

**State of Michigan
Byrne JAG Memorial Formula Grant
Program**

**Annual Report
2006**

*Michigan Department
of Community Health*



Office of Drug Control Policy

Jennifer M. Granholm, Governor
Janet Olszewski, Director

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**BYRNE JAG MEMORIAL FORMULA GRANT
PROGRAM**

**ANNUAL REPORT
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Introduction

The Office of Drug Control Policy is designated by executive order as the state agency that administers the Byrne Justice Assistance Grant Program (Byrne JAG) in Michigan. Thus, it has the responsibility for the awarding of these funds to create criminal justice programs and enhance and improve criminal justice practices throughout the state. Through the creation of these programs and interventions, there has been a significant and continued improvement in the coordination of criminal justice services across the state and local levels, and productive partnerships with federal agencies have been created.

This annual report covers Byrne JAG Program activities during the period from October 1, 2005 through September 30, 2006. During this period, 109 individual projects were funded across seven program areas, and \$1,800,000 was provided to the State Court Administrative Office to fund priority population drug courts – courts intended to keep otherwise prison-bound offenders in the community through intensive treatment and supervision. All FY2006 Byrne JAG grants totaled \$13,172,389 in federal funding.

While it is important to note the magnitude of funding across programs, it is also important to note the contribution that these programs have made to improve the quality of criminal justice services throughout the state of Michigan. Governor Granholm has made it clear that the various initiatives funded using these grant monies are an integral part in strengthening the criminal justice system in Michigan, as well as making our state more attractive to working families and businesses. We have included highlights of several Byrne JAG funded programs that are operating in our communities that have contributed to improving the quality of life for residents of our state.

In recent years, Michigan, like many states in the Midwest, has experienced a significant increase in the use of methamphetamine. In response to this situation, the Byrne JAG Program has established a comprehensive methamphetamine strategy incorporating enforcement as well as treatment components. This report summarizes the contributions and accomplishments that have been made in this area.

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Methamphetamine in Michigan: Issues and Interventions

Methamphetamine abuse and manufacture has become an increasingly serious problem across the United States in recent years. Known more commonly as “meth,” the drug is a type of synthetic stimulant that affects the body’s central nervous system, resulting in an increased risk for addiction. The consequences of methamphetamine abuse are particularly serious in that not only is the drug highly addictive but chronic use can result in significant and potentially irreversible damage to the brain.

Furthermore, the drug can be manufactured rather easily in clandestine or makeshift laboratories using inexpensive and readily available ingredients, allowing large quantities to be made at more affordable prices compared to other types of stimulant narcotics. The volatility of these labs creates extremely unsafe and often toxic and explosive situations. The highly addictive nature of the drug combined with the hazards associated with the makeshift labs has garnered increased attention from law enforcement agencies and treatment providers at both national and local levels.

Methamphetamine Trends in Michigan:

As seen in many states across the nation, after the enactment in December 2005 of strict pseudoephedrine laws restricting access to this over-the-counter medicine used to produce methamphetamine, Michigan experienced a significant decrease in the number of meth labs. In 2005, Michigan law enforcement seized 261 meth labs and in 2006, 108 meth labs were seized. Although we have seen a dramatic decrease in methamphetamine labs in the past year, we know we cannot stop our proactive efforts to educate our citizens and conduct trainings and initiatives about this devastating and deadly drug. Any number of seized methamphetamine labs is indicative of the methamphetamine problem in Michigan and the growing workload for law enforcement, prevention, treatment and child welfare. We will continue to support initiatives related to this strategy in order to decrease future harm, danger and costs.

The growth in methamphetamine use is also reflected in the number of treatment admissions. Since 1999, the number of publicly-funded treatment admissions in Michigan involving methamphetamine has increased over 332% from 311 to 1,345, with a high in 2005 of 1,628 admissions. The admissions for 2006 decreased slightly with a total of 1,410 of those stating methamphetamine as their drug of choice. Byrne JAG funds have helped support training for prevention and treatment professionals and work in conjunction with other methamphetamine-related initiatives.

In addition to meth lab seizures, the number of meth-related¹ arrests has also recently increased throughout the state. Available data measuring arrests by the drug task forces shows that there were 825 meth-related arrests in 2006 compared to 557 such arrests in 2005, an increase of approximately 48% over the past year. The majority of such arrests, 70%, were for use. We are

¹ A methamphetamine related arrest would include the offenses of possession, manufacture, or delivery of methamphetamine but not offenses that were believed to be brought about by the use of methamphetamine.

continuing to work with our substance abuse treatment providers, courts, and our Byrne JAG subgrantees to ensure that Michigan has appropriate treatment for such individuals.

Program Area Summaries

Community Policing & Crime Analysis

Number of Subgrants	5
Number of Sites	12
Byrne JAG Funding Total	\$620,705
Local Match Total	\$931,061
Program Area Total	\$1,551,765

Community policing grants assist law enforcement agencies and prosecutors' offices in working with distressed communities. Community policing requires a defined area that enhances the ability of citizens to interact with the police and prosecutors to resolve problems. Strategies such as increased contacts with the citizens, attending community meetings, making referrals to appropriate agencies, and directed and foot patrols are utilized to achieve crime control through prevention.

In fiscal year 2006, five subgrants were awarded to 12 program sites, with a total of \$620,705 awarded from Byrne JAG funds. Two of the funded sites supported partnerships between prosecuting attorneys, local law enforcement, and community and business leaders to address the problems associated with specific types of crime such as drug trafficking or economic crimes (e.g. fraud and commercial crimes). Three of the funded sites supported partnerships with local law enforcement and members of either the criminal justice community or the local citizenry to develop crime prevention strategies for specific areas (e.g. apartment complexes or mobile home parks) or specific target populations (e.g. girls and women trying to escape the life of prostitution).

Three of the sites whose program focus is on targeting crime in specific areas of their jurisdiction reported data on their activities over the course of the year. These sites include the Northville Township Police Department that partnered with residents of a local apartment complex to address crime problems specific to that area; the Canton Township Police Department that developed a community policing team to address the needs of three mobile home parks in the southwest section of Canton; and, the Grand Rapids Police Department that targeted areas of prostitution and alternative resources for their rehabilitation. The following summarizes their activities to provide an indication of what types of activities these agencies conducted over the course of the year.

In fiscal year 2006, law enforcement officers in these areas responded to 2,416 calls for service, investigated 418 Part I (index crimes), 1,365 Part II crimes, and made 713 arrests. In addition, officers logged 2,419 patrol hours with 1,965 hours devoted to vehicle patrol and 454 hours devoted to bicycle or foot patrols. Finally, these departments engaged in 786 contacts with

members of the community and participated in 487 community meetings. The prostitution program demonstrated a 56% decrease in re-arrest rates for men and women that remained in the program for one year. Overall, these measures provide evidence that the above jurisdictions have expended considerable effort on engaging in a variety of policing activities that go beyond traditional enforcement to increase contacts with their respective communities and to reduce disorder.

Wayne County Prosecutor’s Office “Blitz and Broom”

“Blitz and Broom” is a multi-faceted initiative that combines the resources of local law enforcement agencies, city officials, citizens and community and business leaders in Detroit to aggressively target and eradicate crime and blight in specific areas caused by drug trafficking. The final step includes rehabilitating and maintaining the quality of life within the targeted neighborhoods. Six experienced prosecutors have been decentralized to all Detroit Police Precincts. The prosecutors are assigned to all community policing responsibilities, including the investigation of non-fatal shootings. The prosecutors in the precincts, along with the police, implement plans of action to each individual precinct’s problems. The problems common to all were drug trafficking, abandoned homes and non-fatal shootings. Other problems included high levels of homicide, breaking and entering, prostitution and auto theft. The prosecutors helped the command staff to develop key strategies to reduce crime in the targeted areas. Other central office prosecutors acted on information provided by the precinct prosecutors and instituted nuisance or forfeiture proceedings against identified drug houses, abandoned homes or apartments. Prosecutors in the courtrooms benefited from improved police investigations of non-fatal shootings, car jackings, breaking and enterings, auto thefts and drug crimes. Homicide unit prosecutors received additional information to assist in homicide prosecutions. The program evaluation in some precincts demonstrated crime reductions. The Byrne JAG funding has provided the short term “blitz” portion of the project. The long term community restoration has been initiated through other funding.

Juvenile Intervention Strategies

Number of Subgrants	9
Number of Sites	9
Byrne JAG Funding Total	\$677,581
Local Match Total	\$578,497
Program Area Total	\$1,256,078

Juvenile Intervention Strategies was designed to foster proactive, problem-oriented interventions to combat juvenile violence and delinquency. The central focus of this program area is the provision of comprehensive intervention services to those youth who have had prior contact with the police or juvenile justice system for delinquent behavior.

In 2006, nine subgrants were awarded to nine program sites, with a total of \$677,581 awarded from Byrne JAG funds. During the year, two programs lost match funding for their projects and

were not able to complete the fiscal year, resulting in seven projects continuing operations through the end of the fiscal year, for a total of \$586,711 in awards. Five of the programs provided intensive monitoring, services and case management to youth who were chronic truants, serious offenders and/or delinquent wards of the court. The remaining programs offered a variety of services to youth. One program operated an intervention for children who witnessed violence in their home; another funded a rescue unit to search for children reported missing by law enforcement. A program in southwest Michigan operated a school for expelled, suspended, special education or court-ordered youth focusing on academics and social behavior. The last two programs included a sex offender treatment program for youthful offenders and a case management program aimed at youth not yet in the criminal justice system, but who were at risk for future involvement.

In 2006, despite a lack of referrals for one reporting period as a result of strike by Detroit Public School teachers, the Wayne County Prosecutor's Office truancy program referred almost as many children to the project compared to the previous year. Intensive programming was provided to 242 youth who qualified for the Truant Net program as a result of their chronic truancy and prior delinquency contact(s). The total program population represented 163 males and 78 females. In all, 196 of the 242 juveniles significantly improved their school attendance and remained free of additional delinquency contacts during the year-long program. This represents an 81% success rate for those chronically truant youth with prior delinquency records who were referred to the Truant Net program.

Wayne County Sheriff's Office Missing & Exploited Child Rescue Unit

The Missing and Exploited Child Rescue Unit was in its third year of funding during this period. Prior to implementation, in 2002, the Law Enforcement Information Network (LEIN) listed more than 3,000 missing children alone from Wayne County. Prompted by this statistic and the National Incidence Studies of Missing, Abducted, Runaway and Throwaway Children findings published in October 2002², the Wayne County Sheriff's Department, the Detroit Police Department, the local Department of Human Services Protective Services Division and the Wayne County Circuit Court Family Division formed a task force to place a priority on and to find children who had run away, been kidnapped, or exploited by adults for illegal activity within the City of Detroit and Wayne County. Byrne JAG grant funds support a rescue unit comprised of a sergeant and two police officers who review and investigate referrals of missing children. Project personnel anticipate that during the life of the grant, the program will investigate over 1,600 missing children and recover 400 children for safe return to their caregiver or other environment. During FY06, the rescue unit recovered a total of 556 children, of which 185 missing children were reported from other agencies, 127 children reported missing from foster care, 241 children reported missing in conjunction with a delinquent writ, and one child was recovered from Amber Alert efforts.

² The studies were undertaken in response to the Missing Children's Assistance Act which requires the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention to conduct periodic studies to determine the number of U.S. children recovered during a given year.

Local Correctional Resources

Number of Subgrants	14
Number of Sites	13
Byrne JAG Funding Total	\$1,977,551
Local Match Total	\$1,469,350
Program Area Total	\$3,446,901

The premise of the Local Correctional Resources funding area is to resolve locally identified problems in jails and detention centers with an emphasis on reducing substance abuse problems among juvenile and adult offenders. Byrne JAG funding aims to improve local correctional services by funding programs that provide needed resources and treatment services for juveniles and adults.

In fiscal year 2006, 14 subgrants were awarded to 13 program sites with a total of \$1,977,551 awarded from Byrne JAG funds. The 14 programs addressed a variety of locally identified issues. Three programs in southwest Michigan focused on the growing methamphetamine problem and provided a cognitive based treatment program for offenders. The cycle of prostitution was addressed by two programs that provided substance abuse treatment along with education and counseling in order to facilitate lifestyle changes. One program on the east side of the state operated a dual diagnosis treatment program that provided treatment, testing and referrals to offenders who had both substance abuse issues and mental health disorders. Four programs provided various services that included treatment, drug testing and transitional services. The remaining four programs included treatment for OUIL 3rd offenders; treatment and testing of juvenile and adult offenders with misdemeanor drunk driving convictions; an apprehension program for OUIL offenders; enhanced supervision of high-risk probationers; and, parolees and administration of risks/needs assessments in conjunction with the local drug court.

According to the 2006 data, the projects that had a treatment component reported served over 1,000 participants and had 600 successful completions. Services provided to participants included substance abuse treatment, mental health counseling, 12-step group programs, relapse prevention and drug testing. There were 13,308 drug tests administered during 2006 with 672 positive tests reported. Additionally, data indicated that reporting programs resulted in 22,504 jail days averted. It should be noted that this program area allows communities to identify challenges unique to their jurisdiction; therefore, not all programs reported the same types of data. (e.g. Wayne County's Operation Spot Check, which provides enhanced supervision for probationers and parolees, conducted 2,287 unannounced home inspections and made 426 arrests.)

Berrien County Health Department, Inspiration House for Women

The Inspiration House (in its third year of funding) provides women with a safe, sober, structured environment. Prior to implementation, numerous human services agencies, volunteers, businesses and community groups came together to develop a program for Benton Harbor women who were transitioning from a community residential placement, inpatient

treatment or incarceration. A community group, Citizens for Progressive Change, acquired an abandoned house and partnered with the local health department to renovate the house. Due to the vigorous support of area volunteers, businesses and local contractors who volunteered their services and materials, the house was completed and accepted its first client in July 2005. The program is structured so that women can reside in a supportive and substance-free environment for up to one year in order to maintain sobriety. Staff consists of a house manager, a case manager and is also staffed 24 hours per day by residential aides. This is a three-phased program that includes an initial assessment to determine need, referral and follow-up to out-patient substance abuse treatment and other human service providers, random drug testing, and transportation. 12-Step, esteem building, financial counseling and other self-help groups are held within the house by trained community volunteers. The program has proven to be a very positive addition and plans are underway to expand the program to other areas in Benton Harbor. During fiscal year 2006, there were 15 participants and two successful completions.

Criminal Justice Records Improvement

Number of Subgrants	24
Number of Sites	34
Byrne JAG Funding Total	\$433,000
Local Match Total	\$125,586
Program Area Total	\$558,586

The goal of criminal justice records improvement efforts in Michigan is to develop a totally paperless processing environment for the submission of criminal history records to the state repository. This objective requires the development of capabilities within local criminal justice agencies to properly process and prepare a standardized and complete packet of information with which to update the central repository. It also requires the respective repository management agencies to develop related capabilities to receive and process such packets of criminal justice information. Both aspects of this exchange process are equally important in the creation of a paperless records management system.

However, in fiscal year 2005 and 2006, technological issues arose with the equipment needed to conduct paperless processing. Specifically, Identix (the supplier of livescan equipment) discontinued the livescan model currently being used by various law enforcement agencies, in compliance with the state’s paperless request. Therefore, a multitude of livescan machines became obsolete as parts and repair services would no longer be provided by Identix. As a result, 24% of the subgrants were awarded to update to a new model. The remaining 76% went to new police agencies and Michigan State Police Posts for initial equipment purchase and to support the prosecutor’s paperless system and the state’s criminal history record build system. A total of \$278,925 was allotted to these program areas from Byrne JAG funds to assist in the purchase of this equipment. In October of 2006, 95% of the state’s criminal history record builds were done electronically. The electronic submission dramatically reduces time, errors and increases completeness of the records.

Family & Domestic Violence Strategies

Number of Subgrants	4
Number of Sites	4
Byrne JAG Funding Total	\$285,116
Local Match Total	\$319,341
Program Area Total	\$604,457

Family and domestic violence strategies is in its seventh year of program funding and represents a continued commitment to enhancing public safety while targeting a crime (family and domestic violence) which is a serious problem for many Michigan communities. The overall objective for this program area is to promote a coordinated multi-disciplinary approach to improving the criminal justice response to family violence, domestic violence and child abuse.

In fiscal year 2006, four subgrants were awarded a total of \$285,116 in Byrne JAG funds. Two programs focused on domestic violence victims and funded an assistant prosecuting attorney to handle all the domestic violence cases for the area. The other programs supported a partnership between the prosecuting attorney, court and law enforcement officials to investigate and prosecute alleged child abuse cases. These programs also encouraged collaboration with local law enforcement, victim advocates and the community to reduce incidents of domestic violence, as well as increase successful prosecution of these cases.

Statistics from law enforcement agencies involving the two programs, with enhanced collaboration with law enforcement and prosecutors, include 380 calls for service and 1,178 arrests made by law enforcement with assault, homicide, child sexual assault and child abuse making up the majority of these arrests. The other two programs assisted victims of child abuse and child sexual abuse, and their families, by reducing the trauma of traversing through the criminal justice system by conducting forensic interviews in a safe and supportive environment, as well as providing referrals to other critical services for the children and their families.

Wayne Co. Prosecutor's Office, Out County Domestic Violence Project

The Out County Domestic Violence Project was in its fourth and final year of funding during this period. The project enhanced collaboration between the prosecutor's office and local law enforcement where specific areas in the out-county area were targeted due to high incidents of a domestic violence. The program created a more focused, comprehensive approach to domestic violence where one prosecutor vertically prosecuted cases (same prosecutor from arrest to conviction or plea). This specialized approach allowed seven police departments to work exclusively with one prosecutor on domestic violence cases, allowing for continuity and uniformity within these communities. Further, the prosecutor became known in the communities as the domestic violence prosecutor, which resounded with both perpetrators and victims alike that the issue was important enough to warrant such an assignment. Moreover, victims and potential victims were made aware of this special prosecutor and the fact that the prosecutor was accessible to address any issues concerning domestic violence whether the case was ongoing or not. The program had a 75% successful prosecution rate of all domestic violence cases brought

forward. One hundred percent (100%) of domestic violence cases brought forward were vertically prosecuted.

Multijurisdictional Task Forces

Number of Subgrants	24
Number of Sites	24
Byrne JAG Funding Total	\$6,239,709
Local Match Total	\$6,239,709
Program Area Total	\$12,479,418

Multijurisdictional drug task forces have long been the backbone of interdiction efforts in Michigan. Their purpose is to enhance interagency coordination and intelligence, to facilitate multijurisdictional investigations that remove mid and upper-level narcotic offenders and related conspiracies, and to impact and assist in solving regional and local community drug and violent crime-related problems.

In fiscal year 2006, Michigan's Office of Drug Control Policy (ODCP) allocated \$5,789,709 Byrne JAG funds to 23 drug task forces. An additional \$450,000 was allocated for forensic science drug analysis and funding from one of the state police grants was used towards a very successful statewide strategy to reduce methamphetamine abuse. Drug team grant recipients were required to meet a required 50% cash match.

Across all drug teams, the majority of total funding was spent on personnel. In fact, over 93% of total grant expenditures (\$10,744,610 out of \$11,579,418) were spent on either personnel funded directly from the grant awards (e.g. salaried personnel) or personnel contracted for by grant fiduciaries. Overall, a total of 142 personnel positions were grant funded. Of the \$10,744,610 spent on these grant-funded personnel, 50% or \$5,372,305, came from Byrne JAG state funds.

In addition to the 142 grant-funded positions, 207 non-grant funded positions provided additional support to the task forces. Local agencies are currently supporting 67% of the total cost to maintain the task forces.

In fiscal year 2006, Michigan drug teams cleared 1,881 drug-related crimes and were responsible for over 3,833 arrests. A total of 1,700 firearms were seized by the task forces, including 456 handguns; 1,165 long guns; 79 assault rifles; and, 1 "other" gun. Long guns represented 69% of the total firearms seized. With the exception of fiscal year 2004, the number of methamphetamine labs seized by multijurisdictional task forces has increased each year since 1999. In 2006, 108 meth labs were seized, a 59% decrease from the prior year, which may reflect legislative efforts and/or the level of awareness and enforcement. However, the number still demonstrates the pervasiveness of the meth problem in Michigan. Notably, in 2006, 4,267 grams of meth were seized which represents a 36% reduction from 2005. In 2006, 44,094 grams of cocaine and 10,177 grams of crack were seized by multijurisdictional task forces. Additionally, 18,235 pounds of marijuana and 24,164 marijuana plants were seized and destroyed during 2006.

Western Wayne Narcotics (W.W.N.)

W.W.N. is a multijurisdictional cooperative effort that effectively facilitates a concentrated and coordinated drug and violent crime enforcement response throughout the assigned region. The team uses a multi-tiered problem solving response by targeting both supply and demand in a continuation effort to disrupt existing drug networks in neighborhoods throughout the region. The team's newly created Community Response Team (CRT) has expanded responsibilities and provided a low cost problem solving method for communities that are experiencing higher rates of crime. The CRT will respond to any participating agencies request for investigative assistance. Homicides, drive-by shootings, gang related activity, major neighborhood nuisance abatement/quality of life issues can be forwarded to the team for assistance. The CRT combines resources with the local investigators. The team's permanently assigned drug enforcement agent, and an investigator from the Detroit Police Department has increased their abilities to disrupt and dismantle criminal organizations by utilizing the Federal Racketeer Influenced and Corrupt Organizations statute and the state's Continuing Criminal Enterprise statute.

W.W.N. recognizes the important role played by multijurisdictional concepts in providing strategic, regional intelligence information to agencies dedicated to homeland security. Grassroots information is often critical to a timely, informed response to issues of national security. Informant information is used to identify funding sources for organizations that may prove to have global or domestic terrorist ties or agendas. W.W.N. routinely forwards its intelligence information to state and federal databases and follows up with investigative contact, as appropriate.

The team also works closely with treatment providers, schools, community-based organizations and other sources to support community-wide prevention efforts.

Drug Courts

Number of Subgrants	32
Number of Sites	32
Byrne JAG Funding Total	\$2,938,727
Local Match Total	\$3,061,657
Program Area Total	\$6,000,384

The Drug Treatment Courts Program Area involves a comprehensive, integrated, and systematic approach to dealing with a broad range of drug abuse problems among adult and juvenile offenders. Drug treatment courts represent an enhancement of community supervision by closely supervising drug offenders, placing and retaining drug offenders in treatment programs, and providing treatment and related services to offenders who have not received such services in the past. The benefits of drug treatment courts include potential cost savings, and substantially reducing drug use and recidivism among this group of offenders.

In fiscal year 2006, 32 subgrants were awarded to 32 program sites, with a total of \$2,938,727 awarded from Byrne JAG funds. These funds along with local match funds provided support to

seven juvenile drug courts, six adult district courts, eight DUI courts and 11 priority population circuit courts for prison bound offenders.

Over the course of the fiscal year, these 32 drug courts provided treatment services to 4,587 drug court participants. Specifically, services were provided to 281 juveniles, 1,484 adults in district courts, 958 DUI offenders and 1,864 clients in the priority population courts throughout the state³.

Of these 4,587 participants, there were 986 total graduates including 66 juvenile graduates, 433 adult district graduates, 178 DUI court graduates, and 297 priority population drug court graduates. Also, of the 4,587 total participants there were 725 terminations. Specifically, 88 juveniles, 159 adult district, 137 DUI, and 341 priority population drug court participants were terminated across the different types of drug courts.

55th District Court, Drug Treatment Court Program

The 55th District Drug Court program, in its third year of funding, targets repeat drunk drivers. This is a four-phased program that includes intensive substance abuse treatment, random drug testing, frequent review hearings and other critical services. Through an agreement with the prosecutor's office and the circuit court bench, the program began accepting felony OUIL3 drunk drivers. The district court judge is able to preside as a circuit judge in such cases. Those that plea to felony drunk driving charges have a choice to enter the drug court program or to be bound over to circuit court and managed by the Michigan Department of Corrections. For felony offenders who opt to enter the drug court and complete it successfully, their charges are reduced to a misdemeanor. For such offenders who are non compliant and subsequently fail the program, the case is remanded to the circuit court for processing. During fiscal year 2006, 84 participants were enrolled and there were 32 successful completions.

³ Priority population courts not only received support through Byrne JAG funding, but also through the State Court Administrative Office.