

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



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

Federal Fiscal Year 2024 Massachusetts Application

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I. Program Narrative/Strategic Plan

A. Description of the Issue/Priorities and Programs

Massachusetts intends to utilize FFY 2024 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. The Executive Office of Public Safety and Security's Office of Grants and Research (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 allocate the remaining funds towards State initiatives which will primarily benefit our state criminal justice related enforcement agencies.

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.

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

- Reducing gun, gang and youth violence.
- Youth violence and gang membership.
- Supporting evidence-based reentry programs to reduce recidivism.
- Targeting domestic violence and sexual assault offenders.
- Combating heroin, opioids and other illegal drugs.
- Utilizing research to assess the effectiveness of JAG programs.

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 and local law enforcement officials that represent 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 such as the Shannon Community Safety Initiative (CSI) are yielding some positive results. For example, for FY 2023, the Executive Office of Public Safety and Security's Office of Grants and Research allotted \$12.33 million out of which \$10,444,259.08 were awarded to 15 Shannon CSI Grant Sites and \$770,198.68 to its Local Action Research Partners (LARPs) who assist funded sites by providing strategic, analytic, technical, and research support.¹ Positive results are evident by the substantial decline of youth arrests for violent crimes in the past ten years.² High school students self-reporting violent related experiences and behaviors also declined overtime among key indicators.³ 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. 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 State Fiscal Year 2023, Charles E. Shannon Jr. Community Safety Initiative, Report to the Massachusetts General Court Senate and House Committees on Ways and Means, March 2023

² See Figure 2, page 6

³ See Figure 4, page 7

CRIMES INVOLVING FIREARMS

Crime statistics and arrest statistics were compiled by utilizing National Incident Based Reporting System (NIBRS) data, which is voluntarily submitted to the Executive Office of Public Safety and Security and ultimately to the FBI by local, state, campus, and hospital police agencies. NIBRS data includes the nature and types of specific offenses in the incident, characteristics of the victim(s) and offender(s), types and value of property stolen and recovered, and characteristics of persons arrested in connection with a crime incident; not all police agencies submit crime data using NIBRS. While NIBRS reporting now covers more than 98% of the population of the Commonwealth, some smaller agencies still do not report. Figure 1 includes NIBRS data converted to UCR data to show the count of homicides, robberies and aggravated assaults with a firearm across the Commonwealth for all agencies that submitted NIBRS data. Please note the number of departments reporting NIBRS data has increased over time which contributes to the substantial increases starting in 2019.⁴ In 2023, a combined total of 3,064 homicides, robberies, and aggravated assaults in Massachusetts involved the use of firearms. This figure represents a 6.6% decline from the prior year (Figure 1).

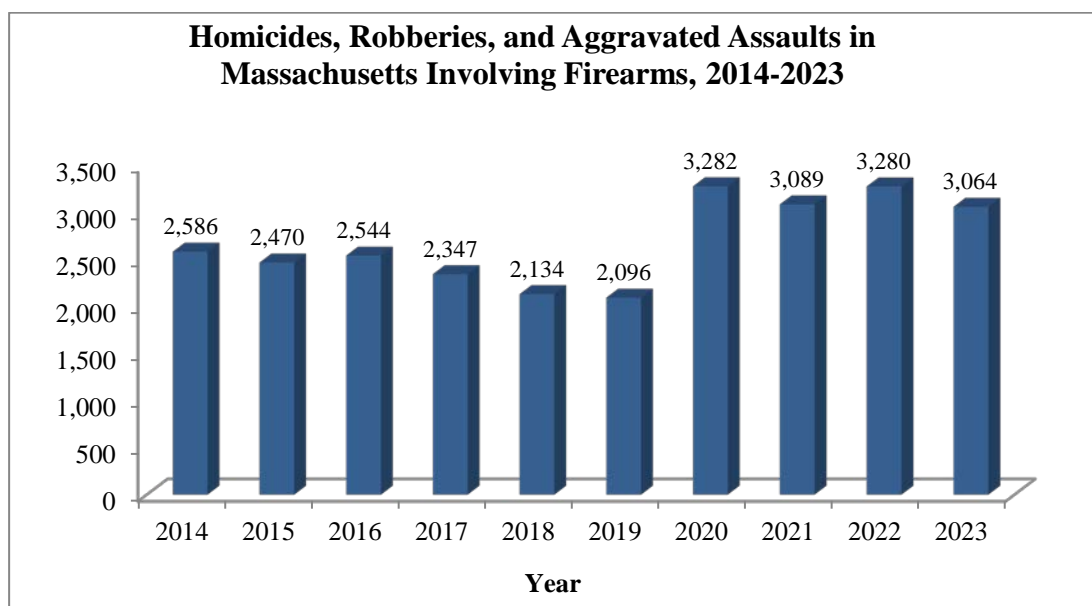


Figure 1. Source: NIBRS Data accessed via CrimeSOLV, October 2024.

YOUTH VIOLENCE AND GANG VIOLENCE

Juvenile Part I Arrest Rates

The eight offenses that comprise Part I Crimes or Index Crimes – criminal homicide, rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft, and arson – are the most serious offenses against persons and property tracked by the Federal Bureau of Investigation (FBI).⁵ For the past ten years, Massachusetts' Part I juvenile arrest rate⁶ have steadily declined since 2014 until an uptick in 2022 and 2023. In 2023, the juvenile arrests for Part I crimes in Massachusetts rose 13% from the previous year (Figure 2).

⁴ Approximately 50 additional jurisdictions were reporting NIBRS data in 2020-2021 compared to 2018-2019.

⁵ FBI figures include only those agencies that voluntarily report their crime data on an annual basis.

⁶ 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).

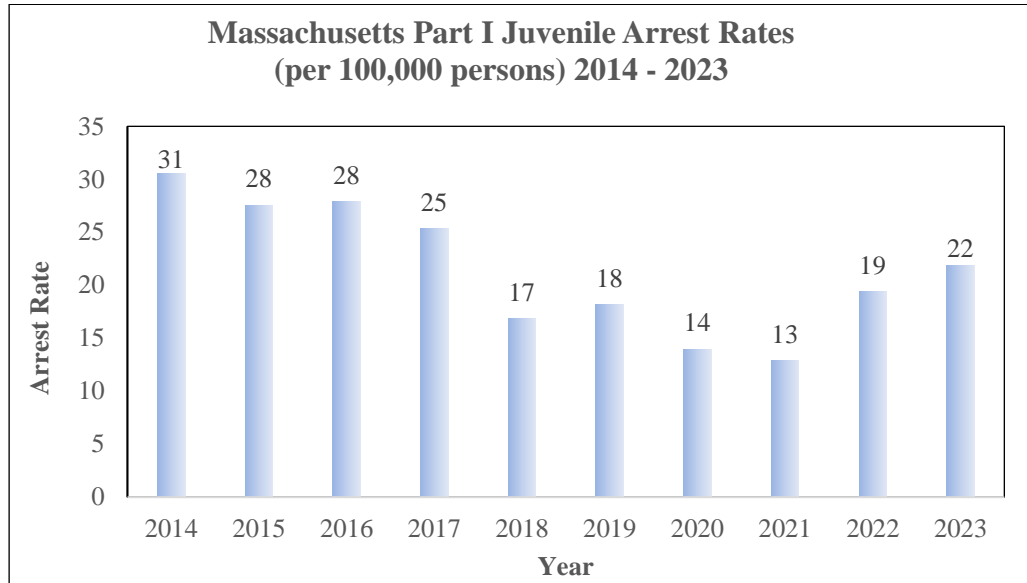


Figure 2. Source: NIBRS Data accessed via CrimeSOLV, Part I Juvenile Arrests (Summary and NIBRS), ages 12-17, July 2024.

Figure 3 shows further examination of the trends for Massachusetts juveniles arrested for crimes against persons and property. The patterns display an increased rate of violent crimes arrests and a decreased rate of property crimes arrests over a ten-year period. The property crime rate dropped 42% between 2014 and 2023, while the violent crime rate increased 13% over the same ten-year period.

The violent crime rates were the lowest in the period between 2020 – 2021 followed by an increase in 2022 that continued to rise in 2023 with a 10% increase compared to the previous year. The property crime rates were the highest in the period between 2014 – 2017 followed by a significant decrease between 2018 – 2021, until an uptick in 2022, that continued to rise for 17% in 2023 compared to the previous year.

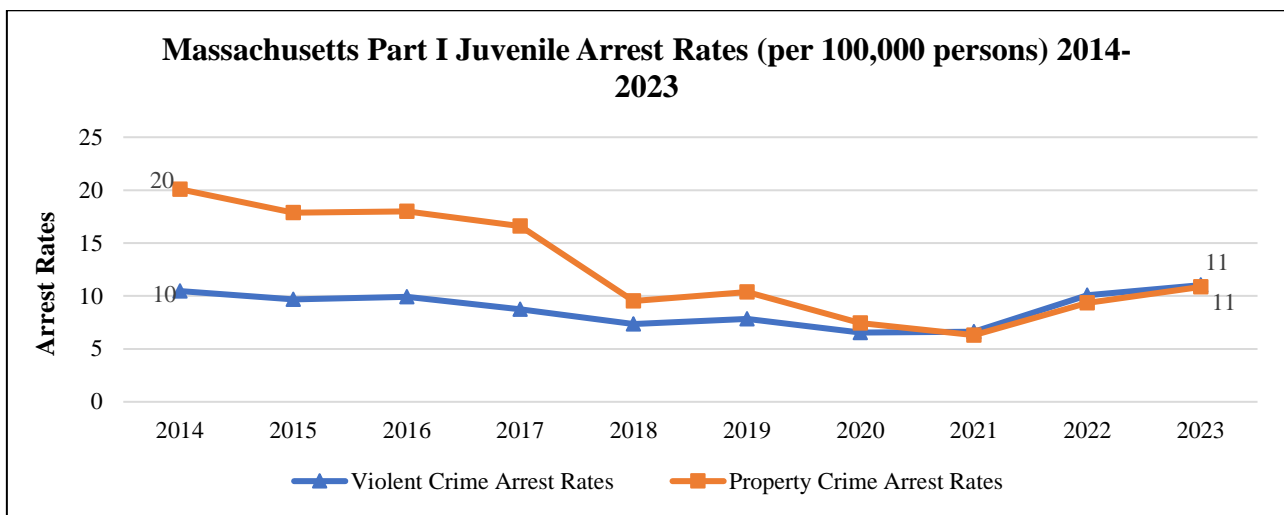


Figure 3. Source: NIBRS Data accessed via CrimeSOLV, Part I Juvenile Arrests (Summary and NIBRS), ages 12-17, July 2024

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. School victimization can have psychological effects such as loneliness, low self-esteem, isolation and depression that can lead to poor academic performance and contribute to truancy and dropping out of school. Overall, delinquency, negative emotions and exposure to violence form the basis of school violence, whereas bullying, antisocial/aggressive behavior, suicidal thoughts and depressive symptoms are the most salient consequences.⁷

Juvenile Violence-related Experiences and Gang Involvement

The 2021 *Health and Risk Behaviors of Massachusetts Youth*⁸ captures violence and school safety concerns reported by Massachusetts youth. Figure 4 depicts the violence-related experiences and behavior at Massachusetts high schools from 2013 through 2021:

- 11% of high school students reported being bullied at school in the past year – a decline from 2019.
- 4% of high school students fought on school property in the past year – a decrease since 2019.
- 8% skipped school because they felt unsafe in the past month – a large increase from 2013.
- 2% of students reported carrying a gun on school property in the past month – a slight decrease making the percentage the lowest across the data; and
- 5% reported being injured or threatened with a weapon at school in the past year – unchanged from 2017 and 2019.

⁷ Lewis, R. A., & Carlton, M. P. (2022, February 23). *What are Predictors of School Violence? What are Its Consequences?* National Institute of Justice. Retrieved August 19, 2024, from <https://nij.ojp.gov/topics/articles/what-are-predictors-school-violence-what-are-its-consequences>.

⁸ Office of Data Management and Outcomes Assessment. (2023, December 8). *Health & Risk Behaviors of Massachusetts Youth, 2021*, 20-21. Massachusetts Department of Elementary and Secondary Education and Department of Public Health. <https://www.mass.gov/doc/health-and-risk-behaviors-of-massachusetts-youth-2021>

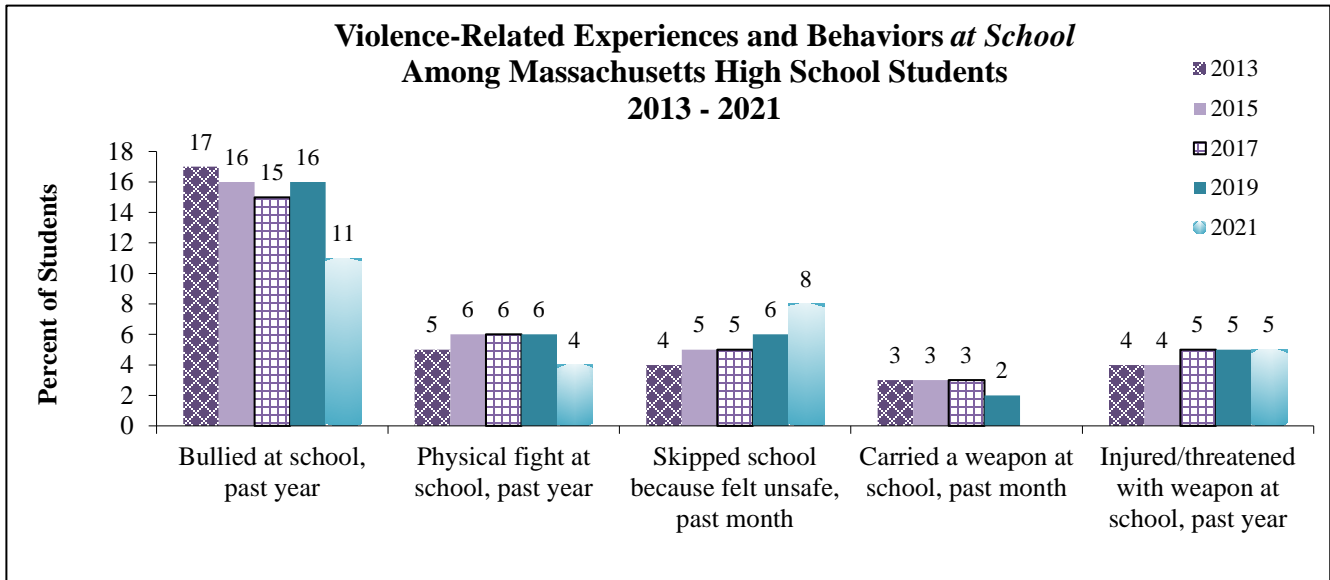


Figure 4. Centers for Disease Control and Prevention (CDC), Massachusetts Youth Risk Behavior Surveillance System (MYRBSS), 2021

While the levels of gang membership and illegal gang activity are difficult to measure, and statistics are sporadic, a few sources shed light on violent behavior exhibited by Massachusetts students. Figure 5 shows student reported physical violence indicators from 2013 to 2021. Figure 5 shows the following indicators for 2021. Furthermore, an analysis of physical violence indicators by gender reveals the following statistics:

- 15% of male students and 5% of female students reported carrying a weapon in the past 30 days;
- 5% of males and 1% of females reported carrying a gun in the past year;
- 23% of males and 11% of females reported being in a physical fight in the past year; and
- 7% of both male and female students experienced physical dating violence.

Additional results from high school students who responded to the 2021 survey revealed: 16% reported being a victim of cyber bullying; 9% experienced physical dating violence; 10% experienced sexual dating violence; and 9% were forced to have sexual intercourse (Figure 5).

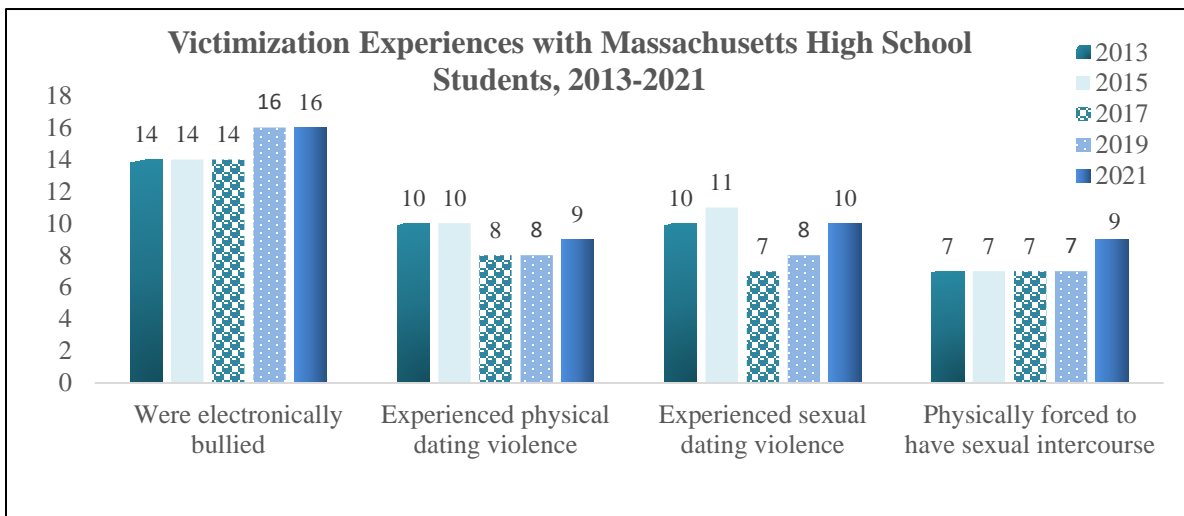


Figure 5. Centers for Disease Control and Prevention (CDC), Massachusetts Youth Risk Behavior Surveillance System (MYRBSS), 2021

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. Upon release to the community, prisoners face many challenges in successfully reentering society including securing employment, housing as well as addressing health and substance abuse issues within a community setting. A key factor that is a precursor to successful reintegration in the community is stable housing.

According to the Center for Justice Innovation, for individuals leaving prison or jail, housing is the critical first building block that will dictate everything else: proximity to family, positive support systems, health care and economic opportunities.⁹ More so, based on a report published by the Crime and Justice Institute (CJI), formerly incarcerated individuals are nearly ten times more likely to be homeless compared to other members of the community. Therefore, stable housing reorients released prisoners to “life in the community, allows them to build a social network and helps them find employment through a permanent address”. Most importantly, it can be “psychologically beneficial, offering hope and commitment to change¹⁰

In 2018, the Commonwealth of Massachusetts passed a landmark Criminal Justice Reform Bill that resulted in the largest and potentially most significant investment that has been made after the reform was passed totaling over \$33 million annually to support reentry services programs. Approximately, half of these reentry dollars are supporting housing and residential reentry services, because prior to the reform, “Massachusetts stood out compared to other states for having very limited transitional housing options” for returning citizens given the

⁹ Watkins, M., & Yager, J. (2023, August 1). *Policy brief: Reentry and the Social Compact*. Center for Justice Innovation. <https://www.innovatingjustice.org/publications/reentry-social-compact>, Online accessed on: August 19, 2024

¹⁰ *Successful Reentry Through Safe Housing Solutions*. (2024, July). Crime Justice Institute. <https://www.cj institute.org/assets/sites/2/2024/07/Successful-Reentry-Through-Safe-Housing-Solutions.pdf>

region's high housing costs.¹¹

Statement of the Problem

Despite the considerable post-reform progress made by state agencies and the communities in Massachusetts, reentering the society after a period of confinement in jail or prison is still 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. At the national level, in 2022, an estimated 1,230,100 prisoners were under state or federal jurisdiction, an increase of 2% or 25,100 persons from yearend 2021 (1,205,100). This increase erased the 1% decrease reported in 2021 and marked the first rise in the combined state and federal prison population in almost a decade (since 2013).¹²

According to BJS, at the end of 2022, approximately 5,407,300 individuals were under the supervision of adult correctional systems in the United States, a decline of less than 1% (down 38,400 persons) from yearend 2021.¹³ More so, an estimated 3,668,800 adults were under community supervision by the end of 2022, a 1.0% decrease from the 3,705,500 who were supervised in the community on January 1, 2022. In 2022, 1 in 71 adult U.S. residents were under community supervision. Same year, the rate dropped to 1,401 adults under community supervision per 100,000 adult U.S. residents, the lowest since 1986 (1,358 per 100,000). At the yearend in 2022, there was a 2% decrease in the number of adults under community supervision compared to the yearend in 2021.¹⁴ At the state level, according to a recently published report by the Department of Correction's Research and Planning Division: *Prison Population Trends 2023*.¹⁵

Releases to the Community by Supervision Type

- There was a 41% decrease (n=863) in criminally sentenced releases to the community between 2019 and 2023.
- The largest decrease in releases occurred between 2020 and 2021 (about 24%).
- Releases to the community have experienced a consistent decline trend from a high of 2,107 in 2019 to a low of 1,244 in 2023.
- Post-release supervision types have continually been equally distributed within the 20% range since 2020.
- The Massachusetts Crime Bill of 2018 instituted medical parole in which a terminally ill or permanently incapacitated person can be released on parole. In 2023, 12 individuals were released to the community using medical parole.

Releases to the Community by Security Level

- Overall, there was a 9% decline in criminally sentenced releases to the community from 1,370 releases in 2022 to 1,244 releases in 2023 from facilities of all security levels.
- Compared to the previous years, the criminally sentenced releases from medium security facilities exceeded the 50% mark with a total of 54% (n=670). Less than one-fourth came from minimum security facilities, and slightly below one-fifth came from maximum security facilities.

¹¹ Forman, B., Rapoza, E., Ciurczak, P., & Schuster, L. (2024, January 24). *Criminal Justice Reform in Massachusetts: a Five-Year Progress Assessment*, 25. MassINC & Boston Indicators. <https://www.bostonindicators.org/reports/report-detail-pages/criminal-justice-reform-in-massachusetts>

¹² Carson, A. E., & Kluckow, R. (2023, November). *Prisoners in 2022 – Statistical Tables*. U.S. Department of Justice, Office of Justice Programs. <https://bjs.ojp.gov/document/p22st.pdf>

¹³ Buehler, E. D., & Kluckow, R. (2024, May). *Correctional populations in the United States, 2022*. U.S. Department of Justice, Office of Justice Programs. <https://bjs.ojp.gov/document/cpus22st.pdf>

¹⁴ Kaeble, D. (2024, May). *Probation and Parole in the United States, 2022*, 1-4. Bureau of Justice Statistics. <https://bjs.ojp.gov/document/ppus22.pdf>

¹⁵ Research and Planning Division. (2024, July). *Prison Population Trends 2023*, 36. Massachusetts Department of Correction. Retrieved August 20, 2024, from <https://www.mass.gov/doc/prison-population-trends-2023>

- When comparing DOC facility of release in 2023, the greatest number of criminally sentenced individuals were released to the community from Souza-Baranowski Correctional Center (n=242), followed by MCI-Shirley (n=194), and Old Colony Correctional Center (n=138).
- The most significant increase in releases is observed at Souza Baranowski Correctional Center, with an increase of 52% from 159 in 2022 to 242 releases in 2023.

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 rearrest, reconviction, or return to prison with or without a new sentence during a three-year period following the prisoner’s release.”¹⁶ In 2018, a 10-year follow-up on recidivism¹⁷ conducted by BJS illuminates the high reoccurrence of criminal behavior among released prisoners nationwide. The updated study found:¹⁸

- The 409,300 prisoners released in 2008 had an estimated 2,197,000 arrests during the 10-year follow up period, an average of 5 arrests per released prisoner.
- The largest portion (14%) of these arrests, 301,000 occurred in Year 1.
- Ten percent of all arrests happened in Year 5 (224,000) and 8% (169,000) were made in Year 10.
- About 8 in 10 violent offenders were arrested for any crime within 10 years of release from state prison.
- An estimated 66% of released prisoners released across 24 states in 2008, were arrested within 3 years, 69% within 5 years, and 82% within 10 years. Approximately 82% were arrested at least once during the 10 years following release.
- The annual arrest percentage decreased over the time period, with 43% of prisoners apprehended at least once in Year 1 of their release, 29% in Year 5 and 22% arrested in Year 10.

State level recidivism data is available from the Executive Office of Public Safety and Security through the state Cross-Tracking system, a statewide data initiative designed to provide a streamlined, 360-degree view of an individual’s engagement with the criminal justice system following them from the point of arrest to entry into a custodial institution and eventual release to Parole Supervision.¹⁹ The fully integrated data framework is designed to enhance transparency, improve access to criminal justice data, and facilitate high-level analysis for the public, stakeholders, and researchers to inform public policy and improve public safety.²⁰

Figure 6 below shows the cumulative three-year recidivism rates²¹ in Massachusetts using the Cross-Tracking, Recidivism CMR Model for inmates released between 2017 – 2019.²² The data are composed of three release

¹⁶ National Institute of Justice. (n.d.). *Recidivism*. Retrieved August 13, 2024, from <https://nij.ojp.gov/topics/corrections/recidivism>

¹⁷ The updated study by BJS analyzed the offending patterns of a sample of 73,600 prisoners who were among the 409,300 state prisoners released across 24 states in 2008.

¹⁸ Antenangeli L., & Durose M. R. (2021, September). *Recidivism of Prisoners Released in 24 States in 2008: A 10-Year Follow-Up Period (2008-2018)*, 4, 9, 16. Bureau of Justice Statistics. https://bjs.ojp.gov/BJS_PUB/rpr24s0810yfup0818/Web%20content/508%20compliant%20PDFs

¹⁹ Data were derived from the following systems: the Department of Correction (DOC) Inmate Management System (IMS), the County Sheriffs’ 12 independent Offender Management Systems (OMS) and Hampden County’s Jail Management System (JMS), the Trial Court and Probation Department’s Mass Courts System (including the BOP), the Parole Board’s Record Management System (SPIRIT II), and the State Police State Identification Section (One III).

²⁰ Executive Office of Public Safety and Security, Cross Tracking Recidivism Dashboard Frequently Asked Questions (FAQs), August 2024, retrieved from: <https://www.mass.gov/doc/cross-tracking-dashboard-faqs/download>, online accessed on: August 27, 2024

²¹ The cumulative data shows the total recidivism rate after three years as each year includes the data that occurred in the year prior. This means that year one includes recidivistic events only from year one, year two includes recidivistic events from year one and year two, and year three includes recidivistic events from years one, two and three to ultimately show the total recidivism rate after three years. Retrieved from: <https://www.mass.gov/doc/cross-tracking-dashboard-faqs/download>, online accessed on: August 27, 2024

²² Data reflects releases where three years have elapsed. The base data for the CMR Model is the date the individual has been released from custody,

measures: **re-arraignment**, **reconviction** and **reincarceration**. As illustrated below, in the period between 2017-2019, a total of 25,724 inmates were released from correctional facilities in Massachusetts, out of which 63% were rearraigned, 37% were reconvicted and 30% were reincarcerated within a three-year period. The total number of releases each year maintained a similar trajectory between 2017-2019. The 2018 cohort had the highest number of releases (8,926) and 2019 had the lowest number of releases (8,346).

As illustrated in Figure 6, recidivism rates varied per cohort year. For example, the 2017 cohort had the highest recidivism rates across all three release measures, with re-arraignment, reconviction and reincarceration rates of 65%, 42% and 32% respectively of the total number of releases in 2017. In comparison, the 2019 cohort experienced the lowest recidivism rates compared to cohorts 2017 and 2018: 25% of the released inmates were reincarcerated, 36% reconvicted and 60% of the released inmates in 2019 were rearraigned back to court.

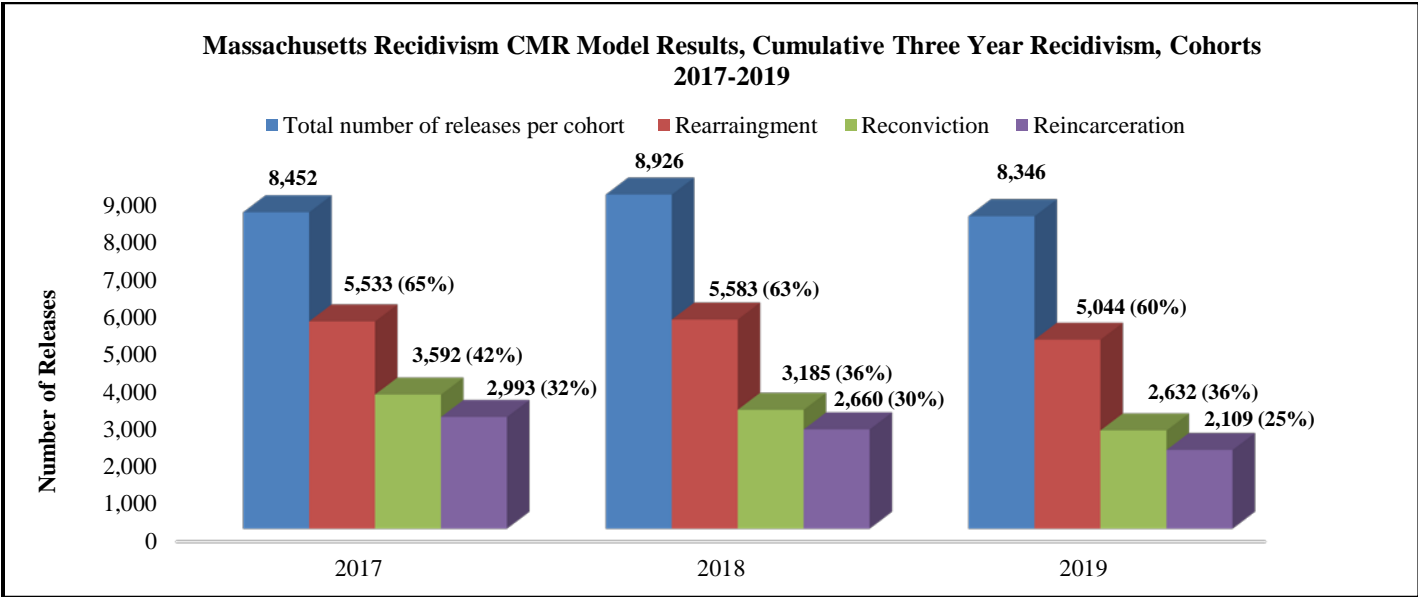


Figure 6. Massachusetts Recidivism CMR Model Results, Cumulative Three Year Recidivism Rates 2017-2019, retrieved from: Executive Office of Public Safety and Security, August 2024, retrieved from: <https://www.mass.gov/info-details/cross-tracking-system-recidivism-cmr-model>, online accessed on: August 19, 2024

PRISONER REENTRY

According to the National Institute of Justice, reentry back to the community is very important. The BJS found that 44% of the individuals who left state prison facilities were arrested at least once in their first year after being released. Within nine years of release, 5 or 6 of those previously incarcerated in state prison had been rearrested. The number of individuals who will be in contact with the criminal justice system highlights the crucial significance of the reentry process.²³

including parole supervision, if required. The CMR model is based off of 501 CMR 18, Data Collection and Reporting Standards, promulgated in December of 2021. Refer to <https://www.mass.gov/info-details/cross-tracking-system-recidivism> for additional information about the Cross Tracking system and the CMR model.

²³ Martin, E., & Garcia, M. (2022, April 11). *Reentry Research at NIJ: Providing Robust Evidence for High - Stakes Decision-Making*, 1. Department of Justice, Office of Justice Programs. Retrieved from: <https://www.ojp.gov/pdffiles1/nij/300988.pdf>

The Massachusetts Department of Correction (DOC) utilizes the COMPAS Risk/Needs assessment²⁴ 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 deficits, vocational/ education needs/deficits). Properly assessing the risk and needs of offenders and providing the appropriate programming helps 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 2023, 1,244 prisoners were released to the community, of which 732 (59%) reported a release address in one of the top ten cities listed in Table 1. Boston had the highest number of criminally sentenced inmates released to the community (280), followed by Springfield (89) and Worcester (83).

TABLE 1. CRIMINALLY SENTENCED JURISDICTION RELEASES TO THE COMMUNITY, 2023²⁵

CITY	NUMBER	PERCENTAGE
Boston	280	23%
Springfield	89	7%
Worcester	83	7%
New Bedford	72	6%
Brockton	45	4%
Fall River	37	3%
Lowell	33	3%
Lynn	33	3%
West Springfield	32	3%
Lawrence	28	2%

Source: Massachusetts DOC, Prison Population Trends 2023 July 2024, p.25
<https://www.mass.gov/doc/prison-population-trends-2023/download>

Between 2014 and 2023, both criminal admissions and releases exhibited strong downward trends. There was a 45% decline in the number of admissions to the DOC and 52% decline in the number of releases (Figure 7). As shown, admissions experienced the largest decrease (57%) from 2019 to 2020. Releases showed the greatest declines from 2019 to 2020 (15%) and 2020 to 2021 (20%). In 2023 compared to the previous year, there was a 9% increase in DOC admissions and a 9% decrease in releases.

²⁴ Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) is an automated risk/needs assessment tool utilized to inform the development of an incarcerated individual's personalized program plan. COMPAS has been normed and validated to the Massachusetts Department of Correction population. Retrieved from: <https://www.mass.gov/doc/one-year-recidivism-rates-of-male-releases-2013-2020>, online accessed on: August 27, 2024

²⁵ Percentage based on 1, 244 total releases to the community. Inmate self-reports releases to the community. Massachusetts Department of Corrections (DOC) Research and Planning Division, *Prison Population Trends 2023 p.41*, July 2024, retrieved from: <https://www.mass.gov/doc/prison-population-trends-2023/download>, online accessed on: August 14, 2024

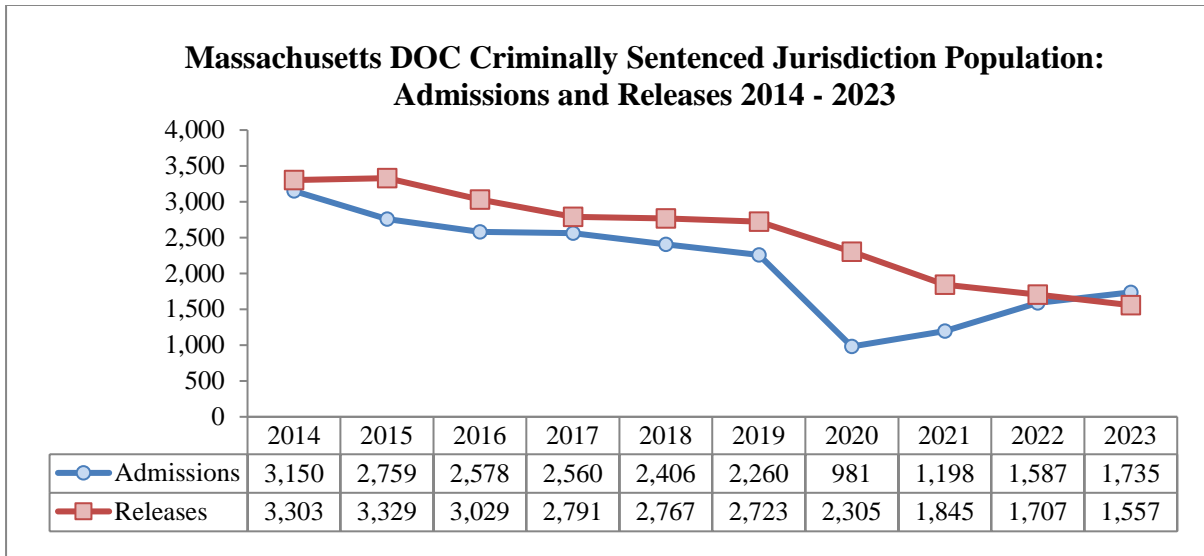


Figure 7. Source: Massachusetts DOC, *Prison Population Trends 2023* July 2024, p.25 <https://www.mass.gov/doc/prison-population-trends-2023/download>

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

The Massachusetts criminally sentenced inmate jurisdiction population continued to decline for the ninth year, decreasing 43% after a peak of in 2014 to 5,507 inmates in 2023 (Figure 8).²⁶ Because nearly 95% of those sent to prison are eventually released and will return to their communities, families and friends the incarcerated population has significant implications for prisoners returning to Massachusetts communities and the efforts to reduce recidivism.²⁷ 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.

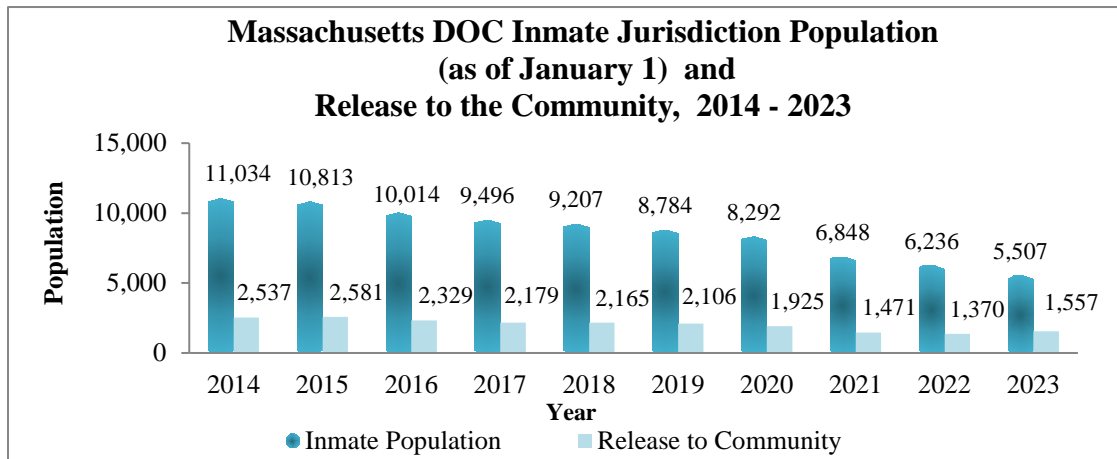


Figure 8. Source: Massachusetts DOC, Research and Planning Division *Prison Population Trends 2023*, July 2024, Retrieved from: <https://www.mass.gov/doc/prison-population-trends-2023/download> Online accessed on: August 13, 2024

²⁶ Research and Planning Division. (2024, July). *Prison Population Trends 2023*, 24. Massachusetts Department of Correction. Retrieved August 16, 2024, from <https://www.mass.gov/doc/prison-population-trends-2023>.

²⁷ Martin, E., & Garcia, M. (2022, April 11). *Reentry Research at NIJ: Providing Robust Evidence for High - Stakes Decision-Making*, 1. Department of Justice, Office of Justice Programs. <https://www.ojp.gov/pdffiles1/nij/300988.pdf>

As illustrated in Table 2, the trend of prisoners released to the community under supervision (both parole and probation) saw a 7% decrease of released prisoners in 2023 compared to the previous year. The post release supervision decreased 8% in 2023 compared to the supervision in 2022.

TABLE 2. MASSACHUSETTS DOC POST RELEASE SUPERVISION TYPE, 2019-2023

POST RELEASE SUPERVISION TYPE	2019		2020		2021		2022		2023	
Parole Supervision (only)	390	19%	493	26%	419	28%	434	32%	421	34%
Probation Supervision (only)	687	33%	559	29%	403	27%	332	24%	278	22%
Parole and Probation Supervision (both)	220	10%	377	20%	292	20%	331	24%	309	25%
No Post Release Supervision	810	38%	496	26%	357	24%	273	20%	236	19%
TOTAL	2,107	100%	1,925	100%	1,471	100%	1,370	100%	1,244	100%
POST RELEASE SUPERVISION	2019		2020		2021		2022		2023	
Supervision	1,297	62%	1,429	74%	1,114	76%	1,097	80%	1,008	81%
No Supervision	810	38%	496	26%	357	24%	273	20%	236	19%
TOTAL	2,107	100%	1,925	100%	1,471	100%	1,370	100%	1,244	100%

Source: Massachusetts DOC, Research and Planning Division *Prison Population Trends 2023*, July 2024 p.36 retrieved from: <https://www.mass.gov/doc/prison-population-trends-2023/download>, online accessed on: August 13, 2024

Table 3 provides the percentage of the Massachusetts population residing in each county in 2023 compared to the percentage of criminally sentenced DOC inmates released to each county in 2022.²⁸ Suffolk, Bristol, and Hampden counties had a disproportionately higher percentage of inmates released to communities in those counties (49% combined) than the population residing in those counties (26% combined).

TABLE 3. MASSACHUSETTS DOC 2023 CRIMINALLY SENTENCED JURISDICTION RELEASES TO THE COMMUNITY BY COUNTIES COMPARED TO THE ESTIMATED POPULATION OF MA COUNTIES IN 2022

COUNTY	NUMBER	% RELEASES TO THE COMMUNITY	PERCENTAGE OF MA POPULATION RESIDING IN COUNTY
Suffolk	295	24%	11%
Bristol	151	12%	8%
Hampden	161	13%	7%
Essex	124	10%	12%
Middlesex	122	10%	23%
Worcester	141	11%	12%
Plymouth	72	6%	8%
Norfolk	49	4%	10%
Hampshire	19	2%	2%
Barnstable	25	2%	3%
Berkshire	19	2%	2%
Franklin	10	1%	1%
Dukes	0	0%	<1%
Nantucket	1	<1%	<1%
SUB-TOTAL	1,189	96%	99%
Outside MA	54	4%	1%
Unknown	1	<1%	0%
TOTAL	1,244	100%	100%

Source: Massachusetts DOC, Research and Planning Division *Prison Population Trends 2023*, July 2024 p.40 retrieved from: <https://www.mass.gov/doc/prison-population-trends-2023/download>, online accessed on: August 13, 2024

²⁸ 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 and increase the number of effective and appropriate services for survivors of these crimes.

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

Domestic violence or sexual assault does not discriminate. Domestic violence can happen in different ways, so it is important to understand the behaviors that define it.²⁹ In the case of sexual assault, the perpetrator may be a stranger, acquaintance, friend, family member, or intimate partner.³⁰ Women, children, and men of all ages can be victims of sexual assault and domestic violence. Domestic violence and sexual assault cross all races and ethnicities, religions, and economic strata.

Statement of the Problem

According to the National Crime Victimization Survey:³¹

- There were 531,810 reports of rape or sexual assault in the United States in 2022, a 64% increase from the previous year.
- There were 1,370,440 violent victimizations committed by intimate partners or family members, a 50% increase from the previous year, at a rate of 4.9 per 1,000 persons in the population age 12 or older in 2022, of which 951,930 were intimate partner victimizations, that is 69% of the total number of domestic violence victimizations
- In 2022, 2,994,270 victimizations involved perpetrators that were strangers at a rate of 10.6 per 1,000 persons, a 45% increase from the previous year
- There were statistically significant differences in the number of victimizations involving rape or sexual assault between 2021 and 2022 with an increase of 64% in 2022 compared to the previous year.
- The percent of overall violent victimizations reported to police in 2022 was not significantly different from 2021.
 - 54% of domestic violence victimizations were reported to the police in 2022 compared to 49% in 2021.
 - 52% of the intimate partner violence victimizations were reported to the police in 2022, compared to 51% in 2021.

²⁹ National Domestic Violence Hotline. (n.d.). *Understanding Relationship Abuse*. Retrieved August 14, 2024, from <https://www.thehotline.org/identify-abuse/understand-relationship-abuse>

³⁰ The definition of an intimate partner is a current or former spouse, boyfriend, or girlfriend.

³¹ Thompson A., & Tapp, S. N. (2023, September). *Criminal Victimization, 2022*, 3-6. Bureau of Justice Statistics. <https://bjs.ojp.gov/document/cv22.pdf>

The Centers for Disease Control (CDC) provide the following rape and sexual assault statistics:³²

- More than half (54.3%) of women and one-third of men (30.7%) experienced some form of contact sexual violence during their lifetime.
- One in 4 women (26.8%) and nearly 1 in 26 men (3.8%) experienced completed or attempted rape at some point in their lives.
- About 1 in 9 men (10.7%) were forced to penetrate someone else at some point in their lives.
- Two percent of women and 0.3 percent of men reported rape victimization in the 12 months prior to the survey.
- About 1 in 4 women and nearly 1 in 9 men experienced sexual coercion victimization in their lifetime.
- More than 1 in 4 non-Hispanic Black (29.0%) and non-Hispanic White (28.1%), 1 in 5 Hispanic (19.7%), and 1 in 6 non-Hispanic Asian or Pacific Islander women (17.2%) were raped in their lifetime.
- Most female and male victims of sexual violence knew their perpetrators:
 - 56.1% of female rape victims were raped by an acquaintance, 39.3% by an intimate partner, and 16.0% by a family member; and
 - 57.3% of male victims were raped by an acquaintance (57.3%), 16.0% by a family member, and 12.5% by an intimate partner.

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

Intimate partner violence is a continuous public health problem that affects millions of Americans every year. The term, *intimate partner violence*, refers to any physical or sexual violence, stalking, and/or psychological aggression by a current or former dating partner or spouse. Nearly 1 in 2 women (47.3% or 59 million) and more than 40% of men (44.2 or 52.1 million) in the United States reported any sexual violence, physical violence, and/or stalking victimization by an intimate partner at some point in their lifetime.³³

Data compiled via the National Incident-Based Reporting System (NIBRS) reveals that there were 258,231 victims of intimate partner and family violence in Massachusetts during the ten-year period from 2014 to 2023.³⁴ Over the course of the ten-year period, incidents of domestic violence in Massachusetts began increasing in 2020 to a high of 27,887 in 2022, before declining 3% in 2023.³⁵ Despite the reduction displayed in Figure 9, the need remains for accessible victim services and coordinated criminal justice policies to maintain this downward trend.

³² Leemis, R. W., Friar N., Khatiwada S., Chen M. S., Kresnow M., Smith S. G., Caslin S., & Basile K. C. (2022, June). *The National Intimate Partner and Sexual Violence Survey: 2016/2017 Report on Sexual Violence*, 4-7. Centers for Disease Control and Prevention (CDC).

<https://www.cdc.gov/nisvs/documentation/nisvsReportonSexualViolence.pdf>

³³ Leemis, R. W., Friar N., Khatiwada S., Chen M. S., Kresnow M., Smith S. G., Caslin S., & Basile K. C. (2022, October). *The National Intimate Partner and Sexual Violence Survey: 2016/2017 Report on Intimate Partner Violence*, 1-14. Centers for Disease Control and Prevention (CDC).

https://www.cdc.gov/nisvs/documentation/NISVSReportonIPV_2022.pdf

³⁴ 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. Boston began reporting NIBRS in October 2019, and Lawrence completed NIBRS compliance in 2020. NIBRS data covers approximately 95% of the Massachusetts population.

³⁵ The number of victims of intimate partner and family violence were determined by examining data within the *Crimes against Persons* crime category in CrimeSOLV.

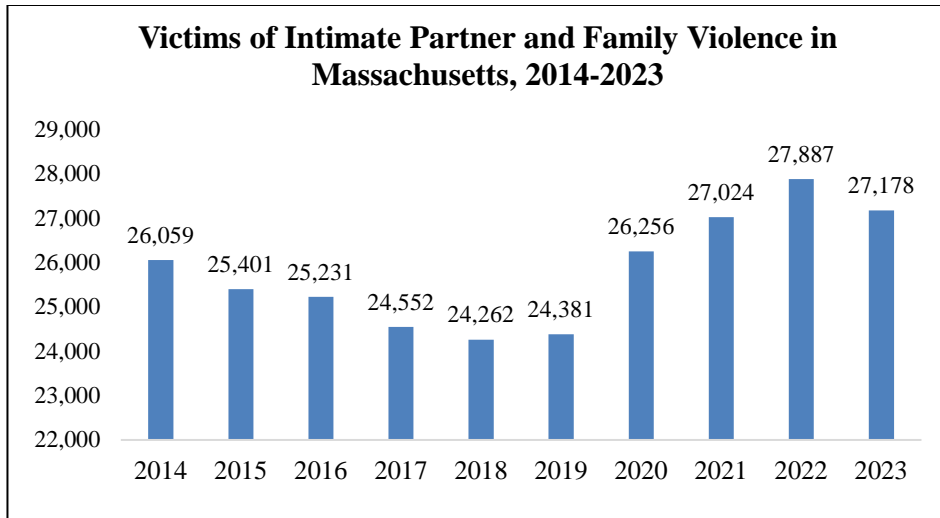


Figure 9. NIBRS Data accessed via CrimeSOLV, Crimes against Person, Number of Victims by Select Characteristics by Victim/Offender Relationship. Accessed September 2024.

REPORTED Sexual Assaults

According to NIBRS data obtained via CrimeSOLV, there were 30,449 incidents of sexual assault in Massachusetts from 2014 to 2023 (Figure 10). In 2023, the incidents of sexual assault increased 29% from 2014. The rate of reported sexual assaults in 2023 was 48.0 per 100,000 population.³⁶

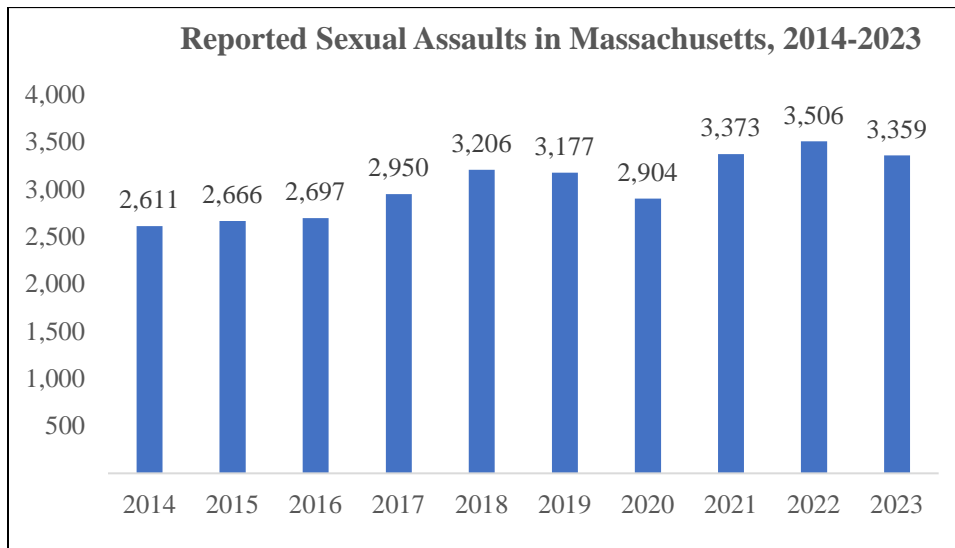


Figure 10. NIBRS Data accessed via CrimeSOLV, Crimes against Person and includes rape, sodomy, sexual assault with an object, and fondling. Accessed September 2024.

³⁶ Based on the Massachusetts population estimate of 7,001,399.

SEXUAL ASSAULT REPORTING AND STATISTICS

Sexual assault is a serious problem that affects the lives of children and adults 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)³⁷ is both unique and significant because it allows for a more detailed analysis of both the nature and context of sexual assault in Massachusetts. The PSCR encompasses information collected by emergency medical professionals and submitted via Form 2A to the Executive Office of Public Safety and Security. Medical professionals conduct exams; however, victims are not required to report the crime to the police. Therefore, the PSCR captures cases that might go unreported to police.

In 2023, adults accounted for 703 or 92% of the total 767 sexual assault exams conducted. Between 2014 and 2023, 10,679 adult and 1,335 pediatric sexual assault exams were completed (Figure 11). From 2014 - 2018, the number of adult exams increased, and the number of pediatric exams fluctuated, followed by a decline in the number of adult and pediatric exams from 2018 to 2020. There was an increase in adult exams from 2020 to 2021 and then another decrease in 2022 and 2023, while pediatric exams continued to decline.

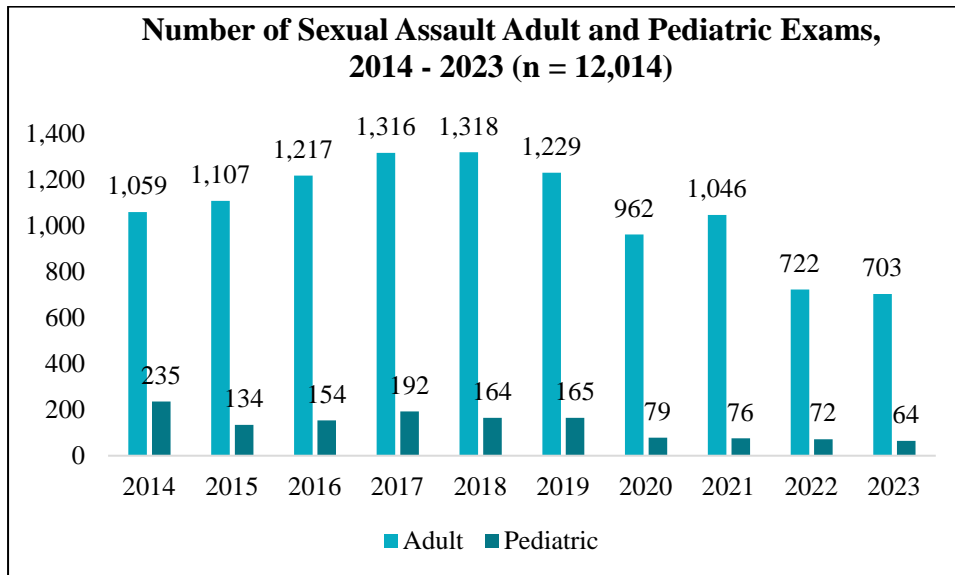


Figure 11. RPAD, EOPSS, PSCR database extract August 8, 2024.

Excludes 260 cases where the assault occurred between 2014 and 2023, and the exam date was not reported.

Victims of sexual assault cross all age groups (Figure 12). The PSCR data for the ten-year period shows a 72% decrease in the number of survivors aged 12 or younger, 46% decrease in survivors ages 13-24 years, and 19% decrease in those 25 years or older. In 2023, 9% of the PSCR cohort were age 12 or younger, 42% were ages 13-24, and 49% were 25 years or older.

³⁷ 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.

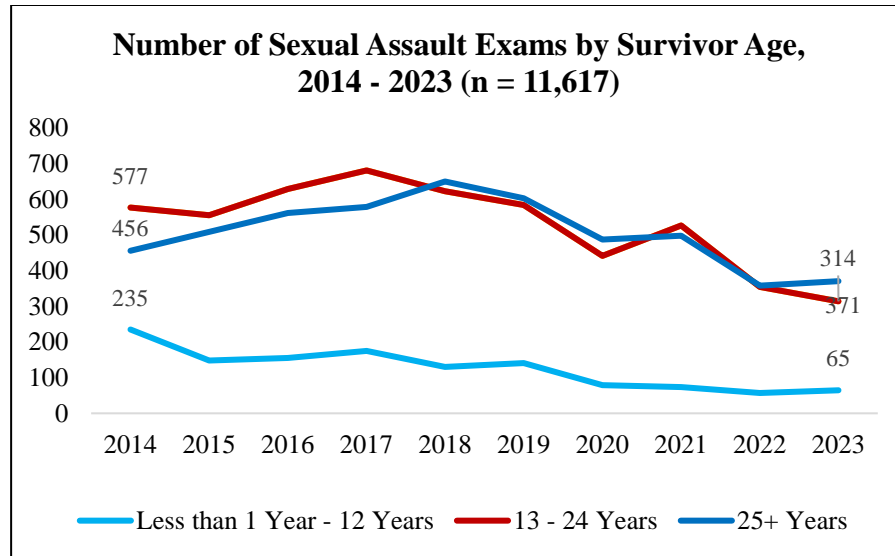


Figure 12. Source: RPAD, EOPSS, PSCR database extract August 8, 2024. Excludes approximately 3% of cases (n = 397) where information is missing.

According to the PSCR database, females represent the vast majority of survivors who sought medical attention because of a sexual assault; this is consistent for adult and pediatric survivors. During 2023, 89% of the adult exams were females, 7% males, and 4% transgender or transitioning. For pediatric exams, 71% were female survivors, and 29% male survivors. The pediatric form does not include a non-binary option.

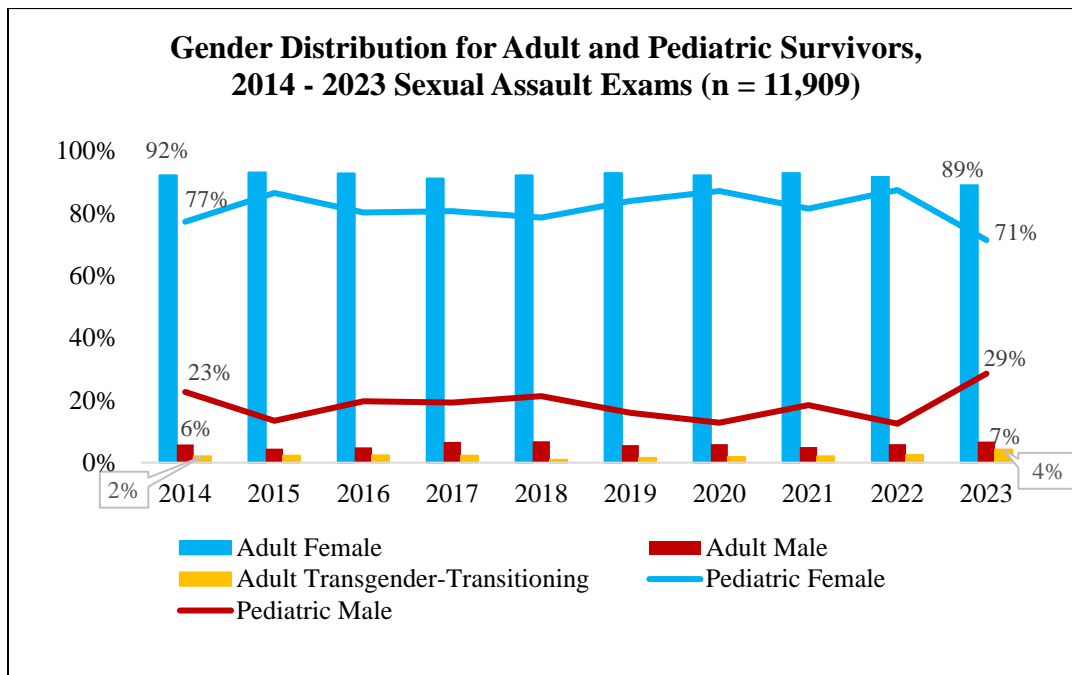


Figure 13. Source: RPAD, EOPSS, PSCR database extract August 8, 2024. Note: Excludes cases where gender was not reported N=105 or < 1.0%

Unfortunately, rape and sexual assault remain highly underreported crimes. As noted, the PSCR provides an indication as to whether the survivor reported the sexual assault to law enforcement prior to the exam. It is possible that some survivors reported their assault to law enforcement officials after the exam. Figure 14 shows the percent of sexual assaults/rapes reported to police by type of survivor. For adult survivors, the

percent of assaults reported to police decreased over the ten-year period from 71% to 54%, while for pediatric survivors, the percent of assaults reported to police increased over the period from 75% to 86%.

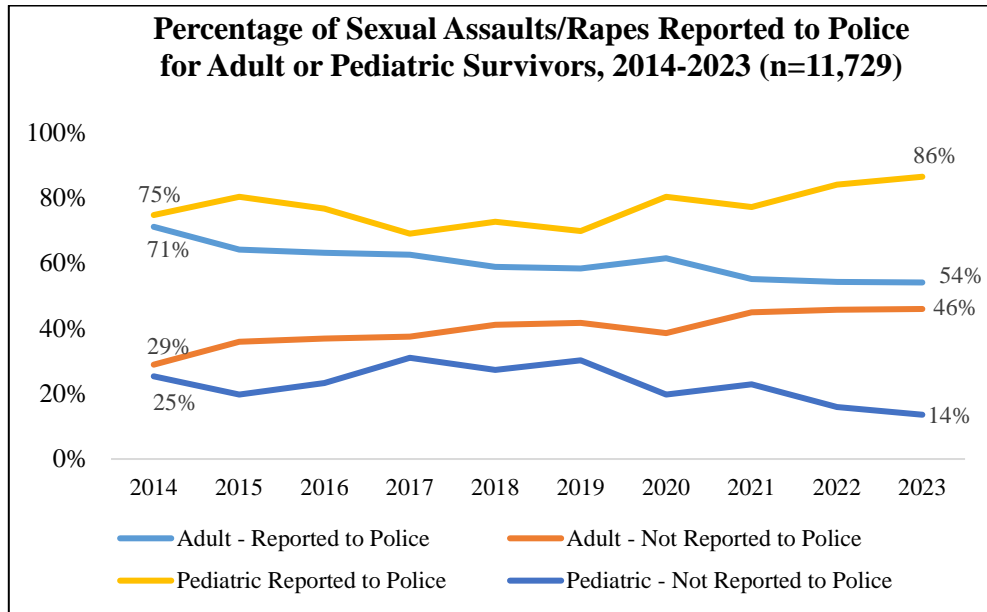


Figure 14. Source: RPAD, EOPSS, PSCR database extract August 8, 2024.
 Note: Excludes cases where this information was not reported or not provided. (N=285 or 2.4%).

Analyzing the ten-year trend analysis in Table 4, based on the totals, survivors knew at least one of their assailants in approximately 6 out of 10 of the sexual assault cases. About one-quarter of the time, the survivor reported all assailants were strangers. Strangers also includes cases where the survivor could not see the assailant or could not remember if they knew the assailant. For 2023, the number of missing or not reported is similar to previous years at 16.8%. 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.³⁸

³⁸ National Institute of Justice. (2010, October 26). *Victims and the Individuals Who Commit Sexual Violence*. <https://nij.ojp.gov/topics/articles/victims-and-individuals-who-commit-sexual-violence>

TABLE 4. NUMBER OF SURVIVORS AND RELATIONSHIP TO ASSAILANTS, 2014 – 2023 ADULT EXAMS^a

YEAR	STRANGER/ UNKNOWN ^b	%	KNOWN ^b	%	Multiple Relationships ^b	%	NOT REPORTED ^b	%	SURVIVOR TOTAL
2014	267	25.2	658	62.1	23	2.2	111	10.5	1,059
2015	241	21.8	766	69.2	30	2.7	70	6.3	1,107
2016	292	24.0	783	64.3	16	1.3	126	10.4	1,217
2017	300	22.8	772	58.7	24	1.8	220	16.7	1,316
2018	290	22.0	782	59.3	19	1.4	227	17.2	1,318
2019	263	21.4	724	58.9	28	2.3	214	17.4	1,229
2020	195	20.3	588	61.1	12	1.2	167	17.4	962
2021	226	21.6	643	61.5	15	1.4	162	15.5	1,046
2022	161	22.3	424	58.7	16	2.2	121	16.8	722
2023	163	23.2	415	59.0	7	1.0	118	16.8	703
Total	2,398	22.5	6,555	61.4	190	1.8	1,536	14.4	10,679

Source: RPAD, EOPSS, PSCR database extract August 8, 2024.

^a Individual sexual assault exams/cases can involve multiple assailants who have different relationships with the survivor. For cases where there are multiple assailants, only one relationship type is recorded, stranger/unknown, known, or multiple types of relationships.

^b *Stranger/Unknown* - survivor reported the assailant was a stranger, or the survivor did not see the assailant or could not remember the assailant; *Known* – survivor reported the assailant was a friend, date, boyfriend/girlfriend or ex, spouse or ex, parent, or parents’ live-in partner, relative, acquaintance, or the relationship did not fit into one of the above response options. *Multiple Relationships* – the survivor reported that at least one assailant was in the stranger/unknown category and in the non-stranger category. *Not Reported* – relationship is missing or not reported.

The non-stranger category entails a cross-section of relationships – friends, boyfriend/girlfriend, exes, date, spouse, relative or parent. The survivor/assailant relationship ‘Acquaintance’ represents the highest percentage of non-stranger assailants (32.4%) for adults in the sexual assault exam cohort. The ‘Other’ category includes a variety of relationships where the survivor knew the assailant including work, group housing, or associations with friends/acquaintances, but the relationship did not fit precisely into one of the available categories (Table 5).

**TABLE 5. NON-STRANGER SURVIVOR/ASSAILANT RELATIONSHIP^a,
2023 ADULT SEXUAL ASSAULT EXAMS**

Survivor/Assailant Relationship	Number	Percent
Acquaintance	140	32.4%
Friend	97	22.5%
Date	35	8.1%
Boyfriend/girlfriend	27	6.3%
Ex-Boyfriend/ex-girlfriend	21	4.9%
Ex-spouse	17	3.9%
Relative	16	3.7%
Spouse	14	3.2%
Parent	11	2.6%
Parent’s Live-in Partner	2	0.5%
Other	52	12.0%
TOTAL	432	100.0%

Source: RPAD, EOPSS, PSCR database. Data obtained August 8, 2024.

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

For the pediatric sexual assault exam cohort, the survivor/assailant relationship reported as ‘Father’ and ‘Other’ represents the highest percentage of assailants (n=9). Approximately 45% of the data on relationship to assailant are missing for pediatric cases (Table 6).

Survivor/Assailant Relationship	Number	%
Father	9	33.3%
Other	9	9.1%
Cousin	3	6.1%
Brother	2	6.1%
Stepfather	2	6.1%
Mother’s boyfriend	2	6.1%
Friend of survivor	2	6.1%
Uncle	1	6.1%
Stepmother	1	6.1%
Other male relative	1	3.0%
Acquaintance	1	3.0%
Unknown	1	3.0%
Half brother	1	3.0%
Subtotal	35	54.7%
Missing/Not Reported	29	45.3%
Total	64	100%

Source: RPAD, EOPSS, PSCR database. Data obtained August 8, 2024.

^a Individual sexual assault cases can involve multiple assailants.

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

Because not all occurrences of sexual and domestic violence are reported to law enforcement, this data may not be an accurate or thorough depiction of the problem. Domestic violence can affect anyone, and the way in which it appears may manifest itself or be received differently depending on the setting in which it occurs.³⁹ For example, crime data is often more likely to be underreported in communities where large immigrant populations have settled.

Victims from refugee and immigrant populations may under-report sexual violence incidents to law enforcement for a variety of reasons (e.g., poor relationship between law enforcement and local communities, language barrier, fear of deportation, and negative experiences with law enforcement in their native countries). The lack of data specific to cultural communities hinders the ability to truly understand the prevalence of rape and sexual assault within these specific underserved populations.

REGISTERED SEX OFFENDERS

Since more than 95% of everyone sent to prison will eventually be released, this population has significant implications when returning to the community with respect to reducing recidivism,

³⁹ National Domestic Violence Hotline. (n.d.). *Abuse and Cultural Context: Domestic violence may look different to different people*. Retrieved August 14, 2024, from <https://www.thehotline.org/identify-abuse/abuse-in-specific-communities/>

maintaining public safety, and monitoring those who may pose a risk due to prior criminal behavior⁴⁰. Table 7 displays the top ten Massachusetts cities⁴¹ with the highest number of registered sex offenders. These cities account for 41% of sex offenders registered throughout the Commonwealth. The city of Boston is the highest with 11% of registered sex offenders residing in the city.

Table 7. Top Ten Massachusetts Cities with the Highest Number of Registered Sex Offenders, 2023

City/Town	Number	Percent of Total
Boston	1,087	11.2%
Springfield	606	6.3%
Worcester	457	4.7%
New Bedford	315	3.3%
Fall River	293	3.0%
Brockton	282	2.9%
Lynn	274	2.8%
Lowell	272	2.8%
Lawrence	184	1.9%
Pittsfield	176	1.8%
Subtotal	3,946	40.8%
Total	9,677	

Source: Massachusetts Sex Offender Registry Board, data provided August 5, 2024, to the Executive Office of Public Safety and Security, Research and Policy Analysis Division.

The Massachusetts Executive Office of Public Safety and Security (EOPSS) is the Executive Branch agency responsible for overseeing the Sex Offender Registry Board (SORB) and their effort to substantially comply with and implement the requirements of the Sex Offender Registration and Notification Act (SORNA). The Commonwealth of Massachusetts has been faced with challenges in implementing SORNA, created primarily by State legal limitations imposed by judicial decisions and statutory limitations.

Previously, the Commonwealth’s Sex Offender Registry Board (SORB) cited “capacity of information systems,” as a challenge, but database upgrades and system enhancements have enabled SORB to begin to maintain police reports, docket information, and some registration documents electronically for the purposes of quicker access by other jurisdictions. SORB continues to review ways to improve stronger communication with other jurisdictions and the public electronically. SORB has also moved forward with an enhancement to the Sex Offender Registration Information System (SORIS2), the database storing all sex offender information. Once implemented, this will allow level 2 and 3 offenders to register electronically with law enforcement.

Table 8 below provides the number of registered sex offenders at level 1 through 3 (n=9,642) currently under the jurisdiction of Massachusetts.

⁴⁰ U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics (March 2018), *Reentry Trends in the United States*, retrieved from: <https://www.bjs.gov/content/reentry/reentry.cfm>

⁴¹ The top ten communities in Massachusetts with the highest number of sex offenders are cities.

As shown in the table:

- Almost 70% of the sex offenders are Levels 2 or 3, where the risk of re-offense is moderate (47.9%) or high (21.8%).

Classification Levels for Sex Offenders	Number	Percent
Level 1^a	2,912	30.2%
Level 2^b	4,621	47.9%
Level 3^c	2,109	21.8%
Total Level 1 – 3 Offenders	9,642	100%

Source: Massachusetts Sex Offender Registry Board, data provided August 5, 2024, to the Executive Office of Public Safety and Security, Research and Policy Analysis Division.

^a The risk of re-offense by an offender is low and the degree of dangerousness posed to the public by that offender is not such that a public safety interest is served by public availability, the Board shall give that offender a Level 1 designation. Information on Level 1 offenders will not be available to the public.

^b The risk of re-offense is moderate, and the degree of dangerousness posed to the public is such that a public safety interest is served by public availability of registration information, it shall give a level 2 designation to the sex offender.

^c The risk of re-offense is high, and the degree of dangerousness posed to the public is such that a substantial public safety interest is served by active dissemination, it shall give a level 3 designation to the sex offender.

VICTIMIZATION AGAINST PERSONS WITH DISABILITIES

Anyone can be impacted by domestic violence. However, the challenges, resources and the support offered can considerably differ depending on the situation someone is in. Individuals with disabilities and domestic violence can intersect in many ways. It is important to be aware of the specific challenges they are faced with and why it matters to understand their unique experiences and ways to help.

According to the National Domestic Violence Hotline:⁴²

- People with disabilities have a higher lifetime prevalence of experiencing abuse than people without disabilities.
- People with disabilities experience violent crime at twice the rate of people without disabilities.
- Police are less likely to respond to reported violence against victims with disabilities.
- Police respond to 90% of reports by victims without disabilities and to 77% of reports by victims with disabilities.
- A 2012 survey conducted by the Spectrum Institute Disability and Abuse Project found that 70% of respondents with disabilities experienced some form of abuse by an intimate partner, family member, caregiver, acquaintance or stranger.

According to the Equal Rights Center domestic violence can intersect with disability in four key ways:⁴³

⁴² National Domestic Violence Hotline. (n.d.). *People with Disabilities and Domestic Violence*. Retrieved August 15, 2024, from <https://www.thehotline.org/resources/people-with-disabilities-and-domestic-violence/>

⁴³ National Domestic Violence Hotline. (n.d.). *Abuse in Disability Communities*. Retrieved August 27, 2024, from <https://www.thehotline.org/resources/abuse-in-disability-communities/>

- Domestic violence can cause temporary or permanent disability;
- People with disabilities experience higher rates of domestic violence, sexual assault and abuse;
- Violence, assault, and abuse against a person with a disability often take on non-traditional forms; and
- People with disabilities face additional barriers when seeking help.

From 2017 to 2019:⁴⁴

- Persons with disabilities were victims of 26% of all nonfatal violent crime, while accounting for about 12% of the population.
- The rate of violent victimization against persons with disabilities (46.2 per 1,000 age 12 or older) was almost four times the rate for persons without disabilities (12.3 per 1,000).
- One in three robbery victims (33%) had at least one disability.
- Persons with cognitive disabilities had the highest rate of violent victimization (83.3 per 1,000) among the disability types measured.
- Nineteen percent of rapes or sexual assaults against persons with disabilities were reported to police, compared to 36% of those against persons without disabilities.

More than one in four women and one in five men in the United States are impacted by a form of disability. The Center for Disease and Violence Prevention provided the following national data findings about Sexual Violence and Intimate Partner Violence among People with Disabilities:⁴⁵

- Women with a disability are at a greater risk of experiencing rape than women without a disability. Approximately two in five (39%) female victims of rape had a disability at the time of the rape.
- Men with a disability are at a higher likelihood for experiencing sexual violence besides rape (e.g., being made to penetrate, sexual coercion, unwanted sexual contact and sexual experiences without consent).
- Almost one in four (24%) male victims who experienced sexual violence other than rape had a disability at the time of the victimization.
- Women with a disability are more likely than women without a disability to report experiencing rape, sexual violence other than rape, physical violence and stalking.
- Men with a disability are more likely than men without a disability to report experiencing stalking and psychological aggression by an intimate partner.

⁴⁴ Harrell, E. (2021, November 4). *Crime Against Persons with Disabilities, 2009-2019 - Statistical Tables*. Bureau of Justice Statistics. <https://bjs.ojp.gov/library/publications/crime-against-persons-disabilities-2009-2019-statistical-tables>

⁴⁵ Centers for Disease Control and Prevention (CDC). (2024, April 23). *Sexual Violence and Intimate Partner Violence Among People with Disabilities*. Retrieved August 15, 2024, from <https://www.cdc.gov/sexual-violence/about/sexual-violence-and-intimate-partner-violence-among-people-with-disabilities.html>

Additionally, the Massachusetts Behavioral Risk Factor Surveillance System (2022) reports that among adults, the percentage of women with disabilities who have experienced sexual violence is 33.0% versus 14.1% for women without disabilities. The percentages for men with and without disabilities are 18.4% and 6.6 % respectively.⁴⁶

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 and Families, 2) Human Trafficking, 3) Prevention and 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 for survivors, and increasing perpetrator accountability. The Council consists of 35 members representing providers, advocates, healthcare, the Attorney General's Office, law enforcement, the courts and higher education.

The Council, chaired by Lt. Governor Kim Driscoll, meets bi-monthly and conducts outreach and supports the committees to carry 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.

⁴⁶Office of Data Management and Outcomes Assessment. (2023, December). *A Profile of Health Among Massachusetts Adults*, 2022, 49. Massachusetts Department of Public Health. <https://www.mass.gov/doc/a-profile-of-health-among-massachusetts-adults-2022/download>

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, including the families of those directly impacted by this disease. The use of synthetic drugs such as fentanyl and methamphetamine and its massive distribution primarily in Massachusetts, is of a major concern to the state of Massachusetts. In the past couple of years, the number of overdoses and deaths attributed to opioid abuse has been unprecedented in Massachusetts. Despite a decrease of DOC commitments for governing drug offenses between 2020 – 2022, there is a 25% increase for a governing drug offense in 2023. 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. Despite reforms, drug offenses are still a defining characteristic of the federal system in the United States. According to the Prison Policy Initiative (PPI), 1 in 5 people is incarcerated for a drug offense. More specifically, 361,000 are incarcerated for a drug offense on any given day. More so, the police make over a million-drug possession

arrests each year and that is 6 times as many arrests for drug possession as for drug sales.⁴⁷

A revised August 2020 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.⁴⁸ 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 2024 entitled *National Drug Threat Assessment 2024*, which provides an in-depth analysis of the specific types of drugs and drug-abuse patterns nationally. The report identified opioid abuse, and in particular, fentanyl, and other synthetic drugs, as the primary drug concerns in the country. According to DEA's drug threat assessment, fentanyl is the deadliest drug threat the United States has ever faced, killing approximately 38,000 Americans in the first six months of 2023 alone.⁴⁹ The opioid crisis is a serious public health challenge that affects people throughout the society and claimed the lives of 109,000 Americans who died of drug overdose at the end of 2023.⁵⁰

Specifically, in Massachusetts, opioid abuse remains a serious public health concern as drug-related overdoses and deaths remain very high despite of a 9% decrease in the number of opioid related deaths in Massachusetts in 2023, compared to the previous year remain high.

Noted in previous federal applications, the Massachusetts Legislature passed Chapter 55 of the Acts of 2015 (Chapter 55): "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."⁵¹ In the years since the release of the first Chapter 55 report in September 2016, approximately 17,007 Massachusetts residents have died of opioid-related overdoses.⁵²

Compared to the rest of the Massachusetts adult population the opioid-related overdose death rate is:⁵³

- 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

⁴⁷ Sawyer, W. & Wagner, P. (2024, March 14). *Mass Incarceration: The Whole Pie 2024*. Prison Policy Initiative. Retrieved August 15, 2024, from <https://www.prisonpolicy.org/reports/pie2024.html#datasection>

⁴⁸ Bronson, J., Stroop, J., Zimmer, S., & Berzofsky, M. (2017, June). *Drug Use, Dependence, and Abuse Among State Prisoners and Jail Inmates, 2007-2009*. U.S. Department of Justice, Office of Justice Programs .
<https://bjs.ojp.gov/content/pub/pdf/dudaspi0709.pdf>

⁴⁹ Drug Enforcement Administration (DEA), National Drug Threat Assessment, 2024, Retrieved from: [5.23.2024 NDTA-updated.pdf \(dea.gov\)](https://www.dea.gov/5.23.2024-NDTA-updated.pdf), online accessed on: August 15, 2024

⁵⁰ Irving, D. (2023, June 30). *America's Opioid Crisis: Adopting an Ecosystem Approach*. RAND. Retrieved August 19, 2024, from <https://www.rand.org/pubs/articles/2023/americas-opioid-crisis-adopting-an-ecosystem-approach.html>

⁵¹ Chapter 55. Session Law - Acts of 2015 Chapter 55. (n.d.). <https://malegislature.gov/Laws/SessionLaws/Acts/2015/Chapter55>

⁵² Massachusetts Department of Public Health. (2024, June). *Data Brief: Opioid-Related Overdose Deaths among Massachusetts Residents*. Commonwealth of Massachusetts. <https://www.mass.gov/doc/opioid-related-overdose-deaths-among-ma-residents-june-2024-0/download#:~:text=Based%20on%20the%20data%20available%20as%20of%20April,23%20fewer%20confirmed%20and%20estimated%20deaths%20than%202022>

⁵³ Massachusetts Department of Public Health. (2017, August). *An Assessment of Fatal and Nonfatal Opioid Overdoses in Massachusetts (2011-2015)*, 9. <https://www.mass.gov/files/documents/2017/08/31/legislative-report-chapter-55-aug-2017.pdf>

- 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.

NUMBER OF PERSONS ARRESTED FOR DRUG ABUSE VIOLATIONS

Compared to the previous year, data extracted from CrimeSOLV, Massachusetts’ crime data reporting application, reports the number of persons (all ages) arrested for drug abuse violations in Massachusetts in 2023 declined 7% from the previous year. In the ten-year period between 2014 and 2023, overall drug abuse violations fell 33% (Figure 15).

Likewise, there has been a dramatic reduction in the number of young people arrested for drug offenses during this period. Peaking at 392 in 2014, the number of juveniles under the age of 18 arrested for drug offenses declined 53% by 2023. Despite this downward trend, there is still a critical need to support substance abuse programming in county and state correctional facilities.

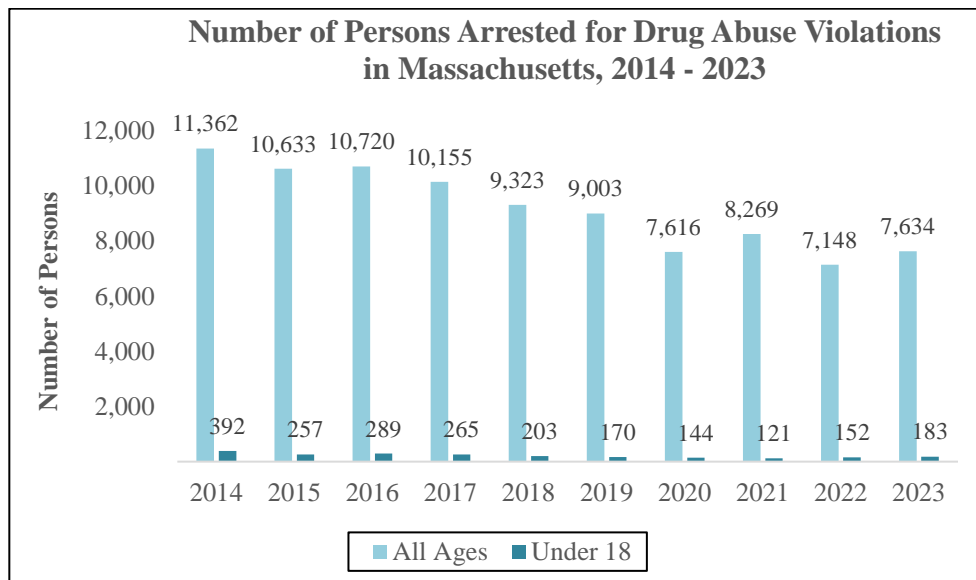


Figure 15. Source: Executive Office of Public Safety and Security, Research and Policy Analysis Division, CrimeSOLV, data obtained September 27, 2024.

NUMBER OF NEW COURT COMMITMENTS FOR GOVERNING DRUG OFFENSES

The number of new court commitments to Massachusetts state and county correctional facilities increased from 320 in 2022 to 401 in 2023, a 25% rise. (Figure 16).

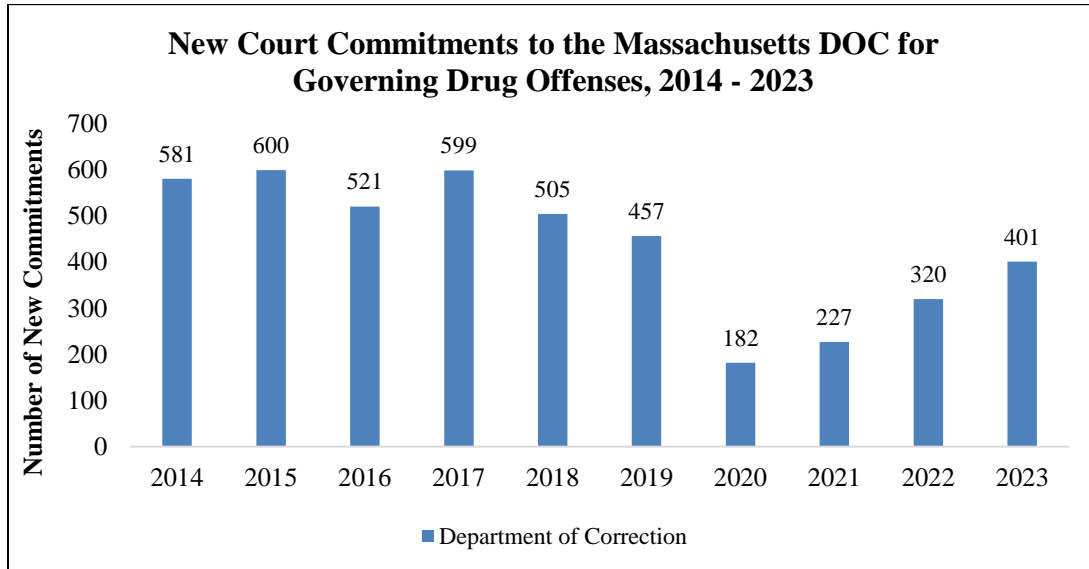


Figure 16. Massachusetts Department of Correction, *Prison Population Trends, 2014 – 2023*, July 2024 p.33 retrieved from: <https://www.mass.gov/doc/prison-population-trends-2023/download>, Online accessed on: August 14, 2024

MASSACHUSETTS DOC PRISON POPULATION JANUARY 1, 2023

A report published by the Massachusetts DOC in July 2024, *Prison Population Trends, 2023* identified the following characteristics of the inmate population incarcerated for governing drug offenses on January 1, 2024⁵⁴:

- 295 males and 16 females were serving a governing drug offense.
- 44% of drug offenders were serving a governing mandatory minimum sentence.
- Of the population sentenced for a governing offense, 12% were serving three years or more for a drug offense.
- Drug offenses were the third most prevalent governing offense category for offenders (13%), surpassed by crimes against person offenses (58%) and sex offenses (18%). The remaining governing offense categories, other and property, each at 5% respectively.

ALCOHOL AND SUBSTANCE ABUSE CIVIL COMMITMENTS

One of the three types of civil commitments⁵⁵ to the DOC is "Alcohol and Substance Abuse Commitments" to the Massachusetts Alcohol and Substance Abuse Center (MASAC) at Plymouth. MASAC at Plymouth provides detoxification and substance abuse treatment for

⁵⁴ Research and Planning Division. (2024, July). *Prison Population Trends 2023 Report*, 20-22. Massachusetts Department of Corrections. Retrieved August 14, 2024, from <https://www.mass.gov/doc/prison-population-trends-2023/download>

⁵⁵ Other two groups of civil commitments are: "Mental Health Commitments" and "Sexually Dangerous Person Commitments".

males for a period up to 90 days.⁵⁶ MASAC commitments comprised 38% of the civil commitments to the DOC in 2023, compared to 58% in 2022. Table 9 below displays the number of Section 35 commitments beginning in 2014 and shows a significant 54% drop to MASAC commitments in 2023 over the previous year.⁵⁷

TABLE 9. CIVIL COMMITMENTS TO MASAC AT PLYMOUTH⁵⁸
2014 – 2023

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%
2019	1,548	-14.7%
2020	1,230	-20.5%
2021	1,541	25.2%
2022	1,259	-18.2%
2023	576	-54.2%

Source: Massachusetts Department of Correction, Research and Planning Division *Prison Population Trends, 2014-2023, July 2024, p.34*
retrieved from: <https://www.mass.gov/doc/prison-population-trends-2023/download>, online accessed on: August 14, 2024

SUBSTANCE ABUSE IMPACT ON INMATE RELEASES TO THE COMMUNITY AND RECIDIVISM⁵⁹

The DOC utilizes the COMPAS Risk/Needs assessment⁶⁰ 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.

⁵⁶ 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.

⁵⁷ 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 decreased for the last three years.

⁵⁸ 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.

⁵⁹ A recidivist is defined by DOC research as any criminally sentenced inmate released to the community from MA DOC jurisdiction 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.

⁶⁰ 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.

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.

According to the DOC data, of the 1,244 criminally sentenced inmates released to the community in 2023, 732 (59%) inmates reported a release address in one of the top ten cities listed in Table 10. As illustrated in the table below, Boston had the highest number of criminally sentenced inmates released to the community (280), followed by Springfield (89) and Worcester (83).

TABLE 10. CRIMINALLY SENTENCED RELEASES TO THE COMMUNITY BY TOP TEN MASSACHUSETTS CITIES, 2023

City/Town	Number	Percentage
Boston	280	23%
Springfield	89	7%
Worcester	83	7%
New Bedford	72	6%
Brockton	45	4%
Fall River	37	3%
Lowell	33	3%
Lynn	33	3%
West Springfield	32	3%
Lawrence	28	2%

Source: Massachusetts Department of Correction, *Prison Population Trends, 2023*, July 2024 p.41 retrieved from: <https://www.mass.gov/doc/prison-population-trends-2023/download>
 Note: Inmates self-report release address prior to release.

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.

The DOC offers substance abuse treatment programs at the institutions. Some, such as the Correctional Recovery Academy (CRA) are more intensive at targeting substance abuse and relapse prevention. For males with substance abuse identified as a need area, 18% participated in the CRA and 50% completed the program. This resulted in a 68% participation rate (sum of completed and participated).⁶¹ To further support the need for substance abuse treatment and relapse prevention in a correctional setting, Massachusetts DOC three-year recidivism rates for 2019 releases to the community revealed:⁶²

⁶¹ Correctional Recovery Academy (CRA) is an intensive skill-based residential substance abuse treatment program located at four institutions. The CRA targets substance abuse and relapse prevention. The program utilizes rolling admissions and combines the elements of a therapeutic community’s social learning approach with an advanced cognitive behavioral curriculum. Massachusetts Department of Correction, Classification, Programs, and Reentry, *Calendar Year 2023 Gap Analysis Report*, May 2024.

- After serving time for drug offenses, 18% were re-incarcerated within 3 years.
- The recidivism rate for those serving a mandatory minimum drug sentence was higher compared to those serving a non-mandatory drug sentence (19% vs. 18%).

HEROIN AND OPIOID-RELATED DEATHS IN MASSACHUSETTS

Increased availability to heroin and opioid continues to affect the Commonwealth of Massachusetts as evidenced by an exponential growth in the number of heroin and opioid deaths in recent years. Figure 17 shows the trend in annual number of confirmed and estimated cases of opioid-related overdose deaths for all intents from 2014 to 2023 with a substantial growth of 56% in confirmed deaths within a ten-year period. In 2023, the estimated count of opioid-related deaths was 2,125, with 2,104 confirmed cases. Despite the considerable increase of opioid-related deaths in the last couple of years, there was a slight decrease (9%) in the confirmed number of deaths in 2023 compared to the previous year.

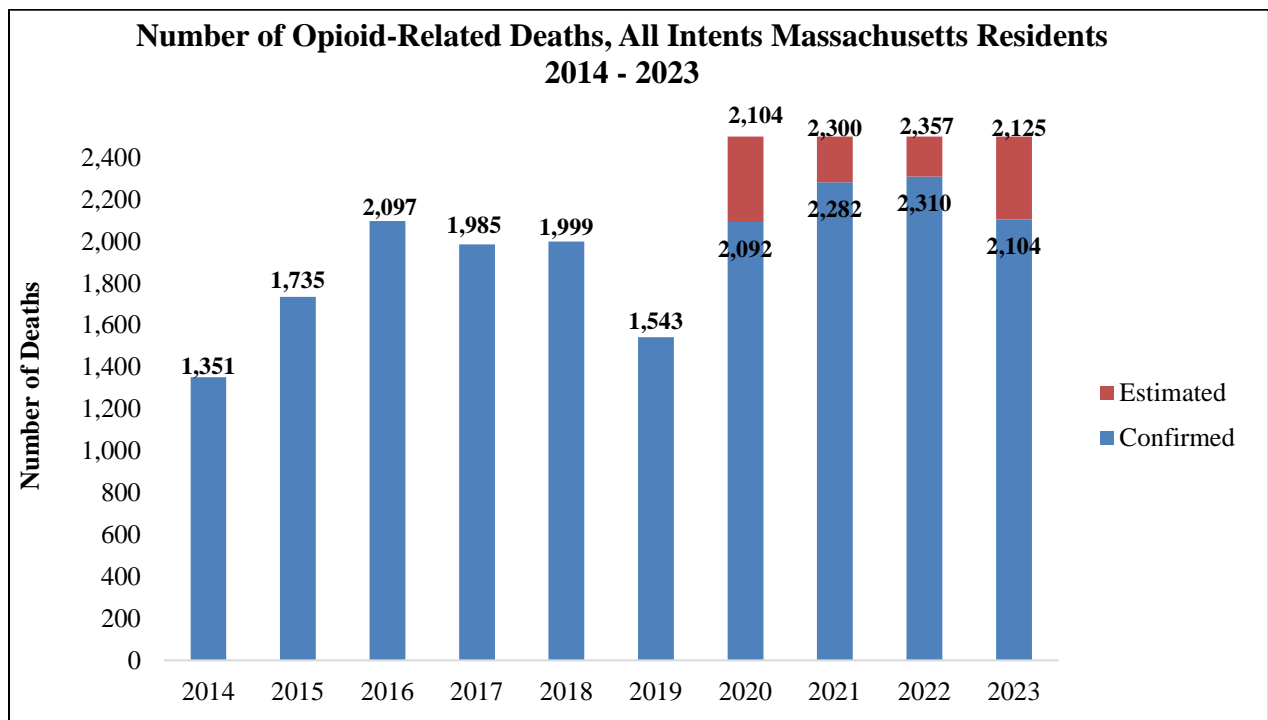


Figure 17. Source: Massachusetts Department of Public Health, Registry of Vital Records and Statistics, Data Brief: *Opioid-related Overdose Deaths among Massachusetts Residents*, June 2024 p.1, retrieved from: <https://www.mass.gov/doc/opioid-related-overdose-deaths-among-ma-residents-june-2024-0/download> online accessed on: August 14, 2024

Note: The data contains both confirmed and estimated data through March 31, 2024. A confirmed death is one in which the state medical examiner has certified a cause of death.

Figure 18 shows the opioid-related overdose death rate (per 100,000 people) over the same 10-year period from 2014 to 2023 with a high increase of 52% in opioid overdose death rate. According to analysis conducted by DPH, there was a statistically significant increase when comparing the rate in 2016 (30.7 per 100,000 people) to the rate in 2022 (33.5 per 100,000 people). Most recently, the rate in 2023 (30.2 per 100,000 people) was 10% lower than the rate in 2022 (33.5 per 100,000), however the decrease was not statistically significant.

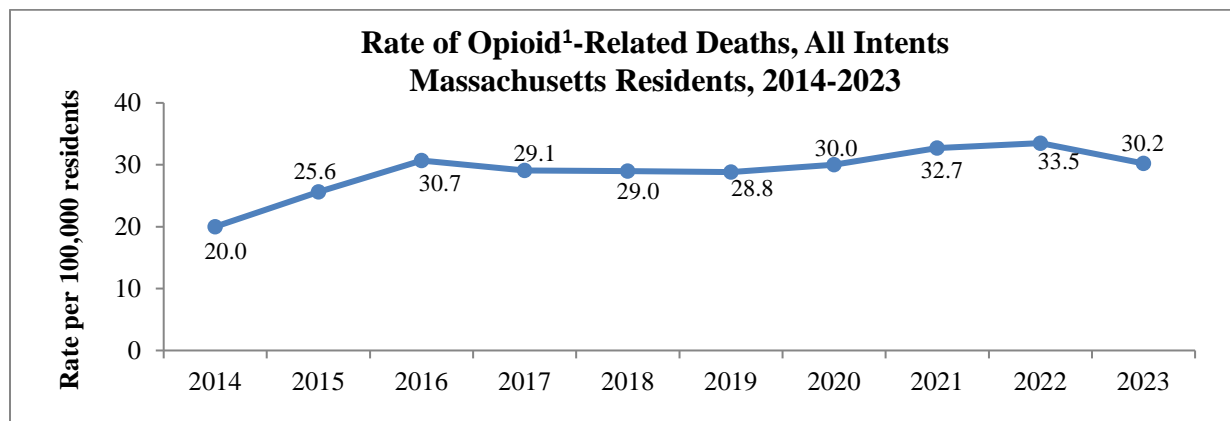


Figure 18. Data Brief: Opioid-Related Overdose Deaths among MA Residents, June 2024, retrieved from: <https://www.mass.gov/doc/opioid-related-overdose-deaths-among-ma-residents-june-2024-0/download>

Tables 11 through 13 display demographic data from confirmed opioid-related overdose deaths from January 2023 to December 2023. Almost three-quarters (72%) of persons who died from confirmed opioid-related deaths were male (Table 11).

TABLE 11. CONFIRMED OPIOID⁶³-RELATED DEATHS, ALL INTENTS, BY GENDER: JANUARY 2023 –

Gender	Number	Percent
Male	939	72%
Female	370	28%
Total	1,309	100%

Source: Massachusetts Department of Public Health, Registry of Vital Records and Statistics, *Opioid-Related Overdose Deaths, All Intent, Massachusetts Residents, Demographic Data Highlights, December 2023*, retrieved from: <https://www.mass.gov/doc/opioid-related-overdose-deaths-demographics-december-2023/download>, online accessed on: August 19, 2024

Displayed in Table 12, nearly three-quarters (71%) of opioid-related deaths in 2023 were among individuals between the ages of 35 and 64. This age group accounts for nearly 18% of all deaths in the Commonwealth. Among all age groups, individuals ages 35 to 44 had the highest percentage (27.6%) of opioid-related overdose deaths in 2023.

⁶³ Opioids include heroin, illicitly manufactured fentanyl, opioid-based prescription painkillers, and other unspecified opioids.

TABLE 12. CONFIRMED OPIOID⁶⁴-RELATED DEATHS, ALL INTENTS COMPARED TO ALL DEATHS BY AGE: JANUARY

Age	<15	15-24	25-34	35-44	45-54	55-64	65+	Unknown	Total
All Deaths ⁶⁵	247	284	766	1,296	2,085	4,778	35,541	2	44,999
Confirmed Opioid-Related Overdose Deaths, All	2	39	257	362	302	266	80	1	1,309

Source: Massachusetts Department of Public Health, Registry of Vital Records and Statistics, *Opioid-Related Overdose Deaths, All Intents, Massachusetts Residents, Demographic Data Highlights*, December 2023, online accessed on: August 19, 2024
<https://www.mass.gov/doc/opioid-related-overdose-deaths-demographics-december-2023/download>.

White non-Hispanic individuals comprise 64% of the confirmed opioid-related deaths and 86% of all deaths in 2023. Hispanic and Black non-Hispanic individuals were overrepresented in opioid-related deaths compared to all deaths: 19% versus 5% for Hispanics and 14% versus 5% for Black non-Hispanics (Table 13).

TABLE 13. CONFIRMED OPIOID⁶⁶-RELATED DEATHS, ALL INTENTS COMPARED TO ALL DEATHS BY RACE/ETHNICITY:

	White non-Hispanic	Black non-Hispanic	Asian non-Hispanic	Hispanic	Other/Unknown	Total
All Deaths	38,497	2,524	1,227	2,316	377	44,999
Confirmed Opioid ¹ -Related Overdose Deaths, All Intents	843	178	14	245	21	1,309

Source: Massachusetts Department of Public Health, Registry of Vital Records and Statistics, *Opioid-Related Overdose Deaths, All Intents, Massachusetts Residents, Demographic Data Highlights*: December 2023, online accessed August 19, 2024.
Retrieved from: <https://www.mass.gov/doc/opioid-related-overdose-deaths-demographics-december-2023/download>

Figure 19 displays the increases in confirmed opioid-related deaths for race and ethnicity between 2015 and 2023. Black non-Hispanics and Hispanics experienced an increase in opioid-related deaths in recent years from 2020 to 2022. Conversely, rates for confirmed opioid-related death decreased for White non-Hispanic individuals during the same time period.

⁶⁴ Opioids include heroin, illicitly manufactured fentanyl, opioid-based prescription painkillers, and other unspecified opioids.

⁶⁵ All death totals include two with case with unknown age of decedent

⁶⁶ Opioids include heroin, illicitly manufactured fentanyl, opioid-based prescription painkillers, and other unspecified opioids.

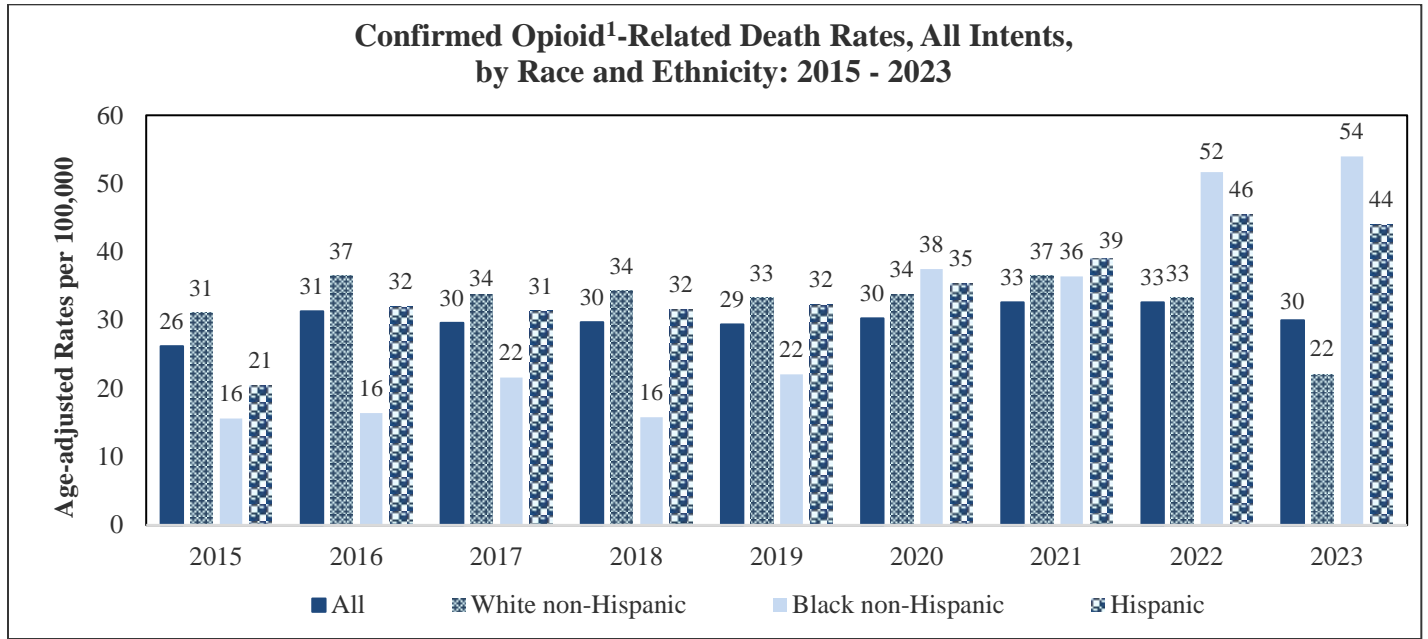


Figure 19. Source: Massachusetts Department of Public Health, Registry of Vital Records and Statistics, *Data Brief: Opioid-Related Overdose Deaths, All Intents, Massachusetts Residents, Demographic Data Highlights*, June 2023, online accessed in July 2023. <https://www.mass.gov/doc/opioid-related-overdose-deaths-demographics-june-2024/download>

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

Table 14 displays counts of confirmed opioid-related overdose deaths by Massachusetts city/town where the death occurred. This number includes both Massachusetts residents and non-residents. As shown, there were 2,180 confirmed opioid-related overdose death occurrences in 2023. While some cities and towns experienced a decline in opioid-related deaths in 2023 compared to 2022: notably Cambridge (31.1%), Lawrence (27.8%), and Brockton (24.7%), others saw significant increases. Specifically, the cities of Taunton (50.0%), Holyoke (46.9%), and Framingham (39.1%) had substantial increases in 2023 from the previous year.

**Table 14. Number of Opioid-Related Overdose Deaths⁶⁷, All Intents by the Top 15
Massachusetts City/Town
CY 2019 – CY 2023**

City/Town of Death Occurrence	2019	2020	2021	2022	2023	% Change CY 22 – CY 23	% of 2023 Total (n=2,180)
Boston	258	311	331	353	377	6.8%	17.3%
Worcester	144	132	123	168	155	-7.7%	7.1%
Springfield	103	119	113	122	117	-4.1%	5.4%
Fall River	71	72	83	82	84	2.4%	3.9%
New Bedford	88	72	81	92	76	-17.4%	3.5%
Brockton	63	80	84	85	64	-24.7%	2.9%
Lowell	59	51	65	58	56	-3.4%	2.6%
Lawrence	64	43	53	72	52	-27.8%	2.4%
Holyoke	25	40	32	32	47	46.9%	2.2%
Taunton	27	23	42	28	42	50.0%	1.9%
Weymouth	24	41	29	42	40	-4.8%	1.8%
Barnstable	31	30	32	34	34	0.0%	1.6%
Framingham	20	24	20	23	32	39.1%	1.5%
Salem	28	44	50	38	32	-15.8%	1.5%
Cambridge	22	13	39	45	31	-31.1%	1.4%

Source: Massachusetts Department of Public Health, Registry of Vital Records and Statistics, *Number of Opioid^l-Related Overdose Deaths, All Intents by City/Town, 2019 – 2023, Table 2*, June 2024, retrieved from: <https://www.mass.gov/doc/opioid-related-overdose-deaths-by-city-or-town-june-2024-0/download>

As previously noted, (Figure 17), there were 2,125 confirmed opioid-related overdose deaths in 2023 in Massachusetts. Among the 14 counties in Massachusetts, the following five accounted for the highest number of opioid-related overdose deaths in 2023: Suffolk (15.5%), Middlesex (14.2%), Worcester (13.1%), Bristol (12.3%) and Hampden (10.9%) (Table 15).

⁶⁷ Opioids include heroin, illicitly manufactured fentanyl, opioid-based prescription painkillers, and other unspecified opioids. Table 14 contains counts of opioid-related overdose deaths for all intents in the city/town of the death occurrence. 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 death data are preliminary and subject to updates. Case reviews of deaths are evaluated and updated on an ongoing basis. Many 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 4/11/2024.

**Table 15. Number of Opioid -Related Overdose Deaths⁶⁸, All Intents by County
Massachusetts Residents: 2014 - 2023**

County	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Total
Barnstable	53	67	81	67	71	73	76	80	87	72	770
Berkshire	29	32	35	30	40	40	56	62	47	48	441
Bristol	145	172	243	239	218	260	233	291	276	261	2,453
Dukes	5	7	3	2	4	3	6	5	6	6	48
Essex	205	236	274	301	273	279	251	289	277	217	2,720
Franklin	11	18	14	9	22	17	20	36	26	28	211
Hampden	64	98	130	113	209	199	215	213	230	231	1,771
Hampshire	26	16	36	28	38	39	34	44	37	29	357
Middlesex	273	341	402	350	322	304	297	358	380	301	3,480
Nantucket	1	1	2	3	1	2	1	4	2	4	21
Norfolk	125	164	213	168	170	130	154	162	160	165	1,693
Plymouth	110	174	190	202	151	176	184	167	190	154	1,785
Suffolk	146	199	242	252	215	218	287	295	304	330	2,598
Worcester	162	222	246	251	281	267	278	279	331	278	2,710
Total Deaths	1,356	1,748	2,111	2,015	2,015	2,007	2,092	2,285	2,357	2,125	21,064

Source: Massachusetts Department of Public Health, Registry of Vital Records and Statistics, *Number of Opioid Related Overdose Deaths, All Intents by County, MA Residents: 2014 – 2023*. June 2024. Retrieved from: <https://www.mass.gov/doc/opioid-related-overdose-deaths-by-county-june-2024-0/download>, online accessed: August 19, 2024.

⁶⁸Opioids include heroin, illicitly manufactured fentanyl, opioid-based prescription painkillers, and other unspecified opioids. Data for 2022 and 2023 deaths are preliminary and subject to updates. Case reviews of deaths are evaluated and updated on an ongoing basis. Many death certificates have yet to be assigned final cause-of-death codes. Data updated on 4/11/24. 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 relevant criminal justice entities 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 in Massachusetts and in 2023, they have a combined staff of 1,500 employees, including 785 prosecutors and 260 victim-witness advocates. 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 takes 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 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.

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)]⁶⁹(MGL, Chapter 119, §58).

In SFY 2023, 121 youthful offender cases were heard before the juvenile court involving young people between ages 14 and 18 (Figure 20). After the raised age of juvenile court jurisdiction, the number of cases rose in SFY 2015. In SFY 2015, the number of cases rose 43% and remained in a similar trajectory in 2016 and leveled off in SFY 2017. In SFY 2017 and SFY 2018, youthful offender cases declined 31%, and 9%, respectively. SFY 2019 saw an 11% increase in youthful offender cases from the previous year and a 35% decline in SFY 2022. In SFY2023, the youthful offender cases increased for 21% compared to the previous year.

⁶⁹*The 193rd General Court of the Commonwealth of Massachusetts*. General Laws, Chapter 269. (n.d.). <https://malegislature.gov/Laws/GeneralLaws/PartIV/TitleI/Chapter269>

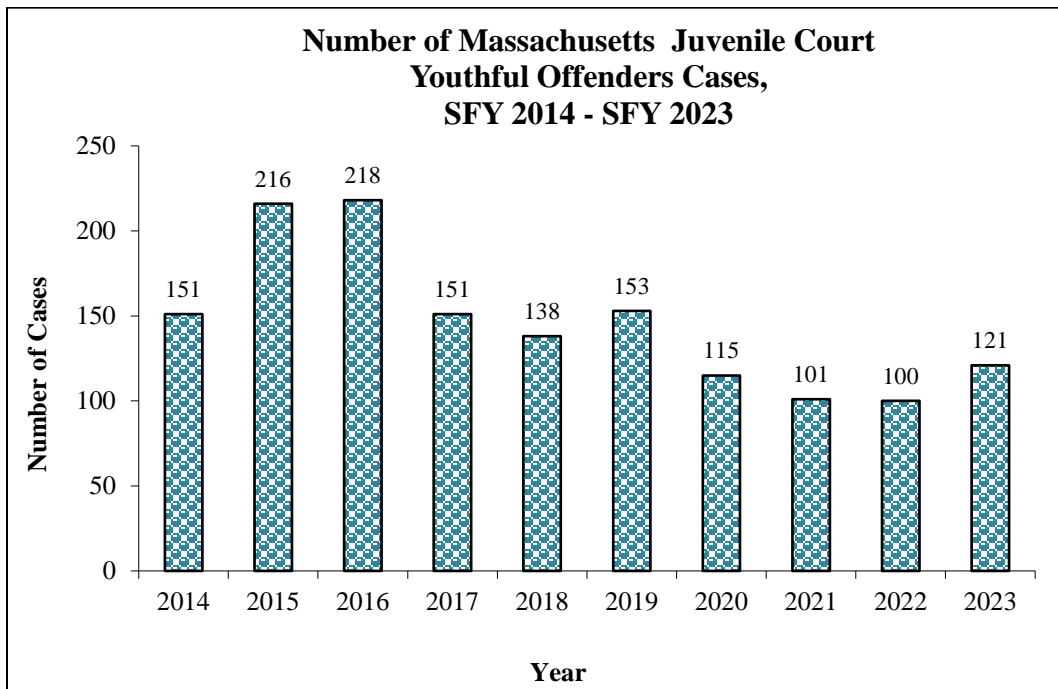


Figure 20. Executive Office of the Trial Court, Department of Research and Planning, Tableau Dashboard, Massachusetts Juvenile Court, Racial Ethnic Distribution of Children/Youth Subject to Juvenile Proceedings July 2024, Retrieved from: <https://public.tableau.com/app/profile/drap4687/viz/DemographicsofSelectedJuvenileMatters/JuvenileMattersbyRaceEthn>

In Massachusetts and other states across the country, there are racial disparities in the juvenile justice system, referred to as “Disproportionate Minority Contact” (DMC)⁷⁰ or “Racial and Ethnic Disparities” (R/ED).⁷¹ Examining the race/ethnicity of individuals charged as a youthful offender in SFY 2023, Black/African American youth account for 36% of the cases, Hispanic/Latinx youth account for 42% of the cases, followed by White youth (17%), and Unknown/Not Reported (4%).⁷²

Ideally, detention is for youth who are unlikely to appear in court if released or who 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 the Juvenile Detention Alternatives Initiative (JDAI).⁷³ 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.

⁷⁰ Office of Juvenile Justice and Delinquency Prevention. (n.d.). *Disproportionate Minority Contact*. <https://ojjdp.ojp.gov/programs/disproportionate-minority-contact>

⁷¹ Massachusetts Department of Youth Services. (n.d.). *Racial and ethnic disparities (R.E.D)*. Commonwealth of Massachusetts. <https://www.mass.gov/info-details/racial-and-ethnic-disparities-red>

⁷² The race/ethnicity of individuals charged as Youthful Offenders is known in 116 of the 121 cases (96%).

⁷³ According to Massachusetts' JDAI webpage, “[a] juvenile justice reform initiative [...] ensures that ‘the right youth, is in the right place, for the right reasons.’” Retrieved May 20, 2020, from <https://www.mass.gov/info-details/juvenile-detention-alternatives-initiative-jdai>

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.⁷⁴

For example, detained youth:⁷⁵

- 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.

According to DYS, in 2023 there were 868 juveniles sent to pre-trial detention. The number of pre-trial detention admissions in 2023 increased 19% from the previous year but is 60% lower than the high of 2,164 in 2014 (Figure 21).

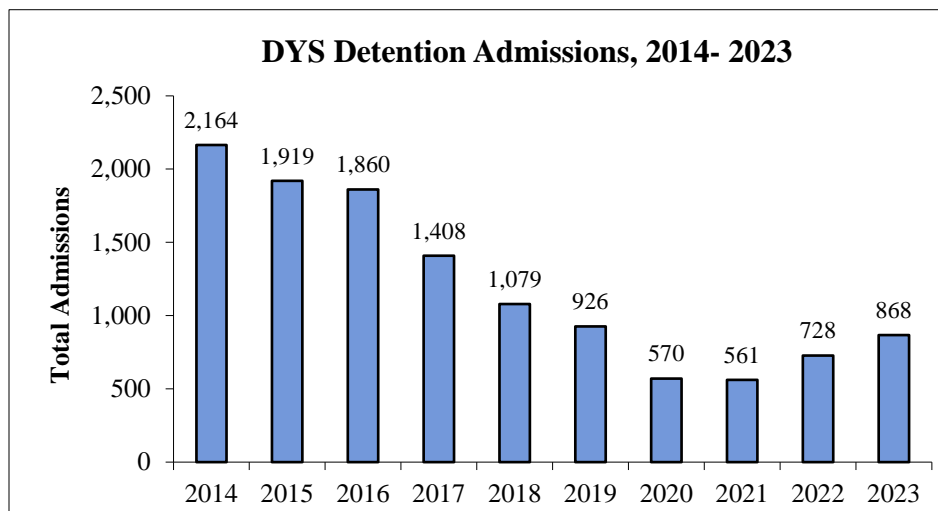


Figure 21. Massachusetts Department of Youth Services, August 2024.

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.⁷⁶

In 2023, minority youth comprise 82% of all DYS detentions, as follows: 47% Hispanic, 30% African American, 16% White and 6% youth of some other race/ethnicity (Figure 22).

⁷⁴ The Annie E. Casey Foundation. (2014, June 3). *Juvenile Detention Alternatives Initiative Progress Report*, 5. <https://www.aecf.org/resources/2014-juvenile-detention-alternatives-initiative-progress-report>.

⁷⁵ Detention: Research, Utilization and Trends JDAI Research and Policy Series . Commonwealth of Massachusetts. (n.d.). <https://www.mass.gov/doc/detention-research-utilization-and-trends/download>

⁷⁶ The Annie E. Casey Foundation. (2014, June 3). *Juvenile Detention Alternatives Initiative Progress Report*, 5. <https://www.aecf.org/resources/2014-juvenile-detention-alternatives-initiative-progress-report>

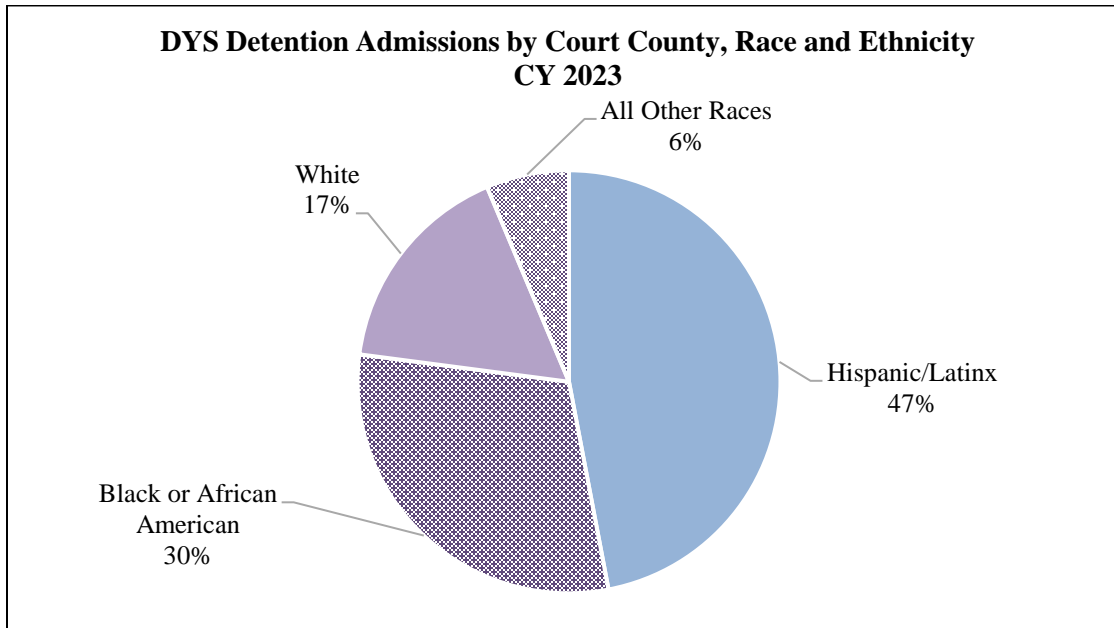


Figure 22. Massachusetts Department of Youth Services, Data obtained via email communication, July 2024.

In 2023, the DYS committed population totaled 206 youth, 205 of which are first time DYS commitments. The number of individuals in the total DYS population on January 1, 2023, represents a decrease of 71% from the high of 717 on January 1, 2014 (Figure 23). The reduction in the committed population may be attributed to the DYS “service continuum that engages youth, families and communities in strategies that support positive youth development”⁷⁷

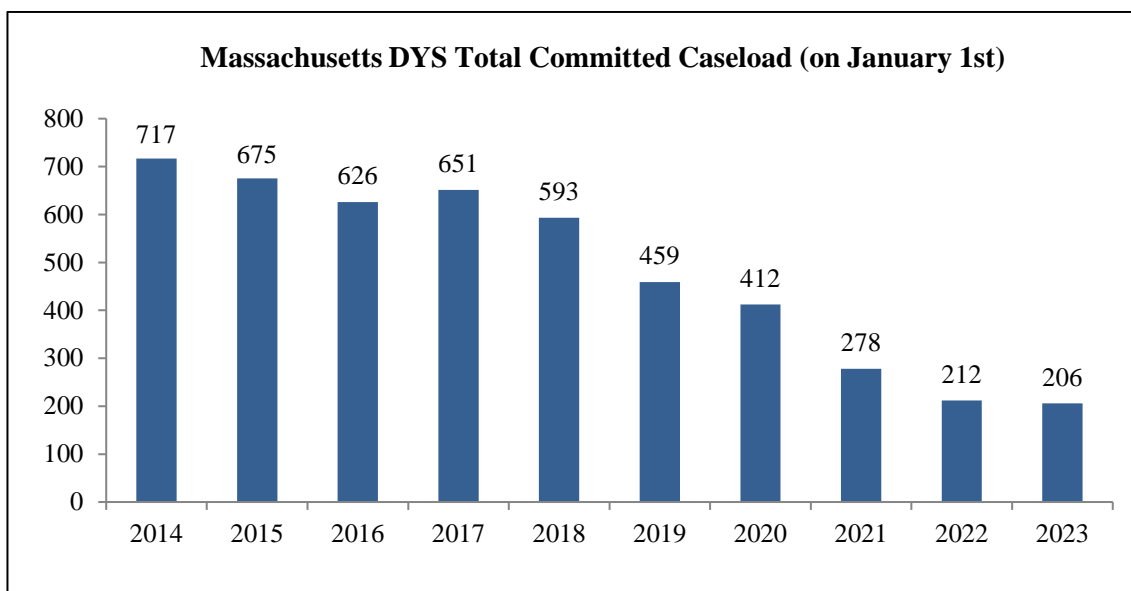


Figure 23. Massachusetts Department of Youth Services, Research Department, July 2024.

⁷⁷ Department of Youth Services (DYS) Fact Sheet (2022, February). <https://www.mass.gov/info-details/dys-reports-and-resources>

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 2023, there are 6,601 juvenile delinquency cases filed in juvenile court, marking a 23% increase from the prior year, but a 36% decrease from the high of juvenile delinquency cases filed in SFY 2015 (Figure 3). During SFY 2023, males represent 73% and females represent 24% of juvenile delinquency cases.⁷⁸ The race/ethnicity of the individuals appearing before the juvenile court reveal White youth accounted for 32% of the population, followed by Hispanic youth (28%), and Black/African American youth (24%) (Figure 24).⁷⁹

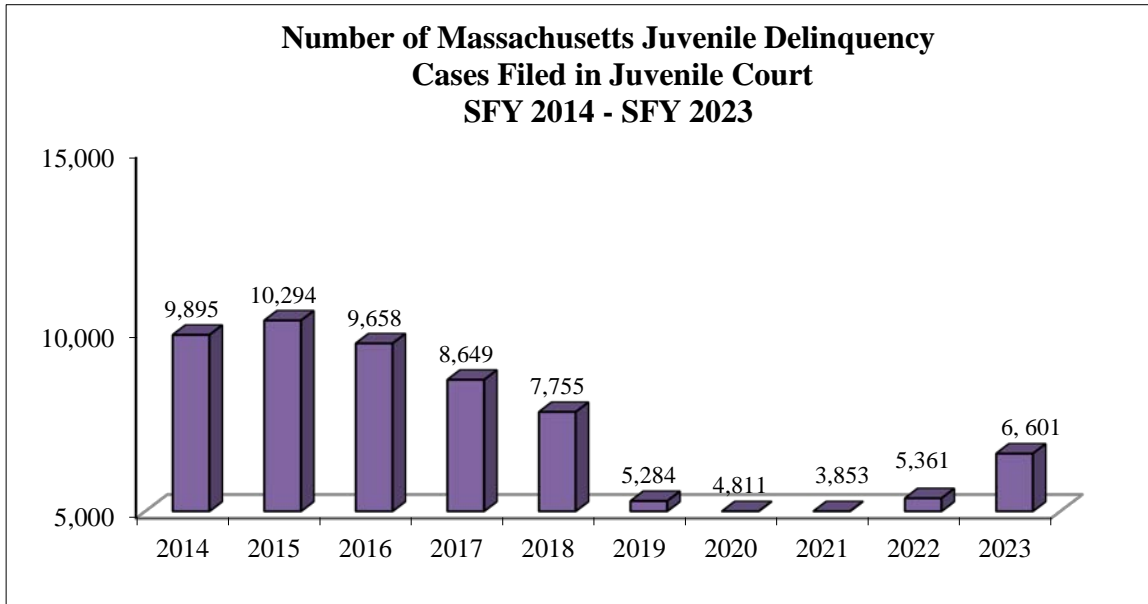


Figure 24. Office of the Child Advocate, Massachusetts Juvenile Justice System: Data and Outcomes for Youth, Data about delinquency cases filed within the Juvenile Court, retrieved from: Delinquency Filings Data Trends, accessed online July 2024.

More than two-thirds of youth with a delinquency case filed in juvenile court are ages 15-17 (68%) (Figure 25).

⁷⁸ The gender of youth appearing before the Juvenile Court in delinquency cases is known in 6,457 of the 6,601 cases (98%).

⁷⁹ The race/ethnicity of youth appearing before the Juvenile Court in delinquency cases is known in 5,787 of the 6,601 cases (88%).

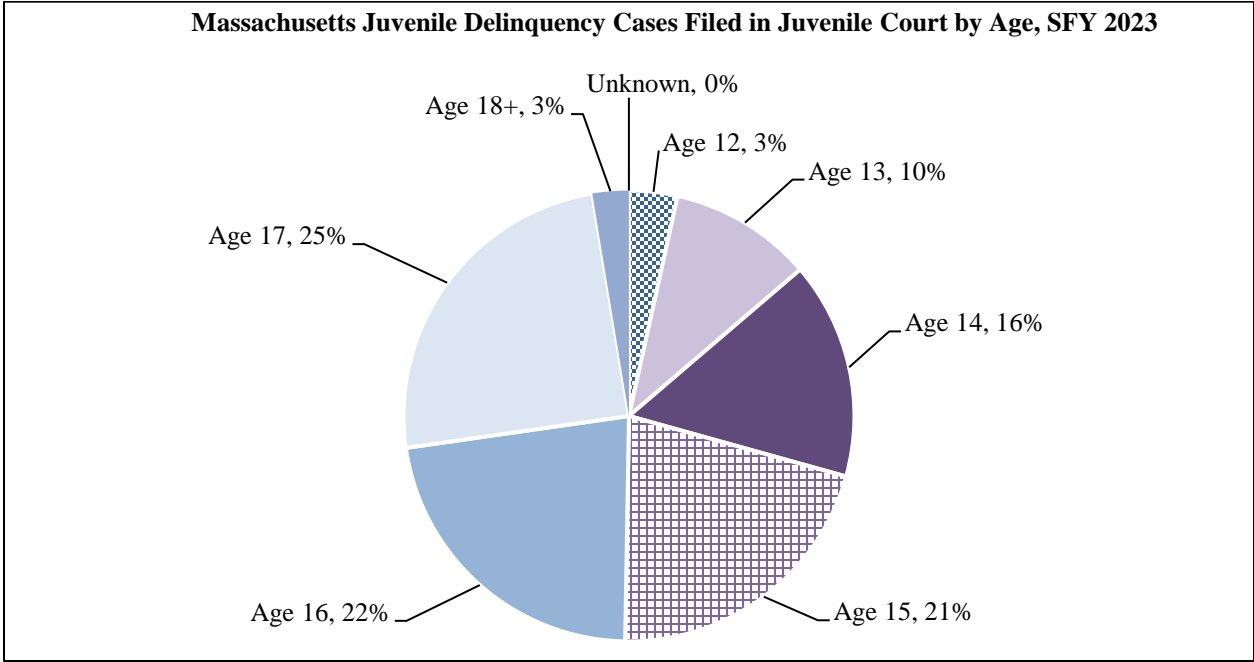


Figure 25. Executive Office of the Trial Court, Department of Research and Planning, Tableau Dashboard, Massachusetts Juvenile Court Demographics of Selected Juvenile Matters, Age Distribution of Children/Youth Subject to Juvenile Proceedings (Delinquency) July 2024, retrieved from: <https://public.tableau.com/app/profile/drap4687/viz/DemographicsofSelectedJuvenileMatters/JuvenileMattersbyRaceEthn>

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.
- Learn about how illegal guns move around the Commonwealth from in-state and out-of-state sources.
- How can we understand how to disrupt supply lines of opioids into 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 of subgrantees is essential in the grant administration field. Without data, 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. Department 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 Alternatives 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.
- 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 must expand its knowledge based 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 must be developed to determine whether the implemented programs generated the desired outcomes.

The Center on Crime and Community Resilience (CCR) at Northeastern University⁸⁰ 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 can respond to crime policy needs.

B. Project Design and Implementation

⁸⁰Global Resilience Institute. (2019, December 23). *Northeastern University's Center on Crime and Community Resilience*. <https://globalresilience.northeastern.edu/project/northeastern-universitys-center-on-crime-and-community-resilience/>

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 FFY2024 - 2028 Byrne 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 and 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)
- Victims of Crime Act (VOCA)
- Adam Walsh Act Implementation Program (AWA)
- National Criminal History Improvement Program (NCHIP)
- Safe and Successful Youth Initiative (SSYI)
- Title II Formula Grant Program
- National Highway Traffic Safety Administration (NHTSA) Grant
- Residential Substance Abuse Treatment (RSAT)
- Violence Against Women Act (VAWA)

Due to the research and collaboration, we engaged in during our strategic planning process, we are able to identify priority areas for our Byrne JAG funds that will not duplicate efforts from the initiatives and agencies listed above. If anything, some of our Byrne 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 Byrne JAG purpose areas, and 3) understanding respondents' experiences with previous Byrne JAG funding.

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

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 and its results can be found in the 2024-2028 Strategic Plan.

In addition to the collaboration with the Byrne JAG Strategic Planning Committee, EOPSS and

OGR continue to engage law enforcement and other public safety stakeholders in Massachusetts through the Special Commission to Study the Criminal Justice System, which was established in Outside Section 189 of the Acts of 2012.

The Commission, which is chaired by the Secretary of Public Safety and Security, continues to examine a variety of areas including, but not limited to: the prisoner classification systems, mandatory minimum sentences, sentencing guidelines, the provision of cost-effective corrections' healthcare, the probation system, the parole system, the operations of the sheriffs' offices, overcrowding in prisons and houses of correction, recidivism rates, the treatment of juveniles within the criminal justice system, the role of mental health and substance abuse issues, and best practices for reintegrating prisoners into the community.

The Commission supports ongoing work to compile and assess a statewide inventory of public criminal justice programs and practices targeting recidivism reduction. The census of programs operated by the DOC, Parole, Probation, Trial Court, County Sheriffs' Departments, and DYS captures program services, capacity, funding levels, populations served, implementation fidelity to proven models, and evidence of effectiveness—nearly 30 data elements in all. The systematic approach helps to identify evidence-based and promising programs and practices proven by rigorous research to reduce recidivism, a subset of which will be analyzed using a peer reviewed cost-benefit model to determine programs' long term investment and performance potential. This critical information about programs' evidence of effectiveness and likely costs, benefits, and impact on recidivism will further inform the Commission's work.

Members of EOPSS attend regular meetings of the Massachusetts District Attorneys' Association, Massachusetts Sheriffs' Association, Massachusetts Chiefs of Police Association, and the Massachusetts Major Cities Police Chiefs' Association, and the Governor's Council to Address Sexual Assault and Domestic Violence.

Staff also attend ad-hoc meetings with the Committee on Public Counsel Services, American Civil Liberties Union, Massachusetts Bar Association, Boston Bar Association, Neighbor to Neighbor, Boston Worker's Alliance, Families Against Mandatory Minimum Sentences, MA Community Action Network, Citizens for Safety (Handgun Violence), Black Ministerial Alliance of Greater Boston, the Massachusetts Immigrant and Refugee Advocacy Coalition, Jane Doe, Boston Area Rape Crisis Center, the Commonwealth CORI Coalition, and numerous other community based victim services/reentry providers/social service providers on issues of mutual concern.

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

- 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

EOPSS/OGR will also continue to fund the Governor’s Council to Address Sexual Assault and Domestic Violence and the Research and Policy Analysis Division (RPAD). Both Units are funded directly with Byrne JAG funds as they are programmatic in scope, and not part of the 10% administrative costs.

The Governor’s Council to Address Sexual Assault and Domestic Violence (Council) consists of an Executive Director who 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.

JAG program funds support the staff within RPAD to conduct research, planning, data collection, and evaluation of criminal justice policies and programs targeting priority areas as identified by the EOPSS and JAG to include: gang and youth violence, juvenile justice, substance abuse and drug-related crime, crime prevention, crime trends, prisoner reentry, recidivism, domestic violence and sexual assault, criminal justice technology, evidence-based programs, and performance management.

C. Capabilities and Competencies

On behalf of the Executive Office of Public Safety and Security (EOPSS), the Office of Grants and Research (OGR) is pleased to submit the Commonwealth of Massachusetts’s FFY 2024 Byrne JAG application. The EOPSS is responsible for the policy development and budgetary oversight of the secretariat agencies, independent programs, and several boards and commissions 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 as follows:

- Massachusetts State Police and Crime Lab
- 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
- Municipal Police Training Committee
- Massachusetts National Guard
- **Office of Grants and Research**
- Massachusetts Public Safety Broadband Office

The OGR serves as the State Administering Agency (SAA) for federal funds from the National Highway Traffic Safety Administration, Department of Homeland Security and Department of Justice. Annually, OGR manages millions of dollars in funds appropriated from the Massachusetts State Legislature that support an array of criminal justice and public safety initiatives. In addition to securing, managing, and administering grant funding, the OGR has a Research Policy and Analysis Division that collects and analyzes data to inform priorities.

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 Byrne JAG, VAWA, Formula, and RSAT subgrantees. EOPSS and OGR are engaged in numerous activities that promote multi-agency collaboration and program coordination. These collaborations range from partnerships with other federal, state, and local criminal justice agencies and coordination with state and federal grant programs:

- Special Commission to Study the Criminal Justice System
- Byrne JAG Strategic Planning Committee
- Governor's Council to Address Sexual Assault and Domestic Violence
- Massachusetts Sheriffs' Association
- Juvenile Detention Alternatives 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.

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 \$70 million to local communities and research partners since 2009. The grant requires collaborative relationships be developed and strengthened among police, prosecutors, and community providers. OGR works closely with Action Research Partners and the Statewide Research partner to strengthen program delivery, share knowledge, and capture meaningful data.

The Commonwealth, through OGR, continues to engage in numerous activities designed to promote multi-agency collaboration and program coordination to address identified priorities. Annually, several million dollars in federal and state funds are disbursed statewide for public safety and criminal justice-related purposes. In line with the BJA priorities for evidence-based programming and strategic planning, OGR continually evaluates its current planning processes as it relates to the allocation of grant funding throughout all its awards.

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 FFY20 JAG funds are being developed now and will be implemented in the beginning in the fall of 2020 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.

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 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 strategic 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 facing the Commonwealth.