



State of Wisconsin \ OFFICE OF THE GOVERNOR

WISCONSIN COUNCIL ON CRIMINAL JUSTICE

Evaluation Report:
Indian Technical Assistance
Coordinator
WCCJ Subgrant #76-DF-2705



53380

PROGRAM EVALUATION REPORT



State of Wisconsin \ OFFICE OF THE GOVERNOR

WISCONSIN COUNCIL ON CRIMINAL JUSTICE
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Evaluation Report:
Indian Technical Assistance
Coordinator
WCCJ Subgrant #76-DF-2705

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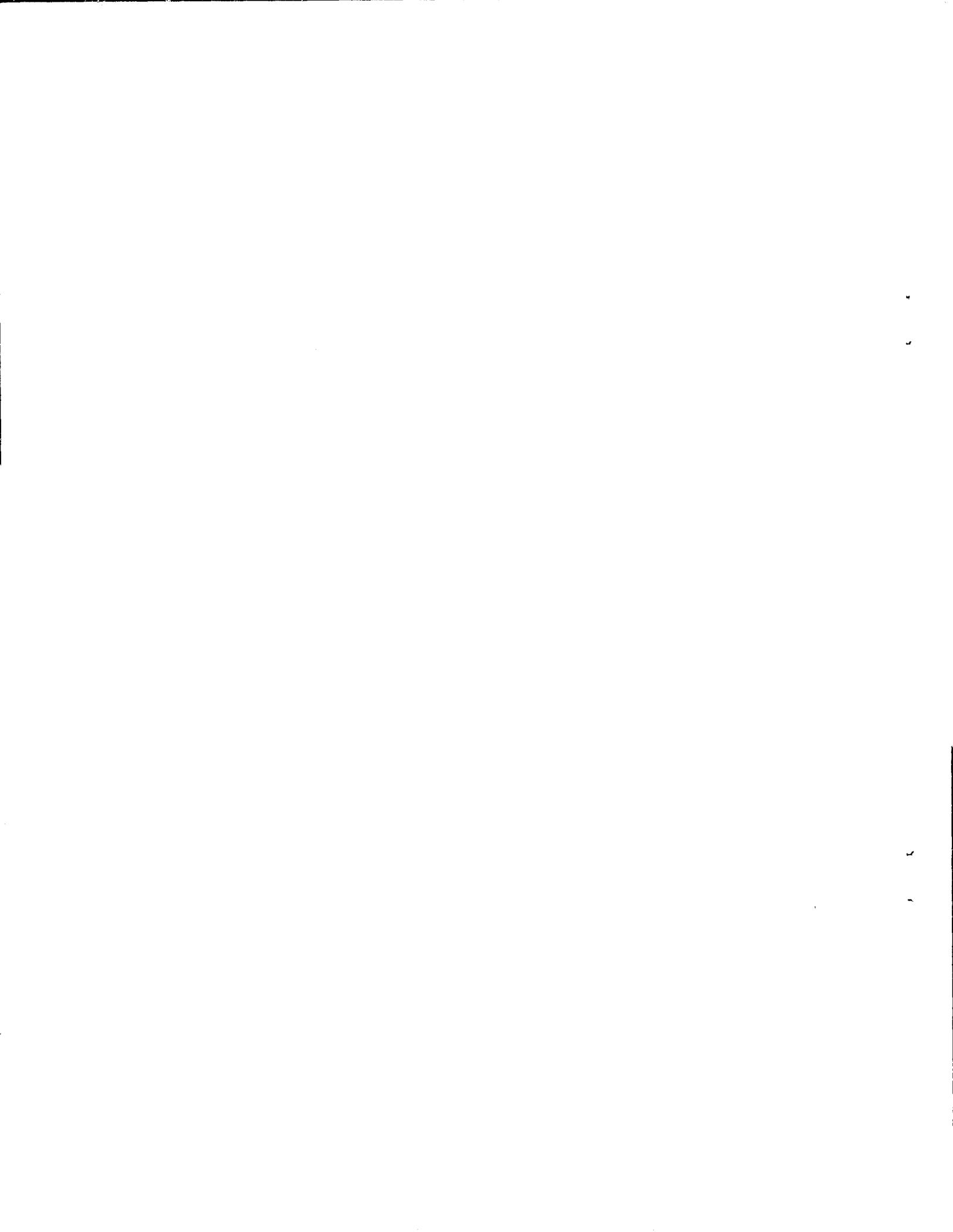
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August 1978

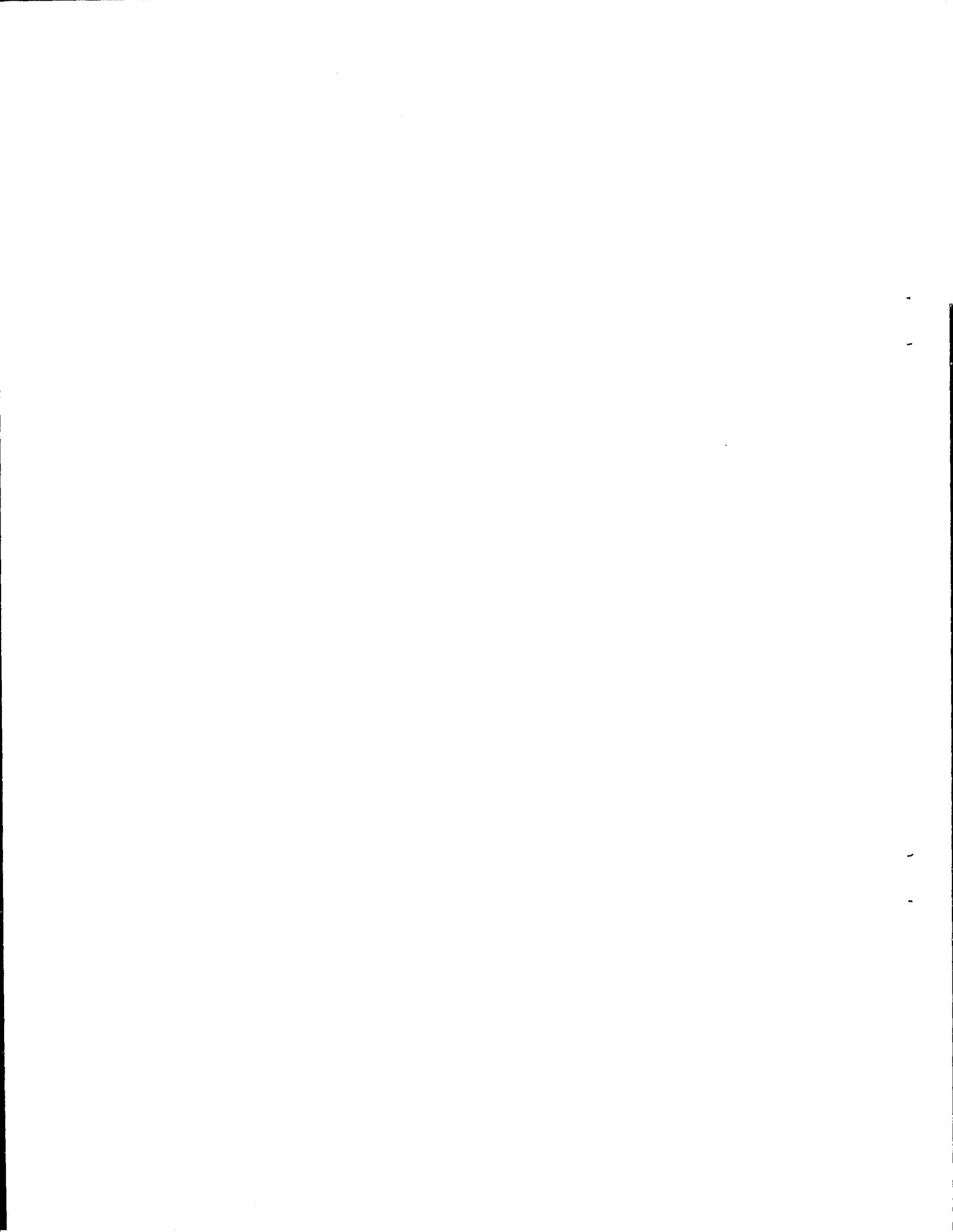
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SECTION ONE: EXECUTIVE SUMMARY



SECTION ONE: EXECUTIVE SUMMARY

A. Background

On September 8, 1976 the Wisconsin Council on Criminal Justice (WCCJ) received a discretionary grant (#76-TA-05-0012) awarded by the Law Enforcement Assistance Administration (LEAA) to institute the services of a newly-designed position entitled "Indian Technical Assistance Coordinator" (ITAC). The initial award of \$21,400 was supplemented by an additional \$4,000 in April 1977, bringing the total award to \$25,400.

B. Project Assessment

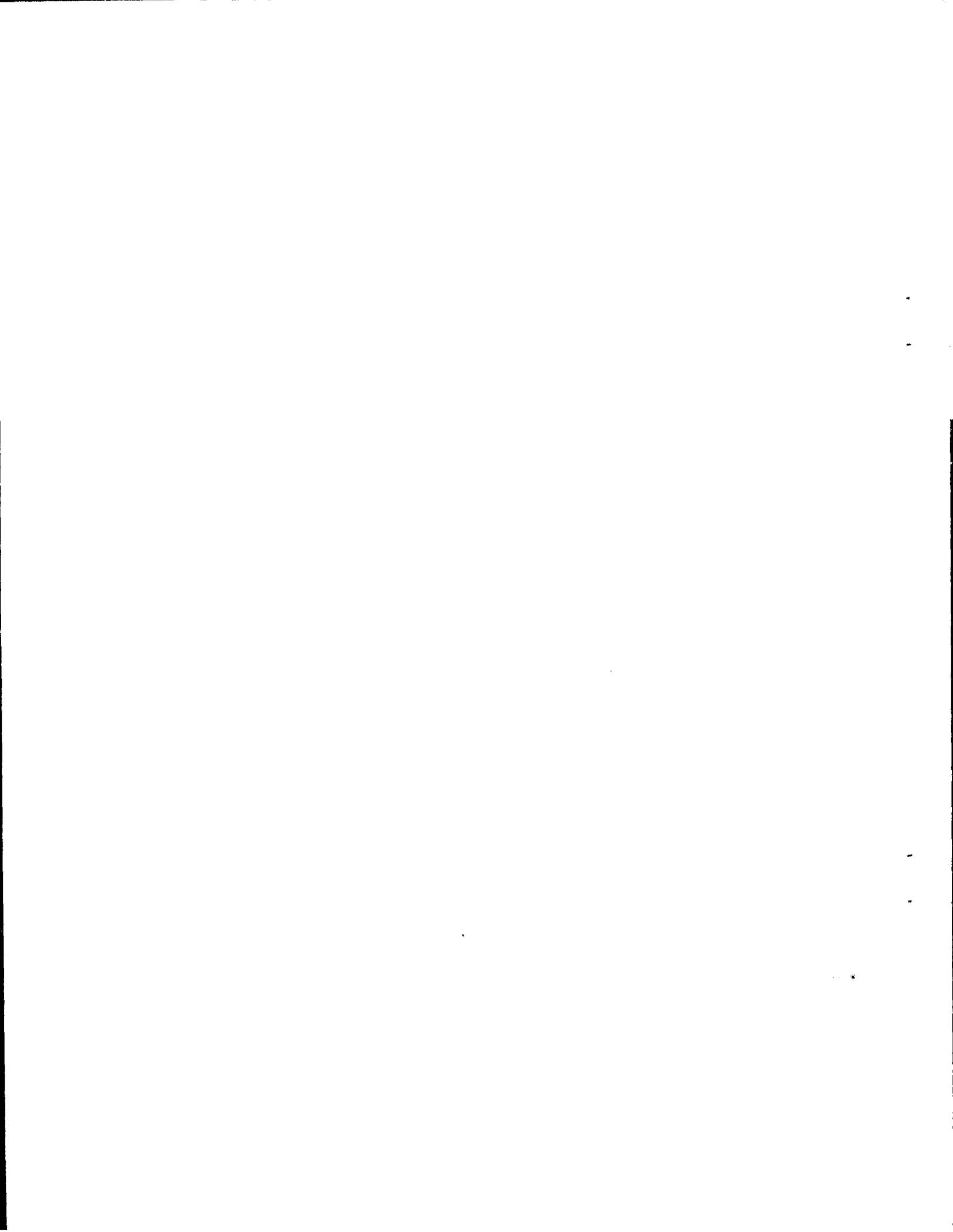
1. Achievement of Project Goals and Objectives

Three of four goals were fully achieved while one was partially achieved. The goals involving liaison, subgrantee and WCCJ staff assistance and supervision activities, and the creation of a long-range planning focus for Native American community criminal justice needs were achieved. Coordination for grant management was partially achieved. Four objectives involving grant application development, technical assistance, liaison and monitoring were achieved. Two objectives - those concerning grant review and inter-agency technical assistance - were partially achieved. (See Table 6 on page 13).

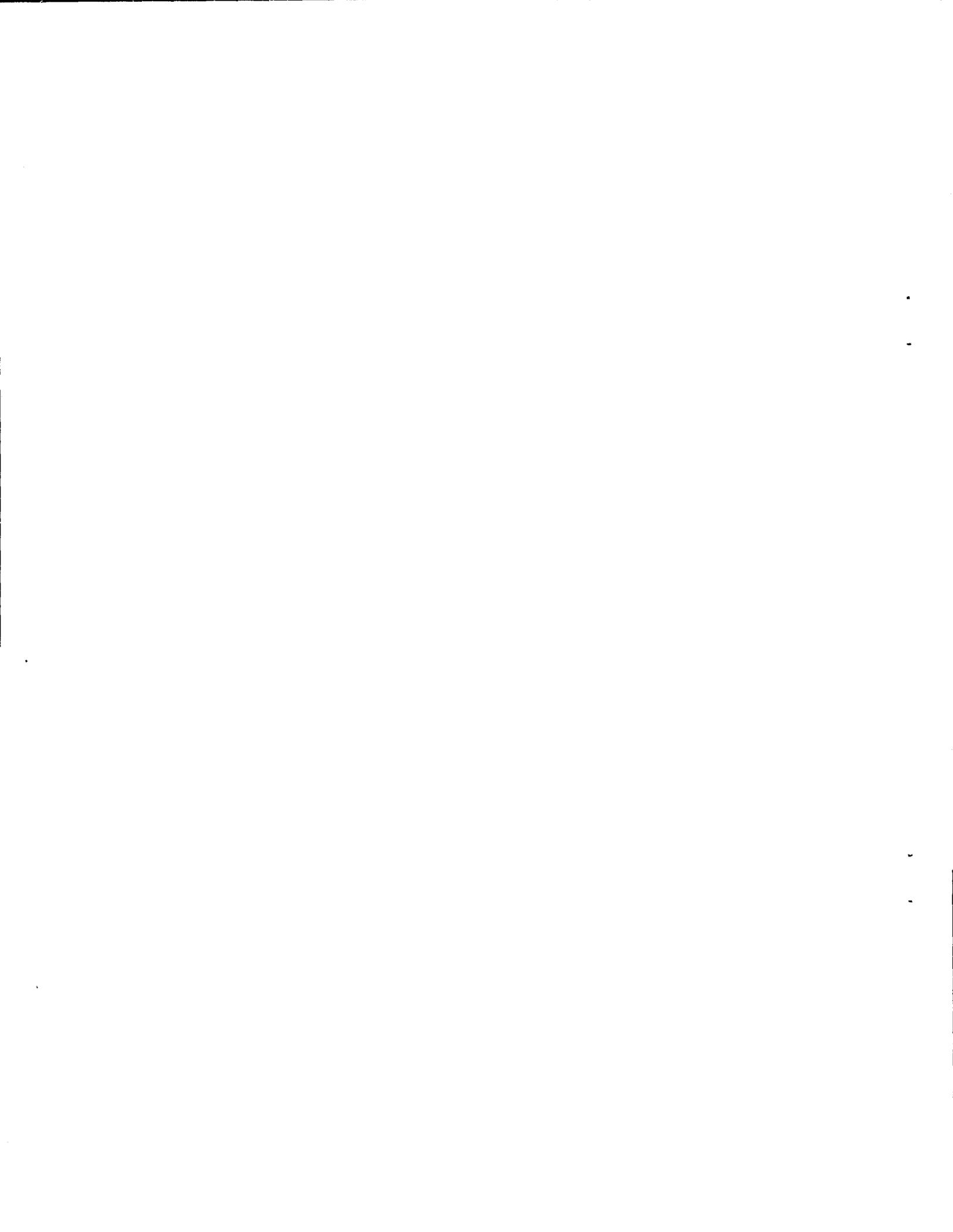
2. Impact: As Reported by Survey Respondents

Technical assistance was cited by WCCJ staff and Native American project staff as the most frequent type of activity undertaken by the Indian Technical Assistance Coordinator; liaison and informational services were also frequently cited (Table 7 on page 14). Asked about the usefulness of the assistance provided by the ITAC, respondents consistently rated this activity very highly.

The specific types of impact rated highest included: (a) the improvement of the working relationship between Native American personnel and WCCJ staff; (b) the provision of technical assistance to Native American program staff; and (c) the provision of information to Native American personnel on opportunities to apply for grants and involvement in legislation.



SECTION TWO: METHODOLOGY



SECTION TWO: METHODOLOGY

A. Purpose

The purpose of this report is to document the activities and accomplishments of the ITAC during the first ten (10) months of 1977, and to make a preliminary assessment of the progress of the ITAC toward implementation of the project's goals and objectives.

Evaluation activities began in May 1977, with the development of data collection instruments and a questionnaire to be used in the evaluation process. The method used to evaluate the ITAC project is outlined below.

B. Activity Report

The original evaluation design included the completion of detailed daily activity log forms by the ITAC. However, the daily reports were found too time-consuming by the ITAC. Instead, the ITAC provided Program Evaluation Section (PES) staff with a breakdown of major activities, outcomes and accomplishments, including a list of the persons contacted during the course of all major undertakings. This report was supplemented by trip reports filed at WCCJ, travel vouchers, verbal reports, and correspondence in the files of the ITAC.

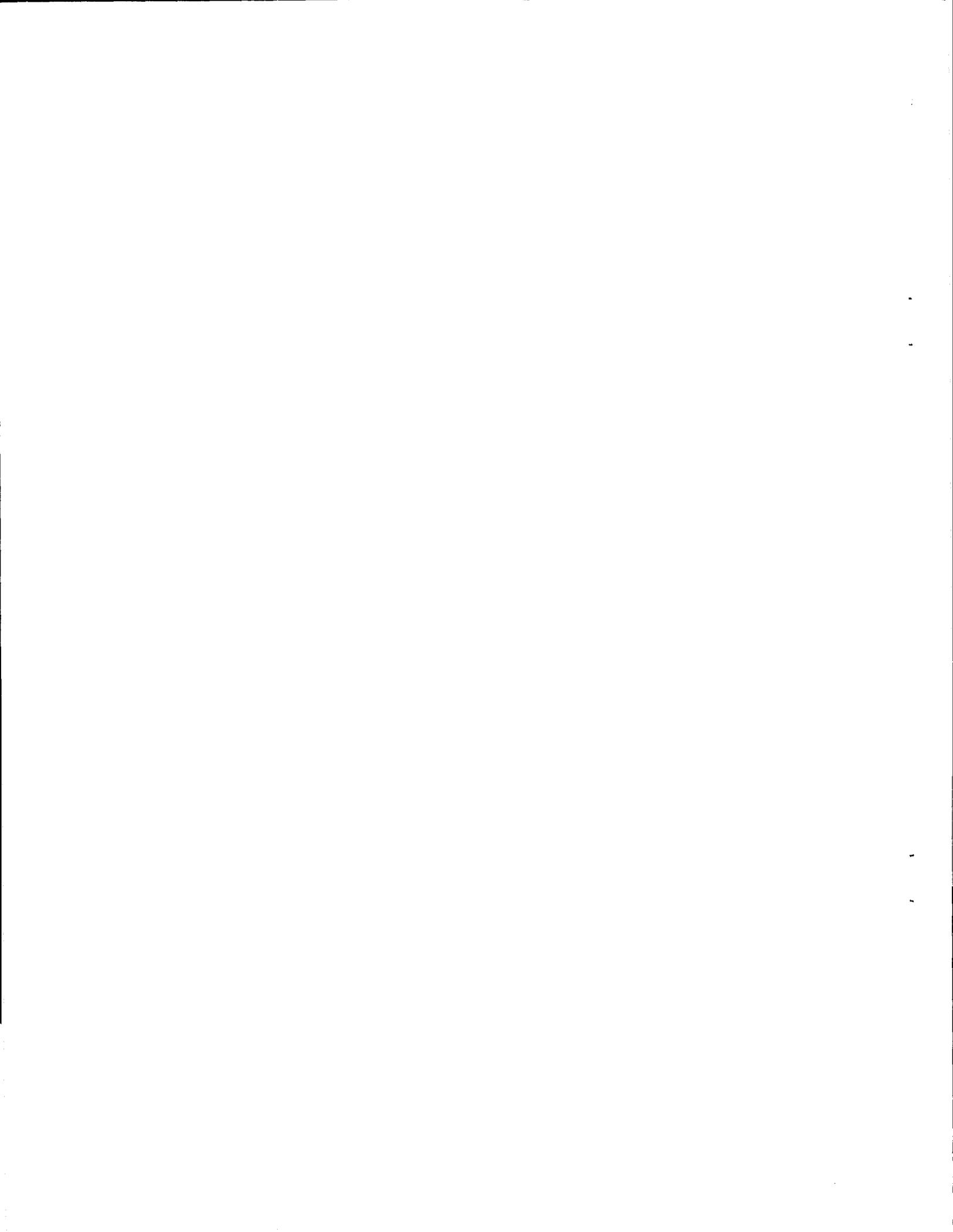
C. Staff Surveys

A total of fifty-four (54) persons were interviewed by PES staff to assess (a) their familiarity with the ITAC, (b) their perception of the role of the ITAC and of the technical or other assistance (if any) provided them, (c) the impact of the ITAC position to date, and (d) any problems relating to the ITAC position. A full listing of persons interviewed is provided in Appendix I.

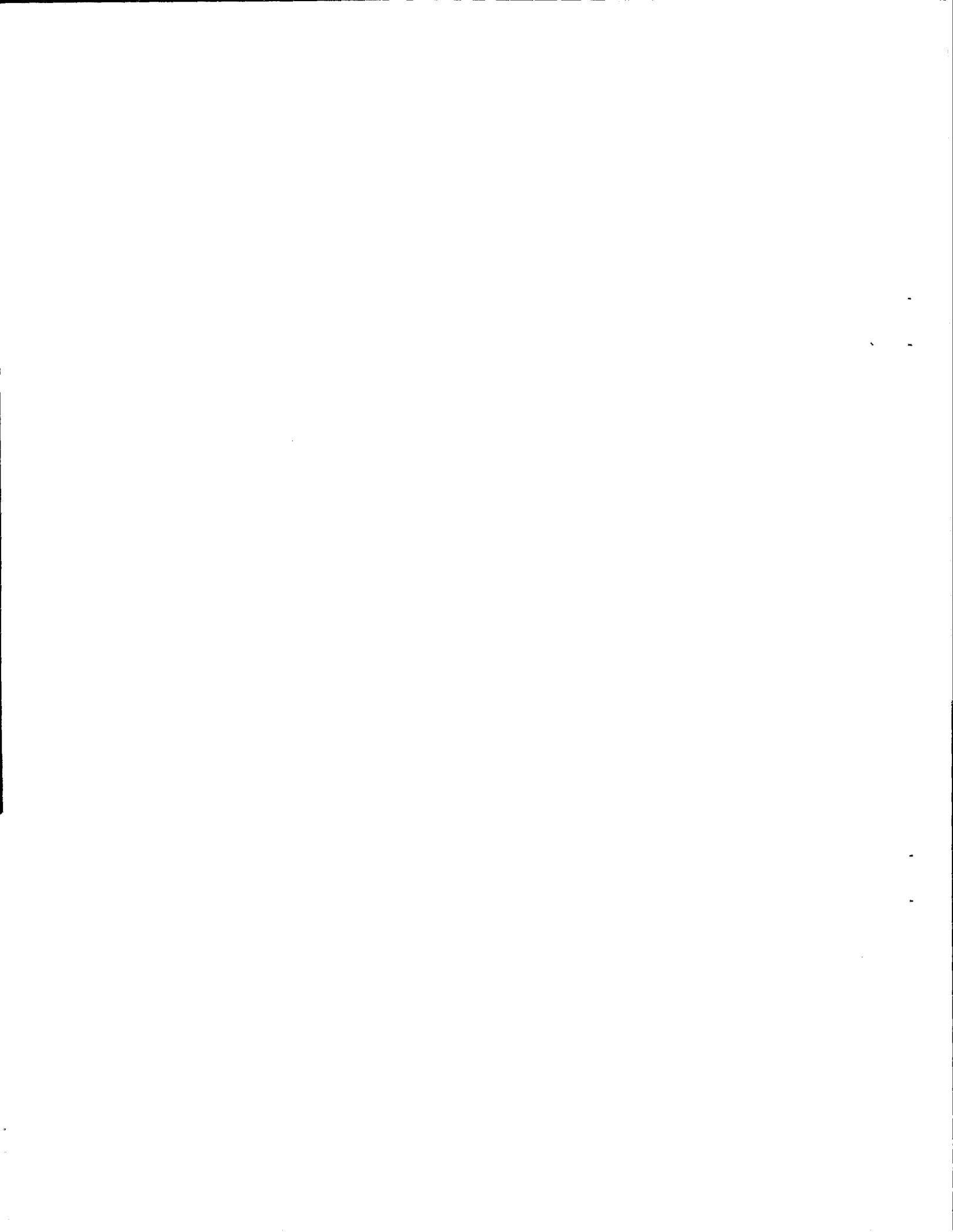
In addition, a small sub-sample (nineteen) of those interviewed were selected at random to respond to the questionnaire. The purpose of this questionnaire was to identify and rank by priority the respondents' perceptions of the extent to which the stated goals and objectives of the ITAC project were achieved. A copy of the questionnaire is provided in Appendix II.

D. Interviews and Documentation

The ITAC was interviewed on two occasions by PES staff. The interviews were supplemented by numerous contacts relating to the evaluation process. Additional materials used in the course of the evaluation included the grant file, quarterly reports, correspondence files, documents produced by the ITAC, and other miscellaneous materials.



SECTION THREE: BACKGROUND INFORMATION



SECTION THREE: BACKGROUND INFORMATION

A. Funding

Discretionary Grant #76-TA-05-0012 was awarded to WCCJ by LEAA on September 8, 1976. The initial award of \$21,400 was supplemented by \$4,000 in April 1977, for a total of \$25,400 in federal funds. The project period, originally November 1, 1976 to October 31, 1977, was extended four months to February 28, 1978, for a total project period of sixteen months.

B. Project Goals and Objectives

The goals and objectives of the ITAC project as stated in the approved grant application were:

Goals:

1. To obtain a coordinated effort toward effective Indian grant management.
2. To establish an effective liaison between these tribes and bands in Wisconsin in order to determine needs and priorities for the Indian communities.
3. To employ a person located within the central state office who would be able to supervise and advise Indian subgrantees while working closely with the state criminal justice planning agency.
4. To obtain a focused view toward long-term Indian criminal justice planning needs to be presented in the State criminal justice plan.

Objectives:

1. To assist in the development of grant applications, both State block grants and discretionary, which address identified problems and meet minimum standards of technical and substantive adequacy.
2. To provide these programs with technical assistance in implementation to enhance their effectiveness.
3. To provide technical assistance to the State Planning Agency and Regional Planning Unit staff concerning Indian matters.
4. To participate in the monitoring of Indian programs.
5. To participate in the grant review process for Indian programs.

6. To perform a liaison function between Indian tribal governments, organizations and individuals and LEAA at the Regional Planning Unit, State Planning Agency, regional and national levels.

C. The Wisconsin Native American Tribes

In Wisconsin there are eleven Native American (NA) reservations governed by tribal governments in six tribes: Stockbridge-Munsee, Potawatomi, Winnebago, Menominee, Chippewa and Oneida. Six of the eleven reservations are Chippewa. As of 1977, the total reservation population was 14,574 (see Table 1). A substantial non-reservation population, located

Table 1
Wisconsin Native American Population
1976-1977

Reservation and Non-Reservation ¹		
<u>Reservation</u>	<u>Number</u>	<u>Percent of Total</u>
Red Cliff	1,127	4.6
Bad River	1,160	4.7
Mole Lake	188	0.8
Lac Courte Oreilles	1,550	6.3
Lac du Flambeau	1,078	4.4
St. Croix	828	3.4
Stockbridge-Munsee	611	2.5
Winnebago	2,356	9.6
Oneida	2,504	10.2
Potawatomi	290	1.2
Menominee	<u>2,882</u>	11.7
	14,574	
<u>Non-Reservation (estimated)</u>		
Urban-Milwaukee	4,000	16.2
Green Bay	1,000	4.1
Other (incl. rural)	<u>5,000</u>	<u>20.3</u>
	10,000	
Grand Total	24,574	100.0

¹Statistics are from the Bureau of Indian Affairs.

in Milwaukee, Green Bay and in rural non-reservation areas, accounted for approximately 10,000 Native Americans. The total Wisconsin Native American population of 24,574 accounted for .6% of the total population of Wisconsin in 1976-77.

D. Native American Criminal Justice Involvement

As of September 30, 1977, a total of three hundred and forty-six (346) Native Americans were on probation or parole or institutionalized in the State of Wisconsin, representing 1.5% of the total population of Wisconsin in these categories (see Table 2).

Table 2

Native American Involvement:
Wisconsin's Criminal Justice System
(September 30, 1977)

<u>Status</u>	<u>Sex</u>		<u>Total</u>	<u>As a percent of State total</u>
	Male	Female		
Probation	146	42	188	1.2
Parole	77	7	84	2.9
Institutionalized	71	3	74	1.8
<u>Total</u>	294	52	346	1.5

E. WCCJ-Funded Projects for Native American Communities

In FY 1977, WCCJ funded twelve Native American projects (Table 3), including three law enforcement, one corrections, one courts, three alcohol and other drugs and four juvenile justice projects, for a total of \$546,620.00 in federal funds. An additional two discretionary-funded grants totaling \$245,400 brought the total WCCJ/LEAA commitment to Native American communities in Wisconsin to \$792,020.00 in FY 1977. WCCJ subgrants to Native American communities represented approximately 8.5% of WCCJ's total federal allocation of \$6,430,161 during the period.

F. Public Law 280

Wisconsin was one of six states mandated by Congress in 1953 to exercise civil and criminal jurisdiction over Tribal lands, under Public Law 280 (P.L. 280). Criminal and civil jurisdiction over these lands was to be assumed by the states to the same extent that the state had jurisdiction over offenses committed elsewhere within the state and over other civil causes of action.

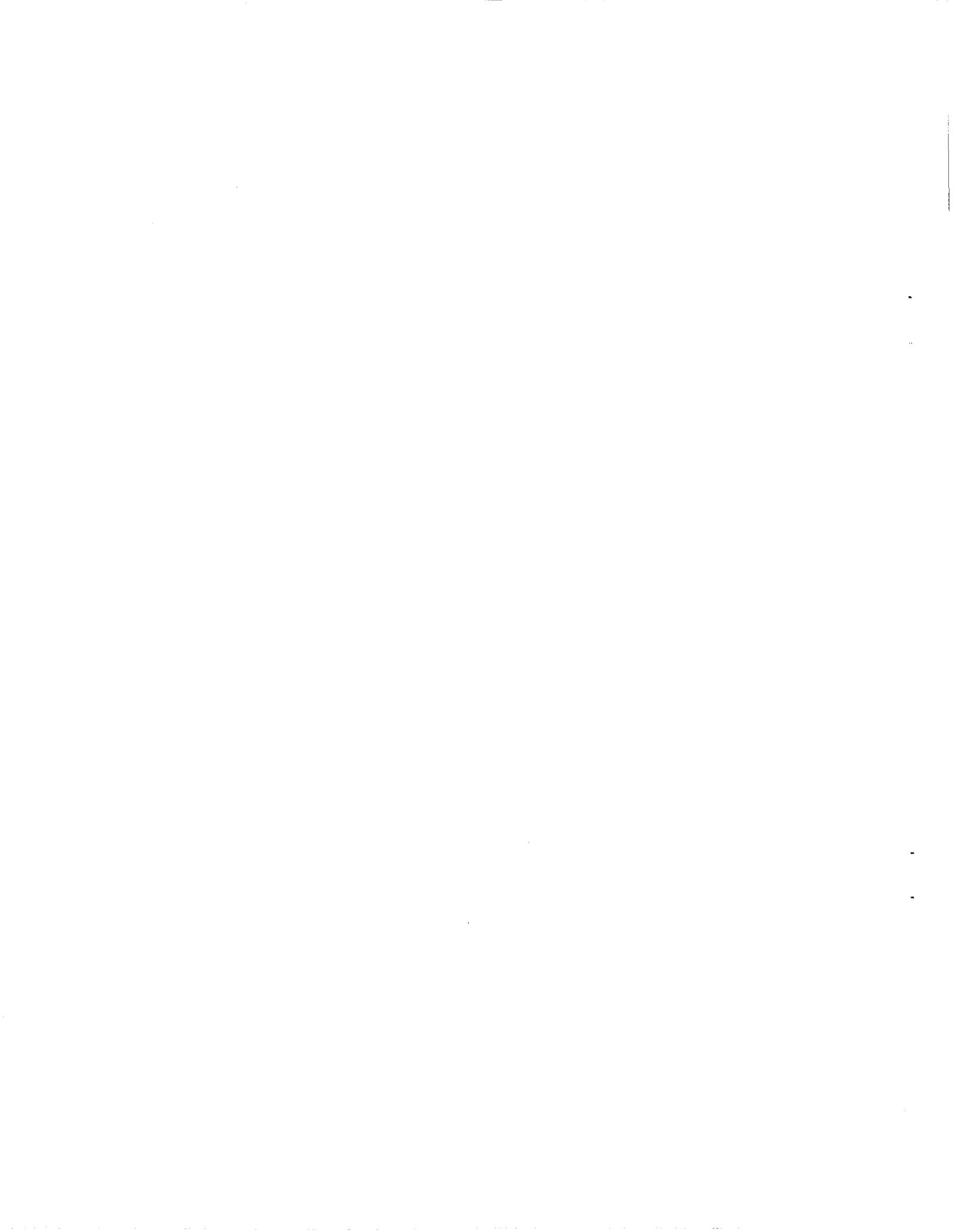
In states where the law was not mandated or adopted on an optional basis, the federal government, through the tribes, is responsible for law enforcement and other criminal justice services. Where the state exercises civil and criminal jurisdiction as in Wisconsin, Indian land is held in trust

Table 3: Total Native American Subgrantees and Discretionary Grants Funded by WCCJ

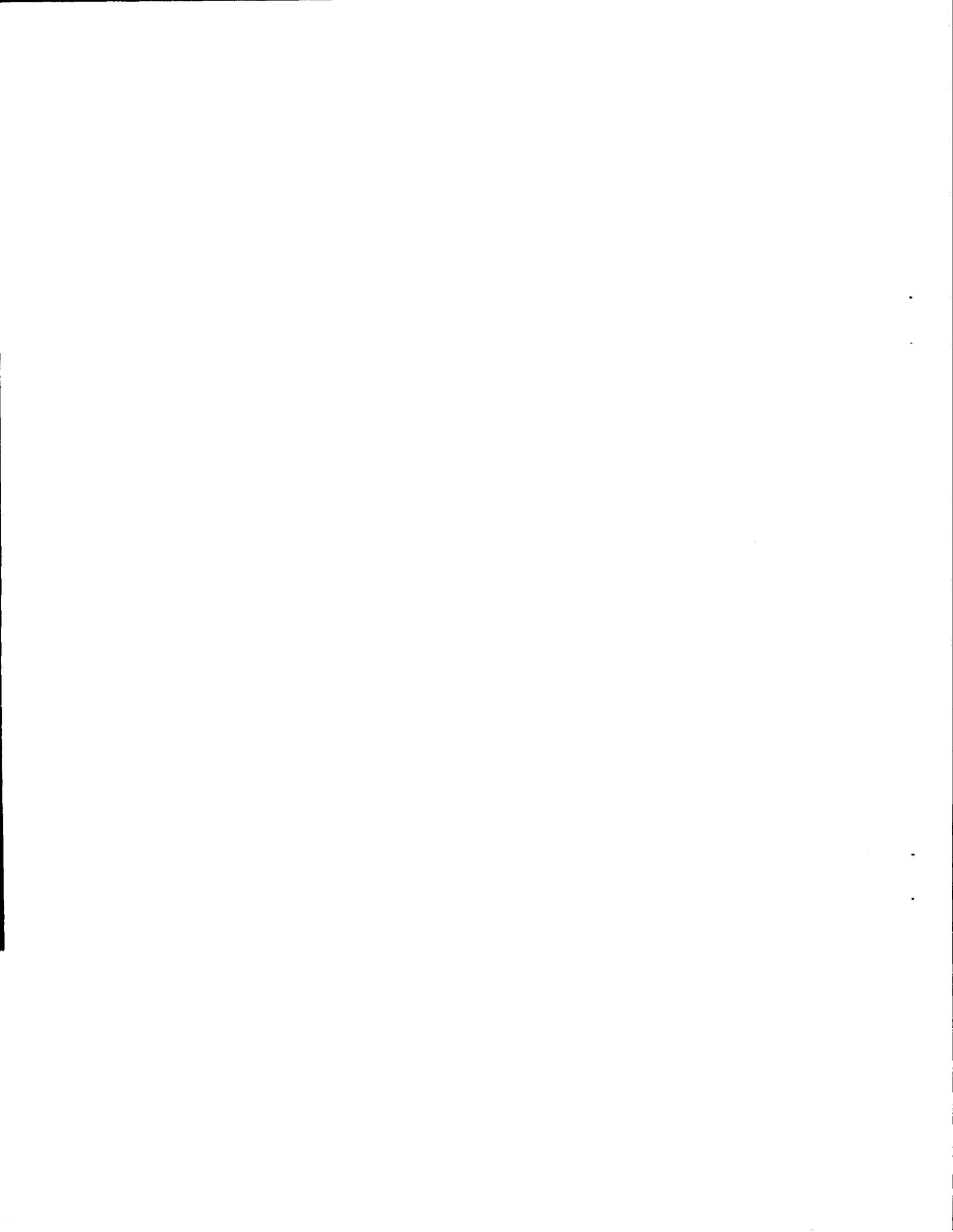
Subgrantee	Project Title	Grant Number	Federal Award	Project Period	Comments
A. WCCJ SUBGRANTEES					
1. LAW ENFORCEMENT:					
Forest County for Sokagooan Chippewa and Potawatomie	Indian Deputy Program	76-01-03-NE-2591-5	\$ 15,081	7/1/76-6/30/77	Granted additional year's eligibility and funding.
Menominee Restoration Committee	Specialized Support Services	76-01-4C-NE-2735-6	\$ 26,180	6/1/77-5/30/78	First year of 2 year funding.
Barron and Polk Counties	Indian Deputy Program	76-01-3D-UWC-2710-6	\$ 15,512	11/1/76-10/31/77	Granted additional year eligibility and funding.
2. CORRECTIONS:					
Lac du Flambeau Band of Chippewa Indians	Alternatives to Incarceration and Formal Supervision-Probation and Parole Counselor	76-03-11B-NE-2798-6	\$ 19,021	2/2/77-2/1/78	2nd year of 2 year funding.
3. COURTS					
Great Lakes Inter Tribal Council, Inc.	Wisconsin Indian Legal Services Center, Inc.	76-02-8-S-2847-6	\$224,799	3/1/77-2/28/78	6th and final year of funding.
4. ALCOHOL AND OTHER DRUGS OF ABUSE:					
St. Croix Tribal Council	Alcohol and Drug Abuse Prevention Program	76-04-13C-NW-2829-6	\$ 10,200	11/1/76-10/31/77	Ended 10/31/77.
Wisconsin Winnebago Business Committee	Winnebago Alcoholism and Drug Abuse Prevention Project	76-04-13D-LWC-2635-6	\$ 61,302	8/1/76-7/1/77	3rd year of 3 year funding.
Red Cliff Band of Chippewa Indians	Drug Abuse Officer	76-04-13C-NW-2638-6	\$ 12,226	8/1/76-7/31/77	3rd year of 3 year funding.
5. JUVENILE JUSTICE:					
Oneida Tribe of Indians of Wisconsin	Oneida Tribe Delinquency Prevention	76-05-23A-EC-2814-6	\$ 23,620	11/1/76-10/31/77	2nd year of 2 year funding.
Lac du Flambeau Band of Lake Superior Chippewa Indians	Recreation/Civic Center and Counseling Service	76-05-23C-NE-2797-6	\$ 40,000	12/1/76-11/30/77	1st of 2 year funding.
Great Lakes Inter Tribal Council, Inc.	Alternative Living Arrangements Program	76-05-15A-5-25-31	\$ 59,385	7/1/76-6/30/77	2nd of 2 year funding.
Providence Homes, Inc.	Alternative Service and Care for Detention Population-Shelter Care	76-05-15A-NE-2736-6	\$ 39,286	9/1/76-8/31/77	Ended 8/31/77.
B. DISCRETIONARY FUNDED GRANTS			Subtotal	\$546,620	
Wisconsin Council on Criminal Justice	Indian Technical Assistance Coordinator	76-TA-05-0012	\$ 25,400	11/1/76-2/28/78	1st of 2 year funding
Menominee Restoration Committee	Tribal Law Enforcement	76-DP-05-0048	\$220,000	10/1/76-9/30/77	WCCJ acts as the fiscal agent for this grant.
			Subtotal	\$245,400	
			Grand Total	\$792,020	

and does not provide revenues for state or local units of government including tribal government; moreover, P.L. 280 included no provision for funding law enforcement or other services. Such services may be funded by state and federal agencies, including WCCJ. However, the tribes in Wisconsin are in the position of having to search frequently for new sources of funding. As neither a continuous source of funds nor sufficient local revenues are available to maintain previously funded projects, tribes must obtain new sources of funds to prevent the loss of services.

A further problem faced by Wisconsin tribes is that P.L. 280 did not expressly override concurrent tribal jurisdiction and did not give the state control over property, including water rights belonging to any Indian or Indian tribes; hence jurisdiction over hunting and fishing rights has become a source of friction in Wisconsin. P.L. 280 was amended in 1968 to authorize retrocession of jurisdiction, to be initiated by the state government.



SECTION FOUR: ACTIVITIES OF THE INDIAN
TECHNICAL ASSISTANCE COORDINATOR



SECTION FOUR: ACTIVITIES OF THE INDIAN
TECHNICAL ASSISTANCE COORDINATOR

A. Public Information, Liaison and Communication

1. Efforts

During the first month of his appointment, Waldo Martin, the Indian Technical Assistance Coordinator, made an extensive series of on-site visits and informational presentations in order to inform key Native Americans and state staff of his role at WCCJ. In January and February of 1977 the ITAC made presentations to the Wisconsin Council on Indian Education; the Great Lakes Inter-Tribal Council, Inc. (GLITC); and the Northeast Criminal Justice Planning Council (NE Council). He met with tribal officials of the Red Cliff, Lac du Flambeau, Lac Courte Oreilles and St. Croix Tribes, staff of the NE Council, and officials from the Department of Natural Resources (DNR). Mr. Martin also established the Association of Native American Employees in State Government (ANAE) to encourage information exchange and communication amongst state government officials with responsibilities relating to Native Americans.

Subsequently, the ITAC continued his efforts to inform appropriate agency personnel of his role. He attended meetings of the GLITC and ANAE on a monthly basis; gave three in-service training presentations to the staff of WCCJ in the Program Evaluation and Program Planning Sections; met the Regional Planning Directors (RPD's); gave presentations at the Indian Women's Chemical Dependency Conference and the National Congress of American Indians. He also gave presentations at the Milwaukee Indian Community School and the E.G. Kromrey Middle School, Middleton.

Numerous telephone contacts and on-site visits consolidated the efforts made by the ITAC to establish working relationships with appropriate personnel. Between January 27 and August 31, 1977, the ITAC made a total of thirty-three on-site visits to twenty locales for an average of 1.7 visits per site; he traveled a total of fifty-five days, or approximately 30% of the working days during this period (see la. on page 9). In addition, the ITAC reported a close level of involvement with the Native American community through various recreational and cultural activities on weekends, consolidating the personal associations necessary for effective liaison with the Native American population.

The major activities of the ITAC during the first ten months of 1977 are summarized in Table 4.

1a. Summary of On-Site Visits Made by the ITAC
January - August, 1977

Total visits made ¹	33
Total locations visited	20
Number of visits per location	1.65
Total days on the road	55

2. Intensiveness of Efforts

As one measure of the intensiveness of the public information, agency liaison and communication activities conducted by the ITAC, PES staff questioned WCCJ staff, Native American personnel and staff of other state agencies to ascertain the number of contacts these individuals recalled with the ITAC during the first ten months of 1977. The average number of contacts reported by the fifty-four respondents was 11.3 per respondent, with a median of 6.0 (see Table 5 on page 11) for the ten-month period. The lowest average and median figures were reported by RPD's, the highest by other state agency staff and tribal chairmen.

Overall, the number of contacts reported by respondents indicated an intensive effort was made by the ITAC to contact appropriate persons. However, the range of differences between the mean and median number of visits is in some cases very substantial, indicating visitations were not evenly distributed. Five respondents (9%) reported they had not met the ITAC or were not sure they had met him; two of these were Native American Community program staff funded from non-WCCJ sources, selected at random to assess the familiarity of Native American community program staff with the ITAC; one was a tribal chairman; two were Assistant Regional Planning Directors of the Metropolitan Milwaukee and East Central Criminal Justice Planning Councils. (The RPD's from these two regions had, however, met the ITAC.)

¹On-site visits varied in length from several hours to six days per visit.

Table 4

SUMMARY OF MAJOR ACTIVITIES - ITAC PROJECT *
PERIOD JANUARY TO SEPTEMBER, 1977

Activity	Summary Description of Activity
A. Informational Presentations/Contacts	The ITAC made sixteen (16) informational presentations, followed by an extensive series of on-site visits, telephone contacts and other meetings.
B. Amendment to 1978 Wisconsin Criminal Justice Improvement Plan	The 1978 Plan was amended to allow an additional one year's funding eligibility for Indian Deputy programs.
C. Development of Cultural and Religious Programs for institutionalized Native Americans	The ITAC successfully organized a program of cultural activities for Native Americans institutionalized at the State Prison at Waupun; The first activity (a pow-wow) was held in November 1977. A program of Native American religious services was approved at the time of writing but had not yet been implemented.
D. Assistance to Native American Tribes relating to Retrocession (Self-Determination).	As part of a long-term planning effort, the ITAC surveyed the ten tribes to determine their stakes and plans relating to retrocession (self-determination) and provided information to the tribes.
E. Reversal of LEAA's decision relating to funding of ITAC's/Planners in Ten States	The ITAC was closely involved in an effort spearheaded by WCCJ to restore LEAA funds to the ITAC/Planners positions in Ten States (including Wisconsin) which had been eliminated by LEAA. LEAA restored funds for the ITAC/Planner positions in eight States including Wisconsin.
F. Involvement in Fishing and Hunting rights Controversy	The ITAC was instrumental in coordinating the effort to resolve a controversy in Bayfield County relating to a decision made by the Odana Tribe of Chippewa Indians to Prohibit non-Indians from hunting on reservation lands.
G. Assistance in preparation of Discretionary Grant Proposals	The ITAC assisted staff of the Red Cliff and Bad River Tribes to prepare two discretionary grant proposals.
H. Technical Assistance (T.A.) to eight Native American Subgrantees	<p>The ITAC provided T.A. to eight WCCJ subgrants funded to the following Native American Communities: (See Table 8 for details)</p> <ol style="list-style-type: none"> 1. Forest County - #76-01-03-NE-2591-5 2. Menominee Restoration Committee - #76-01-4C-NE-2735-6 3. Lac Du Flambeau Band of Chippewa Indians #76-03-11B-NE-2796-6 4. Wisconsin Winnebago Business Committee #76-04-13D-LWC-2035-6 5. Red Cliff Band of Chippewa Indians - #76-04-13C-NW-2638-6 6. Oneida Tribe of Indians of Wisconsin #76-05-23A-EC-2814-6 7. Lac du Flambeau Band of Lake Superior Chippewa Indians #76-05-23C-NE-2797-6 8. Great Lakes Inter Tribal Council, Inc. #76-05-15A-5-2531
I. T.A. to WCCJ Staff	All central office staff of WCCJ interviewed by evaluation staff reported receiving T.A. from the ITAC relating to a wide variety of issues/problems; T.A. to the Regional Planning Directors (RPD's) was concentrated in the Northeast and Northwest Regions, with other RPD's reporting minimal T.A.
J. T.A. to Tribal Chairmen, Native American Community programs (non-WCCJ) and other state Agency Staff.	The ITAC provided T.A. to most of the Tribal Chairmen and to many Native American programs not funded by WCCJ; staff of other state agencies reported some T.A.

* The ITAC reported many activities were performed during a single on-site visit or contact; that overlap of activities made it difficult for the ITAC to estimate with any degree of accuracy the amount of time spent on any one activity. Hence the amount of time spent on each activity has not been recorded.

TABLE 5

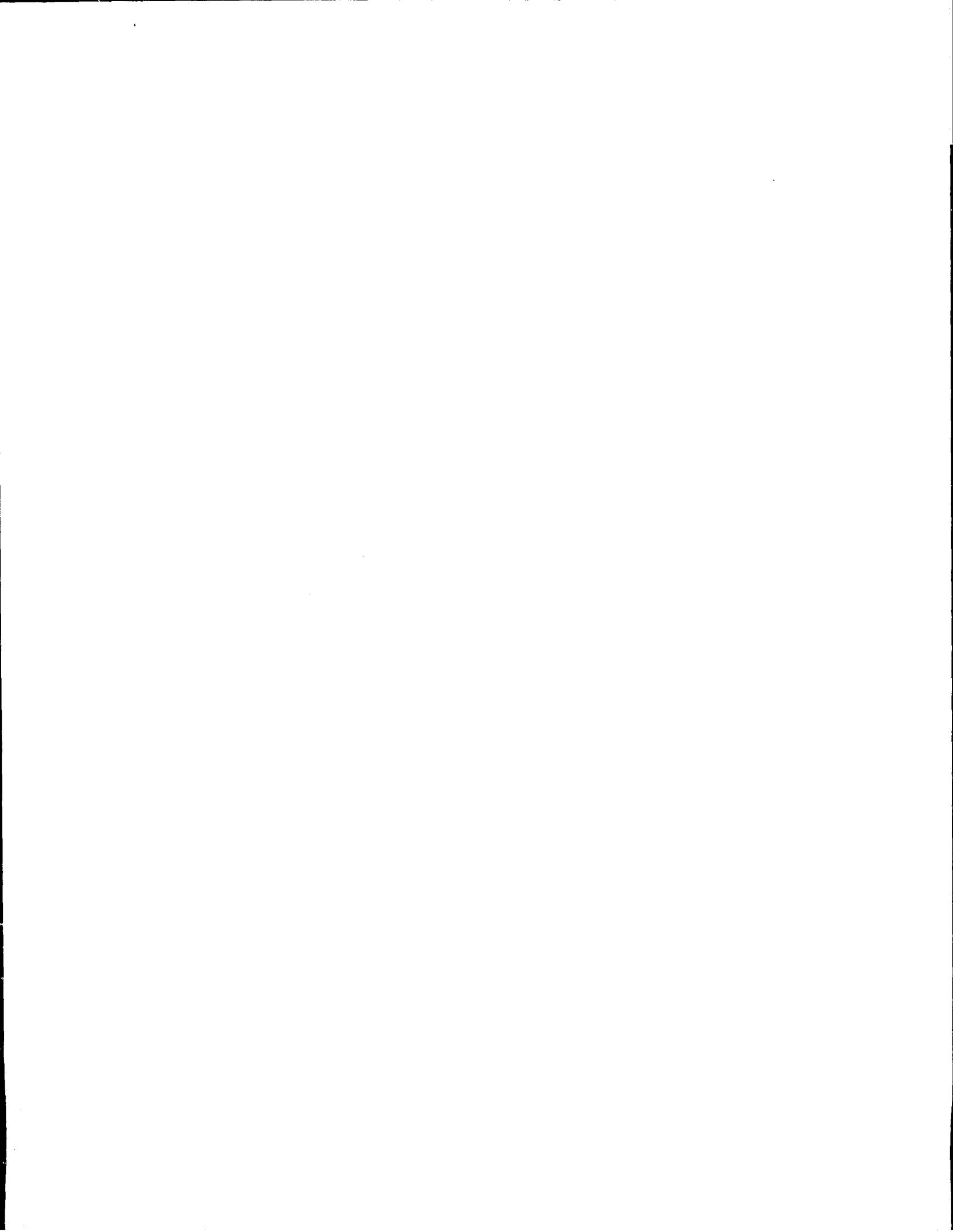
RESPONDENTS' ESTIMATES OF THE NUMBER OF CONTACTS WITH THE ITAC

(Estimated minimum number per respondent¹
for the Period: January to August 1977)

Category of Respondent	Median Number of Contacts	Average Number of Contacts	Total Number of Contacts
Executive Director N=1	15.0	15.0	15
Section Chiefs N=5	5.0	19.8	99
WCCJ Program & Evaluation Staff N=6	11.0	16.3	98
RPD's and Assistants N=9	1.5	2.8	25
Tribal Chairmen N=5	8.5	30.0	150
Community Program Staff N=5	5.0	10.4	52
WCCJ Native American Project Staff N=5	6.0	6.1	85
Other State Agency Staff N=6	10.5	14.3	86
Total N=54	6.0	11.3	610

1

Where the respondent estimated a range number of contacts, PES staff used the minimum number estimated; thus the figures cited are conservative and may be lower than the actual number of contacts made.



The low number of contacts reported by staff of the Metro-Milwaukee, East Central and Lower West Central Councils was reported to be a problem; the RPD's for these regions stated more frequent communication or contacts with the ITAC would be highly desirable, if not essential. A total of ten (48%) of the WCCJ central staff also stated more frequent communication and closer cooperation was desirable, while six (43%) of the Native American staff of WCCJ-funded projects also expressed this need.

While the expectation that the ITAC could have met all the demands for communication during the first ten months of operations would be unrealistic, the above comments by survey respondents indicated a greater effort should be made in the second year of the grant period to develop cooperative working relationships with the three above RPD's and with Program Planning staff of the WCCJ, and to strengthen even more the ITAC's working relationship with staff of WCCJ Native American projects.

Other communication issues identified by survey respondents included the need for closer liaison with the Law Enforcement Assistance Administration (LEAA), and the need to disseminate information on Native American communities and problems to the general public.

3. Preliminary Assessment of Efforts

Table 6 reports the results of a preliminary assessment of the project's achievement of goals and objectives. Goal B (creating effective liaison between Indian Tribes to establish criminal justice planning needs) was achieved. Subgrantee and WCCJ staff were both provided with direction and advice; hence Goal C was achieved. Goal D, concerning the focus of planning for long-term Native American community needs, was achieved. Thus three of the four goals were fully achieved, while one goal was partially achieved.

Four objectives were achieved and two were partially achieved. Grant application development, technical assistance, liaison and monitoring were fully achieved. The objectives of participation in the grant review process and the delivery of technical assistance to WCCJ central and regional staff were partially achieved.

Table 7 details the types of assistance provided by the ITAC.

Table 6

PRELIMINARY ASSESSMENT OF PROJECT ACHIEVEMENT OF GOALS AND OBJECTIVES¹
 Period - November 1976 to November 1977

Goals	Level of Achievement	Comments
"To provide the needed direction, coordination and cohesion for Indian grant applications, requiring:		
A. A coordinated effort toward effective Indian grant management;	Partially Achieved	The ITAC was rated close to "very effective" by Native American subgrantees, WCCJ central office and regional staff in providing technical assistance related to grants management. However, some central office staff of WCCJ (notably in the program planning and regional planning staff (notably the Metro Milwaukee, East Central and Lower West Central Regions) expressed uncertainty about the role of ITAC and had expected closer coordination/cooperation than was forthcoming.
B. An effective liaison between these tribes and bands in Wisconsin to establish needs and priorities for the Indian communities;	Achieved	The liaison activities of the ITAC were rated very effective overall by WCCJ staff, Native American staff and other state agency staff (see Table 3). Long term planning efforts (including documentation of needs and priorities) were also rated very effective. However, respondents generally felt that the documentation of needs and priorities had not been made into a <u>systematic</u> endeavor.
C. A person located within the central state office who would be able to supervise and advise Indian subgrantees while working closely with the state criminal justice planning agency;	Achieved	The ITAC monitored two subgrantees and provided technical assistance to eight.
D. A focused view toward long-term Indian criminal justice planning needs to be presented in the State Criminal Justice Plan."	Achieved	The decision was made by the Executive Director of WCCJ not to involve the ITAC in the 1978 planning process. However, the ITAC was instrumental in obtaining an Amendment to the 1977 Plan relating to the Indian Deputy Programs and provided assistance related to long term planning to many tribal leaders.
<u>Objectives</u>		
A. "To assist in the development of grant applications, both state block grant and discretionary, which address identified problems and meet minimum standards of technical and substantive adequacy.	Achieved	The ITAC participated in the preparation of two discretionary grant applications to ensure the applications met minimum standards of technical and substantive adequacy. No other discretionary grant applications were received during the period.
B. To provide these programs with technical assistance in implementation so that they will become more effective.	Achieved	The ITAC provided technical assistance to eight WCCJ subgrantees in addition to the discretionary grant applicants.
C. To provide technical assistance to State Planning Agency (SPA) and Regional Planning Unit (RPU) staff concerning Indian matters.	Partially Achieved	The ITAC provided technical assistance to all SPA staff and many RPU staff (notably the Northeast and Northwest Regions); however, staff of the Metro Milwaukee, Lower West Central (LWC) and East Central (EC) Regions; and staff of the needed more technical assistance than was provided.
D. To participate in the monitoring of Indian programs.	Achieved	The ITAC assisted in monitoring two Indian programs.
E. To participate in the grant review process for Indian programs.	Partially Achieved	The ITAC participated in the grant review process at both the RPU and SPA levels, however, staff of the LWC and EC Regions expressed the need for fuller participation in the grant review process.
F. To perform a liaison function between Indian tribal governments, organizations and individuals and LEAA at the RPU, SPA, regional and national levels.	Achieved	The ITAC acted as a liaison between WCCJ and Native American personnel on many occasions; ten (48%) WCCJ staff, fourteen (52%) Native American personnel and three (50%) other state agency staff reported the ITAC had assisted them by acting as a liaison.

¹ Grant #76-DF-2705 - Indian Technical Assistance Coordinator, Wisconsin Council on Criminal Justice

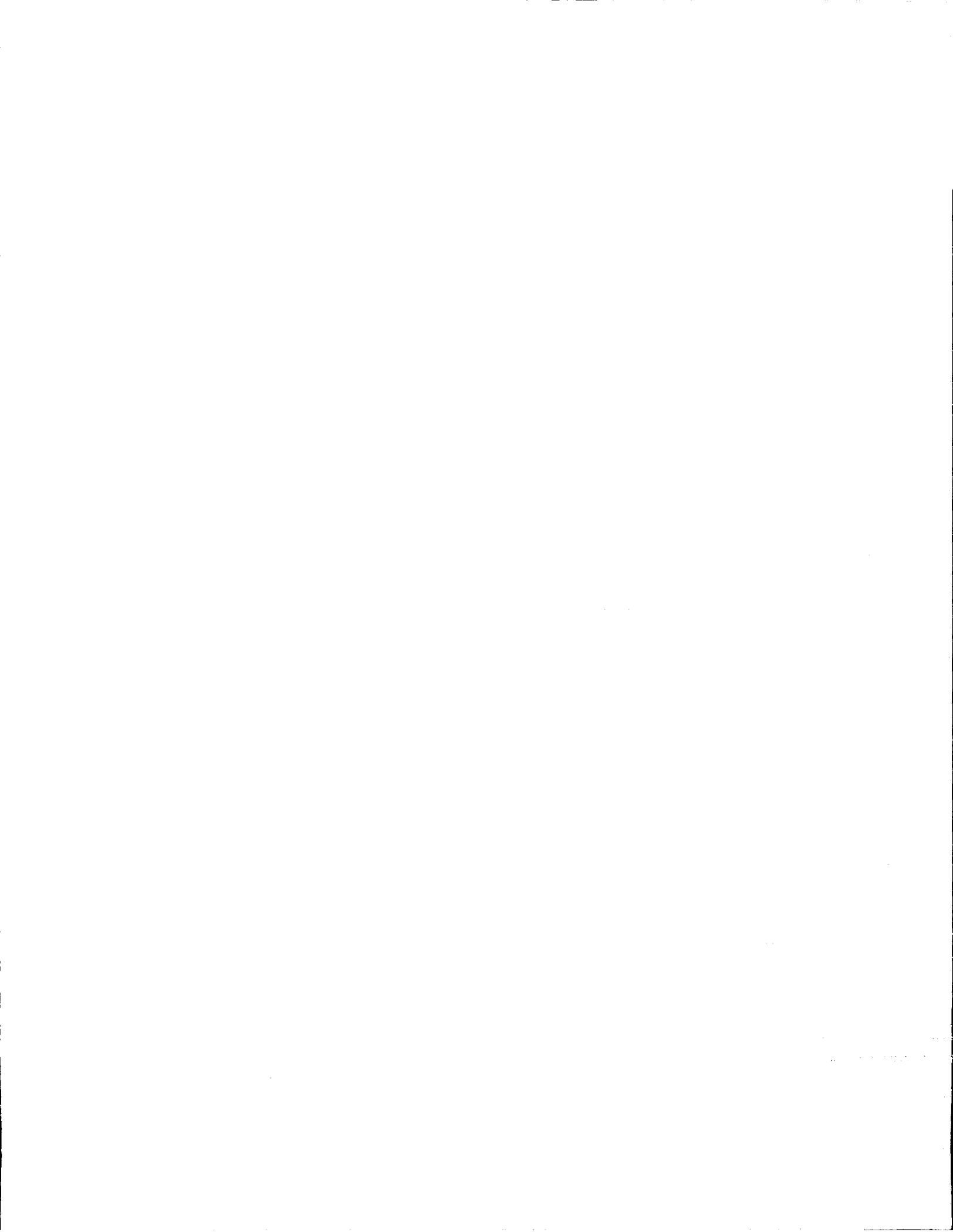


Table 7

TYPES OF ASSISTANCE PROVIDED BY THE ITAC TO RECIPIENT GROUPS

Type of Assistance	Recipient Groups			Total Number of Responses	Percent of Total Responses
	WCCJ Staff ¹ N=21	NA Staff ¹ N=27	Other State Agency Staff ¹ N=6		
Liaison	10	14	3	27	17.4%
Technical Assistance	15	21		36	23.2
Extension of Funding Eligibility	2	3	1	6	3.9
Problem Solving	5	8		13	8.4
Program Monitoring	1	4		5	3.2
Long-term Planning, including Retrocession	3	9	1	13	8.4
Training	3	2		5	3.2
Provision of Information	4	16	1	21	13.5
Suggested New Program		2	1	3	1.9
Referral	2	6		8	5.2
Cultural Activities			2	2	1.3
Interpretation/Insight	4			4	2.6
No Assistance Provided	4	5	3	12	7.8
			TOTAL	155	100.0%

¹ Respondents may have received each type of assistance more than once.

The impact of the ITAC project was also rated by respondents. Consistently high ratings were given with regard to perceptions of the "usefulness of assistance" provided, with an average score of 2.8 (on a scale of 3) for all types of assistance combined.

B. Amendment of the 1978 Plan

A major problem identified by the ITAC was the difficulty Native American (NA) communities experienced in obtaining pick-up of NA subgrants, largely due to the lack of revenues obtained through local taxation in NA communities (see Section 3F for a description of this issue). The ITAC recommended revision of the 1978 Criminal Justice Improvement Plan to provide an exception to the three year maximum eligibility restrictions for Native American subgrantees in the Indian Deputy program. The 1978 Plan was amended by actions taken at the May and July 1977 meetings of the Wisconsin Council on Criminal Justice; Native American projects became eligible for a continuation of funding on a project-by-project basis.

As of November 1977, the Forest and Barron/Polk County Indian Deputy Projects received an additional year of funding as provided under this amendment.

C. The Development of Cultural and Recreational Programs for Institutionalized Native Americans

The Waupun Indian Council expressed the need for Indian programming at the Waupun State Prison to Charles M. Hill, Sr., Executive Director of WCCJ and Donald Percy, Administrator of the Department of Health and Social Services (DH&SS). The ITAC worked with DHSS, the Warden and Associate Wardens at the Waupun State Prison (WSP), Native American inmates at the prison and Native American cultural and religious leaders to establish the programs needed.

The ITAC successfully organized a program of monthly singing sessions (Pow Wow) and Native American religious services at WSP; the first Pow Wow, held on Saturday, November 19, at WSP was attended by approximately 330 persons. Religious services, although approved, have yet to be scheduled. These activities are in conformance with objective F of the ITAC project.

D. Assistance Related to Retrocession (Self-Determination)

As one long-term solution to the problems Wisconsin's ten Indian tribes face in funding essential criminal justice services, the ITAC took preliminary steps to assist the tribes to achieve retrocession. The ITAC surveyed the ten Wisconsin

Indian tribes in October 1977 to determine (a) the present status of each tribe with respect to retrocession; (b) the unit of government currently responsible for law enforcement services in each tribe; (c) the extent to which each tribe enforced conservation codes, hunting and fishing rights; and (d) the plans of each tribe regarding tribal assumption of law enforcement services. The ITAC stated that his role in relation to retrocession was primarily to provide information. Since the potential long term impact of retrocession upon tribal law enforcement funding in Wisconsin is very significant, the ITAC believes that the provision of accurate information to decision-making tribal bodies is an important function. This assistance in long-range planning is directly related to Goal A of the ITAC project.

E. Reversal of the Decision by LEAA to Eliminate Funding of the Indian Technical Assistance/Planner Positions in Ten States

The ITAC was closely involved in the effort spearheaded by WCCJ to reverse a decision made by LEAA to discontinue funding of the ITAC/Planner programs in ten states and to reduce total LEAA funds available to Native American programs from 4.8 to 2.0 million dollars in FY 1978, a forty-two percent reduction.

The ITAC brought this issue to the attention of the Executive Director of WCCJ in October 1977. An effort was made to involve the nine other states with Indian Coordinators/Planners, the GLITC, and the Acting Governor of Wisconsin in order to reverse the decision. A joint conference call with the ITAC's/Planners in ten states was organized by the ITAC, which resulted in a letter to LEAA from the Executive Director of WCCJ on behalf of the ten states which urged a reversal of the decision. Wisconsin's Acting Governor Martin Schreiber and Kenneth Andrews, Executive Director of the GLITC, also forwarded letters urging reconsideration. A resolution expressing concern over LEAA's decision and urging a continued emphasis on funding Native American law enforcement services was adopted by the Thirty-Fourth National Conference of American Indians as a part of the above effort.

On November 7 WCCJ was informed that a decision by LEAA had been made to continue the Indian Coordinator/Planner positions in eight states for a further one-year period, including the ITAC position in Wisconsin. This activity contributed to the achievement of objective F of the project.

F. Involvement in Resolution of the Hunting and Fishing Rights Controversy, (Ashland County)

The Bad River band of Lake Superior Chippewa adopted a resolution banning all non-Indians from hunting within the reservation prior to the 1977 hunting season. The decision generated considerable hostility from nearby white communities and the issue was widely publicized in local newspapers. The ITAC sought to mediate a resolution of the problem by coordinating a meeting amongst the concerned parties to discuss the issue. In conjunction with Boye Ladd, Department of Natural Resources, the ITAC coordinated a meeting of Bad River tribal leaders with the Mayor of Ashland, the District Attorney, community leaders and concerned citizens, the district Senate Representative and the U.S. Department of Justice Community Relations Bureau.

A series of meetings amongst the concerned parties was held, and on November 16, 1977 the Bad River Tribal Council rescinded the resolution to ban hunting on the reservation by non-Indians. The above meetings and eventual rescinding of the resolution resulted in a considerable reduction of community tensions, and appeared to have averted the threat of violence. The possibility of further meetings between the Bad River Indians and local government officials to resolve other issues also appears highly likely. Communication efforts by the ITAC contribute to regional planning liaison and coordination.

G. Discretionary Grant Proposals

The ITAC assisted the Red Cliff and Bad River Tribal governments to develop discretionary grant proposals for submission to LEAA. Between May 15-18, 1977 the ITAC worked with the Tribal Planner for the Red Cliff Tribe, the RPD for the Northwest Region, and other tribal officials during the course of preparing the proposal for the Red Cliff Tribe. On August 30 and September 7, 1977 the ITAC worked with the planner for the Bad River Tribe, the tribal chairman and other officials to assist in the development of the proposal.

H. Technical Assistance to WCCJ Native American Programs

The ITAC provided technical assistance (TA) to eight of the twelve WCCJ Native American programs during the first ten months of 1977. The assistance related to a variety of issues, including: obtaining a waiver of special conditions (one project); assistance in the refunding process (three projects); obtaining a waiver of cash match from LEAA (one project); assistance in meeting program special conditions (one project); obtaining an extension of funding eligibility (two projects); fiscal problems (one project); program/

administrative problems (five projects); and assistance in monitoring (two projects).

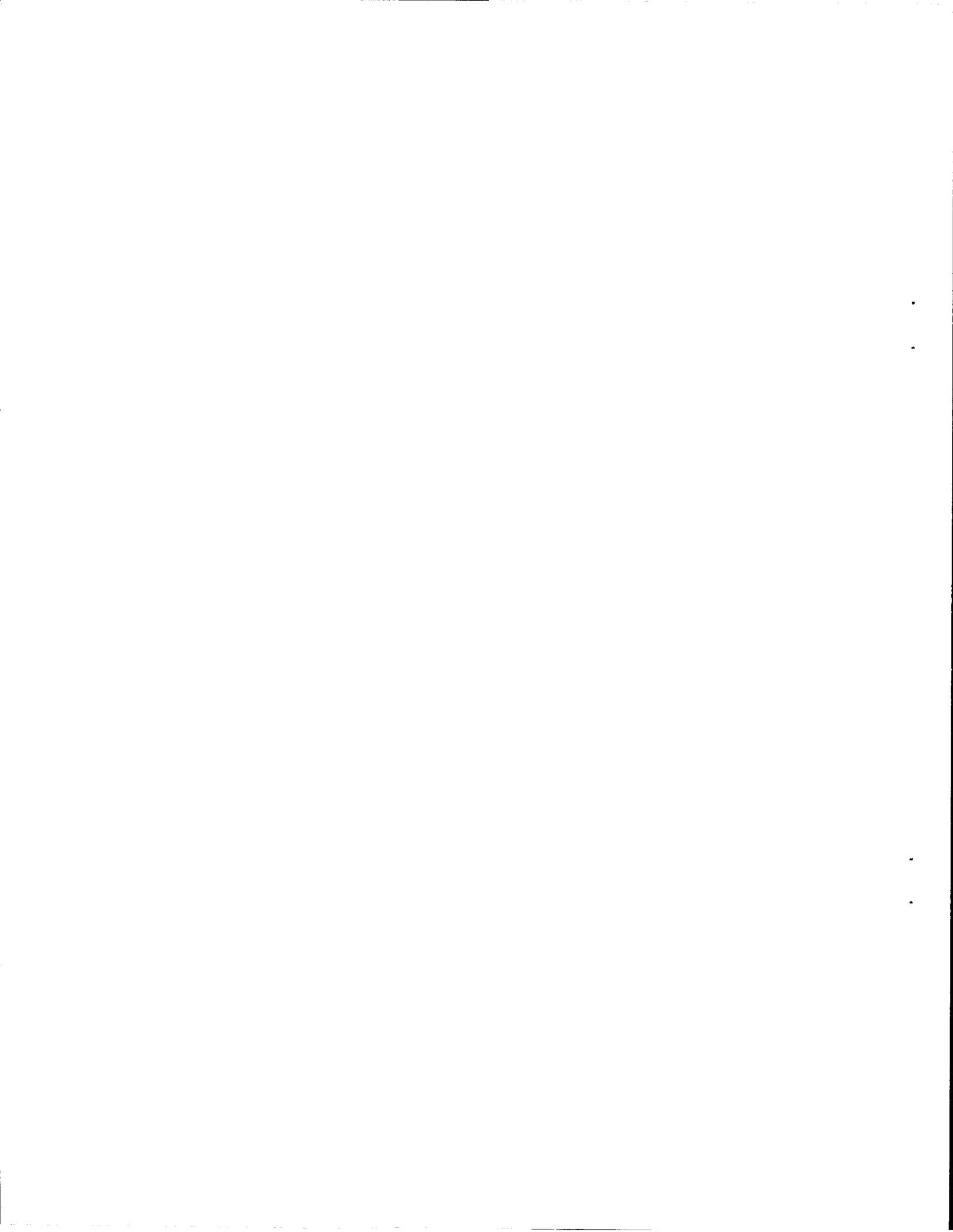
Of the twenty-seven Native American personnel interviewed by PES staff, twenty-two reported they had received assistance from the ITAC. Native American personnel reported the types of assistance received most frequently related to the provision of information (16), liaison with WCCJ (9), long term planning (9), technical assistance with administrative program improvements (8), problem solving (8).

I. Assistance to WCCJ and Other State Agency Staff

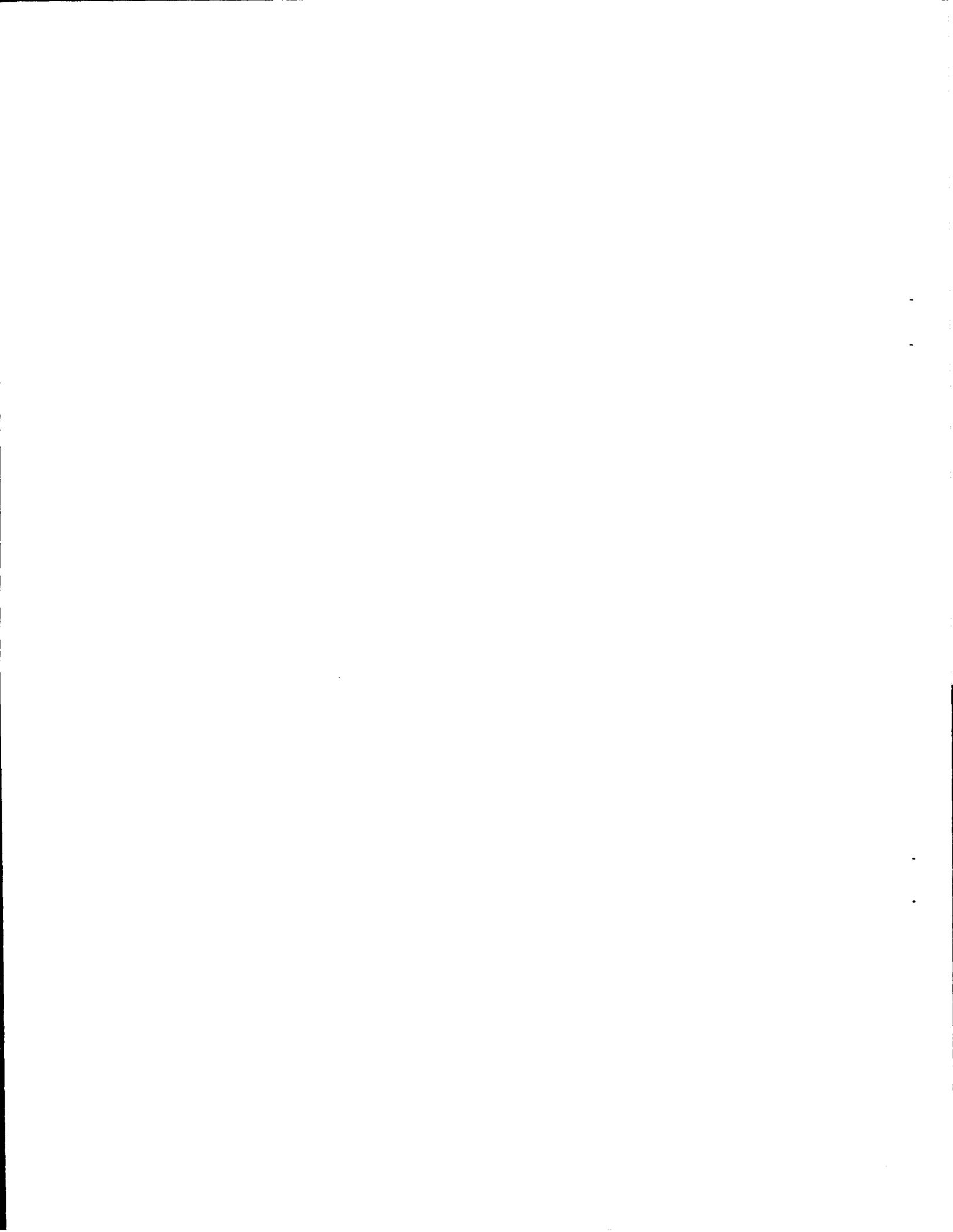
All central office staff of WCCJ reported they had received assistance (twelve respondents). The groups reporting the lowest incidence of assistance were other state agency staff (three had not received assistance) and RPD's (two had not received assistance).

The three other state agency staff who reported they had not received assistance stated the nature of their relationship with the ITAC was one of cooperation, and the provision of assistance by the ITAC was not needed. However, staff of the Metro-Milwaukee, East Central and Lower West Central Regional Planning Councils reported they were in need of assistance relating to specific subgrants. Assistance received by other state agency staff was primarily in the area of liaison.

WCCJ administrative staff reported the types of assistance provided most frequently were liaison, financial technical assistance, problem solving, and training (Table 7); WCCJ line staff reported liaison, administrative/program assistance, and assistance related to long-term planning were often available.



SECTION FIVE: ASSESSMENT OF THE ITAC PROJECT



SECTION FIVE: ASSESSMENT OF THE ITAC PROJECT

A. The ITAC Role

Respondents' perceptions of the role of the ITAC emphasized the delivery of both communications and technical assistance to Native American personnel and/or to WCCJ staff. Facilitating/stimulating grant applications was also perceived as an important function of the ITAC. Nevertheless, the clear expression of greater need for communication by staff both in the field and in the central office suggest that some delineation of the functions of the position could be made (five respondents suggested this). Other views concerning the ITAC role included a reaffirmation of the broad scope of the role, a structural shift in terms of its organizational location, and an improvement in the methods by which the ITAC provided technical assistance to WCCJ staff.

The following issues were identified in connection with the ITAC role: the role is defined too broadly for one person to handle (5); the role should be clarified (3); the position should be located in the program section of WCCJ (3)¹; and the role should have more authority (2). WCCJ staff expressed greater concern with the need for role clarification and the structural location of the coordinator in the agency. Native American and field staff expressed concern regarding the role's breadth and authority. They felt the role was defined too broadly for one person to handle, and they also felt it should have more authority.

B. Overall Impact

In general, Native American personnel and other state agency staff interviewed rated the impact of the ITAC as greater than did central staff. Specific benefits derived by the former were: (1) improving the working relationship of tribes with WCCJ; (2) assisting in the funding/refunding process; (3) helping to keep the Native American community informed regarding opportunities to apply for grants; and (4) helping to keep the Native American community informed regarding legislation.

WCCJ staff rated the ITAC as most effective in: (1) improving inter-agency coordination related to Native American programs and problems; (2) improving the relationship of WCCJ and Native American subgrantees; and (3) providing effective technical assistance to Native American subgrantees.

Least effective improvements were seen in the quality of Native American grant applications, according to WCCJ central staff. Regional planning staff was least convinced of the overall impact of the ITAC, again due to the relatively low level of visitations and communications discussed in Section 4(A)(2).

¹The ITAC is now located in the Program Planning Section of the WCCJ.

C. Major Problem Areas

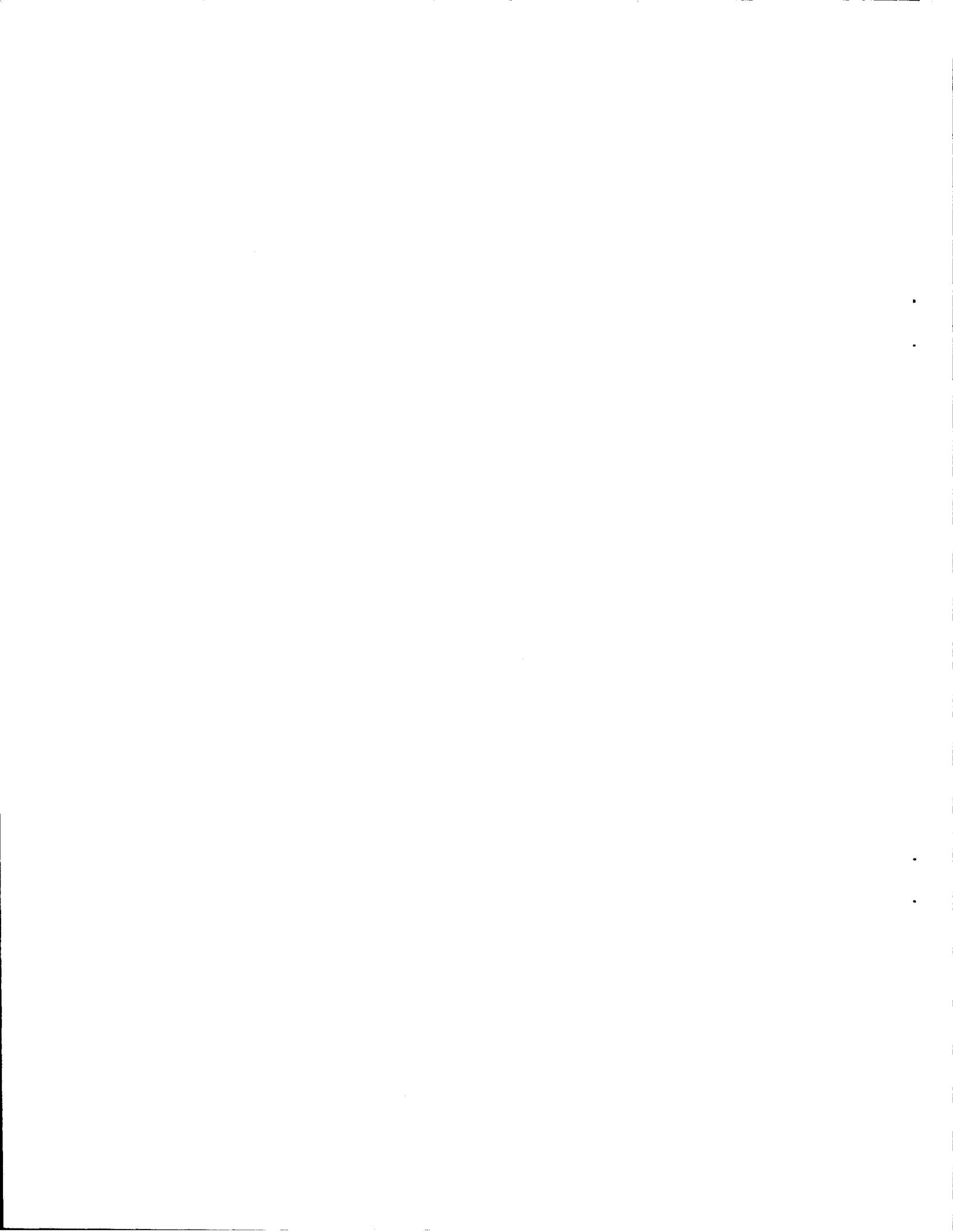
Cooperation and coordination amongst the ITAC, WCCJ staff, the Metropolitan Milwaukee, East Central, and Lower West Central regions was reported to have been neither as close nor as frequent as needed. Some uncertainty about the role of the ITAC was indicated, and it was felt that the coordinator had less impact than desirable upon the planning process. Urban Native Americans were perceived as having received insufficient assistance from the ITAC.

D. Recommendations

The following recommendations were based on an analysis of the problem areas described in the main body of this report and are intended to be advisory in nature. Recommendations for the second year grant are:

1. The ITAC increase his efforts to cooperate more closely with the Program Planning staff of WCCJ and with staff of the Metro-Milwaukee, East Central and Lower West Central regions.
2. The ITAC contact staff of all Native American subgrantees of WCCJ on a regular basis.
3. WCCJ clarify the role of the ITAC, especially in the grant review, grant management, and planning process at both the SPA and the RPU levels.
4. The ITAC address the needs of urban Native Americans.

APPENDIX ONE: PERSONS INTERVIEWED BY PES STAFF



A. WCCJ Staff

1. Administrative

Charles M. Hill, Sr.	Executive Director
Mike Becker	Chief of Juvenile Services Section
Severa Austin	Chief of Adult Services Section
Mike Moskoff	Chief of Program Evaluation Section
Robert Schaefer	Chief of Audit Section
Carol Clearv	Chief of Administrative Services Section

2. Program and Evaluation Staff

Barbara Franks	Juvenile Services
Richard Kiley	Juvenile Services
Richard Becker	Adult Services
Julia Guyton	Adult Services
Thomas Hamilton	Evaluation
William Rankin	Evaluation

3. Regional Planning Staff

James Heim	Planning Director, Northwest
Pat Repinski	Acting Planner, Northeast
Arvid Bjornton	Planning Director, Upper West Central
Harry Yates	Planning Director, Lower West Central
Michael LeRoy	Planning Director, Central
Daniel Van De Hey	Planning Director, East Central
Mark Rogacki	Planning Director, Metro-Milwaukee
Ferdinand Meyer	Planner, Metro-Milwaukee
Richard Turner	Planner, East Central

B. Native American Program Personnel

1. Tribal Chairmen

Raymond F. Maday	Bad River Band
Odric Baker	Lac Court Oreilles Band
William Wildcat, Sr.	Lac du Flambeau Band
Charles Fox, Sr.	Mole Lake Band
Purcell Powless	Oneida Tribe
Richard Gurnoe	Red Cliff Band
Eugene Taylor	St. Croix Band, also St. Croix Alcohol and Drug Abuse Prevention Program
Mitchell Whiterabbit	Winnebago Tribe

2. Project Staff

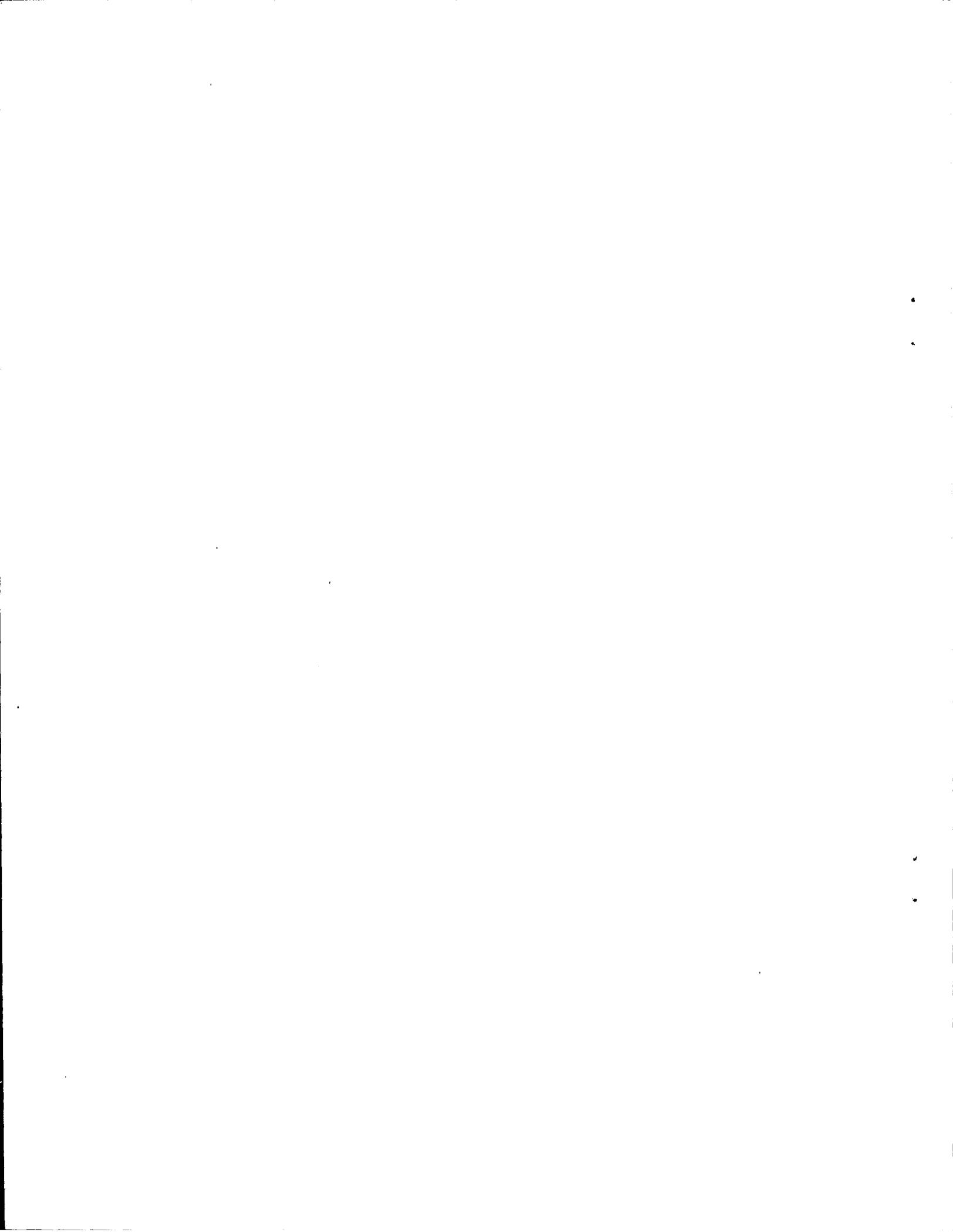
Kenneth Andrews	Executive Director, Great Lakes Inter-Tribal Council, Inc.
Irene N. Keenan	Assistant Director, GLITC
Mary Pero	Reservation Planner, Bad River
David Neuendorf	Director, GLITC Planning and Evaluation Program

Virgil Murphy	Reservation Planner, Stockbridge-Munsee
Harry Jensen	Director, Community and Industrial Development Program
Warren Kinney	Chief Counsel, Wisconsin Indian Legal Services
Lois Crowe	Former Tribal Chairman, Potawatomi
Henry Buffalo	Indian Action Team, Redcliff Project Leader
Tom Achezynski	Alcoholism Project Committee
Kenneth Little George	Director, Winnebago Business Committee, Alcoholism and Drug Prevention Project
Jeff Goll	Director, Lac du Flambeau, Civic Center/Counseling Service
Joe Kluss	Sheriff, Forest County
Bill Glascoe	Youth Officer, Forest County
George Brown	Probation and Parole Officer, Lac du Flambeau
Gerald M. Hill	Former Director, Oneida Juvenile Delinquency Prevention Project
Frank Bychowski	Director, Red Cliff Tribal Law Enforcement Program

C. Other State Agency Staff

Boye Ladd	Department of Natural Resources, Law Enforcement Division
Tom Israel	Warden, Waupun State Prison
John Niemisto	Assistant Attorney, Attorney General's Office
Bertha Lowe	State Manpower Council
Jerry Arbuckle	Bureau of Indian Affairs, Ashland Office
Dulcie Alfton	Hennepin County, Indian Planner, Minnesota

APPENDIX TWO: QUESTIONNAIRE



A. Basic Questionnaire

Introductory Explanation

1. Have you met Buck Martin?
Yes No

2. Approximatley how many times have you seen or had contacts with him in the past ten months?

3. Has Buck been of any assistance to you in the past ten months?

Yes No
In what specific ways?

How useful was this to you: 1. Very useful
2. Somewhat useful
3. Not useful

4. What was the outcome of the assistance Buck provided to you?

5. From your observation, what was the overall impact/achievement of the ITAC during the first ten months of 1977?

6. What further needs to be done in your opinion by Buck and WCCJ to be of service to the Indian Tribes?

7. Do you see any problems in the way the ITAC project is currently:

defined:

or operated?:

B. Needs Assessment Supplementary Questionnaire

1. I'd like to read the project Goals and Objectives, for each one, could you tell me if it would be: 1. ___ Very useful
2. ___ Somewhat useful
3. ___ Not useful
to have it performed?

(Read each goal and objective)

C. Specific Impact Questionnaire WCCJ Staff

Scale: 3 - Very Much
2 - Somewhat
1 - Not at all
0 - Don't Know

To your knowledge, to what extent has the ITAC:

1. Improved the relationship of WCCJ to the Wisconsin Indian Tribes?
2. Improved the quality of Native American grant Applications?
3. Provided effective Technical assistance to Native American Subgrantees?
4. Helped in the funding/refunding process?
5. Improved interagency coordination related to Indian programs and problems?
6. Provided you with information on the Native American Tribes, organizations and their problems?

Additional Questions: Administrative Staff

7. Performed effective, useful legislative analysis?
8. Provided staff support and analysis related to Indian criminal justice problems?
9. Transmitted the long-term criminal justice system needs to WCCJ?

D. Specific Impact Questionnaire: Native American Personnel and Program Staff

Scale: 3 - Very Much
2 - Somewhat
1 - Not at all
0 - Don't Know

To you knowledge, to what extent has the ITAC:

1. Helped increase the availability of community opportunities and alternatives to the criminal justice system?
2. Helped improve the effectiveness of law enforcement in reservation areas?
3. Increased the administrative and program capabilities of reservation, tribal government and urban Indians to deal with their criminal justice problems?
4. Analysed and recommended policies and programs for the unmet needs of the Wisconsin Indian People?

5. Helped to get Indian grants funded/refunded?
6. Helped to keep the Indian community informed regarding
 - a) opportunities to apply for grants
 - b) current legislation?



END