

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



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

Federal Fiscal Year 2017 Application

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Office of Justice Programs
Bureau of Justice Assistance**

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I. INTRODUCTION

The Executive Office of Public Safety and Security (EOPSS) is responsible for the policy development and budgetary oversight of the secretariat agencies, independent programs, and several boards which aid in crime prevention, homeland security preparedness, and ensuring the safety of residents and visitors in the Commonwealth. The Office of Grants and Research (OGR) is the arm of EOPSS that serves as the State Administering Agency (SAA) for federal criminal justice and highway safety funds. Additionally, OGR uses research and evaluation to promote public safety in the Commonwealth of Massachusetts by informing criminal justice and public safety policy. The goals of the OGR include:

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

This document serves as the Commonwealth of Massachusetts's FY 2017 Edward Byrne Memorial Justice Assistance Grant (JAG) Program application. Over the past several years, EOPSS has improved its grant making policies and procedures, enhanced communications, provided personalized technical assistance and quicker response time to sub-recipients, and standardized the reimbursement documentation required of sub-recipients. Furthermore, it is paramount to EOPSS to improve upon and implement systems that ensure transparency and accountability in awarding and monitoring all federal and state grant funds. Sub-recipients are required to report quarterly on programmatic progress and financial expenditures. In addition, the required performance metrics data are reported quarterly by sub-recipients using the Bureau of Justice Assistance (BJA) Performance Measurement Tool. Through effective administration, monitoring, and evaluation, the JAG Program in Massachusetts aims to support both innovative and proven effective programs and practices to increase public safety and enhance the quality of life in the Commonwealth.

Massachusetts intends to utilize JAG funds for a broad range of activities to prevent and control crime and to improve the criminal justice system in keeping with JAG purpose areas. There are six state-identified priorities for FY 2017 JAG. In its strategic planning efforts to make informed decisions regarding priorities and allocations, particularly for the state portion of JAG funds, EOPSS will continue to assess its public safety agencies' needs as well as participate in the Special Commission on Criminal Justice, and participate in the Council of State Government state-related endeavors.

In addition to the JAG Program, EOPSS administers several other state and federal criminal justice grant programs with purposes that complement the proposed JAG initiatives (e.g., state-funded programs for youth and gang violence prevention, the distribution of sexual assault

evidence collection kits). EOPSS is the SAA for funding from the United States Department of Justice (DOJ), Bureau of Justice Assistance (BJA), the Office of Juvenile Justice and Delinquency Prevention (OJJDP), the Office on Violence Against Women (VAWA), and the Bureau of Justice Statistics (BJS). EOPSS is also the SAA for federal funds from the National Highway Traffic Safety Administration (NHTSA). These grant programs are centralized under EOPSS in order to provide a unified and coordinated approach to the criminal justice and public safety needs of the Commonwealth.

II. PROGRAM NARRATIVE

A. Justice Assistance Grant Priorities and Programs

EOPSS is applying for FY 2017 Edward Byrne Memorial JAG funds. Up to 10% of the funding will be utilized for grant administration purposed by the EOPSS OGR. The balance of JAG funds will be awarded to state agencies and a minimum of 33.9% will be awarded to local units of government to implement greatly needed public safety programs throughout the Commonwealth of Massachusetts.

EOPSS will address its JAG funding priority areas by implementing JAG funded programs that include proven effective programs and practices, innovative ideas, and creative solutions. EOPSS will also promote regionalism, research-based policy, and rational decision-making via an open and public competitive grant process that ensures the distribution of funds geographically and across disciplines within JAG purpose areas. Reducing violence through crime prevention strategies is a top priority for the Commonwealth. Massachusetts intends to utilize FY 2017 JAG funds for a broad range of activities to prevent and control crime and to improve the criminal justice system in keeping with the JAG purpose areas and our identified JAG priorities.

The Commonwealth will maintain focus on priorities identified previously: guns, youth violence and gang membership, reducing recidivism; preventing and addressing domestic violence and sexual assault; reducing drug-related crime and substance abuse with an emphasis on opioids; and advancing criminal justice policies and systems through smart policing, technology, equipment, district attorney programs, and research and evaluation. Funding will be provided to support evidence-based programs and best practices. Ultimately, all JAG allocations will be based on an assessment of the relative public safety and criminal justice needs of the Commonwealth as determined by the Secretary of Public Safety and Security and informed by the statewide strategic planning process, undertaken in part by the Special Commission on Criminal Justice as well as by local law enforcement and local units of government.

PRIORITY #1: REDUCING GUN, GANG AND YOUTH VIOLENCE

Goal

Reduce firearm related crime, youth violence, and gang association and activity.

Purpose Areas Addressed

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

Anticipated Activities

- Sustain community-oriented policing initiatives statewide in conjunction with innovative, community-based law enforcement programs.
- Support programs that provide wrap-around services to high risk youth, including faith-based and community-based efforts.
- Encourage education and training initiatives, including curriculum development addressing youth violence prevention.
- Continue to support traditional law enforcement activities (apprehension, detention, deterrence, suppression).
- Use smart policing initiatives to develop effective, efficient, and economical tactics and strategies to combat crime.
- Support the continued development and implementation of an integrated criminal justice information system.
- Improve the collecting and reporting of complete, accurate, and reliable criminal justice information.
- Purchase or upgrade needed law enforcement equipment and technology related items.
- Continue to monitor and assess the technology needs of state and local law enforcement agencies.

Rationale

Gun-related crimes, gang affiliation and youth violence in Massachusetts have received increased attention in recent years. Initiatives that target high-risk communities and youth are yielding some positive results. This is evident by the substantial decline in the amount of youth violence in the past fifteen years. High school students self-reporting gang membership was declining until there was a slight uptick in 2013 and 2015. To ensure the positive trends are sustained, it is necessary to continue to fund and support the policy and program initiatives that have contributed to these outcomes.

Statement of the Problem

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

CRIMES INVOLVING FIREARMS

The Federal Bureau of Investigation's (FBI) annual *Uniform Crime Reports* (UCR) publication presents crime statistics from police departments nationwide, including the number of offenses committed involving firearms. In 2015, there were a combined total of 3,324 homicides,

robberies, and aggravated assaults in Massachusetts that involved the use of firearms. This figure represents a 7% decline from the prior year and a 14% decrease from the peak of 3,873 offenses in 2013 (Figure 1).

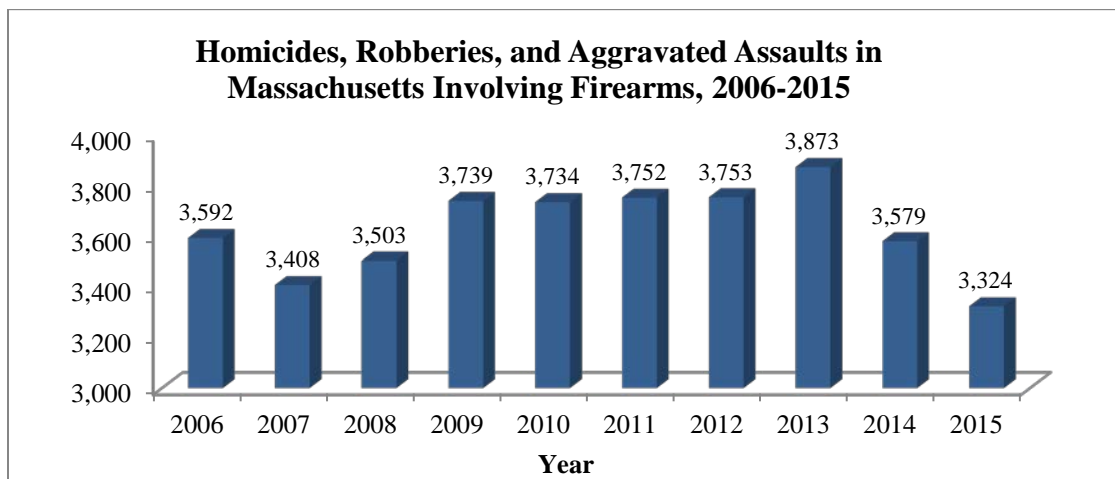


Figure 1. Source: FBI UCR, Table #20 (Murder, by State, Types of Weapons), Table #21 (Robbery, by State, Types of Weapons), and Table #22 (Aggravated Assault, by State, Types of Weapons).

A total of 81 firearms were used in the commission of some of the 126 murders committed in Massachusetts during 2015. These firearms are broken down as follows: handguns (33), rifle (1), and unknown firearm (47). Eighteen weapons included other weapons, hands, fist, feet, etc.¹

The Firearms Tracing System (FTS) informs which firearms were reported in Federal Firearms Licensee (FFL) Thefts/Losses Reports. In calendar year 2016, of the 197 firearm count reported by Massachusetts to the FFL Theft/Loss database, 19 were by theft and 178 by loss.² Lost and stolen guns are also entered in the National Crime Information Center (NCIC) database. A 2012 report by the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF), stated that 686 firearms were reported as stolen and 4 were reported as lost in Massachusetts to the NCIC.³

The 2012 report by the ATF also noted “[l]ost and stolen firearms pose a substantial threat to public safety and to law enforcement. Those that steal firearms commit violent crimes with stolen guns, transfer stolen firearms to others who commit crimes, and create an unregulated secondary market for firearms, including a market for those who are prohibited by law from possessing a gun”.⁴

¹ FBI Uniform Crime Reports, Table #20 (Murder, by State, Types of Weapons, 2015).

² U.S. Department of Justice, Bureau of Alcohol, Tobacco, Firearms and Explosives, Office of Strategic Intelligence and Information, Data Source: Firearms Tracing System, *Federal Firearms Licensee Thefts/Losses United States*, January 1, 2016 – December 31, 2016, Accessed 8/15/2017. <https://www.atf.gov/resource-center/docs/undefined/osii508fflthefts-lossescyl6pdf/download>

³ U.S. Department of Justice, Bureau of Alcohol, Tobacco, Firearms and Explosives, Office of the Director - Strategic Management, 2012 Summary: Firearms Reported Lost and Stolen, Accessed 8/15/2017. <https://www.atf.gov/resource-center/docs/2012-firearms-reported-lost-and-stolenpdf-1/download>

⁴ Ibid. pg. 2.

YOUTH VIOLENCE AND GANG VIOLENCE

Juvenile Part I Arrest Rates

The eight offenses that comprise Part I Crimes or Index Crimes –homicide, rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft, and arson – are the most serious offenses against persons and property tracked by the FBI. For the past ten years, Massachusetts almost consistently has Part I juvenile arrest rates⁵ that are half that of the national rate⁶ (with the exception of calendar year 2006), while more recently, rates across the nation and within the Commonwealth are steadily declining since 2009. In the past eight years, the national rate of juvenile arrests for Part I crimes fell 55%, while the rate within Massachusetts during the same timeframe dropped 61% (Figure 2).

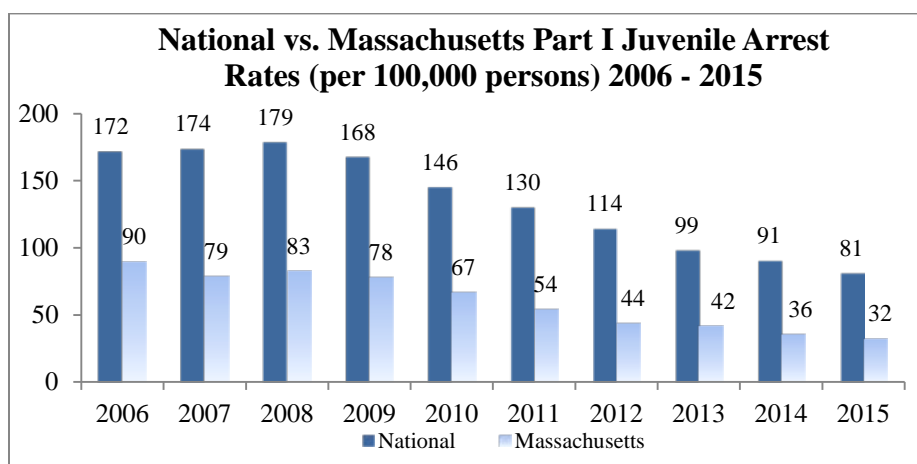


Figure 2. Source: FBI, UCR, Table 41 (National data) and Table 69 (MA data), 2006-2015.

Figure 3 below further breaks down a comparison of juvenile violent crime arrest rates nationally and in Massachusetts. Excluding aggravated assault, Massachusetts arrest rates for homicide, rape, and robbery have steadily been lower than the national rates. However, the juvenile arrest rates for aggravated assault in Massachusetts consistently exceed the national rate during the ten-year trend analysis (2006-2015).

⁵ 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).

⁶ FBI figures include only those agencies that voluntarily report their crime data on an annual basis.

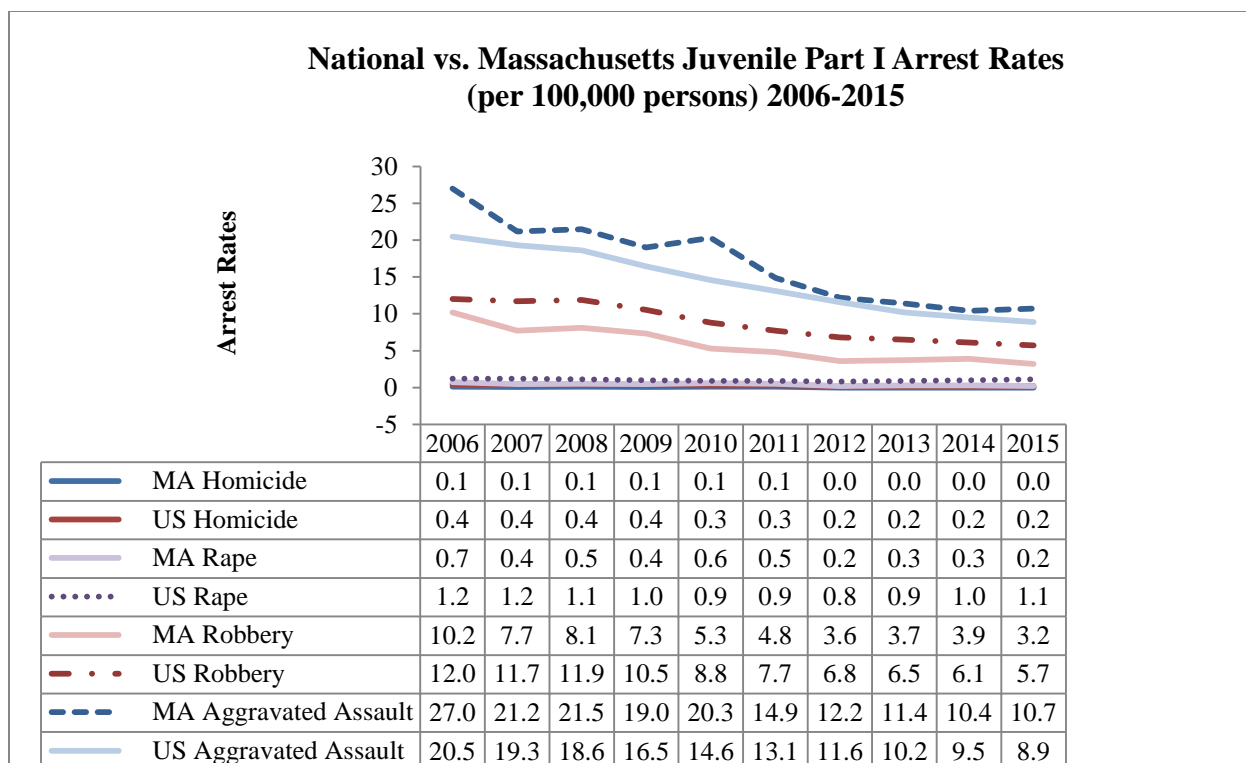


Figure 3. Source: FBI, UCR, Table 41 (National data) and Table 69 (MA data), 2006-2015.

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

Juvenile Violence-Related Experiences and Gang Involvement

The 2015 *Health and Risk Behaviors of Massachusetts Youth*⁷ capture violence and school safety concerns reported by Massachusetts youth. Figure 4 depicts the violence-related experiences and behavior at Massachusetts high schools from 2005 through 2015:

- 16% of high school students report being bullied at school in the past year – a slight decline from the previous year;⁸
- 6% of high school students fought on school property in the past year – a slight uptick from 2013;
- 5% skipped school because they felt unsafe in the past month – a slight increase from 2013;
- 3% of students report carrying a gun on school property in the past month – remaining level from the previous year; and

⁷ Massachusetts Department of Elementary and Secondary Education and Department of Public Health, *Health and Risk Behaviors of Massachusetts Youth* 2015.

⁸ For students who identify their sexual orientation as Gay, Lesbian, and Bisexual, 34% report being bullied at school in the past year in contrast to 14% who identify as heterosexual.

- 4% report being injured or threatened with a weapon at school in the past year – remaining level from 2013, and a 43% decline from the 2011 survey.

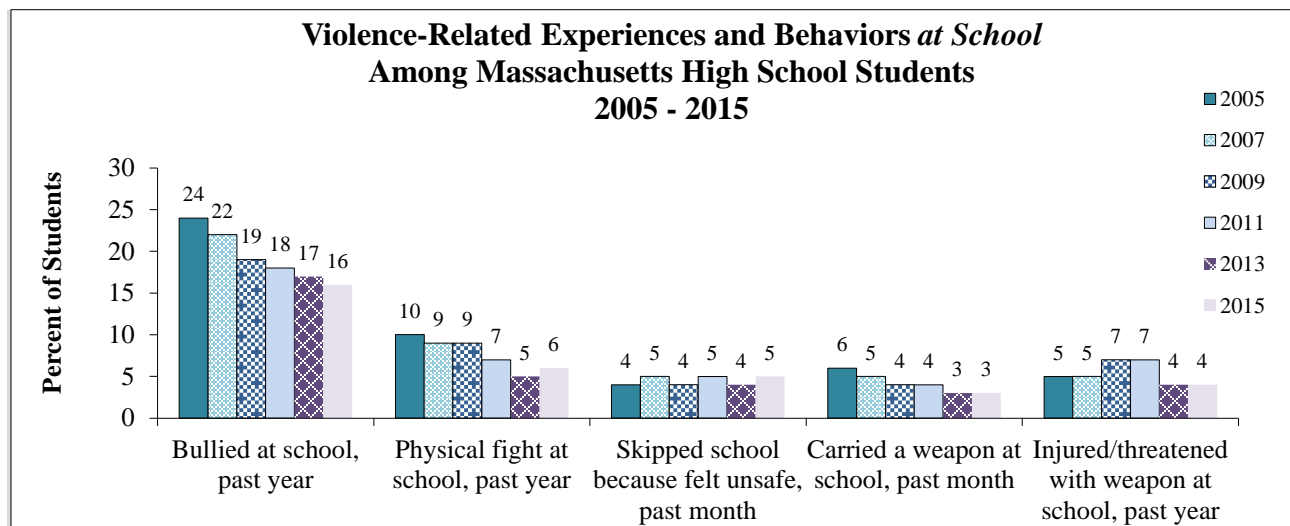


Figure 4. Massachusetts Department of Elementary and Secondary Education and Department of Public Health, *Health and Risk Behaviors of Massachusetts Youth, 2015*.

While the levels of gang membership and illegal gang activity are difficult to measure, a few sources shed light on the extent to which gangs are active in Massachusetts. Physical fights declined since 2009, carrying weapons and gang membership increased since 2011, and carrying a gun remained steady. Figure 5 shows the following indicators for 2015:

- 19% of students report having been involved in a fight in the past year – a slight decline from 2013;
- 13% carried a weapon in the past 30 days – a slight uptick from 2013;
- 8% report gang membership, a slight increase from 2011 and 2013 and;
- 3% carried a gun in the past 30 days – remaining level since 2011.

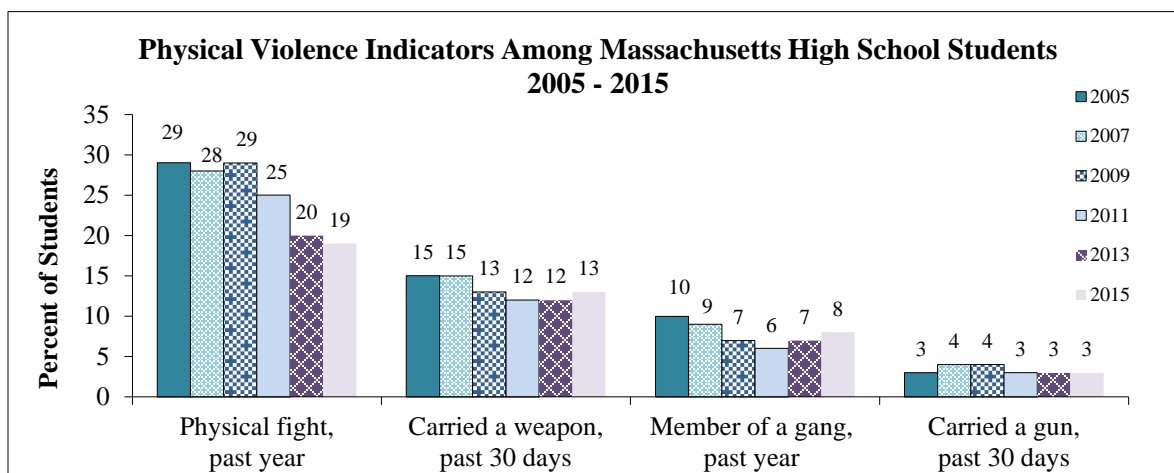


Figure 5. Massachusetts Department of Elementary and Secondary Education and Department of Public Health, *Health and Risk Behaviors of Massachusetts Youth, 2015*.

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

- 20% 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 30 days;
- 9% of males and 7% of females indicated gang membership during the past year; and
- 27% of males and 11% of females reported being in a physical fight.

According to additional results from high school students who responded to the survey, 13% report being a victim of cyber bullying, 7% experience dating violence and 6% are a victim of sexual assault (Figure 6).

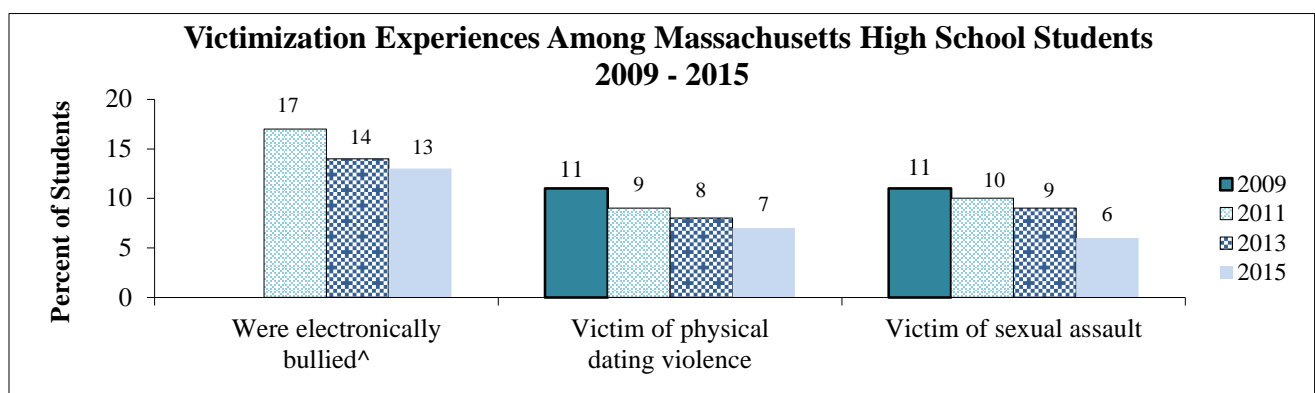


Figure 6. Massachusetts Department of Elementary and Secondary Education and Department of Public Health, *Health and Risk Behaviors of Massachusetts Youth, 2015*. ^Information for 2009 is unavailable.

PRIORITY #2: SUPPORT EVIDENCE BASED REENTRY PROGRAMS TO REDUCE RECIDIVISM

Goal

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

Purpose Areas Addressed

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

Anticipated Activities

- 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.
- Support residential substance abuse treatment programs in state and county correctional facilities.

Rationale

Improving the reentry process for released prisoners is a critical public safety issue for Massachusetts, one that has received increasing attention in the last few years. Several reports have been published that describe the population of individuals being released from prison and document the challenges that they face. The challenges to reentry include obtaining employment and housing and addressing health and substance abuse problems in a community setting. Many released prisoners are returning to major metropolitan areas and are often concentrated in a few neighborhoods – which have public safety implications. All of these studies conclude that the state, communities, and families are not doing enough to ensure a successful transition of offenders from prison back to their community.⁹

Statement of the Problem

Returning to the community after a period of confinement in jail or prison is a difficult transition for most offenders as well as their families and communities. Many former offenders still struggle with substance abuse, mental health issues, inadequate education and job skills, and restrictive housing options. In 2013, 623,337 men and women – approximately 1,708 individuals a day – were released from state or federal custody.¹⁰ According to BJS, over 4.6 million offenders were under community supervision by the end of 2013.¹¹

RECIDIVISM

Recidivism measures and definitions vary, but typically it 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 (NIJ), "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."¹² A 2014 BJS study illuminates the high reoccurrence of criminal behavior among released prisoners. The study followed 404,638 prisoners in 30 states released from prison in 2005 and found:

⁹ See "From Cell to Street: A Plan to Supervise Inmates After Release." MassINC (January 2002); "Parole Practices in Massachusetts and Their Effect on Community Reintegration." Boston Bar Association Task Force on Parole and Community Reintegration (August 2002); "Governor's Commission on Criminal Justice Innovation: Final Report" (2004); "From Incarceration to Community: A Roadmap to Improving Prisoner Reentry and System Accountability in Massachusetts." Crime and Justice Institute (June 3, 2004); "Strengthening Public Safety, Increasing Accountability, and Instituting Fiscal Responsibility in the Department of Correction." Governor's Commission on Corrections Reform (June 30, 2004). "Prisoner Reentry in Massachusetts." Urban Institute (March 2005).

¹⁰ Carson, E. Ann, "Prisoners in 2013," BJS Bulletin, September 2014, Table 9, pg. 10, NCJ 247282.

<https://www.bjs.gov/index.cfm?ty=pbdetail&iid=5109>

¹¹ Kaebler Danielle and Thomas Bonczar, "Probation and Parole in the United States, 2015" BJS Bulletin, December 2016, pg.1. NCJ 250230. <https://www.bjs.gov/content/pub/pdf/ppus15.pdf>

¹² National Institute of Justice. Online. Available:

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

- Within three years of release, about two-thirds (67.8%) of released prisoners were arrested for a new crime, and three-quarters (76.6%) were arrested within 5 years.
- Within 5 years of release, 82.1% of property offenders were arrested for a new crime, compared to 76.9% of drug offenders, 73.6% of public order offenders, and 71.3% of violent offenders.
- More than a third (36.8%) of all prisoners who were arrested within 5 years of release were arrested within the first 6 months after release, with more than half (56.7%) arrested by the end of the first year.
- Two out of five (42.3%) released prisoners were either not arrested or arrested once in the 5 years after their release.
- A small proportion (16.1%) of released prisoners were responsible for almost half (48.4%) of the nearly 1.2 million arrests that occurred in the 5-year follow-up period.¹³

The Research and Policy Analysis Division (RPAD) at EOPSS, together with research partners in other Massachusetts criminal justice agencies, analyzed recidivism data for approximately 43,000 offenders released in 2005 with or without supervision from either county or state correctional facilities, the Department of Youth Services (DYS), or from cases beginning a term of probation or parole supervision. Recidivism for this analysis is defined as any offense committed after release to the community, or after initial placement in the community, that results in a conviction from an adult or juvenile court. Cases with a disposition of “continue without a finding” were counted as a conviction for this study. The Massachusetts statewide recidivism analysis is displayed in Table 1.

TABLE 1. MASSACHUSETTS STATEWIDE SEVEN-YEAR CUMULATIVE RECIDIVISM RATES

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

^a Discharges and Paroles

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

PRISONER REENTRY

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

¹³ Matthew R. Durose, Alexia D. Cooper, Ph.D., and Howard N. Snyder, Ph.D., “Recidivism of Prisoners Released in 30 States in 2005: Patterns from 2005 to 2010 – Update” Bureau of Justice Statistics, April 2014, NCJ 244205, <https://www.bjs.gov/index.cfm?ty=pbdetail&iid=4986>

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 necessary as many ex-offenders return to the same community in which they were living prior to incarceration. Successful reentry by ex-offenders is essential for maintaining public safety in these communities.¹⁴

In 2016, 2,328 prisoners were released to the community from Massachusetts DOC facilities, of which, 1,209 (52%) reported a release address in one of the top ten cities listed in Table 2. Boston had the highest number of criminally sentenced inmates released to the community (448), followed by Springfield (130) and Worcester (111).

TABLE 2. TOTAL CRIMINALLY SENTENCED RELEASES FROM THE DOC TO THE STREET BY TOP TEN MASSACHUSETTS CITIES, 2016

CITY	NUMBER	PERCENTAGE
Boston	448	19%
Springfield	130	6%
Worcester	111	5%
Lynn	101	4%
Norfolk	86	4%
New Bedford	74	3%
Brockton	70	3%
Lawrence	68	3%
Fall River	62	3%
Lowell	59	3%

Source: Massachusetts DOC. *"Prison Population Trends 2016,"*

March 2017 pg. 42. Note: Release address is self-reported by the inmate prior to release.

Between 2007 and 2016, there was a 37% decline in the number of admissions to the DOC. Excluding 2007, 2008, and 2011, the number of releases from the DOC surpassed the number of admissions, reflecting a downward trend in the incarcerated population across the Commonwealth (Figure 7, page 14). In 2010, the number of annual admissions and the number of annual releases was closely aligned; however, this changed in 2011 with the reduction in parole releases. This reduction in the number of overall releases from prison to the community in 2011 – a decline of 15% from the previous year – is an aberration. In 2011, there was an overhaul of the Massachusetts Parole Board which reduced the number of hearings, votes, and parole releases to the street. Parole hearings with a full Board complement resumed in mid-April 2011. Additionally, in 2013, there was an increase in inmates transferred to local jails prior to their release from prison as part of a step-down initiative for reentry; this accounts for the increase in the number of persons under Massachusetts' jurisdiction held in local jails.

¹⁴ Office of Justice Programs, National Institute of Justice, Offender Reentry, February 25, 2015. Accessed online: <https://www.nij.gov/topics/corrections/reentry/Pages/welcome.aspx>

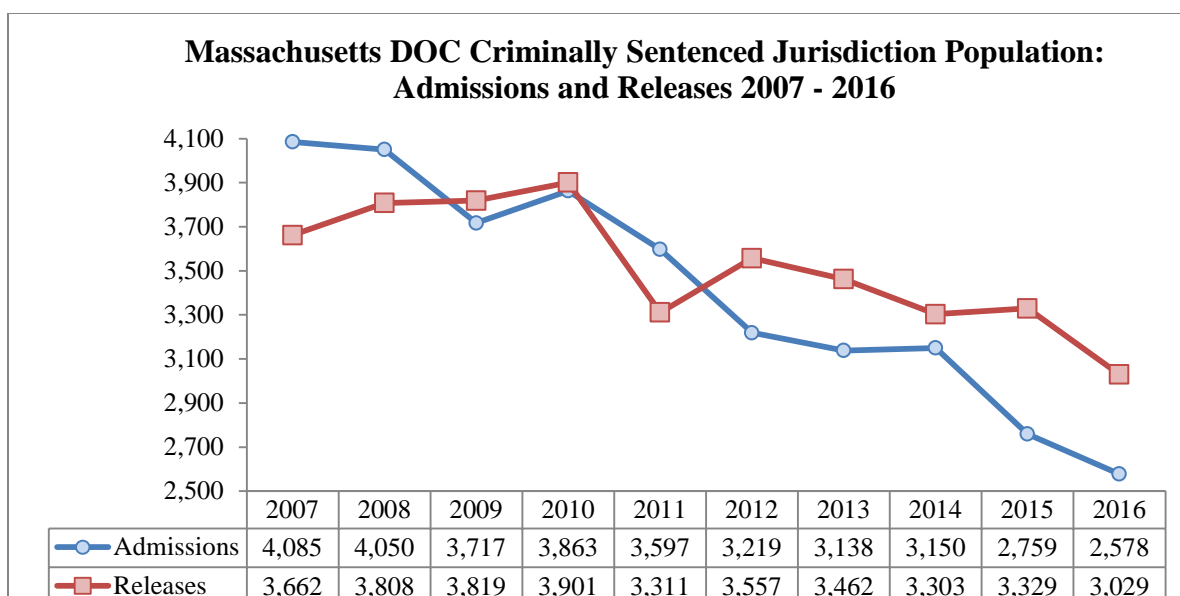


Figure 7. Source: Massachusetts DOC. “Prison Population Trends 2016,” March 2017.

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

The Massachusetts inmate jurisdiction population continued to decline for a fourth straight year, decreasing 15% after a peak of 11,723 in 2012 to 10,014 in 2016 (Figure 8, page 15).¹⁵ Because nearly 95% of those sent to prison will eventually be released, the incarcerated population has significant implications when returning to Massachusetts communities and the efforts to reduce recidivism.¹⁶ In varying degrees, the communities to which former prisoners return have socioeconomic factors such as poverty, disenfranchisement, limited social supports, and persistently high crime rates that present a variety of challenges for successful reintegration. Comparing releases to the community¹⁷ in 2011 and 2012, there was a significant difference between the two years. There were two separate events in 2012¹⁸ that contributed to a 19% increase from the previous year in the number of inmates released to the community.

¹⁵ Massachusetts Department of Correction, “Prison Population Trends 2016,” March 2017.

¹⁶ U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, “Reentry Trends in the United States,” <https://www.bjs.gov/content/reentry/reentry.cfm>

¹⁷ Starting in 2012 and going forward, release to the street is defined by the DOC Strategic Planning and Research Division as including expiration of sentence, parole, expiration of fine, payment of fine, and court release.

¹⁸ Chapter 192 of the Acts of 2012 known as the “Crime Bill” was enacted on August 2, 2012, and resulted in an immediate change to sentence structure for dozens of inmates. The second event challenged the accuracy of testing at the Hinton Drug Lab resulting in several hundred releases “from court,” primarily during the months of September – November 2012.

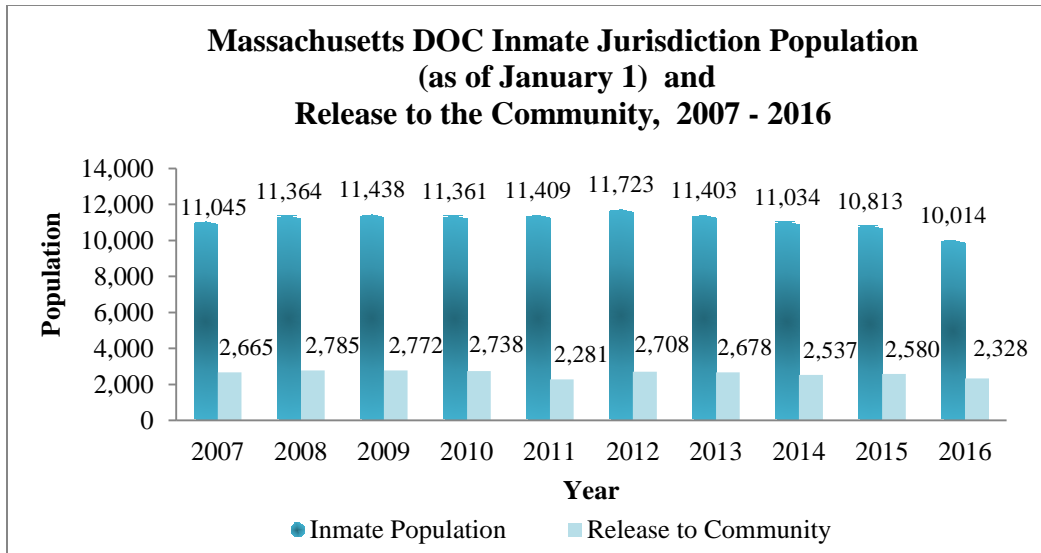


Figure 8. Source: Massachusetts DOC. "Prison Population Trends 2016," March 2017.

Evident in Table 3 the trend of prisoners released to their communities with supervision account for 6-out-of-10 newly released prisoners. This is an improvement from 2012 when only 54% of inmates were released to the community under any supervision.

TABLE 3. MASSACHUSETTS DOC POST RELEASE SUPERVISION TYPE, 2013 – 2016								
POST RELEASE SUPERVISION TYPE	2013		2014		2015		2016	
Parole Supervision (only)	441	13%	441	17%	455	18%	356	15%
Probation Supervision (only)	915	33%	830	33%	901	35%	859	37%
Parole and Probation Supervision (only)	275	8%	254	10%	278	11%	227	10%
No Post Release Supervision	1,045	46%	1,012	40%	946	37%	886	38%
TOTAL	2,676	100%	2,537	100%	2,580	100%	2,328	100%
POST RELEASE SUPERVISION	2013		2014		2015		2016	
Supervision	1,631	61%	1,525	60%	1,634	63%	1,442	62%
No Supervision	1,045	39%	1,012	40%	946	37%	886	38%
TOTAL	2,676	100%	2,537	100%	2,580	100%	2,328	100%

Source: Massachusetts DOC. "Prison Population Trends 2016," March 2017.

Table 4, page 16, provides the percentage of the Massachusetts population residing in each county in 2015¹⁹ compared to the percentage of criminally sentenced DOC inmates released to each county in 2016.²⁰ Suffolk, Essex, Bristol, and Hampden counties (in **bold** below) had a higher percentage of inmates released to communities in those counties (52%) than the percentage of Massachusetts residents living there (37%).

¹⁹ 2015 estimated county population statistics were provided by the U.S. Census Bureau, 2016 was not available.

²⁰ Information regarding release address is self-reported by inmates prior to their release.

TABLE 4. MASSACHUSETTS DOC 2016 CRIMINALLY SENTENCED RELEASES TO THE COMMUNITY BY COUNTIES COMPARED TO THE ESTIMATED POPULATION OF MASSACHUSETTS IN 2015

COUNTY	NUMBER	% RELEASES TO THE COMMUNITY	PERCENTAGE OF MA POPULATION RESIDING IN COUNTY
Suffolk	491	21%	11%
Essex	324	14%	11%
Middlesex	265	11%	23%
Bristol	217	9%	8%
Norfolk	216	9%	10%
Worcester	205	9%	12%
Hampden	196	8%	7%
Plymouth	159	7%	8%
Barnstable	63	3%	3%
Berkshire	29	1%	2%
Hampshire	15	1%	2%
Franklin	11	<1%	1%
Nantucket	2	<1%	<1%
Dukes	0	0%	<1%
SUB-TOTAL	2,193	94%	98%
Outside MA	131	6%	2%
Unknown	4	<1%	<1
TOTAL	2,328	100%	100%

Source: Massachusetts DOC. "Prison Population Trends 2016," March 2017.

PRIORITY #3: DOMESTIC VIOLENCE AND SEXUAL ASSAULT

Goal

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

Purpose Areas Addressed

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

Anticipated Activities

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

Rationale

There is no discrimination when it comes to who is victimized by domestic violence or sexual assault. In the case of sexual assault, the perpetrator may be a stranger, acquaintance, friend, family member, or intimate partner.²¹ Women, children, and men of all ages have been victims of sexual assault and domestic violence. Domestic violence and sexual assault crosses all races and ethnicities, religions, and economic strata.

Statement of the Problem

According to the National Crime Victimization Survey:²²

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

From the same survey, 62% reported being the victim of aggravated assault, 58% the victim of domestic violence, and 32% the victim of rape or sexual assault. Although there has been a decline in domestic violence and sexual assault victimizations over the years, the above statistics highlight these remain critical issues for the law enforcement community and victim service organizations.

INTIMATE PARTNER AND FAMILY VIOLENCE

Data compiled by the Massachusetts State Police's (MSP) Fusion Center via the National Incident-Based Reporting System (NIBRS) reveals that there was a total of 270,030 victims of intimate partner and family violence in Massachusetts during the ten-year period from 2007 to 2016,²³ as displayed in Figure 9, page 18. Over the course of the ten-year period, incidents of domestic violence in Massachusetts peaked at 29,127 in 2010, and from this peak declined by 14% in 2016 (24,959).^{24,25} Despite the reduction displayed in Figure 9, the need remains for accessible victim services and a coordinated criminal justice system to maintain this downward trend.

²¹ An intimate partner is defined as current or former spouses, boyfriends, or girlfriends.

²² Truman, Jennifer Ph.D., and Rachel E. Morgan, Ph.D., National Crime Victimization Survey, Criminal Victimization, 2015, October 2016, pg. 2. Online accessed: <https://www.bjs.gov/index.cfm?ty=pbdetail&iid=5804>

²³ NIBRS reporting is completely voluntary and as such, this data does not include all agencies statewide; most notably, data from the cities of Boston and Lawrence are absent. Both cities are working toward NIBRS compliance. NIBRS data covers approximately 87% of the Massachusetts population.

²⁴ The number of victims of intimate partner and family violence were determined by examining data within the *Crimes against Persons* crime category in CrimeSOLV.

²⁵ In January 2013, the national UCR program created two additional offenses in the Summary Reporting System and NIBRS: 1) Human Trafficking/Commercial Sex Acts; and, 2) Human Trafficking/Involuntary Servitude.

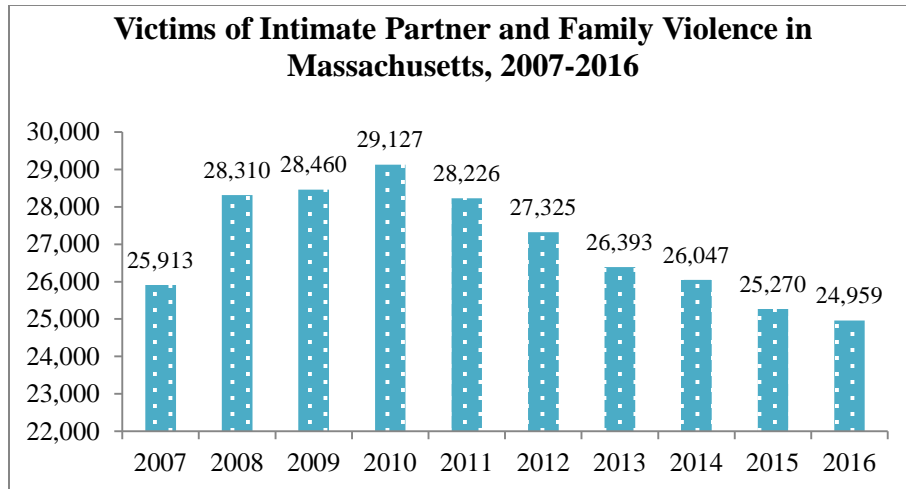


Figure 9. Source: MSP NIBRS Data accessed via CrimeSOLV, Crimes against Person, Number of Victims by Select Characteristics by Victim/Offender Relationship.

REPORTED RAPES

The FBI's definition of rape changed in 2013 to be more inclusive,²⁶ and as a result, the number of rapes in Massachusetts spiked from 1,642 in 2012 to 2,718.²⁷ Much of the increase can be attributed to the change in definition. According to the FBI UCR, there was a total of 18,834 incidents of rape in Massachusetts from 2006 to 2015. Incidents of rape fell 6% between 2006 and 2012 (Figure 10). In 2014 and 2015, the number of rape offenses, using the revised definition, declined 20% and 5% from each previous year, respectively.

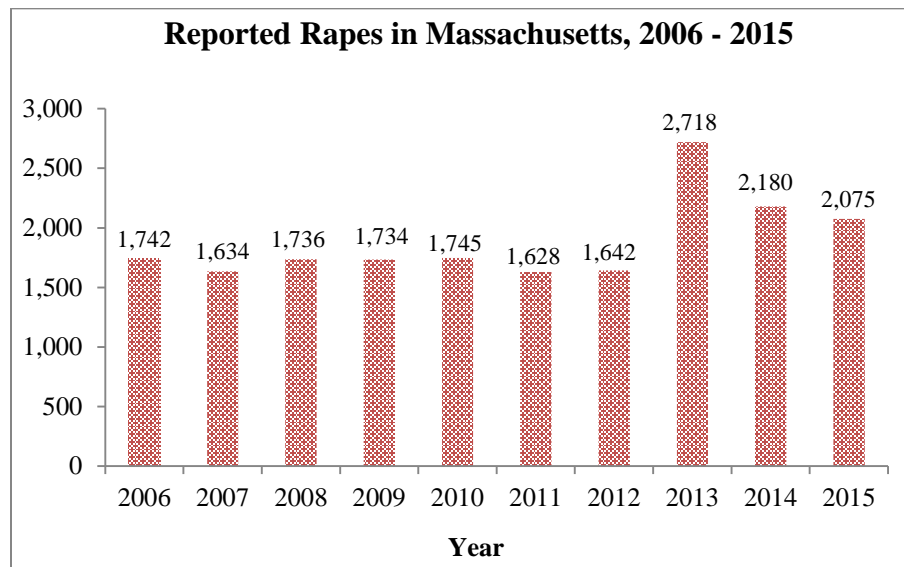


Figure 10. Source: FBI, UCR, Table #5 (Crime in the United States by State, 2015).

²⁶ Effective January 1, 2013, the FBI implemented a new definition of Rape that is used in the collection of national crime statistics. The term "forcible" was removed from the offense name. https://ucr.fbi.gov/crime-in-the-u.s/2015/crime-in-the-u.s.-2015/offenses-known-to-law-enforcement/rape/rapemain_final.pdf

²⁷ Beginning in 2013, the rape figures were estimated using the revised UCR definitions of rape.

SEXUAL ASSAULT REPORTING AND STATISTICS

Sexual assault is a serious problem that affects the lives of women, men, and children everywhere. Generally, researchers are limited to statistics that estimate the prevalence or incidence of sexual assault. Separate from incidents reported to law enforcement or indicated through the National Crime Victimization Survey, few details are known about the specific nature and context of sexual assault. The Provider Sexual Crime Report (PSCR)²⁸ is both unique and significant because it allows for a more detailed analysis of both the nature and context of sexual assault in Massachusetts. Exams are conducted by medical professionals however, victims are not required to report the crime to the police. Therefore, the PSCR captures cases that often go unreported to police.

The statistics provided in Table 5 show that victims of sexual assault spans all age groups. Over the six-year trend analysis, victims who were ages 0-12, and obtained a sexual assault exam, represented anywhere from 11.6% to 20.7% of the total cases. The majority of people who obtained a sexual assault exam were younger than 25 years old.

TABLE 5. NUMBER OF SEXUAL ASSAULT EXAMS CONDUCTED BY VICTIM AGE

YEAR	AGES 0-12	%	AGES 13-24	%	AGES 25+	%	UNK.	%	TOTAL	TOTAL %
2011	252	20.7%	563	46.3%	379	31.2%	21	1.7%	1,215	100%
2012	174	15.4%	523	46.2%	417	36.8%	18	1.6%	1,132	100%
2013	210	16.2%	574	44.3%	486	37.5%	27	2.1%	1,297	100%
2014	240	18.5%	576	44.5%	457	35.3%	22	1.7%	1,295	100%
2015	149	12.0%	556	44.8%	507	40.9%	28	2.3%	1,240	100%
2016	157	11.6%	620	45.8%	556	41.1%	21	1.6%	1,354	100%
Total	1,182		3,412		2,802		137		7,533	

Source: RPAD, EOPSS, PSCR database. Data obtained June 30, 2017.

Note: Cases where the victim's age was unknown (N=137) were excluded.

Unfortunately, rape and sexual assault remain highly underreported crimes. As noted, the PSCR provides an indication as to whether the victim reported the sexual assault to law enforcement prior to the exam. It is possible that some victims reported after the exam date. Table 6, page 20, shows the number and percent of individuals who reported the crime to law enforcement. Over the six-year trend analysis, between 63.3% and 70.2% of victims reported their sexual assault to the police. The most recent year of data (2016), had the lowest percentage of reporting sexual assaults to the police.

²⁸ 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 was ever reported to police. The PSCR Form is part of the Sexual Assault Evidence Collection Kit that is distributed on an annual basis to hospital emergency departments throughout the state by the Executive Office of Public Safety and Security (EOPSS). After a victim is seen in a medical facility, the care provider is required to complete the PSCR Form, which is then shared with local law enforcement and submitted via facsimile to EOPSS, where all information is recorded and maintained in a master database.

TABLE 6. NUMBER OF SEXUAL ASSAULT EXAMS CONDUCTED WITH REPORTING TO POLICE

YEAR	NOT REPORTED	%	REPORTED	%	MISSING	%	TOTAL	TOTAL %
2011	328	27.0%	853	70.2%	34	2.8%	1,215	100%
2012	322	28.4%	785	69.3%	25	2.2%	1,132	100%
2013	384	29.6%	884	68.2%	29	2.2%	1,297	100%
2014	356	27.5%	901	69.6%	38	2.9%	1,295	100%
2015	414	33.4%	801	64.6%	25	2.0%	1,240	100%
2016	471	34.8%	857	63.3%	26	1.9%	1,354	100%
Total	2,275		5,081		177		7,533	

Source: RPAD, EOPSS, PSCR database. Data obtained June 30, 2017.

Note: Cases where it was unknown whether the victim reported to police (N=177) was excluded.

The victim knew her/his assailant in more than half of the sexual assault cases, though slightly less than half in 2011 (Table 7). Reviewing 2016 data, in a small number of sexual assault cases, the assailant is identified as “other” or is not known, 7% and 5%, respectively.

TABLE 7. NUMBER OF REPORTED SEXUAL ASSAULT ASSAILANTS^a BY VICTIM/OFFENDER RELATIONSHIP

YEAR	NON- STRANGER ^b	%	STRANGER	%	OTHERS	%	UNK.	%	TOTAL	TOTAL %
2011	572	47.1%	303	24.9%	73	6.0%	73	6.0%	1,215	100%
2012	579	51.1%	326	28.8%	79	7.0%	57	5.0%	1,132	100%
2013	665	51.3%	358	27.6%	75	5.8%	102	7.9%	1,297	100%
2014	667	51.5%	344	26.6%	57	4.4%	59	4.6%	1,295	100%
2015	690	55.6%	340	27.4%	74	6.0%	63	5.1%	1,240	100%
2016	703	51.9%	348	25.7%	89	6.6%	68	5.0%	1,354	100%
Total	3,876		2,019		447		422		7,533	

Source: RPAD, EOPSS, PSCR database. Data obtained June 30, 2017.

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

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

The non-stranger category entails a cross-section of relationships – friend, boyfriend/girlfriend, spouse or exes, date, relative or parent. The victim/offender relationship that is identified as an acquaintance represents the highest percentage of non-stranger assailants (44%) (Table 8, page 21).

TABLE 8. NON-STRANGER VICTIM/OFFENDER RELATIONSHIP,^a 2016		
Victim/Offender Relationship	Number	Percent
Acquaintance	309	44.0
Friend	165	23.5
Ex-boyfriend/ex-girlfriend	66	9.4
Boyfriend/girlfriend	56	8.0
Relative	35	5.0
Date	29	4.1
Spouse	16	2.3
Parent	15	2.1
Ex-spouse	9	1.3
Parent's Live-in Partner	3	0.4
Total	703	100%

Source: RPAD, EOPSS, PSCR database. Data obtained June 30, 2017.

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

Sexual assault and domestic violence are both public safety and 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 is chaired by Lt. Governor Karyn Polito, meets bi-monthly, and conducts outreach and supports the committees in carrying out their tasks.

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

PRIORITY #4: COMBATING HEROIN, OPIOIDS AND 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 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.
- 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 impacts public safety and public health at the community level, not to mention the countless negative effects for the families of those directly impacted by this disease. Most recently, in the past couple of years, the number of overdoses and deaths attributed to opioid abuse has been unprecedented in Massachusetts. There is an increase in the number of admissions to substance abuse facilities for both opioid and heroin poisonings as well as new commitments to the DOC for a governing drug offense. These trends demonstrate the need still remains for cost-effective access to services.

Statement of the Problem

Statistics demonstrate that there is a direct relationship between the use of drugs and the volume of crime committed by drug users. A 2004 report issued by BJS noted that almost a third (32%) of state inmates committed their offense under the influence of drugs. Furthermore, 56% of state inmates report drug use in the month before the offense, and 53% report drug dependence or abuse.²⁹ 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 November 2016 entitled *National Drug Threat Assessment Summary, 2016*, which provides an in-depth analysis of the specific types of drugs and drug-abuse patterns both nationally, and in the New England region. The report identified opioid abuse, and in particular, heroin and controlled prescription medications, as the primary drug concerns for the New England region. Specifically, in Massachusetts, opioid abuse remains a serious public health concern as drug-related overdoses and deaths continue to rise.

Governor Baker continues to champion many initiatives to combat the continuing drug crisis in Massachusetts. In February 2015, Governor Baker established the Opioid Working Group which released 65 recommendations and an action plan less than four months later. Governor Baker's proactive response to the opioid crisis in Massachusetts has remained steadfast. The Governor's

²⁹ Mumola, Christopher, J., and Jennifer C. Karberg, "Drug Use and Dependence, State and Federal Prisoners, 2004," BJS Special Report, October 2006, pg. 1. NCJ 213530 <https://www.bjs.gov/index.cfm?ty=pbdetail&iid=778>

Opioid Working Group published *An Action Plan to Address the Opioid Epidemic in the Commonwealth – Update* on January 8, 2016.³⁰ This highlighted the many actions taken, programs implemented, and guidelines established to enhance prevention, intervention, treatment, and recovery around the opioid crisis. An outcome from the Governor’s Opioid Working Group was the passage of a bill titled An Act Relative to Substance Use, Treatment, Education and Prevention (the Act), and signed into law by Governor Baker on March 14, 2016. This includes “prevention education for students and doctors, and the first law in the nation to establish a seven day limit on first-time opioid prescriptions.”³¹ The Act establishes three special commissions and underscores the Commonwealth’s approach to a multidimensional, collaborative public health and public safety response to the opioid epidemic. Listed below are the three opioid special commissions and their goals.

- *Special Commission to Study the Incorporation of Safe and Effective Pain Treatment Practices into the Professional Training of Students that may Prescribe Controlled Substances.*³²
 - To develop recommendations to ensure future prescribers have an understanding of certain fundamental issues relative to the opioid epidemic, including pain treatment, pain treatment planning, safe prescribing practices and prescription monitoring.
- *Special Commission to Examine the Feasibility of Establishing a Pain Management Access Program.*³³
 - To analyze the potential usefulness of the Commonwealth establishing a pain management program in order to increase access to pain management services.
- *Special Commission to Investigate and Study State Licensed Addiction Treatment Centers.*³⁴
 - To study the effectiveness of state licensed addiction treatment centers.

The statistics contained in this section highlight the strong association between opioid abuse and violent crime, property crime, and drug-related hospitalizations and deaths.

NUMBER OF PERSONS ARRESTED FOR DRUG ABUSE VIOLATIONS

The FBI reports that the number of persons arrested for drug abuse violations in Massachusetts decreased 7% in the one-year period from 2014 to 2015 and 45% in the ten-year period between 2006 and 2015 (Figure 11, page 24).

³⁰ Governor’s Opioid Working Group, <http://www.mass.gov/eohhs/docs/dph/stop-addiction/action-plan-update.pdf> Online. Accessed March 15, 2016.

³¹ <http://www.mass.gov/governor/press-office/press-releases/fy2016/governor-signs-landmark-opioid-legislation-into-law.html>. Online. Accessed March 15, 2016.

³² Online. Accessed April 27, 2017. <http://www.mass.gov/eohhs/gov/departments/dph/ch-52-special-commission.html>

³³ Online. Accessed April 27, 2017. <http://www.mass.gov/eohhs/docs/report-commission-on-pain-management.pdf>

³⁴ Online. Accessed April 27, 2017. <http://www.mass.gov/eohhs/docs/special-commission-to-investigate-and-study-state-licensed-addiction-tre-.pdf>

This decline in Massachusetts may be attributed to a 2008 Initiative Petition that replaced the criminal penalties for possession of one ounce or less of marijuana with a new system of civil penalties, to be enforced by issuing citations, and would exclude information regarding this civil offense from the state's criminal record information system.³⁵

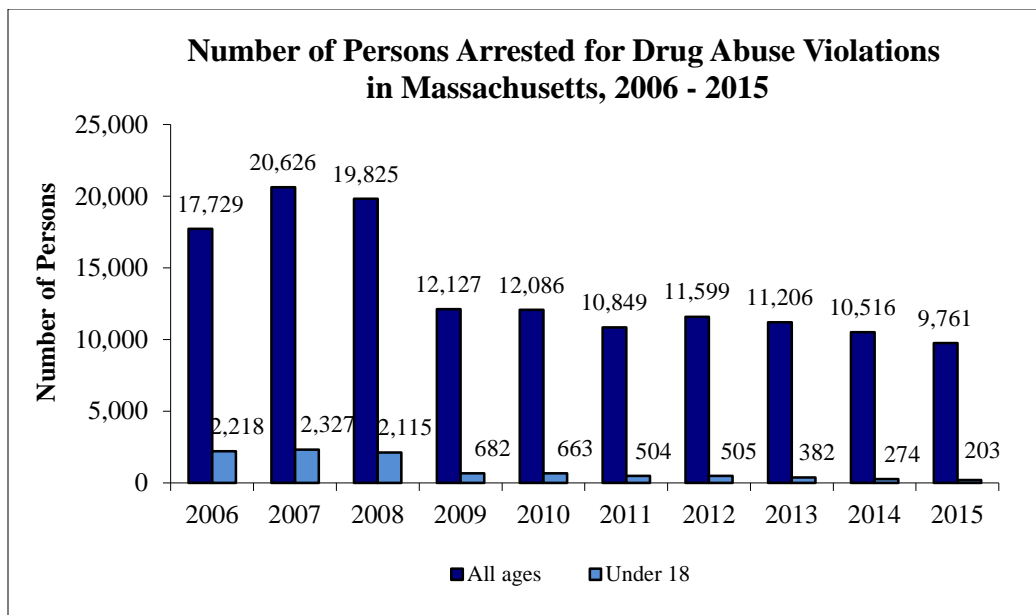


Figure 11. Source: FBI, UCR, Table 69.

Likewise, there has been a dramatic shift in the number of young people arrested for drug offenses during this time period. Peaking at 2,327 in 2007, the number of juveniles under the age of 18 arrested for drug offenses declined 78% by 2011, remained static in 2012, and declined 60% between 2012 and 2015. Despite the downward trend, there is still a critical need to support substance abuse programming in county and state correctional facilities. This is especially true given the lengthy waiting lists for substance abuse programming at many facilities. JAG funding is needed not only to continue these programs but to accommodate in a timely manner those seeking treatment.

NUMBER OF NEW COURT COMMITMENTS FOR GOVERNING DRUG OFFENSES

The number of new court commitments to Massachusetts state and county correctional facilities fell from 4,401 in 2007 to 2,893 in 2014, a 34% decline (Figure 12, page 25).³⁶ The DOC commitments decreased 13% in 2016 from the previous year, and 52% over the ten-year period.

³⁵ Question 2: Law Proposed by Initiative Petition “*Possession of Marijuana*” Online. Accessed June 16, 2017 https://www.sec.state.ma.us/ele/ele08/ballot_questions_08/quest_2.htm

³⁶ New commitments for governing drug offenses to the county Houses of Correction (HOC) are obtained from the Massachusetts Sentencing Commission, *Survey of Sentencing Practices, SFY 2009 – SFY 2014*; however, data are not available for 2015 and 2016. As a result, it is not possible to extend the trend analysis to 2015 and 2016.

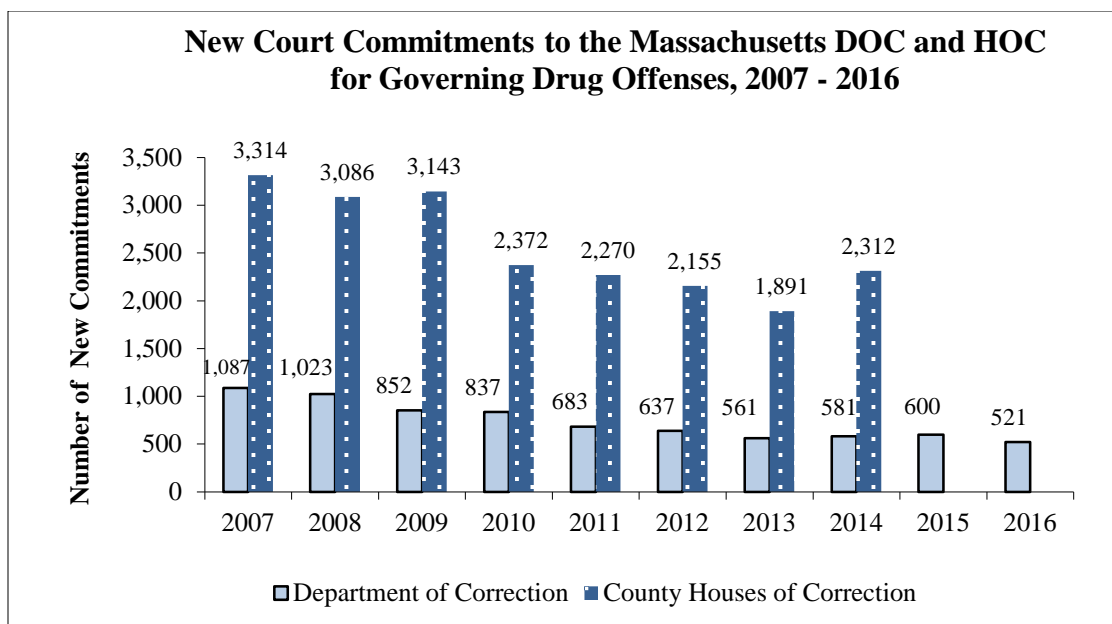


Figure 12. Source: Massachusetts DOC, *Court Commitments to the Massachusetts Department of Correction, 2004 – 2008*; *New Court Commitments to Massachusetts County Correctional Facilities, 2004 – 2008*. Massachusetts DOC, *Prison Population Trends, 2009 – 2016*. Massachusetts Sentencing Commission, *Survey of Sentencing Practices, SFY 2009 – SFY 2014*.

Note: the DOC data is based on the calendar year and the Massachusetts Sentencing Commission is based on state fiscal year.

MASSACHUSETTS DOC PRISON POPULATION JANUARY 1, 2017

A report published by the Massachusetts DOC in March 2017, *Prison Population Trends, 2016*, identified the following characteristics of the inmate population incarcerated for governing drug offenses:³⁷

- On January 1, 2017, 846 males and 22 females were serving a governing mandatory drug sentence;
- On January 1, 2017, drug offenses were the third most prevalent governing offense category for offenders (14%), surpassed by crimes against person offenses (55%) and sex offenses (15%). The remaining governing offense categories were (8%) for both property and other.

³⁷ MA DOC define a drug offense as “offenses set forth in Massachusetts General Laws Chapter 94C, including offenses pertaining to the distribution or possession with intent to distribute, trafficking of drugs, and drug violations within proscribed distances from schools and parks”. Massachusetts Department of Correction, *Prison Population Trends, 2016*, March 2017, pg. 54.

ALCOHOL AND SUBSTANCE ABUSE CIVIL COMMITMENTS

One of the three types of civil commitments³⁸ to the DOC is “Alcohol and Substance Abuse Commitments” to the Massachusetts Alcohol and Substance Abuse Center (MASAC).³⁹ MASAC provides detoxification and substance abuse treatment for males for a period up to 90 days. On January 1, 2017, there were 118 civil commitments and 28 criminally sentenced inmates.⁴⁰ MASAC commitments comprised 79% of the civil commitments to the DOC in 2016; an increase from 71% in 2015. Table 9 below displays the number of Section 35’s commitments beginning in 2010, and shows a 16% increase in 2016 over the previous year.⁴¹

TABLE 9. CIVIL COMMITMENTS TO MASAC, 2010 – 2016		
Year	Number	% Change
2010	1,370	
2011	1,381	0.8%
2012	1,679	21.6%
2013	1,503	-10.5%
2014	1,705	13.4%
2015	2,126	24.7%
2016	2,459	16.0%

Source: Massachusetts DOC, *Prison Population Trends, 2010-2016*.

RELEASES TO THE COMMUNITY AND RECIDIVISM TRENDS

The DOC utilizes the COMPAS⁴² Risk/Needs assessment to determine inmates’ risk for recidivism and their programming needs. The assessment identifies the following areas: criminal history factors, criminal associates/peers, criminal attitudes, social environment, and needs assessment (e.g., substance abuse, financial, vocational/education). Properly assessing the risk and needs of offenders and providing the appropriate programming will help reduce recidivism.

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

³⁸ The other two groups of civil commitments are “Mental Health Commitments” and “Sexually Dangerous Person Commitments”.

³⁹ 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.

⁴⁰ Massachusetts Department of Correction, *Prison Population Trends, 2016*, March 2017, pg. 44.

⁴¹ While the number of criminally sentenced jurisdiction admissions have steadily declined from 2014 (3,152); 2015 (2,759); and 2016 (2,578), the civil commitments to MASAC have increased since 2014. Ibid. pg. 26.

⁴² COMPAS [Criminal Offender Management Profiling for Alternative Sanctions] is a statistically based and validated risk assessment tool specifically designed to assess key risk and needs factors in correctional populations and to provide decision support for classification.

According to the DOC, in 2016, Boston had the highest number of criminally sentenced inmates released to the community (448), followed by Springfield (130) (Table 10).

TABLE 10. TOTAL CRIMINALLY SENTENCED RELEASES TO THE COMMUNITY BY TOP TEN MASSACHUSETTS CITIES, 2016		
City/Town	Number	Percentage
Boston	448	19%
Springfield	130	6%
Worcester	111	5%
Lynn	101	4%
Norfolk	86	4%
New Bedford	74	3%
Brockton	70	3%
Lawrence	68	3%
Fall River	62	3%
Lowell	59	3%

Source: Massachusetts DOC, *Prison Population Trends, 2016*, March 2017.

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

Chapter 55 of the Acts of 2015 (Chapter 55) was passed by the Massachusetts Legislature and signed into law by Governor Charles D. Baker in August 2015. “This new 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.” Initial findings are addressed in the report *An Assessment of Opioid-Related Deaths in Massachusetts, (2013-2014)*.⁴³ Some of the findings include:

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

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 sub standard services have a higher propensity than

⁴³ Massachusetts Department of Public Health, *An Assessment of Opioid-Related Deaths in Massachusetts (2013-2014)*, September 2016.

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

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.

Massachusetts DOC three-year recidivism rates for 2013 releases to the community revealed:⁴⁴

- After serving time for drug offenses 22% of males and 21% of females re-offended; and
- The recidivism rate for those serving a mandatory minimum drug sentence was lower than those serving a non-mandatory drug sentence (20% vs. 23%).

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

- Ensuring the availability of treatment within correctional facilities, and improved aftercare planning for inmates prior to release has the potential for life-saving impact and should be prioritized.
- Treatment and overdose prevention services should be expanded in correctional facilities and should be standardized, evidence-based, and monitored.
- Further research is warranted to identify other specific risk factors associated with the increased risk for those released from incarceration.⁴⁵

NATIONAL DRUG THREAT ASSESSMENT

The *2016 National Drug Threat Assessment Summary*, conducted by the DEA, reports that 12% of national law enforcement agencies consider Controlled Prescription Drugs (CPDs) as the ultimate drug threat in their region. This is down substantially from 2014 when 22% reported this concern and a small decline from 2015 (15%). In the New England region, a slightly higher percentage of law enforcement officials reported CPDs as the greatest drug threat (14%); however, this is a decline from 21% in 2015. The number of individuals reporting current use of CPDs is more than those reporting the use of cocaine, heroin, and methamphetamine, combined.⁴⁶

Figure 13, page 29, demonstrates the availability of CPDs in the New England region as reported by law enforcement officials. In 2010, New England respondents stating there is high CPD availability in their jurisdictions rose 45% from the previous year (80%), remained static in 2011, then declined between 2013 and 2015, before a slight uptick in 2016.

⁴⁴ Source: Massachusetts Department of Correction, *Prison Population Trends, 2016*, March 2017, pg. 50.

⁴⁵ Massachusetts Department of Public Health, *An Assessment of Opioid-Related Deaths in Massachusetts (2013-2014)*, September 2016.

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

⁴⁶ Drug Enforcement Administration, November 2016. *National Drug Threat Assessment Summary, 2016* p.30. Online. Available: <https://www.dea.gov/resource-center/2016%20NDTA%20Summary.pdf>

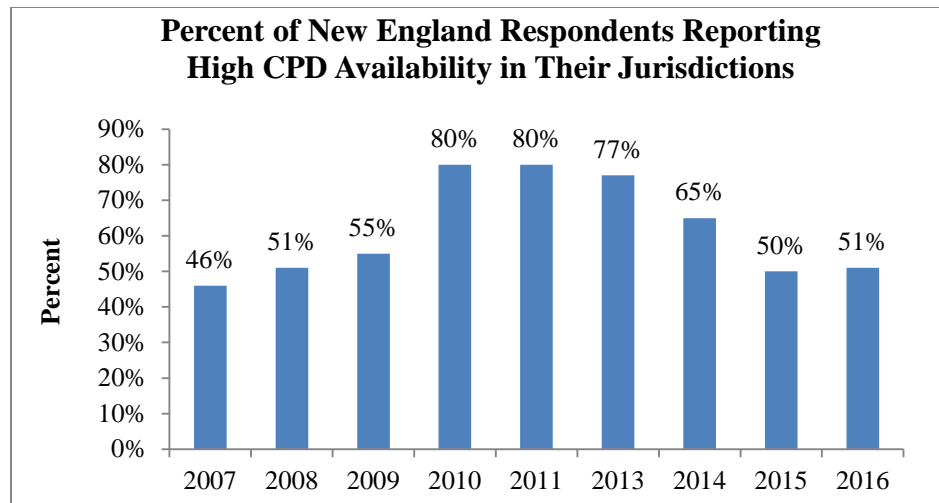


Figure 13. Source: DEA, November 2016. *National Drug Threat Assessment Summary, 2016*. Note: Data is from the National Drug Threat Survey 2007 – 2011, 2013 – 2016. The National Drug Threat Survey was not administered in 2012.

A DOJ report details the overall drug threat to the New England (NE) High Intensity Drug Trafficking Area (HIDTA) region. Two New England regions are identified as high intensity drug area hubs: Hartford, CT/Springfield, MA and Lowell/Lawrence MA.⁴⁷ Furthermore, Boston, Brockton, Cambridge, Lynn, Springfield, and Worcester (MA) are the largest Massachusetts cities in the HIDTA counties. Boston – New England’s largest city – is primarily a “consumer drug market” receiving drugs from Lawrence, Lowell, and the New York City metropolitan area. The area between Providence, RI and Fall River, MA is identified as a secondary distribution network that supplies illegal drugs to the Cape Cod area.

As a consequence of the severe heroin problems in New England, in 2016, the Director of National Drug Control Policy added Bristol County to the HIDTA list; resulting in half of Massachusetts’s 14 counties with this designation. Bristol now joins Essex, Hampden, Middlesex, Plymouth, Suffolk, and Worcester counties as “critical drug trafficking regions”.⁴⁸ The HIDTA designation means these counties receive federal resources to reduce drug use and overdose deaths, provide treatment services, and serve as a catalyst for coordinating resources among local, state, and federal law enforcement agencies.

As displayed in Figure 14, page 30, a high percentage of law enforcement officials responding to the 2016 National Drug Threat Survey report a high availability of heroin in the New England region (67%). The percentage of responders acknowledging high heroin availability increased 68% between 2007 and 2015, and remained static in 2016. Seventy-four percent (74%) of New England respondents stated heroin was the greatest drug threat compared to 45% nationally.

⁴⁷ U.S. Department of Justice, National Drug Intelligence Center, September 2011. *New England High Intensity Drug Trafficking Area Drug Market Analysis, 2011*. Online. Available: [https://www.justice.gov/archive/ndic/dmas/New_England_DMA-2011\(U\).pdf](https://www.justice.gov/archive/ndic/dmas/New_England_DMA-2011(U).pdf)

⁴⁸ Online. Available: <https://obamawhitehouse.archives.gov/the-press-office/2016/01/15/white-house-drug-policy-director-announces-designation-14-counties-high>

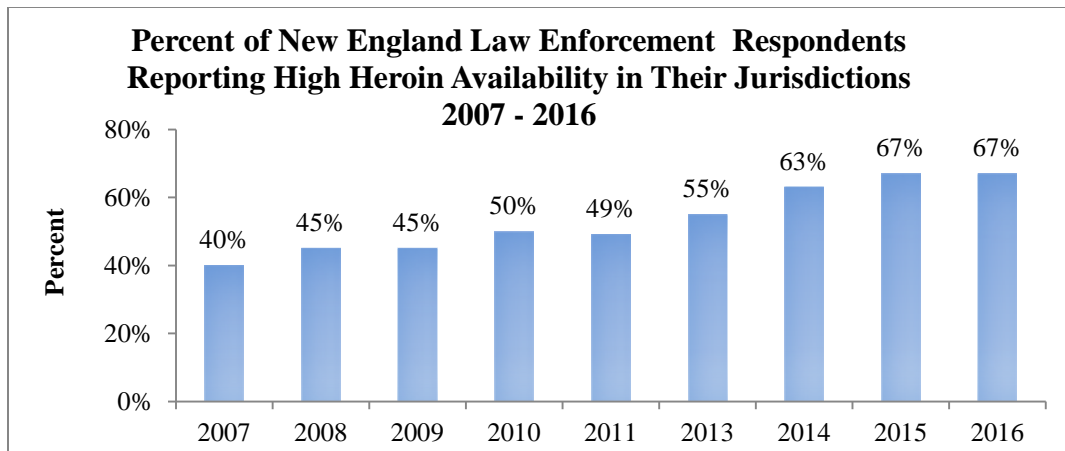


Figure 14. Source: DEA, November 2016. *National Drug Threat Assessment Summary, 2016*.

Note: Data is from the National Drug Threat Survey 2007 – 2011; 2013 – 2016. The National Drug Threat Survey was not administered in 2012.

HEROIN AND OPIOID-RELATED DEATHS IN MASSACHUSETTS

The high heroin and opioid availability continues to impact the Commonwealth of Massachusetts as evidenced by an exponential increase in the number of heroin and opioid deaths in recent years. In 2016, the state's count of opioid-related deaths was 1,979, of which 1,465 have been confirmed (Figure 15). A confirmed death is one in which the state medical examiner has certified a cause of death.

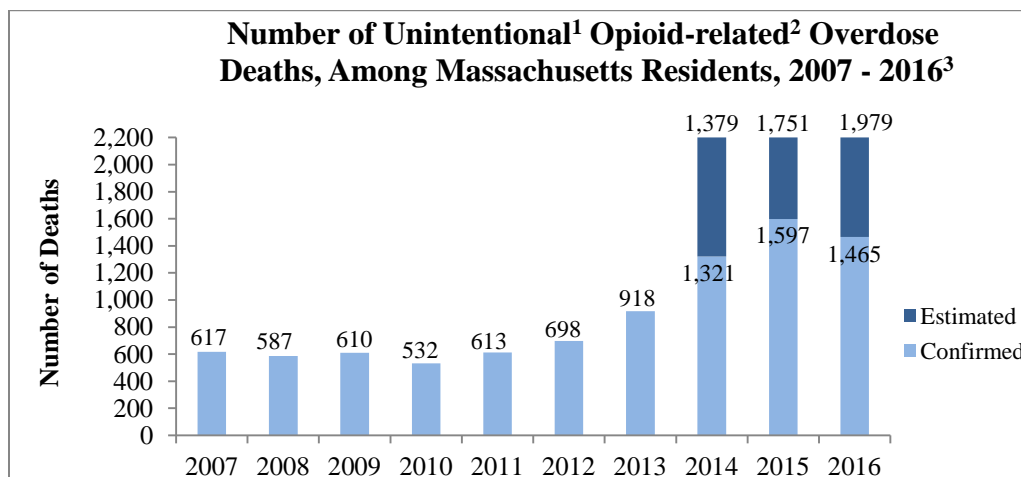


Figure 15. Source: Massachusetts DPH, Office of Data Management and Outcomes Assessment, *Data Brief: Opioid-related Overdose Deaths among Massachusetts Residents*, February 2017.

¹Unintentional poisoning/overdose deaths combine unintentional and undetermined intents to account for a change in death coding that occurred in 2005. Suicides are excluded from this analysis.

²Opioids include heroin, opioid-based prescription painkillers, and other unspecified opioids. This report tracks opioid-related overdoses due to difficulties in identifying heroin and prescription opioids separately.

³The data contains both confirmed and estimated data through December 2016.

In 2015, the estimated rate of unintentional opioid-related overdose deaths was 25.8 deaths per 100,000 residents. This represents a 26% growth from the rate of 20.4 deaths per 100,000 residents in 2014 and a 361% increase from the 2000 rate of 5.6 deaths per 100,000 (Figure 16). In 2014 and 2015, Massachusetts is one of five states that have seen increases in opioid death rates.^{49, 50}

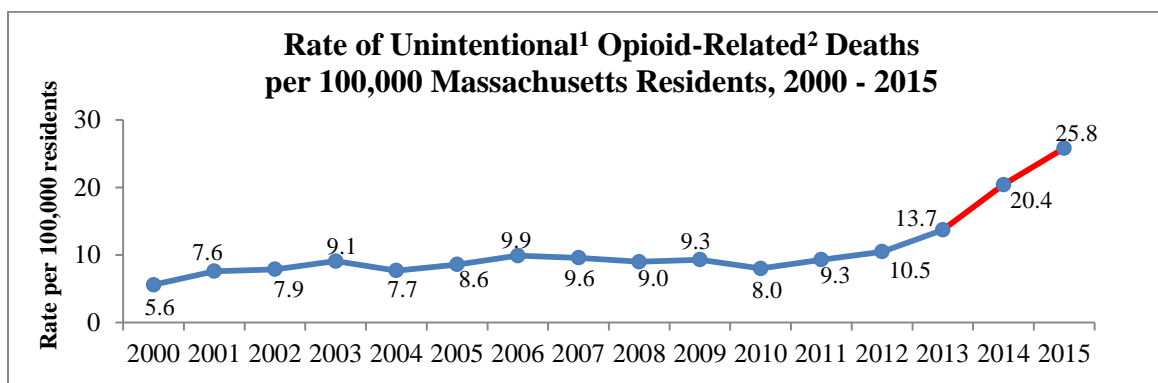


Figure 16. Source: Massachusetts DPH, Office of Data Management and Outcomes Assessment, *Data Brief: Opioid-related Overdose Deaths among Massachusetts Residents*, February 2017.

¹Unintentional poisoning/overdose deaths combine unintentional and undetermined intents to account for a change in death coding that occurred in 2005. Suicides are excluded from this analysis.

²Opioids include heroin, opioid-based prescription painkillers, and other unspecified opioids. This report tracks opioid-related overdoses due to difficulties in identifying heroin and prescription opioids separately.

Tables 11 through 13 display demographic data from confirmed opioid-related overdose deaths from January 2016 to December 2016.⁵¹ Almost three-quarters (73%) of persons who died from confirmed, opioid-related deaths were male (Table 11).

**TABLE 11. CONFIRMED UNINTENTIONAL/UNDETERMINED¹ OPIOID-RELATED DEATHS BY GENDER
JANUARY 2016 – DECEMBER 2016**

Gender	Number	Percent
Male	1,070	73%
Female	395	27%
Total	1,465	100%

Source: Massachusetts DPH, Office of Data Management and Outcomes Assessment, *Data Brief: Confirmed Unintentional/Undetermined Opioid-related Overdose Deaths Among Massachusetts Residents – Demographic Data Highlights*, February 2017.

¹Unintentional poisoning/overdose deaths combine unintentional and undetermined intents to account for a change in death coding that occurred in 2005. Suicides are excluded from this analysis.

⁴⁹ Rudd RA, Seth P, David F, Scholl L. *Increases in Drug and Opioid-Involved Overdose Deaths — United States, 2010–2015*. Centers for Disease Control and Prevention, MMWR Morbidity and Mortality Weekly Report, 2016; 65: 1445–1452. DOI: <https://www.cdc.gov/mmwr/volumes/65/wr/mm655051e1.htm>

⁵⁰ The other four states are New York, North Carolina, Ohio, and Tennessee.

⁵¹ 2016 death data are preliminary and subject to updates. Case reviews of deaths are evaluated and updated on an ongoing basis. A large number of deaths have yet to be assigned final cause-of-death codes. The information presented in the report only includes confirmed cases. Data updated on 01/12/2017.

Displayed in Table 12, over three-quarters (78%) of opioid-related deaths in 2016 occurred in the 25 – 54 age range. This age group accounts for 10% of all deaths in the Commonwealth.

TABLE 12. CONFIRMED UNINTENTIONAL/UNDETERMINED¹ OPIOID-RELATED DEATHS COMPARED TO ALL DEATHS BY AGE
JANUARY 2016 – DECEMBER 2016

Age	0-14	15-24	25-34	35-44	45-54	55-64	65+	Unknown	Total
All Deaths	362	463	1,187	1,393	3,015	5,981	42,947	1,264	56,612
Confirmed Unintentional/ Undetermined ¹ Opioid Deaths	0	114	458	378	310	183	13	9	1,465

Source: Massachusetts Department of Public Health, Office of Data Management and Outcomes Assessment, *Data Brief: Confirmed Unintentional/Undetermined Opioid-related Overdose Deaths among Massachusetts Residents – Demographic Data Highlights*, February 2017.

¹Unintentional poisoning/overdose deaths combine unintentional and undetermined intents to account for a change in death coding that occurred in 2005. Suicides are excluded from this analysis.

White (non-Hispanic) individuals constituted 82% of the confirmed opioid-related deaths in 2016 (Table 13).

TABLE 13. CONFIRMED UNINTENTIONAL/UNDETERMINED¹ OPIOID-RELATED DEATHS COMPARED TO ALL DEATHS BY RACE/ETHNICITY
JANUARY 2016 – DECEMBER 2016

	White non- Hispanic	Black non- Hispanic	Asian non- Hispanic	Hispanic	Other/ Unknown	Total
All Deaths	50,380	2,482	1,024	2,099	627	56,612
Unintentional/Undetermined ¹ Opioid Deaths	1,194	66	11	172	22	1,465

Source: Massachusetts DPH, Office of Data Management and Outcomes Assessment, *Data Brief: Confirmed Unintentional/Undetermined Opioid-related Overdose Deaths among Massachusetts Residents – Demographic Data Highlights*, February 2017.

¹Unintentional poisoning/overdose deaths combine unintentional and undetermined intents to account for a change in death coding that occurred in 2005. Suicides are excluded from this analysis.

Nationally, heroin overdose deaths more than tripled between 2010 and 2014, and are predominantly high in the Northeast and Midwest.⁵² In 2015, Massachusetts in addition to three other states⁵³ experienced the largest rate increases in heroin deaths.⁵⁴ Heroin is much deadlier as a result of high-purity and mixing with fentanyl; often without the user's knowledge. As previously noted in this analysis, there were 1,597 confirmed and 1,751 estimated opioid-related overdose deaths in 2015 in Massachusetts. While some cities and towns experienced a decline in opioid-related deaths in 2015 compared to 2014: notably Haverhill, Revere, Everett, and Taunton, others saw significant increases. Specifically, the cities of New Bedford (78%), Brockton (88%), and Springfield (105%) had substantial increases from the previous year (Table 14, page 33)

⁵² Source: Drug Enforcement Administration, November 2016. *National Drug Threat Assessment Summary, 2016*.

⁵³ The other three states are Connecticut, Ohio, and West Virginia.

⁵⁴ Rudd RA, Seth P, David F, Scholl L. *Increases in Drug and Opioid-Involved Overdose Deaths — United States, 2010–2015*. Centers for Disease Control and Prevention, MMWR Morbidity and Mortality Weekly Report, 2016; 65:1445–1452. DOI: <https://www.cdc.gov/mmwr/volumes/65/wr/mm65051e1.htm>

**TABLE 14. NUMBER OF CONFIRMED UNINTENTIONAL/ UNDETERMINED¹ OPIOID-RELATED² OVERDOSE DEATHS BY THE TOP 15 MASSACHUSETTS CITY/TOWN
FFY 2011 – FFY 2015**

City/Town	Number of Deaths					% Change FFY 14 - FFY 15	% of 2015 Total (n=1,574)
	FFY2011	FFY2012	FFY2013	FFY2014 ³	FFY2015 ³		
Boston	63	64	82	105	138	31.4%	8.8%
Worcester	22	28	43	56	75	33.9%	4.8%
Lynn	10	22	25	42	44	4.8%	2.8%
Fall River	26	22	28	34	38	11.8%	2.4%
Lowell	25	9	24	39	54	38.5%	3.4%
Quincy	24	25	26	38	39	2.6%	2.5%
New Bedford	20	26	27	27	48	77.8%	3.0%
Brockton	13	9	27	24	45	87.5%	2.9%
Haverhill	2	11	8	34	29	-14.7%	1.8%
Revere	9	12	15	26	14	-46.2%	0.9%
Everett	8	9	5	27	16	-40.7%	1.0%
Lawrence	7	6	9	25	25	0.0%	1.6%
Malden	4	9	12	18	21	16.7%	1.3%
Springfield	16	22	22	20	41	105.0%	2.6%
Taunton	3	14	13	18	14	-22.2%	0.9%

Source: Massachusetts Department of Public Health, *Number of Confirmed Unintentional/Undetermined Opioid-related Overdose Deaths by City/Town, MA Residents January 2011 – September 2016, November 2016*. Online. Accessed <http://www.mass.gov/eohhs/docs/dph/stop-addiction/current-statistics/overdose-deaths-cities-towns-nov-2016.pdf>

¹Unintentional poisoning/overdose deaths combine unintentional and undetermined intents to account for a change in death coding that occurred in 2005. Suicides are excluded from this analysis.

²Opioids include heroin, opioid-based prescription painkillers, and other unspecified opioids.

³Please note that 2014 and 2015 death data are preliminary and subject to updates. Case reviews of deaths are evaluated and updated on an ongoing basis. A large number of death certificates have yet to be assigned final cause-of-death codes. The information presented in this report only includes confirmed cases. Data updated September 30, 2016.

In 2015, Boston remained unrelenting with the highest number of nonfatal opioid-related overdoses, accounting for almost 10% of the total opioid-related overdoses in the state (Table 15, page 34). The 41% increase from the previous year highlights the burgeoning opioid crisis that continues in Boston and many Massachusetts' cities and towns. For example, Lawrence experienced a 105% increase in FFY 2015 from the previous year in nonfatal opioid-related overdoses, (105 in FFY 2014 to 215 in FFY 2015).

**TABLE 15. TOP 15 MASSACHUSETTS CITY/TOWN FOR NONFATAL OPIOID-RELATED OVERDOSES,
HOSPITAL EVENTS
FFY 2011 – FFY 2015**

City/Town	Number of Overdoses					% Change FFY 14-FFY 15	% of 2015 Total (n=11,794)
	FFY2011	FFY2012	FFY2013	FFY2014	FFY2015		
Boston	623	716	802	803	1,132	41.0%	9.6%
Worcester	225	263	334	423	657	55.3%	5.6%
Brockton	136	145	187	300	461	53.7%	3.9%
New Bedford	165	172	215	331	445	34.4%	3.8%
Fall River	170	165	225	269	343	27.5%	2.9%
Lowell	118	124	159	191	278	45.5%	2.4%
Quincy	152	129	197	216	262	21.3%	2.2%
Lynn	116	106	116	168	250	48.8%	2.1%
Taunton	53	96	101	163	221	35.6%	1.9%
Lawrence	55	60	76	105	215	104.8%	1.8%
Haverhill	48	47	74	129	211	63.6%	1.8%
Springfield	106	134	123	153	195	27.5%	1.7%
Weymouth	82	90	115	137	193	40.9%	1.6%
Revere	61	113	95	131	174	32.8%	1.5%
Barnstable	24	46	63	98	170	73.5%	1.4%

Source: Massachusetts DPH, Inpatient Discharge Database, MA Observation Database, and MA Emergency Department Discharge Database, Center for Health Information and Analysis (CHIA), *Nonfatal Opioid-related Overdoses, Hospital Events, FFY2011-FFY2015*, data obtained May 2, 2017.

Note: Drug poisoning intent categories may be unreliable due to difficulties ascertaining patient's intent and variability in coding across hospitals. Therefore, all intents of nonfatal drug poisonings are included.

Data are submitted by and reported by [federal] fiscal year (October 1st -- September 30th).

Counts represent acute-care hospital episodes which include hospital and emergency department discharges, and observations stays. Opioids include heroin, prescription-based opioid pain killers, and unspecified opioids.

Counts less than 11 are suppressed per confidentiality rules.

In 2015, the Center for Health Information and Analysis added several diagnosis fields to the hospital and ED databases. For consistency, DPH used the same definition as last year (i.e., searched 15 diagnosis fields in hospital, and 6 diagnosis fields in ED).

In FFY 2015, there was a 66% increase in Massachusetts from FFY 2014 in the number of inpatient hospitalizations, observation stays, and emergency department visits for nonfatal heroin-related overdoses (5,320 vs. 8,805), and a 148% increase from FFY 2013 (3,547). Similar to the above statistics for nonfatal opioid-related overdoses, the city of Lawrence had the highest increase for nonfatal heroin-related overdoses in FFY 2015 (108%). This was followed by Haverhill which had the second highest increase at 84% in FFY 2015 (Table 16, page 35).

**TABLE 16. TOP 11 MASSACHUSETTS CITY/TOWN FOR NONFATAL HEROIN-RELATED OVERDOSES,
HOSPITAL EVENTS
FFY 2011 – FFY 2015**

City/Town	Number of Overdoses					% Change FFY 14-FFY 15	% of 2015 Total (n=8,805)
	FFY2011	FFY2012	FFY2013	FFY2014	FFY2015		
Boston	336	420	517	542	835	54.1%	9.5%
Worcester	86	147	217	309	533	72.5%	6.1%
Brockton	81	80	130	219	376	71.7%	4.3%
New Bedford	95	115	152	264	367	39.0%	4.2%
Fall River	100	101	158	198	267	34.8%	3.0%
Quincy	96	79	134	171	205	19.9%	2.3%
Lynn	77	61	67	132	198	50.0%	2.2%
Lowell	57	63	84	110	189	71.8%	2.1%
Taunton	34	60	69	129	183	41.9%	2.1%
Lawrence	55	60	48	84	175	108.3%	2.0%
Haverhill	48	47	40	93	171	83.9%	1.9%

Source: Massachusetts DPH, Inpatient Discharge Database, MA Observation Database, and MA Emergency Department Discharge Database, Center for Health Information and Analysis (CHIA), *Nonfatal Heroin-related Overdoses, Hospital Events, FFY2011-FFY2015*, data obtained May 2, 2017.

Note: Drug poisoning intent categories may be unreliable due to difficulties ascertaining patient's intent and variability in coding across hospitals. Therefore, all intents of nonfatal drug poisonings are included.

Data are submitted by and reported by [federal] fiscal year (October 1st -- September 30th).

Counts represent acute-care hospital episodes which include hospital and emergency department discharges, and observations stays. Opioids include heroin, prescription-based opioid pain killers, and unspecified opioids.

Counts less than 11 are suppressed per confidentiality rules.

In 2015, the Center for Health Information and Analysis added several diagnosis fields to the hospital and ED databases. For consistency, DPH used the same definition as last year (i.e., searched 15 diagnosis fields in hospital, and 6 diagnosis fields in ED).

PRIORITY #5: COLLABORATIVE PROSECUTION AND PREVENTION PROGRAMS

Goal

Improve and enhance 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 ensure the successful prosecution and conviction of criminals.
- Maintain or implement programming to support prosecution and enhance public safety in their local jurisdictions.

Rationale

There are eleven elected District Attorneys and their combined staff of 1,500 employees, including 700 prosecutors and 250 victim-witness advocates in Massachusetts. The District Attorneys prosecute approximately 300,000 cases annually.

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. All criminal charges are arraigned in District Court. Felony crimes are then presented to the Grand Jury for indictment and tried in the Superior Court.

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 aimed at our most vulnerable citizens, the juvenile and senior citizen populations. By working together with schools, police, councils on aging, health care providers and other professionals and concerned citizens, the District Attorneys work to ensure safer schools and communities for all Massachusetts citizens.

JUVENILE INVOLVEMENT WITH THE CRIMINAL JUSTICE SYSTEM

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 DYS; or
- committed an offense which involves the infliction or threat of serious bodily harm in violation of law; or
- committed a violation of [MGL, Chapter 269, §10(a)(c), (d), MGL, Chapter 269, §10E (firearm offenses)] (MGL, Chapter 119, §58).⁵⁵

In SFY 2016, 218 youthful offender cases were heard before the juvenile court involving young people between ages 14 and 18 (Figure 17, page 37). During the five years between 2009 and 2013, the number of youthful offender cases stabilized or declined; however, subsequent to the raised age of juvenile court jurisdiction, the number of cases rose in SFY 2014. In SFY 2014 and 2015, the number of cases rose 50% and 43%, respectively from each preceding year, and leveled off in 2016. Males accounted for the overwhelming majority of individuals in cases seen before the juvenile court (96%).

⁵⁵ <https://malegislature.gov/Laws/GeneralLaws/PartI/TitleXVII/Chapter119/Section52>

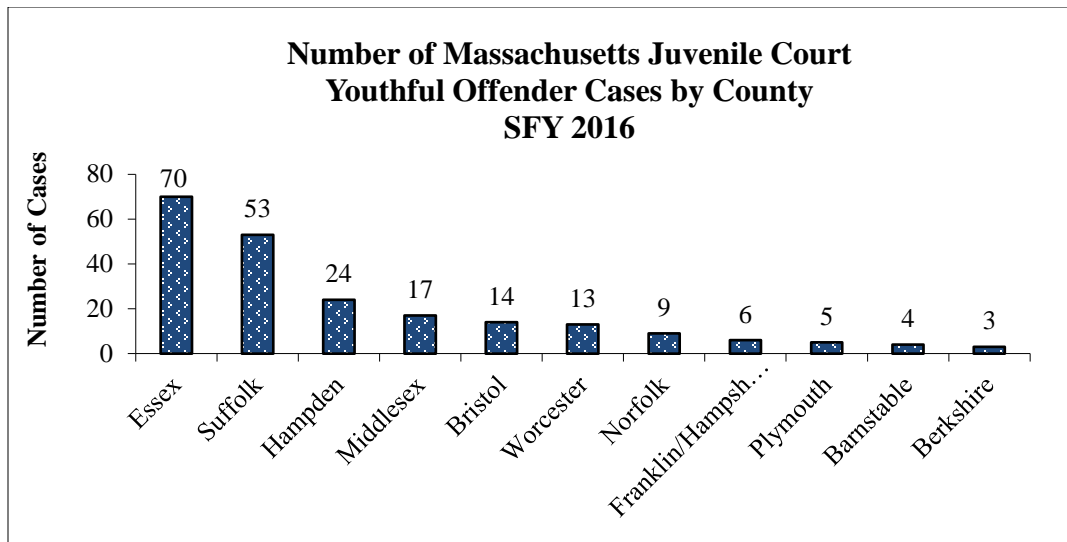


Figure 17. Executive Office of the Trial Court, Department of Research and Planning, *Case Filings and Demographics of Selected Case Types*, February 28, 2017.

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

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

In Massachusetts and other states across the country, there are racial disparities in the juvenile justice system. These disparities are often referred to as “Disproportionate Minority Contact” (DMC)⁵⁶ or “Racial and Ethnic Disparities” (RED)⁵⁷.

Examining the race/ethnicity of individuals charged as a youthful offender in SFY 2016, Hispanic youth account for 42% of the cases, followed by Black/African American youth (35%), White youth (22%), and Other (1%).⁵⁸ Figure 18, page 38, reflects that minority youth comprise the majority of youthful offender cases in many of the counties. This is especially true for the counties of Worcester (100%), Suffolk (96%), and Hampden (92%).

⁵⁶ <https://www.ojjdp.gov/programs/ProgSummary.asp?pi=18>

⁵⁷ <http://www.mass.gov/eohhs/gov/commissions-and-initiatives/jdai/racial-and-ethnic-disparities.html>

⁵⁸ The race/ethnicity of individuals charged as Youthful Offenders is known in 193 of the 218 cases (89%).

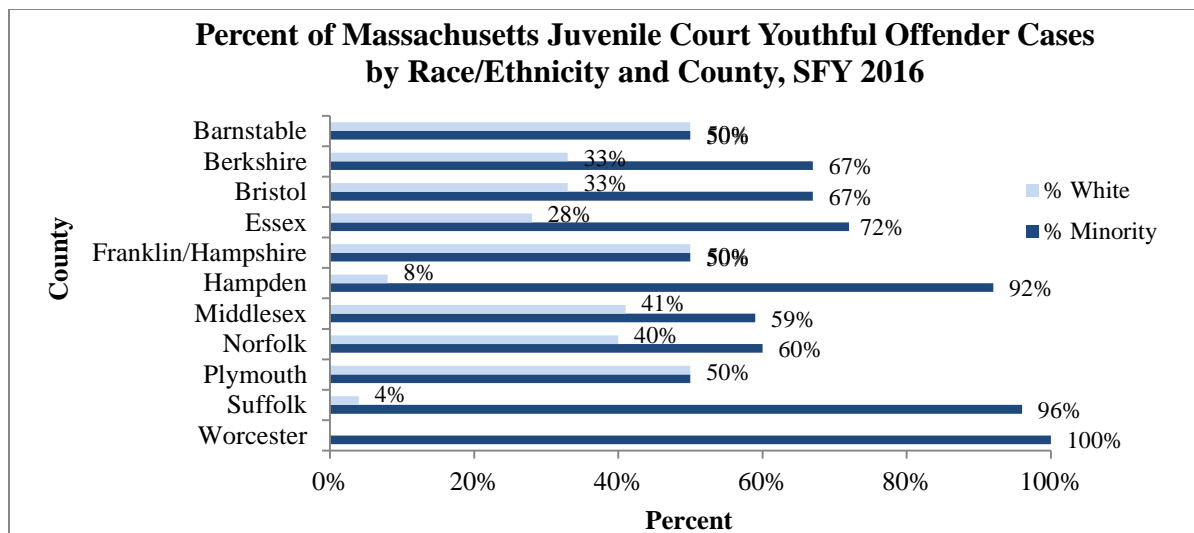


Figure 18. Executive Office of the Trial Court, Department of Research and Planning, *Case Filings and Demographics of Selected Case Types*, February 28, 2017.

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

In 2016, 14,421 application for complaint cases were heard before the juvenile court involving young people age 17 and under. The counties of Essex, Worcester, Suffolk, Middlesex, Bristol, and Hampden account for 79% of all applications for complaint cases (Figure 19).

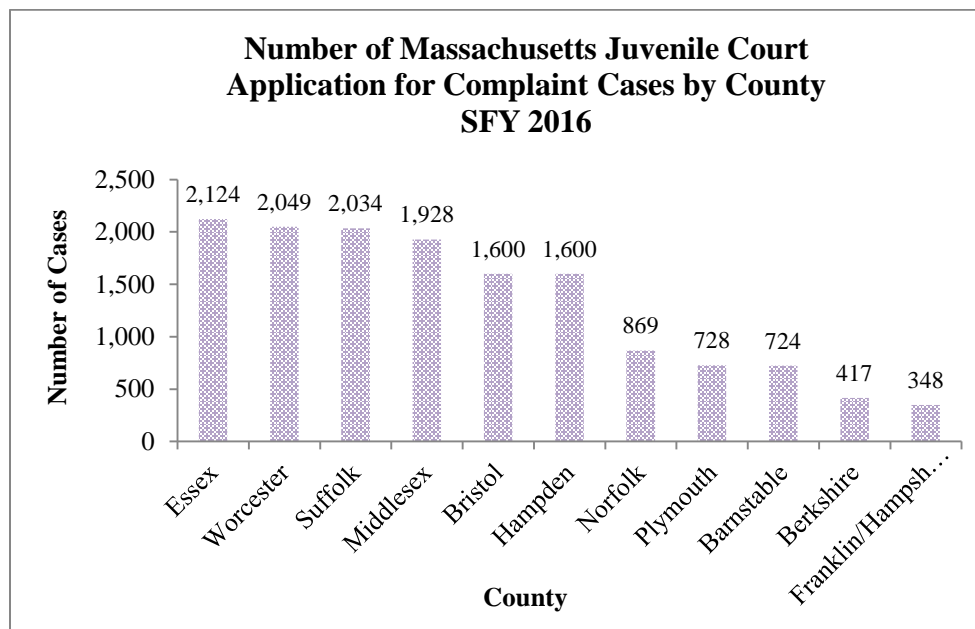


Figure 19. Executive Office of the Trial Court, Department of Research and Planning, *Case Filings and Demographics of Selected Case Types*, February 28, 2017.

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

Examining the race/ethnicity of individuals who had application for complaint cases before the juvenile court in 2016, White youth account for 47% of the cases, followed by Hispanic youth (28%), Black/African-American youth (24%), and Other (2%).⁵⁹ Figure 20 reflects that minority youth comprise the majority of application for complaint cases in many of the counties. This is especially true for the counties of Suffolk (89%) and Hampden (69%).

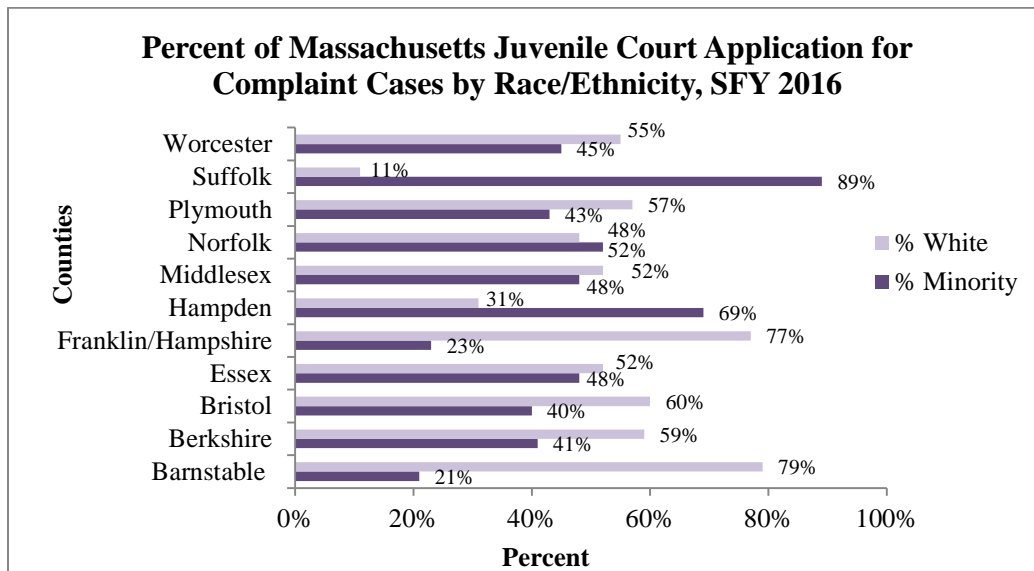


Figure 20. Executive Office of the Trial Court, Department of Research and Planning, *Case Filings and Demographics of Selected Case Types*, February 28, 2017.

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

In 2016, Suffolk, Worcester, and Essex counties have the largest number of youth held in detention, accounting for 54% of the DYS detainee population (Figure 21).

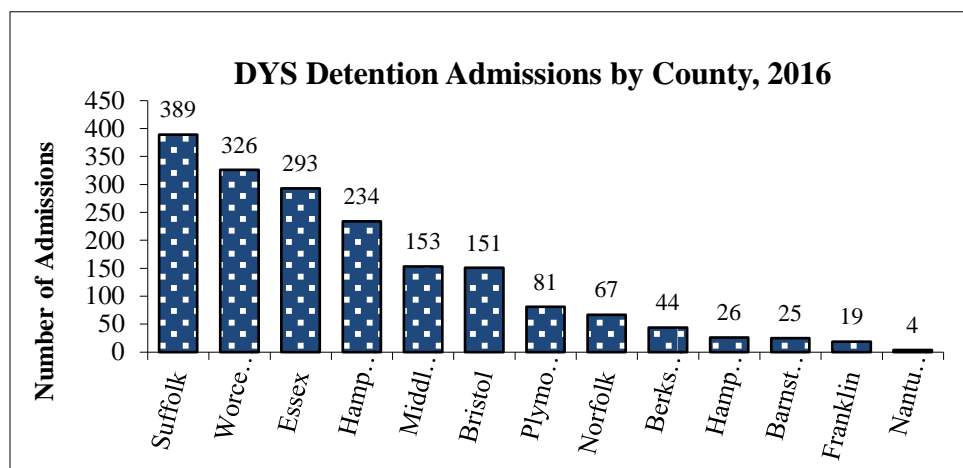


Figure 21. Massachusetts DYS, 2017.

Note: Chart does not include three out-of-state detentions and 45 unknowns.

⁵⁹ The race/ethnicity of individuals with an Application for Criminal Complaint in known in 10,454 of the 14,421 cases (73%).

Minority youth are overrepresented in the 2016 DYS detainee population. Minority youth comprise 72% of all DYS detentions, as follows: 39% Hispanic youth, 28% African American youth, 1% Asian youth, and 3% youth of some other race/ethnicity (Figure 22).

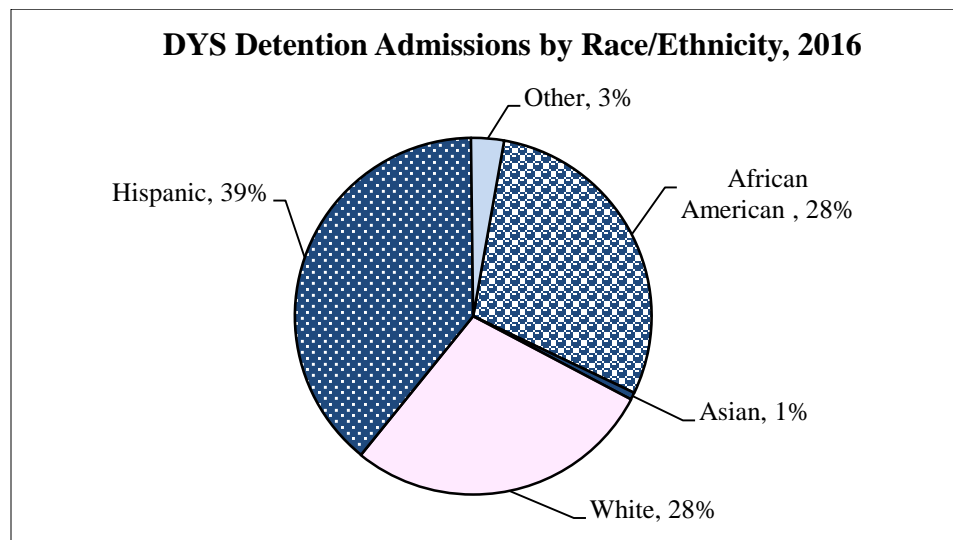


Figure 22. Massachusetts DYS, 2017.

In 2016, over half (54%) of the new DYS commitments are from Suffolk, Worcester, and Essex counties (Figure 23).

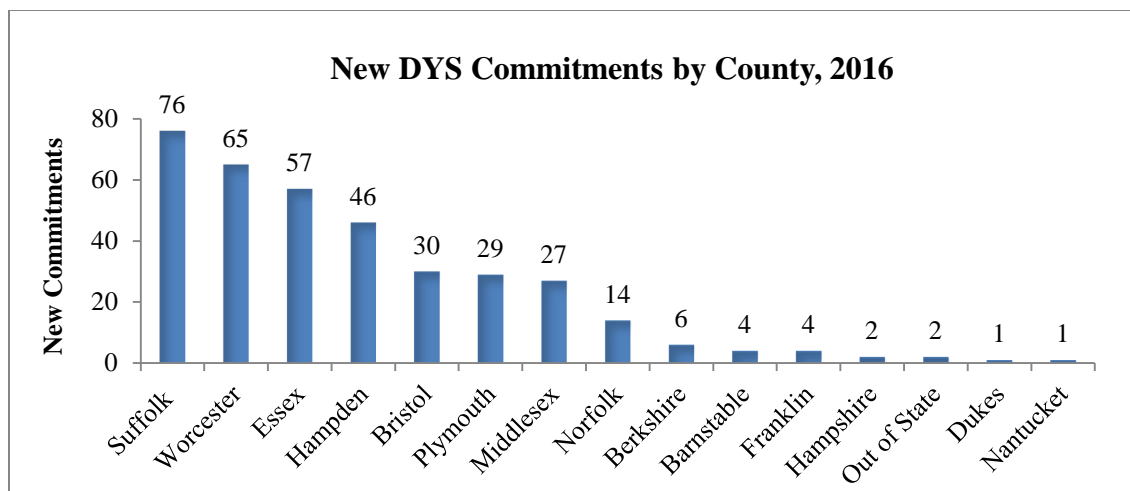


Figure 23. Massachusetts DYS, 2017.

In 2016, almost three-quarters (73%) of new commitments to DYS are minority youth (Figure 24).

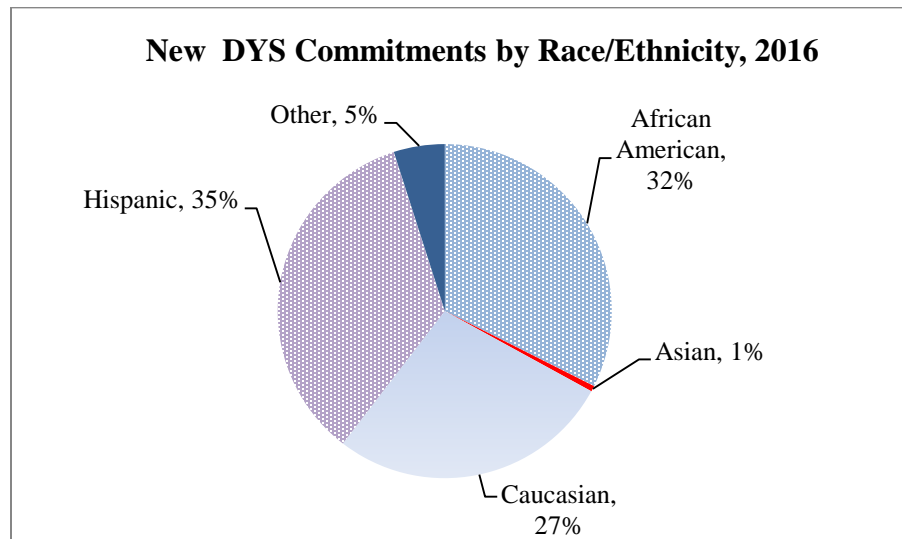


Figure 24. Massachusetts DYS, 2017.

In 2016, 70% of Massachusetts Juvenile Court Delinquency Cases are from the counties of Essex, Middlesex, Suffolk, Worcester, and Hampden (Figure 25).

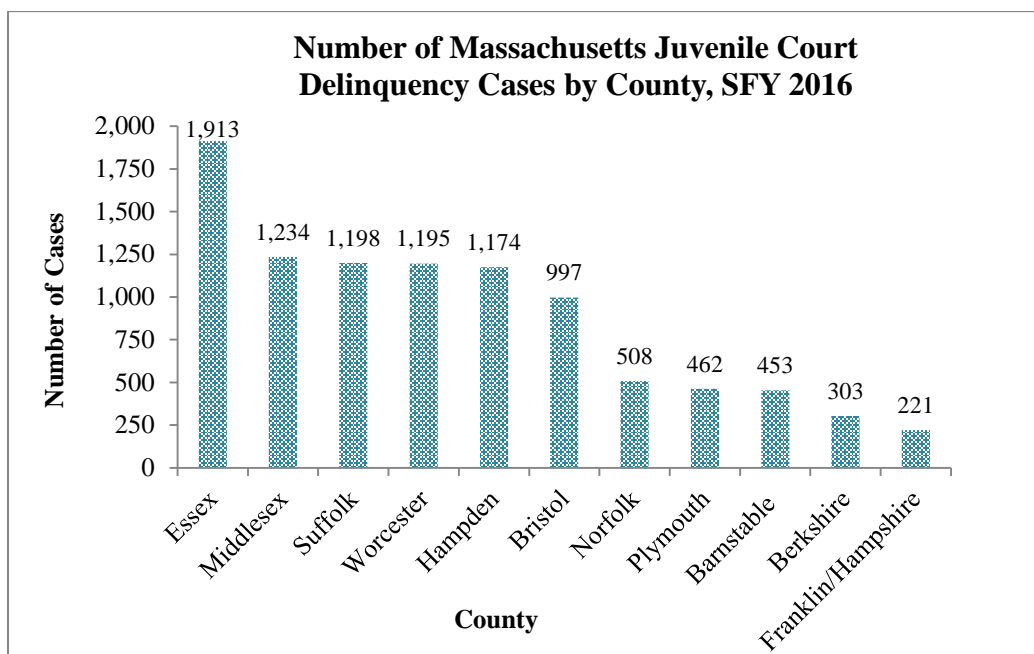


Figure 25. Executive Office of the Trial Court, Department of Research and Planning, *Case Filings and Demographics of Selected Case Types*, February 28, 2017.

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

Examining the race/ethnicity of individuals charged in delinquency cases in SFY 2016, Suffolk County had the highest percentage of minority youth (91%), followed by Hampden County (71%), Middlesex County (55%), and Worcester County (54%), (Figure 26).

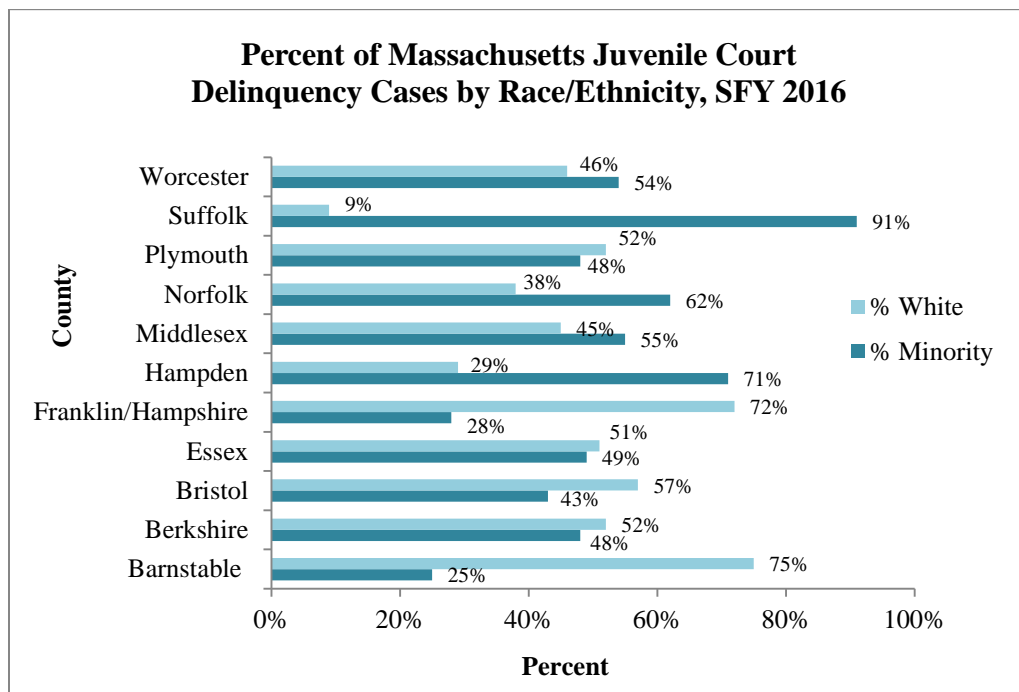


Figure 26. Executive Office of the Trial Court, Department of Research and Planning, *Case Filings and Demographics of Selected Case Types*, February 28, 2017.

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

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

Goal

Support initiatives demonstrating evidence-based, promising and/or best practices while also using data to inform and validate JAG programming.

Purpose Area(s) Addressed

- Planning, research, data collection, and program evaluation

Anticipated Activities

- Provide benchmarking for public safety agencies, designing and implementing effective performance measurement strategies.
- Support public policy research and capacity-building projects targeting current criminal justice issues facing Massachusetts.
- Target funding of innovative programs in communities with the greatest public safety needs using risk indicators.
- Keep OGR apprised of new and emerging public safety issues such as drug trends and violent crime hotspots.

Rationale

The allocation of resources for RPAD is to help inform decision-making. Research and evaluation will help EOPSS assess the effectiveness of criminal justice and public safety programs, JAG-funded or otherwise. RPAD supports EOPSS through planning, evaluation and technology improvements in concert with the key purpose areas of sexual assault, technology, youth violence, and substance abuse. Focus on JAG programs and state committees and commissions that impact JAG's work.

Additional activities performed by RPAD include:

- Compile 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.
- Participate in grant review teams for JAG funding awarded by OGR.
- 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 DOJ and BJS.
- Offer technical assistance and expertise to develop new data collection systems or enhance ongoing collection processes.
- Submit report on quarterly programmatic and financial activities to JAG grant manager; submit quarterly federal performance metrics tool report (PMT).
- Participate in state and national committee and commission meetings that impact JAG's work, and regularly review criminal justice data to respond to requests as needed.
- Collaborate with staff at the Criminal Justice Training Council and EOPSS Legal division to respond to protocol and policy questions regarding JAG funding.
- Provide NIBRS training and technical assistance to police departments in order to expedite the transition from summary (UCR) data to NIBRS.
- Work with EOPSS Data Information Manager to develop an internal NIBRS database that will enhance the efficiency and capacity to report on crime trends, create customized reports, and monitor data quality and submissions by the reporting agency.
- Write research briefs on violent and property crime data trends, analyzing victim and offender demographics, city/town location of incidents, and per capita crime rates.

B. Strategic Planning Process

EOPSS continues 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.

In addition, 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.

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

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

C. Coordination Efforts

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

By fostering collaboration and program coordination, and through a combination of state and federal funding, EOPSS provides a comprehensive portfolio of grant programs for which public and private agencies and municipalities may apply. A primary example of this is the legislatively mandated and funded anti-gang, youth violence grant, Charles E. Shannon Jr. Community Safety Initiative, which has awarded approximately \$61 million to local communities since state fiscal year 2009. Thirteen million was appropriated in state fiscal year 2009; \$5 million in 2010, \$7 million in 2011, 2012, 2013, and 2014; 8.2 million in 2015, and \$7 million for state fiscal 2016. In order to combat youth violence, the grant requires collaborative relationships be developed and strengthened among police, prosecutors, human service agencies, and community service providers.

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).

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

In conclusion, the Commonwealth through EOPSS continues to engage in numerous activities designed to promote multi-agency collaboration and program coordination to address JAG priorities. By fostering collaboration and program coordination, EOPSS provides a comprehensive portfolio of grant programs. Over \$100 million in federal and state funds are disbursed statewide for public safety and criminal justice-related purposes. In the best interest of the public, EOPSS works in partnership with numerous state and local agencies to address the public safety concerns of gang/violent crime, substance abuse, sexual and domestic violence, criminal justice records improvement, juvenile justice, and drug-free schools.

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 FY 2017 JAG funds are being developed now and will be implemented in the fall of 2017 upon receipt of the federal funds.

The following appendix expands upon preceding data throughout the application as well as including additional data sets.

APPENDIX

TOTAL PART I ARREST RATES BY OFFENSE TYPE

The FBI tracks data on Part I offenses, which consist of property crime: burglary, larceny, motor vehicle theft, and arson; and violent crimes: homicide, rape, robbery, and aggravated assault. Table 17 displays the Part I total arrest rates by offense at both the statewide and national levels over a ten-year period. Between 2006 and 2015, there is a dramatic reduction in Part I arrest rates both nationally and in Massachusetts.

Table 17. Rate (per 100,000 persons)

Part I Arrest Rates	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	% change '06-'15	% change '14-'15
MA Property Crime Arrests	275.4	290.6	317.4	327.8	326.8	308.6	308.6	307.6	295.9	251.5	-8.7	-15.0
US Property Crime Arrests	524.5	544.1	565.2	571.1	538.5	531.3	528.1	513.2	490.2	458.9	-12.5	-6.4
MA Burglary	58.3	62.8	64.0	61.3	64.2	61.8	56.9	52.5	46.0	37.1	-36.4	-19.3
US Burglary	102.5	101.5	102.3	98.1	94.3	95.6	90.7	82.9	74.9	67.5	-34.1	-9.9
MA Larceny	199.8	208.5	238.9	253.6	247.9	233.7	240.7	244.5	238.5	204.4	2.3	-14.3
US Larceny	370.0	398.0	425.7	442.3	417.5	410.6	411.9	405.5	390.9	364.5	-1.5	-6.8
MA Motor Vehicle Theft	15.6	16.9	12.1	11.4	12.5	11.7	9.2	8.7	10.0	9.1	-41.7	-9.0
US Motor Vehicle Theft	46.5	39.5	32.5	26.8	23.1	21.4	21.9	21.4	21.5	24.2	-48.0	12.6
MA Arson	1.7	2.3	2.3	1.6	2.2	1.4	1.8	1.9	1.4	0.9	-47.1	-35.7
US Arson	5.5	5.1	4.7	4.0	3.7	3.8	3.7	3.4	2.9	2.8	-49.1	-3.4
MA Violent Crime Arrests	211.3	200.8	214.3	212.1	211.8	192.8	175.0	164.0	168.2	158.9	-24.8	-5.5
US Violent Crime Arrests	207.0	200.2	198.2	191.2	179.2	172.3	166.3	159.8	156.7	157.2	-24.1	0.3
MA Homicide	1.4	1.2	1.3	1.2	1.4	1.5	0.8	0.8	0.8	0.8	-42.9	0.0
US Homicide	4.5	4.5	4.3	4.1	3.6	3.5	3.5	3.4	3.3	3.5	-22.2	6.1
MA Rape	5.5	5.2	5.3	5.3	6.2	4.8	4.0	4.2	4.5	4.4	-20.0	-2.2
US Rape	8.2	7.7	7.5	7.0	6.5	6.3	5.8	5.5	6.6	7.1	-13.4	7.6
MA Robbery	35.7	31.5	35.5	34.7	30.2	30.3	26.0	24.5	24.2	19.4	-45.7	-19.8
US Robbery	43.2	42.9	43.6	42.0	36.6	34.5	33.1	32.0	29.7	29.7	-31.3	0.0
MA Aggravated Assault	168.8	163.0	172.2	170.9	174.0	156.2	144.3	134.4	138.7	134.3	-20.4	-3.2
US Aggravated Assault	151.1	145.1	142.9	138.2	132.6	128.0	123.9	118.8	117.1	117.0	-22.6	-0.1
MA Total Part I Arrests	486.7	491.4	531.7	539.9	538.6	501.4	483.6	471.6	464.1	410.4	-15.7	-11.6
US Total Part I Arrests	731.5	744.3	763.4	762.3	717.7	703.6	694.4	673.0	646.9	616.1	-15.8	-4.8

Source: FBI, UCR, Table 30 (National data) and Table 69 (MA data), 2006 – 2015.

Figure 27 reveals that the US total Part I arrest rates are significantly higher than the Massachusetts' rates during the ten-year trend analysis. Comparing the violent crime arrest rates, between 2008 and 2011, the Massachusetts violent crime arrest rates were higher than the national rates.

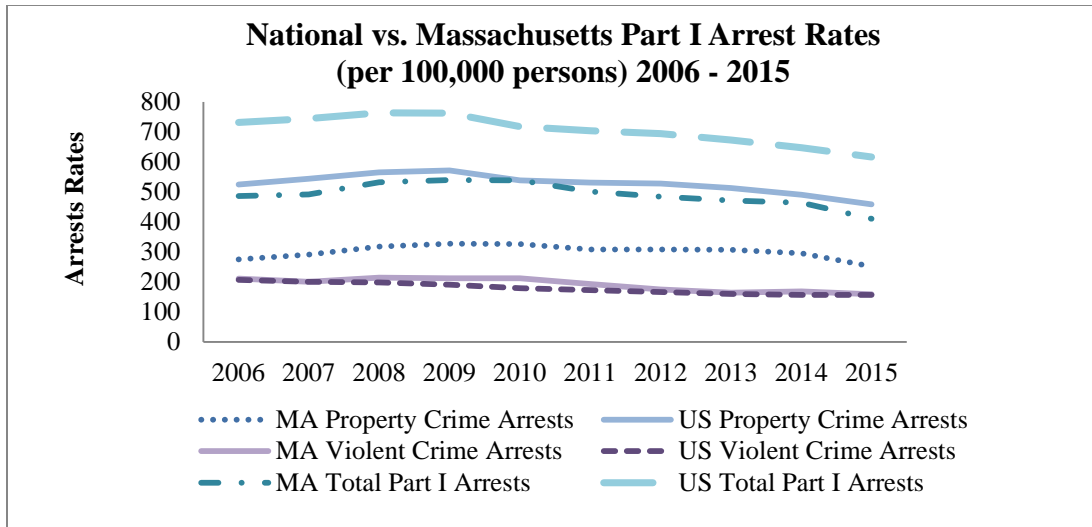


Figure 27. Source: FBI, UCR, Table 30 (National data) and Table 69 (MA data), 2006-2015.

TOTAL PART II ARREST RATES BY OFFENSE TYPE

In addition to Part I Offenses, the FBI also tracks data on Part II Offenses, which cover all crimes not otherwise noted in Part I. Those crime classifications include other assaults, forgery and counterfeiting, fraud, embezzlement, buying/possessing stolen property, vandalism, weapons carrying/possessing, prostitution, sex offenses, drug abuse violations, gambling, offenses against family/children, driving under the influence, liquor law violations, drunkenness, disorderly conduct, vagrancy and all other offenses. Part II Offenses also include suspicion, and curfew/loitering law violations, which are status offenses.

Exhibited in Table 18, page 50, US Part II arrest rates were higher than statewide rates over the ten-year trend analysis.

Rate (per 100,000 persons)

Table 18.

Part II Arrest Rates	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	% change '06-'15	% change '14-'15
MA Other Assaults	291.1	318.6	366.6	362.7	368.8	359.7	353.6	334.1	325.2	288.2	-1.0	-11.4
US Other Assaults	439.7	436.3	430.8	432.3	420.0	399.9	382.9	360.5	343.4	336.8	-23.4	-1.9
MA Forgery & Counterfeiting	13.8	14.0	10.7	11.4	11.0	9.7	9.3	9.3	8.6	7.9	-42.8	-8.1
US Forgery & Counterfeiting	36.7	34.6	29.9	28.1	25.3	22.6	21.4	19.9	17.8	17.3	-52.9	-2.8
MA Fraud	24.9	23.7	26.1	25.2	23.2	19.8	21.7	23.2	21.3	19.1	-23.3	-10.3
US Fraud	91.2	82.1	75.6	67.6	60.4	53.7	48.7	46.2	44.1	41.4	-54.6	-6.1
MA Embezzlement	1.6	2.0	2.7	2.3	2.4	1.5	2.3	2.1	2.2	2.1	31.3	-4.5
US Embezzlement	6.8	7.5	7.1	5.9	5.4	5.2	5.1	5.2	5.1	5.0	-26.5	-2.0
MA Buying/Possessing Stolen Prop.	24.1	22.5	23.0	23.8	24.1	21.5	23.7	21.1	19.6	17.1	-29.0	-12.8
US Buying/Possessing Stolen Prop.	41.6	40.9	37.1	34.6	31.0	30.1	31.3	30.4	28.0	27.7	-33.4	-1.1
MA Vandalism	59.0	57.3	59.2	55.3	57.8	52.5	52.5	44.7	45.6	40.8	-30.8	-10.5
US Vandalism	101.7	98.0	94.9	88.8	82.4	76.7	73.0	66.0	62.3	59.6	-41.4	-4.3
MA Weapons Carrying/Possessing	23.8	23.5	24.1	24.7	26.0	24.8	21.4	21.6	21.4	21.0	-11.8	-1.9
US Weapons Carrying/Possessing	68.1	63.3	59.9	54.6	51.5	49.4	47.5	45.9	44.1	45.1	-33.8	2.3
MA Prostitution	15.0	18.6	21.1	13.6	14.8	14.4	15.4	14.4	11.1	8.2	-45.3	-26.1
US Prostitution	27.6	26.3	25.5	23.6	20.1	18.5	17.9	17.1	14.9	12.8	-53.6	-14.1
MA Sex Offenses*	10.1	10.3	12.0	11.6	10.7	9.5	8.9	7.0	7.2	7.0	-30.7	-2.8
US Sex Offenses	29.2	27.8	26.3	25.2	23.5	22.2	21.7	19.1	17.4	16.0	-45.2	-8.0
MA Drug Abuse Violations	324.0	349.6	340.6	197.8	197.1	181.7	189.4	174.8	173.7	157.6	-51.4	-9.3
US Drug Abuse Violations	636.8	614.8	564.8	544.2	530.6	491.8	494.2	492.2	489.0	463.3	-27.2	-5.3
MA Gambling	0.2	0.4	0.6	0.3	0.2	0.3	0.3	0.2	0.4	0.4	100.0	0.0
US Gambling	4.2	4.1	3.3	3.4	3.1	2.7	2.5	2.1	1.7	1.5	-64.3	-11.8
MA Offenses Against Family and Children	24.8	27.6	22.3	30.2	34.8	32.9	29.7	25.7	18.7	19.0	-23.4	1.6
US Offenses Against Family and Children	42.5	39.4	37.8	36.6	35.5	36.8	33.8	32.1	31.8	29.3	-31.1	-7.9
MA Driving Under the Influence	152.8	199.1	222.4	201.8	189.8	165.5	139.5	130.7	124.4	133.3	-12.8	7.2
US Driving Under the Influence	479.3	468.2	480.8	463.8	453.1	389.2	406.4	373.8	348.6	337.7	-29.5	-3.1
MA Liquor Laws	83.6	88.3	72.4	82.8	75.0	72.2	67.1	57.2	50.3	34.5	-58.7	-31.4
US Liquor Laws	216.5	212.3	207.4	186.6	166.8	160.7	140.5	114.3	99.9	82.9	-61.7	-17.0
MA Drunkenness	124.8	125.1	103.5	116.5	121.4	121.4	114.7	113.2	113.6	91.7	-26.5	-19.3
US Drunkenness	189.0	200.0	205.4	196.7	184.3	173.6	164.6	145.7	131.3	127.5	-32.5	-2.9
MA Disorderly Conduct	135.0	135.9	143.2	132.7	129.5	123.6	112.4	101.7	92.4	70.2	-48.0	-24.0
US Disorderly Conduct	239.5	239.6	229.5	216.1	201.2	188.2	173.9	152.7	136.7	120.8	-49.6	-11.6
MA Vagrancy	0.3	0.2	0.3	0.3	0.2	0.2	0.05	0.2	0.1	0.2	-33.3	100.0
US Vagrancy	12.5	11.4	11.4	11.0	10.3	9.4	8.6	8.8	8.7	7.9	-36.8	-9.2
MA All Other Offenses	575.0	563.8	581.9	581.0	592.1	587.4	599.2	557.7	575.6	548.1	-4.7	-4.8
US All Other Offenses	1,346.6	1,307.2	1,265.3	1,228.4	1,204.5	1,132.0	1,097.5	1,066.3	1,024.4	1,000.9	-25.7	-2.3
MA Suspicion	3.2	2.9	0.5	0.3	0.9	0.4	0.8	0.9	1.1	1.6	-50.0	45.5
US Suspicion	0.8	0.7	0.5	0.6	0.4	0.5	0.5	0.3	0.4	0.4	-50.0	0.0
MA Curfew and Loitering Law Violations	0.3	0.1	0.2	0.2	0.1	0.1	0.03	0.0	0.0	0.0	-100.0	0.0
US Curfew and Loitering Law Violations	52.8	48.7	45.1	37.4	30.8	24.9	22.3	19.5	16.7	13.7	-74.1	-18.0
MA Runaways**	5.7	4.8	5.0	4.1	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
US Runaways**	38.7	36.6	36.4	30.8	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
MA Total Part II Arrest Rates	1,893.1	1,988.3	2,038.4	1,878.6	1,879.9	1,799.1	1,762.0	1,639.8	1,612.5	1,468.0	-22.5	-9.0
US Total Part II Arrest Rates	4,101.8	3,999.8	3,874.8	3,716.3	3,540.2	3,288.1	3,194.3	3,018.1	2,866.3	2,747.6	-33.0	-4.1

Source: FBI, UCR, Table 30 (National data) and Table 69 (MA data), 2006 – 2015.

Table 19 displays the Part I juvenile arrest rates at both the statewide and national levels over a ten-year period. Between 2006 and 2015, there is a dramatic reduction in crime rates both nationally and in Massachusetts. The rate of juvenile arrests in Massachusetts for all Part I offenses declined 60% over the ten-year period from 2006 to 2015 but remained static from 2014 to 2015.

Rate (per 100,000 persons)

Table 19.

Part I Juvenile Arrest Rates	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	% change '06-'15	% change '14-'15
MA Property Crime Arrests	52.5	49.8	52.5	51.4	45.5	33.9	27.6	26.7	21.2	21.4	-59.2%	0.9%
US Property Crime Arrests	137.8	141.6	147.2	139.4	120.9	108.5	95.0	80.8	73.9	65.5	-52.5%	-11.4%
MA Burglary	13.4	12.2	11.7	10.6	10.0	7.7	6.6	6.2	4.9	4.1	-69.4%	-16.3%
US Burglary	28.2	27.4	27.9	24.8	21.4	19.9	17.3	14.1	12.7	11.1	-60.6%	-12.6%
MA Larceny	35.1	33.1	38.0	38.5	32.3	24.2	19.1	18.9	14.5	15.7	-55.3%	8.3%
US Larceny	95.2	101.9	108.9	106.3	93.0	82.5	72.1	61.6	56.2	49.0	-48.5%	-12.8%
MA Motor Vehicle Theft	3.1	3.2	2.0	1.7	2.1	1.5	1.1	1.0	1.3	1.4	-54.8%	7.7%
US Motor Vehicle Theft	11.7	9.9	8.3	6.6	5.1	4.5	4.2	3.9	4.0	4.5	-61.5%	12.5%
MA Arson	0.9	1.3	0.8	0.6	1.2	0.5	0.8	0.6	0.5	0.3	-66.7%	-40.0%
US Arson	2.7	2.4	2.2	1.8	1.5	1.6	1.4	1.2	1.0	0.8	-70.4%	-20.0%
MA Violent Crime Arrests	37.9	29.4	30.2	26.9	26.3	20.3	16.0	15.3	14.6	14.3	-62.3%	-2.1%
US Violent Crime Arrests	34.1	32.6	32.0	28.4	24.6	21.9	19.4	17.8	16.8	16.0	-53.1%	-4.8%
MA Homicide	0.1	0.1	0.1	0.1	0.1	0.1	0.0	0.0	0.0	0.0	-100.0%	0.0%
US Homicide	0.4	0.4	0.4	0.4	0.3	0.3	0.2	0.2	0.2	0.2	-50.0%	0.0%
MA Rape	0.7	0.4	0.5	0.4	0.6	0.5	0.2	0.3	0.3	0.2	-71.4%	-33.3%
US Rape	1.2	1.2	1.1	1.0	0.9	0.9	0.8	0.9	1.0	1.1	-8.3%	10.0%
MA Robbery	10.2	7.7	8.1	7.3	5.3	4.8	3.6	3.7	3.9	3.2	-68.6%	-17.9%
US Robbery	12.0	11.7	11.9	10.5	8.8	7.7	6.8	6.5	6.1	5.7	-52.5%	-6.6%
MA Aggravated Assault	27.0	21.2	21.5	19.0	20.3	14.9	12.2	11.4	10.4	10.7	-60.4%	2.9%
US Aggravated Assault	20.5	19.3	18.6	16.5	14.6	13.1	11.6	10.2	9.5	8.9	-56.6%	-6.3%
MA Total Part I Arrests	90.4	79.2	82.7	78.3	71.8	54.2	43.7	42.0	36.0	36.0	-60.2%	0.0%
US Total Part I Arrests	171.9	174.1	179.3	167.7	145.5	130.4	114.5	98.6	90.7	81.5	-52.6%	-10.1%

Source: FBI, UCR, Table 41 (National data) and Table 69 (MA data), 2006-2015.

Upon further examination of these trends for Massachusetts juveniles arrested for crimes against persons and property, the patterns display a similar trajectory over time. The property crime rate dropped 59% between 2006 and 2015 and 0.9% in the period from 2014 to 2015, and the violent crime rate fell 62% over the course of the ten-year period and 2% from 2014 to 2015 (Figure 28, page 52).

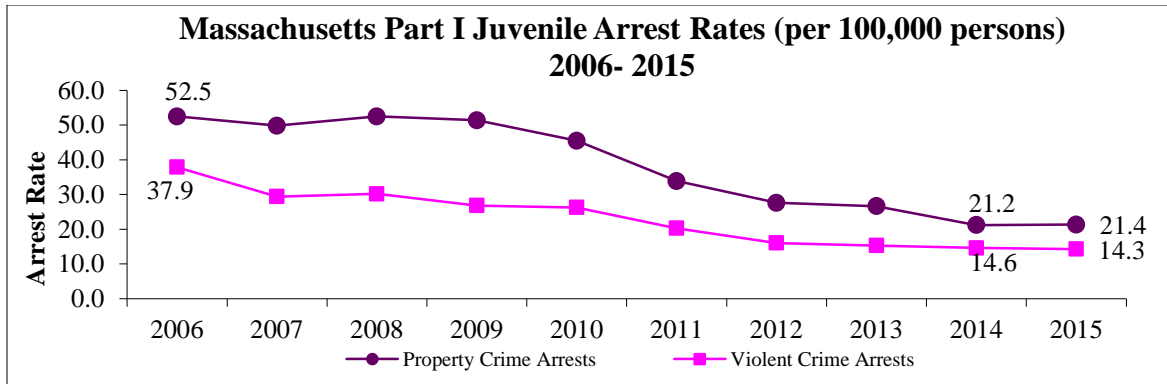


Figure 28. Source: FBI, UCR, Table 69, 2006-2015.

A breakdown of the various Part II juvenile arrest rates by offense in Massachusetts over the ten-year period is presented in Table 20. The rate of juvenile arrests for all Part II Offenses fell 7% in the one-year period from 2014 to 2015, and 65% over the ten-year period from 2006 to 2015, demonstrating a similar pattern of decrease seen for Part I Offenses over the same time frame. Representing 73% of the Part II offense categories, the top six offenses with the highest crime rates for 2015 in descending order are – all other offenses (25.1), other assaults (24.8), disorderly conduct (7.0), vandalism (6.9), liquor laws (5.8), and drug abuse violations (3.3).

Rate (per 100,000 persons)

Table 20.

Part II Juvenile Arrest Rates	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	% change '06-'15	% change '14-'15
Other Assaults	37.6	36.2	38.7	37.9	39.0	34.1	31.4	28.0	26.0	24.8	-34.0%	-4.6%
Forgery & Counterfeiting	0.4	0.4	0.3	0.2	0.2	0.2	0.1	0.2	0.2	0.3	-25.0%	50.0%
Fraud	0.9	0.7	0.7	0.8	0.5	0.4	0.4	0.4	0.3	0.4	-55.6%	33.3%
Embezzlement	0.1	0.1	0.1	0.0	0.1	0.1	0.0	0.0	0.1	0.0	-100.0%	-100.0%
Buying/Possessing Stolen Property	5.4	4.3	3.4	3.7	3.8	2.8	2.7	2.4	1.9	2.7	-50.0%	42.1%
Vandalism	19.0	14.4	13.9	12.3	12.3	9.1	9.1	6.9	7.1	6.9	-63.7%	-2.8%
Weapons Carrying/Possessing	4.8	4.4	4.1	3.6	3.6	3.0	2.5	2.4	2.4	2.8	-41.7%	16.7%
Prostitution	0.3	0.1	0.1	0.1	0.1	0.0	0.1	0.0	0.0	0.0	-100.0%	0.0%
Sex Offenses	1.2	1.5	1.3	1.3	1.5	0.8	1.0	0.8	0.8	0.6	-50.0%	-25.0%
Drug Abuse Violations	40.5	36.1	32.5	10.3	10.8	7.6	7.6	5.7	4.1	3.3	-91.9%	-19.5%
Gambling	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0%	0.0%
Offenses Against Family and Children	1.7	2.8	1.6	2.2	2.7	2.3	1.9	0.9	0.3	0.4	-76.5%	33.3%
Driving Under the Influence	2.6	2.2	1.6	1.3	1.3	1.0	1.1	0.8	0.7	0.7	-73.1%	0.0%
Liquor Laws	19.2	15.5	11.9	14.0	15.9	11.3	12.3	9.5	7.5	5.8	-69.8%	-22.7%
Drunkenness	5.4	5.0	3.1	4.2	3.8	2.6	2.3	3.0	2.5	0.8	-85.2%	-68.0%
Disorderly Conduct	25.5	22.6	21.2	19.6	18.0	14.5	11.8	10.6	8.4	7.0	-72.5%	-16.7%
Vagrancy	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0%	0.0%
All Other Offenses	65.0	54.9	54.4	50.1	52.9	39.7	37.7	25.8	25.7	25.1	-61.4%	-2.3%
Suspicion	0.5	0.3	0.0	0.0	0.1	0.0	0.1	0.1	0.2	0.2	-60.0%	0.0%
Curfew and Loitering Law Violations	0.3	0.1	0.2	0.2	0.1	0.1	0.0	0.0	0.0	0.0	-100.0%	0.0%
Runaways*	5.7	4.4	4.5	3.8	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Total Part II Juvenile Arrest Rates	236.1	206.2	193.9	165.6	166.7	129.6	122.1	97.6	88.2	81.8	-65.4%	-7.3%

Source: FBI, UCR, Table 69, 2006-2015.

*Note: Runaways were last reported in the 2009 UCR.