonwealth are steadily declining since 2009. The ten-year trend analysis reveals the national rate of juvenile arrests for Part I crimes fell 62%, while the rate within Massachusetts during the same timeframe dropped 64% (Figure 2).

² 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 a given locale (Massachusetts and the United States, respectively).

³ FBI figures include only those agencies that voluntarily report their crime data on an annual basis.

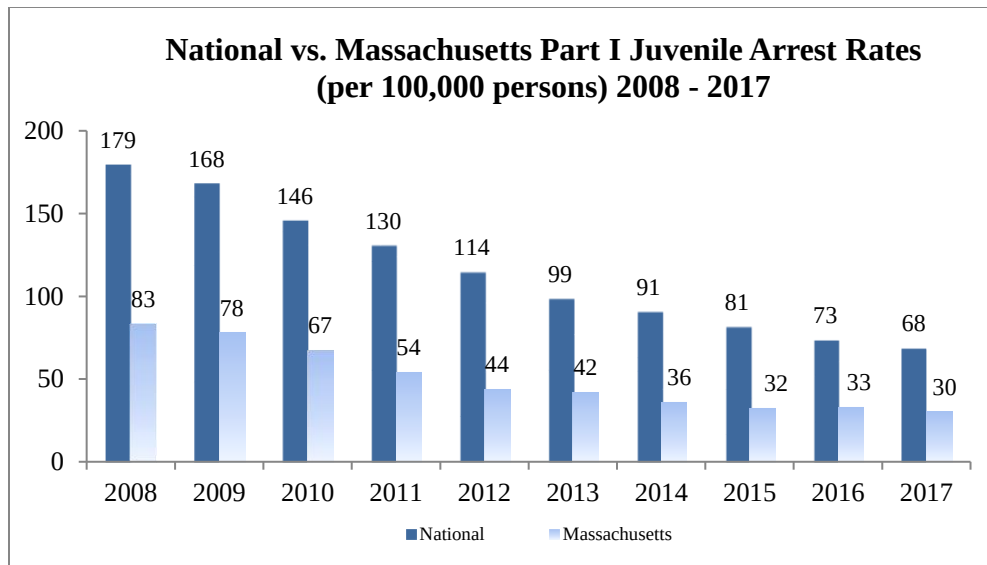


Figure 2. Source: FBI, UCR, 2007-2015, 2017, Table 41 and 2016, Table 20 (National data) and 2007-2015, 2017, Table 69 and 2016, Table 22 (MA data).

Figure 3, further breaks down a comparison of juvenile violent crime arrest rates nationally and in Massachusetts. Excluding aggravated assault, Massachusetts arrest rates for homicide, rape and robbery have steadily been lower than the national rates. However, the juvenile arrest rates for aggravated assault in Massachusetts consistently exceed the national rate during the ten-year trend analysis (2008-2017).

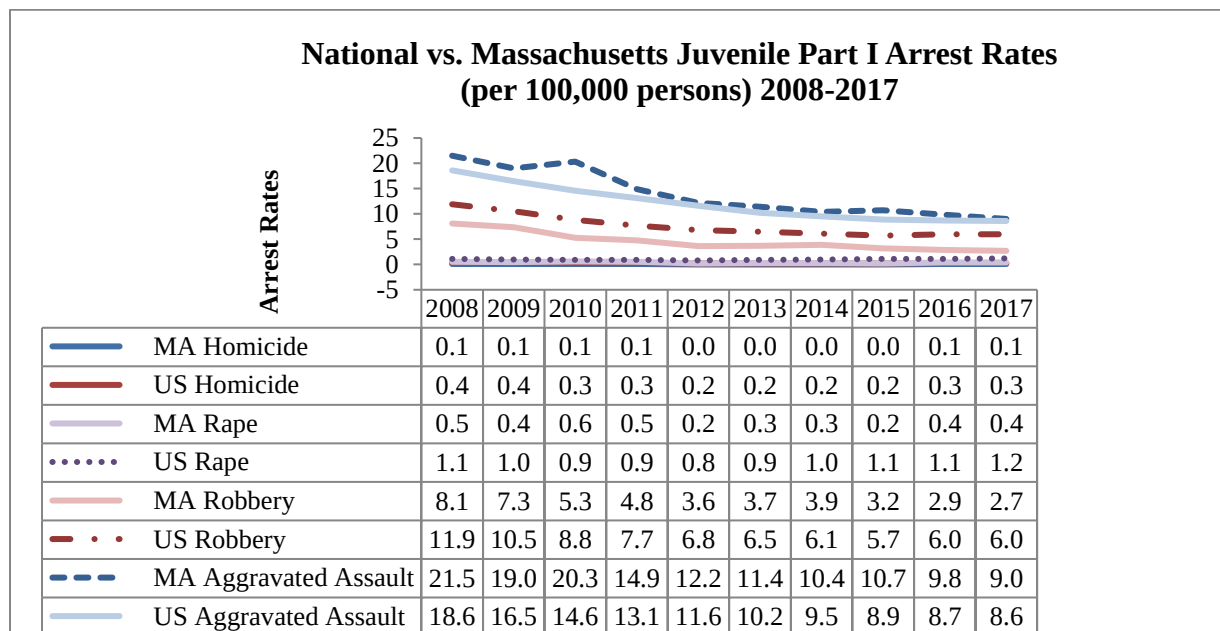


Figure 3. Source: FBI, UCR, 2007-2015, Table 41 and 2016, 2017, Table 20 (National data) and 2007-2015, 2017, Table 69 and 2016, Table 22 (MA data).

Ideally, school should be an environment that fosters teaching and learning, and not exposure to crime and violence. Crime and violence at school can lead to negative behaviors such as alcohol and drug use and suicide. It also can have psychological effects such as fear, isolation and depression that can lead to poor academic performance and contribute to truancy and dropping out of school.

Juvenile Violence-related Experiences and Gang Involvement

The 2017 *Health and Risk Behaviors of Massachusetts Youth*⁴ capture violence and school safety concerns reported by Massachusetts youth. Figure 4 depicts the violence-related experiences and behavior at Massachusetts high schools from 2007 through 2017:

- 15% of high school students report being bullied at school in the past year – a slight decline from 2015;⁵
- 6% of high school students fought on school property in the past year – remaining static from 2015;
- 5% skipped school because they felt unsafe in the past month – remaining static from 2015;
- 3% of students report carrying a gun on school property in the past month – remaining level 2013 and 2015; and
- 5% report being injured or threatened with a weapon at school in the past year – a slight uptick from the 2015 survey.

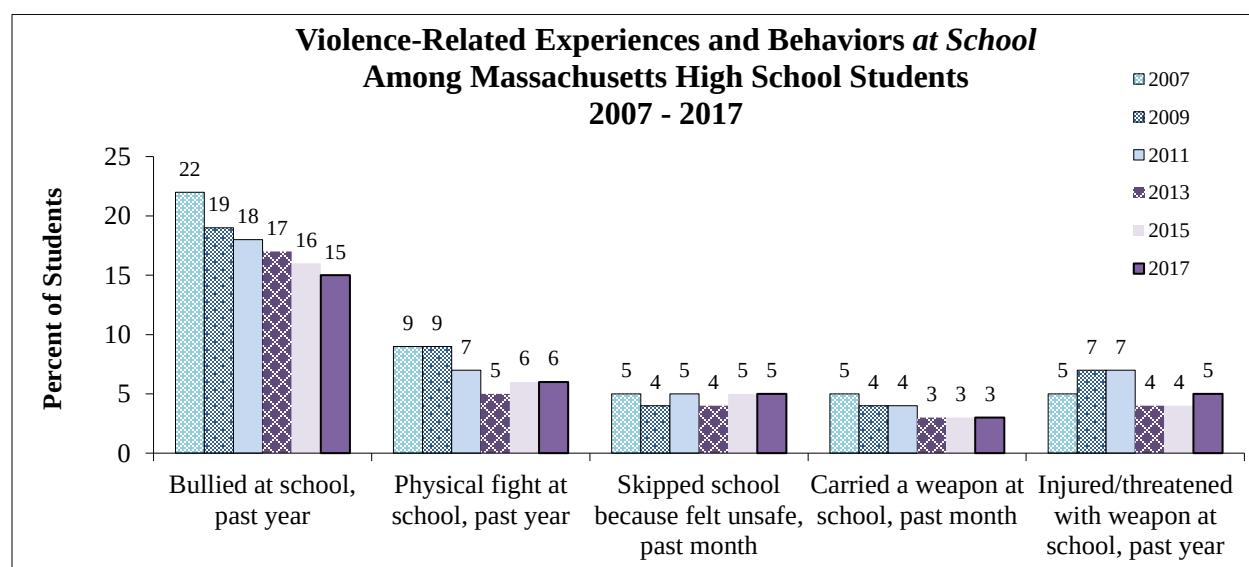


Figure 4. Centers for Disease Control and Prevention (CDC), *Massachusetts Youth Risk Behavior Surveillance System (MYRBSS)*, 2017

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. Generally, student reported physical violence indicators show a decline, leveling off, or a slight uptick between 2007 and 2017. Physical fights declined since 2009, carrying weapons and gang membership increased since 2011, and carrying a gun remained steady. Figure 5 shows the following indicators for 2017:

- 18% of students report having been involved in a fight in the past year – a slight decline from 2015;
- 11% carried a weapon in the past 30 days – a decrease from 2015;
- Gang membership was not captured in the 2017 survey; and

⁴ Centers for Disease Control and Prevention, *Massachusetts Youth Risk Behavior Surveillance System*, 2017. <https://www.cdc.gov/healthyyouth/data/yrbs/overview.htm>

⁵ For students who identify their sexual orientation as Gay, Lesbian, and Bisexual, 34% report being bullied at school in the past year in contrast to 14% who identify as heterosexual.

- 3% carried a gun in the past 30 days – remaining level since 2011.

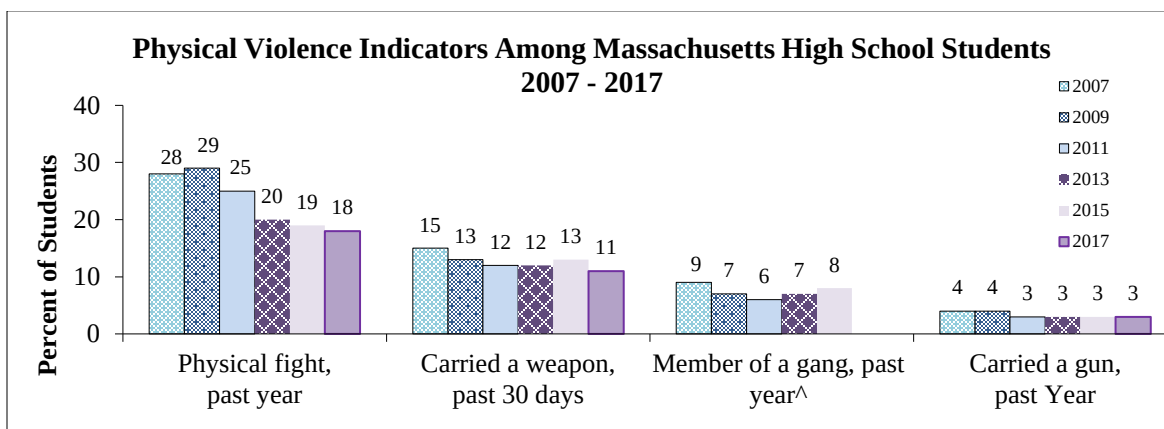


Figure 5. CDC, MYRBSS, 2017

^Question not asked in 2017.

Furthermore, an analysis of physical violence indicators by gender reveals the following statistics:

- 18% of male students and 4% of female students reported carrying a weapon in the past 30 days;
- 4% of males and 1% of females reported carrying a gun in the past 12 months;
- 23% of males and 12% of females reported being in a physical fight; and
- 6% of both male and female students experienced physical dating violence.

According to additional results from high school students who responded to the survey, 14% report being a victim of cyber bullying, 6% experience dating violence and 7% are a victim of sexual assault (Figure 6).

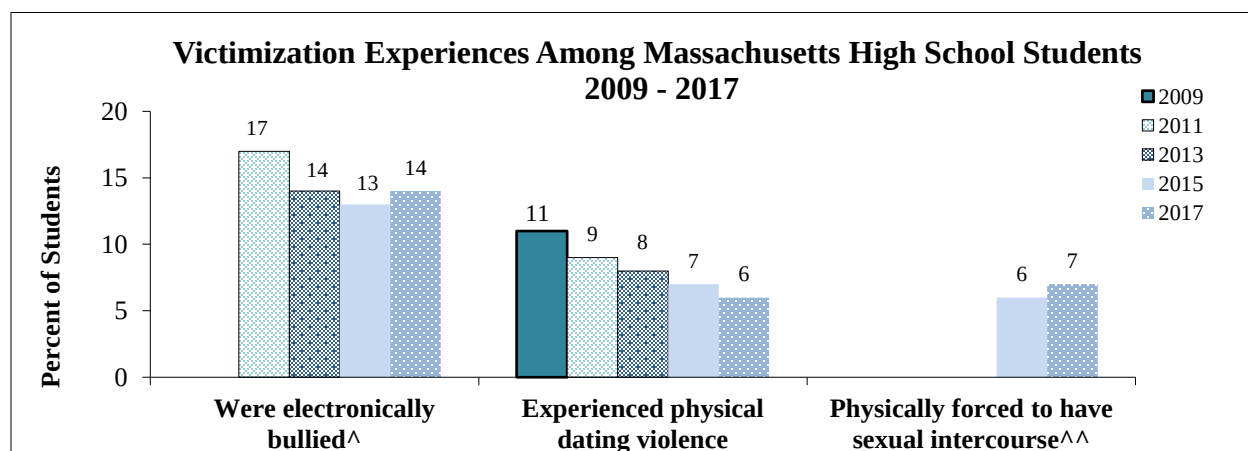


Figure 6. CDC, MYRBSS, 2017 ^Information for 2009 is unavailable.

PRIORITY #2: SUPPORTING EVIDENCE-BASED REENTRY PROGRAMS TO REDUCE RECIDIVISM

Goal

Reduce recidivism and future victimization, as well as increase the chances of 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

- Revitalize neighborhoods by developing and supporting 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 published reports describe the population of individuals released from prison and document the challenges that they face. The challenges to reentry include obtaining employment, 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 has 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.⁶

Statement of the Problem

Returning to the community after a period of confinement in and jail or prison often is a difficult transition for most offenders as well as their families and communities. Many former offenders still struggle with substance abuse, mental health issues, inadequate education and job skills, and restrictive housing options. In 2016, 626,000 men and women – approximately 1,715 individuals

⁶ 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).

a day – are released from state or federal custody.⁷ According to BJS, over 4.5 million offenders were under community supervision by the end of 2016.⁸

RECIDIVISM

Recidivism refers to a person's relapse into criminal behavior, often after the person receives sanctions or undergoes intervention for a previous crime. According to the National Institute of Justice, "recidivism is measured by criminal acts that result in rearrests, reconviction, or return to prison with or without a new sentence during a three-year period following the prisoner's release."⁹ In 2018, a 9-year follow-up on recidivism¹⁰ conducted by BJS illuminates the high reoccurrence of criminal behavior among released prisoners. The updated study found:

- The 401,288 prisoners released in 2005 had an estimated 1,994,000 arrests during the 9-year period, an average of 5 arrests per released prisoner;
- 60% of these arrests occurred during years 4 through 9;
- An estimated 68% of released prisoners were arrested within 3 years, 79% within 6 years, and 83% within 9 years;
- Almost half (47%) of prisoners who did not have an arrest within 3 years of release were arrested during years 4 through 9;
- 44% of released prisoners were arrested during the first year following release, while 24% were arrested during year 9; and
- 5% of prisoners were arrested during the first year after release and not arrested again during the 9-year follow-up period.¹¹

RPAD, located within OGR, together with research partners in other Massachusetts criminal justice agencies, analyzed recidivism data for approximately 43,000 offenders released in 2005 with or without supervision from either county or state correctional facilities, the Department of Youth Services (DYS), or from cases beginning a term of probation or parole supervision. The definition for recidivism for this analysis is any offense committed after release to the community, or after initial placement in the community, that results in a conviction from an adult or juvenile court. Cases with a disposition of "continue without a finding" count as a conviction for this study. Displayed in Table 1, is the Massachusetts statewide recidivism analysis.

⁷ Carson, E. Ann, "Prisoners in 2016," BJS Bulletin, January 2018, NCJ 251149.

<https://www.bjs.gov/content/pub/pdf/p16.pdf>

⁸ Kaeble, Danielle "Probation and Parole in the United States, 2016" BJS Bulletin, April 2018, NCJ 251148.

<https://www.bjs.gov/content/pub/pdf/ppus16.pdf>

⁹ National Institute of Justice. Online. Available:

<https://www.nij.gov/topics/corrections/recidivism/pages/welcome.aspx>

¹⁰ The updated study by BJS analyzed the offending patterns of a sample of 67,966 prisoners who were among the 401,288 state prisoners released in 2005 in 30 states.

¹¹ Mariel Alper, Ph.D., and Matthew R. Durose, "2018 Update on Prisoner Recidivism: A 9-Year Follow-up Period (2005-2014)" Bureau of Justice Statistics, May 2018 NCJ 250975,

<https://www.bjs.gov/content/pub/pdf/18upr9yfup0514.pdf>

TABLE 1. MASSACHUSETTS STATEWIDE SEVEN-YEAR CUMULATIVE RECIDIVISM RATES, 2005

AGENCY	RECIDIVISM RATE
Probation – Adult	57%
Department of Correction ^a	63%
Probation – Juvenile	65%
Parole ^b	66%
House of Correction ^b	71%
Department of Youth Services	77%

^a Discharges and Paroles

^b Parolees released from the Department of Correction and Houses of Correction

PRISONER REENTRY

The Department of Correction (DOC) utilizes the COMPAS Risk/Needs assessment to determine inmates' risk for recidivism and their programming needs. The assessment identifies the following areas: criminal history factors, criminal associates/peers, criminal attitudes, social environment, and needs assessment (e.g. substance abuse, financial problems, vocational/education problems). Properly assessing the risk and needs of offenders and providing the appropriate programming will help reduce recidivism.

Substance abuse treatment in correctional facilities is crucial to breaking the cycle of drug use and criminal involvement. Comprehensive intervention strategies enable inmates to participate in correctional programs designed to reduce recidivism and help prevent relapse upon release to their community. This is crucial as many ex-offenders return to the same community in which they were living prior to incarceration.

In 2018, 2,165 prisoners were released to the community, of which, 1,155 (53%) reported a release address in one of the top ten cities listed in Table 2. Boston had the highest number of criminally sentenced inmates released to the community (458), followed by Springfield (157) and Worcester (117).

TABLE 2. CRIMINALLY SENTENCED JURISDICTION RELEASES TO THE COMMUNITY BY TOP TEN MASSACHUSETTS CITIES, 2018

CITY	NUMBER	PERCENTAGE
Boston	458	21%
Springfield	157	7%
Worcester	117	5%
New Bedford	73	3%
Lowell	67	3%
Fall River	66	3%
Lynn	64	3%
Lawrence	57	3%
Brockton	51	2%
Taunton	45	2%

Source: Massachusetts DOC. "Prison Population Trends 2018," March 2019.

Note: Inmate self-reports release address prior to release to the community.

Between 2009 and 2018, there was a 35% decline in the number of admissions to the DOC. Excluding 2011, the number of releases from the DOC surpassed the number of admissions, reflecting a trend of sporadic decline in the incarcerated population across the Commonwealth (Figure 7, Page 13). In 2010, the number of annual admissions and the number of annual

releases are closely aligned; however, this changed in 2011 with the reduction in parole releases. 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. In 2011, there was an overhaul of the Massachusetts Parole Board, which reduced the number of hearings, votes, and parole releases to the street. Parole hearings with a full Board complement resumed in mid-April 2011. Additionally, in 2013, there was an increase in inmate transfers to local jails prior to their release from prison as part of a step-down initiative for reentry; this accounts for the increase in the number of persons under Massachusetts’ jurisdiction held in local jail facilities. In 2018 compared to the previous year, there was a decline of 6% and 0.8% in DOC admissions and releases, respectively.

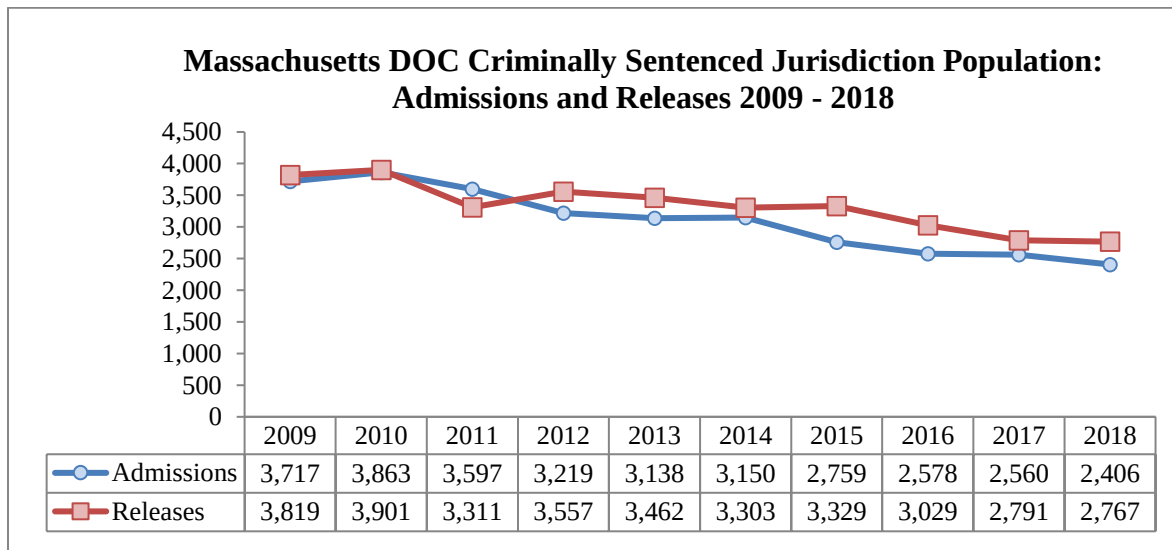


Figure 7. Source: Massachusetts DOC. “Prison Population Trends 2018,” March 2019.

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

The Massachusetts inmate jurisdiction population continued to decline for the sixth year, decreasing 21% after a peak of 11,723 in 2012 to 9,207 inmates in 2018 (Figure 8).¹² Because nearly 95% of everyone sent to prison is eventually released, the incarcerated population has significant implications for prisoners returning to Massachusetts communities and the efforts to reduce recidivism.¹³ In varying degrees, the communities to which former prisoners return have socioeconomic factors such as poverty, disenfranchisement, minimal social supports, and persistently high crime rates that present a variety of challenges which can hinder successful reintegration. Comparing releases to the community¹⁴ in 2011 and 2012, there was a significant difference between the two years. There were two separate events in 2012¹⁵ that contributed to a 19% increase from the previous year in the number of inmates released to the community.

¹² Massachusetts Department of Correction, “Prison Population Trends 2017,” March 2018.

¹³ U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, “Reentry Trends in the United States,” <https://www.bjs.gov/content/reentry/reentry.cfm>

¹⁴ 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, expiration of fine, payment of fine, and court release.

¹⁵ Enacted on August 2, 2012, Chapter 192 of the Acts of 2012 known as the “Crime Bill” immediately changed the 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.

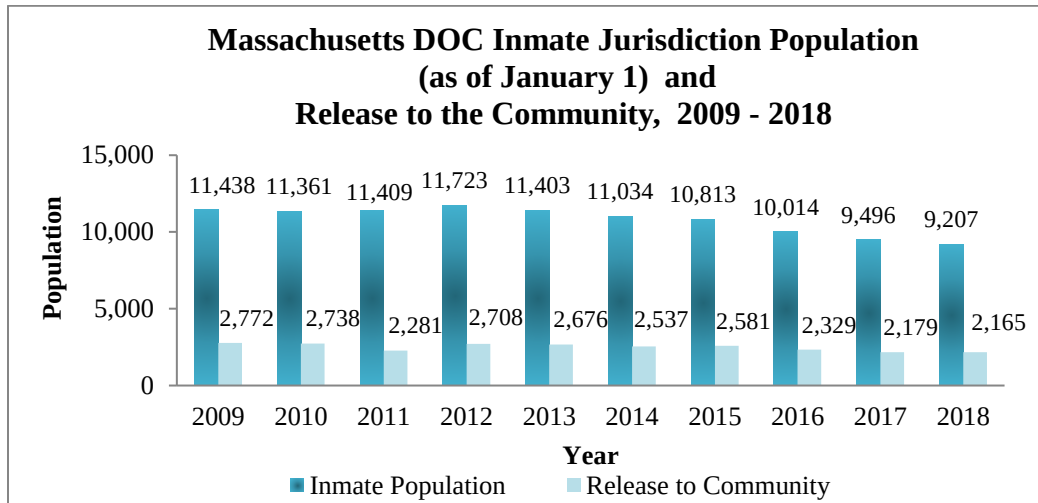


Figure 8. Source: Massachusetts DOC. “Prison Population Trends 2018,” March 2019.

Evident in Table 3, the trend of prisoners released to their communities under supervision account for 6-out-of-10 newly released prisoners. This has remained static for the past four years.

TABLE 3. MASSACHUSETTS DOC POST RELEASE SUPERVISION TYPE, 2015 – 2018								
POST RELEASE SUPERVISION TYPE	2015		2016		2017		2018	
Parole Supervision (only)	455	18%	357	15%	281	13%	368	17%
Probation Supervision (only)	901	35%	859	37%	787	36%	728	34%
Parole and Probation Supervision (only)	279	11%	227	10%	233	11%	225	10%
No Post Release Supervision	946	37%	885	38%	877	40%	2,165	39%
TOTAL	2,581	100%	2,328	100%	2,178	100%		100%
POST RELEASE SUPERVISION	2015		2016		2017		2018	
Supervision	1,635	63%	1,443	62%	1,301	60%	1,321	61%
No Supervision	946	37%	885	38%	877	40%	844	39%
TOTAL	2,581	100%	2,328	100%	2,178	100%	2,165	100%

Source: Massachusetts DOC. “Prison Population Trends 2017,” March 2018.

Table 4 provides the percentage of the Massachusetts population residing in each county in 2017¹⁶ compared to the percentage of criminally sentenced DOC inmates released to each county in 2018.¹⁷ Suffolk, Essex, Bristol, and Hampden counties (in **bold** below) had a disproportionately higher percentage of inmates released to communities in those counties (56%) than the population residing in those counties (38%).

TABLE 4. MASSACHUSETTS DOC 2018 CRIMINALLY SENTENCED RELEASES TO THE COMMUNITY BY COUNTIES COMPARED TO THE ESTIMATED POPULATION OF MASSACHUSETTS COUNTIES IN 2017

COUNTY	NUMBER	% RELEASES TO THE COMMUNITY	PERCENTAGE OF MA POPULATION RESIDING IN COUNTY
Suffolk	494	23%	12%
Essex	262	12%	11%
Middlesex	242	11%	23%
Worcester	230	11%	12%
Bristol	228	11%	8%
Hampden	223	10%	7%
Plymouth	131	6%	8%
Norfolk	111	5%	10%
Barnstable	492	2%	3%
Berkshire	28	1%	2%
Franklin	21	1%	1%
Hampshire	13	1%	2%
Dukes	2	<1%	<1%
Nantucket	0	0%	<1%
SUB-TOTAL	2,034	94%	99%
Outside MA	130	6%	1%
Unknown	1	<1%	0%
TOTAL	2,178	100%	100%

Source: Massachusetts DOC. "Prison Population Trends 2018," March 2019.

¹⁶ The U.S. Census Bureau provided 2017 estimated county population statistics, 2018 was not available.

¹⁷ Information regarding release address is self-reported by inmates prior to their release.

PRIORITY #3: TARGETING DOMESTIC VIOLENCE AND SEXUAL ASSAULT OFFENDERS

Goal

Reduce the incidents of domestic violence and sexual assault as well as increase the number 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

There is no discrimination when it comes to who is subject to domestic violence or sexual assault. In the case of sexual assault, the perpetrator may be a stranger, acquaintance, friend, family member, or intimate partner.¹⁸ Women, children, and men of all ages can be victims of sexual assault and domestic violence. Domestic violence and sexual assault crosses all races and ethnicities, religions, and economic strata.

Statement of the Problem

According to the National Crime Victimization Survey¹⁹

- In 2015, there were 431,840 reports of rape or sexual assault in the United States;
- Females are more likely to be victims of rape or sexual assault (368,921) than males (62,916);
- Most victims of rape or sexual assault are females younger than 24 years of age;
- Most rapes committed against women are committed by an intimate partner (spouse, boyfriend/girlfriend) or someone else they know (friend, family member, acquaintance); and
- Sixty-two percent (62%) of respondents reported being the victim of aggravated assault, 58% the victim of domestic violence, and 32% the victim of rape or sexual assault.

¹⁸ The definition of an intimate partner is a current or former spouses, boyfriends, or girlfriends.

¹⁹ Truman, Jennifer Ph.D., and Rachel E. Morgan, Ph.D., National Crime Victimization Survey, Criminal Victimization, 2015, October 2016, pg. 2. Online accessed: <https://www.bjs.gov/index.cfm?ty=pbdetail&iid=5804>

The Centers for Disease Control (CDC) provides the following rape and sexual assault statistics:²⁰

- Nearly 1 in 3 (36.3%) women and almost 1 in 6 men (17.1%) experienced some form of contact sexual violence²¹ during their lifetime.
- About 1 in 5 women (19.1% or an estimated 23 million women) have experienced completed or attempted rape at some point in their lives.
- Completed or attempted rape was experienced at some point in life by 1.5% of men or an estimated 1,692,000.
- About 1 in 17 men (5.9%) or an estimated 6.8 million men) were forced to penetrate someone else at some point in their lives.
- Nationally, 13.2% of women and 5.8% of men experienced sexual coercion at some time in their life.
- Almost half (47.1%) of lifetime female completed or attempted rape victims had a perpetrator who was a current or former intimate partner.
- Contact sexual violence by an intimate partner was experienced by 1 in 6 women (16.4%) and 1 in 14 men (7.0%) during their lifetime.
- Nearly 1 in 3 (30.1%) female victims of completed rape experienced it first between 11 and 17 years of age and 1 in 9 (11.2%) reported that it occurred when they were age 10 or younger.
- Approximately 1.3% of men (almost 1.5 million men) reported being forced to penetrate someone else prior to the age of 18. In addition, nearly one-in-four (24.3%) male victims forced to penetrate experienced it first when they were 17 or younger.

Although there has been a decline in domestic violence and sexual assault victimizations over the years, the above statistics highlight that these issues remain critical for the law enforcement community and victim service organizations.

INTIMATE PARTNER AND FAMILY VIOLENCE

Data compiled via the National Incident-Based Reporting System (NIBRS) reveals that there were 264,434 victims of intimate partner and family violence in Massachusetts during the ten-year period from 2009 to 2018.²² Over the course of the ten-year period, incidents of domestic violence in Massachusetts peaked at 29,129 in 2010, and from this peak declined by 18% in 2018 (23,886).^{23,24} Despite the reduction displayed in Figure 9, the need remains for accessible victim services and a coordinated criminal justice system to maintain this downward trend.

²⁰ Centers for Disease Control and Prevention, National Center for Injury Prevention and Control, Division of Violence Prevention, *The National Intimate Partner and Sexual Violence Survey (NISVS): 2010-2012* (2017).

Online accessed: <https://www.cdc.gov/violenceprevention/pdf/NISVS-StateReportBook.pdf>
Sexual Violence: Facts at a Glance (2012). <https://www.cdc.gov/violenceprevention/pdf/sv-datasheet-a.pdf>

²¹ Contact sexual violence includes rape, forced to penetrate someone else, sexual coercion, and/or unwanted sexual contact.

²² NIBRS reporting is voluntary and as such, this data does not include all agencies statewide; most notably, data from the cities of Boston and Lawrence are absent. Both cities are working toward NIBRS compliance. NIBRS data covers approximately 87% of the Massachusetts population.

²³ The number of victims of intimate partner and family violence were determined by examining data within the *Crimes against Persons* crime category in CrimeSOLV.

²⁴ In January 2013, the national UCR program created two additional offenses in the Summary Reporting System and NIBRS: 1) Human Trafficking/Commercial Sex Acts; and, 2) Human Trafficking/Involuntary Servitude.

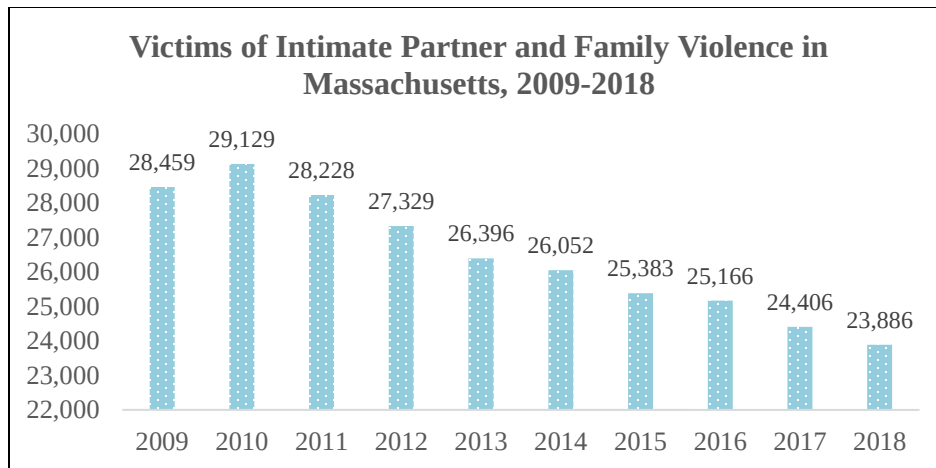


Figure 9. Source: NIBRS Data accessed via CrimeSOLV, Crimes against Person, Number of Victims by Select Characteristics by Victim/Offender Relationship.

REPORTED RAPES

The FBI's definition of rape changed in 2013 to be more inclusive,²⁵ and as a result, the number of forcible rapes in Massachusetts spiked to 2,718.²⁶ The change in definition resulted in the increase. According to the FBI Uniform Crime Reporting (UCR) Data, there were 19,783 incidents of rape in Massachusetts from 2008 to 2017. Incidents of rape fell 5% between 2008 and 2012 (Figure 10). In 2014 and 2015, the number of rape offenses, using the revised definition, declined 20% and 5% from each previous year, respectively. However, there was a 3% increase in the number of reported rapes in 2016 and 2017 from each previous year. The rate of reported rapes in 2017 is 31.2 per 100,000.

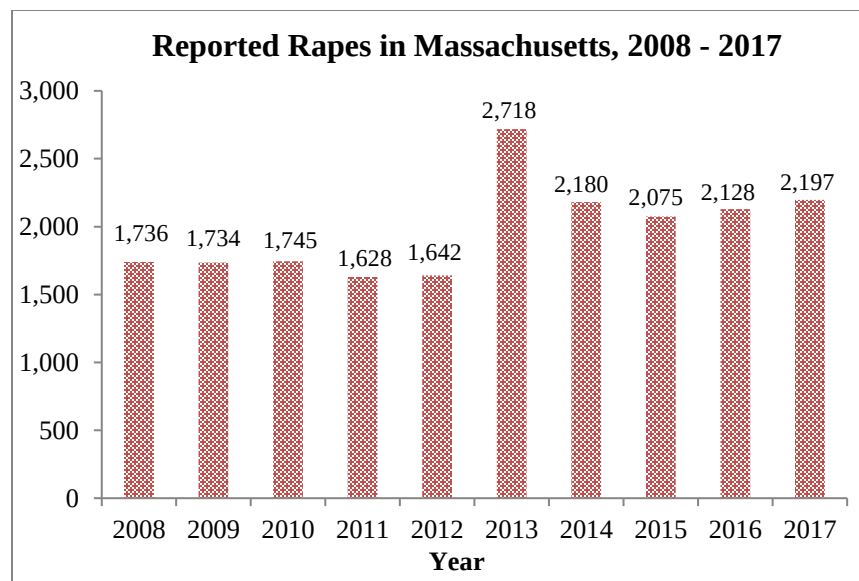


Figure 10. Source: FBI, UCR, 2007-2015, 2017, Table #5 and 2016, Table #3 (Crime in the United States by State, 2017).

²⁵ Effective January 1, 2013, the FBI implemented a new definition of Rape that is used in the collection of national crime statistics. The term "forcible" was removed from the offense name. https://ucr.fbi.gov/crime-in-the-u.s/2015/crime-in-the-u.s.-2015/offenses-known-to-law-enforcement/rape/rapemain_final.pdf

²⁶ Beginning in 2013, the rape figures were estimated using the revised UCR definitions of rape.

SEXUAL ASSAULT REPORTING AND STATISTICS

Sexual assault is a serious problem that affects the lives of women, men, and children everywhere. Generally, researchers are limited to statistics that estimate the prevalence or incidence of sexual assault. Separate from incidents reported to law enforcement or indicated through the National Crime Victimization Survey, few details are known about the specific nature and context of sexual assault. The Provider Sexual Crime Report (PSCR)²⁷ is both unique and significant because it allows for a more detailed analysis of both the nature and context of sexual assault in Massachusetts. Medical professionals conduct exams; however, victims are not required to report the crime to the police. Therefore, the PSCR captures cases that often go unreported to police.

In 2018, adults accounted for 89% of the total 1,439 sexual assault exams conducted. Between 2010 and 2018, 10,048 adult and 1,752 pediatric sexual assault exams were completed (Table 5).

TABLE 5. NUMBER OF SEXUAL ASSAULT EXAMS FOR ADULT AND PEDIATRIC SURVIVORS, 2010-2018						
YEAR	ADULT	%	PEDIATRIC	%	TOTAL	TOTAL %
2010	986	79.3%	258	20.7%	1,244	
2011	964	79.1%	255	20.9%	1,219	100%
2012	977	85.9%	161	14.1%	1,138	100%
2013	1,102	84.4%	203	15.6%	1,305	100%
2014	1,062	81.9%	235	18.1%	1,297	100%
2015	1,121	89.3%	134	10.7%	1,255	100%
2016	1,227	88.8%	155	11.2%	1,382	100%
2017	1,328	87.3%	193	12.7%	1,521	100%
2018	1,281	89.0%	158	11.0%	1,439	100%
Total	10,048	85.2%	1,752	14.8%	11,800	100%

Source: RPAD, EOPSS, PSCR database. Used a data extract from January 9, 2019.

The statistics provided in Table 6 show that victims of sexual assault cross all age groups. Over the nine year trend analysis, victims who were ages 0-12, and obtained a sexual assault exam, represented anywhere from 11.6% to 20.7% of the total cases. The majority of people who were administered a sexual assault exam were younger than 25 years old.

²⁷ Massachusetts General Laws, Chapter 112, §12A½. Statute adopted in 1991 and amended in 1996. Massachusetts General Law requires the reporting of all cases of rape and sexual assault where the victim sought medical treatment, regardless of whether the case is reported to police. The PSCR Form is part of the Sexual Assault Evidence Collection Kit distributed on an annual basis to hospital emergency departments throughout the state by the Executive Office of Public Safety and Security (EOPSS). After a victim is seen in a medical facility, the care provider is required to complete the PSCR Form, which is then shared with local law enforcement and submitted via facsimile to EOPSS, where all information is recorded and maintained in a master database.

TABLE 6. NUMBER OF SEXUAL ASSAULT EXAMS BY SURVIVOR AGE, 2010-2018

EXAM YEAR	AGES 0-12	%	AGES 13-24	%	AGES 25+	%	MISSING /UNK	%	TOTAL	TOTAL %
2010	260	20.9%	575	46.2%	383	30.8%	26	2.1%	1,244	100%
2011	252	20.7%	566	46.4%	379	31.1%	22	1.8%	1,219	100%
2012	174	15.3%	526	46.2%	420	36.9%	18	1.6%	1,138	100%
2013	211	16.2%	580	44.4%	488	37.4%	26	2.0%	1,305	100%
2014	240	18.5%	578	44.6%	457	35.2%	22	1.7%	1,297	100%
2015	149	11.9%	562	44.8%	513	40.9%	31	2.5%	1,255	100%
2016	160	11.6%	633	45.8%	566	41.0%	23	1.7%	1,382	100%
2017	220	14.5%	687	45.2%	584	38.4%	30	2.0%	1,521	100%
2018	180	12.5%	602	41.8%	636	44.2%	21	1.5%	1,439	100%
Total	1,846	15.6%	5,309	45.0%	4,426	37.5%	219	1.9%	11,800	100%

Source: RPAD, EOPSS, PSCR database. Used a data extract from January 9, 2019.

Note: Survivor age is age at the time of the exam.

According to the PSCR database, in 2018 females represent 90% of victims who sought medical attention because of a sexual assault, followed by 8.2% male and 0.8% transgender (Table 7).

Table 7. Number of Sexual Assaults by Gender, 2010 - 2017

Year	Female	Percent	Male	Percent	Trans-gender	Percent	Total	Percent
2010	1,120	90.0%	112	9.0%	1	0.1%	1,244	100%
2011	1,069	87.7%	101	8.3%	1	0.1%	1,219	100%
2012	1,037	91.1%	69	6.1%	2	0.2%	1,138	100%
2013	1,159	88.8%	101	7.7%	24	1.8%	1,138	100%
2014	1,148	88.5%	115	8.9%	21	1.6%	1,297	100%
2015	1,153	91.9%	69	5.5%	25	2.0%	1,255	100%
2016	1,257	91.0%	87	6.3%	28	2.0%	1,382	100%
2017	1,354	89.0%	123	8.1%	29	1.9%	1,521	100%
2018	1,301	90.4%	118	8.2%	11	0.8%	1,439	100%
Total	10,598	89.8%	895	7.6%	142	1.2%	11,800	98.6%

Source: RPAD, EOPSS, PSCR database. Data obtained March 16, 2018.

Note: Cases where the victim's gender was unknown (2010-2018: N=165 or 1.4%) were excluded.

Unfortunately, rape and sexual assault remain highly underreported crimes. As noted, the PSCR provides an indication as to whether the victim reported the sexual assault to law enforcement prior to the exam. It is possible that some victims reported their assault to law enforcement officials after the exam date. Table 8 shows the number and percent of individuals who reported the crime to law enforcement prior to their exam. Over the nine-year trend analysis, between 59.6% and 72.0% of victims reported their sexual assault to police prior to their exam. The most recent year of data (2018), had the lowest percentage of reporting sexual assaults to the police.

**TABLE 8. NUMBER OF SEXUAL ASSAULT EXAMS CONDUCTED ALONG WITH REPORTING TO POLICE
2010-2018**

YEAR	NOT REPORTED	%	REPORTED	%	MISSING	%	TOTAL	TOTAL %
2010	322	25.9%	896	72.0%	26	2.1%	1,244	100%
2011	329	27.0%	856	70.2%	34	2.8%	1,219	100%
2012	323	28.4%	789	69.3%	26	2.3%	1,138	100%
2013	385	29.5%	891	68.3%	29	2.2%	1,305	100%
2014	356	27.4%	903	69.6%	38	2.9%	1,297	100%
2015	419	33.4%	810	64.5%	26	2.1%	1,255	100%
2016	482	34.9%	873	63.2%	27	2.0%	1,382	100%
2017	538	35.4%	928	61.0%	55	3.6%	1,521	100%
2018	556	38.6%	858	59.6%	25	1.7%	1,439	100%
Total	3,364	31.4%	7,804	66.1%	286	2.4%	11,800	100%

Source: RPAD, EOPSS, PSCR database. Used a data extract from January 9, 2019.

Analyzing the nine-year trend analysis in Table 9, in over half of the sexual assault cases, the victim knew her/his assailant. Reviewing 2018 data, in a small number of sexual assault cases, the survivor identified the assailant as “other” or unknown, 7% and 6%, respectively. Victims are often selected based on the perpetrator’s perception that he/she will be successful at sexually assaulting a particular individual, that the victim will not report or, if they do report, they will not be believed.²⁸

**TABLE 9. NUMBER OF REPORTED SEXUAL ASSAULT ASSAILANTS ^a BY SURVIVOR/ASSAILANT RELATIONSHIP
2010-2018 ADULT EXAMS**

YEAR	NON- STRANGER ^b	%	STRANGER ^c	%	OTHERS ^d	%	UNK. ^e	%	ASSAILANT TOTAL	TOTAL %
2010	605	56.8%	334	31.4%	81	7.6%	45	4.2%	1,065	100%
2011	573	55.9%	306	29.9%	73	7.1%	73	7.1%	1,025	100%
2012	581	56.6%	328	31.4%	79	7.6%	57	5.5%	1,045	100%
2013	668	55.3%	363	30.0%	75	6.2%	102	8.4%	1,208	100%
2014	668	59.1%	345	30.5%	56	5.0%	61	5.4%	1,130	100%
2015	696	59.0%	342	29.0%	74	6.3%	67	5.7%	1,179	100%
2016	718	58.1%	359	29.1%	90	7.3%	68	5.5%	1,235	100%
2017	774	58.4%	384	29.0%	97	7.3%	70	5.3%	1,325	100%
2018	755	60.1%	351	27.9%	93	7.4%	57	4.5%	1,256	100%
Total	6,038	57.7%	3,112	29.7%	718	6.9%	600	5.7%	10,468	100%

Source: RPAD, EOPSS, PSCR database. Data obtained March 21, 2019.

^a Individual sexual assault exams/cases can involve multiple assailants

^b Non-stranger relationships include friends, acquaintances, dates, boyfriend/girlfriend, ex-boyfriend/ex-girlfriend, spouses, relatives, parents, and parents’ live-in partners.

^c Strangers - represents assailants where the survivor responded the assailant was a stranger.

^d Others - represents assailants where the survivor specified the relationship as not falling into one of the above response options.

^e Unknowns - represents assailants where the survivor did not see the assailant or could not remember the assailant.

Note: Survivor/Assailant Relationship is missing for 1,550 (15.4%) of the 10,048 adult exams from 2010 - 2018; missing cases are excluded from this analysis.

²⁸ Valliere, V. N., Psy.D., “*Understanding the Non-Stranger Rapist*,” The National Center for the Prosecution of Violence Against Women, American Prosecutors Research Institute, The Research and Development Division of NDAA Volume 1, Number 11, 2007. http://www.ndaa.org/pdf/the_voice_vol_1_no_11_2007.pdf

The non-stranger category entails a cross-section of relationships – friends, boyfriend/girlfriend, exes, date, spouse, relative or parent. The survivor/offender relationship identified as an ‘acquaintance’ represents the highest percentage of non-stranger assailants (46%) (Table 10).

TABLE 10. NON-STRANGER SURVIVOR/ASSAILANT RELATIONSHIP, ^a 2018

Survivor/Assailant Relationship	Number	Percent
Acquaintance	349	46.2%
Friend	173	22.9%
Ex-boyfriend/ex-girlfriend	54	7.2%
Boyfriend/girlfriend	48	6.4%
Relative	38	5.0%
Date	36	4.8%
Spouse	21	2.8%
Parent	20	2.6%
Parent’s Live-in Partner	9	1.2%
Ex-spouse	7	0.9%
Total	755	100%

Source: RPAD, EOPSS, PSCR database. Data obtained July 13, 2018.

^a Individual sexual assault exams/cases can involve multiple assailants

Note: Survivor/Assailant Relationship is missing for 222 (17.3%) of the 1,281 adult exams for 2018.

The survivor/offender relationship that is identified as an ‘other male relative’ represents the highest percentage of non-stranger assailants (11%), followed by father (7%) (Table 11)

TABLE 11. RELATIONSHIP BETWEEN PEDIATRIC SURVIVOR AND THE ASSAILANT, ^a 2018

Survivor/Assailant Relationship	Number	Percent
Father	11	7.0%
Mother	1	0.6%
Parents	1	0.6%
Stepfather	4	2.5%
Sister/Stepsister	2	1.3%
Brother/Stepbrother	5	3.2%
Other male relative	18	11.4%
Other relative – sex no specified	4	2.5%
Mother’s Boyfriend	5	3.2%
Family Friend	8	5.1%
Neighbor	3	1.9%
Babysitter/Daycare Provider	6	3.8%
Other ^b	6	3.8%
Unknown/Stranger ^c	8	5.1%
Missing/Not Reported	76	48.1%
Total	158	100%

Source: RPAD, EOPSS, PSCR database. Data obtained July 13, 2018.

^a Individual sexual assault exams/cases can involve multiple assailants

^b Other – represents assailants where the relationship does not fall into one of the provided categories.

Unknown/Stranger – represents assailants where the survivor did not see the assailant, could not remember the assailant or did not know the assailant.

^c Survivor/Assailant Relationship was missing or not reported for 76 (48.1%) of the 158 pediatric exams for 2018.

In actuality, nearly 95% of everyone who is committed to prison eventually is released to the community. This population has significant implications when they return to their community with respect to reducing recidivism, maintaining public safety, and monitoring those who may pose a risk due to prior criminal behavior.²⁹ Table 12, page 23 displays the top 10 Massachusetts cities³⁰ with the highest number of registered sex offenders. These cities account for 40% of sex offenders registered throughout the Commonwealth. The city of Boston is the highest with 13% of registered sex offenders residing in the city.

Table 12. Top Ten Massachusetts Cities with the Highest Number of Registered Sex Offenders, 2018

City/Town	Number	Percent of Total
Boston	1,065	13.0%
Springfield	656	5.7%
Worcester	566	5.4%
New Bedford	377	3.3%
Fall River	364	3.2%
Lowell	322	2.9%
Brockton	297	2.7%
Lynn	269	2.5%
Lawrence	215	2.0%
Pittsfield	200	1.8%
Subtotal	4,331	40.0%
Total	10,946	

Source: Massachusetts Sex Offender Registry Board (SORB), data provided April 5, 2019 to the EOPSS, RPAD.

There are 10,946 sex offenders under the jurisdiction of Massachusetts. Table 13 below provides the number of registered sex offenders at level 1 through 3 currently under the jurisdiction of Massachusetts.

Table 13. Number of Massachusetts Sex Offenders by Level, 2018

Classification Levels for Sex Offenders	Number	Percent of Total
Level 1^a	2,589	23.7
Level 2^b	5,763	52.6
Level 3^c	2,594	23.7
Total Level 1 – 3 Offenders	10,946	100

Source: SORB, data provided April 5, 2019 to the EOPSS, RPAD.

VICTIMIZATION AGAINST PERSONS WITH DISABILITIES

The statistics merit the focus on victimization against persons with disabilities as the rate of violent victimization was 2.5 times higher than the rate for persons without disabilities in 2015. The rate of serious violent crime (rape or sexual assault, robbery, and aggravated **assault**) for

²⁹ U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics (March 2018), “*Reentry Trends in the United States*,” <https://www.bjs.gov/content/reentry/reentry.cfm>

³⁰ The top ten communities in Massachusetts with the highest number of sex offenders are cities.

persons with disabilities was more than three times the rate for persons without disabilities. Persons with cognitive disabilities experienced the highest rates of victimization among the six areas classified as a disability limitation: hearing, vision, cognitive, ambulatory, self-care, and independent living. Those with multiple disability types had higher rates than those with a single disability type. Of the victims of violent crime with a disability, one in 5 believed they were targeted because of their disability.³¹

Preliminary findings from a survey of 275 men with physical and cognitive disabilities indicated that about 65% of the men experienced physical abuse while 24% of the men experienced sexual abuse in their lifetimes.³² Also, the Massachusetts Behavioral Risk Factor Surveillance System (2016) reports that among adults, the percentage of women with disabilities who have experienced sexual violence is 26%, versus 14% for women without disabilities. The percentages for men with and without disabilities are 8.9% and 4.7% respectively.³³

Sexual assault and domestic violence are public safety as well as public health issues that require collaboration among all stakeholders. To address this need, the Governor's Council to Address Sexual Assault and Domestic Violence (Council) is charged to advise the Governor on how to help residents of the Commonwealth live a life free of sexual assault and domestic violence by improving prevention for all, enhancing support for individuals and families affected by sexual assault and domestic violence, and insisting on accountability for perpetrators.

The Council created five committees in the following areas of priority: 1) Veterans/Military, 2) Child Trafficking, 3) Prevention Education, 4) Housing Stability and Self Sufficiency, and 5) Response and Assessment. Each committee sets and reports on annual goals and recommendations and informs the Commonwealth on improving prevention, enhancing supports to survivors, and increasing perpetrator accountability. The Council consists of 30 members representing providers, advocates, healthcare, the Attorney General's Office, law enforcement, the courts and higher education.

The Council, chaired by Lt. Governor Karyn Polito, meets bi-monthly, and conducts outreach and supports the committees in carrying out their tasks. Supporting the Council, the Executive Director is responsible for coordinating the activities of the Council, including implementation of various components of Massachusetts General Law Ch. 260, Domestic Violence legislation and reviewing programs aimed at reducing sexual assault and domestic violence in the Commonwealth.

³¹ Harrell, E. "Crime Against Persons with Disabilities, 2009-2015 – Statistical Tables." U.S. Department of Justice, 2017.

³² Powers, L.E., McNeff, E., Curry, M., Saxton, M. & Elliott, D. (2004) Preliminary findings on the abuse experiences of men with disabilities. Portland, OR: Oregon Health & Science University Center on Self-Determination.

³³ See Table 7.3, available at <https://www.mass.gov/files/documents/2017/09/zt/report-2016.pdf>

PRIORITY #4: COMBATting HEROIN, OPIOIDS & OTHER ILLEGAL DRUGS

Goal

Prevent, enforce, and treat substance abuse (including illegal drugs, prescriptions drugs, and alcohol).

Purpose Areas Addressed

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

Anticipated Activities

- Continue proactive enforcement efforts to reduce drug and violent crime-related 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 amongst youth by continuing 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, and 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 negatively impacts public safety and public health at the community level, not to mention the families of those directly impacted by this disease. In the past couple of years, the number of overdoses and deaths attributed to opioid abuse has been unprecedented in Massachusetts. There is an increase in the number of admissions to substance abuse facilities for both opioid and heroin poisonings as well as new commitments to the DOC for a governing drug offense. These trends demonstrate the continuing need for cost-effective substance abuse services.

Statement of the Problem

Statistics demonstrate that there is a direct relationship between the use of drugs and the volume of crime committed by drug users. A June 2017 report issued by the BJS noted 42% of state inmates committed their offense under the influence of drugs. Furthermore, 7% of state inmates reported heroin/opiate use at the time of their offense, and 58% report drug dependence or

abuse.³⁴ The ensuing statistics will demonstrate the need for substance abuse programming for incarcerated individuals, as many have experience with drug and alcohol abuse.

The Drug Enforcement Administration (DEA) released a report in October 2017 entitled *National Drug Threat Assessment 2017*, which provides an in-depth analysis of the specific types of drugs and drug-abuse patterns nationally, and in the New England region. The report identified opioid abuse, and in particular, heroin and controlled prescription medications, as the primary drug concerns for the New England region. Specifically, in Massachusetts, opioid abuse remains a serious public health concern as drug-related overdoses and deaths remain high. However, for the first time in seven years, overdose deaths decreased. In 2017, there was a 6% decrease from 2016.³⁵

Governor Baker continues to champion many initiatives to combat the continuing drug crisis in Massachusetts. Noted in previous federal applications, the Massachusetts Legislature passed Chapter 55 of the Acts of 2015 (Chapter 55) and Governor Baker signed into law in August 2015. “First-in-the-nation, this law permits the linkage and analysis of existing data across state government in order to better guide policy development and programmatic decision-making to successfully tackle the current opioid epidemic.”³⁶ In the years since the release of the first Chapter 55 report in September 2016, approximately 3,500 Massachusetts residents have died of opioid-related overdoses.³⁷

Compared to the rest of the Massachusetts adult population the opioid-related overdose death rate is:³⁸

- 321 times higher for pregnant and postpartum mothers with opioid use disorder (OUD);
- 120 times higher for persons released from Massachusetts prisons and jails;
- Up to 30 times higher for homeless individuals; and
- Six times higher for individuals with serious mental illness (SMI).

The statistics contained in this section highlight the strong association between opioid abuse and violent crime, property crime, and recidivism.

³⁴ Bronson J., Jessica S, Stephanie Z, and Marcus B, “*Drug Use, Dependence, and Abuse Among State and Federal Prisoners and Jail Inmates, 2007-2009*,” BJS Special Report, June 2017, NCJ 250546.

<https://www.bjs.gov/content/pub/pdf/dudaspi0709.pdf>

³⁵ Source: Massachusetts Department of Public Health, Office of Data Management and Outcomes Assessment, *Data Brief: Opioid-related Overdose Deaths among Massachusetts Residents*, Posted: May 2018. Accessed on May 23, 2018. <https://www.mass.gov/files/documents/2018/05/22/Opioid-related%20Overdose%20Deaths%20among%20MA%20Residents%20-%20May%202018.pdf>

³⁶ Massachusetts Department of Public Health, *An Assessment of Opioid-Related Deaths in Massachusetts (2013-2014)*, September 2016.

<http://www.mass.gov/eohhs/gov/departments/dph/stop-addiction/chapter-55-overdose-assessment.html>

³⁷ Massachusetts Department of Public Health, Registry of Vital Records and Statistics, *Data Brief: Opioid-related Overdose Deaths among Massachusetts Residents*, Posted: February 2019. Accessed on March 25, 2019. <https://www.mass.gov/files/documents/2019/02/12/Opioid-related-Overdose-Deaths-among-MA-Residents-February-2019.pdf>

³⁸ Commonwealth of Massachusetts, *Data Brief: An Assessment of Opioid-Related Overdoses in Massachusetts 2011-2015*, August 2017. (Data Brief: Chapter 55 Opioid Overdose Study-August 2017). Accessed May 18, 2018. <https://www.mass.gov/files/documents/2017/08/31/legislative-report-chapter-55-aug-2017.pdf>

NUMBER OF PERSONS ARRESTED FOR DRUG ABUSE VIOLATIONS

Compared to the previous year, the Federal Bureau of Investigation (FBI) reports the number of persons (all ages) arrested for drug abuse violations in Massachusetts in 2017 remained static the past three years. In the ten-year period between 2008 and 2017, overall drug abuse violations fell 51% (Figure 11). A 2008 Initiative Petition that replaced the criminal penalties for possession of one ounce or less of marijuana with a new system of civil penalties, to be enforced by issuing citations, and would exclude information regarding this civil offense from the state's criminal record information system resulted in this decline.³⁹

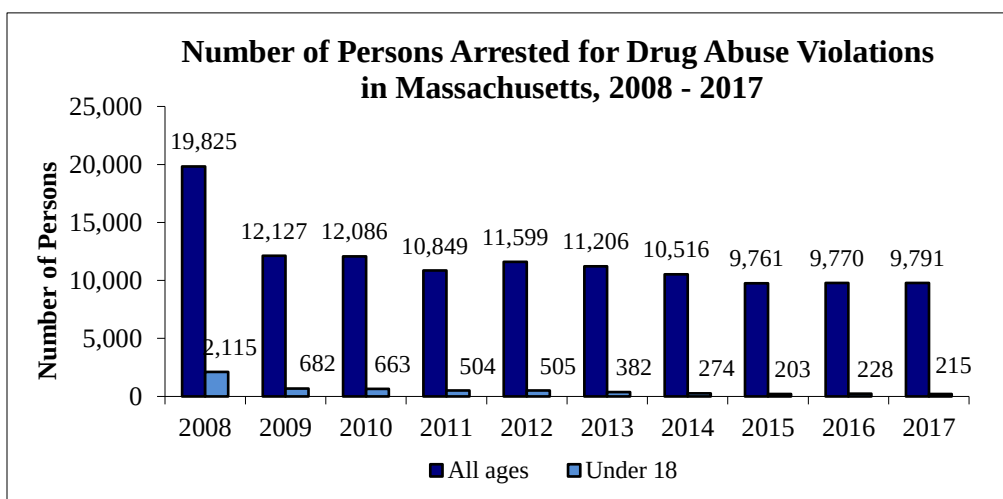


Figure 11. Source: FBI, UCR, 2007-2015, 2017, Table 69; 2016, Table 22.

Likewise, there has been a dramatic shift in the number of young people arrested for drug offenses during this period. Peaking at 2,115 in 2008, the number of juveniles under the age of 18 arrested for drug offenses declined 76% by 2011, remained static in 2012, and declined 59% between 2012 and 2015, had an uptick in 2016 (12%) before declining 6% in 2017. Despite the downward trend, there is still a critical need to support substance abuse programming in county and state correctional facilities. This is especially true given the waiting lists for substance abuse programming at many facilities. Funding must continue not only to support these programs, but also to accommodate those awaiting treatment in the Department of Correction (DOC) and Houses of Correction (HOC).

NUMBER OF NEW COURT COMMITMENTS FOR GOVERNING DRUG OFFENSES

The number of new court commitments to Massachusetts state and county correctional facilities fell from 4,166 in 2009 to 2,833 in 2016, a 32% decline (Figure 12).⁴⁰ In 2017, there was a 15% increase in DOC new court commitments for a governing drug offense from the previous year and a 16% drop in 2018. Overall, the ten-year trend analysis reflects a 41% drop in DOC new court commitments for a governing drug offense.

³⁹ Question 2: Law Proposed by Initiative Petition “*Possession of Marijuana*” Online. Accessed June 16, 2017 https://www.sec.state.ma.us/ele/ele08/ballot_questions_08/quest_2.htm

⁴⁰ New commitments for governing drug offenses to the county HOCs are obtained from the Massachusetts Sentencing Commission, *Survey of Sentencing Practices, SFY 2009 – SFY 2014*; however, data are not available for 2017 and 2018. As a result, it is not possible to extend the total number of new court commitments for a governing drug offense to both state and trend analysis beyond 2016.

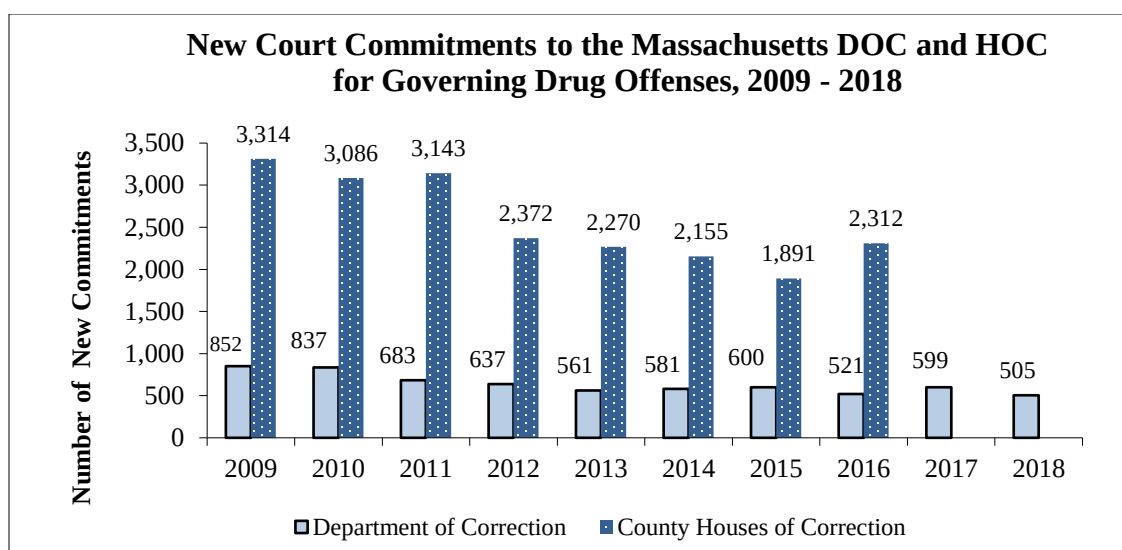


Figure 12. Source: Massachusetts Department of Correction, *Prison Population Trends, 2009 – 2018*, March 2019. Massachusetts Sentencing Commission, *Survey of Sentencing Practices, SFY 2009 – SFY 2016*. Note: the Department of Correction data is calendar year and the Massachusetts Sentencing Commission is state fiscal year.

MASSACHUSETTS DOC PRISON POPULATION JANUARY 1, 2019

A report published by the Massachusetts DOC in March 2019, *Prison Population Trends, 2018*, identified the following characteristics of the inmate population incarcerated for governing drug offenses on January 1, 2019:⁴¹

- 657 males and 15 females were serving a governing mandatory drug sentence;
- 14% of the population serving a governing drug offense received a sentence of three years or more; and
- Drug offenses were the third most prevalent governing offense category for offenders (14%), surpassed by crimes against person offenses (55%) and sex offenses (16%). The remaining governing offense categories property and other comprised 8% and 7%, respectively.

ALCOHOL AND SUBSTANCE ABUSE CIVIL COMMITMENTS

One of the three types of civil commitments⁴² to the DOC is “Alcohol and Substance Abuse Commitments” to the Massachusetts Alcohol and Substance Abuse Center (MASAC).⁴³ MASAC provides detoxification and substance abuse treatment to males for a period up to 90 days. On January 1, 2019, there were 251 civil commitments and 24 criminally sentenced inmates.⁴⁴ MASAC commitments comprised 77% of the civil commitments to the DOC in 2018; a decline

⁴¹ MA DOC define a drug offense as “offenses set forth in Massachusetts General Laws Chapter 94C, including offenses pertaining to the distribution or possession with intent to distribute, trafficking of drugs, and drug violations within proscribed distances from schools and parks”. Massachusetts Department of Correction, *Prison Population Trends, 2017*, March 2018.

⁴² Other two groups of civil commitments are “Mental Health Commitments” and “Sexually Dangerous Person Commitments”.

⁴³ M.G.L. Chapter 123, Section 35 (i.e., Section 35’s). Section 35’s provides a mechanism for a family member, police officer, physician, or court official to petition for a person whose alcohol or drug use puts themselves or others at risk to be involuntarily committed for substance abuse treatment.

⁴⁴ Massachusetts Department of Correction, *Prison Population Trends, 2016*, March 2017.

from 79% in 2016. Table 14 below displays the number of Section 35 commitments beginning in 2010, and shows a 19% drop in 2018 over the previous year.⁴⁵

TABLE 14. CIVIL COMMITMENTS TO MASAC/MASAC AT PLYMOUTH⁴⁶
2010 – 2018

Year	Number	% Change
2010	1,370	
2011	1,381	0.8%
2012	1,679	21.6%
2013	1,503	-10.5%
2014	1,705	13.4%
2015	2,126	24.7%
2016	2,459	16.0%
2017	2,237	-9.0%
2018	1,814	-18.9%

Source: Massachusetts DOC, *Prison Population Trends, 2010-2018*.

SUBSTANCE ABUSE IMPACT ON INMATE RELEASES TO THE COMMUNITY AND RECIDIVISM⁴⁷

The DOC utilizes the COMPAS⁴⁸ Risk/Needs assessment to determine inmates' risk for recidivism and their programming needs. The assessment identifies the following areas: criminal history factors, criminal associates/peers, criminal attitudes, social environment, and needs assessment (e.g., substance abuse, financial, vocational/education). Properly assessing the risk and needs of offenders and providing the appropriate programming will help reduce recidivism.

Substance abuse treatment in correctional facilities is crucial to breaking the cycle of drug use and criminal involvement. Comprehensive intervention strategies enable inmates to participate in correctional programs designed to reduce recidivism and help prevent relapse upon release to their community. This is critical as many ex-offenders return to the same community in which they were living prior to incarceration.

⁴⁵ While the number of criminally sentenced jurisdiction admissions have steadily declined from 2014 (3,152); 2015 (2,759); and 2016 (2,578), the civil commitments to MASAC have increased since 2014.

⁴⁶ Detoxification & substance abuse treatment originally located at Southeastern Correctional Center (SECC). Upon closing of SECC and a mission change in 2002, these services were moved to MASAC on the grounds of the Bridgewater Complex. As of May 1, 2017 MASAC was relocated to the closed MCI-Plymouth facility.

⁴⁷ A recidivist is defined by DOC research as any criminal sentenced inmate released to the community from MA DOC jurisdiction during 2014 who is re-incarcerated for a new sentence or violation of parole or probation to a Massachusetts state or county facility or to a federal facility within three years of his/her release.

⁴⁸ COMPAS [Criminal Offender Management Profiling for Alternative Sanctions] is a statistically based and validated risk assessment tool specifically designed to assess key risk and needs factors in correctional populations and to provide decision support for classification.

According to the DOC, in 2018, Boston had the highest number of criminally sentenced inmates released to the community (458), followed by Springfield (157) (Table 15).

**TABLE 15. CRIMINALLY SENTENCED RELEASES TO THE COMMUNITY
BY TOP TEN MASSACHUSETTS CITIES, 2018**

City/Town	Number	Percentage
Boston	458	21%
Springfield	157	7%
Worcester	117	5%
New Bedford	73	3%
Lowell	67	3%
Fall River	66	3%
Lynn	64	3%
Lawrence	57	3%
Brockton	51	2%
Taunton	45	2%

Source: Massachusetts DOC, *Prison Population Trends, 2018*, March 2019.

Note: Release address is self-reported by the inmate prior to release.

Initial findings in the DPH report, *An Assessment of Opioid-Related Deaths in Massachusetts, (2013-2014)* include:⁴⁹

- Twenty-five percent (25%) of prison inmates received treatment during their incarceration;
- Compared to the general population, individuals recently released from a Massachusetts prison are 56 times as likely to die from an opioid-related overdose;
- The risk of death is highest in the month following release;
- When examining opioid-related overdoses, former inmates had death rates in the first month after release that were up to six times higher than rates at later times;
- Among those released from prison, individuals ages 18 to 24 have almost 10 times the risk of death upon release compared to individuals 45 years and older; and
- During 2013 and 2014, 13,918 inmates were released from state correctional facilities. Of these, 287 died during the same period. Of these deaths, 121 (42%) died from an opioid-related overdose. Comparing with the total population in the state, opioid-related deaths accounted for only 2,192 (2.1%) deaths.

It is imperative that substance abuse treatment services in correctional facilities are provided with fidelity to yield meaningful reductions in drug use and recidivism. Substance abusing offenders who are untreated or receive substandard services have a higher propensity, than offenders treated with program fidelity, to relapse to substance abuse and criminal behavior. This can result in re-arrest and re-incarceration, jeopardizing public safety and public health.

To further support the need for substance abuse treatment and relapse prevention in a correctional setting, Massachusetts DOC three-year recidivism rates for 2014 releases to the community revealed:⁵⁰

⁴⁹ Massachusetts Department of Public Health, *An Assessment of Opioid-Related Deaths in Massachusetts (2013-2014)*, September 2016.

<http://www.mass.gov/eohhs/gov/departments/dph/stop-addiction/chapter-55-overdose-assessment.html>

⁵⁰ Source: Massachusetts Department of Correction, *Prison Population Trends, 2018*, March 2019.

- After serving time for drug offenses 24% of males and 25% of females re-offended; and
- The recidivism rate for those serving a mandatory minimum drug sentence was lower than those serving a non-mandatory drug sentence (23% vs. 25%).

The DPH report also provided recommendations for reducing inmates' post incarceration risk of substance abuse. The recommendations are:

- Prioritize the availability of treatment within correctional facilities, and improve aftercare planning for inmates prior to release.
- Expand treatment and overdose prevention services in correctional facilities; treatment should be standardized, evidence-based, and monitored.
- Further research to identify other specific risk factors associated with the increased risk for those released from incarceration.⁵¹

HEROIN AND OPIOID-RELATED DEATHS IN MASSACHUSETTS

The high heroin and opioid availability continues to affect the Commonwealth of Massachusetts as evidenced by an exponential increase in the number of heroin and opioid deaths in recent years. In 2018, the estimated count of opioid-related deaths was 1,974, confirming 1,617 (Figure 13, page 32). This is a 17% decline from 2017.

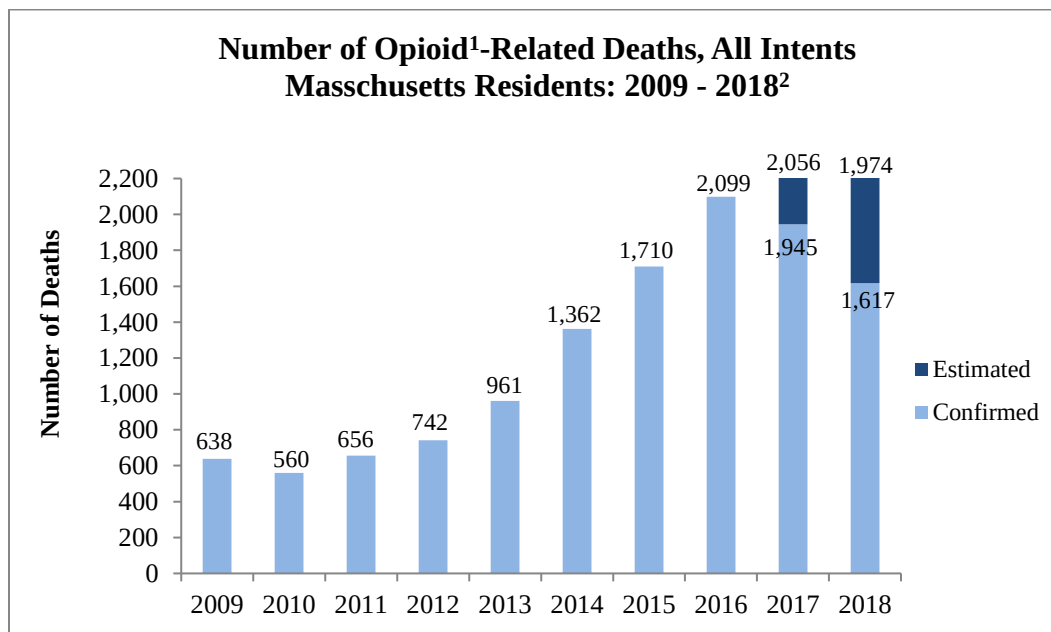


Figure 13. Source: Massachusetts Department of Public Health, Registry of Vital Records and Statistics, *Data Brief: Opioid-related Overdose Deaths among Massachusetts Residents*, Posted: February 2019. Accessed on March 25, 2019. <https://www.mass.gov/files/documents/2019/02/12/Opioid-related-Overdose-Deaths-among-MA-Residents-February-2019.pdf>

¹Opioids include heroin, opioid-based prescription painkillers, and other unspecified opioids.

²The data contains both confirmed and estimated data through December 2018.

⁵¹ Massachusetts Department of Public Health, *An Assessment of Opioid-Related Deaths in Massachusetts (2013-2014)*, September 2016.

<http://www.mass.gov/eohhs/gov/departments/dph/stop-addiction/chapter-55-overdose-assessment.html>

There was a 375% growth from the rate of 6.0 deaths per 100,000 residents in 2000, to 28.5 deaths per 100,000 residents in 2018. In 2018, the estimated rate of unintentional opioid-related overdose deaths is 28.5 deaths per 100,000 residents and represents a 4% drop from the rate of 29.7 deaths per 100,000 residents in 2017 (Figure 14).

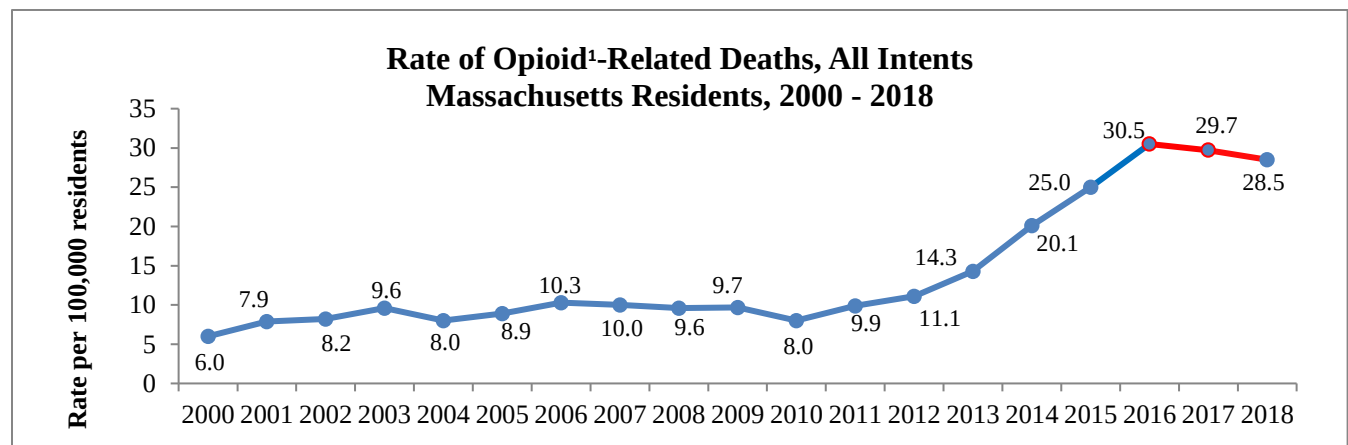


Figure 14. Source: Massachusetts Department of Public Health, Registry of Vital Records and Statistics, *Data Brief: Opioid-Related Overdose Deaths among Massachusetts Residents*, Posted: February 2019. Accessed on March 25, 2019. <https://www.mass.gov/files/documents/2019/02/12/Opioid-related-Overdose-Deaths-among-MA-Residents-February-2019.pdf>

¹Opioids include heroin, opioid-based prescription painkillers, and other unspecified opioids.

Tables 3 through 5 display demographic data from confirmed opioid-related overdose deaths from January 2018 to December 2018.⁵² Almost three-quarters (73%) of persons who died from confirmed opioid-related deaths were male (Table 16).

**TABLE 16. CONFIRMED OPIOID¹-RELATED DEATHS, ALL INTENTS, BY GENDER:
JANUARY 2018 – DECEMBER 2018**

Gender	Number	Percent
Male	1,181	73%
Female	436	27%
Total	1,617	100%

Source: Massachusetts Department of Public Health, Registry of Vital Records and Statistics, *Opioid-Related Overdose Deaths, All Intent, Massachusetts Residents, Demographic Data Highlights*, Posted: February 2019. Accessed on March 25, 2019.

<https://www.mass.gov/files/documents/2019/02/12/Opioid-related-Overdose-Deaths-Demographics-February-2019.pdf>

¹Opioids include heroin, opioid-based prescription painkillers, and other unspecified opioids.

⁵² 2017 death data are preliminary and subject to updates. Case reviews of deaths are evaluated and updated on an ongoing basis. A large number of deaths have yet to be assigned final cause-of-death codes. The information presented in the report only includes confirmed cases. Data updated on 04/20/2018. Beginning with the May 2017 report, DPH started reporting opioid-related deaths for all intents, which includes unintentional/undetermined and suicide.

Displayed in Table 17, over three-quarters (79%) of opioid-related deaths in 2018 occurred in the 25 – 54 age range. This age group accounts for 9% of *all* deaths in the Commonwealth.

TABLE 17. CONFIRMED OPIOID ¹ -RELATED DEATHS, ALL INTENTS COMPARED TO ALL DEATHS BY AGE: JANUARY 2018 – DECEMBER 2018								
Age	0-14	15-24	25-34	35-44	45-54	55-64	65+	Total
All Deaths	388	407	1,285	1,438	2,840	6,437	46,109	58,908
Confirmed Opioid ¹ -Related Overdose Deaths, All Intents	0	85	513	427	343	204	45	1,617

Source: Massachusetts Department of Public Health, Registry of Vital Records and Statistics, *Opioid-Related Overdose Deaths, All Intents, Massachusetts Residents, Demographic Data Highlights*, Posted: February 2019. Accessed on March 25, 2019 <https://www.mass.gov/files/documents/2019/02/12/Opioid-related-Overdose-Deaths-Demographics-February-2019.pdf>

¹Opioids include heroin, opioid-based prescription painkillers, and other unspecified opioids.

White (non-Hispanic) individuals constituted 81% of the confirmed opioid-related deaths in 2018 (Table 18).

TABLE 18. CONFIRMED OPIOID ¹ -RELATED DEATHS, ALL INTENTS COMPARED TO ALL DEATHS BY RACE/ETHNICITY: JANUARY 2018 – DECEMBER 2018						
	White non-Hispanic	Black non-Hispanic	Asian non-Hispanic	Hispanic	Other/Unknown	Total
All Deaths	52,009	2,685	1,216	2,347	651	58,908
Confirmed Opioid ¹ -Related Overdose Deaths, All Intents	1,304	70	19	194	30	1,617

Source: Massachusetts Department of Public Health, Registry of Vital Records and Statistics, *Opioid-Related Overdose Deaths, All Intents, Massachusetts Residents, Demographic Data Highlights*, Posted: February 2019. Accessed on March 25, 2019. <https://www.mass.gov/files/documents/2019/02/12/Opioid-related-Overdose-Deaths-Demographics-February-2019.pdf>

¹Opioids include heroin, opioid-based prescription painkillers, and other unspecified opioids.

Figure 15 below displays the increases in confirmed opioid-related death for race and ethnicity between 2014 and 2017. Excluding blacks, white and Hispanic individuals experienced a decline in 2017; however, the opioid-related death rates remain high.

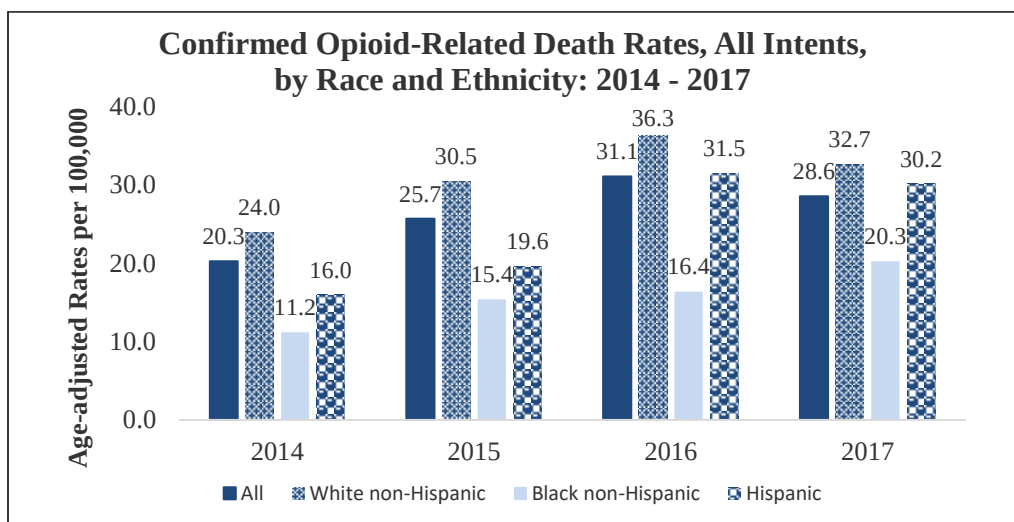


Figure 15. Source: Massachusetts Department of Public Health, Registry of Vital Records and Statistics, *Data Brief: Opioid-Related Overdose Deaths, All Intents, Massachusetts Residents, Demographic Data Highlights*, Posted: February 2019. Accessed on March 25, 2019. <https://www.mass.gov/files/documents/2019/02/12/Opioid-related-Overdose-Deaths-Demographics-February-2019.pdf>

Nationally, heroin overdose deaths more than quadrupled between 2010 and 2015, and are predominantly high in the Northeast and Midwest.⁵³ From 2015 - 2016, Massachusetts in addition to two other states⁵⁴ experienced the highest death rate from synthetic opioids.⁵⁵ Synthetic opioids include fentanyl and carfentanyl.⁵⁶ In comparison to synthetic opioids, heroin is deadlier because of high-purity and mixing with fentanyl and carfentanyl, often without the user's knowledge. As previously noted in this analysis, in Massachusetts, there were 1,617 confirmed and 1,974 estimated opioid-related overdose deaths in 2018. While some cities and towns experienced a decline in opioid-related deaths in 2017 compared to 2016: notably Fall River, Lowell, New Bedford, Springfield, Weymouth, Lawrence, Everett, and Taunton, others saw significant increases. Specifically, the cities of Attleboro (69.6%), Lynn (35.6%), and Salem (31%) had substantial increases in 2017 from the previous year (Table 19, Page 34).

⁵³ Source: Drug Enforcement Administration, *National Drug Threat Assessment Summary*, 2017. October 2017. Online. Accessed May 17, 2018. Available: https://www.dea.gov/docs/DIR-040-17_2017-NDTA.pdf

⁵⁴ The other two states are New Hampshire and West Virginia.

⁵⁵ Seth P, Lawrence S, R Rudd, S Bacon. *Overdose Deaths Involving Opioids, Cocaine, and Psychostimulants — United States, 2015–2016*. Centers for Disease Control and Prevention, MMWR Morbidity and Mortality Weekly Report, March 30, 2018, Vol. 67 no.12: <https://www.cdc.gov/mmwr/volumes/67/wr/pdfs/mm6712a1-H.pdf>

⁵⁶ National Institute on Drug Abuse, *Research on the Use and Misuse of Fentanyl and Other Synthetic Opioids*, June 30, 2017. Online. Accessed June 5, 2018. <https://www.drugabuse.gov/about-nida/legislative-activities/testimony-to-congress/2017/research-use-misuse-fentanyl-other-synthetic-opioids>

**TABLE 19. NUMBER OF OPIOID¹-RELATED OVERDOSE DEATHS, ALL INTENTS BY THE TOP 15
MASSACHUSETTS CITY/TOWN²
CY 2013 – CY 2017**

City/Town	Number of Deaths					% Change FFY 16 - FFY 17	% of 2017 Total (n=2,021)
	FFY2013	FFY2014	FFY2015	FFY2016	FFY2017 ³		
Boston	128	167	223	260	274	3.1%	13.7%
Worcester	61	86	119	109	114	0.9%	5.6%
Brockton	39	46	85	69	71	1.5%	3.5%
Fall River	31	49	43	85	64	-25.0%	3.2%
Lynn	27	42	42	45	63	35.6%	3.1%
Lowell	29	54	66	78	59	-28.6%	2.8%
New Bedford	35	38	64	63	56	-11.3%	2.8%
Springfield	31	31	63	75	56	-25.7%	2.8%
Weymouth	20	25	34	57	52	-14.0	2.5%
Lawrence	13	27	42	60	47	-30.0%	2.2%
Attleboro	19	16	17	23	40	69.6%	2.0%
Salem	10	22	26	29	40	31.0%	2.0%
Quincy	24	39	44	36	37	2.8%	1.9%
Everett	19	35	44	40	34	-17.9%	1.6%
Taunton	18	23	18	44	31	-29.5%	1.6%

Source: Massachusetts Department of Public Health, Registry of Vital Records and Statistics, *Number of Opioid¹-Related Overdose Deaths, All Intents by City/Town, 2013 – 2017*. Posted February 2019. Accessed on March 28, 2019. <https://www.mass.gov/files/documents/2019/02/12/Opioid-related-Overdose-Deaths-by-City-Town-February-2019.pdf>

¹ Opioids include heroin, opioid-based prescription painkillers, and other unspecified opioids.

² Table 14 contains counts of opioid-related overdose deaths for all intents in the city/town of the death occurrence.

³ The data includes all opioid-related overdoses due to difficulties in reporting heroin-associated overdoses separately. Many deaths related to heroin are not specifically coded as such due to the fast metabolism of heroin into morphine. Please note that 2017 death data are preliminary and subject to updates. Case reviews of deaths are evaluated and updated on an ongoing basis. A large number of death certificates have yet to be assigned final cause-of-death codes. The information presented in this city/town table only includes confirmed cases. Data updated on 1/15/2019.

The five following counties account for the highest number of opioid-related overdose deaths in 2017: Middlesex (18.4%), Essex (13.0%), Worcester (12.3%), Suffolk (11.9%), and Bristol (11.6%) (Table 20).

**Table 20. Number of Opioid¹-Related Overdose Deaths, All Intents by County
Massachusetts Residents: 2008 - 2017**

County	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total
Barnstable	22	21	20	19	24	43	53	66	81	67	416
Berkshire	3	8	4	9	18	22	29	33	36	27	189
Bristol	84	70	79	82	95	116	146	168	243	243	1,326
Dukes	1	2	0	0	0	1	5	7	3	2	21
Essex	65	74	51	57	94	119	209	231	273	311	1,484
Franklin	2	2	6	6	8	10	11	18	14	9	86
Hampden	48	46	48	45	59	69	64	96	129	113	717
Hampshire	11	10	12	10	11	30	26	16	36	28	190
Middlesex	112	124	94	130	122	155	273	333	401	357	2,101
Nantucket	0	1	1	0	0	1	1	1	2	1	8
Norfolk	73	65	60	64	71	83	127	161	212	170	1,086
Plymouth	48	53	41	67	57	86	110	168	188	205	1,023
Suffolk	74	95	64	85	91	111	145	195	239	255	1,354
Worcester	78	67	80	82	91	115	162	216	242	264	1,397
Total Deaths	621	638	560	656	741	961	1,361	1,709	2,099	2,052	11,398

Source: Massachusetts Department of Public Health, Registry of Vital Records and Statistics, *Number of Opioid¹-Related Overdose Deaths, All Intents by City/Town, 2013 – 2017*. Posted February 2019. Accessed on March 28, 2019. <https://www.mass.gov/files/documents/2019/02/12/Opioid-related-Overdose-Deaths-by-County-February-2019.pdf>

¹ Opioids include heroin, illicitly manufactured fentanyl, opioid-based prescription painkillers, and other unspecified opioids.

² Data for 2017 deaths are preliminary and subject to updates. Case reviews of deaths are evaluated and updated on an ongoing basis. A large number of death certificates have yet to be assigned final cause-of-death codes. 2017 counts are based on the estimates rather than confirmed cases. Data updated on 1/15/2019

³ This report tracks all opioid-related overdoses due to difficulties in reporting heroin-associated overdoses separately. Many deaths related to heroin are not specifically coded as such due to the fast metabolism of heroin into morphine.

PRIORITY #5: COLLABORATIVE PROSECUTION AND PREVENTION PROGRAMS

Goal

Maintain the quantity and quality of investigations, prosecutions, services for victims of crime, and other District Attorney-based programs.

Purpose Areas Addressed

- Prosecution and court programs
- Prevention and education programs

Anticipated Activities

- Investigate, prosecute, and provide services to victims and witnesses of crime.
- Collaborate with local, state, and federal criminal justice agencies to share information with to ensure the successful prosecution and conviction of criminals.
- Maintain or implement programming to support prosecution and enhance public safety in their local jurisdictions.

Rationale

There are eleven elected District Attorneys and in 2018, they have a combined staff of 1,500 employees, including 785 prosecutors and 260 victim-witness advocates in Massachusetts. In calendar year 2017, criminal and delinquency cases filed totaled 203,819.⁵⁷ Assistant District Attorneys assigned to Superior Court prosecute most felony crimes, such as murder, rape, armed robbery and motor vehicle homicide in the Superior Courts in each county. They also present these cases to the Grand Jury for indictment. The Assistant District Attorneys assigned to the District Court handle the vast majority of cases that come before the District Courts and Juvenile Courts in each county. The arraignment of criminal charges take place in District Court. Felony crimes are presented to the Grand Jury for indictment and tried in the Superior Court.

Many district attorneys have a multitude of prosecution and prevention programs to help vulnerable populations comply with treatment plans, maintain sobriety, and resolve low-level cases with intervention rather than incarceration. District attorneys may assign staff to the Mental Health Court, Drug Court, Homeless Court, and Veterans' Treatment Court, if they are available in their jurisdictions. Many prosecutors who try to balance the factors of punishment, deterrence, and rehabilitation and effectively serve the victim often provide the same consideration to youth in the juvenile justice system as well.

Many district attorneys have pre-trial diversion programs for first-time non-violent juvenile offenders. Juvenile diversion programs offer certain eligible juvenile offenders an alternative to formal prosecution. The program diverts select juveniles into the program prior to arraignment in court, protecting them from having a criminal record. Diversion programs provide the juvenile an opportunity to participate in remedial programs, receive counseling, and/or perform community service in lieu of prosecution. The goal is to address the root causes of juvenile delinquency and to work with the juvenile to make better choices while also minimizing any life-altering negative consequences. The programs seek to treat juveniles not as criminals, but as children in need of aid, encouragement and guidance.

⁵⁷ Data received August 13, 2018, from the Administrative Office of the Trial Court, Boston Municipal Court, District Court, Juvenile Court, and Superior Court, CY 2017, Total Criminal Cases and Total Delinquency Cases.

Statement of the Problem

While prosecution of crime is a District Attorney's primary function, the District Attorneys in Massachusetts also engage in prevention and intervention initiatives designed to enhance collaboration and services between the courts, service providers, victims and assailants. The following statistics clearly support the need for prevention and intervention initiatives by the District Attorneys with regard to youth violence and juvenile crime in Massachusetts.

A youthful offender is a person who is indicted and subjected to an adult and/or juvenile sentence for having committed an offense while between the ages of 14 and 18 which, if he/she were an adult, would be punishable by imprisonment in the state prison [i.e. felonies] and has:

- previously been committed to the Department of Youth Services (DYS); or
- committed an offense which involves the infliction or threat of serious bodily harm in violation of law; or
- committed a violation of [MGL, Chapter 269, §10(a)(c), (d), MGL, Chapter 269, §10E (firearm offenses)] (MGL, Chapter 119, §58).⁵⁸

In SFY 2018, the Juvenile Court heard 138 youthful offender cases involving young people between ages 14 and 18 (Figure 16). During the five years between 2008 and 2013, the number of youthful offender cases stabilized or declined; however, subsequent to the raised age of Juvenile Court jurisdiction, the number of cases rose in SFY 2014. In SFY 2014 and 2015, the number of cases rose 50% and 43%, respectively from the preceding year, and leveled off in 2016. Youthful offender cases declined 31% in 2017 and 9% in 2018. Males accounted for the overwhelming majority of individuals in cases seen before the Juvenile Court (96%),⁵⁹ not unlike the other data previously discussed in this analysis.

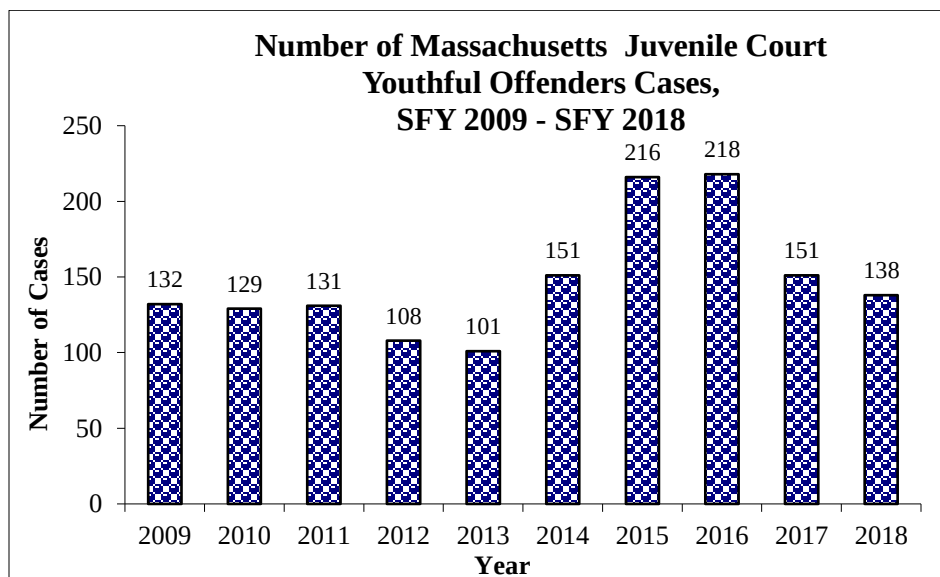


Figure 16. Executive Office of the Trial Court, Department of Research and Planning, *Case Filings and Demographics of Selected Case Types*, January 25, 2019.

Note: SFY 2012 data for Essex County Juvenile Court on the total number of youthful offender cases is unavailable and was therefore excluded from this analysis.

⁵⁸ <https://malegislature.gov/Laws/GeneralLaws/PartI/TitleXVII/Chapter119/Section52>

⁵⁹ Executive Office of the Trial Court, Department of Research and Planning, *Case Filings and Demographics of Selected Case Types*, January 25, 2019.

In Massachusetts and other states across the country, there are racial disparities in the juvenile justice system, referred to as “Disproportionate Minority Contact” (DMC)⁶⁰ or “Racial and Ethnic Disparities” (RED)⁶¹. The race and ethnicity of individuals charged as a youthful offender in SFY 2018, comprise 38% Black/African American youth, 34% Hispanic youth, 25% White youth, and 3% Other.⁶² Figure 17 reflects that minority youth comprise the majority of youthful offender cases in many of the counties. This is especially true for the counties of Suffolk (93%), Hampden (87%), and Worcester (86%).

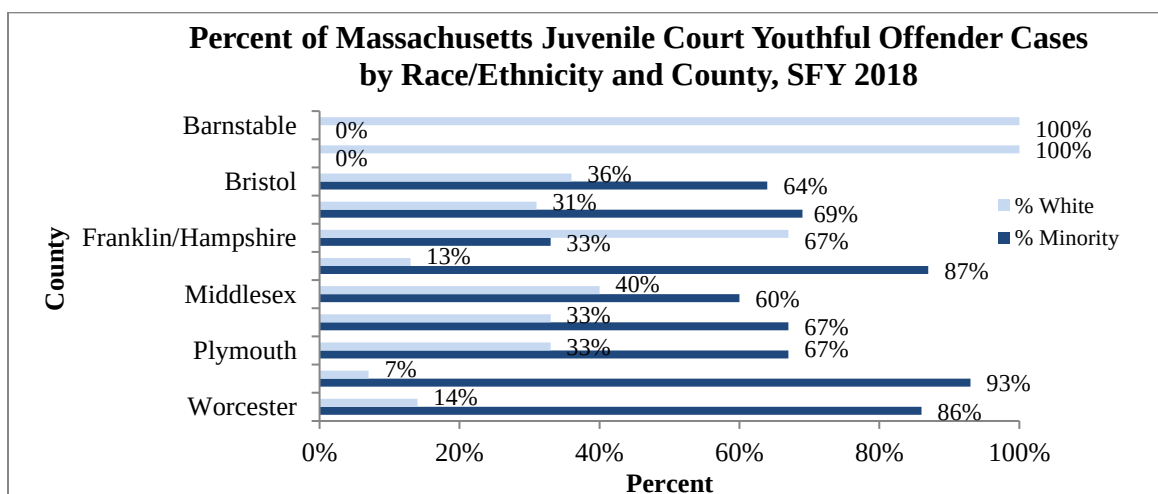


Figure 17. Executive Office of the Trial Court, Department of Research and Planning, *Case Filings and Demographics of Selected Case Types*, January 25, 2019.

Note: Barnstable County includes the Town of Plymouth, and Dukes and Nantucket Counties.

In 2018, there were 12,228 applications for complaint cases before the juvenile court involving young people age 17 and under. The counties of Worcester, Middlesex, Essex, Suffolk, Bristol, and Hampden account for 77% of all applications for complaint cases (Figure 18).

⁶⁰ <https://www.ojjdp.gov/programs/ProgSummary.asp?pi=18>

⁶¹ <http://www.mass.gov/eohhs/gov/commissions-and-initiatives/jdai/racial-and-ethnic-disparities.html>

⁶² The race/ethnicity of individuals charged as Youthful Offenders is known in 131 of the 138 cases (95%).

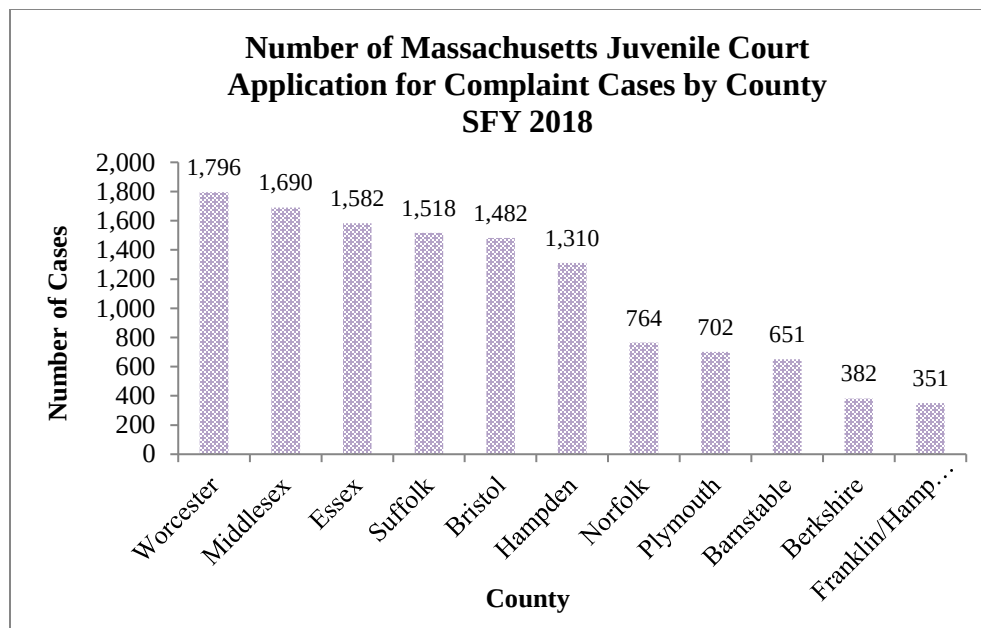


Figure 18. Executive Office of the Trial Court, Department of Research and Planning, *Case Filings and Demographics of Selected Case Types*, January 25, 2019.

Note: Barnstable County includes the Town of Plymouth, and Dukes and Nantucket Counties.

Examining the race/ethnicity of individuals who had applications for complaint cases before the juvenile court White youth account for 47% of the cases, followed by Hispanic youth (27%), Black/African-American youth (23%), and Other (3%).⁶³ Figure 19 reflects that minority youth comprise the majority of application for complaint cases in many of the counties. This is especially true for the counties of Suffolk (84%) and Hampden (68%).

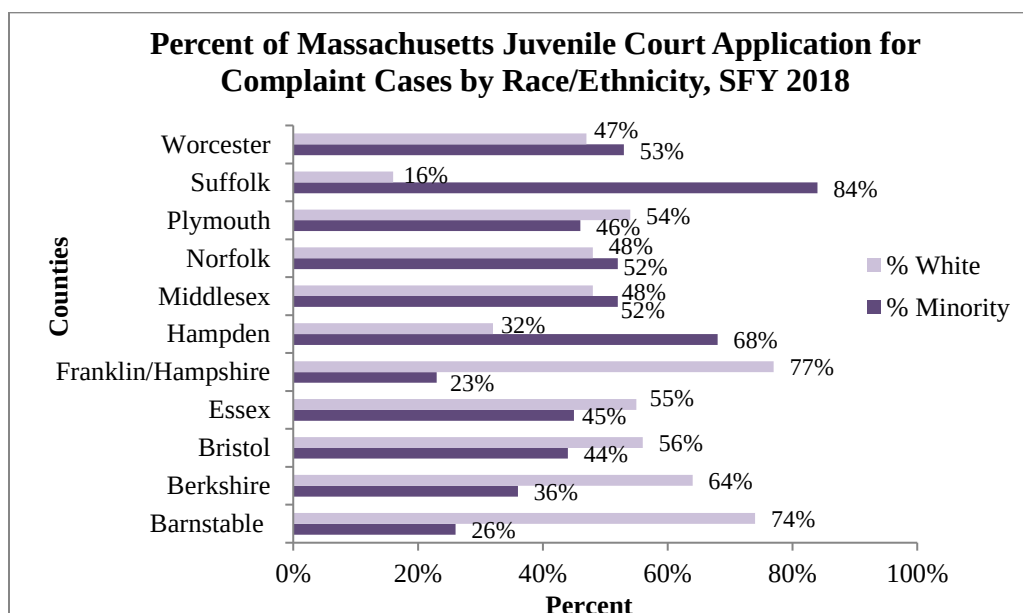


Figure 19. Executive Office of the Trial Court, Department of Research and Planning, *Case Filings and Demographics of Selected Case Types*, January 25, 2019.

Note: Barnstable County includes the Town of Plymouth, and Dukes and Nantucket Counties.

⁶³ The race/ethnicity of individuals with an Application for Criminal Complaint is known in 9,767 of the 13,179 cases (74%).

Ideally, detention is for youth who are unlikely to appear in court if released or whom committed a serious offense and present a danger to others and the community. The Commonwealth is actively working to minimize the use of detention through JDAI.⁶⁴ The four strategic goals are:

1. Reduce detention rates of low-risk youth;
2. Identify opportunities to reduce lengths of stay in detention through case processing reforms;
3. Reduce racial and ethnic disparities; and,
4. Replicate JDAI with fidelity at the local level.

Despite the Commonwealth's efforts to minimize the use of detention through JDAI, many low-level offenders, who are often Hispanic and/or African-American, are placed in detention. Secure detention does more harm than good particularly for those youth who are held for minor or nonviolent offenses. Detention further impedes a youth's healthy development, educational progress, and is likely to result in increased criminal activity and recidivism.⁶⁵

For example detained youth:

- Have a suicide rate 2-4 times that of youth in the community;
- Are 19% less likely to graduate than non-incarcerated youth;
- Are 13.5 times more likely to return to the juvenile justice system in the future; and
- Are 3 times more likely to be committed than a youth who remained in the community pending the outcome of their case.⁶⁶

According to DYS, in 2018 there are 1,079 juveniles sent to pre-trial detention.⁶⁷ Worcester, Suffolk, Essex, and Hampden counties have the largest number of youth held in detention, accounting for 63% of the Department of Youth Services (DYS) detainee population (Figure 20).

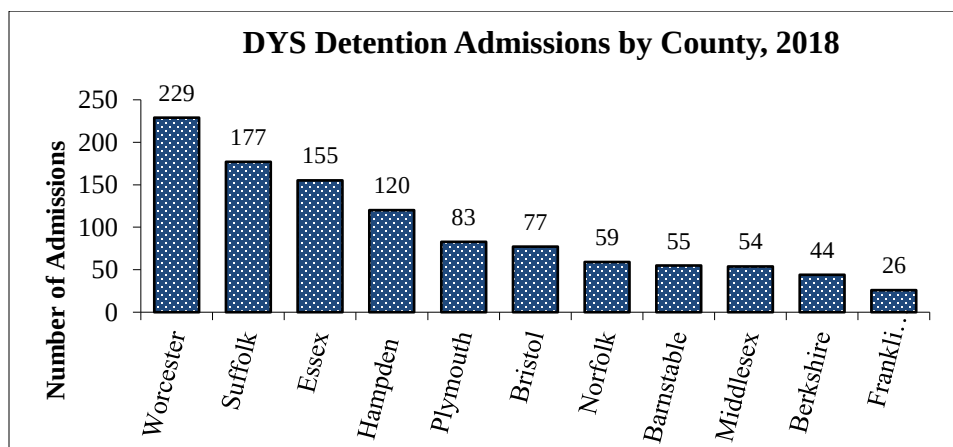


Figure 20. Massachusetts Department of Youth Services, 2019.

⁶⁴ The Juvenile Detention Alternative Initiative (JDAI) in Massachusetts works to ensure that **“the right youth, is in the right place, for the right reasons.”** Accessed on 3/22/17 <http://www.mass.gov/eohhs/gov/commissions-and-initiatives/jdai/jdai-work-plans-and-goals.html>

⁶⁵ The Annie E. Casey Foundation. *Juvenile Detention Alternatives Initiative Progress Report*, 2014. Accessed on 3/31/17 <http://cms.aecf.org/m/resourcedoc/aecf-2014JDAIProgressReport-2014.pdf#page=5>

⁶⁶ JDAI Research and Policy Series, Detention: Research, Utilization and Trends, Accessed on 4/24/2018. <http://www.mass.gov/eohhs/docs/dys/jdai/dangers-of-detention-brief.pdf>

⁶⁷ Not including juveniles previously committed to DYS custody.

Similar to the DYS committed population minority youth are also overrepresented in the 2018 DYS detainee population. Minority youth comprise almost three-quarters (74%) of all DYS detentions, as follows: 41% Hispanic, 27% African American, 1% Asian, and 5% youth of some other race/ethnicity (Figure 21). The percentage of Hispanic and African American youth held in detention remained relatively stagnant from 2017.

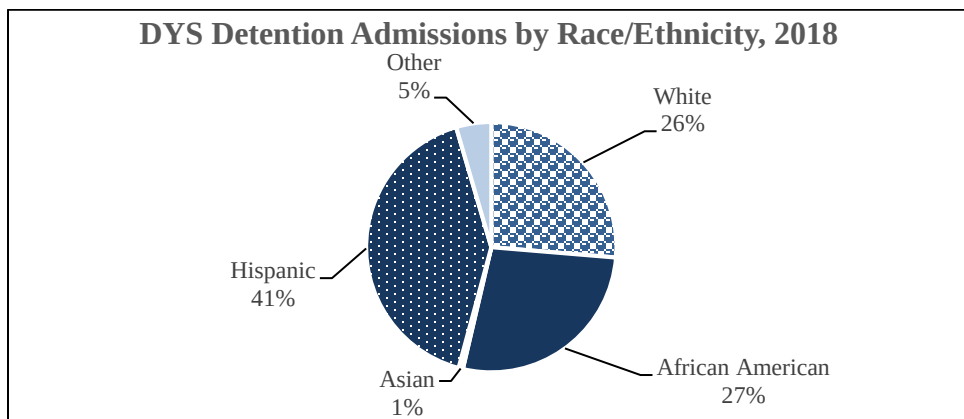


Figure 21. Massachusetts Department of Youth Services, 2019.

In 2018, almost three-quarters (72%) of the new DYS commitments are from Worcester, Hampden, Plymouth, Suffolk, and Essex counties (Figure 22).

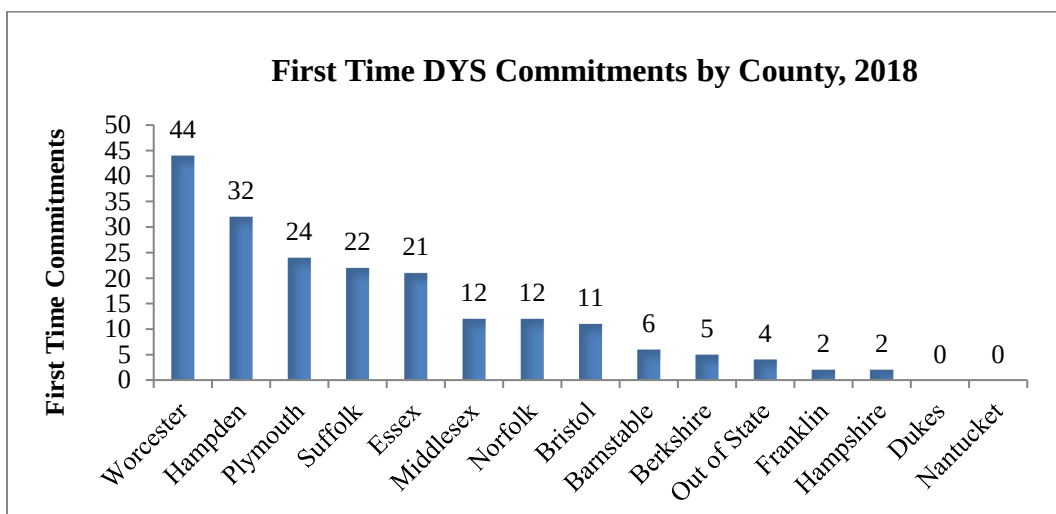


Figure 22. Massachusetts Department of Youth Services, 2019.

In 2018, three-quarters (77%) of new commitments to DYS are minority youth (Figure 23).

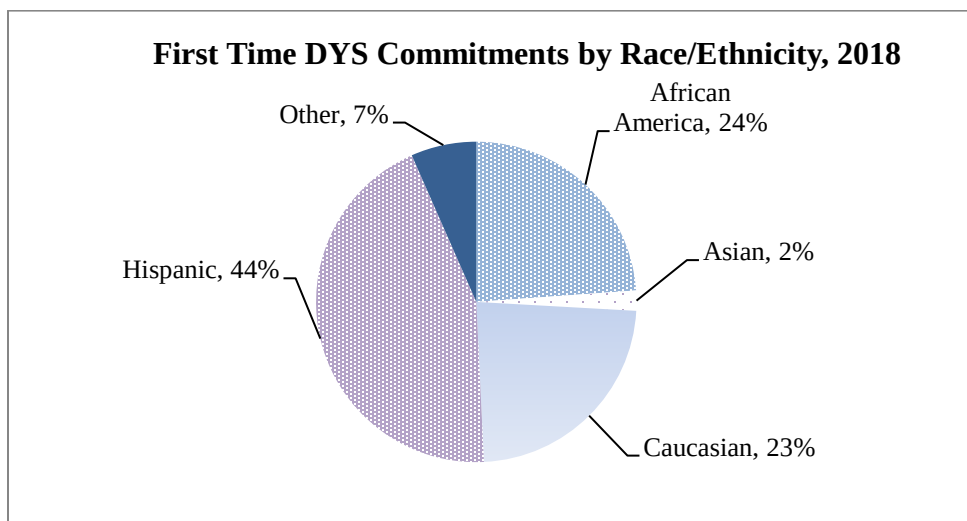


Figure 23. Massachusetts Department of Youth Services, 2019.

Delinquency cases are almost exclusively heard before the Juvenile Court but under the *Court Reorganization Act of 1992*, the Brookline and Gloucester District Courts retained jurisdiction over juvenile cases (MGL, Chapter 218, §57). In SFY 2018, there are 7,862 juvenile delinquency cases filed in Juvenile Court, marking a 70% decrease from the high of juvenile delinquency cases filed in SFY 2009, and a 9% reduction from the prior year (Figure 24).

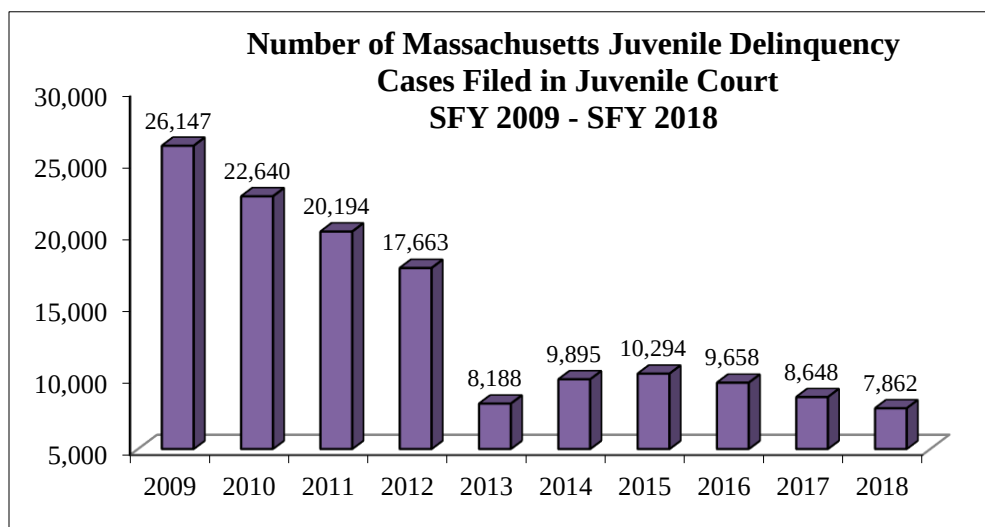


Figure 24. Executive Office of the Trial Court, Department of Research and Planning, *Case Filings and Demographics of Selected Juvenile Case Types*, January 25, 2019.

Note: data on the total number of delinquency cases before the Juvenile Court in SFY 2012 in both Essex County and Norfolk County is unavailable and excluded from this analysis.

In 2018, over half (56%) of Massachusetts Juvenile Court Delinquency Cases are from the counties of Essex, Worcester, and Middlesex (Figure 25).

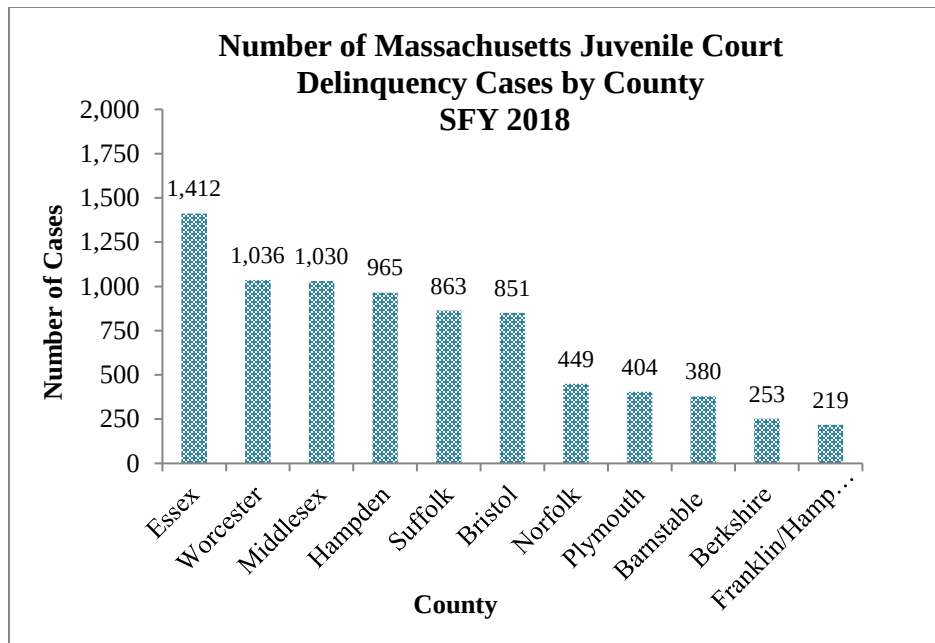


Figure 25. Executive Office of the Trial Court, Department of Research and Planning, *Case Filings and Demographics of Selected Case Types*, January 25, 2019.

Note: Barnstable County includes the Town of Plymouth, and Dukes and Nantucket Counties.

Examining the race/ethnicity of individuals that are charged in delinquency cases in SFY 2018, Suffolk County had the highest percentage of minority youth (91%), followed by Hampden County (71%), and Norfolk County (62%) (Figure 26).

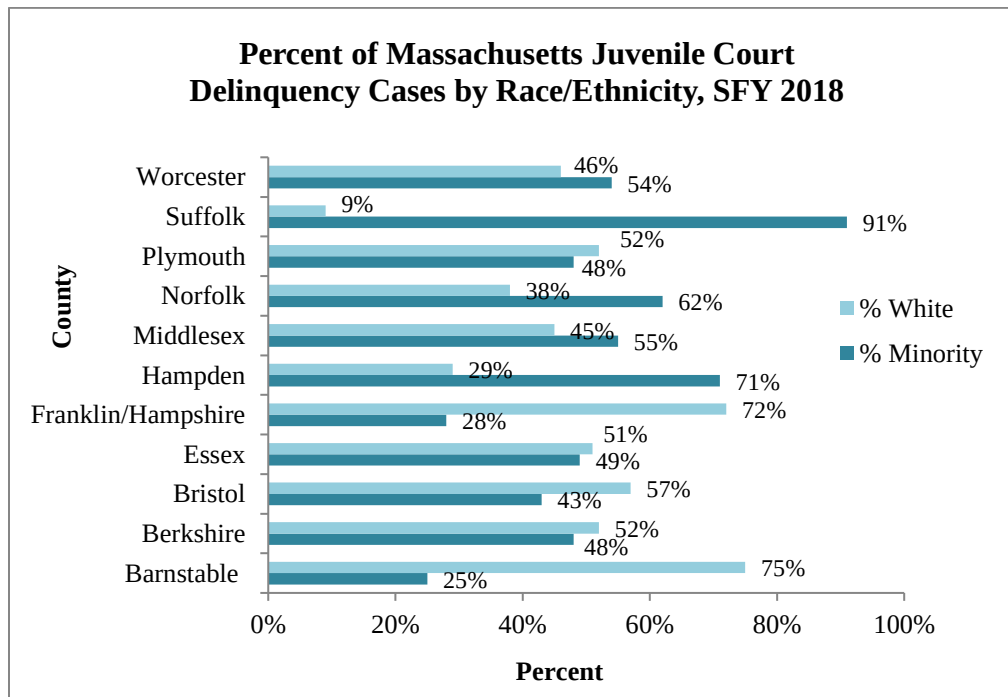


Figure 26. Executive Office of the Trial Court, Department of Research and Planning, *Case Filings and Demographics of Selected Case Types*, January 25, 2019.

Note: Barnstable County includes the Town of Plymouth, and Dukes and Nantucket Counties.

PRIORITY #6: UTILIZING RESEARCH TO ASSESS THE EFFECTIVENESS OF JAG PROGRAMS

Goal

Improve the quality of programs funded by directing grant dollars to support evidence-based, promising and/or best practices proving greatest need.

Purpose Area(s) Addressed

- Planning, research, data collection, and program evaluation

Anticipated Activities

- Support research and evaluation relative to JAG-funded projects.
- Provide benchmarking for public safety agencies, designing and implementing effective performance measurement strategies.
- Support external research partnerships that use cutting-edge analytical methods to describe emergent crime problems and apply rigorous evaluation methods to assess innovative crime policy interventions.
- Award projects targeting current criminal justice issues facing Massachusetts.
- Prioritize funding for community based programs with the greatest public safety needs using risk indicators.

Rationale

The allocation of resources for this priority will help inform decision-making. Research and evaluation will help OGR assess the effectiveness of criminal justice and public safety programs, JAG-funded or otherwise.

Statement of the Problem

Utilizing research and data in strategic planning, applying for funding and recommending funding to subgrantees is essential in the grant administration field. Without it, decisions would not be well informed and there would be no way of knowing if the problem is being addressed in the proper manner.

For this reason, OGR relies on RPAD to provide research and analysis for its myriad of federal and state grant programs, enabling OGR to make evidence-based decisions when it comes to recommending funding decisions to the Secretary and Governor. RPAD plays an essential role in the strategic planning process, as well as:

- Providing research and data expertise on criminal and juvenile justice initiatives for federal grant applications, OGR and Secretariat to advance the use of evidence-based decision-making.
- Supporting OGR's administration of JAG funding, through planning, evaluation and technology improvements in concert with the key purpose areas of sexual assault, technology, youth violence, and substance abuse. Primarily focus on JAG programs and state committees and commissions that influence JAG's work.
- Compiling data and analyze trends on crime and other risk indicators, in comparison with regional and national trends to determine JAG need areas and develop solutions.

Analyses are included in grant applications submitted to the U.S. Dept. of Justice: (1) Three-Year Plan for Title II Formula Grant Program, (2) Edward Byrne Memorial Justice Assistance Grant (JAG) Program, (3) Residential Substance Abuse Treatment (RSAT) Program, and (4) Violence Against Women Act Program (VAWA).

ADDITIONAL ACTIVITIES:

- Participate in grant review teams for state and federal grant funding awarded by OGR.
- Contribute juvenile crime and victimization data for Juvenile Detention Alternative Initiative (JDAI) dashboard and attend JDAI data subcommittee meetings.
- Educate program staff about opportunities to incorporate or strengthen evidence-based approaches (use of promising and evidence-based programs, implementation oversight, performance evaluation, program assessment, etc.), strongly encouraged by the U.S. Department of Justice and Bureau of Justice Statistics (BJS).
- Maintain databases and report on data to inform public safety and sexual assault programs.
- Offer technical assistance and expertise to develop new data collection systems or enhance ongoing collection processes.

Participate in state and national committee and commission meetings that influence JAG's work, and regularly review criminal justice data to respond to requests as needed. For example, RPAD is equipped to respond to a request from a commission or committee about a specific interest or policy challenge. Using evidence and data to support the work of these bodies is critical to informed policy development. It is expected that RPAD will have input and responsibilities for the following entities: the Working Group for the Justice Reinvestment Initiative (coordinated by the Council for State Governments), and the annual Justice Research Statistics Association conference.

STRENGTHEN USE OF NATIONAL INCIDENT BASED REPORTING SYSTEM (NIBRS)

Collaborate with staff at the Criminal Justice Training Council and EOPSS Legal division to respond to protocol and policy questions.

Support police departments and Massachusetts Association of Crime Analysts to utilize NIBRS crime incident-based data and summary (UCR) arrest data for crime summaries and trends.

Work with EOPSS Data Information Manager to develop an internal NIBRS database and public facing website that will enhance the efficiency and capacity to report on crime trends, create customized reports, and monitor data quality and submissions by reporting agencies.

Report data on violent crime to inform research, budgets, planning, and policy, such as the Shannon Community Safety Initiative (CSI) modeled after the OJJDP's Comprehensive Gang Model focused on regional and multi-disciplinary approaches to combat gang violence through coordinated prevention and intervention, law enforcement, prosecution, and reintegration programs.

Write research briefs on violent and property crime trends, analyzing victim and offender demographics, city/town location of incidents, and per capita crime rates.

ANALYSIS

Like other states, the Commonwealth of Massachusetts needs to expand its knowledge base on what works in addressing serious crime and justice problems. Analysis plays a key role in the successful adoption of evidence-based policies within criminal justice agencies in two related ways.

First, analysis aids implementation by tailoring proven tactics and strategies to local contexts and operational environments. Crime problems and organizational capacities can vary in important ways across jurisdictions and the crime prevention potency of proven programs can be undermined if implementers are not responsive to salient differences. In turn, experimentation with evidence-based practices in varying settings contributes to our knowledge on the conditions and circumstances under which these interventions are successful in preventing crime.

Second, analysis can provide important descriptive evidence to guide and focus new approaches when police are faced with emergent crime issues and there is a lack of empirical evidence on effective strategies and tactics. Descriptive research evidence on crime problems provides criminal justice decision makers some much-needed information on innovative, and plausibly effective, ways to address new crime control challenges. Equally important, as new programs are launched to address evolving crime issues, scientific evidence needs to be developed to determine whether the implemented programs generated the desired outcomes.

The newly established Center on Crime and Community Resilience (CCR) at Northeastern University serves as the statewide partner to EOPSS to address persistent public safety problems. Northeastern University faculty and students work closely with government, non-profit, and community-based organizations to launch resilience-related initiatives that improve the safety and well-being of communities in the Commonwealth of Massachusetts. The development of a strong working relationship with EOPSS allows the CCR to leverage its established research excellence and credibility with local policy makers and practitioners to generate innovative policy lessons in partnership with US and international cities, and to help develop a new generation of researchers who are able to respond to crime policy needs.

B. Project Design and Implementation

As part of this statewide planning effort, OGR invited a wide variety of stakeholders to become members of the JAG Strategic Planning Committee to assist in the design and implementation of the Commonwealth's FFY19 JAG Strategic Plan. This Committee includes stakeholders from throughout the criminal justice system, including law enforcement, prosecutors, providers of indigent defense services, judges, corrections personnel, victim services, juvenile justice delinquency prevention programs, community corrections and reentry services.

The overall goal of the JAG strategic planning process was to set the state's priorities, coordinate efforts, and determine funding allocations within JAG. In order to do this, OGR also identified funding administered not only by OGR, but also the Executive Office of Health and Human Services (EOHHS), Office of Attorney General for Massachusetts, and The United States Attorney's Office for the District of Massachusetts. Grants identified, but not limited to:

- Project Safe Neighborhoods (PSN)
- Sexual Assault Kit Initiative (SAKI)
- Victims of Crime Act (VOCA)
- Adam Walsh Act Implementation Program (AWA)
- National Criminal History Improvement Program (NCHIP)
- Safe and Successful Youth Initiative (SSYI)
- Formula Grant Program
- National Highway Traffic Safety Administration (NHTSA) Grant
- NICS Act Record Improvement program (NARIP)
- RSAT
- VAWA

Through research and collaboration involved in our strategic planning process we are able to identify priority areas for our JAG funds that will not duplicate any efforts from the initiatives and agencies listed above. If anything, some of our JAG funded initiatives will complement those initiatives.

Byrne JAG Stakeholder Survey Development/Methodology

OGR's RPAD developed a survey to capture information from traditional and non-traditional partners across the state to inform the strategic planning effort. The survey aimed to provide additional input and assist the SAA with: 1) prioritizing Byrne Justice Assistance Grant purpose areas for funding, 2) prioritizing initiatives within the eight JAG purpose areas, and 3) understanding respondents' experiences with previous JAG funding.⁶⁸

Given that a person's role and geography in the criminal justice system likely influences funding priorities, the survey was designed to capture information from each respondent about their agency's function within the criminal justice system and agency service area. This allows us to

⁶⁸ The Massachusetts stakeholder survey draws heavily from these sources:

National Criminal Justice Association, *2018 Byrne JAG Strategic Planning Stakeholder Survey: A Report to the Kansas Governor's Grant Office*. L. Sampson (personal communication, Feb 11, 2019). The Indiana Criminal Justice Institute Research and Planning Division. *Edward Byrne Memorial Justice Assistance Grant (JAG) Program Indiana Strategic Plan 2017-2010*. Accessed on 2/11/19
https://www.in.gov/cji/files/2016_JAG_Strategic_Plan_Final.pdf

view results across a number of groups and dimensions, thus enhancing our understanding of the survey responses.

OGR launched the survey on February 25, 2019. An introductory email with a link to the survey was distributed to the following agencies/entities in Massachusetts:

- Executive Office of the Trial Court
- Supreme Judicial Court
- Juvenile Detention Alternatives Initiative (JDAI) within the Executive Office of Health and Human Services
- Committee for Public Counsel Services
- Department of Correction
- Department of Youth Services
- District Attorneys Association
- Parole Board
- Probation Services and their Office of Community Corrections
- Sheriffs' Association
- North American Indian Center of Boston
- Chiefs of municipal and state police departments
- Mass. Association of Crime Analysts
- Juvenile Justice Advisory Committee
- Community Resources for Justice, and
- Massachusetts Institute for a New Commonwealth.

OGR grant managers emailed the survey introduction and link to contacts for a variety of grant programs including:

- JAG
- Traffic Enforcement and STEP (Sustained Traffic Enforcement)
- Shannon Community Safety Initiative
- Residential Substance Abuse Treatment program
- Bulletproof Vest Program
- Municipal Public Safety Staffing Grant (MUNI)
- Homeland Security Advisory Councils (HCAS)

OGR strived to reach survey respondents that were not directly solicited through our email distribution and contact lists through snowball sampling, (asking survey recipients to pass along the survey link to others in their field).

The survey closed on March 12, 2019 at 5:00 pm with 210 responses. The survey consisted of five sections (see Appendix B survey instrument). Initial compilation of the data revealed that the number of responses dropped with each new section of the survey.

A breakdown of the number of survey responses by section is shown in Table 21 below.

Table 21. JAG Stakeholder Survey Sections and Questions with Number of Responses

Section Heading	Questions	Number of Responses
Agency Role/Geographic Coverage	1-4	210
Data and Technology	5-8	197
Prioritizing Federal JAG Purpose Areas	9-20	181
Jag Application/Funding History	21 – 24	179
Additional comments – optional	25	26

The analyses focuses on the 181 (86.2%) surveys where the bulk of the survey questions (1-20) are complete. In the ensuing discussion of the survey results, the number of respondents (n) is provided in the title of each depicted table or graph. The survey results are very informative and discussed in Appendix C of this report. The most relevant survey questions, with aggregate data and highlights are presented in the analyses.

A larger part of the overall program design revolves around a major overhaul of the Massachusetts criminal justice system. Massachusetts is undergoing major criminal justice reform involving stakeholders in a myriad of planning and development efforts. Some of the changes outlined in the 177-page bill are:⁶⁹

- Enhance programming available in prisons and jails;
- Enhance community supervision and expand behavioral health resources;
- Encourage district attorneys to create and use diversion programs for special populations including veterans, persons with mental illness, and those with substance abuse issues;
- Increase penalties for trafficking of fentanyl and carfentanil, and repeat drunk driving; and
- Implement a number of juvenile justice provisions.

An inter-branch, interagency oversight board meet to monitor and ensure implementation of the justice reinvestment policies, and the new legislation mandates a number of additional special commissions and advisory boards. These boards and commissions empower the Secretary of Public Safety and Security and other criminal justice leadership positions to implement the necessary changes outlined in the law.

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

Furthermore, EOPSS and OGR have a number of advisory councils that include these and other groups that provide stakeholder input on policy and resource allocation, including the following:

⁶⁹ Massachusetts underwent a systematic review of their criminal justice system, working with the Council of State Governments Justice Center, culminating in the enactment of Chapter 69 of the Acts of 2018, also known as the criminal justice reform bill, April 13, 2018.

- 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

C. Capabilities and Competencies

OGR 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 coordination efforts in which OGR 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;
- Massachusetts Chiefs of Police Association;
- Massachusetts Sheriffs' Association;
- Massachusetts District Attorney Association;
- Juvenile Detention Alternative Initiative;
- Governor's Juvenile Justice Advisory Committee (OJJDP State Advisory Group).

The above collaborations, as well as many more not listed, are part of a much larger strategic plan that results in the funding and implementation of evidence based, proven effective programs throughout the State of Massachusetts. Each program addressing a specific need and filling in gaps for those types of services identified through this immense collaborative effort.

By fostering collaboration and program coordination, and through a combination of state and federal funding, OGR 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 (Shannon Grant), which has awarded approximately \$61 million to local communities and research partners since state fiscal year 2009. In order to combat youth violence, the grant requires collaborative relationships be developed and strengthened among police, prosecutors, human service agencies, and community service providers.

As the SAA for numerous federal and state grant initiatives, OGR personnel are well versed in the strategic planning process and the funding of evidence based programs that have been implemented successfully over many years by JAG, VAWA, and RSAT subgrantees as well as State funded Shannon grantees.

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. Sub-recipients are required to report quarterly on programmatic progress and financial expenditures. In addition, the required performance metrics are reported quarterly by sub-recipients 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 and 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 sub-recipients 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 sub-grantee 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. Sub-recipients 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).

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 sub-recipients 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 FFY19 JAG funds are

being developed now and will be implemented in the fall of 2019 upon receipt of the federal funds.

Conclusion

The Commonwealth through OGR 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, OGR provides a comprehensive portfolio of grant programs. Annually, several million dollars in federal and state funds are disbursed statewide for public safety and criminal justice-related purposes.

Some of our more recent and effective federal and state funded programs are/were:

- Local Law Enforcement Equipment and Technology Grant
- Heroin and Opioid Initiative for State Agencies & Local Units of Government
- Buyer Diversion Grant Program
- Gateway Cities Grant Program
- Shannon CSI
- Municipal Police Staffing Grant
- Bulletproof Vest Program
- Summer Youth Day Program

In order to best serve the constituents of Massachusetts, EOPSS and OGR work in partnership with numerous state and local agencies to address widespread public safety concerns that impact the Commonwealth.

Throughout the entire planning process members of the committee were fully vested in identifying and approving the State's priorities for JAG funding. This involved numerous hours reviewing and interpreting data, analyzing the summary results of the survey (see Appendix C.), researching existing programs and identifying gaps in service, and providing OGR with comments and suggestions when reviewing the draft plan. Stakeholders were engaged from start to finish, providing valuable time, resources and expertise to the formulation and completion of the plan. Thanks to the invaluable contributions by the committee members, Massachusetts has put forward a strategic plan that will provide funding to the identified priority areas that will have the largest impact on the issues each area is facing.

APPENDIX A

Crime Statistics

TOTAL PART I ARREST RATES BY OFFENSE TYPE

The FBI tracks data on Part I offenses, which consist of property crime: burglary, larceny, motor vehicle theft, and arson; and violent crimes: homicide, rape, robbery, and aggravated assault. Table 1 displays the Part 1 total arrest rates by offense at both the statewide and national levels over a ten-year period. Between 2008 and 2017, there is a dramatic reduction in crime rates nationally and with few exceptions, the same trend is apparent for Massachusetts.

Rate (per 100,000 persons)

Table 1.

Part I Arrest Rates	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	% change '08-'17	% change '16-'17
MA Property Crime Arrests	317.4	327.8	326.8	308.6	308.6	307.6	295.9	251.5	232.6	209.6	-34.0	-9.9
US Property Crime Arrests	565.2	571.1	538.5	531.3	528.1	513.2	490.2	458.9	420.6	383.7	-32.1	-8.8
MA Burglary	64.0	61.3	64.2	61.8	56.9	52.5	46.0	37.1	33.2	32.8	-48.8	-1.2
US Burglary	102.3	98.1	94.3	95.6	90.7	82.9	74.9	67.5	64.3	61.2	-40.2	-4.8
MA Larceny	238.9	253.6	247.9	233.7	240.7	244.5	238.5	204.4	188.6	166.2	-30.4	-11.9
US Larceny	425.7	442.3	417.5	410.6	411.9	405.5	390.9	364.5	326.5	291.8	-31.5	-10.6
MA Motor Vehicle Theft	12.1	11.4	12.5	11.7	9.2	8.7	10.0	9.1	9.6	9.3	-23.1	-3.1
US Motor Vehicle Theft	32.5	26.8	23.1	21.4	21.9	21.4	21.5	24.2	26.7	27.9	-14.2	4.5
MA Arson	2.3	1.6	2.2	1.4	1.8	1.9	1.4	0.9	1.2	1.3	-43.5	8.3
US Arson	4.7	4.0	3.7	3.8	3.7	3.4	2.9	2.8	3.0	2.8	-40.4	-6.7
MA Violent Crime Arrests	214.3	212.1	211.8	192.8	175.0	164.0	168.2	158.9	150.0	141.9	-33.8	-5.4
US Violent Crime Arrests	198.2	191.2	179.2	172.3	166.3	159.8	156.7	157.2	159.7	159.2	-19.7	-0.3
MA Homicide	1.3	1.2	1.4	1.5	0.8	0.8	0.8	0.8	0.9	1.0	-23.1	11.1
US Homicide	4.3	4.1	3.6	3.5	3.5	3.4	3.3	3.5	3.7	3.7	-14.0	0.0
MA Rape	5.3	5.3	6.2	4.8	4.0	4.2	4.5	4.4	4.7	4.5	-15.1	-4.3
US Rape	7.5	7.0	6.5	6.3	5.8	5.5	6.6	7.1	7.3	7.2	-4.0	-1.4
MA Robbery	35.5	34.7	30.2	30.3	26.0	24.5	24.2	19.4	19.6	18.6	-47.6	-5.1
US Robbery	43.6	42.0	36.6	34.5	33.1	32.0	29.7	29.7	29.8	28.9	-33.7	-3.0
MA Aggravated Assault	172.2	170.9	174.0	156.2	144.3	134.4	138.7	134.3	124.8	117.9	-31.5	-5.5
US Aggravated Assault	142.9	138.2	132.6	128.0	123.9	118.8	117.1	117.0	119.0	119.4	-16.4	0.3
MA Total Part I Arrests	531.7	539.9	538.6	501.4	483.6	471.6	464.1	410.4	382.6	351.5	-33.9	-8.1
US Total Part I Arrests	763.4	762.3	717.7	703.6	694.4	673.0	646.9	616.1	580.3	542.9	-28.9	-6.4

Source: Federal Bureau of Investigation, *Uniform Crime Reports*, 2007-2015, Table 41; 2016, Table 20 (National data) and 2007-2015, Table 69; 2016, Table 22 (MA data).

Figure 1 on reveals that the US total Part I arrest rates are significantly higher than the Massachusetts' rates during the ten-year trend analysis. Comparing the violent crime arrest rates, between 2008 and 2015, the Massachusetts violent crime arrest rates were higher than the national rates. In 2016 and 2017, the Massachusetts violent crime rates were lower than the national rate.

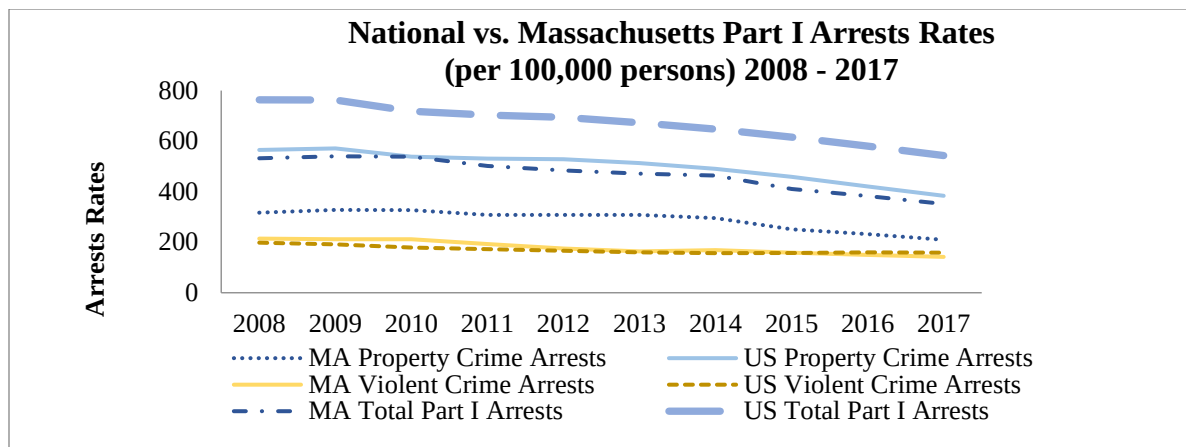


Figure 1. Source: Federal Bureau of Investigation, Uniform Crime Reports, 2007-2015, 2017 Table 41; 2016, Table 20 (National data) and 2007-2015, 2017 Table 69; 2016, Table 22 (MA data).

TOTAL PART I JUVENILE ARREST RATES BY OFFENSE TYPE

Table 2 displays the Part I juvenile arrest rates at both the statewide and national levels over a ten-year period. Between 2008 and 2017, there is a dramatic reduction in crime rates both nationally and in Massachusetts.

Part I Juvenile Arrest Rates	Rate (per 100,000 persons)										% change '08-'17	% change '16-'17
	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017		
MA Property Crime Arrests	52.5	51.4	45.5	33.9	27.6	26.7	21.2	21.4	20.0	18.1	-65.5%	-9.5%
US Property Crime Arrests	147.2	139.4	120.9	108.5	95.0	80.8	73.9	65.5	57.3	52.3	-64.5%	-8.7%
MA Burglary	11.7	10.6	10.0	7.7	6.6	6.2	4.9	4.1	3.3	4.3	-63.2%	30.3%
US Burglary	27.9	24.8	21.4	19.9	17.3	14.1	12.7	11.1	9.9	9.6	-65.6%	-3.0%
MA Larceny	38.0	38.5	32.3	24.2	19.1	18.9	14.5	15.7	14.4	12.0	-68.4%	-16.7%
US Larceny	108.9	106.3	93.0	82.5	72.1	61.6	56.2	49.0	41.7	37.0	-66.0%	-11.3%
MA Motor Vehicle Theft	2.0	1.7	2.1	1.5	1.1	1.0	1.3	1.4	1.7	1.4	-30.0%	-17.6%
US Motor Vehicle Theft	8.3	6.6	5.1	4.5	4.2	3.9	4.0	4.5	4.9	5.0	-39.8%	2.0%
MA Arson	0.8	0.6	1.2	0.5	0.8	0.6	0.5	0.3	0.5	0.4	-50.0%	-20.0%
US Arson	2.2	1.8	1.5	1.6	1.4	1.2	1.0	0.8	0.8	0.7	-68.2%	-12.5%
MA Violent Crime Arrests	30.2	26.9	26.3	20.3	16.0	15.3	14.6	14.3	13.2	12.2	-59.6%	-7.6%
US Violent Crime Arrests	32.0	28.4	24.6	21.9	19.4	17.8	16.8	16.0	16.1	16.2	-49.4%	0.6%
MA Homicide	0.1	0.1	0.1	0.1	0.0	0.0	0.0	0.0	0.1	0.1	0.0%	0.0%
US Homicide	0.4	0.4	0.3	0.3	0.2	0.2	0.2	0.2	0.3	0.3	-25.0%	0.0%
MA Rape	0.5	0.4	0.6	0.5	0.2	0.3	0.3	0.2	0.4	0.4	-20.0%	0.0%
US Rape	1.1	1.0	0.9	0.9	0.8	0.9	1.0	1.1	1.1	1.2	9.1%	9.1%
MA Robbery	8.1	7.3	5.3	4.8	3.6	3.7	3.9	3.2	2.9	2.7	-66.7%	-6.9%
US Robbery	11.9	10.5	8.8	7.7	6.8	6.5	6.1	5.7	6.0	6.0	-49.6%	0.0%
MA Aggravated Assault	21.5	19.0	20.3	14.9	12.2	11.4	10.4	10.7	9.8	9.0	-58.1%	-8.2%
US Aggravated Assault	18.6	16.5	14.6	13.1	11.6	10.2	9.5	8.9	8.7	8.6	-53.8%	-1.1%
MA Total Part I Arrests	82.7	78.3	71.8	54.2	43.7	42.0	36.0	36.0	33.2	30.3	-63.4%	-8.7%
US Total Part I Arrests	179.3	167.7	145.5	130.4	114.5	98.6	90.7	81.5	73.4	68.5	-61.8%	-6.7%

Source: Federal Bureau of Investigation, Uniform Crime Reports, Table 41 (National data) and Table 69 (MA data), 2006-2015.



2019 MA Edward Byrne Justice Assistance Grant Stakeholder Survey,
Executive Office of Public Safety and Security's Office of Grants and Research

1. Introduction

The Edward Byrne Memorial Justice Assistance Grant (Byrne JAG) Program is the primary vehicle of federal criminal justice funding to state and local jurisdictions throughout the nation. The Executive Office of Public Safety and Security's Office of Grants and Research (OGR) serves as the State Administering Agency for this award. Per federal legislation, in order for the Commonwealth to continue to receive Byrne JAG funding, OGR must develop a statewide strategic plan that incorporates stakeholder feedback from our criminal justice partners; this will serve as a guide to ensure that these vital dollars are prioritized according to greatest need.

OGR is kicking off this strategic planning process by seeking your valuable input with our Massachusetts 2019 Byrne JAG Stakeholder Survey. We are disseminating this survey throughout the Commonwealth to state criminal justice agencies, local law enforcement entities and nonprofits. We welcome feedback from all, including but not limited to judges, prosecutors, law enforcement personnel, corrections personnel, providers of indigent defense services, victim service providers, juvenile justice delinquency prevention experts, and reentry services providers, to name a few. Please feel free to share this survey link with your criminal justice related colleagues encouraging their participation.

Some notes about the survey:

It will take 15-20 minutes to complete this survey.

Please do not skip any questions.

We ask that you provide thoughtful and complete responses.

Please do not complete the survey more than once.

Answers to the survey are confidential and anonymous. We do not request any identifying information and no effort will be made to identify any respondent.

Our Research and Policy Analysis Division will analyze the

information in aggregate; results will be presented to a Strategic Planning Committee soon after.

The deadline to complete the survey is Monday, March 11th at 5 pm.

If you have technical difficulties with the survey, please contact Lisa Sampson at 617-725-3306 or Lisa.sampson@mass.gov.

We greatly appreciate your time and participation.



2019 MA Edward Byrne Justice Assistance Grant Stakeholder Survey,
Executive Office of Public Safety and Security's Office of Grants and Research

2. AGENCY ROLE/GEOGRAPHIC COVERAGE

This section helps us understand the respondent's agency role, sector and geographic service areas.

* 1. Identify your agency/organization's role in the criminal justice system.

(Specify up to three roles indicating top choice as #1, second-choice as #2, and third-choice as #3).

	First Choice	Second Choice	Third Choice
Administration and Policy	☐	☐	☐
Community-Based Organization	☐	☐	☐
Community Corrections/Reentry	☐	☐	☐
Corrections	☐	☐	☐
Courts	☐	☐	☐
Community Member	☐	☐	☐
Crime Lab/Forensics	☐	☐	☐
Defense	☐	☐	☐
Education	☐	☐	☐
Juvenile Justice	☐	☐	☐
Law Enforcement	☐	☐	☐
Mental Health	☐	☐	☐
Parole	☐	☐	☐
Probation	☐	☐	☐
Prosecution	☐	☐	☐
Public Health	☐	☐	☐
Social Services (housing, employment, childcare, insurance benefits, etc.)	☐	☐	☐
Substance Abuse Treatment	☐	☐	☐
Victim Services/Assistance	☐	☐	☐
Youth Services/programs	☐	☐	☐
Other	☐	☐	☐

Specify "Other" response

* 2. Select the area in which you work(select one response).

- ☐ Local Government
 ☐ Federal Government
- ☐ Tribal Government
 ☐ Non-Profit Sector
- ☐ State Government
 ☐ Private Sector
- ☐ Other (please specify)

* 3. Identify the Massachusetts counties where your agency provides services.

(If your agency serves the whole state, select STATE as your response).

- | | |
|-------------------------------------|------------------------------------|
| ☐ STATE | ☐ Hampshire |
| ☐ Barnstable | ☐ Middlesex |
| ☐ Berkshire | ☐ Nantucket |
| ☐ Bristol | ☐ Norfolk |
| ☐ Dukes | ☐ Plymouth |
| ☐ Essex | ☐ Suffolk |
| ☐ Franklin | ☐ Worcester |
| ☐ Hampden | |

* 4. Describe the area(s) served by your agency **(select one response)**.

- ☐ Primarily rural area
- ☐ Primarily urban area
- ☐ Both urban and rural areas
- ☐ Other (please specify)



2019 MA Edward Byrne Justice Assistance Grant Stakeholder Survey,
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3. DATA AND TECHNOLOGY

These questions help us understand your agency's data and technology capacity and needs.

* 5. Accurate data is essential for data-driven decision making. Do you feel your agency has adequate resources for data access/management/analysis and information sharing? **(select one response)**

- ☐ Yes
- ☐ No
- ☐ Do Not Know
- ☐ Other (please specify)

* 6. Does your agency have access to electronic data to help you plan, evaluate your program, and/or determine outcomes? **(select one response)**

- ☐ Yes, we have an automated data system and it is easy to access information
- ☐ Yes, we have an automated data system, but it is difficult to access information
- ☐ Our data is not automated
- ☐ Do not know
- ☐ Other (please specify)

7. If your agency does not have adequate technology resources or access to the data you need, what is your most pressing technology or information sharing need?

* 8. Select all the justice system partners that exchange data electronically with your agency (this would not include exchange of data via email).

(If you do not exchange data electronically with another agency, please check the first box below).

- | | |
|--|---|
| ☐ We do not exchange electronic information with our partners | ☐ Courts |
| ☐ Dispatch | ☐ Probation |
| ☐ Law Enforcement | ☐ Parole |
| ☐ Detention | ☐ Corrections |
| ☐ Prosecution | ☐ Community services (behavioral health, housing, employment, benefit eligibility) |
| ☐ Defense | |
| ☐ Other (please specify) | |



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4. PRIORITIZING FEDERAL JAG PURPOSE AREAS

This section helps us understand your agency's needs within the federal JAG purpose areas.

* 9. Other than general program funding, **select the top 3 areas of need** for

Purpose Area 1 - Law Enforcement Programs.

(If this area is not applicable to your agency, please check the first response below).

	First Choice	Second Choice	Third Choice
N/A - Not applicable to my agency	☐	☐	☐
Drug enforcement	☐	☐	☐
Crisis intervention/mental health/suicide prevention	☐	☐	☐
Gang enforcement	☐	☐	☐
Equipment	☐	☐	☐
Gun enforcement	☐	☐	☐
Training	☐	☐	☐
Interoperable communication (Enhanced Information Sharing)	☐	☐	☐
Workforce/hire and retain qualified staff	☐	☐	☐
Violence Prevention	☐	☐	☐
Multijurisdictional Crime Solving Partnerships	☐	☐	☐
School/youth-related programs	☐	☐	☐
Access to timely evidence collection and lab services	☐	☐	☐
Other	☐	☐	☐

Specify "Other" response

* 10. Within the law enforcement purpose area, **select up to three types of equipment** most needed in your community.
(If this area is not applicable to your agency, please check the first response below).

- ☐ N/A - Not applicable to my agency
- ☐ Tasers/nonlethal weapons
- ☐ Bulletproof vests
- ☐ Digital ticketing
- ☐ In-car/body worn cameras
- ☐ Surveillance equipment
- ☐ Mobile data terminals and accessories
- ☐ Electronic evidence management systems
- ☐ Radios, accessories, repeaters/repeater antenna
- ☐ Riot Gear
- ☐ Fingerprint scanner
- ☐ License reader
- ☐ Other (please specify)

* 11. Other than general program funding, **select the top 3 areas of need** for

Purpose Area 2 - Prosecution, Court, Defense and Indigent Defense.

(If this area is not applicable to your agency, please check the first response below).

	First Choice	Second Choice	Third Choice
N/A - Not applicable to my agency	☐	☐	☐
Indigent defense	☐	☐	☐
Specialty courts (drug, veteran, mental health, treatment, family, youth)	☐	☐	☐
Court security	☐	☐	☐
Civil/Involuntary commitment	☐	☐	☐
Life sentence prosecution	☐	☐	☐
Gun/violent crime/gang prosecution	☐	☐	☐
Property & white-collar crime prosecution	☐	☐	☐
Court technologies – (records/case management systems, court security, video arraignment/conferencing)	☐	☐	☐
Training - court/prosecution/defense	☐	☐	☐
Pretrial risk assessment/monitoring	☐	☐	☐
Work force/staff hiring	☐	☐	☐
Other	☐	☐	☐

Specify "Other" response

* 12. Other than general program funding, please **select the top 3 areas of need** for Purpose Area 3 - Prevention and Education.

(If this area is not applicable to your agency, please check the first response below).

	First Choice	Second Choice	Third Choice
N/A - Not applicable to my agency	☐	☐	☐
Gang prevention	☐	☐	☐
Juvenile delinquency prevention	☐	☐	☐
School violence prevention	☐	☐	☐
Substance abuse prevention (including prescription drugs)	☐	☐	☐
Suicide prevention	☐	☐	☐
Teen dating/domestic violence prevention	☐	☐	☐
Youth mentoring	☐	☐	☐
Other	☐	☐	☐

Specify "Other" response

* 13. Other than general program funding, please **select the top 3 areas of need** for Purpose Area 4 - Corrections/Community Corrections.

(If this area is not applicable to your agency, please check the first response below).

	First Choice	Second Choice	Third Choice
N/A - Not applicable to my agency	☐	☐	☐
Diversion/alternatives to incarceration	☐	☐	☐
Reentry	☐	☐	☐
Assessment, evaluation, benefit eligibility/enrollment	☐	☐	☐
Substance abuse or mental health treatment for incarcerated offenders	☐	☐	☐
Special population programming: i.e. geriatrics, female offenders, incarcerated parents, youth offenders and veterans	☐	☐	☐
Smart probation/parole i.e. swift & certain sanctions, use of risk assessment tools, etc.	☐	☐	☐
Housing/employment for offenders/transitional living	☐	☐	☐
Workforce/hire and retain qualified staff	☐	☐	☐
Chronic health conditions/outside medical/medications/access to prescribers	☐	☐	☐
Other	☐	☐	☐

Specify "Other" response

* 14. Other than general program funding, please **select the top 3 areas of need** for Purpose Area 5 - Drug Treatment and Enforcement.

(If this area is not applicable to your agency, please check the first response below).

	First Choice	Second Choice	Third Choice
N/A - Not applicable to my agency	☐	☐	☐
Community based/outpatient treatment	☐	☐	☐
Residential/Inpatient treatment	☐	☐	☐
Detox/crisis stabilization	☐	☐	☐
Community-based detox/crisis intervention center	☐	☐	☐
Secure/corrections-based treatment	☐	☐	☐
Multijurisdictional drug enforcement partnerships	☐	☐	☐
Drug addicted mothers/pregnant mothers	☐	☐	☐
Sober housing for offenders	☐	☐	☐
Workforce/hire and retain qualified staff	☐	☐	☐
Outside medical costs/medications/access to prescribers/pharmacy costs	☐	☐	☐
Co-occurring mental illness or other chronic health conditions	☐	☐	☐
Drug recognition experts or trained canines	☐	☐	☐
Other	☐	☐	☐

Specify "Other" response

* 15. Other than general program funding, please **select the top 3 areas of need** for Purpose Area 6 - Planning, Evaluation, and Technology.
(If this area is not applicable to your agency, please check the first response below).

	First Choice	Second Choice	Third Choice
N/A - Not applicable to my agency	☐	☐	☐
NIBRS compliance - National Incident Based Reporting System (Required by January 1, 2021)	☐	☐	☐
Criminal records improvement	☐	☐	☐
Forensic science crime labs	☐	☐	☐
Automated information sharing - justice system partners	☐	☐	☐
Automated information sharing - community services (i.e. Medicaid, mental health, employment, housing)	☐	☐	☐
Developing outcome measures/program evaluation and research	☐	☐	☐
Strategic planning/determining priorities	☐	☐	☐
Other	☐	☐	☐

Specify "Other" response

* 16. Other than general program funding, please **select the top 3 areas of need** for Purpose Area 7 - Crime Victim and Witness.

(If this area is not applicable to your agency, please check the first response below).

	First Choice	Second Choice	Third Choice
N/A - Not applicable to my agency	☐	☐	☐
Children exposed to violence, abuse, neglect	☐	☐	☐
Child advocacy centers	☐	☐	☐
Direct victim services/witness intimidation	☐	☐	☐
Juvenile victims/witnesses	☐	☐	☐
Population specific services (i.e. LGBTQ, elderly, military/first responders)	☐	☐	☐
Community based/System based victim witness advocate	☐	☐	☐
Automated victim notification	☐	☐	☐
Human trafficking	☐	☐	☐
Restorative justice initiatives	☐	☐	☐
Behavioral/mental health services/trauma informed care	☐	☐	☐
Workforce hiring/retention	☐	☐	☐
Other	☐	☐	☐

Specify "Other" response

- * 17. Other than general program funding, please **select the top 3 areas of need** for Purpose Area 8 - Mental Health Programs and related law enforcement and corrections programs, including behavioral programs and crisis intervention teams.
(If this area is not applicable to your agency, please check the first response below).

	First Choice	Second Choice	Third Choice
N/A - Not applicable to my agency	☐	☐	☐
Suicide risk assessment, response and protocols	☐	☐	☐
Evaluation/assessment of mental disorders, substance abuse disorders and co-occurring disorders	☐	☐	☐
Crisis Intervention Team (CIT) training and support	☐	☐	☐
Residential inpatient behavioral health treatment programs	☐	☐	☐
Outpatient/community-based behavioral health programs	☐	☐	☐
Secure/corrections-based behavioral health programs	☐	☐	☐
Workforce/hire and retain qualified staff	☐	☐	☐
Benefit enrollment and eligibility determination	☐	☐	☐
Other	☐	☐	☐

Specify "Other" response

18. Please let us know of any other areas of need that you would encourage our agency to consider.

* 19. Please **rank the eight JAG Purpose Areas** in order of importance for the communities you serve or the state.

(rank from 1 = most important to 8 = least important)

-  Law enforcement
-  Prosecution, courts, defense and indigent defense
-  Prevention and education
-  Corrections and community corrections
-  Drug treatment and enforcement
-  Planning, evaluation and technology improvement
-  Crime victim and witness (other than compensation)
-  Mental health programs and related law enforcement and corrections programs, including behavioral programs and crisis intervention teams

* 20. Please **assign percentages to how you would allocate funding to the JAG Program purpose areas.**

Enter whole numbers between 0 and 100 in each of the fields below. (The total must equal 100. Do not include percent signs or decimal points).

Law enforcement
programs

Prosecution and
court programs,
including indigent
defense

Prevention and
education
programs

Corrections,
community
corrections and
reentry programs

Drug treatment
and enforcement
programs

Planning,
evaluation, and
technology
improvement
programs

Crime victim and
witness programs
(other than
compensation)

Mental health
programs and
services



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5. JAG APPLICATION/FUNDING HISTORY

These next questions help us understand your recent experience with JAG applications and funding.

* 21. During calendar years 2015 through 2018, did your agency apply for JAG funding?

(select one response)

- ☐ Our agency is not eligible to apply for JAG funding
- ☐ Yes - applied for JAG funding through OGR/EOPSS
- ☐ Yes - applied for JAG funding directly from the Dept. of Justice
- ☐ Yes - applied for JAG funding through OGR/EOPSS and the Dept. of Justice
- ☐ No - we did not apply for JAG funding
- ☐ Do not know



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6. JAG APPLICATION/FUNDING HISTORY (CONTINUED)

22. Based on your most recent JAG application, were you awarded funding?

(select one response)

- ☐ Yes, we received our full request
- ☐ Yes, we received a partial request
- ☐ Our application was not considered (incomplete, late, nonresponsive)
- ☐ No, our application was not funded
- ☐ Do not know



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7. JAG APPLICATION/FUNDING HISTORY (CONTINUED)

23. Please indicate the reason you did not apply for JAG funding.

(select one response)

- ☐ A specific need for JAG funding was not identified
- ☐ Staff was not available to complete the application
- ☐ I do not know why my agency did not apply for JAG funding
- ☐ Other (please specify)



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8. RECIPIENT OF JAG FUNDING

* 24. During calendar years 2015 through 2018, did your agency benefit from JAG funding received via another agency (i.e., your agency was a recipient of a subaward).

(select one response)

- ☐ Yes
- ☐ No
- ☐ Do not know
- ☐ Specify "Other" response



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and Research

9. THANK YOU FOR PARTICIPATING IN THIS SURVEY. YOUR
TIME AND COOPERATION ARE GREATLY APPRECIATED.

25. Please write any additional comments about JAG funding that we did
not address in this survey.

APPENDIX C

Survey Results

Respondent's Role/Geographic Coverage

Q1: Identify your agency/organization's role in the criminal justice system. (Specify up to three roles indicating top choice as #1, second-choice as #2, and third-choice as #3).



Figure 2. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

Roles with less than 5 responses: Substance Abuse Treatment (4) Other - Research (4), Social Services (3), Other - Emergency Management (2), Other - not specified (2), Probation (2), Defense (1), Other - Forensic Nursing/SANE (1), Other –Training, Parole (1), Crime Lab/Forensics (0).

- The survey had a heavy law enforcement response, with 79% of respondents listing law enforcement as one of their top 3 agency roles (136 respondents as #1).
- Due to the over-representation of responses from law enforcement, survey results are grouped into three categories by role in the CJ system: 1) law enforcement, 2) criminal justice agencies, and 3) human services agencies. Survey responses are viewed through this lens, providing a more balanced view of the data and adjust for the heavy law enforcement response.

Q2: Select the area in which you work (select one response).

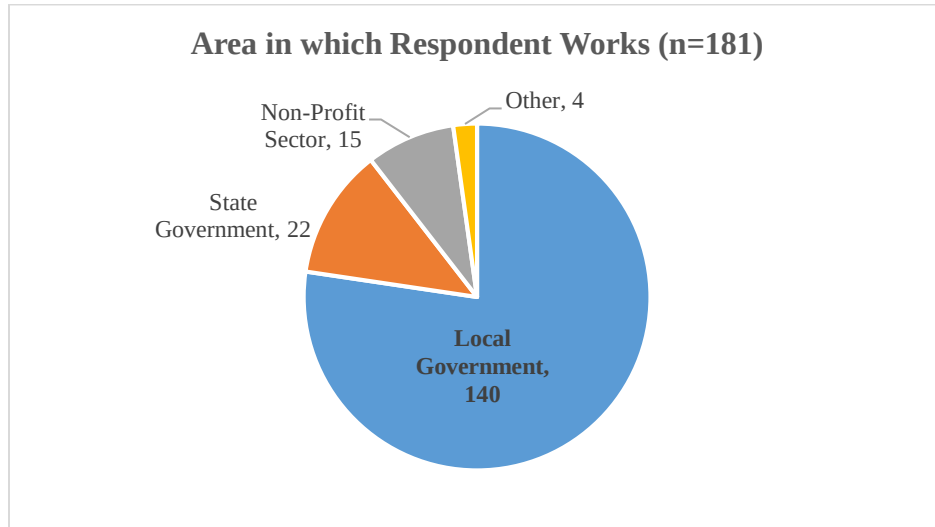


Figure 3. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

"Other" consists of private sector (2), federal government (1), and health care (1).

- As shown in Figure 3, 77.3% of respondents work for local (municipal) government.
- 12.2% of respondents work for state government.
- 8.3% of respondents work in the non-profit sector.
- Figure 4 reveals that local government responses were heavily represented by law enforcement agencies (96.4%).
- The majority of state government responses were criminal justice agencies (63.6%).
- Responses from the non-profit sector were mainly from human services agencies (80%).

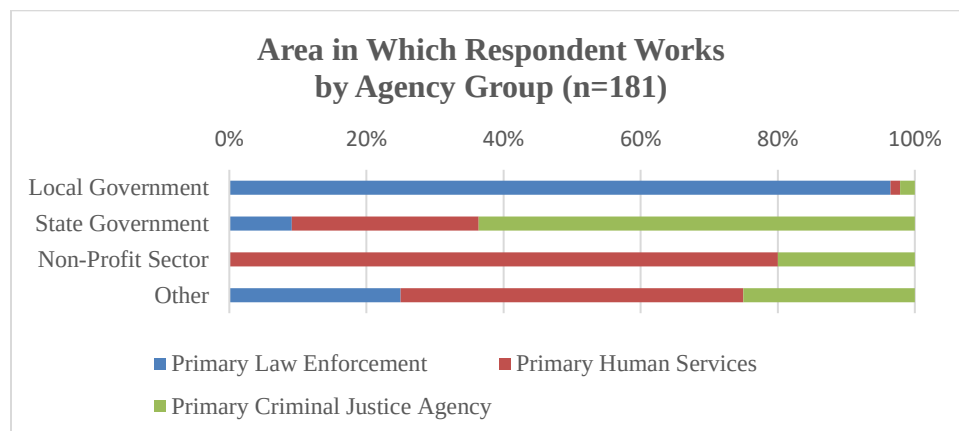


Figure 4. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

Q3: Identify the Massachusetts counties where your agency provides services. (If your agency serves the whole state, select STATE as your response).

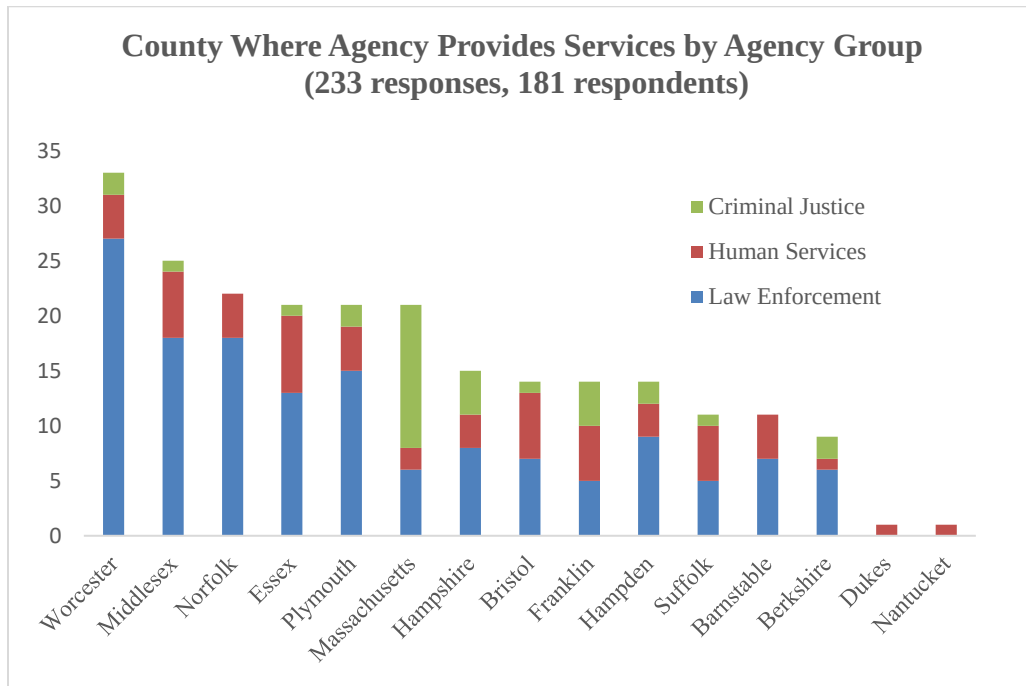


Figure 5. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

- Of the 181 respondents, 170 (93.9%) selected one response option, and 11 respondents selected multiple areas:
- Each of the 14 counties in Massachusetts are represented in the responses:
 - Worcester, the county with the second highest population in Massachusetts, was selected most often (33), followed by Middlesex county, the state's most populous county.
 - Nantucket and Dukes counties (the counties with the smallest populations in the state, inhabiting the islands of Nantucket and Martha's Vineyard) were selected just once.
- Twenty-one agencies responded that they provide services to the state (or provide coverage to each county in the state):
 - 61.9% of the state agency respondents were from criminal justice agencies.

Q4: Describe the area(s) served by your agency (select one response).

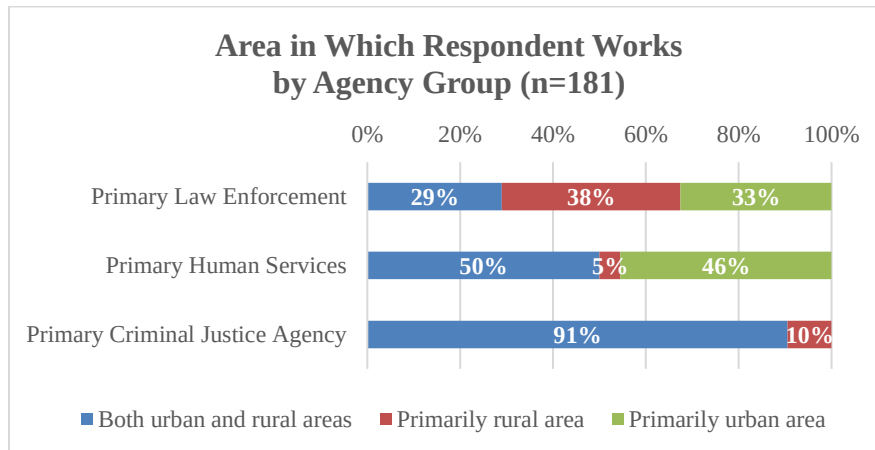


Figure 6. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

Within each agency group, the distribution of service area varies widely (Figure 6):

- The law enforcement agencies are fairly evenly distributed across rural, urban and mixed urban/rural areas
- Human services agencies serviced mostly urban and mixed urban/rural, with 5% primarily rural
- 91% of the criminal justice agencies served mixed urban/rural areas, with 10% primarily rural.

Data and Technology

Q5: Accurate data is essential for data-driven decision making. Do you feel your agency has adequate resources for data access/management/analysis and information sharing? (select one response)

Table 3. Does Agency have Adequate Resources for Data Access/Management/Analysis and Information Sharing? (n=181)		
	Number	Percent
Yes	118	65.2%
No	59	32.6%
Do Not Know	4	2.2%
Total	181	100.0%

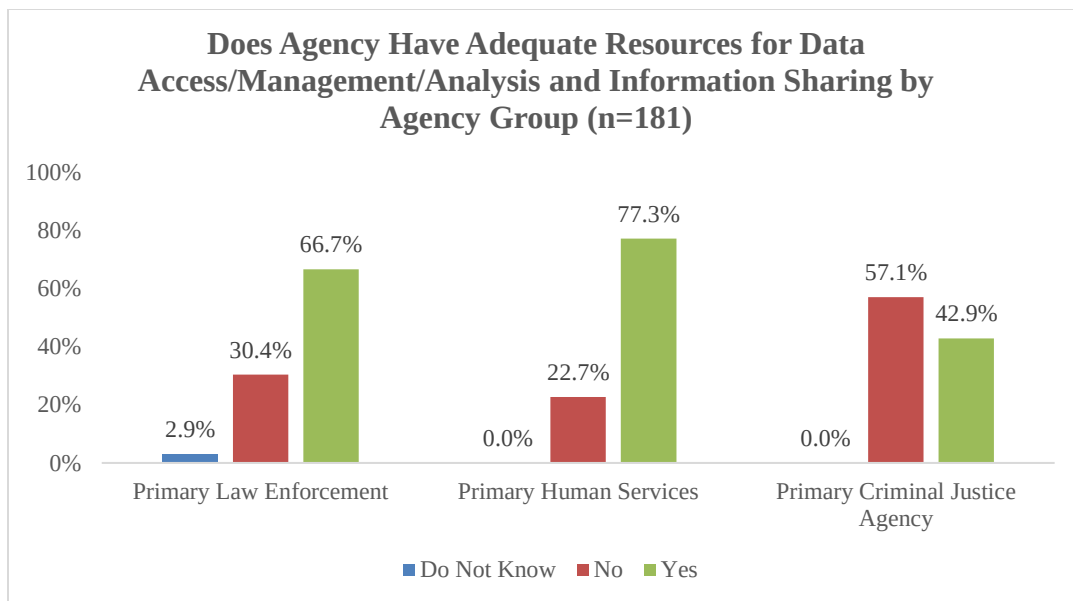


Figure 77. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

- 65.2% of respondents reported their agency has adequate resources for data access, management, analysis and information sharing.
- When broken down by agency group, respondents' from human services agencies had the highest percentage of affirmative responses (77.3%), followed by those from law enforcement agencies (66.7%).
- The majority of respondents from criminal justice agencies felt their agency did not have adequate data resources (57.1%).

Q6: Does your agency have access to electronic data to help you plan, evaluate your program, and/or determine outcomes? (select one response)

Table 4. Does Agency have Electronic Data for Planning, Evaluation, Outcomes? (n=181)		
	Number	Percent
Data is not automated	20	11.0%
Have automated data system – easy to access information	86	47.5%
Have automated data system – difficult to access information	70	38.7%
Do not know	5	2.8%
Total	181	100.0%

- Table 4 shows almost 50% of the survey respondents stated their agency data is not automated (11.0%) or they have an automated data system, but it is difficult to access information (38.7%).
- Conversely, just under 50% of respondents reported their agency has access to electronic data to help plan, evaluate their program, and/or determine outcomes.

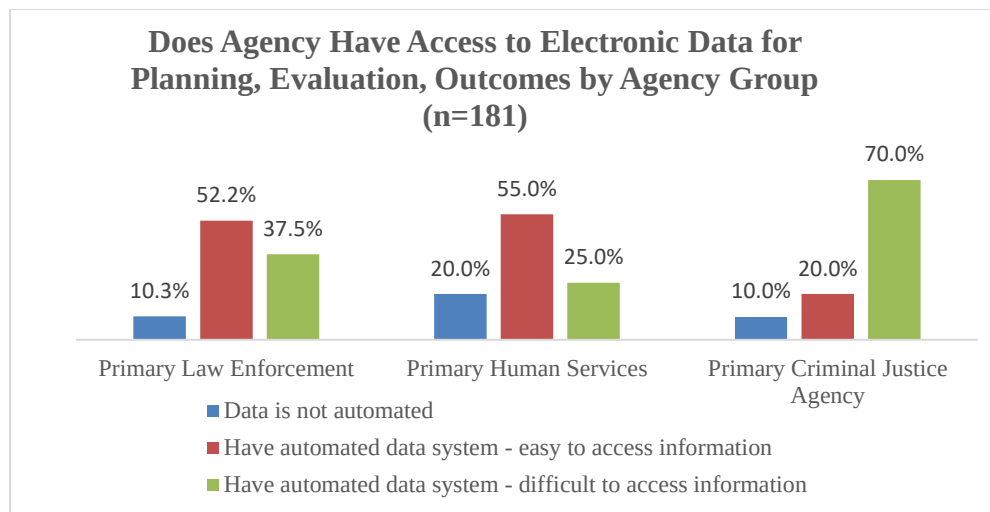


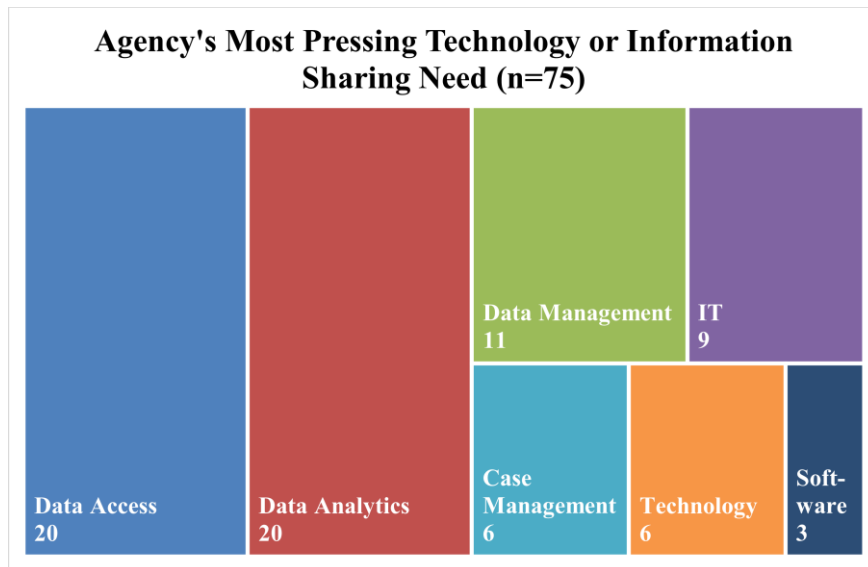
Figure 8. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

Figure 8 is discussed below:

- Automated data is easy to access for research, planning, and outcome measurement:
 - 52.2% of the law enforcement group
 - 55% of the human services agency group
 - 20% of the criminal justice agency group
- Agency data is not automated:
 - 20% of the human services group
 - 10% for law enforcement and 10% for criminal justice agency groups
- Agency has automated data but it is difficult to access for planning, evaluation and outcomes:
 - 70% for the criminal justice agency group
 - 37.5% for law enforcement group
 - 25% for human services group

Q7: If your agency does not have adequate technology resources or access to the data you need, what is your most pressing technology or information sharing need?

- 75 of the 181 survey respondents (41%) stated their agency does not have adequate technology resources or access to the data they need. The most pressing technology or information sharing needs are grouped and displayed below. Access to data and data analytics were cited as the most pressing need areas.



Data Access - Access to: cross agency reports, interagency data, crime data, MVA & traffic information, other states' and federal criminal record data, and better state run data/information websites that collect, analyze and dispense data.

Data Analytics - Crime analyst, crime-mapping capabilities, increased ability to analyze different forms of data, and specialized research support and data analysis capabilities.

Data Management - Updated record management systems, more user-friendly data management system, ability to clean and check data, increased data security, increased data storage, and increased data consistency.

Case Management - More user friendly/updated case management systems, and capability to track specific categories of data.

Information Technology (IT) - Increased computing speed, training on new technology and software, updated electronic data system, and more knowledgeable senior leaders in IT.

Technology - Improved physical technology in the workplace including tablets and computers.

Software - Improved software, continued licensing, software training, and streamlined software to access data.

Figure 9. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

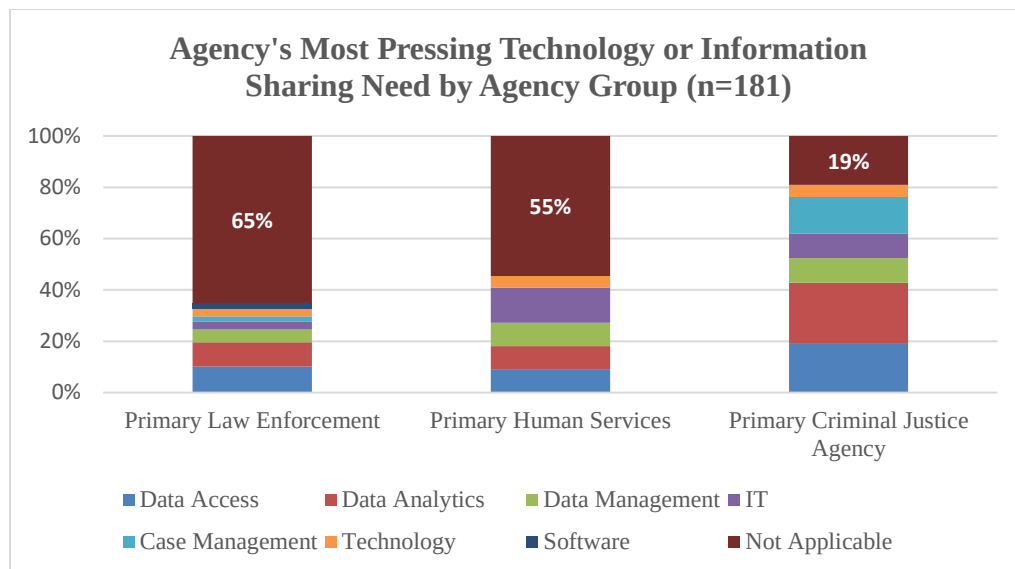


Figure 10. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

Figure 10 shows the most pressing technology or information sharing need categories by agency group with the “not applicable” responses included.

Responses were categorized into “not applicable” when respondents skipped this question, wrote in the response “not applicable” or responded that their agency has adequate technology resources and access to the data they need.

- Responses by agency group show a large disparity with 65% of law enforcement responses and 55% of human services agency responses as not applicable, whereas only 19% of criminal justice agency responses are not applicable.
- Responses by agency group indicate:
 - 81% of those in the criminal justice agency group responded they do not have adequate technology resources or access to data compared with 45% for human services and 35% for law enforcement.

Q8: Select all the justice system partners that exchange data electronically with your agency (this would not include exchange of data via email). If you do not exchange data electronically with another agency, please check the first box below).

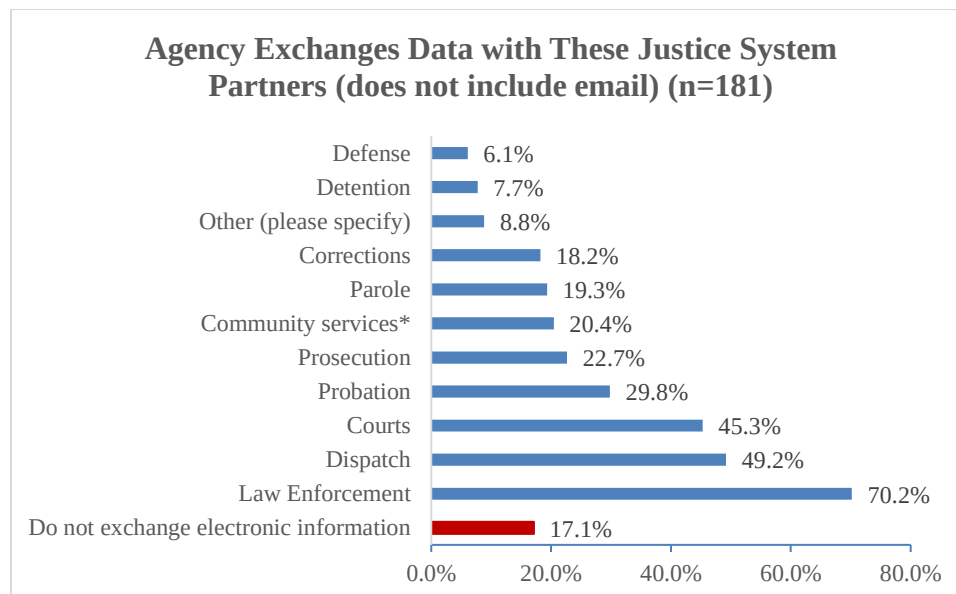


Figure 11. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

The category “Community Services” includes behavioral health, housing, employment, and benefit eligibility.

The responses in Figure 11 reflect a high frequency of data exchange between agencies and one or more criminal justice partners:

- 7 out of 10 respondents report their agency exchanges data with law enforcement (70.2%)
- 5 out of 10 exchange with dispatch (49.2%)
- 4.5 out of 10 exchange with courts (45.3%)
- 3 out of 10 exchange with probation (29.8%)

Conversely, 17.1% of respondents reported their agency did not exchange data with justice system partners.

Prioritized Federal JAG Purpose Areas and Initiatives

Q9: Other than general program funding, select the top 3 areas of need for Purpose Area 1 - Law Enforcement Programs.

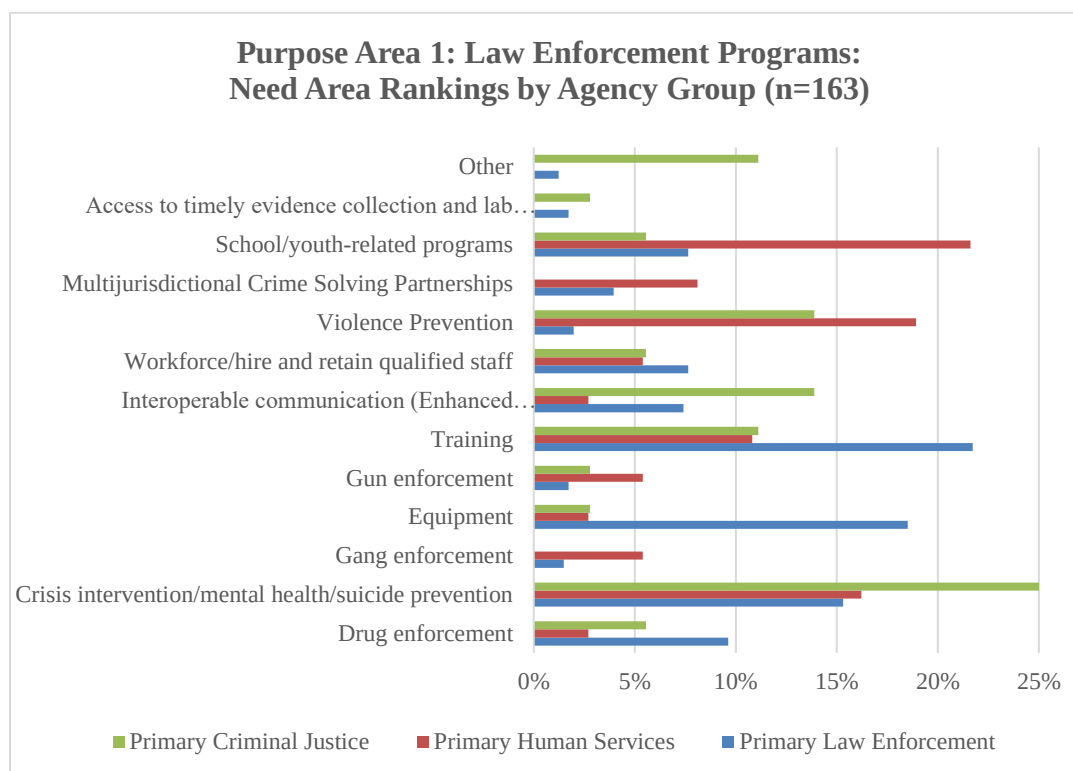


Figure 12. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

For JAG Purpose Area 1 - Law Enforcement Programs, the most reported top 3 choices are displayed in Figure 12 and highlighted below:

- Law enforcement:
 - #1 Training (22%)
 - #2 Equipment (19%)
 - #3 Crisis intervention/mental health/suicide prevention (15%)
- Criminal justice agencies:
 - #1 Crisis intervention/mental health/suicide prevention (25%)
 - #2 Violence prevention (14%), Interoperable communication (enhanced information sharing) (14%)
 - #3 Training (11%), Other (11%)

- Human services agencies:
 - #1 School/youth-related programs (22%)
 - #2 Violence prevention (19%)
 - #3 Crisis intervention/mental health/suicide prevention (16%)

Overall, crisis intervention/mental health/suicide prevention was one of the top three need areas for law enforcement programs for all three agency groups. Additionally, training, and violence prevention were also ranked as a top three need area by respondents from two out of three agency groups.

Q10: Within the law enforcement purpose area, select up to three types of equipment most needed in your community. (If this area is not applicable to your agency, please check the first response below).

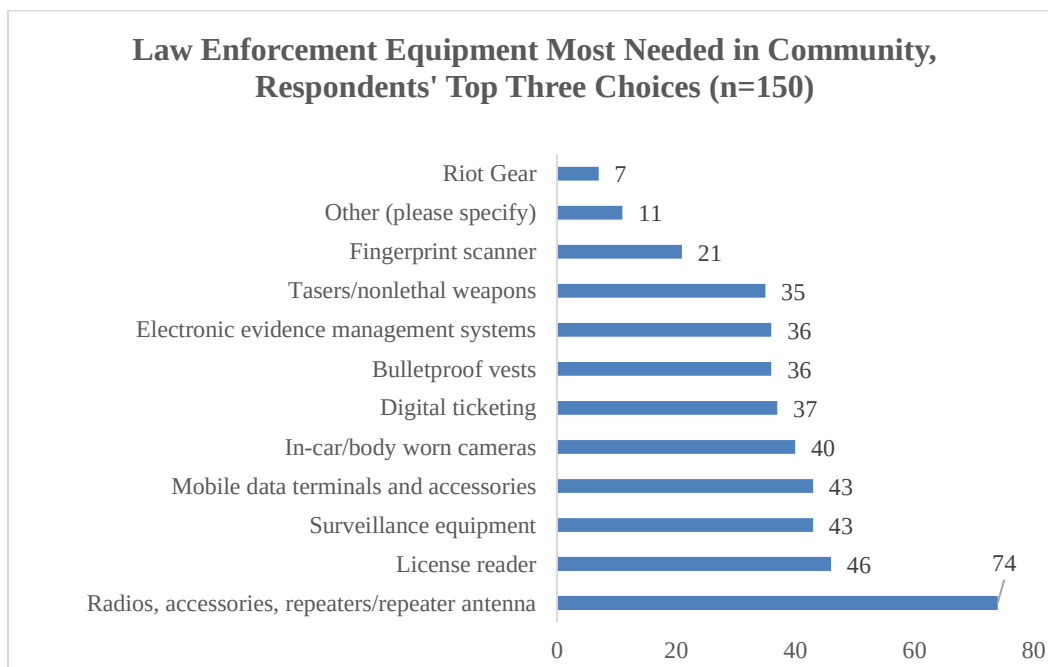


Figure 13. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey May 2019.

- As shown in Figure 13, 17% of respondents (n=31) reported this question was not applicable to their agency.
- Of the 150 respondents that answered:
 - The most identified equipment need is radios, accessories, repeaters/repeater antenna (this was one of the top three choices for half of the respondents).
 - Riot gear, fingerprint scanner, and “other” were the equipment least often identified as needed (chosen less than 5% as a top three need).

- Aside from the three least identified and single most identified equipment need, all other needs are somewhat evenly distributed, chosen as one of the top three needs about one-quarter to one-third of the time.

Q11: Other than general program funding, select the top 3 areas of need for Purpose Area 2 - Prosecution, Court, Defense and Indigent Defense.

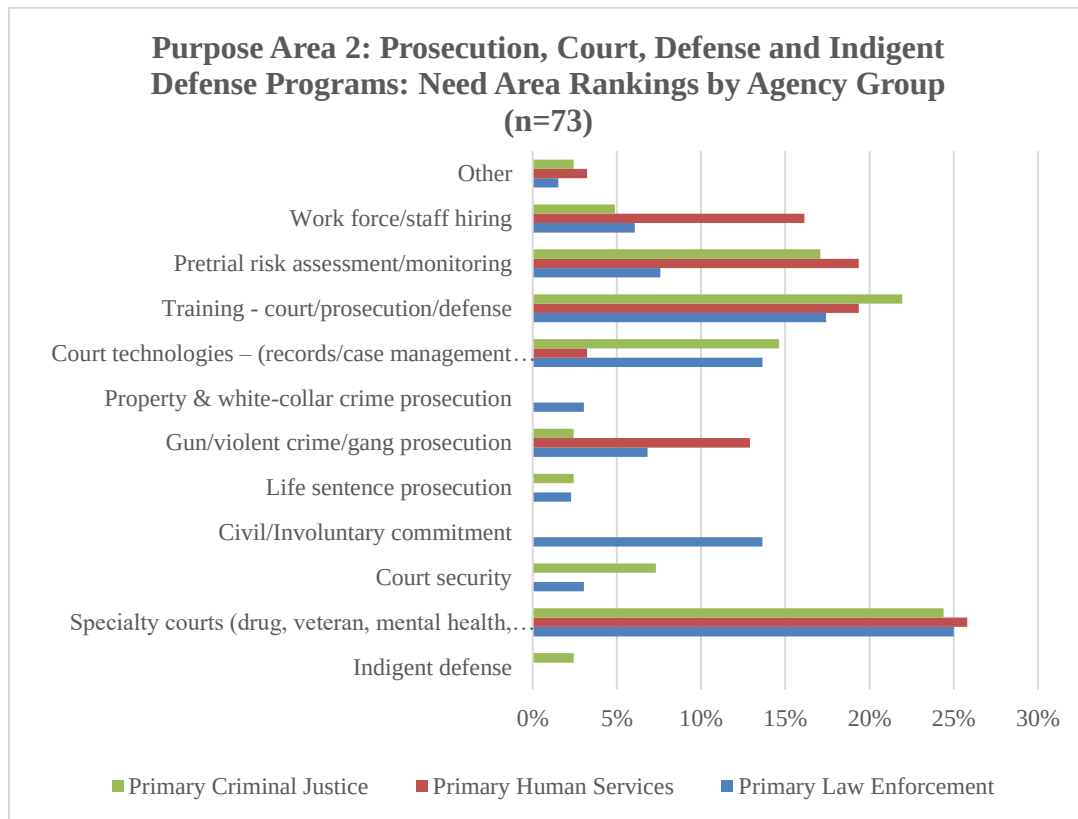


Figure 14. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

Figure 14 shows that within the prosecution, court, defense and indigent defense program area, two areas were consistently ranked as the top two needs: specialty courts, and training for court/prosecution/defense. Criminal justice and human services agency respondents also ranked pretrial risk assessment/monitoring as one of their top three need areas.

- Law enforcement:
 - #1 Specialty courts (25%)
 - #2 Training – court/prosecution/defense (17%)
 - #3 Court technologies (14%), Civil/involuntary commitment (14%)
- Criminal justice agencies:
 - #1 Specialty courts (24%)

- #2 Training –court/prosecution/defense (22%)
- #3 Pretrial risk assessment/monitoring (17%)
- Human services agencies:
 - #1 Specialty courts (26%)
 - #2 Training –court/prosecution/defense (19%), Pretrial risk assessment/monitoring (19%)
 - #3 Workforce/staff hiring (16%)

Q12: Other than general program funding, please select the top 3 areas of need for Purpose Area 3 - Prevention and Education.

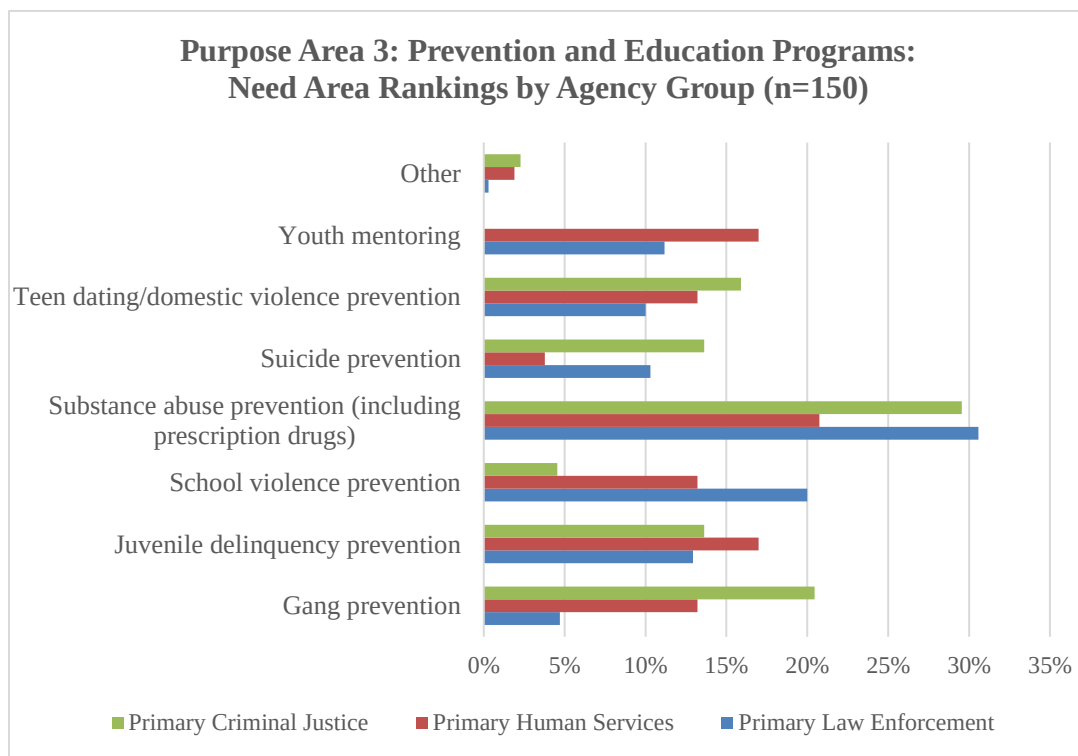


Figure 15. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

As shown in Figure 15, within the prevention and education purpose area 3, substance abuse prevention was the top ranked need for all three agency groups. School violence prevention, teen dating/domestic violence prevention, gang prevention, and juvenile delinquency prevention were also in the top 3 areas of need for two of the three agency groups.

- Law enforcement:
 - #1 Substance abuse prevention (31%)
 - #2 School violence prevention (20%)
 - #3 Juvenile delinquency prevention (13%)

- Criminal justice agencies:
 - #1 Substance abuse prevention (30%)
 - #2 Gang prevention (20%)
 - #3 Teen dating/domestic violence prevention (16%)
- Human services agencies:
 - #1 Substance abuse prevention (21%)
 - #2 Juvenile delinquency prevention (17%), Youth mentoring (17%)
 - #3 Gang prevention (13%), School violence prevention (13%), Teen dating/domestic violence prevention (13%)

Q13: Other than general program funding, please select the top 3 areas of need for Purpose Area 4 - Corrections/Community Corrections.

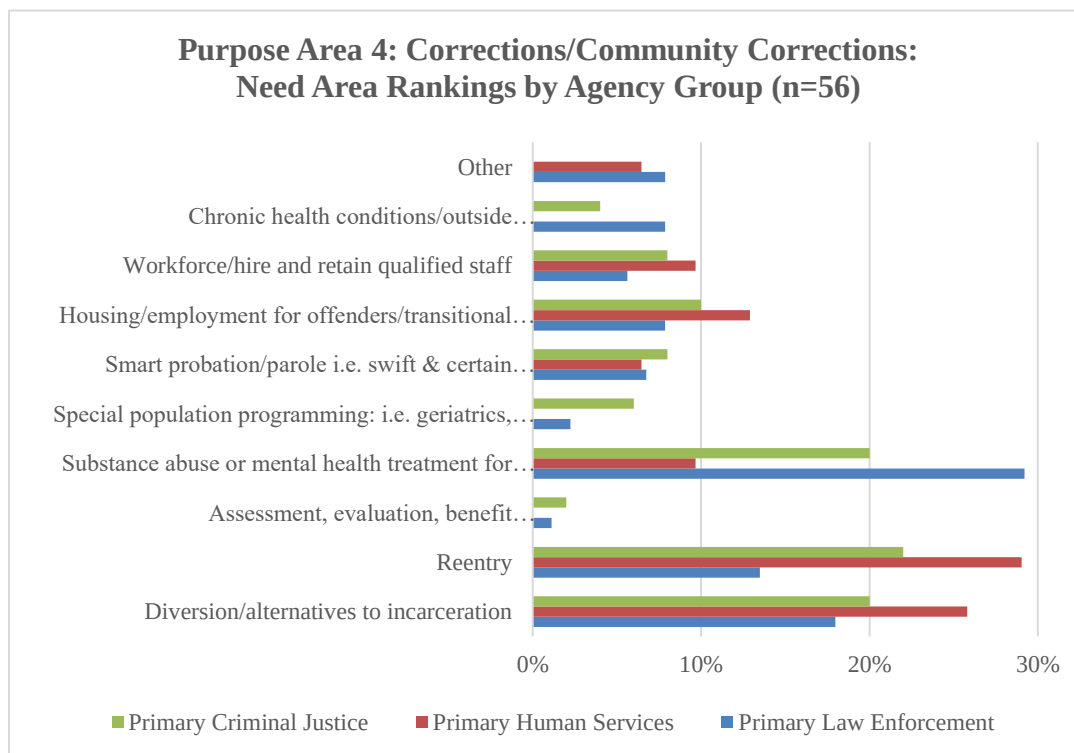


Figure 16. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

As revealed in Figure 16, reentry, and diversion/alternatives to incarceration both ranked as one of the top three need areas within the corrections/community corrections purpose area 4. Additionally two out of three agencies ranked substance abuse/mental health treatment for incarcerated offenders as one of their top 3 need areas.

- Law enforcement:
 - #1 Substance abuse/mental health treatment for incarcerated offenders (29%)
 - #2 Diversion/alternatives to incarceration (18%)
 - #3 Reentry (13%)
- Criminal justice agencies:
 - #1 Reentry (22%)
 - #2 Substance abuse/mental health treatment for incarcerated offenders (20%), Diversion/alternatives to incarceration (20%)
 - #3 Housing/employment for offenders/transitional living (10%)
- Human services agencies:
 - #1 Reentry (29%)
 - #2 Diversion/alternatives to incarceration (26%)
 - #3 Housing/employment for offenders/transitional living (13%)

Q14: Other than general program funding, please select the top 3 areas of need for Purpose Area 5 - Drug Treatment and Enforcement.

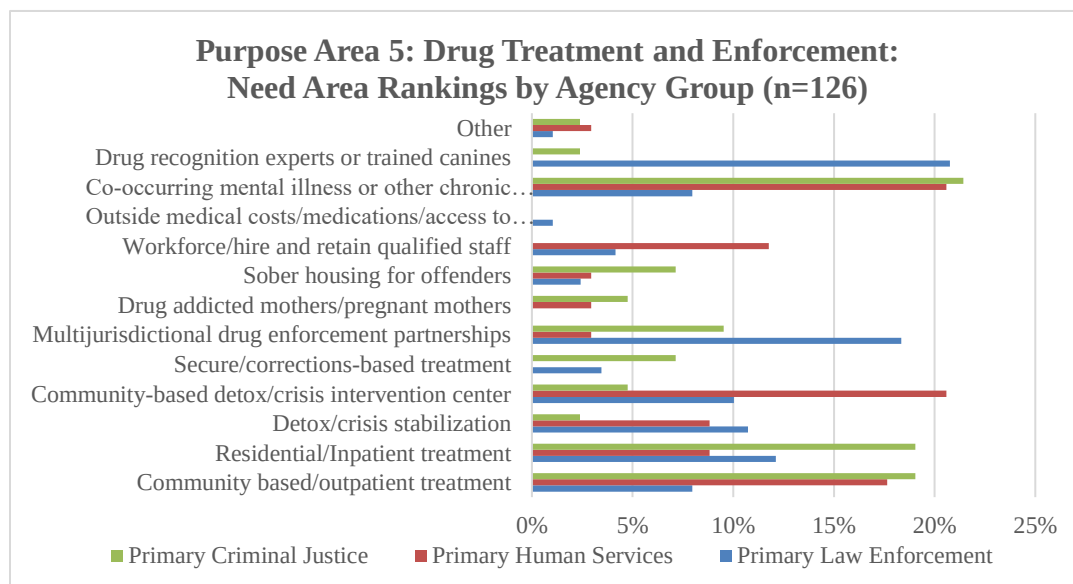


Figure 17. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

As shown in Figure 17, within purpose area 5 drug treatment and enforcement, there was no areas of need ranked in the top three by all the agency groups, though there were some consistencies with respondents from criminal justice agencies and human services agencies where co-occurring mental illness or other chronic health conditions was ranked as the #1 need area. Law enforcement and criminal justice agency respondents' ranked residential/inpatient treatment and multijurisdictional drug enforcement partnerships as a top three need.

- Law enforcement:
 - #1 Drug recognition experts or trained canines (21%)
 - #2 Multijurisdictional drug enforcement partnerships (18%)
 - #3 Residential/inpatient treatment (12%)
- Criminal justice agencies:
 - #1 Co-occurring mental illness or other chronic health conditions (21%)
 - #2 Residential/inpatient treatment (19%), Community based/outpatient treatment (19%)
 - #3 Multijurisdictional drug enforcement partnerships (10%)
- Human services agencies:
 - #1 Co-occurring mental illness or other chronic health conditions (21%), Community-based detox/crisis intervention center (21%)
 - #2 Community based/outpatient treatment (18%)
 - #3 Workforce/hire and retain qualified staff (12%)

Q15: Other than general program funding, please select the top 3 areas of need for Purpose Area 6 - Planning, Evaluation, and Technology.

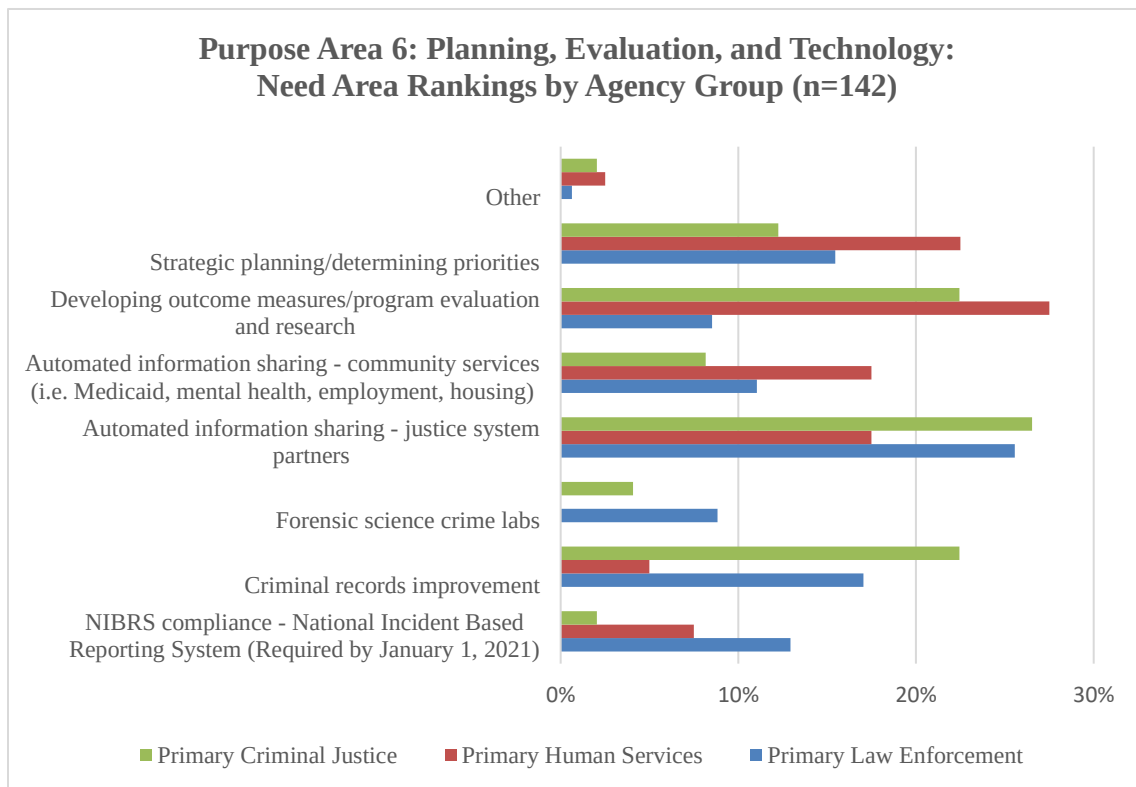


Figure 18. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

As shown in Figure 18, there were several consistent top three needs identified across all three agency groups: automated information sharing – justice system partners, and strategic planning/determining priorities. Also, two out of three agency groups also identified criminal records improvement, and developing outcome measures/program evaluation and research as one of their top three need areas.

- Law enforcement:
 - #1 Automated information sharing - justice system partners (26%)
 - #2 Criminal records improvement (17%)
 - #3 Strategic planning/determining priorities (15%)
- Criminal justice agencies:
 - #1 Automated information sharing - justice system partners (27%)
 - #2 Criminal records improvement (22%), Developing outcome measures/program evaluation and research (22%)
 - #3 Strategic planning/determining priorities (12%)

- Human services agencies:
 - #1 Developing outcome measures/program evaluation and research (28%)
 - #2 Strategic planning/determining priorities (23%)
 - #3 Automated information sharing - justice system partners (18%), Automated information sharing - community services (i.e. Medicaid, mental health, employment, housing) (18%)

Q16: Other than general program funding, please select the top 3 areas of need for Purpose Area 7 - Crime Victim and Witness.

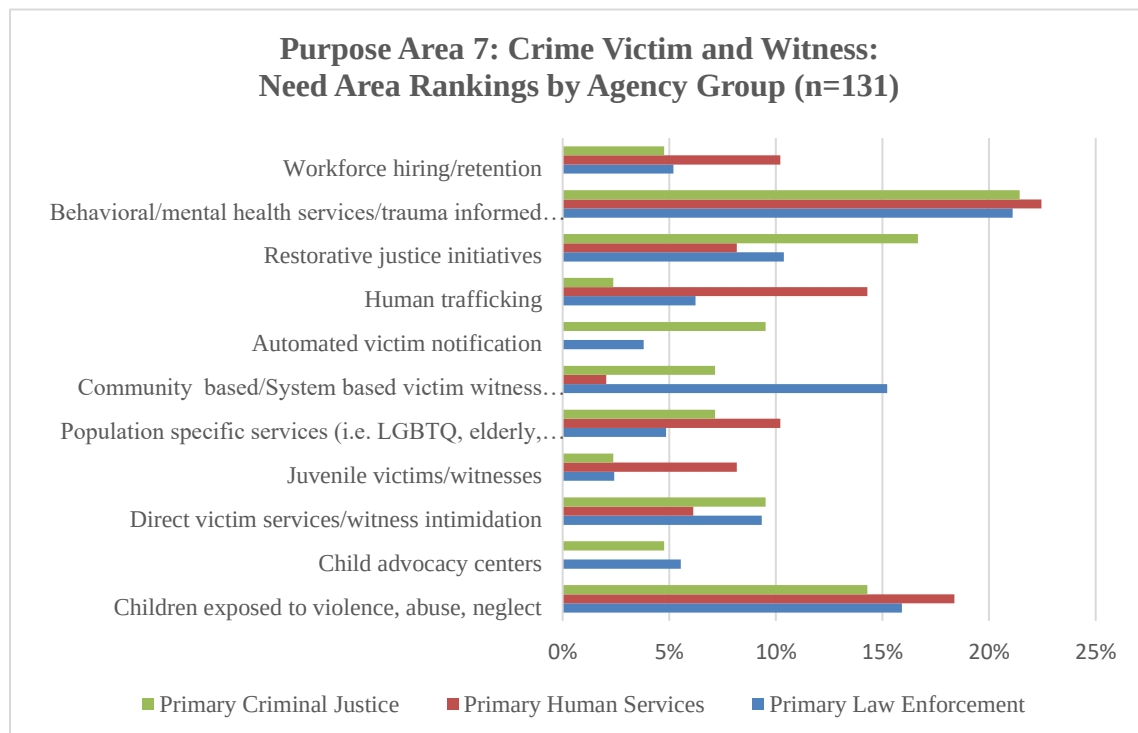


Figure 19. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

Within purpose area 7, crime victim and witness, the top need identified by respondents from all three agency groups was behavioral/mental health services/trauma informed care. Another common need area was children exposed to violence, abuse, neglect. Conversely, the other top ranked areas of need differed by agency group. (Figure 19)

- Law enforcement:
 - #1 Behavioral/mental health services/trauma informed care (21%)
 - #2 Children exposed to violence, abuse, neglect (16%)
 - #3 Community-based/System based victim witness advocate (15%)

- Criminal justice agencies:
 - #1 Behavioral/mental health services/trauma informed care (21%)
 - #2 Restorative justice initiatives (17%)
 - #3 Children exposed to violence, abuse, neglect (14%)
- Human services agencies:
 - #1 Behavioral/mental health services/trauma informed care (22%)
 - #2 Children exposed to violence, abuse, neglect (18%)
 - #3 Human trafficking (14%)

Q17: Other than general program funding, please select the top 3 areas of need for Purpose Area 8 - Mental Health Programs and related law enforcement and corrections programs, including behavioral programs and crisis intervention teams.

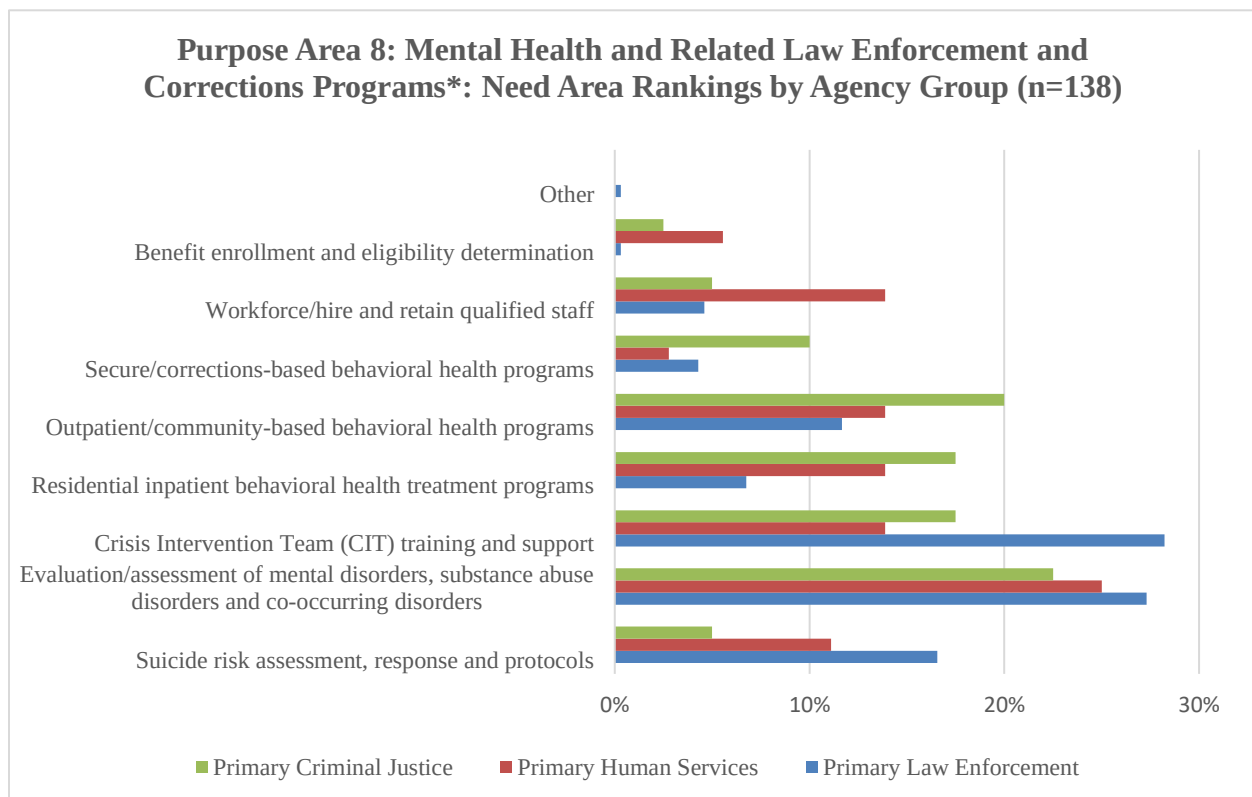


Figure 20. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

Figure 20 shows the top three need areas for purpose area 8, mental health programs and related law enforcement and corrections programs (including behavioral programs and crisis intervention teams). Respondents from the three agency groups identified crisis intervention team training and support, evaluation/assessment of mental disorders, substance abuse disorders

and co-occurring disorders as a top three ranked need. Additionally, residential inpatient behavioral health treatment programs was identified as one of the top three needs by respondents from human services and criminal justice agencies.

- Law enforcement:
 - #1 Crisis Intervention Team (CIT) training and support (28%)
 - #2 Evaluation/assessment of mental disorders, substance abuse disorders and co-occurring disorders (27%)
 - #3 Suicide risk assessment, response and protocols (17%)
- Criminal justice agencies:
 - #1 Evaluation/assessment of mental disorders, substance abuse disorders and co-occurring disorders (23%)
 - #2 Outpatient/community-based behavioral health programs (20%)
 - #3 Crisis Intervention Team (CIT) training and support (18%), Residential inpatient behavioral health treatment programs (18%)
- Human services agencies:
 - #1 Evaluation/assessment of mental disorders, substance abuse disorders and co-occurring disorders (25%)
 - #2 Crisis Intervention Team (CIT) training and support (14%), Residential inpatient behavioral health treatment programs (14%), Outpatient/community-based behavioral health programs (14%), Workforce/hire and retain qualified staff (14%)
 - #3 Suicide risk assessment, response and protocols (11%)

Q18: Please let us know of any other areas of need that you would encourage our agency to consider.

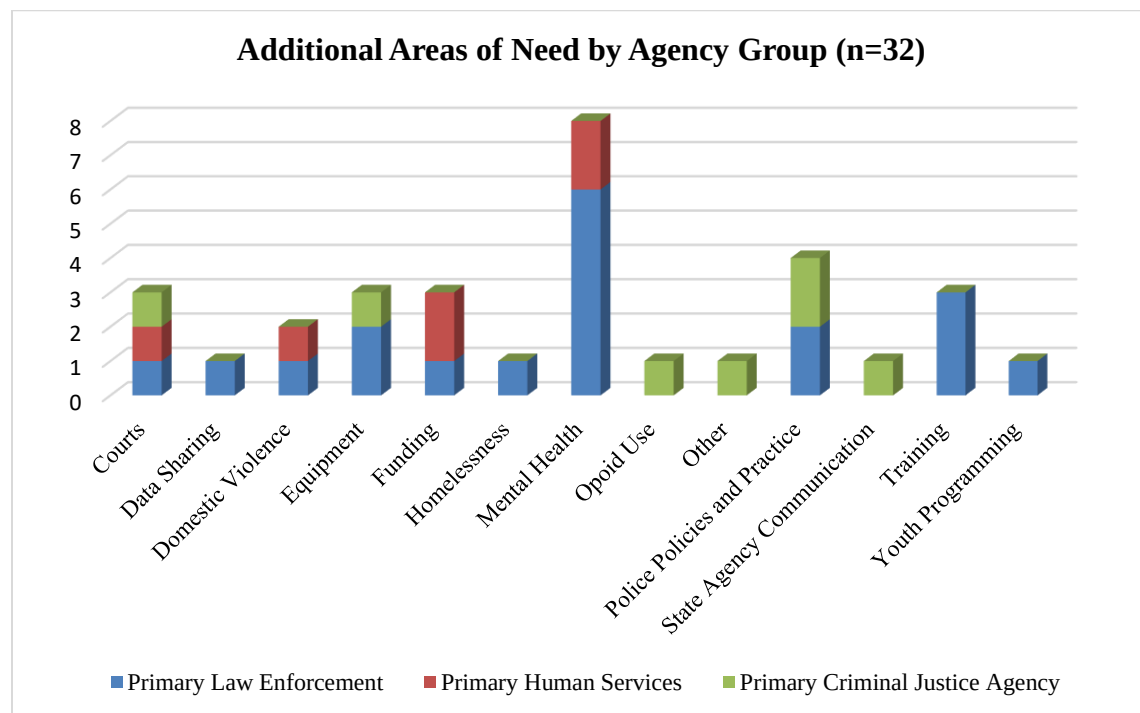


Figure 21. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

As indicated by the low number of responses to this question (n=32) and high number of “not applicable” responses (n=149), respondents did not have many additional areas of need not already addressed in the survey. The 32 responses were grouped into 13 categories as shown in Figure 21. Overall, needs grouped into the mental health category were identified most often (n=8).

- 86% of law enforcement agency respondents did not provide any additional areas of need (n=119). Of the 19 responses for consideration, the most identified need areas were in mental health (n=6) and training (n=3).
- 73% of human services agency respondents did not identify any additional areas of need. Of the six responses provided, mental health (n=2) and funding (n=2) were identified most often.
- 67% of criminal justice agencies did not identify any additional need areas. Of the seven responses provided, two were grouped into police policies and practice.
- Mental health accounted for one fourth of survey responses, excluding those who did not identify an area of need.

Q19: Please rank the eight JAG Purpose Areas in order of importance for the communities you serve or the state (rank from 1 = most important to 8 = least important).

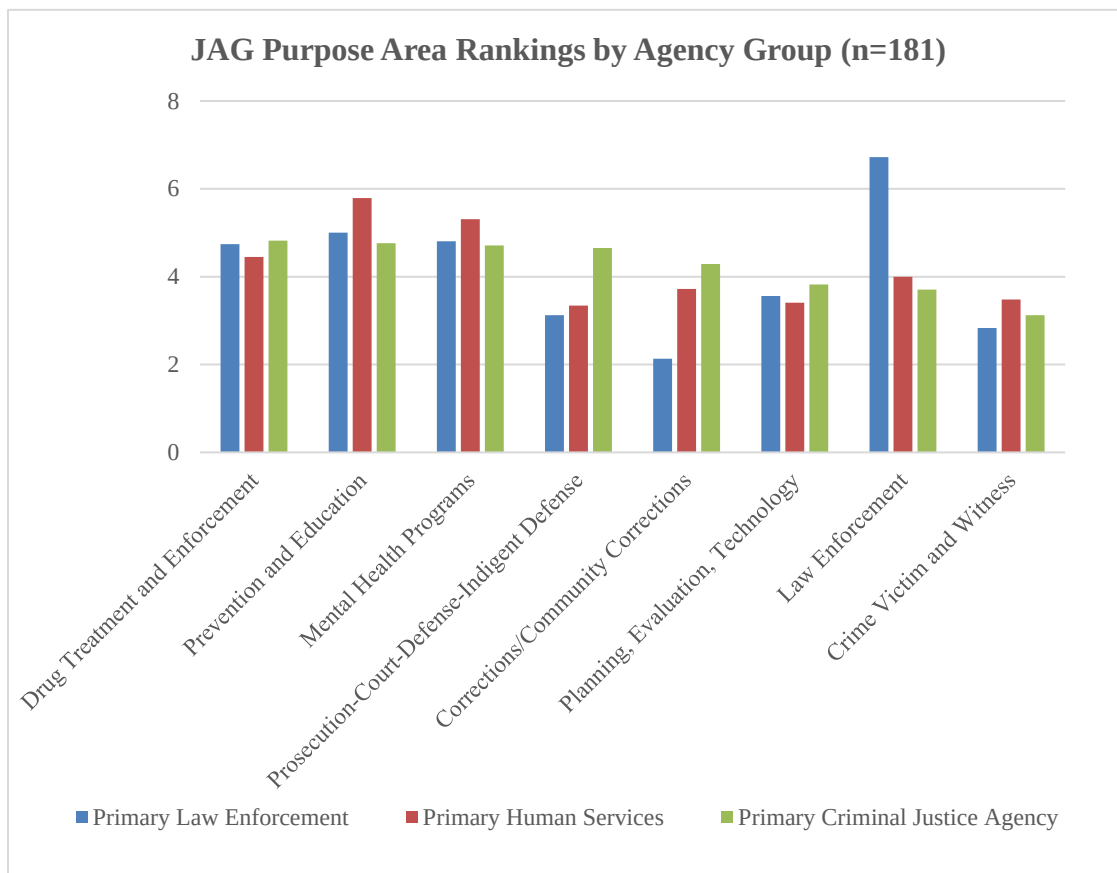


Figure 22. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

Respondents were asked to rank the JAG purpose areas in order of importance. Figure 22 reveals similar rankings from respondents across the three agency groups with mental health programs, and prevention and education receiving one of the top three highest summary scores. Drug treatment and enforcement also scored in the top three by respondents from criminal justice agencies and human services agencies.

- Law enforcement rankings:
 - #1 Law enforcement (6.7)
 - #2 Mental health programs (4.8)
 - #3 Prevention and education (5.0)
- Criminal justice agency rankings:
 - #1 Drug treatment and enforcement (4.8)
 - #1 Prevention and education (4.8)
 - #2 Mental health programs (4.7)

- #2 Prosecution-court-defense-indigent defense (4.7)
 - #3 Corrections/community corrections (4.3)
- Human services agency rankings:
 - #1 Prevention and education (5.8)
 - #2 Mental health programs (5.3)
 - #3 Drug treatment and enforcement (4.5)

Q20: Please assign percentages to how you would allocate funding to the JAG Program purpose areas. Enter whole numbers between 0 and 100 in each of the fields below. (The total must equal 100. Do not include percent signs or decimal points).

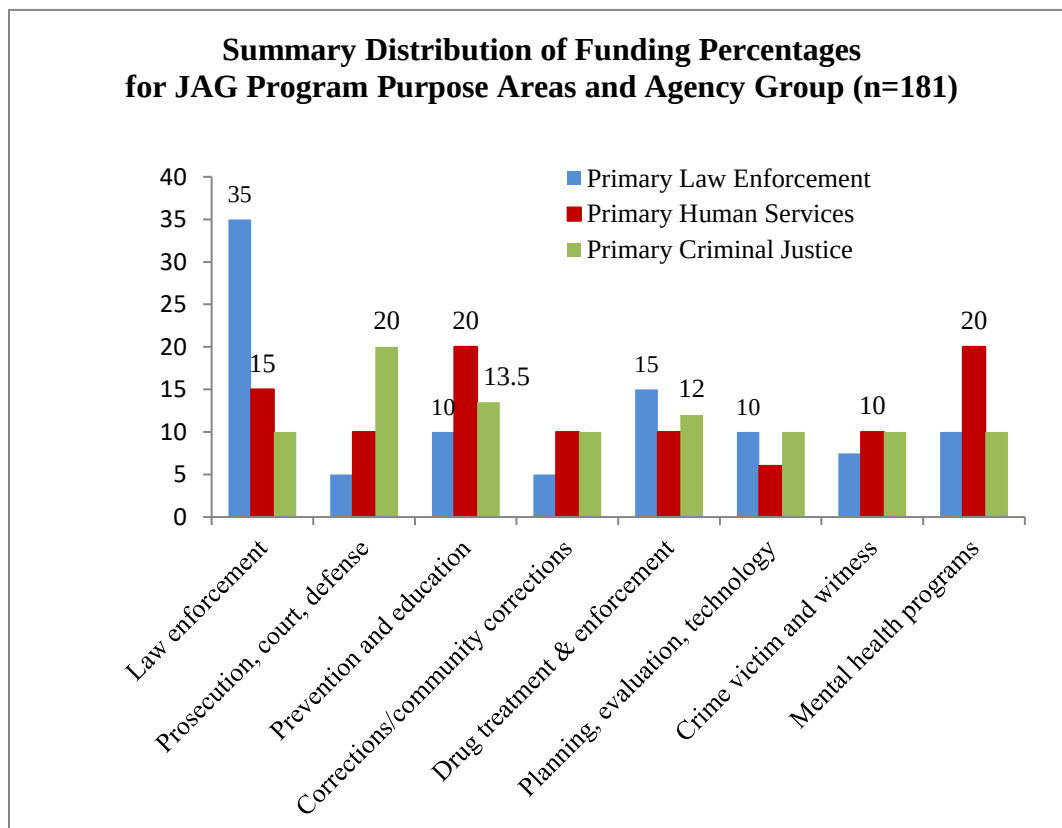


Figure 23. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

Figure 23 summarizes funding allocations by the JAG program purpose areas 1 through 8 and agency groups. The average percentage (median) is highlighted for the top scoring purpose areas.

- Respondents from law enforcement agencies reported they would allocate the highest percentages of funding to law enforcement (35%), drug treatment and enforcement

(15%), prevention and education (10%), and planning, evaluation and technology improvement programs (10%).

- Respondents from human services agencies reported they would allocate the highest funding percentages to prevention and education (20%), mental health programs and services (20%), and law enforcement programs (15%).
- Criminal justice agency respondents would allocate the highest funding to prosecution and court programs, including indigent defense (20%), prevention and education programs (13.5%), and drug treatment and enforcement programs (12%).

The average percentages by program area are listed below for the agency groups in the following order: law enforcement, human services, and criminal justice.

- Law enforcement programs 35%, 15%, 10%
- Prosecution and court programs, including indigent defense 5%, 10%, 20%
- Prevention and education programs 10%, 20%, 13.5%
- Corrections, community corrections and reentry programs 5%, 10%, 10%
- Drug treatment and enforcement programs 15%, 10%, 12%
- Planning evaluation, and technology improvement programs 10%, 6%, 10%
- Crime victim and witness programs (other than compensation) 7.5%, 10%, 10%
- Mental health programs and services 10%, 20%, 10%

JAG Application Funding History

Q21: During calendar years 2015 through 2018, did your agency apply for JAG funding? (select one response)

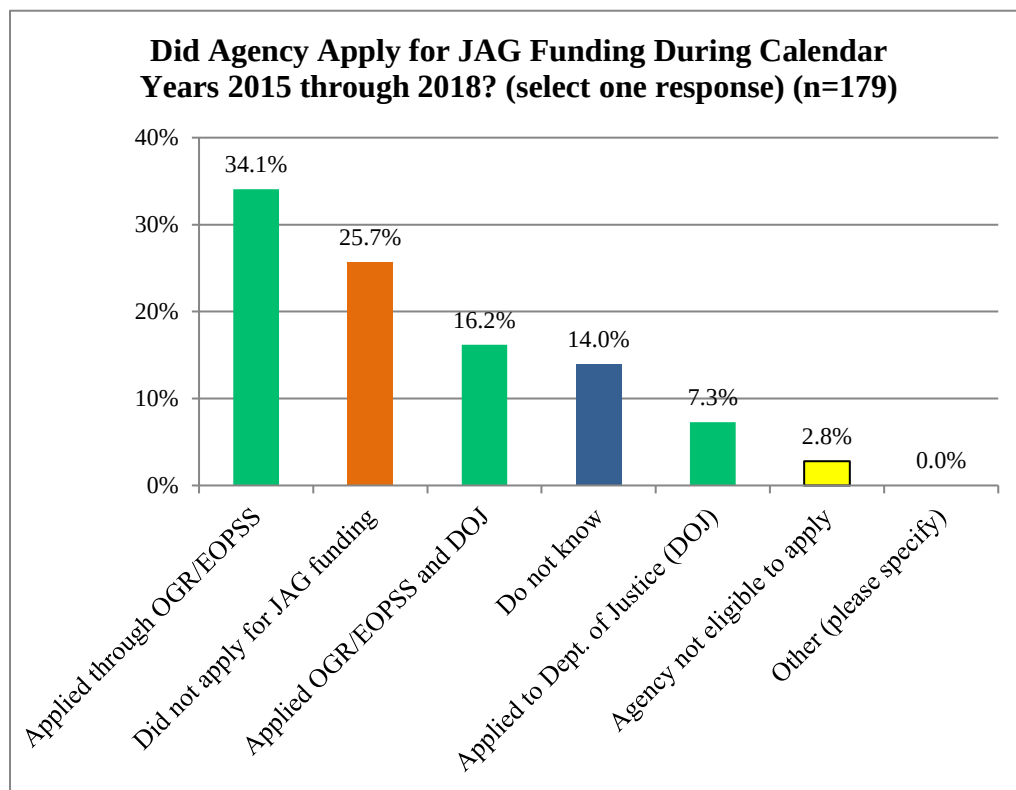


Figure 24. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

- 58% of respondents' agencies had applied for JAG funding at some point from 2015 through 2018. (Figure 24)
 - 34% reported their agency applied for JAG funding through OGR.
 - 16% reported their agency applied through OGR and DOJ.
 - 7% stated their agency applied for JAG funding directly through the DOJ.
- Just over a quarter of respondents (26%) did not apply for JAG funding during the period.
- 14% of respondents did not know if their agency had applied for JAG funding.
- 3% of respondents reported their agency was not eligible to apply.

Q22: Based on your most recent JAG application, were you awarded funding? (select one response)

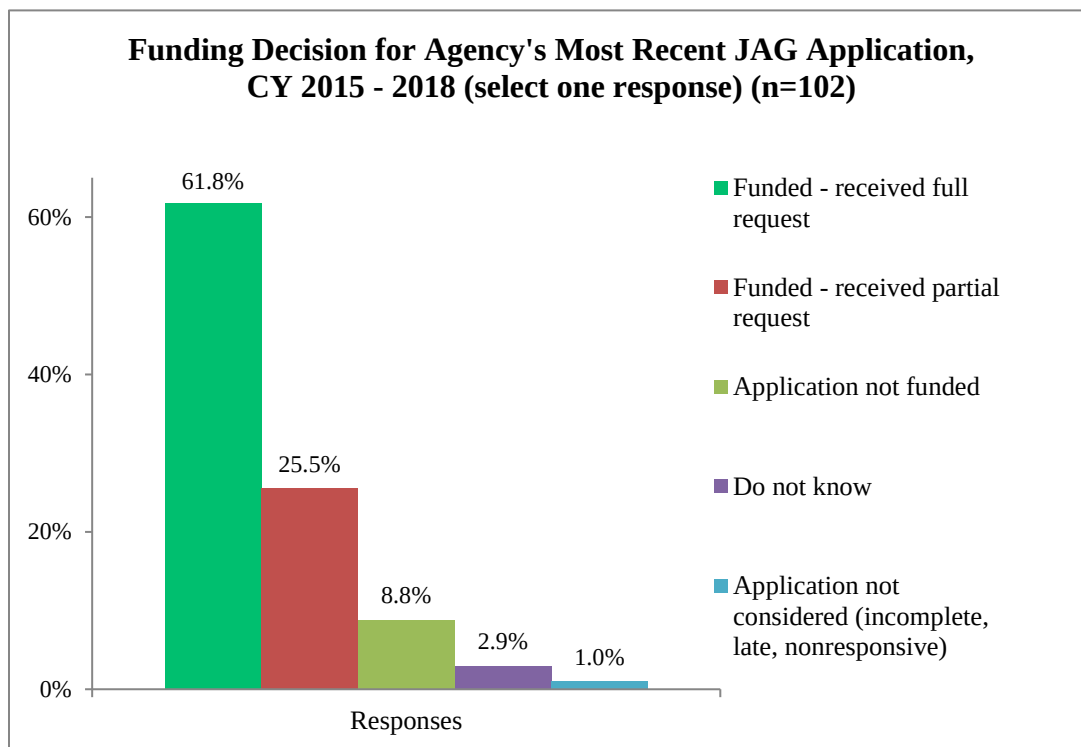
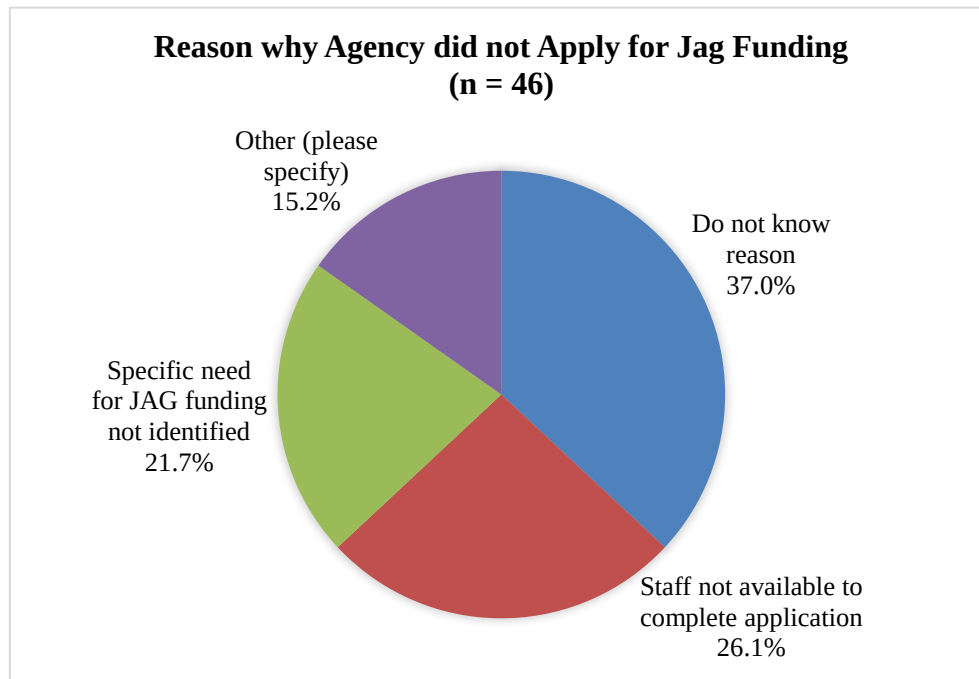


Figure 25. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

- Of the 102 survey respondents who answered this question (Figure 25):
 - Greater than half reported receiving the full amount of their funding request (62%), and more than a quarter received partial funding (26%).
 - 9% of respondents reported their applications were not funded, and 1% were not considered.

Q23: Please indicate the reason you did not apply for JAG funding (select one response)

**Please
the
you did
apply**



**indicate
reason
not
for JAG**

funding.(select one response)

Figure 26. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

- Of the 46 respondents who indicated their agency did not apply for JAG funding from 2015 through 2018 (in question 21), the reasons are provided below:
 - 37% did not know why their agency did not apply for JAG funding .

- Over a quarter of respondents (26%) stated they were unable to apply for JAG funding because they lacked the staff needed to complete the application process.
- 22% reported not having an identified need for JAG funding.
- 15% specified some other reason including being unaware of funding opportunities, being denied funding in the past, complications with sign off – due to being a sanctuary city.

Q24 During calendar years 2015 through 2018, did your agency benefit from JAG funding received via another agency (i.e., your agency was a recipient of a sub-award)? (select one response)

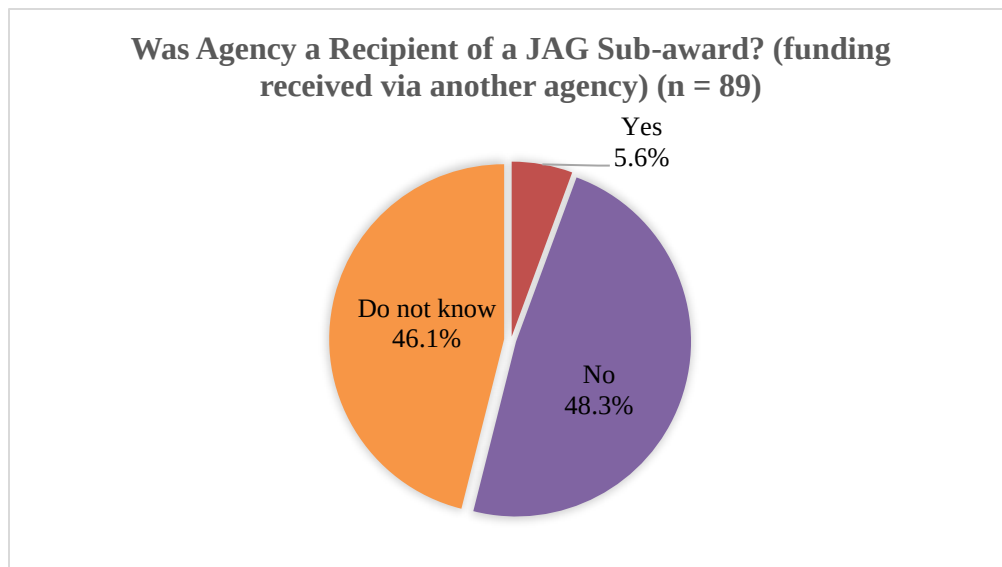


Figure 27. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

- Five persons responded that their agency was a recipient of a JAG sub-award (6%) and 46% responded they did not know. (Figure 27).
- Another 48% responded their agency was not a JAG sub-award recipient.

Q25: Additional comments about JAG funding that were not addressed in the survey.

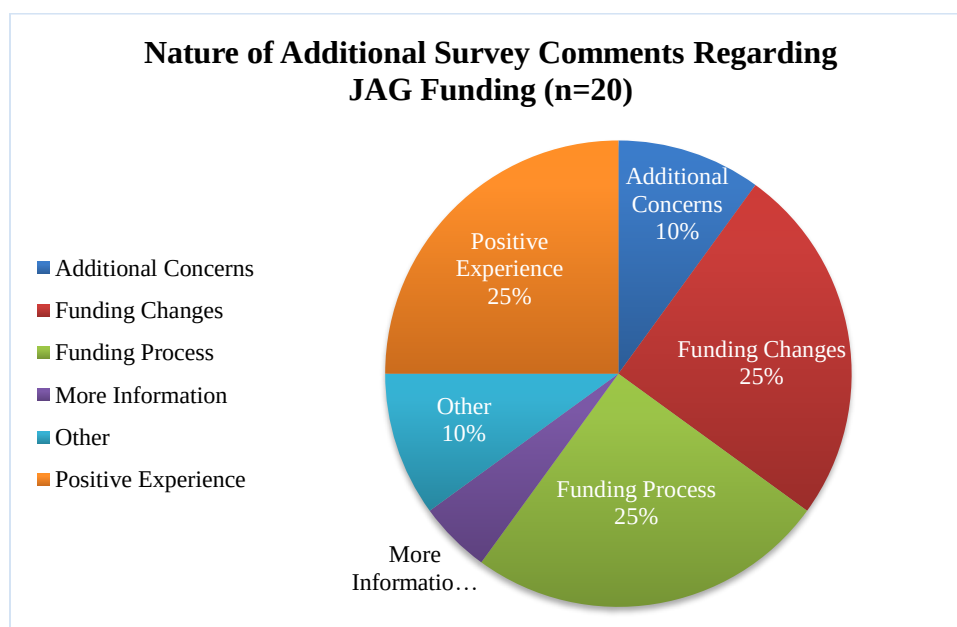


Figure 28. Source: Massachusetts Research and Policy Analysis Division, JAG Stakeholder Survey, May 2019.

- As shown in Figure 28, 89% or 161 of the 181 survey respondents did not have any additional comments about JAG funding not addressed in the survey.
 - 88% of law enforcement agency respondents did not have additional comments, and 91% of respondents from human services agencies and criminal justice agencies did not have additional comments.
- 20 of those surveyed (11%) provided additional comments. Comments were grouped with similar responses into six categories as shown above.
 - One-quarter of the comments expressed positive experiences survey respondents had with JAG funding.
 - One-quarter of the comments relate to funding changes respondents experienced.
 - One-quarter relate to the JAG funding process.
 - The remaining responses are categorized into 10% Additional Concerns, 10% Other, and 5% More Information (more information regarding the JAG funding process).

APPENDIX D

List of Stakeholders

Leah Harrington – Essex County Sheriff’s Office

Brian Keyes – Chelsea Police Department

Laurie Myers – Sex Offender Registry Board

Peg Crowe – YWCA of Malden

David Sullivan – Northwestern District Attorney’s Office

Ann Marie Robertson – Massachusetts State Police

Ed Jacoubs – Plymouth County District Attorney’s Office

Kelly Dwyer – Governor’s Council to Address Sexual Assault and Domestic Violence

Gina Papagiorgakis – Parole Board

Corinn Nelson – Probation

Ruth Budelmann – Juvenile Justice Advisory Committee (JJAC) Chair

Elizabeth Englander – Bridgewater State University

Rhiana Kohl – Department of Corrections

Nancy Alterio – Disabled Persons Protection Commission

Arnie Stewart – Committee for Public Counsel Services

Anthony Braga – Northeastern University

Ben Struhl – Northeastern University

Laurence Pierce – Trial Court