

**Program Narrative (Attachment 1) for 2018 Byrne Memorial Justice Assistance Grant (JAG):**

**Statement of the Problem**

The Wisconsin Department of Justice (DOJ) serves as the State Administering Agency (SAA) for justice assistance programs under several federal funding initiatives including the Justice Assistance Grant (JAG) Program. Additionally, DOJ operates the Statistical Analysis Center which performs a variety of research and data analysis on crime and justice system issues, as well as operating the State's Uniform Crime Reporting (UCR) Program, which includes both the traditional Summary Based Reporting (SBR) system and the Wisconsin Incident-Based Reporting (WIBRS) system. Finally, DOJ has primary responsibility for carrying out the state coordination of automated justice information systems among state and local criminal justice agencies. The Wisconsin Justice Information Sharing (WIJIS) program is operated by DOJ to provide a statewide strategic vision of justice information sharing as well as innovative technical solutions that improve information sharing between law enforcement and justice agencies, and to facilitate the flow of electronic information through the justice system.

As SAA, the Department's mission is to increase public safety by providing support for state and local government agencies, non-profit programs and communities, conducting meaningful justice system planning, sharing data and information, and developing appropriate linkages to justice system programming in order to have a positive, long-term impact on Wisconsin's justice system while promoting the safety of its citizens.

DOJ encourages applicants for funding made available through the JAG Program to work closely with other agencies within, and serving, the criminal justice system to promote collaborative, comprehensive and evidence based strategies addressing community and statewide substance abuse and violent crime problems.

Wisconsin has received funding from the Bureau of Justice Assistance, under the Byrne Program, since 1988. It should be noted that the Wisconsin Office of Justice Assistance (OJA) was the SAA until July 1, 2013, when it merged into the Wisconsin Department of Justice (DOJ). Funding made available under this federal initiative provides monetary assistance to local units of government and state agencies for programs designed to reduce drug use, substance abuse and violent crime.

Many local and state criminal justice programs and basic law enforcement capabilities have been significantly, and positively, affected by the availability of funding made available through the Byrne JAG Program. Efforts in Wisconsin continue to emphasize integration and coordination by all facets of the criminal justice system.

In line with the Bureau of Justice Assistance's priorities for evidence-based programming and strategic planning, the State of Wisconsin continually evaluates its current planning process as it relates to the allocation of Justice Assistance Grants (JAG) funding. The Department of Justice believes in the importance of strategic planning and the replication of evidence-based programs. In a difficult time for local, state, and federal budgets, planning is especially critical to maximize the impact of diminishing grant funding and focus on programs that are evidence-based and have been proven effective.

In order to effectively coordinate federal and state planning efforts and leverage existing resources, the FY18 JAG funding plan will represent the third year of a new multi-year JAG Strategic Plan. While this new plan continues to evolve, the overall funding priority areas have been established. The finalized FY16-19 JAG Strategic Plan was presented for approval at the December 9, 2016 meeting of the State Criminal Justice Coordinating Council (CJCC). This FY16-19 JAG Strategic Plan is based on Wisconsin's approach for the development of a

comprehensive process that includes local community involvement, input from a planning committee of criminal justice professionals, and the use of data and research to enhance program design and implementation, and to assess and evaluate JAG investments.

**Wisconsin JAG Funding Priorities:**

Strategic planning efforts have identified seven statewide priorities for Byrne JAG funding. Spending plans and funding decisions will support:

1. Initiatives to reduce drug crime by allocating resources to multijurisdictional drug enforcement task forces that actively enforce illegal drug manufacturing and distribution; that support crime prevention programs; that initiate and implement information sharing; and that allow for effective communication and collaboration among outside law enforcement jurisdictions.
2. Initiatives to provide specialized training for professionals throughout the criminal justice system on risk reduction principles and practices (i.e., empirically-demonstrated strategies for increasing community safety).
3. Programming designed to develop a model policies resource that articulates evidence-based principles for law enforcement, prosecutors, defense counsel, and judges. Focus areas will include addressing racial disparities, responses to victims, and trauma informed care.
4. Efforts to improve collaboration among criminal justice system partners, including increased communication and coordination between the State CJCC and local CJCCs, encouraging the establishment of local CJCCs where not already in place, enhancing participation of key stakeholders including but not limited to local law enforcement, and building stronger relationships between state and local criminal justice policymakers and professionals and the broader Wisconsin community through public outreach efforts.

5. Promoting the use of empirically-based assessment tools across the criminal justice system decision points, with an emphasis on the use of risk assessment tools at the pre-arrest stage and to inform pretrial release and supervision determinations.
6. Establishing a model continuum of evidence-based diversion and behavioral change interventions across the justice system decision points and increase the capacity for implementation of these evidence-based interventions throughout Wisconsin's local communities.
7. The further development of a statewide, evidence-based violation response matrix to promote consistency in responses to violations across decision points, improve the timeliness of violation investigations and, where appropriate, revocation proceedings at both the state and local levels.

The collection of data and conducting of research on the identified priority areas is a focus of this JAG Strategic Plan moving forward.

The statewide project priorities and activities for the FY18 Byrne JAG funding will fall under the following 10 Project Identifiers:

- Task Forces
- Pretrial Services
- Data Sharing/Linkage
- State Justice Statistics
- Research
- Evidence-Based
- Correctional Alternatives
- Screening and Assessment
- Mental Health
- Reentry

To address these priority areas, the FY18 JAG Funding Plan will be the third year of the new Strategic Plan for FY16-19. This plan allows for programs to be established and evaluated so that their value can be demonstrated and improvements can be made to ensure sustainability.

The FY18 JAG Funding Plan will include the following programs:

- Multi-jurisdictional drug enforcement task forces that cover drug enforcement in the majority of Wisconsin's counties and tribes (Priority Area 1);
- Pretrial Pilot Programs (Priority Areas 4, 5)
- Jail Reentry Pilot Programs (Priority Areas 4, 5, 6)
- State Justice Systems Improvement Programs (Priority Areas 2, 3 and 4);
- The Wisconsin Statistical Analysis Center UCR/IBR/Research Program (All Priority Areas); and
- Funding to allow for response to criminal justice needs and emergencies.

Funding decisions based on the above priorities will be made to further Wisconsin's efforts to address these priority areas by leveraging existing resources and through the piloting of new programming in Wisconsin's local communities. Competitively-funded programs must be evidence-based, collaborative, community-based, and include evaluation components. Upon receipt of the federal FY18 JAG award, grant announcements will be opened for the local projects. Funded projects will operate on a calendar-year funding cycle to better coordinate with local budgets.

### **Project Design and Implementation Strategy (Strategic Planning Process)**

The State of Wisconsin's FY16-19 strategic planning process represents an unprecedented level of coordination and collaboration among state and local partners, as well as in leveraging existing state and federal resources and programming. This has largely been made

possible through the development and enhancement of the State Criminal Justice Coordinating Council, which was established by [Executive Order #65](#) in April of 2012. The mission statement of the State CJCC is to *promote and facilitate the implementation of effective criminal justice policies and practices that maximize justice and the safety of the public*. As part of this mission, section 4(j) of the Executive Order states that the Wisconsin Criminal Justice Coordinating Council shall “*Provide strategic planning and guidance for the management of federal block grant or federal formula grant funds.*” The FY16-19 JAG Strategic Plan represents the first formalized Strategic Plan approved by the State CJCC.

This Plan and the state’s planning process are centered on three main areas: the current epidemic of illegal drug abuse in Wisconsin, and the status of two key initiatives of the State CJCC – the State-funded Treatment Alternatives and Diversion (TAD) Program, and Wisconsin’s participation in Phase VI of the National Institute of Corrections’ Evidence-Based Decision Making Initiative.

### Illegal Drug Abuse Efforts

In 2017, Wisconsin recorded 883 opioid overdose deaths, up 7% from 827 opioid overdoses in 2016 and up 35% from 614 in 2015. Additionally from 2008 to 2017, the number of heroin cases analyzed by the Wisconsin Department of Justice’s State Crime Laboratory increased by 510%, which is a dramatic testament to the growth and spread of heroin use in Wisconsin.

Additionally, the Wisconsin Department of Justice – Division of Criminal Investigation (WI DCI) reported an increase of 297% in methamphetamine case related activity from 2008 to 2015. Additionally, the number of methamphetamine related arrests increased by a staggering 469% from 2008 to 2015. Calendar year 2015 showed a 56% spike over 2014 numbers. In 2017, WI DCI documented 1,052 methamphetamine cases, 325 search warrants served, 26,591 grams

of meth seized, 71 labs processed, 121 firearms seized, 1,222 people arrested on 2861 charges, 173 drug endangered children cases initiated and \$189,609 seized.

To address these issues, the Wisconsin Department of Justice applied for and was awarded a FY15 COPS Anti-Heroin Task Force grant, and is utilizing those funds to assist the identified task forces to investigate illicit activities related to the distribution of heroin. The WI DOJ has established protocols for the anti-heroin task forces to increase intelligence sharing, enhance existing agency partnerships, expand the statewide intelligence database (ACISS), and create a statewide list of resource provider agencies. This heroin project has improved outcomes achieved through additional heroin investigations and coordination among agencies. Building on these efforts, the Wisconsin Department of Justice also applied for and was awarded a FY16 COPS Anti-Methamphetamine Program (CAMP) grant to further build upon these existing partnerships and address the state's growing problem with methamphetamine abuse. Based on these statistics and in order to leverage these concurrent initiatives, the continued funding of the state's JAG-funded drug task forces remains a priority for JAG funding for FY16-19.

#### Prior JAG Strategic Plan/Treatment Alternatives and Diversion Program

Historically, the state-funded Treatment Alternatives and Diversion (TAD) program had funded a small number of local projects, totaling 9 projects at approximately \$1 million annually. Building on the success of this program, the prior JAG Strategic Plan included an emphasis on providing funding to additional local treatment courts and diversion programs statewide, and included funding for an additional 11 treatment court programs and 6 additional diversion programs.

However, recent expansions of this state-funded program have allowed Wisconsin's JAG Strategic Plan to evolve in a different direction. As a result of expansions of the TAD program

in 2014 to over \$4 million annually, TAD projects operated in approximately half the jurisdictions in the state. TAD projects include a broad spectrum of activities ranging from diversion at the initial prosecutorial decision making stage, to treatment courts, and alternatives to revocation, all based on local needs and project design requirements.

As required by state statute, the TAD program is funded on a five-year cycle and was scheduled to be awarded to counties and tribes on a competitive basis for calendar year 2017. As a result of the recent passing of [2015 WI Act 388](#) and additional legislation, there has been an additional expansion of the TAD program to almost \$6.5 million for calendar year 2018. As a result of this process, TAD projects are now operating in 50 of the state's 72 counties, as well as in two tribes in Wisconsin.

As a result of these expansions, this JAG Strategic Plan seeks to leverage these existing state-funded resources by focusing on different areas and programming in the criminal justice system in Wisconsin.

#### State Participation of Phase V of the EBDM Initiative

In June 2008, the National Institute of Corrections (NIC) partnered with the Center for Effective Public Policy to build a system-wide framework (arrest through final disposition and discharge) that when implemented results in more collaborative, evidence-based decision making and practices in local criminal justice systems. The purpose of the Evidence-Based Decision Making Initiative is to equip criminal justice policymakers in local communities with the information, processes, and tools that will result in measurable reductions of pretrial misconduct and post-conviction reoffending. The initiative is grounded in two decades of research on the factors that contribute to criminal reoffending and the methods the justice system can employ to interrupt the cycle of re-offense. In 2010, Eau Claire and Milwaukee counties were awarded



inclusion in Phases II and III of this initiative, which involved a planning phase and then an implementation phase.

Building on the success of the original local EBDM sites, including Eau Claire and Milwaukee, the National Institute of Corrections held a national EBDM Summit in Madison, Wisconsin in January 2014. This Summit signified the beginning of the next phase of the Initiative, which was envisioned to link county level efforts to state level protocols and initiatives. The purpose of the Summit was to share information with a broad group of state and local officials about the EBDM Framework. The Summit addressed the importance of statewide evidence-based decision making to achieving improved criminal justice outcomes and reducing the harm that crime causes Wisconsin's communities. The Summit provided state and local officials with the foundational information needed to consider engaging in a statewide EBDM effort.

Following the Summit, in February 2014, Wisconsin's State CJCC formally applied for Phase IV of the initiative, which was focused on preparation work to gauge capacity and readiness to expand EBDM to additional local jurisdictions and on a statewide level. Wisconsin was one of five states awarded inclusion in Phase IV (along with Virginia, Indiana, Colorado and Oregon).

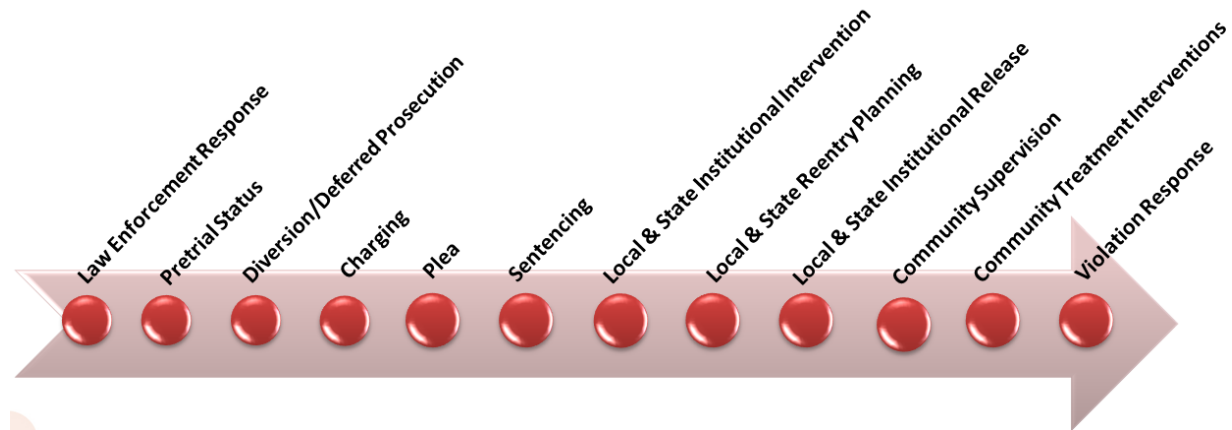
In May, 2014, work began in Phase IV. This phase included a series of activities designed to help Wisconsin prepare itself to competitively apply for Phase V. To complete these activities, a planning team was assembled, which included more than a dozen state and local leaders from a broad spectrum of criminal justice system agencies. At the close of Phase IV, the state of Wisconsin formally applied for inclusion in Phase V of the EBDM Initiative. This phase was a year-long planning phase to expand EBDM to six additional counties in tandem with a

state-level team. On February 25, 2015, the state of Wisconsin was officially selected as one of three states, including Indiana and Virginia, to advance to Phase V of the EBDM Initiative. A total of 21 Wisconsin counties applied for inclusion in Phase V. Through a competitive process, Chippewa, Marathon, Outagamie, La Crosse, Rock and Waukesha counties were selected as the local jurisdictions for Wisconsin.

As part of this statewide planning effort, the State CJCC created an Evidence-Based Decision Making (EBDM) Subcommittee to serve as the Phase V State-Level EBDM Policy Team. This Subcommittee includes stakeholders from throughout the criminal justice system in Wisconsin, including law enforcement, prosecutors, defense counsel, judges, corrections officials, county representatives, advocacy groups, members of the public, and the state legislature. In this role, the EBDM Subcommittee has worked in parallel with the six local teams in conducting Phase V Roadmap planning activities, while providing a constant feedback loop to the CJCC and its Executive Committee.

To begin Phase V of EBDM Initiative, the EBDM Subcommittee engaged in mapping the criminal justice system, and discussed a number of topics at each of the 12 EBDM decision points.

### EBDM Decision Points



The goal of these discussions was to analyze opportunities for improvement and ultimately identify priority areas to be addressed for the state's criminal justice system. This process is similar to that of Eau Claire and Milwaukee's earlier EBDM work, in which each team developed selection criteria, reviewed its list of potential opportunities, and ultimately selected priority areas to be the focus of their EBDM work.

As a result, the State CJCC focused on six priority areas which were included in the state's FY16-19 JAG Strategic Plan, and created multidisciplinary workgroups dedicated to each priority area. These workgroups included approximately 100 state and local criminal justice stakeholders from across the State of Wisconsin. The goal of each of these workgroups was to further develop strategies to address the selected priority areas. Each Workgroup's strategic planning activities included:

- ✓ Analysis of current policies and practices;
- ✓ Collection of quantitative and qualitative information;
- ✓ Review of relevant research;
- ✓ Determining if improvement is desirable and possible;
- ✓ Seeking consensus from the full EBDM Subcommittee and State CJCC; and
- ✓ Developing a logic model and action plan.

In addition, through this process, the state has created and disseminated a survey to each county and tribe in Wisconsin to gauge the current status of local programming and the readiness of these local jurisdictions to further implement evidence-based programming at the local level. The State of Wisconsin's state and local teams formally submitted an application to the National Institute of Corrections for inclusion in Phase VI of the EBDM Initiative on July 29, 2016.

As a result of these activities, the State CJCC developed a preliminary plan to leverage existing efforts to both address the state's illegal drug epidemic and incorporate the priorities defined through the CJCC's intensive strategic planning efforts as a result of its participation in the EBDM Initiative. DOJ used these seven priorities for the overall FY2016-2019 JAG

Strategy, and the funding plan for FY2018 incorporates the seven priorities across the JAG purpose areas. The finalized plan was presented to the State Criminal Justice Coordinating Council on December 9, 2016 for final review and approval.

### **Capabilities and Competencies/Additional Strategic Planning/Coordination Efforts**

DOJ is the State Administering Agency for a number of state and federal criminal justice grant programs including the federal Juvenile Justice Delinquency Prevention Act, Violence Against Women Act, Justice Assistance Grant program, and state Treatment Alternatives and Diversion (TAD) program. DOJ provides financial and technical assistance to public safety, first response and emergency management agencies, local and tribal governments, and non-profit organizations throughout the state. This relationship allows for the most efficient collaboration to coordinate the JAG Strategic Plan with other federal and state funding sources. In addition, the State Criminal Justice Coordinating Council is primarily assisted and staffed by the Department of Justice, which allows for an efficient and effective collaboration between the JAG program and additional state and local partners.

As a result of these factors, a number of successful collaborative local and state initiatives have enhanced the JAG Strategic Plan, and continue to be essential partnerships in carrying out the priorities for JAG funding in Wisconsin.

#### *Statewide Criminal Justice Coordinating Council*

On April 9, 2012, Governor Scott Walker signed Executive Order #65, which created Wisconsin's Criminal Justice Coordinating Council. This council will study ways to improve planning and coordination among criminal justice agencies, both on the state and local level. One of the top priorities for the council is to reduce future growth in Wisconsin's correctional institutions by reducing criminal recidivism.

The nineteen member Council is co-chaired by Wisconsin Attorney General Brad D. Schimel and Department of Corrections Secretary Cathy Jess. The Council is primarily assisted and staffed by the Department of Justice, and is the strategic planning and governing body for the JAG program moving forward.

#### *Local Criminal Justice Coordinating Councils*

Each year more Wisconsin counties are developing collaborative teams to problem solve around justice system and public safety issues in their communities. An effective collaborative team can bring about improvements and new initiatives that cannot be achieved by a single agency or organization (i.e. problem solving courts, utilization of risk assessment tools, community service programs, restorative justice, etc.). Coordinating councils provide the necessary foundation for communities to fully assess the needs of the local criminal justice system and develop programming and practices in response to these needs. Judges play a critical role in these collaborative teams by convening the appropriate justice system leaders and offering a unique perspective of the system and its impacts from an objective and neutral vantage point. Out of 72 total counties in the state, there are currently approximately 50 CJCCs operating in Wisconsin. DOJ Staff also attend statewide Criminal Justice Coordinating Councils' Local Coordinator meetings. Coordination between the State CJCC and local CJCCs continues to provide a basis for local and state coordination in strategic planning for JAG and other federal and state programs in Wisconsin.

#### *NIC Evidence-Based Decision Making Initiative*

As noted previously, the State of Wisconsin's participation in Phase IV and V of the EBDM Initiative has been crucial to strategic planning efforts for the State CJCC. Through this comprehensive planning process, the state has been able to identify priority areas to address in

the criminal justice system, while aligning local, state, and federal resources in the most efficient manner. This process has greatly enhanced the collaborative efforts between state and local agencies to address criminal justice system priorities and will be leveraged further as the State of Wisconsin implements Phase VI of the EBDM Initiative.

#### *Treatment Alternatives and Diversion Program*

As noted previously, the Treatment Alternatives and Diversion (TAD) Grant Program provides state funding to develop and implement alternatives to incarceration for non-violent offenders with drug or alcohol problems. Counties receiving TAD funds form stakeholder oversight committees to develop comprehensive and holistic approaches for treating eligible offenders. Originally funding programs in nine 9 counties, TAD was expanded from ~\$1 million originally, to \$4 million beginning in 2014, to ~\$6.5 million annually beginning in state fiscal year 2017 for programs operating in 50 counties and two tribes in Wisconsin. An advisory group of local and state agency representatives has assisted OJA and now DOJ in developing program guidelines and evaluation criteria. In addition to administering program funds, DOJ is responsible for program evaluation. In December 2011, the TAD evaluation was presented to the Wisconsin Legislature. The evaluation found that every dollar invested in TAD yields a benefit of \$1.93 to the criminal justice system in averted incarceration and reduced crime. An expansion of the state funded TAD program in calendar year 2018 is critical to JAG strategic planning, as it allows DOJ to leverage existing state resources and further develop planning for future JAG funds to address additional priority areas.

#### *Drug Task Forces*

WI DOJ has historically used Byrne/JAG funds to support multi-jurisdictional drug enforcement task forces since the Byrne Formula program began in 1988. Currently, there are

18 JAG-funded multi-jurisdictional drug task forces covering 56 of Wisconsin's 72 counties, and 11 Native American Reservations. These drug task forces will continue to be a priority for JAG funding moving forward with the JAG Strategic Plan.

To further enhance coordination among these drug task forces and to address the illegal drug problems in the state, the Wisconsin Department of Justice applied for and has been awarded a FY15 COPS Anti-Heroin Task Force grant, and is utilizing those funds to assist the identified task forces to investigate illicit activities related to the distribution of heroin. The WI DOJ has established protocols for the anti-heroin task forces to increase intelligence sharing, enhance existing agency partnerships, expand the statewide intelligence database (ACISS), and create a statewide list of resource provider agencies. The heroin project has improved outcomes which have been achieved through additional heroin investigations and coordination among agencies. Building on these efforts, the Wisconsin Department of Justice also applied for and received a FY16 COPS Anti-Methamphetamine Program (CAMP) grant to further build upon these existing partnerships and address the state's growing problem with methamphetamine abuse.

#### *Drug Task Force ACISS Implementation*

The ACISS Case Management System is an automated, central, web-based RMS and data sharing system. ACISS allows the state's drug task forces to share certain, key data with other participating agencies, Wisconsin Department of Justice, and the North Central HIDTA Region. ACISS is designed to provide tools and a shared system for documenting investigative activities for multi-jurisdictional task forces for major cases, gang and drug investigations, as well as to provide a standard means for task forces to gather and maintain statistics on task force activities (including arrests, seizures, and other pertinent data). In addition to funding the development of

ACISS with previous JAG awards, DOJ trains task forces on the use of ACISS and has assisted with the funding costs for ACISS implementation.

### **Plan for Collecting the Data Required for this Solicitation's Performance Measures**

DOJ sub-grantees are required to submit narrative performance measurement data semi-annually in Egrants (DOJ's online grants management system), as well as submitting quarterly statistical data through BJA's Performance Measurement Tool (PMT). As part of the strategic plan, DOJ is collaborating with the Director of State Courts' Office and other state and local partners to enhance evaluation components for funded programs to better gauge program success. To assist in this effort, the Department of Justice is finalizing the development of a web-based reporting system aid with evaluation of JAG funded programs. This program, the Comprehensive Outcomes, Research, and Evaluation (CORE) Reporting System, will collect participant level information from community based treatment courts and diversion programs, in order to evaluate program outcomes. This system will continue to be used to collect data from FY17 funded JAG programs and be used by research staff to complete outcome evaluations.

#### *Bureau of Justice Information and Analysis*

A key development for measuring performance for the JAG program and other federal and state programs is the added research capacity at DOJ through the Bureau of Justice Information and Analysis (BJIA), which provides data analysis, research, and evaluation support for TAD, JAG, and related initiatives. The BJIA will be directly involved in the data collection and coordination of the evaluation and outcome measures for the JAG program.

Within this context, the Bureau of Justice Information and Analysis (BJIA) was created in August 2014 within the Wisconsin Department of Justice (DOJ), Division of Law



Enforcement Services (DLES). The BJIA is being developed to address the changing needs of Wisconsin's criminal justice system through research, analysis and program evaluation.

The BJIA is focusing on evaluating grant-funded programs, managing and enhancing the Wisconsin UCR program, expanding data availability, and building the capacity to conduct research on a wide variety of current and emerging criminal justice issues. The BJIA also now serves as the SAC for the State of Wisconsin, which contributes directly to the ability of the DOJ to provide research results that aid in decision making for criminal justice programs and policies.

## 2018 Byrne Memorial Justice Assistance Grant Budget

Funds will be allocated in the following manner:

| <b>Purpose Area</b>                                    | <b>Program</b>   | <b>Allocation</b>  |
|--|--|--------------------|
| Law Enforcement  | Local MEG's and Drug Task Forces                               | \$1,037,500        |
| Prosecution and Court Programs                         | Pretrial Services Programming                                  | \$500,000          |
| Corrections and Community Corrections Programs         | Local Reentry Programming                                      | \$320,000          |
| Planning, Evaluation & Technology Improvement Programs | Statistical Analysis Center – UCR/IBR Program                  | \$400,000*         |
|  | Justice Systems Improvement/Training Programs                  | \$150,000          |
|  | Funding to Respond to Special/Emergency Criminal Justice Needs | \$141,245          |
| Administration 10%                                     |  | \$283,193          |
| <b>Total</b>   |  | <b>\$2,831,938</b> |

\* 3% set-aside requirement for NIBRS