



# DCI Drug Report 2015

Wisconsin Statute  
§961.565

## **(U) 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 will outline the status of narcotics investigations throughout the state of Wisconsin for calendar year 2014, specifically identifying the various law enforcement agencies throughout the state with dedicated narcotics enforcement units. Additionally, this report will describe the role of local, state, and federal law enforcement in overall narcotics investigations in Wisconsin as well as general drug trends.

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

(U) Many law enforcement agencies report drug related arrest data to the Federal Bureau of Investigation (FBI) through Uniformed Crime Reporting (UCR). Drug related arrests involve:

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

(U) The UCR Program collects information on arrests for drug abuse violations based on the narcotics involved. However, UCR data does not break down the arrests by the *specific* drug involved or the illicitness of that drug. For example, cocaine (illegal), heroin (illegal), and morphine (legal when prescribed) are all included under the “opium or cocaine and their derivatives (morphine, heroin, codeine)” category. This makes trend analysis regarding arrest data across these different drugs difficult. For the purposes of this report, case statistics from the Wisconsin State Crime Laboratory (WSCL) are used to address trends in presence and enforcement across specific drugs.

(U) When reporting UCR statistics, agencies must include all arrests for violations, including attempts, and subdivide the arrests by differentiating between sale/manufacturing and possession. The total reported number of overall drug arrests in Wisconsin (via UCR) in 2014 was 25,163, a 3% decrease from 2013 (see Appendix A for a breakdown of reported arrests by county)<sup>1</sup>. Both the reported number of drug sale arrests and the reported number of drug possession arrests decreased from 2013 (See figure A for more information)<sup>iii</sup>. Additionally, in 2014 in Wisconsin:

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<sup>1</sup> Product Note: In last year’s report, the reported number of arrests in 2013 was 25,998. However, since the time of the last report, 28 additional agencies began reporting UCR data and provided 2013 data at the time of their inclusion into the program.

- There was a reported decrease in both sale/manufacturing (-13.78%) and possession (-1.79%) arrests for opium or cocaine and their derivatives from 2013.
- There was a reported decrease in both sale/manufacturing (-5.69%) and possession (-4.55%) arrests for marijuana from 2013.
- There was a reported decrease in sale/manufacturing arrests (-7.64%) but an increase in possession arrests (2.41%) for synthetic narcotics from 2013.
- There was a reported increase in both sale/manufacturing (3.73%) possession (5.21%) arrests for dangerous non-narcotic drugs from 2013.

**Figure A. Wisconsin UCR Reported Drug Arrests 2013-2014<sup>iv</sup>**

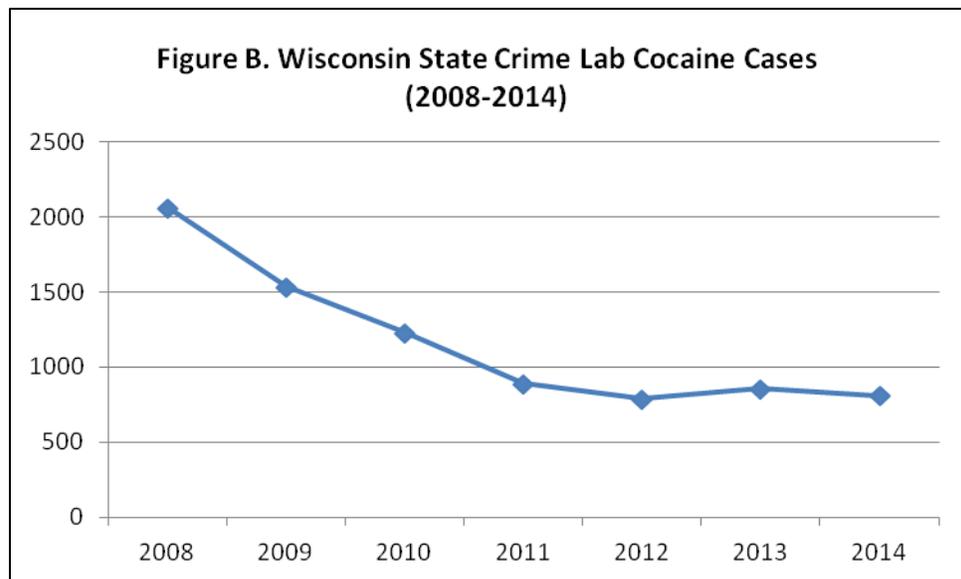
Drug Arrest Type	2013	2014	Total Change	Percentage Change
Sale/Manufacturing – Opium or cocaine and their derivatives (morphine, heroin, codeine)	1,488	1,283	-205	-13.8%
Sale/Manufacturing - Marijuana	2,073	1,955	-118	-5.7%
Sale/Manufacturing – Synthetic Narcotic: Manufactured narcotics which can cause true drug addiction (demerol, methadones)	406	375	-31	-7.6%
Sale/Manufacturing – Dangerous non-narcotic drugs (barbiturates, benzedrine)	830	861	31	3.7%
Possession – Opium or cocaine and their derivatives (morphine, heroin, codeine)	1,616	1,587	-29	-1.8%
Possession - Marijuana	15,388	14,688	-700	-4.5%
Possession – Synthetic Narcotic: Manufactured narcotics which can cause true drug addiction (demerol, methadones)	1,412	1,446	34	2.4%
Possession – Dangerous non-narcotic drugs (barbiturates, benzedrine)	2,821	2,968	147	5.2%
Total Drug Sale Arrests	4,797	4,474	-323	-6.7%
Total Drug Possession Arrests	21,237	20,689	-548	-2.6%
Total Drug Arrests	26,034	25,163	-871	-3.3%

(U) The following is a breakdown of use, abuse, and enforcement trends in Wisconsin for each specific drug:

**(U) Cocaine:** Cocaine is a powerfully addictive stimulant drug made from the leaves of the coca plant native to South America. It produces short-term euphoria, energy, and talkativeness in addition to potentially dangerous physical effects like raising heart rate and blood pressure<sup>v</sup>.

(U) Since 2008, the average number of cocaine cases worked by the WSCL each year has decreased over time and has remained relatively consistent since 2011 (See Figure B). In 2014, the WSCL reported 809 cocaine cases (across 61 counties). This is down from 855 cocaine case in 2013 (across 56 counties). Although the number of cases overall decreased, the number of counties with cocaine cases increased. Counties with the most cocaine cases (30

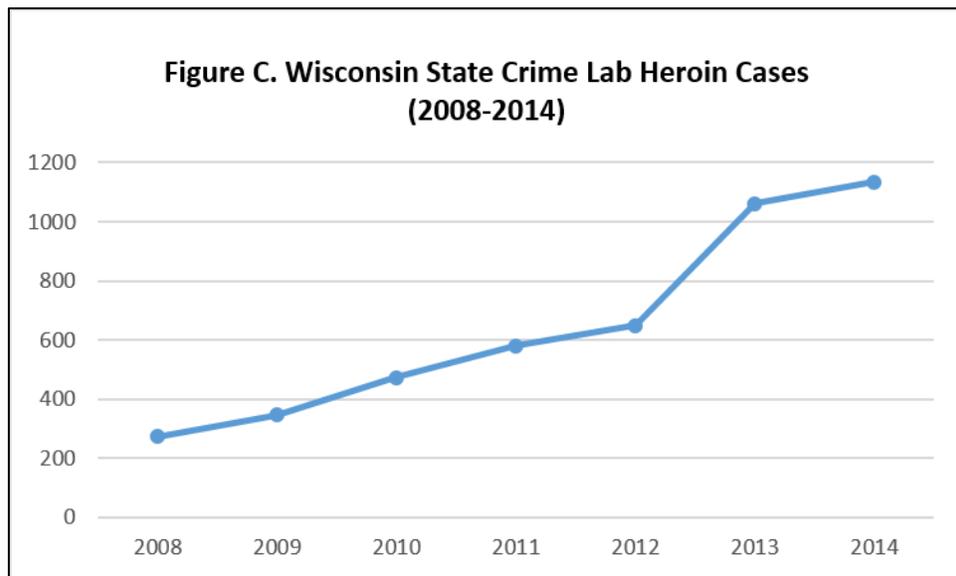
or more cases) in 2014 included Brown, Dane, Eau Claire, Fond du Lac, Milwaukee, Racine, Sheboygan, and Waukesha<sup>vi</sup>.



**(U) Heroin:** Heroin is an opioid drug synthesized from morphine, a naturally occurring substance extracted from the seed pod of the Asian opium poppy plant. Heroin usually appears as a white or brown powder or as a black sticky substance, known as “black tar heroin”<sup>vii</sup>.

(U) Increased heroin use is a continuing concern for the state of Wisconsin. In addition to the fact that heroin is an illegal substance with no standards for consistency or dosing (as exists with prescription drugs), heroin use carries significant risk of overdose<sup>viii</sup>. Additionally, emerging trends like fentanyl-laced heroin and other drugs poses an increased risk of overdose (see *Emerging Drug – Fentanyl-Laced Heroin and Other Drugs* section below).

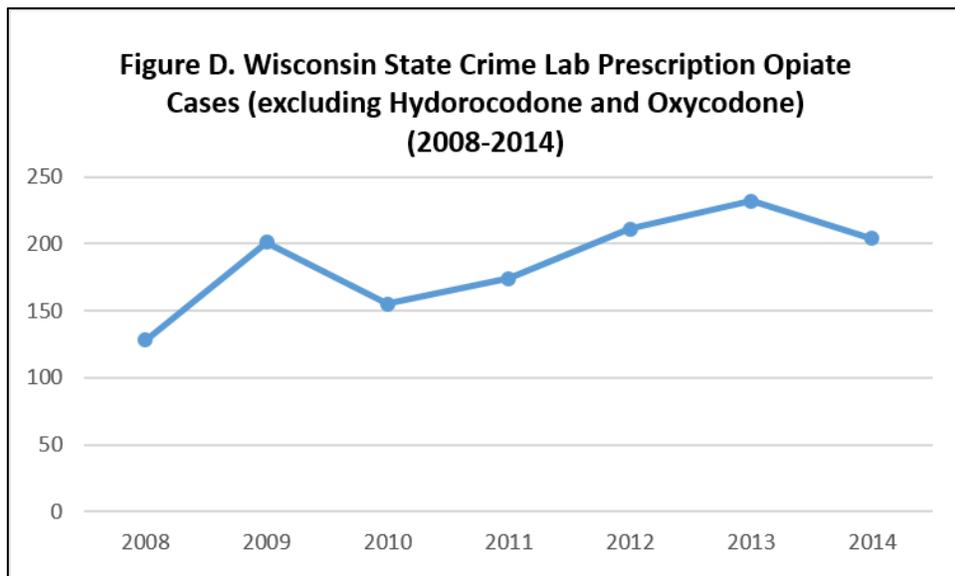
(U) Data from the Wisconsin State Crime Lab (WSCL) also reflects these findings. Since 2008, the average number of heroin cases worked by the WSCL each year has increased significantly over time (See Figure C). In 2014, the WSCL reported 1,134 heroin cases (across 53 counties). This is a 6.9% increase (up from 1,060) since 2012 (across 57 counties). Although the number of counties that had heroin cases is down, the number of counties with a large number of cases (more than 30 cases) increased. Counties with the most heroin cases in 2014 (more than 30 cases) included Brown, Dane, Douglas, Fond du Lac, La Crosse, Marinette, Milwaukee, Outagamie, Racine, Rock, Sheboygan, Walworth, Washington, Waukesha, Winnebago, and Wood<sup>ix</sup>.



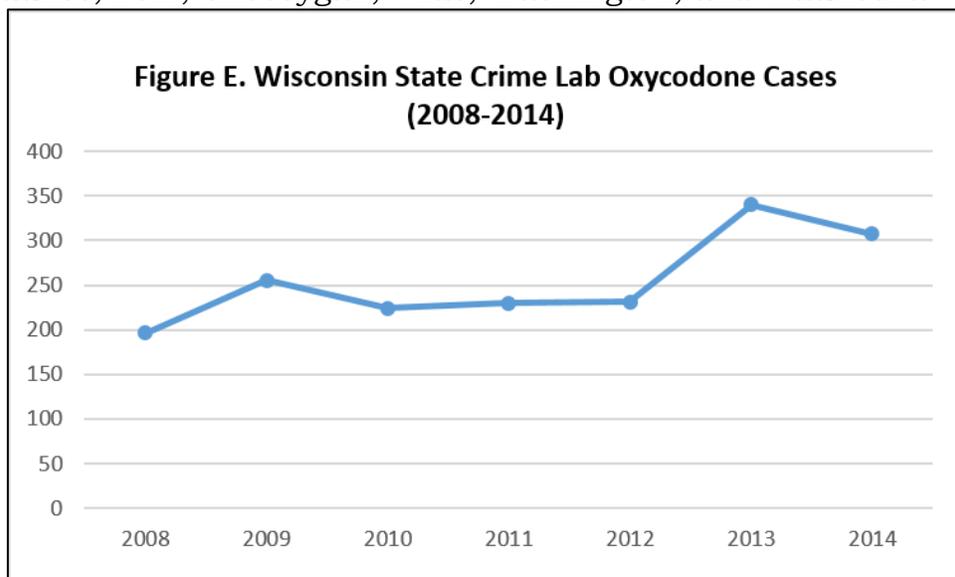
(U) This trend is consistent with the investigative trends identified by the Wisconsin Department of Justice – Division of Criminal Investigation (DCI). In 2014, DCI reported a continued increase in the amount of heroin seized from 2013 to 2014 along with an increase in heroin overdose deaths.

**(U) Prescription and Over the Counter (OTC) Drugs:** Some medications have psychoactive (mind-altering) properties and, because of that, are sometimes abused—that is, taken for reasons or in ways or amounts not intended by a doctor, or taken by someone other than the person for whom they are prescribed. In fact, prescription and over-the-counter (OTC) drugs are, after marijuana (and alcohol), the most commonly abused substances by Americans, aged 14 and older. The classes of prescription drugs most commonly abused are: opioid pain relievers, such as Vicodin or Oxycontin; stimulants for treating Attention Deficit Hyperactivity Disorder (ADHD), such as Adderall, Concerta, or Ritalin; and central nervous system (CNS) depressants for relieving anxiety, such as Valium or Xanax. The most commonly abused OTC drugs are cough and cold remedies containing dextromethorphan<sup>x</sup>.

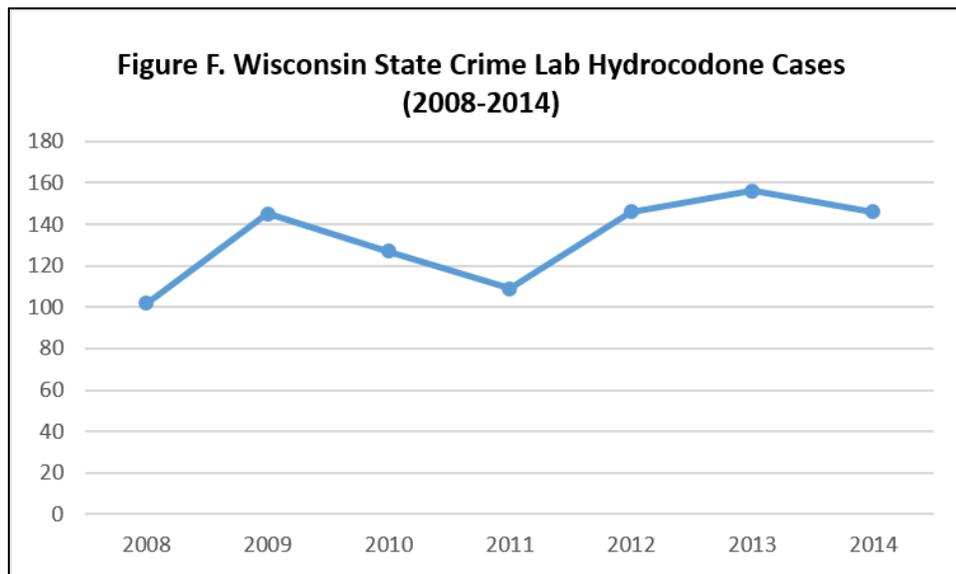
(U) Since 2008, the average number of prescription opiate cases (excluding Hydrocodone and Oxycodone) worked by the Wisconsin State Crime Lab (WSCL) each year has increased slightly over time (See Figure D). In 2014, however, the total number of cases decreased slightly. In 2014, the WSCL reported 204 prescription opiates (excluding Hydrocodone and Oxycodone) cases (across 51 counties). This is down from 231 cases in 2013 (across 51 counties). Counties with the most prescription opiates (excluding Hydrocodone and Oxycodone) cases in 2014 (more than 10 cases) included Brown, Milwaukee, and Waukesha<sup>xi</sup>.



(U) Since 2008, the average number of Oxycodone cases worked by the WSCL each year has remained relatively consistent over time, with a spike in 2013 (See Figure E). In 2014, WSCL reported 307 Oxycodone cases (across 49 counties). This is down from 340 cases in 2013 (across 45 counties) but still up from the 231 cases in 2012 (across 50 counties). Counties with the most Oxycodone cases in 2014 (more than 10 cases) included Brown, Milwaukee, Ozaukee, Polk, Sheboygan, Vilas, Washington, and Waukesha<sup>xii</sup>.



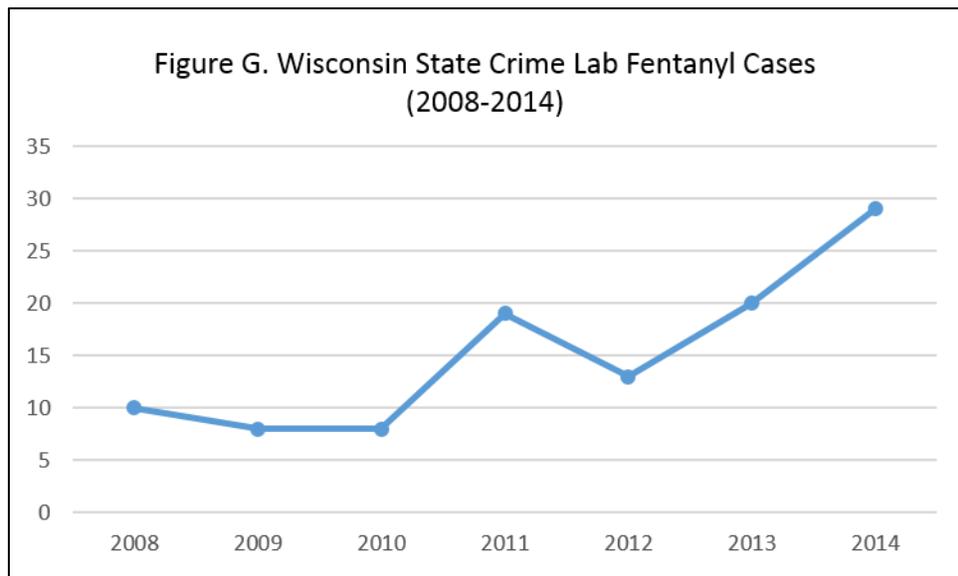
(U) Since 2012, the average number of Hydrocodone cases worked by the WSCL each year has remained relatively constant. (See Figure F). In 2014, WSCL reported 146 Hydrocodone cases (across 44 counties). This is down from 156 cases in 2013 (across 42 counties). The only county with the ten or more Hydrocodone cases in 2014 was Brown<sup>xiii</sup>.



**(U) Emerging Drug – Fentanyl-Laced Heroin and Other Drugs:** Fentanyl, a synthetic and short-acting opioid analgesic, is 50-100 times more potent than morphine and approved for managing acute or chronic pain associated with advanced cancer. Although pharmaceutical fentanyl can be diverted for misuse, most cases of fentanyl-related morbidity and mortality have been linked to illicitly manufactured fentanyl and fentanyl analogs, collectively referred to as non-pharmaceutical fentanyl (NPF). NPF is sold via illicit drug markets for its heroin-like effect and often mixed with heroin and/or cocaine as a combination product—with or without the user’s knowledge—to increase its euphoric effects<sup>xiv</sup>.

(U) Reports on state drug seizures (or confiscations) from the National Forensic Laboratory Information System (NFLIS), a program of the U.S. Drug Enforcement Administration’s (DEA) Office of Diversion Control, indicate a significant increase in the total number of fentanyl drug seizures reported by forensic laboratories around the country from 2012 to 2014 (618 in 2012; 945 in 2013; 4,585 in 2014)<sup>xv</sup>.

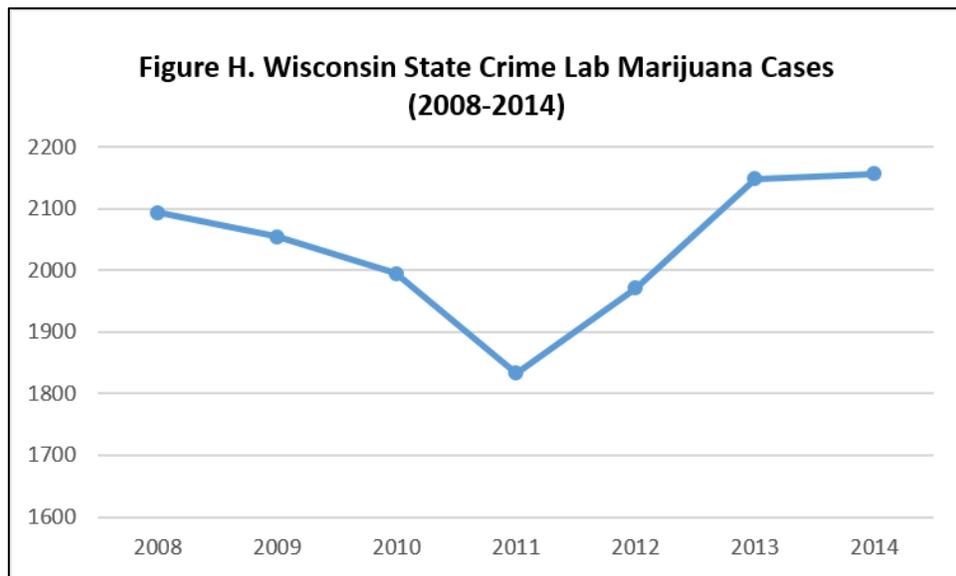
(U) This is consistent with the reporting in Wisconsin. Since 2011, the WSCL has reported a steady increase (apart from a small decrease in 2012) of fentanyl cases (see Figure G). In 2014, the WSCL reported 29 fentanyl cases (across 13 counties). This is up from 20 fentanyl cases in 2013 (across 13 counties). The counties with the most fentanyl cases in 2014 (more than 3 cases) were Brown, Milwaukee, and Waukesha.



**(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>xvi</sup>.

(U) Since 2008, the average number of marijuana cases worked by the Wisconsin State Crime Lab (WSCL) each year has remained relatively constant, with slightly less cases worked in 2011 (See Figure H). In 2014, the WSCL reported 2,156 marijuana cases (across 66 counties). This is up from 2,148 cases in 2013 (across 69 counties). Counties with the most marijuana cases in 2014 (more than 50 cases) included Brown, Columbia, Lincoln, Milwaukee, Outagamie, Polk, Racine, Rock, Shawano, Sheboygan, St. Croix, and Waukesha<sup>xvii</sup>.

(U) This trend is consistent with the investigative trends identified by the Wisconsin Department of Justice – Division of Criminal Investigation. In 2014, both the Eastern and Western DCI Regions reported an increase in the seizure of marijuana, especially high-grade marijuana (HGM)<sup>xviii</sup>.



**(U) Continued Concern – Butane Honey Oil (BHO):** Butane Honey Oil (BHO), also referred to as “hash oil” or “honey oil”, is used by illicit drug users and dealers but is a misnomer in suggesting any resemblance to hashish. Hash oil is produced by extracting the cannabinoids from plant material with a solvent. The color and odor of the resulting extract will vary, depending on the type of solvent used. Current samples of hash oil, a viscous liquid ranging from amber to dark brown in color, average about 15 percent THC. In terms of its psychoactive effect, a drop or two of this liquid on a cigarette is equal to a single “joint” of marijuana<sup>xix</sup>.

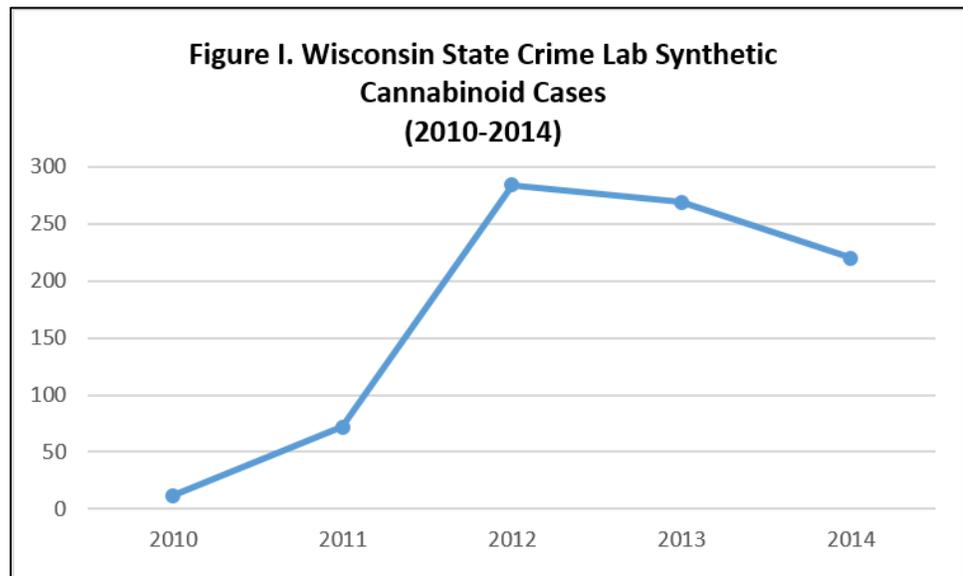
(U) Hash oil poses a threat to law enforcement, first responders, and the general public due to risk of explosion during its production. The production process for hash oil uses butane, and explosions from honey oil production have blown walls out, moved houses off foundations, and caused severe burns. The national media continues to report on cases of explosions due to the production of hash oil across the country<sup>xx</sup>.

**(U) Synthetic Cannabinoids:** Synthetic cannabinoids, or “Spice”, refers to a wide variety of herbal mixtures that produce experiences similar to marijuana (cannabis) that are marketed as “safe,” legal alternatives to that drug. Sold under many names, including K2, fake weed, Yucatan Fire, Skunk, Moon Rocks, and others — and labeled “not for human consumption” — these products contain dried, shredded plant material and chemical additives that are responsible for their psychoactive (mind-altering) effects<sup>xxi</sup>.

(U) In 2012, the number of synthetic cannabinoid cases worked by the WSCL increased significantly (See Figure I). In 2014, the WSCL reported 220 synthetic cannabinoid cases (across 47 counties). This is down from 269 cases in 2013

(across 49 counties). Counties with the most synthetic cannabinoid cases in 2014 (more than 10 cases) included Columbia, Marinette, Milwaukee, Ozaukee, Vilas, and Wood<sup>xxii</sup>.

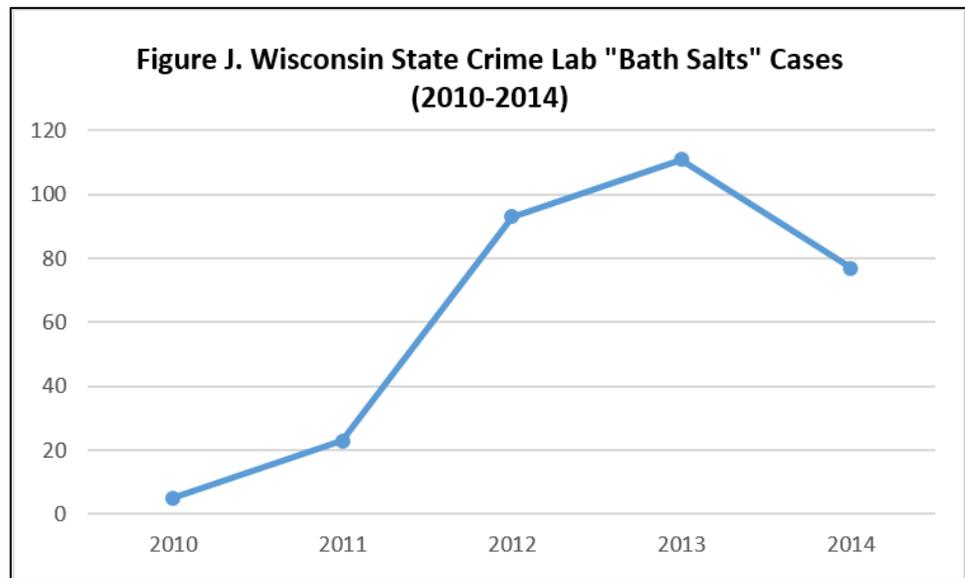
(U) Despite these numbers, in 2014, the Wisconsin Department of Justice – Division of Criminal Investigation (DCI), specifically the Eau Claire Field Office, noted a steady increase in the sales and use of synthetic cannabinoids.



(U) **“Bath Salts”**: Synthetic cathinones, or “Bath Salts”, refers to an emerging family of drugs containing one or more synthetic chemicals related to cathinone, an amphetamine-like stimulant found naturally in the Khat plant<sup>xxiii</sup>.

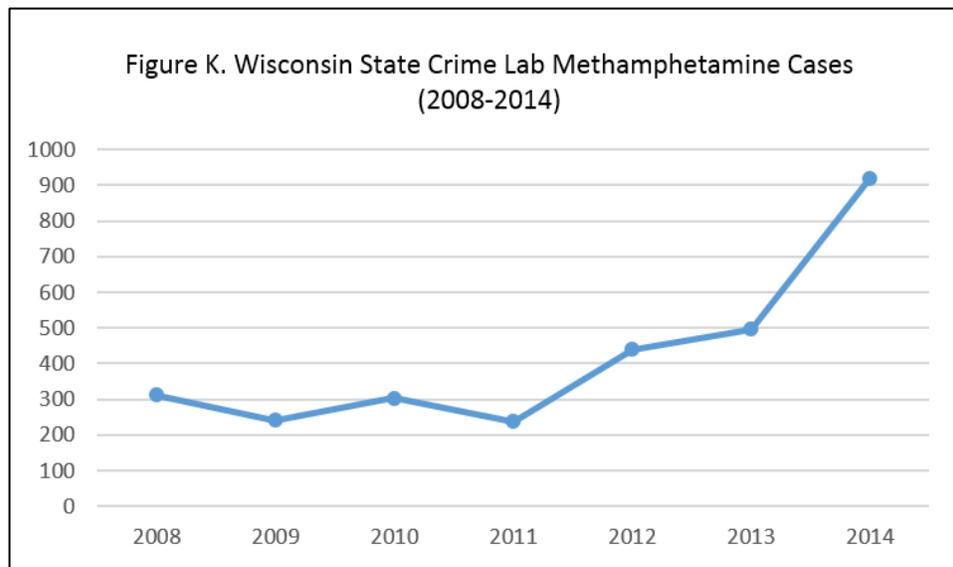
(U) Since 2010, the number of “Bath Salts” cases worked by the WSCL has increased significantly (See Figure J). In 2014, the WSCL reported 77 “Bath Salts” cases (across 27 counties). This is down from 111 cases (across 38 counties) in 2013, a 31% decrease. Counties with the most synthetic cathinones cases in 2014 (more than 5 cases) included Rock and Sawyer<sup>xxiv</sup>. There were more than twice as many synthetic cathinones cases reported in Sawyer County (14 cases – up from 7 in 2013) than the next highest reported county (6 cases in Rock County).

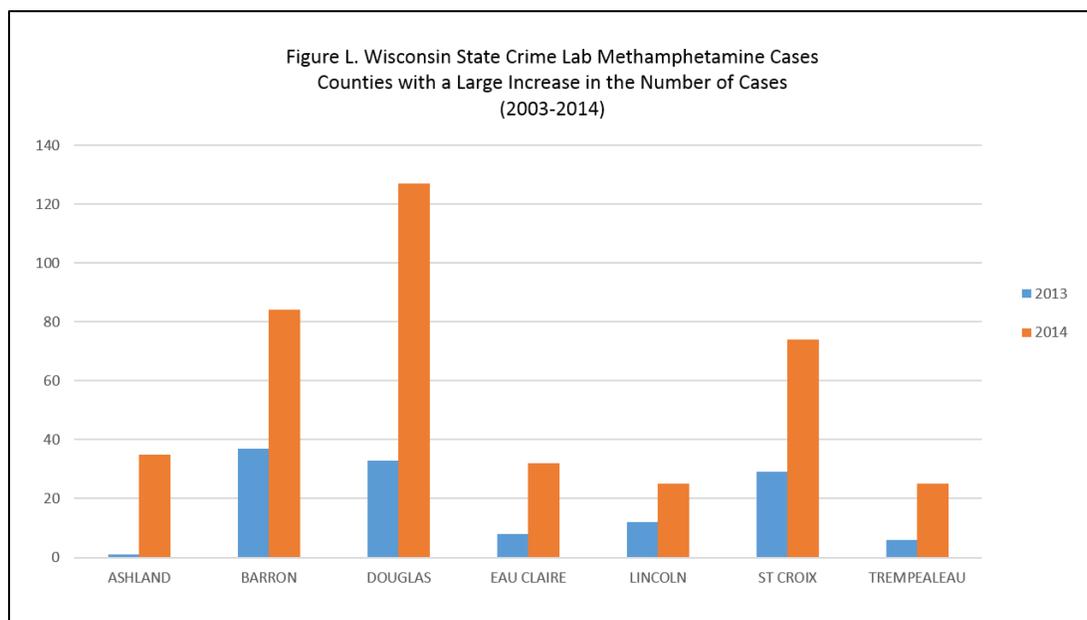
(U) Despite these numbers, in 2014, the Wisconsin Department of Justice – Division of Criminal Investigation (DCI), specifically the Eau Claire Field Office, noted a steady increase in the presence of synthetic cathinones. This exhibited trend may be a result of several counties in this region, especially Douglas, Eau Claire, and Sawyer, that saw an increase in synthetic cathinone cases.



**(U) Re-emerging Concern - Methamphetamine:** Methamphetamine (also called meth, crystal, chalk, and ice, among other terms) is an extremely addictive stimulant drug that is chemically similar to amphetamine. It takes the form of a white, odorless, bitter-tasting crystalline powder<sup>xxv</sup>.

(U) The total number of methamphetamine cases worked by the WSCL has continued to increase since 2012 (See Figure K). In 2014, the WSCL reported 920 methamphetamine cases (across 45 counties). This is up from 497 cases in 2013 (across 45 counties), an 85% increase. Counties with the most methamphetamine cases in 2014 (more than 30 cases) included Ashland, Barron, Brown, Douglas, Dunn, Eau Claire, Outagamie, Polk and St. Croix<sup>xxvi</sup>. Additionally, several counties saw significant increases in the number of cases from 2013 to 2014: Ashland, Barron, Douglas, Eau Claire, Lincoln, St. Croix, and Trempealeau (see Figure L).

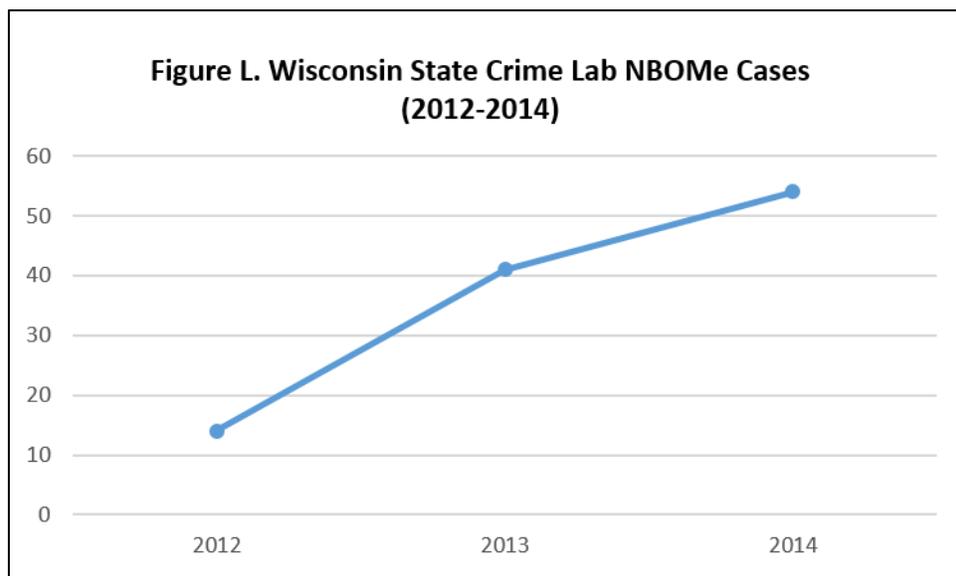




(U) This trend is consistent with the investigative trends identified by the Wisconsin Department of Justice – Division of Criminal Investigation. In 2014, both the Eastern and Western DCI Regions saw an increase in clandestine methamphetamine manufacturing laboratory responses. In 2013, DCI responded to 40 clandestine labs. In 2014, DCI responded to 47<sup>xxvii</sup>.

**(U) “N-bomb”:** N-bomb refers to any of three closely related synthetic hallucinogens (25I-NBOMe, 25C-NBOMe, and 25B-NBOMe) that are being sold as legal substitutes for LSD or mescaline. Also called “legal acid,” “smiles,” or “25I,” they are generally found as powders, liquids, soaked into blotter paper (like LSD), or laced on something edible. These chemicals act on serotonin receptors in the brain, like other hallucinogens, but they are considerably more powerful even than LSD<sup>xxviii</sup>.

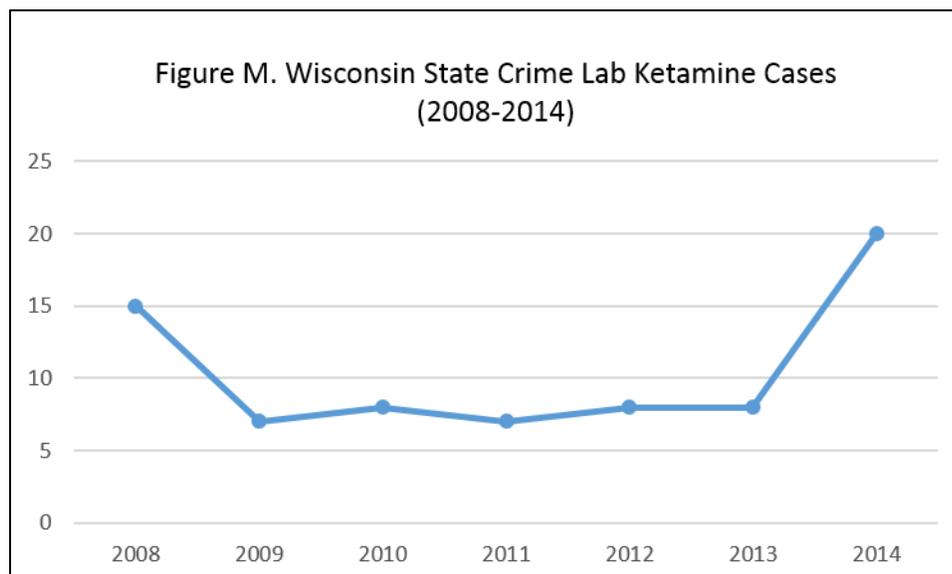
(U) There continues to be an increase in the number of NBOMe cases reported by the Wisconsin State Crime Lab since first encountering the drug in 2012 (See Figure L). In 2014, the Wisconsin State Crime Laboratory reported 54 NBOMe cases (across 24 counties). This is up from 41 cases in 2013 (across 21 counties). Counties with the most NBOMe cases in 2014 (more than 3 cases) included Brown, Marathon, Outagamie, Washington, and Waukesha<sup>xxix</sup>.



**(U) Emerging Drug - Ketamine:** Ketamine, also referred to as “K” or “Special K”, is marketed as a dissociative general anesthetic for human and veterinary use. Ketamine liquid can be injected, applied to smokable material, or consumed in drinks. The powdered form is made by allowing the solvent to evaporate, leaving a white or slightly off-white powder that, once pulverized, looks similar to cocaine. The powder can be mixed into drinks, smoked, or dissolved and then injected<sup>xxx</sup>.

(U) The only known source of ketamine is via diversion of pharmaceutical products. Recent press reports indicate that a significant number of veterinary clinics are being robbed specifically for their ketamine stock. U.S. Drug Enforcement Administration (DEA) reporting indicates that a major source of ketamine in the United States is product diverted from pharmacies in Mexico<sup>xxxii</sup>.

(U) In 2008, the WSCL reported 15 cases of ketamine (across 10 counties). From 2009-2013, this number stayed consistently around 7-8 cases per year. However, in 2014, the WSCL reported 20 ketamine cases (across 11 counties). This is the largest reported yearly total for the state of Wisconsin (see Figure M)<sup>xxxiii</sup>.



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

(U) There are reported to be as many as thirty-two drug task forces in Wisconsin<sup>xxxiii</sup>. Many of these drug task forces receive state or federal grant funds to enforce drug-related laws. Until 2013, the Wisconsin Office of Justice Assistance (OJA) was the state administering agency for several federal grant programs, including the Byrne Memorial Justice Assistance Grant (JAG)<sup>xxxiv</sup>. In 2011, OJA published the “Byrne Memorial Justice Assistance Grant – FY2011-2014 Strategic Plan”, parts of which noted drug-related funding priorities. In this report, future spending plans and funding decisions proposed to support, in addition to other items:

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

(U) As a result, eighteen multi-jurisdictional drug task forces continue to receive federal funding via the Byrne Memorial Justice Assistance Grant (see Appendix B for a map of the multijurisdictional drug task forces). These include:

**(U) Brown County Drug Task Force:** The Brown County Drug Task Force enforces drug violations in the Brown County area<sup>xxxvi</sup>.

**(U) Central Agency Drug Enforcement Group (CEADEG):** The CEADEG enforces drug violations in the Marathon County area<sup>xxxvii</sup>.

**(U) Central Wisconsin Drug Task Force (CWDTF):** The CWDTF enforces drug violations the Waushara, Marquette, Green Lake, Portage, Adams, Juneau, Waupaca, and Wood County areas<sup>xxxviii</sup>.

**(U) Dane County Narcotics and Gang Task Force:** The Dane County Narcotics and Gang Task Force is a multi-jurisdictional law enforcement group in the Dane County area<sup>xxxix</sup>.

**(U) Lake Winnebago Area Metropolitan Enforcement Group (LWAM):** LWAM enforces drug violations in the Outagamie, Winnebago, Fond du Lac, and Calumet County areas<sup>xl</sup>.

**(U) Manitowoc County Metro Drug Unit (MCMD):** The MCMD enforces drug violations in the Manitowoc County area<sup>xli</sup>.

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

**(U) Native American Drug and Gang Initiative (NADGI):** 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):** NORDEG enforces drug violations in the Oneida, Forest, Langlade, Lincoln, Oneida, Price, Taylor, and Vilas County areas<sup>xlii</sup>.

**(U) Northwest Area Crime Unit (NACU):** NACU enforces drug violations in the Sawyer, Douglas, and Washburn County areas<sup>xliii</sup>.

**(U) Richland-Iowa-Grant Drug Task Force:** The Richland-Iowa-Grant Drug Task Force enforces drug violations in the Richland, Iowa, and Grant County areas<sup>xliv</sup>.

**(U) Sheboygan County Metro Enforcement Group (SCMEG):** SCMEG operates in the Sheboygan County area<sup>xlv</sup>.

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

**(U) St. Croix Valley Drug Task Force:** The St. Croix Valley Drug Task Force is responsible for investigating drug crime in the three-county area of western Wisconsin that includes St. Croix, Polk, and Pierce counties<sup>xlvii</sup>.

**(U) Washington County Multi-Jurisdictional Drug Unit:** The Washington County Multi-Jurisdictional Drug Unit represents the primary local effort in Washington County<sup>xlviii</sup>.

**(U) Waukesha County Metropolitan Drug Enforcement Unit:** The Waukesha County Metropolitan Drug Enforcement Unit enforces drug violations in the Waukesha County area<sup>xlix</sup>.

**(U) West Central Drug Task Force (WCDTF):** The WCDTF enforces drug violations in the six county area of Buffalo, Clark, Chippewa, Dunn, Eau Claire, and Pepin counties<sup>l</sup>.

**(U) West Central Metro Enforcement Group (WCMEG)** enforces drug violations in the La Crosse, Jackson, Monroe, Vernon, and Trempealeau County areas<sup>li</sup>.

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

**(U) GROC - Safe Streets Task Force:** GROC is a task force formed through the Federal Bureau of Investigation's Safe Streets Violent Crime Initiative, to address gang and drug-related violence in the Rock County area<sup>lii</sup>.

**(U) Milwaukee County Sheriff's Office Drug Enforcement Unit (DEU):** The DEU is a unit of the Criminal Investigations Division at the Milwaukee County Sheriff's Office<sup>liii</sup>.

**(U) Stateline Area Narcotics Team (SLANT):** SLANT covers Green County as well as two counties in Illinois<sup>liv</sup>.

## **State Level Drug Enforcement Efforts**

(U) There are several state agencies working to combat drug crimes in the state of Wisconsin including, but not limited to, the Wisconsin Department of Justice, the Wisconsin State Patrol, and the Wisconsin National Guard.

(U) The **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. State statutes assign certain active law enforcement duties to DOJ, typically involving crimes that are statewide in nature, importance, or influence. These responsibilities are addressed by the Department's Division of Criminal Investigation<sup>lv</sup>.

(U) The **Division of Criminal Investigation (DCI)** is charged with a purely criminal investigative mission and function. The Division employs special agents - sworn law enforcement officers possessing statewide jurisdiction and charged with the responsibility of enforcing the laws of the State of Wisconsin, and criminal analysts

- civilian intelligence and forensic analysts who provide analytical support to these agents. DCI special agents, criminal analysts, and support staff work as a team to investigate several types of crimes including large-scale, multi-jurisdictional drug trafficking<sup>lvi</sup>.

(U) Additionally, DCI's Field Operations Bureau oversees the state's high-profile drug programs and specialized investigative task forces, such as the Drug Endangered Children (DEC) program, the Cannabis Eradication and Suppression Effort (CEASE), and the Methamphetamine Clandestine Laboratory Certified Law Enforcement group, previously the Clandestine Lab Enforcement and Response (CLEAR) task force. Supervisors and staff also work at the High Intensity Drug Trafficking Area (HIDTA) in Milwaukee, the Lake Winnebago Area Multi-Agency Enforcement Group (LWAM) in the Fox Valley region, and the Native American Drug and Gang Initiative (NADGI) in tribal jurisdictions across the state<sup>lvii</sup>.

(U) The **Cannabis Eradication and Suppression Effort (CEASE)** is a law enforcement program managed by DCI and funded by the U.S. Drug Enforcement Administration (DEA), directed at the reduction of cultivated marijuana throughout the state of Wisconsin. The CEASE program focuses on supporting federal, state, and local law enforcement agencies to curb marijuana cultivation, distribution, and use<sup>lviii</sup>. In 2014, \$200,000 was awarded to the CEASE program<sup>lix</sup>.

(U) The primary goal of the CEASE program is to augment local law enforcement efforts to locate indoor and outdoor marijuana grow operations and the arrest of those responsible. CEASE program management compiles statewide statistics and intelligence data and distributes funds, equipment and information to be used for the investigation and eradication of domestic marijuana grows. Reports on CEASE activity are prepared and forwarded to the U.S. Drug Enforcement Administration and law enforcement agencies throughout Wisconsin<sup>lx</sup>.

(U) Agencies involved in the CEASE program include sheriff's departments, drug task forces, Wisconsin State Patrol Air Support Unit, Wisconsin Department of Natural Resources, U.S. Forest Service, the Civil Air Patrol and the Wisconsin National Guard<sup>lxi</sup>.

(U) A component of the Wisconsin DOJ Methamphetamine Initiative, the **Methamphetamine Clandestine Lab Enforcement and Response (CLEAR)** Task Force, was originally funded by a federal grant in order to combat the growing problem of methamphetamine and clandestine laboratories (or meth labs) in Wisconsin. At its peak, the task force was made up of approximately 100 clandestine

laboratory-certified city, county, and state law enforcement officers. All training, medical monitoring, equipment, disposable supplies, mandatory reporting, Occupational Safety and Health Administration (OSHA) compliance and reimbursement for overtime hours were provided by this grant funding. The task force members were trained in dismantling and obtaining evidentiary samples from the meth lab sites and coordinating effort with the DEA to provide a hazardous material contractor to remove the toxic materials from sites<sup>lxii</sup>.

(U) Although 2014 was the first year since the CLEAR Task Force was dissolved (the federal grant funds officially ended on March 31, 2014), the Wisconsin Department of Justice maintained a sustained presence in the fight against methamphetamine manufacturing. There are 30 DCI special agents that are certified, trained, and equipped to respond to clandestine laboratories. In addition, a number of municipal and county law enforcement agencies maintain a roster of certified officers that are equipped to respond to and support DCI at clandestine laboratories. Each year, DCI sponsors recertification training for the agents and local law enforcement officers. DCI provides this vital training in order to stay current on changing trends along with completing required certification testing of personal protective equipment used by lab personnel<sup>lxiii</sup>.

(U) Beginning in 2004, the **Wisconsin Alliance for Drug Endangered Children (WIDEC)** has served as a multi-disciplinary approach to protecting children - leveraging a team of law enforcement, human services, prosecutor, medical, public health, probation, education, treatment, and non-profit child protective professionals. WIDEC exists on three levels: the county/tribal - local effort and direct response, the state - county and tribal coordination, resources and training, and the national - state coordination, resources and training.

(U) In 2014, the DEC program helped promote the activation of 14 new DEC program affiliates in Wisconsin, bringing the total number of DEC programs in Wisconsin to 43, including six tribal DEC programs. Also in 2014, the Drug Endangered Children Tracking System (DECSYS) was initiated as a pilot in Racine, Dane, and Waushara counties. DECSYS does not replace mandatory reporting; rather, it provides law enforcement and child protective services an added way to connect with each other on DEC cases and helps to identify

children not present in the homes at the time of law enforcement action<sup>lxiv</sup>.

(U) Also within DCI, the Special Operations Bureau oversees the Technical Services Unit (TSU) and the Wisconsin Statewide Information Center (WSIC), which provide technical and analytical investigative support to Wisconsin law enforcement to include investigative and analytical support in drug enforcement investigations<sup>lxv</sup>.

(U) The **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. Equipment used by TSU is often cost-prohibitive for other law enforcement partners to own and maintain. These tools are offered to law enforcement free of charge, with few exceptions<sup>lxvi</sup>.

(U) The **Wisconsin Statewide Information Center (WSIC)**, Wisconsin's designated primary intelligence fusion center, 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:

**(U) Intelligence-Gathering and Analytical Products:**

As part of the National Network of Fusion Centers, WSIC has access to national criminal intelligence information and provides this information as well as finished tactical, operational, and strategic intelligence products on a variety of topics, including drugs.

(U) DCI also provides extensive training, including drug-related training, to local, state and federal officers in law enforcement<sup>lxvii</sup>. Drug-related training provided by DCI annually include:

**Two-Week Basic and Advanced DCI Drug Investigation School:** In 2014, this school was held at the State Patrol Academy.

**CEASE Conference:** In 2014, this two-day event was attended by 86 investigators which represented 42 agencies<sup>lxviii</sup>.

**Wisconsin Drug Endangered Children Conference:** The 2014 DEC Conference was held on July 29, 2014 in Eau Claire, Wisconsin. The conference was attended by over 250 professionals in the area of drug enforcement, child protection and others from across the state of Wisconsin<sup>lxix</sup>.

**Meth Recertification Training:** Despite the dissolution of the CLEAR Task Force as a result of the termination of federal grant funding, DCI continues to offer annual clan lab recertification training to local law enforcement across the state.

(U) In addition to the aforementioned specialized training sessions, special agents and criminal analysts provide presentations and briefings on a variety of subjects. For example, in 2014, NADGI/DCI also provided multiple community, professional and law enforcement officer trainings across the State of Wisconsin. These trainings consisted of drug identification and information on Native American gangs. A total of 70 presentations were provided with 4,535 personnel trained in 2014<sup>lxx</sup>.

(U) DCI also has representation on several associations and committees related to drug abuse and drug-related investigations<sup>lxxi</sup>:

- In 2014, the DCI Deputy Administrator was selected to participate in the National Governor's Association Policy Academy on Prescription Drug Abuse. Deputy Administrator Patrick Mitchell was named to the Wisconsin core team along with members of the Department of Safety and Professional Services, Department of Health Services, Medical Examining Board, and Pharmacists Examining Board. The core team was tasked with conducting research and gathering stakeholders to ultimately make recommendations to Governor Scott Walker.
- In 2014, two special agents served on the board of the Wisconsin Narcotics Officers Association (WNOA), including one in the president position.
- DCI also sits on the State Council on Alcohol and Other Drug Abuses (SCAODA) and chairs the Diversity Committee. The Council has five standing committees on prevention, treatment, planning/funding, and issues pertaining to diversity of substance abuse needs. The State Council serves as a focal point for the review of substance abuse issues that

impact the health, welfare and social well-being of Wisconsin citizens, making recommendations to the Governor and Legislature for the enactment of best practices, policy and law. In 2014, the Division participated on the Prevention Committee and put forth a *Heroin Epidemic Analysis and Recommendations for Reducing Heroin Abuse in Wisconsin* publication.

- In 2014, DCI represented the State of Wisconsin in Reno, Nevada during the 2014 National Methamphetamine and Pharmaceutical Initiative stakeholder meeting.

(U) Finally, DCI is the 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 is designed to provide tools and a shared system for documenting investigative activities for multi-jurisdictional task forces for major cases, gang and drug investigations, as well as to provide a standard means for task forces to gather and maintain statistics on task force activities (including arrests, seizures, and other pertinent data). The Wisconsin Department of Justice trains task forces on the use of ACISS and supplements funding costs for ACISS implementation. 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. As part of that implementation involving drug task forces, those drug task forces shall enter the required minimum data on drug and gang related criminal cases investigated by the task force in a timely manner for deconfliction and officer safety, and to maximize data sharing potential. Currently there are approximately 2,100 ACISS users and over 200 agencies utilizing ACISS.

(U) The Wisconsin DOJ also houses the **Wisconsin Crime Laboratory Bureau**, entrusted by statutes to provide technical assistance to the criminal justice system in the investigation of criminal matters. This technical assistance 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 participate in the training of law enforcement officers in advanced evidence handling procedures and the processing of some crime scenes<sup>lxxii</sup>.

**(U) Drug Identification Units** perform chemical, microscopic, and instrumental examinations on a variety of unknown substances in order to extract and identify any controlled substances that are present. These include solids, liquids, pharmaceutical products, and plant materials. Trained and certified individuals from these

units assist in the collection of evidence from clandestine drug laboratory operations<sup>lxxiii</sup>.

**(U) Toxicology Units** conduct chemical and instrumental examinations that extract, identify, and quantitate street drugs, prescription drugs, over-the-counter medications, alcohols, and a variety of poisons from biological samples such as blood, urine, and recovered tissue samples<sup>lxxiv</sup>.

(U) The **Wisconsin State Patrol (WSP)**, under the Wisconsin Department of Transportation, provides traffic and enforcement services for the state of Wisconsin. The WSP enforces traffic and criminal laws, helps motorists in need, inspects trucks, school buses, and ambulances, and assists local law enforcement agencies with natural disasters and civil disturbances<sup>lxxv</sup>.

(U) The **Criminal Interdiction and Homeland Security** component of the WSP includes State Patrol officers who are trained to identify suspicious behavior and other indications of illegal activity, especially during traffic stops for routine offenses. The State Patrol's efforts have stopped large amounts of drugs, weapons, and other illegal contraband from entering, leaving or circulating in the state. The WSP is also a member of the High Intensity Drug Task Force Area (HIDTA) based in Milwaukee and coordinates HIDTA's Domestic Highway Enforcement Program<sup>lxxvi</sup>.

(U) The **Wisconsin National Guard Drug Control Program (DCP)** is a federally-funded state program that assists law enforcement and community organizations in their efforts to reduce the supply and demand of drugs. DCP's mission is to enhance an organization's drug awareness and prevention efforts by providing specialized personnel and unique resources at no cost<sup>lxxvii</sup>. Types of support provided by DCP include:

**(U) Drug Control Training:** DCP provides a unique training environment on the military bases in Wisconsin in which law enforcement can utilize real-world tactical facilities to meet training needs and objectives. DCP offers everything from basic indoor bays to state-of-the-art buildings that can document every move. The High Risk Entry Facility (HREF) provides realistic training for tactical entry, room clearing operations, and changing environments. Every room is wired with electronic instrumentation including multiple cameras, microphones, and infrared devices that can be used immediately for after action reviews. The HREF also allows officers realistic firearms training using Simunition and Airsoft weapons. The Tactical Training Village is an open space with numerous buildings including a structure that allows specialized bomb teams to practice explosive entry techniques<sup>lxxviii</sup>.

**(U) Law Enforcement Support:** At the request of law enforcement, the DCP can deploy analysts to provide analytical support through intelligence analysts<sup>lxxix</sup>.

**(U) Community Support:** The Civil Operations mission of the DCP provides a strong response to substance abuse in each community by building effective local coalitions and supporting their implementation of evidence-based strategies. Coalitions are strategically poised to develop a holistic and effective response to local drug problems. The DCP Guardsmen play a critical role in fostering an effective community response by using unique military skill-sets and culture to assist local coalitions in addressing substance use and abuse<sup>lxxx</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.

(U) The Bureau of **Alcohol, Tobacco, Firearms, and Explosives (ATF)** protects our 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>lxxxii</sup>. In Wisconsin, the ATF has field offices in both Milwaukee and Madison<sup>lxxxiii</sup>.

(U) The **Drug Enforcement Administration (DEA)** enforces the controlled substances laws and regulations of the United States and supports non-enforcement programs aimed at reducing the availability of illicit controlled substances. In Wisconsin, DEA is based out of the Chicago Division, with a District Office in Milwaukee as well as resident offices in Madison and Green Bay<sup>lxxxiii</sup>.

(U) Biannually, the Wisconsin Department of Justice, in partnership with the DEA, coordinates the **National Prescription Drug Take-Back Day**, which aims to provide a safe, convenient, and responsible means of disposing prescription drugs, while also educating the public about the potential for abuse of medications<sup>lxxxiv</sup>.

**(U) Program Highlight:** In 2014, many local law enforcement agencies, the Wisconsin State Patrol, the Wisconsin National Guard, and special agents with DCI assisted with the collection of 17 tons (34,026 lbs) of unwanted, expired or unused prescription drugs dropped off at more than 175 collection sites statewide<sup>lxxxv</sup>.

(U) The **DEA Tactical Division Squad Task Force** was created in 2013 in response to the statewide (and nationwide) abuse of prescription drugs. The task force targets individuals and organizations that are responsible for the diversion of pharmaceutical drugs into the illegal market. The task force is comprised of DEA Special Agents, DEA Diversion Investigators,

and task force officers from the Greenfield Police Department, Milwaukee Police Department, Racine Police Department, and DCI<sup>lxxxvi</sup>.

(U) The **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. The FBI currently has jurisdiction over violations in 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/national criminal organizations and enterprises<sup>lxxxvii</sup>. The FBI has a regional office located in Milwaukee along with four satellite offices, known as resident agencies, in Eau Claire, Green Bay, La Crosse, and Madison<sup>lxxxviii</sup>.

(U) The **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.

**(U) U.S. 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, the CBP works out of the Chicago Field Operations Office, with a satellite office in Milwaukee, and is responsible for the ports in Milwaukee, Green Bay, Superior, and Racine<sup>xc</sup>. The CBP is an affiliate of the Wisconsin CEASE program and provides law enforcement services and resources during narcotics investigations in Wisconsin.

**(U) U.S. Immigration and Customs Enforcement (ICE)** enforces federal law governing border control, customs, trade, and immigration to promote homeland security and public safety<sup>xc</sup>. ICE agents enforce a wide range of criminal statutes including Title 18 and Title 19 of the U.S. Code. These statutes address general smuggling issues as well as customs violations. ICE also enforces Title 21, which covers the importation, distribution, manufacture and possession of illegal narcotics<sup>xcii</sup>. **Homeland Security Investigations (HSI)** combats criminals seeking to exploit America's customs and immigration laws, including cross-border criminal activity related to narcotics and weapons smuggling/trafficking. In Wisconsin, HSI is based out of the Chicago Field Operations Office, with a satellite office in Milwaukee<sup>xciii</sup>.

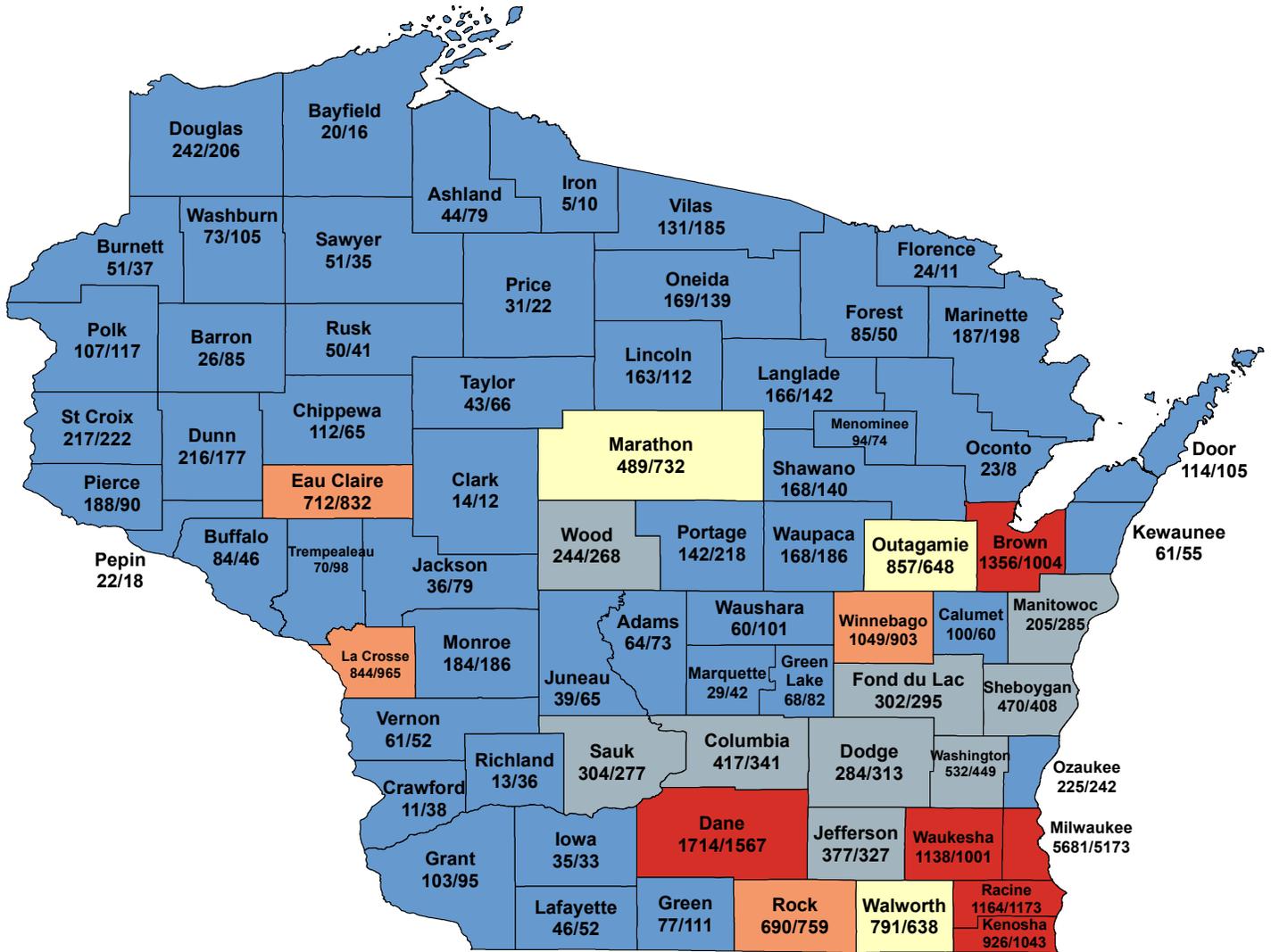
### **(U) Other Drug-Related Programs in Wisconsin**

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

(U) The **Wisconsin High Intensity Drug Trafficking Area (HIDTA)**: The Wisconsin HIDTA is one of 28 HIDTAs throughout the country. The Wisconsin HIDTA's mission is to apply enhanced intelligence processes and greater operational coordination and prosecution to reduce organized drug distribution, drug related violent crime and money laundering, and the demand for illegal drugs within the Wisconsin HIDTA area of responsibility (AOR)<sup>xcv</sup>. Currently, the Wisconsin HIDTA includes 10 local law enforcement agencies within 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) The Wisconsin Department of Safety and Professional Services houses the **Prescription Drug Monitoring Program (PDMP)**. The PDMP is a tool to improve patient care and safety and to reduce the abuse and diversion of prescription drugs. It contains information submitted to it by pharmacies and practitioners, including physicians, dentists, advance practice nurse prescribers, and others, about monitored prescription drugs dispensed to patients in Wisconsin<sup>xcvi</sup>. In 2014, the PDMP database captured over 10.5 million prescription orders in the state of Wisconsin<sup>xcvii</sup>.

# 2013/2014 Drug Arrests by County Based on Unified Crime Reports



## 2014 Drug Arrests

- 0 - 250 Drug Arrests
- 251 - 500 Drug Arrests
- 501 - 750 Drug Arrests
- 751 - 1000 Drug Arrests
- 1000+ Drug Arrests



17/18



273/221

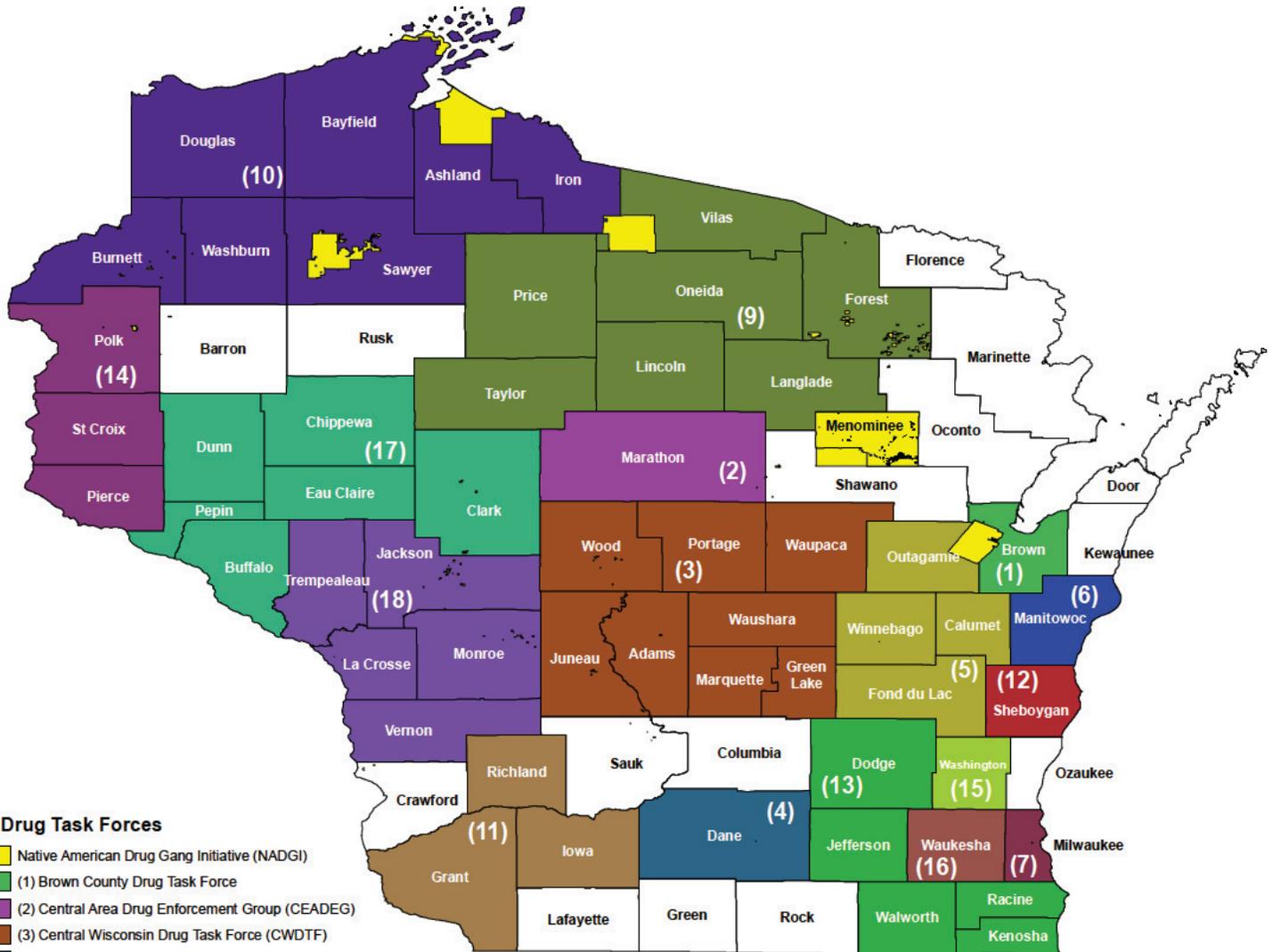


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# Wisconsin Drug Task Forces

Based on Task Forces Receiving Byrne Memorial Justice Assistance Grant (JAG) Funding



## WI Drug Task Forces

- Native American Drug Gang Initiative (NADGI)
- (1) Brown County Drug Task Force
- (2) Central Area Drug Enforcement Group (CEADEG)
- (3) Central Wisconsin Drug Task Force (CWDTF)
- (4) Dane County Narcotics and Gang Task Force
- (5) Lake Winnebago Area Metro Enforcement Group (LWAM)
- (6) Manitowoc County Metro Drug Unit (MCMD)
- (7) Milwaukee Metropolitan Drug Enforcement Group
- (8) Non-Grant Funded Counties
- (9) North Central Drug Enforcement Group (NORDEG)
- (10) Northwest Area Crime Unit (NACU)
- (11) Richland-Iowa-Grant Drug Task Force
- (12) Sheboygan County Metro Enforcement Group (SCMEG)
- (13) South East Area Drug Operations Group (SEADOG)
- (14) St. Croix Valley Drug Task Force
- (15) Washington County Multi-Jurisdictional Drug Unit
- (16) Waukesha Metropolitan Drug Enforcement Unit
- (17) West Central Drug Task Force
- (18) West Central Metro Enforcement Group (WCMEG)





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