

## 2018 Annual Drug Report

### **(U) I. Purpose**

(U) Wisconsin Statute §961.565 dictates that the governor and attorney general shall submit a joint report to the legislature “describing the activities in this state during the previous year to enforce the laws regulating controlled substances.”<sup>i</sup> This report first outlines narcotics investigation trends throughout Wisconsin for calendar year 2018 by describing general drug trends according to arrest data and case analysis. Next, it identifies various law enforcement agencies with units dedicated to narcotics enforcement. Then it describes the role of local, state, and federal law enforcement organizations in overall narcotics investigations throughout Wisconsin and concludes with the reporting requirements.

### **(U) II. Drug Enforcement Trends in Wisconsin**

(U) Two sources provided most of the data used in Part II of this report: the Wisconsin Department of Justice Bureau of Justice Information and Analysis (BJIA), and the Wisconsin State Crime Laboratory (WSCL). BJIA data provides the most comprehensive information about annual arrest numbers according to crime type across Wisconsin. It also delivers the most accurate compilation of data arrest numbers regarding possession and sale of illicit drugs. These general trends are then complimented using WSCL data, which measures the specific types of drugs identified in cases across the state. This combination, of specific drugs per case from WSCL and comprehensive arrest numbers from BJIA, provides essential foundational data about drug enforcement trends with no real substitute, despite some limitations.

(U) BJIA data reflects Uniformed Crime Reporting (UCR) standards used by the Federal Bureau of Investigation (FBI), consistent with practices across numerous law enforcement agencies.<sup>ii</sup> UCR drug-related arrests involve:

- (U) Violation of laws prohibiting the production, distribution, and/or use of certain controlled substances.
- (U) The unlawful cultivation, manufacture, distribution, sale, purchase, use, possession, transportation, or importation of any controlled drug or narcotic substance.
- (U) Violations of state and local laws, specifically those relating to the unlawful possession, sale, use, growing, manufacturing, and making of narcotic drugs.<sup>iii</sup>

(U) The way UCR is recorded and categorized makes trend analysis difficult to compare specific, different drugs. UCR categorizes information on arrests for

drug abuse violations based on the narcotics involved but does not break down arrests by the specific drug type or legal status of that drug. For example, cocaine (illegal), heroin (illegal), and morphine (legal when prescribed) are all included under same category, “opium or cocaine and their derivatives (morphine, heroin, codeine).” Despite these challenges, UCR data remains the most comprehensive and accurate source of Wisconsin arrest data. When reporting UCR statistics, agencies must include all arrests for violations, including attempts, and subdivide the arrests by differentiating between sale/manufacturing and possession.<sup>iv</sup> No significant changes occurred in 2018 regarding UCR data categories or how UCR data was measured.<sup>v</sup> Information from 2013-18 about statewide data is below, with descriptions following the table.

**Figure A: Wisconsin UCR Reported Drug Arrests 2013-18<sup>vi</sup>**

Total Arrests	2013	2014	2015	2016	2017	2018	Amount Change 2017-18	Change% 2017-18	2018 v. Mean Average 2013-17	2018 % v. Annual Average 2013-17
Drug Sale Opium/Cocaine	1,362	1,199	1,192	1,227	1,229	1,114	-115	-9.4%	-127.8	<b>-9.3%</b>
Drug Sale Marijuana	1,835	1,771	1,755	1,797	1,870	1,822	-48	-2.6%	+16.4	-2.7%
Drug Sale Synthetic	383	359	385	494	481	345	-136	-28.3%	-75.4	<b>-32.4%</b>
Drug Sale Other Dangerous	623	724	668	1,075	1,263	1,239	-24	-1.9%	+368.4	-2.8%
Drug Possession Opium/Cocaine	1,742	1,699	2,060	2,439	2,960	2,959	-1	0%	+779.0	0%
Drug Possession Marijuana	15,694	15,128	14,930	16,245	17,022	17,392	+370	2.2%	+1,588.2	+2.3%
Drug Possession Synthetic	1,441	1,483	1,497	1,930	1,860	1,604	-256	-13.8%	-38.2	<b>-15.6%</b>
Drug Possession Other Dangerous	2,818	2,945	3,249	3,465	4,142	4,407	+265	+6.4%	+1,083.2	+8%
<b>Drug Unknown</b>	<b>322</b>	<b>277</b>	<b>327</b>	<b>279</b>	<b>330</b>	<b>513</b>	<b>+183</b>	<b>+55.5%</b>	<b>+206</b>	<b>+59.6%</b>
<b>Total Arrests Sales</b>	<b>4,203</b>	<b>4,053</b>	<b>4,000</b>	<b>4,593</b>	<b>4,843</b>	<b>4,520</b>	<b>-323</b>	<b>-6.7%</b>	<b>+181.6</b>	<b>+7.4%</b>
<b>Total Arrests Possession</b>	<b>21,695</b>	<b>21,255</b>	<b>21,736</b>	<b>24,079</b>	<b>25,984</b>	<b>26,362</b>	<b>+378</b>	<b>1.5%</b>	<b>+3,412.2</b>	<b>+1.6%</b>
<b>Total Drug Arrests</b>	<b>26,220</b>	<b>25,585</b>	<b>26,063</b>	<b>28,951</b>	<b>31,157</b>	<b>31,395</b>	<b>+238</b>	<b>0.8%</b>	<b>+3,799.8</b>	<b>+0.9%</b>

Increased Amount Referenced Below

Decreased Amount Referenced Below

**(U) Total drug arrests increased slightly in 2018, representing the highest amount from any year in this report.** The total reported number of overall drug arrests in Wisconsin in 2018 was 31,395, an increase of approximately 1% from 2017. Consistent with the past five years, arrests for possession significantly outnumbered those for sale, with 26,362 for possession, 82.5% of total arrests, compared to 4,520 for sales, 14.15% of total arrests. The number of arrests for possession increased in 2018 from the previous year by 378 (+1.5%), which represented about +1.5% compared with the five-year average (mean) from 2013-17. In both categories, the most significant increase occurred between 2015 and 2016, with 593 more sales arrests and 2,343 more possession arrests.<sup>vii</sup>

**(U) Total arrests for sales decreased in 2018 compared with the previous year but remained higher than the five-year annual average mean from 2013-17.** The 4,520 total arrests for sales in 2018 represented 323 less than 2017, or -6.7%. However, the 2018 total remained higher than the five-year average of 4,338, by 181 arrests for +7.4%.<sup>viii</sup>

- **(U) Arrests for selling opium/cocaine reduced from 2017 and were lower than the previous five-year annual average mean.** In 2018 the 1,114 arrests for sale of opium/cocaine was 115 less, -9.4%, compared with 1,229 in 2017. This amount was also -9.3% compared with the 2013-17 annual average mean.<sup>ix</sup>
- **(U) Arrests for synthetic drugs presented the greatest decrease since 2017 relative to the other drug categories, as measured by number of arrests as well as percentages, for both sales and possession.** Possessing synthetic drugs accounted for 1,604 reported arrests in 2018, 256 less or -38.2% than 2017, representing 15.6% less than the annual average mean from 2013-17. Selling synthetic drugs accounted for 345 reported arrests in 2018 with 136 less or -28.3% than 2017, and 32.4% less than the previous five-year annual average mean.<sup>x</sup>

### **(U) Cases with Specific Drugs Identified**

(U) Wisconsin State Crime Laboratory (WSCL) data reflects standards used by the National Forensic Laboratory Information System (NFLIS), itemizing each specific drug identified during cases referred to the WSCL, and this report relies on the WSCL summaries delivered to NFLIS. However, not all drugs or all cases with drugs are tested at the WSCL for a variety of reasons, and the presence of multiple drugs in a single case or a single drug across multiple cases can make interpretations difficult in some circumstances or alter some of the statistics. Therefore, WSCL data simply represents the number of times a specific drug was identified in any case. WSCL data remains the best source for specific data about types of drugs identified in Wisconsin cases.

(U) The WSCL’s consistent procedures for processing information across the timeframe of this report allows for valuable comparative analysis, **although a policy change in 2018 modified case selection and prioritization which likely altered the body of information analyzed in 2018.** Changes to the Wisconsin State Crime Laboratory Division Controlled Substances Evidence Submission Guidelines in early 2018 refined guidelines for case selection and prioritization to maintain efficiency, which influenced how many and what types of cases could be examined, therefore very likely affecting the amount and type of data collected by WSCL. Thus, comparative analysis between 2018 and past years may have greater variation in data than past years. However, general conclusions may be delivered based on this data. Several of these are synthesized in the data below and, more specifically, in the subsections that follow it. <sup>xi,xii</sup>

**Figure B. Wisconsin Crime Lab Case Numbers by Drug Type, 2013-18**<sup>xiii</sup>

	2013	2014	2015	2016	2017	2018	2018 Change	2017-18 %Change	2018 % change v. 2013-17 Mean AVG
Cocaine	881	786	811	954	1172	1146	-26	-2.2%	-2.8%
Heroin	1048	1071	1133	1169	1286	981	-305	-23.7%	-26.7%
Prescription Opioids	480	416	382	335	323	213	-110	-34.1%	-28.4%
Marijuana (THC)	2139	2012	1979	1859	1857	1620	-237	-12.8%	-12%
Meth	503	839	1065	1149	1689	1437	-252	-14.9%	-24%
Fentanyl & Analogs	18	23	36	127	159	224	+65	+40.9%	+89.5%
NBOMe Synthetic Hallucinogens	40	46	47	12	5	2	-3	-60%	-10%
Ketamine	8	17	16	12	11	11	0	0%	0%
<b>Total</b>	5117	5210	5469	5617	6502	5634	-868	-13.3%	-15.5%

Increased Amount or % referenced below
Decreased Amount or % referenced below

(U) **WSCL total cases decreased for the first time in this study’s time period, since 2013,** for cases identifying the drug types selected in this report. Compared with the previous year, in 2018, the WSCL had 868 less instances of the drugs identified, or a 13.3% decrease. This number was also less than the five-year annual average mean number of cases, approximately -15.5%. This reduced number in 2018 reflected lower numbers across nearly all the drug categories selected for this report, the key exception being fentanyl and fentanyl-related analogs which increased significantly relative to past amounts.<sup>xiv</sup>

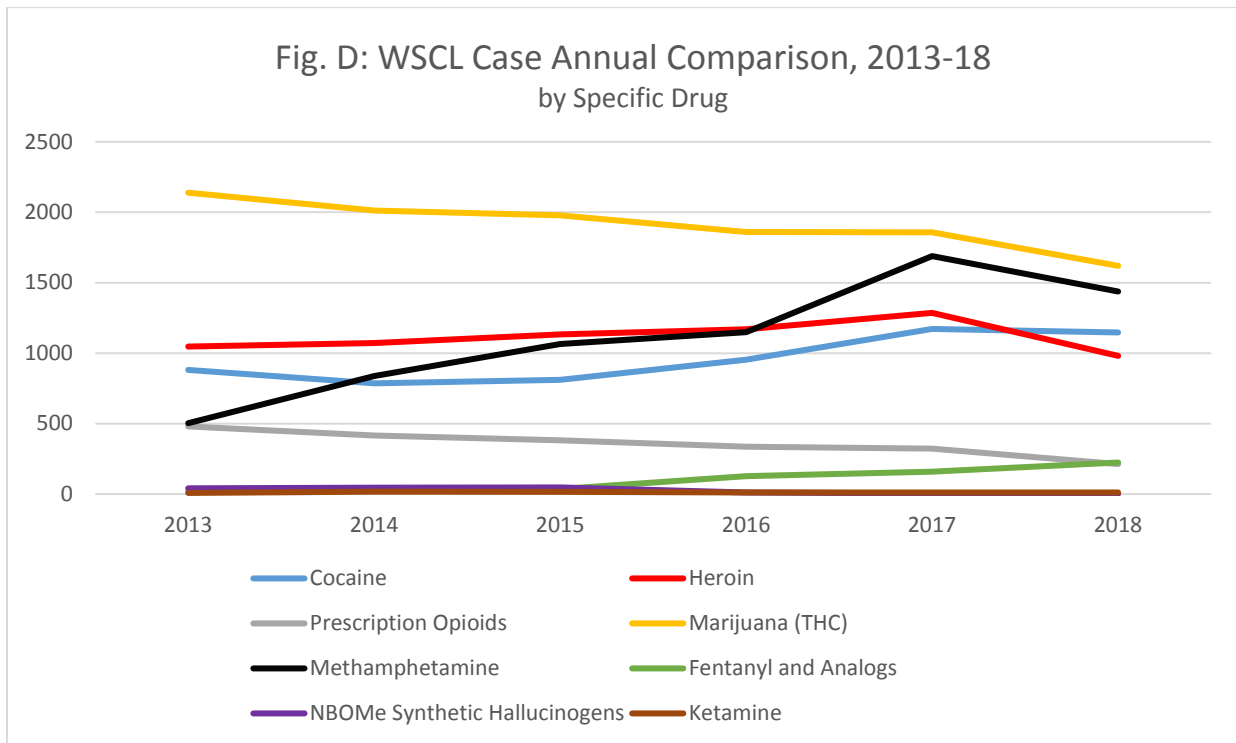
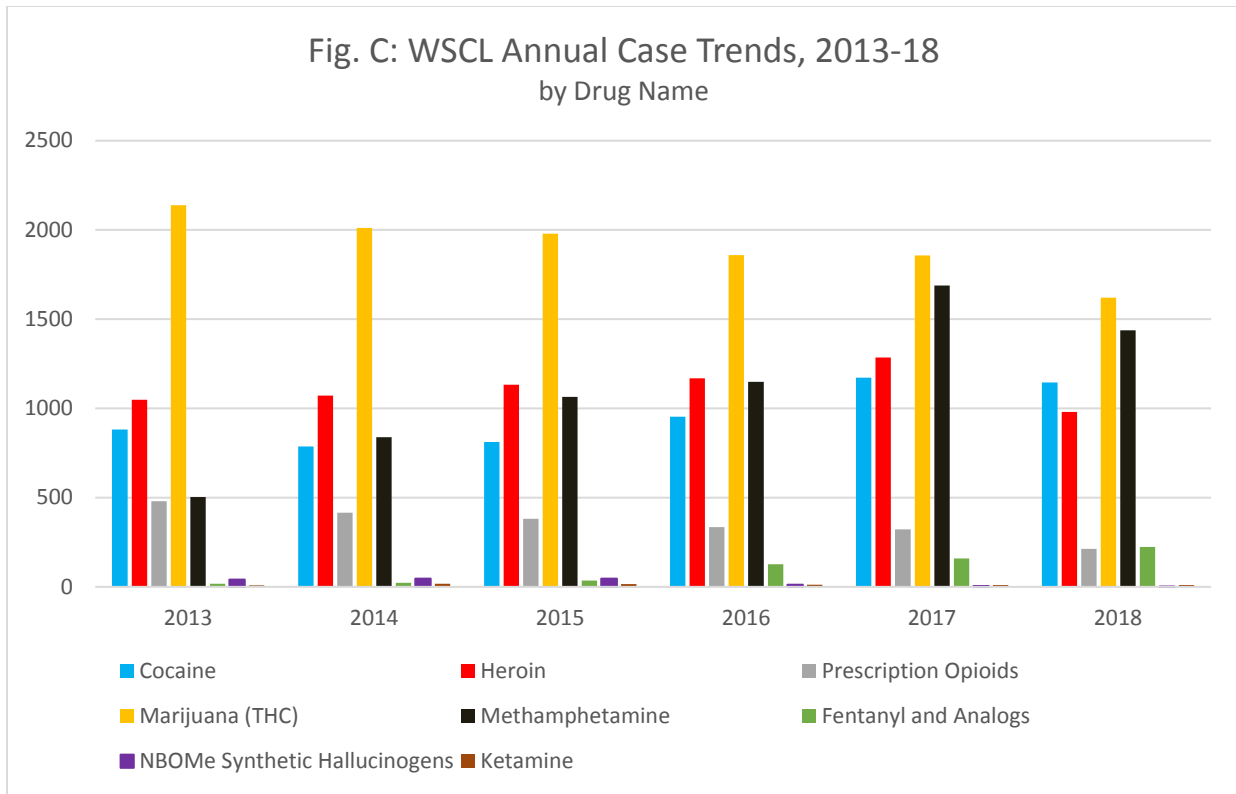
**(U) Opioids decreased, in contrast with past years. Heroin cases declined the most of any drug in this study,** by 305, or -26.1% compared with 2017. This decline contrasted with an increase each of the previous five years, and the 2018 number was 26.7% less than the five-year annual average mean since 2013. **Prescription opioids showed substantial reductions in cases,** with 110 fewer cases, or 34.1% less, than 2017. The 213 cases in 2018 were also 28.4% less than the five-year annual average mean since 2013.<sup>xv</sup>

**(U) Methamphetamine cases decreased compared with the previous year, in contrast to every previous year in this study.** From 2013-17 methamphetamine cases increased every year, and in 2017 there were +60.7% more than the annual average of the previous four years. After peaking in 2017, meth cases were 14.9% less in 2018 and 24% less than the previous five-year annual mean average.<sup>xvi</sup>

**(U) Fentanyl and fentanyl analog cases continued to increase** in 2018 with the 224 cases representing 65 more than 2017, a 40.9% increase, for the combined category. Since 2013, cases with fentanyl and its analogs increased every year, and in 2018 there were 89.5% more than the annual average from the previous years of this study.<sup>xvii</sup>

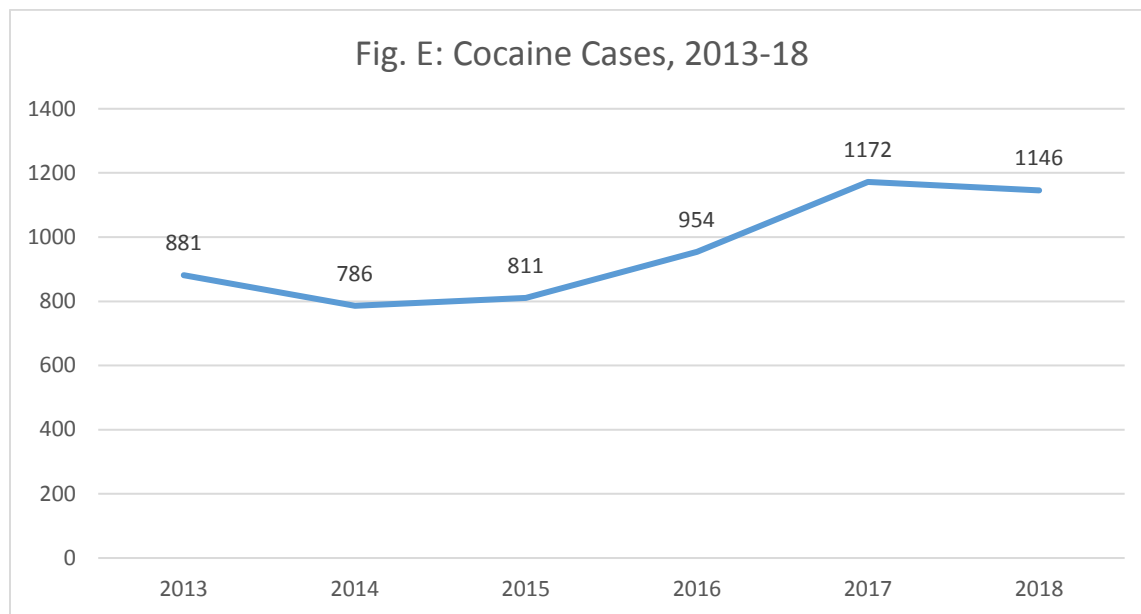
**(U) Marijuana (THC) remained the highest number of cases, similar to every other year in this study.** The 1,620 cases in 2018 accounted for over a quarter of the total cases for drugs examined in this study, at 28.75%. This relative number was lower than most of the previous years, with marijuana, relative to the other drugs examined in this study, accounting for 41.8 % in 2013, 38.6% in 2014, 36.18% 2015, 33.09% 2016, and 28.56% in 2017.<sup>xviii</sup>

**(U) Cocaine cases decreased slightly in 2018 after three years of successive increases,** with 26 less than 2017, for -2.7%.

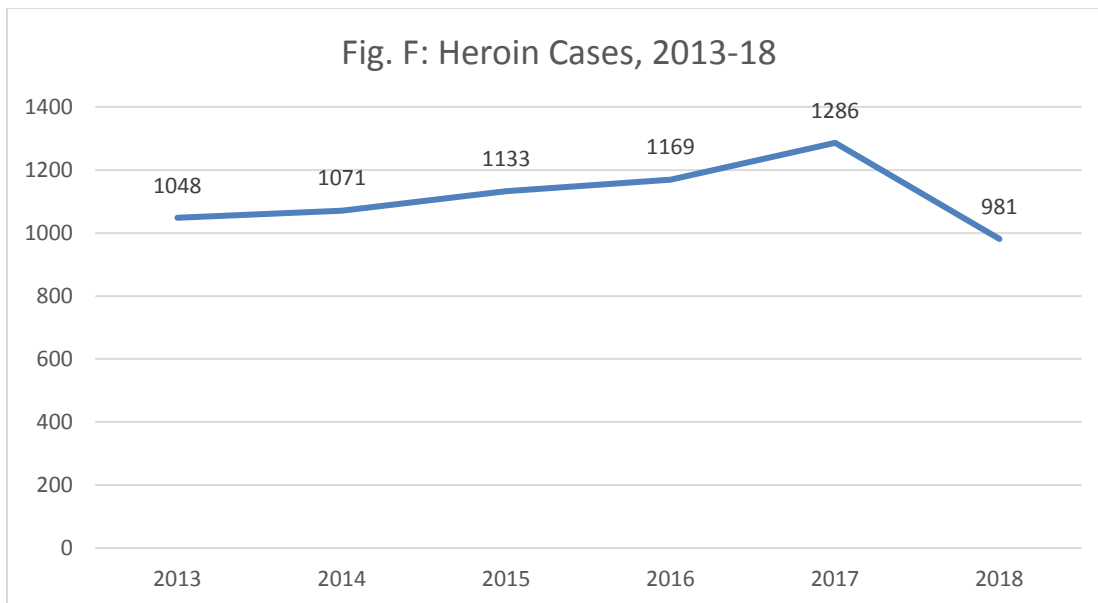


(U) Specific drug type descriptions and case trends:

**(U) Cocaine** is a powerfully addictive stimulant drug made from the leaves of the coca plant native to South America. Short-term effects include feelings of euphoria, increased energy, irritability, hypersensitivity, and paranoia. Cocaine can contribute to behavior that is bizarre, unpredictable, and violent. It is also associated with various detrimental long-term health effects.<sup>xix</sup> Cocaine can be powder or base form, with both included in this category. The number of cocaine cases worked by the WSCL increased each of the past three years. In 2018, the 1,146 cases represented 26 less than the previous year, for -2.2%. This number was also 2.8% less than the annual average mean since 2013.<sup>xx</sup>



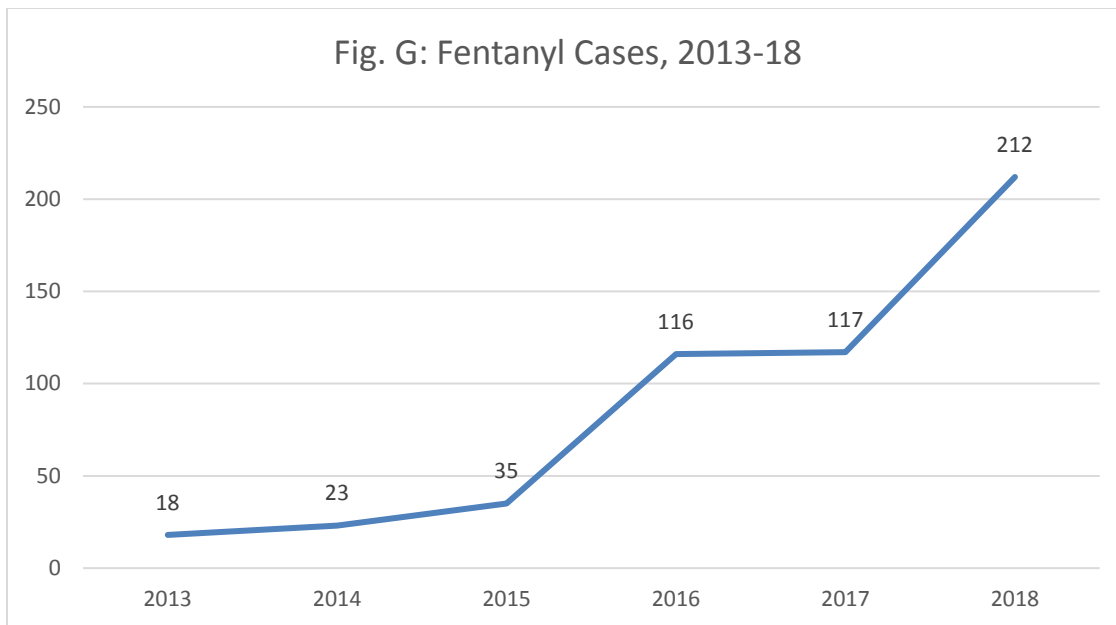
**(U) Heroin** is a highly addictive opioid drug derived from morphine, a naturally occurring substance in various poppy plants. Heroin usually appears as a white or brown powder, or as a sticky, black substance. Heroin rapidly enters the brain and can cause a surge of euphoria.<sup>xxi</sup> Heroin use is a continued concern in Wisconsin. In 2018, Heroin cases reduced for the first time since 2013, with 981 cases. It was the lowest annual amount for this report’s time period. Compared with last year, the 981 cases in 2018 were 305 less, or -23.7%, and -26.7% compared with the annual mean average since 2013.<sup>xxii</sup>



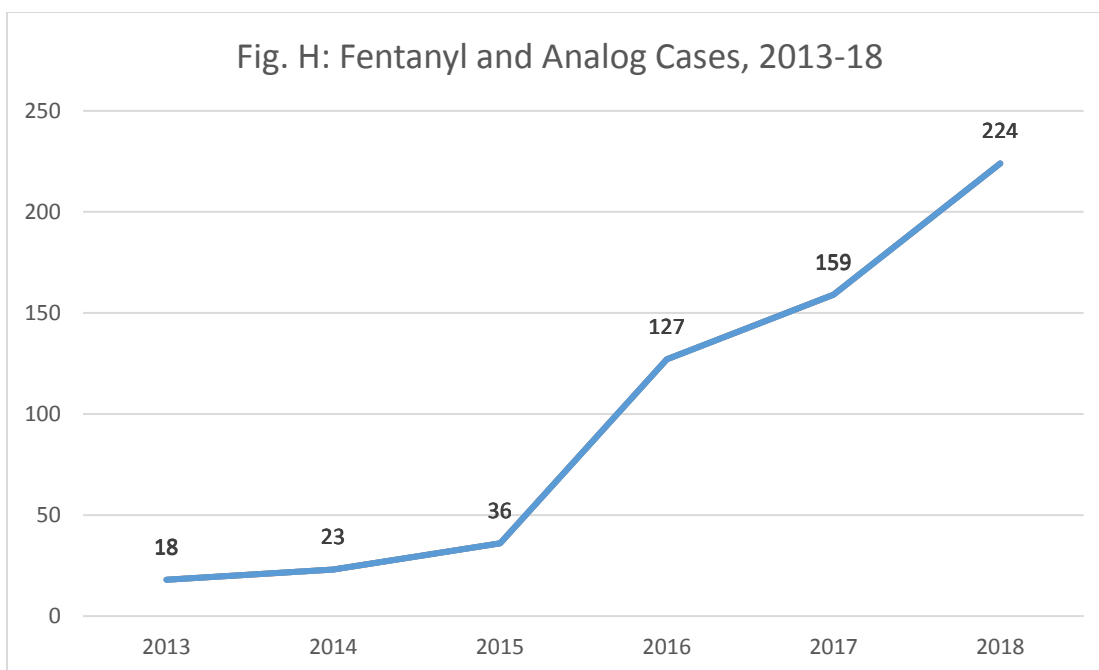
**(U) Continued and Significant Increase - Fentanyl and Analogs:**

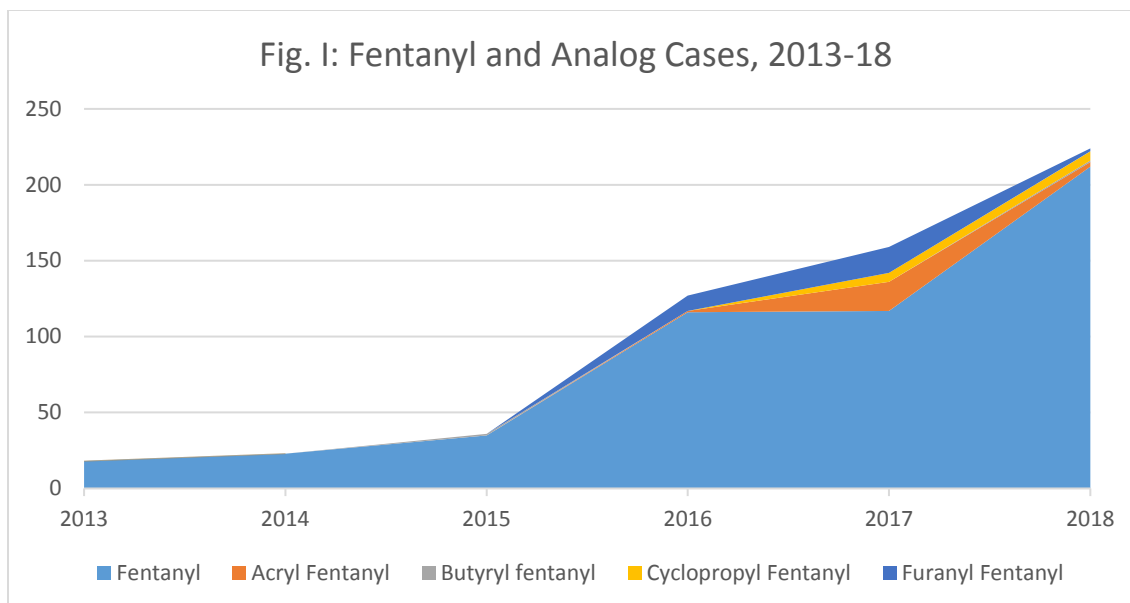
Fentanyl is a highly potent synthetic opioid analgesic, approximately 100 times more potent than morphine and 50 times more potent than heroin.<sup>xxiii</sup> Nationwide trends in 2017 indicated increased supplies of fentanyl and fentanyl analogs, along with a “sharp rise in overdose deaths” across a growing number of states.<sup>xxiv</sup> Pharmaceutical fentanyl can be diverted for misuse but increasingly cases of fentanyl-related morbidity and mortality have been linked to illicitly manufactured fentanyl and fentanyl analogs, collectively referred to as non-pharmaceutical fentanyl. Often sold via illicit drug markets for its heroin-like effect, fentanyl is often mixed with heroin and/or cocaine to increase its euphoric effects. In Wisconsin, fentanyl and fentanyl analogs—compounds structurally from fentanyl with small differences in chemical formula—similarly present a significant concern with increased appearances since 2013. The numbers for fentanyl—not including analogs—displayed a significant increase between 2013 and 2018, with more than an eleven-fold increase in cases, from 18 to 212.<sup>xxv</sup>





**(U) Fentanyl analogs**, Acryl fentanyl, Butyryl fentanyl, Cyclopropyl fentanyl, and Furanyl fentanyl, when combined with Fentanyl then increase the numbers of cases to 224 in 2018, 40.9% more than 2017 and 89.5% above the 2013-17 annual mean average.<sup>xxxvi</sup>

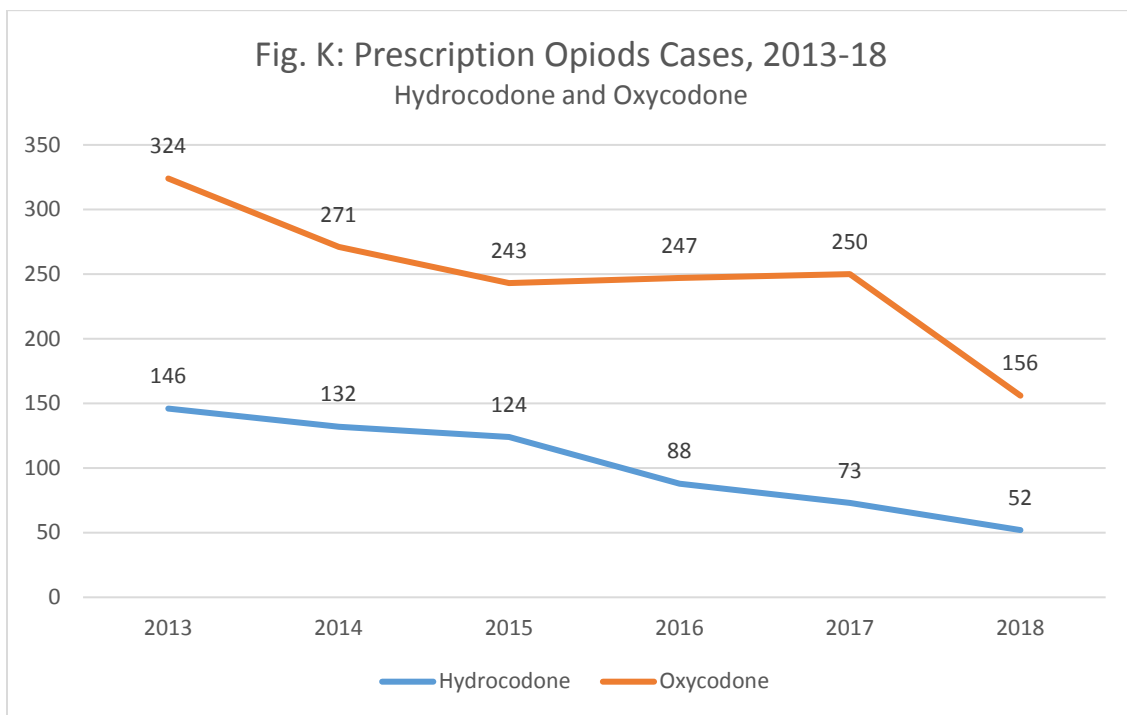
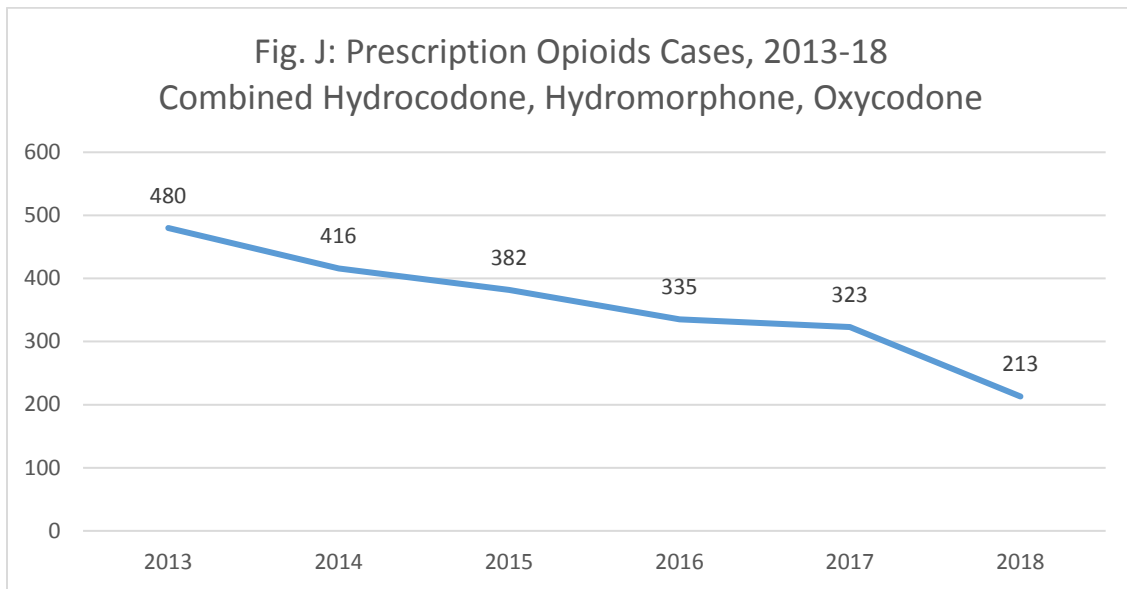




**(U) Prescription Drug Misuse.** Prescription medications may be misused by taking them for reasons, in ways, or amounts other than prescribed, or by someone not prescribed. Nationwide, prescription drug misuse has increased over the last 15 years with consequences on public health and infrastructure. Nationally the most commonly misused classes of prescription drugs are opioids, central nervous system depressants, and stimulants.<sup>xxvii</sup>

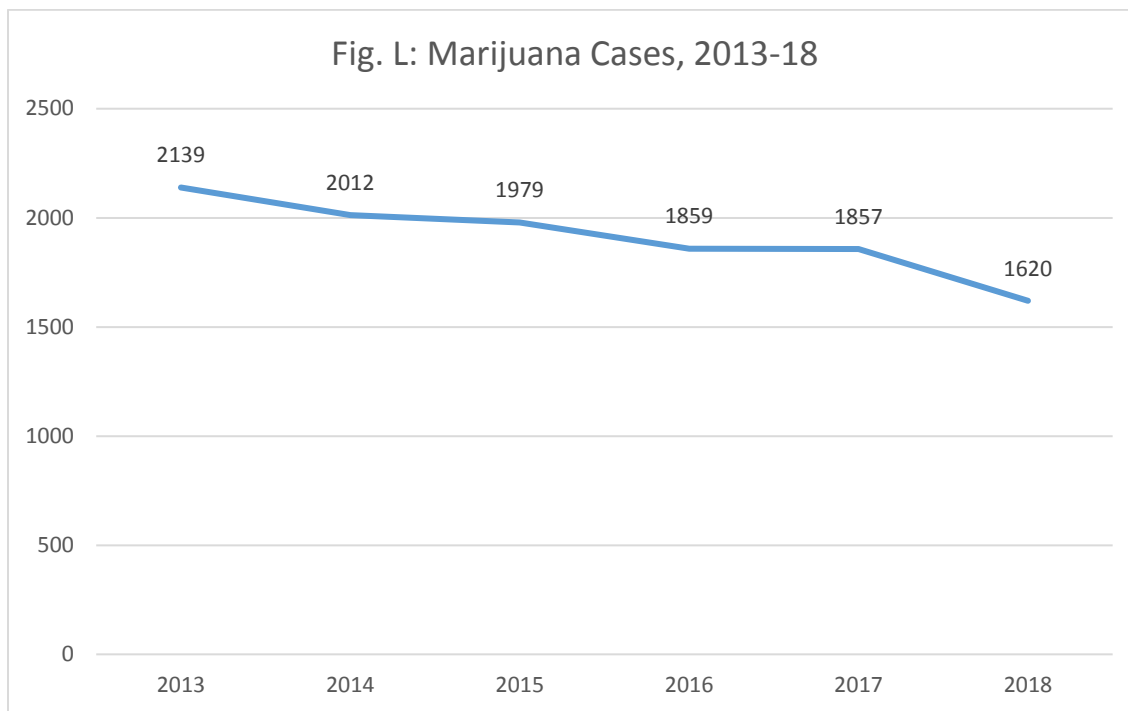
(U) In Wisconsin, opioids pose a primary concern for prescription misuse, with three main variants identified most frequently in WSCL cases. **Hydrocodone** is a frequently prescribed opioid associated with more drug abuse and diversion than any other opioid in America. Used to treat pain, it has analgesic potency like morphine, with numerous brand and generic variants. **Hydromorphone** is a pain reliever more potent than morphine with greater sedation but shorter duration. It may be ingested or injected, often as a substitute for heroin.<sup>xxviii</sup> **Oxycodone** is a semi-synthetic opioid derived from the poppy plant, also prescribed for pain relief and with a high potential for abuse.<sup>xxix</sup>

(U) In 2018, WSCL cases continued to decrease for combined prescription opioids of hydrocodone, hydromorphone, and oxycodone from 2013-18, with the 213 in 2018 less than half the 480 in 2013. All three categories reached their lowest amounts since in the study's time period, with 52 for hydrocodone, 156 for oxycodone, and 5 for hydromorphone. Due to these low values compared with the other two drugs, the amounts are included in the totals for Figure O but not isolated for the comparison Figure P.<sup>xxx</sup>



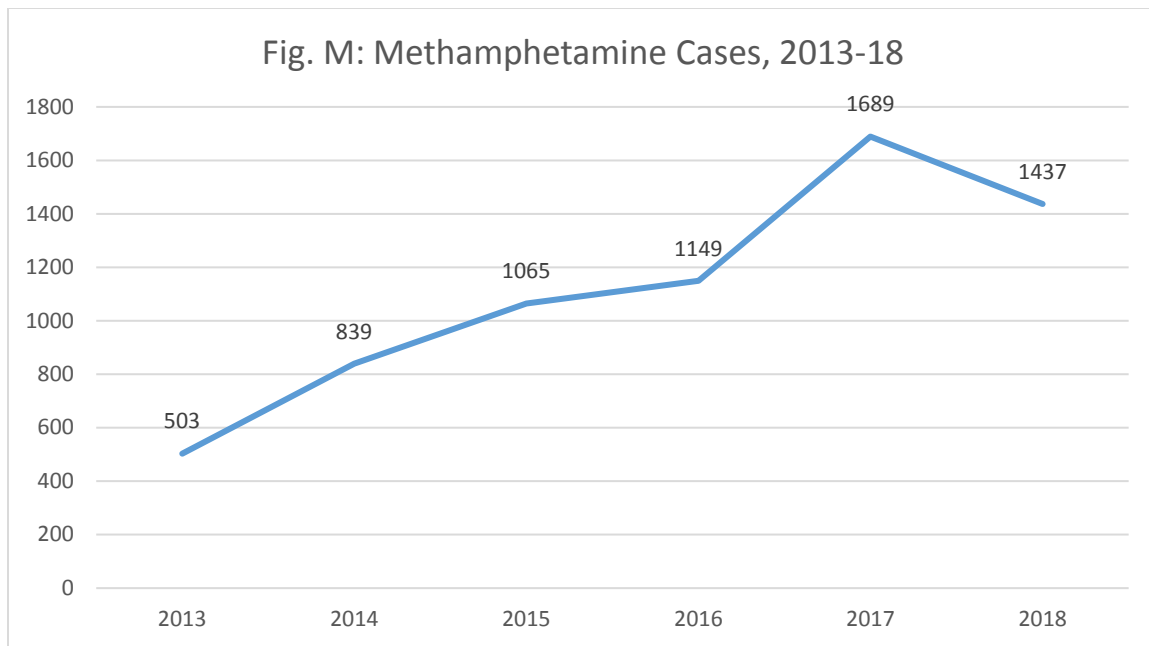
**(U) Marijuana:** Marijuana refers to the dried leaves, flowers, stems, and seeds from the hemp plant *Cannabis sativa*, which contains the psychoactive (mind-altering) chemical delta-9-tetrahydrocannabinol (THC), as well as other related compounds. This plant material can also be concentrated in a resin called hashish or a sticky black liquid called *hash oil* or *Butane Honey Oil (BHO)*.<sup>xxxix</sup> In 2018, Marijuana decreased

compared with the previous year but still presented the highest number across all drug categories, with 1,857. Marijuana has accounted for the greatest number of cases for each year in this study.<sup>xxxii</sup>



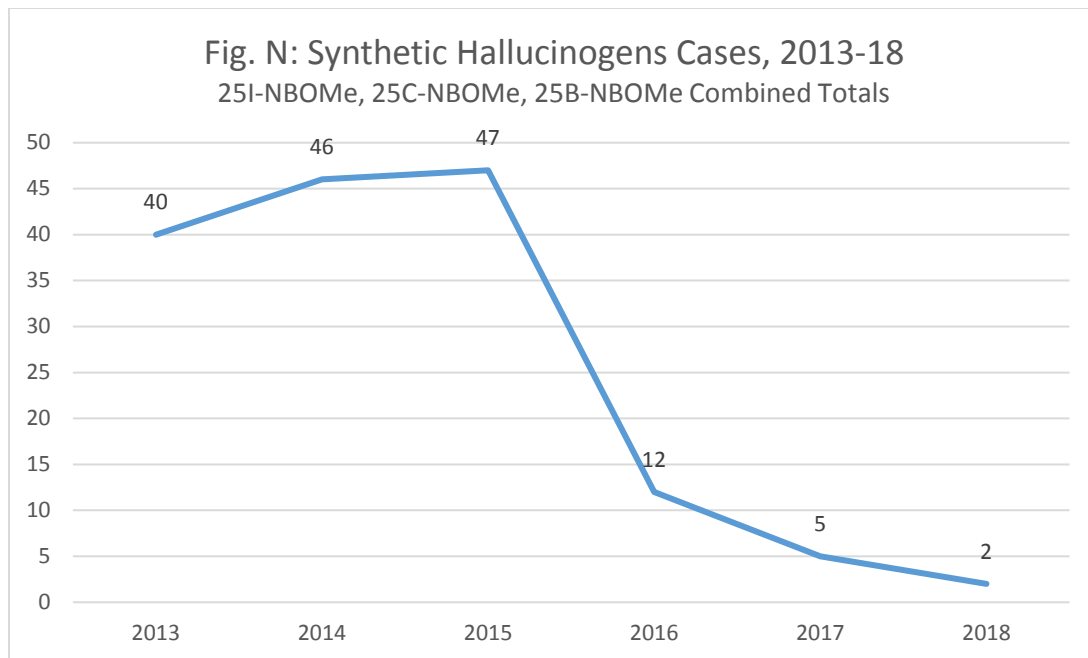
**(U) Methamphetamine** is an extremely addictive stimulant similar chemically to amphetamine. Also called meth, crystal, chalk, crank, ice, speed, and other terms, methamphetamine takes the form of a white, odorless, bitter-tasting powder or pill, with crystal meth resembling glass fragments or blue-white rocks. The drug’s quick effect causes people often to take repeated doses, to include taking the drug for several days, as well as causing them to binge and crash.<sup>xxxiii</sup>

**(U) Methamphetamine cases decreased in Wisconsin, in contrast to every other year in this study.** In 2018 the WSCL reported 1,437 cases, a decrease by 14.9% from 2017. This amount was less than the annual average from 2013-17 but this measure may be misleading since the 1,437 cases in 2018 were still more than reported in 2013, 2014, 2015, and 2016.<sup>xxxiv</sup>

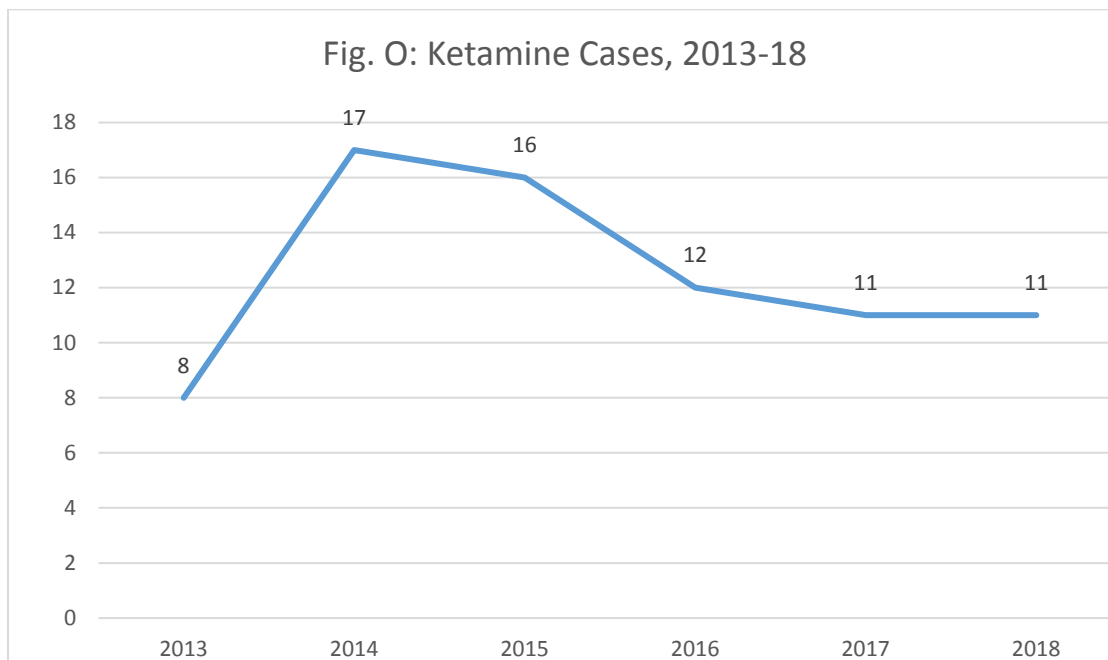


**(U) Continued Concern: Synthetic Cannabinoids.** Often called K2 or Spice, synthetic cannabinoids are a group of various chemical compounds intended to mimic THC, and are often applied to dry plant material to resemble marijuana.<sup>xxxv</sup> Misleading labels can allow synthetic cannabinoid sellers to circumvent criminal or FDA regulations and many are marketed dubiously as a legal alternative to marijuana. Overdoses are possible, with dangers increasing as synthetic cannabinoids are mixed with other chemicals—not an infrequent occurrence—to include the risk of death. The numerous chemical configurations of synthetic cannabinoids and the drug’s recent emergence makes measuring synthetic cannabinoid beyond the scope of this report for 2018, but future data may provide additional evidence regarding this emerging phenomenon.

**(U) Reduced Nearly to Zero: “N-bomb”** refers to several closely related illegal synthetic hallucinogens, most notably 25I-NBOMe, 25C-NBOMe, 25B-NBOMe. Marketed as substitutes for LSD or mescaline, synthetic hallucinogens generally are found as powders, liquids, soaked into blotter paper, or laced on something edible. They act on serotonin receptors in the brain like other hallucinogens, but they are more powerful than LSD.<sup>xxxvi</sup> WSCL first encountered NBOMe in 2012 and numbers peaked in 2015 but have reduce to almost zero cases with 2 in 2018.<sup>xxxvii</sup>



**(U) Ketamine: Continued Concern despite Low Cases:** Also called “K,” “Special K,” Ketamine is a general, short-acting anesthetic with hallucinogenic effects. It causes people to feel disconnected and at a loss of control, to include sedation, immobility, and amnesia—likely contributing to its use to facilitate sexual assault. Ketamine liquid can be injected, applied to material and smoked, or consumed in drinks, often in powder that may resemble cocaine.<sup>xxxviii</sup> From 2013-17, WSCL averaged only 12.8 cases with Ketamine per year, with 2018 producing a similar number, 11, the same as 2017.<sup>xxxix</sup>



### **(U) III. Single and Multijurisdictional Drug Units in Wisconsin**

(U) Diverse organizations across local, state, and federal levels combine to enforce the laws regulating controlled substances throughout Wisconsin. This collective arrangement combines different types of functional specialties as well as geographic responsibilities to provide the diverse capabilities essential for narcotics enforcement.

(U) Numerous drug task forces operate across the state. Many receive state or federal grant funds to enforce drug-related laws, notably the federal Byrne Memorial Justice Assistance Grant (JAG).<sup>xi</sup> Administered by the Division of Law Enforcement Services since 2013,<sup>xli</sup> a strategic plan shapes JAG funding priorities and resources that proposed spending plans and funding decisions should support, in addition to other items:

1. (U) Initiatives to reduce drug crime by allocating resources to multijurisdictional drug enforcement task forces that actively enforce illegal drug manufacturing and distributing that support crime prevention programs; that initiative and implement information sharing and that allow for effective communication and collaboration among outside law enforcement jurisdictions.<sup>xlii</sup>

(U) Eighteen multi-jurisdictional drug task forces in Wisconsin receive federal funding via the Byrne Memorial Justice Assistance Grant<sup>xliii</sup>:

**(U) Brown County Drug Task Force** enforces drug violations in the Brown County area.

**(U) Central Area Drug Enforcement Group (CEADEG)** enforces drug violations in the Marathon County and includes all county police agencies.

**(U) Central Wisconsin Drug Task Force (CWDTF)** enforces drug violations the Adams, Green Lake, Juneau, Marquette, Portage, Waupaca, Waushara, Wood county areas.

**(U) Dane County Narcotics and Gang Task Force** is a multi-jurisdictional law enforcement group in the Dane County area.

**(U) Lake Winnebago Area Metropolitan Enforcement Group (LWAM)** is a collection of investigators from local law enforcement in the Calumet, Fond du Lac, Outagamie, Winnebago county areas. One DCI special agent serves as project director and another as unit coordinator, acting with local law enforcement who conduct investigations for reducing narcotics trafficking in the Fox Valley. LWAM is controlled by a board of directors from participating agencies and has 15 narcotics investigators employed by the State of Wisconsin and local police and sheriff departments.<sup>xliv</sup>

**(U) Manitowoc County Metro Drug Unit (MCMD)** enforces drug violations in the Manitowoc County area.

**(U) Milwaukee Metropolitan Drug Enforcement Group** enforces drug violations in the metropolitan Milwaukee area.

**(U) Native American Drug and Gang Initiative (NADGI)** is a collaboration between the Wisconsin Tribal Law Enforcement agencies and the Wisconsin Department of Justice - Division of Criminal Investigation to combat drug and gang activity on tribal reservations.

**(U) North Central Drug Enforcement Group (NORDEG)** enforces drug violations in the Forest, Langlade, Lincoln, Price, Oneida, Taylor, and Vilas county areas.

**(U) Northwest Area Crime Unit (NACU)** enforces drug violations in the Ashland, Bayfield, Burnett, Douglas, Iron, Sawyer, and Washburn County areas.

**(U) Richland-Iowa-Grant Drug Task Force** enforces drug violations in the Richland, Iowa, and Grant County areas.

**(U) Sheboygan County Metro Enforcement Group (SCMEG)** enforces drug violations in the Sheboygan County area.

**(U) South East Area Drug Operations Group (SEADOG)** enforces drug violations in the Dodge, Jefferson, Kenosha, Racine, and Walworth County areas.

**(U) Saint Croix Valley Drug Task Force** enforces drug violations in the three-county area of western Wisconsin that includes Pierce, Polk, and Saint Croix counties.

**(U) Washington County Multi-Jurisdictional Drug Unit** enforces drug violations in Washington County.

**(U) Waukesha County Metropolitan Drug Enforcement Unit** enforces drug violations in the Waukesha County area.

**(U) West Central Drug Task Force (WCDTF)** enforces drug violations in the six-county area of Buffalo, Chippewa, Clark, Dunn, Eau Claire, and Pepin counties.



**(U) West Central Metro Enforcement Group (WCMEG) Drug Task Force** enforces drug violations in the Jackson, La Crosse, Monroe, Trempealeau, and Vernon county areas.

(U) Additional drug task forces in Wisconsin include, but are not limited to:

**(U) Gangs of Rock County Safe Streets Task Force (GROC)** is a task force formed with the FBI Safe Streets Violent Crimes Initiative, a national collaborative effort with local law enforcement.<sup>xliv</sup> GROC addresses gang and drug-related violence around Rock County, and members of Beloit Special Investigations may assist GROC. In 2016 the GROC shifted primary focus from drug investigations associated with gang activity to intelligence building of violent gangs and their members, but GROC remains involved in drug investigations.<sup>xlvi</sup>

**(U) Stateline Area Narcotics Team (SLANT)** is multi-agency, cross-state team with the Green County Sheriff's Office, Monroe Police Department, Illinois State Police, and Illinois Police Departments of Loves Park, Roscoe, Freeport, and Rockford.<sup>xlvii</sup>

### **(U) State Level Drug Enforcement Efforts**

(U) Multiple state agencies combat drug crimes in Wisconsin to include, but not limited to, the Wisconsin Department of Justice, the Wisconsin State Patrol, and the Wisconsin National Guard.

**(U) Wisconsin Department of Justice (DOJ)** represents the interests of the state of Wisconsin in court and provides advice to state law enforcement officers and agencies regarding their legal rights and responsibilities. It also possesses several law enforcement duties.<sup>xlviiii</sup> Some efforts are guided by two initiatives noted below:

- (U) The statewide Dose of Reality program is a prescription painkiller abuse prevention, education, and awareness effort. Initiated in 2015, it delivers a statewide communication effort combined with community outreach tools and drug take-back assistance, to prevent abuse and addiction to prescription opioids or narcotics in Wisconsin.<sup>xliv</sup>
- (U) In 2017, emphasis on combating increased methamphetamine abuse in Wisconsin<sup>1</sup> led to the **KNOW METH** public awareness campaign to prevent drug use, with several summits that took place in 2018.<sup>li</sup>

(U) State statutes assign certain active law enforcement duties to DOJ, typically involving crimes statewide in nature, importance, or influence. These responsibilities are addressed by the **Division of Criminal Investigation (DCI)**, charged with a purely criminal investigative mission and function. DCI employs special agents which are sworn law enforcement officers with statewide jurisdiction charged to enforce state laws. DCI also has civilian analysts for intelligence and criminal case support, as well as forensic analysts with unique expertise. Special agents, analysts, and support staff work as a team to investigate various types of crime, to include large-scale, multi-jurisdictional drug trafficking.<sup>lii</sup> DCI oversees several state drug programs and specialized units.

**(U) Cannabis Enforcement and Suppression Effort (CEASE)** is a law enforcement program managed by DCI and funded by the Drug Enforcement Administration (DEA), directed at the reduction of cultivated and non-cultivated marijuana throughout Wisconsin. CEASE focuses on supporting federal, state, and local law enforcement agencies to curb marijuana cultivation, distribution, and use.<sup>liii</sup> CEASE's primary goal is to augment local law enforcement, with program management compiling statewide statistics, intelligence data and distributing funds, equipment, and information. Reports on CEASE activity are delivered to DEA and law enforcement agencies throughout Wisconsin.<sup>liv</sup> The participants include sheriff departments, drug task forces, Wisconsin State Patrol, Wisconsin Department of Natural Resources, U.S. Forest Service, the Civil Air Patrol, and the Wisconsin National Guard.<sup>lv</sup>

**(U) Clandestine Laboratory Enforcement and Response (CLEAR) Team** responds to callouts for clandestine, illegal labs, often those associated with methamphetamine, DMT, opioid conversion, or explosives. Personnel are certified, trained, and equipped for this specialized role, augmented by federal, municipal and county law enforcement with similarly trained personnel. The CLEAR Team has an investigative element capable of a Level A response, which is the highest threat level response pertaining to chemical exposures.<sup>lvi</sup> The CLEAR Team also maintains a tactical response element for serving warrants on clandestine lab locations.

**(U) Wisconsin Alliance for Drug Endangered Children (WIDEC)** focuses on protecting children that are exposed to dangerous drug environments, often from a parent or caregiver.<sup>lvii</sup> WI DEC uses a multi-disciplinary approach through law enforcement, human services, prosecutors, the medical community, health departments, probation and parole, schools, treatment centers, non-profit groups and concerned community members.<sup>lviii</sup>

**(U) Technical Services Unit (TSU)** provides specialized investigative, tactical, and surveillance support to federal, state, local, tribal, and campus law enforcement partners across the state on a wide range of criminal cases.<sup>lix</sup> Equipment used by TSU is often too expensive for many organizations independently to own and maintain, offered to law enforcement free of charge.

**(U) Wisconsin Statewide Intelligence Center (WSIC)** is Wisconsin's designated primary intelligence fusion center and serves as a focal point for information sharing in the state of Wisconsin. As a member of the national network of fusion centers, WSIC works closely with federal, state, local, tribal, and campus law enforcement partners along with fire service, emergency management, public health, military and private sector security agencies to foster information-sharing related to several topics, including drug trends and drug trafficking information. To support this mission, WSIC provides a variety of services, including but not limited to criminal case support, specialized intelligence-gathering, and analytical products.<sup>lx</sup> WSIC may access national criminal intelligence information and provide it, as well as finished tactical, operational, and strategic intelligence products, on a variety of topics that include drugs.

(U) DCI is administrator of the **ACISS Case Management System**. Acquired in 2004, ACISS is an automated, central, web-based records management system (RMS) and data sharing system. ACISS allows drug task forces to share certain key data with other participating agencies, the Wisconsin Department of Justice, and the Wisconsin High Intensity Drug Trafficking Area (HIDTA). ACISS provides tools and a shared system for documenting investigative activities for multi-jurisdictional task forces for major cases, gang and drug investigations, and a standard means for task forces to gather and maintain statistics on activities. Wisconsin was the first state to implement a statewide shared case management system involving drug task forces and numerous federal, state, local and tribal law enforcement partners.

**(U) Division of Forensic Science (DFS)**, or Wisconsin's state crime labs, is entrusted by state statutes to provide technical assistance to the criminal justice system in the investigation of criminal matters.<sup>lxi</sup> It involves the recognition, recovery, packaging, marking, sealing, and analysis of physical evidence; preparation of technical reports of the analyses; and court testimony. Laboratory staff also train law enforcement officers in advanced evidence handling procedures and the processing of some crime scenes.

**(U) Controlled Substance Unit** analyzes evidence for the presence or absence of controlled substances.<sup>lxiii</sup>

**(U) Toxicology Unit** tests blood, body fluids, or tissue samples for alcohol, controlled substances, and poisons, to assist criminal investigations where drug or alcohol use may be implicated and provide support in determining the cause and manner of death.<sup>lxiii</sup>

**(U) Wisconsin State Patrol (WSP)**, under the Wisconsin Department of Transportation, provides public safety services by addressing violations throughout the state. WSP enforces traffic and criminal laws, helps motorists in need, inspects trucks, school buses, and ambulances, delivers educational assistance, offers technical crash reconstruction, and assists local law enforcement agencies with natural disasters and civil disturbance.<sup>lxiv</sup> WSP is tasked to locate, identify, and apprehend people using state highways for criminal acts, violations which often include illegal drugs and narcotics.

**(U) Criminal interdiction component** of the WSP includes officers trained to identify suspicious behavior and other indications of illegal activity, especially during traffic stops for routine offenses.<sup>lxv</sup> In FY2018, WSP made 4,175 arrests for criminal interdiction/controlled substances.<sup>lxvi</sup>

**(U) K-9 teams** located throughout the state may be requested by local, county, state partners to assist with narcotic investigations.

**(U) Wisconsin National Guard Counterdrug Program (CDP)** supports drug supply and demand reduction activities of law enforcement and community organizations through personnel, equipment, and facilities. Emphasizing supply reduction, CDP assists law enforcement to disrupt production, transportation, distribution, financing of illegal drugs. Through partnerships with local, state and federal agencies, CDP provides specialized personnel and resources at no cost.<sup>lxvii</sup> CDP may also support law enforcement agencies in counter-narcoterrorism activities.

**(U) Counterdrug Case Support Analysts** assist law enforcement agencies in Wisconsin by helping to develop narcotics investigations into complete and prosecutable cases. Counterdrug analysts supported 904 drug related cases in 2018.<sup>lxviii</sup>

**(U) Aviation Support** in RC-26 aircraft and crew provide support to law enforcement against organizations and people trafficking illicit drugs.<sup>lxix</sup>

**(U) Federal Drug Programs and Law Enforcement Agencies in Wisconsin**

(U) The United States Department of Justice (DOJ) is the parent agency of the Bureau of Alcohol, Tobacco, Firearms, and Explosives, the Drug Enforcement Administration, and the Federal Bureau of Investigation, and others.<sup>lxxx</sup>

**(U) Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF)** aims to protect communities from violent criminals, criminal organizations, the illegal use and trafficking of firearms, the illegal use and storage of explosives, acts of arson and bombings, acts of terrorism, and the illegal diversion of alcohol and tobacco products.<sup>lxxxi</sup> Field offices are in Milwaukee and Madison.<sup>lxxxii</sup>

**(U) Drug Enforcement Administration (DEA)** enforces controlled substances laws and regulations of the United States. It brings to the criminal and civil justice systems those involved in the growing, manufacture, or distribution of controlled substances appearing in or destined for illicit traffic in the U.S., recommends and supports non-enforcement programs aimed at reducing the availability of illicit controlled substances on the domestic and international markets.<sup>lxxxiii</sup> In Wisconsin, DEA is based out of the Chicago Division, with a District Office in Milwaukee and resident offices in Madison and Green Bay.<sup>lxxxiv</sup>

**(U) DEA Prescription Drug Take Back Day** and the **National Prescription Drug Take-Back Day** aim to provide safe, convenient, responsible means for disposing prescription drugs, while also educating the public about the potential for abuse of medications.<sup>lxxxv</sup>

**(U) DEA Tactical Diversion Squads (TDS)** target the diversion of licit pharmaceutical controlled substances or listed chemicals by combining DEA resources with federal, state and local law enforcement agencies to investigate, disrupt, and dismantle those suspected of violating the Controlled Substances Act or other statutes. The Wisconsin TDS office is in Milwaukee.<sup>lxxxvi</sup> TDS includes DEA Special Agents, DEA Diversion Investigators, and task force officers from the Greenfield Police Department, Milwaukee Police Department, Racine Police Department, and DCI.<sup>lxxxvii</sup>

**(U) Federal Bureau of Investigation (FBI)** works to combat criminal and security threats around the globe to include the enforcement of organized crime and drug trafficking. FBI jurisdiction covers more than 200 categories of federal law, generally falling under three national security priorities and five criminal priorities. For purposes of this report, the criminal priority of interest is to combat transnational organized crime, gangs, and related drug state crimes.<sup>lxxxviii</sup> The FBI regional office in Milwaukee works with satellite offices in Eau Claire, Green Bay, La Crosse, Madison, and Wausau.<sup>lxxxix</sup> The FBI has three task forces which target drugs in WI; the Southeastern Regional Gang Task Force,

Southcentral Regional Gang Task Force, and the Central Wisconsin Narcotics Task Force.

**(U) Department of Homeland Security (DHS)** is the parent agency for the U.S. Customs and Border Protection and Immigration and Customs Enforcement. DHS is tasked with securing the nation from a variety of threats, including threats related to drug trafficking.<sup>lxxx</sup>

**(U) Customs and Border Protection (CBP)** is charged with keeping terrorists and their weapons out of the U.S. while facilitating lawful international travel and trade.<sup>lxxxix</sup> In Wisconsin, CBP works out of the Chicago Field Operation Office with a satellite office in Milwaukee, and is responsible for ports of entry that include Appleton, Green Bay, Milwaukee, and Racine.<sup>lxxxii</sup>

**(U) Immigration and Customs Enforcement (ICE)** conducts criminal and civil enforcement of federal laws governing border control, customs, trade and immigration.<sup>lxxxiii</sup> ICE enforces a wide range of criminal statutes including Title 18 and Title 19 of the U.S. Code, addressing smuggling and customs violations. ICE also enforces Title 21 about the importation, distribution, manufacture and possession of illegal narcotics.<sup>lxxxiv</sup> ICE Homeland Security Investigations (HSI) combat criminals illegally exploiting U.S. travel, trade, financial, and immigration systems, to include cross-border criminal activity related to narcotics and weapons smuggling/trafficking.<sup>lxxxv</sup> HSI for Wisconsin is based out of the Chicago Field Operation Office with a satellite office in Milwaukee.

### **(U) Other Drug-Related Programs in Wisconsin**

(U) The Federal Government awards competitive grants to help states in their efforts to reduce drug use and its harmful consequence.<sup>lxxxvi</sup> Two programs funded via federal grant money, the Wisconsin High Intensity Drug Trafficking Area and the Prescription Drug Monitoring Program, are highlighted:

**(U) Wisconsin High Intensity Drug Trafficking Area (HIDTA)** is one of 29 HIDTAs throughout the country that provide assistance to federal, state, local, tribal law enforcement agencies in areas for countering drug trafficking.<sup>lxxxvii</sup> Designated in 1998 and administered by the DEA, Wisconsin's HIDTA aims to apply enhanced intelligence processes, operational coordination, and prosecution to reduce organized drug distribution, drug related violent crime and money laundering, and the demand for illegal drugs across in southeastern Wisconsin.<sup>lxxxviii</sup> HIDTA includes 10 local law enforcement agencies from Brown, Dane, Kenosha, Milwaukee, Racine, Rock, and Waukesha counties, plus the University of Wisconsin – Milwaukee, as well as 3 state and 11 federal agencies.

(U) Wisconsin Department of Safety and Professional Services' **Enhanced Prescription Drug Monitoring Program (ePDMP)** provides information about controlled substance prescriptions dispensed in the state.<sup>lxxxix</sup> It contains information from pharmacies and practitioners like physicians and dentists, with up to 35,000 queries submitted per day in 2018.<sup>xc</sup>

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