



State Criminal Justice Coordinating Council Meeting Minutes

Co-Chairs Attorney General Josh Kaul and
Department of Corrections Secretary Jared Hoy

Wednesday, December 10, 2025, 12:15 p.m. – 2:15 p.m.
Virtual Meeting

Members Present:	Attorney General Josh Kaul, Police Chief Kurt Zempel, Michelle Haese (DHS Designee), Judge Elliott Levine, Shelby McCulley (DCF Designee), DOC Secretary Jared Hoy, Mark Gumz, State Public Defender Jennifer Bias, Sheriff Curtis Fell, Tiana Glenna (arrived at 1:00 p.m.), Jennifer Wakerhauser (DWD Designee), Mark Abeles-Allison, WHEDA Executive Director Elmer Moore, Jr., Awais Khaleel, Patti Jo Severson
Members Not Present:	Audrey Skwierawski, Judge Guy Dutcher, Judge Jo Deen Lowe, Jane Graham Jennings,
Subcommittee Co-Chairs Present:	Ashley Billig, Sara Benedict, Justice Rebecca Dallet, Kelli Thompson, Ray Woodruff
DOJ Staff:	Ryan Anderson, Mike Austin, Sabrina Gentile, Katie Snell, Chris Henning, Brittney Felton, Caleb Coughtry-Carpenter, Mark Rather, Danielle Long, Brad Kelly, Christine Schulz
Agency Partners and Other Attendees:	Zach Baumgart (DOC), Steve Knudson (SPD), Heather Kierzek (State Courts)

The meeting was called to order by Secretary Jared Hoy at 12:15 p.m. Quorum was present.

WELCOME AND OPENING COMMENTS

Secretary Hoy welcomed everyone to the meeting of the Criminal Justice Coordinating Council (CJCC). Secretary Hoy introduced Mark Rather. Rather was recently appointed the Administrator of the DOJ Division of Law Enforcement Services. Rather gave a brief summary of the division and his new position.

Secretary Hoy announced Ray Woodruff, EBDM Co-chair has recently been promoted to Assistant Deputy Secretary at DOC. Woodruff will continue to co-chair EBDM. Kari Beier is now the Deputy Secretary at DOC.

Secretary Hoy asked if Council members had any announcements to share with the Council. There were no announcements.

APPROVAL OF SEPTEMBER 10, 2025, MEETING MINUTES

Motion was made by State Public Defender Jennefer Bias and seconded by Police Chief Kurt Zempel to approve the September 10, 2025, meeting minutes. The motion passed on a voice vote.

UPDATES FROM SUBCOMMITTEES

RACE EQUITY, INCLUSION, AND ACCESS (REIA) SUBCOMMITTEE

Co-Chair Justice Rebecca Dallet reported the following:

Inclusive Communications

- We recently started an inclusive communications working group that Judge Richards is leading with Judge Levine, Jennifer Bias, and some other non-members of our subcommittee. The goal of the group is to improve practices for defendants with communication challenges. For example, individuals that are neuro-diverse, impacted by trauma, or having other intellectual deficits. The first step is to start looking at simplifying language in commonly used colloquies in the Special Materials section of the Wisconsin Jury Instructions.
- The working group is early in its efforts, but we have a good start and will report back on progress as we get feedback from other stakeholders.

Juror Diversity

- We continue to focus on increasing confidence in juries especially in underrepresented communities.
- Members of our subcommittee have been coordinating with Common Ground a Milwaukee area faith-based group that has made jury diversity a priority for their group. Much like our subcommittee they've discovered that juror pay has been an issue to getting participation on juror panels.
- Marquette Law School held an event with Common Ground this past month that screened the Judging Juries documentary. The documentary showed the impact of low pay on jurors in San Francisco and a pilot program they started that paid lower income jurors a higher daily rate. This was followed by a panel discussion that talked about it from a local perspective.
- Our subcommittee will continue working with Common Ground. They are going to be formulating a plan for a similar pilot project that San Francisco worked on.
- The subcommittee is also generating ideas to improve jury appreciation month for September 2026. This will continue to be a focus of our work in the year ahead.

Driver's License Suspension due to Failure to Pay Forfeitures

- This is a topic that our subcommittee has worked on over the past year, and you'll hear more from Mike Austin and Susan Lund on this topic.

TREATMENT ALTERNATIVES AND DIVERSION (TAD) SUBCOMMITTEE

Co-Chair Sara Benedict reported TAD Subcommittee 2025 Accomplishments and Initiatives.

The TAD Subcommittee had a highly productive year in 2025, focusing on grant administration, program evaluation, strategic planning, training, and expanding the use of evidence-based models like the Sequential Intercept Model (SIM).

Grant Program Administration and Funding

The subcommittee actively managed the allocation and planning for key state and federal programs.

- TAD Grant Awards:
 - Sixty-one TAD grant awards, totaling \$10,535,032, were made for the 2025 program to 58 counties and 3 tribes. Two first-time county recipients were Winnebago and Waupaca.
 - For 2026, all 61 current grantees submitted applications for continuation grant awards, totaling \$10,486,151.
 - Three counties (Brown, Kenosha, and Waukesha) applied for and will receive "evaluation" grant awards totaling \$109,665 to fund external evaluation activities for 2026.
- State Crisis Intervention Program (SCIP):
 - The Bureau of Justice Programs (BJP) successfully allocated approximately 63% of the SCIP funds for FY22-23, awarding 49 subawards between March 2024 and August 2025.
 - Subawards supported initiatives such as crisis intervention/mobile response, safe storage, and peer support programs.
 - The FY24 plan was revised to focus on three priorities: suicide prevention, community-based crisis intervention programming, and research.
 - The TAD Program Manager established an inter-state SCIP Working Group with 12 participating states to address the loss of federal training and technical assistance funding.
 - The SCIP Program Manager established an inter-state SCIP Working Group to facilitate the sharing of information, strategies, and program models to improve SCIP outcomes nationwide and to address the loss of federal training and technical assistance funding. Between the first meeting in September and the second in November 2025, membership has increased from 12 to 17 participating states.

Program Evaluation and Data-Driven Policy

A major focus was on comprehensive program evaluation and improving data use for decision-making.

- TAD Five-Year Evaluation (2019-2023):
 - The evaluation report was completed and presented to the subcommittee.
 - The report included new components like the use of two matched comparison groups, procedural fairness data, and a qualitative analysis of the pandemic's impacts.
 - It also discussed post-program recidivism rates and the cost-benefit analysis impact from averted crime and incarceration dollars saved.
- Data Utilization and CORE:
 - The subcommittee received a presentation from Marathon County on their use of local data reports and dashboards, created by a Data Officer position, to defend their programs using priority-based budgeting.
 - Staff worked to address the challenge of "double entry" for local programs by circulating a survey seeking information on local database platforms to help promote

the development of an interface application that would smoothly connect local data platforms with CORE.

- Procedural Fairness Survey: Results from the Fall 2024 survey were presented, showing participant satisfaction scores continued to average highly satisfactory (well over 6.00 on a 1.00 to 7.00 scale) for TAD-funded treatment courts.

Sequential Intercept Model (SIM) Implementation

SIM workshops were actively rolled out to guide local cross-system planning and strengthen inter-agency collaboration.

- SIM Workshop Rollout: The first SIM workshop was held in La Crosse on January 15-16, 2025. A total of four SIM workshops were completed in 2025 in La Crosse, Jefferson, Marinette, and Door Counties.
- SIM Facilitator Training: Fifteen state-level trainers completed their training in the La Crosse workshop, which will enable them to facilitate additional workshops.
- Planning sessions were scheduled for future SIM workshops, with workshops already scheduled for Rock, Rusk and Waukesha counties in 2026.
- Lessons Learned: Key lessons identified were the need for strong local leadership, including a point person, to foster action plan follow-through, and that planning for each session is very time-intensive.

Training, Technical Assistance, and Innovation

The TAD program expanded its formal training and technical assistance efforts and celebrated local successes.

- Training Activities Completed:
 - In 2025, staff completed five treatment court standards trainings and four diversion program standards trainings.
 - Multiple site-specific trainings were held in ten counties.
 - Training modules were being developed to help local staff extract data from the CORE reporting system.
- Site Visits and Review: By the end of December, staff will have completed 20 site visits with treatment courts and 8 diversion program site visits. The review process was modified to focus on implementing prior recommendations and providing support tailored to the specific needs requested by local grantees.
- Innovative Program Presentations: Local sites presented on innovative programs, including Marquette County's Law Enforcement Check-in Program for treatment court participants, Wood County's benefits of External Evaluation, and the integration of Peer Support in Treatment Courts in Marquette and Green Counties.

Policy and Standards

Work continued on updating and supporting key policy instruments.

- Treatment Court Standards Revision: Work continued on updating the Wisconsin Treatment Court Standards to reflect and incorporate the latest All Rise National Treatment Court Standards. Discussions also began for proposing a treatment court certification process in 2026.
- Mental Health Policy: The subcommittee discussed 2025 SB 153, which would authorize TAD to fund treatment courts for persons with mental health disorders without an accompanying substance use disorder.

EVIDENCE-BASED DECISION MAKING (EBDM) SUBCOMMITTEE

Co-Chair Kelli Thompson reported EBDM Key Accomplishments and Initiatives for 2025.

Sequential Intercept Model (SIM) Implementation and Guidance

The subcommittee shifted its framework focus from the key justice systems decision point model to the Sequential Intercept Model (SIM). The SIM framework outlines points of potential intervention in the criminal justice system:

- Intercept 0: Community Services (emphasized for crisis response and early intervention).
- Intercept 1: Law Enforcement.
- Intercept 2: Initial Detention and Court Hearings.
- Intercept 3: Jails and Courts.
- Intercept 4: Reentry.
- Intercept 5: Community Corrections.

The subcommittee's role involves guiding the Bureau of Justice Programs (BJP) and advising on programming along the SIM model, identifying gaps, and tracking interventions to build an effective Intercept 0 system. State Courts will also continue the SIM process with pilot sites and develop an action plan for SIM mapping in 2026 and beyond.

Mental Health and System Collaboration

A significant initiative was the focus on mental health, with a briefing from the Interagency Council on Mental Health (ICMH). The ICMH, created in 2024, aims to reduce barriers and address gaps in mental health services statewide.

- Review of Statistics: The subcommittee reviewed statistics on high rates of depression, anxiety, and suicide in adults, as well as mental health challenges, suicidal ideation, and attempts among the high school population.
- Barrier and Solution Identification: The subcommittee participated in a discussion to identify needs (e.g., consistent reliability in care providers, housing/food security), successes (e.g., connecting incarcerated people to services prior to release), and barriers (e.g., lack of resources/funding, wait times, lack of system clarity) related to mental wellness and care.
- State Action Plan Input: The feedback collected will be used by the ICMH to inform a statewide action plan and establish possible immediate steps for implementation.

Deflection Program Expansion and Evaluation

The subcommittee was heavily involved in the Deflection Initiative, a proactive, community-based approach to intervene before individuals enter the criminal justice system.

- Deflection Pathways Overview: The six deflection pathways recognized under the Wisconsin Deflection Initiative were reviewed: Self-Referral, Active Outreach, Naloxone Plus, First Response or Officer Referral, Officer Intervention, and Community Response.
- Grant Funding and Expansion: The COSSUP FY24 grant opportunity was posted, making up to \$5,000,000 available to fund at least ten eligible entities, with up to \$500,000 available per award, to plan and implement one or more of the six deflection pathways. The goal is to expand deflection programs across the state.
- Program Evaluation: The WI COSSUP FY19 Evaluation Report was summarized, which supported five deflection programs and seven jail-based Medication Assisted Treatment (MAT) programs. The report noted both program types made significant progress but highlighted ongoing issues with data collection and evaluation that need to be addressed as the programs mature.

Data-Driven Policy and Pre-trial Program Support

A core focus was on advancing data-driven policy and supporting pre-trial programs.

- **EBDM Subcommittee Goals:** The subcommittee agreed upon goals, including an objective for driving data collection in counties not yet sharing information in the Comprehensive Outcome, Research and Evaluation (CORE) system. The goals also included monitoring and evaluating pre-trial data entry and supporting existing pre-trial sites and exploring program status statewide.
- **Pre-trial Program Updates:** The subcommittee received updates from various county pre-trial pilot programs (Eau Claire, Chippewa, Outagamie, Waukesha, Rock) on their progress, challenges (especially with data entry into CORE), concurrence rates with the Public Safety Assessment (PSA), and local initiatives like integrating peer support and utilizing data dashboards.
- **Jail Programs Survey:** The subcommittee received a presentation on preliminary results of a voluntary statewide research survey of Wisconsin Jail Programs, gathering an overview of their operations, programs, barriers (like staffing and funding), and services, including medical services, pregnancy needs, and substance use disorder medications. The survey also detailed costs for resident contact/visits, noting higher average phone call costs in rural counties.

Training and Workforce Development

The subcommittee recognized a gap in familiarity with EBDM principles across various criminal justice disciplines.

- **Addressing the Training Gap:** Following a request from the CJCC, the BJP staff will work with the subcommittee to learn more about the training gap and discuss remedies.
- **Member Updates on Training:** Member updates indicated that Eau Claire and Chippewa Counties paid for EBDM training for their criminal justice stakeholders, and the Department of Corrections is discussing training opportunities on Core Correctional Practices.

DATA SHARING/OUTCOMES, TRENDS AND INDICATORS SUBCOMMITTEE – UPDATE ON STATE AGENCY PROJECTS

The Co-chairs summarized the state agency partners' data activities and updated on the subcommittee's goals and workgroups.

RACE EQUITY, INCLUSION AND ACCESS SUBCOMMITTEE – DRIVERS' LICENSE FAILURE TO PAY FORFEITURE SUSPENSION

Mike Austin, DOJ Staff, and Attorney Susan Lund, used a PowerPoint for their presentation (attached).

Recommendation from CJCC Subcommittee on Race Equity, Inclusion, and Access

- REIA studied the issue closely and passed a motion at 5/1/25 meeting to support ending court authority to impose "Failure to Pay Forfeiture" driver's license suspensions.
- REIA motion also supports eliminating court authority to impose warrants/imprisonment based on nonpayment of civil forfeiture debt.
- The REIA Subcommittee recommends the full CJCC also adopts a position and communicate with the Wisconsin Legislature requesting their consideration.
- The memo distributed includes background on the issues and lays out recommended statutory amendments.

This was opened up to the group for comments, questions and/or discussion.

Currently people who pay their OWL ticket but can't obtain a license—often due to lack of ID—remain vulnerable to repeat charges that escalate to a criminal misdemeanor. Meanwhile, people who don't pay often face only a forfeiture. In effect, responsible behavior is punished more harshly than irresponsible behavior. Debt-based license suspensions are the most common reason people lose their license in Wisconsin. These suspensions often last longer than safety-related suspensions, which doesn't make sense. This included commitment warrants to avoid an unintended shift toward incarceration, which is more harmful, more expensive, and less effective.

The proposal is narrow:

- It applies only to non-criminal citation debt
- It does not affect child support or other warrants

This change promotes consistency, public safety, and the ability to pay, rather than punishment that makes payment less likely.

Secretary Hoy asked for a motion regarding the elimination of court authority.

MOTION TO APPROVE THE ELIMINATION OF COURT AUTHORITY TO ORDER FAILURE TO PAY FORFEITURE

Motion was made by Elmer Moore, Jr. and seconded by Awais Khaleel to approve that the CJCC supports the elimination of court authority to order Failure to Pay Forfeiture/Failure to Pay Juvenile Forfeiture driver's license suspensions. In addition, the CJCC recommends eliminating court authority to impose warrants/imprisonment based on nonpayment of civil forfeiture debt. Further, the motion authorizes the CJCC Co-Chairs to communicate support of this position to the Governor and Wisconsin Legislature, consistent with discussion at today's meeting.

The motion passed on a voice vote.

CRIMINAL JUSTICE LANDSCAPE REVIEW OF THE STATE

Jason Stein and Andy Tisdell of the WI Policy Forum used a PowerPoint for their presentation (attached).

- Non-partisan organization with members from:
 - Government, corporate, nonprofit, and higher education sectors
- Goal: provide a comprehensive, data-driven overview of Wisconsin's justice system
- Covers the full system:
 - Offenses & arrests
 - Prosecution & courts
 - Adult & youth corrections
 - Supervision, release, and costs
- No policy recommendations — information only

Data & Methodology

- Up to 20 years of data where available
- DOJ crime data: 2019–2024

- Court data:
 - Public WCS annual reports (2014, 2019, 2024)
 - Loyola University court data for demographics
- Comparisons:
 - Wisconsin vs. other states
 - Demographics by race, ethnicity, age, and sex
- Modeled after Public Welfare Foundation justice landscape studies
- Guided by a multidisciplinary advisory committee

Key Findings — Crime & Arrests

- Most reported crimes are lower-level (theft, drug offenses)
- Wisconsin violent crime rate remains below national average
 - Gap has narrowed as WI rates increased over time
- Significant racial disparities:
 - Black Wisconsinites: ~6% of population, ~25% of arrests
 - Over 75% of robbery arrests were Black
 - Native Americans also significantly overrepresented

Key Findings — Courts

- Overall court cases declined over the past decade
- Felony cases increased, while misdemeanor-only cases declined
- Racial disparities persist:
 - Black and Native people are overrepresented in criminal cases
 - White individuals underrepresented relative to population
- Geographic variation:
 - Higher per-capita case rates in northern, central, and western WI
 - Counties with Native reservations among highest per-capita rates

Key Findings — Adult Corrections

- Prison population dropped sharply during COVID, rebounded by 2024
- Facilities remain overcrowded and aging
- Wisconsin incarceration rate has converged toward the national rate
- Rapid aging of prison population:
 - Population age 60+ has doubled since 2010
 - Admissions of people 50+ are increasing
- Sharp increase in OWI-related prison admissions
- Wisconsin has the second-highest Black-white incarceration disparity nationally

Key Findings — Youth Corrections

- Significant decline in state juvenile commitments over time
- Milwaukee County accounts for ~50% of youth in state facilities
 - Despite being ~15% of state population
- Cost per youth in state facilities has skyrocketed
 - Would have doubled again without a gubernatorial veto

Costs

- Justice system spending is fragmented across agencies and governments
- Report combines state and local spending to estimate total system costs

Chippewa County Local Programs Presentation

This item has been rescheduled for the March 2026 meeting.

PUBLIC COMMENT

Members of the public were invited to address the council. There was no public comment.

Secretary Hoy requested a motion to adjourn the meeting.

ADJOURN

Motion was made by State Public Defender Jennifer Bias and seconded by Judge Elliott Levine to adjourn the meeting. The motion passed on a voice vote.

The meeting was adjourned at 2:15 p.m.