

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.

Statewide JAG Priorities for FY2021-2025 include the following:

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 model policies resources that articulate 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. Establishing data collection and assessment methods that can be replicated in an effort to provide uniform data to improve outcomes on both a local and statewide basis.

The collection of data and conduct of research on the identified priority areas will be a focus of this JAG Strategic Plan moving forward. Project partners include the State Criminal Justice Coordinating Council, local criminal justice coordinating councils, the state courts, the public defenders' office, and local law enforcement and prosecutors' offices.

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.

#### Top 10 Project Identifiers

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

# **Program Narrative (Attachment 1) for 2021 Byrne Memorial Justice Assistance Grant (JAG)**

## **Statement of the Problem**

The Wisconsin Department of Justice (Wisconsin 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, Wisconsin 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, Wisconsin 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 Wisconsin 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 improving Wisconsin's justice system while promoting the safety of its citizens.

Wisconsin 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 designed to address 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 develop resources to reduce drug trafficking organizations, address substance abuse disorders, reduce violent crime., and enhance evidence-based decision making.

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 Grant (JAG) funding. Wisconsin DOJ believes in the importance of strategic planning and the replication of evidence-based decision making and associated 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 FY21 JAG funding plan will represent the first year of a new multi-year JAG Strategic Plan. While this plan continues to evolve, the overall funding priority areas have been established. The finalized FY21-25 JAG Strategic Planning process was presented for initial discussion/approval at the March 3<sup>rd</sup> and June 9<sup>th</sup> meetings of the State Criminal Justice

Coordinating Council (CJCC). This FY21-25 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. As the state's biennial budget process impacts these coordinated efforts and the ability to leverage these JAG and other federal grant funds, with the state budget not being signed until July 8, 2021, formal approval of this plan will be set for the next meeting of the governing body, the State CJCC on September 8, 2021. However, based on the results of input from local CJCCs as well as an assessment of state data/trends and state and federal resources, the following priorities have been identified.

**Statewide JAG Priorities for FY2021-2025 include the following:**

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 model policies resources that articulate 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. Establishing data collection and assessment methods that can be replicated in an effort to provide uniform data to improve outcomes on both a local and statewide basis.

The collection of data and conduct of research on the identified priority areas will be a focus of this JAG Strategic Plan moving forward. Project partners include the State Criminal Justice Coordinating Council, local criminal justice coordinating councils, the state courts, the State Public Defenders' office, the Department of Corrections, and local law enforcement and prosecutors' offices.

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.

### **Top 10 Project Identifiers**

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- State Justice Statistics
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- Screening and Assessment
- Mental Health
- Reentry

To address these priority areas, the FY21 JAG Funding Plan will be the first year of the Strategic Plan for FY21-25. 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 FY21 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)
- State Justice Systems Improvement Programs (Priority Areas 2, 3 and 4);
- The Wisconsin Statistical Analysis Center UCR/IBR/Research Program (All Priority Areas).

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 FY21 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 FY21-25 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 originally created in 2012, and recently recreated by Governor Tony Evers through [2019 Executive Order #41](#). 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 FY21-25 JAG Strategic Plan represents the next steps to build on recent efforts to implement evidence-based decision-making efforts and leverage resources statewide in ways that have been prioritized by the State CJCC over several years as part of a consistent strategy.

This Plan and the state's planning process are centered on three main areas: the current epidemic of illegal drug abuse/substance use disorders 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 the National Institute of Corrections' Evidence-Based Decision Making Initiative.

## Illegal Drug Abuse/Substance Use Disorder Efforts

Heroin and opioids remain the top drug threat in Wisconsin where availability is fueling a rise in heroin seizures. The opioid epidemic's toll is felt across Wisconsin, but more heavily burdens the economically depressed areas of the state. Fentanyl has seen an astonishing 970.58% increase in statewide Wisconsin State Crime Lab (WSCL) cases since 2015. In Milwaukee County, a large end-user market for illicit opioids and a major transshipment point for illicit drugs in Wisconsin, the Medical Examiner's office reported a record year of 545 drug overdose deaths in 2020. Deaths involving fentanyl as the primary or a contributing cause saw a 58.60% increase from 2019 and an astonishing 1,263% increase since 2015. The rate of state opioid-related deaths has increased 45% over the past five years, with a rate of 15.8 deaths per 100,000 persons in 2019, up from 10.9 deaths per 100,000 in 2014. A total of 916 opioid-related deaths were recorded statewide in 2019 compared to 628 in 2016. As a measure of non-fatal overdoses, opioid-related emergency room admissions increased 71% over the same time period. Preliminary estimates project an additional 22.40% increase in 2020.

Methamphetamine manufacture and trafficking has rapidly developed into a major drug threat for Wisconsin since 2016 and its current surge has supplanted opioids in both suburban and rural parts of the western and northern regions of the state. Methamphetamine is now considered the primary drug threat in southeast Wisconsin where methamphetamine-related overdose deaths increased 70.59% from 2019 to 2020 and 2800% since 2016. Meth-related overdose deaths for the entire state increased 336.84% over a 4-year period. While 2020 figures are not yet available, they are anticipated to be similarly high due to reported increases in meth usage during the COVID-19 pandemic.



To address these issues, the Wisconsin Department of Justice applied for and was awarded a FY15 COPS Anti-Heroin Task Force (AHTF) grant and utilized those funds to assist 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.

These enforcement efforts have been further enhanced in FY18, with DOJ receiving a \$2.5 million grant under the COPS AHTF program, as well as a \$1.03 million grant under the FY18 COPS CAMP program. 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 FY21-25.

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

In Wisconsin, there has been increased momentum regarding alternatives to incarceration and improving outcomes through the diversion of individuals to treatment and other appropriate services based on their assessed needs. Much of this momentum has been focused on problem-solving courts, which have an established model, and prosecutor-led diversion programs, and have increased rapidly in recent years. However, there has also been an increased interest and expansion of other types of diversion programs, in addition to the problem-solving court model. The Treatment Alternatives and Diversion program was established by 2005 Wisconsin Act 25

to support county efforts that provide treatment and diversion programs for non-violent adult offenders for whom substance abuse was a contributing factor in their criminal activity. WI DOJ's Bureau of Justice Programs is responsible for administering the TAD program, in partnership with the Wisconsin Department of Corrections (DOC), the Wisconsin Department of Health Services (DHS), the Director of State Courts Office, and the Wisconsin State Public Defender's Office. The State CJCC's recently created Treatment Alternatives and Diversion Subcommittee now serves as the TAD Advisory Committee.

From 2007 to 2013, the state Treatment Alternatives and Diversion (TAD) program was funded at between \$700,000 to ~\$1 million annually, and supported treatment courts and diversion programs in seven to nine sites during this time period. The TAD program expanded multiple times from 2014-2017, as it moved into a new five-year competitive cycle starting in 2017. For calendar year 2020 and 2021, the TAD program has been further increased to almost \$7.2 million annually through new legislation. As a result of this expansion, evidence-based alternatives to incarceration programming for individuals entering the justice system with substance use disorders has been expanded to 53 (of 72) counties, and three (of 11) tribes in Wisconsin. The TAD program currently funds a total of 57 treatment courts and 29 prosecutor led-diversion programs. As a result of the recent state budget action, a new competitive cycle for the next five years will begin in calendar year 2022 for the same amount of almost \$7.2 million, with an additional \$2.5 million to be added for calendar year 2023.

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 in 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).

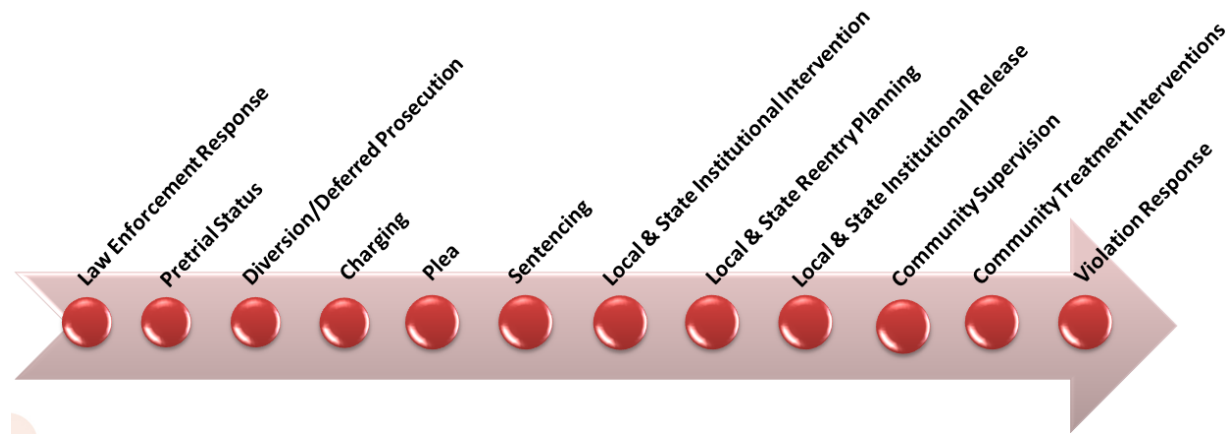
In May 2014, work began in Phase IV. This phase included a series of activities designed to help Wisconsin prepare itself to competitively apply for Phase V. To complete these activities, a planning team was assembled, which included more than a dozen state and local leaders from a broad spectrum of 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, reviewed data, 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 seven priority areas which were included in the state’s FY16-20 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.
- ✓ Multijurisdictional drug task forces

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. Wisconsin DOJ used these seven priorities for the overall FY2016-2020 JAG Strategy, and the funding plan for FY21 further develops these 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**

As noted previously, Wisconsin DOJ is the State Administering Agency for several 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. Wisconsin 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 Wisconsin DOJ, 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 in recent years and continue to be essential partnerships in carrying out the priorities for JAG funding and the Statewide CJCC's goals to improve the functioning of the criminal justice system in Wisconsin. These collaborative initiatives and partnerships, as well as recent federal discretionary awards and state budget actions have been part of an overall statewide strategic planning process for JAG and other funding sources in support of our overall evidence-based decision making initiative to address gaps and funding needs as identified through the State CJCC and its sub committees. These statewide partnerships and resulting interconnected initiatives are designed to address the gaps in our criminal justice system related to this strategic plan.

The initiatives detailed below have been initiated by Wisconsin DOJ and inform and leverage resources through the JAG program and the strategic plan to expand programming throughout the state.

#### *Statewide Criminal Justice Coordinating Council*

In April 2012, the Statewide Criminal Justice Coordinating Council (SCJCC) was established through Executive Order 65, and recently recreated by Governor Tony Evers through [2019 Executive Order #41](#). This council studies 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 council is co-chaired by Wisconsin Attorney General Josh Kaul and Department of Corrections Secretary Kevin Carr. The council is primarily coordinated and staffed by Wisconsin DOJ 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 over 50 CJCCs operating in Wisconsin. 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 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 CJCCs to address criminal justice system priorities and will be leveraged further as the State of Wisconsin continues to implement the goals developed through the EBDM Initiative.

As part of the planning for the FY2021-2025 CJCC and JAG strategic plan, and related to the TAD program and new cycle detailed below, the State CJCC and its Evidence-Based Decision Making Subcommittee surveyed the state's local CJCC's based on the following factors:

- Identifying current local programs and programming needs, in an effort to inform the next Treatment Alternatives and Diversion (TAD) funding process for 2022 and the Justice Assistance Grant (JAG) strategic funding plan;
- Seeking information on local needs as well as promising initiatives that could be replicated to address the issue of racial disparities in the criminal justice system, in an effort to inform future planning and our work;
- Identifying local crime/substance abuse issues/trends to inform the implementation of both grant programs and the work of the CJCC and its subcommittees;
- Providing information on the current use of risk assessment tools at various decision points and particularly the current status of jurisdictions' implementation or interest in implementing evidence-based pretrial programming;
- Collecting updated information on local CJCC efforts and work/interest in Evidence-Based Decision Making and partnership with the CJCC and subcommittees in advancing EBDM; and
- Understanding impacts (positive and negative) of changes made to local systems due to COVID-19.

The results of this survey and discussions with a JAG Planning Workgroup, in addition to the resources and current initiatives described in this section ultimately led to the JAG priorities defined within this application.

#### *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 ~\$7.2 million annually beginning in state fiscal year 2020 for programs operating in 53 counties and three tribes in Wisconsin. An advisory group of local and state agency representatives has assisted Wisconsin DOJ in developing program guidelines and evaluation criteria. In addition to administering program funds, Wisconsin DOJ is responsible for program evaluation. The most recent cost benefit analysis done in early 2020 indicates that based on the investment of resources specifically from the state TAD funding, the ratio of benefits to cost for treatment courts is \$4.17 and \$8.68 for diversion programs. That is to say, the Wisconsin criminal justice system receives a benefit of \$4.17 for every \$1 in state TAD funding spent on treatment courts and a benefit of \$8.68 for diversion programs<sup>[1]</sup>. These benefits are incurred through averted incarceration costs and reduced future crime costs per discharge in 2014-2018.

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<sup>[1]</sup> Due to differences in methodology and scope, the overall ratio should not be compared to previous evaluation ratios.

An expansion of the state funded TAD program in calendar year 2018, 2020, and now 2023 are 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.

*BJA Justice Reinvestment Initiative Grants*

*FY19:*

The Wisconsin Department of Justice (DOJ), the State Administering Agency (SAA), in partnership with the Wisconsin Department of Corrections, and Director of State Courts Office, received \$1,250,000 pursuant to Category 2 of the FY18 Justice Reinvestment Initiative: Reducing Violent Crime by Improving System Performance program. This 36-month project will build on collaborative efforts to date and develop a foundation for the ongoing and expanded sharing of data for research, analysis, and evaluation purposes; utilize this cross-system data to improve and focus efforts to address a number of key justice issues for the state surrounding opioid and meth use, alternatives to incarceration, violent crime, and pretrial outcomes; and create a platform for sharing the data at both the state and local level to increase capacity to support such research and analysis efforts. This discretionary grant project directly ties in to the state's overall strategic plan and allows for leveraging additional resources through JAG and this planning process.

*FY20:*

The Wisconsin Department of Justice (DOJ), the State Administering Agency (SAA), in partnership with the Wisconsin Director of State Courts Office, received \$1,000,000 pursuant to Category 2 of the FY20 Justice Reinvestment Initiative: Reducing Violent Crime by Improving System Performance program. This 36-month project will build on collaborative efforts to date and develop a foundation to maximize the state's current pretrial release system improvement

investments by further developing state resources to support our local sites participating in a Pretrial Pilot program, with an overall goal of future statewide expansion.

Through this initiative, state partner agencies will use the Justice Reinvestment approach to work in collaboration with our local sites to target changes to pretrial release and supervision decisions and processes to address this driver of the corrections population, while continuing to emphasize the importance of public safety. By partnering with these established local sites involved in this Pilot project, and establishing additional state resources to support pretrial enhancements, we can achieve the greatest impact with this funding, and maximize our state's current investments in criminal justice system improvement. Specifically, we are requesting additional funding to develop statewide data collection, research, and technical assistance resources.

Funding under this project also allows the State of Wisconsin to further enhance its state and local capacity to make evidence-based pretrial release decisions and improve performance through targeted and effective strategies, and further enhances this JAG strategic plan

*BJA Comprehensive Opioid Abuse Programs (COAP)*

*2018 Category 4:*

Wisconsin DOJ received competitive grant funding for a 36-month project to support the development and implementation of a coordinated strategy to enhance existing efforts to addressing opioid abuse in Wisconsin.

Wisconsin DOJ will build upon existing efforts of the State Criminal Justice Coordinating Council (CJCC) and will develop a comprehensive state plan that builds upon already established state programs to identify policies and practices that will assist the state and

localities in engaging and retaining justice-involved individuals with opioid use disorders in diversion, treatment and recovery services.

*2018 Category 6:*

Wisconsin DOJ, in partnership the Wisconsin Department of Safety and Professional Services (DSPS), Department of Health Services (DHS) and Medical College of Wisconsin (MCW), received competitive grant funding to support enhance opioid overdose information sharing at the local and state level.

The goals of this project are to enhance current information activities. We will support of development and implementation of overdose fatality reviews in eight additional jurisdictions. Additionally, we will enhance current information through the development and automation of a PDMP data extract to Wisconsin DOJ. Wisconsin DOJ, in collaboration with MCW has developed an integrated data system for Milwaukee County, linking data from police, prosecution, courts, EMS, medical examiner, public health and schools at the individual and address level. Additionally, Milwaukee County is scheduled to implement ODMAP in August 2018. The DSPS administers the WI PDMP and will create a PDMP extract for Wisconsin DOJ. This PDMP extract, as well as ODMAP will be integrated into the data system allowing for analysis across agencies over time at the individual and address level.

*2019 Category 2:*

Further supporting these efforts, Wisconsin DOJ, in partnership with the Wisconsin Department of Health Services (DHS), received \$5,000,000 pursuant to Category 2a of the FY19 Comprehensive Opioid Abuse Site-Based Program, for a 36-month project to support the implementation of local site-based programming throughout the State of Wisconsin. Specifically, this statewide proposal builds on emerging efforts to address gaps in addressing

opioid abuse in Wisconsin, through the implementation of local Law Enforcement Assisted Diversion (LEAD) programs, as well as local Medication-Assisted Treatment (MAT) programs in jails. Funds will be used to support a total of fourteen local implementation sites under this program, as well as to build needed infrastructure at the state level to support the implementation of these program models.

### *Drug Task Forces*

Wisconsin 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, as noted previously, Wisconsin DOJ has leveraged COPS AHTF and CAMP funds to further support drug enforcement activities related to the distribution of heroin and methamphetamine statewide. Wisconsin DOJ has established protocols for the anti-heroin and methamphetamine 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.

### *Law Enforcement Drug Trafficking Response Grant Program*

In addition to leveraging the COPS grants, through the recommendations of the Governor's Task Force on Opioid Abuse, \$1,000,000 has been allocated on an annual basis starting in SFY19 for DOJ to provide grants to law enforcement agencies for drug trafficking

enforcement. Competitive grants were awarded to local agencies from FY19-21, with the goal of leveraging existing local resources, JAG Drug Task Force funding, and existing COPS funding to maximize the impact of these new state funds. Additional funds have been allocated through the SFY21-23 state budget and will continue to be utilized in coordination with this JAG plan moving forward.

#### *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 has developed a web-based reporting system to 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 further developed and enhanced to collect data from the state and federally funded programs (including JAG) listed above to 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.



## 2021 Byrne Memorial Justice Assistance Grant Budget

Funds will be allocated in the following manner:

<b>Purpose Area</b>	<b>Program</b>	<b>Total Allocation</b>	<b>Less Than 10,000 Allocations</b>	<b>Required VPT Amounts</b>
Law Enforcement	Local MEG's and Drug Task Forces	\$1,037,500	\$522,871	\$514,629
Prosecution and Court Programs	Local Pretrial Services Programming	\$600,000		\$600,000
Planning, Evaluation & Technology Improvement Programs	Statistical Analysis Center – UCR/IBR Program	\$393,060		
	Local Justice Systems Improvement Programs	\$723,089		\$723,089
Administration 10%		\$305,961		
<b>Total</b>		<b>\$3,059,610</b>	<b>\$522,871</b>	<b>\$1,837,718</b>