

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



**State Fiscal Year 2025  
Charles E. Shannon Jr. Community Safety Initiative**

**Report to the Massachusetts General Court**  
*Senate and House Committees on Ways and Means*

**September 2025**

**Maura T. Healey  
Governor**

**Kimberley Driscoll  
Lieutenant Governor**

**Terrence M. Reidy  
Secretary**

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Executive Director**

## Introduction

### Legislation – *8100-0111*

The Office of Grants and Research (OGR) is pleased to submit this report on the **Charles E. Shannon Jr. Community Safety Initiative** (Shannon CSI) to the House and Senate Committees on Ways and Means.

OGR is a state agency that is part of the Executive Office of Public Safety and Security (EOPSS). EOPSS is responsible for the policy development and budget oversight of the secretariat's 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

In addition to managing and administering state-funded criminal justice, homeland security, and traffic safety grant programs, OGR is the State Administering Agency (SAA) for federal grant funding received by the Commonwealth of Massachusetts from the Department of Justice (DOJ), Federal Emergency Management Agency (FEMA), and the National Highway Traffic Safety Administration (NHTSA). In total, the agency manages more than \$279 million in grant funds annually. Additionally, OGR's Research and Policy Analysis Division (RPAD), which houses the Massachusetts Statistical Analysis Center, utilizes research and evaluation to promote public safety in the Commonwealth by informing criminal justice and public safety policy. 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 report authored by OGR regarding the FY25 Shannon CSI.

## **Program Overview**

Pursuant to Fiscal Year 2025 General Appropriation Act, Chapter 140 of the Acts of 2024, OGR released an Availability of Grant Funds (AGF) inviting multi-disciplinary, regional/local partnerships to apply for funding. The relevant appropriation language states:

*8100-0111 For a grant program to be known as the Senator Charles E. Shannon, Jr. community safety initiative, to be administered by the executive office of public safety and security to support regional, multidisciplinary approaches to combat gang violence through coordinated programs for prevention and intervention, coordinated law enforcement, including regional gang task forces and regional crime mapping strategies, focused prosecutions and reintegration strategies for formerly incarcerated persons; provided, that the secretary of public safety and security shall distribute grant funds through a competitive grant program that gives preference to applications that: (i) demonstrate high levels of youth violence, gang problems and substance use in a region; (ii) demonstrate a commitment to regional, multi-jurisdictional strategies to deal with such community safety issues, including written commitments for municipalities, law enforcement agencies, community-based organizations and government agencies to work together; (iii) clearly outline a comprehensive plan that establishes measurable outcomes for municipalities to work with law enforcement, community-based organizations and government agencies to address gang activity; (iv) outline measurable outcomes that demonstrate program success, detail a plan for collecting data related to achieving said measurable outcomes and commit to sharing the data with the executive office; (v) make a written commitment to match grant funds with a 25 per cent match provided by either municipal or private contributions; and (vi) identify a local governmental unit to serve as the fiscal agent; provided further, that clusters of municipalities, in partnership with nonprofit organizations and other agencies, including district attorneys' offices, may apply for such grant funds; provided further, that such grant funds shall be considered 1-time grants awarded to public agencies and shall not annualize into fiscal year 2026 or subsequent years; provided further, that administrative costs for successful grant applications shall not exceed 10 per cent of the value of the grant; provided further, that no grant funds shall be awarded to the department of state police; provided further, that not later than August 15, 2024, the executive office shall publish guidelines and an application for the competitive portion of the grant fund program; provided further, that not later than December 16, 2024, grant funds shall be made available to applicants; provided further, that not later than 60 days after the distribution of grant funds, the executive office shall submit a report to the executive office for administration and finance and the house and senate committees on ways and means detailing the distribution of the grant funds; provided further, that not later than March 3, 2025, the office shall submit a report to the house and senate committees on ways and means that shall include, but*

*not be limited to: (a) the number of young adults served by the grant program during fiscal year 2025; (b) executive summaries of the programs currently operating under the grant program; and (c) outcomes and findings that demonstrate program success from the grant awards fiscal year 2024; provided further, that not less than \$400,000 shall be expended for targeted violence prevention initiatives at state or federally-assisted housing sites; provided further, that preference shall be given to sites that have been subject to enforcement actions by the United States Department of Justice; provided further, that not less than \$75,000 shall be expended for the Racism-based Violence Injury & Prevention Lab at Boston College to conduct a study evaluating the impacts of early life trauma on those incarcerated in the commonwealth for violent offenses; and provided further, that notwithstanding any general or special law to the contrary, the department of correction shall permit investigators funded from this item access to inmates in correctional facilities for the purpose of completing said study.*

Allocated funding was used to fund three program elements – Program Sites, Local Action Research Partners, and Statewide Research Partner. A separate, competitive application process is offered annually for each element of the program.

**Shannon CSI:** The Shannon CSI program sites take a multi-pronged approach to address a community's gang and youth violence problem. The program supports regional, multi-disciplinary collaborations combating gang violence through coordinated prevention, intervention, law enforcement, prosecution, and reentry programs. Shannon CSI incorporates the key elements of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) Comprehensive Gang Model. The program supports regional, multi-disciplinary approaches to combat gang violence through coordinated prevention, intervention, law enforcement, prosecution, and reentry programs. Program partners may include state, local, and nonprofit organizations, with one municipal partner serving as the fiscal agent for the Shannon CSI program site. New in FY25 was the addition of available funding to support programming in publicly funded housing sites within communities receiving Shannon CSI funding. This new program element was titled the Housing Site Initiative.

**Shannon CSI Local Action Research Partner (LARP):** A LARP is funded to support each Shannon CSI program site. The LARP assists the Shannon CSI site program director, steering committee, and funded program partners by providing strategic thinking, critical analysis, and continuous feedback to improve or maintain program operations and ensure that the goals of the funded Shannon CSI programs are within scope, on schedule, and within budget.

**Shannon CSI Statewide Research Partner (SRP):** One SRP is selected to assist all funded Shannon CSI sites, Local Action Research Partners (LARPs), and OGR by providing strategic, analytic, and research support.

This approach provides strong research-backed support for Shannon CSI program sites and promotes effective, evidence-based programming to better address the needs of communities impacted by gang violence.

In accordance with the FY25 Shannon CSI's authorizing statute, OGR issued \$75,000 to the Racism-based Violence Injury & Prevention Lab at Boston College to conduct a study evaluating the impacts of early life trauma on those incarcerated in the commonwealth for violent offenses.

### **Applicant Eligibility**

OGR encouraged a municipal entity to serve as the lead applicant and fiscal agent of the applicant program site. Applicants were expected to demonstrate the gang violence issues faced by their community and a collaborative effort within the applicant's municipality or region.

Public and quasi-public entities or nonprofit research entities established to fulfill a primary public purpose were eligible to apply for LARP funding.

### **Allowable Funding Purposes**

The purpose of this funding is to support regional, multi-disciplinary approaches to combat gang violence through coordinated programs for prevention and intervention, coordinated law enforcement including regional gang task forces and regional crime mapping strategies, focused prosecutions, and reintegration strategies for prior offenders. The program incorporates key elements of the OJJDP Comprehensive Gang Model. Research partners utilize funding to provide strategic, analytic, technical, and research support.

### **Allowable Costs**

Allowable costs include a wide range of expenses associated with promising and evidence-based violence prevention and intervention programs.

### **Application Process**

Competitive application processes were held for the Shannon CSI program sites and LARP according to the following schedule:

AGF Posted: August 23, 2024

Deadlines for Questions: September 5, 2024

Proposals Due: September 27, 2024, no later than 4:00 p.m.

Award Announcements: November/December 2024

Grant Period: On or about January 1, 2025, through December 31, 2025

As part of their application for funding, Shannon CSI program sites were invited to request additional funds to support programming targeting violence prevention initiatives in state or federally assisted public housing sites.

A competitive application process for the SRP is expected to be held in Spring 2025. The anticipated award amount is \$263,895.18.

### **Review Process**

Each application was reviewed by three members of the review committee. In the application review meeting, the review team discussed the quality, feasibility, and reasonableness of each

application's: (1) definition of problem, (2) proposed strategy, and (3) budget. The review form provided to reviewers detailed items to be rated and the possible point allowance for each element.

Recommendations provided by the review team were then cross-referenced with funding criteria listed within the FY24 Shannon CSI Availability of Grant Funds (AGF). These criteria include:

- Saliency of Gang Violence Problem Statement as depicted by statistical data
- Link between the Gang Violence Problem Statement and the proposed strategy
- Justification for participant eligibility
- Collaboration with other funding sources
- Consistency between the proposed budget and strategy

The review team recommended that all fifteen (15) of the applicants receive funding. No applicants were recommended for rejection.

Additionally, a review team completed this review process for the LARP applications. The team recommended all fifteen (15) research-focused organizations receive funding to serve as LARPs for the funded Shannon CSI sites.

### **Awarded Funds**

Due to limited available funds, eight (8) Shannon CSI program sites were awarded full funding and seven (7) were awarded partial funding. All 10 applicants seeking Housing Site Initiative funding received funds to support violence prevention programming in public housing sites. These 10 program sites received awards that were higher than their FY24 grant awards. Five (5) sites that did not seek funding through the new Housing Site Initiative received awards equal to their FY24 grants.

Also due to limited available funds, thirteen (13) LARP applicants were fully funded and two (2) were partially funded.

### **FY25 Shannon CSI Program Site Awards**

<b>Award Recipient</b>	<b>Amount Requested</b>	<b>Total Award Amount (Includes Housing Site Initiative Funding)</b>	<b>Housing Site Initiative Funding</b>
<b>Boston/Brookline</b>	\$2,271,524.25	<b>\$1,735,107.39</b>	\$61,104.06
<b>Brockton</b>	\$831,598.37	<b>\$775,475.14</b>	\$26,184.06
<b>Fall River</b>	\$653,973.25	<b>\$653,973.25</b>	N/A
<b>Fitchburg/Gardner</b>	\$500,250.50	<b>\$479,882.76</b>	\$21,184.06
<b>Haverhill/Methuen</b>	\$310,466.65	<b>\$310,466.65</b>	N/A
<b>Holyoke/Chicopee</b>	\$655,159.07	<b>\$606,446.54</b>	\$56,599.86
<b>Lawrence</b>	\$307,950.08	<b>\$299,866.91</b>	N/A
<b>Lowell</b>	\$785,475.29	<b>\$790,957.53</b>	\$13,334.06
<b>Lynn</b>	\$699,536.16	<b>\$446,354.29</b>	\$69,421.70

<b>Award Recipient</b>	<b>Amount Requested</b>	<b>Total Award Amount (Includes Housing Site Initiative Funding)</b>	<b>Housing Site Initiative Funding</b>
<b>Metro Mayors Coalition (Braintree, Cambridge, Chelsea, Everett, Malden, Quincy, Revere, Somerville, and Winthrop in partnership with the Metropolitan Area Planning Council)</b>	\$1,142,239.58	<b>\$815,703.17</b>	\$58,404.22
<b>New Bedford</b>	\$1,313,778.70	<b>\$1,168,615.71</b>	\$48,434.06
<b>Pittsfield</b>	\$507,252.77	<b>\$439,015.06</b>	\$23,324.83
<b>Springfield</b>	\$1,247,411.92	<b>\$1,247,411.92</b>	N/A
<b>Taunton</b>	\$182,500.50	<b>\$161,352.96</b>	\$22,009.06
<b>Worcester</b>	\$1,327,295.79	<b>\$1,249,043.89</b>	N/A
<b>Total</b>	\$12,736,412.88	<b>\$11,179,673.20</b>	\$399,999.97

#### **FY25 Shannon CSI LARP Grant Awards**

<b>Award Recipient</b>	<b>Shannon CSI Site</b>	<b>Amount Requested</b>	<b>Total Award Amount</b>
<b>Boston University, Boston</b>	MMC	\$64,266.58	<b>\$61,806.27</b>
<b>Bridgewater State, Bridgewater</b>	Brockton	\$67,587.50	<b>\$67,587.50</b>
<b>CERTE INC, Amherst</b>	Holyoke	\$77,550.00	<b>\$77,550.00</b>
<b>Clark University, Worcester</b>	Worcester	\$66,554.97	<b>\$66,554.97</b>
<b>Crime and Justice Institute, Boston</b>	Fall River	\$66,394.04	<b>\$66,394.04</b>
<b>Kelley Research Associates, Norwell</b>	Taunton	\$25,200.00	<b>\$25,200.00</b>
<b>North Shore Community College, Danvers</b>	Lynn	\$42,000.46	<b>\$42,000.46</b>
<b>Northeastern University, Boston</b>	Boston	\$66,641.00	<b>\$66,641.00</b>
<b>Salem State University, Salem</b>	Springfield	\$49,344.63	<b>\$46,475.13</b>
<b>Sean Varano, Kingston</b>	New Bedford	\$43,834.02	<b>\$43,834.02</b>

<b>Award Recipient</b>	<b>Shannon CSI Site</b>	<b>Amount Requested</b>	<b>Total Award Amount</b>
<b>UMASS Chan Med School, Worcester</b>	Fitchburg	\$56,511.00	<b>\$56,511.00</b>
<b>University of Massachusetts, Lowell, Lowell</b>	Lowell	\$59,327.00	<b>\$59,327.00</b>
<b>University of Massachusetts, Lowell (Lawrence), Lowell</b>	Lawrence	\$36,680.74	<b>\$36,680.74</b>
<b>University of Massachusetts, Lowell Haverhill/Methuen, Lowell</b>	Haverhill	\$36,680.74	<b>\$36,680.74</b>
<b>Westfield State, Westfield</b>	Pittsfield	\$32,300.35	<b>\$32,300.35</b>
<b>Total</b>	<b>All Locations</b>	<b>\$790,873.03</b>	<b>\$785,543.22</b>

### **Disbursement**

Fifty percent of the approved award is rendered once a contract is executed and all reporting forms from the previous grant cycle are approved. To help ensure compliance with grant rules and regulations, the remaining fifty percent is rendered after OGR receives and approves a grantee's first quarterly report.

In accordance with appropriation language, no more than 10 percent of total awards was set aside for administrative costs. A total of \$1,025,618 was initially set aside for OGR administration but subsequently reduced to \$893,041.

### **Contracting**

In December 2024, the lead applicant/fiscal agent for each Shannon CSI program site as well as each LARP was sent contracting materials. These materials included a Standard Contract, Contractor Authorization Signature Listing Form, OGR Subrecipient Grant Conditions, and additional materials.

In January 2025, each grantee was sent a copy of its executed Standard Contract, its formal notification to begin incurring costs.



## **APPENDIX A: Shannon Community Safety Initiative 2023 Comprehensive Report**

The following comprehensive report was prepared by the FY24 Shannon CSI SRP, Northeastern University/University of Pennsylvania, regarding the FY2023 Shannon CSI.