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**Introduction**

Admitted to the Union in 1837, the state of Michigan has a total land area of 56,538 square miles and is bordered by four of the five Great Lakes. Michigan is comprised of 83 counties and over 500 incorporated towns, villages, and cities. With the largest land area of any state east of the Mississippi River, Michigan's land varies from sparsely populated rural areas in the Upper Peninsula to very densely populated urban areas, such as the cities of Detroit and Grand Rapids, in the Lower Peninsula. In 2014, Michigan's population was estimated at 9,909,877, making it the tenth most populous state, but with a growth rate of 0.3 percent which ranks 46th in the nation according to the United States Census Bureau.

All types of crime (except for murder and rape) decreased between 2012 and 2013 in Michigan, according to the Uniform Crime Report (UCR). Some urban centers in Michigan, specifically Detroit, Flint, and Saginaw, have now become notorious for poverty, gang activity, violent crime, soaring unemployment rates, and an overwhelming sense of despair. According to the Federal Bureau of Investigation, in 2014, Detroit (2,110), Saginaw (2,002), and Flint (1,936) led the nation in violent crimes per 100,000 residents (UCR, 2013).

In response to the unprecedented level of violence in Saginaw, Detroit, Flint, and Pontiac, in March 2012, Michigan's Governor, Rick Snyder, started the Secure Cities Partnership (SCP), aimed at reducing the violent crime in these four cities through a blend of prevention, enforcement, prosecution, and community engagement. The Michigan State Police (MSP), with the assistance of a 2011 U.S. Department of Justice Smart Policing Initiative grant designed to create a cultural change in the department towards more evidence-based policing strategies, has targeted specific neighborhoods in the SCP cities to deploy directed-trooper patrols.

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The MSP has also employed the use of Data-Driven Approaches to Crime and Traffic Safety (DDACTS) to develop previously unavailable crime mapping in the SCP cities. The directed-trooper patrols have been enhanced in Detroit, Flint, and Saginaw with the creation of combined major case detective bureaus to investigate violent crimes, as well as the addition of crime analyst positions to provide criminal intelligence support to troopers and detectives. In addition, the MSP has also assigned community service troopers (CSTs), originally funded by a 2010 Community Oriented Policing Services grant, to each SCP city. These CSTs work daily with local police departments, schools, and community groups to promote safe neighborhoods, and mentor youth/provide a variety of community-based training, with a goal of reducing the level of violence that plagues each SCP city.

The effects of these efforts are starting to show, but there remains substantial room for improvement. For example, criminal homicides in Detroit decreased by 15 percent in 2013 compared to 2012 (Damron, 2014). While this decrease is certainly noteworthy and a significant accomplishment, the homicide problem in Detroit, a city of just over 700,000 residents, persists. “Detroit still recorded as many homicides in 2013 as New York City, which has more than 8.4 million residents” (Damron, 2014). Flint experienced decreases across all major UCR categories in 2013 but the city’s homicide rate was still over 50 per 100,000 residents (Damron, 2014). In Saginaw, while the overall violent crime was down 16 percent, according to statistics from the MSP, Criminal Justice Information Center, homicides were up 16 percent.

The MSP is the State Administrative Agency (SAA) in Michigan for the Byrne Justice Assistance Grant (Byrne JAG) funds. Byrne JAG funds augment linkages occurring at the local level between criminal justice and human services agencies, including, but not limited to,

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substance abuse, public health, and education. With fiscal year (FY) 2015 Byrne JAG funding, Michigan will assist both state and local governments in funding projects to support not only the Governor's SCP, but other criminal justice initiatives as well.

Within the MSP, the Byrne JAG Section of the Grants and Community Services Division administers these funds. The section consists of two grant advisors who are responsible for the management of Byrne JAG funding and the Residential Substance Abuse Treatment for State Prisoners Grant, as well as regular justice appropriations. A financial analyst, manager, division director, administrative assistant, and department technician also support the activities of the Byrne JAG Section.

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 department within the state of Michigan to embrace performance metrics and to regularly report those findings to the public.

**A. Strategic Planning Process**

In the fall of 2013, Michigan's SAA held a stakeholders' meeting to develop a strategic plan for 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 who participated in the meeting and assisted with prioritizing future program areas:

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- Governor's Office
- MSP
- Michigan Association of Chiefs of Police
- Michigan Sheriff's Association
- Prosecuting Attorneys Coordinating Council/ Prosecuting Attorneys Association of Michigan
- State Court Administrative Office (SCAO)
- Michigan Department of Corrections (MDOC)
- State Appellate Defender 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. DDACTS
2. Multijurisdictional Task Forces (MJTF)
3. Technology updates for record sharing (police/prosecutors/courts)
4. Drug Treatment Courts
5. Additional officers on the Absconder Recovery Unit/MDOC Team
6. Multi-agency Investigative Units
7. Sentencing Advocacy for Criminal Defense

*NOTE: Scoring was completed by the Michigan Justice Statistics Center, School of Criminal Justice, Michigan State University, which is the Statistical Analysis Center for Michigan.*

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From these program areas, the SAA identified five goals which, along with input from the Governor's Office, will become the basis for directing Michigan's Byrne JAG funds through FY 2017. It must be noted that annual award amounts from the Department of Justice will determine the number of program areas funded each year, as well as funding levels for each program area. Funding is needed for law enforcement equipment, evidence-based programs for juveniles, prosecutors for teams in high-crime cities, indigent defense, police community relations, and improved mental health services. 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. Some program areas listed in this strategic plan may not be funded during every grant cycle (year) and, depending on emerging priority needs, future funding may include program areas not listed in this plan. Also included in this plan is a goal to, "Annually identify and pursue funding, as needed, to address emerging public safety issues." Again, this goal is intended to help combat developing criminal justice issues and unforeseen problems in the coming years.

**B. Strategic Planning/Coordination Efforts with Other Criminal Justice/Juvenile Justice Agencies**

The Director of the MSP, who is also the SAA Director, ultimately oversees Byrne JAG funding, as well as all other MSP functions. The Director is in a unique position to be a facilitator and convener of stakeholders from every aspect of the criminal justice system. The MSP maintains partnerships with other agencies including the Governor's Office, Michigan Association of Treatment Court Professionals (MATCP), MDOC, the Michigan Department of Education (MDE), and Michigan Department of Human and Health Services (MDHHS), which includes Juvenile Justice. One example of these partnerships is the school security partnership

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between the MSP, MDE, and MDHHS. This collaborative body was formed to reduce school violence and provide emergency preparedness training to local school districts.

**C. Strategy/Funding Priorities, Subgrant Award Process, Timeline, and Program Descriptions**

The Michigan Byrne JAG is administered by the MSP, Grants and Community Services Division (GCSD). The GCSD utilizes the Michigan Automated Grant Information Connection Plus (MAGIC+) grants system to award and manage subgrants. MAGIC+ uses web-based software which allows applicants to access the system on any device that is connected to the Internet and has the proper technology/security requirements.

**Timeline:**

State Administrative Agency activities:

June 29 - July 31, 2015: Solicit subgrant applications in MAGIC+.

August 1 - September 30, 2015: Application review process. Send award/denial letters to applicants.

October 1, 2015: Program implementation begins.

October 1, 2015 - September 30, 2016: Conduct subrecipient site visits.

State and subrecipient reporting:

State Financial Status Reports		State/Subrecipient Performance Management Tool (PMT), State Grants Management System (GMS) Financial Report, and Quarterly Program Report (QPR)	
Report Period	Due Date	Report Period	Due Date
10/1/15-10/31/15	11/30/15	10/1/15-12/31/15	1/20/16
11/1/15-11/30/15	12/30/15	1/1/16-3/31/16	4/20/16
12/1/15-12/31/15	1/30/16	4/1/16-6/30/16	7/20/16
1/1/16-1/31/16	2/28/16	7/1/16-9/30/16	10/20/16
2/1/16-2/28/16	3/30/16	Subrecipient Program Income Report (For those agencies reporting income only)	
3/1/16-3/31/16	4/30/16		
4/1/16-4/30/16	5/30/16		
5/1/16-5/31/16	6/30/16	10/1/15-12/31/15	1/20/16
6/1/16-6/30/16	7/30/16	1/1/16-3/31/16	4/20/16
7/1/16-7/31/16	8/30/16	4/1/16-6/30/16	7/20/16
8/1/16-8/31/16	9/30/16	7/1/16-9/30/16	10/20/16
9/1/16-9/30/16	10/30/16		

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For each of the program areas listed below, the funding will be based on a competitive application process while ensuring that the 61.7 percent local pass-through requirement is met.

**1. Multijurisdictional Task Forces Program Area**

MJTFs are vital elements in the statewide effort to combine all available resources to reduce crime. The major emphasis for MJTFs is the investigation of illegal substance abuse and associated criminal activity. Eligible applicants must have state and local law enforcement participation and a commitment from federal sources for joint criminal investigations. MJTFs must also have a board of directors that includes all participating agencies. At least one of the board members must also be a participating member of a community coalition designed to bring all available resources together for crime-solving initiatives. Because most law enforcement authority is limited to specific jurisdictions, but criminal activity is not, it is possible for large criminal enterprises to commit crimes beyond the scope of authority of a particular law enforcement agency. Addressing this problem requires cooperation among local, state, and federal law enforcement agencies, prosecutors, courts, corrections, service agencies, and the community. MJTFs combine the talents and resources of a variety of organizations to eliminate jurisdictional and procedural barriers and enhance problem-solving initiatives.

MJTFs have been funded with Byrne JAG grant funds for over two decades. There are 22 task forces receiving partial funding (approximately seven percent of the total cost for those task forces), with additional projects for methamphetamine investigation coordination and forensic drug scientists. Effectiveness measures have been developed for the task forces to determine impact on regional crime and drug activity and have been implemented through the quarterly program reporting process. These reports are being utilized to assess project activities,

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outputs, outcomes, and impact. An evaluation system for law enforcement must be based on the authority of their position and role within the structure of government, as law enforcement remains the only agency given 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 that need to be prioritized at the state level. Priorities for targeted drugs and offenders who distribute them are based on drugs causing death or serious injury, affecting community safety, availability, and economic costs. Information on arrests will be collected by each MJTF. Arrest data will include the level of arrest for each drug offense, as well as the type of drug for each arrest. MJTFs will also report their total operating budget and the number of sworn law enforcement personnel assigned to the team.

Arrest counts for each team and for overall state arrests will be weighted by the level of the drug trafficker arrested and points will be allocated based on the level of arrests. The points will then be totaled for each team and for overall state arrests. The remaining steps in the evaluation process will utilize this weighted arrest score, and statewide weighted scores will be totaled. Statewide year-to-year improvement will be determined by dividing the weighted and adjusted statewide arrest score from the current year, by the same number from the prior year. This will produce an annual percentage change value.

MJTF Goals:

- a) Reduce deaths and serious injury from drug overdoses.
- b) Reduce economic costs and threats to community safety caused by drug trafficking.
- c) Removal of multijurisdictional narcotic offenders and conspiracies in the regional area.

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- d) Reduction and solving of criminal activity, with emphasis on violent crime, drug-related criminal activity, and repeat offenders.
- e) Coordinate with citizen groups, schools, local community, and substance abuse prevention/treatment agencies to reduce crime and improve quality of life.
- f) Consolidate information sharing between criminal justice agencies, prevention and treatment providers, and community coalitions.

MJTF Performance Measures:

- a) Community collaborations established.
- b) Crime rate and drug-related crime reduction.
- c) Data-driven target areas (“hot spots”).
- d) Number of indictments of targeted Class I-III drug offenders.
- e) Identified, disrupted, and dismantled criminal enterprises.
- f) Number, type, and value of assets seized.
- g) Cost comparison for street drugs.
- h) Number of weapons seized.
- i) Number of joint federal cases initiated and indictments.
- j) Number of Part I and Part II crime arrests and case clearances.
- k) Number of probation and parole violation arrests.
- l) Number of fugitives located and arrested.
- m) Number of health professional prescription drug cases initiated and cleared.
- n) Number of federal and state gang investigations, indictments, and successful prosecutions.
- o) Quantities of targeted drugs seized.

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- p) Number of methamphetamine labs dismantled, arrests, and quantities seized.
- q) Number of children rescued from drug houses and methamphetamine production sites.

## **2. Drug Threat Assessment Program Area**

Byrne JAG funding will support three intelligence analysts in the Michigan Intelligence Operations Center (MIOC). These analysts are responsible for collecting information that relates to drug activity, and for researching and evaluating the collected information to determine if the information is credible. The analysts reach out to state and local law enforcement to identify common trends and links between drug manufacture and distribution, as well as to identify criminal organization members and identifiers. They also provide case support to the 22 MJTFs and other agencies. Written products may include reports relating to significant increases or decreases in drug use or distribution, and bulletins identifying concealment methods, manufacture methods, product labeling and Drug Trafficking Organization operation methods. The analysts adhere to the Analytical Standards as provided through the International Association of Law Enforcement Intelligence Analysts, as well as the MIOC Analytical Standards. The MIOC is also coordinating a statewide initiative to identify heroin/opioid suppliers, connect them to each other, and connect them to open cases across the state of Michigan. A third intelligence analyst will be added to this project in FY 2016 to work exclusively with investigative agencies assigned to this initiative. MJTF personnel will submit telephone data downloads, phone tolls, and pen register information (obtained by a search warrant) to the MIOC. Utilizing software technology designed to perform link analysis on this data, the MIOC narcotics analyst assigned to this project will develop a statewide overview of narcotics traffickers, link narcotics traffickers to each other, and identify drug trafficking

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organizations. This data driven analysis will significantly enhance narcotics investigations and interdiction efforts, and assist in developing the Statewide Threat Assessment.

Drug Threat Assessment Goals:

- a) Provide a statewide drug threat assessment for Michigan.
- b) Provide data to support strategic decision making to reduce drug use and related crimes.
- c) Provide research and evaluate drug-related information to determine credibility.
- d) Provide full analytical support to all Byrne JAG-funded MJTFs.
- e) Provide evaluation support for drug enforcement.

Drug Threat Assessment Performance Measures:

- a) The number of drug-related intelligence products disseminated.
- b) The number of requests for service/information completed.
- c) The number of new drug cases generated through the Michigan Automated Prescription System and National Precursor Log Exchange.
- d) Number of drug trafficking organizations identified, disrupted, and dismantled.
- e) The number of warrants obtained due to intelligence enhancements.

### **3. Technology Enhancement Program Area**

Criminal justice technology has dramatically improved the ability of police, prosecutors, courts, and corrections to solve crimes, prosecute criminals, and manage criminal sanctions. Increased demands on resources have created shortfalls for agencies to obtain, upgrade and/or maintain the technology needed for effective, efficient, and equitable improvement. Failure to implement the use of technology has decreased community and criminal justice security and added to increased costs for criminal justice.

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Applicants for this program area must demonstrate a capacity and/or plan to assist local communities to improve or maintain local criminal justice efforts to effectively address crime. Projects must demonstrate increased efficiency, safety, and cost effectiveness. Projects involving communities and multiple criminal justice agencies are encouraged and will receive priority.

Technology Enhancement Goal:

- a) Increase safety, productivity, communication, and efficiency for the criminal justice system and the service community.

Technology Enhancement Performance Measures:

- a) Number of community or law enforcement members trained on new technology.
- b) Cost savings.
- c) Increase in safety, productivity, communication and efficiency.

**4. Priority Population Drug Courts Program Area**

Problem-solving courts first emerged in the 1990's as an innovative response to target offenders with specific issues that were not adequately addressed in traditional courts. Problem-solving courts include drug abuse, mental illness, and domestic violence. The most widely implemented problem-solving court in Michigan has been the drug treatment court. Drug courts were shown to be one of the most effective ways to break the cycle of drug use and criminality by engaging high-need substance-abusing offenders in drug court programs. Michigan implemented legislation (P.A. 224 of 2004), outlining standards for new and existing drug courts. The standards also address admission criteria, participant requirements, and data collection needs. In order to better collect consistent statistical drug court data, the former Office

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of Drug Control Policy partnered with the 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 been fully implemented and individual drug courts are entering data into the system. The SAA has worked closely with SCAO, MDOC, Michigan Office of Highway Safety Planning, MDHHS, MATCP, and with individual courts to expand drug court capacity and efficacy within Michigan. Currently, there are 113 operational drug courts statewide. The state of Michigan continues to place a priority on high-risk felony offenders who are otherwise prison bound, and the courts that serve this population are those currently being funded with Byrne JAG.

This program area will continue to support drug courts, offering an integrated systematic approach to dealing with a broad range of drug-using offenders, including juveniles and adults. The benefits of drug courts include a reduction in recidivism and lower overall costs due to reduced reliance on jails and prisons.

Priority Population Drug Court Goals:

- a) Offer a systems approach that assists communities in responding to criminal justice issues unique to their jurisdiction.
- b) Hold offenders accountable.
- c) Reduce recidivism of offenders.

Priority Population Drug Court Performance Measures:

- 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, detentions, and jail stays during program participation.

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- e) Program completion rates.
- f) Post-program performance (e.g., arrests, drug use, etc.) of program graduates.

**5. High-Crime Cities Prosecution Efforts Program Area**

Michigan's secure cities have been hit hard with violent crime rates and gang activity. However, programs and partnerships have been initiated through multiagency strategies 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 cities to deal with violent, gun and gang-related crimes. Prosecution plays a vital role in community restoration and increased law enforcement resources must be supported by increased prosecution services to affect long term problem-solving initiatives.

High-Crime Cities Prosecution Efforts Goals:

- a) Implement problem-solving initiatives.
- b) Effective case administration.
- c) Interagency partnerships.

High-Crime Cities Prosecution Efforts Performance Measures:

- a) Number of target offense arrests.
- b) Number of nuisance abatements resolved.
- c) Parole and probation violations.
- d) Number of vertical prosecutions.
- e) Crime reduction.
- f) Percent of cases in which data about a defendant, defendant's associations, or offense location was used to develop a prosecution strategy.

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- 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.

**6. Juvenile-Focused Community Policing Program Area**

Comprehensive intervention programs are needed to address the significant problems associated with the development of criminal careers among juveniles. Members of law enforcement agencies who 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 and/or engage in 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 program area is designed to foster proactive, problem-oriented interventions to combat juvenile delinquency through youth-focused crime, drug prevention programs and activities. This program area will support evidence-based strategies, led by law enforcement agencies, to address and prevent juvenile delinquency. These interventions may include youth mentoring and community service activities, evidence-based drug/violence prevention programs, youth academies, and events that facilitate parent and community engagement. Strategies may be comprehensive and involve services for parents or other caregivers. The creation of partnerships will be a key component of this program area, as combining resources and sharing information increases the likelihood of success. A well-developed collaborative effort between agencies in local communities prevents the duplication of

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services, provides time/cost savings, and ensures that the at-risk youth are being identified and served.

The MSP conducted a process and outcome evaluation of one of its juvenile programs, the Michigan Youth Leadership Academy, in partnership with Central Michigan University, during the summer of FY 2014. These results were used to modify and enhance the methods to ensure that outcomes are consistent with the program goals.

Juvenile-Focused Community Policing Goals:

- a) Increase positive perceptions of, and interactions with, law enforcement.
- b) Develop participants' leadership skills by increasing knowledge, positive attitudes, and behaviors through teaching and modeling qualities indicative of a leader.
- c) Foster collaboration between local agencies to increase the level of services to youth and their families.
- d) Address and prevent juvenile delinquency, drug use, and criminal behavior.

Juvenile-Focused Community Policing Performance Measures:

- a) Number of students enrolled in programs.
- b) Pre- and post-test comparisons of leadership knowledge, attitudinal, and behavioral measures of program participants.

**7. Police-Community Relations Program Area**

Law enforcement can be most effective in reducing crime when they are proactive, focusing on local problems and conditions. This has become increasingly difficult with a reduction in staff and resources.

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Due to the recent events that have focused national attention and a general decrease in the level of trust for law enforcement throughout the nation, strengthening police-community relations and decreasing unconscious biases should be a priority for law enforcement agencies.

This program area is only open to jurisdictions in Michigan that did not qualify for direct awards from the Department of Justice (the less than \$10k jurisdictions).

This program is designed to provide support to local law enforcement agencies to enhance efforts to effectively and efficiently reduce the incidence of crime and violence in their jurisdiction. This program area provides the resources necessary to develop or improve positive police-community relations, as well as to enhance the overall effectiveness of law enforcement efforts.

Police-Community Relations Goal:

- a) Decrease crime and violence by increasing positive interactions with law enforcement and local community organizations and community members.

Police-Community Relations Performance Measures:

- a) Number of partnership agreements.
- b) Number of meetings held.
- c) Number of attendees.
- d) Number of strategies implemented.
- e) Number of policies and/or procedures implemented.
- f) Types of prevention programs implemented.
- g) Number of employees trained.

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**8. Indigent Defense Program Area**

The vast majority of criminal defendants in the United States are too poor to afford a lawyer, yet adequate funding and resources for defense counsel remains an elusive goal. Funding for trial-level criminal defense in Michigan is provided entirely by counties, each selecting a different method; for appellate-level criminal defense, counties fund 75 percent of defense services, and SADO provides the remaining 25 percent through state funding. The level of financial support varies widely from county to county, and is generally considered inadequate to assure the indigent defendants receive constitutionally effective assistance of counsel. As a result, the delivery of constitutionally-mandated defense services is widely dispersed and disconnected. Local communities bear the costs of error correction when a case must be re-tried due to mistakes in the first proceeding. Most importantly, mistakes can lead to conviction of the wrong person, leaving dangerous perpetrators at large and creating great risk to local communities.

This program area is designed to improve poorly managed resources and case preparation. It has been determined that a majority of cases exonerated or receiving reduced sentencing did not have any investigations at the time of trial. In many of these cases, appellate investigations have led not only to just outcomes, but also the opportunity to find and prosecute the actual perpetrator of the crime. Investigators can provide services to roster attorneys and SADO attorneys for back-up and training purposes.

Indigent Defense Goal:

- a) Improve poorly managed resources and proper case preparation.

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Indigent Defense Performance Measures:

- a) Reduce sentencing errors and unjust convictions.
- b) Increase case preparation for indigent defendants.

**D. Plan for Collecting and Submitting Performance Measurement Data**

The SAA requires each subrecipient of the Byrne JAG funds to complete a QPR on the PMT website, which is then compiled when the SAA submits the aggregated state quarterly PMT report to the Bureau of Justice Assistance. In addition, funded program areas are required to submit a QPR that collects more detailed information on activities and provides information for the state of Michigan metrics submitted to the Governor's Office.

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