The background of the cover features a large, semi-transparent image of the Wisconsin State Capitol building, showing its iconic dome and classical architectural details. At the top of the page, there are decorative wavy bands in red and white, resembling the stripes of the American flag.

Wisconsin Office of Justice Assistance  
1 S. Pinckney Street, Suite 615  
Madison, WI 53703-3220

Jim Doyle  
*Governor*

David Steingraber  
*Executive Director*

*Wisconsin  
Office of Justice Assistance  
Biennial Report  
2007-2009*

*October 2009*



State of Wisconsin

**JIM DOYLE**  
Governor

**DAVID STEINGRABER**  
Executive Director



1 S Pinckney Street  
Suite 615  
Madison WI 53703-3220

Phone: (608) 266-3323  
Fax: (608) 266-6676  
<http://oja.wi.gov>

October 1, 2009

The Honorable Jim Doyle  
Governor of Wisconsin  
State Capitol Building  
Madison, Wisconsin 53702

Wisconsin State Legislators  
State Capitol Building  
Madison, Wisconsin 53702

Dear Governor Doyle and Members of the Legislature:

I am pleased to submit the 2007-09 Biennial Report for the Office of Justice Assistance (OJA), as required by s.15.04(1)(d), Wis. Stats. This report documents our agency's major accomplishments during the 2007-09 biennium and outlines our strategic direction for 2009-11.

OJA and its employees are committed to building safer communities for all of Wisconsin's citizens. We accomplish this goal by helping law enforcement, prosecutors, courts, emergency responders and agencies serving youth and victims prevent and respond to crime, including terrorism. OJA also provides data in support of public policy development and manages other programs that directly serve the interests of the public safety community and the state's citizens. Our report this year highlights some of OJA's contributions and accomplishments during a period of significant fiscal challenges. Despite reduced resources, OJA-funded programs helped communities maintain public safety, assist youth and victims of sexual assault and domestic violence and strengthen local justice system administration.

OJA is proud to be a partner with local and state agencies, tribal governments and service organizations in this important work. While we record our joint achievements in this report, there is still work to be done.

We look forward to our continued work with you, and our many partners, to make Wisconsin a safer place to live.

David Steingraber  
Executive Director

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# Office of Justice Assistance Biennial Report 2007-2009

## Part 1: Introduction

### A. About OJA

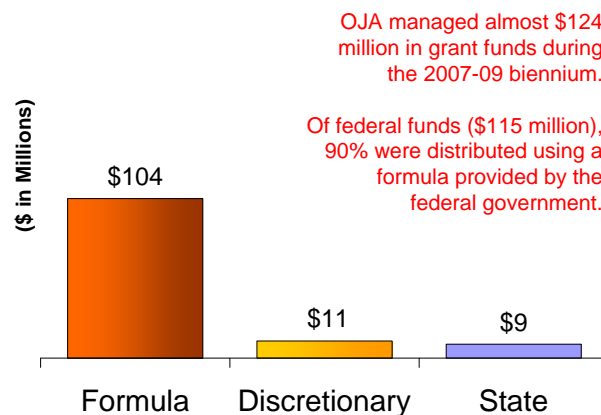
Federal and state grant administration is a major part of OJA's work. In the 2007-09 biennium, OJA managed 36 different federal and state grant programs totaling over \$123.7 million. Major federal criminal justice grant programs include the Byrne Justice Assistance Grant (JAG), the Juvenile Justice and Delinquency Prevention Act (JJDPA), and the Violence against Women Act (VAWA).

The U.S. Department of Homeland Security's (DHS) State Homeland Security Grant Program involves a major state competitive grant as well as numerous smaller targeted grants including awards for buffer zone protection, transit security, urban area security initiatives, emergency center operations and interoperable communications. OJA, working in partnership with state, local and tribal emergency response agencies across the state, develops and administers both a statewide plan setting priorities and the State's competitive grant application.

In addition, OJA manages a growing number of state funded grant programs including the Treatment Alternatives and Diversion (TAD); Assess, Inform, Measure (AIM); Beat Patrol; Youth Gang Diversion; and Child Advocacy Centers. During 2007-09, OJA administered the Digital Recording of Custodial Interrogations (DRCI) program which ended in June 2009. OJA supported the Governor's Commission on Reducing Racial Disparities in the Criminal Justice System (CRRD) and the Governor's Racial Disparities Oversight Commission and began to implement CRRD recommendations as directed in 2008 Executive Order 251. (A complete list of grant programs administered by OJA during the biennium is provided at the end of this report.)

OJA provides staff support to the Governor's Juvenile Justice Commission (GJJC) which serves as the State Advisory Group for juvenile justice funds as required by federal statutes. The GJJC sets priorities for allocating federal funds, recommends grant awards and advises the Governor on juvenile justice policy issues. OJA also supports other statewide advisory groups including the State Interoperability Council (SIC), a statutory body under s.15.107(8), Wis. Stats., and the statewide Citizen Corps Council (CCC). Each

*The Office of Justice Assistance (OJA) was created by the Legislature as an independent state agency in 1987, replacing the Wisconsin Council on Criminal Justice which had been established by Executive Order in 1969. Traditionally, OJA has served as the state planning and administrative agency for a variety of federal and state grant programs related to criminal justice. In addition, OJA has statutory responsibility reporting statewide crime data as part of the Federal Bureau of Investigation's crime reporting programs. In 2003, Governor Doyle designated OJA as the State's Administering Agency for Homeland Security grant funds.*

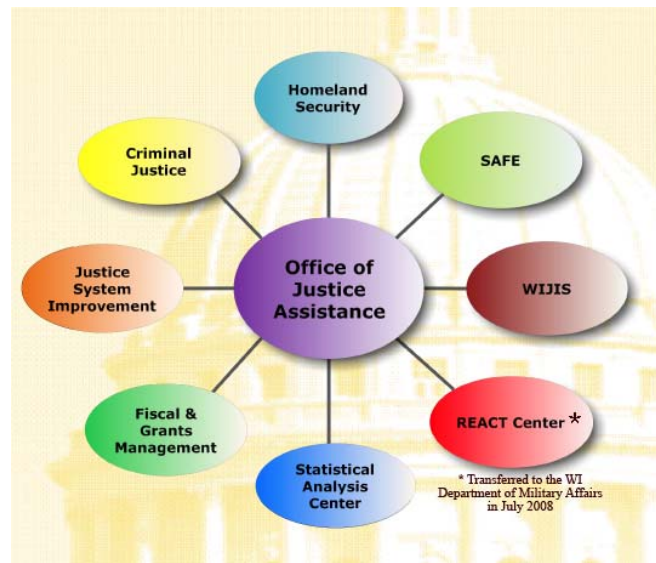


OJA program area has one or more advisory groups with expertise relevant to the program to assist in developing statewide plans and setting program priorities.

OJA operates several programs in support of public safety professionals and related communities and the public. These programs include the Statistical Analysis Center (SAC) which collects and publishes the state's Uniform Crime Report (UCR) and Incident-based Reporting (IBR) data consistent with FBI standards as required by s.16.964(1)(g), Wis. Stats.; the Wisconsin Justice Information Sharing (WIJIS) program which develops and maintains electronic information sharing systems as authorized under s.16.971(9), Wis. Stats.; and the Sex Offender Apprehension and Felony Enforcement (SAFE) initiative, created by Executive Order, which locates and brings into compliance sex offenders who fail to meet requirements of Wisconsin's registration law. A more complete listing of individual programs is included below.

## B. Programs and Organization

The Governor appoints the OJA Executive Director who oversees six (6) program units, a financial management unit and central office staff. In 2007-08, OJA managed the REACT Center, a state of the art first responder training center designed and implemented with Homeland Security program funding. The REACT Center was transferred to the Department of Military Affairs for on-going operation in July 2008.



1. The **Justice Programs Unit** is divided into three separate program areas:

- **Criminal Justice (CJ) Program** - Advise the Governor on criminal justice matters, develop Wisconsin's Drug and Violent Crime Reduction and Justice System Improvement Strategic Plan and administer the Byrne Justice Assistance Grant (JAG) and several smaller federal grants. This unit oversees OJA's role in funding drug task forces and works with issues ranging from equipment for small law enforcement agencies to addressing racial disparities in the criminal justice system.
- **Juvenile Justice (JJ) Program** - Support the Governor's Juvenile Justice Commission (GJJC) which administers the federal Juvenile Justice and Delinquency Prevention Act (JJDPA) and related grant funds directed at reducing and preventing juvenile delinquency. During the reporting period, this unit also focused on ensuring Wisconsin's compliance with JJDPA core requirements, maximizing the State's limited JJ resources by funding local programs and continuing efforts to address racial disparities within the juvenile justice system.
- **Violence Against Women Act (VAWA) Program** - Partner with non-profit and other state, local and tribal organizations to develop statewide strategies and administer grants to address crimes against women, particularly domestic violence and sexual assault. This unit also coordinates and conducts specialized training of law enforcement and other professionals to improve the response of justice system and victim support organizations to crimes against women, including training for working with people from diverse cultural backgrounds.

2. The **Justice System Improvement (JSI) Program** is a small unit that primarily administers state funded grant programs such as Beat Patrol; Youth Gang Diversion; Treatment Alternatives and Diversion (TAD); Assess, Inform and Measure (AIM) and Digital Recording of Custodial

Interrogations (DRCI). This unit also leads OJA's growing partnership with tribal governments to strengthen law enforcement activities and other justice programs in tribal communities.

3. The **Statistical Analysis Center (SAC)** collects and maintains statistical data from over 395 local law enforcement agencies across the State, multi-jurisdictional drug task forces, and secure juvenile detention facilities. The SAC uses the data to: 1) report statewide crime and arrest statistics publicly across the State and to the FBI; and, 2) provide Wisconsin law enforcement officials, researchers and policy makers with data and analysis of current and emerging criminal justice issues. During the 2007-09 biennium, SAC staff supported the Supreme Court's Effective Justice Strategies initiative, the Governor's Juvenile Justice Commission activities, the Violence Against Women Act program and implementation of Executive Order 251 directives related to reducing racial disparities in the criminal justice system and other state and national programs.
4. The **Homeland Security Program (HS)** helps protect Wisconsin's communities by increasing the capacity of local and state first responders and their communities to prevent, respond to and recover from catastrophic events, including terrorist acts. The unit leads statewide planning efforts to identify gaps in the state's protection, set priorities for use of federal funds to fill those gaps and awards grants to provide equipment, training and other resources to make Wisconsin safer from natural and man-made disasters. In 2007-09, the HS team coordinated multi-agency efforts to design and implement a statewide interoperable communications system.
5. The **Regional Emergency All-Climate Training Center (REACT)** is a nationally-recognized training center for Wisconsin and regional first responders created after a lack of adequate training in collapse rescue was identified by first responders as a critical gap in the state's emergency response system. Developed and implemented by OJA between 2005 and 2008, the program and staff were transferred to the Department of Military Affairs on July 1, 2008 for on-going operations and management.
6. The **Fiscal and Grants Management Unit (GMU)** ensures OJA's fiscal integrity and the fiscal compliance of state, local, tribal and non-profit sub-grantees with federal and state requirements. During this biennium, OJA managed over \$123.7 million for across multiple programs with funds from six (6) different federal grant years and involving approximately 1,850 sub-grants to state, local, tribal and non-profit agencies. Because OJA manages one of the largest number of grants among state agencies, the Grants Management Unit implemented a state of the art automated grants management system, Egrants, to manage the process. Egrants has proven beneficial in managing a growing workload and has been shared at no cost with interested state agencies. This unit also provides technical training to sub-grantees, processes grant payments, collects grant performance data and reports state data to federal grant-making agencies.
7. **Wisconsin's Justice Information Sharing Program (WIJIS)** is a strategic statewide initiative to improve electronic information sharing among state, local and tribal agencies. Certain WIJIS projects improve the efficiency and accuracy of data sharing by facilitating the flow of electronic information and documents among law enforcement, prosecutors and courts while other projects improve the access to information stored in disparate databases to assist in on-going investigations and operational decision-making. WIJIS staff have made significant progress over the past biennium and are poised to use technology to support new state initiatives such as traffic stop data collection and justice system reinvestment.
8. The **Sex Offender Apprehension and Felony Enforcement (SAFE)** Unit is a highly successful team of retired law enforcement officers who partner with Department of Corrections (DOC) sex offender registry staff to locate sex offenders who have failed to comply with Wisconsin's registration law. Using state-of-the-art technology, SAFE staff locates non-registered offenders across the country and work with local law enforcement to either apprehend or bring offenders into compliance with registration requirements.

9. **OJA Executive Office** staff support agency-wide needs including administrative functions, agency desktop IT support, liaison with DOA, strategic planning, public information and similar activities.

## Part 2: OJA Performance and Operations

### A. 2007-09 Highlights

#### Agency-wide

**OJA Administered Discretionary Funds Exceed \$11 Million:** OJA administered \$11.1 million in federal and local discretionary funds in 2007-09 involving 17 different programs and well over 20 different projects. Projects ranged from implementing and training law enforcement officers in the use of specialized sex offender tracking software to designing jail booking technology for the Milwaukee Sheriff and Police Departments on a contract basis. The WIJIS program accounted for \$3.1 million of these funds (including contracts with other state and local government agencies to perform work on their behalf), federal directed appropriations and competitive federal grant awards. Discretionary funds are awarded on a competitive basis and are above funds received by states on a formula basis.

#### Justice Programs

- **Addressing Racial Disparities in the Juvenile and Adult Criminal Justice Systems:** The Governor and Legislature acted in 2007-09 to address issues of disproportionate minority involvement in the criminal justice system which include one of the highest rates of minority incarceration in the nation; overrepresentation of minority youth at various stages of the juvenile justice system; and the general issue of racial and ethnic disparities in the justice system. The primary concern is that the justice system does not necessarily treat everyone who engages in similar conduct in a like manner. Activities in this area include:

- *Governor's Commission on Racial Disparity:* 2007 Executive Order 189 created the Governor's Commission on Reducing Racial Disparities in Wisconsin's Criminal Justice System. The Executive Order was implemented in part through conducting ten (10) commission meetings and six (6) public hearings throughout the state; assisting commission members in analyzing issues related to disparities at different stages of the criminal justice process; and drafting a final report with recommendations for future activity.

In September 2008, the Commission and its report, *Reducing Racial Disparity in the Criminal Justice System: A Manual for Practitioners and Policymakers*, were recognized as national **Best Practices** by the Sentencing Project, a national organization working for a fair and effective criminal justice system by promoting reforms in sentencing law and practice, and alternatives to incarceration.

- *Disproportionate Minority Contact:* Wisconsin became only the second state to evaluate its Disproportionate Minority Contact (DMC) effort when the Governor's Juvenile Justice Commission (GJJC) directed a process evaluation of the six sites receiving DMC grant funds in 2008. Based in part on the evaluation report, the Commission received technical assistance from a national expert who assisted in revising the funding process for those seeking DMC grants. Improving DMC is one of the four core JJCPA requirements.

Wisconsin's efforts were showcased nationally in presentations to the State of Oregon Governor's Summit on Disproportionate Minority Contact in November 2008 and to the Coalition on Juvenile Justice Ethnic and Cultural Diversity Committee meeting in May 2008.

- *Racial Disparities Oversight Commission:* 2008 Executive Order 251 created the Racial Disparities Oversight Commission to monitor implementation of CRRD Report recommendations. Since May 2008, the group has conducted meetings to fulfill its oversight and advocacy mandates. One public hearing was held in Kenosha in 2009 and individual commission members have participated in local Justice Councils and committees.



The Racial Disparities Oversight Commission monitors the implementation of the recommendations of the Governor's Commission on Racial Disparities. Commission members included (seated L to R) Jennifer Bias, State Public Defenders Office; District Attorney John Chisholm, Milwaukee County (standing L to R) Chief Noble Ray, City of Madison PD; Judge James Martin, Dane County Circuit Court

- *Tribal DMC Expansion:* OJA conducted a Tribal DMC Summit in 2007. The Juvenile Justice program hired a consultant to collect data on contacts between tribal youth and

local justice agencies in and near reservation lands in Northern Wisconsin. These data, the first known to have been collected from multiple tribal jurisdictions, were presented at the summit to help raise awareness of DMC issues in tribal areas. OJA has continued to work with tribes and tribal law enforcement on related issues since the Summit. As the GJJC shifts DMC funding to a competitive process starting in September 2009, we anticipate that tribes will continue to involve OJA in addressing minority contact issues.

- **Progress in Dealing with Sexual Assault and Domestic Violence:** Wisconsin receives between \$2 and \$3 million per year through a formula grant under the federal STOP (Services, Training, Officers and Prosecutors) Violence Against Women Act Formula Grant to the States. The STOP program is designed to increase the ability of communities to protect women and children and hold perpetrators accountable. A broad based, multi-system advisory group assists OJA in setting priorities for use of these funds, and significant improvements in justice system processes and training are among the results. Among the most significant 2007-09 accomplishments are:
  - *Improved Effectiveness of Coordinated Community Response Efforts.* Communities across Wisconsin have joined the Coordinated Community Response (CCR) program which brings together leaders in community programs to develop strategies and procedures for a system-based response to crimes of violence against women, domestic violence, sexual assault, stalking, teen dating violence and human trafficking. The goal is to involve the community in supporting victims and ending abuse. During 2007-09, the state level CCR program was re-organized to provide consulting expertise to eleven (11) county based CCR teams as a means of making the teams more effective. OJA, the Wisconsin Coalition Against Sexual Assault (WCASA) and Wisconsin Coalition Against Domestic Violence (WCADV) are working with the consultants who are helping local CCR teams rejuvenate, develop and implement protocols for working with victims and abusers.
  - *Development and Implementation of Best Practice "Protocols".* A common theme in work related to responding to sexual assault and domestic violence is that victims may feel that the justice system is not well prepared to respond to their needs. One strategy for addressing this concern is to develop protocols, or guidelines, for best practices in responding to victims and holding abusers accountable. In June 2009, OJA, in partnership with the Wisconsin Coalition Against Sexual Assault WCASA, issued the *Wisconsin Protocol for Response to Adult Sexual Assault* which recommends best practices for Sexual Assault Response Teams (SART) organized at the community level. The SART Protocol is the result of 15 months work by a

group with expertise in responding to sexual assault and focuses on a multi-disciplinary response to helping victims of sexual assault. Implementation of this new protocol will begin with the 2009-11 biennium.

- *Support for Women of Color in Efforts to End Violence Against Women.* OJA has funded projects in both WCASA and WCADV to assist in leadership development and support of diverse communities in responding to violence against women. Specific goals are to build networks within distinct communities, facilitate collaboration across communities and strengthen individual skills in leadership and advocacy. Funded activities in 2007-09 included an annual leadership development conference, regular women of color networking events and targeted work group sessions held in conjunction with the WCASA Training Institute and Annual Meeting.

- *Improving Victim Protection through Information Sharing.* The VAWA program funded a demonstration project in Kenosha County to automate the distribution and sharing of protective orders between the Court and law enforcement. See the WIJIS section for additional information. By linking existing but separate computer systems in the court and sheriff's office, temporary restraining order (TRO) and restraining order (RO) information is now immediately sent from the court to the sheriff for service to the offender and return of service back from the sheriff to the court.

As a result, domestic violence victims no longer need to make multiple trips from office to office to know whether the TRO or RO has been issued and served. More importantly, this prompt sharing of critical information improves victim safety by reducing their public exposure and giving law enforcement fingertip access it needs to respond appropriately to offenders.

- **Training to Improve System Response to Domestic Violence and Sexual Assault:** For over a decade, OJA has received federal STOP discretionary (obtained through competitive grant processes) funds to conduct training for law enforcement, prosecutors, judges, advocates and others who deal with crimes of violence against women. (See box on right for list of training programs provided in 2007-2009)

### ***Statewide Procedures Encourage Best Practices among Counties***

Well designed protocols can facilitate consistency and quality of response to crime victims. Wisconsin OJA encourages the development of standardized procedures and multi-agency coordination in many program areas. Examples from our Violence Against Women program include:

*The Wisconsin Firearms Surrender Protocol:* Drafted by justice professionals and advocacy groups representing multiple perspectives on domestic violence, the goal of this protocol is to ensure that firearms are surrendered by persons involved in crimes of domestic violence. Following a review by professional associations, including the Circuit Court Chief Judges and Badger State Sheriff's Association, demonstration projects are now being funded through 2009 stimulus funds to evaluate and fine-tune the procedures.

*The Wisconsin Human Trafficking Protocol* is being developed by the Human Trafficking Subcommittee of the Statewide VAWA Advisory Committee to address the oft-unrecognized crime of human trafficking. Grant funds have been awarded to the Wisconsin Coalition on Sexual Assault to spearhead protocol development.

- **Greater Demand for Training:** Almost 2,000 Wisconsin justice/law enforcement professionals attended OJA-sponsored programs training programs in the last two-year period. At training locations throughout the state, over 1,600 law enforcement officers, 112 victim advocates, 47 corrections staff, 63 prosecutors and 71 individuals from other disciplines participated. While all sessions were filled to capacity, the Investigating Sexual Assault training program drew the greatest number of participants over the biennium.

*Additional System Improvements Funded:* The 2007 GTEA federal grant which funded the training noted above also allowed Wisconsin to address other high priority issues affecting women as victims of violence. Steps taken included:

- A. Developing new training programs addressing alcohol facilitated sexual assault,
- B. Updating sections of the Sexual Assault Prosecution Guide,
- C. Developing a culturally specific law enforcement curriculum in partnership with American Indians Against Abuse, and
- D. Conducting a two day training and round table with law enforcement command staff to discuss domestic violence involving law enforcement officers. Training outcomes included development and implementation of custom-designed agency protocols for responding to local officers involved in domestic violence.

- **New Directions in Juvenile Justice Programming:** Through its administration of the Juvenile Justice and Delinquency Prevention Act (JJDP) and Juvenile Accountability Block Grant (JABG) programs, OJA awarded approximately \$1.5 million per year for innovative programs addressing priority issues in juvenile justice. OJA's juvenile justice staff also:

- Played a leadership role in national discussions regarding implementation of JJDP requirements and provided Wisconsin's Congressional delegation with information about JJDP's impact on Wisconsin;

2007-2009 Domestic Violence / Sexual Assault Training Programs by OJA

**Investigating Domestic Abuse:** Core training to provide basic investigative techniques for DV crimes.

**Investigations and Community Response to Stalking and Strangulation:** Targets community members forming coordinated community response teams to assist victims of stalking and strangulation crimes.

**Sexual Assault Trial Advocacy:** 4-day "hands-on" course for trial prosecutors sponsored by OJA and the National District Attorney Association's National Center for the Prosecution of Violence Against Women.

**Immigrant Victims in Wisconsin** - Improving the Law Enforcement Response to Domestic Violence, Sexual Assault, Stalking and Human Trafficking Crimes: Explores successes and challenges in working with immigrant victims.

**Advanced Domestic Abuse and Sexual Assault Training:** Advanced techniques to assist the law enforcement in conducting effective DV/SA investigations.

**Alcohol Facilitated Sexual Assault:** Best practices in law enforcement investigations of alcohol-involved sexual assault.

**Deaf and Hard of Hearing LE Training:** Addresses the prevalence and dynamics of violence and the hearing-impaired community.

**Officer-involved Domestic Violence:** Improves the response by law enforcement to victims of officer-involved domestic violence.

**Advanced Sexual Assault Interview Techniques:** Interactive sessions to improve law enforcement investigation of sexual assault involving adult victims.

**Strategies for Investigation of Sensitive Crimes in Indian Country:** Participants identify and understand the impact of domestic abuse and sexual assault in Indian communities.

- Provided support to the Governor’s Juvenile Justice Commission (GJJC) which approves Wisconsin’s 3-year juvenile justice plan and all JJDPAs grant awards;
  - Evaluated the State’s disproportionate minority contact (DMC) programs as one of two states nationally to do so and began efforts to include tribal governments in DMC efforts;
  - Began a shift in focus in DMC programming from trying to change youth behavior to addressing juvenile justice system practices that contribute to DMC;
  - Analyzed and provided information to GJJC and other officials on key juvenile justice policy issues including return of 17-year olds to juvenile jurisdiction;
  - Implemented “evidence-based” criteria in awarding program grants and provided technical assistance and other information to grantees regarding research supporting program effectiveness.
- **Improved Anti-Drug Strategies through Multi-Jurisdictional Drug Task Forces:** OJA coordinated and funded regional multi-jurisdictional drug task forces and led the shift to more regionalized responses to drug crimes. With funding reduced for a second biennium, eighteen (18) task forces maintained their activities close to previous levels and continued to successfully detect and apprehend drug suppliers and users. A new tribal drug task force (Native American Drug and Gang Initiative or NADGI) was created and helped tribes with reservation land to respond to drug problems. Task forces made 14,155 drug arrests over the biennium.

Diversion of prescription drugs (distributing prescription drugs to individuals for whom they were not prescribed for legal use) reached epidemic proportions over the biennium, surpassing the number of cocaine and heroin offenses and related deaths. This issue is expected to continue to demand attention in the future.

- **Assisted Small Police Agencies to Modernize Equipment:** OJA awarded \$474,000 in grants to 63 local law enforcement agencies in Wisconsin to improve public and officer safety and expand investigative and surveillance capabilities. The federal funds were directed to police agencies with fewer than 20 sworn officers which often lack funding to take advantage of new policing tools. Program goals are to assess law enforcement strategies in three areas: 1) improved officer safety; 2) increased justice system efficiency; and 3) agency identified innovations. To increase the impact of available funds, agencies receiving grants are required to share equipment with neighboring agencies.
- **Funded Victim/Witness Protection in Milwaukee:** Starting in May 2008, OJA provided \$100,000 to the Wisconsin Department of Justice for a Victim and Witness Protection and Security (WITSEC) Pilot Program in Milwaukee County. Milwaukee County Sheriff’s Office had terminated its own program in 2003 because of budget constraints. Subsequently, the county experienced an increase in cases involving witness tampering, threats to victims and witnesses and actual injury and death to victims and witnesses in criminal cases. DOJ and the Milwaukee District Attorney’s Office worked together to establish the WITSEC program to protect crime victims and investigate witness tampering crimes. As of June 30, 2009, 40 individuals have been arrested on charges related to witness intimidation and threats, and Milwaukee County has allocated an additional \$345,000 in local funds to expand the program.

*Sex Offender Apprehension and Felony Enforcement (SAFE)*

- **Located More Than 3,200 Non-Registered Sex Offenders:** The SAFE Team was created in 2005 to locate and bring into compliance sex offenders required to register with the State’s Sex Offender Registry. In the 2007-09 biennium, 1,526 offenders were located including several “most wanted” offenders who had committed new crimes in other states while not registered. As

of August 31, 2009, 3,253 non-registered offenders were located since the program started, and over 60% of located offenders had committed crimes involving juveniles.

- **Maintained One of Nation's Highest Registry Compliance Rates:** Despite 20.5% growth in the number of registered sex offenders, the SAFE program has reached and maintained a compliance rate of 89-91% compared to the national average of 80%. The current compliance rate is 8-9% above the rate when the program started.
- **New Program Partners Involved:** OJA and the Department of Corrections initially partnered with local law enforcement across the state and expanded their partnerships over the biennium to include the Wisconsin Department of Justice and the U.S. Marshall Service. Working with a wider range of partners has resulted in locating more non-registered offenders in more out-of-state locations and returning out-of-state offenders to face state charges.
- **SMART Grants Add New Resources:** OJA received a competitive \$51,667 grant under the federal DOJ's SMART (Sex Offender Sentencing, Monitoring, Apprehending, Registering and Tracking) program to pilot the use of specialized Choice Point software that provides real-time access to a wide range of private and public databases to help locate and map current locations of sex offenders. In the 2007-09 biennium, OJA trained and shared the software with 41 representatives from 17 state and local law enforcement agencies across the state. In addition, Wisconsin's Department of Justice (DOJ) received a SMART grant that included funding for an additional SAFE team member to focus on offenders who target children and youth.

#### Statistical Analysis Center

- **Initiated E-Reports for Crime Statistics:** In 2008, SAC staff transitioned the traditional annual Crime and Arrest in Wisconsin publication to two new electronic publications—Crimes in Wisconsin and Arrests in Wisconsin. The new publishing strategy separates and clarifies two issues—crime and arrests—that reflect different, unrelated data and saves approximately \$6,700 per year in publishing and mailing costs. By putting the data on-line, OJA now makes raw data available to local law enforcement agencies for local analysis and reporting.
- **More Local Law Enforcement Agencies Submitting Crime Data:** OJA has leveraged its grant programs to increase participation in the FBI Uniform Crime Reporting (UCR) program to 395 agencies by linking awards to submission of crime data. Although this represents an increase of 25 agencies over 2005-07, the number remains well below the 600+ agencies in the state.
- **Increased IBR Participation by 142% from 19 to 65 Agencies Including Milwaukee PD:** OJA has worked diligently with local police agencies to convert their data submissions from the FBI's 60 year old UCR program (8 data elements) to the newer Incident-based Reporting (IBR) program (46 data elements) which provides much richer data for analysis to assist in understanding crime trends. The State currently has 65 agencies certified to participate in the IBR program, including the City of Milwaukee and five counties in which all law enforcement agencies use IBR.
- **Improved UCR Process and Reduced Staff Time by 75%:** Many of the procedures used to collect, validate and submit UCR data were manual or quasi-manual and time consuming in the past. During 2007-09, SAC staff developed automated programs to import data, validate data accuracy and forward data to the FBI. These modifications reduced staff time needed to complete the tasks by 75% and improved the accuracy and timeliness of the data submitted to the FBI.
- **Provided Standardized Reports for Local Law Enforcement Agencies:** SAC staff created new monthly reports for local law enforcement to allow them to analyze and report the UCR data they submit to OJA and the FBI. This new tool gives law enforcement agencies a way to use the information for local purposes at the time it is submitted. In the past, local agencies had to wait a

year until the data from the prior year was released by OJA as part of the annual crime and arrest report.

- **Partnered with Multiple Agencies to Analyze Criminal Justice Data:** Using UCR and other justice data, the SAC provided statistical support on several different research projects and on-going programs. Projects supported include the Marathon County Truancy Court on behalf of OJA's Juvenile Justice Program; the Treatment Alternatives and Diversion (TAD) program; the Justice Reinvestment Initiative led by the Council of State Governments in partnership with the Pew Charitable Trust; and the criminal justice program at the University of Wisconsin-Oshkosh. Examples of the kind of work the SAC performed are:
  - Created integrated data sets to provide sentencing information on TAD
  - Participants as part of the required program evaluation;
  - Provided UW-Oshkosh criminal justice students with IBR data to analyze; reviewed their reports and attended their presentations;
  - Participated in two multi-state research projects conducted by the national Justice Statistical Research Association: one addressed sex offender recidivism and one on injuries to health care workers during the commission of a crime (theft of drugs, etc.).
- **Provided Information to the Legislature, Academia, Media, Law Enforcement and the Public:** Requests for justice-related data and information increase each year. Between 2007 and 2009, the SAC responded to several hundred inquiries ranging from requests for statistical reports and raw data to justice information and UCR materials.

#### Wisconsin Justice Information Sharing (WIJIS) Program

- **Added Court and Prosecutor Info to Justice Gateway:** OJA developed and implemented a software application, the Justice Gateway, to give law enforcement officers a single point of access to data in multiple local and state records management systems. One goal of the Gateway is to simplify access to real-time information held in other agencies' databases to help in preventing, investigating and responding to crime. During the 2007-09 biennium, the Gateway added two important types of information to the Gateway—court record information from the Consolidated Court Access Program (CCAP) and prosecutor information from the PROTECT system managed by the District Attorney IT Program in the Department of Administration. This expansion provides more complete information about offenders and crimes and will help law enforcement work more



#### The Justice Gateway in Action: A Hypothetical Example

At 3:00 am on a Saturday morning, Officer Jones pulls over Mr. Smith, a driver on a local roadway who is veering in and out of his lane at an erratic speed. Mr. Smith subsequently fails sobriety tests and measures a blood alcohol level of .14 on the breathalyzer machine. While preparing his report, Officer Jones looks Mr. Smith up on the Justice Gateway.

First, Officer Jones discovers via the DA PROTECT system that Mr. Smith has an active pending charge for Operating While Impaired by Alcohol (OWI) that was filed within the last 48 hours in an adjoining county. Officer Jones then discovers, via the CCAP system, that Mr. Smith also has a prior conviction within the past year for operating without a valid license. Finally, the Law Enforcement system reveals that Mr. Smith has received at least two prior warnings for erratic driving that did not result in citations being issued. Total elapsed search time: less than three minutes.

Officer Jones immediately forwards a copy of his report and the information found via the Justice Gateway to the District Attorney's offices in both counties where Mr. Smith faces pending OWI charges, so that they may use the information when determining the appropriate resolution for each of the pending offenses.

efficiently and effectively.

- **Gateway Grows to over 3,200 Users and 5 Million Records:** As of August 2009, over 3,254 Gateway users from 179 local law enforcement agencies had the ability to search over 5.0 million incident and arrest records submitted from 105 different local law enforcement agencies. Currently over 50% of the population of the State of Wisconsin lives in a jurisdiction that is either searching or submitting data across the Justice Gateway. Expanded functionality and increased visibility are contributing to continued growth in Gateway use.
- **Received National Recognition for Innovative Privacy Technology:** OJA's WIJIS technical staff presented a prototype demonstration of Cascading Disclosure Control Language (CDCL) at the national Global Justice Information Sharing User's Conference in August 2007. CDCL, developed by WIJIS staff, is an innovative use of open source technology to ensure the privacy of protected data while giving law enforcement and other justice officials greater access to statewide data. OJA continues to receive national recognition for CDCL which controls users' access to data based on their role and associated right to know. National recognition, in turn, has led to discretionary federal funding for the Gateway. OJA is in the process of continuing to develop and enhance this innovative tool.
- **Major Strides Made in Justice Information Sharing:** In partnership with both state and local agencies, the State made significant strides in closing critical gaps in justice information sharing across the justice system. For example, WIJIS has continued to develop and enhance our eCitation services in support of DOT's Badger TraCS project. Secondly, WIJIS staff has further developed a system that allows for electronic exchange of warrant and protective order information between courts and law enforcement agencies. Additionally, WIJIS has continued to support electronic submission to court records to that State's criminal history repository. And finally, OJA has continued to provide grant funding for local law enforcement agencies to leverage Department of Administration's District Attorney Information Technology (DAIT) eReferral services. These improvements will result in greater efficiency and public safety.

WIJIS is also developing innovative new products that enhance the accessibility, reliability and efficiency of data transmission between criminal justice agencies. These products include a Booking Information Exchange Demonstration between the Milwaukee Police Department and the Milwaukee County Sheriff's Department; eReferral and eCitation systems for exchange of traffic information and a workflow engine that will facilitate warrant exchange information. Current WIJIS projects include researching the transmission and exchange of Suspicious Activity Reports (SARs) between law enforcement agencies and regional Fusion Centers as part of a national Homeland Security initiative to expand information available to law enforcement and anti-terrorism agencies.

### Justice System Improvement

- **Treatment Alternatives and Diversion (TAD) Program Shows Results:** Preliminary results show that the new Treatment Alternatives and Diversion (TAD) program enacted in the 2005-07 biennium is making a difference in dealing with non-violent offenders with drug, mental health and alcohol problems. Incarceration costs are being reduced, and lives are being turned around. The original legislation requires a complete program evaluation in 2011 but preliminary analysis indicates participants who completed their TAD program were less likely to be charged with a new offense and that counties saved costs of an average of 95 incarceration days per successful participant. TAD now funds programs in seven (7) counties: Burnett, Dane, Milwaukee, Rock, Washburn, Washington and Wood. The Legislature provided a more stable funding source for TAD in the 2009-11 budget so TAD counties are expected to continue their programs through the biennium.

- **Digital Recording of Custodial Interrogations (DRCI) Program Completed:** The Digital Recording of Custodial Interviews (DRCI) program, created in the 2005-07 budget, continued through 2007-09 and ended on June 30, 2009. The program resulted from concern about coerced confessions related to a high profile murder case and provided funds to local law enforcement agencies for equipment to record custodial interviews with suspects using either audio or video recording equipment. In 2007-09, OJA awarded 167 grants to local law enforcement agencies totaling \$1,142,694 to purchase and install recording equipment. Between program initiation in 2005 and program termination in June 2009, 444 Wisconsin law enforcement agencies received over \$2 million. The DRCI program was considered extremely successful in meeting the need identified in the initial legislation.
- **Tribal Relations Program Expanded:** OJA is working in partnership with Wisconsin's tribes on a number of issues growing out its annual consultation with tribal leaders. The May 2008 and May 2009 consultations resulted in identifying key areas to coordinate across tribes as well as areas in which OJA could assist individual tribes. Examples of outcomes include:
  - *Native American Drug and Gang Initiative (NADGI):* As noted earlier, a tribe-based drug task force was created to address drug and gang problems on tribal lands using OJA's Justice Assistance Grant (JAG) funds. OJA has traditionally funded county or regionally based drug task forces, some of which had tribal participation. Tribal leaders and law enforcement officers requested JAG funding for a tribal task force with expertise and jurisdiction related to drug and gang issues on reservations. The NADGI received over \$120,000 in 2007-09 for overtime enforcement, equipment, informants and drug purchases.
  - *ICARE:* A unique initiative, I-CARE--Indian Crime Awareness, Research and Evaluation--involves the Menominee, Oneida, Red Cliff and Lac Courte Oreilles tribes in Wisconsin and Prairie Island, Red Lake, Fond du Lac, Leech Lake and Mille Lacs tribes in Minnesota in a two pronged program designed to improve crime data reporting and information sharing with tribes and tribal law enforcement agencies. Each of the involved Tribal Councils have reviewed and signed agreements in support of this project and work is underway to implement its goals. The I-CARE advisory committee is made up of each participating Tribal Chair or President and the Police Chief, the Minnesota Bureau of Criminal Apprehension (BCA), the Wisconsin Office of Justice Assistance and the FBI. By the end of 2009, we expect that five Wisconsin Tribes will be active in the Incident Based Reporting system and that BCA will have developed an enhancement to its Uniform Crime Reporting system to better report tribal data. In addition, we anticipate that one Minnesota tribe and six Wisconsin Tribes will be active participants in information sharing through the Wisconsin Integrated justice Information Sharing system. A joint application for federal funds was submitted in the summer of 2009 to create a system that will provide both operational information to combat crime on reservations and collection and analysis of data to track crime trends. Assuming receipt of federal funds, the goal is to eventually include all 22 tribes in Wisconsin and Minnesota in the network. Tribes from several other states have expressed interest in the program which has the potential to be a major component in efforts to combat crime in Indian Country.
  - *On-going Coordination with Tribal Police Chiefs:* OJA began to participate regularly with the Tribal Police Chiefs Association both to keep them apprised of funding opportunities and to coordinate issues of mutual concern.

### Homeland Security

- **Administered Over \$78.3 Million to Address Top State HS Priorities:** OJA HS staff administers a changing federal Homeland Security grant program that has moved from allocating funds primarily for equipment for municipal, county, tribal and state first responders and their

communities to funding multiple initiatives or projects based on statewide planning and priority setting. States now receive funding based on competitive factors rather than population-based formulas. The federal Department of Homeland Security awarded Wisconsin \$16.04 million in FFY08 (October 1, 2007-September 30, 2008) and \$15.35 million in FFY09 through the base State HS Grant Program. In addition, OJA received \$15.37 million in FFY07 to develop Public Safety Interoperable Communications (PSIC). Including several small targeted grants (Buffer Zone Protection, Rail and Transit Security, etc.) OJA administered over \$78.5 million in 2007-09 through 955 grants to sub-recipients.

- **State's HS Plan Consistently Ranked in Top Tier Nationally:** Fifty-six (56) states and territories compete for HS funding each year by submitting statewide plans and funding requests called "investment justifications". DHS convenes peer review panels to review and score state plans and bases the final award in part on the peer review ranking. Other factors considered include risk and plan effectiveness.

Wisconsin received a perfect score and ranked in the top 10% in FFY07, in the top 20% in FFY08 and in the top 10% in FFY09. The state's high ranking in FFY09 led to being one of 7 applicants (of the 56) that received more money than its target amount because of its high effectiveness score.

- **Statewide Radio Interoperability Transitions to Design and Implementation:** The Wisconsin Interoperable System for Communications (WISCOM) was initiated in 2005-07 and saw significant progress toward implementation in 2007-09. A governance group, the State System Management Group (SSMG), made up of state and local public safety officials was created to oversee the design of the system. Section 15.107(18), Wis. Stats., enacted in 2007, established the Statewide Interoperability Council to set strategic direction and policy. Specific actions in 2007-09 to prepare for the statewide system included:
  - Awarded approximately \$14 million to local emergency response agencies to replace and reprogram older mobile, portable and base radios so they can use the new system.
  - Funded development of connections among dispatch (911 call) centers or emergency operations centers in over 30 counties so local response centers can coordinate communications.
  - Awarded funds to expand the Mutual Aid Box Alarm System, a statewide mutual aid system for fire departments and to buy base radios for county Public Safety Answering Points which support mutual aid across disciplines.
- **Coordinated Citizen Preparedness Activities through "WeVolunteer" Initiative:** In 2007-09, the State Citizen Corps Council, created by Executive Order in 2004, joined forces with Wisconsin's Voluntary Organizations Active in Disasters (VOAD), a coalition of nonprofit emergency response organizations, to help local officials integrate volunteer organizations into emergency response plans. In 2009, OJA staff developed a WeVolunteer web-site and newsletter as well as other promotional materials and support program activities on an on-going basis. Examples of WeVolunteer activities include: electronically distributing an H1N1 Business Toolkit created by the U.S. Center for Disease Control; providing information on volunteer liability for community leaders; creating a registry of disaster relief services who can be contacted to respond; and surveying Wisconsin citizens on their home "readiness" for emergencies.

#### Regional Emergency All-Climate Training (REACT) Center

- **New Training Facility for First Responders Began Operations:** The Regional Emergency All-Climate Training (REACT) Center officially opened at Volk Field in May 2007. The Center, designed and built by OJA in partnership with the Department of Military Affairs (DMA), is one of three premier first responder training facilities in the country with the capacity to train on

collapsed building rescue, high-risk entry and tight-space rescues. In June 2008, a specialized Minnesota National Guard response team conducted a real-life training exercise at REACT that involved 50-100 volunteer “victims”. The training took advantage of a specially engineered state of the art rubble pile and is an example of the regional use of the REACT Center. In addition, over 500 Wisconsin first responders had been trained at REACT in its first few months of operation.

- **REACT Operation Transferred to DMA:** Initial plans for the REACT Center included transfer of center operations from OJA to DMA through a biennial budget process. However, in March 2008, the Legislature’s Joint Committee on Finance directed the transfer to occur by June 30, 2008. As a result, OJA’s program management and training staff became employees of DMA on July 1, 2008, and OJA’s direct involvement in the facility and training program ended.

### Grants Management Unit

- **Improved Financial Management and Access to Information:** Through implementation of a fully automated grants management system, Egrants, OJA has dramatically improved its management of funds across grant programs. Prior to Egrants, it was a challenge to quickly determine the amount of available funds from individual grants compared to the amount already committed. In 2007-09, both program and fiscal staff were able to see financial information on individual grants and across grants on-line—the information was transparent for the first time. Having the information available improved management of agency funds and made reporting easier and more accurate.
- **Realized Benefits of Egrants System:** In the 2007-09 biennium, both OJA staff and our sub-grantees realized more of the benefits of the Egrants system as they began using more of the features and as enhancements were implemented based on their feedback. Examples of Egrants related accomplishments are:
  - Standardized grant processes improved financial and grant management as it was possible to view information on-line across programs and the agency for the first time.
  - Eliminated three (3) old disparate systems with grant and fiscal data and transferred the data to Egrants.
  - Entered all OJA grant data from 2003 forward into Egrants which has made it possible to respond promptly to information requests as well as manage programs more effectively.
  - Responded readily to new American Recovery and Reinvestment Act of 2009 transparency and accountability requirements; the Egrants systems allowed for almost immediate ability to provide required information.
  - Assisted the Department of Commerce in adopting Egrants as its grant management system and has provided information to other state agencies interested in automating grants management.
- **E-grants Help Desk Created:** Individual staff from several areas of the agency assumed responsibility for setting up and managing user access and helping customers negotiate the new online system. All OJA grant announcements are now posted on-line, and the application process is available 24/7. The Egrants Help Desk was implemented with no additional staff and responds to an average of 80-100 contacts each month.
- **Customer Service Expanded:** In addition to creating a help desk, GMU staff made outreach to customers (applicants and sub-grantees) a higher priority by training users in formal presentations and one-on-one as individuals called for help.

Examples of increased customer service included:

- Conducting financial management training for sub-grantees at regional program meetings and conferences,
- Assisting sub-grantees to use the Egrants system to access their own data on-line and make it available for their auditors, and
- Implementing “push” e-mails to proactively inform customers of grant opportunities rather than relying on them to return repeatedly to the OJA web-site; users can opt in to receiving targeted e-mails and opt out of others.

### Executive Office

- **National Leadership on Justice Issues:** During the 2007-09 biennium, OJA’s Executive Director served a 2 year stint as president of the National Criminal Justice Association (NCJA), one of the nation’s leading criminal justice improvement organizations. His term coincided with a major funding crisis when the previous federal administration proposed no funding for the Justice Assistance Grant (JAG) program. JAG is the successor to a 30 year series of successful federal grant programs designed to strengthen law enforcement, fund innovative approaches to crime prevention and improve the administration of justice at the state, local and tribal levels. In response, NCJA led a lengthy and ultimately successful national effort to restore funding and protect flexible allocations that allow states to set priorities.

In addition, OJA staff led a successful effort to encourage the Office of Juvenile Justice and Delinquency Prevention to review its interpretation of federal program code that adversely affected Wisconsin and other states. Eventually, OJJDP reversed an incorrect interpretation of federal Juvenile Justice and Delinquency Prevention Act (JJDP) which benefited a number of states. The JJ team also provided analysis and assistance to Congressional delegation staff and others in working towards the upcoming reauthorization of JJDP.

- **Governor’s Task Force on Campus Safety Issues Final Report:** In April 2007, Governor Doyle appointed a task force to examine campus safety issues in the wake of a shooting tragedy at Virginia Tech. The Task Force held two public summits, engaged state and national experts, and marshaled the experience and diverse perspectives of law enforcement, student health and academic services, parents, administrators and students to reach best practice criteria and final recommendations. The Task Force Report, issued in November 2007, analyzes safety issues, identifies actions colleges and universities are currently taking to ensure student safety and provides a unique resource for administrators and policymakers.
- **Governor’s Task Force on Campus Safety Report Won National Award:** The Final Report of the Governor’s Task Force on Campus Safety Report was among three dozen federal and state documents receiving recognition from the Library Journal in its 2008 list of best government documents.
- **DOA Affirmative Action Advisory Committee (AAAC) Leadership:** Two members of the OJA staff served on the DOA Affirmative Action Advisory Committee in 2007-09, and one has chaired the Committee since July 2008. The AAAC has been very active in promoting affirmative action and diversity awareness. The committee has sponsored a number of very successful events over the past two years including a Women’s History presentation, Take Your Child to Work Day, Multi-Cultural Potluck, Black History Month presentation, and many more. Most recently, the committee has been researching the possibility of a school partnership with Marquette Elementary through the Foundation for Madison’s Public Schools.
- **Egrants Wins Efficiency Award, Adopted by Department of Commerce:** OJA’s new Egrants system, a fully automated online grants management system, received a Department of

Administration Diamond Award for its effectiveness in improving customer service and reducing grant administration costs. The Commonwealth of Pennsylvania invested \$2.6 million in developing Egrants and provided it at no cost to OJA. OJA modified the system for Wisconsin use and has provided information and training to other state agencies, including the Department of Commerce which adopted the system in early 2009. Benefits of Egrants include prompt response to information requests, freeing staff from repetitive and routine paper work, providing a quick and easy grant application process for sub-grantees and the ability to readily meet new federal accountability and transparency requirements for federal stimulus funds.

- **Completed Agency Pandemic Plan:** In 2008-09, OJA drafted a pandemic response plan as part of its continuity of operations planning activities. The pandemic plan includes measures to prioritize and sustain operations, protect the health of agency staff, and ensure ongoing, effective communications to prepare for, respond to and recover from an influenza pandemic. In addition, continuing updates were made to OJA's Emergency Response and Continuity of Operations plans. Drills and exercises were conducted as well as tests of plan processes to ensure up-to-date information is available and staff are aware of agency procedures.
- **Participated in TopJobs Program:** OJA participated in the TopJobs Internship program for the first time during the summer of 2009. The program, offered through the Office of State Employment Relations, pairs minority and female students with state agencies as a means of encouraging diversity among state employees and exposing students to prospective careers. Two college students were hired to assist in the Grants Management and Juvenile Justice units. Duties included updating a computer system user guide in GMU and conducting research and data compilation related to delinquency prevention and disproportionate minority contact in the JJ program. Both interns provided great benefits to OJA, and we anticipate continuing to seek TopJob interns in the future.

## B. Efficiencies

- **Crime Data Publishing Workload Reduced 83% Through Technology:** In recent years, OJA has been unable to meet annual timelines for publishing Wisconsin crime and arrest statistics because of a complex, partially automated process of correcting errors in data submitted by over 395 local law enforcement agencies. During the past biennium, the OJA Statistical Analysis Center (SAC) implemented technological changes that improved accuracy in data submission and more quickly identified and corrected a much smaller number of errors. As a result, in 2009 Wisconsin's crime and arrest reports were published ahead of national FBI reports, and staff time spent preparing data for publication has been reduced by 83%. And, the SAC has completed more work with fewer staff as reduced funding led to eliminating several positions.
- **More Efficient Sharing of Life-saving Information Sharing among Justice Agencies:** OJA, along with state and local business partners, implemented state of the art technologies over the biennium that help local police agencies track criminals and protect victims more quickly and effectively. OJA's Milwaukee Booking Project, Kenosha Temporary Restraining and Protective Order Project and Milwaukee, Dane and Waukesha Warrant Project are all efforts to make local agencies more efficient by using high tech tools to share information. For example, OJA developed a software tool to allow Wisconsin's police and court officials eliminate delays caused by moving paper files between agencies and to give police real-time access to information critical to protecting victim and officer safety.

## C. Organizational Changes

- **Transferred the REACT Center to DMA:** As noted elsewhere, OJA transferred the REACT Center and approximately 35 project and LTE positions to the Department of Military Affairs in

July 2008. OJA had assumed the start-up role with the original plan envisioning the transfer of on-going operation to DMA through a biennial budget process. The Legislature's Joint Committee on Finance directed the transfer mid-way through the 2007-09 biennium.

- **Egrants Help Desk Created:** Through realignment of duties rather than adding staff, OJA created an internal Egrants help desk to respond to applicants and sub-grantees using Egrants to apply for and manage their grants. Two staff were designated as primary help desk support, and three were identified as backups to provide call center and e-mail response from 8 a.m. to 4:30 p.m. Monday through Friday.
- **Increased Emphasis on Compliance Monitoring:** OJA dedicated more resources to program compliance monitoring during 2007-09 and expects compliance monitoring to continue to be a priority over the next biennium. In the past, a half-time compliance monitor was assigned to the juvenile justice programs, and a team of part-time LTE compliance monitors oversaw homeland security sub-grantees. During the 2007-09 biennium, OJA increased the half-time JJ monitor position to full-time and created a compliance team involving other JJ staff. The HS compliance monitoring program, established in 2003, was recently mentioned as a national "best practice" in a 2009 Department of Homeland Security monitoring report. Wisconsin is one of the few states in the country to have such a program.

More recently, OJA received approval to hire 1.5 FTE compliance monitors to assist in meeting new transparency and accountability requirements included in the American Recovery and Reinvestment Act of 2009 (ARRA or stimulus program). These positions will be in place through 2009-11 and, if resources permit, into the future. Compliance monitoring is critical to ensuring appropriate use of allocated funds but also will become a higher priority at the local, state and federal levels in response to stimulus funding. The agency considers them to be part of the on-going responsibility of the state administering agency for federal grant programs.

- **Growing Emphasis on Race-Related Issues in Criminal Justice:** OJA has often had at least a half-time position dedicated to the Disproportionate Minority Contact (DMC) component of the Juvenile Justice program. With the Governor's Commission to Reduce Racial Disparities in the Criminal Justice System assigned to OJA for staffing, the agency added a half-time position to act as staff director and a second support position. Other OJA staff provided professional and clerical support through the publication of the Commission's Report. The Governor then created a Racial Disparities Oversight Commission to monitor implementation of the CRRD Report recommendations, and OJA again provided staff support. At the end of 2007-09, the focus on racial disparities was becoming a permanent program responsibility requiring on-going staff support. OJA employed the equivalent of a full-time position through two LTE positions supplemented by portions of time from agency staff.

The Legislature assigned OJA responsibility for a new initiative to collect and analyze the race of individuals involved in traffic stops in the 2009-11 budget. Thus the organizational involvement in racial disparities issues is growing and will require more resources. As of September 2009, an advisory committee and several work groups have been formed to create the administrative rule required to implement the mandate and a part-time staff position has been added to provide direct staff support for the initiative.

## D. Alternative Work Patterns

Section 230.215 (4), Wis. Stats. requires that every agency include a section in its biennial report pertaining to policies promoting flexible and part-time work schedules for employees.

The DOA Employee Handbook, adopted by OJA states:

“The department encourages the use of AWP (Alternative Work Patterns) such as flex-time, part-time, and job-share schedules to increase productivity, extend services, reduce absenteeism, improve employee morale, allow for employee development, and maximize energy conservation through ridesharing and use of mass transit systems. The department recognizes that AWP schedules may provide opportunities for individuals to productively use their skills, talents, and abilities. It recognizes that a traditional, full-time work schedule may not meet the needs of individuals who, due to age, health, or family circumstances, find such a schedule in conflict with responsibilities outside of work.”

The majority of OJA’s permanent and project employees work a schedule that deviates from the standard state office hours (7:45 a.m. to 4:30 p.m.). Typically, the difference is working an 8:00-8:30 a.m. to 5:00-5:30 p.m. schedule. In addition, several employees work a “flex day” schedule under which they work a full 40-hour week, but less than the standard eight hours on one or more “flex” days and more than eight hours on the regular work days. Over the reporting period, one employee returned to full-time work after a period of reduced work and a second employee reduced their work from full to half-time. The agency fully complies with family and medical leave act provisions and believes that accommodating employee scheduling needs contributes to employee job satisfaction, productivity, recruitment and retention.

## **Part 3: 2009-11 Program and Policy Directions**

### **A. Biennial Budget and Legislative Initiatives**

#### **New Programs**

##### *Traffic Stop Data Collection*

Sections 16.964(16) and 349.027, Wis. Stats., as well as non-statutory language in 2009 Wisconsin Act 28, Sections 9109(11y) and (12x), enacted in the 2009-11 biennial budget established a new effort to collect, analyze and report on the race of individuals in vehicles involved in traffic stops. Citizen groups have for over a decade expressed concern about minority drivers being stopped without justification, and a major federal transportation funding program has offered incentive grants to states to study the issue. Under the budget provision, OJA is to establish administrative rules governing the collection of data by February 2010 and begin a program to collect data statewide by January 2011.

##### *Indian Tribal Reintegration Program*

The 2009-11 budget also assigned OJA responsibility to work with the Department of Corrections and tribal governments to assist tribes in establishing culturally appropriate programs to help offenders return successfully to their communities after prison.

##### *Justice Reinvestment Initiative*

The Governor, Supreme Court and Legislature joined together with the Pew Charitable Foundation and Council of State Governments in 2007-09 to examine Wisconsin’s criminal justice system, particularly the costs of incarcerating a high percentage of citizens for non-violent or drug related crimes and the overrepresentation of minorities in prison populations. The Legislative Council’s Special Committee on Justice Reinvestment Initiative Oversight received and examined data related to offenders, recidivism and corrections costs and enacted a series of proposed changes through the 2009-11 budget. Although some of those provisions were eventually vetoed, the issues raised will continue to be debated and potentially enacted in 2009.

OJA has been represented on the Special Committee and remains involved in discussing these issues which potentially could affect the Treatment Alternatives and Diversion (TAD) and other OJA administered programs.

## **Program Modifications**

### *Treatment Alternatives and Diversion (TAD)*

In the 2009-11 budget, the Legislature created a new program revenue funding source for TAD relying on Justice Information System Fee (JIF) funds to provide stability for a program showing positive results at the mid-way point. In addition, Milwaukee County TAD received funding for a full biennium through allocation of a portion of OJA's JAG stimulus funds. These changes should allow programs in seven (7) counties to demonstrate their effectiveness prior to the statutorily required program evaluation in 2011.

### *Wisconsin Interoperable Communications*

The statewide interoperable communications system, WISCOM, will go live in late 2010 after the State Patrol tower system and local emergency response agencies are equipped through federal Homeland Security grant funds. Federal funds are not, however, available for on-going operations. The 2009-11 budget recognizes both the progress being made and the need for on-going maintenance resources by including a statutory provision to allow OJA to collect user fees in the future from state agencies which use the system. In the meantime, OJA continues to seek federal funds to build out the system.

## **Program Termination**

### *Digital Recording for Custodial Interrogations*

As noted earlier, the Digital Recording of Custodial Interrogations (DRCI) program ended with the enactment of the budget. Final grants were awarded prior to the end of SFY09.

## **B. Impact of Federal Changes**

### *American Recovery and Reinvestment Act of 2009*

The American Recovery and Reinvestment Act of 2009 (ARRA) provides one-time funding for the Justice Assistance Grant (JAG) and Violence Against Women Act (VAWA) programs that will have a significant impact on OJA during the 2009-11 biennium. The influx of \$18.8 million in JAG and \$2.5 million in VAWA funds more than triples the amount administered annually in these programs. As a result, new programs are being developed and additional staff are being hired to administer, track and report on these funds. The greatest long-term impact of this funding on OJA may be the new accountability and transparency requirements that accompany the funds. Substantial new reporting is required of both the sub-grantees and OJA. These new monitoring and reporting requirements are expected to continue with annual awards after the ARRA program ends and to become permanent aspects of program administration.

### *Potential Juvenile Justice Changes*

*Reauthorization of Federal JJDPA:* The Juvenile Justice and Delinquency Prevention Act (JJDPA), administered by OJA, provides \$1 million annually to Wisconsin and is allocated by the Governor's Juvenile Justice Commission to address high priority juvenile justice issues in the state. JJDPA is the one of the few sources of funding for innovative services and programs in the juvenile justice area and is scheduled for reauthorization in 2009. Proposed changes to the core program requirements may jeopardize the state's funding because Wisconsin law and practice are sometimes inconsistent with proposed federal policy changes. One option for the future is to pursue changes within the state to comply with federal guidelines although it may take a period of time to implement changes after they are enacted.

*Adam Walsh Act Implementation:* The current federal legislation related to sex offenders contained in the Adam Walsh Act contains a provision that requires life-time registration for certain juvenile sex offenders. The provisions related to juvenile offenders in particular have raised concern across the country as well as in Wisconsin. Although mandatory compliance has been delayed by a year to 2010, Wisconsin juvenile justice experts continue to work with Congress to re-examine the juvenile provisions. In addition to policy concerns, there is concern that failure to meet federal requirements could result in a loss of 10% of the state's Justice Assistance Grant (JAG) award administered by OJA.

### Homeland Security Program

*Federal Funding Changes:* The U.S. Department of Homeland Security has announced that it will make major changes in the way it distributes state homeland security grant funds to the states beginning in 2011. The "investment justification" strategy currently used will be replaced with an evaluation software tool that links identified state risks to funding for projects that improve the state's ability to address those specific risks. At this point, it is unknown how the new DHS approach will affect Wisconsin's funding.

An emerging issue related to federal HS funding is that Wisconsin lacks state funds to sustain programs after federally funded start up. As a result, each year more of the state's overall federal grant dollars go to existing programs rather than providing funds for new initiatives. To shift the focus to meet new priorities, it will be necessary either to shut down existing programs or find alternative funding to maintain them.

*Focus on State Fusion Centers:* The 2009-11 budget directs OJA to award federal HS funds to the Wisconsin Department of Justice which houses the state's fusion center. Fusion centers are multi-agency units created to exchange information and intelligence used by law enforcement and related agencies in combating both crime and terrorism as part of the [National Criminal Intelligence Sharing Plan](#) (NCISP). The new federal administration is placing a higher priority on fusion centers so we anticipate this new direction will carry into 2009-11.

### Criminal Justice Programs

Justice Assistance Grant (JAG) funding has fluctuated in recent years. Congress significantly reduced Justice Assistance Grant (JAG) funds in FFY2008 resulting in an allocation of \$1.6 million to OJA. This followed a \$4.5 million award in 2007. Annual awards tended toward \$9-10 million annually in the early 2000's. A national campaign by law enforcement and other justice professionals resulted in restoration of JAG funding in the 2009 budget to \$5 million for the state. Current expectations are that tight budgets and competing priorities could again affect JAG appropriations in future years.

As noted above, the JJDPa reauthorization which is under consideration at this point could substantially affect Wisconsin. Proposed changes could reduce available funds and/or result in the state revising specific juvenile laws and practices. The Byrne Justice Assistance Grants (JAG) may also face re-authorization during the upcoming biennium.

## **C. Program-based Strategic Directions**

### Juvenile Justice Programs

Both nationally and in Wisconsin, issues related to juvenile justice are continuing to be front-burner issues in justice policy discussions. Issues identified in 2007-09 continue and new issues are being added. Over the 2009-11 biennium, juvenile justice issues expected to be addressed include:

- Transferring 17 year-olds to adult court in certain instances,
- Disproportionate minority contact ,

- Compliance with the Adam Walsh Act regarding registration of juvenile sex offenders,
- Detention reform,
- Maintaining compliance with JJDPa requirements, and
- Promoting use of evidence-based programs and practices to improve the juvenile justice system.

In addition, a new program addressing juvenile crime prevention has been funded using \$3.85 million in American Recovery and Reinvestment Act of 2009 (federal stimulus) funds. The Youthful Offenders Prevention Initiative begins in SFY10 and will operate for at least 3 years.

### *Criminal Justice Programs*

*Reducing Racial Disparities:* As several distinct projects focusing on racial disparities in the justice system continue, OJA anticipates an on-going support role. In addition to the efforts to implement recommendations from the 2008 Commission to Reduce Racial Disparities in the Criminal Justice System Report, OJA will implement the new traffic stop data collection program enacted in the 2009-11 biennial budget. Data collection will begin in January 2011 and is expected to continue for the foreseeable future.

*Alternatives to Incarceration:* For the past two biennia, OJA has partnered with the Departments of Health Services and Corrections to design and implement the Treatment Alternatives and Diversion (TAD) program which is designed to reduce costs of incarceration by diverting non-violent offenders with drug and alcohol problems to treatment rather than jail. New, potentially more stable, funding was provided in the 2009-11 budget, and interest in additional efforts to divert non-violent offenders was evident in budget proposals growing out of the Justice Reinvestment Initiative. The original 2005 legislation requires OJA to submit a formal program evaluation in 2011. As fiscal pressures continue and understanding of the impacts of current criminal justice policies grows, data collection and analysis as well as new programs addressing these issues will be needed. OJA expects to be involved in both data analysis and program implementation efforts.

*Addressing Human Trafficking and Similar Victimitizations:* OJA, in partnership with advocacy groups and others, began examining the extent of human trafficking in Wisconsin in 2006. The issue has become a national priority, and neighboring states like Minnesota have allocated state funds to measure its incidence in their state. In October 2007, Wisconsin legislation was introduced to address the issue in Wisconsin and included a role for OJA in gathering information on human trafficking activities here. OJA expects also to expand its Justice System Training and Violence against Women program activities to include human trafficking, increase training on the plight of immigrant victims and culturally diverse communities and address similar issues as they arise.

### *Homeland Security Programs*

*Community Preparedness:* The Wisconsin Citizen Corps Council is discussing a broadened mission that will allow the Council to significantly improve the state's community preparedness to respond to emergencies and disasters. While the Council currently oversees distribution of Citizen Corps funds, an expanded mission would include developing strategies for community preparedness, coordinating among Citizen Corps and volunteer organizations, providing technical assistance in developing emergency plans for volunteers and fostering public and private emergency response partnerships.

Related community preparedness issues will include:

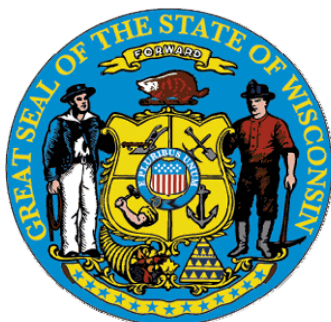
- *Tracking Individuals Injured in Emergencies:* The Department of Health Services, through an OJA grant, created a pilot project involving 17 local EMS agencies to test a patient tracking system. The pilot involves using handheld scanners and ID tabs to track patients from the scene of an emergency through subsequent emergency care to determine the outcomes. Evaluation of the pilot will begin in fall 2009 with possible program expansion scheduled for fall 2010.

- *Integrating Volunteers Effectively into Emergency Response:* Initiatives to improve the state's ability to harness the skills and interest of volunteers into emergency response will expand in 2009-11. Washington County has been selected by the Citizen Corps Council to test software for a statewide volunteer registry. The registry is part of a larger goal of identifying trained volunteers and helping local emergency responders integrate the volunteers appropriately into their response efforts. Local agencies will also receive training on how to manage volunteers who show up at emergencies and want to help.
- *New Emergency Response Exercise Programs:* Two new emergency response exercise programs (live, planned practice events) were developed in 2009 that will become operational in 2009-11.
- *Plan to identify proficiency and gaps in response capabilities:* State Emergency Management directors developed a 3-year exercise program plan in October 2008 that creates a data collection/analysis effort to help funding organizations determine which training and exercise programs to fund.
- *Plans for long-term power outages:* A new project to develop a template for counties to use when dealing with a long-term power outage grew out of the 2008 investment justification planning process. Statewide advisory groups identified the need for guidelines, and a workgroup involving emergency managers, planning groups, Wisconsin Emergency Management and OJA began developing guidelines that will be tested through table top exercises. Ultimately, the workgroup will distribute standard operating procedures for counties to use during long-term power outages. In 2009, OJA will provide funds for regional exercises based on power outage scenarios.

**Funds Managed by OJA**  
**State Fiscal Years 2008-2009**  
*(State Grants are Italics)*

Program Area	Total Funds
<b>Criminal Justice</b>	
Edward Byrne Memorial State and Local Law Enforcement Assistance Program	\$1,025,664
Justice Assistance Grant Program	\$9,341,893
Project Safe Neighborhoods	\$4,571,609
Residential Substance Abuse Treatment Program	\$507,130
National Criminal History Improvement Program	\$1,102,096
<i>Digital Recording of Custodial Interrogations</i>	\$1,500,000
<i>Treatment Alternatives and Diversion</i>	\$2,072,000
<i>Assess, Inform and Measure</i>	\$313,000
<i>Beat Patrol</i>	\$2,000,000
Statistical Analysis Center Discretionary Grants	\$149,237
Adam Walsh Act Implementation Grant Program	\$51,667
ChoicePoint Sex Offender Pilot	\$200,000
CDC NIOSH Project	\$7,000
<b>TOTAL:</b>	<b>\$22,841,296</b>
<b>Homeland Security</b>	
Homeland Security Formula Grant	\$56,665,734
DOT READY Initiative	\$116,065
Buffer Zone Protection	\$771,576
Rail & Transit Security	\$1,630,028
Public Safety Interoperable Communications	\$461,016
Interoperable Emergency Communications	\$20,000
Emergency Management Performance Grant	\$18,888,225
<b>TOTAL:</b>	<b>\$78,552,644</b>
<b>Juvenile Justice</b>	
Juvenile Justice and Delinquency Prevention Act Formula Grant	\$3,538,083
Juvenile Accountability Block Grant	\$2,988,474
Title V Community Prevention Grant Program	\$228,962
Gang Reduction Program	\$832,955
<i>Youth Gang Diversion</i>	\$2,949,800
<b>TOTAL:</b>	<b>\$10,538,274</b>
<b>Violence Against Women</b>	
STOP Formula Grant	\$5,437,089
Rural Domestic Violence and Child Victimization	\$2,481,876
Justice System Training & Restraining Order	\$585,500
<i>Child Advocacy Centers</i>	\$240,000
<b>TOTAL:</b>	<b>\$8,744,465</b>
<b>Wisconsin Justice Information Sharing</b>	
Justice Gateway Project	\$1,483,045
COPS Law Enforcement Technology Program	\$146,960
DOT eCitation Web Service Support & Enhancement	\$51,760
WIJIS Comprehensive Access	\$499,992
Milwaukee County Electronic Booking Project	\$256,665
Milwaukee Violent Crime Initiative	\$278,410
Byrne Discretionary Grant Program	\$381,000
<b>TOTAL:</b>	<b>\$3,097,832</b>
<b>GRAND TOTAL:</b>	<b>\$123,774,511</b>





This is a publication of the  
Wisconsin Office of Justice Assistance

1 S. Pinckney Street, Suite 615  
Madison, WI 53703-3220

Phone: (608) 266-3323  
Fax: (608) 266-6676  
On the web at <http://oja.wi.gov>

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The logo for the Office of Justice Assistance (OJA) features a stylized map of Wisconsin inside a circle, followed by the letters "OJA" in a large, bold, serif font. Below this, the words "OFFICE OF JUSTICE ASSISTANCE" are written in a smaller, all-caps, serif font, separated by a horizontal line.

OFFICE OF JUSTICE ASSISTANCE