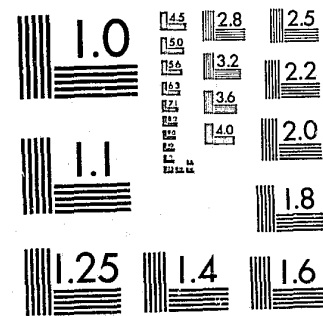


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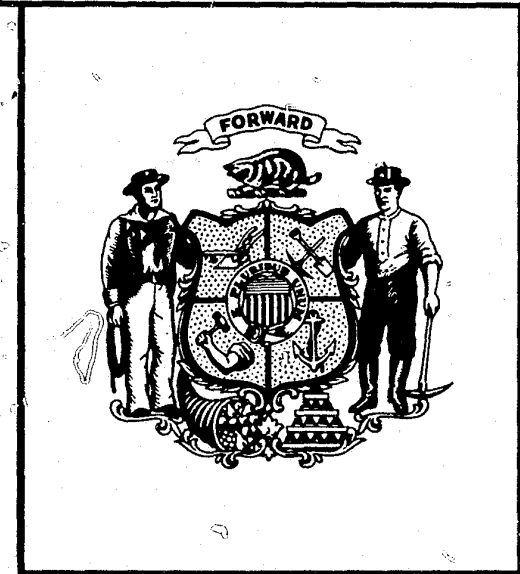
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10/3/83



**THE  
ATTORNEY  
GENERAL'S  
1979-81  
BIENNIAL  
REPORT**

89297

**BRONSON C. LA FOLLETTE  
ATTORNEY GENERAL**

**State of Wisconsin Department of Justice**

**1979-81  
BIENNIAL REPORT  
OF THE  
WISCONSIN DEPARTMENT  
OF  
JUSTICE**

U.S. Department of Justice  
National Institute of Justice

89297

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**BRONSON C. LA FOLLETTE**

**ATTORNEY GENERAL  
STATE OF WISCONSIN**



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**The State of Wisconsin  
Department of Justice**

*Bronson C. La Follette  
Attorney General*

*F. Joseph Sensesbrenner, Jr.  
Deputy Attorney General*

The Honorable Lee Sherman Dreyfus, Governor  
The Honorable Members of the Senate and Assembly  
State Capitol  
Madison, Wisconsin 53702

I am pleased to present to you the Department of Justice's Biennial Report providing organizational, fiscal and workload information for 1979-81. Throughout the biennium the Department has continued to provide high-quality legal and law enforcement services to agencies of state government, local municipalities and individual citizens throughout Wisconsin. We are always striving to be more responsive to these needs.

Prosecutors in the state expressed a great need for up-to-date information on changes in the criminal laws. To meet that need we transferred the Statewide Prosecutor Education and Training Program to the Legal Services Division of the Department where we had the manpower and expertise to produce a publication that contains a comprehensive summary of all criminal law court decisions handed down each month. In it is also reproduced the complete text of all session laws that amend Wisconsin statutes dealing with criminal prosecutions. The Legislature asked for more input into our opinions so we revised our procedures accordingly. Local public officials and the news media had a need for interpretation of the Open Meetings Law so we published a book in 1979 dealing with that subject.

In our Division of Criminal Investigation, a statewide arson tipline and reward fund was established at the request of the Wisconsin Arson Insurance Council to aid in solving arson cases.

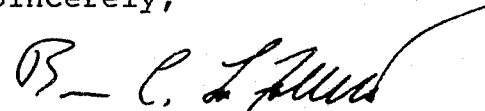
The Crime Information Bureau within the Law Enforcement Services Division was able to provide faster and more efficient response to inquiries of wanted/missing persons, stolen vehicles and other property items because of computer upgrading.

When the Crime Victim Compensation and Witness Assistance programs were put in this Department, a campaign was undertaken

to inform the public of their existence. Presentations were given to law enforcement groups throughout the state at their various conferences and seminars. Brochures were revised to present information in a clearer, more concise manner and advertisements have been filmed and distributed to television stations throughout the state.

Fiscal resources were greatly limited this biennium yet requests for legal and law enforcement assistance continue to increase. You will see in the following pages that our Department provides not only legal counsel to state agencies but a wide range of law enforcement services to every community in Wisconsin. In almost every area of the Department workloads were realigned in order to provide these services without additional staff. We will continue in this effort to represent the best interests of the state and its citizens.

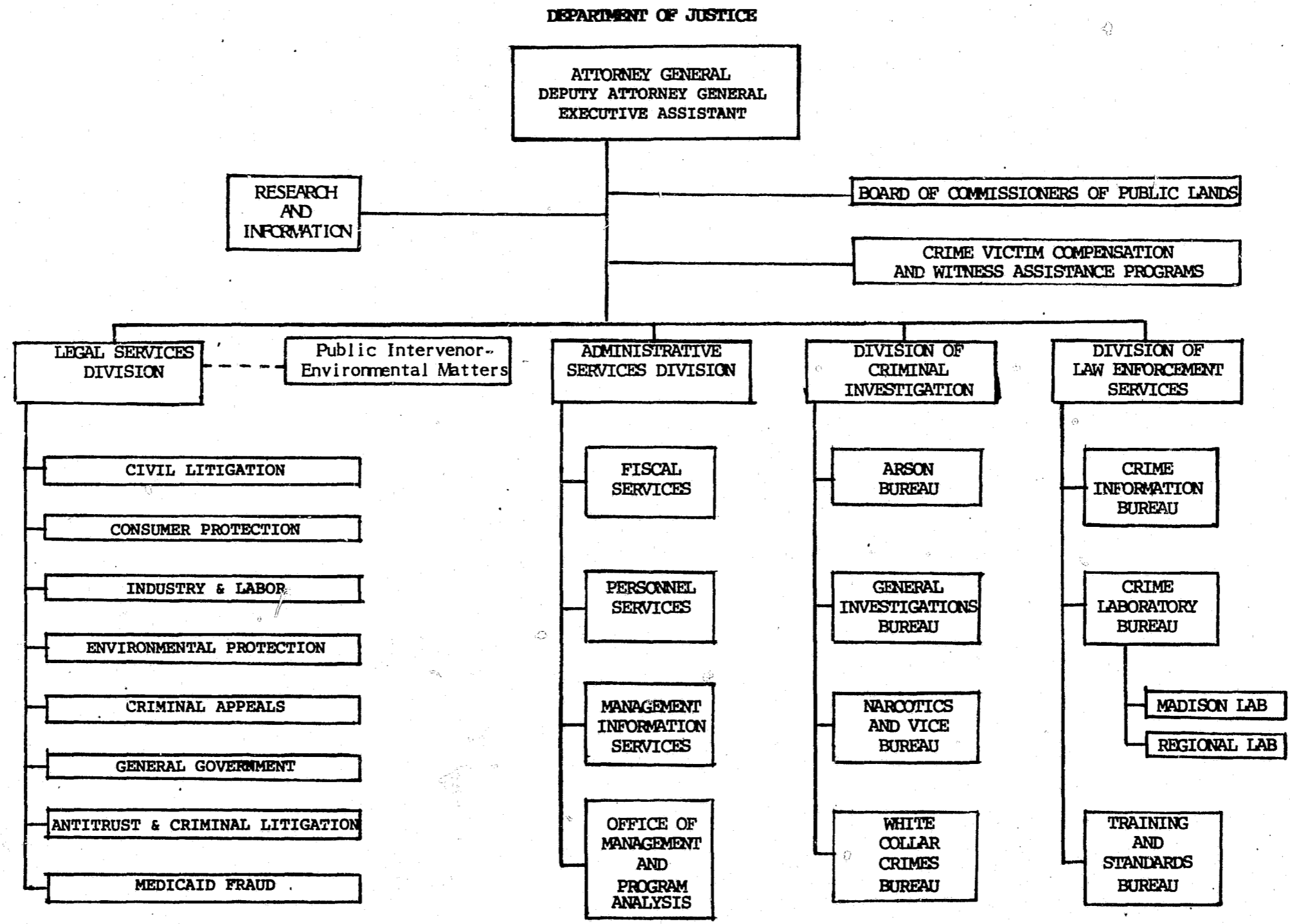
Sincerely,

  
 BRONSON C. LA FOLLETTE  
 Attorney General

BCL:sba

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DEPARTMENT OF JUSTICE

MANAGEMENT PERSONNEL - ADMINISTRATIVE & DIRECTOR LEVEL POSITIONS\*

<u>NAME</u>	<u>TITLE</u>
Bronson C. La Follette	Attorney General
F. Joseph Sensenbrenner, Jr.	Deputy Attorney General
Howard J. Koop	Executive Assistant
Steve Derene	Director, Research and Information
<u>LEGAL SERVICES DIVISION</u>	
James Jeffries	Administrator
Robert Hillner	Administrative Assistant
Charles Hoornstra	Supervisor, Civil Litigation Unit
Steve Nicks	Supervisor, Consumer Protection Unit
David Rice	Supervisor, Labor and Industry Unit
Maryann Sumi	Supervisor, Environmental Protection Unit
Edward Marion	Supervisor, Criminal Appeals Unit
William Wilker	Supervisor, General Government Unit
Michael Zaleski	Supervisor, Antitrust & Criminal Litigation Unit
Fred Fink	Supervisor, Medicaid Fraud Control Unit
<u>CRIMINAL INVESTIGATION DIVISION</u>	
Frank Meyers	Administrator
Gary Hamblin	Administrative Assistant
Leonard Belstner	Director, White Collar Crimes Bureau
John Killian	Director, Narcotics and Vice Bureau
Philip Culp	Director, Arson Bureau
Russell Nelson	Director, General Investigations Bureau
<u>LAW ENFORCEMENT SERVICES DIVISION</u>	
Howard Bjorklund	Administrator
Robert Anderson	Administrative Assistant
Robert McGrath	Director, Crime Information Bureau
Kenneth Vanden Wymelenberg	Director, Training & Standards Bureau
Daniel Dowd	Director, Crime Laboratory Bureau
<u>ADMINISTRATIVE SERVICES DIVISION</u>	
Richard Cody	Administrator
Erik Erickson	Personnel Director
Eugene Skibba	Chief, Fiscal Services
<u>CRIME VICTIM COMPENSATION AND WITNESS ASSISTANCE PROGRAMS</u>	
Richard Anderson	Director
<u>PUBLIC LANDS COMMISSION</u>	
Steve Gauger	Administrator

\*Personnel at time of publication of this report.

## INTRODUCTION TO THE DEPARTMENT

The Department of Justice was created by the Reorganization Act of 1967 and was placed under the direction and supervision of the Attorney General, a constitutionally-elected officer who serves a four year term. Chapter 165 of the Wisconsin Statutes, and several other statutory sections, constitute the responsibilities and legal authority of the Department of Justice.

The Department is comprised of the Legal Services Division, the Criminal Investigation Division, the Law Enforcement Services Division, the Administrative Services Division and the Crime Victim Compensation and Witness Assistance Programs. The Public Lands Commission was attached to the Department by ch. 34, Laws of 1979, for administrative purposes.

### Legal Services Division

This division functions in a manner which most closely resembles the traditional role of the "Office of the Attorney General." The division's attorneys are responsible for providing legal advice and counsel to state and local agencies as well as to citizens in certain matters. The division is comprised of eight specialized units, each headed by a supervising attorney.

### Division of Criminal Investigation

This division is responsible for investigating, either independently or in conjunction with local law enforcement agencies, criminal cases which are of statewide influence and importance. The division's responsibilities are delegated to four specialized bureaus: the Arson Bureau, the General Investigations Bureau, the Narcotics and Vice Bureau, and the White Collar Crimes Bureau.

### Law Enforcement Services Division

This division provides technical and scientific assistance to local law enforcement agencies and establishes training standards for law enforcement officers. The division is comprised of three bureaus: the Crime Information Bureau, the Crime Laboratory Bureau, and the Training and Standards Bureau.

### Administrative Services Division

This division provides basic staff services to the other divisions within the Department in the areas of budget

preparation, fiscal control, personnel management, payroll, training, facilities and systems management, and data processing.

#### Crime Victim Compensation and Witness Assistance Programs

Compensation is provided through the Crime Victim Program to persons who are the innocent victims of certain violent crimes or, in the event of death, to their dependents. Through the Witness Assistance Program counties are reimbursed for services they provide to victims and witnesses of crimes.

#### Board of Commissioners of Public Lands

This Board, created by Art. X, sec. 7 of the Constitution, is attached to the Department of Justice for administrative purposes. It is composed of the attorney general, the secretary of state and the state treasurer. The Board manages and sells the school and university lands in the state and invests the funds derived from their sale in loans to municipalities and school districts.

### CITIZEN ADVISORY COMMITTEES

The Department of Justice benefits greatly from the services of the citizens and professionals who serve on its four advisory boards.

#### University and Crime Laboratory Cooperation Council

The University and Crime Laboratory Cooperation Council is a five-member advisory board appointed by the University of Wisconsin president. The duty of the council is to assist the State Crime Laboratory in developing new scientific procedures and equipment for analyzing evidence.

#### Law Enforcement Standards Board

The Law Enforcement Standards Board has the authority to establish minimum recruitment and training standards for Wisconsin law enforcement officers. The Board is made up of fourteen members and includes representatives of local law enforcement, a district attorney, a local government representative, and a public representative. The policies of the Board are administered by the Department of Justice's Training and Standards Bureau.

#### Citizen Advisory Committee to the Public Intervenor

This citizen advisory committee, which meets on a monthly basis, provides public input and assistance on environmental matters to the Attorney General and the Public Intervenor. The committee is made up of six appointed citizens who are knowledgeable about environmental matters.

#### Crime Victim Compensation Advisory Council

The seven members of the Crime Victim Compensation Advisory Council are appointed by the Attorney General and serve staggered 3-year terms. The council makes recommendations to the Department of Justice on the administration and policies of the Crime Victim Compensation Program. The membership is comprised of representatives of citizen groups, law enforcement, district attorneys, and hospitals.



## LEGAL SERVICES DIVISION

### Introduction

The Legal Services Division carries out those duties of the Department of Justice which are historically associated with the "Office of the Attorney General." The responsibility of the division is to provide legal services to state officials and state agencies and to give legal opinions to county corporation counsels, district attorneys, both houses of the state legislature, and state officers and agencies.

The Legal Services Division consists of eight specialized units, each headed by a supervising attorney and supported by one of the finest law libraries in the state. All of the division's attorneys share the responsibilities of representing state agencies, drafting opinions, and granting legal advice. Pursuant to sec. 165.07 of the Wisconsin Statutes, one attorney is appointed by the Attorney General to serve as the Public Intervenor. He formally intervenes in all water and other natural resources proceedings where such intervention is needed for the protection of "public rights."

### CIVIL LITIGATION UNIT

The responsibility of this unit is to handle general tort actions brought against the state and state employees, and all civil rights cases. The unit also serves as legal counsel for the Department of Transportation in the areas of aeronautics and highway condemnation.

In 1979 this unit filed a complaint in the United States Supreme Court with seven other states challenging the constitutionality of a natural gas tax imposed by Louisiana. In May, 1981, the Supreme Court invalidated the tax which resulted in the largest monetary recovery for Wisconsin in the history of the state -- \$20 million. In February, 1981, this unit filed an \$8 million lawsuit on behalf of the Department of Transportation and in conjunction with Iowa for defects in the steel used in the construction of the Marquette-Prairie du Chien bridge.

### CONSUMER PROTECTION UNIT

The function of the Consumer Protection Unit is to protect Wisconsin citizens against fraudulent and deceptive business practices. It also represents state agencies that have consumer protection responsibilities. The unit operates in four interrelated areas: investigation and law enforcement, mediation and resolution of consumer complaints, consumer advocacy and consumer information.

In this biennium the unit:

- handled 31,179 citizen complaints, a 22% increase over last biennium;
- recovered \$1.3 million for consumers, an 8% increase over last biennium;
- initiated 72 legal actions against businesses allegedly engaged in violating state laws, a 76% increase over last biennium.

### LABOR AND INDUSTRY UNIT

The Labor and Industry Unit deals with issues of worker's compensation, equal rights, fair employment, minimum wage laws, building safety, labor law, public health and welfare, and professional licensing and regulation.

### ENVIRONMENTAL PROTECTION UNIT

The responsibilities of this unit are to serve as legal counsel for the Department of Natural Resources, and to enforce the terms and conditions of permits issued under Wisconsin's Pollution Elimination System program (as required by Chapter 147, Wis. Stats.). The Corrections Complaint Examiner function for the review of inmate complaints is also attached to this unit.

An important case involving the state's environment and the health of its citizens was initiated this biennium. In October, 1980, this unit filed a civil complaint against five parties involved in the illegal dumping of hazardous substances on St. Feriolo Island in Prairie du Chien. The complaint asked that the defendants be ordered to restore the environment, pay for investigative and remedial action taken by the state to ensure safety, and pay forfeitures for each day of violation. An important victory for the State of Wisconsin was obtained by this unit in 1981 in the Milwaukee v. Illinois case. At Milwaukee's request, this unit provided assistance to the Metropolitan Sewerage District in their appeal to the United States Supreme Court against Illinois. Illinois ordered a water pollution abatement program of Lake Michigan set up that would cost Milwaukee taxpayers \$200-\$370 million more than the program ordered by Wisconsin. The Supreme Court ruled in Milwaukee's favor which unquestionably eased the burden that Illinois had placed on Wisconsin's citizens.

### CRIMINAL APPEALS UNIT

This unit handles all litigation which is generated by criminal convictions in Wisconsin courts. Attorneys in this unit

practice primarily before the Court of Appeals and the Supreme Court and work in areas such as criminal appeals, habeas corpus, and extradition.

In July of 1980 the Statewide Prosecutor Education and Training Program (SPET) was moved from the Law Enforcement Services Division to this unit. Two attorneys in the unit were assigned to coordinate all SPET activities, one for training and one for publications. Most other unit attorneys participate by contributing pieces to the Wisconsin Prosecutor's Bulletin and the Wisconsin Prosecutor's Newsletter (both produced entirely within the unit) or by teaching at SPET training seminars. The Prosecutor's Newsletter was revised when SPET moved to the unit to include more general information on court decisions and statutes dealing with criminal law. The Bulletin was first published in February, 1981. It gives a more comprehensive summary of the court decisions and reprints the text of all session laws amending Wisconsin statutes relevant to criminal law. Both publications are sent to every district attorney in Wisconsin and, from the favorable responses received, have proved to be invaluable tools to prosecutors in their work. In this biennium 586 prosecutors were trained through the SPET program.

#### GENERAL GOVERNMENT UNIT

The General Government Unit specializes in opinion writing and administrative, governmental and constitutional law. Attorneys assigned to the General Government Unit provide legal services and legal representation for state constitutional officers, many of the state's administrative departments, and a number of independent agencies. The unit also provides legal services for professional licensing boards, district attorneys, and county corporation counsels.

This biennium 163 opinions were issued. At the request of the Legislature, new guidelines were set up this biennium to speed the opinion process and to better inform the Legislature and public of opinion requests received by the attorney general so that more input can be given to opinions before they are issued.

#### ANTITRUST AND CRIMINAL LITIGATION UNIT

This unit is responsible for enforcing Wisconsin's laws against white collar crime. It serves as the criminal prosecution arm for the Wisconsin Departments of Agriculture and Revenue, and the Offices of the Commissioners of Banking, Insurance, Securities, and Savings and Loan. The unit also provides counsel for the Department of Justice's Division of Criminal Investigation, the Department of Health and Social Services' Division of Health, and the Bingo Control Board. The

unit's attorneys also assist district attorneys in prosecuting cases which involve intercounty or statewide crimes.

#### MEDICAID FRAUD CONTROL UNIT

The 90% federally-funded Medicaid Fraud Control Unit is responsible for investigating and prosecuting all cases of Medicaid fraud within the state. The unit was formed on August 1, 1978, and currently has two offices, one in Madison and one in Milwaukee. The unit is composed of investigators, auditors, research analysts and attorneys.

Achievements of this unit were:

- 284 cases referred for prosecution;
- 38 cases prosecuted;
- 20 convictions obtained;
- \$3.5 million in fines and overpayments collected and assessed.

The largest conviction obtained was in a major case involving a previous owner of the Glendale Convalescent Center. The owner pleaded no contest to 58 counts of patient neglect and one count of homicide. The judge imposed the maximum fine of \$31,500 on the defendant.

## DIVISION OF CRIMINAL INVESTIGATION

### Introduction

The Division of Criminal Investigation (DCI) has statutory responsibility to enforce the Uniform Controlled Substances Act, the Uniform Machine Gun Act, and the laws relating to commercial gambling and prostitution; to investigate crime which is statewide in nature, importance, or influence; and to supervise and direct arson investigation.

The DCI accomplishes these roles in two ways. It provides investigative assistance to local law enforcement and fire service agencies upon their request or upon the request of a District Attorney. Since most local agencies do not have the resources to develop investigative specialists nor assign the manpower necessary to conduct complex investigations, the DCI's ability to perform this function becomes increasingly significant. Statutory authority also is given to the DCI to devise "programs to control crime statewide in nature, importance or influence, drugs and narcotics abuse, commercial gambling, prostitution, and arson." This necessitates that the DCI initiate some investigations independently.

As in the past, training has continued to be a priority of the DCI in this biennium. Specialized training was provided to over 7,600 law enforcement and fire service personnel. This represents a 30% increase over the previous biennium. In addition, DCI personnel received specialized training in their areas of expertise through schools and seminars.

During this biennium the number of investigations conducted by the DCI was slightly lower than the previous biennium. This was due, in large part, to manpower limitations imposed by mandatory budget reductions during the last half of the biennium. As a result, emphasis was placed on the most complex investigations which, in turn, required substantially more manhours per case and greater expertise. An accomplishment having significant impact upon the state's economy is that the DCI's investigative efforts culminated in over \$900,000 in civil forfeitures, recovered property, and restitution being ordered by the courts. This is in addition to the fines and prison terms levied upon persons convicted in criminal cases resolved by the DCI.

In order for the DCI to provide the most comprehensive and effective investigative direction, it is organized into four specialized bureaus: Arson Bureau, General Investigations Bureau, Narcotics and Vice Bureau, and White Collar Crimes Bureau.

## ARSON BUREAU

The major responsibilities of the Arson Bureau are:

- To provide professional assistance to local units of government in the investigation of fires of incendiary or suspected incendiary origin and criminal explosions.
- To conduct independent investigations of arson-for-profit schemes and insurance fraud fires.
- To provide local fire and law enforcement officials with training in fire investigation and arson detection in order to reduce the number of accidental fires referred to the Arson Bureau for investigation.

During the biennium the Bureau conducted 870 investigations including 11 explosion investigations and 63 fatal fire investigations. Three hundred six cases involving over 14.5 million dollars in property damage were determined to be of criminal origin. Over 51% of these cases were cleared with the apprehension of those responsible. An experimental major case team was formed within the Arson Bureau in 1979. The purpose of the team is to bring together five specially trained agents who work on arsons involving loss of life, serious injury, or major property damage. Since its beginning, seven such cases were referred to the team. Three of the investigations resulted in apprehensions and convictions, two cases were closed for lack of leads, and one case was pending at the close of the biennium.

The Bureau has worked closely with the Wisconsin Arson Insurance Council to establish and fund a statewide arson tipline and reward fund. The program was initiated in March of 1981 and already has resulted in several tips having been received which have assisted in solving arson cases.

The Bureau also obtained a federal grant to study arson in Wisconsin. A comprehensive report based on this study will be published in the next biennium.

During the period the Bureau provided 203 hours of training in fire and arson investigation to over 2,700 fire and law enforcement officials. Included in this total were two statewide arson seminars. In cooperation with the National Fire Academy, a two-week Arson Shield Program was conducted. This was the first training program of this type in the nation and over 75 arson investigators from Wisconsin and surrounding states received the most comprehensive arson training available.

## GENERAL INVESTIGATIONS BUREAU

The General Investigations Bureau provides professional investigative assistance to local law enforcement agencies on

major crimes against persons and property, gathers criminal intelligence on matters relating to organized crime and provides formal specialized training to local, state and federal law enforcement officers regarding death investigations.

During this biennium, assistance was furnished on 183 cases and the Bureau assumed the primary investigative responsibility in 66 major crime cases, 36 of which were death investigations. Nine unsolved homicide cases which were initiated during the previous biennium were also actively worked during this period. The 75 major crime cases investigated during this biennium resulted in 30 arrests--19 of which were on charges of first degree murder. Fifteen of the 30 defendants went to trial and were convicted. Fifteen cases are awaiting trial.

During the biennium the General Investigations Bureau conducted four 2-week Death Investigation Schools attended by 120 officers. This school, which was initiated in 1976, has now trained over 300 local, state and federal law enforcement officers, and it continues to be one of the most highly acclaimed specialized law enforcement officer's training programs in Wisconsin.

#### NARCOTICS AND VICE BUREAU

The Narcotics and Vice Bureau is responsible for enforcing the Uniform Controlled Substances Act (Chapter 161, Wis. Stats.) and all laws relating to commercial gambling and prostitution. The Bureau assists state and local law enforcement efforts by providing agents to advise, coordinate and conduct narcotics and vice investigations. It also provides training to state and local law enforcement officers in these highly specialized areas of enforcement. The Narcotics and Vice Bureau offices are located in four areas of the state: Madison, Milwaukee, Appleton and Eau Claire.

During the 1979-81 biennium, the Narcotics and Vice Bureau conducted 963 investigations--a 38% increase over the previous biennium. These investigations resulted in the arrest of 463 persons and involved a total of 945 counts. The type of investigative assistance provided by the Bureau may range from advising local law enforcement agencies on drug enforcement strategy to the actual use of Special Agents in an undercover capacity. The Bureau has continued to initiate conspiracy-type investigations during this biennium. Although this type of investigative activity requires a great deal of time and resources it often results in the detection and identification of major violators who are insulated within drug trafficking organizations. Reliance upon this effective investigative technique will continue during the next biennium.

During the past biennium the Narcotics and Vice Bureau provided specialized training in controlled substances and vice

enforcement to over 3,300 state and local law enforcement officers. Based upon the increasing requests for training by local law enforcement agencies, the Bureau will continue to provide training during the next biennium.

#### WHITE COLLAR CRIMES BUREAU

Personnel assigned to the White Collar Crimes Bureau are responsible for conducting highly complex investigations of a variety of financial crimes. Investigations initiated in this Bureau, for control purposes, are divided into three categories: 1) Government Corruption; 2) Antitrust Violations; and 3) Financial Crimes. Cases are referred to this Bureau by district attorneys, sheriffs, chiefs of police, and other state agencies. This Bureau works closely with offices such as the Securities Commissioner's Office, the Insurance Commissioner's Office, and the Banking Commissioner's Office on criminal investigations. All cases which the Bureau investigates are considered to be of statewide nature and importance. This Bureau also provides training for local law enforcement agencies in the area of awareness and suppression of white collar crimes.

The Bureau obtained 69 convictions this biennium which resulted in \$226,769 in fines, and \$769,072 in restitution, civil forfeitures and recovered property.

The staff of the White Collar Crimes Bureau has provided substantial input for legislation passed on subpoena of third party records and advance fee schemes and pending legislation on computer crimes.

Because of the complexity of white collar crime cases and in order to make efficient use of Bureau manpower, it is essential that the agents receive specialized training. They attended sessions on computer crime, securities frauds, and sessions sponsored by the national leader in white collar crime training, the Battelle Institute in Seattle, Washington.

Bureau agents have continued to provide white collar crime training to city and county law enforcement personnel throughout the state. During this biennium, a total of 244 hours of training was provided to 1,480 local officers at various basic and in-service schools around the state. This training results in local law enforcement officials being better equipped to handle cases on their own and, further, results in referral of better quality cases for investigation to the Bureau.

## LAW ENFORCEMENT SERVICES DIVISION

### Introduction

The Division of Law Enforcement Services was established as a total law enforcement assistance and service agency and is divided into three operational bureaus: the Crime Laboratory Bureau, the Crime Information Bureau, and the Training and Standards Bureau.

The Division of Law Enforcement Services, as it presently exists, gains its authority from Chapter 165, Subchapter III of the Wisconsin Statutes.

### CRIME LABORATORY BUREAU

The Crime Laboratory Bureau is comprised of two scientific laboratories: The Madison Crime Laboratory and the Regional Crime Laboratory in New Berlin. These agencies are dedicated to the thorough, objective analysis of physical evidence. Analysts render written reports of their findings and testify as expert witnesses in courts of law.

The scientific disciplines offered are Firearms and Tool Marks examinations, Questioned Documents, Controlled Substance and Micro/Serology examinations, Toxicology, Chemistry/Physics and Polygraph examination, Forensic Photography and Identification. In addition the Laboratories maintain field teams on call around the clock to respond to requests for assistance from law enforcement agencies at scenes of major crimes and autopsy examinations.

During this biennium:

- The Crime Laboratory Bureau received 14,023 cases during the period July 1, 1979 to June 30, 1981. The Laboratories performed 448,492 examinations on 84,401 submitted exhibits.
- The analytical staff appeared 1,097 times in presenting their examination findings to Wisconsin courts.
- The Field Response Units honored 213 requests for crime scene assistance, of which 180 were death related investigations.

### CRIME INFORMATION BUREAU

The Crime Information Bureau (CIB) serves as the state criminal justice information, identification, and statistics center to equip the related agencies with needed operational and

planning data. Administration and operation of the Wisconsin TIME System provides law enforcement agencies computerized state and nationwide communications and on-line information for wanted/missing persons, stolen property and stolen motor vehicles. The Identification System permits agencies to positively identify through fingerprints persons lawfully arrested and produces criminal history data for authorized investigative, prosecutorial or judicial uses. The Uniform Crime Reporting System gathers, analyzes and disseminates data for criminal justice, executive, legislative, judicial and citizen use relating to the Wisconsin Justice System and its activities.

The TIME System grew to include 294 terminals located within 177 law enforcement agencies. The System processed an average of 2,019,200 messages per month, a 31% increase over the average for last biennium. This was due to the completion of the TIME System computer upgrade providing faster and more efficient message switching. Agencies reported to the CIB during the biennium that 46,000 persons were taken into custody as a result of "hits" from wanted/missing person files. Within the same period, 6,000 stolen vehicles and 1,000 other property items were recovered by the use of the TIME System. Training was expanded to three levels; Introductory, Annual In-service and Validation/Quality Control Officers schools. There was a total of 2,619 operators attending these sessions.

In September of 1979, automated response to criminal history record check requests was implemented. This permits law enforcement agencies to determine 24 hours a day if a record may or may not exist in the Identification System files.

The Identification System processed 486,300 documents during the biennium and 1,986 individuals using false names and/or descriptors were identified for arresting agencies. The automated disposition control "auditor" system generated 10,500 notices to arresting agencies requesting a final disposition report on notices of arrest that had been received during the biennium. This system has continued assurance of complete records. An evaluation and analysis of the Identification Records System was completed, recommending complete records automation. This will be implemented in the next biennium. Formalized regional training for Identification Officers and clerical personnel was offered in 1979. It was expanded in 1980 to include district attorney and clerks of court personnel. A total of 498 students attended these 15-hour credit sessions.

Monthly crime and arrest reports were collected from 400 law enforcement agencies. The data was continually analyzed, with special monthly reports returned to law enforcement agencies upon request. The annual publication, Wisconsin Criminal Justice Information, Crime and Arrests was published each year and supplemented by semi-annual and other specialized reports. Training was conducted on the interpretation and use of these reports. The training was regionalized into ten vocational

technical school locations and offered on two levels; Introductory and Annual In-service. A total of 387 clerks attended these sessions.

TRAINING AND STANDARDS BUREAU

Wisconsin's mandatory law enforcement employment and preparatory training standards program is supervised by a 15-member Law Enforcement Standards Board which represents state and local law enforcement, government and the state's citizens. The Training and Standards Bureau is the staffing arm of the Board and administers the Board's programs, the components of which are as follows:

1. Mandatory employment standards and a 240-hour minimum preparatory training requirement for new law enforcement officers.
2. A voluntary 40-hour in-service training program open to all law enforcement officers.
3. A voluntary specialized training program open to all law enforcement officers and special segments of the Criminal Justice system.

The goal of the Law Enforcement Standards Board and the Training and Standards Bureau is to increase the effectiveness of Wisconsin law enforcement agencies by maximizing their participation in a comprehensive professional quality employment and training standards program.

The Training and Standards Bureau staff:

- annually inspected and certified 23 regional basic training academies;
- administered a grant-in-aid program that distributed \$2,200,000 per year in aids to locals for all training projects under its administration;
- annually completed 1,200 liaison contacts with local law enforcement agencies;
- provided more than 3,000 film bookings during an average year from a 519 print film library which also includes slide, video and cassette service in addition to its large selection of 16mm training films;
- published and distributed a variety of books and booklets such as the Selected Excerpts from the Criminal Law Statutes, Law Enforcement Officers Criminal Law Handbook, Law Enforcement Directory, Firearms Manual and others.

- provided instructional assistance to preparatory, in-service and specialized training schools in the areas of telecommunicator, legal and criminalistics;
- initiated new curriculum design procedures to convert recruit training to a competency-based system and to allow improved coordination of specialized, in-service and recruit training.

The following table shows the number of law enforcement officers trained in the three programs offered since 1975.

<u>RECRUIT TRAINING</u>					
<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>
666	597	702	721	794	903
<u>IN-SERVICE TRAINING</u>					
<u>1975-76</u>	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>1979-80</u>	
4,100	4,500	-0- (funding unavailable)	4,738	3,640	
<u>SPECIALIZED TRAINING</u>					
<u>1975-76</u>	<u>1976-1977</u>	<u>1977-78</u>	<u>1978-79</u>	<u>1979-80</u>	<u>1980-81</u>
1,742	2,245	1,781	1,358	2,587	1,852

## ADMINISTRATIVE SERVICES DIVISION

### Introduction

The Administrative Services Division provides basic staff services to the other divisions within the Department. Responsibilities include budget development and control, accounting and fiscal recordkeeping, administrative accounting for all of the Department's federal grants, personnel and training coordination, payroll, purchasing, systems and data processing coordination, space management, telephone services, printing services, fleet management, records and forms management.

### FISCAL SERVICES

This unit is responsible for the purchasing, inventory, surplus property disposal, printing, disbursements, receipts, fiscal recordkeeping, and budget development functions of the Department. This unit did some major reorganization of duties this biennium in order to provide the best service to the Department in the most economical way. Major achievements in this area were:

- In 1980 purchasing was centralized within this unit. Previously the divisions of the Department had been doing their own purchasing. By centralizing this function duplication of paperwork was eliminated and the Department was able to order in bulk thus saving money.
- All printing requests were processed within this unit. One position was trained in the printing process so that all questions and problems by personnel of the Department could be handled by this person. As a result printing requests were processed more accurately and quickly.
- In 1980 the Bureau of Finance delegated pre-audit review authority of vouchers to this unit. As a result vouchers are processed in a more timely fashion.
- The petty cash fund was increased to allow for direct payment of designated invoices under \$25 and emergency payments for the Legal Services Division. This has saved time and paperwork not only for the Department but also for DOA.

## PERSONNEL SERVICES

All hiring, training, affirmative action, and payroll functions for the Department are located in this unit. During the biennium Personnel Services implemented flex-time in three units of the Department, the Crime Laboratory in Madison, the Regional Crime Laboratory in New Berlin, and the clerical support services section of the Criminal Investigation Division. This program has been enthusiastically received by the employees involved.

Six permanent part-time jobs were created this biennium for the Department. One attorney position was split into two half-time attorney positions, one secretary position was split into one half-time secretary and one half-time typist position, and two new half-time typist positions were created.

Three four-day training seminars were conducted for civil investigators, inspectors, and auditors from other state and local agencies who work with Justice employees on civil investigations. Instruction centered on the best techniques to use in investigations so that cases can be successfully prosecuted. An introductory Human Relations/Communications course for Justice employees and their supervisors was conducted. The objective was to increase productivity and improve morale through treatment of employee work-group relations, individual self-image and group problem solving. Response was so favorable that two more courses were offered. A course using advance techniques of the Human Relations/Communications course was conducted for the Regulation Compliance investigators to solve some specific productivity and work-group relation problems. The course proved very successful.

### MANAGEMENT INFORMATION SERVICES

This section is responsible for designing and maintaining management information systems for the Department. A new system was developed for maintaining the legal services information and records. On-line information pertaining to docket cases, consumer protection complaints and other miscellaneous files, will be provided as well as management information on these systems.

In the next biennium the word processing and general management services will also be placed in this unit. General management services of the Department such as records, forms, fleet, mail and telecommunications that had previously been performed by several positions throughout the Department were consolidated into one position allowing for better management and accountability of these areas to the administrator of the Administrative Division.

## OFFICE OF MANAGEMENT AND PROGRAM ANALYSIS

This unit was established within the division in October of 1979. The administrative assistants of the other three divisions were brought together to form this unit. These individuals continue their regular functions and reporting relationships, but occasionally are assigned special projects involving operations analysis and improvements. The special projects conducted this biennium were:

- An extensive study was conducted to assess the need for word processing within the Department. The Legislature approved a request in the annual budget review in 1980 for the development of word processing. The first phase of the new system began in December, 1980, and continued through the end of the fiscal year. There are presently four word processing satellites within the Legal Services Division, an installation in the Crime Victims Compensation Program and an installation in the Training and Standards Bureau of the Law Enforcement Services Division. It is estimated that the 11 operators in the system will be able to handle approximately five million lines of type per year. Conversion to the Word Processing System did not involve adding any positions to the agency, as vacant secretarial positions from other areas of the agency were used for the needed positions within the Word Processing System. It has been very successful in aiding the Department to keep up with the increasing workload demands without adding new positions.
- Purchasing procedures were studied and it was recommended that purchasing be consolidated in one position in Administrative Services. This was implemented as discussed previously.
- An analysis of the Department mail handling operations was performed and a modified system put into effect in which time is better managed so that more services can be performed without the addition of personnel.

## CRIME VICTIM COMPENSATION AND WITNESS ASSISTANCE PROGRAMS

### Introduction

The Crime Victim Compensation Program (ch. 949) was transferred to the Department of Justice on July 1, 1980, from the Department of Industry, Labor and Human Relations. The Victim Witness Assistance Program was created by ch. 219, Laws of 1979. Both programs are recent developments in the criminal justice system. They reflect an increase in attention paid to the victims of crime. There are many persons who have realized that crime victims play an essential and often involuntary role in the criminal justice process and that for too long the system has been preoccupied with criminals and their rights. These programs are intended to make the system more sensitive and responsive to the needs of victims.

### CRIME VICTIM COMPENSATION

The Crime Victim Compensation Program provides reimbursement to innocent victims of crime for injury or death. Compensation is awarded for loss of salary, and medical and funeral expenses. The maximum award is \$10,000 for any one injury or death; \$2,000 may be paid for funeral and burial expenses. In 1980 the program received 903 claims and paid \$1.1 million to the innocent victims of crime.

### WITNESS ASSISTANCE

The victims rights law provides that counties are responsible for the enforcement of certain rights established for victims and witnesses of crime and are encouraged to provide services for victims and witnesses such as:

- court appearance notification services,
- information on crime victims compensation and social service information,
- escort and other transportation services,
- case progress notification services,
- employer intercession,
- expedited return of property services,
- protection services,



- family support services including child care services,  
and
- waiting facilities.

Counties are eligible to receive reimbursement from the Witness Assistance Program for the costs of providing these services. By the end of the biennium eleven counties had applied for and received assistance.

## BOARD OF COMMISSIONERS OF PUBLIC LANDS

### Introduction

The Board of Commissioners of Public Lands, a constitutional office, is composed of the secretary of state, the state treasurer, and the attorney general. The Board meets periodically in the State Capitol and the public is invited to attend.

The Board is responsible for the management of approximately 88,000 acres of lands which remain from the original federal land grants and also for the investment of over \$113 million in the four educational trust funds which were set up by the Wisconsin Constitution (Article X). Other responsibilities of the Board include maintaining the original land survey of the state, review and approve all special assessment claims made by municipalities against the state, and to act as trustee of the river and lake bed bottoms of the state's boundary waters.

The Board employs six people to manage the trust funds and survey the lands. These six people comprise the Division of Trust Lands and Investments which was transferred from the Department of Natural Resources to the Department of Justice in July of 1979 by ch. 34.

### TRUST FUNDS AND LOANS

The four educational trust funds which are invested by the Board in loans to municipalities of the state totaled \$113.9 million at the end of the biennium. This represents an increase of \$18.5 million from the 1977-79 biennium.

In this biennium a total of 355 new loans were made in the amount of \$34.3 million.

The interest rate charged on loans increased from 5% to 7-1/2% during this biennium but remained at an attractive level. Loan demand was exceptionally strong during this period and is expected to continue.

The trust funds also produced a biennial income of \$11.2 million which was then distributed as aids to all the school districts of the state based on their pupil count. The school trust funds are growing at an increasing rate and are expected to total over \$132 million by the end of the next biennium. The goal of the Board is to keep these funds productively invested in loans to school districts and municipalities of the state in worthwhile capital projects and to increase the level of earnings which will be paid out to the school districts and to the University of Wisconsin system.

At the end of the biennium there were 759 school district loans and 425 municipal loans outstanding.

LAND MANAGEMENT

In response to increasing concern over the disposal of the remaining trust lands the Board, in March, 1980, adopted a moratorium on further sales. A comprehensive inventory of the remaining 88,000 acres of trust lands was then begun which will provide valuable information on land and timber values to the Board. This inventory should be completed in large part by the end of the next biennium.

Timber sale revenue during the biennium totaled \$133,265. Due to generally weak timber markets the schedule for timber auctions is expected to remain at the present rate of one per year.

Land sales that were completed prior to the moratorium on further sales resulted in 4,618 acres sold at an appraised value of \$720,060.

**END**