

**THE  
ATTORNEY  
GENERAL'S  
1975-77  
BIENNIAL  
REPORT  
to the  
LEGISLATURE**

**BRONSON C. LA FOLLETTE  
ATTORNEY GENERAL**

**of Wisconsin Department of Justice**

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**1975-77**  
**BIENNIAL REPORT**  
**OF THE**  
**WISCONSIN DEPARTMENT**  
**OF**  
**JUSTICE**

NCJRS

MAR 22 1979

ACQUISITIONS

**BRONSON C. LA FOLLETTE**

**ATTORNEY GENERAL**  
**STATE OF WISCONSIN**



The State of Wisconsin  
Department of Justice  
Madison

53702

Bronson C. La Follette  
Attorney General

David J. Hanson  
Deputy Attorney General

The Honorable Martin J. Schreiber, Acting Governor  
The Honorable Members of the Senate and Assembly  
State of Wisconsin  
Madison, Wisconsin

The accompanying Biennial Report provides organizational, fiscal, and workload information on the Department of Justice for the time period 1975-77. Substantial workload increases have been noted during this period. I am pleased with our performance and record of achievement.

The Legal Services Division has achieved all time records in the volume of courtwork. Legal briefs written were up 17% in 1975-76 over the preceding year and up 14% in 1976-77 from 1975-76. A record number of 1,980 briefs were filed for the biennium. Likewise, hearings and trials for the Legal Services Division were up 8% in 1975-76 from the preceding year and up 20% in 1976-77 from 1975-76. The State's Legal Services are being provided at a high quality level despite the workload increases. The future almost certainly holds more litigation for our Department and resources will be needed to assure that the quality of representation does not decline.

The Division of Criminal Investigation continues to be heavily used by local units of government in complex and multi-jurisdictional criminal cases. Increasingly complex investigations are being conducted into white collar and financial crimes, and crimes which affect government regulations such as securities fraud and medicaid fraud. During the past biennium, agents of the Division of Criminal Investigation were called on to help solve 36 homicides. I am pleased to report that, to date, 12 of these cases were solved, many old and thought "unsolvable".

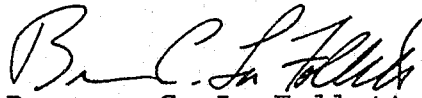
This past biennium was also a forward-moving period for the Law Enforcement Services Division. A Regional Crime Laboratory was fully developed with the aid of federal funds for the high crime area of Southeastern Wisconsin. The Crime Information Bureau has consistently ensured that

accurate and complete criminal history information is available for dissemination and the computerized Law Enforcement Telecommunication System has established an all-time daily use of 50,000 messages.

The Training and Standards Bureau has been instrumental in the development of a new funding concept for its programs. The 1977 Budget Act established a penalty assessment program where the cost for the State's law enforcement recruit training, as well as operational costs, are paid by law violators in the form of a surcharge on fines and forfeitures.

The present biennium will not be easier than the past one. Our Department seeks your understanding and support in continuing to improve the criminal justice system in Wisconsin and to provide the best legal services possible to our client - the State of Wisconsin.

Sincerely yours,



Bronson C. La Follette  
Attorney General

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## WISCONSIN DEPARTMENT OF JUSTICE

### INTRODUCTION

The Reorganization Act of 1967 created the Department of Justice under the direction and supervision of the Attorney General. The impact of this Reorganization Act on the Attorney General's office was significant in that the office was no longer simply a law office, but, instead, took on a broader and wider range of responsibilities.

The Department of Justice, is headed by the Attorney General who is a constitutionally elected officer. The primary responsibility of the Attorney General is to serve as the state's chief legal advisor. As such, it is his function to provide legal services to state agencies, the Governor, the legislature, district attorneys, and county corporation counsel upon request. As chief administrator of the Department of Justice, the Attorney General is also responsible for providing criminal investigative and law enforcement services to state and local governments and, in some cases, directly to state citizens.

Chapter 165, Wis. Stats., and other statutory sections, constitute the legal authority of the Department of Justice. The responsibilities which most closely parallel the duties historically associated with the office of Attorney General are set forth in subchapter I, "Legal Services". Subchapter II delineates the criminal investigation duties of the department in two primary areas: investigating crime which is statewide in nature, importance, or influence, and conducting arson investigations. Other responsibilities include enforcement of laws relating to gambling, public corruption, antitrust, prostitution, and controlled substances. Subchapter III identifies the department's mission to local law enforcement agencies. Responsibilities include operation of the State Crime Laboratory, maintenance of the state crime information system and the certification and training of all law enforcement personnel in Wisconsin under the Mandatory Training Act. The above delineated responsibilities are carried out by four divisions within the Department of Justice:

Legal Services Division - This division functions in a manner which most closely approximates the traditional role of the Attorney General. The Division is responsible for providing legal advice and counsel to state and local agencies as well as to citizens in certain matters, and functions through eight operating units.

Division of Criminal Investigation - This Division is responsible for investigating matters which are of statewide influence and importance and operates through four bureaus.

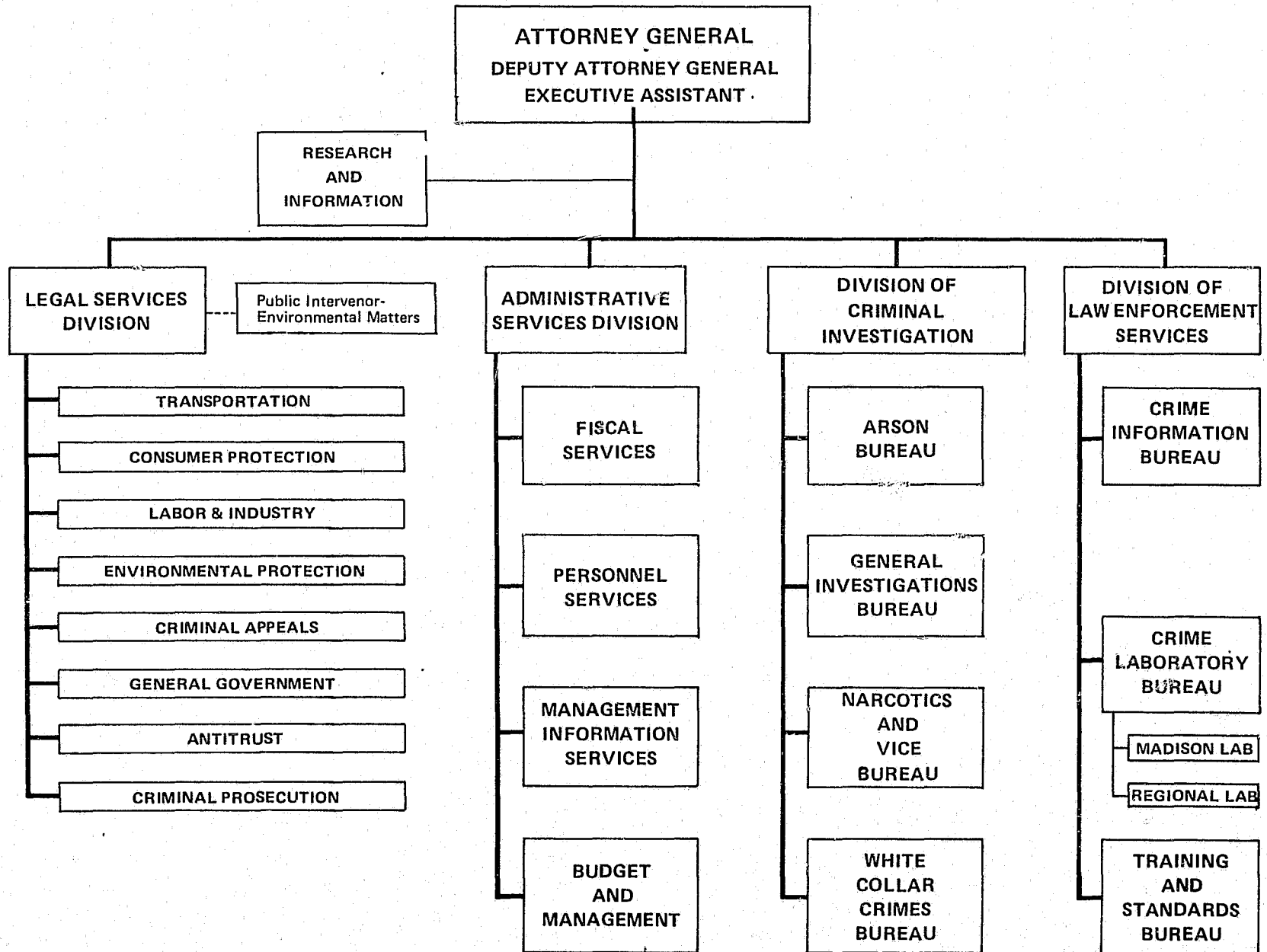
Law Enforcement Services Division - This Division provides a variety of assistance to local law enforcement agencies through the State Crime Laboratory, the Crime Information Bureau, and the Training and Standards Bureau.

Administrative Services Division - This Division facilitates the operation of the Department by coordinating all of the general housekeeping functions of the Department, including policy development, planning, budget preparation, and fiscal accountability, personnel management, facilities management and general services, and systems and data processing.





# DEPARTMENT OF JUSTICE



DEPARTMENT OF JUSTICE

Attorney General  
Deputy Attorney General  
Executive Assistant  
Research and Information

Bronson C. La Follette  
David J. Hanson  
Howard J. Koop  
Steve Derene

LEGAL SERVICES DIVISION

Administrator

William H. Wilker

Supervising Attorneys

Transportation  
Consumer Protection  
Labor and Industry  
Environmental Protection  
Criminal Appeals  
General Government  
Antitrust  
Criminal Prosecution

Charles A. Bleck  
James D. Jeffries  
Gordon Samuelson  
Theodore L. Priebe  
William L. Gansner  
John C. Murphy  
Michael L. Zaleski  
Steven C. Underwood

Public Intervenor for  
Environmental Matters

Peter A. Peshek

DIVISION OF CRIMINAL INVESTIGATION

Administrator  
Arson Bureau, Director  
General Investigations Bureau,  
Director  
Narcotics and Vice Bureau,  
Director  
White Collar Crimes Bureau,  
Director

Frank A. Meyers  
Philip C. Culp  
Russell Nelson  
John W. Killian  
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DIVISION OF LAW ENFORCEMENT SERVICES

Administrator  
Crime Information Bureau,  
Director  
Crime Laboratory Bureau,  
Director  
Training and Standards Bureau,  
Director

Howard G. Bjorklund  
Larry Quamme  
Daniel Dowd  
Kenneth Vanden Wymelenberg

ADMINISTRATIVE SERVICES DIVISION

Administrator  
Fiscal Services  
Personnel Services  
Management Information Services  
Budget and Management Services

Ronald L. Semmann  
Eugene R. Skibba  
Richard C. Brainerd  
Carol M. Leckie  
William D. Miller



# DEPARTMENT OF JUSTICE

## Fiscal Report 1975-77 Biennium

	<u>GPR Expenditures</u>	<u>Program Expenditures</u>	<u>Federal Expenditures</u>	<u>Total Expenditures</u>	<u>GPR Lapsed</u>	<u>Total Authorized Positions</u>
<u>1975-76</u>						
Administrative Serv.	443,417		37,823	481,240	3,032	
Legal Services	*3,403,495		84,957	3,488,452	42,981	
Div. of Criminal Inv.	2,042,662		147,787	2,190,449	8,898	
Law Enforce. Services	<u>3,179,375</u>	<u>353,556</u>	<u>1,177,508</u>	<u>4,710,439</u>	<u>9,862</u>	
TOTAL - 1975-76	9,068,949	353,556	1,448,075	10,870,580	64,773	
* Includes Special Counsel						
<u>1976-77</u>						
Administrative Serv.	477,360		11,710	489,070	261	19
Legal Services	*3,790,602		66,232	3,856,834	7,610	126.5
Div. of Criminal Inv.	2,142,868		156,597	2,299,465	7,219	100
Law Enforce. Services	<u>3,528,566</u>	<u>455,185</u>	<u>997,183</u>	<u>4,980,934</u>	<u>8,042</u>	<u>116.5</u>
TOTAL - 1976-77	9,939,396	455,185	1,231,722	11,626,303	23,132	362.0
* Includes Special Counsel						
TOTAL 1975-77 Biennium	19,008,345	808,741	2,679,797	22,496,883	87,905	

DEPARTMENT OF JUSTICE

REVENUE REPORT  
1975-77

	<u>GPR Earned</u>	<u>Program Revenue</u>	<u>Federal Grants</u>	<u>Anti-Trust Recoveries</u>	<u>Consumer Protection Recoveries</u>	<u>School Fund</u>	<u>Total</u>
<u>1975-76</u>							
Administrative Services			8,767				8,767
Legal Services	215,457		89,805	586,458	60,544	169,112	1,121,376
Div. of Criminal Inv.	7,401		162,615				170,016
Law Enforce. Services	<u>50</u>	<u>358,467</u>	<u>1,260,620</u>	<u>          </u>	<u>          </u>	<u>          </u>	<u>1,619,137</u>
TOTAL	<u>222,908</u>	<u>358,467</u>	<u>1,521,807</u>	<u>586,458</u>	<u>60,544</u>	<u>169,112</u>	<u>2,919,296</u>
<u>1976-77</u>							
Administrative Services			9,664				9,664
Legal Services	271,361		66,714		9,136	175,009	522,220
Div. of Criminal Inv.	301		151,600				151,901
Law Enforce. Services	<u>258</u>	<u>453,317</u>	<u>949,037</u>	<u>          </u>	<u>          </u>	<u>          </u>	<u>1,402,612</u>
TOTAL	<u>271,920</u>	<u>453,317</u>	<u>1,177,015</u>	<u>          </u>	<u>9,136</u>	<u>175,009</u>	<u>2,086,397</u>



## CITIZEN ADVISORY BOARDS

The Department of Justice benefits greatly from the services of individual citizens and professionals who serve on the Department's Advisory Boards. Duties of Advisory Boards to the Department are:

### INVESTIGATION COUNCIL

The Investigation Council acts as an advisory group to the Department of Justice on the policies and procedures of the Crime Laboratory Bureau.

### UNIVERSITY AND CRIME LAB COOPERATION COUNCIL

The University and Crime Laboratory Cooperation Council acts in an advisory capacity to the Attorney General in securing technical equipment and professional assistance from university faculty to aid the Crime Laboratory.

### LAW ENFORCEMENT STANDARDS BOARD

Created under sec. 165.85, Wis. Stats., the board has been given the power to promulgate rules and regulations establishing minimum and mandatory recruiting and training standards applicable to all Wisconsin law enforcement officers except elected officials.

### CITIZEN ADVISORY COMMITTEE TO THE PUBLIC INTERVENOR

Citizen Advisory Committee to the Public Intervenor provides public input and assistance on environmental matters to the Attorney General and to the Public Intervenor.



## LEGAL SERVICES DIVISION

The Legal Services program represents the functions of the Department of Justice which are historically associated with the "Office of the Attorney General." The responsibilities of this program center around the providing of legal services to state officials and state agencies and to county corporation counsels and district attorneys as authorized by statute. In addition, the Attorney General has jurisdiction to enforce numerous specific laws.

The Legal Services program operates through eight units, each headed by a supervising attorney. These units are established on the basis of common areas of expertise and function. Attorneys in all units share responsibilities for drafting opinions and granting legal advice beyond the specialty of their unit. In addition to the eight operating units within the Division, sec. 165.07, Wisconsin Statutes, requires designation of an assistant attorney general to act as public intervenor for environmental protection. The Division also includes one of the finest law libraries in the state.

During the past biennium, the Division attended 2,751 hearings and trials, and issued 205 opinions. Division attorneys prepared a total of 1,973 briefs and handled 12,193 cases. Legal briefs are up 19% from the 1973-75 biennium. Hearings and trials are up 32% for the same time period. Since 1972, both categories show an approximate 50% increase.

Assistant Attorney General Betty Brown also wrote an updated copy of her book, The Wisconsin District Attorney and The Criminal Case, to be issued during the 1977-79 biennium.

### TRANSPORTATION UNIT

Serving as legal counsel for the Department of Transportation, this unit handles matters for the Aeronautics, Highways, and Motor Vehicles Division. The unit provides the agency with advice as to its authority, limitations, and responsibility under state and federal laws. As the federal requirements are becoming more restrictive and complicated, especially in such areas as the environment, relocation assistance, and highway beautification, the need for legal services has increased considerably. The unit also handles all litigation involving state land acquisition. In addition, this unit handles such various matters as escheats, abandoned property, charitable trusts and foundations.

## CONSUMER PROTECTION

The purpose of the Consumer Protection program is to provide protection for Wisconsin citizens against fraudulent and deceptive business practices. In achieving this goal, the program operates in four interrelated areas: investigation and law enforcement, mediation and resolution of consumer complaints, consumer advocacy, and consumer information.

During the past biennium, the Consumer Protection Unit:

- Streamlined its complaint system in order to handle the ever-increasing volume of complaints.
- Continued to work closely with district attorneys and obtained a grant through the Wisconsin Council on Criminal Justice for prosecutorial consumer fraud training and a grant for law enforcement consumer fraud training.
- Developed a new district attorney handbook.
- Obtained 110 orders or injunctions halting fraudulent or deceptive business practices.
- Obtained 61 judgments awarding penalties or forfeitures totaling \$401,733.
- Commenced 78 formal legal actions against business operations allegedly engaged in violation of state law.
- Obtained 410 voluntary assurances of discontinuance of practices in violation of state law.
- Handled 27,195 complaints from Wisconsin citizens.
- Directly recovered over \$1,099,874 through mediation and formal legal action for citizens.

## LABOR AND INDUSTRY

Illustrating the specialties of individuals and teams of attorneys in specific areas of agency and public law, the Labor and Industry unit deals with issues of worker's compensation, equal rights, fair employment minimum wage law, building safety, labor law, public health and welfare, and professional licensing boards.

Worker's compensation attorneys represent the state in claims made by injured state employees for medical expense and disability. The department defends the Industry, Labor and Human Relations Commission decisions in court actions brought by private employers or employees.

The department represents the Department of Industry, Labor and Human Relations in seeking forfeitures and injunctions against owners of public buildings and places of employment for building code violations and labor standards and wage collections. In addition, the department attorneys brief and argue in court judicial review of administrative agency decision cases, labor relations cases and bring actions to enforce Employment Relations Commission orders.

The attorneys defend in state and federal courts the operation, decisions, and administration of the state public health and welfare system under the Department of Health and Social Services in areas of adoption, mental health, sanitation, welfare benefits, old age and other state aid programs.

Members of this legal unit advise and represent the Board of Architects, Professional Engineers, Designers and Land Surveyors, Board of Optometry, Pharmacy Board, Nursing Home Administrators Board and Credit Union Review Board.

During the last biennium the processing of state workers compensation claims was expedited through a direct payment of minor claims system with the unit's assistance and guidance.

#### ENVIRONMENTAL PROTECTION UNIT

This unit serves as legal counsel to the Department of Natural Resources under statutory authority found in sec. 144.537 Stats. In addition, Chapter 147 of the Wisconsin Statutes set forth the responsibility for enforcing the terms and conditions of permits issued under the State's Wisconsin Pollutant Discharge Elimination System program.

This unit also handles the majority of tort actions brought against state employees under sec. 895.45. The volume of these cases is expected to significantly increase during the next biennium.

Summary of Water and Air Pollution and Solid Waste Disposal Actions:

	<u>Briefs</u>	<u>Hearings/Trials</u>
1973-75	36	45
1975-77	<u>50</u>	<u>90</u>
	39% increase	100% increase

## CRIMINAL APPEALS UNIT

This unit handles litigation generated by convictions for crime in our state courts. Such litigation is tripartite and consists of criminal appeals, habeas corpus proceedings, and civil rights actions. The appeal in criminal cases, once a rarity, is now frequently used. This increase in inmate litigation was noted in a 1973 federal decision in McCray v. Burrell and seems to be the result of a development in judicial attitudes involving the abrogation of the "hands-off" doctrine.

A unique aspect of the Wisconsin Attorney General's involvement in the area of corrections is the Inmate Complaint Review System - a prison grievance mechanism established through the Attorney General's office in 1972 with the aid of LEAA funding. This review system, while still in operation, is no longer under federal funding and is primarily the responsibility of a paralegal complaint investigator under the guidance of an Assistant Attorney General.

During the past biennium, new cases received by this unit increased by over 10%. 390 of the 1,050 briefs filed by the department during fiscal year 1976-77, or (37%) were filed in relation to criminal appeals cases.

## GENERAL GOVERNMENT SERVICES

Attorneys in the General Government Unit provide consultative legal services and legal representation in all courts for state administrative departments and independent agencies. The administrative departments include: Revenue, Regulation and Licensing, Administration, Business Development, Military Affairs, Public Instruction, Employee Trust Funds and Local Affairs and Development. Independent agencies include: the Insurance, Savings & Loan, and Public Services Commissions; the Investment, Educational Communications, Ethics, Elections, and Vocational, Technical & Adult Education Boards, and the University of Wisconsin System.

Unit attorneys also provide legal counsel to serve on 20 other boards, councils or committees, some of which serve these state agencies. An Assistant Attorney General from this unit serves as chairman of the State Claims Board.

## ANTITRUST UNIT

This unit is responsible for the enforcement of antitrust regulation in Wisconsin. During the past biennium this unit also expanded in areas of health law and cost containment health facilities hearings, commonly known as Sec. 11.22, and serving as counsel to the Department of Health and Social Services' Division of Health.

Last biennium, this unit prosecuted cases which resulted in fines of \$75,000 being levied against convicted antitrust violators and civil recoveries to the State of Wisconsin and various municipalities in the amount of \$681,000.

#### CRIMINAL PROSECUTION

The Criminal Prosecution Unit serves as the criminal prosecution arm for the Wisconsin Departments of Revenue, Securities, Insurance, Agriculture, and Banking. It is also counsel to the Division of Criminal Investigation of the Department of Justice and the Bingo Control Board. Prosecution emphasis is on crimes of a statewide nature, importance or influence and inter-county crime which is uniquely difficult for county prosecutors to handle. The unit responds to requests for assistance from district attorneys in these matters and others, thereby rounding out the capabilities of the local prosecutorial network.

During the past biennium, 664 criminal cases were handled by the Department of Justice, an increase of over 7% over the previous biennium. Briefs filed jumped to 216 during the fiscal year 1976-77, a 33% increase from fiscal year 1975-76. Briefs filed over the biennium reflected a 13% increase over the previous biennium.

#### PUBLIC INTERVENOR FOR ENVIRONMENTAL PROTECTION

The legislatively created Public Intervenor is charged with the responsibility of protecting public rights in "water and other natural resources" of Wisconsin. Following a study authorized by the Department of Administration, the Public Intervenor program was revitalized during the last biennium. A Citizen Advisory Committee to the Public Intervenor was established. Well attended meetings are regularly held to discuss environmental issues brought to the committee's attention by private citizens, state employees, legislators, environmental groups and committee members. Issues to be litigated by the Public Intervenor are selected at the committee meetings.

During the past biennium, the Public Intervenor has appeared in proceedings before DNR hearing examiners, the Natural Resources Board, Circuit Courts and the Supreme Court. Substantive environmental issues involved in these proceedings have included clear-cutting, destruction of wetlands, water pollution from the metallic mining and sand and gravel industries, destruction of class I and II trout streams, air pollution, pollution of Lake Michigan and numerous other significant environmental issues. Procedural problems associated with protecting public rights in natural resources have also been litigated. For example, assuring public access to waterways, preventing potential polluters from keeping key records from public scrutiny and developing adequate discovery rules for administrative hearings were issues developed and litigated. The Public Intervenor has been very successful at resolving these issues so as to protect the public rights in Wisconsin's environment.

## DIVISION OF CRIMINAL INVESTIGATION

An important mission of the Division of Criminal Investigation is to provide, upon the request of any local police agency in the State of Wisconsin, investigative specialists to assist in the investigation of crimes that may require extensive or highly-specialized investigative resources not otherwise available to a local agency.

Most local agencies cannot develop and maintain investigative specialists who may be needed only on an intermittent basis. They require a source of available investigative specialists when the need arises. The Division of Criminal Investigation possesses the investigative expertise to assist local law enforcement agencies in complicated investigations. It also has the capability of shifting undercover personnel from one section of the state to another and it has the resources to allocate additional manpower to a single investigation of import.

Three of the Division Bureaus--Arson Bureau, General Investigations Bureau, and Narcotics and Vice Bureau--work directly in achieving this local assistance objective by providing investigative aid to local law enforcement agencies in arson investigations, homicide and major theft investigations, and narcotics investigations.

The White Collar Crimes Bureau also provides investigative assistance; however, because of the nature of its responsibilities of investigating public corruption, financial crimes, and criminal antitrust, the White Collar Crimes Bureau, consistent with its authority, conducts mainly independent criminal investigations.

The training of local law enforcement officers is another major objective of the Division of Criminal Investigation. Each program area provides substantial training at pre-service, in-service, and specialized levels to local law enforcement officers. The Arson Bureau provides training to local fire and police officers in order that they might better be able to recognize suspicious or incendiary fires. The Narcotics and Vice Bureau provides highly-specialized training to local officers in the detection and apprehension of drug traffickers. The General Investigations Bureau provides two-week training sessions in Death Investigation. The White Collar Crimes Bureau provides instruction to local officers in public corruption in order that they be cognizant of the indicia of corruption. The Division of Criminal Investigation has long recognized the need to prepare local police officers to meet today's demands of law enforcement.

Finally, the Division recognizes its statutory responsibility to investigate crime which is statewide in nature, importance, or influence and to devise programs to control gambling, narcotics and dangerous drug abuse, organized crime, and arson. Each program area in the Division conducts independent criminal investigations. In the Narcotics and Vice Bureau, investigators attempt to identify high-level traffickers of controlled substances on a statewide basis. Investigators of the Arson Bureau conduct independent investigations of arson-for-profit schemes or insurance fraud fires. The General Investigations Bureau investigators conduct investigations of known organized crime figures, while White Collar Crimes Bureau personnel continually investigate criminal antitrust and financial crimes independent of local law enforcement.

The Division of Criminal Investigation, in accordance with its defined responsibilities, is organized into four bureaus. They are described as follows:

#### THE ARSON BUREAU

In 1907, the Department of Fire Marshal was created as an independent department. In 1911, the State Commissioner of Insurance was made Fire Marshal ex-officio. The Fire Marshal Division continued under the Department of Insurance until the government reorganization of 1967. At that time, the Fire Marshal's Office was transferred to the Division of Criminal Investigation within the Department of Justice.

The major responsibilities of the Arson Bureau are:

1. To provide specialized professional investigative assistance to local units of government in the investigation of fires of incendiary or suspected incendiary origin and criminal explosions.
2. To provide local fire and law enforcement officials with training in fire investigation and arson detection in order to reduce the number of accidental fires referred to the Arson Bureau for investigation.

During the 1975-1977 Biennium, the Arson Bureau has:

- Received, evaluated, and processed 1,020 requests for assistance from local units of government in every county in the state.
- Conducted 860 investigations, including 33 explosion investigations and 71 fatal fire investigations.
- Established the cause and origin of the fire or explosion in 91% of the cases investigated. This is a 6% improvement over the previous biennium.

- Determined 300 cases involving over \$8.1 million property damage to be of criminal origin and apprehended or assisted in apprehending the individuals responsible in 48% of the cases. This represents an 8% improvement over the previous biennium and is well above the national apprehension rate for arson of about 25%.
- Assisted in obtaining convictions, mental commitments, or juvenile delinquency determinations in over 87% of the cases adjudicated during the biennium.
- Cooperated with local and federal officials in a joint investigation of a major insurance fraud ring in the City of Milwaukee. This investigation resulted in 7 persons being charged with over 75 counts of arson, perjury, mail fraud, and racketeering. To date, 5 persons have been convicted on 35 of the counts.
- Successfully apprehended and convicted a Milwaukee businessman who committed an arson/fraud involving \$1.5 million in property damage.

#### THE NARCOTICS AND VICE BUREAU

In June of 1970, the responsibility of statewide narcotics and dangerous drugs enforcement began with the formation of a full-time investigative bureau.

On July 1, 1976, the Narcotics and Dangerous Drugs Bureau assumed the responsibility of vice investigations and was re-named the Narcotics and Vice Bureau.

The Narcotics and Vice Bureau is responsible for the enforcement of the Controlled Substances Act as provided by Section 165.70 of the Wisconsin Statutes. In addition, it is also responsible for the enforcement of laws relating to commercial gambling and prostitution. It is the policy of this bureau to concentrate investigative efforts at the highest possible level. It is the purpose of the bureau to assist law enforcement agencies and to improve narcotics and dangerous drugs intelligence collections and dissemination. Further, the bureau attempts to provide training for local and state law enforcement agencies, to advise and train local law enforcement officials with respect to Wisconsin's gambling laws and of their responsibility to enforce these laws.

It is the policy of the bureau to place investigative emphasis on traffickers dealing with "hard" drugs rather than on marijuana-related offenses. In light of this, it is significant to state that during this biennial period over 90% of the arrests of the Narcotics and Vice Bureau involved individuals who were trafficking in substances other than marijuana. These figures stand out when contrasted with the total number of controlled substances arrests made in Wisconsin during 1975 and 1976 by local law enforcement agencies in which marijuana was involved in over 80% of the arrests for drug violations.



The bureau has achieved significant success in achieving its goals. During the 1975-77 biennium, a total of 705 complaints were received requesting investigations involving narcotics and vice offenses. As a result of these requests, 326 cases were actively investigated. A total of 499 persons were arrested for Uniform Controlled Substances Act violations and vice offenses involving 899 counts. The conviction rate for persons charged by the Narcotics and Vice Bureau for controlled substances violations has consistently been above the 80% level. This is especially meaningful when compared with the approximate 41% conviction rate for Wisconsin law enforcement agencies and the 50% conviction rate for the entire United States.

Finally, the Narcotics and Vice Bureau has provided specialized training in the area of narcotics and dangerous drugs enforcement procedures and vice investigative techniques to local and other state law enforcement officers. Over 2,000 officers have received this type of training during the biennial period.

#### THE WHITE COLLAR CRIMES BUREAU

The White Collar Crimes Bureau in the Division of Criminal Investigation was formed during the reorganization of the Division of Criminal Investigation on September 1, 1975.

The responsibilities of this bureau include conducting investigations relating to a wide variety of complicated financial frauds.

Investigations conducted by the White Collar Crimes Bureau have been divided into three primary categories for operational and control purposes:

1. Financial crimes.
2. Government corruption.
3. Antitrust violations.

In all instances, the cases investigated were considered to be statewide in nature and importance.

The bureau maintains a highly-specialized and well-trained group of investigators for the purpose of investigating white collar crime activity. In addition, it also provides training to local law enforcement agencies relative to the detection and suppression of white collar crime and organized crime. Because the nature of these crimes is usually quite complex, investigations are very often time-consuming and require sophisticated investigative techniques.

As shown by the following chart, the White Collar Crimes Bureau has been successful in meeting its responsibilities.

Statistics - June 30, 1975 to July 1, 1977

Cases reviewed and processed	949
Charges issued on complaints investigated	222
Fines and civil forfeitures collected as the result of investigations conducted	\$1,167,629.90
Total jail time given to 16 defendants	7 years, 3 months
Total probation time given 22 defendants	46 years, 2 months

New involvements of the bureau include the investigations of numerous cases of Medicaid fraud at the request of the Wisconsin Department of Health & Social Services. Investigation indicates that there may have been millions of dollars funneled from the Medicaid system by individuals and corporations who have submitted fraudulent claims. Several persons have been charged with criminal offenses resulting from investigations relating to this fraudulent activity and it is expected that other persons will be charged in the coming months.

THE GENERAL INVESTIGATIONS BUREAU

At the start of the 1975-77 biennium, the General Investigations Bureau was made up of a Special Assignments Unit, a Government Corruption Unit, and a Vice Assignments Unit. During the biennium, internal reorganizations occurred which altered the bureau's structure. On September 1, 1975, the Government Corruption Unit was transferred into the newly-created White Collar Crimes Bureau and nine agents were transferred from the Vice Assignments Unit into the Narcotics Bureau. Then on July 1, 1976, the Vice Assignments Unit was transferred into the Narcotics Bureau.

The General Investigations Bureau is responsible for conducting a broad range of criminal investigations which are of statewide importance or influence. The major goals and responsibilities of the bureau are:

1. To provide capable and professional investigative assistance to local law enforcement agencies on major crime when the matter under investigation is beyond the capabilities of local resources (i.e., complex murder cases or cases which are multi-jurisdictional in nature).
2. To increase the level of professionalism of local law enforcement agencies and their conduct of death investigations through training.
3. To provide an intelligence capability involving the collection, correlation, and dissemination of information on those persons who are involved in traditional organized criminal activity.

During the 1975-77 biennium, the General Investigations Bureau initiated 54 major crime investigations--38 of which were death investigations. Also, three major property crime cases and thirteen cases concerning a variety of offenses from extortion and possible kidnappings to conspiracy to commit murder, were initiated. Further, the General Investigations Bureau also responded to 142 requests for investigative assistance from out-of-state law enforcement agencies on matters primarily dealing with organized crime or homicides.

Additional accomplishments of the bureau relate to the solution of murder cases which, in many instances, were viewed as unsolvable by local law enforcement agencies at the time that they requested state level assistance. Despite the complexity of the murder cases in which the bureau becomes involved, the General Investigations Bureau has distinguished itself by compiling a commendable clearance rate. During this biennium, for example, 19 persons were charged with either first- or second-degree murder and, in all those cases which have gone to trial, convictions have resulted.

The General Investigations Bureau, during this biennium, has developed and implemented a comprehensive 80-hour Death Investigation School. This school is conducted by personnel of this bureau and is presented every six months to law enforcement officers from throughout the State of Wisconsin. During this biennium, the school was conducted on three occasions and has graduated 88 students.

## DIVISION OF LAW ENFORCEMENT SERVICES

The Division of Law Enforcement Services is relatively new. In 1965, the President's Commission on Law Enforcement and Administration of Justice made many recommendations for the improvement of the criminal justice system. As a result, a relatively unique and complete law enforcement concept was developed through legislation and implemented through federal funding assistance from the Law Enforcement Assistance Administration.

The Division of Law Enforcement Services is authorized by ch. 165, subch. 3 of the Wisconsin Statutes. The Division is divided into three general areas: The Crime Information Bureau, The Training and Standards Bureau, and The Crime Laboratory.

### CRIME INFORMATION BUREAU

The Crime Information Bureau (CIB) serves as the state criminal justice information, identification, and statistics center to equip the related agencies with needed operational and planning data. Administration and operation of the Wisconsin TIME System provides law enforcement agencies computerized state and nation-wide communications and on-line information for wanted/missing persons, stolen property and stolen motor vehicles. When you are stopped on the highway, the Identification System permits agencies to positively identify through fingerprints persons lawfully arrested and produces criminal history data for authorized investigative, prosecutorial or judicial uses. The Uniform Summary Crime and Arrest System gathers, analyzes and disseminates data for criminal justice, executive, legislative, judicial and citizen use relating to the Wisconsin Justice System and its activities.

### Accomplishments (7/1/75 to 6/30/77)

The TIME System grew to include 230 terminals located within 161 law enforcement agencies. The system processed an average of 1,160,000 messages per month. Agencies reported to the CIB during the biennium that 31,000 persons were taken into custody as a result of "hits" from the wanted/missing person files. During the same period, 8,600 stolen vehicles and other property items were recovered by use of the TIME System.

The Identification System processed 375,700 documents during the biennium and 1,400 individuals using false names and/or descriptors were identified for arresting agencies. The automated disposition control "auditor" system was completed and historical manual records converted as well as daily data entered regarding "open" dispositions to reported arrest transactions.

Crime and arrest monthly reports were collected from 404 law enforcement agencies, 100% of Wisconsin's population are included by these jurisdictions. The data was continually analyzed and special monthly reports returned to each law enforcement agency. The annual publication Wisconsin Criminal Justice Information, Crime and Arrests was published each year supplemented by quarterly and special reports.

#### TRAINING AND STANDARDS BUREAU

Wisconsin's mandatory law enforcement employment and preparatory training standards program is supervised by a 14 member Law Enforcement Standards Board which is representative of local and state law enforcement and government as well as the state's citizenry. The Training and Standards Bureau provides administrative services for the Board's program, the components of which are as follows:

1. Mandatory employment standards and a 240 hour minimum preparatory training requirement for new law enforcement officers;
2. A voluntary 40 hour in-service training project open to all law enforcement officers;
3. A voluntary specialized training project open to all law enforcement officers;
4. A voluntary interstate and intrastate prosecutorial training project open to all prosecuting attorneys.

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

#### Accomplishments

1. Number of officers trained:

##### Recruit Training

<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>
663	523	694	666	597	406 (1/2 year)

##### In-Service Training

<u>1973-1974</u>	<u>1974-1975</u>	<u>1975-1976</u>	<u>1976-1977</u>
4,000	4,060	4,100	4,500

##### Specialized Training

<u>1975-1976</u>	<u>1976-1977</u>
1,742	2,245

##### Prosecutorial Training

<u>1975-1976</u>	<u>1976-1977</u>
60	265

- inspected and certified 21 regional basic training academies on an annual basis;
- administered a grant in aid program that distributed approximately \$2,500,000 in aids to locals for all training projects under its administration;
- annually completed 1,200 liaison contacts with local law enforcement agencies;
- distributed more than 2,500 film bookings annually of 195 titles and a total of 404 prints of 16mm training films;
- provided instructional assistance to preparatory, in-service and specialized schools in the areas of criminalistics and legal training.

#### CRIME LABORATORY BUREAU

The Crime Laboratory Bureau is a scientific agency dedicated to the objective analysis of physical evidence, thereby aiding the process of the criminal justice system.

The scientific disciplines offered are Firearms and Tool Marks examinations, Questioned Document, Controlled Substance and Micro/Serology examinations, Toxicology, Chemistry/Physics and Polygraph examination, Forensic Photography and Identification.

The laboratory continues to improve existing methodology and techniques.

#### Accomplishments

- The Crime Laboratory Bureau received 7,886 cases during the 1976-77 fiscal year. The laboratory performed 217,637 examinations on 40,260 submitted exhibits.
- The analytical staff appeared 628 times in presenting their examination findings to Wisconsin courts.
- The laboratory honored 109 requests for crime scene assistance, of which 90 were death related investigations.
- The Crime Laboratory Bureau, with laboratories in Madison and New Berlin, has reduced the case turn-around time for all Wisconsin criminal justice agencies.

## CRIME LABORATORY BUREAU

### Bureau Case Load Fiscal Year 1976-77

Laboratory Sections Cases	Madison	Regional	Total
Drug Identification	1,417	3,531	4,948
Toxicology	339	46	385
Chem/Physics	361	445	806
Micro/Serology	371	253	624
Firearms/Tool Marks	261	286	547
Identification	478	293	771
Document	315	0	315
Polygraph	130	215	345
Photography	41	---	41
Field Responses/Crime Scene Inv.	92	17	109
Court Appearances	343	285	628
Cases Received	3,047	4,839	7,886
Exhibits Received	24,389	15,871	40,260
Examinations Performed	132,123	85,514	217,637

### Division Objectives

1. Bring penalty assessment support to a comprehensive training program. This would include penalty assessment financing of recruit, in-service, specialized, and prosecutorial training. At present, only recruit training enjoys the promise of this source of money.
2. Develop and implement a system of recruit training which emphasizes relevance and student performance instead of specified hours of subject presentation.
3. Achieve the goal of notifying the arresting law enforcement agency of an "open" disposition within 12 months of receiving the arrest notice. This will be accomplished by utilizing the new automated disposition "auditor" system whereby computer generated requests will be provided.

## ADMINISTRATIVE SERVICES DIVISION

The Administrative Services Division is a relatively small division which is responsible for all of the "housekeeping" functions of the department. Those functions include budget development and control, accounting and fiscal record keeping, administrative accounting for all of the department's federal grants, personnel and training coordination, payroll, purchasing, systems and data processing coordination, space management, telephone services, printing services, fleet management, and others.

During the past biennium:

- The Division has made significant strides in pursuing affirmative action goals. For example, during the past fiscal year, the department initiated action resulting in the reclassification to higher levels of which 40 were females. Of the 40 females reclassified, 6 were in professional categories, 1 in technical and the remaining 33 in office/clerical. Of the 15.3% of all permanent employees reclassified, 74.1% were female. The overall workforce of professional females was increased from 10% to 13%. The professional minority workforce was increased from 1.5% to 2.8%.
- A remote key-to-disk data entry system was recently installed in the Management Information Section of the Administrative Division. This method of data entry is faster and more error-free than optical scan typing. Also, in the Management Information Section, 12 records disposal authorizations covering 117 records series were written. This was a very time-consuming duty involving much research and communication. Two divisions of the department are now fully covered by records authorizations. As a result of work done in this section, the department underwent a thorough forms review during the first six months of 1977. It resulted in elimination of 117 forms and a savings of \$940.00. Finally, there were 1,186 printing requisitions processed in this section in the past biennium and 1,224 quick copy orders, for a total of 2,410 orders. This is an increase of 1,104 over the previous biennium.
- The Administrative Services Division is responsible for providing a department-wide coordinated training program for all levels of employees. To this end, five in-house sessions of three to six hours in length were conducted during the biennium. One session on the provisions of the clerical contract and grievance handling was conducted with the assistance of the State Bureau of Collective Bargaining. Additionally, policies and procedures were developed for all departmental training activities. These policies and procedures pertain to all in-house training and other training offered outside of the agency, including job-related training and career-related training. The first in-house department-wide clerical training program was conducted and attended by approximately 90 clerical persons. Finally, departmental employees attended 98 conferences and meetings, and 288 outside training sessions and seminars.





**END**