

Description of the Issue:

The Wisconsin Department of Justice (WI DOJ) serves as the State Administering Agency (SAA) for justice assistance programs under several federal funding initiatives including the Edward Byrne Justice Assistance Grant (JAG) Program. Additionally, WI DOJ operates the Statistical Analysis Center (SAC) which performs a variety of data analysis on crime and arrests and research on criminal justice system issues. The SAC also administers the State's Uniform Crime Reporting (UCR) Program, which includes the Wisconsin Incident-Based Reporting (WIBRS) system. Finally, WI DOJ has primary responsibility for carrying out the state coordination of automated justice information systems among state and local criminal justice agencies.

As the 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 has received funding from the Bureau of Justice Assistance (BJA) under the Byrne Program since 1988. 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 use 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

Program Narrative for 2025 Edward Byrne Memorial Justice Assistance Grant (JAG)

through the Byrne JAG Program. Efforts in Wisconsin continue to emphasize integration and coordination from all facets of the criminal justice system.

In line with BJA's priorities for evidence-based programming and strategic planning, the State of Wisconsin continually evaluates its planning process as it relates to the allocation of JAG funding.

Critical Issue Applicant is Proposing to Address

Wisconsin's commitment to data-driven justice began in June 2008, when the 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

Program Narrative for 2025 Edward Byrne Memorial Justice Assistance Grant (JAG)

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 Statewide 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).

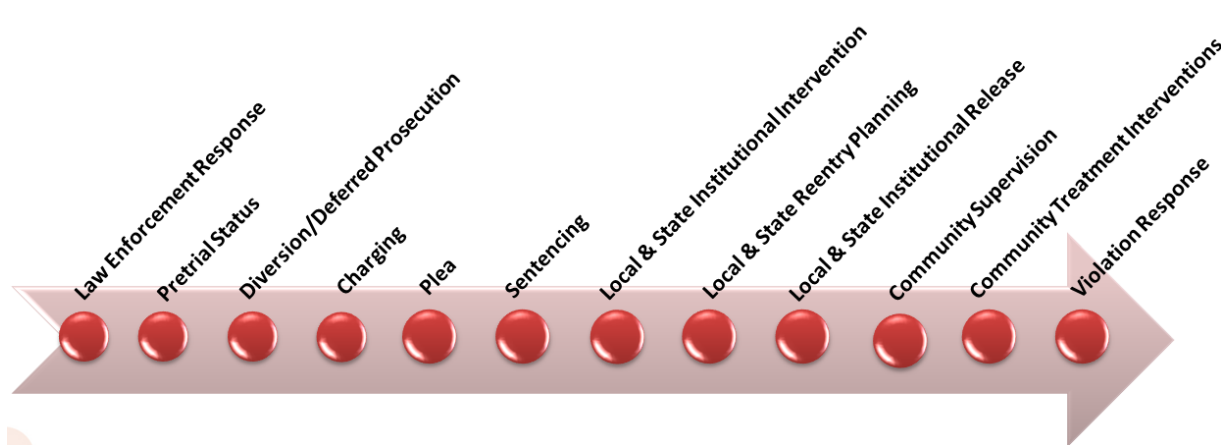
In May 2014, work began in Phase IV. This phase included a series of activities designed to help Wisconsin prepare itself to competitively apply for Phase V. To complete these activities, a planning team was assembled, which included more than a dozen state and local leaders from a broad spectrum of 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 Statewide CJCC created the 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

Program Narrative for 2025 Edward Byrne Memorial Justice Assistance Grant (JAG)

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 initiate Phase V of the EBDM Initiative, the EBDM Subcommittee conducted comprehensive system mapping and data reviews across each of the 12 criminal justice decision points pictured below. These discussions were designed to analyze opportunities for systemic improvement and to identify the high-priority areas addressed in this plan.



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 that 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

Program Narrative for 2025 Edward Byrne Memorial Justice Assistance Grant (JAG)

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 Statewide CJCC.
- Developing a logic model and action plan.
- Multijurisdictional drug task forces.

To further inform this process, a comprehensive survey was disseminated to every county and tribe in Wisconsin. This tool was designed to gauge the current status of local programming and assess the readiness of these jurisdictions to implement further evidence-based practices at the local level. Grounded in this localized data and the progress made in previous phases, the State of Wisconsin's state and local teams formally submitted an application to the National Institute of Corrections in July 2016, for inclusion in Phase VI of the EBDM Initiative.

As a result of these activities, the Statewide 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. WI DOJ used these seven priorities for the overall FY2016-2020 JAG Strategy. The priorities were carried forward into the current 2021-2025 strategy, and the FY25 funding plan continues supporting the pretrial programs and using JAG funds for law enforcement assisted deflection programs, which aligns with the goals of the EBDM initiative.

Program Narrative for 2025 Edward Byrne Memorial Justice Assistance Grant (JAG)

The FY2021-2025 JAG Strategic Plan is based on Wisconsin's approach to 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. This strategy continues to evolve based on the results of input from local criminal justice coordinating councils as well as an assessment of state data/trends and state and federal resources. The following seven Statewide JAG Priorities for FY2021-2025 were established and finalized during the March and June 2021 meetings of the State Criminal Justice Coordinating Council (CJCC) to guide all formula and subaward allocations:

Statewide JAG Priorities for FY2021-2025:

1. Initiatives to reduce drug crime by allocating resources to multi-jurisdictional drug enforcement task forces that actively enforce illegal drug manufacturing and distribution; support crime prevention programs; initiate and implement information sharing; and 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 policy 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.

Program Narrative for 2025 Edward Byrne Memorial Justice Assistance Grant (JAG)

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 the 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 increasing 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 standardized data to improve outcomes on both a local and statewide basis.

Many partners including the State Criminal Justice Coordinating Council, local criminal justice coordinating councils, the state courts, the State Public Defenders' office, the Department of Corrections, Department of Health Services, local law enforcement, and prosecutors will also collaborate to improve data collection and research on the priority areas of the JAG plan.

WI DOJ will work with partners to make funding decisions that further Wisconsin's efforts to address these seven priority areas by leveraging existing resources and through the piloting of

Program Narrative for 2025 Edward Byrne Memorial Justice Assistance Grant (JAG)

new programming in Wisconsin's local communities. Competitively funded programs will be evidence-based, collaborative, community-based, and include evaluation components.

Issues the State Intends to Address with JAG Funds

The FY25 JAG Funding Plan marks the fifth and final year of the 2021-2025 JAG Strategic Plan. While Wisconsin is eligible to fund initiatives across all 11 statutory JAG program areas, WI DOJ continues to focus resources on the core areas that most effectively drive our established statewide priorities: Law Enforcement, Prosecution and Courts, Prevention and Education, and Planning and Evaluation.

All projects under this plan are selected based on their alignment with evidence-based practices and their ability to leverage state and local resources for long-term sustainability.

Issues in Administering Previous Years of JAG and Strategy for Funding Priorities

WI DOJ manages JAG resources through a strategic lens that balances long-term consistency with the responsiveness to address emerging criminal justice issues. As the state moves into the final stages of the 2021-2025 JAG Strategic Plan, several administrative adjustments have been made to optimize the use of federal funds. Specifically, JAG funding has been reallocated for the Elder Justice Initiative to support statewide coordination and multidisciplinary responses, filling a critical gap where other federal discretionary grant opportunities are unavailable.

WI DOJ has implemented a right-sizing approach for allocations for ongoing projects to address the administration of previous years of JAG funding. This includes awarding subgrants to spend down allocations from previous budget cycles. By completing major requirements, such as the NIBRS transition, WI DOJ has cleared the path to reallocate those earmarked funds toward emerging needs of the justice system. These targeted investments, including the

Program Narrative for 2025 Edward Byrne Memorial Justice Assistance Grant (JAG)

expansion of Elder Justice, the WDI, CJCC Support, and the Ohio Risk Assessment System and Motivational Interviewing trainings, ensure that as state programs expand, they are supported by a workforce equipped with validated, standardized tools.

Project Design and Implementation:

State Process for Engaging Stakeholders and Establishing Priorities

The State of Wisconsin's 2021-2025 JAG strategic planning process included substantial coordination and collaboration among state and local partners. The relationships built through the Statewide CJCC aided in seeking feedback during the planning process. The Statewide CJCC was re-created by Governor Tony Evers in August 2019, through Executive Order #41 and most recently on December 21, 2023, with [Executive Order #218](#). The mission statement of the Statewide 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, Executive Order #218 states that the Wisconsin Criminal Justice Coordinating Council is tasked with improving the criminal justice system using data-driven and evidence-based practices to focus resources on programs proven to be effective at reduction recidivism, fostering rehabilitation, and improving community and public safety.

This Statewide CJCC 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 incarcerated population by reducing criminal recidivism. The Statewide CJCC is co-chaired by Wisconsin Attorney General Josh Kaul and Department of Corrections Secretary Designee Jared Hoy. The council is coordinated and staffed by WI DOJ staff and is the strategic planning and governing body for the Wisconsin's JAG program.

Program Narrative for 2025 Edward Byrne Memorial Justice Assistance Grant (JAG)

The Statewide CJCC operates through five subcommittees: Treatment Alternatives and Diversion (TAD), Evidence-Based Decision-Making (EBDM), Data Sharing/Outcomes, Trends, and Indicators, Race Equity, Inclusion, and Access (REIA), and the Executive Subcommittee. These subcommittees coordinate efforts, research approaches, set standards, and assess progress, while reporting quarterly to the Statewide CJCC. Membership across these subcommittees is intentionally diverse to ensure all JAG program areas are represented by key stakeholders. This includes representatives from law enforcement, the State Courts office, judges (including a Wisconsin Supreme Court Justice), prosecutors, and the State Public Defender's office. Additionally, the subcommittees integrate perspectives from county and tribal leadership, individuals with lived experience, and professionals who run local programs or sit on local CJCCs. Coordination is further strengthened by the inclusion of staff from state agencies such as the Wisconsin Department of Health Service (DHS) and the Department of Corrections (DOC).

This framework allows funded agencies to align efforts and build upon successes. Each subcommittee has a particular focus, but each has cross-representation, and their work is coordinated by WI DOJ staff who ensure close alignment of areas of effort. The subcommittees each report on their annual goals and progress toward meeting the stated goals at the quarterly Statewide CJCC meetings.

The Statewide CJCC utilizes an adaptive subcommittee structure that evolves in response to new Executive Orders or emerging needs. Key enhancements include the 2021 formation of the REIA subcommittee and the 2023 creation of an Executive Subcommittee to streamline high-level strategic coordination. The TAD, EBDM, and Data Sharing subcommittees have remained essential partners in developing and refining the JAG Strategic Plan.

Local Criminal Justice Coordinating Councils

Each year more Wisconsin counties are developing collaborative teams to solve problems 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.*, specialty courts, utilization of risk assessment tools, community service programs, restorative justice, etc.). Local CJCC's 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 at least 58 CJCCs operating in Wisconsin. WI DOJ staff occasionally attend local CJCC meetings. Coordination between the Statewide 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.

National Institute of Corrections Evidence-Based Decision-Making Initiative

The State of Wisconsin's participation in the National Institute of Corrections (NIC) EBDM Initiative was crucial to strategic planning efforts for the State CJCC and the 2021-2025 JAG strategic plan. Through this comprehensive planning process, the state was 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 greatly enhanced the collaborative efforts between state and local CJCCs to address criminal justice system priorities and was leveraged further as the State of Wisconsin continued to implement the goals developed through the EBDM Initiative.

Program Narrative for 2025 Edward Byrne Memorial Justice Assistance Grant (JAG)

In spring 2021, WI DOJ worked with the Medical College of Milwaukee, and one of the co-chairs of the Data Sharing subcommittee, to conduct a survey of Wisconsin counties and tribes. The survey was designed to gauge the current status of local programming and the readiness of these local jurisdictions to further implement evidence-based programming. The objectives of the survey were the following:

- Identify current local programs and programming needs, in an effort to inform the next TAD funding process for 2022 and the JAG strategic funding plan.
- Seek 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.
- Identify local crime/substance abuse issues/trends to inform the implementation of both grant programs and the work of the CJCC and its subcommittees.
- Provide 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.
- Collect updated information on local CJCC efforts and work/interest in Evidence-Based Decision-Making and partnership with the CJCC and subcommittees in advancing EBDM.
- Understand impacts (positive and negative) of changes made to local systems due to COVID-19.

Qualitative survey answers and discussion in the TAD and EBDM subcommittee, and the Statewide CJCC indicate that the priorities of the previous strategic plan should be carried forward into the 2021-2025 strategic plan. Making improvements to the criminal justice system

Program Narrative for 2025 Edward Byrne Memorial Justice Assistance Grant (JAG)

takes time and significant resources and coordination among all stakeholders and continuing the work of the previous strategy, with small changes, will allow state and local agencies to make progress.

Coordinating JAG Funds with Other Funds & Subaward Process and Timeline

Subgrant opportunities are scheduled upon receipt of the federal grant award. Grant opportunities are made available on a calendar year basis to match the local fiscal cycle, as much as practicable. To ensure efficient fiscal management, new grant opportunities will be posted when previous years of JAG funding for the same project area are fully spent. This approach ensures that current allocations are right-sized and that previous budget cycles are exhausted before new annual investments are initiated. As the SAA, WI DOJ provides program oversight and technical assistance throughout the life cycle of the subgrants. Stakeholder groups such as the Statewide CJCC and its subcommittees, partner state agencies, and existing subgrantees are notified when grant opportunities are available. They are also posted publicly on the WI DOJ website.

Currently, WI DOJ administers subgrants using an electronic web-based system called Egrants. However, this summer WI DOJ will be transitioning to a new electronic web-based system called WebGrants. Subgrantees will be required to complete quarterly programmatic and financial reports in the new WebGrants system and must complete BJA's Performance Measurement Tool (PMT) reports for JAG and other federal grants.

WI DOJ staff update appropriate stakeholder groups on the progress of initiatives and subgrant recipients occasionally attend subcommittee meetings and work group meetings to report out and discuss their projects. Staff ensure alignment between projects and strive to provide transparency for how grant funds are spent. In order to reinforce the importance of

Program Narrative for 2025 Edward Byrne Memorial Justice Assistance Grant (JAG)

collaboration across the criminal justice system, WI DOJ gives priority to counties that demonstrate in subgrant applications that they have a local CJCC or similar oversight body.

Using information from reporting and discussion about grants in CJCC subcommittee meetings, WI DOJ staff oversee a continual feedback loop that is used to inform the next year's JAG funding plan, decisions about which federal discretionary grants to apply for, and ultimately the JAG strategic plan.

The following section details the specific allocations for the FY25 program cycle:

Law Enforcement Programs:

- **Multi-Jurisdictional Drug Enforcement Task Forces (Allocation: \$1,037,500 (includes \$563,472 in “Less Than \$10,000” allocations and \$1,037,500 in required VPT):** Funding supports 18 task force subgrants covering 56 counties and 11 Native American Reservations. This federal investment is combined with \$717,900 in state funding to maintain coverage across the majority of Wisconsin.
Alignment: Implements Priority 1; Aligns with JAG Program Area 1.
- **Wisconsin Deflection Initiative (WDI) (Allocation: \$900,000):** Funding will be awarded to five existing programs previously established through federal Comprehensive Opioid, Stimulant, and Substance Use Program (COSSUP) resources and currently sustained by JAG.

Alignment: Implements Priorities 3 & 5; Aligns with JAG Program Areas 1 & 8.

Prosecution and Court Programs:

- **Local Pretrial Services Programming (Allocation: \$635,000 including \$609,743 in required VPT):** Funding will support seven existing pretrial pilot sites currently funded annually by JAG to provide evidence-based services.

Alignment: Implements Priorities 5; Aligns with JAG Program Area 2.

Prevention and Education Programs:

- **Elder Justice Initiative (Allocation: \$250,030):** Funding will support the continuation of statewide initiatives designed to protect vulnerable adults and improve the justice system's response to elder abuse.

Alignment: Implements Priorities 2 & 3; Aligns with JAG Program Area 3.

- **Drug Take Back Initiative (Allocation: \$5,000):** Supports a portion of the operational costs for hosting two statewide drug take-back events a year, in partnership with local law enforcement, the Drug Enforcement Administration, the Wisconsin Department of Military Affairs, and the Wisconsin Department of Health Services (DHS).

Alignment: Implements Priority 1; Aligns with JAG Program Area 3.

Planning, Evaluation & Technology Improvement (Allocation: \$90,000):

- **State CJCC Support:** Funding supports WI DOJ staff in coordinating the State CJCC, managing subcommittees, and leading ongoing strategic planning efforts.

Alignment: Implements Priority 4; Aligns with JAG Program Area 6.

Capabilities and Competencies:

Plan for Collecting the Data Required for this NOFO's Performance Measures

WI DOJ sub-grantees are required to submit quarterly program and fiscal narrative performance data via Egrants, which will soon transition to WebGrants, WI DOJ's new online grant management system. Additionally, quarterly performance data must be submitted through the BJA's PMT.

As part of the strategic plan, WI DOJ collaborates with state and local partners to enhance evaluation components for funded programs to better gauge program success. To assist

Program Narrative for 2025 Edward Byrne Memorial Justice Assistance Grant (JAG)

in this effort, WI DOJ developed a web-based reporting system to aid with evaluation of JAG funded programs. The Comprehensive Outcomes, Research, and Evaluation (CORE) reporting system collects participant level information from community-based treatment courts and diversion programs, in order to evaluate program outcomes. To enhance data collection and evaluation efforts, WI DOJ continually looks for opportunities to upgrade the CORE system and use it for additional programs. For example, the system was recently enhanced, using FY20 JRI grant funds to collect data for the JAG funded Pretrial Pilot Program sites.

WI DOJ is also responsible for the Death in Custody Reporting Act (DCRA) data collection within the state of Wisconsin. The WI DOJ Bureau of Justice Information and Analysis (BJIA) works with justice system stakeholders through constant communication and statutory requirements that require Wisconsin law enforcement agencies to provide information regarding death-in-custody cases. These stakeholders include but are not limited to the WI DOC (for state prison data) and all Wisconsin law enforcement agencies. BJIA retrieves information from these partners on deaths in custody and arrest-related deaths from an electronic form provided to all reporting entities. BJIA also allows the DCRA data to be reported quarterly in a spreadsheet format from the WI DOC. The DCRA information collected via the electronic form and spreadsheet is entered into a secure database. Using the information from the database and WI DOC's provided spreadsheets, BJIA uploads the appropriate information to the BJA PMT website as required. The required DCRA report is attached in JustGrants.

SAA Capacity and Subgrantee Monitoring

WI DOJ maintains the necessary administrative and technical infrastructure to manage the JAG award and its associated subawards throughout the project period. As the SAA, WI DOJ utilizes a dedicated professional staff to coordinate strategic planning, manage subcommittees,

Program Narrative for 2025 Edward Byrne Memorial Justice Assistance Grant (JAG)

and provide continuous program oversight. This capacity is bolstered by BJIA, which provide the data analysis and research essential for evidence-based decision-making and federal reporting compliance. To ensure efficient administration, WI DOJ uses an electronic web-based system to manage all aspects of subgrant administration, including applications, awards, and reports.

Subgrantee monitoring is conducted through a rigorous process that includes mandatory quarterly programmatic and financial reports before payments are made as well as required submissions through the BJA's PMT. Staff also conduct a risk assessment at time of subgrant award to establish an appropriate level of monitoring for each subgrant. For specialized initiatives like pretrial and diversion programs, the department utilizes the CORE system to collect participant-level data and evaluate specific program outcomes. Beyond reporting, WI DOJ staff provide ongoing training and technical assistance and oversight throughout the life cycle of the subgrants to ensure projects remain aligned with statewide priorities. This monitoring framework is integrated into a continual feedback loop where information from subgrantee reporting is discussed in the Statewide CJCC and its subcommittee meetings to inform future funding plans and strategic adjustments.

Additional Coordination Efforts with Other Criminal Justice Agencies

WI DOJ staff include grant updates on agendas for the Statewide CJCC and its five subcommittee meetings. Staff provide an overview of state and federally funded grant programs, including JAG. The membership of these committees has the opportunity to ask questions and provide input on how to allocate funding among priorities, how to improve subgrantee processes, and how to set and track expectations about what programs achieve.

For the past several years, WI DOJ staff have made an effort to increase collaboration with other state agencies that are administering federal funds that impact the criminal justice

Program Narrative for 2025 Edward Byrne Memorial Justice Assistance Grant (JAG)

system. For example, the September 2024 Statewide CJCC meeting expanded its presentation of grants to include grant programs administered by WI DOJ, WI DHS, and WI DOC, whereas previously, grant updates only covered programs administered by WI DOJ. Staff at all agencies that have representation on the Statewide CJCC are making additional efforts to collaborate on grant programs beginning in the planning stages when staff are considering applying for federal discretionary grants. Enhanced inter-agency awareness ensures that state entities can effectively coordinate their efforts, fostering a collaborative environment where agencies actively support one another's outreach to local jurisdictions. This unified approach maximizes the visibility of grant opportunities and ensures that local partners receive consistent, coordinated support from the state level.

The state's strategic planning process was centered on three main areas of effort that WI DOJ and the Statewide CJCC and its subcommittees have been working on for years. While working on these long-term initiatives, the SAA and its partners have built out a structure for how to engage in stakeholder involved collaborative planning and program implementation. The first significant area of effort was focused on addressing the current epidemic of illegal drug abuse in Wisconsin by collaborating to build out drug task forces to support enforcement of laws and to work with multiple disciplines including public health, to educate citizens.

The second area of focus was the design and implementation of the State-funded TAD Program, which has grown from nine local programs and an annual budget of \$1 million to a budget of \$10.6 million annually to support 62 treatment courts and 30 diversion programs for a total of 92 programs in 58 counties and three tribes.

The third area of effort was Wisconsin's participation in Phase V of the National Institute of Corrections Evidence-Based Decision-Making Initiative. This initiative led to a multi-year

planning process and the creation of a new subcommittee under the Statewide CJCC to provide guidance to the SAA and local sites implementing projects, including assessing progress, addressing challenges, and setting priorities. The work that all stakeholders put into these three initiatives established a framework for Wisconsin to be able to assess needs on a regular basis to inform funding decisions and strategic planning.

Overview of Implemented Evidence-Based Programs

WI DOJ manages a diverse portfolio of federal formula and state-funded programs. By collaborating closely with state and local partners, WI DOJ staff maintain a continual feedback loop where "lessons learned" from subgrants directly inform future program design, subaward requirements, and federal grant applications. This integrated approach ensures that the FY25 JAG Funding Plan is grounded in the success of existing evidence-based initiatives, such as:

- **Treatment Alternatives and Diversion (TAD) Program:** TAD programs provide local jurisdictions with options to offer offenders the opportunity to enter diversion or treatment court programs.
- **Wisconsin Deflection Initiative:** The Wisconsin Deflection Initiative is a high-level strategic expansion of the state's pre-arrest diversion efforts.
- **State Crisis Intervention Plan (SCIP):** SCIP provides critical resources for implementing state crisis intervention court proceedings and gun violence reduction initiatives.
- **Overdose Fatality Review Project:** Since 2021, WI DOJ has participated in the Overdose Fatality Review State Advisory Group (OFR SAG) which meets quarterly to receive and assess state-level recommendations to prevent overdose deaths generated by the local teams in the OFR project.

- **Law Enforcement Drug Trafficking Response:** The Wisconsin Law Enforcement Drug Trafficking Response grant provides state-funded resources to law enforcement agencies to enhance their ability to disrupt and dismantle drug trafficking organizations.

Wisconsin is a plaintiff in a lawsuit challenging the lawfulness of a restriction on funding for “[a]ny program or activity that, directly or indirectly, violates (or promotes or facilitates the violation of) federal immigration law (including 8 U.S.C. § 1373) or impedes or hinders the enforcement of federal immigration law—including by failing to comply with 8 U.S.C. § 1373, give access to [U.S. Department of Homeland Security (DHS)] agents, or honor DHS requests and provide requested notice to DHS agents.” *New Jersey v. USDOJ*, No. 1:25-cv-404 (D.R.I.). While WI DOJ understands that a substantially similar condition is in the Notice of Funding Opportunity (NOFO) for the FY25 Edward Byrne Memorial Justice Assistance State Formula Grant Program, the U.S. Department of Justice, Office of Justice Programs (OJP) has represented in a court filing that this condition or a substantially similar provision “that appears in a NOFO may or may not be included in the final award” and that the determination to include this condition or “substantially similar provision in any final grant award will be made at the time the award is issued.” *New Jersey v. USDOJ*, No. 1:25-cv-404 (D.R.I.), ECF No. 45. Accordingly, and based on these representations, in submitting this application, WI DOJ does not agree to be bound by that condition or any substantially similar condition and reserves its rights to challenge any such condition pursuant to the pending legal challenge and any subsequent challenges if OJP includes this condition in the award package for the FY25 Edward Byrne Memorial Justice Assistance State Formula Grant Program.

2025 Byrne Memorial Justice Assistance Grant Budget

Funds will be allocated in the following manner:

Program Area	Program	Total Allocation	Less Than 10,000 Allocations	Required VPT Amounts
Law Enforcement	Local MEG's and Drug Task Forces	\$1,037,500		\$1,037,500
	Wisconsin Deflection Initiative	\$900,000	\$563,472.00	
Prosecution and Court Programs	Local Pretrial Services Programming	\$635,000		\$609,743
Planning, Evaluation & Technology Improvement Programs	State CJCC Support	\$90,000		
Prevention and Education	Drug Take Back events	\$5,000		
Prevention and Education	Elder Justice Initiative	\$250,030		
Administration 10%		\$324,169		
Total		\$3,241,699	\$563,472	\$1,647,243

State of Wisconsin 2025 Annual Report

1. Discuss changing circumstances in the state, if any, since the strategic plan was adopted.

Since the adoption of the 2021-2025 JAG Strategic Plan, Wisconsin's criminal justice landscape has evolved through significant legislative support and the strategic launch of high-impact safety initiatives. These changes have allowed the Wisconsin Department of Justice (WI DOJ) to refine its use of federal JAG resources by leveraging new state-level investments and expanding evidence-based models that prioritize a coordinated continuum of care. Several key initiatives were initiated or expanded to align with Wisconsin's JAG Strategic Plan and to acknowledge the growing interest at the local and state level at working within the Sequential Intercept Model (SIM). SIM focuses on identifying key points throughout the criminal justice system, ranging from Intercept 0 (Community-Based Emergency Services) to Intercept 5 (Community Reentry and Supervision). Through these intercepts, individuals with mental and substance use disorders can be identified, diverted into treatment, and supported during their transition back into the community.

Expansion of Evidence-Based Diversion and Treatment

The state's commitment to addressing the root causes of criminal behavior has been significantly bolstered by increased legislative investment in Treatment Alternatives and Diversion (TAD) program. The TAD program provides local jurisdictions with effective, evidence-based alternatives to incarceration for justice-involved individuals. Through diversion programs and treatment courts, participants receive substance use disorder treatment, intensive case management, and other risk-reduction services.

These programs align with the Sequential Intercept Model (SIM), specifically at Intercepts 2 and 3, which focus on post-arrest diversion and jail/court-based interventions. By

diverting non-violent individuals into behavioral health treatment at these critical intercept points, TAD programs reduce reliance on incarceration, preserve limited correctional resources, and lower taxpayer costs. More importantly, they address underlying substance use and behavioral health conditions that often contribute to criminal behavior, improving individual outcomes and reducing recidivism.

In calendar year 2025, TAD program funding increased by \$1 million, bringing the total statewide investment to \$10,688,900. This expansion supported 92 programs across Wisconsin, including 62 treatment courts and 30 diversion programs, serving 58 counties and 3 tribal communities. The funding increase reflects continued strong support from the Wisconsin State Legislature and the Governor's Office, reinforcing the state's commitment to evidence-based strategies that enhance public safety, strengthen communities, and promote a more effective and equitable justice system.

Strategic Focus on Early Intervention and Deflection

The Wisconsin Deflection Initiative (WDI), led by WI DOJ, is a statewide effort to strengthen community responses to substance use by supporting local, site-based deflection programs. In calendar year 2025, a total of \$700,000 in JAG program funding was allocated, with \$140,000 awarded to each of the five participating sites. These programs are designed to identify individuals at risk of substance use disorders, particularly those involved in low-level, non-violent drug-related offenses and connect them to community-based treatment, recovery, and behavioral health services. The WDI emphasizes the use of validated assessment tools to ensure individuals are matched with appropriate levels of care.

This initiative aligns with the Sequential Intercept Model, primarily operating at Intercepts 0 and 1, where early intervention can prevent deeper involvement in the criminal

justice system. Through collaboration with law enforcement and other first responders, WDI promotes deflection at the earliest point of contact by providing pathways to treatment in lieu of arrest. The five participating sites receive funding, training, technical assistance, and ongoing oversight to support effective implementation, improve recovery outcomes, and reduce recidivism across Wisconsin communities.

The State Crisis Intervention Program (SCIP), which is also administered by WI DOJ, was established in 2022 in response to rising gun violence and is supported through the Bipartisan Safer Communities Act. SCIP provides funding to counties to implement community-based violence/crisis intervention strategies that reduce firearm-related harm. Funded approaches include suicide prevention efforts, community-based crisis intervention and violence interruption initiatives, postvention services for victims and families, and behavioral health programming designed to prevent suicide, retaliation, and break cycles of violence. The program emphasizes locally driven, collaborative efforts that leverage partnerships between county agencies and community-based organizations to ensure services are responsive to community-specific needs.

This project aligns with the Sequential Intercept Model, with a primary focus on Intercepts 0 and 1 through prevention strategies such as street outreach, violence interruption, peer support, and other crisis intervention resources. Postvention and hospital-based interventions further support recovery and reduce re-involvement in the justice system. By addressing multiple intercepts, the program creates a coordinated continuum of care that improves outcomes, reduces recidivism, and enhances community safety.

Optimization of Federal Resources via State Investment

The state legislature included funding for two new programs in the 2021-2023 state budget. \$1.5 million was allocated for the Community Oriented Policing (COP) House program,

and \$2 million was allocated for the Body-Worn Camera program. The availability of state funding to support new programs for local law enforcement agencies reduced pressure to include new initiatives in the JAG funding plan at a time when there was significant discussion around both community policing and body-worn cameras. Although no additional funds were added in the 2023–2025 or the 2025-2027 state budget, WI DOJ continues to award grants to spend down the previous budget’s allocation.

2. Describe how the state plans to adjust funding within and among each to the JAG

Program areas.

WI DOJ, serving as the State Administering Agency, utilizes JAG funding as its primary federal formula grant to support statewide criminal justice strategies. In alignment with Bureau of Justice Assistance priorities, JAG funds are strategically allocated to address critical gaps where alternative funding is unavailable, while also leveraging additional federal and state resources.

The 2021-2025 JAG Strategic Plan and its priority areas build upon the framework established in the 2016-2020 JAG Strategic Plan, reflecting continuity in evidence-based and stakeholder-informed approaches. As a result, minimal changes were made to the FY2025 funding plan, with adjustments made only to address emerging needs.

- **Reduced funding in Program Area 1: Wisconsin Deflection Initiative (WDI)**

- Continued JAG support for five established sites serving as mentors for future expansion.
- The major investment for the WDI comes from discretionary Comprehensive Opioid, Stimulant, and Substance Use Program

(COSSUP) funding to expand to ten additional sites and enhance data and technology capacity.

- Implements Strategic Plan Priorities 3 and 5.
- Aligns with Program Areas 1 and 8.
- **Reduced funding in Program Area 6: Criminal Justice Coordinating Council (CJCC) Training & Outreach**
 - Existing FY23 and FY24 JAG funds continue to support current activities.
 - No additional funding is needed at this time.
 - Implements Strategic Plan Priority 4.
 - Aligns with Program Area 6.
- **Increased funding in Program Area 6: Elder Justice Initiative**
 - Supports statewide coordination, training, and outreach efforts and strengthens multidisciplinary responses to elder abuse.
 - Increase in JAG funding due to lack of federal discretionary grant opportunities for this program that has been built up over the last eight years and for which there is growing demand in WI.
 - Implements Strategic Plan Priority 4.
 - Aligns with Program Areas 3 and 6.

Other JAG funded projects, such as Multi-Jurisdictional Drug Task Forces, Local Pretrial Services, Drug Take Back Initiative, and State CJCC Support are funded with the allocations that are stable or modified to adjust to previous years of funding still being available.

3. Provide an ongoing assessment of need.

As outlined in the 2021-2025 JAG Strategic Plan and Program Narrative, the Statewide CJCC, supported with JAG funding, serves as the primary statewide body for strategic planning, system coordination, and policy development. The Statewide CJCC facilitates collaboration among state and local criminal justice stakeholders to identify system gaps, promote best practices, and support the implementation of effective, evidence-based interventions, through data-informed strategies that improve system outcomes and enhance public safety.

The Statewide CJCC and its five subcommittees are central to its planning and implementation efforts. Subcommittees conduct ongoing assessments of system needs across state and local jurisdictions using stakeholder input, available data, and subject matter expertise. These assessments occur through regular meetings and targeted workgroups, with findings elevated to the full CJCC for review and action. This structured approach ensures that statewide priorities reflect current system challenges and emerging needs.

Through this process, the Statewide CJCC has supported initiatives aligned with JAG priorities and federal discretionary funding opportunities that enhance statewide capacity. Recent actions include support for legislative efforts addressing “driver’s license suspension for failure to pay” policies and endorsement of Supreme Court Rule 24-04, which allows Continuing Legal Education (CLE) credit for cultural competency and implicit bias reduction training. Together, these efforts demonstrate a continued commitment to evidence-based policy development, system improvement, and the promotion of equity across communities.

Despite these coordinated efforts, Wisconsin continues to face significant system challenges that impact program implementation. Workforce shortages across criminal justice and

behavioral health systems, particularly in rural areas, limit the ability of agencies to fully implement grant-funded initiatives. Staffing constraints require project modifications and grant extensions, while a shortage of treatment providers continues to delay service delivery and reduce program effectiveness in key areas such as the TAD and Deflection programs.

In response to these identified needs, WI DOJ proposes to support a set of targeted, evidence-based training initiatives designed to strengthen workforce capacity and improve consistency in program implementation statewide. These initiatives focus on enhancing the use of validated tools and interventions that address criminogenic risk, support behavior change, and improve supervision and treatment outcomes.

The proposed initiatives include expansion of the Ohio Risk Assessment System (ORAS), which promotes standardized, data-driven risk assessment practices across jurisdictions. The Motivational Interviewing (MI) Regional Training Series will strengthen engagement and communication skills among supervision officers, treatment providers, and law enforcement partners. Additionally, Cognitive Behavioral Interventions for Substance Use Adult (CBI-SUA) training will support the effective implementation of structured, evidence-based programming targeting criminogenic thinking and substance use behaviors.

These activities primarily align with JAG Program Area 5: Drug Treatment and Enforcement Programs and JAG Program Area 6: Planning, Evaluation, and Technology Improvement, as they support evidence-based supervision, treatment interventions, and data-driven decision-making. Additionally, elements of these initiatives support JAG Program Area 3: Prevention and Education Programs through workforce development and training aimed at improving outcomes for justice-involved individuals.

Collectively, these training initiatives address critical gaps in workforce capacity, access to training, and consistency in evidence-based practice implementation. By investing in these strategies, WI DOJ aims to improve program effectiveness, enhance system coordination, and achieve better outcomes for justice-involved individuals while advancing public safety statewide.

4. Discuss the accomplishment of the goals identified in the strategic plan.

Since the submission of the FY24 JAG application, in coordination with the Statewide CJCC and partner agencies, WI DOJ has consistently utilized federal formula and discretionary funding to design, implement, and administer subgrant programs that support both new and existing state-level initiatives. JAG funding serves as the foundational resource necessary to advance the core priorities identified in the 2021-2025 JAG Strategic Plan.

Through this strategic and coordinated approach, the state has achieved measurable progress in implementing evidence-based programs and advancing key deliverables aligned with Wisconsin's long-term criminal justice priorities. These efforts reflect a commitment to effective stewardship of federal resources, cross-system collaboration, and the continuous improvement of statewide criminal justice outcomes.

The following table provides a high-level mapping of major initiatives to the 2021-2025 JAG Strategic Plan and WI DOJ's Strategic Priorities.

Project/Initiative	JAG Program Area(s)	State JAG Strategic Priority	Status	Funding Source
Treatment Alternatives & Diversion (TAD)	Areas 1 & 8	Priorities 3 & 5	Expanded	State
Wisconsin Deflection Initiative (WDI)	Areas 1 & 8	Priorities 3 & 5	Ongoing, recently expanded	JAG & COSSUP

State Crisis Intervention (SCIP)	Areas 3, 5 & 6	Priorities 3 & 4	Ongoing	SCIP
CJCC Coordinator Support	Area 6	Priority 4	Ongoing	JAG
EBDM Pre-Trial Pilot	Areas 4 & 5	Priority 4	Ongoing	JAG
Elder Justice Initiative	Areas 3 & 6	Priority 4	Increasing	JAG & State
ORAS / MI / CBI-SUA Training	Areas 3, 5 & 6	Priorities 3 & 5	Recent effort	JAG
Drug Take Back Initiative	Areas 3, 5 & 6	Priority 3	Ongoing	JAG & Other Agencies
NIBIN / Forensics Overtime	Areas 5 & 6	Priority 5	Completed	JAG
License Plate Reader (LPR)	Areas 5 & 6	Priority 5	Completed	JAG
Violent Crime Forensics Project	Areas 5 & 6	Priority 5	Completed	JAG
Gunshot Location Technology Program	Areas 5 & 6	Priority 5	Completed	JAG & State

The following thematic sections detail the specific implementation milestones and programmatic successes achieved during this reporting period. These updates categorize Wisconsin's JAG-funded activities into three primary pillars: Diversion and Treatment, Technological Innovation, and System Coordination.

1. Diversion, Treatment, and Behavioral Health Intervention

EBDM Pre-Trial Pilot Program: Supports seven counties in implementing validated risk assessment tools and expanding diversion strategies, which has strengthened decision-making

consistency and reduced unnecessary detention. In 2025, the WI DOJ used the remaining funds from the FY18 Justice Reinvestment Initiative to implement a pre-trial data collection program via the CORE platform

Deflection Coordination & COSSAP/COSSUP Success: The FY19 Comprehensive Opioid, Stimulant, and Substance Abuse Program (COSSAP) award was successfully closed out after establishing five deflection programs and seven jail-based MAT programs. A dedicated Deflection Program Coordinator provided the statewide technical assistance necessary to strengthen these sites. WI DOJ was awarded FY24 COSSUP funds to expand the WDI to ten new deflection sites across the state, integrating enhanced technology and data collection strategies.

Prescription Drug Take Back: Partially supported by JAG, this initiative reached a major milestone as Wisconsin has been first in the nation for total pounds of medication for several years in a row.

2. Technological Innovation and Investigative Efficiency

NIBIN & Forensics Initiatives: JAG funding helped address ballistics backlogs in Milwaukee and Madison. Additionally, the Violent Crime Forensics Project enhanced digital evidence analysis for Apple devices, improving investigative timelines.

Surveillance & Detection: The state completed the deployment of License Plate Reader (LPR) technology across six agencies in high-crime counties (\$786,862) and expanded Gunshot Location Technology in Milwaukee to improve real-time response to gunfire.

3. System Coordination, Compliance, and Assessment

CJCC Coordinator Support: Sustains a vital position within WI DOJ to lead statewide research, organize policy recommendations, and cross-partner coordination for a CJCC structure that has expanded over the last few years.

Juvenile Justice and Delinquency Prevention Act (JJDP) Compliance: Completed the conversion of an interview room at a City of Milwaukee Police Department location into a non-secure, juvenile-only space to meet federal requirements.

Wisconsin Jail Needs Assessment: This one-year project successfully mapped services/programs across state jails via an online survey, providing a baseline for potential future resource allocation.

The successful completion of several FY19, FY21, and FY22 JAG projects marks a transition point for Wisconsin's JAG strategy. By finishing the National Incident-Based Reporting System (NIBRS) requirement under JAG and using that earmarked funding to instead fund enhanced technology and forensic projects and address emerging issues, the state has cleared the path to focus on the early intervention element of the justice system. These accomplishments demonstrate that Wisconsin is not merely managing isolated grants, but is building a sustainable, evidence-based infrastructure that balances immediate investigative needs with long-term systemic reform.

5. Reflect how the plan influenced funding decisions in the previous year.

As noted previously, the JAG Strategic Plan provides the foundation for WI DOJ's criminal justice programming efforts. The plan enables WI DOJ to leverage additional federal, state, and local resources while maximizing the impact of funding statewide. The priorities

outlined reflect a comprehensive funding strategy that incorporates multiple funding sources, supports pilot initiatives, and provides sufficient time for program development and evaluation. This approach allows agencies to build toward long-term sustainability beyond federal grant funding. Continuity between the previous and current strategic plans has resulted in minimal changes to annual funding priorities, supporting stability and consistency in program implementation.

WI DOJ requested a scope modification to shift resources from NIBRS-related activities under Program Area 6 to elder abuse prevention efforts under Program Area 3. This change reflects evolving statewide priorities and program needs. The reallocation supports the Elder Justice Coalition Continuation Initiative, strengthening coordination, training, and multidisciplinary responses to elder abuse across Wisconsin. This modification ensures continued alignment of JAG-funded activities with statewide public safety priorities. Overall, Wisconsin's strategic use of JAG funding continues to support evidence-based practices, strengthen system coordination, and improve public safety outcomes statewide, including for an aging population.

Moving into the final year of the JAG 2021-2025 Strategic Plan, WI DOJ remains focused on bridging the gap between evidence-based policy and localized implementation. While the state has successfully optimized federal resources to address ballistic backlogs, juvenile compliance, and record-breaking drug disposal efforts, the next year will prioritize the human element of the justice system.

By reallocating resources to address the burgeoning needs of Elder Justice and investing in a statewide training initiative, including the Ohio Risk Assessment System (ORAS) and Motivational Interviewing, WI DOJ is directly responding to the workforce shortages and service delays identified in recent assessments. These targeted investments ensure that as programs like

TAD and WDI expand, they are supported by a workforce equipped with validated, standardized tools. WI DOJ's strategic use of JAG funding continues to foster a coordinated continuum of care, from deflection at Intercept 0 to intensive court-based interventions at Intercept 3, advancing a justice system that is efficient and consistently focused on long-term public safety.