The background of the page is a faded, light blue image of the Wisconsin State Capitol building, showing its iconic dome and classical architectural details. At the top of the page, there are three wavy, horizontal stripes in red and white, resembling the top portion of the American flag.

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Scott Walker
Governor

Byrne Memorial Justice Assistance Grant

FY 2011-2014 Strategic Plan

July 2011



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are available at:

www.oja.wi.gov

This report was funded through grant 2010-DJ-BX-0051 from the U.S. Department of Justice, Office of Justice Programs

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Executive Summary

The Wisconsin Office of Justice Assistance is the state administering agency for several federal grant programs, including the Byrne Memorial Justice Assistance Grant (JAG). Given the difficult economic realities for many state and local governments, the use of JAG funds to assist in the ability of the criminal justice system to implement evidence-based practices which reduce costs to the system and improve outcomes for offenders is imperative. As such, the Office of Justice Assistance created a strategic planning process to ensure the best use of JAG funds to maximize efficiency and distribute funds to local criminal justice system agencies.

The strategic planning process involved background research on the state of the Wisconsin criminal justice system, a JAG Planning Committee, which was comprised of experienced state and local criminal justice professionals across the system, and a survey tool to identify local needs and current practices.

As a result of this process, seven priorities for Wisconsin's JAG funds were identified:

1. Initiatives to reduce drug crime by allocating resources to multijurisdictional drug enforcement task forces that actively enforce illegal drug manufacturing and distribution; that support crime prevention programs; that initiate and implement information sharing; and that allow for effective communication and collaboration among outside law enforcement jurisdictions.
2. Programs that minimize criminal justice exposure for low-risk offenders. These programs will allow offenders to receive the services they need in the community while increasing the availability of limited justice system resources to concentrate on more serious or violent criminal behaviors.
3. The further development of a centralized criminal justice data collection and analysis unit that will enhance the ability to effectively collaborate, identify evidence-based practices and will facilitate effective criminal justice policy decisions.
4. Efforts to provide effective community-based drug and alcohol treatment to abusers who have entered the criminal justice system.
5. Promoting technology improvements and coordinating automated justice information and data systems that are compatible among local and state justice partners.
6. Initiatives to improve responses to persons with mental illness who are at risk of incarceration or in contact with the criminal justice system, and focus on collaborative efforts that identify gaps in services for both the mental health and criminal justice systems.
7. Programs that identify and target criminogenic factors for medium and high risk offenders. Appropriate identification of offenders' risk and needs reduces recidivism when targeted services are directed at specific criminogenic factors.

Future grant awards will be made with the overarching goal of funding projects that are evidence-based, collaborative in nature, community-based, and ones which include an evaluation component. This strategic planning process has built upon strong collaborations that OJA has secured with other state and local agencies. These collaborations support the current priorities and will continue to help OJA achieve this strategic vision for JAG funds in the future.

Introduction

ABOUT OJA

The Wisconsin Office of Justice Assistance (OJA) was created by the 1987 – 1989 State Budget Bill to assume the functions of the former Wisconsin Council on Criminal Justice. OJA serves as the State Administrative Agency (SAA) for justice assistance programs under several major federal funding initiatives including the Juvenile Justice and Delinquency Prevention Act, Violence Against Women Act, Justice Assistance Grant program, and State Homeland Security Grant program. As SAA, OJA provides financial and technical assistance to public safety, first response and emergency management agencies, local and tribal governments, and non-profit organizations throughout the state. OJA also manages a number of state-funded grant programs, including the Treatment Alternatives and Diversion (TAD) program, the Assess, Inform, and Measure (AIM) program, Beat Patrol, Youth Gang Diversion, and the Child Advocacy Centers program.

Additionally, OJA operates the Statistical Analysis Center (SAC), which operates the State's Uniform Crime Reporting (UCR) Program, which includes both the traditional Summary Based Reporting (SBR) system and the Wisconsin Incident-Based Reporting (WIBRS) system. The SAC also performs a variety of research and data analysis on crime and justice system issues.

Finally, OJA has primary responsibility for carrying out the state coordination of automated justice information systems among state and local criminal justice agencies. The Wisconsin Justice Information Sharing (WIJIS) program is operated by OJA to provide a statewide strategic vision of justice information sharing as well as innovative technical solutions that improve information sharing between law enforcement and justice agencies.

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

OJA, as Wisconsin's SAA, encourages JAG program applicants to work closely with other agencies both within, and those serving, the criminal justice system to promote collaborative, comprehensive and evidence-based strategies addressing community and statewide substance abuse and violent crime problems.

JAG HISTORY

Wisconsin has received funding from the Bureau of Justice Assistance 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 reduce drug use, substance abuse and violent crime. In FY2005 the Edward Byrne Memorial State and Local Law Enforcement Assistance Grant Program and the Local Law Enforcement Block Grant (LLEBG) merged to form the Byrne Memorial Justice Assistance Grant (JAG) program.

JAG funding can be allocated across seven program areas:

- Law Enforcement Programs

- Prosecution and Courts Programs
- Prevention and Education Programs
- Corrections and Community Corrections Programs
- Drug Treatment and Enforcement Programs
- Planning, Evaluation, and Technology Improvement Programs
- Crime Victim and Witness Programs (other than compensation)

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

In line with the Bureau of Justice Assistance's priorities for evidence-based programming and strategic planning, the State of Wisconsin continually evaluates its current planning process as it relates to the allocation of Justice Assistance Grants (JAG) funding. Previous JAG spending plans followed a collaborative approach to statewide funding allocations, including guidance from the Governor, state legislators, agency heads, community leaders and citizens. The Office of Justice Assistance also incorporated data-analysis, needs, and priority assessments into the planning and allocation process. Due to an increase in legislatively-mandated funding decisions in the past few years, a formal strategic plan has not been in place. The last official multi-year strategy was published for the 2004-2008 time period.

The Office of Justice Assistance does believe in the importance of strategic planning and the replication of evidence-based programs. In a difficult time for local, state, and federal budgets, planning is especially critical to maximize the impact of diminishing grant funding and focus on programs that are evidence-based and have been proven effective. The 2011-2014 JAG Strategic Plan is Wisconsin's renewed approach for the development of a comprehensive process that includes local community involvement, input from a planning committee of criminal justice professionals, and the use of data and analysis to enhance program design and implementation, and to assess and evaluate JAG investments.

Needs Identification and Data Analysis

STRATEGY DEVELOPMENT

Wisconsin's FFY 2011-2014 strategic planning process began in the fall of 2010. OJA created a JAG Planning Committee, comprised of eleven experienced professionals in the criminal justice field from across the state. This committee was created to have a representation of multiple state and local stakeholders who have a strong knowledge of the challenges facing Wisconsin's criminal justice system. They were invited to participate in the committee to advise OJA on criminal justice activities around the state and to assist shaping the priorities for the JAG Strategic Plan. The membership of the committee includes representatives from the following areas of the criminal justice system in Wisconsin: Wisconsin Department of Corrections, County District Attorneys, County Sheriffs, Local Police Chiefs, County Administration, Wisconsin Department of Justice, Circuit Courts, the Wisconsin State Public Defender's Office, and local criminal justice research partners.

OJA also developed an online criminal justice survey to gather the input of the local criminal justice partners. Because funding local projects has always been a priority at OJA, hearing directly from our local partners on how JAG funds were being used and where the needs are in local communities was imperative to the comprehensive planning process. This statewide survey was sent to District Attorneys, Public Defenders, Circuit Court Judges, Criminal Justice Coordinating Council Coordinators, Sheriffs, Chiefs' of Police, County AODA Coordinators, CASA Local Directors, and Department of Corrections Regional Directors. Participants were asked to forward the survey on to any other professionals in the criminal justice field. The survey was also posted on OJA's website and was open to any interested respondents.

Concurrently, OJA staff also put together a report on the current state of the Wisconsin Criminal Justice System. This report details all the state agencies involved in criminal justice, their missions, statistics, and identifies ways in which collaboration is taking place between agencies. This report was created to provide background information about the state and serve as a starting point for the planning process.

SURVEY

There were 268 respondents to the survey, with 187 respondents completing all 13 questions (69.8%). The overwhelming response to the survey came from law enforcement (43%), followed by prosecution/public defenders (29.6%), and judicial system/courts (18.8%). The other categories, probation, county administration, social services, crime prevention/intervention, mental health/substance abuse, education, city administration, and victim advocates totaled 8.6%.

There was a uniform response from each of the ten judicial districts in the state:

District 1 (11.2%); District 2 (8.6%); District 3 (11.2%); District 4 (8%); District 5 (10.2 %); District 6 (10.2 %); District 7 (10.7%); District 8 (10.2%); District 9 (7%); District 10 (12.8%).

45.7% of respondents identified working in a rural region of the state, 22% from a suburban region, 37.6% from an urban region, and 1.6% from a tribal region.

The two JAG purpose areas most identified as funding priorities by survey respondents are Drug Treatment/Enforcement, and Prevention/Education programs. This is consistent with the responses from other questions directed at increasing spending on AODA treatment,

implementing more treatment courts, increasing resources for AODA and mental health issues, and diverting first-time non-violent offenders from the criminal justice system.

The survey respondents want to see more collaboration and a greater focus on implementing evidence-based practices. 55.1% of respondents said that funding programs that are evidence-based and show outcomes should be OJA's top criteria for making funding decisions.

Currently, the survey suggests that counties are focusing their criminal justice budgets on law enforcement, but 62.1% of respondents indicated that they were not satisfied with how criminal justice funds were allocated in their county. Again, respondents wanted to see more resources directed to AODA treatment, mental health resources, alternatives to incarceration programs such as diversion, and/or treatment courts.

The JAG Planning Committee identified priority areas for future JAG funding given the information they had received from OJA on previously funded programs, presentations by current JAG sub-grantees, and the results of the statewide survey. A comprehensive list of needed priorities was created and the committee then ranked their top priorities. The committee also created the overarching goal of funding projects that are evidence-based, collaborative in nature, community-based, and ones which include an evaluation component.

JAG Funding Priorities for FY2011-2014

OJA's strategic planning efforts have identified seven statewide priorities for Byrne JAG funding for FFY2011-2014. Future spending plans and funding decisions will support:

1. Initiatives to reduce drug crime by allocating resources to multijurisdictional drug enforcement task forces that actively enforce illegal drug manufacturing and distribution; that support crime prevention programs; that initiate and implement information sharing; and that allow for effective communication and collaboration among outside law enforcement jurisdictions.
2. Programs that minimize criminal justice exposure for low-risk offenders. These programs will allow offenders to receive the services they need in the community while increasing the availability of limited justice system resources to concentrate on more serious or violent criminal behaviors.
3. The further development of a centralized criminal justice data collection and analysis unit that will enhance the ability to effectively collaborate, identify evidence-based practices and will facilitate effective criminal justice policy decisions.
4. Efforts to provide effective community-based drug and alcohol treatment to abusers who have entered the criminal justice system.
5. Promoting technology improvements and coordinating automated justice information and data systems that are compatible among local and state justice partners.
6. Initiatives to improve responses to persons with mental illness who are at risk of incarceration or in contact with the criminal justice system, and focus on collaborative efforts that identify gaps in services for both the mental health and criminal justice systems.
7. Programs that identify and target criminogenic factors for medium and high risk offenders. Appropriate identification of offenders' risk and needs reduces recidivism when targeted services are directed at specific criminogenic factors.

Coordination

As previously mentioned, OJA is the State Administering Agency for a number of state and federal criminal justice and homeland security grant funds. This relationship allows for the most efficient collaboration to coordinate the JAG Strategic Plan with other federal and state funding sources.

Although the JAG Strategic Plan is new for the FFY2011-2014 period, OJA has been actively involved in a number of successful collaborative local and state initiatives. The following three are examples of some of the successful partnerships that will continue to be essential in carrying out the new priorities for JAG funding in Wisconsin.

LOCAL CRIMINAL JUSTICE COORDINATING COUNCILS

Each year more Wisconsin counties are developing collaborative teams to problem solve around justice system and public safety issues in their communities. Because the new JAG priorities focus on coordinating community responses to criminal justice system issues, working with CJCC's is integral in the success of this plan. An effective collaborative team can bring about improvements and new initiatives that cannot be achieved by a single agency or organization (i.e. problem solving courts, utilization of risk assessment tools, community service programs, restorative justice, etc.). Collaborating councils provide the necessary foundation for communities to fully assess the needs of the local criminal justice system and develop programming and practices in response to these needs. Judges play a critical role in these collaborative teams by convening the appropriate justice system leaders and offering a unique perspective of the system and its impacts from an objective and neutral vantage point.

This past year OJA has awarded 19 JAG grants to county governments to create a Criminal Justice Coordinating Council, or to counties that already have an existing CJCC but now need to implement programming that will address the system issues identified through the CJCC.

Out of 72 total counties in the state, there are currently 37 CJCCs operating in Wisconsin. OJA Staff also attend Milwaukee County's Criminal Justice Coordinating Council meetings, as well as the statewide Criminal Justice Coordinating Councils' Coordinator meetings.

In an effort to address state level collaboration, OJA has applied for funding for a statewide CJCC Coordinator under the Justice and Mental Health Collaboration Solicitation from BJA. This position would also assist in filling the gaps addressed by the Wisconsin Chief Justice's Task Force on Criminal Justice and Mental Health, by using the CJCCs as a conduit for educating the criminal justice field about mental health issues and evidence-based and effective programming to aid in improving the response to mentally ill offenders in the criminal justice system.

TAD AND AIM

The Treatment Alternatives and Diversion (TAD) Grant Program provides state funding to develop and implement alternatives to incarceration for non-violent offenders with drug or alcohol problems. Counties receiving TAD funds form stakeholder oversight committees to develop comprehensive and holistic approaches for treating eligible offenders. TAD now funds programs in seven (7) counties: Burnett, Dane, Milwaukee, Rock, Washburn, Washington and Wood. An advisory group of local and state agency representatives has assisted OJA in developing grant guidelines and evaluation criteria. In addition to administering program funds, OJA is responsible for program evaluation. The original TAD legislation requires a complete

program evaluation in 2011. Preliminary analysis indicates participants who completed their TAD program were less likely to be charged with a new offense and that counties saved costs of an average of 95 incarceration days per successful participant. The results of this program evaluation will be critical in replicating similar diversion and treatment court programs in other jurisdictions, which is a key effort for the 2011 funding plan and achieves numerous JAG priorities.

Assess, Inform, and Measure (AIM) is a model program intended to improve the quality and scope of information provided to the court, including: risk assessment, needs assessment, criminogenic needs, responsivity assessment, and the availability of community-based treatment programs that address the assessed needs and reduce risk to the community. Utilizing risk and needs assessments are critical to matching offenders to appropriate programs and services. Addressing criminogenic needs appropriately are also important aspects of the strategic plan. The Director of State Court's Office developed the AIM data collection software and is providing training and technical assistance to pilot counties to get them to begin using this tool and gather data. The database will serve as a means to continually measure outcomes and increase the reliability of the information provided to the courts as well as provide outcome data on recidivism rates for AIM referrals. OJA assisted in the development of the AIM concept and aids in promoting the implementation of AIM to circuit courts throughout the state. OJA also worked with the Effective Justice Strategies Committee in the development of the record keeping, reporting, and evaluation methodology.

DRUG TASK FORCE ACISS IMPLEMENTATION

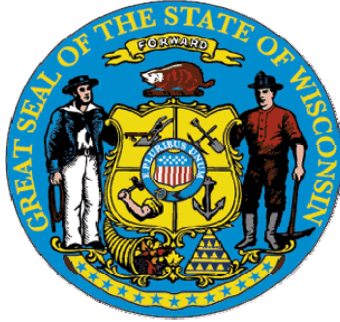
The ACISS Case Management System is an automated, central, web-based RMS and data sharing system. ACISS allows Drug Task Forces to share certain, key data with other participating agencies, Wisconsin Department of Justice, and Milwaukee High Intensity Drug Trafficking Area (HIDTA). ACISS is designed to provide tools and a shared system for documenting investigative activities for multi-jurisdictional task forces for major cases, gang and drug investigations, as well as to provide a standard means for task forces to gather and maintain statistics on task force activities (including arrests, seizures, and other pertinent data). In addition to funding the development of ACISS with previous JAG awards, OJA has partnered with the Wisconsin Department of Justice to train Task Forces on the use of ACISS and assist with the funding costs for ACISS implementation.

Conclusion

As economic challenges force states and local communities to look at new ways to address issues in the criminal justice system, it is critical to prioritize JAG funds in order to effectively utilize resources to implement the current research demonstrating successful outcomes. Funding decisions will be made based on the seven established priorities by maximizing competitive grant solicitations for local communities. Competitively-funded projects must be evidence-based, collaborative in nature, community-based, and include evaluation components.

This strategic planning process builds upon strong collaborations which the Office of Justice Assistance has secured with other state and local agencies. These collaborations support the current priorities and will continue to help OJA achieve this strategic vision for JAG funds in the future.

As part of the strategic planning process, OJA intends to collaborate with the Wisconsin Statistical Analysis Center to enhance evaluation components for funded programs to better gauge program success.



This is a publication of the
Wisconsin Office of Justice Assistance

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July 2011

The logo for the Office of Justice Assistance (OJA) features the letters 'OJA' in a large, bold, serif font. The letter 'O' is stylized to contain a map of the state of Wisconsin. Below the 'OJA' is a horizontal line, and underneath that line, the words 'OFFICE OF JUSTICE ASSISTANCE' are written in a smaller, all-caps, serif font.

OFFICE OF JUSTICE ASSISTANCE