

**State of Michigan  
Michigan State Police  
2020 Byrne Justice Assistance Grant (JAG)  
Program Narrative**

**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 in the Lower Peninsula, such as the cities of Detroit and Grand Rapids. In 2020, Michigan's population is estimated at 10,045,029 making it the tenth most populous state, with a growth rate of 0.25 percent. Michigan remains 45th in the nation in terms of population growth.

Several urban centers in Michigan, specifically Detroit and Flint have 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 2018, Detroit (2,008) led the nation in violent crime, Flint (1,818) was fifth, in total violent crime in cities over 50,000 residents (Uniform Crime Report 2018).

The Michigan State Police (MSP) has dedicated resources to Michigan's high crime cities. MSP pairs assets with local law enforcement in not only Detroit, Flint, and Saginaw, but also in the cities of Benton Harbor, Hamtramck, Harper Woods, Highland Park, Inkster, Muskegon Heights, and Lansing.

**A. Description of the Issue**

Since 2012, the MSP has employed the use of Data-Driven Approaches to Crime and Traffic Safety (DDACTS) to develop previously unavailable crime mapping in the SCP cities. Directed trooper patrols in high crime cities, along with combined major case detective bureaus, have assisted with the investigation of violent crimes. The addition of Byrne JAG and the Office of Community Oriented Policing Services (COPS) Anti-Heroin Task Force funded crime analyst positions provides criminal and narcotics intelligence support to troopers and detectives. Furthermore, since 2011, the MSP has assigned community service troopers (CSTs), originally funded by a COPS Hiring grant, to several MSP Posts. The CSTs work daily with local police departments, schools, and community groups to promote safe neighborhoods, mentor youth, provide a variety of community-based training and prevention programs, as well as fostering positive relationships between community members and law enforcement.

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The MSP is the State Administrative Agency (SAA) in Michigan for the Byrne JAG funds. Within the MSP, the Grants and Community Services Division (GCSD) administers the grant funding on behalf of the state of Michigan. 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. With federal fiscal year (FY) 2020 Byrne JAG funding, Michigan will assist both state and local governments in funding projects to support important criminal justice initiatives.

To effectively administer the Byrne JAG funding, the GCSD utilizes the Michigan Automated Grant Information Connection Plus (MAGIC+) grants system to accept and review applications, then award and manage sub-grants. 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 security requirements.

#### [Timeline](#)

##### SAA Activities

- June 2020-July 2020: Solicit sub-grant applications in MAGIC+.
- August 2020-September 2020: Application review process.
- September 2020: Send award/denial letters to applicants.
- October 01, 2020: Program implementation begins.
- October 01, 2020-September 30, 2021: Sub-grant management; conduct sub-recipient site visits.

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State and Sub-Recipient Reporting

State Financial Status Reports		State/Sub-recipient 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 - 10/31	11/30	10/1 - 12/31	1/20
11/1 - 11/30	12/30	1/1 - 3/31	4/20
12/1 - 12/31	1/30	4/1 - 6/30	7/20
1/1 - 1/31	2/28	7/1 - 9/30	10/20
2/1 - 2/28	3/30		
3/1 - 3/31	4/30		
4/1 - 4/30	5/30		
5/1 - 5/31	6/30	Sub-recipient Program Income Report (For those agencies reporting income only)	
6/1 - 6/30	7/30	10/1 - 12/31	1/20
7/1 - 7/31	8/30	1/1 - 3/31	4/20
8/1 - 8/31	9/30	4/1 - 6/30	7/20
9/1 - 9/30	10/30	7/1 - 9/30	10/20

For each program area listed below, the funding will be based on a competitive application process while ensuring the 55.9 percent local pass-through requirement is met.

**1. Multijurisdictional Task Forces (MJTF) Program Area**

The MJTFs are vital elements in the statewide effort to combine all available resources to reduce crime. The major emphasis for the MJTFs is investigation of illegal substance abuse and associated criminal activity. Eligible applicants must have participation from multiple law enforcement agencies and a commitment from federal sources for joint criminal investigations. The 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.

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The MJTFs have been funded with Byrne JAG grant funds for over two decades. There are 23 task forces receiving partial funding (approximately eight percent of the total cost for those task forces), with additional projects for intelligence operations center employees and forensic drug scientists. Effective measures have been developed for the task forces to determine impact on regional crime and drug activity and the measures have been implemented through the quarterly program reporting process. These reports are utilized to assess project activities, 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.

The 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, 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. Since FY14, Michigan has used a custom tiered scoring system in which arrest data includes the level of arrest for each drug offense, as well as the type and quantity of drug for each arrest are scored. The MJTFs also report their total operating budget, the number of sworn law enforcement personnel assigned to the team, population served, joint investigation data, case and warrant statistics, criminal activities, community outreach, and crime prevention initiatives.

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

Annual reports have been completed since 2016 by the School of Criminal Justice at Michigan State University, through the Michigan Justice Statistics Center, which serves as the Statistical Analysis Center for the state of Michigan. Collectively across all teams, the total arrest score increased by 907 points, or

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2.2 percent, from FY14 to FY19. This data shows a clear trend toward prioritizing more harmful drugs and arrests involving larger amounts of these harm-producing drugs. Overall, the results suggest the MJTFs have responded to the strategic plan by increasing their efforts on offenders and drugs most harmful to Michigan's communities and citizens.

**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.
- d) Reduce and solve criminal activity, with an 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 Tier I-IV 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.
- 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 continue to support three intelligence analysts in the Michigan Intelligence Operations Center (MIOC) due to the workload and important assistance they provide to the MJTFs. These analysts are responsible for collecting information related 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, as well as to identify criminal organization members and identifiers. They also provide case support to other law enforcement

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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 (DTO) 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, link them to each other and associate them to open cases across the state of Michigan. MJTF personnel submit telephone data downloads, phone tolls, and pen register information (obtained by search warrant) to the MIOC. Similarly, by utilizing software technology designed to perform link analysis on this data, the MIOC narcotics analysts develop a statewide overview of narcotics traffickers and drug trafficking organizations. This data-driven analysis significantly enhances narcotics investigations and interdiction efforts, and assists in developing the Statewide Threat Assessment.

In FY19, MIOC analysts completed 51 requests for service, submitted 328 deconfliction reports, and identified 14 new drug trafficking organizations.

**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) Number of drug-related intelligence products disseminated.
- b) Number of requests for service/information completed.
- c) 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) 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. Increasing demands on

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resources have created shortfalls for agencies to obtain, upgrade, and/or maintain 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.

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.

Michigan is National Incident Based Reporting System compliant and all new criminal records projects must meet this standard.

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**

Priority population drug courts first emerged in the 1990s as an innovative response to target offenders with specific issues not adequately addressed in traditional courts. 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. The SAA has worked closely with the State Court Administrative Office (SCAO), Michigan Department of Corrections (MDOC), Michigan Office of Highway Safety Planning, Michigan Department of Health and Human Services (MDHHS), Michigan Association of Treatment Court Professionals (MATCP), and individual courts to continue to expand drug

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court capacity and efficacy within Michigan. There are approximately 107 total drug court programs funded mostly through the Michigan Drug Court Grant Program (MDCGP). The state of Michigan continues to place a priority on high-risk felony offenders who are otherwise prison bound, and 13 of these courts in Michigan are 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.
- e) Program completion rates.
- f) Post-program performance (e.g., arrests, drug use, etc.) of program graduates.

**5. 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 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 and drug



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prevention programs, and activities. This program area will support evidence-based strategies led by criminal justice 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 services, provides time and cost savings, and ensures the at-risk youth are being identified and served.

Juvenile-Focused Community Policing Goals

- a) Increase positive perceptions of, and interactions with, law enforcement and other criminal justice representatives.
- 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 partnership agreements, number of meetings held, and number of attendees.
- b) Number of prevention programs implemented, types of prevention programs implemented, and the number of juvenile participants.
- c) Statistics on the number of violations, apprehensions, and prosecutions; and adjudications of program participants during the program and after-program completion.
- d) Pre- and post-test comparisons of school attendance, substance use, parental interaction, and other attitudinal measures of program participants.
- e) Documentation on the number of individuals assigned to specific juvenile intervention programs, and the number of contacts made with program participants during the intervention period.

**6. Indigent Defense Program Area**

The Michigan Indigent Defense Commission (MIDC) establishes and implements standards for attorneys who defend indigent clients in Michigan (indigent clients make up the majority of those charged with criminal offenses). The goal is to improve representation and provide services to the indigent that are on par with those given to people who are able to hire attorneys. MIDC's first four standards have been approved by the Michigan Department of Licensing and Regulatory Affairs. The first four standards cover

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training and education of defense counsel, the initial client interview, use of investigation and experts, and the necessity for counsel to be present at the first court appearance and other critical stages of the appeal. All persons determined to be eligible for indigent criminal defense services shall also have appointed counsel at pre-trial proceedings, during plea negotiations and at other critical stages, whether in court or out of court.

This program area will provide simulated trial training opportunities that will allow attorneys to gain the necessary experience to qualify under the MIDC standard and improve the quality of representation. The Michigan State Appellate Defender Office has also been the recipient of Byrne JAG funds for this program area. When trained, experienced attorneys provide improved representation, the entire system is improved.

Indigent Defense Goal

Improve representation for indigent clients.

Indigent Defense Performance Measures

- a) Complete preparation and planning for simulated trial exercises, including identifying and training faculty.
- b) Number of experienced attorneys to act as trainers.
- c) Number of qualified faculty identified and trained, and simulated trial problems identified and developed.
- d) Number of evaluation methods developed.
- e) Number of program sites and venues identified, recruitment of attorneys completed, planning and implementation of first sessions completed, and evaluations conducted with suggestions made for program refinement.
- f) Number of additional sessions conducted, and evaluations collected and assessed to identify any necessary changes.
- g) A program guidebook developed if deemed effective and needed, and initial development of curriculum for future advanced simulation programs completed.

**B. Project Design and Implementation**

The strategic plan for Michigan's Byrne JAG was established in 2014 and includes the fiscal years between October 1, 2014 through September 30, 2017. Due to the anticipated change in the Office of the Governor, strategic planning sessions were not held in 2018. The SAA will adhere to the priorities identified in the 2014 strategic plan until the new strategic plan is developed. The SAA has developed an on-line stakeholder input survey to be collected during the summer of 2020. Strategies that incorporate

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best practices, those that help improve more than just one area of the criminal justice system, and those that are evidence-based, will be given the highest priorities when selecting issues and strategies to include in the plan. Listed below are the stakeholders who will be invited to participate in the strategic planning process:

- Office of the Governor
- The MSP
- Michigan Association of Chiefs of Police
- Michigan Sheriff's Association
- Prosecuting Attorneys Coordinating Council/ Prosecuting Attorneys Association of Michigan
- State Court Administrative Office
- Michigan Department of Corrections
- State Appellate Defender Office
- Michigan Indigent Defense Commission

From the program areas previously identified in the strategic plan, the SAA identified five goals which have become the basis for directing Michigan's Byrne JAG funds. It must be noted that annual Byrne JAG award amounts for the state of Michigan have determined the number of program areas funded each year, as well as funding levels for each program area. Funding has been utilized for criminal justice technology and equipment, evidence-based programs for juveniles, multijurisdictional task forces, prosecutors for teams in high-crime cities, indigent defense, and priority population drug courts. Some program areas listed in the strategic plan have not been funded during every grant cycle (year) and, depending on emerging priority needs, funding may include program areas not listed in the plan. Included 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 that have arisen throughout the years.

Since its inception, numerous successful programs have been established from Michigan's Byrne JAG strategic plan. In addition to providing valuable assistance to the state, many other programs have emerged. For example, Byrne JAG funding has supported several successful juvenile-focused community policing initiatives. The Straits Area Youth Promotion Academy in Cheboygan County is a day prevention program for adjudicated delinquents 13-18 years of age. The program combines education, nutrition, and treatment services designed to address undesired behavior, teach valuable life skills, and restore them to the community. The Michigan Youth Leadership Academy (MiYLA™) provides at-risk

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teens from high crime cities with the opportunity to develop life and leadership skills and build positive relationships with law enforcement officers. In addition to leadership and team-building activities, youth participants are taken on day trips and university tours and are provided with training related to conflict resolution and civic engagement. MiYLA™ is held at the MSP Training Academy in Dimondale with 20-plus youth participating per week. Staffed by state and local law enforcement, the academy boasts a 5:1 student-to-staff ratio. In an effort to document the impact of MiYLA™ in 2014-2015, Byrne JAG funds supported an evaluation by Central Michigan University, which examined the curriculum as well as attitudinal shifts and long-term outcomes for program participants.

The Westland Department of Housing and Community Development, along with the Westland Police Department and additional stakeholders, created and staffed a 25-student learning lab for K-12 tutoring in an at-risk neighborhood. Byrne JAG funding provided technology and equipment needed for the learning lab, as well as providing certified educators. The city of Wayne expanded their Youth and Family Services Program (YFSP) by adding a family services coordinator to connect families to government assistance and other programs, and a new after-school program, both of which supplemented and enhanced existing YFSP programming. This included adding positive law enforcement interactions within the YFSP structure.

Examples of other successful initiatives are plentiful. Byrne JAG funds support 17 priority population drug court programs overseen by the State Court Administrative Office. Funds support diversion efforts specifically for adult felony probation violators and felony offenders who, based on Michigan Sentencing Guidelines, would otherwise be sent to prison.

The Appellate Investigation Project provides training and investigation services to appellate-assigned counsel who challenge unsound evidence and develop evidence that supports legal claims for exoneration or retrial. The project will reach 75 percent of Michigan's appellate cases that lack access to funding for investigation, building on the successful model used at the Michigan State Appellate Defender's Office.

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**C. Capabilities and Competencies**

The Director of 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, MATCP, MDOC, the Michigan Department of Education, and MDHHS which includes Juvenile Justice. Within the MSP, the Byrne JAG Unit of the GCSD administers these funds. The unit consists of two grant advisors who are responsible for management of Byrne JAG funding and the Residential Substance Abuse Treatment for State Prisoners grant, as well as regular justice appropriations. The GCSD division director, section manager, financial analyst, and division administrative assistant also support the activities of the Byrne JAG Unit.

**D. Plan for Collecting the Data Required for this Solicitation's Performance Measures**

The SAA enters every subaward into the PMT website. The SAA requires each sub-recipient of the Byrne JAG funds to complete a quarterly progress report (QPR) on the performance measurement tool (PMT) website. The individual reports are then compiled, and 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 supplemental QPR that collects more detailed information on activities for review and analysis by Michigan's SAA.