

## **Michigan's Byrne Justice Assistance Grant (Byrne JAG) Strategic Plan**

This Byrne JAG strategic plan is to help prioritize the state's criminal justice needs and grant funding decisions. Every year it is appropriated, the Byrne JAG provides crucial federal funding to Michigan, and is essential in delivering funding for criminal justice entities and providing subsidy to help supplement state and other private funding. The hallmark of Byrne JAG is to help law enforcement in spurring innovation, as well as testing and replicating evidence-based practices nationwide. The Michigan State Police (MSP), Grants and Community Services Division (GCSD), houses the office designated to administer the Byrne JAG in Michigan, known as the State Administrative Agency (SAA). The focus of the SAA is to develop evidence-based/data-driven practices to improve the justice system, reduce crime, and ensure that federal funding is utilized in its best capacity.

Byrne JAG is a formula-based grant awarded by the United States (U.S.) Department of Justice (DOJ), Office of Justice Programs, Bureau of Justice Assistance (BJA), to states and territories based on population and Part I violent crimes, as reported by the Federal Bureau of Investigation. Sixty percent of a state's total allocation flows from the BJA to the SAA, with the remaining 40 percent awarded directly from the BJA to local governments. Of that 60 percent, the SAA passes through a designated percentage to local governments, with the remaining amount available for use by the state government.

In the fall of 2013, Michigan's SAA held a stakeholders' meeting to develop a strategic plan for the Byrne JAG and to seek input regarding where funding should be focused for the next three to five years. At the stakeholders' meeting, all criminal justice entities were informed that the SAA is looking for new, innovative ideas, that incorporate best practices, that will help improve more than one area of the criminal justice system, and that are evidence-based. Listed below are the stakeholders that participated in the meeting and helped to prioritize future program areas:

- Governor's Office
- Michigan State Police (MSP)
- Michigan Association of Chiefs of Police (MACP)
- Michigan Sheriff's Association (MSA)
- Prosecuting Attorneys Coordinating Council/ Prosecuting Attorneys Association of Michigan (PACC/PAAM)
- State Court Administrative Office (SCAO)
- Michigan Department of Corrections (MDOC)
- State Appellate Defenders Office (SADO)

Listed below are the program areas that were voted on by all stakeholder representatives present, and prioritized (from highest priority to lowest priority) based on stakeholder input:

1. Data-Driven Approaches to Crime and Traffic Safety (DDACTS)
2. Multijurisdictional Task Forces (MJTF)
3. Technology updates for record sharing (police/prosecutors/courts)
4. Drug Courts
5. Additional officers on the Absconder Recovery Unit (ARU)/Department of Corrections Team
6. Multi-agency Investigative Units
7. Sentencing advocacy for criminal defense

*\*Scoring was completed by the Michigan Justice Statistics Center, School of Criminal Justice, Michigan State University, which is the Byrne JAG Statistical Analysis Center (SAC) for Michigan.*

From these program areas, the SAA identified five goals which, along with input from the Governor's Office, will become the basis for directing the Byrne JAG funds through FY 2017. It must be noted that annual award amounts from the DOJ will determine the number of program areas funded each year, as

well as funding levels. Some program areas may not be funded during every grant cycle (year) of this plan, and, depending on emerging priority needs, future funding may include program areas not listed in this plan. In addition, because of the importance of certain issues, some program areas that did not score high at the stakeholders' meeting may still receive a restricted amount of funding, due to their evident need for government involvement. Also included in this plan is a goal to "Annually identify and pursue funding, as needed, to address emerging public safety issues." This goal is intended to help combat developing criminal justice issues and unforeseen problems in the coming years.

## **Strategic Plan Goals, Objectives, and Metrics**

**Goal 1. Invest in the collaborative involvement of our criminal justice agencies and personnel to fight crime and enhance problem-solving initiatives.**

### **1.1 Annually invest in the state's Multijurisdictional Task Forces to focus on investigations of illegal substance abuse and associated criminal activity.**

MJTFs have, over the years, taken a semi-permanent position in American law enforcement. Much of their success is because they do not *add* layers of organization in law enforcement, but are known to multiply the efforts and outcomes of already existing personnel and organizations. Since the state of Michigan has invested significant resources in MJTFs, it is both appropriate and important that they be thoroughly examined to determine their relative effectiveness and to examine which determinants shape the performance outcomes of each task force.

#### **Michigan MJTF Program Evaluation Description:**

MJTFs in Michigan have been funded with the Byrne JAG funds for over two decades. Currently, 22 MJTFs receive partial funding (approximately seven percent of the total cost for those MJTFs), with additional funded projects for methamphetamine investigation coordination, forensic drug scientists, and intelligence analysts. Working in conjunction with the SAA, effectiveness measures have been developed for the MJTFs to determine impact on regional crime and drug activity. As a result, effectiveness measures were implemented through the quarterly program reporting process. These reports are presently being utilized to assess project activities, outputs, outcomes, and impact.

An evaluation system for law enforcement teams must be based on the authority of their position and role within the structure of government. Understanding the need to work cooperatively with all agencies within their jurisdiction, only law enforcement has the authority to arrest persons who violate the law.

MJTFs are designed to act as a deterrent through arresting persons who violate statutes regulating the distribution of controlled substances. To evaluate the effectiveness of arrests, consideration must be given to the types of drugs deemed to be causing the most harm at the state level. Priorities for targeted drugs, and offenders who distribute them, are based on:

- Drugs causing death or serious injury.
- Drugs affecting community safety.
- Availability.
- Economic costs.

Drug offenses have a continuum of impact based on the role of the offender and his/her contribution to the drug problem being targeted. Michigan has adopted the system defined by the Office of National Drug Control Policy for determining the potential impact of arrests based on the quantity of drugs involved in the arrest.

**Drug Trafficking Level Definitions:**

- Level I: Street dealer with small quantities of controlled substances.
- Level II: Middleman who conspires with Level I's and III's and has access to larger quantities of controlled substances for sale.
- Level III: Major trafficker responsible for the flow of drugs to Level I and II traffickers.

Lastly, MJTFs play an important role in educating and informing citizens about the dangers of drug use. Citizens should understand the drug threat priorities in their neighborhoods, how to identify contraband, and what law enforcement is doing in their area to combat the drug threat. Currently, MJTFs are conducting meetings and presentations to the public, but these efforts will be increased through this plan.

**Metric:**

- 1.1M1 By November 2014, establish a statewide baseline for both the number of community meetings and presentations given by the MJTFs, as well as the number of citizens attending those meetings. By November 2015, demonstrate a statewide ten percent increase for both of these measures.
- 1.1M2 By November 2014, establish a baseline for arrests incorporating identified statewide priorities for drug threats. By November 2016, demonstrate a statewide ten percent increase in arrests, weighted by the level of trafficker and drug threat priority.

Information on arrests will be collected by each MJTF. Arrest data will include the level of trafficker (Level I, Level II, and Level III), as well as the type of drug. MJTFs will report data to the SAA on their Byrne JAG quarterly program reports.

Arrest counts for each team and for overall state arrests will be weighted by the level of drug trafficker arrested. Points will be given based on the level of arrests: one point for arrest of a Level I trafficker, twenty five points a Level II, and fifty points for Level III.

These figures will then be adjusted based on the highest priority drug threats identified for Michigan according to the following table:

Drug Category	Drug Priority Value	Trafficker Level and Score		
		I	II	III
		1	25	50
Heroin	6	6	150	300
Prescription Opioids	6	6	150	300
Methamphetamine	3	3	75	150
Cocaine	3	3	75	150
Marijuana	1	1	25	50
Non-Opioid Prescription Drugs	1	1	25	50
Other Drugs	1	1	25	50

For example, arresting a Level III heroin trafficker will be worth a score of 300 (50 points for arresting a Level III trafficker multiplied by six for a heroin arrest). In comparison, arresting a Level II marijuana trafficker will be worth a weighted score of 25 (25 points for arresting a Level II trafficker multiplied by one for a marijuana arrest). This system emphasizes the removal from the community the high-level traffickers and dangerous drugs versus generating a large number of arrests of low level drug dealers and users.

Statewide scores based on levels of trafficker arrest and types of drug will be totaled, and an annual percentage change value will be calculated. For example, if the total score in FY 2014 is 137,278 and the score in FY 2015 is 146,680, the state will have improved its score by 6.8 percent in one year. Improvements in the score will indicate more effective targeting of drug threats by Byrne JAG funded MJTFs.

**Goal 2. Expand justice information sharing and technology in the state of Michigan while meeting global standards in order to further evidence-based practices, improve decision-making and enhance public safety.**

The state of Michigan is working to promote information sharing among criminal justice entities for the purpose of improving decision-making and enhancing public safety. In order to promote information sharing and enable interoperability among disparate systems across the justice and public safety community, the MSP, and respective Byrne JAG grantees, must comply with the U.S. DOJ Global Justice Information Sharing Initiative guidelines and recommendations. Grantees shall conform to the Global Standards Package and all constituent elements, where applicable, as described at: [http://www.it.ojp.gov/gsp\\_grantcondition](http://www.it.ojp.gov/gsp_grantcondition).

**2.1 Invest in technology-related projects that will increase the number of agencies that are able to share information to streamline efficiency.**

Increase statewide accuracy, efficiency, and effectiveness by utilizing a standardized format (E-warrant) to electronically exchange information, from warrant to disposition, throughout the criminal justice community by October 2017. From October 2015 to October 2016, the MSP, Criminal Justice Information Center, will establish a baseline for the metrics listed below.

**Metrics:**

2.1M1 Reduction of redundant data entry by a minimum of 10 percent by October 2017.

2.1M2 Improvement in timeliness and method of data exchange among agencies by a minimum of 10 percent by October 2017.

2.1M3 Improvement of record accuracy and completeness by a minimum of 10 percent by October 2017.

**2.2 By October 2014, expand the use of evidence-based policing strategies by offering funding to support Data-Driven Approaches to Crime and Traffic Safety (DDACTS) to agencies that may benefit from the policing practice.**

DDACTS is a proven evidence-based police practice. Patrols will be directed to high crime and traffic crash areas, thereby increasing presence and enforcement. The SAA will support funding for resources (e.g. equipment, analyst, software, training, and other materials).

**Goal 3. Support priority population drug courts that target substance abusing straddle cell offenders and probation violators.**

**3.1 Provide funding to the State Court Administrative Office (SCAO) to support and increase the number of effective priority population drug courts in Michigan.**

These courts have shown to have a high success rate in reducing recidivism and saving the state of Michigan money by diverting would-be prison bound offenders into a program that helps them end their addiction(s) to drugs and/or alcohol.

**Metrics:**

- 3.1M1. Less than 10% of Byrne JAG funded drug court participants will be convicted of a new criminal offense from October 2014 to October 2016.
- 3.1M2. Less than 7% of Byrne JAG funded drug court participants will be convicted of a new drug or alcohol offense within two years of program admission.
- 3.1M3. The recidivism rate of Byrne JAG funded drug court participants will be less than 50% of the recidivism rate of their matched standard probation comparison group members.

**Goal 4. Provide needed assistance to Michigan's high crime cities to help combat law breaking, corruption, and delinquency.**

**4.1 Support high-crimes prosecutions in the City of Flint and Saginaw to increase violent crime case closures and convictions by 10 percent, as well as decrease violent crime by 10 percent, by October 2015.**

Michigan's high-crime cities, working in conjunction with the Governor's commitment to "smart justice," recognize the connection between enforcement, prevention, and economic opportunity. This project is designed to provide support to prosecuting attorneys in the most violent Michigan communities. Prosecution plays a vital role in community restoration and increased police resources must be supported by increased prosecution services to assist with legal support, criminal enterprise case management, and witness statements and protection. All projects must address proactive violence reduction activities.

**Metrics:**

- 4.1M1 Reduce violent crime rates by 10 percent in Flint and Saginaw between October 2014 and 2015.
- 4.1M2 Increase the following by 10 percent in both Flint and Saginaw between October 2014 and 2015:
  - Violent crime case closure.
  - Violent crime conviction.

Both metrics will be compared against a baseline established by October 2014.

**4.2 Juvenile-Focused Community Policing**

Juvenile-focused community policing is designed to foster proactive, problem-oriented interventions to combat juvenile delinquency. Members of law enforcement provide evidence-based drug/violence prevention programs, youth academies (such as MYLA) and mentoring activities that target at-risk youth, develop community partnerships and facilitate parent and community engagement.

**Goal 5. Annually identify and pursue funding, as needed, to address emerging public safety issues.**

As needs are identified, and if funding is available, additional program areas, objectives, and metrics may be developed. Examples are listed below.

**5.1 School safety**

The state of Michigan has placed a high priority on providing resources to reduce violence and increase emergency preparedness in schools and communities. Future Byrne JAG funds may support that priority through initiatives such as the promotion of the state emergency hotline, provision of evidence-based violence prevention programs, enhancement of mental health services in the schools, implementation of safety response plans and drills, and training for all of the above.

**5.2 Prescription drugs**

Michigan ranks 18th for drug overdoses within the U.S. Prescription drug abuse, which is a top public health concern as prescription drug-related deaths continue to rise, now outnumber those from heroin and cocaine combined. Michigan's Byrne JAG strategy may include working in partnerships with clinical care, law enforcement, the business community, and community-based organizations to help curb this crisis.

**5.3 Juvenile Justice Information sharing**

This program, which is in its beginning stages of development, is being designed to increase the use of objective, validated, actuarial, and automated youth-risk and needs assessments/case management processes. This is accomplished by sustaining and/or replicating justice information sharing and case management processes modeled in Saginaw County under a 2013 National Criminal Justice Association/Bureau of Justice Assistance grant award.

**5.4 The State Appellate Defender Office (SADO)**

SADO provides cost-efficient, high-quality, and timely public appellate defense services to indigent criminal defendants; provides legal resources and training materials to support private criminal defense practitioners assigned to represent indigent criminal defendants; enhances the quality and effectiveness of representation; and reduces indigent defense and overall criminal justice costs to State and local governmental units.