

219

STATE OF WISCONSIN

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JOINT COMMITTEE ON FINANCE

NOTICE

The Joint Committee on Finance
will hold its regular quarterly meeting
under s. 13.10 at 1:00 p.m., Monday, December 16, 1996
on the First Floor of 119 Martin Luther King, Jr. Blvd.

AGENDA

I. Department of Transportation -- Jim McDonnell, Budget Director

The department requests approval of a plan to distribute additional federal aid as required under Section 9155 (2u) of 1995 Act 113.

II. Office of the State Public Defender -- Nicholas L. Chiarkas, State Public Defender

The State Public Defender requests approval to transfer \$950,600 GPR on a one-time basis from its trial representation annual appropriation under s. 20.550(1)(c) to the private bar and investigator reimbursement biennial appropriation under s. 20.550(1)(d) in fiscal year 1997 in order to offset a projected deficit in this appropriation.

III. Department of Justice -- Andrew Cohn, Executive Assistant

The department requests a supplement of \$600,000 GPR in FY97 from the Joint Committee on Finance appropriation under s. 20.865(4)(a) to the legal expenses appropriation under s. 20.455(1)(d) to provide additional funding for the department's expenses in the prosecution and defense of actions or proceedings in which the state is a party or may have an interest.

IV. Department of Natural Resources --George Meyer, Secretary

The department requested increased expenditure authority of \$2,428,000 PR under the s. 16.515 14-day review process in the waste tire removal and recovery program appropriation (s. 20.370(2)(dj)) in order to meet demand for waste tire reimbursement grants, waste tire management/recovery grants, and waste tire cleanup activities. Due to an objection from a committee member, this request is now before the committee under s. 13.10.

V. Department of Natural Resources -- Howard S. Druckenmiller, Division Administrator, Division of Land

The department requested approval of the purchase of approximately 20 miles of railroad right-of-way from the Fox Valley & Western Ltd. in Portage and Waupaca counties under the 14-day passive review required under s. 23.0915(4).

Due to an objection from a committee member, this request is now before the committee under s. 13.10.

VI. Department of Health and Family Services -- Tom Alt, Administrator, Division of Care and Treatment Facilities

The department, acting under s. 13.101(13)(b), requests the transfer of \$279,300 from appropriation s. 20.865(4)(a), the Joint Committee on Finance supplemental appropriation, to s. 20.435(2)(a), the Division of Care and Treatment Facilities (DCTF) general operations appropriation, from the sale of land at DCTF facilities. Part of the funds will be used to reduce the deficit at the mental health institutes and the balance will be used for information technology improvements at all DCTF facilities.

VII. Department of Health and Family Services -- Joe Leean, Secretary

The department requested approval of its plan for use of \$1,987,400 GPR in FY97 in the Joint Committee on Finance's appropriation under s. 20.865(4)(a) for developing an automated information system to assist the department in managing the child welfare system in Milwaukee.

Due to an objection from a committee member, this request is now before the committee under s. 13.10.



The University of Wisconsin System

Vice President for Business and Finance

1752 Van Hise Hall

1220 Linden Drive

Madison, Wisconsin 53706

(608) 262-1311 FAX (608) 262-3985

DATE: November 25, 1996

TO: The Honorable Brian Burke
Senate Chair
Joint Committee on Finance

The Honorable Ben Brancel
Assembly Chair
Joint Committee on Finance

FROM: Raymond A. Marnocha 
Vice President for Business and Finance
University of Wisconsin System

SUBJECT: Proceeds from sale of the Shepard House, UW-Milwaukee

In accordance with s.13.101(13)(b), the Joint Committee on Finance may, upon request of the agency depositing proceeds from the sale of property, transfer not more than 50% of the moneys so credited to any appropriation account of that agency.

Two checks totaling \$264,533.97 have been remitted to Administrative Services, Department of Administration for deposit in Appr. under 20.865(4)(a). This money was received from the sale of the property named above, as approved by resolution of the University of Wisconsin Board of Regents and the Joint Committee on Finance.

The University of Wisconsin System requests that half of these funds (\$132,266.98) be made available to the UW-Milwaukee to be used for classroom improvements and instructional equipment. The funds should be made available in Appr. 20.285(1)(iz) as a receipt (WiSMART code EJR, UW fund 136).

Thank you for your consideration of this request.

c: President Katharine Lyall
Vice President Paul Brown
Bob Lang, Legislative Fiscal Bureau
Dan Caucutt, State Budget Office
Paul McMahon, Department of Administration
Chuck Stathas, University of Wisconsin General Counsel
Don Melkus, University of Wisconsin-Milwaukee
Mike Rupp, University of Wisconsin-Milwaukee
Nancy Ives, University of Wisconsin System
George Ketterer, University of Wisconsin System



The University of Wisconsin System

Financial Administration

780 Regent Street
P.O. Box 8010
Madison, Wisconsin 53708-8010
(608) 262-1313 FAX (608) 262-5316

DATE: November 18, 1996

TO: Paul McMahon
Director, Bureau of Financial Management
Administrative Services, Department of Administration

FROM: George Ketterer, CGFM
Director of Financial Services
University of Wisconsin System

SUBJECT: Proceeds from sale of the Shepard House, UW-Milwaukee

Enclosed are two checks totaling \$264,533.97, representing the net proceeds from the sale of the Shepard House at UW-Milwaukee. The sale of this property was approved by resolution of the University of Wisconsin Board of Regents and the Joint Committee on Finance. The checks are to be deposited in Dept. 865, Appr. under 20.865(4)(a), as instructed in your September 19, 1996, memo ("Procedures Relating to Sale of Public Lands").

Via a separate memo, the University of Wisconsin is formally requesting that half of these funds (\$132,266.98) be made available to the University, also according to your instructions. The funds will be used by UW-Milwaukee for classroom improvements and instructional equipment.

Upon approval of this request by the Joint Committee on Finance, the funds should be made available in Dept. 285, Appr. 20.285(1)(iz) as a receipt (WiSMART code EJR, UW fund 136). Any questions concerning this request should be addressed to me: phone 265-3831, FAX 262-5316, e-mail gketterer@ccmail.uwsa.edu.

Thanks for your help and consideration.

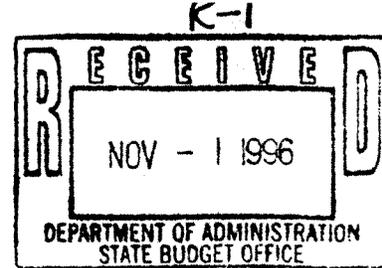
c: Brian Burke, Senate Chair, Joint Committee on Finance
Ben Brancel, Assembly Chair, Joint Committee on Finance
Bob Lang, Legislative Fiscal Bureau
Dan Caucutt, State Budget Office
Ray Marnocha, University of Wisconsin Vice President
Chuck Stathas, University of Wisconsin General Counsel
Don Melkus, University of Wisconsin-Milwaukee
Mike Rupp, University of Wisconsin-Milwaukee

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TOMMY G. THOMPSON

Governor
State of Wisconsin



October 31, 1996

Dan Caucutt, Secretary
Joint Committee on Finance
Department of Administration
101 East Wilson - 10 Floor
Madison, WI 53703

Dear Mr. Caucutt:

Pursuant to Wisconsin Statute §16.40(14), I hereby authorize the amounts listed for travel and other expenses for various committees created by law or executive order for Fiscal Year 1997.

COMMITTEE	EXECUTIVE ORDER	FY 97 AUTHORIZATION
Area Promo-Bad River/Red-Cliff	109 & 133	150
Area Promo-Lac Courte Oreilles	109 & 133	250
Area Promo-Lac du Flambeau	109 & 133	150
Area Promo-Mole Lake	109 & 133	300
Area Promo-St. Croix	109 & 133	300
Bicycling Co-ordinating Council	122	1,500
BRC - Mental Health Care	282	500
Business Court Task Force	225	1,500
Civil Service Reform		2,000
Families and Children Commission	109 & 115	1,000
Forestry Council	109	1,000
Glass Ceiling Commission	262	1,000
Historical Records Advisory Board	109	1,500
International Trade Committee	109	500
Judicial Selection Advisory Council	109	500
Natural Resources in Northern Wisconsin	109	1,000
Pardon Advisory Board	109 & 121	500
Physical Fitness and Health, Council	109	2,000
Sesquicentennial Commission	§14.015(2)	2,000
State and Local Relations	§15.107(14)	500
Taskforce on Education and Learning	271	1,000
Telecommunications Relay Service Council	131	150
United Nations Commission	109	2,000

Questions concerning the creation of §14.019 committees or their budgets may be directed to Stewart Simonson of my staff.

Sincerely



TOMMY G. THOMPSON
Governor

TGT/kak

cc: Secretary James Klauser, DOA
Scott Fromader, Executive Office
Richard Chandler, DOA



Legislative Fiscal Bureau

One East Main, Suite 301 • Madison, WI 53703 • (608) 266-3847 • Fax: (608) 267-6873

December 16, 1996

TO: Members
Joint Committee on Finance

FROM: Bob Lang, Director

SUBJECT: Department of Administration, Bureau of Justice Information Systems s.16.505/515
Request--Agenda Item XII

INTRODUCTION

On November 19, 1996, the Department of Administration submitted a s. 16.505/515 request to the Joint Committee on Finance for increased funding of \$680,500 PR and 3.0 PR positions for DOA's Bureau of Justice Information Systems (BJIS). The request also includes a requested reduction in DOA's facilities operations and maintenance appropriation by \$71,700 PR and 3.0 PR positions in 1996-97, to reflect the transfer of 3.0 FTE positions to BJIS. The request would provide funding and positions in 1996-97 for the following: (a) \$303,500 PR for additional costs associated with the District Attorney network project; and (b) \$377,000 PR and 3.0 PR positions for BJIS operations and the hiring of consultants. On December 10, 1996, an objection was raised to the request. The request has now been added to the Committee's agenda for the s. 13.10 meeting on December 16, 1996.

BACKGROUND

On July 10, 1996, the Joint Committee on Finance, meeting under s. 13.10, modified a s. 16.505/515 request from DOA related to BJIS. The Committee approved: (1) \$277,800 PR and 2.5 PR positions in 1996-97 for operations of BJIS; (2) \$25,000 PR in 1996-97 for consulting services to develop a strategic infrastructure plan for the State Public Defender (SPD); and (3) \$410,100 PR in 1996-97 to begin implementation of a basic District Attorney network project.

At its July, 1996, meeting the Committee modified the Department's request by: (1) removing funding for a computer network for the SPD (-\$514,800 PR); (2) reducing funding for

the District Attorneys' computer network to account for the phased installation of computers, estimated utilization of access to the Department of Justice's criminal history information and reducing the scope of the initial project to district attorneys, rather than also including assistant district attorneys (-\$308,500 PR); and (3) making the following adjustments related to funding for staff and other support costs for BJIS operations: (a) deleting a deputy bureau director position (-\$67,500 PR and -1.0 position); (b) deleting a program and planning analyst (-\$50,000 PR and -1.0 position); (c) deleting funding for technical support staff upgrades (-\$61,000); (d) funding a project manager position beginning in January, 1997, instead of July, 1996 (-\$35,000 PR); (e) deleting funding for DOA overhead charges (-\$100,000 PR); and (f) reducing the level of supplies and services funding associated with BJIS positions (-\$68,900 PR).

REVENUE TO FUND REQUEST

Funding for the Bureau of Justice Information Systems is generated from the \$5 justice information system fee on most forfeitures and civil court filings. Four dollars of this total fee is credited to the BJIS operating appropriation and \$1 is deposited in the general fund. The fee generated \$1.9 million in 1995-96. The BJIS appropriation had a 1995-96 ending balance of \$1,651,400. Based on revenue collections to date, it is estimated that \$2.5 million in revenues will be collected in 1996-97. As a result, a total of \$4,151,400 is estimated to be available for expenditure in 1996-97. Budgeted total expenditures for BJIS in 1996-97, including the current s. 16.505/515 request, are \$1,628,900. Revenues available in 1996-97 are sufficient to support the Department's funding request.

The request currently before the Committee contains two separate components: (a) the district attorney network project; and (b) BJIS staffing and funding. These components are separately addressed in the following sections.

DISTRICT ATTORNEY NETWORK

As noted above, the November 19, 1996, request includes funding of \$303,500 for a District Attorney network project (DA Net). The request has since been modified to \$286,000 to eliminate the additional funds requested for the costs of hiring the DA project manager in October, rather than January, 1997. BJIS officials indicate that the modified request is expected to fully fund the DA Net pilot in 1996-97, and lay the groundwork for the installation of a complete basic computer system for district attorneys in the next biennium.

According to BJIS, the DA Net will provide each of the 71 District Attorney offices with at least one personal computer and office and network software. Through this network, DA offices will have access to criminal history and driving record data bases through the Department of Justice law enforcement telecommunication system (TIME system), access to Lexis, WisLaw and E-mail and document-sharing capability (via the Badger Net). In addition, linkage to the

Circuit Court Automation Project (CCAP), operated by the Director of State Courts, will be sought when feasible.

In July, 1996, the Committee reviewed a request for \$718,600 PR for the DA Net. The Committee approved \$410,100 (in addition to \$250,000 SEG from federal highway funds under a grant from Wisconsin Department of Transportation) to begin implementation of the District Attorney network project. The table below shows the July request and current funding for the DA Net.

	<u>DOT Grant</u>	<u>July 1996 Request</u>	<u>Total Request (including DOT Grant)</u>	<u>Approved</u>
Purchase of 71 personal computers	\$190,000	\$57,100	\$247,100	247,100
Server installation	20,000	0	20,000	20,000
Policy development	15,000	10,000	25,000	15,000
TIME system access	20,000	193,000	213,000	94,000
User training	5,000	66,000	71,000	35,500
Badger Net communications	0	12,100	12,100	6,100
Lexis subscription	0	85,000	85,000	42,500
WisLaw subscription	0	14,000	14,000	7,000
Software	0	35,500	35,500	20,500
WDAA steering committee	0	9,000	9,000	0
Upgrade of 18 older PCs	0	27,000	27,000	0
CCAP support costs	0	134,900	134,900	134,900
DOA support costs	<u>0</u>	<u>75,000</u>	<u>75,000</u>	<u>37,500</u>
Total	\$250,000	\$718,600	\$968,600	\$660,100

Funding for certain categories, including TIME system access, user training, Badger Net communications, subscriptions to Lexis and WisLaw and DOA support costs, was reduced to reflect partial implementation in 1996-97, rather than a full year's operating costs. Funds for the Wisconsin District Attorney Association (WDAA) steering committee were deleted. In addition, funds to upgrade older PCs were eliminated, because officials indicated that these PCs would be used by assistant district attorneys, rather than as part of the basic DA network. Expenditures for policy development were deferred until the project was further underway and the need for funds could be clarified and more fully assessed.

To date, BJIS has signed a memorandum of understanding (MOU) with CCAP for CCAP to provide the installation, training and ongoing support for the DA network. It should be noted

that in the July, 1996, s. 13.10 meeting, an issue was raised concerning the use of the program revenue appropriation in the Courts for "Court Operations Information Technology." At the time it was indicated that this appropriation could not be used to receive and expend revenues for the DA network support. Currently, a gifts and grants appropriation under the Director of State Courts is being used. The language governing this appropriation indicates that the Director of State Courts may receive and expend gifts, grants, bequests and devises for the purposes for which they are received. While the MOU indicates that DOA intends to request language in the 1997-99 biennial budget to clarify the use of CCAP to provide services for the DA network, language was not included in DOA's September 16, 1996, 1997-99 budget request.

BJIS is currently in the process of signing memorandums of understanding with counties to participate in the DA network. Under the MOUs, BJIS agrees to provide one desktop computer, hardware, software, modem and printer and Lexis, WisLaw and E-mail capabilities. The counties must supply and prepare the physical site and provide ongoing security of the computer and are responsible for any consumable supplies such as disks, paper and toner cartridges, in addition to certain usage fees. As of December 9, 1996, 61 counties have signed and returned the MOUs to BJIS.

In October, 1996, three pilot counties (Ozaukee, Manitowoc and Green) received training and equipment. As a matter of policy, CCAP will not install the equipment until counties have completed training. Counties are scheduled to receive training now through April, 1997.

BJIS officials indicate that the requested funding is required to complete the initial implementation (one computer per county). The funding requested can be broken down as follows:

WDAA steering committee	\$18,000
Personal computer inventory	24,400
Printers	43,200
TIME system access	25,000
User training	144,000
CCAP support costs	<u>31,400</u>
Total	\$286,000

WDAA Steering Committee Expenses. The current request includes \$18,000 for WDAA steering committee expenses, including travel, lodging and meals. It is based on 12 meetings of ten members, with \$150 of expenses per member for each meeting. BJIS officials indicate that because of the importance of input from DAs regarding issues such as privacy, security, priorities and other policy concerns, their role is critical to the success of an information system. The original request included \$9,000 for the WDAA steering committee expenses. These funds were denied by the Committee because it was thought that counties may be able to share some of these

costs. In addition, it was noted that such costs could be reduced if teleconferencing were used as an alternative to meetings.

BJIS officials argue that while they have been using teleconferencing as much as possible, it is not an adequate venue to discuss IT concerns. Further, they indicate that in the next few months, during the initial installation and training, steering committee input will be even more critical.

While DA participation in the DA network is important to the project, the current request is twice the amount originally requested for a full year. In addition, despite the fact that funding was not approved, steering committee members have received approximately \$500 in reimbursement for meeting expenses. If the Committee wishes to approve funding for this purpose, it would seem appropriate to only approve the \$9,000 under the original request, rather than \$18,000. This would allow for one meeting a month for the remaining six months of the year.

TIME System Expenses. The original request also included \$213,000 for TIME system access, of which \$94,000 was approved to reflect actual software and server fees, the need for only a partial year's funding, and the fact that fewer licenses could be purchased and still provide adequate TIME access. This request includes an additional \$25,000 for 71 licenses and nine months of participation.

In putting together their request, BJIS officials assumed that 71 licenses would be needed so that each of the 71 offices could have TIME system access. However, TIME system licensing is based on simultaneous use so that 30 licenses would allow 30 District Attorneys to be on the system at the same time. When the 31st DA attempts to access the system, he or she would have to wait until one of the first 30 users exit the system. As noted in July, 1996, it is unlikely that 71 offices would need to access the TIME system simultaneously, and that 30 licenses should be sufficient in this initial implementation stage.

BJIS officials, now aware of the TIME system licensing mechanism, still argue that funding should be provided for 71 licenses so that all offices could simultaneously access the TIME system. However, with no experience on DAs' use of the system, there is no information to substantiate the need for 71 licenses at this time. Further, if the number provided under the original request is inadequate, the number of licenses could be increased at a later time to a level that provides adequate simultaneous service.

In addition, the BJIS request is based on nine months of full implementation (71 offices having access to the TIME system); however some offices will not receive access until April. Therefore, the \$94,000 provided under the original request appears sufficient for TIME system access at this time.

DA User Training. BJIS also requests \$144,000 for user training. This figure assumes two people per county for two days of training at \$500 per day. As noted above, CCAP will not

install the computers until staff persons have been trained. BJIS officials indicate that based on CCAP experience with training judges to use CCAP system, two to three days of training are required. However, DAs have indicated that they can only afford to spend two days in training, so the current training sessions involve two days.

If the state is going to provide a computer system, it seems reasonable that people are properly trained to use it effectively. However, the amount requested is in addition to the \$35,500 already approved in July, which assumed one day of training at \$500 for one person from each of the 71 offices. In addition, the request assumes 72 DAs, instead of the actual 71. Therefore, the Committee could reduce the request by \$37,500, and provide total training funds of \$142,000 to continue the current level of training.

CCAP Costs. An additional \$31,400 PR for CCAP costs is also included under the request. Under the original request, \$134,900 was provided to reflect an estimate of CCAP costs for installation and support. At that time it was noted that the actual costs would depend on the memorandum of understanding (MOU) between DOA and the Courts. The signed MOU includes \$166,300 for the following: (a) \$67,500 for two consultants to configure, prepare, install, test and repair the 71 computers and assist with software and hardware support as available; (b) \$10,200 to train CCAP support analysts to use the Windows environment; (c) \$41,200 for preparing the training curriculum and manuals and providing training; (d) \$8,000 for two BJIS PCs that would be installed in the CCAP office for supporting DA network users; and (e) \$39,400 for support costs. The amount requested here is the difference between the \$134,900 already approved and the MOU figure of \$166,300.

PC Inventory. The request also includes \$24,200 for seven personal computers to be used for training and backup in the event that one of the original 71 computers needs repair. Funding for this purpose was not included under the July request. The computers which are currently being used for the training are the ones which were approved under the original request, and will eventually need to be deployed to counties. Computers not used in training would be used as backup computers. BJIS officials indicate that spare computers are required so that counties can receive continuous service in the event of a failure.

Since the funding approved in July was based on one computer for each DA's office, in order to train DA network users on the type of computers that they will be using, additional computers will be needed. Further, it would seem reasonable that back-up computers are available in the event of breakage or malfunction.

Printers. The \$43,200 for printers was not included under the original request. Printers allow for information that is shared electronically to be printed into reports, briefs and other documents, rather than retyping the information. It should be noted that the MOU with counties indicates that printers will be provided. Further, pilot counties that have already received equipment have also received printers. In addition, the provision of printers would enhance the benefits of having on-line access to information since information can be translated directly to a usable hardcopy form. Therefore, funding for printers at this time appears reasonable.

The entire request could be deferred until 1997-99 budget deliberations. If the request was deferred, BJIS could continue DA network installation and training until funds are depleted. Completion of the project could occur in the next biennium. However, BJIS officials and DAs fear that delaying the project would interfere with the project's momentum. In addition, DAs indicate that since the 1995-97 budget bill indicated that DAs were going to receive automation from the state, counties have been reluctant to approve information technology spending.

As demonstrated above, the current request includes funding for a number of items that were reviewed at the July meeting. The Committee could deny the request for steering committee expenses (\$18,000) and for the TIME system (\$25,000). Alternatively, since funds have already been paid for expenses relating to the WDAA steering committee, the Committee could provide the \$9,000 originally requested to cover their expenses. In addition, the \$144,000 requested for training could be reduced by \$37,500 to reflect a modified cost estimate (for 71 instead of 72 DAs) and previously approved funding.

BUREAU OF JUSTICE INFORMATION SYSTEMS

Summary of BJIS Request

The following table indicates the 1996-97 base level funding for BJIS operations and the increased funding and positions that were provided at the July, 1996, Committee meeting.

	<u>Amount</u>	<u>Positions</u>
Base Funding (Act 27)	\$235,500	4.50
Section 16.505/515 request (July, 1996)		
Project manager-DA and SPD projects	35,000	1.00
Bureau director	37,700	0.50
Management information supervisor	60,000	1.00
Contract consultants	52,000	N.A.
Supplies and services	<u>93,100</u>	<u>N.A.</u>
Subtotal (July, 1996, request)	\$277,800	2.50
Total	\$513,300	7.00

The Department of Administration is now requesting an additional \$377,000 PR and 3.0 PR positions for BJIS in 1996-97. The total position authorization for DOA, however, would not be increased since the request includes the deletion of 3.0 vacant positions in DOA's Division of Buildings and Police Services (DBPS) and the reduction of \$71,700 PR in DBPS' appropriation associated with the deleted positions. The three vacant positions are a security

officer, a laborer and a gardener. These positions would in effect be converted to two information technology management consultant positions and one program and planning analyst.

Funding and positions included in the BJIS operations request are divided as follows:

<u>November, 1996, s. 16.505/515 Request</u>	<u>Amount</u>	<u>Positions</u>
Information technology management consultants	\$147,300	2.00
Program and planning analyst	46,500	1.00
Integrated justice information system study	100,000	N.A.
Case management system study	<u>83,200</u>	<u>N.A.</u>
Total	\$377,000	3.00

Integrated Justice Information System Study. The request would provide \$100,000 PR in 1996-97 for an integrated justice information system (IJIS) study. The stated purpose of the IJIS study would be to: (1) collect information about the number and types of data management systems in state and local justice agencies that collect, store and use information about individuals, cases, crimes or other aspects of the justice system; (2) determine the possibilities of reducing duplication of effort and increasing information sharing among justice agencies; and (3) prioritize projects for integration of justice information systems.

Case Management System Study. The request would also provide funds for a case management system study for use primarily by the District Attorneys', but also by the State Public Defender's office. The \$83,200 PR requested by BJIS for a case management system would be used to contract for a half-time consultant to work with the District Attorneys and the State Public Defender on beginning to design such a system. The consultant would conduct a needs assessment and facilitate group discussions on the desired functions of a case management system.

Additional BJIS Staff. The Department is requesting \$147,300 PR and 2.0 PR positions for information technology management (ITM) consultants. The persons in these positions would provide business analysis, technical evaluations, integrated justice information system planning and information technology plan reviews. They would also coordinate activities between justice agencies to allow them to fully share information electronically.

In addition, to the two ITM consultant positions, DOA is also requesting \$46,500 in 1996-97 for 1.0 programming and planning analyst position. The Department has indicated that the position would: (1) research national and state justice information systems; (2) develop models for the support of justice system integration efforts; (3) prepare memorandums regarding integrated justice information systems, the status of DA and SPD projects, and future BJIS initiatives; (4) brief bureau and division supervisors on BJIS initiatives; (5) create and maintain

a database of Wisconsin justice agencies and law enforcement agencies computer systems and information technology initiatives; (6) staff various committees; (7) assist in contract development and management; (8) conduct basic research and data analysis; and (9) provide general operational support.

Analysis

The request currently before the Committee would provide: (1) increased funding for the integrated justice information systems (IJIS) study which was approved in July, 1996; (2) new funding for a case management system study; and (3) increased staff for BJIS operations. The Committee should note that DOA's 1997-99 biennial budget request for BJIS is premised on the assumption that the Committee will approve each of the components of the current s. 16.505/515 request.

In the 1995-97 budget, the highest funding priority for BJIS was for staff and other resources to support the automation of the State Public Defender's office (SPD). Specific statutory language was created to allow (but not require) DOA to promote, coordinate and maintain an integrated justice information system in concert with the State Public Defender Board, the Director of State Courts, the Department of Corrections, the Department of Justice and the Office of District Attorneys. Act 27 also required DOA to annually report on its effort to improve and increase the integration of justice information systems in the state. The first annual report is currently in preparation.

In July, 1996, the Department indicated that its priorities were SPD automation, DA automation and the study of an integrated justice information system. The Committee approved beginning the automation of the DAs and the study of an IJIS. Further, the Committee provided funding for the development of a strategic infrastructure plan for the SPD. However, the Department now indicates that SPD automation will not be pursued at this time due to a lack of funding and has asked for funds for the study of a case management system and for staff to: (1) provide consulting services to justice system agencies on business analysis, information technology evaluation and strategic integration plans; and (b) review basic IT plans of justice agencies.

The DOA 1997-99 budget request for BJIS includes \$1.3 million PR in 1997-98 and \$1.8 million PR in 1998-99 for continuation of the DA automation project, and a request for an increase in the justice system automation fee from \$5 to \$6. No additional funding is requested by BJIS for the SPD automation request. However, the SPD has requested \$1.4 million GPR in 1997-98 and \$1.2 million GPR in 1998-99 and 7.0 GPR positions to upgrade and maintain its current computer system, replace a private bar reimbursement system and create a new case management system. As noted, the biennial budget request for BJIS assumes that the s. 16.505/515 request will be approved by the Committee. However, the budget request narrative further indicates that if all of the current s. 16.505/515 request or portions of the request are not approved, these portions then need to be included in DOA's 1997-99 biennial budget request.

Thus, it can be noted that: (1) the Bureau's priorities have shifted during the past year and appear to still be somewhat in flux; (2) there are already substantial increases included in the biennial budget requests for BJIS and the SPD for justice information system items; and (3) DOA has indicated that this part of its request could be included in its biennial budget request. It could be argued, therefore, that the 1997-99 biennial budget would be a more appropriate venue to address this portion of the current request from BJIS. Including the request in the 1997-99 budget would allow the Department, Governor and Legislature to review the entire issue in the broader context of total revenue and expenditure needs and provide the opportunity for the Legislature to establish specific priorities for BJIS for the 1997-99 biennium.

However, if the Committee wishes to consider each portion of the BJIS request separately, the following points should be noted.

IJIS System. In approving the July, 1996, BJIS request, the Committee provided \$52,000 PR to hire consultants to assist in developing a plan to link justice information systems and to address technical and programming issues involved in linking specific systems. The Department indicated at that time that hiring national and state consultants to address these issues was one of its top priorities. A request for proposals (RFP) is currently being developed by BJIS related to the procuring these services. To date, no funds have been expended to hire any consultants. The requested \$100,000 would be in addition to the \$52,000 previously provided, raising the estimated total cost of the study to \$152,000.

The Department has indicated that the reason for requesting the additional funding is based on prior experience with conducting a study of the state's printing needs. In that study, the costs of consultants' proposals ranged as high as \$400,000. The print study, completed in January, 1994, cost \$88,143. The Bureau believes that it is necessary to hire a nationally recognized expert with experience in working with IJIS projects and expects that hiring such a consultant is expected to cost "in the range of \$100,000 to \$200,000." It further notes that several major consulting firms have units specializing in this area as do professional organizations such as the National Center of State Courts.

The Department believes that appropriate consulting services cannot be obtained for the \$52,000 that is currently budgeted for the integrated justice information system study. It can be argued, however, that DOA was aware of the prior costs of the print study when it submitted its July, 1996 request. Further, until the RFP process for the IJIS study has been issued and proposals returned and analyzed, costs will not be known. Given that the Committee provided the funds requested by BJIS in July, 1996, to hire consultants to study justice information system integration and that the RFP has not yet even been issued, the Committee could deny the additional funding for the IJIS study.

Further, since the \$52,000 PR previously allocated for the study is now believed to be inadequate in any case, the Committee could reconsider its July, 1996, decision to allocate these funds for an IJIS study and instead delete these funds from the BJIS appropriation so that these monies will lapse back to the BJIS program revenue account balance. This would be consistent

with the goal outlined above of allowing this issue to be reviewed in the context of the 1997-99 budget when all of the priorities for BJIS for the 1997-99 biennium are reviewed. The Bureau could still proceed with issuance of the RFP for such a study and use the results of that process to better frame the specific funding needed in its 1997-99 budget to complete the study.

Case Management System Study. The DA/SPD case management system study was not previously identified in either the 1995-97 biennial budget for DOA or in DOA's subsequent July, 1996, s. 16.505/515 request as a priority funding request. However, BJIS has now indicated in its current request that for the balance of this fiscal year and for the next biennium, district attorney automation will be the Bureau's top priority. It is indicated that such a case management system would allow the tracking of court cases across both DA and SPD offices, as well as allowing the data links sought by other justice agencies. It should be noted, however, that this study would represent only the first funding phase in implementing such a case management system. It is anticipated that there would be an additional cost of \$100,000 PR in 1997-99 to allow the purchase and modification, or the development via the use of contract programmers, of a case management system for DAs.

While the \$83,200 PR requested for the study under this s. 16.505/515 request would allow for an immediate start on the development of a case management system, addressing the issue of providing funding for such a study in the biennial budget would be more consistent with the goal identified above that all new initiatives be reviewed in the context of the 1997-99 budget. If the Committee wishes, funding for the case management system study could be deleted.

On the other hand, beginning the development of the DA network has already been supported by the Committee as a priority for BJIS. To the extent that a case management system would enhance the functions of the DA network, it could be argued that funding the study now and then addressing the request for actual implementation of such a system in the 1997-99 biennial budget, would be appropriate. If the Committee wishes, it could direct that the \$52,000 PR previously approved for the IJIS study instead be utilized for the case management study and an additional \$31,200 PR of new funding in 1996-97 could be provided, thereby making a total of \$83,200 PR available for the study.

BJIS Staffing. The Department is requesting \$193,800 PR to provide an additional 3.0 PR positions in 1996-97 for BJIS operations. A requested program and planning analyst (PPA) position was removed by the Committee from the July, 1996, s. 16.505/515 request. The Director of BJIS has indicated that she believes the Committee acted in error when it removed the PPA position from the July request and that therefore, the position is being re-requested. The Department believes that this position is necessary to properly address the duties and operations of BJIS and the projects that it is undertaking. The two information technology management consultant positions were not previously identified as a need but are being requested now to meet a newly-identified need to assist justice agencies with business system analysis and design and to do technology evaluation reviews and strategic IJIS planning.

It could be argued that the requested positions are not needed on an emergency basis but rather represent staff to permit an expansion of BJIS's current activities. Consistent with 1995 Act 27 and the July, 1996, request approved by the Committee, it could be concluded that BJIS' current top priorities have been set on providing technical support to the State Public Defender, beginning to implement a District Attorneys' network and beginning to explore through a contract for consultant services the possible integration of current justice information systems.

The addition of the two ITM consultant positions at this time to assist justice agencies with business system analysis and design clearly would represent an expansion of the scope of BJIS's activities beyond those previously approved. Further, as previously indicated in the July, 1996, analysis of BJIS's request, the need for a program and planning analyst position to begin implementing an integrated justice information system before consultants have had an opportunity to evaluate the existing systems and make recommendations would seem to be premature.

Since the July, 1996, meeting BJIS has redefined the duties that would be assigned to the PPA position beyond that of evaluating organizational plans and needs for IJIS, and evaluating potential technology links and new technology. BJIS now indicates that the position would also be responsible for performing contract development and management, basic research and data analysis, and general operational support for BJIS. It could be argued that the expanded duties that would be assigned to the position appear to be more closely related to BJIS's long range plans and the need for an additional staff person to meet these requirements could, therefore, be more appropriately addressed in the biennial budget. In view of these concerns, the Committee could delete the requested additional positions.

Alternatively, the Committee may wish to authorize one or more of the requested positions. If the Committee chooses to provide additional positions for BJIS, a technical correction to the funding should be made to adjust the amount of funding required for each position. In the agency request, the positions are funded for nine months (September, 1996, to July, 1997). It is unlikely that the positions could be filled until February 1, 1997, at the earliest. Therefore, four months of salary and fringe benefit funding could be removed for each position approved. Further, per month support cost levels for the positions should be reduced to the same level as authorized in the Committee's approval of the July, 1996, s. 16.505/515 request. These modifications would reduce required funding for each information technology consultant position by \$32,600 PR in 1996-97, and by \$20,500 PR in 1996-97 for the program and planning analyst position.

ALTERNATIVES

A. District Attorney Network

1. Approve DOA's revised request for \$286,000 PR in 1996-97 to complete the initial implementation of the District Attorney network.

2. Modify DOA's revised request by adopting one or more of the following:

(a) Reduce funding by \$9,000 PR to reflect the original annual cost estimate (\$9,000) for Wisconsin District Attorney Association steering committee expenses. [Note: Funding for six meetings would be provided.]

(b) Reduce funding by \$18,000 PR for reimbursement of Wisconsin District Attorney Association steering committee costs. [Note: No funding would be provided for member expenses.]

(c) Eliminate \$25,000 PR in additional funding for the TIME system. [Note: Funding of \$94,000 PR provided under the original request would be continue to be available.]

(d) Reduce training funds by \$37,500 PR to reflect funding provided under the original request. [Note: Funding of \$142,000 PR would be available for training.]

3. Deny the request.

B. Bureau of Justice Information Systems

1. Approve the Department's request to provide \$377,000 PR and 3.0 PR positions for BJIS in 1996-97, to support studies of integrated justice information systems and a case management system, and to support increased Bureau staffing. Reduce funding in DOA's Division of Buildings and Police Services by \$71,700 PR in 1996-97 and delete 3.0 PR positions from the Division to BJIS.

2. Delete funding and positions from DOA's request for BJIS for one or more of the following:

(a) Study of integrated justice information (IJIS) systems (-\$100,000 PR in 1996-97).

(b) Study of a case management system for the District Attorneys and the State Public Defenders (-\$83,200 PR in 1996-97).

(c) Information technology management consultant positions (-\$147,300 PR and -2.0 PR positions in 1996-97).

(d) Program and planning analyst (-\$46,500 PR and -1.0 PR position).

motion for 2; b, c, d

motion for 2; a, c, d

3. Delete \$52,000 PR in 1996-97 currently in the BJIS budget associated with funding previously provided to hire consultants to study an integrated justice information system (IJIS).

4. Provide \$31,200 PR in 1996-97 and direct DOA to utilize \$52,000 PR in the current BJIS budget to conduct the requested case management study. [Note: This would provide the total funding of \$83,200 PR requested for the study.]

5. Reduce funding for the information technology consultants associated with the starting date of the positions and reduced support costs (-\$65,200 PR in 1996-97).

6. Reduce funding for the program and planning analyst associated with the starting date of the position and reduced support costs (-\$20,500 PR in 1996-97).

7. Deny the request.

Prepared by: Jere Bauer and Carri Jakel

A 2, b, c, d
MO#
B 2: c, d

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What provisions are
being made for a
Brief Bank?

DOJ wanted to do this in
the last budget, were
denied by Gov

Bureau

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December 16, 1996

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Joint Committee on Finance

FROM: Bob Lang, Director

SUBJECT: Department of Administration, Bureau of Justice Information Systems s.16.505/515
Request--Agenda Item XII

INTRODUCTION

On November 19, 1996, the Department of Administration submitted a s. 16.505/515 request to the Joint Committee on Finance for increased funding of \$680,500 PR and 3.0 PR positions for DOA's Bureau of Justice Information Systems (BJIS). The request also includes a requested reduction in DOA's facilities operations and maintenance appropriation by \$71,700 PR and 3.0 PR positions in 1996-97, to reflect the transfer of 3.0 FTE positions to BJIS. The request would provide funding and positions in 1996-97 for the following: (a) \$303,500 PR for additional costs associated with the District Attorney network project; and (b) \$377,000 PR and 3.0 PR positions for BJIS operations and the hiring of consultants. On December 10, 1996, an objection was raised to the request. The request has now been added to the Committee's agenda for the s. 13.10 meeting on December 16, 1996.

BACKGROUND

On July 10, 1996, the Joint Committee on Finance, meeting under s. 13.10, modified a s. 16.505/515 request from DOA related to BJIS. The Committee approved: (1) \$277,800 PR and 2.5 PR positions in 1996-97 for operations of BJIS; (2) \$25,000 PR in 1996-97 for consulting services to develop a strategic infrastructure plan for the State Public Defender (SPD); and (3) \$410,100 PR in 1996-97 to begin implementation of a basic District Attorney network project.

At its July, 1996, meeting the Committee modified the Department's request by: (1) removing funding for a computer network for the SPD (-\$514,800 PR); (2) reducing funding for

the District Attorneys' computer network to account for the phased installation of computers, estimated utilization of access to the Department of Justice's criminal history information and reducing the scope of the initial project to district attorneys, rather than also including assistant district attorneys (-\$308,500 PR); and (3) making the following adjustments related to funding for staff and other support costs for BJIS operations: (a) deleting a deputy bureau director position (-\$67,500 PR and -1.0 position); (b) deleting a program and planning analyst (-\$50,000 PR and -1.0 position); (c) deleting funding for technical support staff upgrades (-\$61,000); (d) funding a project manager position beginning in January, 1997, instead of July, 1996 (-\$35,000 PR); (e) deleting funding for DOA overhead charges (-\$100,000 PR); and (f) reducing the level of supplies and services funding associated with BJIS positions (-\$68,900 PR).

REVENUE TO FUND REQUEST

Funding for the Bureau of Justice Information Systems is generated from the \$5 justice information system fee on most forfeitures and civil court filings. Four dollars of this total fee is credited to the BJIS operating appropriation and \$1 is deposited in the general fund. The fee generated \$1.9 million in 1995-96. The BJIS appropriation had a 1995-96 ending balance of \$1,651,400. Based on revenue collections to date, it is estimated that \$2.5 million in revenues will be collected in 1996-97. As a result, a total of \$4,151,400 is estimated to be available for expenditure in 1996-97. Budgeted total expenditures for BJIS in 1996-97, including the current s. 16.505/515 request, are \$1,628,900. Revenues available in 1996-97 are sufficient to support the Department's funding request.

The request currently before the Committee contains two separate components: (a) the district attorney network project; and (b) BJIS staffing and funding. These components are separately addressed in the following sections.

DISTRICT ATTORNEY NETWORK

As noted above, the November 19, 1996, request includes funding of \$303,500 for a District Attorney network project (DA Net). The request has since been modified to \$286,000 to eliminate the additional funds requested for the costs of hiring the DA project manager in October, rather than January, 1997. BJIS officials indicate that the modified request is expected to fully fund the DA Net pilot in 1996-97, and lay the groundwork for the installation of a complete basic computer system for district attorneys in the next biennium.

According to BJIS, the DA Net will provide each of the 71 District Attorney offices with at least one personal computer and office and network software. Through this network, DA offices will have access to criminal history and driving record data bases through the Department of Justice law enforcement telecommunication system (TIME system), access to Lexis, WisLaw and E-mail and document-sharing capability (via the Badger Net). In addition, linkage to the

Circuit Court Automation Project (CCAP), operated by the Director of State Courts, will be sought when feasible.

In July, 1996, the Committee reviewed a request for \$718,600 PR for the DA Net. The Committee approved \$410,100 (in addition to \$250,000 SEG from federal highway funds under a grant from Wisconsin Department of Transportation) to begin implementation of the District Attorney network project. The table below shows the July request and current funding for the DA Net.

	<u>DOT Grant</u>	<u>July 1996 Request</u>	<u>Total Request (including DOT Grant)</u>	<u>Approved</u>
Purchase of 71 personal computers	\$190,000	\$57,100	\$247,100	247,100
Server installation	20,000	0	20,000	20,000
Policy development	15,000	10,000	25,000	15,000
TIME system access	20,000	193,000	213,000	94,000
User training	5,000	66,000	71,000	35,500
Badger Net communications	0	12,100	12,100	6,100
Lexis subscription	0	85,000	85,000	42,500
WisLaw subscription	0	14,000	14,000	7,000
Software	0	35,500	35,500	20,500
WDAA steering committee	0	9,000	9,000	0
Upgrade of 18 older PCs	0	27,000	27,000	0
CCAP support costs	0	134,900	134,900	134,900
DOA support costs	<u>0</u>	<u>75,000</u>	<u>75,000</u>	<u>37,500</u>
Total	\$250,000	\$718,600	\$968,600	\$660,100

Funding for certain categories, including TIME system access, user training, Badger Net communications, subscriptions to Lexis and WisLaw and DOA support costs, was reduced to reflect partial implementation in 1996-97, rather than a full year's operating costs. Funds for the Wisconsin District Attorney Association (WDAA) steering committee were deleted. In addition, funds to upgrade older PCs were eliminated, because officials indicated that these PCs would be used by assistant district attorneys, rather than as part of the basic DA network. Expenditures for policy development were deferred until the project was further underway and the need for funds could be clarified and more fully assessed.

To date, BJIS has signed a memorandum of understanding (MOU) with CCAP for CCAP to provide the installation, training and ongoing support for the DA network. It should be noted

that in the July, 1996, s. 13.10 meeting, an issue was raised concerning the use of the program revenue appropriation in the Courts for "Court Operations Information Technology." At the time it was indicated that this appropriation could not be used to receive and expend revenues for the DA network support. Currently, a gifts and grants appropriation under the Director of State Courts is being used. The language governing this appropriation indicates that the Director of State Courts may receive and expend gifts, grants, bequests and devises for the purposes for which they are received. While the MOU indicates that DOA intends to request language in the 1997-99 biennial budget to clarify the use of CCAP to provide services for the DA network, language was not included in DOA's September 16, 1996, 1997-99 budget request.

BJIS is currently in the process of signing memorandums of understanding with counties to participate in the DA network. Under the MOUs, BJIS agrees to provide one desktop computer, hardware, software, modem and printer and Lexis, WisLaw and E-mail capabilities. The counties must supply and prepare the physical site and provide ongoing security of the computer and are responsible for any consumable supplies such as disks, paper and toner cartridges, in addition to certain usage fees. As of December 9, 1996, 61 counties have signed and returned the MOUs to BJIS.

In October, 1996, three pilot counties (Ozaukee, Manitowoc and Green) received training and equipment. As a matter of policy, CCAP will not install the equipment until counties have completed training. Counties are scheduled to receive training now through April, 1997.

BJIS officials indicate that the requested funding is required to complete the initial implementation (one computer per county). The funding requested can be broken down as follows:

WDAA steering committee	\$18,000
Personal computer inventory	24,400
Printers	43,200
TIME system access	25,000
User training	144,000
CCAP support costs	<u>31,400</u>
Total	\$286,000

WDAA Steering Committee Expenses. The current request includes \$18,000 for WDAA steering committee expenses, including travel, lodging and meals. It is based on 12 meetings of ten members, with \$150 of expenses per member for each meeting. BJIS officials indicate that because of the importance of input from DAs regarding issues such as privacy, security, priorities and other policy concerns, their role is critical to the success of an information system. The original request included \$9,000 for the WDAA steering committee expenses. These funds were denied by the Committee because it was thought that counties may be able to share some of these

costs. In addition, it was noted that such costs could be reduced if teleconferencing were used as an alternative to meetings.

BJIS officials argue that while they have been using teleconferencing as much as possible, it is not an adequate venue to discuss IT concerns. Further, they indicate that in the next few months, during the initial installation and training, steering committee input will be even more critical.

While DA participation in the DA network is important to the project, the current request is twice the amount originally requested for a full year. In addition, despite the fact that funding was not approved, steering committee members have received approximately \$500 in reimbursement for meeting expenses. If the Committee wishes to approve funding for this purpose, it would seem appropriate to only approve the \$9,000 under the original request, rather than \$18,000. This would allow for one meeting a month for the remaining six months of the year.

TIME System Expenses. The original request also included \$213,000 for TIME system access, of which \$94,000 was approved to reflect actual software and server fees, the need for only a partial year's funding, and the fact that fewer licenses could be purchased and still provide adequate TIME access. This request includes an additional \$25,000 for 71 licenses and nine months of participation.

In putting together their request, BJIS officials assumed that 71 licenses would be needed so that each of the 71 offices could have TIME system access. However, TIME system licensing is based on simultaneous use so that 30 licenses would allow 30 District Attorneys to be on the system at the same time. When the 31st DA attempts to access the system, he or she would have to wait until one of the first 30 users exit the system. As noted in July, 1996, it is unlikely that 71 offices would need to access the TIME system simultaneously, and that 30 licenses should be sufficient in this initial implementation stage.

BJIS officials, now aware of the TIME system licensing mechanism, still argue that funding should be provided for 71 licenses so that all offices could simultaneously access the TIME system. However, with no experience on DAs' use of the system, there is no information to substantiate the need for 71 licenses at this time. Further, if the number provided under the original request is inadequate, the number of licenses could be increased at a later time to a level that provides adequate simultaneous service.

In addition, the BJIS request is based on nine months of full implementation (71 offices having access to the TIME system); however some offices will not receive access until April. Therefore, the \$94,000 provided under the original request appears sufficient for TIME system access at this time.

DA User Training. BJIS also requests \$144,000 for user training. This figure assumes two people per county for two days of training at \$500 per day. As noted above, CCAP will not

install the computers until staff persons have been trained. BJIS officials indicate that based on CCAP experience with training judges to use CCAP system, two to three days of training are required. However, DAs have indicated that they can only afford to spend two days in training, so the current training sessions involve two days.

If the state is going to provide a computer system, it seems reasonable that people are properly trained to use it effectively. However, the amount requested is in addition to the \$35,500 already approved in July, which assumed one day of training at \$500 for one person from each of the 71 offices. In addition, the request assumes 72 DAs, instead of the actual 71. Therefore, the Committee could reduce the request by \$37,500, and provide total training funds of \$142,000 to continue the current level of training.

CCAP Costs. An additional \$31,400 PR for CCAP costs is also included under the request. Under the original request, \$134,900 was provided to reflect an estimate of CCAP costs for installation and support. At that time it was noted that the actual costs would depend on the memorandum of understanding (MOU) between DOA and the Courts. The signed MOU includes \$166,300 for the following: (a) \$67,500 for two consultants to configure, prepare, install, test and repair the 71 computers and assist with software and hardware support as available; (b) \$10,200 to train CCAP support analysts to use the Windows environment; (c) \$41,200 for preparing the training curriculum and manuals and providing training; (d) \$8,000 for two BJIS PCs that would be installed in the CCAP office for supporting DA network users; and (e) \$39,400 for support costs. The amount requested here is the difference between the \$134,900 already approved and the MOU figure of \$166,300.

PC Inventory. The request also includes \$24,200 for seven personal computers to be used for training and backup in the event that one of the original 71 computers needs repair. Funding for this purpose was not included under the July request. The computers which are currently being used for the training are the ones which were approved under the original request, and will eventually need to be deployed to counties. Computers not used in training would be used as backup computers. BJIS officials indicate that spare computers are required so that counties can receive continuous service in the event of a failure.

Since the funding approved in July was based on one computer for each DA's office, in order to train DA network users on the type of computers that they will be using, additional computers will be needed. Further, it would seem reasonable that back-up computers are available in the event of breakage or malfunction.

Printers. The \$43,200 for printers was not included under the original request. Printers allow for information that is shared electronically to be printed into reports, briefs and other documents, rather than retyping the information. It should be noted that the MOU with counties indicates that printers will be provided. Further, pilot counties that have already received equipment have also received printers. In addition, the provision of printers would enhance the benefits of having on-line access to information since information can be translated directly to a usable hardcopy form. Therefore, funding for printers at this time appears reasonable.

The entire request could be deferred until 1997-99 budget deliberations. If the request was deferred, BJIS could continue DA network installation and training until funds are depleted. Completion of the project could occur in the next biennium. However, BJIS officials and DAs fear that delaying the project would interfere with the project's momentum. In addition, DAs indicate that since the 1995-97 budget bill indicated that DAs were going to receive automation from the state, counties have been reluctant to approve information technology spending.

As demonstrated above, the current request includes funding for a number of items that were reviewed at the July meeting. The Committee could deny the request for steering committee expenses (\$18,000) and for the TIME system (\$25,000). Alternatively, since funds have already been paid for expenses relating to the WDAA steering committee, the Committee could provide the \$9,000 originally requested to cover their expenses. In addition, the \$144,000 requested for training could be reduced by \$37,500 to reflect a modified cost estimate (for 71 instead of 72 DAs) and previously approved funding.

BUREAU OF JUSTICE INFORMATION SYSTEMS

Summary of BJIS Request

The following table indicates the 1996-97 base level funding for BJIS operations and the increased funding and positions that were provided at the July, 1996, Committee meeting.

	<u>Amount</u>	<u>Positions</u>
Base Funding (Act 27)	\$235,500	4.50
Section 16.505/515 request (July, 1996)		
Project manager-DA and SPD projects	35,000	1.00
Bureau director	37,700	0.50
Management information supervisor	60,000	1.00
Contract consultants	52,000	N.A.
Supplies and services	<u>93,100</u>	<u>N.A.</u>
Subtotal (July, 1996, request)	\$277,800	2.50
Total	\$513,300	7.00

The Department of Administration is now requesting an additional \$377,000 PR and 3.0 PR positions for BJIS in 1996-97. The total position authorization for DOA, however, would not be increased since the request includes the deletion of 3.0 vacant positions in DOA's Division of Buildings and Police Services (DBPS) and the reduction of \$71,700 PR in DBPS' appropriation associated with the deleted positions. The three vacant positions are a security

officer, a laborer and a gardener. These positions would in effect be converted to two information technology management consultant positions and one program and planning analyst.

Funding and positions included in the BJIS operations request are divided as follows:

<u>November, 1996, s. 16.505/515 Request</u>	<u>Amount</u>	<u>Positions</u>
Information technology management consultants	\$147,300	2.00
Program and planning analyst	46,500	1.00
Integrated justice information system study	100,000	N.A.
Case management system study	<u>83,200</u>	<u>N.A.</u>
Total	\$377,000	3.00

Integrated Justice Information System Study. The request would provide \$100,000 PR in 1996-97 for an integrated justice information system (IJIS) study. The stated purpose of the IJIS study would be to: (1) collect information about the number and types of data management systems in state and local justice agencies that collect, store and use information about individuals, cases, crimes or other aspects of the justice system; (2) determine the possibilities of reducing duplication of effort and increasing information sharing among justice agencies; and (3) prioritize projects for integration of justice information systems.

Case Management System Study. The request would also provide funds for a case management system study for use primarily by the District Attorneys', but also by the State Public Defender's office. The \$83,200 PR requested by BJIS for a case management system would be used to contract for a half-time consultant to work with the District Attorneys and the State Public Defender on beginning to design such a system. The consultant would conduct a needs assessment and facilitate group discussions on the desired functions of a case management system.

Additional BJIS Staff. The Department is requesting \$147,300 PR and 2.0 PR positions for information technology management (ITM) consultants. The persons in these positions would provide business analysis, technical evaluations, integrated justice information system planning and information technology plan reviews. They would also coordinate activities between justice agencies to allow them to fully share information electronically.

In addition, to the two ITM consultant positions, DOA is also requesting \$46,500 in 1996-97 for 1.0 programming and planning analyst position. The Department has indicated that the position would: (1) research national and state justice information systems; (2) develop models for the support of justice system integration efforts; (3) prepare memorandums regarding integrated justice information systems, the status of DA and SPD projects, and future BJIS initiatives; (4) brief bureau and division supervisors on BJIS initiatives; (5) create and maintain

a database of Wisconsin justice agencies and law enforcement agencies computer systems and information technology initiatives; (6) staff various committees; (7) assist in contract development and management; (8) conduct basic research and data analysis; and (9) provide general operational support.

Analysis

The request currently before the Committee would provide: (1) increased funding for the integrated justice information systems (IJIS) study which was approved in July, 1996; (2) new funding for a case management system study; and (3) increased staff for BJIS operations. The Committee should note that DOA's 1997-99 biennial budget request for BJIS is premised on the assumption that the Committee will approve each of the components of the current s. 16.505/515 request.

In the 1995-97 budget, the highest funding priority for BJIS was for staff and other resources to support the automation of the State Public Defender's office (SPD). Specific statutory language was created to allow (but not require) DOA to promote, coordinate and maintain an integrated justice information system in concert with the State Public Defender Board, the Director of State Courts, the Department of Corrections, the Department of Justice and the Office of District Attorneys. Act 27 also required DOA to annually report on its effort to improve and increase the integration of justice information systems in the state. The first annual report is currently in preparation.

In July, 1996, the Department indicated that its priorities were SPD automation, DA automation and the study of an integrated justice information system. The Committee approved beginning the automation of the DAs and the study of an IJIS. Further, the Committee provided funding for the development of a strategic infrastructure plan for the SPD. However, the Department now indicates that SPD automation will not be pursued at this time due to a lack of funding and has asked for funds for the study of a case management system and for staff to: (1) provide consulting services to justice system agencies on business analysis, information technology evaluation and strategic integration plans; and (b) review basic IT plans of justice agencies.

The DOA 1997-99 budget request for BJIS includes \$1.3 million PR in 1997-98 and \$1.8 million PR in 1998-99 for continuation of the DA automation project, and a request for an increase in the justice system automation fee from \$5 to \$6. No additional funding is requested by BJIS for the SPD automation request. However, the SPD has requested \$1.4 million GPR in 1997-98 and \$1.2 million GPR in 1998-99 and 7.0 GPR positions to upgrade and maintain its current computer system, replace a private bar reimbursement system and create a new case management system. As noted, the biennial budget request for BJIS assumes that the s. 16.505/515 request will be approved by the Committee. However, the budget request narrative further indicates that if all of the current s. 16.505/515 request or portions of the request are not approved, these portions then need to be included in DOA's 1997-99 biennial budget request.

Thus, it can be noted that: (1) the Bureau's priorities have shifted during the past year and appear to still be somewhat in flux; (2) there are already substantial increases included in the biennial budget requests for BJIS and the SPD for justice information system items; and (3) DOA has indicated that this part of its request could be included in its biennial budget request. It could be argued, therefore, that the 1997-99 biennial budget would be a more appropriate venue to address this portion of the current request from BJIS. Including the request in the 1997-99 budget would allow the Department, Governor and Legislature to review the entire issue in the broader context of total revenue and expenditure needs and provide the opportunity for the Legislature to establish specific priorities for BJIS for the 1997-99 biennium.

However, if the Committee wishes to consider each portion of the BJIS request separately, the following points should be noted.

IJIS System. In approving the July, 1996, BJIS request, the Committee provided \$52,000 PR to hire consultants to assist in developing a plan to link justice information systems and to address technical and programming issues involved in linking specific systems. The Department indicated at that time that hiring national and state consultants to address these issues was one of its top priorities. A request for proposals (RFP) is currently being developed by BJIS related to the procuring these services. To date, no funds have been expended to hire any consultants. The requested \$100,000 would be in addition to the \$52,000 previously provided, raising the estimated total cost of the study to \$152,000.

The Department has indicated that the reason for requesting the additional funding is based on prior experience with conducting a study of the state's printing needs. In that study, the costs of consultants' proposals ranged as high as \$400,000. The print study, completed in January, 1994, cost \$88,143. The Bureau believes that it is necessary to hire a nationally recognized expert with experience in working with IJIS projects and expects that hiring such a consultant is expected to cost "in the range of \$100,000 to \$200,000." It further notes that several major consulting firms have units specializing in this area as do professional organizations such as the National Center of State Courts.

The Department believes that appropriate consulting services cannot be obtained for the \$52,000 that is currently budgeted for the integrated justice information system study. It can be argued, however, that DOA was aware of the prior costs of the print study when it submitted its July, 1996 request. Further, until the RFP process for the IJIS study has been issued and proposals returned and analyzed, costs will not be known. Given that the Committee provided the funds requested by BJIS in July, 1996, to hire consultants to study justice information system integration and that the RFP has not yet even been issued, the Committee could deny the additional funding for the IJIS study.

Further, since the \$52,000 PR previously allocated for the study is now believed to be inadequate in any case, the Committee could reconsider its July, 1996, decision to allocate these funds for an IJIS study and instead delete these funds from the BJIS appropriation so that these monies will lapse back to the BJIS program revenue account balance. This would be consistent

with the goal outlined above of allowing this issue to be reviewed in the context of the 1997-99 budget when all of the priorities for BJIS for the 1997-99 biennium are reviewed. The Bureau could still proceed with issuance of the RFP for such a study and use the results of that process to better frame the specific funding needed in its 1997-99 budget to complete the study.

Case Management System Study. The DA/SPD case management system study was not previously identified in either the 1995-97 biennial budget for DOA or in DOA's subsequent July, 1996, s. 16.505/515 request as a priority funding request. However, BJIS has now indicated in its current request that for the balance of this fiscal year and for the next biennium, district attorney automation will be the Bureau's top priority. It is indicated that such a case management system would allow the tracking of court cases across both DA and SPD offices, as well as allowing the data links sought by other justice agencies. It should be noted, however, that this study would represent only the first funding phase in implementing such a case management system. It is anticipated that there would be an additional cost of \$100,000 PR in 1997-99 to allow the purchase and modification, or the development via the use of contract programmers, of a case management system for DAs.

While the \$83,200 PR requested for the study under this s. 16.505/515 request would allow for an immediate start on the development of a case management system, addressing the issue of providing funding for such a study in the biennial budget would be more consistent with the goal identified above that all new initiatives be reviewed in the context of the 1997-99 budget. If the Committee wishes, funding for the case management system study could be deleted.

On the other hand, beginning the development of the DA network has already been supported by the Committee as a priority for BJIS. To the extent that a case management system would enhance the functions of the DA network, it could be argued that funding the study now and then addressing the request for actual implementation of such a system in the 1997-99 biennial budget, would be appropriate. If the Committee wishes, it could direct that the \$52,000 PR previously approved for the IJIS study instead be utilized for the case management study and an additional \$31,200 PR of new funding in 1996-97 could be provided, thereby making a total of \$83,200 PR available for the study.

BJIS Staffing. The Department is requesting \$193,800 PR to provide an additional 3.0 PR positions in 1996-97 for BJIS operations. A requested program and planning analyst (PPA) position was removed by the Committee from the July, 1996, s. 16.505/515 request. The Director of BJIS has indicated that she believes the Committee acted in error when it removed the PPA position from the July request and that therefore, the position is being re-requested. The Department believes that this position is necessary to properly address the duties and operations of BJIS and the projects that it is undertaking. The two information technology management consultant positions were not previously identified as a need but are being requested now to meet a newly-identified need to assist justice agencies with business system analysis and design and to do technology evaluation reviews and strategic IJIS planning.

It could be argued that the requested positions are not needed on an emergency basis but rather represent staff to permit an expansion of BJIS's current activities. Consistent with 1995 Act 27 and the July, 1996, request approved by the Committee, it could be concluded that BJIS' current top priorities have been set on providing technical support to the State Public Defender, beginning to implement a District Attorneys' network and beginning to explore through a contract for consultant services the possible integration of current justice information systems.

The addition of the two ITM consultant positions at this time to assist justice agencies with business system analysis and design clearly would represent an expansion of the scope of BJIS's activities beyond those previously approved. Further, as previously indicated in the July, 1996, analysis of BJIS's request, the need for a program and planning analyst position to begin implementing an integrated justice information system before consultants have had an opportunity to evaluate the existing systems and make recommendations would seem to be premature.

Since the July, 1996, meeting BJIS has redefined the duties that would be assigned to the PPA position beyond that of evaluating organizational plans and needs for IJIS, and evaluating potential technology links and new technology. BJIS now indicates that the position would also be responsible for performing contract development and management, basic research and data analysis, and general operational support for BJIS. It could be argued that the expanded duties that would be assigned to the position appear to be more closely related to BJIS's long range plans and the need for an additional staff person to meet these requirements could, therefore, be more appropriately addressed in the biennial budget. In view of these concerns, the Committee could delete the requested additional positions.

Alternatively, the Committee may wish to authorize one or more of the requested positions. If the Committee chooses to provide additional positions for BJIS, a technical correction to the funding should be made to adjust the amount of funding required for each position. In the agency request, the positions are funded for nine months (September, 1996, to July, 1997). It is unlikely that the positions could be filled until February 1, 1997, at the earliest. Therefore, four months of salary and fringe benefit funding could be removed for each position approved. Further, per month support cost levels for the positions should be reduced to the same level as authorized in the Committee's approval of the July, 1996, s. 16.505/515 request. These modifications would reduce required funding for each information technology consultant position by \$32,600 PR in 1996-97, and by \$20,500 PR in 1996-97 for the program and planning analyst position.

ALTERNATIVES

A. District Attorney Network

 Approve DOA's revised request for \$286,000 PR in 1996-97 to complete the initial implementation of the District Attorney network.

2. Modify DOA's revised request by adopting one or more of the following:

(a) Reduce funding by \$9,000 PR to reflect the original annual cost estimate (\$9,000) for Wisconsin District Attorney Association steering committee expenses. [Note: Funding for six meetings would be provided.]

(b) Reduce funding by \$18,000 PR for reimbursement of Wisconsin District Attorney Association steering committee costs. [Note: No funding would be provided for member expenses.]

(c) Eliminate \$25,000 PR in additional funding for the TIME system. [Note: Funding of \$94,000 PR provided under the original request would be continue to be available.]

(d) Reduce training funds by \$37,500 PR to reflect funding provided under the original request. [Note: Funding of \$142,000 PR would be available for training.]

3. Deny the request.

B. Bureau of Justice Information Systems

1. Approve the Department's request to provide \$377,000 PR and 3.0 PR positions for BJIS in 1996-97, to support studies of integrated justice information systems and a case management system, and to support increased Bureau staffing. Reduce funding in DOA's Division of Buildings and Police Services by \$71,700 PR in 1996-97 and delete 3.0 PR positions from the Division to BJIS.

2. Delete funding and positions from DOA's request for BJIS for one or more of the following:

(a) Study of integrated justice information (IJIS) systems (-\$100,000 PR in 1996-97).

b. Study of a case management system for the District Attorneys and the State Public Defenders (-\$83,200 PR in 1996-97).

(c) Information technology management consultant positions (-\$147,300 PR and -2.0 PR positions in 1996-97).

(d) Program and planning analyst (-\$46,500 PR and -1.0 PR position).

3. Delete \$52,000 PR in 1996-97 currently in the BJIS budget associated with funding previously provided to hire consultants to study an integrated justice information system (IJIS).

(4) Provide \$31,200 PR in 1996-97 and direct DOA to utilize \$52,000 PR in the current BJIS budget to conduct the requested case management study. [Note: This would provide the total funding of \$83,200 PR requested for the study.]

5. Reduce funding for the information technology consultants associated with the starting date of the positions and reduced support costs (-\$65,200 PR in 1996-97).

6. Reduce funding for the program and planning analyst associated with the starting date of the position and reduced support costs (-\$20,500 PR in 1996-97).

7. Deny the request.

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