

From

The Commonwealth of Massachusetts

COMMITTEE ON CRIMINAL JUSTICE
110 TREMONT STREET • BOSTON, MA 02108

To:

1978 COMPREHENSIVE CRIMINAL JUSTICE PLAN

PROGRAM DESCRIPTIONS

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1978 CRIMINAL JUSTICE
PROGRAM DESCRIPTIONS
AND FUNDING ALLOCATIONS

Commonwealth of Massachusetts
Committee on Criminal Justice
110 Tremont Street, 4th Floor
Boston, Massachusetts, 02108

NCJRS

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ACQUISITIONS

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PLAN SUMMARY

INTRODUCTION

Under the provisions of the Crime Control Act of 1976, the Law Enforcement Assistance Administration each year allocates a block of federal funds to Massachusetts to be used to improve law enforcement and criminal justice activities. The Act requires that each state establish an agency to administer these funds. In Massachusetts this agency is the Committee on Criminal Justice, a board composed of 42 state and local criminal justice and public officials. The Committee is staffed by an agency of approximately 60 persons who possess expertise in various criminal justice and administrative fields. The Act also requires that each state provide for planning at the local level. This is accomplished by Criminal Justice Development Agencies (CJDA's) who plan for the use of LEAA funds to improve criminal justice within the Commonwealth's seven criminal justice planning regions.

Each year the Committee is required to develop a Comprehensive Criminal Justice Plan which describes how the Committee plans to use its LEAA funds and documents the planning process used to arrive at funding decisions. This volume, the Annual Action Program Project Descriptions describes each project which will receive Committee funding in 1978. Other volumes of the Plan contain the supporting information which led to the selection of these projects over alternative uses for the funds.

The Committee allocates funds to all parts of the criminal justice system, including state and local law enforcement agencies, all levels of the courts system, prosecution and public defender offices, diversion and probation programs, county and state correctional agencies, and delinquency prevention projects. In addition, the Committee supports a variety of system-wide efforts to strengthen and coordinate criminal justice in Massachusetts, including training, planning and evaluation, information and statistics, and law and procedural reform projects.

THE COMMITTEE PLANNING PROCESS

The 1978 Committee Planning Process differed somewhat from that carried out in previous years. At the beginning of the process Committee and CJDA staff polled a wide variety of criminal justice officials to gain their perceptions of the most significant problems facing the law enforcement and criminal justice systems. These staffs then met to consider this information and to select a set of problem areas which would receive priority attention. Those areas included community crime prevention, court backlog and delay, disparity in sentencing, drug and alcohol abuse, developmental disabilities among offenders, manpower services, and services for children in Need of Services (CHINS).

After selecting priority problem areas the Committee and CJDA staffs conducted research to gain a better understanding of the nature and causes of the problems and developed strategies for addressing them. This resulted in the documents that were included in the Committee's 1978 Comprehensive Criminal Justice Plan: Criminal Justice System Analysis; and Goals, Objectives, Standards and Multi-Year Action Plan.

These staff documents provide the background information needed for the Committee's annual revision of its program guidelines for grantees. These guidelines describe the Committee's policies and priorities for the use of its funds. They include a general description of the types of projects which will receive priority for LEAA funds, identify selected budget items, activities, or project types which will not be eligible for funding, and, where appropriate, define specific requirements which must be met by certain categories of projects.

The Committee's LEAA funds are allocated through a formal competitive process. Once the guidelines have been approved by the Committee each spring, the staff distributes them, along with application materials, to all current grantees, to the various local and regional criminal justice planning agencies, and to all persons and agencies who have requested information about the Committee's programs. On the basis of the guidelines and informal conversations with the Committee staff, interested agencies develop detailed workplans and budgets for their proposed projects. In order to be considered for funding, prospective grantees must submit complete applications, using the Committee's standard form, by an announced deadline in the fall. This year's deadline was September 6. All applications received by the deadline were reviewed by program and grant management specialists on the Committee staff. Where formal evaluation studies, monitoring reports, or audits had

been completed, these results were also taken into account. On the basis of this review, the staff prepared recommendations to the Committee for action on each application.

For the purposes of application review, the Committee is organized into seven program task forces--police/crimes, courts, probation/diversion, adult corrections, juvenile justice, criminal justice information systems, and evaluation. The members of each task force received copies of the written staff evaluations for all applications within their area, and each applicant received a copy of the evaluation of his/her project. Beginning November 9, the task forces held a series of public meetings at which applicants could dispute the staff's evaluations of their applications and appeal the staff's funding recommendations. Following this testimony, each task force voted to accept or amend the staff recommendations as the task force's recommendations to the full Committee.

As each task force made its recommendations, the staff developed brief descriptions of all projects recommended for support. These were distributed to the full Committee for review. On December 2 the Committee held a public meeting to take final action of the task force recommendations. The funding allocations and program descriptions in this volume reflect the results of that meeting. During the month of December, the staff issued subgrant awards for virtually all of the block funds available to Massachusetts during the coming year.

MINI-BLOCK PROGRAM

1. Background

In the Crime Control Act of 1976 there was a shift in emphasis from the previous Acts. The new Act mandated that units of local government or groups of such units should have increased responsibility for planning for the use of LEAA block funds. The previous Acts contained requirements that the majority of Part C funds be subgranted to local government; however, the SPA's were left with considerable latitude in selecting the specific projects the funds would be used for. The new Act has changed this somewhat by requiring that each SPA provide for procedures by which units of local government may annually submit comprehensive plans to the SPA for approval in whole or in part. "Approval of such local comprehensive plan or parts thereof shall result in the award of funds to the units of general local government...to implement the approved parts of plans, unless the State Planning Agency finds the implementation of such approved parts of their plan...to be inconsistent with the overall State Plan." (Section 303(a)(4)).

In short, this part of the Act requires the SPA's to make the equivalent of "block" grants to individual units of local government that meet a specified population requirement or to established regional groupings thereof, which meet the same requirement.

2. Expansion of CJDA Jurisdiction to Regions

Prior to the passage of the new Act the Committee had established seven local planning units (the CJDA's) in accordance with requirements that 40 percent of the state's LEAA planning funds be used for local planning. With one exception these were single-city units in cities chosen on the basis of population, crime rate, and several other factors. In order to comply with the provisions of the new Act, it was decided to regionalize the jurisdictions of these existing planning agencies. This was accomplished by Executive Order 133 which divided the state into seven criminal justice planning regions. Six of these regions are now represented by Criminal Justice Development Agencies. The exact role of the CJDA's in relation both to the Committee and to the communities they serve is still developing. The CCJ staff has adopted more formal procedures for defining the respective responsibilities of the CJDA's and the Committee staff in planning for the use of and administering LEAA funds. At the same time the CJDA's have been broadening their contacts to include all of the agencies and units of government within their jurisdictions and they will soon have advisory boards with region-wide representation.

3. The Mini-Block Program

Although the organization and role of the CJDA's has not yet fully developed, there was a need for the Committee to develop procedures by which Massachusetts could comply with the Act requirement that combinations of local government be eligible for "block" grants. These procedures were developed in a series of meetings between the CCJ staff and the CJDA's. The final agreement was that the CJDA's would collectively receive as a "mini-block allocation" 75 percent of the amount required to be subgranted to local grantees. This allocation was divided among the regions according to population, crime, and density. The other twenty-five percent of the "local" funds would be applied for competitively and would be awarded to projects given high priority in the guidelines or with high quality applications. Under the Mini-Block program each CJDA would make project recommendations that would total the amount of its mini-block allocation. While the Committee did not agree to guarantee that every mini-block project would be funded, it did agree that there would be a strong presumption that all would be funded unless there were serious deficiencies in the final applications.

4. Criteria for Certification of Mini-Block Recommendations

Several criteria were developed by which the staff could decide whether to accept or reject the mini-block recommendations. The most important of these are the following: (1) consistency with the continuation policy; (2) inclusion of existing projects -- there is a presumption that all existing projects should continue to be funded unless there are significant programmatic reasons for not doing so; (3) consistency with CCJ program guidelines; (4) adequacy of workplan; and (5) past performance.

5. Review of Mini-Block Applications

Adoption of the mini-block program led to some changes in the application review process. Since the CJDA's were to be making the major funding recommendations for projects included within their mini-block grant, the CCJ staff decided that it was appropriate for them to prepare the full program review for those projects. Accordingly, reviews of local applications were completed as follows:

- (1) Mini-Block Projects: For each project recommended within its mini-block allocation, the CJDA completed a full, seven-page program review form. Both the application and the CJDA review were then reviewed by a Committee program

specialist. If the program specialist had no concerns about the CJDA review it was certified. If there were problems, the program specialist contacted the CJDA and attempted to resolve them. If a problem could not be resolved, the program specialist did not certify the CJDA recommendation, and prepared a full program review detailing the reasons for non-certification. These non-certifications were reviewed by the Committee task forces.

- (2) Non-Mini-Block Projects: For each of the projects not included within mini-block (including JJDPAs projects), the full review form was completed by the appropriate Committee program specialist, and a two-page summary review was completed by the CJDA.

SUMMARY OF 1978 ACTION PROGRAMS

The detailed project descriptions in the sections which follow, list and describe each project which will receive Committee funding in 1978. This section summarizes the major emphases of the Committee's 1978 programs in each area.

1. Police Services and Crime Prevention

In the law enforcement area the Committee will continue to support a variety of programs, including efforts to improve police training; provision of technical assistance to small and medium-sized police departments; efforts to improve crime analysis, resource allocation, and investigative skills; projects designed to promote police/community cooperation and encourage community crime prevention; and communications improvements.

In the area of Police Personnel Development the Committee will make a single grant to the Massachusetts Criminal Justice Training Council (MCJTC). The Council provides a comprehensive curriculum of recruit instruction, including instruction in innovations in the law enforcement field, such as new procedures mandated by court decisions, technological developments, and new approaches to relating to social service agencies and community groups concerned with crime prevention and control. The Council also provides specialized training in the areas of investigation and management.

The Committee has a basic interest in bringing to police departments the technical assistance necessary to identify and solve their particular manpower, administrative, operational, or other problems. The Committee will continue to support the Massachusetts Police Institute which provides management technical assistance on request to small and medium-sized police departments. MPI provides two basic types of services: it prepares rules and regulations and policies and procedures manuals; and it provides technical assistance in the areas of personnel management, manpower, records systems, department overviews, resource allocation analyses, and technical assistance projects.

Improving communications and cooperation between police and the communities they serve is a major concern of the Committee. Poor police/community relations is a significant obstacle to police effectiveness in many high-crime neighborhoods, especially in housing projects. The Committee will support three types of projects designed to improve understanding and resolve conflicts between police and citizens, and to result in cooperative

strategies for solving specific crime problems in the neighborhoods they serve. Police/community relations projects in Cambridge and Springfield will concentrate on problem-solving and improving communications between the police and neighborhood residents. A senior citizen security program in Boston will assist elderly residents of Roxbury, North Dorchester, and the South End in taking measures to reduce the likelihood of their being victimized. Finally, the Committee will move into a new area in 1978: the establishment of a state-wide community crime prevention effort. Communities will develop analyses of their own needs and resources and will then apply through both their local officials and police departments for technical assistance from a state crime prevention bureau, operated by the Massachusetts Police Institute, Inc. Training in crime prevention techniques will also be provided to local police departments by the Criminal Justice Training Council. A third project which will be supported under this category is an existing project in the City of Boston designed to reduce the incidence of commercial burglary.

In the area of Patrol and Investigative Improvements, the overall objective is to build the concept of flexible deployment of patrol and investigative resources into as many Massachusetts police departments as possible. The Committee will support three major categories of projects in this area. First, special resource allocation and crime analysis units will be funded in Fall River, Quincy, New Bedford, and Woburn on behalf of the Northeastern Massachusetts Law Enforcement Council (NEMLEC). Second, the Committee will support innovative patrol strategies to test different patterns of patrol deployment. The project in this category is the Worcester Street Crime Impact Program, a major project aimed at reducing the incidence of robbery and burglary. Finally, the Committee will support several projects which will provide law enforcement agencies with the specialized resources necessary to conduct complicated investigations. A statewide effort in this area will be the Department of Public Safety's Crime Prevention and Control (CPAC) teams which will provide investigative services to municipalities with insufficient resources to conduct their own investigations. A number of other projects will focus on particular crimes which, due to the nature of the offense, pose special investigation problems. These include the Suffolk County Investigation and Prosecution Project (SCIPP) and a Norfolk County White Collar Crime Unit which will address white collar crime and fraud; a diversion investigation unit in the Department of Public Safety which investigates incidences of prescription drugs being diverted to illegal distribution agents; an arson investigation unit in Lynn; and the Organized Crime Control Council which coordinates the state's attack on organized crime.

In 1978 the Committee will continue to implement its state-wide plan for municipal police radio communications. The plan establishes regional overlay systems which allow neighboring departments to communicate and provide for the upgrading of each department's equipment to minimum standards of capacity, flexibility, and reliability. Since communications equipment is very expensive, these systems must be implemented gradually, over a period of years. In 1978, funding will be limited to systems already initiated in Greater Boston (within Route 128), the Merrimac Valley, and Plymouth County. A similar network is being implemented on a multi-year basis for the State Police.

2. Prosecution, Defense and Court Administration

The Committee's principal concern in supporting programs in the Courts area is to improve the capacity of the Commonwealth's judges, prosecutors, and public defenders to better respond to the high caseloads resulting from the continuing increase in crime. Committee funds in 1978 will address the acute problem of backlog and delay in all levels of the court system. Courts programs will be directed toward the following general objectives: (1) achievement of the capacity to render a rapid, just, and final determination of the guilt or innocence of a defendant; (2) improvement in the effectiveness of representation of both the defendant and the Commonwealth at all stages of the criminal proceedings; and (3) promotion of increased public confidence in and respect for the fundamental fairness, responsiveness, and effectiveness of the criminal justice process and its component institutions. In an effort to achieve these objectives, the Committee will support projects that focus on three major areas: planning, management, and administration; expanded resources and services; and improved criminal procedures, especially in the area of sentencing.

In the prosecution area, the Committee will shift its previous emphasis on the provision of basic manpower resources to the improvement of prosecution management and the better utilization of existing resources. The Committee will continue the development of a prosecution case and resource management information system within the Suffolk County District Attorney's Office. The other major initiative in the prosecution management area is Intake Screening Units in Plymouth, Hampden, Essex, and Middlesex Counties which screen all cases prior to the issuance of a complaint to eliminate trivial cases or ones in which there is insufficient evidence to obtain a conviction. The Committee will also support the district attorneys in providing special prosecution services. Victim/Witness Support Units will be funded in Hampden, Middlesex, and Worcester Counties; Juvenile Prosecution Units will be funded in Plymouth and Bristol Counties; and

a unit will be funded in the Suffolk County District Attorney's Office which will identify "career criminals" and prosecute them on a priority basis. Finally, on a statewide level, the Committee will support the Violent Crime Unit in the office of the Attorney General which provides technical assistance to the district attorneys in investigating and prosecuting crimes of violence and terrorism; and the State Prosecutors' Council which promotes cooperation among the district attorneys and operates programs, such as training, designed to improve prosecution in Massachusetts.

Virtually all of the Committee's support for public defense goes to the Massachusetts Defenders Committee. In past years Committee funds have been allocated to a wide range of innovative defense support services such as an investigative unit and a social services unit. In 1978 the majority of MDC's LEAA funds will be used for manpower to expand the use of vertical representation in felony cases, where a single attorney will represent a client in all stages of the judicial process, from arraignment through trial at both the district and Superior Court levels. The Committee will continue to fund neighborhood offices in Lowell and Fall River which also support this concept. In addition, the Committee will fund special defense services by supporting a juvenile defense unit in Bristol County and a unit which defends indigent offenders prosecuted by the Major Violators Unit in the Suffolk County District Attorney's Office.

While the Committee recognizes the Massachusetts Defenders Committee as the primary statewide service provider in this program area, there are some services which that organization is unable to provide, either because of its limited statutory mandate, or because of the inadequate financial resources available to it. Thus, the Committee will continue to support a program of prison legal services within the Commonwealth's state correctional institutions and will provide funds for the implementation of recommendations for improving the state's legal services delivery system.

The major priority in the area of court administration is to assist the judiciary in the development of a comprehensive management structure with which to plan and manage the organizational development and modernization of the courts. Primary focus will be on improving the capacity of the courts to respond to the increasing incidence of crime by addressing effectively the problems of backlog and delay. Toward that end, support will be provided for the administrative offices of the Supreme Judicial Court, the Superior Court, the Appeals Court, and the District Courts, for the purposes of improving daily court operations and management and developing specific, system-oriented projects directed toward long range improvements in the administration of justice.

In addition to supporting management improvements, the Committee will support a new program intended to increase the fairness of the judicial process. One of the problems identified by Committee staff as a key problem confronting the criminal justice system is the lack of uniformity in sentencing. In 1978 the Committee will fund a project in Superior Court which will develop standard sentencing guidelines for use by the superior court justices. In addition, the Committee will continue to support a project which places and maintains recording devices in the district courts to make them courts of record, in order to encourage uniformity of practice in the district courts and to make decisions of district court judges reviewable on questions of law.

3. Probation and Diversion

The Probation/Diversion area consists of demonstration programs designed to increase the ability of probation to provide legitimate and effective alternatives to incarceration. The intent of the program in this area is threefold...to conduct meaningful training for both line and managerial probation staff; to demonstrate highly visible service programs which will act to deter individuals from further involvement with the criminal justice system; and to assist in the development of more standardized managerial and recordkeeping techniques.

The Committee believes that probation is the primary component of a true community-based correctional system. Therefore, probation must become a leader in providing effective alternatives to incarceration. To accomplish this, probation must experiment in the use of pre-trial diversion techniques and post-trial dispositional programs which can be worthwhile alternatives to incarceration.

The Committee has actively supported a network of pre-trial diversion projects during the last six years. This effort has resulted in the passage of MGL, Ch. 276 A, the Commonwealth's pre-trial diversion law. The Committee has also supported a group of projects designed to implement the provisions of Chapter 123, §§ 47-50, which require the courts to provide drug or alcohol examinations for defendants who feel that their dependence is a factor in their criminal behavior. In 1978, the majority of these projects have either been assumed by local units of government or are in their final year of funding under the Committee's Continuation Policy. The Committee will continue to support pre-trial diversion projects in Worcester and Hampshire Counties; a project which diverts female offenders in Suffolk County; Centralized Addiction Screening and Evaluation (CASE) projects in Norfolk and Worcester Counties and Springfield;

and a project operated by the Massachusetts Bar Association which evaluates and diverts offenders suspected of having developmental disabilities.

When diversion has been shown to be inappropriate, the Committee has funded programs which experiment in the use of more structured approaches to supervision which are designed to meet the needs of individual offenders. In 1978 the Committee will fund model programs in several new areas of supervision, including programs for special categories of offenders. These include a superior court diversion/service delivery project in Bristol County; a program in Worcester County which uses a contract to identify both the behavior expected from the client and the services expected from the project; a program in Fall River which serves juveniles involved in violent offenses; a Norfolk County restitution project; a project operated by the Office of the Commissioner of Probation which will provide special supervision to female probationers in Suffolk County; and a Middlesex County project which will address the needs of persons involved in incidences of domestic violence.

The Committee will concentrate on supporting the development of uniform policies and procedures for probation and diversion, especially in the area of decision-making. The Office of the Commissioner of Probation will be assisted in assuming a more active role in communication, policy development, training and standardization of services. The Committee will expand its support for the Office of Staff Development. In addition, the Committee will fund two new projects--the accreditation of district court probation departments according to standards developed by a Committee-supported project in 1973, and the establishment of a task force of judicial and probation personnel to formally define the role of the probation officer in collecting information for sentencing decisions.

4. Adult Corrections and Parole

A central element of Committee strategies for all parts of the criminal justice system is deinstitutionalization--substituting community-based service and supervisory arrangements for incarceration. The Committee supports programs design to intervene, when consistent with public safety, at any point where an offender is or might be incarcerated. Broadened pre-trial release, probation, community-based corrections, and early parole are all part of this strategy. However, the Committee also recognizes that there remains a substantial number of offenders for whom community-based dispositions are not appropriate, and there is therefore a need to provide support to the agencies which provide the more traditional correctional services--the state Department of Correction, the County Houses of Correction, and the Parole Board.

Since 1975 the Committee's main emphasis in the area of state adult corrections has been on the development of a community-based system for the rehabilitation of offenders. The Committee believes that small residential facilities located within the community are both less expensive to operate and more effective rehabilitational tools than large, walled institutions. This belief is supported by research studies conducted by the Department of Correction which have shown that offenders released through pre-release centers have significantly lower rates of recidivism than those offenders released directly from traditional correctional institutions. Accordingly, the vast majority of the Committee's funding for the Department of Correction over the past few years has been used to establish minimum security facilities and pre-release centers. All but one of these are now supported by state funding. In 1978, the Committee will continue support for Hope Home which will serve offenders returning to the greater Springfield area, and one position at the Norfolk Pre-Release Center which was omitted from the Department's state budget.

In 1978, the Committee will continue to emphasize projects designed to help offenders successfully reintegrate with their communities. However, in response to needs identified during its 1978 planning process, the Committee will shift its funding priorities somewhat and will fund three projects within the Mass. Correctional Institutions which will prepare inmates for future participation in community-based programs. These include a classification project for MCI-Norfolk and drug and alcohol treatment systems for the Department of Correction's Areas I and III.

Finally, the Committee will support three special projects designed to fill specific Department of Correction needs. The Office of Manpower Development will provide job development and job placement services for offenders being released from Department institutions. A new, County Technical Assistance Unit will enable DOC to fulfill its statutory mandate to assist the counties in meeting standards set by DOC for the operation of county institutions. Finally, the Committee will provide the Department with five personnel who will enable it to complete an administrative reorganization.

At the county level, the Committee is concentrating on assisting the various houses of correction in establishing community-based social services, residential facilities, and programs for released offenders. The Committee will continue to fund institutional programs on a limited basis, however, these programs will be encouraged to concentrate on activities directed toward the offender's release. Institutional programs will be funded in Norfolk, Plymouth, Suffolk, Middlesex, and Hampden Counties. (The latter two projects specialize in

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services for female offenders.) While the specific services provided by these projects differ, most involve a combination of classification, educational and training programs, counseling, work and education release, furlough arrangements, drug/alcohol treatment, and job placement. The Committee will continue to support pre-release centers in Hampshire, Hampden, Essex and Suffolk Counties. Post-release support will be provided to offenders returning to Boston from the Deer Island House of Correction and the Suffolk County Jail by the Boston Offenders Services Project. Finally, the Committee will support a model project in which CETA, the Department of Labor, the Division of Employment Security, the Springfield Chamber of Commerce, the Hampden County Bar Association, public and private criminal justice agencies, and LEAA will all become involved in the delivery of manpower services to offenders in the Springfield area.

The Committee sees improved parole services as a vital part of the state's overall effort to minimize the use of incarceration. The 1978 programs are designed to encourage parole at the earliest possible date and to support the change in parole orientation from supervision of case management and service delivery. The Committee will continue to support the network of parole regional offices in the Commonwealth's major metropolitan areas; a joint DOC/Parole halfway house (699 House); a program to provide specialized, one-on-one volunteer assistance to a group of developmentally disabled parolees; and an "inside/outside parole program" in which junior parole officers will make contact with offenders who are still incarcerated in the Worcester County House of Correction and MCI Framingham, will help them develop service plans, and will continue to provide services and supervision when the offenders are released. Since the state does not provide financial support for many of the Parole Board's mandated functions, the Committee will continue its assistance in the areas of pardons processing, and administration and grants management, and will provide support for a new program development and planning unit.

5. Juvenile Justice Programs

The Committee's strategy in the delinquency area is two-fold. In addition to humanizing and improving the effectiveness of the formal treatment resources provided by the Department of Youth Services for those youth adjudicated delinquent, the Committee believes that the diversion of youth from the juvenile justice system and the prevention of certain susceptible youth from committing delinquent acts is best handled by community-based alternatives whenever this does not endanger public safety. Utilizing this strategy, grantee agencies in major cities will work with the police, the courts, and DYS in order to minimize the involve-

ment of juveniles with the juvenile justice system. This will be accomplished by creating and strengthening community-based programs, as well as by developing procedures for diverting court acquainted youth into such programs.

For many years, the Committee's major program in the local juvenile area was the youth resource bureaus which provided a combination of direct services and service referrals to youth referred by the schools, the police and the courts. All but two of these have now been assumed by local funding. In 1978 the Committee will provide a final year of support to YRB's in Somerville and Lynn. The Committee will support alternative education projects in Brookline, Chelsea, and Springfield and employment projects in Boston and Lynn. Specialized Probation/Court Diversion Projects in New Bedford, Somerville, Lowell and Worcester County will provide court-involved youth with a combination of the following services; individual and group counseling; vocational counseling; structured recreation; family counseling; restitution; crisis intervention; community education; and general advocacy.

In 1978 the Committee will become involved with a new area of children's services: comprehensive family services. Many youth become involved with the criminal justice system because of family problems or because they lack a suitable place to live. In many cases finding an alternative home is imperative if the juvenile is to be able to end his delinquent or anti-social behavior. This program will provide support services to foster care agencies in Salem, Springfield, and Hampden Counties, which serve "high risk" Department of Youth Services and Department of Public Welfare clients.

The Committee's 1978 strategy for state juvenile justice reflects a shift in emphasis from relatively broad program components to more specific types of programs. Programs for 1978 will focus on interagency cooperation, standards for child care, measurement of impact, and institutional change. The Committee will continue to develop prototypes for action funding; however, it will focus its attention primarily on one region.

In 1978 the Department of Youth Services will undertake the following projects with Committee support: a secure treatment support unit which will provide substitute staff to secure treatment facilities to cover posts which are vacant because of illness or staff turnover and to free existing staff to attend training; a technical services assistance unit which is a consolidation of the program planning, evaluation and grants management units of DYS; a comprehensive diagnostic center which will classify and provide service plans for clients in Region VI (Boston) and

the surrounding area; and two secure treatment programs, Greater Boston YMCA and Centerpoint, which will provide intensive services in a secure setting to clients in Regions VI and IV. Centerpoint is operated jointly by the Department of Mental Health and the Department of Youth Services.

The Committee's 1978 Juvenile Justice and Delinquency Prevention Act (JJDP) programs will continue to support the general goals of preventing juvenile delinquency, diverting juveniles from the juvenile justice system, and providing community-based alternatives to juvenile detention and correctional facilities. Projects will be funded in seven major program areas:

- (1) **Employment Projects:** Projects funded in this category will provide a comprehensive range of employment-related services including vocational assessment, pre-placement training, job development, job placement, and follow-up. Major emphasis will be placed on actual job development and job placement. Three employment projects will be funded in Boston, one in Lowell, and one in Hampshire County.
- (2) **Education Projects:** Projects in this category work in conjunction with existing in-school programs to develop new and innovative techniques designed to encourage delinquents, court-acquainted youth, and potential delinquents to remain in the public school system, as well as to encourage "drop-outs" under sixteen to return to school. Projects will be funded in Lawrence, Worcester, Boston, Arlington, Cambridge, and Concord.
- (3) **Restitution/Alternative Sentencing:** This program affords youth the opportunity to satisfy court sentencing obligations, such as restitution requirements, by providing the juvenile offender with employment and work experience. Alternative Sentencing projects will be funded in Norfolk and Middlesex Counties.
- (4) **Affirmative Litigation:** Greater Boston Legal Services will seek to clarify important issues in juvenile law, and to develop procedures whereby legal and programmatic standards concerning the rights of juveniles may be developed and monitored.
- (5) **Children in Need of Services (CHINS):** In 1978 the Committee will move into a new area identified as a priority problem during the Committee's 1978 planning process: services for status offenders (CHINS). The Committee will fund planning consortiums in Worcester and Springfield which will develop comprehensive regional plans for emergency

services for CHINS; CHINS diversion; diagnostic assessment of CHINS; non-residential services; training for police, service providers, court personnel, etc.); development of standards for the care of CHINS; and collection of data which will allow for more rational future planning. Substantial funding for demonstration projects will be made available to the consortiums upon submission of acceptable comprehensive plans.

- (6) **Linguistic Minorities:** This grant will fund a Youth Unit within La Alianza Hispana in Boston which will provide a comprehensive program of services and will coordinate the services of other agencies for Hispanic youth aged 7-17.
- (7) **Training:** The Committee will support two projects in this area: the Department of Youth Services will receive funds to provide training to caseworkers and resource developers on a regional basis; and Massachusetts Half-way Houses, Inc. will receive a grant to provide training, particularly management training, to the personnel of community-based programs which serve youth in the juvenile justice system.

6. Criminal Justice Services

In addition to strengthening the various parts of the criminal justice system, one of the Committee's high priorities is improving coordination and cooperation in the system as a whole. To the extent possible given current resource constraints, the Committee is attempting to develop its training and personnel improvement programs on a system-wide basis. In addition to these efforts, system-wide programs are currently under way in two other areas: (1) records and statistics and (2) evaluative research. Together these programs will receive \$320,000 in 1978.

The Committee's multi-year effort to design, develop, and implement a statewide automated criminal offender record information system may be one of the most significant projects in the history of the Commonwealth's criminal justice system. Once operational, the Criminal Justice Information System (CJIS) will centralize and provide rapid access to the state's primary body of criminal justice information, and in addition, will produce aggregated statistics monitoring the operation of the criminal justice system. Requirements and designs for all components of the system have been completed, site preparations are beginning, and formal rules and regulations for operation of the system have recently been approved by the Criminal History Systems Board, the state agency which will

operate the system. During the past year the CJSB and the courts agreed on arrangements for court participation in CJIS. The CHSE is moving immediately to sign a contract for delivery of the completed system, which is expected to be operational in mid-1978. While the CJIS system is being installed and tested, the Committee will continue its efforts to consolidate and convert the existing body of criminal offender records which CJIS will store and process.

During 1978 the Committee's evaluative research efforts will concentrate on a limited number of large studies. The programs to be evaluated are those to which the Committee has made unusually large commitments over the last three years or which have been assigned high future priority. In addition, the 1978 evaluation studies will enable the Committee to fulfill its obligations to LEAA concerning awards of Model Evaluation Program (MEP), JJDP, and Part E funds. Each study is designed to answer a series of specific questions. These answers will provide the information needed for long-range Committee policy decisions and for supporting requests for inclusion of these projects in state and local budgets. Programs to be studied during 1978 include: (1) Mental Health Needs and Services for court-involved juveniles, (2) a diagnostic study of Children in Need of Services (CHINS) in Massachusetts, (3) the Massachusetts Department of Correction's Correctional Training Program, (4) development of an offender-based information system for the Charles Street Jail (Boston), (5) a study of Juvenile Employment Programs, (6) Institutional Drug Treatment for Female Offenders, (7) A needs assessment study for the training of Massachusetts police officers, and (8) a study of Mutual Agreement Program (contract) parole (MAP).

TABLE 1:

SUMMARY OF ALLOCATIONS FROM ALL FUNDING CATEGORIES TO 1978 PROGRAMS

Program Title	Total LEAA Funding	FY 1978 BLOCK GRANT		Reallo- cation	1977 SUPPLEMENTAL		JJDPa	
		Part C	Part E		Part C	Part E	1978	1977
1: Police Personnel Development	\$ 176,468	\$ 176,468						
2: Police Management and Support	117,224	117,224						
3: Police and the Community	459,573	459,573						
4: Patrol and Investigative Improvement	731,560	731,560						
5: Police Communications	456,200	456,200						
Subtotals	(1,941,025)	(1,941,025)						
1: Prosecution	862,847	808,056			54,791			
2: Defense	626,272	626,272						
3: Courts Administration	541,384	541,384						
Subtotals	(2,030,503)	(1,975,712)			(54,791)			
1: Probation and Diversion	792,214	742,685	26,641	22,888 ^a				
1: State Adult Corrections	408,023	53,768	349,041	5,214 ^b				
42: County Adult Corrections	581,303	581,303						
43: Parole	333,400	95,091	215,809	500 ^c		22,000		
Subtotals	(1,322,400)	(730,162)	(564,850)	(5,714)		(22,000)		

a 1977 Part C

b 1976 E

c 1977 Part E

TABLE 1:

SUMMARY OF ALLOCATIONS FROM ALL FUNDING CATEGORIES TO 1978 PROGRAMS

Program Title	Total LEAN Funding	FY 1978 BLOCK GRANT		Reallo- cation	1977 SUPPLEMENTAL		JJDPFA	
		Part C	Part E		Part C	Part E	1978	1977
1: Local Juvenile Justice Programs	\$ 728,285	\$ 596,076			\$ 132,209			
2: State Juvenile Justice Programs	858,849	648,340	210,509					
3: JJDPFA Programs	1,795,357							
Subtotals	(3,382,491)	(1,244,416)			(132,209)		1,158,430	636,927
1: Criminal Justice Information System	120,000	120,000					(1,158,430)	(636,927)
2: Evaluation	120,000	120,000						
Subtotals	(240,000)	(240,000)						
Grand Totals	\$9,708,959	\$6,874,000	\$802,000	\$28,602	\$187,000	\$22,000	\$1,158,430	\$636,927

TABLE 2: RELATIVE CHANGES IN COMMITTEE PLAN ALLOCATIONS TO CRIMINAL JUSTICE PROGRAMS, 1975-1978

Program Title	1975 Plan		1976 Plan		1977 Plan		1978 Plan	
	Allocation	Percent	Allocation	Percent	Allocation	Percent	Allocation	Percent
1: Police Personnel Development	\$ 349,292	2.3%	\$ 436,400	2.8%	\$ 226,232	2.0%	\$ 176,468	1.8
2: Police Management and Support	730,371	4.7	401,798	2.6	234,450	2.1	117,224	1.2
3: Police and the Community	773,923	5.0	601,809	3.9	444,994	3.9	459,573	4.7
4: Patrol and Investigative Improvements	709,166	4.6	1,052,677	6.8	940,966	8.3	731,560	7.
5: Police Communications	1,204,901	7.8	1,184,120	7.7	701,528	6.2	456,200	4.7
(POLICE/CRIMES TOTALS:)	(\$3,767,643)	(24.5%)	(\$3,676,804)	(23.9%)	(\$2,548,170)	(22.5%)	(1,941,025)	20.0
21: Prosecution	\$1,332,663	8.6%	\$1,725,725	11.2%	\$1,234,708	10.9%	862,847	8.9
22: Defense	1,270,384	8.2	1,314,012	8.5	810,081	7.2	626,272	6.4
23: Court Administration	764,135	5.0	421,781	2.7	478,124	4.2	541,384	5.6
(COURTS TOTALS:)	(\$3,367,182)	(21.8%)	(\$3,461,518)	(22.5%)	(\$2,522,913)	(22.3%)	(2,030,503)	20.9
31: Probation and Diversion	\$1,516,807	9.8%	\$1,552,715	10.1%	\$ 838,381	7.4%	794,214	8.2
32: Drug/Alcohol	373,204	2.4	296,811	1.9	200,000	1.8		
(PROBATION/DIVERSION TOTALS:)	(\$1,890,011)	(12.3%)	(\$1,849,526)	(12.0%)	(\$1,038,448)	(9.2%)		

TABLE 2 (Continued)

Program Title	1975 Plan		1976 Plan		1977 Plan		1978 Plan	
	Allocation	Percent	Allocation	Percent	Allocation	Percent	Allocation	Percent
41: State Adult Corrections	1,405,649+	9.1%+	1,800,090	11.8%	635,785	5.6%	\$ 408,023	4.2
42: County Adult Corrections	1,003,819	6.5	1,019,502	6.6	673,757	5.9	581,303	6.0
43: Parole					414,573	3.7	333,400	3.4
(CORRECTIONS TOTALS:)	(\$2,409,468)	(15.6%)	(\$2,735,938)	(18.4%)	(\$1,724,115)	(15.2%)	(1,322,400)	13.6
51: Local Juvenile Programs	\$1,929,287	12.5%	\$1,519,576	9.9%	\$ 971,431	8.6%	728,285	7.5
52: State Juvenile Programs	896,521	5.8	1,216,362	7.9	855,073	7.5	858,849	8.8
53: JJDPB Programs					1,002,723	8.9%	1,795,357	18.5
(JUVENILE JUSTICE:)	(\$2,825,808)	(18.3%)	(\$2,735,938)	(17.8%)	(\$2,829,227)	(25.0%)	(3,382,491)	34.8
61: Criminal Justice Information System	\$ 747,731	4.9%	594,000	3.9%	\$ 313,000	2.8%	120,000	1.25
62: Evaluative Research	407,321	2.6	240,000	1.6	160,000	1.4%	120,000	1.25
(CJ SERVICES AREA TOTALS:)	(\$1,155,052)	(7.5%)	(\$ 834,000)	(5.4%)	(\$ 473,000)	(4.2%)	(240,000)	2.5
71: Systemwide Violent Crime Programs					\$ 184,845	1.6%		
TOTALS:	\$15,415,164	100.0%	\$15,385,378	100.0%	\$11,320,718	100.0%	9,708,959	

NOTE: Total allocation for each year includes reallocations from previous years' funding.

PROGRAM 78-11: POLICE PERSONNEL DEVELOPMENT

PROGRAM INTENT AND PRIORITIES:

The Committee reaffirms its commitment to improving the quality of law enforcement services provided to the public by improving the quality of training for the police personnel who deliver them. Unless training is continually upgraded, LEAA resources invested in programs such as field operations and investigative improvements will have a minimal impact. Therefore, the area of personnel development will receive continued support in 1978.

78C-065.1161	Criminal Justice	Police Personnel	\$176,468
	Training Council	Development	

This grant will continue support for the Massachusetts Criminal Justice Training Council, which provides crime-related skills for police recruits and officers needing specialized training.

The Council provides a comprehensive curriculum of recruit instruction, including instruction in innovations in the law enforcement field, such as new procedures mandated by court decisions, technological developments, and new approaches to relating to social service agencies and community groups concerned with crime prevention and control.

Training will be provided for investigative officers in techniques designed to identify offenders, assist in their apprehension, increase the percentage of offenses cleared by arrest, and increase conviction rates (especially of Part I offenses) through the professional collection, preservation, and presentation of evidence.

Management training will be provided for lower and middle-level police supervisors to improve patrol and investigative management. Upper-level commanders will be trained to better manage the functions of their police departments, receiving training in coordination of patrol, investigative, and tactical divisions; crime-specific planning; and the allocation of patrol and investigative resources.

PROGRAM 78-11: POLICE PERSONNEL DEVELOPMENT

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	PART C FUNDS		CASH MATCH		TOTAL COST	MOS	YR OF UPPT
				FY 1978	FY 1977	LOCAL	STATE			
Police Personnel Development	Criminal Justice Training Council	78C-065.1161	S	\$176,468			\$ 19,608	\$ 196,076	12	N/A

PROGRAM 78-12: POLICE MANAGEMENT AND SUPPORT

PROGRAM INTENT AND PRIORITIES:

The Committee has an interest in bringing to police departments, the technical assistance necessary to identify and solve their particular manpower, administrative, operational or other problems. Without the benefit of this assistance, the police cannot expect to undertake a critical analysis of their operations or to implement and institutionalize any improvements that result.

Most management technical assistance needs of the police departments in Massachusetts' smaller cities and towns involve a relatively limited number of basic problems. Until recently, these departments had no source of management support except for expensive consulting relationships with private firms. In order to bring management technical assistance to a much larger number of departments in small and medium-sized towns, the Committee encouraged the creation of the Massachusetts Police Institute. The MPI is sponsored by, and is accountable to, the Massachusetts Association of Chiefs of Police.

78C-215.1261	Massachusetts	MPI Technical	\$117,224
	Police Institute, Inc.	Assistance	

The Committee will continue to support the Massachusetts Police Institute, Inc., which provides management technical assistance to the medium sized and smaller police departments in the Commonwealth.

The institute will receive continued funding in 1978 to provide the following services:

- (1) MPI will emphasize management improvements that bear directly on the police crime central function. (This approach will improve management information systems for police executives in the areas of manpower allocation, sector design, incident analysis and productivity.
- (2) Analyzing of crime incidents and patterns.
- (3) Inventories of manpower and analyses of manpower distribution.
- (4) Assistance in revising records and information systems, including complaint, dispatch, and response-time analysis.
- (5) Improving personnel management.

PROGRAM 78-12: POLICE MANAGEMENT AND SUPPORT

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	PART C FUNDS		CASH MATCH		TOTAL COST	MOS	YR O SUPP
				FY 1978	FY 1977	LOCAL	STATE			
Technical Assistance	Massachusetts Police Institute, Inc.	78C-215.1261	L	\$117,224			\$ 13,025	\$ 130,249	12	4

PROGRAM 78-13: POLICE AND THE COMMUNITY

PROGRAM INTENT AND PRIORITIES:

The crimes of greatest concern to citizens--homicide, robbery, burglary, larceny, rape--usually occur in a neighborhood setting, and the highest rates of victimization are found in low-income neighborhoods. However, it is precisely in these neighborhoods that police encounter the greatest hostility from residents. Police cannot be effective without active citizen support. If the problem of police-community conflict in the midst of soaring crime rates cannot be resolved, all other efforts to strengthen police capabilities will be of limited value.

Police-community conflict is not accidental, nor is it a new phenomenon. During the past twenty-five years many factors such as new technological developments have tended to increase the mobility of the police while diminishing their contact and communication with the residents of many neighborhoods in the Commonwealth's major cities. This has significantly reduced police effectiveness in preventing certain types of crime and in rendering quality service in many situations. Similarly, efforts to increase the efficiency and professionalism of police work have sometimes had the side effect of limiting the discretion available to the individual officer and reducing the ability of police to adapt to changing neighborhood needs. The increasing class and ethnic differences between police and the residents of high-crime neighborhoods have heightened the problems of communication between the two groups. The replacement of densely populated neighborhoods by high-rise housing projects has made effective police patrol work virtually impossible in some neighborhoods.

The purpose of this program is to support a variety of locally initiated efforts which will attempt to improve the present situation.

1. Use of Paraprofessionals and Civilians

This category provides for the employment of paraprofessionals (usually called Police Service Aides or Community Service Officers) and civilians (community security organizers), to work closely with police departments in improving the security of citizens. The purpose is to free up police patrol time so that officers can concentrate more intensively on crime-specific functions. Priority has been placed on the development and continuation of programs located in high crime urban area neighborhoods. Projects funded under this category in 1978 will have the following general objectives:

- (1) To improve general service delivery by the local police department by absorbing police service calls (traffic, emergency, minor disputes, and social service).
- (2) To improve the ability of neighborhood residents to prevent crime through education in target-hardening and other security methods, and through the organization of citizens in methods of self-protection.
- (3) To increase participation of victims and witnesses in criminal proceedings through emergency assistance, counseling, and other services.

78C-123.1312

Boston

Senior Citizen
Security Program

\$43,736

This grant will support a security program for elderly residents, which operates city-wide, but with special attention to Roxbury, North Dorchester, and the South End. The program is administered by the Mayor's Commission on Affairs of the Elderly, a multi-service umbrella agency.

The project works primarily through existing city and private agencies, and associations of elderly residents. The main focus of the project is to coordinate existing but scattered and sometimes untapped crime prevention resources for senior citizens. This will be accomplished mainly by developing and disseminating security and other information on new and improved methods of self-protection for the elderly. Key agencies, such as the Boston Police Department through its Crime Prevention Unit are involved in the project's activities. In 1978 specific activities will include the development of programs to improve public information on elderly security; police community relations involving the police response to elderly problems; banking and checking practices, to decrease victimization; business and industry actions to improve security services for the elderly; and victim advocacy, to provide assistance with bureaucratic processes following a crime.

2. Police-Community Relations

Two of the most serious consequences of poor police-community relations are increased tensions that frequently escalate into violent confrontations, and reduced willingness of citizens to cooperate with the police as victims or witnesses. Projects in this category in 1978 will focus on improving police-community relations in order to increase citizen willingness to participate in the reporting and solving of Part I crimes, and on providing a mechanism for citizen involvement in police policy-making on crime-oriented issues.

78C-169.1331	Cambridge	Community Relations Task Forces	\$9,256
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This grant will support a task force coordinator who will work out of the Crime Prevention Section of the Cambridge Police Department. The basic strategy of the project is to conduct task force meetings in eleven neighborhoods as well as one city-wide meeting. These meetings would serve to identify community problems with police services so that methods for addressing them can be formulated, and solutions found and implemented. Using this problem identification method, the task force coordinator will work within the Cambridge Police Department and in cooperation with the community to develop action plans for solving the issues of highest priority.

78C-153.1331	Springfield	Police/Community Relations Project	\$60,307
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This grant continues a Police/Community Relations Unit within the Springfield Police Department. Project objectives include the following:

- (1) To improve the trust, cooperation, and information flow between the community and the police;
- (2) To promote community participation with the police in identifying solutions to crime problems;
- (3) To develop effective responses to unique community situations and problems;
- (4) To redefine certain police operations to increase day-to-day contact with community residents; and
- (5) To promote a better community understanding of the role and problems of the police officer.

3. The Police and Crime Prevention

The Committee has recognized community-based crime prevention as its priority police/crimes program category for 1978. This decision was arrived at after a series of inquiries at the local level determined a definite need and desire for community assistance to the police and police assistance to the community in addressing the rising crime rate.

The rising crime rate can be effectively impacted in a number of ways through community-based crime prevention programs. This has been proven by activities in other states. The major

impediments to successful program have generally been recognized as problems of implementation and structure rather than content. For this reason, the Committee desires a closely coordinated and concentrated local effort combined with a clearly defined state-wide function.

If handled properly, the community-based crime prevention concept is effective while generating many peripheral benefits, such as; cost effectiveness, community awareness and involvement, police-community relations improvement and community mobilization for a common goal. For these reasons, the Committee will initiate the preliminary stages of a long-term commitment to community-based crime prevention.

For an operational standpoint, communities will develop their own needs and resources and then formally apply through both the local officials and the police department for technical assistance from a state crime prevention bureau. State-wide coordination and technical assistance will be provided by the State Planning Agency and the crime prevention bureau as specified.

This category will provide for establishing a concentrated state-wide crime prevention effort.

78C-122.1351	Boston	Commercial Burglary	\$109,121
		Prevention Program	

This grant will fund a commercial burglary prevention program for the City of Boston. The project has two components:

- (1) A prevention component which will conduct premise security surveys in commercial establishments which have been burglarized in each of the eleven police districts. The surveys will be conducted by commercial burglary prevention officers who will operate out of Informational Services. A civilian will perform follow-up surveys one month later. In addition, crime prevention seminars will be held for all businesses on a district by district basis.
- (2) An apprehension component which will team eleven district detectives with the commercial burglary prevention officers to conduct intensive investigations of commercial break-ins.

Other activities associated with the program will include instruction in report writing, expanding the capacity for computer programming, security method training at the Crime Prevention Institute, and performing a feasibility study on including security requirements in the Building Code.

78C-214.1361	Massachusetts Police Institute, Inc.	Massachusetts Crime Preven- tion Bureau	\$144,464
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The Massachusetts Police Institute, Inc. will establish a state-wide crime prevention bureau which will assist and coordinate various local crime prevention programs, develop standard crime prevention packages and a state crime prevention logo. It will also deliver specialized technical assistance to community-based crime prevention programs and evaluate the relative operational effectiveness of several crime-specific approaches.

The bureau will act as a vehicle for communities to set-up their own crime prevention programs in cooperation with the local police department and its crime prevention officer.

It will conduct in-depth research and development related to crime prevention programs and resources around the country as well as identify and utilize private service and labor organizations for funding and/or support for the Massachusetts crime prevention effort.

The bureau will also coordinate the development of both the local and state level functions as long range, measurable crime prevention programs.

78C-066.1381	Massachusetts Criminal Justice Training Council	Crime Prevention Training	\$92,689
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The Massachusetts Criminal Justice Training Council will provide an in-state crime prevention training program, which will deliver specialized and general crime prevention training to practitioners, administrators and municipal officials who are directly or indirectly involved in the implementation of crime prevention programs.

The council will provide the following programs:

- a) An intensive 80-hour course for police and community practitioners.
- b) A modular three-day, twenty-four hour component for training in community organizational skills.
- c) A two-day, 16 hour course in crime prevention concepts for both police administrators (chiefs) and municipal officials.

PROGRAM 78-13: POLICE AND THE COMMUNITY

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	PART C FUNDS		CASH MATCH		TOTAL COST	MOS	YR OF SUPP
				FY 1978	FY 1977	LOCAL	STATE			
Senior Citizen Security Program	Boston	78C-123.1312	L	\$43,736		\$ 2,430	\$ 2,430	\$ 48,596	12	4
Community Relations Task Forces	Cambridge	78C-169.1331	L	9,256		514	514	10,284	12	4
Police/Community Relations Project	Springfield	78C-153.1331	L	60,307		3,350	3,351	67,008	12	2
Commercial Burglary Prevention Program	Boston	78C-122.1351	L	109,121		6,062	6,063	121,246	12	2
Massachusetts Crime Prevention Bureau	Massachusetts Police Institute, Inc.	78C-214.1361	L	144,464			16,052	160,516	12	1
Crime Prevention Training	Mass. Criminal Justice Training Council	78C-066.1381	S	92,689			10,299	102,988	12	1
TOTALS				\$459,573		\$12,356	\$ 38,709	\$510,638		

PROGRAM 78-14: PATROL AND INVESTIGATIVE IMPROVEMENTS

PROGRAM INTENT AND PRIORITIES:

The most effective patrol and investigative strategies for a given department will depend heavily upon the specific crime problem under consideration, the profile of the criminal population, and the amount of manpower and other resources that can be committed to attack the problem. In order to arrive at improved anti-crime strategies, police departments need to base the allocation of available manpower and the selection of strategies on a thorough analysis of each type of crime. In this way, the police response to a problem can be adjusted and otherwise upgraded from time to time as conditions change. The overall objective of the "Patrol and Investigative Improvements" category is to build the concept of "flexible deployment" of patrol and investigative resources into as many Massachusetts police departments as possible.

1. Resource Allocation and Crime Analysis

Projects funded under this category will serve as the core of departmental efforts to assign manpower most efficiently by shifts and sectors, that is, when and where the need for police services is greatest. This addresses the issue of how to get the most police officers on the street during the periods when they are needed the most. Projects will also address a second question, which is what should the police do when they are on patrol to reduce crime. Projects to be funded in 1978 will provide one or both of the following components to their police departments:

- (1) The capability to handle the statistical methods to determine manpower needs by shift and sector, and to design resource allocation plans to free up existing personnel for maximum patrol coverage.
- (2) The ability to identify and analyze crime incidence patterns consisting of crime statistics, modus operandi information, criminal intelligence, and related information, in order to formulate police options for use by police commanders.

Implementation of these projects will involve the following

- (1) Development of an intra-departmental working team, composed of civilian and/or police personnel, and drawn from the planning, records, patrol, detective, and crime prevention

units; and led by a small core staff of permanently assigned analytical personnel.

- (2) Primary concentration on increasing the patrol and investigative resources available within the department, by freeing up maximum police time through better methods of resource allocation and by relieving police of time-consuming, marginal police functions.

78C-049.1465 Fall River Crime Analysis \$16,200

This grant will support a crime analyst unit in the Fall River Police Department. The analyst will be a member of a planning team-composed of the Deputy Chiefs of Operations and Administration, the Captains in Charge of Patrol and Detective Divisions, the Records and Crime Prevention officers, and the current department planner. This team will contribute to the accomplishment of the following objectives: (1) To review, analyze, and propose alternative methods for the allocation of patrol manpower; (2) To analyze crime data and disseminate reports based on an analysis of that data; and (3) To develop plans for structured (i.e., deterrent) preventive patrol.

78C-130.1465 Quincy Crime Analysis \$16,932

This grant supports a crime analysis unit and a residential security program which perform the following services:

- (1) Commercial Security and Crime Prevention Project: Staff and police officers will work with merchants in target-hardening and other educational activities to reduce commercial robbery, burglary, and shop-lifting. Regulatory measures such as alarm controls and building security codes will be developed.
- (2) Residential Security: The "Neighborhood Watch" program, which is credited partly for the 35 percent reduction in burglary in 1975 over 1974, would expand to the entire city and various approaches to neighborhood organizing will be tried on an experimental basis and evaluated. Methods that work in particular types of neighborhoods and dwelling units will be analyzed and made available to other communities for their use.

78C-048.1465 New Bedford Crime Analysis Unit \$26,580

The New Bedford Crime Analysis Unit consists of two police officers (a lieutenant in command and a sergeant) and one civilian analyst. The unit performs two basic functions:

- (1) **Crime Analysis:** Information on crime patterns and trends, modus operandi, and intelligence is collated and analyzed for distribution to patrol and investigative units in several different types of formats.
- (2) **Resource Allocation:** One staff member works exclusively on the manual analysis of patrol unit workloads in order to develop information that patrol commanders can use in redrawing sector boundaries and modifying manpower allocations.

78C-237.1465 Woburn obo Crime Analysis Unit \$28,482
NEMLEC

This grant will continue the NEMLEC Crime Investigation Support and Analysis Unit (CISAU), which serves the twenty cities and towns which form the Northeastern Massachusetts Law Enforcement Council. Staff include a director, a research analyst, and a secretary. The project is located in Woburn.

Project activities focus totally on crime analysis and dissemination. The emphasis is on the collection of data on crime incidence; known suspects; modus operandi; and especially crimes with a high chance of recurrence by the same offenders: burglary, drug offenses, robbery, larceny, rape and sex-related crime, and auto theft. Staff is responsible for analyzing the data in an effort to identify crime patterns or suspects. This information, in turn, is disseminated to investigators in the NEMLEC network.

2. Implementation of Innovative Patrol Approaches

The purpose of this program category is to support anti-crime patrol improvements that are a departure from past techniques, that reflect substantial planning, and that demonstrate a strong likelihood of success. The project to be funded in 1978 provides for special tactical patrols, which formulate particular strategies around each crime problem, and which vary the strategies according to neighborhood, season, offender population, and other factors.

78C-063.1411 Worcester Crime Impact Program \$144,198

This grant will provide for the continuation of a special impact project initiated in 1973, designed to reduce robbery and burglary in a specified high crime area. The project has seven components:

- (1) Central Impact Staff: This includes the Impact commander (a police captain), a clerical staff of two, a crime analyst, two sergeants, 23 patrolmen, and twelve police service aides (PSA's) who constitute the Impact Patrol.
- (2) Police Service Aides: The project employs 35 paraprofessionals who handle routine service calls and other duties formerly the responsibility of Worcester police officers. They constitute the core of the Impact program, as they free up the time of police officers who now are assigned either to patrol duty or to special robbery and burglary units.
- (3) Robbery Strike Force: This unit consists of a sergeant and seven patrolmen who operate in the Impact Sector. They periodically change strategies, and handle all aspects of robbery, from preventive patrol to investigation.
- (4) Burglary Task Force: This consists of a sergeant and nine patrolmen who handle all burglary investigations in Impact and patrol selected high-incidence routes in unmarked vehicles.
- (5) Crime Prevention Unit: Four police officers will provide educational information on security homes and businesses from burglary and robbery.
- (6) Crime Analyst: This is a civilian who collects and analyzes robbery modus operandi and other intelligence information for the robbery strike force.
- (7) Operations Analyst: This position develops and collects management oriented statistical information on the functions of Impact components and overall department operations.

The project addresses the following objectives:

- (1) To reduce the incidence of robbery and burglary, city-wide and in the Impact Sector;
- (2) To increase the proportion of resources allocated by the Worcester Police Department to activities designed to reduce the crimes of robbery and burglary;
- (3) To institutionalize in the Worcester Police Department new capabilities to respond flexibly to the target crimes;
- (4) To increase the clearance rates of target crimes;
- (5) To test and gain experience in the utilization of new methods of crime-specific planning and program development;

- (6) To provide for additional dispositional alternatives for target crime offenders;
- (7) To develop and encourage community involvement in and responsibility for crime prevention activities;
- (8) To ensure that crime reduction activities in the Impact Sector are effectively coordinated with crime reduction activities of other Worcester Police Department units.

3. Investigative Improvements

In addition to strengthening the capabilities of law enforcement agencies and other parts of the criminal justice system, the Committee recognizes that other approaches to crime prevention are needed which complement the capabilities of line agencies and focus those capabilities on reducing particular categories of crime. Like most other occupations, crime has grown more highly specialized in recent years. Consequently, for many categories of crime relatively specialized strategies are necessary for successful prevention or apprehension.

"Organized crime" has been a familiar term for years, but recently the traditional organized criminal groups in Massachusetts have extended their activities to new kinds of crime. More important, crime categories which are usually thought of as small-scale have become more organized and sophisticated, with large and highly mobile criminal groups operating on a regional basis as well as in contiguous states.

Finally, changes in technology and business practices have made possible whole new categories of crime which are outside the scope of, or resistant to, conventional law enforcement activities, e.g., cargo thefts, consumer fraud, and many new varieties of "white-collar crime."

New approaches to prevention and apprehension are required to counter these new developments in crime. First, in many cases these new approaches must be specialized, defining specific categories of crime in particular areas for attention. Second, these new efforts will need to be designed around a detailed knowledge of the incidence, organization, and operational methods of the type of crime under attack. Finally, these new efforts should try whenever possible to coordinate the resources of criminal justice agencies which would otherwise not be focused on serious crime problems, e.g., coordinating the efforts of all the police agencies in a region and developing links between the police, the courts, and other criminal justice agencies in a town to cope with a particular type of crime.

The Committee has identified two types of crime for attention in this program:

- (1) Syndicated Criminal Activities, such as organized and white collar crime and narcotics traffic.
- (2) Other criminal activities, such as rape and arson, which pose serious problems to local police due to the difficult nature of the offense and the limited investigative personnel available.

a. Statewide Investigative Improvements

78C-201.1421	Department of Public Safety	Crime Prevention and Control (CPAC) Teams	\$82,000
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This grant will allow the Department of Public Safety to continue its ten Crime Prevention and Control (CPAC) Teams. Each CPAC team will be composed of state police investigators drawn from the agency's several specialized units: special services, narcotics, uniformed troopers, and detective lieutenants. A senior detective lieutenant will be in command of each CPAC team, most of which will work out of a State Police barracks. The CPAC teams will provide basic investigative services to municipalities that have insufficient local police resources to conduct effective investigations. The CPAC's constitute an additional step in the integration of State Police investigative forces: the teams will be located within the Bureau of Investigative Services in the newly created Office of Investigation and Intelligence. The detective lieutenant in charge of each CPAC will report to the major in charge of investigative services. Funds will be used for vehicle maintenance, telephones, and the purchase of confidential information and evidence.

b. White Collar and Professional Crime

78C-124.1431	Boston	Suffolk County Inves- tigation and Prosecu- tion Unit	\$250,368
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The Suffolk County Investigation and Prosecution Project (SCIIPP) is a special investigative unit within the district attorney's office, which handles major investigations into white collar fraud and professional crime. It is staffed by a Special Assistant District Attorney as project director, four other attorneys, five financial investigators, a legal assistant, two legal secretaries, and four research assistants. Eight police officers from the Boston, State, and MDC police function as investigators for the project.

SCIPP focuses on major fraud and professional criminal organizations, and uses sophisticated investigative and legal tools to build cases against principal conspirators. A major component of the project is a complement of fraud investigators who handle public corruption and other types of financial crimes where accounting and auditing skills are essential to the development of criminal cases.

78C-059.1436	Norfolk County	White Collar Crime Unit	\$75,000
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This project will continue to investigate and prosecute perpetrators of economic crimes. A team with competence and expertise in the field of white collar crime has the ability to move into investigations of government fraud, credit and bankruptcy fraud, insurance and land fraud, and bribery and conflicts of interest.

c. Narcotics and Other Dangerous Drugs

78C-199.1432	Department of Public Safety	Diversion Investiga- tive Unit (DIU)	\$29,300
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The Diversion Investigation Unit concentrates on curtailing the illegal diversion of controlled substances, such as amphetamines and barbituates at the wholesale and retail levels. The unit also provides training to state agencies, and collects and disseminates drug intelligence information.

DIU personnel conduct surveillances, undercover assignments, and utilize investigative methods for gathering intelligence and evidence. The unit concentrates its efforts on physicians, pharmacists, and nurses.

d. Organized Crime

78C-240.1461	Committee on Criminal Justice	Organized Crime Control Council	\$27,500
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The Organized Crime Control Council (OCCC) was created by Executive Order in 1974 to serve as a special subcommittee of the Committee on Criminal Justice. Its purpose is to function as a planning group to develop new strategies for controlling organized crime in the Commonwealth. The Council is chaired by the Attorney General, and its members include the Commissioner

of Public Safety, the Commissioner of the Boston Police Department, a representative of the private sector, two district attorneys, and an official of the federal law enforcement system.

The Council staff is responsible for performing research, technical, and administrative work. It is assisted by resource personnel from the organizations represented on the Council, as well as other persons from business and the field of education and government who have special knowledge or expertise in organized crime control.

The basic objectives of the Organized Crime Control Council are:

- (1) To gather and analyze data which will make it possible to measure and describe more accurately the extent of organized crime in Massachusetts;
- (2) To index and inventory the major law enforcement and other public and private resources which are available to combat organized crime;
- (3) To coordinate the use of all available resources and promote the most economical expenditure of these resources;
- (4) To advise the Committee on Criminal Justice on the planning, initiation, development and evaluation of projects to control organized crime;
- (5) To review existing laws and regulations affecting organized crime activities, and make recommendations for new or modified legislation;
- (6) To develop a public information program on the nature and extent of organized crime in Massachusetts.

e. Arson Investigation

78C-172.1434	Lynn	Arson Team	\$35,000
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This grant will support a six-man arson team composed of fire, police, and prosecutorial personnel. Funds will be used for the special arson prosecutor, office and administrative expenses and equipment. The objectives of the project are as follows:

- (1) To reduce the spiraling rise in the number of arson incidents in Lynn;

- (2) To increase the number of arrests of arson suspects;
- (3) To increase the number and risk of non-payments by insurance companies in cases where the arson team can prove that a fire was deliberate;
- (4) To increase the investigative professionalism of the arson team officers;
- (5) To employ one assistant District Attorney who would be specifically utilized by the squad.

PROGRAM 78-14: PATROL AND INVESTIGATIVE IMPROVEMENTS

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	PART C FUNDS		CASH MATCH		TOTAL COST	MOS	NR O SUPP
				FY 1978	FY 1977	LOCAL	STATE			
Crime Analysis	Fall River	78C-049.1465	L	\$16,200		\$ 900	\$ 900	\$ 18,000	12	2
Crime Analysis	Quincy	78C-130.1465	L	16,932		940	941	18,813	12	3
Crime Analysis Unit	New Bedford	78C-048.1465	L	26,580		1,476	1,477	29,533	12	3
Crime Analysis Unit	Woburn obo NEMLEC	78C-237.1465	L	28,482		1,583	1,582	31,647	12	3
Crime Impact Program	Worcester	78C-063.1411	L	144,198		8,011	8,011	160,220	12	4
Crime Prevention and Control (CPAC) Teams	Department of Public Safety	78C-201.1421	S	82,000			9,111	91,111	12	3
Suffolk County Inves- tigation and Prosecu- tion Unit	Boston	78C-124.1431	L	250,368		13,909	13,909	278,187	12	4
White Collar Crime	Norfolk	78C-059.1436	L	75,000		4,166	4,167	83,333	12	2
Diversion Investiga- tion Unit	Department of Public Safety	78C-199.1432	S	29,300			3,256	32,556	12	4
Organized Crime Control Council	Committee on Criminal Justice	78C-240.1461	S	27,500			3,056	3,056	12	4
Arson Team	Lynn	78C-172.1434	L	35,000		1,944	1,945	38,889	12	2
TOTALS				\$731,560		32,929	\$ 48,356	\$ 812,845		

PROGRAM 78-15: POLICE COMMUNICATIONS

PROGRAM INTENT AND PRIORITIES:

The Committee seeks to enable police agencies to (1) communicate with, and coordinate their operations with their own units and with units from nearby cities and towns and other law enforcement agencies, and (2) effectively and efficiently perform the complaint/dispatch function. To this end, the Committee will support a series of inter-related improvements in intra- and inter-agency communications.

The program addresses the following concerns:

- (1) Increasing intra-and inter-agency coordination through utilization of local, district, regional, and state-wide channels.
- (2) Reducing channel congestion through reassignment and sharing of frequencies on an equitable basis, reduction of air time, improvement of radio discipline, and reduction of competition for use of the channel among co-channel licensees.
- (3) Reducing interference to/from distant users, and improving coverage throughout a department's jurisdictional area.
- (4) Improving dispatching methods and capabilities.
- (5) Replacing old and unreliable equipment.
- (6) Reducing police response time.

Most of the resources available under this program category will be used to support statewide and regional voice systems. The Committee will concentrate on implementing the recommendations of studies and communication plans developed previously, upgrading existing systems, and tying them together to achieve regionwide and statewide communication coverage. The overall goal in this area is to bring the state police system and municipal police regional networks up to uniform standards of capacity, coverage and reliability. The Committee has assigned priority to two categories of projects in this area:

- (1) Improvements in the state police communications system, providing links within each troop and between troops.
(Component A)

- (2) Completing municipal police regional systems in regions where implementation has previously begun.
(Component B)

The Committee has supported both of these categories in previous years, and in 1978 funding for this area will be limited to projects that have previously begun to implement systems, and which require additional funds to complete implementation.

1. State Police Communications System.

Modernization of the State Police communications system has been a Committee priority for the past six years. The old system, essentially operating on one radio channel, is severely congested and obsolete, substantially reducing the operational effectiveness of State Police field units. While the new system will also use low-band frequencies, the Committee will support purchase of multi-channel radios for cruisers, construction of new base stations for improved coverage, and new micro-wave terminals linking headquarters with base stations for improved reliability. The new system utilizes a statewide emergency channel, a separate channel for each troop subsystem, and several statewide channels for special purposes.

The modernization plan is being implemented in five phases. Phase 1, supported by 1972 and 1973 funds, and Phase 2, supported by 1974 funds, respectively implemented the subsystem in Troop A, which includes all of Essex and Suffolk Counties, most of Middlesex County, plus roughly that part of Norfolk County which lies within Interstate 495, and the subsystem in Troop D, headquartered in Middleborough, and including Plymouth, Barnstable, Dukes, and Nantucket Counties, most of Bristol County, and part of Norfolk County. These subsystems are not operational. FY 1975 and 1976 funds were allocated for Phase 3, the Troop C subsystem, covering all of Worcester County, the northwestern part of Middlesex County, and the easternmost part of Franklin County. This subsystem will be operational by late 1976. FY 1976 funds were also used to begin implementation of the Troop B subsystem, which covers Hampden, Hampshire, and Berkshire Counties, and most of Franklin County. FY 1977 funds were used on the Troop B subsystem. FY 1978 funds will be used to complete the Troop B subsystem and possibly to initiate work in the last phase, the General Headquarters subsystem.

78C-200.1511

Department of
Public SafetyRadio System IV,
Part III

\$155,000

The State Police radio communication network covers the entire state geographically, and is organized according to the four State Police troops, Troops A, B, C, and D. Troops A, C, and D have received their equipment under previous grants in an ongoing, multi-year procurement. Troop B has previously received a portion of its radio equipment; this grant will enable DPS to purchase equipment toward the completion of Troop B's requirements. Troop B is headquartered in Northampton, and encompasses all of Berkshire, Hampden, and Hampshire Counties, and most of Franklin County.

2. Municipal Police Regional Communications Systems.

The Committee's efforts to improve local police communication capabilities are guided by the Municipal Police Communications Plan of July, 1972 (Plan). The Plan, incorporating the recommendations of the municipal Police Communications Project Study of April 1972 (Study), divides the Commonwealth into nineteen (19) municipal police radio regions and identifies the improvements needed to provide the police in each region with a basic level of communications. Subsequent to the publication of the Plan, in two cases, two adjoining regions merged into one; it is thus presently envisioned that there will eventually be seventeen (17) regions.

The Study proposed implementation of an overlay (regional) channel in order to provide each member department with a regional communications capability. For purposes of assigning primary (local) channels, each region is divided into subregions. The number of departments in a subregion, i.e., sharing a primary channel, is determined by such factors as size of the departments, population served, number of calls for service, and traffic loading estimates. This approach is intended to change frequency assignments and usage in order to bring about a more equitable use of available channels and reduce overloading on some channels.

The regional and local channels will be available for use both at headquarters and in the field. In most regions, the regional channel and all local channels lie in one frequency band so that multi-channel radios can accommodate all assigned channels.

To date, the Committee has provided funding for eight regional systems. The regions are as follows:

- (1) Southeastern Massachusetts Region
(comprising departments in Bristol and Plymouth Counties)
- (2) Northeastern Massachusetts Law Enforcement Council (NMLEC) (comprising departments in Middlesex and Essex Counties)
- (3) Greater Boston Police Council (GBPC)
(comprising departments in Middlesex, Suffolk, and Norfolk Counties).
- (4) Western Massachusetts Law Enforcement Council (WMLEC)
(comprising departments in Hampshire and Hampden Counties)
- (5) Central Middlesex Law Enforcement Council (CMLEX) /
Assabet Valley Police Council (AVPC)
(comprising departments in Middlesex and Worcester Counties)
- (6) Plymouth County
- (7) Franklin County
- (8) Worcester Region

Except for NMLEC, GBPC, and Plymouth County, system implementation for the above regions has been or will be completed with previous years' funds.

78C-023.1531	Newton	Greater Boston Police Council Radio System Phase III Continuation	\$75,000
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This project involves completion of a modern UHF basic voice regional communications system for members of the Greater Boston Police Council, consisting of 23 cities. It is a multi-channel system providing regional, district and local municipal communications for some 33 departments. Phase I involved the implementation of a regional "overlay" system to enable participating departments to inter-communicate on the regional and district channels. Each

department was also provided several mobile and portable radios for use on the overlay channels by selected field units.

Phase II and III involves reconfiguration of the overlay system, and purchase and installation of local systems for the departments.

*78 Phase III continuation involves purchase of mobile and portable radios for some of the remaining cities and towns.

78C-238.1531	Burlington	NEMLEC Region-Wide Radio System	\$79,200
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The NEMLEC grant will support the completion of the fourth phase in the implementation of a regional communications system for the twenty departments of the Northeastern Massachusetts Law Enforcement Council (NEMLEC). This multi-channel system operates in the 482-486 MHz (UHF) band, providing both regional and local communications capability. The system utilizes two regional channels. For the purposes of local communications, NEMLEC is divided into eleven (11) subregions, each subregion being assigned one local channel.

Phase I (1974) involved development and installation of the regional "overlay" system for all participating departments. Phase II (1975) implemented local systems in fifteen (15) departments.

Andover	Reading	Tewksbury
Bedford	No. Reading	Winchester
Billerica	Wilmington	Tyngsborough
Burlington	No. Andover	Westford
Chelmsford	Stoneham	Woburn

In addition, Phase II purchased mobile relay stations for the remaining five departments:

Lowell	Lawrence
Dracut	Methuen
Melrose	

Phase III (1976) supported a reconfiguration of the overlay system designed to improve coverage characteristics, provide centralized control, and implement certain changes in frequency usage. Additional portable units and vehicular adapters are also being purchased with 1976 funds for the first fifteen (15) departments.

The system was based on the porta/mobile concept, whereby all the field radios consist of portable units, which operate in a dual role. First, they are inserted in the vehicle charger while cruising, and second, they are removed by the patrol officer when he leaves the car. This arrangement permits the officer to maintain communications when walking on foot away from a cruiser into a tight situation. However, it was found that the vehicle chargers did not withstand the continual insertion and removal in primary patrol cars. Accordingly, the NEMLEC Radio Committee decided to purchase a mix of straight mobile radios and portables for the remaining five towns:

Lowell
Lawrence
Melrose

Methuen
Dracut

78C-047.1531	Plymouth County	Plymouth County Police Communications System	\$147,000
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This grant supports the completion of the fourth phase in the implementation of a regional (county-wide) communications system, a multi-channel UHF system utilizing the 482 MHz band.

Phase I (1974) implemented an overlay system providing regional communications capability on two channels for each police department and the sheriff's department in Plymouth County.

Phases II and III (1975-76) supported the installation of local systems compatible with the regional overlay system in the following towns:

Abington	Marion
Bridgewater	Middleborough
Brockton	Plymouth
Carver	Plympton
Rockland	E. Bridgewater
Lakeville	W. Bridgewater

In addition, base station equipment was provided for Troop D of the State Police to allow them to participate in the Plymouth County network.

Phase IV (FY 1977 and 1978 funds) continues implementation of the system. Completion of the system requires local communications systems for the following departments:

Hingham	Hanson	Scituate
Halifax	Hull	Pembroke
Whitman	Duxbury	Hanover
Kingston	Norwell	Wareham
Marshfield	Rochester	

Mattapoisett, originally equipped under the Bristol County Radio System, will also receive equipment to enable it to interface with the Plymouth County System. Several Plymouth County agencies, viz., the Bureau of Criminal Investigation and the Sheriff's office will receive mobile radios. The County airplane will also be equipped with a mobile radio. Equipment will also be purchased for Cohasset, which is adjacent to Plymouth County.

The following major items of equipment will be purchased by the 1978 grant:

119 mobile radios
6 emergency generators.

PROGRAM 78-15: POLICE COMMUNICATIONS

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	PART C FUNDS		CASH MATCH		TOTAL COST	MOS	YR O UPP
				FY 1978	FY 1977	LOCAL	STATE			
Radio System IV, Part III	Department of Public Safety	78C-200.1511	S	\$155,000			\$17,222	\$172,222		
GBPC Radio System	Newton	78C-023.1531	L	75,000		\$4,167	4,166	83,333		
NEMLEC Radio System	Burlington	78C-238.1531	L	79,200		4,400	4,400	88,000		
Police Communications	Plymouth County	78C-047.1531	L	147,000		8,167	8,166	163,333		
TOTALS				\$456,200		\$16,734	\$33,954	\$506,888		



PROGRAM 78-21: PROSECUTION

PROGRAM INTENT AND PRIORITIES:

The central goal of the prosecution program is to improve the quality of the representation of the Commonwealth in criminal cases. Promoting the professionalism and efficiency of the prosecutor's office will have several beneficial results:

- (1) The Commonwealth's ability to render a rapid determination of guilt or innocence will be increased, through both increased efficiency in conducting individual trials and reduced caseloads resulting from more careful selection of cases to be prosecuted and from fewer appeals to the Superior Court.
- (2) The fairness of the trial process will be promoted through increased understanding of the rules of due process and the ability of district court judges to take a more neutral role in the proceedings.
- (3) Public confidence in the judicial system will be increased as fewer cases are continued or dismissed for want of prosecution.

To achieve this goal, programs in this area will focus upon (1) improving prosecution management including office resource allocation and case management; (2) expanding prosecutorial jurisdiction into new areas of high priority, and (3) increasing professionalism through personnel training and development.

1. Prosecution Management

The Committee will support the development of modern case management procedures in the prosecutor's office in order to speed case processing, reduce continuances and other trial delays, monitor the flow of cases through the office, and generate case status summaries and statistical reports which may serve as the basis for planning. In addition, projects will focus on increasing the district attorneys' ability to establish priorities in order to permit the best possible use of prosecutorial resources, and to ensure adequate and efficient preparation for trial. Improved prosecution management is a major goal in the effort to reduce backlog and delay in the judicial system.

A. Intake Screening

The purpose of intake screening is to provide the District Attorney with the management system necessary to enable him to exercise his discretion in the evaluation and selection of cases for prosecution. This is accomplished by assistant district attorneys who scrutinize all cases in which police have made an arrest, so that, prior to the filing of an application for a complaint, a determination may be made as to what charges should be brought, if any. Case intake screening also serves to ensure proper and thorough preparation of case file jackets, and immediate establishment of effective case control. Assessment of cases immediately after arrest provides the opportunity for the timely police investigation essential to complete case preparation. Thus, intake screening improves prosecution management and enables the District Attorney to assist in the effort to reduce backlog and delay in the courts. Screeners need not devote all of their time to the screening function, but may (when not screening) prosecute screened cases.

78C-035.2121	Plymouth County	Intake Screening	\$46,065
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This is a new project which will serve the Plymouth and Hingham District Courts.

78C-074.2121	Hampden County	Intake Screening	\$61,500
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This project operates in the Springfield District Court.

78C-177.2121	Essex County	Intake Screening	\$55,000
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This is a new project which will serve the Lynn and Lawrence District Courts.

78C-183.2121	Middlesex County	Intake Screening	\$236,740
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This is a new project which will establish intake screening units in the District Courts of Cambridge, Lowell, and Framingham.

B. Automated Case Resource Management

This program supports the District Attorneys in their effort to develop new prosecutorial management techniques, an effort encouraged by the Committee in order to speed case processing, reduce trial delays, monitor case flow, and promote office planning. Its purpose is to demonstrate the usefulness of an automated management system where extremely high caseloads render a manual system ineffective.

78C-104.2191	Suffolk County	Management Improvements	\$63,306
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The Committee will continue to support the implementation of an automated data system in Suffolk County designed to assist in case preparation and trial list management. During 1978, the project will provide for the following:

- (1) Criminal list management, which will implement management and information procedures designed to promote the expeditious flow of cases and the generating of established summaries regarding caseload, disposition, and average trial time.
- (2) Automated case management, which will assist the criminal list manager, and which will enable the District Attorney's office to maintain up-to-date information on the status of all pending cases; schedule cases automatically; produce case status reports by case and attorney; prepare indictments, witness notification lists and jail lists; score and rank cases systematically, utilizing established priorities; and improve internal office administration through the availability of statistics.

2. Victim/Witness Support

The criminal justice process is often confusing and frustrating for victims and witnesses. This project would provide personnel sympathetic to the feelings, fears, and questions of witnesses and victims, who would encourage cooperation with the prosecution, and who would stimulate public confidence in the criminal justice system. At the same time the program assists in the attack on delay in the courts by coordinating convenient dates for victims and witnesses, by informing victims and witnesses of changes in scheduled dates, and by arranging transportation for them to and from court.

78C-028.2122	Worcester County	Victim/Witness Assistance	\$46,093
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This project will develop a comprehensive service-delivery program for victims and witnesses in the Worcester area. Victim/witness specialists will operate in the Worcester Police Station and the Worcester District Court to provide the following services: contacting clients' employers to explain absences from work; providing transportation; making day-care arrangements; receiving victims and witnesses at court; locating assigned prosecutors and police officers; arranging pre-trial conferences; explaining court procedures and occurrences; acting as an advocate and counselor; and making social service referrals where appropriate.

78C-156.2122	Hampden County	Victim/Witness Support	\$30,384
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This project will provide personal contact, legal guidance, sympathetic assistance, and social services to victims and witnesses in the Springfield District Court. Two staff members will be present at the pre-complaint intake screening office of the district attorney for initial intake. Victims and witnesses who need referral to social service agencies will be immediately identified, and appropriate referrals will be made. After screening, staff members will coordinate trial dates, arrange for transportation, inform victims and witnesses about the criminal justice process, and accompany clients to court when necessary. A simple brochure describing the courthouse and court procedures will be developed.

78C-039.2122	Middlesex County	Victim/Witness Program	\$15,011
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This project, in cooperation with the district attorney's office, assists victims and witnesses in dealing with the criminal justice system. The victims and witnesses are assisted by an ombudsman, a translator, a domestic violence intervener, and a work restitution advocate. This staff investigates the medical and social needs of victims and witnesses, informs them of court appearances, and provides them with translation services when necessary. The ombudsman brings to the attention of the court any monetary losses the victim may have suffered, if the court is considering restitution. The project served 347 victims and 64 witnesses during 1976, and 279 victims and 70 witnesses during the first seven months of 1977.

3. Juvenile Prosecution

At present, most juvenile cases are prosecuted by police prosecutors. These projects support attorney prosecutors for juvenile cases who will meet the increasing need for regular professional representation of the Commonwealth in such cases. At the same time, attorney prosecutors for juveniles will contribute to the reduction of backlog and delay in the courts by carrying out pre-complaint screening and diversion.

78C-036.2129	Plymouth County	Juvenile Prosecution	\$71,539
78C-037.2129	Bristol County	Juvenile Prosecution	\$47,045

These two projects are intended to promote the professional and specialized prosecution of juvenile cases. They address the following objectives:

- (1) To prevent cases where there is insufficient evidence from reaching court;
- (2) To screen and divert those cases which are more appropriate for social service intervention than for court processing;
- (3) To reduce the cost of juvenile prosecution by screening out cases inappropriate for prosecution, by reducing continuances, by reducing the presence of unnecessary witnesses, and by holding case conferences in order to narrow the legal issues involved in cases.
- (4) To present well prepared cases and sound dispositional alternatives in those cases which do require court proceedings.

These objectives will be accomplished by the efforts of full-time attorneys who possess expertise in juvenile matters and by support staff who will participate in the screening process and prepare and coordinate dispositional plans which are required.

4. Major Violators Project

This project is based on the assumption that a disproportionate amount of violent crime is committed by a relatively small core of "career criminals." It is designed to enable the district attorney of Suffolk County to identify major violators and prosecute them on a priority basis. Project screeners will scrutinize all felony complaints and apply objective criteria to identify cases for priority prosecution. Once identified, such cases will be thoroughly investigated and will be promptly presented to the Grand Jury, bypassing the probable cause stage in the district courts. An open discovery policy and a policy minimizing the use of plea bargaining will be instituted.

78C-113.2126 Suffolk County Major Violators \$67,074

This project addresses the problem of the career criminal at the trial and conviction levels by first identifying a career criminal case based on a set of objective criteria, and then accelerating the arrest to sentence procedure in order to dispose of the case in less than seventy-five days. A screening unit is located adjacent to the Identification Section of the Boston Police Department. When an arrest is made in a police district the officer supervising the booking procedure alerts the screening unit if he suspects a possible

project case. The screening unit initiates a records search to establish prior criminal record. A prosecutor then interviews the arresting officer, and, in some cases, possible witnesses, and rates the case according to the following criteria: the offender's prior record, the nature and physical condition of the victim, the severity of the crime, and the strength of the evidence. Once a case has been selected, priority is placed on investigating the case and steps are taken to set immediate dates for the grand jury hearing and arraignment. Trial is scheduled for 70 days after the date of arrest, compared with the 240 days required for the average case under normal circumstances.

An evaluation of this project was recently completed by the Committee and it showed the project to be well-run, thoughtfully organized, and very effective. Unfortunately the program's costs are enormous, and the Committee will be able to provide only enough funding to allow the project to operate until July of 1978, when it hopefully will be absorbed by the City of Boston or the State.

5. Violent Crime Coordination and Technical Assistance

This project supplies staff to the office of the Attorney General who coordinate and provide technical assistance to the state, local, and federal law enforcement community in its effort to respond swiftly and surely to incidents of violence and terrorism in the metropolitan Boston area. Project staff will screen violent crime incident reports. Where more than routine investigation is deemed necessary, the unit will coordinate the activities of the various law enforcement agencies which should be involved. The unit will also identify cases for special prosecution and refer them to appropriate state, local, or federal prosecutors.

78C-069.2133	Attorney General	Violent Crime Unit	\$14,554
77C-305.2133			54,791

In 1978 this project will review incidents of racial violence in Suffolk County and will coordinate the prosecution of cases resulting from such incidents among the various state, local, and federal law enforcement agencies. This will be accomplished by monitoring Boston Police incident reports, selecting certain cases for special attention, referring them to appropriate prosecution agencies, and providing these agencies with assistance upon request. The project will also provide technical assistance to the several district attorneys in establishing screening units to identify violent crime cases for priority prosecution.

6. District Attorney Coordination and Training

The purpose of this project is to facilitate a cooperative effort among the offices of the district attorneys in developing, implementing, and coordinating programs designed to strengthen and improve prosecution statewide.

78C-018.2161	Hampden County	State Prosecutor's Council	\$53,745
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This grant supports two full-time staff members, a program coordinator and an administrative assistant, who provide a liaison between the district attorneys and the various other groups and individuals which comprise the criminal justice system. Specific project activities include providing the district attorneys with current information which affects prosecution; drafting, analyzing, monitoring, and supporting legislation which concerns the district attorneys; representing the interests of the district attorneys at criminal justice conferences; serving as a member of the National Association of Prosecutor Coordinators; and monitoring the district attorneys' employment practices.

The project has also assumed responsibility for establishing a uniform and coordinated internship program, and for promoting those recommendations of the Cox Committee which relate to prosecution programs.

PROGRAM 78-21: PROSECUTION

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	PART C FUNDS		CASH MATCH		TOTAL COST	MOS	YR O SUPP
				FY 1978	FY 1977	LOCAL	STATE			
Intake Screening	Plymouth County	78C-035.2121	L	\$ 46,065	\$	\$ 2,559	\$ 2,559	\$ 51,183	12	1
Intake Screening	Hampden County	78C-074.2121	L	61,530		3,417	3,416	68,333	12	3
Intake Screening	Essex County	78C-177.2121	L	55,000		3,056	3,055	61,111	12	1
Intake Screening	Middlesex County	78C-183.2121	L	236,740		13,152	13,152	263,044	12	1
Management Improvements	Suffolk County	78C-104.2191	L	63,906		3,517	3,517	70,340	12	4
Victim/Witness Support	Hampden County	78C-156.2122	L	30,384		1,688	1,688	33,760	12	1
Victim/Witness Program	Middlesex County	78C-039.2122	L	15,011		834	833	16,678	12	3
Victim/Witness Program	Worcester County	78C-028.2122	L	46,093		2,561	2,560	51,214	12	1
Juvenile Prosecution	Plymouth County	78C-036.2120	L	71,539		3,975	3,974	79,488	12	3
Juvenile Prosecution	Bristol County	78C-037.2120	L	47,045		2,614	2,613	52,272	12	2
Major Violators	Suffolk County	78C-113.2126	L	67,074		3,727	3,726	74,527	6	3
Violent Crime Unit	Attorney General	78C-069.2133	S	14,554	54,791		7,705	77,050	12	3
		77C-305.2133	S							
State Prosecutors' Council	Hampden County	78C018.2161	L	53,745		2,986	2,985	59,716	12	6
TOTALS				\$808,056	\$54,791	\$ 44,086	\$ 51,783	\$ 958,716		

PROGRAM 78-22: DEFENSE

PROGRAM INTENT AND PRIORITIES:

The Committee strategy in the defense program area is to positively impact the quality of justice in the Commonwealth through the development and expansion of comprehensive legal defense services for low income defendants at all stages of the criminal process. The development of such complete and vigorous defense services is not only necessary to the proper functioning of the adversary process of justice, but also is important in creating public respect for and confidence in the fundamental fairness and effectiveness of the judicial system.

The Committee feels that the Massachusetts Defenders Committee is the most viable organization for ensuring the statewide delivery of quality defense services to indigent defendants. Therefore, the majority of the funds in the defense area will be used for the Massachusetts Defenders Committee.

While the Committee recognizes the Massachusetts Defenders Committee as the primary statewide service provider in this program area, there are some services which that organization is unable to provide either because of its limited statutory mandate, or because of the inadequate financial resources available to it. Thus the Committee will continue to support a program of prison legal services within the Commonwealth's state correctional institutions and will provide funds for the implementation of recommendations for improving the state's legal services delivery system.

1. Expanded Felony Coverage

This program is designed to enable the Massachusetts Defenders Committee to improve the quality of its representation of indigent defendants, while reducing the cost of defense services, through the implementation of the vertical representation concept.

Project attorneys will represent clients from arraignment in District Court (whenever practicable) through Superior Court proceedings, if any. Appellate attorneys will be available to trial court staff for consultation on technical points of law and for advice on the preservation of issues for appeal.

78C-194.2211	Massachusetts Defenders Committee	Expanded Felony Coverage	\$356,315
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The Massachusetts Defenders Committee will provide vertical defense representation for adult indigent criminal defendants in Bristol, Essex, and Worcester Counties. The vertical concept allows trial attorneys to receive appointments at District Court arraignment (in most cases) and to carry each case through its successive stages at both the District Court and Superior Court levels. Benefits of such a system will include:

- (1) Improved client perception of court appointed counsel, with a corresponding decrease in missed appointments and defaults;
- (2) Reduction in delay in Superior Court due to improved defense counsel preparedness;
- (3) Minimizing of duplication of efforts on the part of defense counsel; and
- (4) Improved quality of defense services.

2. Neighborhood Offices

The purpose of this program is to provide small, community-based, decentralized legal defense services, supported by internal paraprofessional assistance (investigation and social service evaluation and referral) in communities which have a documented need for legal services. Neighborhood offices are intended to supplement those central county offices which are inaccessible to indigent defendants for logistical reasons are located in

78C-192.2212	Massachusetts Defenders	New Defense and Administrative Services	\$69,095
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The Massachusetts Defenders Committee will provide vertical defense representation with paraprofessional support to adult indigent criminal defendants before the Lowell and Fall River District Courts. By providing representation to defendants who live in and around these communities (which were chosen because of high criminal caseloads), the MDC will alleviate the difficulties which result from the considerable distance that clients would otherwise have to travel to keep scheduled appointments as well as the problems of investigating cases which arise a considerable distance from an MDC county office. Supportive services which will be provided are those social services which will assist

clients, attorneys, and the courts in finding dispositional alternatives which will resolve cases and reduce the likelihood of the client's further involvement in the criminal process.

3. Juvenile Defense

This project is designed to encourage the development of legal defense services particularly suited to the problems of the indigent juvenile offender. Such services shall include legal representation of the juvenile in delinquency matters and delinquency-related CHINS matters, as well as the provision of social services, including referrals and counseling.

78C-102.2219	Massachusetts	Bristol Juvenile	\$56,883
	Defenders	Defense	
	Committee		

This project will provide quality legal services and supportive social services for indigent juveniles appearing before the Bristol County Juvenile Court. Three staff attorneys and a paraprofessional aide (social worker) will provide services to clients from arraignment in the juvenile court through trial in Superior Court, if necessary.

4. Defense of Major Violators

The major violator program is based on the assumption that a disproportionate amount of violent crime is committed by a relatively small core of "career criminals." Since 1976 LEAA has funded a discretionary project in Suffolk County designed to identify these "career criminals" at the earliest possible time and allow their cases to be tried on a priority basis. This grant supports the defense response to this project.

78C-193.2225	Massachusetts	Defense of	\$36,760
	Defenders	Major Violators	
	Committee		

This project will provide the Massachusetts Defenders Committee with sufficient personnel to adequately defend those clients who are identified as "career criminals" by the Suffolk County District Attorney's Major Violators Project. When the district attorney's project has identified an individual as a "major violator" it notifies the defense unit as soon as possible. Project attorneys represent these clients at district court arraignment, and conduct early and thorough case preparation, assisted by project investigators. Appeals attorneys will work with trial attorneys to identify issues and to ensure the preservation of the defendants' rights for appellate review.

5. Prison Legal Services

This project addresses the objective of providing defense services to indigents at all stages of the criminal process, including after incarceration. Sentenced offenders with sufficient resources to hire their own attorneys can frequently forestall incarceration by filing a series of appeals. Indigent offenders, even those represented by public defenders, are usually incarcerated immediately after sentencing, even if there are clear grounds for an appeal. In addition, indigents who are in prison often have no way to defend themselves against criminal charges, civil actions, or administrative proceedings that take place after they have been incarcerated. In 1978 the Committee will fund one project which will provide legal services in the major state correctional institutions.

78C-026.2231	Prisoners Rights Project, Inc.	Prisoners Rights Project, Inc.	\$94,000
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The Prisoners' Rights Project will provide legal assistance to inmates of all state correctional institutions who are unable to obtain assistance through other means by reason of their indigency or lack of other resources. Legal assistance will be provided in the following areas:

- (1) Appeals: Appellate and post conviction attacks on convictions and sentences;
- (2) Institutional/Administrative: Institutional hearings on classification and discipline, parole revocation hearings, and matters concerning detainers and warrants, lost property, sentence computation, work and education release, furloughs, parole eligibility, commutation, and medical complaints;
- (3) Law Reform: Systematic challenges to correctional procedures and conditions through litigation and the promulgation of legislation and regulations;
- (4) Advice and Referral: General advice on rights and remedies and referrals to other agencies, organizations, or persons.

The project screens all requests for legal assistance, determining the most appropriate response. Screening leads to one of the following events: referral to another agency if the project cannot provide assistance; request for further information from the client; immediate advice by telephone or mail; referral to the Institutional/Administrative Unit of the project; or referral to the Law Reform Unit of the project.

6. Improved Defense Services

For the past several years the Committee has supported Action Plan for Legal Services in an effort to study the Commonwealth's system for delivering legal services to the poor. That study, now completed, has produced a series of recommendations for improving the legal services delivery system. The purpose of this program now is to provide resources to support the implementation of these recommendations.

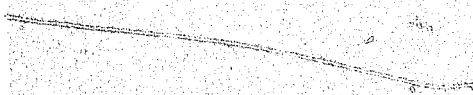
78C-062.2275	MCCJ on behalf of the Boston Bar Association	Action Plan for Legal Services	\$13,219
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Action Plan for Legal Services was originally intended to study the delivery of defense services to indigent defendants in the district courts of Massachusetts, as well as to make recommendations for the improvement of such services. The painstaking analysis of the data completed by the project revealed that there is a much larger issue facing the criminal justice system than the question of the quality of defense services. The data indicate that case outcome in the district courts is not dependent on the quality of legal representation, but rather upon the judge, the nature of the charge, and the defendant's prior record. Thus, the project's recommendations have broadened to include not only the quality of defense services, but also the quality of justice in the district courts.

Action Plan will continue to draft legislation, coordinate the activities of the key actors in the criminal justice system (including the Wilkins Committee and Cox Coalition), and provide information to the legislature in order to ensure the implementation of its recommendations.

PROGRAM 78-22: DEFENSE

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	PART C FUNDS		CASH MATCH		TOTAL COST	MOS	YR O SUPP
				FY 1978	FY 1977	LOCAL	STATE			
Expanded Felony Coverage	Massachusetts Defenders Committee	78C-194.2211	L	\$356,315			\$ 39,590	\$ 395,905	12	3
New Defense and Administrative Services	MDC	78C-192.2212	L	69,095			7,677	76,772	12	4
Bristol Juvenile Defense	MDC	78C-102.2219	L	56,883			6,320	63,203	12	3
Defense of Major Violators	MDC	78C-193.2225	L	36,760			4,084	40,844	6	2
Prisoners Rights Project	Prisoners Rights Project, Inc.	78C-026.2231	S	94,000			10,444	104,444	6	3
Action Plan for Legal Services	Committee on Criminal Justice obo Boston Bar Association	78C-062.2275	S	13,219			1,469	14,688	12	4
TOTALS				\$626,272			\$69,584	\$695,856		



PROGRAM 78-23: COURT ADMINISTRATION

PROGRAM INTENT AND PRIORITIES:

The major priority in the area of court administration is to assist the judiciary in the development of a comprehensive management structure with which to plan and manage the organizational development and modernization of the courts. Primary focus will be on improving the capacity of the courts to respond to the increasing incidence of crime by addressing effectively the problems of backlog and delay. Toward that end support will be provided for the administrative offices of the Supreme Judicial Court, the Superior Court and the District Courts, for the purposes of improving daily court operations and management and developing specific system-oriented projects directed toward long range improvements in the administration of justice.

Goals and strategies have been established by the Office of the Executive Secretary of the Supreme Judicial Court relative to eight problem areas:

- (1) Defining administrative roles and exercising administrative responsibilities;
- (2) Implementing a system for the gathering and dissemination of necessary management information and data, and encouraging the utilization of such information by decision-makers;
- (3) Developing methods for the economic use of judicial resources and the reduction of inconvenience;
- (4) Encouraging increased professionalism of judicial and non-judicial personnel;
- (5) Ensuring the consistent application of law and procedures, and encouraging improvements in the public perception of the judicial system;
- (6) Developing support relationships within the judiciary, as well as between the courts and the legislative branch, the executive branch, the media and the public;
- (7) Developing the capability to recognize the needs of the local courts and to respond to those needs;

- (8) Identifying goals and strategies for the improvement of all the courts; and developing coordinated problem solving methods.

In addition to supporting management improvements, the Committee will support a new program intended to increase the fairness of the judicial process. One of the problems identified by Committee staff as a key problem confronting the criminal justice system is the lack of uniformity in sentencing. In 1978 the Committee will fund a project in the Superior Court which will develop standard sentencing guidelines for use by the superior court justices.

1. Supreme Judicial Court Planning Unit and Court Operations

The purpose of these projects is to support the continued development within the Office of the Executive Secretary of the Supreme Judicial Court of a strong comprehensive management and administrative structure. This structure will enable the Office of the Executive Secretary to continue its progress in addressing the various fundamental problems of court administration, particularly in the areas of budgets, personnel, and system-wide planning.

78C-230.2361	Supreme Judicial Court Planning	\$57,218
	Court	

This project will provide staff to the Judicial Planning Committee to enable it to carry out an annual planning process. The process will have four phases: needs analysis, program design, implementation, and monitoring. This project will play a central role in researching and developing program designs for improving the general management of the courts. Such programs will be implemented by the Court Operations Unit of the Office of the Executive Secretary or by the respective administrative offices of the various courts. Committee funds will be used to support a court planner, an assistant court planner, and a financial officer who administers all LEAA grants to the SJC. Additional research assistance is provided on a part-time basis by staff on loan from other units.

78C-224.2361	Supreme Judicial Personnel Special-	\$17,143
	Court	ist

This grant supports a personnel specialist in the Office of the Executive Secretary who will implement a personnel system for the SJC and the Appeals Court. This system will be a model for such systems as are appropriate for the other Massachusetts courts. Specifically, the project will do the following:

- (1) Develop an evaluation system for court personnel;
- (2) Design a system of uniform standards and procedures for open and competitive application and appointment;
- (3) Develop an affirmative action plan;
- (4) Design a guidebook of personnel information; and
- (5) Design a personnel recordkeeping system.

78C-228.2361 Supreme Judicial Budget Operations \$20,480
 Court

This project is designed to improve the financial management of the Massachusetts judicial system by furnishing every court with a "budget book" and by providing technical assistance on its use. Through the budgeting procedures contained in the budget book, the project will achieve the following:

- (1) A unified step-by-step budgeting process and cycle using uniform procedures and forms;
- (2) An accurate projection of fiscal needs;
- (3) Well-documented budget requests;
- (4) A complete and up-to-date record-keeping system;
- (5) Control and monitoring of the various court budgets; and
- (6) Coordination and unification of inter-court departments.

A budget coordinator in the Office of the Executive Secretary will be responsible for disseminating the budget book, and will provide technical assistance as needed. Training sessions in the use of the book will also be conducted.

2. Superior Court Administration

The purpose of this project is to ensure the existence of a strong administrative unit within the Superior Court. Committee support will enable the Chief Justice of the Superior Court to acquire sufficient administrative staff to effectively manage the burgeoning Superior Court caseload and to implement improvements in court operations and judicial support.

78C-190.2361	Superior Court	Administrative Support	\$101,617
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This project addresses the recommendation in the Cox Committee Report that the Office of the Chief Justice of the Superior Court be expanded in order to improve its administrative capability. It will support additional professional personnel who will enable the Office of the Chief Justice to accomplish specific management goals which will result in reducing delay, implementing major improvements in court operations, and improving the quality of justice in the Superior Court. Staff will include a court planner, assistant court administrator, court case management system manager, fiscal manager, and personnel manager.

78C-188.2371	Superior Court	Superior Court Benchbook	\$4,000
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The Superior Court is preparing a benchbook which will be a ready reference for the trial judge while he is on the bench, and which will help ensure the fair and impartial administration of justice and uniform application of the law. This grant will provide funds for the printing, binding, and supplies necessary to complete the book.

3. District Court Administration

The purpose of this project is to ensure the existence of a strong administrative unit within the district courts. The project will provide staff to the Office of the Chief Justice of the District Courts to assist in the planning and implementation of projects developed by the Supreme Judicial Court Planning Unit, as well as to develop and implement programs specifically designed for the district courts. Project staff will keep court personnel up to date on changes in the law; and will promote uniform practices in selected areas of court procedures, including arraignments, mental health commitments, jury trials, paper flow, and the use of legal forms. District court administration staff will also work to increase uniformity in the handling of juvenile cases and in the application of sentencing alternatives.

78C-186.2361	Middlesex County obo Office of the Chief Justice of the District Courts	Regional Administration	\$110,903
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This project is intended to enable the Administrative Office of the District Courts to overcome its remoteness from the day-to-day management problems and operations in the individual courts by supporting regional administration. Regional administrators

will work in the field, responding directly to requests from the Administrative Offices, and will assist regional administrative judges in judicial assignment and other matters. Regional Administrators will spend four days per week in their respective regions, and will return to the Administrative Office one day per week.

78C-120.2364	Suffolk County	Dorchester Court Administration	\$17,754
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The project will release the First Justice of the Dorchester District Court from many of his administrative duties by providing a court administrator for that court. The administrator will be responsible for implementing the changes necessary for the introduction of jury trials, improved probation services, and coordination with the Administrative Office of the District Courts.

78C-185.2367	Middlesex County	Impact obo Office of the Chief Justice of the District Courts	\$19,310
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This project will provide the Administrative Office of the District Courts with resources for making improvements in three high priority areas:

- (1) **Juvenile Justice:** A staff member will be provided who will work with the Committees on Juvenile Procedure, Care and Protection and CHINS cases to develop standards of judicial practice for these cases; will develop relationships with court personnel in the juvenile courts; will make studies of district court practice in juvenile cases; and will maintain close contact with the Department of Youth Services on behalf of the district courts.
- (2) **Sentencing:** The project will develop a sentencing manual for use by district court justices which will contribute towards a better understanding and a more uniform application of available sentencing alternatives.
- (3) **Field Assistance:** The project will provide technical assistance to individual courts on request. It will also collect information on the operations of individual and the district court system in general, which will enable the Chief Justice to make more informed policy decisions concerning court operations.

4. Expert Services

This project assists individual court units in effecting the improvement contemplated by the strategy and objectives of the Office of the Executive Secretary of the Supreme Judicial Court. Expert court management services will be made available through the various court administrative office.

78C-223.2311	Appeals Court	Expert Services	\$21,292
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This project addresses a problem which was not foreseen by many experts in the criminal justice system: that as the Superior Court caseload is increased by improved caseflow procedures, increased judicial time, etc., there is a commensurate increase in verdicts and judgments that may be appealed. Therefore, improvements must be made in appellate caseflow in order to prevent appellate backlog and delay. Appeals increased by thirty percent in 1977 over 1976, and the time between entry and disposition is presently eighteen months.

This project will provide managerial staff to the Appeals Court for the purpose of reducing that court's backlog and delay. The project will hire an attorney who will analyze existing caseflow procedures, research effective procedures in other jurisdictions, prepare and submit recommendations for a caseflow system to the Appeals Court, establish performance standards, and participate in case screening.

5. Automated Management Information Systems

In order for those with administrative responsibilities in the courts to perform their management tasks adequately, timely and reliable information is required. The following two projects respond to this need by supporting a data processing system for the courts.

78C-225.2391	Supreme Judicial Court	Judicial Data Processing Administration	\$12,000
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This project supports the administration of the Judicial Data Processing Center (JDPC). The JDPC is a unit within the Office of the Executive Secretary of the Supreme Judicial Court. The Center is responsible for the day-to-day collection of operational statistics for all parts of the courts system and also manages and coordinates a series of large one-time projects designed to develop automated management information systems to serve the judicial branch of government (including probation). Among the JDPC's activities are the court case management system (CCMS), Probation Central File, automated legal research, Middlesex County Probation Management, and budget reporting.

78C-227.2391	Supreme Judicial Court	Court Case Management System	\$15,653
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The Court Case Management System (CCMS) is a computer-assisted management and operations system which has been studied and designed over the past six years. Through remote terminals connected by telephone lines to a centralized computer and data base, all courts and court agencies in the state will be able to conduct management and certain operational functions via a single uniform system. The system will include a central computer and data base located in the Judicial Data Processing Center in the Middlesex County Courthouse. On-line terminals throughout the state will be connected to the central computer via telephone lines. These terminals will be placed in selected courtrooms, administrative offices, clerk's offices, and district attorney's offices. Later, terminals may be placed in the offices of public defenders, private attorneys, probation offices, correctional institutions, etc. Data regarding cases, dockets, calendars, attorneys, motions, appeals, past and future court appearances, etc., will be entered into the computer and will be obtainable from the computer via remote terminals.

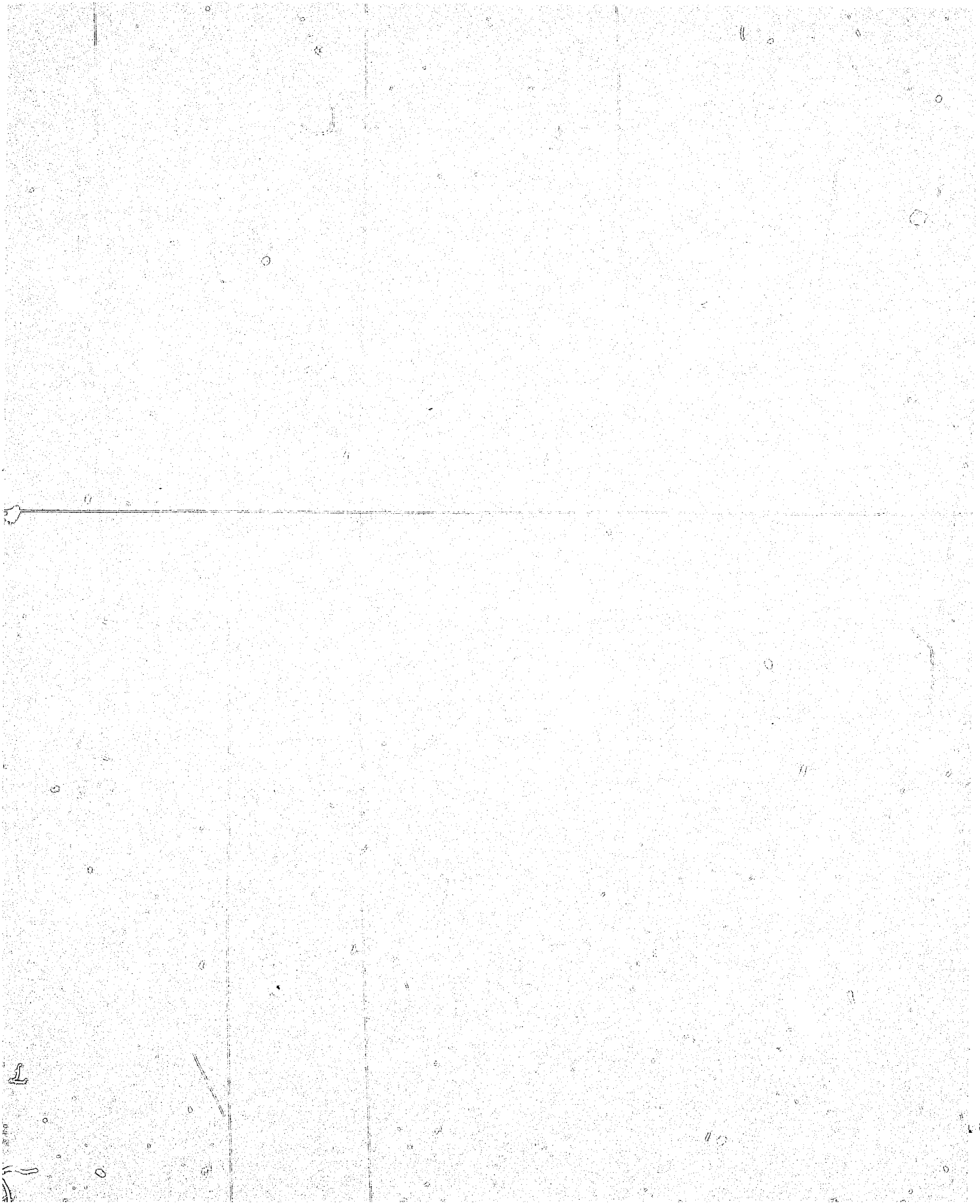
The 1978 grant will support the salaries of two members of a staff which consists of systems analysts, programmers, key-punch operators and quality control clerks.

6. Recordation

In order to encourage uniformity of practice in the district courts of the Commonwealth and to make decisions of district court judges reviewable on questions of law, it is necessary to have an effective recording system. The Committee has supported the installation of sophisticated sound recording units in many district courts throughout the Commonwealth, and supports the concept of the presence of such units in every district court. This program will provide staff who will install and maintain equipment, train court personnel in its use, and operate the system's central taping equipment.

78C-184.2313	Middlesex County obo Office of the Chief Justice of the District Courts	Recordation	\$18,135
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Presently, thirty-one district courts are equipped with sound recording devices and are functional courts of record. This project allows the Administrative Office of the District Courts to assist those courts now equipped with courtroom recorders by providing cassette copies of the record where



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1 OF 3

required and by monitoring and servicing the existing system. Aside from these functions, staff will provide technical assistance to courts using the system and will administer a tape library.

7. Sentencing Guidelines

One of the problems, identified by Committee staff as a key problem confronting the criminal justice system is the lack of "uniformity in sentencing." While the meaning of the term "uniformity in sentencing" could be debated, the Committee has defined it to mean the absence of disparity. In other words, where offenders' criminal behavior and personal backgrounds are sufficiently similar, those offenders should be similarly punished. When such individuals are not similarly punished, disparity exists, and there is a lack of uniformity. This should not be taken to indicate that disparity exists out of malice on the part of judges. Rather, the Committee suggests that there is a lack of uniformity in sentencing because of a dearth of information available to judges as to what other judges would do in a similar circumstance.

In order to ensure uniformity in sentencing, the Committee will provide support to the Superior Court to develop and adopt sentencing guidelines similar to those instituted in Denver, the State of Vermont, and several other jurisdictions pursuant to an LEAA grant. This approach is consistent with the 1978 Massachusetts Court Strategy on the Use of LEAA Funds, developed under the direction of the Office of the Executive Secretary of the Supreme Judicial Court, which calls for the formulation of "a set of policies which will lead to the establishment of comprehensive sentencing guidelines."

78C-189.2373	Superior Court	Sentencing Guidelines	\$125,879
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Sentencing guidelines will provide an empirically derived proposed sentence to each Superior Court judge specifically tailored to the case at issue in accordance with the overall policy of the Superior Court. Guideline sentences are intended to be a statistical aid to the judge, rather than a binding, prescriptive sentence to be automatically imposed in every case. Guidelines provide significant information to the sentencing judge, informing him as to what the "average" sentence of all Superior Court judges in the recent past would be in the actual case before that judge. This project will provide staff to work with Superior Court judges in determining which specific,

weighted, objective items of information will be included in the sentencing criteria used in the guidelines. Staff will gather data, formulate, and then test the guidelines. This accomplished, staff will assist in the training of judges, and will work to foster judicial acceptance of the guidelines. On an ongoing basis following initial implementation, staff will monitor the use of the guidelines and effect appropriate changes which accurately reflect the changing policy of the Court.

PROGRAM 78-23: COURT ADMINISTRATION

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	PART C FUNDS		CASH MATCH		TOTAL COST	MOS	YR C SUPP
				FY 1978	FY 1977	LOCAL	STATE			
Court Planning	Supreme Judicial Court	78C-230.2361	S	\$57,218			\$ 6,357	\$ 63,575	12	4
Personnel Specialist	SJC	78C-224.2361	S	17,143			1,905	19,048	12	2
Budget Operations	SJC	78C-228.2361	S	20,480			2,276	22,756	12	3
Administrative Support	Superior Court	78C-190.2361	S	101,617			11,291	112,908	12	1
Superior Court Benchbook	Superior Court	78C-188.2371	S	4,000			444	4,444	12	1
Regional Administration	Middlesex County obo District Courts	78C-186.2361	L	110,003		\$ 6,161	6,161	123,225	12	1
Dorchester Court Administration	Suffolk County	78C-120.2364	L	17,754		987	986	19,727	12	3
Impact	Middlesex County obo District Courts	78C-185.2367	L	19,310		1,073	1,072	21,455	12	3
Expert Services	Appeals Court	78C-223.2311	S	21,292			2,366	23,658	12	1
Judicial Data Processing Center	SJC	78C-225.2391	S	12,000			1,333	13,333	12	4
Court Case Management System	SJC	78C-227.2391	S	15,653			1,739	17,392	12	4
Recordation	Middlesex County obo District Courts	78C-184.2313	L	18,135		1,008	1,007	20,150	12	3

PROGRAM 78-23 (Continued)

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	PART C FUNDS		CASH MATCH		TOTAL COST	MOS	YR OF SUPPT
				FY 1978	FY 1977	LOCAL	STATE			
Sentencing Guidelines	Superior Court	78C-189.2373	S	\$125,879			\$ 13,987	\$ 139,866	12	1
TOTALS				\$541,384		\$ 9,229	\$ 50,924	\$ 601,537		

PROGRAM 78-31: PROBATION AND DIVERSION

PROGRAM INTENT AND PRIORITIES:

The Probation/Diversion area consists of demonstration programs designed to increase the ability of probation to provide legitimate and effective alternatives to incarceration. The intent of the program in this area is threefold....to conduct meaningful training for both line and managerial probation staff; to demonstrate highly visible service programs which will act to deter individuals from further involvement with the criminal justice system; and to assist in the development of more standardized managerial and recordkeeping techniques.

The Committee believes that probation is the primary component of a true community-based correctional system. Therefore, probation must become a leader in providing effective alternatives to incarceration. To accomplish this, probation must experiment in the use of pre-trial diversion techniques and post-trial dispositional programs which can be worthwhile alternatives to incarceration.

The Committee has actively supported a network of pre-trial diversion projects during the last six years. This effort has resulted in the passage of MGL, Ch. 276A, the Commonwealth's pre-trial diversion law. The Committee has also supported a group of projects designed to implement the provisions of Chapter 123, §§47-50 which require the courts to provide drug or alcohol examinations for defendants who feel that their dependence is a factor in their criminal behavior. When diversion has been shown to be inappropriate, the Committee has funded programs which experiment in the use of more structured approaches to supervision which are designed to meet the needs of individual offenders.

Committee priorities in this area concern the continued support and development of demonstration programs for specific classifications of offenders on both the pre- and post-trial level, plus further development of assistance programs which improve and standardize the supervisory, treatment and managerial skills of probation departments across the Commonwealth.

- (1) Wherever possible, the Committee seeks to develop standard program models which respond to particular needs and implement them on a statewide basis with first priority going to metropolitan/high crime area courts.

- (2) The Committee supports locally initiated or probation sponsored projects which address clearly defined probation/diversion service needs.
- (3) The Committee actively encourages projects which include other criminal justice agencies in a multi-disciplinary or systemwide approach to problems.
- (4) The Committee will concentrate on supporting the development of uniform policies and procedures for probation and diversion, especially in the area of decision-making. The Office of the Commissioner of Probation will be assisted in assuming a more active role in communication, policy development, training, and standardization of services. Two new projects which will be undertaken by the Office of the Commissioner of Probation will be the accreditation of district court probation departments according to standards developed by a Committee-supported project in 1973, and the establishment of a task force of judicial and probation personnel to formally define the role of the probation officer in collecting information for sentencing decisions.

DIVERSION:

1. Diversion Programs.

The Committee has supported pretrial diversion projects in the Commonwealth's major district courts for several years. In all these projects have served in thirty district courts. They are designed to divert selected minor offenders from the formal criminal justice system into community-based programs prior to adjudication. The majority of these projects have now been assumed by local funding. In 1978, the Committee will continue support for three projects which are in their last year of funding under the Committee's continuation policy.

While specific operating procedures differ from project to project, the projects involve four basic phases specified in MGL, Ch. 276A: (1) Screening: the identification at the arraignment level of clients who would be eligible for the project. (2) Assessment: The client attends an

orientation session and has further interviews with project staff. At the end of fourteen days, project staff meets to determine whether to accept or reject the client. (3) Service Delivery: Services available to clients include medical, education, vocation, and emergency physical services such as housing, clothing, food, etc. If a client fails to comply with the project's guidelines, he is released from the program and the normal court process of trial and disposition takes place. If he is judged to have made satisfactory progress, the court is petitioned to dismiss the charges against him. The project may also request a further continuance to allow the client to continue to receive services until a final recommendation can be made. (4) Follow-up: After his case has been dismissed, the client may continue to be in contact with the project. Project services are formally available for one year. Formal follow-up evaluations occur at three, six, and twelve-month intervals after dismissal.

78C-094.3111 Worcester County Pretrial Diversion \$49,945

This project will provide services to approximately 200 defendants appearing before the Worcester District Court. It is anticipated that 80% of the participants will complete the project successfully. This program has been supplemented by a Career Planning Grant by CETA in order to provide better manpower services for program clients.

78C-151.3111 Hampshire County Court Recourse Project \$21,818

This project serves offenders appearing before the Northampton District Court. In 1978 it will assess and provide services to sixty-six clients. Sixty percent of these will be eligible for pre-trial diversion; thirty percent will be referred from the probation department; and ten percent will be referred from the house of correction or the parole board. This program will become a part of the court structure in Hampshire County when the county assumes complete takeover of project costs.

78C-042.3118 Office of the Commissioner of Probation Diversion of Female Offenders \$32,312

This program serves female offenders referred from the Boston Municipal and Dorchester and Brighton

District Courts. The project currently serves 80 diversion and 42 probation clients. Ninety percent are unemployed and are under 22 years of age. In 1978 the project will receive 200 referrals and will accept 120.

2. Drug and Alcohol Diversion.

The Committee's basic approach to drug and alcohol diversion has been the Centralized Addition Screening and Evaluation Projects (C.A.S.E.). These projects offer the courts a medium by which eligible offenders, as defined by Chapter 123, §§ 47-49, may be evaluated for drug or alcohol dependency and matched with the most appropriate treatment facility. If the offender is eligible for diversion, charges may be dismissed upon the completion of treatment. Treatment may also be recommended as a condition of probation, or, if the offense merits a term of incarceration, the project may recommend the type of treatment that should be provided by a house of correction or the Commonwealth's corrections system.

In 1977, the Committee supported four independent C.A.S.E. projects and one probation project which included a C.A.S.E. component. In 1978, the Committee will provide final year funding for three C.A.S.E. projects.

78C-021.3112	Norfolk County	C.A.S.E.	\$17,000.
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This project, which serves the Quincy District and Norfolk Superior Court, was begun early in 1976. Staff include a director/screener, one screener, and an administrative assistant. There is an advisory board composed of project staff, treatment representatives, and court personnel. The board provides a vehicle for client follow-up and for discussion of issues of mutual interest to court and treatment representatives. When an offender is referred to the project he receives a complete physical and psychological evaluation. The project may then refer the client to appropriate treatment or may exercise supervision as a condition of probation. Extensive follow-up is conducted on all project clients. The project expects to serve approximately 300 individuals in 1978.

78C-92.3112

Worcester County

C.A.S.E.

\$47,643.

This project serves the Worcester, Westboro, Milford, Uxbridge, and Clinton District Courts, the Worcester Juvenile Court, and the Worcester Superior Court. It also has formal agreements with the Worcester County Jail and House of Correction, and the Regional Parole Office. In 1978 the project will provide comprehensive drug and/or alcohol evaluations to approximately 280 clients. Of these, approximately 60 percent will be recommended for treatment and 35 percent of those referred will successfully complete treatment. In order to sustain the reduction in funding caused by the Committee's Continuation Policy without reducing services, the C.A.S.E. project has merged with the Worcester Court Clinic funded by the Division of Legal Medicine in the Department of Mental Health. The majority of the positions in the project are now funded by DLM. Committee funds will be used to pay an evaluation coordinator, two evaluators, and an administrative assistant.

78C-163.3112

Springfield

C.A.S.E.

\$23,000

West

This project provides drug and alcohol evaluations for defendants appearing before the Springfield, Westfield, Palmer, Holyoke, and Chicopee District Courts and the Hampden County Superior Court. The project expects to evaluate 300 persons in 1978 of whom 175 will be referred under MGL 123, 40 will be probationers or parolees, 10 will be preparole cases, and 75 will be referred from other sources such as police departments, courts in surrounding counties, and the federal courts. Of those evaluated, approximately 60 percent will be referred to treatment. Committee funds will support a project director and an administrative assistant/evaluator. The project also has three evaluators who are supported by CETA.

3. Diversion of Retarded Offenders.

The Committee believes that each year a significant number of retarded offenders enters the criminal justice system. Many of these offenders are tried and sentenced without this condition being recognized; this is especially true of marginal cases of retardation. The Committee believes that these offenders could be best served within the community, and that if they received proper care, they would be unlikely to become reinvolved with the system.

77C-306.3113

Massachusetts Bar
AssociationSpecialized Training
and Advocacy Program
(STAP)

\$8,000.

The Specialized Training and Advocacy Program was started in 1977 under a discretionary grant. Individuals suspected of being retarded are referred to the project by the courts and by other criminal justice agencies. The project conducts an evaluation and those found to be retarded are referred to appropriate services. During 1977, the project persuaded the Department of Mental Health to commit \$80,000 to the treatment of retarded offenders. In addition to providing direct services, the project offers training to criminal justice personnel in recognizing the signs of retardation and is performing a study on the incidence of retardation among defendants coming before the Boston Municipal and Springfield District Courts.

Under the current grant project, staff includes a director and five advocates who work in courts in Boston, Springfield, and on the South Shore. In 1978, the number of advocates will be reduced to two and they will appear in different courts as needed. In addition to the Committee funds, the project will receive \$10,000 from the American Bar Association; overhead expenses from the Massachusetts Bar Association; and is seeking \$7,000 from the Massachusetts Bar Foundation.

LOCAL PROBATION IMPROVEMENTS

1. Model Probation

This program is part of the overall Committee strategy to improve the efficiency and effectiveness of local probation departments. Model probation programs have demonstrated new procedures for pre-dispositional evaluations, caseload management, classification of offenders, and a variety of supportive services. By providing additional staff to probation departments, model probation programs have allowed probation officers in participating courts additional time to supervise offenders with more serious problems or involved with more serious crimes. All but one of the model probation programs funded by the Committee have now been absorbed by their sponsoring probation departments, and many of the improvements demonstrated by these projects have been adopted by other probation departments within the state.

78C-057.3122	Bristol County	Pretrial Services Agency	\$61,810
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This project provides services to offenders awaiting trial in the Bristol and Barnstable Superior Courts, who are either appealing district court decisions or have been bound over. It addresses the gap in supervision and services during the six to twelve-month wait between district and superior court appearances.

The project will engage in the following activities:

(1) **Diversion:** All cases coming from the district courts in the two counties are screened by the Chief Probation Officer of the Superior Court. Individuals deemed appropriate are referred to project staff for more comprehensive evaluations. If a client is selected for the project, a service contract is developed between him/her and the caseworker. If no problems are encountered before the trial date, the district attorney and probation may agree to support a recommendation to the court for a continuance without a finding. If an individual is not selected for the project, the case work-up forms are turned over to the probation department and become the basis for that individual's probation social history. The project expects that 125 clients will be accepted into the diversion program in 1978.

(2) **Sentence Investigation:** This component addresses the more serious offender. The basic purpose is to identify those individuals who appear to be good risks for community-based treatment as well as to provide them with services while they are awaiting adjudication. This method of screen-

ing and evaluation provides the court with more information on which to base a sentence, and gives the defendant adequate time to prove through his behavior that he is a good candidate for community treatment. Approximately 20 to 30 cases will be investigated.

(3) Social history investigations: Staff will assist the probation department by conducting over 100 complete social history investigations for probation.

(4) Employment: The program will be responsible for preparing and assisting in finding employment for its clients;

(5) Psychological evaluations: Approximately fifteen intensive psychological evaluations will be conducted on request for the superior court.

The program also supplies training assistance to probation by inviting probation officers to attend clinical conferences on clients. A prediction model will also be designed for the Bristol/Barnstable offender populations.

78C-180.3191	Middlesex County	Probation Management Information System	\$23,851
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This project will provide the district and superior court probation systems of Middlesex County with the capacity for rapid access to quantitative data necessary for the operation and management of those departments. This will be done by providing each of the probation departments with an automated information data collection and analysis system. The target area to be served by this project is five, possibly six district courts and the Superior Court. These courts are Cambridge, Lowell, Somerville, Woburn, Concord, Middlesex Superior Courts, and possibly the Malden District Court. Plans are being developed to expand this system into other District Courts in Middlesex County.

2. Probation Contract System

This program involves the use of a negotiated contract between the probationer and the individuals responsible for supervision. The intent of this approach is to clarify for both the offender and the project what each expects of the other. The formal contract holds both the offender and the project accountable to clearly defined conditions of probation. If the probationer achieves the goals stipulated in the contract and the project delivers the specified services, the probationer may have his term of probation reduced or may be given a less intensive level of supervision.

78C-095.3122	Worcester County	Community Advocacy Probation	\$40,000
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This project provides an intensive program of service and supervision to multi-problem probationers from the Worcester County Superior Court. It provides paraprofessional advocates to the probation department who carry small caseloads of probationers who need extra assistance. The advocates work out of the seven neighborhood social service centers which are often located in the communities in which the probationer resides.

Clients are referred to the project by their probation officers. The client is assigned to an advocate who assesses his needs, and, based on the assessment, develops a mutually agreeable service plan or "contract" which is signed by both client and advocate. If the client successfully fulfills the terms of the contract, the advocate may approach the client's probation officer who determines whether to recommend to the court an early termination of the term of probation. The project expects to serve 57 probationers during the year, of which 33 will successfully complete the program, leaving with a career-oriented job and a solid personal and social foundation.

3. Violent Crime Probation

The Committee recognizes that an increasing number of individuals are involved in violent forms of criminal behavior. Many of these individuals are incarcerated for their activities. Many others, especially juveniles, are allowed to remain in the community under terms of probation, or return from intensive care facilities under Department of Youth Services aftercare supervision. As a group, these individuals require more intensive levels of supervision and more specialized treatment. Very often, however, supervision and treatment are inconsistent, because of high caseload constraints and lack of available resources. Juvenile probation and the Department of Youth Services can supply forms of supervision but may not be able to render effective services, so the actual effect of this supervision is minimal. Because juvenile probation and DYS are based primarily in the community, it is the intent of this project to promote a sharing of responsibilities and the fostering of a cooperative effort in serving violent juvenile offenders.

78C-058.3129	Fall River	Violent Juvenile Probation	\$86,000
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This project will serve violent offenders referred from the Bristol County Juvenile Court from the New Bedford and Fall River areas.

Referrals to the project may be made in court at the time of disposition or after treatment in a DYS intensive care unit.

Information on referrals will be gathered from the Juvenile Court Justices, the police juvenile bureaus in the two cities, or the juvenile defenders unit. After referral, project personnel will describe the program to the offender and will discuss the development of a contract. If the juvenile is willing and acceptable to the project, a contract advocate is assigned to develop a comprehensive work-up on family, education, health, and employment issues. Probation and DYS materials will be used to avoid duplication of efforts. A contract is developed which includes length of involvement with the project, services to be provided, and goals to be achieved. The contract is signed by all involved parties: juvenile, family, project, social service agencies, chief probation officer, and local police (in an advisory capacity). All parties appear before the presiding justice for final ratification of the terms of the contract.

A Services to be provided will include education, employment, and health services which will be directed toward both the juvenile and his family.

The contract advocate oversees contract compliance, assuring that the terms of the contract are met by all parties. If the terms are upheld, the juvenile will be eligible for early termination of probation. Failure to comply with the contract will result in renegotiation of the contract or terminate, extend, or redefine its terms.

4. Restitution

The Committee recognizes that many courts have difficulty in collecting restitution payments. For a variety of reasons, offenders who are ordered to make payments to their victims are unable to make these payments consistently. The result is that restitution payments are not made and the offender finds himself before the court charged with a violation of court supervision.

The Committee believes that restitution can be a very effective form of rehabilitation. It sensitizes the offender to the trouble that he has caused the victim, and, at the same time, provides the victim with material assistance. This grant supports a model restitution program in the Quincy District Court.

78C-020.3142	Norfolk County	Alternative Sentencing	\$39,190
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This grant supports a research director, a probation co-ordinator, a court scheduler, and an Earn-It Counselor.

The project is intended to develop and implement model case scheduling and case management designs and to operate a restitution program. Staff are experimenting with various forms of trial screening and session scheduling. They are also responsible for an alternative sentencing program which allows offenders to earn a minimal sentence by working at a job provided through the court's job bank. A portion of the defendant's earnings are used to pay restitution to his victims.

5. Services and Supervision of Female Offenders

Professionals in the criminal justice system have publicized the need for creating services for female offenders. Many demonstration programs have been provided for male offenders, while the same types of programs have not been developed for females. The needs of female offenders are different from those of their male counterparts. Often children are involved who require attention and support. Since day-care services are frequently unavailable or are costly, it is more difficult for women offenders to hold jobs. Special counseling is needed for some women in the areas of drug and alcohol abuse, family management, and employment assistance.

78C-041.3128	Office of the	Supervision of	\$47,263
	Commissioner of	Female Offenders	
	Probation		

This project will provide intensive services and supervision to female offenders referred from Suffolk Superior Court. The project will prepare detailed investigation reports for the Superior Court for use in sentencing and will provide or arrange for referrals to a full range of services. Project participation will be from four to six months, thus reducing caseloads for probation officers. The project will also experiment with the use of a prediction model.

The project anticipates that it will receive over 100 referrals during its first year of operation. Seventy of these will be accepted.

6. Domestic Violence

The phenomenon of domestic violence has received increasing interest in recent years. Studies have shown that police spend a substantial amount of time responding to calls resulting from domestic disputes. When these matters are investigated, police rarely have an appropriate referral source to assist them in resolving the problem. The Department of Public Welfare and the Department of Mental Health are overburdened. The district courts

have overworked staffs which cannot adequately address domestic problems. The result is that domestic disputes often continue until a serious crime is committed and the individual who commits it is formally charged and processed through the criminal justice system. By this time the family is in turmoil.

The problem of child abuse and neglect is well documented. Courts and state agencies are moving to improve the system of providing services to people involved in these cases. The other aspect of domestic violence, battered wives, is receiving less intensive examination by social and criminal justice agencies. The criminal justice system is unsure of the appropriate strategy for addressing this problem. Most of the people involved in these cases should receive assistance the first time that the police become involved. Persons whose cases reach the court should be diverted, where possible, to existing community resources. Cases which are prosecuted should receive special attention. The Committee will fund a model program in Middlesex County to address these problems.

78C-181.3142

Middlesex County

A Model Approach to
the Problem of Domestic
Violence

\$102,785

The purpose of the Domestic Violence Program will be to provide centralized crisis intervention services, to develop and coordinate social service resources, and to implement assessment and mediation mechanisms for 200 domestic violence families from the Cambridge, Somerville, Lowell, Malden, Concord, and Woburn District Court jurisdictions. The program will focus upon the needs of the entire family by delivering services for the victim, the children, and the offender. In most instances the project will offer joint service plans and will mediate to resolve the domestic problem where possible in order to keep the family intact. Where the dispute cannot be resolved, the project will recommend individual service plans and supervision. The project will attempt to intervene and offer services at the earliest point possible within the criminal process, both to assist the family at the time they will be most amenable to accepting assistance and to provide appropriate information to the court to be used in making a disposition. During the first year of funding, primary referrals will be from the offices of the clerk, the prosecutor, the district court judges, and district court probation officers. The project will also develop close relationships with the police departments and community agencies in order to provide them with a resource to which they may refer domestic violence cases needing assistance.

STATEWIDE PROBATION IMPROVEMENTS

A growing recognition of the importance of probation in the criminal justice system will mean that an increased demand will be placed on the Office of the Commissioner of Probation. In order for probation to function as a system rather than as an aggregate of individual components, it is essential that there exist a central agency capable of addressing the identified needs of that system. The Office of the Commissioner will be called upon more frequently to initiate the development of procedures, techniques, and programs to increase the effectiveness and efficiency of the probation service in Massachusetts. The program components in this area are designed to impact three of the most pressing needs of the probation system: (1) the need for a realistic and effective pre- and in-service training program, (2) the development of improved standards for the recruitment and selection of probation officers, and (3) the development of uniform standards for improving the performance of the individual probation departments.

1. Training

Training is one of the Committee's highest priorities in the probation area. By increasing their knowledge and refining their skills, probation officers improve their ability to address the needs of their clients and will enable themselves to advance in the probation system. Training also fosters standardization of management and service delivery in the probation system. The Staff Development Unit in the Office of the Commissioner of Probation is almost entirely supported by LEAA--without this grant there would be virtually no training available for the Commonwealth's 800 probation officers.

78C-043.3181	Office of the Commissioner of Probation	Staff Development	\$80,000
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The project will conduct training programs for all parts of the Massachusetts Probation System, which includes over 800 probation officers. The project is being allowed to expand based upon past excellence in training and overall positive influence upon the probation system. In 1978, the project will conduct the following programs: (1) An expanded orientation program for new probation personnel; (2) Training for specialized skills--grantwriting, budgets, counseling, caseload management, etc.; (3) Training in special legal and court system problems as they pertain to Superior, District, Juvenile, and Probate probation; (4) Continued training of local trainers; (5) Basic and advanced management training; (6) The annual probation conference; (7) Ongoing grants management.

Committee funds will support three staff members: an assistant director of staff development, an administrative assistant, and a part-time grants manager. Consultants will be hired to conduct some of the training.

2. Regional Discussion and Planning Groups/The Role of the Probation Officer in Sentencing

As a part of the Committee's planning process for 1978 funding, the function of the probation officer in gathering sentencing information and in recommending sentences or sentencing alternatives was a major topic. Investigation of this role revealed that a wide disparity of procedures and standards existed for probation officers from court to court. In the Superior Court system, investigation reports are generally compiled at the pre-trial level, before guilt or innocence has been determined. At the District Court level, because of the high volume of cases, investigation reports could not be conducted on every matter, and were only done if ordered by the presiding justice. Issues surrounding the content of these reports were raised. Judges were heard to complain that these reports generally did not contain appropriate information. Pre-trial reports conducted in Superior Court were often out-of-date by the time the case arrived at the dispositional level. It was found that some judges actively sought out probation expertise in rendering a sentence or developing a proper service and supervision plan. Other judges would not solicit probation assistance. What this and other information indicated was an acute need to bring judges and probation together in order to discuss and clarify the role of probation in gathering sentencing information and in making sentencing recommendations to the court. The intent of this joint effort would be to develop better understanding and foster improved cooperation and coordination between the judicial and probation systems.

As a new program initiative for 1978, the Committee will fund a jointly sponsored proposal from the Committee on Probation and the Office of the Commissioner of Probation.

78C-056.3182	Office of the	Judicial/Probation	\$ 6,068
78E-251.3182	Commissioner	Project	26,641
77C-307.3182	of Probation		14,888

The intent of this project is threefold: (1) to bring judges and probation together to discuss and clarify the role of probation in gathering sentencing information and making sentencing recommendations to the court; (2) to specifically define the role of probation in matters relating to sentencing

alternatives; (3) creation of a comprehensive position paper on the role of probation in the sentencing process.

To accomplish these goals, two staff members, a project director and administrative assistant, will direct and support the activities of two committees consisting of judicial and probation personnel. One 45-member working task force will convene monthly to discuss and develop information and procedures. Consultants will be used to gather information and publish reports.

3. Probation Accreditation

The Massachusetts probation system lacks uniform standards and procedures for the operation of probation departments. Because of this, probation operates as an association of individual offices rather than as a system. Services, supervision, and business is usually conducted in a different manner from court house to court house. Many probation operations are very successful and worthwhile, while others could be assisted in making improvements.

With this in mind, the Office of the Commissioner of Probation requested Committee funds to study and appraise the Commonwealth's probation service. The primary goal of this initiative was to develop workable uniform procedures and standards in order to accredit probation offices. After three years of examination (1970-1973), An Accreditation Plan for Probation Offices in the Commonwealth of Massachusetts was published. Within this document was included standards and procedures for investigation reports, supervision, intake and transfer of clients, personnel, staff supervision, and office operations. A recommendation was also made for the formation of a body which would be responsible for continued development of standards, to conduct accreditation studies and to receive reports.

Because the accreditation process will do a great deal to create improvements within the probation system, in bringing about better services and operations, the Committee will support the implementation of this project in 1978.

78C-046.3162	Office of the	Accreditation	\$64,000
	Commissioner		
	of Probation		

This project will accredit between eight and twelve probation departments during 1978. Accreditation will be based upon a probation department's ability to prove that it adheres

to a set of objective standards developed by a Standards Committee described below. Participation in this program is voluntary. Three committees of probation and judicial personnel will be established:

- (1) An Advisory Committee which will advise on the overall effectiveness of the accreditation process;
- (2) The Standards Committee which will recommend revisions of the existing standards and recommend new ones; and
- (3) The Probation Accreditation Commission, a seven-member body which will act on each probation department's request for accreditation. The PAC will employ an Executive Secretary to carry out the activities involved in accreditation and select site teams to conduct assessments. The PAC will be responsible for determining if a probation department should be accredited. The PAC will have a full-time staff consisting of the Executive Secretary, an operations coordinator, and an administrative assistant.

PROGRAM 78-31: PROBATION AND DIVERSION

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	PART C FUNDS		CASH MATCH		TOTAL COST	MOS	YR O. SUPP.
				FY 1978	FY 1977	LOCAL	STATE			
Pretrial Diversion	Worcester County	78C-094.3111	L	\$49,945		\$ 2,775	\$ 2,774	55,494	12	4
Court Resource Project	Hampshire County	78C-151.3111	L	21,818		1,212	1,212	24,242	12	4
Diversion of Female Offenders	Office of the Commissioner of Probation	78C-042.3118	L	32,312			3,590	35,902	12	4
CASE	Norfolk County	78C-021.3112	L	17,000		945	944	18,889	6	3
CASE	Worcester County	78C-092.3112	L	47,643		2,647	2,646	52,936	12	4
CASE	Springfield	78C-163.3112	L	23,000		1,278	1,277	25,555	12	4
Specialized Training and Advocacy Program	Mass. Bar Association	77C-306.3113	S		8,000		889	8,889	12	2
Pretrial Services Agency	Bristol County	78C-057.3122	L	61,810		3,434	3,433	68,677	12	4/3
Probation Management Information System	Middlesex County	78C-180.3191	L	23,851		1,325	1,325	26,501	6	4
Community Advocacy Probation	Worcester County	78C-095.3122	L	40,000		2,222	2,222	44,444	12	3
Violent Juvenile Probation	Fall River	78C-058.3129	L	86,000		4,778	4,777	95,555	12	2
Alternative Sentencing	Norfolk County	78C-020.3142	L	39,190		2,177	2,177	43,544	12	3
Supervision of Female Offenders	OCP	78C-041.3128	L	47,263			5,251	52,514	12	1

PROGRAM 78-31: (Continued)

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	PART C FUNDS		PART E	CASH MATCH		TOTAL COST	MOS	YR OF SUPP
				FY 1978	FY 1977	FY 1978	LOCAL	STATE			
Domestic Violence	Middlesex County	78C-181.3142	L	\$102,785			\$5,711	\$5,710	\$114,206	12	1
Staff Development	OCP	78C-043.3181	L	80,000				8,889	88,889	12	3
Judicial/Probation Project	OCP	78C-056.3182 77C-307.3182 78E-251.3182	S	6,068	\$14,888	\$26,641		5,289	52,886	12	1
Accreditation	OCP	78C-046.3162	L	64,000				7,111	71,111	12	1
TOTALS				\$742,685	\$22,888	\$26,641	\$28,504	\$59,516	\$880,234		

PROGRAM 78-41: STATE ADULT CORRECTIONS

PROGRAM INTENT AND PRIORITIES:

Since 1975 the Committee's main emphasis in the area of corrections has been on the development of a community-based system for the rehabilitation of offenders. The Committee believes that small residential facilities located within the community are both less expensive to operate and more effective rehabilitational tools than large, walled institutions. This belief is supported by research studies conducted by the Department of Correction which have shown that offenders released through pre-release centers have significantly lower rates of recidivism than those offenders released directly from traditional correctional institutions. Accordingly, the vast majority of the Committee's funding for the Department of Correction over the past few years has been used to establish minimum security facilities and pre-release centers. The majority of these facilities are now supported by the Department's state budget.

In 1978 the Committee will continue to support projects designed to help offenders successfully reintegrate with their communities. However, in response to needs identified during its 1978 planning process, the Committee will shift its funding priorities somewhat and will fund three projects within the state's correctional institutions which will prepare inmates for future participation in community-based programs. These projects are in the areas of classification and drug and alcohol treatment.

1. Classification

The Department of Correction's need for an effective classification process has been identified repeatedly during the Committee's 1978 planning process. The Department has extensive regulations governing its classification process. Classification is to be conducted at regular, specified intervals including at intake, before a change in security status, and before a transfer to another institution or a pre-release center. The regulations describe in detail the content of the classification process which should include assessments, tests, and interviews discussing specific topics such as educational, vocational, and psychological histories. In practice, however, the Department has not always been able to meet the requirements of its own regulations, primarily because of overcrowding in the institutions and lack of staff. This project is intended to help the Department to meet its classification mandate by providing classification staff to MCI Norfolk.

78E-081.4112	Department of	Norfolk Case	\$78,757
76E-319.0901	Correction	Management	5,214

This project provides seven staff positions to MCI/Norfolk: five correctional counselors, one community representative, and one senior clerk. MCI/Norfolk now has a case manager assigned to each of its fifteen living units. The case manager is a correctional social worker who is responsible for monitoring inmates' institutional programs, making recommendations to the institutional and departmental classification boards regarding the classification of inmates. As a member of a "unit team," the case manager also reviews inmates' cases when changes in inmates' programs are requested or required.

Since the inception of this project, caseloads for each case manager have decreased from 200 to 50 inmates. During 1978, it is projected that each case manager will continue to maintain a caseload of 50 inmates. Each inmate will be reviewed every three to four months for a possible change in classification.

2. Institutional Drug and Alcohol Programs

Approximately sixty percent of the inmates incarcerated in Massachusetts state correctional institutions have some history of substance abuse. Although the criminal behavior of many of these inmates may be directly related to their drug or alcohol use, few treatment services have been made available within the state institutions. Provision of adequate drug and alcohol treatment has been hampered by lack of resources, ineffective communication among state and federal agencies, and the belief among many treatment people that institutional drug/alcohol treatment is ineffective.

Institutional treatment programs probably are ineffective, if they exist in isolation from community-based programs. However, the Department of Correction already has the proven capability to provide community-based treatment for substance-abusing offenders. The most serious service gap at the present time is in the institutions where there are no programs either for preparing inmates to enter community programs or for providing treatment for inmates serving long sentences.

78E-084.4127	Department of	Drug and Alcohol	\$30,616
	Correction	Program, Area I	

This project will concentrate on delivery of direct care services to drug and alcohol dependent persons incarcerated in MCI/Concord. The project will test the hypothesis that

traditional one-to-one psychotherapy is an effective form of treatment for substance abusers. Under the direction of a full-time psychologist who will act as project director, eight graduate students will be hired to provide therapy services. The interns will be familiar with a variety of therapeutic approaches, including newer modalities such as Reality Therapy, Transactional Analysis, and Gestalt Therapy.

The project will concentrate on those inmates who are within 18 to 24 months of their parole eligibility date so that most participants may complete the program during the grant year. Most participants will receive one, one-hour counseling session per week; however, in a limited number of difficult cases, two sessions per week may be arranged. The project expects to serve a minimum of 100 inmates during the grant period.

78E-086.4127	Department of	Drug and Alcohol	\$49,940
	Correction	Program, Area III	

This project has two major components:

- (1) Monitoring/Training/Assessment: Three permanent staff--a monitor/trainer and two substance abuse specialists--will be hired to conduct assessments and provide support to direct service delivery staff. The monitor/trainer will track individual (inmate) cases through the correctional system; assist inmates and staff in implementing individual treatment plans; with institutional staff identify community resources and match institutional programs with community services; and, with the Department's Research Division, evaluate the effectiveness of treatment resources. The substance abuse specialists will conduct individual evaluations at the Reception Diagnostic Center and train classification staff to assess information regarding substance abuse in order to make recommendations for appropriate institutional programming.
- (2) Direct Service: Graduate student interns will provide direct services to substance abusers in Area III facilities (Walpole, Norfolk and Bridgewater). Student interns will be able to offer a variety of treatment techniques. These may include reality therapy, yoga, role-playing, body movement therapy and drug and alcohol education in both individual and group settings.

Approximately 180 inmates will participate in the project during the grant period.

3. Pre-Release Program

For the past several years the Committee has provided extensive support for the Department of Correction's Community Reintegration System. Since 1971 the Committee has funded thirteen minimum security facilities and pre-release centers. All but one of these has now been assumed by the state. The following grants will support a prerelease center in Holyoke which is just beginning to operate and one position at the Norfolk Pre-Release Center which was omitted from the state budget.

78E-089.4141	Department of Correction	Hope Home	\$25,000
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Under this grant the Department of Correction will establish and operate a pre-release center in Holyoke, which will serve inmates who are within six months of parole or discharge from the Massachusetts Department of Correction and who are returning from prison to the greater Springfield area. The center will have a capacity of fifteen beds and will serve a maximum of 45 inmates per year. These offenders must meet the eligibility guidelines for participation in pre-release programs and must be screened by the Departmental Classification process. It is expected that seventy of those offenders transferred to the center will successfully complete the program.

78E-080.4142	Department of Correction	Norfolk Pre-release Case Management	\$8,839
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This grant will support a head social work supervisor who directs the treatment for the entire population of the Norfolk Pre-Release Center. This individual directly supervises the counselors, the employment services coordinator, and the correction social worker. Supervision includes coordinating the staff's efforts in serving the residents' needs for counseling, treatment, training, task assignment and performance appraisal.

4. Office of Manpower Development

The Committee believes that an offender's ability to find and hold a job is central to his ability to avoid further involvement with the criminal justice system. However, finding jobs for offenders has generally been difficult. Among the obstacles to employment are the offender's lack of knowledge of job opportunities and a reluctance on the part of employers to accept offenders for positions. The purpose of the Office of Manpower Development is two-fold: to establish relationships with potential employers to encourage them to employ offenders and to be made aware of possible job opportunities; and to act as a placement service for individual offenders.

78E-078.4154

Department of
CorrectionOffice of Manpower \$83,752
Development

The Office of Manpower Development functions as a division of the Department of Correction. It has two primary mandates: first, to place offenders and ex-offenders, particularly those on work release, in jobs; and second, to develop and maintain firm ties with the business community to ensure that jobs will be available and that the private sector will hire offenders.

The Office of Manpower Development (OMD) has five LEAA-funded staff positions and additional staff on loan from the Division of Employment Security (DES). OMD uses the DES job bank in addition to developing positions through its own employer contacts. The project expects to serve approximately 1,400 offenders and ex-offenders in 1978.

5. County Technical Assistance

As has been stated repeatedly in Committee planning documents, the county houses of correction in Massachusetts have very low budgets. As a result, the houses of correction often lack the resources to develop treatment programs, to take advantage of available funding sources, and to provide training for their staffs. In many cases, these problems could be resolved if the counties had access to technical assistance provided by professionals knowledgeable about program operations, grant writing, and funding sources. The Department of Correction has a substantial planning, research, and program development staff with expertise in these areas. In addition, the Department has the legal mandate to develop and enforce standards for the operation of the county houses of correction.

This grant has three purposes. First, it will expand DOC's ability to provide technical assistance to the counties. Second, it will speed up the process of developing and implementing standards for the county houses of correction. Finally, it will promote joint planning and program development efforts of the state and local corrections systems in Massachusetts.

78C-088.4161

Department of
CorrectionCounty Technical
Assistance

\$53,768

This project will establish a County Assistance Division (CAD) within the Department of Correction. Project staff will include two state-funded inspectors and three federally-funded positions: a technical assistance specialist, a lawyer, and a principal clerk. The unit will be responsible for implementing a comprehensive program to assist county correctional facilities in improving planning capabilities and in complying with DOC's minimum standards.

6. Reorganization

The Department of Correction has recently reorganized its administrative structure. Previously, the superintendent of each institution, the deputy commissioners, and the department heads (a total of 21 persons) all reported directly to the Commissioner. Under the new system the state has been divided into three regions. Each region is directed by an associate commissioner who reports to the Commissioner and who has complete responsibility for every phase of operation in his region. Under each associate commissioner there are four functional units, each headed by a director: administration, program, classification, and operations. The superintendent of each major institution in an area and the director of each program reports to the Associate Commissioner.

Reorganization was initially carried out with Committee funds. The majority of the positions have now been picked up in the state budget. In 1978 the Committee will provide a final six months of support for five positions that were not included in the final state budget.

78E-082.4163	Department of	Reorganization.	\$72,137
	Correction		

This grant will support two associate commissioners, a director of operations, and two directors of program for the first six months of 1978.

PROGRAM 78-41: STATE ADULT CORRECTIONS

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	PART E FUNDS		1978	CASH.	TOTAL COST	MOS	YR SUPP
				FY 1978	FY 1976	PART C	MATCH			
Norfolk Case Management	Department of Correction	78E-081.4112	S	\$78,757	\$5,214			\$ 83,971		
Drug and Alcohol Program, Area I	DOC	78E-084.4127	S	30,616			\$ 13,148	43,764		
Drug and Alcohol Program, Area III	DOC	78E-086.4127	S	49,940			21,450	71,390		
Hope Home	DOC	78E-089.4141	S	25,000			10,738	35,738		
Norfolk Pre-Release Case Management	DOC	78E-080.4142	S	8,839				8,839		
Office of Manpower Development	DOC	78E-078.4154	S	83,752				83,752		
County Technical Assistance	DOC	78C-088.4161	L			53,768		53,768		
Reorganization	DOC	78E-082.4163	S	72,137				72,137		
TOTALS				\$349,041	\$5,214	\$53,768	45,336	\$453,359		

PROGRAM 78-42: COUNTY ADULT CORRECTIONS

PROGRAM INTENT AND PRIORITIES:

The Committee is committed to the eventual realization of a county corrections system based primarily on community programs rather than incarceration. The various jails and houses of correction are a critical part of the total correctional system of the Commonwealth. Together they account for nearly half of the daily population of all Massachusetts correctional institutions. More important, the number of commitments to jails and houses of correction (including both detainees and sentenced offenders) is more than three times the number committed to state institutions. Thus, each year far more offenders come into contact with the county correctional system than with all DOC programs combined. In addition, the counties house younger, less serious offenders who would particularly benefit from community-based programs.

The county institutions, like the state institutions, are currently confronted with burgeoning populations. The problem is especially acute in the counties because many of the facilities are over 100 years old. The facilities have minimal space that can be used for recreational, educational, and vocational programs for inmates and detainees and the living conditions are deplorable. At the same time, most of the county correctional systems lack the extensive financial and planning resources necessary to provide the necessary range of rehabilitation services to the inmate population.

The Committee's main goal in the county corrections area will be to increase the number, the diversity, and the effectiveness of community-based rehabilitation programs serving the counties. The Committee will also fund new projects in the areas of institutional manpower services and regionalized manpower services.

1. Institutional Services

Although the Committee has encouraged the implementation of community-based corrections programs, a few projects exist that provide institutional support services. In general, these projects provide caseworkers or counselors, educational and vocational services, classification, and legal services. The projects work with the detainee or inmate to divert him from incarceration, when possible, through bail appeal and classification and to prepare him for his eventual return to the community. These projects have been encouraged to redirect their approach from providing institutional services to providing programs directed toward the offender's release.

78C-077.4214 Norfolk County Manpower Services \$27,600
Unit

This project will provide two resource/curriculum developers to the Norfolk County House of Correction. This staff will provide vocational counseling, job skill development, resource management, and post-release supervision for program participants. The presence of this staff at the house of correction will free the time of other institution staff, who will then be able to provide additional direct counseling to inmates. Project staff will also make additional resources available to the institution by making contacts with existing community programs. The project plans to serve approximately 100 inmates during its first year of operation.

78C-050.4211 Plymouth County Conduit Program \$1,615

This grant supports an outreach counselor who is responsible for provision of a variety of institutional and community-based services to offenders in the Plymouth County House of Correction. The counselor conducts a complete intake interview with each new inmate to assess his needs. He then helps the inmate establish goals for pre-release and parole, provides parole advocacy, and develops relationships with community service agencies to assist inmates with their parole plans.

The outreach counselor also assists the education officer in the administration of a volunteer program, which is designed to give the ex-offender the support he needs to re-establish himself in the community. Finally, he is responsible for providing transportation for pre-release job interviews, and tutors inmates when funds are not available to provide educational services.

The 1978 grant to this project along with lag funds in its current grant will pay the salary of the outreach counselor for six months at the end of which time it will be assumed in the county budget.

78C-218.4211 Boston Case Management \$40,000

This grant supports the salaries of the Director of Operations of the Boston Penal Institutions Department and the Director of Programs at Deer Island. These individuals provide central planning for and supervision of the Case Management Project which provides direct services to the inmates at Deer Island. The actual services are funded by the city of Boston and a number of other state and federal agencies.

78C-025.4218 Middlesex County Women's Jail Project \$13,300

This project addresses the problems of Middlesex, Suffolk, and Essex County women who are held in the Awaiting Trial Unit (ATU) at MCI Framingham. The primary goal of the project is to develop alternatives to pre-trial detention for women. Many female detainees, if provided with community supports such as job counseling, residential placement, or minimal community supervision, would be good risks for pre-trial release. Also, many women would require no community supports to qualify for release other than bail review or a speedy trial date. This project will provide these services.

For women who must remain at the ATU the project will provide a variety of services including information on the right to bail review and speedy trial consideration; arranging transportation for female detainees; facilitating contact with attorneys, parole and probation officers, family, friends, and bail sources; and counseling and community referrals.

In 1978 the project plans to provide services to at least 400 women. Of these, at least 140 will be assisted in bail reviews, 120 will receive speedy trial consideration, and approximately 100 will be referred for community support services.

78C-154.4218 Hampden County Female Offender Project \$35,900

This grant supports a full-time project director and four part-time counselors who provide services to female inmates and detainees at the Hampden County House of Correction. Services include classification; furloughs and work and education release; medical care; educational/vocational programs; post release services; recreational programs; and community relations activities. The project originally planned to serve 150 pre-trial and 25 sentenced women. However, because of logistical problems involved in transporting detainees to Framingham while the Hampden facility was being renovated, the courts started releasing many more women on their own recognizance. The project responded by moving into the court and making contact with potential clients at the court level. The project provided services to these clients in cooperation with the Springfield YWCA. Now that the women's section of the house of correction has reopened, the project has moved back into the jail; however, it is continuing to work closely with the courts to encourage the continued use of release on recognizance. To support this effort it is collecting statistics to document the percent of project participants who appear in court.

In addition to its LEAA funds this project receives \$15,000 from a private foundation which it sought with the YWCA.

2. Pre-Release Centers

In Massachusetts, inmates within 18 months of parole eligibility may be placed in work and/or education release programs. Since most county inmates are serving sentences of two and one-half years or less, a large proportion of the inmates are eligible to participate in release programs. Several counties, with Committee support, have started pre-release centers in an attempt to ease overcrowding in the houses of correction and to offer offenders a better opportunity for rehabilitation. The centers attempt to provide an individual response to the specific needs of each resident. While services vary from center to center, they usually include counseling, community resource development, and referral to specialized community resources.

78C-091.4221 Hampshire County Halfway House \$24,606

This grant supports a residential halfway house for parolees and ex-offenders released from the Hampshire County House of Correction. When a client enters the house, he and the project develop a contract specifying both short and long-term goals. The project attempts to help the client develop individual responsibility and accountability through adherence to house rules and regulations. Available services include assistance in securing and maintaining full time employment; drug and alcohol treatment; and any of the other services provided by the Hampshire Correctional Services program to the house of correction population. It is expected that 50-75 inmates will participate in this program during 1978. The project hopes to reduce the recidivism rate for project clients by fifty percent.

78C-158.4221 Hampden County Pre-Release Center \$72,252

This project is a pre-release center located next door to the Hampden County Jail and House of Correction. The center is designed to house 14 to 16 residents at a time for a maximum of four months. Any individual who is serving a sentence at the Hampden County House of Correction and meets the criteria of and has been approved by the classification board will be eligible for the program. Services available to clients will include job development; vocational skills training; drug and alcohol programs; survival skills training; counseling; and mutual agreement programming. Where feasible, these services will be provided through existing community resources. It is anticipated that 100 residents will be transferred to the center during 1978.

78C-176.4221	Essex County	Correctional Alternatives	\$62,771
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The Correctional Alternatives Project is a community-based pre-release center which allows inmates committed to the Essex County correctional facilities the opportunity to complete the last three to six months of their sentences working in the community. The project is a part of the Correctional Alternatives Center, which is located in the old Lawrence Training School. More than 100 eligible inmates will be identified in the two Essex County houses of correction. Those selected will attend a three-day orientation conducted by the supervisors and counselors of the project. The orientation will include job counseling, a discussion of employment skills, individual and group therapy, and a review of project rules and regulations. Project participants will have access to vocational counseling, job development, and family and life counseling. Participants will complete the program either at the expiration of their sentence or upon being paroled.

78C-219.4221	Boston	DOC/Deer Island (577 House)	\$56,019
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DOC/Deer Island (577 House) is a joint Department of Correction/Suffolk County House of Correction pre-release center. The center is located in Boston and serves a total of 20 inmates (ten from Deer Island and ten from Massachusetts Correctional Institutions) who are within three months of parole eligibility. 577 House is administered by Massachusetts Halfway Houses, Inc., under contract to the Department of Correction, which monitors and evaluates the entire project.

All inmates entering the 577 House must meet the eligibility requirements provided in Chapter 777 and must be approved by the DOC Director of Classification. In addition, Deer Island inmates must be recommended by the case management staff, be approved by the Penal Commissioner, and must have successfully completed a two to four day furlough at 577 House. Upon transfer to the project, Deer Island inmates will be under the custody of the Department of Correction, which will be responsible for security in the project.

All inmates participating in the center must enter into a behavior contract with the project. The major activities covered in the contract include educational or employment programs, financial management, structured program-related activities and leisure time activities, counseling, drug and alcohol referrals, family and social relationship counseling, furloughs, and general living skills sessions based on the reality therapy approach.

The success of this project has been sufficiently demonstrated to the Massachusetts Parole Board that it has entered into Mutual Agreement Programs with selected project clients. Under this procedure, a parole release date is negotiated between the inmate and project and parole staff based upon the achievement of specified objectives by all parties. In 1978 the project hopes to increase its completion rate from 70 to 75 percent of project participants.

78C-220.4221	Boston	Pre-Release Residencies	\$124,928
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This project differs from the other pre-release projects in that it involves a purchase of service fund used to place clients in a variety of Boston pre-release centers which offer specialized services. The project is under contract to Massachusetts Half-Way Houses, Inc. and is administered by the Boston Offender Services Project (described below). It finds individual placements in facilities such as residential drug treatment or vocational/educational programs for offenders who have been paroled or who have been transferred to Department of Correction custody for pre-release.

In 1978 the project expects to serve 72 clients and will expand to serve clients from the Charles Street Jail who have been released on their own recognizance. In addition to making direct placements, project staff work with the staffs of their subcontractors to acquaint them with the special problems of ex-offenders.

3. Non-Residential Services

A substantial number of offenders are released directly from county houses of correction. Many of these released offenders have no resources and few non-criminal contacts in the community; too often a new crime seems to be the only way to survive on the streets. To respond to this problem, the Suffolk County Penal Institutions Department contracts with Massachusetts Halfway Houses, Inc. to provide short-term financial assistance and counseling to men returning to Boston from Deer Island and being released from the Charles Street Jail.

78C-221.4231	Boston	Boston Offender Services Project	\$10,312
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The Boston Offender Services Project (BOSP) provides residential and/or non-residential services to those men who, after release from the Deer Island House of Correction or the Charles Street Jail, have specific disabilities which would adversely

affect their community reintegration. There are three inter-related program services: financial assistance, individual counseling, and social service referral. The governing theory behind the project is that community adjustment problems of offenders can be alleviated by providing them with immediate and tangible support. Financial assistance is provided to cover the cost of practical needs such as food, clothing, transportation, housing, toiletries, books, tools, emergency medical supplies, etc.

Participation in BOSP is contingent on compliance with an explicit set of standards, which are meant to ensure that clients understand what the project expects of them and what, in turn, they can expect from the project. If the applicant decides to accept the standards they become a contract between the client and the project staff. Essentially, participation in BOSP involves a process of short-term goal-setting, developmental planning, and client follow-up. The staff holds clients accountable during this process. At the same time, the staff attempts to eliminate clients' immediate financial problems as barriers to making reasonable adjustment to the community.

An unusual aspect of BOSP is its low administrative costs. Staffed by only a director, two community workers and three part-time administrative staff members, the project has a low staff/client ratio. One of the project staff makes weekly on-site visits to the institutions to orient potential participants, interview those with an interest, and make screening recommendations for pre-release candidates.

4. Regional Manpower Service Delivery

Existing manpower services for offenders are uncoordinated and cumbersome. Since, in most cases, employment is central to an offender's ability to avoid further contact with the criminal justice system, most agencies which serve offenders attempt to provide manpower services. In addition, there are numerous state and federal manpower agencies serving both offenders and non-offenders. This abundance of agencies involved in the "manpower business" has led to a large amount of duplication of effort and even opposing efforts to gain employment for offenders. One result of this has been the alienation of businesses which feel harrassed by the numerous people seeking jobs and which may have had negative experiences with offenders who have not been adequately prepared to hold jobs.

The Committee will attempt to respond to these problems by funding a regional manpower service delivery project. This project will coordinate the efforts of existing manpower and criminal justice agencies to respond to the full range of offenders' manpower needs: skill development, job readiness training, and job placement.

78C-170.4232 Springfield

Coordinated
Criminal Justice
Job Development

\$112,000

This project will develop a model in which CETA, the Department of Labor, the Division of Employment Security, the Springfield Chamber of Commerce, the Hampden County Bar Association, public and private criminal justice agencies, and LEAA become involved in the delivery of manpower services to the offender population. Project staff will include a coordinator and a secretary who, working with DES and the Chamber of Commerce, will train the staffs of the various manpower agencies in the areas of client assessment, client counseling, and employment development. If necessary, the project will fund additional positions in existing manpower agencies to work with offenders. In addition to the training, the project will coordinate the efforts of existing public and private manpower agencies, develop employer receptiveness to the needs of offenders, and increase the number of job placement alternatives. The project expects to serve approximately 700 offenders during 1978.

PROGRAM 78-42: COUNTY ADULT CORRECTIONS

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	PART C FUNDS		CASH MATCH		TOTAL COST	MOS	YR OF SUPPLY
				FY 1978	FY 1977	LOCAL	STATE			
Manpower Services Unit	Norfolk County	78C-077.4214	L	\$27,600		\$ 1,534	\$ 1,533	\$ 30,667	12	1
Conduit Program	Plymouth County	78C-050.4211	L	1,615		90	89	1,794	12	4
Case Management	Boston	78C-218.4211	L	40,000		2,222	2,222	44,444	12	4
Women's Jail Project	Middlesex County	78C-025.4218	L	13,300		739	738	14,777	12	3
Female Offender Project	Hampden County	78C-154.4218	L	35,900		1,995	1,994	39,889	12	2
Halfway House	Hampshire County	78C-091.4221	L	24,606		1,367	1,367	27,340	12	4
Pre-Release Center	Hampden County	78C-158.4221	L	72,252		4,014	4,014	80,280	12	2
Correctional Alternatives	Essex County	78C-176.4221	L	62,771		3,488	3,487	69,746	12	4
DOC/Deer Island	Boston	78C-219.4221	L	56,019		3,112	3,112	62,243	12	3
Pre-Release Residencies	Boston	78C-220.4221	L	124,928		6,941	6,940	138,809	12	2
Boston Offender Services Project	Boston	78C-221.4231	L	10,312		573	572	11,457	12	4
Coordinated Criminal Justice Job Development	Springfield	78C-170.4232	L	112,000		6,222	6,222	124,444	12	1
TOTALS				\$581,303		\$32,297	\$32,290	\$645,890		

PROGRAM 78-43: PAROLE

PROGRAM INTENT AND PRIORITIES:

The Parole Board is mandated broad authority, and is an essential component of the Massachusetts correctional system. Parole acts in many ways as a key motivational factor for inmates in correctional facilities, by allowing them to qualify for earlier release. Parole is also a key factor in the amount of overcrowding in the various correctional facilities, since it controls the release of a majority of the inmates.

The Parole Board is staffed by about fifty parole officers who have high caseloads which include many individuals who require consistent and intensive support. The seven-member Parole Board is burdened with backlogged cases scheduled for hearings, commutations, pardons, and revocations. Because of inadequate financial support from the Commonwealth, an already overworked parole system would barely be able to function without additional assistance. The Committee has provided necessary block grant funds which have allowed the Parole Board to experiment with innovative programs and to operate more effectively. Parole funding in 1978 is essential if parole is to continue to provide meaningful supervision and service assistance and to have the capacity to assist in the administration and management of Parole Board activities.

1. Pre-Release Programs

The goals of this component are to facilitate the offender's transition from a Department of Correction residential setting to parole supervision, to increase the cooperation between the Department of Correction and the Parole Board, and to support the development of the Mutual Agreement Program (MAP) model. Mutual Agreement Programming involves the negotiation of a contract between the offender, the Department of Correction, and the Parole Board. The contract makes it clear to the offender what is expected of him, and, in turn, what services he can expect to receive from the project. If all of the terms of the contract are fulfilled, the offender is almost guaranteed parole.

78C-205.4331	Parole Board	699 House	\$67,761
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This grant supports Parole's share of the cost of contracting with Massachusetts Halfway Houses, Inc. to operate 699 House, a joint Department of Correction/Parole residential facility located in Boston. Clients remain in the House for three months--the first six weeks under the custody of the Department of Correction on a pre-release basis, and the second six weeks under supervision of the Parole Board on a post-release basis.

All inmates entering the center must have been granted an "open reserve" date by the Parole Board and have been cleared for pre-release placement by the Department of Correction classification process. "Open reserve" guarantees a client parole if he meets the conditions of the behavior contract (MAP) drawn up by the project staff, the client, and the parole officer.

78C-209.4332	Parole Board	Pre-Release Parole Officers	\$27,330
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This grant will support three junior parole officers. It will give the Parole Board the potential to offer better services to inmates being paroled from pre-release centers in the Boston area. The junior parole officers will have caseloads of no more than 35 persons. They will work with pre-release personnel to develop a MAP contract for each inmate entering the pre-release center which would specify services to be delivered by the program and goals to be attained by the inmate. Once the agreed upon goals are attained and services have been delivered to the satisfaction of the inmate, he becomes eligible for an earlier parole date and release from the center. Each of the officers will be supervising from 10 to 15 residents of the center and from 20 to 25 parolees.

2. Specialized Aftercare

There has been an increasing interest in the services and support given to the developmentally disabled offender. These offenders usually lack advocates and a practical understanding of how to obtain services on their own. Their ability to gain meaningful employment is also limited. This project allows the Parole Board to provide specialized treatment and services to this category of offenders.

78E-207.4322	Parole Board	Community Assistance Parole Program	\$11,000
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The Massachusetts Community Assistance Parole Program (MASSCAPP) provides services to parolees in the greater Boston area with developmental disabilities. Clients may be referred to the project by the Parole Board, parole officers, correctional personnel or other related agencies. Once accepted for the program the client is assigned to a community assistant who works with him on a one-to-one basis and devotes time to investigating community agencies which could provide appropriate services. The community assistants are paid a stipend of \$15.00 per week.

Project staff include a project director and a junior parole officer. The grant also supports stipends for the community advocates and a purchase of service fund used to obtain temporary shelter for clients who need it.

3. Regionalization

The regional program is an effort on the part of the Parole Board to decentralize its structure and locate its case management and service delivery efforts in seven parole regions throughout the Commonwealth. This moves the major locus of parole activity from the state office building in Boston, which may be physically or psychologically inaccessible to many parolees, to regional offices which are located within the communities where the parolees actually reside.

78E-203.4314	Parole Board	Model Regions	\$5,041
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This grant will allow the Parole Board to continue to operate its Regional Offices. Funds will be used specifically to pay rent for the offices in Somerville, Lowell, and the Back Bay in Boston.

4. Inside/Outside Program

This method of parole programming allows parole to begin working with offenders while they are still incarcerated. It provides the inmate and parole officer the opportunity to establish a relationship and begin developing a service plan which is started in the institution and continued when the offender is paroled.

78E-206.4326	Parole Board	Inside/Outside Parole	\$110,967
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This project will support parole staff who would be assigned to the Worcester House of Correction, MCI Framingham, and MCI Norfolk. Staff would be responsible for the following:

- (1) Preparing clients for release by conducting educational workshops, making service referrals, and providing counseling;
- (2) Developing and conducting workshops on the problems involved in readjusting to the community upon release;
- (3) Implementing a contract system to be used as often as possible with project clients;
- (4) Develop procedures by which clients could qualify for earlier parole eligibility;
- (5) Provide the initial supervision and services to clients who have been paroled.

Project staff will include a director and six junior parole officers. The junior parole officers will carry caseloads of no more than 35 clients. The project anticipates receiving 60 referrals from MCI Framingham, 30 from MCI Norfolk, and 40 from the Worcester House of Correction.

5. Parole Planning and Internal Support

The expanding role of parole in case management and service delivery in a community-based corrections system significantly increases the burdens on parole management and on the Parole Board itself. These administrative tasks cannot be neglected; without specialized support services, many parole staff members involved in providing direct services to clients would have to be reassigned to the central office to handle administrative tasks.

78E-202.4365 Parole Board Pardons Processing \$18,834

The Parole Board is, by law, the Governor's Advisory Board on Pardons. Within a ten-week period following receipt of the petition for pardon, the Advisory Board is required to make a written recommendation concerning the petition to the Governor. Each year approximately 500 petitions for pardon are filed along with 75 petitions for commutation. Clearing a pardon requires gathering data, making criminal history checks, collecting letters of recommendation, making investigations and holding a hearing. In the past five years the Board has heard and considered an average of twelve cases per week. Since the state does not fund positions to perform the background work necessary for clearing pardons, a backlog developed which reached a peak in 1972. This grant will support one hearing officer who will be responsible for receiving, reviewing, and investigating all requests for pardons and commutations which are received by the Parole Board during 1978.

77E-308.4365 Parole Board Administration and \$22,500
Grants Management

The Committee will continue to support a manager of administrative services and a chief administrative clerk. They are responsible for the administration of federal grants: submission of grant applications, accounting for federal projects, and filing of required quarterly and final financial reports. The unit also provides necessary services in the areas of state budgeting, administrative services and fiscal procedures. It serves as a liaison with the Budget Bureau, the Bureau of Personnel and Standardization, the Executive Office of Administration and Finance, the Legislature and other state and federal agencies.

78E-204.4366

Parole Board

Program Development \$69,967
and Planning

This project will employ a program development specialist, a senior planner, a research analyst, and a senior clerk. The project's objectives are the following: to develop a process for establishing both long and short-range goals; to develop a short-range planning capacity sensitive to the immediate needs of the Parole Board; to develop a three to five-year correctional plan outlining the policies, functions and responsibilities of the Parole Board; to give the parole Board a program development capability; to pursue federal and state funding; to encourage coordination with other state and county criminal justice agencies; and to assess existing programs for cost and programmatic effectiveness.

PROGRAM 78-43: PAROLE

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	PART E FUNDS		1978 PART C FUNDS	CASH MATCH	TOTAL COST	MOS	YR O SUPP
				FY 1978	FY 1977					
699 House	Parole Board	78C-205.4331	L			\$67,761	\$ 7,529	\$ 75,290	12	3
Pre-Release Parole Officers	Parole Board	78C-209.4332	L			27,330	3,037	30,367	12	3
Community Assistance Parole Program	Parole Board	78E-207.4322	S	11,000			1,222	12,222	12	3
Model Regions	Parole Board	78E-203.4314	S	5,041			560	5,601	12	4
Inside/Outside Parole	Parole Board	78E-206.4326	S	110,967			12,330	123,297	12	1
Pardons Processing	Parole Board	78E-202.4365	S	18,834			2,093	20,927	12	3
Administration	Parole Board	77E-308.4365	S		\$22,500		2,500	25,000	12	4
Program Development and Planning	Parole Board	78E-204.4366	S	69,967			7,774	77,741	12	1
TOTALS				\$215,809	\$22,500	\$95,091	\$37,045	\$370,445		

PROGRAM 78-51: LOCAL JUVENILE JUSTICE PROGRAMS

PROGRAM INTENT AND PRIORITIES:

The Committee's strategy in the delinquency area is two-fold. In addition to humanizing and improving the effectiveness of the formal treatment resources provided by the Department of Youth Services for those youth adjudicated delinquent, the Committee believes that the diversion of youth from the juvenile justice system and the prevention of certain susceptible youth from committing delinquent acts is best handled by community-based alternatives whenever this does not endanger public safety. Utilizing this strategy, grantee agencies in major cities will work with the police, the courts, and DYS in order to minimize the involvement of juveniles with the juvenile justice system. This will be accomplished by creating and strengthening community-based programs, as well as by developing procedures for diverting delinquent youth into such programs. In addition, the Committee will support a number of community-based projects intended to mitigate conflicts between youth and community institutions and provide effective alternatives to crime.

Because LEAA funds are limited, Committee resources will be concentrated on programs which serve juvenile offenders. At the same time, the Committee feels that in most instances juvenile offenders have service needs similar to those of other youth, and that both groups should be served by the same programs in order to avoid the "labeling" of certain youth as "delinquent." Consistent with this strategy, Committee staff will work with existing Committee-funded programs to ensure that their services are relevant and available to both court-involved and non-court-acquainted youth in an undifferentiated fashion, and that the local service agencies and/or units of government accept partial responsibility for the support of these programs.

1. Youth Resource Bureaus

Youth Resource Bureaus provide a combination of the following services: (1) identification of problems in the community causing delinquency; (2) planning and coordination of delinquency programs which address the needs of local youth; (3) training and technical assistance for other agencies or groups working with youth; (4) crisis intervention; and (5) individual and family counseling and advocacy, etc.

In 1978 the Committee will continue to support two YRB's entering their fourth and final year under the Committee's Continuation/Termination Policy.

78C-132.5111 Somerville

Youth Agency

\$33,475

Through this project the Somerville Community Youth Agency will work with youth and adults in specific areas of the city which exhibit serious problems associated with youth gangs and groups. The project will use neighborhood coordination whereby youth and adult groups are organized to develop a variety of programs and activities designed to discourage delinquent behavior. By the end of the year, the groups should be able to operate independently with only minimal help from project staff. Throughout the grant period, outreach workers will work with individual youths to solve court, family, school and employment problems. Fifty percent of the Agency's client population is court involved, and it is approximately half male and half female.

78C-175.5111

Lynn

Youth Resource
Bureau

\$30,295

This project will provide a wide variety of direct services to clients referred by the Lynn District Court, the police department, and the public schools. The project also accepts self-referrals. From 150 to 175 clients will be served during 1978.

2. Alternative Education Projects

The Committee supports alternative education projects in an effort to prevent juvenile delinquency by providing innovative alternatives for those youth experiencing difficulties with traditional education programs.

78C-171.5122

Brookline

New Perspectives
School Vocational
Component

\$17,100

This project complements the New Perspectives School's structure by providing a vocational component which serves all NPS students, prospective students, and graduates. The component focuses on the need for career education, job development, and job placement for youth who have been adjudicated delinquent, stigmatized by their anti-social behavior, or who have been in trouble but have eluded formal apprehension by law enforcement authorities. The project employs a full-time vocational counselor and a part-time assistant.

78C-142.5121	Chelsea	Choice Through Education	\$39,000
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The Chelsea Juvenile Impact Program, sponsored by the City of Chelsea and Choice Through Education, Inc. will operate a program to serve delinquent and pre-delinquent youth in the chelsea/Revere area. The program will serve 60 youth between 13 and 17 years of age who are referred by the police, schools, Department of Public Welfare, courts, DYS, or other community agencies. Services provided by the project include employment and vocational training, individual and group counseling, tutoring, and other educational support supplied by the upward bound and alternative school programs which are both operated by Choice Thru Education, Inc.

77C-309.5122	Springfield	Gateway School	\$29,335
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The Springfield Alternative School is a program for 25 delinquent and pre-delinquent youth between 11 and 14 years of age. Referrals are made by the Hampden County Juvenile Court, the schools, and the police. All pupils are screened using the process specified in Chapter 766, the state's law requiring special education for those who need it. The Alternative School provides tutoring, behavior and attitudinal counseling, and the opportunity to develop learning skills. One teacher is provided for every four students. The project represents a coordinated effort by the community with the involvement of the juvenile court, the American International College, the Springfield School Department, the Youth Resource Bureau, and the Junior League.

3. Prevention/Diversion Direct Service Projects

In accordance with the Committee's strategies of diverting youth from formal processing in the juvenile justice system and preventing certain "high risk" youth from committing criminal acts, the Committee supports projects which respond to specific problems often faced by delinquent youth, such as unemployment. In a state faced with a high unemployment rate, jobs are unavailable for young people, particularly those youth who have had previous contact with the juvenile justice system.

These prevention/diversion direct service projects differ from the projects receiving Committee funds under the Juvenile Justice and Delinquency Prevention Act. Projects funded in this area have the flexibility to serve a significant number of youth who have had no previous contact with the juvenile justice system as well as a population of "system acquainted" youth. Emphasis is placed on the development of job readiness skills and short-term internships as opposed to job development and job placement in non-stipend support positions.

78C-125.5121 Boston

The Eye

\$54,500

The Boy's Club of Boston will continue to provide a diversion and treatment program serving 20 court-acquainted youth in the Roxbury community. The Eye is directed at first and second offenders who have committed a variety of offenses. Referrals are made by the Dorchester District Court, the Roxbury Youth Resource Center, and the Roxbury Boys' Club. The program attempts to divert youth from subsequent criminal activity and court appearances by providing a very structured and continuous schedule of activities which include group interaction sessions; photography instruction and lab technician training; family and individual counseling, tutoring; and social, cultural, and recreational activities.

78C-179.5121 Lynn

Operation Bootstrap \$60,165

Operation Bootstrap provides motivational job training skills and job placement to youth between the ages of 14 and 18. Half of the youth involved in the program are referred by the court and the remainder are referred by direct service agencies. The program trains its clients in two phases. In the first, clients attend workshops each day for two hours for a period of six to ten weeks. Working in groups of six to ten, clients receive instruction in a number of job-seeking skills. Role playing, lectures, films, and testing will all be used to build both the client's motivation and confidence.

During the second phase of the process, clients are expected to use their skills in seeking jobs. The project expects to enroll 66 youth during 1978, of whom 54 are expected to complete the project successfully.

In addition to providing direct services, the project has worked with a board of citizens involved in vocational development and local businesses to develop a limited number of work experience sites. Clients places in these sites are supported by a stipend from the project and work for ten weeks. Employers are trained before they receive clients and they are expected to make a good faith effort to take clients at the end of the training period. All employed clients receive follow-up and supportive counseling sessions throughout the year.

78C-111.5121 Boston

Project Intercept

\$41,000

Project Intercept serves Roxbury, Dorchester, and Mattapan youth who are referred by the Boston Juvenile Court or area schools. Services provided by the project include one-on-one counseling; training in survival skills; group counseling; and fourteen weeks of on-the-job training. During 1978 the project will serve 21 youths between the ages of 14 and 17.

78C-117.5121 Boston

Project React

\$54,670

This project has two components:

- (1) School Program: This component serves eight to ten chronically truant youth who are referred from the Woodrow Wilson Middle School. It attempts to resolve the problems which led to the clients' absence from the regular school programs. Services include individual school/education advocacy, personal and family counseling, and educational services. At the end of a year the project returns the client to his regular school, completes a Chapter 766 evaluation and service plan, or finds an alternative school placement.
- (2) Outreach Counseling Program: This component provides 30 additional youth with outreach, counseling, advocacy, and job placement with the intent of breaking up neighborhood gangs by providing alternatives to gang and criminal activity.

78C-119.5121 Boston

Hispanic World
of Work

\$11,000

The Boys' Club of Boston and the Mayor's Office of Manpower (CETA) have initiated a project for Spanish-speaking youth in the South End community. The project provides employment skills, basic English language training, job placement, and counseling to 16 youth referred from various community agencies or the court, or who apply voluntarily. Clients are between 16 and 18 years of age and at least fifty percent are adjudicated first offenders.

4. Specialized Probation/Court Diversion Projects

The Committee supports projects in this area in an effort to prevent court acquainted juveniles from further involvement in the formal juvenile justice system. While the Committee supports many projects which attempt to prevent "problem youth" from any involvement in the juvenile justice system, projects funded under this guideline provide alternatives designed to meet the needs of those youth already in contact with juvenile courts.

With the exception of the New Bedford Juvenile Intervention Project, all projects receive referrals directly from the court and provide a combination of the following services: individual and group counseling; vocational counseling; structured recreation; family counseling; restitution; crisis intervention; community education; and general advocacy.

78C-038.5142	New Bedford	Juvenile Intervention	\$52,108
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The New Bedford Juvenile Intervention Program works directly with the Police Department and the Juvenile Court in diverting first-time and multiple offenders into a diagnostic and counseling program with recreational and structured athletic components. The project provides counseling, job training, tutoring, educational orientation, diagnostic referral and recreational opportunities. The project will serve 36 to 40 clients, of whom 25 will be diverted prior to formal complaint.

77C-310.5142	Somerville	DARE Girl's Project	\$59,132
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In 1978 this project will assess approximately 40 referrals from the Cambridge and Somerville District Courts and will accept 24 to participate in the project. The project supplies a variety of services including peer support groups, individual counseling, couple counseling, crisis intervention, family work, employment referral, education, and medical referrals.

During 1978 the project will expand to provide services to a minimum of twenty mothers of project participants. These women will be referred to specialized community services such as health care, drug counseling, and child abuse counseling. Additional areas to be addressed include parenting skills, crisis management, and methods of coping with agencies such as the housing authorities and welfare officials.

78C-233.5142	Middlesex County	Lowell Diversion	\$12,504
77C-311.5142			43,742

This project will provide intensive community-based services to youth diverted from the Lowell District Court. It provides a wide range of services including counseling, education, employment, restitution, health, funds management, housing, and family counseling. The project accepts both delinquent and CHINS youth. Approximately 120 youth will be referred and approximately 90 will be accepted.

78C-075.5143	Worcester County	Intensive Juvenile Probation	\$36,300
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This program provides a range of therapeutic services to adolescents appearing before the Worcester Juvenile Court. Juveniles are referred to the project as a condition of probation. They receive intensive therapeutic services for two hours per day, five days a week. Services include counseling, family therapy, medical and dental examinations, educational/vocational services, recreation, group therapy, and special consideration on employment opportunities. The project will serve 80 clients during its regular program and 50 during a summer program.

5. Comprehensive Family Services

Many youth become involved with the criminal justice system because of family problems or because they lack a suitable place to live. In many cases finding an alternative home is imperative if the juvenile is to be able to end his delinquent or anti-social behavior. This program will provide support services to foster care agencies serving "high risk" Department of Youth Services and Department of Public Welfare clients.

78C-068.5155	Salem	Long-Term Foster Care Support System	\$35,959
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This project will employ a home finder, a family counselor, a family therapist, and an attorney. This staff will work to increase the number of foster care families willing to accept juveniles committed to the Department of Youth Services and to increase the awareness of such families towards the problems, difficulties, and rewards inherent in such work. Family counseling will be provided on two levels. The project will work with the families of DYS-committed youth to help them overcome their feelings of anxiety, hostility, or guilt. The project will also work with the foster families to help them address the needs of "problem youth" and will provide social, therapeutic, and legal support services.

78C-161.5155	Springfield	Adolescent Adoption	\$60,000
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This project intends to make eligible for adoption 40 children between the ages of twelve and eighteen who are presently in the care of the Department of Youth Services or the Department of Public Welfare. It is expected that 10 of these children will be adopted. Half of the adopting families will receive financial subsidies from the state. All families will receive pre- and post-adoptive psycho/social, legal, administrative, and financial services.

78C-157.5155	Hampden County	Foster Care Enhancement	\$58,000
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This grant will provide funds to the Center for Human Development in Springfield to perform the following:

- (1) Survey the community as a whole to determine the attitude of the community toward foster care, which populations are most receptive to being foster parents, and how to reach these populations.
- (2) Based on this information, develop a sophisticated and effective foster care recruitment and community education program.

- (3) Improve the quality of services provided to youth by developing new and far more supportive training and crisis support systems.
- (4) Increase the numbers of high-risk DYS and DPW youth served by the foster care system and decrease the recidivism of these youth.
- (5) Develop material, techniques and service systems that can be readily transferred to foster care agencies in other areas.

PROGRAM 78-51: LOCAL JUVENILE JUSTICE PROGRAMS

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	PART C FUNDS		CASH MATCH		TOTAL COST	MOS	YR OF SUPPT
				FY 1978	FY 1977	LOCAL	STATE			
Youth Agency	Somerville	78C-132.5111	L	\$33,475		\$ 1,860	\$ 1,859	\$ 37,194	12	4
Youth Resource Bureau	Lynn	78C-175.5111	L	30,295		1,683	1,683	33,661	12	4
New Perspectives School Vocational Component	Brookline	78C-171.5122	L	17,100		950	950	19,000	12	3
Choice Thru Education	Chelsea	78C-142.5121	L	39,000		2,167	2,166	43,333	12	3
Gateway School	Springfield	77C-309.5122	L		29,335	1,630	1,629	32,594	12	3
The Eye	Boston	78C-125.5121	L	54,500		3,028	3,027	60,555	12	3
Operation Bootstrap	Lynn	78C-179.5121	L	60,165		3,343	3,342	66,850	12	3
Project Intercept	Boston	78C-111.5121	L	41,000		2,278	2,277	45,555	12	3
Project React	Boston	78C-117.5121	L	54,670		3,037	3,037	60,744	12	3
Hispanic World of Work	Boston	78C-119.5121	L	11,000		611	611	12,222	12	3
Juvenile Intervention	New Bedford	78C-038.5142	L	52,108		2,895	2,894	57,897	12	3
DARE Girl's Project	Somerville	77C-310.5142	L		59,132	3,285	3,285	65,702	12	3
Lowell Diversion	Middlesex County	78C-233.5142 77C-311.5142	L	12,504	43,742	3,125	3,124	62,495	12	3
Intensive Juvenile Probation	Worcester County	78C-075.5143	L	36,300		2,017	2,016	40,333	12	4
Long-Term Foster Care Support System	Salem	78C-068.5155	L	35,959		1,998	1,997	39,954	12	1

PROGRAM 78-51 (Continued)

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	PART C FUNDS		CASH MATCH		TOTAL COST	MOS	YR OF SUPPT
				FY 1978	FY 1977	LOCAL	STATE			
Adolescent Adoption	Springfield	78C-161.5155	L	\$60,000		\$ 3,334	\$ 3,333	\$ 66,667	12	1
Foster Care Enhancement	Hampden County	78C-157.5155	L	58,000		3,222	3,222	64,444	12	1
TOTALS				\$596,076	\$132,209	\$40,463	\$40,452	\$809,200		

PROGRAM 78-52: STATE YOUTH SERVICES

PROGRAM INTENT AND PRIORITIES:

The Committee's 1978 strategy for state juvenile justice reflects a shift in emphasis from relatively broad program components to more specific types of programs. Programs for 1978 will focus on interagency cooperation, standards for child care, measurement of impact, and institutional change. The Committee will continue to develop proto-types for action funding, however, it will focus its attention primarily on one region.

The goal of the Committee is to assist the state in the development of a more rational, humanistic, responsive, and cost-effective system of juvenile justice for its clients. As stated in the documents produced by the Task Force on Security, the Institute For Governmental Services, and the National Assessment of Juvenile Corrections, "juvenile justice as it is administered in the Commonwealth is chaotic, inadequately funded, unresponsive, and poorly administered." Further, the duplication of services makes cost-effectiveness less than desirable.

1. Secure Treatment Support

Presently, the secure settings are experiencing problems if a person who is working as line staff is absent for any reason. No substitutes are available to cover the post. Further, it has been extremely difficult to make staff available for training, since they cannot be spared from their jobs. Training is a priority of DYS and MCCJ, but training cannot be effective if it is not attended. This project is essential to the improvement of DYS's services and to its compliance with the special conditions that apply to Part E funds.

78C-138.5269	Department of	Secure Treatment	\$60,571
78E-252.5269	Youth Services		173
			(37,812)*

This project will provide support to improve the quality of intensive care and provide technical assistance to selected projects involved in the process of regionalization. The 1977 funds were used to secure the professional expertise of criminal justice personnel who had the knowledge and ability to train program staff, improve program design and implementation, and structure special program components to meet the needs of particular youth. Attention was also provided to management to

*To be transferred from a previous DYS grant.

to restructure their methods of control of and accountability for regionalization. The project assisted DYS by providing funds for technical assistance to address further implementation of the regionalization process.

This project will alleviate the problem of lack of substitutes for essential jobs by funding positions to be placed and trained at the Judge Connelly Youth Center. The on-call personnel will be utilized to replace line staff in the secure programs. A further cost benefit to the juvenile justice system is a pool of trained staff who will be available for permanent employment when openings occur.

2. Technical Services Assistance Unit

This project is a consolidation of the program planning, evaluation and grants management functions of DYS. The present situation inhibits the variety of services the state is able to purchase for its clients. The community-based concept depends upon many varied service providers producing programs of quality. Without a range of programs, the pressure to produce quality programs responsive to a full range of client needs does not exist.

This unit will be able to assist well-established providers. It will be able to assist them with technical assistance, evaluation, and grant management. This will provide a sound basis for a coordinated effort among the key supportive elements of the community service providers.

78E-141.5264	Department of	Administration/	\$210,336
		Technical Services	
		Assistance Unit	

This project will create a better administrative structure to support the community-based system of care. It will fund the position of assistant commissioner of research, planning and program development who will administer the support units of program development, evaluation, grant management, and data processing. Grant funds will also be used to pay the salaries of certain personnel who staff these units.

3. Comprehensive Diagnostic Center

This project provides comprehensive evaluation (i.e., medical and dental examination, educational, psychological and social service needs profiles) for children assigned by the court to DYS. Further, the project constructs and reviews individual plans for support for each youth which serves as the basis for arranging appropriate placements in either community or state-operated programs. The progress of the clients is monitored and the project negotiates support and

intervention services for the families of the clients.

78C-140.5251	Department of	Diagnostic Services \$130,000
	Youth Services	

This project will coordinate a comprehensive program of diagnostic and assessment services for DYS clients in Region VI and the surrounding areas. It will serve as a resource to program, casework, and court personnel, and to juvenile justice system planners. It will maintain a computerized information system to respond to a variety of evaluation and research needs. The project will serve a minimum of sixty youth.

4. Secure Treatment Programs

The secure treatment programs respond to the strategy of providing comprehensive rehabilitative services to serious offenders in small, individual settings close to the community. DYS has facilities to treat approximately 49 adjudicated youth who require secure settings with close supervision and guidance. These children are screened by a team of DYS employees and private program personnel for admission to specific secure treatment programs. The Department has determined that secure treatment programs are needed to meet the needs of this small number of committed youth who have one or more of the following characteristics: very serious mental or emotional problems; an extremely long history of involvement in the juvenile justice system; a continuous pattern of running away from placement or defaulting on court appearances; and behavior that poses a serious threat to their own or others' physical security.

The existing facilities offer three to nine months of care and support in a secure setting. In order to facilitate the youth's attitude and behavior changes, the staff utilizes small group education and tutoring, cultural exposure, and supervised contact with family, friends and community. Upon completion of the secure treatment program, the youths are then placed in less structured environments with sufficient support services to permit adjustment to more normal life-styles.

78C-139.5231	Department of	Greater Boston	\$175,769
	Youth Services	YMCA Secure	(60,105)*
		Treatment	

The Greater Boston YMCA secure treatment program, located in Mattapan, has a bed capacity of twelve. It accepts difficult to handle boys between the ages of fifteen and seventeen. This locked facility has a total of fifteen staff members whose training is coordinated and provided by the Boston YMCA.

*To be transferred from a previous DYS grant.

In-service training continues through weekly workshops. The program, which lasts for six to eight months, heavily emphasizes vocational/educational programming, with state and community social and health resources used as support services.

78C-198.5232	Department of	Centerpoint	\$282,000
	Mental Health		

The program intake for Centerpoint--Region IV is through the Region IV interdepartmental team consisting of the regional directors of the participating agencies. This team currently exists to resolve issues of service delivery for youth who cannot be served by existing programs. DMH is providing the facility, the equipment, and all administrative overhead and supervision. The Department of Education is supporting through local education authorities, the day program of education, recreation and therapy. LEAA funds provide a director, evening and clinical staff as well as food supplies. This combination of three line agencies in developing the program has produced a prototype which can meet the variety of development needs of these youth. The staff includes teachers, vocational instructors, a part-time psychiatrist, psychiatric nurse, social worker, and child care staff. The program will be structured for 12 to 15 hours per day.

PROJECT TITLE

*To be reallocated from existing DYS grants.

PROGRAM 78-53: JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT
(JJDEA) PROGRAMS

PROGRAM INTENT AND PRIORITIES:

The Committee's 1978 Juvenile Justice and Delinquency Prevention Act (JJDEA) programs will continue to support the general goals of preventing juvenile delinquency, diverting juveniles from the juvenile justice system, and providing community-based alternatives to juvenile detention and correctional facilities.

Priority consideration will be given to the continuation of projects funded under the JJDEA program component in 1977. The JJDEA continuation projects are listed under five major program components:

- (1) Employment Projects
- (2) Education Projects
- (3) Alternative Sentencing Projects
- (4) Linguistic Minorities
- (5) Training

In addition to continuing existing projects, the Committee will consider new applications for funding under: (a) education, (b) alternative sentencing/restitution, (c) training and (d) Legal Service/Affirmative Litigation.

New Guidelines

This year the Massachusetts Committee on Criminal Justice, based on a statewide needs assessment of criminal justice professionals, recognized CHINS as a priority problem area for Committee attention in 1978.

The proposed project outlined under "New Guidelines - Children in Need of Services", represents one of four initiatives aimed at impacting this problem area. The three additional components and funding sources are: (a) a major diagnostic study of needs of and services for court-involved juveniles which is being developed and funded by the Committee's Evaluation Unit; (b) an Affirmative Litigation project (see Program Area 53.42) supported by JJDEA funding; and (c) a Standards and Goals effort, funded by a Discretionary grant from LEAA, which is explained in the Committee's 1978 Local Juvenile Justice Strategy Document.

1. Employment Projects

Projects funded under this component provide a comprehensive range of employment related services including: vocational assessment, pre-placement training, job development, job placement, and follow-up. Major emphasis, however, is placed on actual job development and job placement.

The objectives of this component are to encourage the prevention of juvenile delinquency by the development of programs designed to provide employment-related services for youth. The scope of services of projects funded under this category include a combination of the following:

- (1) information and referral
- (2) intake and diagnostic assessment
- (3) preplacement counseling and/or training
- (4) job development
- (5) job placement
- (6) aftercare support services

78J-118.5321	Boston	Bridge H.A.V.E. Project AVERT	\$88,300
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The intent of this project is to divert youthful offenders (16-17 years old) from further involvement in the criminal justice system, and to prevent high-risk youth from entering that system by preparing these youth for entry into training, job markets, or re-entry into public or alternative schools.

Project Avert is designed to work with approximately 48 prevention/diversion youth during a program year. The program is divided into 4 cycles, with 12 youth per cycle. The core of the program is a 3-month Pre-placement Training Phase. Involvement consists of: (1) the 10-week work-experience placement; (2) vocational workshops; (3) individual counseling; and (4) educational classes.

The total program is divided into 5 phases (1) outreach and screening, (2) intake and assessment, (3) placement training, (4) placement, and (5) follow-up and final placement.

78J-128.5321	Boston	Jobs for Youth	\$ 59,183
77J-313.5321			123,000

The objectives of Jobs for Youth - Boston are to provide continued vocational orientation and assessment, preplacement counseling, job placement referral to supportive services, work-related skill competencies, and reading instruction, on-the-job follow-up, job upgrading, and post-job orientation assessment. These services are provided to 1,050 16-18 year-old male and female prevention/diversion youth in the Boston area.

78J-164.5321	Hampshire	Youth Employment	\$23,618
77J-314.5321	County	Project	50,000

This program is a training and employment project for Hampshire County Pre-delinquent young men and women between the ages of 15 and 18. The project provides a minimum of 800 hours of training and employment in either welding or engine rebuilding to 8 participants in each shop, with an optimum of 32 participants per year. The program also provides employment placement either through Youth Employment Project (YEP), C.E.T.A., or D.E.S.

Y.E.P. is striving to create a youth run enterprise that will become self-sufficient.

78J-232.5321	Lowell	Juvenile Employment Project	\$91,800
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The Juvenile Employment Project is designed to reduce involvement with the criminal justice system by providing Lowell youth (180) with comprehensive employment and pre-employment services. The project will work with a prevention/diversion population 14-17 years of age. All clients accepted into the program will enter a 4-week work experience training course. Those who graduate from the course enter employment placement and supported work crew activities operated by the program. The project also provides the following components:

1. Career advancement placement
2. Youth Tutoring Youth
3. Individual counseling
4. Family contacts
5. Education and house tutoring
6. Physical examinations

78J-239.5321	Boston	Hillside Career Education Program	\$20,000
		DARE	

The intent of the project is to provide career counseling, job development and placement, and academic program for one hundred and twenty students in 6 months cycles of 60 each cycle, 16-21 years of age. As the program receives joint funding and 20% of the total funds are LEAA, 20% of the participants in the Hillside Career Education program will fit the LEAA requirements of prevention/diversion youth.

Students will work three mornings per week. They will receive supportive services for the remaining two days. These services will be consistent with the students' interests and needs;

they include counseling, language, arts, and computation skills. After the six months in the program, students could pursue one of four directions: (1) permanent employment by the worksite; (2) seek employment in a firm not consistent with their original choice; (3) enter a job training program; (4) students may have the option of returning to school on a full-time basis.

2. (a) Educational Projects (Continuing)

The objectives of this program component are to encourage the prevention of juvenile delinquency by the development of programs designed to keep students in elementary and secondary schools through the prevention of arbitrary suspensions and expulsions. Projects funded under this component work in conjunction with existing in-school programs to develop new and innovative techniques designed to encourage delinquents, court acquainted youth, and potential delinquents to remain in the public school system as well as to encourage youths under 16 years of age to return to the school system. Although the major thrust of the actual service delivery of the following projects occurs in school, these programs have also planned for interaction/coordination with outside institutions (i.e., family, court, police, etc.) affecting youth.

78J-070.5331

Lawrence

Lawrence Juvenile \$89,062
Delinquency Project

The Delinquency Prevention Program will attempt to encourage the prevention of juvenile delinquency by the development of innovative programs designed to keep students in elementary and secondary schools through the prevention of arbitrary suspensions and expulsions. The program, located in the Lawrence Public Schools and coordinated by the School Superintendent's Office, will be linked to all other major institutions (court, police, probation, etc.) which encounter drop-outs and juvenile delinquents. The program plan combines the needs of individual youth with the goals of the community to provide positive alternatives for all. The ultimate goal of the project is the development of a prescriptive plan for institutional change within the public school system which could be replicated in other cities experiencing similar problems of truancy, suspension, expulsions, vandalism, and school drop-outs.

Second year objectives include: (1) the development of a youth resource guide; (2) the development of a modular learning program; (3) the organization of a "house model" at the Oliver Junior High School; (4) the creation of a "Learning/Resource Center"; (5) the development of "Project Independence" - to have staff and students collectively research, choose, plan, and operate a business venture; and (6) to organize, in cooperation with C.E.T.A., a Summer School Program at the Oliver Junior High School.

78J-076.5331	Worcester	Inward Bound	\$28,930
77J-318.5331			60,000

Inward Bound is an alternative educational program which will operate in collaboration with Burncoat Junior and South Senior High Schools. It intends to keep students in school by providing a personalized learning experience which focuses on the development of basic learning skills as well as intra- and interpersonal skills. The Junior High School program will provide a 10-week learning experience for a maximum of 12 students each, 3 times per year; there will also be a 10-week follow-up period for each group. Thirty students are expected to complete.

At the Senior High School a 20-week program will be offered to a maximum of 12 students each cycle, twice a year. These students will participate in a 10-week community internship and will be involved in a 10-week follow-up period.

Project design is based on a small pilot program implemented in February, 1976, which managed to deal successfully with ten youths from the target schools mentioned above.

78J-110.5331	Boston	Boston Chinese:	\$28,930
77J-319.5331		Youth Essential	60,000
		Services, Inc.	
		(YES)	

YES is a multi-faceted program that hopes to deal with Chinese youth in Chinatown, South Cove, and the South End, who are experiencing trouble in the community, in school and at home. Strong outreach and in-school components will focus on truants, delinquents, gang members and drop-outs, with a special emphasis on females. The project will offer individual and family counseling, tutoring, educational workshops, client advocacy, referral and placement finding, field trips and recreational activities.

These services will be provided for the following:

- (1) 22 "core" youth, or those involved in all program components;
- (2) 15 "non-core" youth, or those involved at least in workshops and recreational activities;
- (3) 35 others, or those who will participate in only the recreational activities and cultural events.

By means of this program, YES proposes to reduce the rate of drop-outs, truants, and delinquents among Chinese youth, to encourage drop-outs to return to school, and to make assimilation into the community less difficult for immigrant teens.

78J-235.5331	Arlington	Arlington	\$21,789
77J-232.5331		Safety Valve	45,000

The Safety Valve Project is a multi-component, early intervention, delinquency prevention program. In addition to providing direct services to pre-delinquent youth through alternative educational, vocational, and recreational programs, the project intends to unite the efforts of families, schools, and community in addressing the problem of delinquency in Arlington.

Project components include: (1) A Junior High Community Experience Program operating in two Junior High Schools in Arlington; (2) A parent coordination component; (3) A teacher workshop component; (4) A vocational counseling component; and (5) A Junior High Recreation component.

Approximately 200 youth and 60 parents will be served by this program in 1978.

2. (b) Educational Projects (New)

Programs funded under this component are aimed at preventing juvenile delinquency through the implementation of innovative programs in the public schools. The Committee's intent in developing this guideline area was to support demonstration projects which would impact the present school system, not to develop alternative schools. The following program elements were sought to be included in funded projects:

- (1) In-school suspension programs
- (2) Drop-out prevention programs
- (3) Community experience programs
- (4) Peer counseling
- (5) Flexible scheduling
- (6) Development of alternative curricula designed to facilitate:

- (1) An expansion of the range of skills taught (e.g., interpersonal skills development, values clarification, sex education, career planning, etc.) and;

- (2) The development of new media for teaching existing subject matter.

Priority consideration was given to projects which:

- (1) Attempt to address the needs of minority youth;
- (2) Attempt to address the needs of girls;

- (3) Attempt to address the needs of junior high school youth;
- (4) Demonstrate how a substantial number of court acquainted juveniles will benefit from involvement in the project.

78J-098.5331	Cambridge	Student Oriented	\$21,430
77J-320.5331		Services	45,000

The intent of this project is to provide immediate services to 24 girls in the Cambridge High School who are high risk to drop out of school before receiving their high school diplomas. This is a three part project. The components of the project are (1) a self-awareness training program for high risk girls and their teachers; (2) training for teachers to develop new teaching methods; and (3) an in-school advocacy program in which students will act as advocates for other students and serve as monitors to assure that all services in the high school are provided to students equally, regardless of sex or race.

78J-127.5331	Boston	El Centro Reading	\$16,000
77J-321.5331		Program	34,000

This program will provide reading instruction, one to one counseling, and group work to 65 Hispanic males and females (at least 50% female) ages 13-17. Approximately one-third of the total enrollment will consist of adjudicated youths. Recruitment, reading instruction, and supportive services will be coordinated through the bilingual department of the Boston Public Schools. Youth referred from schools will be carefully screened, tested, and needs assessed. This program will offer classes in both languages for students whose abilities are at the following levels (a) non readers; (b) first and second grade; (c) third grade; (d) fourth grade. Each group will average 7 students. The program lasts for one year. At the end of the year, if a student has reached a fifth grade reading level he/she has completed this project.

The youth, once accepted into this program, will be appropriate for participation while he or she is trying to attain a fifth grade reading level.

78J-167.5331	Concord	Project LEAD	\$16,700
77J-322.5331			34,000

Project LEAD, an alternative, curriculum and career exposure program, will provide 112 potential (truant or suspended) juvenile delinquents and high school dropouts and 38 peer model students within the region served by the District Court of Central Middlesex with the opportunity to study criminal and civil law and procedures plus 24 court related career opportunities. Youth will observe the community court and participate in

the judicial process through the production of mock trials. The goal of Project LEAD is to prevent juvenile delinquency and reduce school dropout, suspension, and truancy rates through improved student attitudes, respect, awareness and knowledge of the law, courts, and of related career opportunities. Total school population for 1976-1977 was 9,672, of which 2,406 (25%) dropped out, were suspended or were truant.

3. (a) Juvenile Earn-It Program/Court Alternative Work Sentencing Program (Continuing)

The Juvenile Earn-It program provides a court work and employment program to juvenile offenders. The program affords these youth the opportunity to satisfy court sentencing obligations.

The program components include:

- (1) Intake and assessment;
- (2) Job development and job readiness;
- (3) Counselling;
- (4) Job placement and workcrew experience; and
- (5) Referral services.

This project receives its referrals (1) directly from the bench at the time of disposition, (2) from the probation department while the youth is on probation, (3) from the District Attorneys, prior to arraignment.

Youth who owe restitution payments are placed in paid job positions. Youth who have court costs, fines, and/or program costs are placed in non paid employment with the end result being the remittance of these obligations.

78J-019.5341	Norfolk County	Juvenile Court	\$16,700
78J-324.5341		Alternative Work	34,000
		Sentencing Project	

The project intends to establish a realistic alternative for the justices and prosecutors of the District Court of East Norfolk by providing work experience for referred juveniles. Jobs will be provided to 365 juveniles. Referrals will be made from the Bench, the Probation Office and the Juvenile Diversion Program. Referrals will be assessed and accepted or rejected. If accepted, the youth will be placed either in a job or a workcrew setting. The youth will be supervised. They will receive work experience and be able to satisfy court sentence obligations.

3. (b) Restitution/Alternative Sentencing (New)

The Committee recognizes the need to provide alternative sentencing programs for juvenile offenders. Projects funded under the component may use the previously funded JUVENILE EARN-IT PROGRAM as a model for potential replication. The program affords youth the opportunity to satisfy court sentencing obligations by providing the juvenile offender with employment and work experience. This particular model utilizes four components: (1) administration; (2) job development and job readiness; (3) job placement and (4) counseling and referral services. Referrals are made prior to arraignment, upon disposition, and from the Probation Department. Other models of alternative sentencing/restitution (e.g., the Sacramento 601, the Seattle, and the Community Dispute Settlement models) were also suggested.

78J-196.5341	Middlesex County	Juvenile Work	\$22,358
77J-325.5341		Restitution Program	49,000

The Juvenile Work Restitution Program will create the means for first or repeat offenders to meet the obligations of their delinquent act by working either in a public or private setting at a fixed wage for a pre-determined period of time. Restitution will be viewed as a facet of an overall service plan. The program will concentrate on: (1) providing meaningful employment experiences; (2) providing effective sentencing alternatives; (3) providing direct satisfaction to victim and (4) making the offender responsible for his/her actions and consequences.

This project intends to work through the Juvenile Probation Department of the Cambridge, Somerville, Malden, Woburn, Lowell and Concord District Courts. It will service approximately 315 youth between the ages of 14-17, who have committed crimes against property, the person, the justice, or motor vehicle violations where monetary loss has occurred due to the violations.

4. Legal Services/Affirmative Litigation

The Affirmative Litigation project will petition on behalf of juveniles in the Appellate Courts of the Commonwealth and the Federal Courts. In addition, projects will undertake whatever procedures are necessary to initiate such action. Emphasis was sought to be placed on cases which concern a class of juveniles rather than an individual. Minimally, attention was to be focused on:

- (1) Cases involving the implementation and enforcement of the Juvenile Justice and Delinquency Prevention Act of 1974 as amended.
- (2) Cases involving the clarification, implementation, and enforcement of the CHINS law.
- (3) Cases involving the application of the provision for transfer of juvenile jurisdiction - Chapter 119 Section 61.
- (4) Cases involving the failure on the part of state and private agencies to adhere to minimum programmatic and physical standards as set forth for the care, custody, and treatment of juveniles. (e.g., Roslindale Consent Decree)
- (5) Cases involving the constitutional issue of right to treatment for juveniles.

78J-114.5342	Greater Boston	Juvenile Law	\$122,952
	Legal Services	Reform Project	

Greater Boston Legal Services (GBLS) seeks to clarify important issues in juvenile law, and to develop mechanisms whereby legal and programmatic standards may be defined and monitored. Project activities are designed to affect large numbers of youth in the custody of DYS and DPW (CHINS). Issues to be clarified include 1) Transfer of juveniles (Chapter 99), 2) Imposition of court costs on indigent juveniles, 3) commingling of (alleged) CHINS and (alleged) delinquents and right to counsel for CHINS, 4) same status adjudication of CHINS, 5) right to and enforcement of minimal physical programmatic standards in residential settings for CHINS and delinquents, and 6) right to treatment and right to effective treatment for CHINS and DYS Youth.

Issues will be clarified and standards developed through 1) test case litigation, 2) class action litigation, 3) negotiations with state agencies, and 4) drafting of regulations and bills. All activities are intended to clarify existing state and constitutional law, court proceedings, and state agency administrative policies and procedures.

To perform these tasks GBLS proposes that a staff of four full time attorneys (2 senior, 2 junior) and a secretarial support staff be hired. In addition GBLS proposes to develop a statewide coalition of legal (and advocacy) groups for purposes of 1) identifying and prioritizing cases, 2) case/client referral, 3) providing witnesses, 4) developing factual information, and 5) disseminating information.

5. Children In Need of Services (Status Offenders)

The Committee, under this component, will establish a planning consortium to develop a comprehensive plan on a regional basis for:

- (1) emergency services for CHINS
- (2) CHINS diversion
- (3) diagnostic assessment for CHINS
- (4) non-residential services for CHINS
- (5) training relative to CHINS (police, service providers, court personnel etc.)
- (6) development of standards relative to CHINS
- (7) collection of data relative to CHINS

At a minimum, the following representatives will be included in the membership of the consortium: Department of Public Welfare, public school system, Probation, Police, MCCJ/CJDA, Social Service Providers, Office of Chief Justice of the District Court, Department of Mental Health, and a lawyer experienced in CHINS cases (appointed by a local bar association or other appropriate source).

The Planning Consortium will be required to base initial planning efforts on the information generated by the CHINS Diagnostic Study to be conducted in 1977 and 1978 by the Evaluation Unit of the MCCJ.

In addition, the Planning Consortium will have a direct relationship to the Mass. Committee on Criminal Justice Standards and Goals effort and will be in an excellent position to test standards relating to the area of CHINS.

Upon the adoption of standards and development of service approaches, funds will be made available for the development of demonstration projects at the local level.

The grant award for this project will be in two phases:

1. Staff to develop a comprehensive service plan for CHINS in the region.
2. A purchase of service award contingent upon the successful completion of a comprehensive plan.

78J-017.5361
77J-326.5361

Worcester

CHINS Impact

\$ 64,000
135,927

It is the intent of Worcester Regional CHINS Consortium to implement the total decriminalization and complete removal from the

juvenile justice system of status offenses. In order to further the cause of delinquency prevention and the treatment of CHINS by the voluntary, nonjudicial service delivery system, this project will identify existing resources and gaps in services as well as the needs of the CHINS population. Since the greatest obstacle to meeting the needs of CHINS is the lack of reliable data from the police, courts, and DYS, the Consortium proposes initially to hire staff to collect the necessary information on the actual number of CHINS within the region, their needs, and current available resources. From this statistical analysis of the existing system and its clients, gaps in services can be realistically assessed. Based on this evaluation, the Consortium, with the assistance of staff, will prioritize programmatic needs. Given limited resources, the Consortium will develop guidelines for proposals based on a priority list. Potential recipients responding to these guidelines will be given technical assistance by the Consortium and its staff in developing adequate proposals. Proposals will be reviewed and funded by the Consortium with the advice and review of the Worcester Regional CJDA and MCCJ. Ongoing monitoring and evaluation will be provided by the Consortium and its staff.

78J-144.5361	Springfield	CHINS Consortium	\$25,000
77J-327.5361			5,000

The award to Springfield will support the development of a comprehensive service plan for CHINS in the mid-Massachusetts region. Funds for the implementation of the service plan may be awarded in FY 79, contingent upon (a) their availability, (b) receipt of a quality service plan by the Committee.

At the present time, there is an on-going steering Committee consisting of Regional and Local Representatives of Region I. It is the objective of this steering committee to establish a consortium for the purpose of opening lines of communication between different groups of CHINS related people in the area. It would be the intent of the consortium to review and examine the CHINS situation, the appropriateness of the court system, as well as the gaps in services rendered by public and private social service agencies, to enable them to make recommendations and eventually contract special services, to better the present system.

6. Linguistic Minorities

In 1977 the Juvenile Delinquency Task Force of the Committee on Criminal Justice awarded a planning grant (one position) to Alianza Hispana of North Dorchester, Boston. The intent of this action was to provide Alianza Hispana with the resources necessary to examine in depth the needs of youth in the Hispanic community and design a delinquency prevention program aimed at meeting those identified needs.

78C-108.5362	Boston	Hispanic Youth Unit	\$140,000
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La Alianza Hispana proposes to utilize project funds to reorganize Alianza's youth programs, and to form a new Youth Unit within the organization. The Youth Unit, which will be composed of existing Alianza staff, and new staff funded through this grant will provide a variety of services including: recreation, literacy training, English as a second language and other remedial education services; career education, job development and placement; and individual counseling. Project staff and consultants will provide advocacy services in schools and court, and direct educational, vocational, and recreational services. A part-time planner will continue work on the model data collection system.

The Youth Unit will serve as the central point for the coordination of all services to Hispanic youth aged 7-17 in Boston. Eventually the Youth Unit will be "spun off" and a new corporation formed.

It is estimated that 150 clients will be served in the first year.

7a. Training (Continuing)

In 1977, the Committee provided funding to support the Department of Youth Services in its efforts to provide a model for management training. The Committee believed that just as troubled youth needed supportive services in order to resolve

their problems, the agencies dealing with troubled youth were in need of supportive services. The Committee believed that the youth worker needed a well-structured system within which to work and train managers who would assist in providing that system. In 1978 a void must be filled if the Department of Youth Services is to complete its efforts to produce an entire system of well-trained staff. That void is the caseworkers and the resource developers within the region.

The caseworkers are the first line of defense of DYS in its effort to stave off penetration of the system by the youth of the Commonwealth. The caseworker is the back-bone of any human service delivery system, and a well-trained caseworker is worth his/her weight in gold for no one in the system affects the clients more directly than the caseworker. The Committee would be remiss in its responsibilities if it half-trains an agency.

78J-133.5381	Department of Youth Services	DYS Casework/ Resource Develop- ment Training	\$147,478
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This project, a priority of DYS and MCCJ, will provide DYS with a staff of trained workers for the first time since deinstitutionalization began. It will get the regions involved in a coordinated planning effort with central office. The regions will identify and develop regional resources which will strengthen the overall child care system.

The project will accomplish its goals by offering substantive training to all caseworkers and resource developers as well as selected court, secure care and other personnel crucial to the caseworker function.

7b. Training (New)

The objective of this program component is the establishment of a training and technical assistance resource for personnel of community-based programs serving youth in the juvenile justice system. The Committee feels that just as troubled youth need supportive services in order to resolve their problems, the agencies dealing with troubled youth also are in need of supportive services. In an effort to provide the youth worker with a well-structured system within which to work, the Committee will support the development of training-technical assistance programs. The major emphasis of a project funded under this component will be management training.

A training-technical assistance program funded under this component should offer training to private non-profit criminal justice and youth-serving agencies in a combination of the following areas:

- (1) Business management: including training and technical assistance in resource development, fund-raising, grantsmanship, contract negotiations, administrative systems development, planning for long-term financial viability of agency, etc.
- (2) Program management: including training and technical assistance in staff development, resource allocation, performance appraisal, development of goals and objectives, evaluation and internal assessment, community relations, problem-solving, etc.
- (3) Program Development: including training in alternative treatment approaches, past, present, and future directions in juvenile justice, juvenile law, etc.

78J-212.5382 Massachusetts Management Training \$113,846
 Halfway Houses,
 Inc. (MHHI)

Massachusetts Halfway Houses, Inc. will conduct a management training program consisting of three distinct segments.

First, MHHI will conduct a series of three, five-day intensive skills development institutes in the Boston, Springfield and Worcester metropolitan areas for fifty participants in each location. The Springfield institute will include all of Region I--Berkshire County, parts of Franklin, and Hampshire and Hampden counties. The Worcester institute will include Regions II, III, and V--Worcester, Middlesex, and Norfolk counties and parts of Hampden, Franklin, and Hampshire counties. The Boston institute will include Regions IV, VI, and VII--all of Essex, Suffolk, Plymouth, Bristol, Barnstable, Dukes and Nantucket counties. (Regions used for planning are those of the Department of Youth Services.)

Second, MHHI will conduct a series of seven, one-day workshops in each of the seven DYS regions for 30 participants in each workshop. The training topics for these will be determined through consultation with each regional DYS and DMH office. In order to make the training as regionally appropriate as possible, MHHI will tailor each of the seven workshops to specific, expressed regional needs and priorities.

Third, MHFI will be available for technical assistance for one day (8 hours) per region. Technical assistance will be provided to the regions based on need and the availability of qualified training personnel.

MHFI expects to accomplish the following functional objectives through the proposed statewide juvenile justice training efforts:

- (1) Develop and distribute a comprehensive management training manual for use by community-based program personnel.
- (2) Develop and conduct seven workshops, one in each DYS Region, addressing training issues common to local programs for 210 selected participants.
- (3) Develop and conduct 56 hours (eight hours times seven regions) of training and technical assistance on topics for which an acute need has been demonstrated by a particular program(s).
- (4) Develop and conduct three, five-day training institutes for 150 selected participants from Massachusetts juvenile justice service providers.
- (5) Develop, implement and distribute an evaluation of the training delivered; its impact, shortcomings, strengths and recommendations for further training.
- (6) Provide linkage with a college or university enabling participants in the five-day institute to receive college credit toward a degree in human services, juvenile justice or related fields.
- (7) Develop and achieve a full assumption of cost strategy within the first four years of the project's operation.



PROGRAM 78-53: JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT PROGRAMS

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	JJDEA FUNDS		CASH MATCH		TOTAL COST	MOS	YR OF SUPPT
				FY 1978	FY 1977	LOCAL	STATE			
Bridge HAVE	Boston	78J-118.5321	L	\$ 88,300		\$ 4,905	\$ 4,906	\$ 98,111	10	2
Jobs for Youth	Boston	78J-128.5321 77J-313.5321	L	59,183	\$123,000	10,121	10,121	202,425	12	2
Youth Employment Project	Hampshire County	78J-164.5321 77J-314.5321	L	23,618	50,000	4,089	4,090	81,797	12	2
Juvenile Employment Project	Lowell	78J-232.5321	L	91,800		5,100	5,100	102,000	10	2
Hillside Career Education Program	Boston	78J-239.5321	L	20,000		1,111	1,111	22,222	12	2
Penikese Island	Falmouth	78J-054.5321								
Juvenile Delinquency Project	Lawrence	78J-070.5331	L	89,062		4,947	4,948	98,957	10.5	2
Inward Bound	Worcester	78J-076.5331 77J-318.5331	L	16,359	35,000	2,853	2,853	57,065	12	2
Chinese YES Center	Boston	78J-110.5331 77J-319.5331	L	28,930	60,000	4,940	4,941	98,811	11.9	2
Safety Valve	Arlington	78J-235.5331 77J-232.5331	L	21,789	45,000	3,710	3,711	74,170	11.5	2
Student Oriented Services	Cambridge	78J-098.5331 77J-320.5331	L	21,430	45,000	3,690	3,691	73,811	12	1
El Centro Reading Program	Boston	78J-127.5331 77J-321.5331	L	16,000	34,000	2,777	2,778	55,555	12	1

PROGRAM 53: (Continued)

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	JJDPA FUNDS		CASH MATCH		TOTAL COST	MOS	VR SU.
				FY 1978	FY 1977	LOCAL	STATE			
Project LEAD	Boston	78J-167.5331 77J-322.5331	L	\$ 9,552	\$ 21,000	\$ 1,697	\$ 1,697	\$ 33,946	12	1
Juvenile Court Alternative Sentencing	Norfolk County	78J-019.5341 77J-324.5341	L	16,700	34,000	2,816	2,817	56,333	1.5	2
Juvenile Work Restitution	Middlesex	78J-196.5341 77J-325.5341	L	22,358	49,000	3,964	3,964	79,286	12	1
Juvenile Law Reform Project	Greater Boston Legal Services	78J-114.5342	S	122,952			13,661	136,613	12	1
CHINS Impact	Worcester	78J-017.5361 77J-326.5361	L	64,073	135,927	11,111	11,111	222,222	12	1
CHINS Consortium	Springfield	78J-144.5361 77J-327.5361	L	25,000	5,000	1,666	1,667	33,333	12	1
Hispanic Youth Unit	Boston	78J-108.5362	L	140,000		7,777	7,778	155,555	12	1
Management Training	Department of Youth Services	78J-133.5381	S	147,478			16,386	163,864	12	1
Management Training	MA Halfway Houses, Inc.	78J-212.5382	S	113,846			12,650	126,496	12	
TOTALS				\$1,158,430	\$636,927	\$77,274	\$119,981	\$1,972,612		



PROGRAM 78-51: CRIMINAL JUSTICE INFORMATION SYSTEM

PROGRAM INTENT AND PRIORITIES:

As early as 1970 the Committee realized that Massachusetts' existing manual procedures for maintaining criminal offender records were obsolescent and inadequate to accommodate the rapidly growing volume of incoming information and inquiries. The frequency of errors and omissions and the time and effort required for authorized personnel to obtain needed information severely hamper essential criminal justice operations, e.g. bail and sentencing decisions, and make it all but impossible to assemble valid aggregate statistics based on criminal histories. The unavailability of fundamental records and statistics in turn permits a variety of managerial problems and substantive abuses to go undetected or unremedied. A criminal justice system must have complete, accurate, and readily available records if it is to operate efficiently and fairly.

After consultant studies and meetings among the principal agencies affected, the Committee determined that the best approach to improving the handling of the Commonwealth's criminal offender record information was to develop and implement a fully automated statewide system combining individual records from arrest, court processing and rehabilitation. Since its inception in 1970, this effort has been called the Criminal Justice Information System (CJIS). Each Committee Plan since 1971 has allocated funds to support the development of the system.

The administrative basis for CJIS was laid by the passage of Chapter 805 of the Acts of 1972, which for the first time established an executive body for the handling and accessibility of criminal offender records in Massachusetts. Chapter 805 created a new state agency, the Criminal History Systems Board (CHSB) and entrusted it with control of the state's basic criminal records as well as responsibility for establishing rules and regulations affecting all offender-specific records. Chapter 805 also authorized the CHSB to develop and operate an automatic criminal offender record information system for the Commonwealth as a whole.



CONTINUED

2 OF 3

During 1976, the CHSB and the judiciary developed a Statement of Understanding which will guide the development of the system and its eventual utilization by both executive and judicial branches. The Statement provides that CJIS will be one of two linked statewide automated systems which together will serve all parts of the criminal justice system. CJIS will serve all records and data processing needs of criminal justice agencies in the executive branch of government, including maintenance of currently active criminal offender history records. (Records in CJIS will be available to court personnel on the same basis as for any other part of the criminal justice system.)

The other statewide data system, the Probation Central File Computer (PCFC) will serve the records and data processing needs of the judicial branch of government, including both civil and criminal court. PCFC also receives support from the Committee and LEAA discretionary funds; see Program 23 (Court Administration).

CJIS and PCFC will be administratively independent, and neither will duplicate functions performed by the other. Therefore the two systems will rely heavily on exchange of data in order to track offenders through the system. The various information systems maintained on PCFC will likely obtain basic information on offenders from CJIS, while CJIS will rely on PCFC for selected elements of information on the processing of offenders in the courts and the court status of individual offenders.

The activities authorized under this program fall into three groups (in order of priority):

- (1) The development of the CJIS system itself (Component A.)
- (2) The advance development of an automated information base of criminal history records for the system, known as the Criminal History Record Conversion (CHRC) project (Component B). This component will also provide partial support for the development of PCFC.
- (3) The modification/maintenance and implementation of rules and regulations for access and dissemination of criminal offender record information (CORI) (Component C).

78C-027.6162: CRIMINAL HISTORY
SYSTEMS BOARD

CRIMINAL JUSTICE
INFORMATION SYSTEM \$120,000
(CJIS)

PROJECT DESCRIPTION:

This project continues the development and implementation of the CJIS system. Previous grants covered the Conversion of Criminal History Records (CHRC) and also the procurement of a computer for the Probation Central File (PCF).

This grant will continue the program to perform the following tasks:

- (a) Implement a portion of the Telecommunications network of Terminals.
- (b) Support a portion of the administrative staff of the Criminal History Systems Board and Security and Privacy Council.
- (c) Define the requirements and develop interface specifications as initial tasks of procuring the software for the PCF computer so that it can perform its dual functions as:
 - 1) a stand-alone computer for PCF in accordance with the Statement of Understanding.
 - 2) "Front end" for the large CJIS computer for PCF data.

PROGRAM 78-61: CRIMINAL JUSTICE INFORMATION SYSTEM

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	PART C FUNDS		CASH MATCH		TOTAL COST	MOS	YR OF SUPPT
				FY 1976	FY 1977	LOCAL	STATE			
Criminal Justice Information System	Criminal History Systems Board	78C-027.6162	S	\$120,000			\$13,333	\$133,333		

PROGRAM 78-62: EVALUATIVE RESEARCH

PROGRAM INTENT AND PRIORITIES:

The Law Enforcement Assistance Administration (LEAA) enabling statutes¹ require State Planning Agencies (SPAs) and their governing boards to systematically identify the level of and reasons for the success or failure which is achieved by projects and programs funded with LEAA monies. The primary requirements as stated in the LEAA SPA guideline manual (M4100.1E Chapter 2 Paragraph 44) are to monitor all projects, intensively evaluate the results and impact of selected activities, and to allocate sufficient resources to adequately carry out its monitoring and evaluation responsibilities. The SPA guidelines also require the integration of performance information into the Comprehensive Plan, a document which must be submitted to LEAA prior to the receipt of LEAA funds by the state. In the most recent revision of the Safe Streets Act in 1976, Congress added new more comprehensive provisions for evaluation and monitoring. The requirement which will have the most impact on evaluation and monitoring at the state level is contained in section 519. This section requires that LEAA obtain from each state a comprehensive description whether local LEAA funded projects have attained their goals. This provision will require MCCJ to produce more programmatic assessments this year than ever before.

The primary purposes of performance measurement (i.e. evaluation and monitoring) as stated in the SPA guideline manual are:

- (1) The increased utilization of performance information at each level of the law enforcement assistance program in planning and decision making in order to assist program managers in achieving established goals;

¹Title I of the Omnibus Crime Control and Safe Streets Acts of 1968, as amended by the Omnibus Crime Control Act of 1970, the Crime Control Acts of 1973 and 1976 and the Juvenile Justice and Delinquency Prevention Act of 1974.

- (2) The acquisition and dissemination of information on the cost and effectiveness of various approaches to solving crime and criminal justice system problems;

and

- (3) The gradual development within State and local criminal justice system units of an increasingly sophisticated evaluation capability as part of their management systems.

In addition to the LEAA performance measurement requirements for receipt of Part B funds (the SPA staff budget) and Part C funds (the state Block grant funds for action programs), LEAA requires evaluation plans for all discretionary grant applications. The Guide for Discretionary Grant Programs (M4500.1D Chapter 3 will be approved without a separate and distinct evaluation plan which fully meets the criteria set forth..." Special conditions which require intensive evaluations may be stipulated by LEAA as part of the evaluation plan.

In response to the substantial requirements for monitoring and evaluation, the Committee has maintained a Monitoring and Evaluation Unit composed of one (1) director, two (2) assistant directors, five (5) monitors and one (1) evaluation specialist. This unit has the sole responsibility for the production of monitoring and evaluation reports, and the design of evaluation (impact) studies.

78C-231.6200

MCCJ Evaluative Research

\$120,000

FY 78 funding to the Evaluation/Monitoring Unit will provide for the funding of impact and process evaluation studies which the Committee must complete in order to comply with (a) The agreement between LEAA and the Committee for the Massachusetts Model Evaluation Program (MEP), (b) Requirements of the Juvenile Justice and Delinquency Prevention Act (JJDPA), and (c) informational needs relating to Massachusetts' receipt of Part E (Corrections) funding. In addition, the staff support provided in part by this award will enable the Committee to monitor approximately 75% of funded projects during 1978.

Utilizing lag funds from previous years, the FY78 grant award will enable the Committee's Evaluation Unit to

conduct the following studies:

1. Mental Health Needs and Services for Juveniles:

Completion of this study of the needs of retarded, self-destructive, severely neurotic, psychotic, and drug- and alcohol-abusing, court-involved juveniles in Massachusetts, the ways in which those needs are clinically-determined, and the procedures for the provision of adequate services to such youths will enable the Committee to finalize a comprehensive Diagnostic Study of Needs, as required by the Juvenile Justice and Delinquency Prevention Act (JJDPa).

2. Criminal Justice Information System Study:

This impact assessment will analyze the degree of implementation, integration and coordination among the six components of the CJIS system. These systems projects have received millions of dollars in LEAA funds since 1972.

3. MEP, Department of Correction: Correctional Training Program Evaluation:

With Committee Evaluation funds, an assessment of the Massachusetts Department of Correction's correctional officer training program will be conducted. The D.O.C. training program screens and trains all new correctional officers, and is one key to improving the Massachusetts correctional system. The evaluation will provide information necessary for the refinement of the training program, and comprises a portion of the Committee's obligation to provide funding for evaluation studies developed under the Model Evaluation Program (MEP). In addition, the D.O.C. training study will facilitate Massachusetts' compliance with LEAA Part E requirements concerning the upgrading of personnel in corrections and corrections-related agencies.

4. MEP, Charles Street Jail Study:

In addition to enabling the Committee to meet MEP obligations, the study planned of the Charles Street Jail would assist the City of Boston in its efforts to comply with the Federal Court-ordered closing or rehabilitation of that facility. The study design entails the development of a basic offender-based information system to be utilized by the jail in making placement decisions, generating flow data, and establishing a solid data base for future studies.

5. Juvenile Employment Programs Study:

A study of Youth Employment Programs, funded under the JJDP, will be conducted by the Committee's Evaluation Unit. The study will investigate the processes by which the various projects train court-involved youths and develop job settings for their clients, and the impacts of the program's efforts in terms of client job-success and decreased court-involvement.

6. Female Offenders: Institutional Drug Treatment:

A pilot study, conducted in 1977, resulted in the selection of Institutional Drug Treatment as the focus for a diagnostic study of female offenders in Massachusetts. The Drug/Alcohol Rehabilitation programming at M.C.I. Framingham will be the focus of this study, which is intended to result in the identification of the elements of a successful program design, detail the impact of the treatment on female offenders, and provide support for the implementation of a (successful) program. The study is also related to an LEAA requirement for Part E funding that institutional drug/alcohol programs be developed.

7. MEP, Police Training Needs Assessment:

Under the MEP, the Massachusetts Criminal Justice Training Council will develop a needs assessment study directed at the delineation of present and future training needs of police officers in Massachusetts. The funding of this study will comprise a portion of the Committee's obligation to LEAA under the MEP.

8. MEP, Mutual Agreement Parole (MAP) Program:

Also as part of its MEP obligation, the Committee will sponsor an evaluation of the Mutual Agreement (MAP) program, in which the offender, the Parole Board, and DOC agree jointly to expectations for all three parties in anticipation of a parole date.

9. Juvenile Justice System Client Flow Analysis:

This study will detail the flow of clients through the Massachusetts juvenile justice system. This study is a required part of the JJDPa plan.

10. Serious Juvenile Offender Study:

This impact assessment will determine the appropriateness and effectiveness of secure treatment programs funded by the Committee for Department of Youth Services' violent or chronic offenders.

PROGRAM 78-62: EVALUATION

PROJECT TITLE	SUBGRANTEE	SUBGRANT NO.	SHARE	PART C FUNDS		% CASH MATCH		TOTAL COST	MOS	YR OF SUPPLY
				FY 1978	FY 1977	LOCAL	STATE			
Evaluation	Committee on Criminal Justice	78C-231.6200	S	\$120,000			\$13,333	\$133,333		

PROJECTS FUNDED WITH 1978 SUPPLEMENTAL AWARD

PROGRAM 21: PROSECUTIONVictim/Witness Support

The criminal justice process is often confusing and frustrating for victims and witnesses. This project would provide personnel sympathetic to the feelings, fears, and questions of witnesses and victims, who would encourage cooperation with the prosecution, and who would stimulate public confidence in the criminal justice system. At the same time the program assists in the attack on delay in the courts by coordinating convenient dates for victims and witnesses, by informing victims and witnesses of changes in scheduled dates, and by arranging transportation for them to and from court.

78C-032.2122	Barnstable County	Victim/Witness Assistance	\$35,000
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This is a new project which will establish a victim/witness component within the Office of the District Attorney of Barnstable County.

78C-146.2122	Hampshire County	Victim/Witness Support	\$35,000
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This project is intended to enable the district attorney's office to establish early contact with victims and witnesses in cases scheduled for prosecution in order to alleviate their fears and anxieties, answer their questions, and to make appropriate referrals for social and medical services. This will be accomplished through the efforts of project staff, who will interview victims and witnesses, explain the criminal process to them, and refer them to agencies which will be able to accomodate their needs.

PROGRAM 22: DEFENSEPrison Legal Services

This project addresses the objective of providing defense services to indigents at all stages of the criminal process, including after incarceration. Sentenced offenders with sufficient resources to hire their own attorneys can frequently forestall incarceration by filing a series of appeals. Indigent offenders, even those represented by public defenders, are usually incarcerated immediately after sentencing, even if there are clear grounds for an appeal. In addition, indigents who are in prison often have no way to defend themselves against criminal charges, civil actions, or administrative proceedings that take place after they have been incarcerated. In 1978 the Committee will fund one project which will provide legal services in the major state correctional institutions.

78C-026.2231	Prisoners Rights Project, Inc.	Prisoners Rights Project	\$55,000*
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The Prisoners' Rights Project will provide legal assistance to inmates of all state correctional institutions who are unable to obtain assistance through other means by reason of their indigency or lack of other resources. Legal assistance will be provided in the following areas:

- (1) Appeals: Appellate and post-conviction attacks on convictions and sentences;
- (2) Institutional/Administrative: Institutional hearings on classification and discipline, parole revocation hearings, and matters concerning detainers and warrants, lost property, sentence computation, work and education release, furloughs, parole eligibility, commutation, and medical complaints;
- (3) Law Reform: Systematic challenges to correctional procedures and conditions through litigation and the promulgation of legislation and regulations;
- (4) Advice and Referral: General advice on rights and remedies and referrals to other agencies, organizations, or persons.

The project screens all requests for legal assistance, determining the most appropriate response. Screening leads to one of the following events: referral to another agency if the project cannot provide assistance; request for further information from the client; immediate advice by telephone or mail; referral to the Institutional/Administrative Unit of the project; or referral to the Law Reform Unit of the project.

*Supplements previous 1978 grant of \$39,000.

PROGRAM 31: PROBATION AND DIVERSION1. Pretrial Diversion

The Committee has supported pretrial diversion projects in the Commonwealth's major district courts for several years. In all these projects have served in thirty district courts. They are designed to divert selected minor offenders from the formal criminal justice system into community-based programs prior to adjudication. The majority of these projects have now been assumed by local funding.

While specific operating procedures differ from project to project, the projects involve four basic phases specified in MGL, Ch. 276A: (1) Screening: the identification at the arraignment level of clients who would be eligible for the project. (2) Assessment: The client attends an orientation session and has further interviews with project staff. At the end of fourteen days, project staff meet to determine whether to accept or reject the client. (3) Service Delivery: Services available to clients include medical, education, vocation, and emergency physical services such as housing, clothing, food, etc. If a client fails to comply with the project's guidelines, he is released from the program and the normal court process of trial and disposition takes place. If he is judged to have made satisfactory progress, the court is petitioned to dismiss the charges against him. The project may also request a further continuance to allow the client to continue to receive services until a final recommendation can be made. (4) Follow-up: After his case has been dismissed, the client may continue to be in contact with the project. Project services are formally available for one year. Formal follow-up evaluations occur at three, six, and twelve-month intervals after dismissal.

78C-253.3111 Bristol County Pretrial Diversion \$5,000

This grant will provide six months of funding for a manpower resources coordinator who works in the Pretrial Diversion Unit in the Fall River District Court. The remaining positions in this project have been assumed in the county budget.

2. Domestic Violence

The phenomenon of domestic violence has received increasing interest in recent years. Studies have shown that police spend a substantial amount of time responding to calls resulting from domestic disputes. When these matters are investigated, police rarely have an appropriate referral source to assist them in resolving the problem. The Department of Public Welfare and the Department of Mental Health are overburdened. The district courts

have overworked staffs which cannot adequately address domestic problems. The result is that domestic disputes often continue until a serious crime is committed and the individual who commits it is formally charged and processed through the criminal justice system. By this time the family is in turmoil.

The problem of child abuse and neglect is well documented. Courts and state agencies are moving to improve the system of providing services to people involved in these cases. The other aspect of domestic violence, battered wives, is receiving less intensive examination by social and criminal justice agencies. The criminal justice system is unsure of the appropriate strategy for addressing this problem. Most of the people involved in these cases should receive assistance the first time that the police become involved. Persons whose cases reach the court should be diverted, where possible, to existing community resources. Cases which are prosecuted should receive special attention.

78C-040.3142	Norfolk County	Domestic Violence	\$30,000
		Unit	

This grant will establish a Domestic Violence Unit within the Office of the District Attorney of Norfolk County. The director will oversee all operations and chair the mediation panel. Educators will be responsible for conducting training for the public and act as advocates for referred clients. The investigator's primary responsibility will be making thorough investigations of incidents of domestic violence. The program will operate as an advocacy and investigative resource for police, courts, schools, and the general public, on a 24-hour basis. A mediation panel consisting of project staff and professional consultants will review all cases making referrals and making meaningful dispositional recommendations. A heavy emphasis is placed upon education and follow-up of client activities.

The mediation component of the Urban Court would support the positions of a mediation supervisor, two case coordinators and clerical support. The project anticipates receiving a total of 350 referrals to the mediation component during the course of one year. Of those referrals, it is anticipated that 298 cases will complete the intake process and agree to participate in mediation. The mediation panels consist of community residents to conduct hearings and lead the disputants to a positive solution of the problem. Fifty-four (54) local residents have been recruited, screened, and trained in mediation. Referrals for mediation are made by the clerk's office, at arraignment by the judge or D.A. or by the local police. Mediation takes place quickly with recommendations forwarded to the court for approval. Referrals are made by staff for social services where appropriate. 40% of the mediation cases involve domestic disturbances and not necessarily domestic violence.

1978 Probation Guidelines for domestic violence programs called for the creation of projects which dealt with domestic violence on a 100% basis and preferably involving more than one court jurisdiction.

PROGRAM 42: COUNTY ADULT CORRECTIONSPre-Release Centers

In Massachusetts, inmates within 18 months of parole eligibility may be placed in work and/or education release programs. Since most county inmates are serving sentences of two and one-half years or less, a large proportion of the inmates are eligible to participate in release programs. Several counties, with Committee support, have started pre-release centers in an attempt to ease overcrowding in the houses of correction and to offer offenders a better opportunity for rehabilitation. The centers attempt to provide an individual response to the specific needs of each resident. While services vary from center to center, they usually include counseling, community resource development, and referral to specialized community resources.

78C-091.4221 Hampshire County Halfway House \$7,000*

This grant supports a residential halfway house for parolees and ex-offenders released from the Hampshire County House of Correction. When a client enters the house, he and the project develop a contract specifying both short and long-term goals. The project attempts to help the client develop individual responsibility and accountability through adherence to house rules and regulations. Available services include assistance in securing and maintaining full-time employment; drug and alcohol treatment; and any of the other services provided by the Hampshire Correctional Services program to the house of correction population. It is expected that 50-75 inmates will participate in this program during 1978. The project hopes to reduce the recidivism rate for project clients by fifty percent.

*Supplements previous 1978 grant of \$24,606.

PROGRAM 78-62: EVALUATIVE RESEARCH

\$55,000 of the 1978 Supplemental Award was granted to the Committee on Criminal Justice Evaluation Program to supplement a previous award of \$120,000. A description of how these funds will be used is found in the body of the Program Descriptions, pages 131-135.

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