State of Michigan

Byrne Justice Assistance Grant

FY 2012
Application

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Introduction

Byrne JAG funds augment linkages occurring at the local level between criminal justice and human services agencies, including but not limited to, substance abuse, public health, and education.

The Michigan State Police (MSP) is the State Administrative Agency (SAA) in Michigan for Byrne JAG funds. Within MSP, the Grants Management Section administers the Byrne JAG funds. The section consists of a manager, two grant advisors, a student and a secretary who are responsible for the management of Byrne JAG funding, the coordination of Byrne JAG with the American Recovery and Reinvestment Act of 2009 funds, and the Residential Substance Abuse Treatment for State Prisoners grant funds, as well as the regular justice appropriations. A financial analyst supports the financial activities of the MSP, Grants Management Section.

The Director of MSP, who is also the SAA Director, ultimately oversees the Byrne JAG funding as well as the Emergency Management and Homeland Security Division, Office of Highway Safety Planning, and the statewide Criminal Justice Information Sharing initiative, in addition to the Science, Technology and Training Bureau and Field Services Bureaus. MSP has maintained partnerships with other state agencies including the Governor's Office, Department of Corrections, Human Services (including Juvenile Justice) and Community Health. The MSP Director is in a unique position to be a facilitator and convener of stakeholders from every aspect of the criminal justice system.

With this Byrne JAG funding, Michigan intends to assist both state and local government with funding for projects that will assist with the Governor's Smart Justice initiative and provide needed assistance in areas which can offer outcomes most consistent with the goals of Byrne JAG. More specific goals for each of these funding areas are included with the program area write-ups below.

The MSP (and SAA), under the leadership of its Director, is working to institutionalize a strategic and evidence-based approach to law enforcement and criminal justice through progressive efforts. While the process will be to incorporate other criminal justice partners and issues, we will begin with the law enforcement community and the multijurisdictional drug task forces that have been funded for many years in Michigan with Byrne JAG. It is time to take a closer look at the funding and to determine how to incorporate best practices and to weave all the criminal justice funding streams together in a more effective manner to achieve the Governor's Smart Justice goals.

As the state of Michigan works toward economic recovery, Governor Snyder recognizes that a critical step towards reinventing Michigan is making public safety in our communities a priority and thus, ensuring jobs and opportunities. Through the MSP 2010 COPS Hiring Grant, 21 community service troopers (CSTs) have been deployed throughout the state. Specifically, as part of the Governor's Secure Cities Partnership Initiative, CSTs are now actively engaged in the four most violent cities in Michigan. FY

2012 Byrne JAG funds are also being utilized to support crime-fighting and community-building efforts in these cities.

Governor Snyder has a vision for Michigan which includes increased operational effectiveness and a reduction in overall operating costs. To this end, Governor Snyder has also required each state department to embrace performance metrics and to regularly report those findings to the public. All of this will be beneficial as we embark on our strategic planning process.

STRATEGIC PLANNING/COORDINATION EFFORTS IN WHICH THE SAA PARTICIPATES

The Governor's 2009 Executive Order which moved the SAA to MSP has assisted in the strategic planning process, as MSP is more involved in helping to determine priorities for statewide public safety and criminal justice. MSP was also fortunate enough to receive a 2011 Smart Policing Initiative grant from the Bureau of Justice Assistance, which has helped to shift the focus to more evidence based policing. The SAA is also part of the Michigan Association of Drug Court Professionals Executive Board, and continues to work on bringing Data-Driven Approaches to Crime and Traffic Safety to Michigan in cooperation with the Michigan Office of Highway Safety Planning. Members of MSP are involved in many different strategic planning and coordination efforts and during the strategic planning process, it is our intent to identify these efforts and involve them where applicable.

PERFORMANCE MEASUREMENT DATA

The SAA requires each subrecipient of Byrne JAG funds to complete a quarterly report on the Performance Measurement Tool (PMT) website, which is then compiled when the SAA submits the aggregated state quarterly PMT report to the Bureau of Justice Assistance. In addition, all funded program areas are required to also submit an MSP-developed quarterly progress report that collects more detailed information on task force and related prosecutor activities.

MICHIGAN STRATEGIES

A. Multijurisdictional Drug Team Strategy

Multijurisdictional task forces integrate federal, state, county and local law enforcement agencies and prosecutors for the purpose of enhancing interagency coordination and intelligence; to facilitate multijurisdictional investigations to 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.

Michigan will incorporate evidence based practices, consolidated data sharing and crime analysis into the task force funding criteria for funding in state FY 13. Task forces must develop tactics and strategies that are effective, efficient and economical. Results must demonstrate reduced crime and higher case closure rates. Goals, objectives and performance measures must include defined target areas with quantitative measures and are submitted with their application. Michigan has embarked on reviewing each initiative for evidence based programming and incorporating proven practices into existing programs.

B. Priority Population Drug Courts Strategy

Problem-solving courts first emerged in the 1990's to target offenders with specific issues that could not or were not adequately addressed in traditional courts. Problem-solving courts were developed as an innovative response to deal with offenders' problems, including drug abuse, mental illness and domestic violence. The most widely implemented problem-solving court in Michigan was the drug treatment court. Drug treatment courts were shown to be one of the most effective ways to break the cycle of drug use and criminality in engaging high need substance-abusing offenders in drug court programs. Michigan implemented legislation (PA 224 of 2004), which took effect January 1, 2005. This legislation outlines standards for new and existing drug courts. The legislation also addresses admission criteria, participant requirements and data collection requirements. In order to better collect consistent statistical drug court data, the former Office of Drug Control Policy partnered with the State Court Administrative Office (SCAO) to develop a web-based database in which all Michigan drug courts can access and report their data at no cost. This database has become fully implemented and individual drug courts are currently entering data into the system.

The SAA has worked closely with SCAO, Michigan Department of Corrections, the Office of Highway Safety Planning, the Michigan Department of Human Services, the Michigan Department of Community Health, the Michigan Association of Drug Court Professionals and individual courts to expand drug court capacity and efficacy within Michigan.

Currently, there are 96 operational drug courts statewide. The state of Michigan continues to place a priority on felony offenders who are otherwise prison bound, and these are the courts that are currently being funded with Byrne JAG. It is expected that 17 felony specialty courts (priority population drug courts) targeting prison-bound offenders will be funded in the upcoming year.

C. Juvenile-Focused Community Policing/Community Prosecution

Comprehensive intervention programs are needed to address the significant problems associated with the development of criminal careers among juveniles. Members of law enforcement agencies that work directly with the public are in a unique position to intervene so that those who are at risk, or who are already offending, are helped earlier in life. In order to ensure effective interventions, it is necessary for law enforcement to develop programs that are an enhancement to

youths' normal, routine activities and are based on sound scientific studies and best practice.

The Juvenile-Focused Community Policing/Community Prosecution program area is designed to foster proactive, problem-oriented interventions to combat juvenile delinquency through youth-focused crime and drug prevention programs and activities.

D. Data Driven Approaches to Crime and Traffic Safety (DDACTS)

DDACTS integrates location-based crime and traffic crash data to establish effective and efficient methods for deploying law enforcement and other resources. Using geo-mapping to identify areas through temporal and spatial analysis that have high incidences of crime and crashes, DDACTS employs targeted traffic enforcement strategies. By saturating locations of high crime and crash incidences rates with highly visible traffic enforcement, DDACTS communities play a simultaneous dual role: fighting crime and reducing traffic crashes and traffic violations. Drawing on the deterrent value of highly visible law enforcement presence, through increased patrol and the knowledge that crimes often involve the use of motor vehicles, the goal of DDACTS is to reduce the incidence of crime, crashes and traffic violations in Michigan communities.

The model's focus on collaboration with law enforcement, community members and organizations reinforce the crucial role that partnerships play in reducing social harm and improving quality of life. Building on this collaboration, DDACTS positions traffic enforcement as a logical rationale for a highly visible law enforcement presence in a community.

E. High Crime Cities Prosecution Efforts

To assist Michigan's four most violent cities, it has been determined that prosecutorial efforts in these jurisdictions must be supported. Prosecution plays a vital role in community restoration. Increased police resources must be supported with increased prosecution services. Business and community partnerships require the assistance of the prosecutor's office for long term problem solving initiatives. Statewide, programs and partnerships have been initiated through multiagency strategies trying to identify, isolate, and reduce the crime causative factors in these communities. This program area will require the identification of specific problems within the prosecution arena that are impeding the reduction of the violent crime rate within the jurisdiction.

PROGRAM SOLICITATION OPPORTUNITIES

For each of the following program areas, the funding will be based on a competitive application process, while ensuring that the 56.73 percent local pass-through requirement is met:

1. **Multijurisdictional Task Forces**
   - **Description of Program:**

     Multijurisdictional task forces integrate federal, state, county, and local law enforcement agencies and prosecutors for the purpose of enhancing interagency coordination and intelligence; to facilitate multijurisdictional investigations to 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. Each task force board of directors will structure and coordinate multijurisdictional activities, resources and functions of law enforcement and prosecution in accordance with purpose area goals and objectives. Drug supply sources and drug types identified in the application problem statement must be included in the program goals, objectives and performance measures. Team activities should include all criminal activities within defined high crime areas, not limited to, but including arrests for parole, probation violations and outstanding felony warrants, with priority given to violent offenders.

   - **Goals:**

     a) The removal of multijurisdictional narcotic offenders and conspiracies in the regional area.
     b) The reduction and solving of criminal activity. Emphasis is on violent crime, drug-related criminal activity and repetitive offenders.
     c) Work with citizen groups, schools, community, and substance abuse prevention and treatment agencies to reduce crime and improve quality of life.
     d) Consolidated information sharing.

   - **List of performance measures that will be collected related to this program:**

     a) Community collaborations established.
     b) Locally identified problem-solving initiatives.
     c) Partnership efforts with other criminal justice personnel.
     d) Crime rate and drug-related crime reduction.
     e) Data driven target areas (Hot Spots).
     f) Number of indictments of targeted Class I-III drug offenders.
     g) Identified, disrupted and dismantled criminal enterprises.
     h) Number, type and value of assets seized.
     i) Cost comparison for street drugs.
     j) Number of weapons seized.

k) Number of joint federal cases initiated and indictments.
l) Number of Part I and Part II crime arrests and case clearances.
m) Number of probation and parole violation arrests.
n) Number of fugitives located and arrested.
o) Number of health professional prescription drug cases initiated and cleared.
p) Number of federal and state gang investigations, indictments and successful prosecutions.
q) Quantities of targeted drugs seized.
r) Number of methamphetamine labs dismantled, arrests and quantities seized.
s) Number of children rescued from drug houses and methamphetamine production sites.
t) Community satisfaction surveys.

2. Priority Population Drug Courts

- **Description of Program:**

  Drug treatment courts offer an integrated, systematic approach to dealing with a broad range of drug-using offenders including juveniles and adults. Drug treatment courts represent an enhancement of community corrections by closely supervising drug offenders in the community, 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 generating cost savings when offenders' reliance on the service delivery system is ultimately or eventually reduced (especially when drug courts reduce reliance on jails and prisons). Drug courts have been found to substantially reduce drug use and recidivism while offenders are in the program. Funded drug courts will be those serving high-risk felony offenders otherwise bound for prison.

- **Goals:**

  a) To offer a systems approach that assists communities in responding to criminal justice issues unique to their jurisdiction.
  b) To hold offenders accountable.
  c) To reduce recidivism of offenders.

- **List of performance measures that will be collected related to this program:**

  a) Number of clients screened and accepted into drug courts.
  b) Program activities and treatment services provided.
  c) In-program violations resulting in sanctions.
  d) Number of arrests, detention and jail stays during program participation.
  e) Program completion rates.
  f) Post-program performance (e.g., arrests, drug use, etc.) of program graduates.

3. **Juvenile-Focused Community Policing/Community Prosecution**

- **Description of Program:**

  Evidence-based strategies, led by law enforcement agencies, are utilized to address and prevent juvenile delinquency. These interventions include youth mentoring and community service activities, evidence based drug/violence prevention programs, youth academies, and events that facilitate parent and community engagement. Strategies should be comprehensive and may also involve services for parents or other caregivers as well. Partnerships are a key component, and utilizing combined resources and information sharing networks ensures a higher likelihood of success. A well-developed collaborative effort between agencies in local communities prevents the duplication of services, providing time and cost savings, as well as ensuring that the at-risk youth are being identified and served.

- **Goal:**

  a) Decrease youth delinquency by increasing positive interactions with law enforcement and local community organizations.

- **List of performance measures that will be collected related to this program:**

  a) Statistics on the number of violations, apprehensions, prosecution and adjudications of program participants during the program and after program completion. Pre- and post-test comparisons of school attendance, substance use, parental interaction, and other attitudinal measures of program participants. Documentation on the number of individuals assigned to specific juvenile intervention programs and the number of contacts made with the program participants during the intervention period.
  b) Hours spent in trainings, number of law enforcement members trained, number of students enrolled in programs, feedback surveys, and pre/post tests.
  c) Analysis of contents of memorandums of agreement and other partnership agreements. Statistics on the amount of time each agency spends on the provision of juvenile intervention programming and the number of agency personnel attending local task force meetings.

4. **Data Driven Approaches to Crime and Traffic Safety (DDACTS)**

- **Description of Program:**

DDACTS integrates location-based crime and traffic crash data to establish effective and efficient methods for deploying law enforcement and other resources. Using geo-mapping to identify areas through temporal and spatial analysis that have high incidences of crime and crashes, DDACTS employs targeted traffic enforcement strategies. By saturating locations of high crime and

crash incidences rates with highly visible traffic enforcement, DDACTS communities play a simultaneous dual role: fighting crime and reducing traffic crashes and traffic violations. Drawing on the deterrent value of highly visible law enforcement presence through increased patrol and the knowledge that crimes often involve the use of motor vehicles, the goal of DDACTS is to reduce the incidence of crime, crashes and traffic violations in Michigan communities.

Applicants must demonstrate the ability to implement or have in place the following seven guiding principals:

1. **Partners and Stakeholder Participation –** Partnerships amongst law enforcement agencies and local stakeholders.

2. **Data Collection –** Place-based, current crime, crash and traffic-related data, coded for type of incident, time of day and day of week. The collection of crime data may include Part I and Part II crimes. Additional data may include citizen complaints, field interviews, dangerous driving behaviors, and other non-traditional data such as input from the officers in the field, the location of parolees and probationers, individuals with suspended or revoked licenses and wanted persons.

3. **Data Analysis –** The creation of integrated maps that overlay high rates of crime, crash, and traffic-related data to identify problem locations or "Hot Spots." Data evaluation techniques that can distinguish causation factors for each type of data.

4. **Strategic Operations –** The ability to realign workflow and operational assignments to focus enforcement efforts to coincide with days of week and times of day that crime and crashes are highest (as determined through data analysis) for increased efficiency.

5. **Information Sharing and Outreach –** The ability to share results, promote community participation and document accomplishments. Regularly generated progress reports that give management the documentation needed to keep officers informed, hold meetings with community members and report to government administrators and elected officials. Documentation of information sharing with the media outlets.

6. **Monitoring, Evaluation and Adjustments –** Data collection and analysis procedures for monitoring, evaluating and adjusting field and internal operations. Monitoring procedures must also provide an opportunity to regularly assess crime and crash reduction, cost savings and other outcome measures that define success.

7. **Outcomes –** Goals and objectives that emerge during problem area identification and strategic plan preparation must be developed into outcome measures. Measurements must be able to assess effectiveness relating to

reductions in: crime, crashes, traffic violations, cost savings, the use of specific interventions, and personnel deployment.

- **Goals:**

  a) Create a data collection plan and identify data sources.
  b) Identify potential partners and stakeholders.
  c) Develop an operational plan.
  d) Implement the plan.

- **List of performance measures that will be collected related to this program:**

  a) Pre- and post-measures of crime and crashes in the targeted communities. Crime and crash reduction over a sustained period.
  b) Measurable and specific objectives for each partner and stakeholder
  c) Reduced conflict and change objectives. Increased participation by sworn and civilian personnel.
  d) Department and community acceptance of a new police initiative to reduce crime and traffic accidents.

5. High Crime Cities Prosecution Efforts (Restricted)

- **Description of Program:**

Michigan currently has four (Flint, Saginaw, Pontiac, and Detroit) of the top 10 most violent cities in the United States according to the latest FBI National Crime Report. Programs and partnerships have been initiated through multiagency strategies trying to identify, isolate, and reduce the crime causative factors in these communities. This program area is designed to provide support to Prosecuting Attorneys in these four cities to deal with violent crimes and gun-related crimes. Prosecution plays a vital role in community restoration. Increased police resources must be supported by increased prosecution services. Business and community partnerships require the assistance of the prosecutor's office for long term problem solving initiatives. Applicants must identify and support with data specific problems that are impeding efforts to reduce the violent crime rate within their jurisdiction.

- **Goals:**

  a) Implement Problem Solving Initiatives.
  b) Effective Case Administration.
  c) Interagency Partnerships.

- **List of performance measures that will be collected related to this program:**

  a) Number of target offense arrests.
  b) Number of nuisance abatements resolved.
  c) Parole and probation violations.

d) Number of vertical prosecutions.
e) Crime reductions.
f) Percent of cases in which data about a defendant, defendant's associations, or offense location was used to develop a prosecution strategy.
g) Percent of cases prosecuted by a single attorney.
h) Average number of meetings with external agencies.
i) Number of initiatives in defined "Hot Spots".
j) Number of cases involving external agencies.