Issues Relating to the Indiana State Police

July 2001

Public Safety Matters Evaluation Committee

Indiana Legislative Services Agency

Legislative Evaluation and Oversight

The Office of Fiscal and Management Analysis is a Division within the Legislative Services Agency that performs fiscal, budgetary, and management analysis. Within this office, teams of program analysts evaluate state agency programs and activities as set forth in IC 2-5-21.

The goal of Legislative Evaluation and Oversight is to improve the legislative decision-making process and, ultimately, state government operations by providing information about the performance of state agencies and programs through evaluation.

The evaluation teams prepare reports for the Legislative Council in accordance with IC 2-5-21-9. The published reports describe state programs, analyze management problems, evaluate outcomes, and include other items as directed by the Legislative Evaluation and Oversight Policy Subcommittee of the Legislative Council. The report is used by an evaluation committee to determine the need for legislative action.

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Preface

Each year, the Legislative Services Agency prepares reports for the Legislative Council in accordance with IC 2-5-21. In accordance with the Legislative Council Resolution 00-7, this report concerns issues relating to the Indiana State Police. It has been prepared for use by the Public Safety Matters Evaluation Committee.

We gratefully acknowledge all those who assisted in preparation of this report. The staff of the Indiana State Police was helpful in their response to our requests for information.

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Summary

Indiana Legislative Council Resolution 00-7

Indiana Legislative Council Resolution 00-7 directs the Legislative Services Agency (LSA) to evaluate the Indiana State Police Department (ISP). It specifically charges LSA to analyze (1) the definition of the mission of the ISP; (2) the role of the ISP as primarily that of highway patrol; (3) the detective function at the ISP level in comparison to that of local sheriff and police departments; and (4) the role of the ISP as security for the casino industry.

Mission of the ISP

The mission of the ISP is to preserve and protect human life; enforce state and federal laws; identify and suppress criminal activity; monitor and control vehicle traffic on Indiana roadways; and create a safe environment for the state of Indiana.

The primary responsibilities of the ISP are traffic patrol and criminal investigations, which are accomplished via both traffic safety and crime reduction efforts. These dual responsibilities, reflected in the ISP's mission, were reinforced through a reengineering effort began in 1997 by ISP's Superintendent. The result was the establishment of two new ISP bureaus: (1) the Bureau of Financial Management and Human Resources; and (2) the Bureau of Criminal Investigations.

ISP's Responsibility in Traffic Patrol and Enforcement

The role of the ISP has changed since its inception in 1933 from a law enforcement agency that focused solely on traffic patrol to one that focuses on a combination of traffic patrol and criminal investigations. The mission of the ISP, as defined through its Vision and Goals statement, appears to reinforce this change noting that enforcement personnel will be devoted to "problem solving, crime reduction, traffic safety and police service."

The total percentage of time field troopers (i.e., enforcement personnel who are assigned to the Bureau of Field Operations) spent on traffic enforcement for the CY 2000 was 30.2%. This percentage compares to 5.7% devoted to criminal activities, 21.3% spent on administration, and 42.8% devoted to special duty assignments. Special duty assignments consist primarily of traffic-related activity (53%), criminal investigation-related activity (20%), and administrative functions (27%).

ISP's Responsibility in Criminal Investigations

The second major role of the ISP is to conduct criminal investigations. Of the ISP's total laboratory and field services conducted for the year 2000, approximately 80% and 55%, respectively, were in support of county and municipal law enforcement agency investigations.

While large municipal and county law enforcement agencies do not typically rely on ISP detectives, the ISP continues to be the main source of criminal investigative services for smaller law enforcement agencies. However, ISP's specialized units (particularly in narcotics and computer crimes) are often utilized by both large and small law enforcement agencies.

As the field of criminal investigations becomes increasingly scientifically sophisticated, the demand for ISP forensic services also appears to increase. This trend is evidenced by the high utilization of ISP forensic/laboratory services by county and municipal law enforcement agencies.

ISP's Responsibility in Gaming Enforcement

The Indiana Gaming Commission and the ISP have established an interagency agreement (which began in 1994) to meet the statutory mandates for investigation and enforcement necessary for riverboat operations. The interagency agreement states that the ISP will provide enforcement personnel "to act, and be cross-designated as, Commission agents on riverboats." The interagency agreement further states that the Commission will reimburse the ISP for any investigative costs necessary to carry out the statutory mandates.

The Gaming Enforcement Division falls under the purview of the Bureau of Criminal Investigation within the ISP. Of the estimated 550 personnel assigned to the Bureau of Criminal Investigation, approximately 120 are assigned to the Gaming Enforcement Division. (The Gaming Enforcement Division primarily consists of non-civilian personnel who hold the rank of "Trooper.") The Gaming Enforcement Division is comprised of two units: (1) the Background Investigative Unit (BIU); and (2) the Riverboat Investigative Unit (RIU).

Gaming Models in Other States

Three other states that offer riverboat gaming were contacted in order to compare different models of providing law enforcement and investigative services for gaming operations. These states included Louisiana, Mississippi, and Missouri. Both Louisiana and Missouri use state police as enforcement personnel for riverboat gaming. Mississippi employs law enforcement and investigative personnel under their Gaming Division. Louisiana is undergoing a review of gaming enforcement operations with the goal of increasing the use of civilian staff for certain responsibilities.

I. History

Creation of the Indiana State Police (ISP)

The seeds of Indiana's state police system began with the creation of the Indiana Motor Vehicle Police Department in 1921. The primary purpose of the 16-person department was to apprehend car thieves. Indiana's state policing powers were broadened in 1925 when the Department's officers were given the authority to enforce traffic regulations. In 1927, the Indiana General Assembly established independent bureaus for accident reporting, criminal identification, and criminal investigations (e.g., the Bureau of Criminal Identification and the Bureau of Investigation), thus widening the scope of existing police powers for the Department. Legislation by the Indiana General Assembly formally establishing the ISP originated in 1933 with the enactment of Acts 1933, c.71, which integrated the traffic, criminal, and investigative functions into a new law enforcement agency, to be directed by an Indiana State Police Superintendent.

Initial Powers and Duties

Acts 1933, c. 71, defined the initial powers and duties of the ISP as follows:

> Said Indiana state police are hereby vested with all necessary police powers to enforce the provisions of the laws of the State of Indiana for the regulation and use of automobiles, motor vehicles and other vehicles, and the laws for safeguarding and protection of the surface or other physical portion of the highways of the State of Indiana...it shall be the duty of the superintendent and of the members of the Indiana state police to prevent and detect crime and apprehend criminals. They shall be subject to the call of the governor, and are empowered to cooperate with any other department of the State of Indiana or with local authorities.

Acts 1945, c. 344, (IC 10-1-1-10) defined ISP's criminal enforcement powers as follows:

> The police employees of the department shall prevent and detect offenses, apprehend offenders, enforce the laws, and perform other duties imposed upon them by law, and to this end, police employees of the department have in any part of the state the same powers with respect to criminal matters and the enforcement of the laws relating thereto as sheriffs, constables, and police officers have in their respective jurisdictions...

IC 10-1-1-21 also provides that the ISP cooperate and exchange information with other state departments and authorities as well as local and federal police forces.

Development of New Responsibilities

As the Indiana Legislative Services Agency pointed out in its 1983 Sunset Performance Audit of Public Safety Agencies and Programs, "the ISP's 1933 mandate is sufficiently broad that the Department has been able to operate for 50 years based on the legislation."[1]

However, advances in the criminal justice field have necessitated changes in the organization of the ISP over time, as well as in the development of new responsibilities. The ISP's statutory authority has steadily grown from its origins in traffic regulation to a wider range of criminal investigative responsibilities. The information provided below describing the historical development of divisions and programs exemplifies the growth in statutory authority.

Establishment of the Information Technology Division

In 1971, the Criminal Justice Data Division of the ISP (which is now the Information Technology Division) was established by P.L. 146-1971 (IC 10-1-2.5). The establishment of this division paralleled a national interest in criminal justice planning and the utilization of data analysis as a means of expanding enforcement capabilities.

The purpose for establishing this division (as stated in IC 10-1-2.5-2) was to "utilize the most current equipment, methods, and systems for the rapid storage and retrieval of criminal justice data necessary for an effective criminal justice system within the state of Indiana." The following specific purposes for having established the Information Technology Division are defined by statute as follows:

"(1) To inform the public and responsible governmental officials as to the nature of the crime problem, its magnitude and its trend over time;

(2) To measure the effects of prevention and deterrence programs;

(3) To find out who commits crimes by age, sex, family status, income, ethnic and residential background, and other social attributes, in order to find the proper focus of crime prevention programs;

(4) To measure workload and effectiveness of all agencies of the criminal justice system, both individually and as an integrated system;

(5) To analyze the factors contributing to success and failure of probation, parole, and other correctional alternatives for various kinds of offenders;

(6) To provide criminal justice agencies with comparative norms of performance;

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[1]Indiana Legislative Services Agency. *Sunset Performance Audit of Public Safety Programs.* March, 1983, p. 14.

(7) To furnish baseline data for research;

(8) To compute the costs of crime in terms of economic injury inflicted upon communities and individuals, as well as assess the direct expenditures by criminal justice agencies; and

(9) To project expected crime rates and their consequences into the future for more enlightened government planning."

Gaming Enforcement

In 1992 and 1993, the ISP increased the scope of its investigative and enforcement activities to include gaming operations under the statutory authority of the Gaming Commission. These activities include providing assistance in obtaining criminal history information relevant to the operations of games of chance (IC 4-32-13-4) and background investigation of applicants for riverboat gaming licenses (IC 4-33-4). A significantly increased involvement of ISP personnel in gaming operations occurred with the enactment of P.L. 277-1993 (IC 4-33-4-3), which requires that the Gaming Commission's "inspectors or agents" must be present during the time gambling operations are conducted on a riverboat.

Through an interagency agreement between the Gaming Commission and the ISP, the ISP has been designated as the Gaming Commission's agents and has hired additional personnel required to carry out the aforementioned statutory mandates. The Gaming Commission, which does not have enforcement powers, is required to hire staff that have enforcement powers as provided under IC 4-33-1-2. The Gaming Commission reimburses the ISP for all expenses related to the provision of these services.

Indiana DNA Database

Another expansion of statutory responsibilities that has mirrored developments in federal criminal investigative techniques was the establishment of the Indiana DNA data base in 1996. IC 10-1-9 authorizes the Superintendent of the State Police to establish and maintain a "data base of DNA identification records for convicted criminals, crime scene specimens, unidentified missing persons, and close biological relatives of missing persons."

The functions of the Indiana DNA data base are to:

(1) Support development of a population statistics data base, when personal identifying information is removed;

(2) Support identification research and protocol development of forensic DNA analysis;

(3) Assist in achieving quality control; and

(4) Assist in the recovery or identification of human remains from mass disasters, or for other humanitarian purposes, including identification of missing persons who may be alive.

P.L. 49-2001, which will be effective July 1, 2001, provides that a person who was convicted of and sentenced for murder or a Class A, Class B, or Class C felony can petition the court to require the forensic DNA testing and analysis of any evidence that may exonerate or reduce the sentence of the person.

Statewide Public Safety Voice/Data Communications System

A major initiative for the ISP is the Statewide Public Safety Voice and Data Communications System, which has become known as Project Hoosier SAFE-T. This initiative was established by P.L. 102-1997 and later revised by P.L. 117-1999 (IC 10-1-10).

In 1997, the Integrated Law Enforcement Council was formed and comprised of all the major statewide law enforcement organizations to develop a statewide integrated voice and data communications system for local, state, and federal public safety agencies. Subsequently, other public safety organizations and local government agencies joined the Council. The Council was made a state agency by an executive order of the Governor. According to ISP, this approach was unique in that the system was designed with local agencies in mind, rather than being a state police-controlled system as done in other states.

In 1999, P.L. 117-1999 created the Integrated Public Safety Commission to promote:

> "The efficient use of public safety agency resources to enhance the safety of Indiana residents. As a first step in accomplishing this goal, the Integrated Public Safety Commission focuses on establishing a statewide wireless voice and data communications system."

The statute specified that the system must:

> "Be efficient; provide modern two-way voice or data communication to user agencies without a duplication of efforts; and allow user agencies with compatible equipment to communicate with one another, resulting in the efficient handling of emergencies and cooperation between agencies."

This system, which is embodied in Project Hoosier SAFE-T[2], has been funded as a demonstration project including 68 counties that formed 12 consortiums. The Integrated Public Safety Commission has begun construction of the Project Hoosier SAFE-T system with an initial group of similar consortiums.

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[2] The funds appropriated to Project Hoosier SAFE-T in 1997 were $30,000 from the Indiana Criminal Justice Institute and $249,139 from the federal government.

As of February 2001, $8.3 million has been spent for system infrastructure and equipment for five radio sites. Additional funding was being sought from the legislature to build out the system, however, this legislation (HB 1525) did not pass in the 2001 session.

Other Statutory Responsibilities

In addition to the statutory responsibilities cited in subsequent sections of the report, the superintendent of the ISP is a member of several boards and commissions including:

- Coroner's Training Board (IC 4-23-6.5-4)
- Integrated Public Safety Commission (IC 5-26-2-3)
- Public Safety Trunking System Committee (IC-10-1-10-16)
- Indiana Emergency Response Commission (IC 13-25-1-2)
- Controlled Substance Advisory Committee (IC 35-48-2-1)
- Private Detectives Licensing Board (IC 25-30-1-5.1)
- Law Enforcement Training Board Chairman (IC 5-2-1-3)
- Prosecuting Attorney's Council (IC 33-14-8)
- Governor's Council on Impaired and Dangerous Driving (Executive Order 91-10)
- Integrated Law Enforcement Council (Executive Order 98-8)
- State Agency Public Safety Committee (IC 10-1-10-16)
- Governor's Council on Race and Gender in Government
- Security and Privacy Council (IC 5-2-5-11)
- Criminal Justice Institute Board of Trustees (IC 5-2-6-4)
- Criminal Justice Advisory Committee (IC 10-1-2.5-7)
- State School Bus Committee (IC 20-9.1-4)
- Criminal Law Study Commission (Executive Order 81-8)
- Pension Advisory Board (IC 10-1-2)

II. Office, Bureau, and Division Descriptions

The organizational chart on the following page displays the bureaus and divisions of the ISP. The following is a description of the Offices of the Superintendent and Assistant Superintendent as well as a description of the four main ISP bureaus and divisions. The Superintendent's position is established under IC 10-1-1-1.

Office of the Superintendent

The Office of the Superintendent is comprised of the following three areas:

(1) *Special Counsel to the Superintendent*: processes all litigation, inquiries regarding legal issues involving ISP personnel, and legislative matters.

(2) *Chaplain Program*: provides ISP personnel with spiritual guidance via 57 voluntary clergy of various faiths.

(3) *The Executive Office*: responsible for the operation of the Internal Investigation Section and the Equal Opportunity Section of the Office of the Superintendent.

Office of the Assistant Superintendent

The Office of the Assistant Superintendent is comprised of the following two areas:

(1) *The Executive Protection Detail*: provides protection for the Governor and the Governor's immediate family as well as security at the State House and at the Governor's residence.

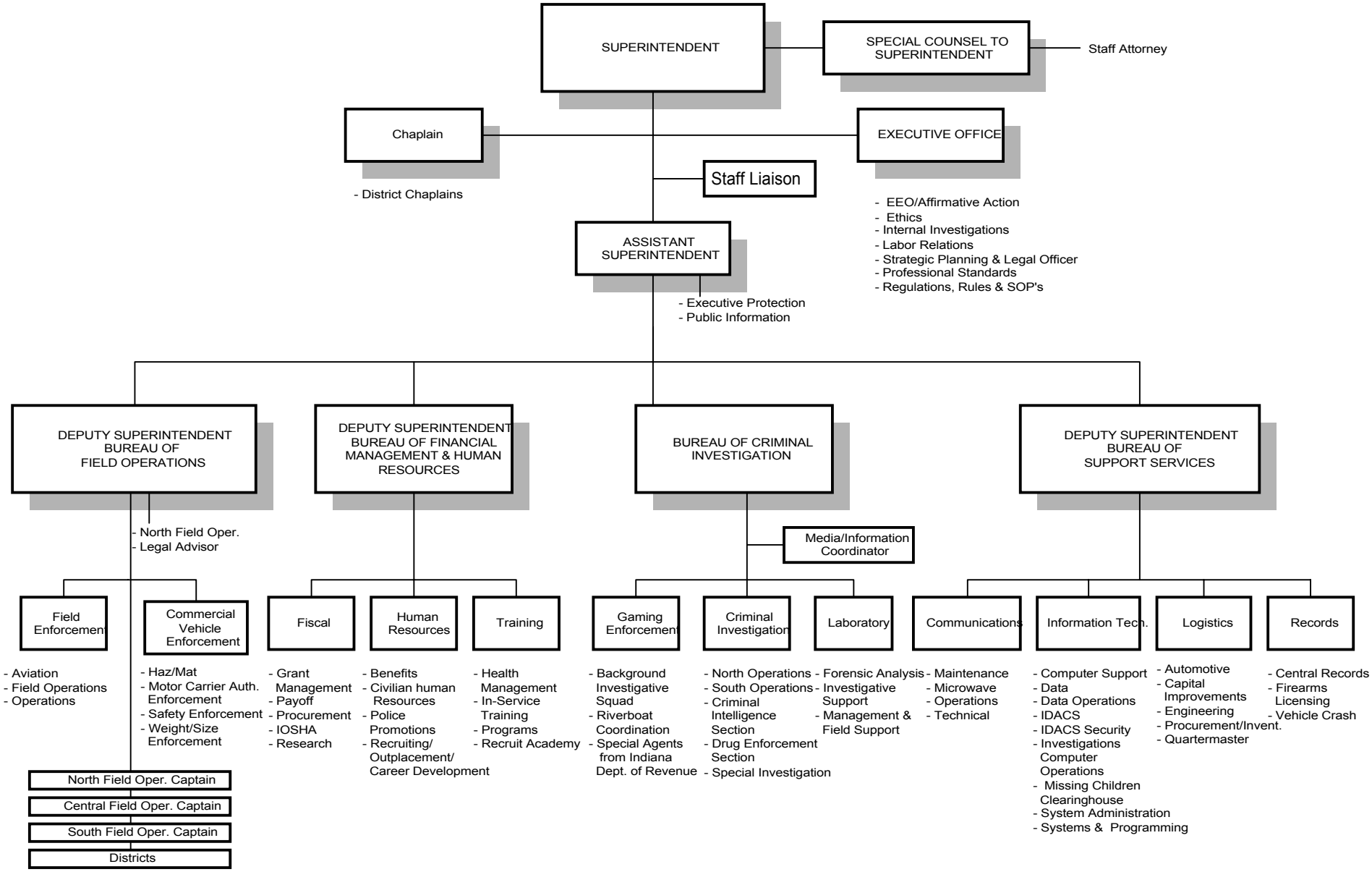
(2) *The Public Information Office*: provides both public information and public relations services.

Bureau of Criminal Investigation

The Bureau of Criminal Investigation is responsible for investigating major crimes (e.g., homicide, bank robberies); conducting specialized investigations; and providing investigative support to local, state, and federal agencies. The Bureau is comprised of the following five areas:

(1) *The Criminal Investigation Division*: maintains a Violent Crimes Unit, Administrative Support Unit, and a Crime Analysis Unit.

ORGANIZATIONAL CHART



In 1999, the Crime Analysis Unit, under IC 10-1-9-8 (P.L. 107-1999), assumed control of the Indiana Schedule Two Electronic Prescription Program (INSTEP). INSTEP was formerly administered by the Indiana Health Professions Bureau. This unit also collaborates with the Federal Bureau of Investigation to serve as the Indiana Data Center for the Violent Criminal Apprehension Program.

(2) *The Drug Enforcement Section* consists of undercover detectives and diversion detectives (diversion detectives investigate medical practitioners) as well as airport interdiction officers.

(3) *The Special Investigation Section* comprised of both north and south geographic divisions consisting of various regional offices. In addition, the Special Investigation Section is comprised of several specialized units (e.g., White Collar Crime Unit, Vehicle Crimes Unit, Crimes Against Children Unit, and Cyber Crimes Unit. (The Cyber Crimes Unit was created to examine computer systems for criminal justice agencies.)

(4) *The Gaming Enforcement Division* consists of the Background Investigative Unit (BIU), which serves as the investigative arm of the Indiana Gaming Commission, and the Riverboat Investigative Unit (RIU), which serves as the enforcement arm of the Indiana Gaming Commission.

(5) *The Laboratory Division* provides laboratory and forensic analysis for all Indiana law enforcement agencies. This division also maintains and utilizes the following databases: Convicted Offender DNA Database (as established under IC 10-1-9-8), Integrated Ballistics Imaging System, and the Automated Fingerprint Identification System. IC 10-1-1-20 provides that the ISP shall take fingerprints, and such other identification data as determined by the superintendent, for persons taken into custody for felonies and, if advisable, for other offenses.

Bureau of Financial Management and Human Resources

The Bureau of Financial Management and Human Resources is responsible for financial monitoring of state and federal grants as well as payroll and procurement; personnel issues; professional development; and Supreme and Appeals Court executive protection.[3] The Bureau is comprised of the following three areas:

(1) *The Fiscal Division* consists of five primary sections--the Payroll Section, the Procurement Section, the Grants Management Section, Research Section, and OSHA Compliance Section.

(2) *The Human Resources Division* focuses on benefits and personnel issues.

(3) *The Training Division* includes both in-service training programs and the Recruit Academy.

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[3] Executive protection by ISP for the Supreme and Appeals Courts was added at the request of the Indiana Supreme Court in 1996.

Bureau of Support Services

The Bureau of Support Services is responsible for communications, information technology, logistics, and records. The Bureau is comprised of the following four areas:

(1) *The Communications Division* responsible for the design, installation, and maintenance of all communications equipment, and is involved in several projects including the Hoosier SAFE-T Demonstration Grants for the integration of wireless voice and data communication systems.

(2) *The Information Technology Division* is comprised of computer support and data management sections. This division also maintains the Indiana Missing Children's Clearinghouse as provided under IC 10-1-7-3. In addition, the division is involved in a federally mandated project that may result in an upgrade of criminal justice computers at the state and local level (National Crime Information Center 2000). In conjunction with the Communications Division, the Information Technology Division is overseeing the implementation of mobile data via the installation of laptops in ISP patrol cars. The aforementioned project is funded by a $2.7 million federal grant. The ISP has applied for a second grant to fund additional laptops.

(3) *The Logistics Division* is comprised of the Automotive Section, Engineering Section, Fleet Management Section, Printing Section, and the Procurement/Inventory Section.

(4) *The Records Division* is responsible for maintaining and providing criminal history checks, administering the National Instant Background Check System for handgun sales, and maintaining the Automated Fingerprint Identification System. This division consists of the Central Records Section which processes criminal history requests (IC 28-11-5-4, IC 5-2-5), the Firearms Sections which processes handgun licenses (IC 35-47-2.5-7, IC 35-37-2.5-4), and the Vehicle Crash Records Section (IC 9-26-3-1), which is the central repository for all traffic accidents occurring in Indiana. The Division also acts as the central repository for state juvenile history data (IC 5-2.5-1.9).

Bureau of Field Operations

The Bureau of Field Operations is comprised of all regional field operations (North, South, and Central) as well as their corresponding 18 districts. (A complete map of the ISP Districts is presented in Appendix A.)

The Bureau also encompasses the following two divisions:

(1) *The Field Enforcement Division* comprised of the Field Operations Section and the Aviation Section.

The Field Operations Section encompasses grants management, special enforcement project management, state highway construction worksite patrols, problem-oriented policing (POP)

administration, communications, specialty teams such as hostage crisis negotiators, etc., and highway interdiction.

The Aviation Section provides air support for law enforcement and other agencies in the state.

(2) *The Commercial Vehicle Enforcement Division* oversees the enforcement of state and federal laws regarding the commercial vehicle industry as provided under IC 8-2.1-24-27 and IC 10-1-25.

Other statutory responsibilities for this division are as follows:

IC 20-9.1-4-5 provides that the ISP shall inspect all special purpose buses and school buses.

IC 10-1-1.5-1 creates within the ISP an enforcement section of twenty state police officers charged with the responsibility of enforcing compliance with motor carrier laws.

Evaluation Focus

For the purposes of this evaluation, attention is given to the Bureau of Field Operations (i.e., the three regional field areas of operation and the Field Enforcement Division) and to the Bureau of Criminal Investigation (i.e., the Gaming Enforcement Division, laboratory, and detective functions).

Exhibit 1 displays annual statistics for the major activities of the Bureau of Field Operations and the Bureau of Criminal Investigations. Between 1996 and 1997, activity declined in all categories of traffic-related and criminal-related activities. This trend reversed from 1999 to 2000 in which there was an increase in activity for all traffic- and criminal-related activities.

Exhibit 1. Activity Comparison: CY 1996 - 2000.

	Traffic-Related Activities								Criminal-Related Activities	
CY	**Traffic Arrests**		**DUI Arrests**		**Warnings Issued**		**Speeding Truck Arrests**		**Criminal Arrests**	
1996	327,300	3.45%	6,824	-3.15%	443,636	-3.75%	38,439	-0.93%	25,334	15.48%
1997	269,557	-17.64%	6,031	-11.62%	367,995	-17.05%	32,888	-14.44%	25,165	-0.67%
1998	278,307	3.25%	6,225	3.22%	375,610	2.07%	37,041	12.63%	25,396	0.91%
1999	291,075	4.59%	5,740	-7.79%	352,327	-6.20%	44,472	20.06%	24,384	-3.98%
2000	331,699	13.96%	6,189	7.82%	359,277	1.97%	44,960	1.10%	24,942	2.29%
Source: Indiana State Police										

The activities of these divisions and the ISP budget will be described in further detail to provide the information necessary to assess the issues outlined by Indiana Legislative Council Resolution 00-7.

III. Budget Appropriations

Appropriations for ISP have increased from approximately $85.7 million in FY 1991 to $123 million in FY 2001. The average annual increase for total funds over the 10-year period was 3.7%. The most significant increases occurred in FY 1996 and in FY 1998. A primary factor contributing to the increase in FY 1996 was the implementation of the ISP Salary Matrix which effectively increased the salaries and pension contributions for career ISP employees.

The majority of ISP appropriations are made from the state general and dedicated funds. In FY 2001, General Fund appropriations represented 47% of total appropriations while dedicated fund monies represented 52% of total appropriations. General Fund monies appropriated are partially funded by fees generated from firearms licenses, criminal history investigations, and until FY 1996, polygraph examination fees. Expenses for ISP staff that are reimbursed by the Gaming Commission are also included under the General Fund.

Dedicated Funds are appropriated from the following accounts: Motor Vehicle Highway Account (MVHA), Motor Carrier Regulation Account (MCRA), Accident Report Account (ARA), Drug Interdiction Fund Account (DIFA), and the State Police Building Account (SPBA). The SPBA funds are earmarked for maintenance and repair/rehabilitation of State Police buildings. Other Dedicated Fund monies are placed in the State Police Pension Fund, Supplemental Pension Fund, Enforcement Aid Fund, Benefit Fund, Personal Services, and other operating expenses of the State Police. Dedicated Funds to the State Police are appropriated from several sources of revenue collected, including commercial drivers licenses, motor vehicle dealer licensing, auto salvage dealer licensing, defensive driving school programs, driver training schools, motor vehicle drivers license, reinstatement of licenses, vehicle registration/title fees, and accident reports. Federal funds constitute a relatively small percentage of total ISP appropriations.

Exhibit 2 illustrates Indiana General Assembly appropriations from FY 1991 through FY 2003. Federal appropriations were unavailable for FY 2002 and 2003. Exhibits 3, 4, and 5 display the breakdown of monies appropriated from state general and dedicated funds.

Exhibit 2. **Appropriations for the Indiana State Police: FY 1991 - 2003.**

FY	General Funds	Dedicated Funds	Federal Funds	Total Funds	Change	% Increase*
1991	40,531,127	44,370,682	798,786	85,700,595		
1992	41,651,630	46,136,943	260,000	88,048,573	2,347,978	3.40%
1993	41,750,398	46,120,711	260,000	88,131,109	82,536	0.09%
1994	22,634,133	65,813,263	209,000	88,756,396	625,287	0.66%
1995	22,634,130	65,797,254	209,000	88,640,384	-116,012	-0.02%
1996	50,651,166	56,072,456	350,000	107,073,622	18,433,238	20.69%
1997	50,690,919	56,177,120	350,000	107,218,039	144,417	0.14%
1998	57,445,648	65,513,072	350,000	123,308,720	16,090,681	15.06%
1999	57,448,658	63,516,081	350,000	121,314,739	-1,993,981	-1.62%
2000	58,029,011	64,427,172	645,000	123,101,183	1,786,444	1.23%
2001	58,137,596	64,535,758	645,000	123,318,354	217,171	0.18%
2002	62,834,651	69,443,109				7.83%
2003	62,845,398	69,447,857				0.01%

Source: Indiana State Budget Agency
* Percent increase based on General and Dedicated Funds only.

Exhibit 3. Appropriations by Source of Funds: FY 1996 - 2003.

State Police and Motor Carrier Inspection Operations Appropriations [1]						
Fiscal Year	General Fund	Dedicated MVHA [2]	Dedicated MCRF [3]	Drug Interdiction Fund [4]	Accident Report Account [5]	Total Funds
1996	45,726,437	45,726,439	4,405,787	230,000	50,000	96,138,663
1997	45,539,690	45,539,691	4,470,699	230,000	50,000	95,830,080
1998	50,429,273	50,429,274	4,623,421	230,000	50,000	105,761,968
1999	50,163,527	50,163,528	4,623,421	230,000	50,000	105,230,476
2000	50,609,879	50,609,879	4,872,911	220,000	295,000	106,607,669
2001	50,609,879	50,609,879	4,872,911	220,000	295,000	106,607,669
2002	55,025,161	55,025,161	4,703,859	300,000	100,000	115,154,181
2003	54,929,161	54,929,161	4,695,859	300,000	100,000	114,964,181

1 The dedicated funds shown in this table are not inclusive of all dedicated funds appropriated to the ISP for the years shown. Enforcement Aid Fund and appropriations made in P.L. 104-1995 are included in the General Fund and dedicated funds as appropriated.

2 MVHA, Motor Vehicle Highway Account (IC 8-14-1): This account received revenues from collections from licensing and registration fees, gasoline taxes, weight or excise taxes and other special taxes, duties or excises on motor vehicles, trailers, fuel, or owners or operators.

3 Motor Carrier Regulation Fund (IC 8-2.1-23-1): The source of revenue for this fund is fees collected for the regulation of commercial transportation in the State.

4 Drug Interdiction Fund (IC 10-1-8-2): Revenue is received from court fees collected from defendants. The Drug Interdiction Fund received 40% of the Drug Abuse, Prosecution, Interdiction, and Correction Fees collected.

5 Accident Report Account (IC 9-29-11): Revenue for the account is received from a portion of the $3 fee charged for copies of State Police accident reports.

Exhibit 4. Appropriations for Pensions and Benefits: FY 1996-2003.

Pension and Benefit Appropriations			
Fiscal Year	General Fund	Dedicated MVHA[1]	Total Funds
1996	4,924,729	4,924,730	9,849,459
1997	4,865,947	4,865,949	9,731,896
1998	7,016,375	7,016,377	14,032,752
1999	7,285,131	7,285,132	14,570,263
2000	7,419,132	7,419,132	14,838,264
2001	7,527,717	7,527,718	15,055,435
2002	7,809,490	7,809,491	15,618,981
2003	7,916,237	7,916,239	15,832,476

1 MVHA, Motor Vehicle Highway Account (IC 8-14-1): This account received revenues from collections from licensing and registration fees; gasoline taxes; weight or excise taxes and other special taxes; duties or excises on motor vehicles, trailers, fuel, or owners or operators.

Exhibit 5. Appropriations for Capital Projects: FY 1996 - 2003.

Capital Project Appropriations				
	General Fund	State Police Building Fund [1]		Total Capital Appropriations
Fiscal Year	Capital Projects	Preventive Maintenance	Repair and Rehabilitation	
1996		142,050	894,616	1,036,666
1997		142,050	894,616	1,036,666
1998	3,750,000	159,800	1,340,200	5,250,000
1999	3,750,000	159,800	1,340,200	5,250,000
2000		177,790	800,000	977,790
2001		177,790	800,000	977,790
2002	2,375,000	196,748	1,307,850	3,879,598
2003	2,375,000	196,747	1,307,850	3,879,597

[1]State Police Building Fund (IC 9-29-1-4): The source of revenue for this fund is the Public Service Fee of $0.25 collected by the Bureau of Motor Vehicles for license registrations.

IV. Staffing of the ISP

Staffing Breakdown

The ISP is comprised of five distinct organizational levels including both sworn officers and civilian personnel. Four of the five organizational levels are classified as "bureaus" which include various divisions and associated sections. The remaining organizational level is that of administration, and for the purposes of this section will not be classified as a bureau.

Exhibit 6 illustrates a breakdown of the number of actual sworn officers and civilian personnel employed in December 2000 for each of the five organizational levels. The following figures do not include temporary help or trooper recruits. (Usually during each summer, approximately 10 civilians are hired temporarily for various types of jobs. In addition, trooper recruit classes typically number approximately 50 individuals.)

Exhibit 6. Staffing of the Indiana State Police.

Bureau	Authorized Personnel			Vacant Positions			Actual Personnel			% Actual to Authorized	
	Enf	Civ	Total	Enf	Civ	Total	Enf	Civ	Total	Enf	Civ
Administration	36	19	55	2	3	5	34	16	50	94%	84%
Field Operations	855	364	1,219	14	47	61	841	317	1,158	98%	87%
Criminal Investigation	397	147	544	57	18	75	340	129	469	86%	88%
Fin. Mgt./H.R.	25	28	53	8	5	13	17	23	40	68%	82%
Support Services	21	225	246	2	43	45	19	182	201	90%	81%
TOTAL	**1,334**	**783**	**2,117**	**83**	**116**	**199**	**1,251**	**667**	**1,918**	**94%**	**85%**
Source: Indiana State Police, December 2000.											

Vacancies Within the Indiana State Police

For the purposes of this analysis, the staffing structure of the ISP is broken down into the three following areas: (1) authorized personnel; (2) vacant positions; and (3) actual personnel. Typically, as with other State agencies, the ISP is authorized a finite number of positions and is then funded for a percentage of those positions. (Generally, the ISP is funded close to 100% of its authorized positions.) Exhibit 6 illustrates a percentage breakdown of enforcement and civilian personnel staffing during 2000 for each of the five organizational levels.

Overall, the four bureaus operated during 2000 at a personnel staffing rate of 94% for enforcement personnel and 85% for civilian personnel. The above table illustrates that, in general, the staffing rate is typically lower for civilian positions. (However, within the Bureau of Financial Management and Human Resources, the staffing rate for civilian positions is higher than that of enforcement personnel due to the nature of the positions.)

In interviews with ISP administrative staff, it was noted that recruitment and retention of civilian personnel was a concern particularly in the Bureau of Field Operations in the area of telecommunications and in the Bureau of Support Services for auto mechanic positions. In addition, the Bureau of Criminal Investigation noted difficulty in filling criminal analyst vacancies within its Intelligence Division. The Laboratory Division also stated that it had difficulty retaining experienced forensic staff. Overall, a low salary structure was cited as the primary reason recruitment and retention difficulties exist.

For example, for civilian staff in the Commercial Vehicle Enforcement Division within the Bureau of Field Operations, Motor Carrier Inspector (MCI) salaries start at $16,198. An internal ISP report compared this starting salary to starting salaries for similar positions in other states, which are displayed below. [4]

Illinois (Commercial Vehicle Enforcement Officer)	$29,364
Kentucky	$32,000
Ohio	$26,749
Wisconsin	$33,575
Michigan*	$19,721

*Following initial probation the annual salary is $36,904

Enforcement Staff Length of Service

Enforcement personnel within the ISP range from "Probationary Officer" to "Superintendent." There are currently four different ranks that enforcement personnel are able to attain through an established promotion process. (The ranks of Captain and above are appointed positions.)

Exhibit 7 illustrates the number of enforcement personnel within each rank and the length of service attained. Based on 2001 data, approximately 57% of total enforcement personnel (of which 49% are assigned the rank of "Trooper") have served for a period of ten years or longer. (Of those personnel with a length of service of ten years and over, however, 95% have served for 11 years or more.)

[4] Commercial Vehicle Enforcement Division, 2001 Executive Staff Briefing.

Exhibit 7. Enforcement Personnel Length of Service.

Rank	Year										
	1	*2*	*3*	*4*	*5*	*6*	*7*	*8*	*9*	*10+*	*Total*
Trooper	77	102	49	37	41	114	38	47		346	**851**
Corporal					1	7	3	2		28	**41**
Sergeant						5	9	3		202	**219**
First Sergeant						1	1			63	**65**
Lieutenant										35	**35**
Captain										18	**18**
Major										14	**14**
Lt. Colonel										3	**3**
Colonel										1	**1**
TOTAL	**77**	**102**	**49**	**37**	**42**	**127**	**51**	**52**	**0**	**710**	**1,247**

Source: ISP Fiscal Division, February 2001.

V. The Mission of the State Police

Advances in the criminal justice field have necessitated changes in the organization of the ISP over time, as well as the development of new statutory responsibilities. The ISP's statutory authority has steadily grown from its origins in traffic regulation to a wider range of criminal investigative responsibilities.

As mentioned earlier, the role of the ISP has changed since its inception in 1933 from a law enforcement agency focused solely on traffic patrol and enforcement, to one that focuses on a combination of traffic patrol and criminal investigations (IC 10-1-1-10). The mission of the ISP, as defined through its broad Vision and Goals statement, appears to reinforce this evolution.

Vision and Goals Statement

The following is the ISP's Vision and Goals statement as reflected in the 1999 Annual Report of the ISP (p.2):

> Vision
>
> The Indiana State Police will be the premier law enforcement agency in the country. We will be guided by three immutable values: integrity, service and professionalism. In order to foster respect, creativity, teamwork and diversity, individual employees will be given the authority, latitude and responsibility associated with an empowered work force. Problem solving, crime reduction, traffic safety and police service will be approached with unwavering consistency–100% effort, 100% of the time. The best available technology will be utilized in accomplishing our mission. State and federal laws will be enforced fairly, honestly, and impartially. We will communicate with the public, other governmental agencies and among ourselves in an open, candid, respectful and professional manner.
>
> Goals
>
> The department will provide the best in quality service to earn the respect and confidence of our customers.
>
> The department will provide public service through individual attention with integrity and professionalism.
>
> Each district of the department will identify and target for each district the most significant criminal activities and work diligently toward addressing them.
>
> Each district of the department will identify and target for each district the most significant traffic-related problems and work diligently toward addressing them.

The department will empower all employees to be leaders in their area of responsibility through 100% effort, 100% of the time to promote the department's mission.

The department will ensure that employees adhere to established professional standards.

The department will treat our customers and colleagues in a fair and equitable manner without regard to race, gender, religion, or national origin.

The department will develop partnerships to reduce crime, make roadways safe, and provide assistance to the public.

The department will manage resources to focus on those activities having the greatest impact on department priorities:

- Hiring, Retention, and Support of Quality People
- Career Development
- Outcome vs. Output
- Quality Communications
- Sound Fiscal Management
- Quality Training
- Public Image
- Quality Laboratory Services

The department will utilize the best available technology, including communication technology, to meet the demands of its customers.

Statutory Responsibilities of ISP

The dual focus of the ISP (e.g., traffic patrol and criminal investigations) is accomplished via both traffic safety and crime reduction efforts. The dual nature of the ISP's mission was recently augmented by a reengineering effort in 1997 by ISP's Superintendent. The result was the establishment of two new ISP bureaus: (1) the Bureau of Financial Management and Human Resources; and (2) the Bureau of Criminal Investigations.

Bureau of Financial Management and Human Resources

The Bureau of Financial Management and Human Resources incorporates fiscal, training, human resources, research, and OSHA compliance under a central command. The ISP's 1997 Annual Report notes that the merger of these areas under a central bureau is a managerial response to increasing demands in these areas. The establishment of this bureau seems to reflect a continued emphasis on strategic planning, specifically encompassing ISP efforts on hiring and retention.

Bureau of Criminal Investigation

Equally important to the overall mission focus of the ISP was the creation of the Bureau of Criminal Investigation. The Bureau of Criminal Investigation incorporates the investigative and laboratory divisions under a central command in an effort to unify investigative services.

Under this reorganization, several specialized investigative divisions exist as part of the Bureau of Criminal Investigation. These divisions include the Gaming Division and the Criminal Investigation Division. An organizational chart displaying the current divisions and sections of the Bureau of Criminal Investigation can be found in Appendix G.

The creation of a centralized bureau enables the integration of a wide range of criminalinvestigative efforts which includes: (1) services such as forensic analysis; (2) drug enforcement; (3) investigations of white collar, vehicle, and child abuse crimes; and (4) cyber crimes.

Primary Responsibilities of ISP

The creation of the Bureau of Criminal Investigation also serves to further define the two main responsibilities of the ISP mentioned above: traffic patrol and criminal investigations. These areas which are encompassed by the Bureau of Criminal Investigation and the Bureau of Field Operations, respectively, can also be considered the primary roles of the ISP.

Problem-Oriented Policing (POP)

Conceptual Shift in Policing

Although not defined by statute, a significant conceptual shift in "policing" was introduced with the implementation of problem-oriented policing in 1995. Problem-oriented policing (POP) as defined by Robert Scott in his report, *Problem-Oriented Policing: The First 20 Years*, is a concept that requires police to develop an understanding of the underlying conditions that give rise to problems that threaten the safety and security of communities.[5] This concept is a departure from "routine patrols" to a concentrated effort at defining a problem, determining its cause, and helping a community to develop a solution.

Implementation of POP

The implementation of POP began when the ISP received a COPS Ahead Grant from the U.S. Department of Justice in 1995. The $2.175 million grant provided funding for an additional 29 officers. Initially, five POP teams were established within the Bureau of Field Operations. Currently, the ISP has POP teams in three regions: North, Central, and South; with a total of 30 positions.

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[4] Scott, Robert. *Problem-Oriented Policing: The First 20 Years*, Office of Community Oriented Policing Services, U.S. Department of Justice, Washington, D.C., October 2000.

POP Training

The POP concept has not been limited to POP teams. POP training was first introduced in the ISP Recruit Academy in 1995. Subsequently, POP training was provided to all enforcement staff of the ISP.

In 1998, a new performance appraisal system and performance agreement was initiated by the Superintendent, which reinforced the POP approach. A trooper's job performance is measured in three primary areas: traffic enforcement, criminal enforcement, and public service effectiveness.

Every enforcement officer below the rank of captain is required to sign a performance agreement which is problem specific for each of the three appraisal areas. Utilizing the POP concept, the officer identifies problems in the three areas and is evaluated on his or her success in developing measures to solve these problems.

POP Activity

Reports on POP activity exemplify the types of efforts in which POP officers are involved. Some of these activities include but are not limited to the following examples:

Operation Melting Pot: A POP officer distributed bilingual emergency cards to non-English speaking residents within his community, arranged for a speaker to talk with community leaders and students, and planned First Aid classes in Spanish. The officer was voted to serve as the President of this specific POP operation.

Zachary's Law: The ISP identified a problem involving non-compliance with Zachary's Law, which required sex offenders to be registered with law enforcement agencies having jurisdiction over where they reside. The POP Team suggested developing a list of all sex offenders required to be registered in the region with a verification of the individuals compliance/non-compliance.

This action was supplemented with media support aimed at educating the public, offenders, and criminal justice agencies about Zachary's Law. As a result, troopers in the one zone where this approach was implemented served 11 of 14 felony warrants for sex offenders failing to register.

Speeding Investigations: Dangerous intersections, railroad crossings, and areas in which there is known to be a high incidence of speeding, were investigated and subsequently targeted by POP Teams for interventions ranging from increased traffic patrols and collaboration with INDOT engineers to the identification of potential intersection dangers.

VI. ISP's Responsibilities in Traffic Patrol and Enforcement

Field Operations

One of the evaluation tasks requested by the Legislative Council under Legislative Council Resolution 00-7 was to analyze the role of the ISP as primarily that of traffic patrol. Traffic patrol is considered an integral part of the ISP mission, and is one of the primary roles that the ISP serves. Traffic patrol is primarily assigned to troopers within the Bureau of Field Operations (Field Operations Section). The Field Operations Section is comprised of three main geographic divisions:

- *North Field Operations* encompasses the Toll Road, Lowell, Lafayette, Peru, Fort Wayne, Bremen, and Redkey Districts.
- *Central Field Operations* includes the Pendeleton, Putnamville, Indianapolis, Terre Haute, and Connersville Districts.
- *South Field Operations* includes the Bloomington, Jasper, Evansville, Versailles, Seymour, and Sellersburg Districts.

The Bureau of Field Operations is comprised of 1,219 authorized staff positions of which 855 are enforcement staff and 364 are civilian staff. Of this number, 631 enforcement staff are classified as road troopers and assigned primarily traffic patrol duties. Exhibit 8 displays the number of troopers by field operation district who are primarily assigned to traffic patrol.

Exhibit 8. Troopers Assigned to Traffic Patrol: CY 1996 - 2000.

Year	North Field Operations	Central Field Operations	South Field Operations	Total
1996	271	141	147	559
1997	252	154	158	564
1998	280	148	163	591
1999	304	163	186	653
2000	261	173	197	631

Source: Indiana State Police Department.

Road Troopers and Levels of Coverage

In the year 2000, 631 troopers were assigned to traffic patrol activities. This number represents approximately a 12% increase from 1996. Although the number of road troopers has continued to increase from 1996 through 1999, a decrease of 22 troopers occurred in 2000, representing approximately a 3% decrease from 1999. The most significant decrease in the number of road troopers (43) occurred in the North Field Operations. The ISP stated that this decrease was due to retirements. An estimated average of 6.9 road troopers exist per county.

From 1996 through 1999, a favorable increase in the coverage of road troopers as measured by vehicle miles, highway miles, and population per trooper occurred. Information for daily vehicle miles and miles of state highway per road trooper was not available for 2000. The ratio of state population per road trooper for 1999 through 2000 does, however, indicate a reverse in the previous trend of more road troopers per population due to the decrease in the number of road troopers as noted in Exhibit 8.

Decrease in Automobile Crashes, Fatalities, and Injuries

Crash statistics available from 1995 through 1998 for the interstate highway system indicate an overall decrease from 1995 through 1998 in automobile crashes (-3.4%), fatalities (-21.3%), and personal injury (-13.3%).[6] It should be noted that other variables such as increased seatbelt use and improved safety features on automobiles may have contributed to this decrease. Increased enforcement efforts with a zero tolerance policy in seat belt enforcement may have aided in this decrease as well.

There are some measures that can aid in determining the level of coverage of road troopers. When examined over time, these measures can also indicate whether a change has occurred in the number of road troopers relative to changes in the population and miles covered by the troopers.

These measures are as follows: (1) the number of road troopers in relation to vehicular miles (which measures the volume and density of traffic on the State's highways); (2) miles of highway each trooper covers; and (3) the number of road troopers relative to the population. Exhibit 9 illustrates the trends in these measures from 1996 through 2000.

Exhibit 9. Road Troopers and Level of Coverage: CY 1996 - 2000.

	1996	1997	1998	1999	2000
No. of Daily Vehicle Miles per "Road Trooper"	182,968	193,794	189,174	168,752	N/A
No. Miles of State Highway per "Road Trooper"	20	20	19	17	N/A
State Population per "Road Trooper"	10,438	10,412	9,996	9, 101	9,636

Source: Indiana Department of Transportation, Stats Indiana Population Estimates for Indiana Counties, ISP.

Comparison Across States

State population per road trooper is a measure that can be most readily compared to neighboring states. In comparison to Indiana's surrounding states for the year 2000, state population per road

[6] 2000 Comprehensive Traffic Safety Enforcement and Public Information Program Grant Application, ISP.

trooper indicates an interstate average of one road trooper per population of 10,158. Indiana ranks third out of the following five states with one road trooper per population of 9,636 which is slightly under the interstate average.

Exhibit 10 illustrates each neighboring state's population, number of road troopers, and population per capita for 2000. Interstate comparisons from 1996 through 1999 are provided in Appendix C. (The average population per road trooper by state should be used with caution as each state may have slightly differing definitions of road troopers.)

Exhibit 10. State Population Per Road Trooper: CY 2000.

State	Population	Road Troopers	Population Per Road Trooper
Michigan	9,938,444	1,350	7,362
Kentucky	4,041,769	504	8,019
Indiana	6,080,485	631	9,636
Five State Average	**--**	**--**	**10,158**
Illinois	12,419,293	1,014	12,248
Ohio	11,353,140	816	13,913

Comparisons Across Bureaus and Divisions

One means of assessing the relative importance of traffic patrol to other duties is to compare staffing patterns across differing aggregations (bureaus, divisions, units, and functions). Of particular interest is a comparison of the number of Field Operations (traffic patrol) staff to the number of Criminal Investigations staff.

Exhibits 11 and 12 compare internal bureau staffing from an aggregate level to a more specific level for December 2000. Specifically, Exhibit 11 presents total staff (civilian and enforcement) for each of the bureaus.

A comparison of total staff among bureaus in Exhibit 11 shows that the Bureau of Field Operations has both the highest number of total staff (1,219) as well as enforcement staff (855) assigned to its operations. The relatively high number of civilian staff (364) in the Bureau of Field Operations reflects civilian motor carrier inspectors assigned to the Motor Carrier Division.

The Bureau of Criminal Investigation, which represents the other primary mission or role of the ISP, has a total of 544 staff of which 73% are enforcement staff. The Bureaus of Support Services and Financial Management, which provide administrative services, have a small number of enforcement

Exhibit 11. State Police Staffing by Bureau: CY 2000.

Bureau	Enforcement	% Enf.	Civilian	% Civ.	Total
Field Operations	855	70%	364	30%	1,219
Criminal Investigation	397	73%	147	27%	544
Support Services	21	9%	225	91%	246
Financial Management	25	47%	28	53%	53

* This table excludes headquarter administrative divisions.
Source: State Staffing Report, December 2000.

staff, 9% and 47%, respectively.

Exhibit 12 displays the number of enforcement staff, which includes both troopers and officers, in the Bureau of Criminal Investigations and the Bureau of Field Operations. The table shows the number of troopers assigned primarily to traffic patrol duties and POP troopers.

Exhibit 12. Enforcement Staff by Division and by Type of Trooper: CY 2000.

		Road Troopers		POP Troopers	
	Total No. of Enforcement Staff	Number	%	Number	%
Bureau of Criminal Investigation	397				
Bureau of Field Operations	855	631	74%	25	3%
Total	1,252	631	49%	25	2%

Source: Total Enforcement Staff, State Staffing Report, December 2000; Road and POP Troopers, ISP.

In comparing troopers to enforcement staff within the two primary enforcement divisions, 74% of troopers in the Bureau of Field Operations are assigned to traffic patrol duties and 3% are assigned to the POP program. The allocation of staff indicates that traffic patrol continues to be one of the

primary roles of the ISP and that almost half of all enforcement staff are assigned to this function. The comparison of staff allocation illustrates the priority of traffic patrol on an organizational level.

Analyzing Annual Duty Hours

Staff assessed the actual duties of road troopers in order to understand how much of the troopers' activities are actually devoted to traffic enforcement versus other enforcement efforts. In order to accomplish this assessment, the annual recorded duty hours for the year 2000 for all troopers assigned to the Bureau of Field Operations districts in the North, Central, and South regions were reviewed.

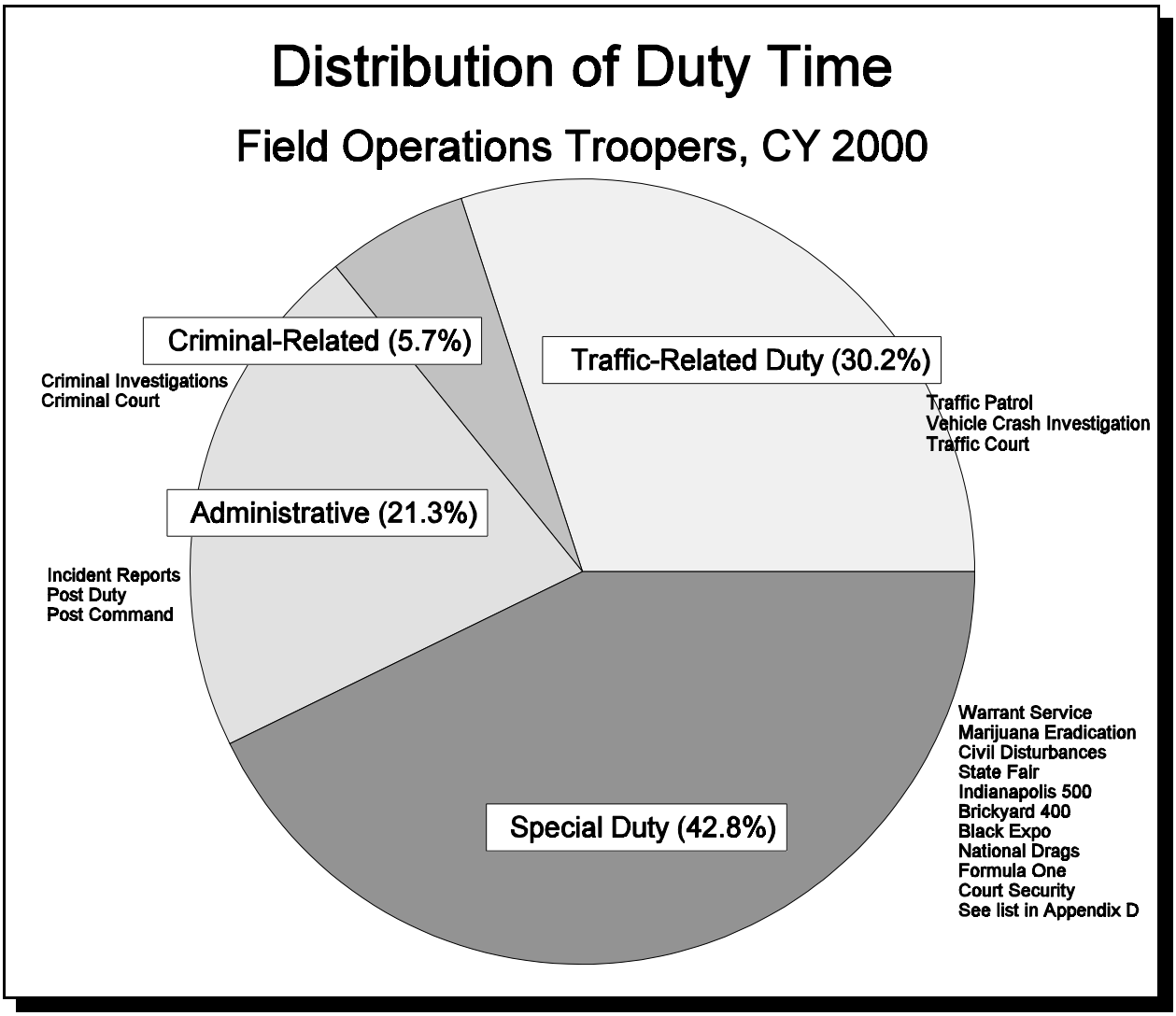
Traffic Patrol and Enforcement

Traffic patrol and enforcement focuses on the following three duty hour categories: Patrol (which includes patrol for traffic-related activities as well as patrolling for criminal activity); Vehicle Investigation; and Traffic Court. The total percentage of time troopers assigned to the Field Operations Division spent on traffic enforcement for the year 2000 was 30.2%. This compares to 5.7% devoted to criminal activities, 21.3% spent on administration, and 42.8% devoted to all special duty assignments.

The above total can be further disaggregated by troopers assigned to field districts, primarily road troopers, and those assigned to operational divisions within the field. Road troopers spent 30.7% of their time on traffic enforcement, 5.7% on criminal investigations, 21.5% on administration, and 42% on special duty. POP officers by contrast spent 4.8% of their time on traffic enforcement, 5.7% on criminal investigations, 15.5% on administration, and 75.2% on all special duty projects.

Exhibit 13 illustrates the following major categories of duty hours analyzed: (1) Traffic Enforcement; (2) Criminal Investigation (e.g., investigation and criminal court); (3) Administration (e.g., incident reports, post duty, post command); and (4) Special Duty for all Field Operations troopers.

Exhibit 13. Distribution of Duty Time *Without* Breakdown of Special Duty Hours: CY 2000.



Special Duty Hours

As the analysis above shows, a significant proportion (42.8%) of the Bureau of Field Operations' troopers' time is devoted to what is termed "special duty hours." Special duty hours represent a large category of activities ranging from particular types of traffic enforcement efforts to specialty team activities, such as the Emergency Response team. Many special duty hours for traffic-related enforcement projects occur on a vacation day or day off as troopers volunteer for these special projects. Examples of special duty activities include marijuana eradication, Indianapolis 500 duty, civil disturbances, state fair duty, and court security. (A more complete listing of activities that fall under the category of special duty hours is presented in Appendix D.)

Upon review of the varying special duty hours, it appears that many of the activities and grant-funded programs are traffic-related. Therefore, a more detailed analysis of special duty hours, which follows, will provide a better understanding of the total amount of time troopers spend on traffic-related activities.

Special Duty Grant-funded Programs

Special duty hours include traffic-related activities that fall under the ISP Comprehensive Traffic Safety and Public Information Program. This program is a federal grant-funded program that consists of five separate projects/programs: (1) Selective Traffic Enforcement Project (S.T.E.P.); (2) Operation Combined Accident Reduction Effort (C.A.R.E.); (3) Highway Performance Vehicle (H.P.V.) Detail; (4) State-wide Driving Under the Influence Enforcement Project (S.W.D.U.I.E.P.); and (5) Operation Pull Over.

A description of each of these projects follows:

1. *S.T.E.P.* targets aggressive and dangerous driving behaviors by using officers during peak travel periods to patrol designated highway locations with a high incidence of traffic accidents and/or a high volume of traffic.

2. *Operation C.A.R.E* increases the number of troopers patrolling targeted roadways during the following five major holiday periods:

- Thanksgiving
- Christmas/New Year's Day
- Memorial Day
- Independence Day
- Labor Day

3. *High Performance Vehicle Detail* targets specific events, such as the Indianapolis 500 and Brickyard 400, as well as highways that have high traffic volumes and/or high incidents of traffic accidents. Troopers assigned to this detail use high performance, "unmarked" Chevrolet Camaro vehicles to target dangerous and aggressive driving behaviors. These vehicles are equipped with two types of speed timing devices (VASCAR and radar).

4. *S.W.D.U.I.E.P.* assigns off-duty officers to patrol selected highways with the objective of targeting suspected D.U.I. violators. The operations include establishing D.U.I. checkpoints to detect and apprehend alcohol- and drug- impaired drivers.

5. *Operation Pull Over* is conducted in conjunction with the Governor's Council on Impaired and Dangerous Driving to increase seat belt and child restraint use, reduce speeding, and educate the public regarding the dangers of impaired driving.

This program involves (1) increased enforcement during Thanksgiving, National Child Passenger Safety Week, Memorial Day, and Labor Day; and (2) an education and public information campaign on occupant protection, the dangers of excessive speed, and impaired driving.

Other Traffic-Related Special Duty Hours

In addition to the grant-funded traffic-related programs described above, other activities that are not routine patrol can be classified as traffic-related. These hours are categorized under "special duty hours." The total amount of time spent by all field operations troopers on traffic-related special duty activities for the year 2000 was 258,616 hours.

If traffic enforcement hours are adjusted by including the special duty hours that are traffic-related, the time all field operations troopers (road troopers and POP) spend on traffic enforcement activities changes. Specifically, in 2000, field operations troopers spent approximately 52.8% of their total duty time on traffic enforcement activities and 20.0% of their time on other special duty assignments. Criminal-related duty hours comprised 5.8% of field operations troopers' time, and administrative duties accounted for 21.4% of field operations troopers' time. See Exhibit 14.

Observations

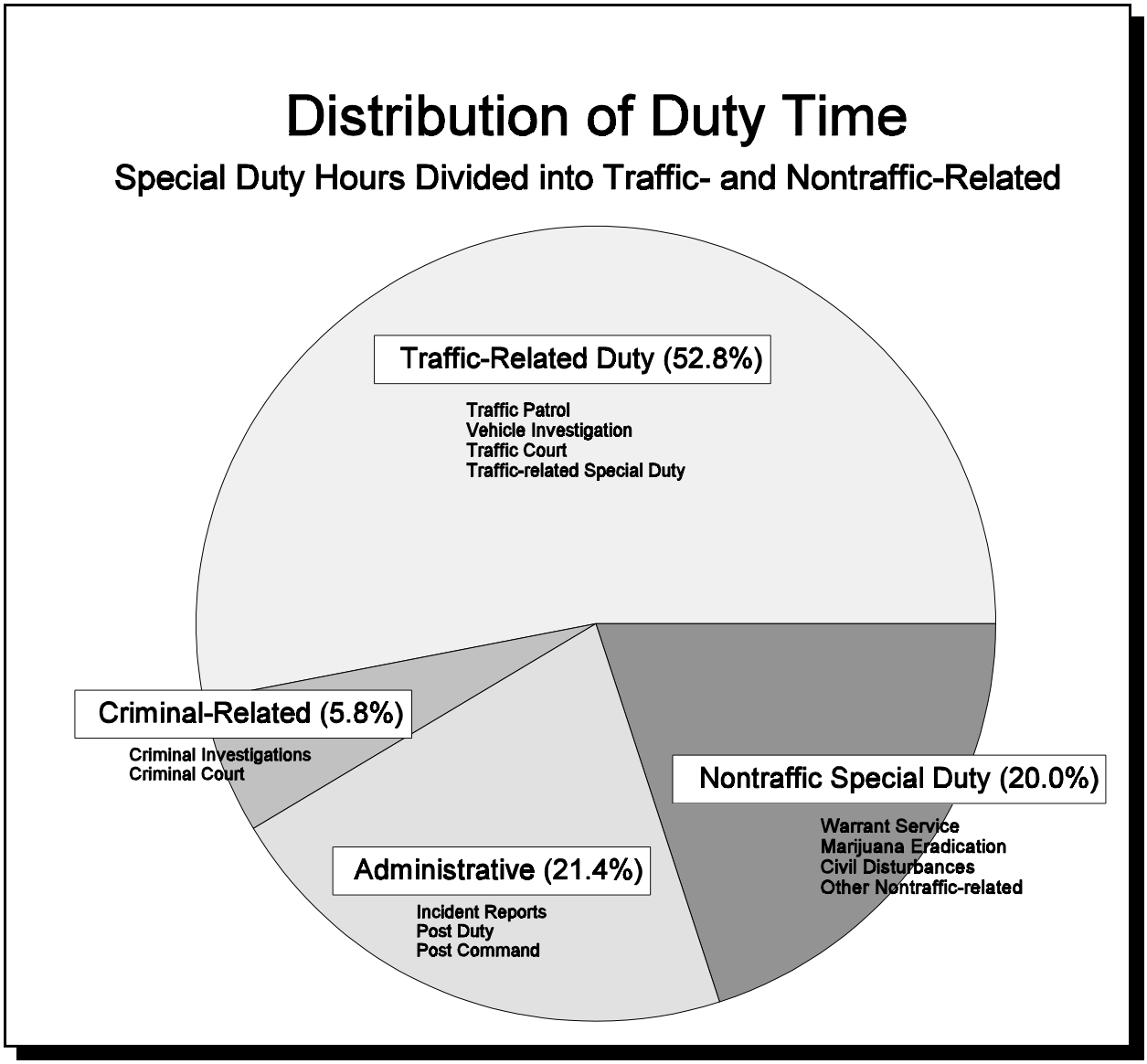
Recognizing that patrol hours can include traffic as well as patrolling for criminal activities, the year 2000 annual duty hours indicate that road troopers in aggregate are spending slightly more than half of their time (52.8%) on what is categorized as traffic-related activities. However, a better definition by ISP staff of what constitutes traffic-related versus criminal-related activities would aid efforts in the future to more clearly identify how road troopers allocate their time.

Another factor that might have influenced the traditional role of traffic patrol was the introduction of problem-oriented policing (POP) in 1995. As noted previously in this report (Section V), POP is a concept that tries to identify the underlying causes of problems and, therefore, shifts the focus from routine patrols to one of identifying and developing solutions to problems. As such, POP troopers spend less time on traffic patrol duties (4.8%) and more time on special duty projects (75.2%) which are focused on problem identification and problem-solving.

As mentioned earlier, the job performance of a road trooper is measured via three primary areas: (1) traffic enforcement; (2) criminal enforcement; and (3) public service effectiveness. Consequently, road troopers' duties include more than routine traffic patrols. This does not necessarily mean that road troopers do not engage in traffic enforcement, but rather that there has been a shift from primarily targeting violators to trying to incorporate a more holistic approach of problem identification and resolution. This conclusion is based on interviews with ISP commanders in the Bureau of Field Operations.

Exhibit 14 illustrates the following major categories of duty hours analyzed for all Field Operations troopers: (1) Traffic Enforcement, including special duty traffic enforcement; (2) Criminal Investigation (e.g., investigation and criminal court); (3) Administration (e.g., incident report, post duty, post command); and (4) Special Duty.

Exhibit 14. **Distribution of Duty Time *With* Breakdown of Special Duty Hours: CY 2000**.



VII. The Responsibilities of ISP in Criminal Investigations

It was noted in the discussion of the mission of the ISP that there are two primary responsibilities for the ISP: traffic patrol and criminal investigations (IC 10-1-1-10). This section will examine in more detail the range of operations carried out by the Criminal Investigations and Laboratory Divisions. This section will also examine the detective functions, both investigation and forensic support services, these divisions perform for other law enforcement agencies.

Criminal Investigation Division

The Criminal Investigation Division has approximately 290 staff which includes 234 enforcement staff and 56 civilian personnel. The division is comprised of the equivalent of two field operations units for criminal investigations and several specialized units and sub-units. The largest units are the Criminal Investigation Operations Divisions: North Criminal Operations and South Criminal Operations.

North Criminal Operations

North Criminal Operations consists of two regional offices: (1) Region I, which includes the Lowell, Lafayette, and Peru Districts and encompasses 21 counties; and (2) Region II, which includes Fort Wayne, Redkey, Toll Road, and Bremen Districts and encompasses 18 counties.

South Criminal Operations

South Criminal Operations consists of three regional offices: (1) Region III, which includes the Bloomington, Jasper, Evansville, and Terre Haute Districts and encompasses 23 counties; (2) Region IV, which includes Versailles, Seymour, Sellersburg, and Connersville Districts and encompasses 20 counties; and (3) Region V, which includes the Pendleton, Indianapolis, and Putnamville Districts and encompasses 10 counties.

Detectives assigned to each of these regions work closely and often in partnership with local and federal law enforcement agencies to investigate crimes that range from burglaries to homicides.

Three other sections exist within the Criminal Investigation Division: the Criminal Intelligence Section, the Drug Enforcement Section, and the Special Investigation Section.

Criminal Intelligence Section (CIS)

The CIS is responsible for the collection, evaluation, and dissemination of criminal information and intelligence. The section is comprised of three specialized units: Violent Crimes, Crime Analysis, and Administrative Support. The latter unit maintains data bases that track and support criminal investigations. The Violent Crimes Unit provides analytical support in the investigation of violent crimes and serves as a link between field investigators and CIS. The Crime Analysis Unit produces intelligence summaries, threat assessments, crime bulletins, and provides analytical support for criminal investigations.

A statutory change in 1999 (IC 35-48-7-10) transferred administration of the Indiana Schedule Two

Electronic Prescription Program (INSTEP) from the Health Professions Bureau to the ISP. The Criminal Intelligence Section oversees the management of the INSTEP program. INSTEP is a controlled substance prescription monitoring program covering patients, physicians, and pharmacists involved in the distribution of controlled substances. The information collected by this program is used in criminal investigations by federal, state, and local law enforcement authorities. INSTEP was scheduled to expire on July 1, 2001. Legislation passed in the first regular session of the112th General Assembly, P.L. 214-2001, extends INSTEP indefinitely.

The ISP has also entered into an agreement with the Federal Bureau of Investigation (FBI) to serve as the Indiana Data Center for the Violent Criminal Apprehension Program (ViCAP). ViCAP is a national computer database managed by the FBI that monitors and analyzes violent crimes. Under the new ViCAP guidelines, all Indiana law enforcement agencies making submissions to ViCAP will do so through the ISP. After the information is entered into the ViCAP Indiana Data Center, the information will be transferred electronically to the FBI.

Drug Enforcement Section (DES)

The DES is comprised of primarily enforcement personnel (detectives) who are responsible for drug-related investigations. Detectives also participate in multi-jurisdictional state and federal drug task forces and with other local police departments. The areas of particular focus for the DES in 2000 were physicians and patients who engaged in drug diversion, drug enforcement initiatives in rural communities, marijuana eradication efforts, and development of a methamphetamine operational plan to address the escalation in clandestine methamphetamine labs. The number of methamphetamine lab seizures by the ISP has continued to rise, as noted in Exhibit 15, below. The DES also includes the Airport Detail Unit which investigates drug trafficking by various forms of public and commercial transportation.

Exhibit 15. Methamphetamine Lab Seizures.

Year	No. of Seizures	Annual % Increase
1995	6	--
1996	13	116%
1997	28	115%
1998	43	54%
1999	178	314%
2000	427	140%

Special Investigation Section

The Special Investigation Section is responsible for conducting background investigations for state and local appointed positions, school corporations, nonpublic school or special education

cooperatives, providers of child care (IC 5-2-5), key members of financial institutions (IC 28-11-5-4.5), and applicants for other law enforcement agencies. The Section is also responsible for investigations in specialized areas for which detectives receive targeted training. These areas, which are organized into units, are as follows: White Collar Crime, Vehicle Crimes, Crimes Against Children, Cold Case, and Cyber Crimes. The latter unit was recently established to examine computer systems for criminal justice agencies.

Laboratory Division

The Laboratory Division consists of approximately 135 employees. Sixty-five percent of these employees are civilian personnel. Of these personnel, over half (47) are forensic scientists and four are criminal analysts. Four ISP crime laboratories are located in Indianapolis, Lowell, Fort Wayne, and Evansville. The main laboratory, located in Indianapolis, provides the full range of analytical services including DNA analysis (also provided at Evansville and Lowell), the examination of trace evidence (Indianapolis site), firearm evidence, crime scene investigation and analysis, controlled substances identification, fingerprint analysis (provided at all four sites), polygraph examinations (which is provided at multiple sites), and forensic photography. Laboratory services are organized around sections and units which are as follows:

Investigative Support Section

- Forensic Document Unit
- Polygraph Unit
- Forensic Firearms and Toolmark Identification Unit
- Forensic Fingerprint Identification Unit
- Forensic Photography (sub-unit)
- Clandestine Laboratory Investigative Unit

Forensic Analysis Section

- Drug Unit
- Microanalysis Unit
- Biology Unit (includes the Convicted Offender DNA Database [CODIS] and DNA examinations)

Management and Field Support Section

- Management of the four regional laboratories--Evansville Lab, Fort Wayne Lab, Indianapolis Lab, Lowell Lab--as well as the Crime Scene Quality Assurance Unit.

Other Local Criminal Laboratory Analysis

Other local crime labs exist in the state, one in Greenwood and one in Lake County. In the Lake County lab, the Sheriff's Department conducts firearm identification and fingerprint analysis. The majority of forensic analysis in the state, however, is conducted by the ISP Laboratory Division. To date, the ISP laboratories are the only labs that are accredited by the American Society of Crime Laboratories.

Laboratory Databases

The Laboratory Division also utilizes several databases in conducting criminal investigations. These databases consist of the following:

Convicted Offender DNA Database (CODIS)

IC 10-1-9 -8, which became effective in 1996, provides that ISP maintain the Indiana DNA database. The database, which is maintained by the Laboratory Division, contains DNA profiles of approximately 22,000 offenders. Offenders who are sentenced to a Department of Corrections facility are required to provide a DNA sample. Offenders sentenced to a county jail or placed in a community corrections program are not required to give a DNA sample under state law. Therefore, the number of DNA profiles contained in the database does not include all convicted offenders in the state.

The DNA database enables investigators to link unsolved serial offenses and to identify previously convicted offenders who commit other violent crimes after their release. For CY 2000, there were 840 DNA cases were processed with 28 "hits" or DNA matches.

P.L. 49-2001, which will be effective July 1, 2001, provides that a person who was convicted of and sentenced for murder or a Class A, Class B, or Class C felony can petition the court to require the forensic DNA testing and analysis of any evidence that may exonerate or reduce the sentence of a person. If the court orders forensic DNA analysis of any evidence that is in the CODIS database, the scientists and technicians employed by the ISP would be responsible for performing this work. It is anticipated that these provisions will increase the workload for the Laboratory Division staff.

Integrated Ballistics Imaging System (IBIS)

This database compares microscopic digital images of marks placed on bullets and fired cartridge casings. This database is maintained by the Laboratory Division.

Automated Fingerprint Identification System (AFIS)

This database compares fingerprints recovered from crime scenes to a database of previously arrested offenders. The system is maintained by the Information Technology Department.

Criminal-Related Duty Hours

Exhibit 16 illustrates the number of criminal investigation-related duty hours for 2000. (Criminal investigations, criminal court, as well as special duty hours are included.)

Exhibit 16. Criminal-Related Duty Hours: CY 2000.

Category	Hours	% of Hours
Criminal Court	13,276	4 %
Criminal Investigations	187,533	50 %
Criminal-Related Special Duty Hours	173,082	46%
Total Criminal-Related Duty Hours	**373,891**	***100%**
* Criminal-related duty hours represent 35% of all duty hours for troopers and officers.		

Criminal Investigative Assistance for Law Enforcement Agencies

IC 10-1-1-21 provides that the ISP will cooperate and exchange information with other state departments, local police forces, and federal police forces. Criminal investigative services provided to local law enforcement agencies can be assessed by reviewing investigative services provided in two areas: detective services and forensic (laboratory) services.

Investigative Assistance to Local Law Enforcement

Data was requested from ISP specific to the number of detective services provided for other law enforcement agencies, but no data was available. Therefore, eight interviews were conducted with a sample of sheriff and police departments in the state. Eight administrative staff of county sheriff and municipal police departments were contacted and interviewed by telephone regarding their use of ISP detective services. The executive directors of the Indiana Association of Chiefs of Police and the Indiana Sheriff's Association were also interviewed in this regard.

An important factor in whether other law enforcement agencies use ISP detectives is the size of the department. In large municipalities and urban counties, departments generally have detectives on staff and do not rely on ISP detectives for criminal investigations. Conversely, rural counties and small municipalities lacking sufficient staff or detectives to conduct criminal investigations rely heavily upon ISP detectives to conduct investigations.

In some cases, smaller sheriff departments that conduct their own criminal investigations note that their use of ISP detectives is event-driven, i.e., internal investigations in a town; bank robberies; and, to a more limited extent, homicides. Both large and small departments use specialized criminal investigative services. These services include the specialized units of the Criminal Investigation Division, specifically, the Drug Enforcement Section and the Cyber Crime Unit; and participation with ISP Criminal Investigative staff in task forces related to particular criminal problems in their districts. Several departments also note that they use ISP crime scene technicians for crime scene investigations.

Laboratory and Forensic Services Used by Other Law Enforcement Agencies

In the staff survey of ten local law enforcement agencies, respondents noted that they rely on ISP's forensic/lab and crime scene analysis services for criminal investigations. The Laboratory Division's statistics show approximately 80% of the Division's laboratory services and 55% of field services are in support of county and municipal law enforcement agency investigations.[7] Local law enforcement agencies are not required to pay a fee for the use of these services. A more detailed listing of the services provided by the Laboratory Division is provided in Exhibits 17 through 20. Appendix E lists the types of laboratory analysis provided by the Laboratory Division.

Exhibit 17. Laboratory Statistics, Non-Drug: 2000.

General Statistics (Non-drug)		
	Submissions	**%**
Indiana State Police	569	18%
Other State Agencies*	90	3%
Municipal Agencies	1,730	56%
County Agencies	383	12%
Other Agencies**	322	11%
TOTALS	**3,094**	**100%**

Source: ISP Laboratory 2000 Activities Report.
*Other state agencies include Department of Natural Resources, State Fire Marshal, Excise Police, and Capitol Police.
**Other agencies include Federal law enforcement agencies (e.g., FBI) and Interagency Task Forces.

[7] 1999 Annual Report, ISP, p. 35.

Exhibit 18. Laboratory Statistics, Controlled Substances: CY 2000.

	Controlled Substance (Non-Marijuana)			Controlled Substance (Marijuana)		
	Submissions	**%**	**Specimens**	**Submissions**	**%**	**Specimens**
Indiana State Police	1,155	17.6%	2,437	1,414	20.2%	2,377
Other State Agencies*	53	0.8%	107	114	1.6%	197
Municipal Agencies	3,846	58.6%	8,567	3,807	54.4%	6,943
County Agencies	1,394	21.3%	3,211	1,508	21.6%	2,551
Other Agencies**	110	1.7%	246	154	2.2%	303
TOTALS	**6,558**	**100%**	**14,568**	**6,997**	**100%**	**12,371**

Source: ISP Laboratory 2000 Activities Report.
*Other state agencies include Department of Natural Resources, State Fire Marshal, Excise Police, and Capitol Police.
**Other agencies include Federal law enforcement agencies (e.g., FBI) and Interagency Task Forces.

Exhibit 19. Laboratory Statistics, DNA: CY 2000.

	DNA		
	Submissions	**Percent of Submissions**	**Specimens**
Indiana State Police	135	29.2%	1,317
Other State Agencies*	3	0.6%	25
Municipal Agencies	234	50.5%	2,697
County Agencies	68	14.7%	820
Other Agencies**	23	5.0%	388
TOTALS	**463**	**100%**	**5,247**

Source: ISP Laboratory 2000 Activities Report.
*Other state agencies include Department of Natural Resources, State Fire Marshal, Excise Police, and Capitol Police.
**Other agencies include Federal law enforcement agencies (e.g., FBI) and Interagency Task Forces.

Exhibit 20. Laboratory Statistics, Polygraph Examinations: CY 2000.

	Polygraph Examinations	
	Exams	**Percent**
Indiana State Police (Criminal)	184	24.2%
Indiana State Police (Applicant)	197	25.9%
Indiana State Police (Other)	6	0.8%
Municipal Agencies	158	20.8%
County Agencies	106	13.9%
Prosecutors	84	11.1%
Other Agencies**	25	3.3%
TOTALS	**760**	**100%**

Source: ISP Laboratory 2000 Activities Report.
*Other state agencies include Department of Natural Resources, State Fire Marshal, Excise Police, and Capitol Police.
**Other agencies include Federal law enforcement agencies (e.g., FBI) and Interagency Task Forces.

Observation Regarding Criminal Investigations

Criminal investigations are the second major responsibility for the ISP. While larger municipal and county law enforcement agencies (e.g., Indianapolis, Lake County) do not rely on ISP detectives, the ISP continue to be the main source of criminal investigative services for smaller rural agencies (e.g., Newton County, Greene County). The specialized detective units, particularly in narcotics and computer crimes, are often utilized by both large and small law enforcement agencies. As criminal investigation becomes more scientifically sophisticated, the demand for forensic services increases. (This demand is evidenced by the high utilization of forensic/laboratory services by both the ISP and other law enforcement agencies.) The number of DNA cases increased by 41% from 1999 to 2000.[8] As of May 29, 2001, 494 DNA cases were backlogged.[9]

[8] 2000 Activities Report, Forensic Analysis Section, Laboratory Division of the ISP.

[9] Interview with the Commander of the Laboratory Division.

VIII. Responsibilities of the ISP in Gaming Enforcement

Background

The Gaming Enforcement Division falls under the purview of the Bureau of Criminal Investigation within the ISP. Of the estimated 550 personnel assigned to the Bureau of Criminal Investigation, approximately 120 are assigned to the Gaming Enforcement Division. The Gaming Enforcement Division primarily consists of non-civilian personnel who hold the rank of trooper.

Interagency Agreement Between the Gaming Commission and the ISP

The Indiana Gaming Commission and the ISP have established an interagency agreement, which began in 1994, to meet the statutory mandates for investigation and enforcement necessary for riverboat operations. (No new interagency agreements have been executed since FY 1999.)

The FY 1999 interagency agreement states that the ISP will agree to provide enforcement personnel "to act, and be cross-designated as, Commission agents on riverboats." It further states that the Commission will reimburse the ISP for any investigative costs necessary to carry out statutory mandates. Authorized pay raises for each successive year are incorporated by the FY1999 interagency agreement without the execution of new contract language.

ISP Statutory Mandates Referenced in the Interagency Agreement

- IC 4-33-4-1(4)--Investigate and reinvestigate applicants and license holders to determine the eligibility of applicants for licenses.

- IC 4-33-3-3(7)--Be present through the Commission's inspectors and agents during the time gambling operations are conducted on a riverboat to do the following:

  (A) Certify the revenue received by a riverboat.

  (B) Receive complaints from the public.

  (C) Conduct other investigations into the conduct of gambling games and the maintenance of equipment that the Commission considers necessary and proper.

- IC 4-33-4-18--Assist the Commission in conducting background investigations of applicants.

Reimbursement Costs

The total cost for ISP personnel in accordance with the FY 1999 interagency agreement, which includes both salaries and fringe benefits, is approximately $6 million, of which all is reimbursed by the Commission.

Expenses include personnel costs, computers, office space, and equipment. The Gaming Commission also reimburses personnel benefits including pension contributions. The Commission recovers reimbursement costs from each respective riverboat via a pro-rata schedule as established

in IC 4-33-4-3.6. The Gaming Commission also funded ISP Recruit Academy costs to add to the ISP compliment.

Responsibilities of the ISP Gaming Enforcement Staff

The 1998-1999 interagency agreement provides further detail on what the "commission agents'" duties are:

> Prior to the commencement of a riverboat gambling operation, Commission agents must be available at the dock site to process applicants for occupational licenses. This includes accepting applications, obtaining fingerprints from applicants, and beginning to process the applicant's criminal history. The Commission utilizes personnel from the Indiana State Police to serve as Commission agents and perform these functions. The personnel assigned by ISP to serve these functions are referred to as the Riverboat Investigations Unit of ISP Gaming Enforcement Division (RIU).
>
> Additionally, the riverboat gaming licensing process requires Commission agents to complete detailed background investigations of the individuals and entities related to the riverboat owner license applications, suppliers license, occupational licenses as well as any transfer of an ownership interest in a riverboat owner's license or a suppliers license, and to conduct investigations any time issues regarding continued suitability for licensure arise. The ISP personnel assigned to assist the Commission with the background investigations are located in Indianapolis, and are referred to as the Background Investigation Unit of ISP Gaming Enforcement Division (BIU).[10]

A more detailed analysis of the Gaming Enforcement Divisions' organizational structure and operations can provide further insight into the range of responsibilities of Gaming Enforcement Division's staff.

The Gaming Enforcement Division is comprised of two units: (1) the Background Investigative Unit (BIU); and (2) the Riverboat Investigative Unit (RIU).

Background Investigative Unit (BIU)

As the primary investigative arm of the Gaming Enforcement Division, the BIU conducts background investigations of owners, key employees, and suppliers who are applicants or who hold riverboat licenses or riverboat supplier licenses. After licenses are issued, BIU staff are required to conduct re-investigations after the first five years of operations and re-investigate license holders every three years.

Other activities of the BIU include long-term gaming investigations that can include other states, the financial evaluation of companies who apply for licenses to ensure they have sufficient resources to provide gaming services, and the investigation of corporate purchasers' "buy-outs" of previous owners. The BIU staff's responsibilities are to conduct the aforementioned investigations and send reports to the Gaming Commission who, in turn, is responsible for making the determination on a

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[10] 1998-1999 Interagency Agreement, Indiana Gaming Commission.

license application. Additionally, the BIU is charged with monitoring the activities of the licensees to ensure suitability and compliance.

Organizationally, the BIU operates from Headquarters. The Gaming Enforcement Division itself is under ISP command and considered as part of Headquarters. The BIU staff consists of fifteen enforcement personnel, three sergeants and twelve troopers.

A review of selected operational statistics for 2000 provides examples of the scope of activities performed by the BIU staff. In 2000, there were over 7,901 employee background investigations, six supplier corporations investigations, and two corporate buy-outs investigations.

Riverboat Investigative Unit (RIU)

The Riverboat Investigative Unit (RIU) is the corresponding enforcement arm of the Indiana Gaming Commission. The Unit's primary responsibility is to conduct criminal investigations into activities in the immediate area of the riverboats and to enforce the rules and regulations of the Gaming Commission relating to riverboat casinos.

Criminal investigations are a major focus of the RIU, given the potential for theft on the riverboat casinos. While riverboats do have their own security staff, RIU staff are often called upon to manage problems with patrons since the RIU staff are enforcement personnel. Staff also monitor gaming equipment to ensure that they comply with Commission rules and regulations. In the year 2000, 333 criminal cases were investigated; 211 individuals were charged with 217 misdemeanors and 105 felony violations.

RIU Composition

The RIU unit is comprised of ten sergeants and 82 troopers. The enforcement staff assigned to Division Command, BIU, and RIU, the latter by riverboat, are presented on the following page. As Exhibit 21 illustrates, two of the boats have more staff: Caesar's in the South (because it is the largest gaming boat) and Harrah's in the North (additional staff serves five other riverboats in the North as well). At least one trooper must be on board for gaming to occur. On peak gaming days, Fridays and week-ends, the boats are usually double-staffed.

Exhibit 21. Authorized Enforcement Staff Per Riverboat Casino: 2000.

Boat	Troopers	Sergeants
Argosy	8	1
Aztar	8	1
Belterra	8	1
Blue Chip	8	1
Caesar's	9	1
Empress	8	1
Grand Victoria	8	1
Harrah's	9	1
Majestic	8	1
Trump	8	1
Total	**82**	**10**

Source: ISP Gaming Division.

Assignment to Riverboat Duty

Assignment to the riverboats is not entirely voluntary. The Commander of the Gaming Enforcement Division estimates that while 80% of the assignments are voluntary, 20% are assigned by lottery. The exception is in the southeast portion of the State where 45% of the troopers are assigned by lottery. The lottery system was instituted to ensure that each boat had the required number of staff. When a vacancy occurs in a district where a boat is located and no one applies for the vacant position, the lottery becomes effective in that district. Troopers assigned to the high-performance vehicle squad and detectives who are assigned to headquarters are exempt from the lottery.

The ISP utilizes a one-year rotation system to fill vacanies within the Riverboat Investigation Unit (RIU). The Background Investigation Unit (BIU) is permanently staffed. When personnel are transferred from the Bureau of Field Operations to the RIU, troopers who have completed the field training officers program, transfers, and reassignments are used to fill vacancies in field operations.

The lottery also does not include recent graduates, who are probationary troopers, from the Recruit Academy. These troopers are not assigned to the riverboats because, as the ISP staff explained, they have not acquired sufficient experience to deal with the types of activities and encounters that frequently occur on riverboat casinos. Probationary troopers are routinely assigned to Field

Operations to serve as road troopers during their probationary year. Field Operations provides "generalist" training that will enable troopers to acquire sufficient experience to move on to more specialized units, such as Gaming Enforcement or Criminal Investigations, should they choose to do so.[11]

There is a one-year mandatory assignment on the riverboats after which a trooper may choose to transfer to another division if a vacancy exists. When personnel are transferred from the Bureau of Field Operations to RIU, new recruits are used to fill vacancies in field operations. Typically, there are approximately 50 recruits in training during any given class.

The Gaming Enforcement Division commonly employs more experienced troopers. The average years of experience for Gaming Enforcement "sworn" staff are presented below in Exhibit 22 for the Background and Riverboat Investigative Units. On the RIU, over half of the troopers have six or more years of experience.

Exhibit 22. Actual BIU and RIU Staff: 2001.

Gaming Division Units	# of Enforcement Staff	Years of Service	% of Staff Years of Service
Background Investigative Unit	0	33-36	0%
	0	25-32	0%
	2	21-24	22%
	5	14-20	55%
	1	6-13	11%
	1	1-5	11%
Riverboat Investigative Unit	1	33-36	1%
	7	25-32	6%
	12	21-24	13%
	12	14-20	13%
	28	6-13	31%
	30	1-5	33%

Source: Gaming Enforcement Division, ISP.

The Division has been reviewing measures to increase employee satisfaction. For example, changes were recently made in the work schedule for RIU detectives. The schedule was expanded to 10 hours which enabled detectives to have four-day weekends every other weekend, while at the same time, allowing for more coverage during peak gaming hours.

[11] Interview with the Commander of the Training Unit.

Trooper Benefits While Assigned to Riverboat Gaming

To compensate troopers who hold the rank of Lieutenant and below for these differing working conditions and to attract experienced troopers, the 1996-1997 interagency agreement required that the Commission pay troopers serving for the first time on a riverboat an additional $100 a month.[12]

In addition, first-time riverboat troopers are allotted an initial $350 as well as a recruitment differential of $125 to be paid on January 1 and July 1 of each year for a total of $1,800 for first year service on a riverboat. If a trooper serves a second year or more with the Division, the incentive package is reduced to $1,450.

The 1996-1997 interagency agreement also required that civilian personnel assigned to the Gaming Enforcement Division receive a recruitment differential of $50 per month. Providing these civilian personnel with such a recruitment differential is an attempt on the part of ISP to draw experienced individuals to the Gaming Enforcement Division. This has not changed from 1997 through 2001.

Level of Enforcement Staff for Traffic Enforcement

One of the concerns surrounding ISP's role as enforcement officers for the gaming industry is that assigning enforcement staff to the riverboats may decrease the number of enforcement staff available for other assignments. According to the ISP, the Gaming Enforcement staff are additional staff who are reimbursed by the Gaming Commission. Districts that have gaming boats within their districts are generally staffed with an additional eight or nine troopers to compensate for the eight or nine troopers required to staff the riverboats. An ISP district comparison of the measures used to analyze road trooper coverage (i.e. daily vehicle miles per trooper, miles of state highway per road trooper, and population per road trooper) was reviewed for districts with riverboat gaming and districts without riverboat gaming. There was no substantial difference in road trooper coverage for districts with riverboat gaming versus districts without riverboat gaming.

However, the perception that troopers are being transferred from other duties, such as traffic patrol, to gaming is most likely due to the fact that troopers with at least one year of service can, either voluntarily or by the lottery system, be assigned to the riverboats in their districts. Other troopers are then assigned to that district to ensure that the staffing remains the same. These troopers can be probationary troopers.

Other State Gaming Models

Several other states that offer riverboat gaming were contacted in order to compare different models of providing enforcement and investigative services for the gaming operations.

Mississippi: The Mississippi Gaming Commission has three divisions that are responsible for the enforcement and investigatory activities related to gaming operations: (1) the Intelligence Division; (2) the Enforcement Division; and (3) the Investigations Division. These Divisions are all organized under the Gaming Commission.

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[12] This amount also applies to subsequent years.

The Investigations Division conducts investigations that include findings of suitability, key licenses, initial key employee applicant investigations, and background investigations of employees of the Commission. These staff do not have enforcement authority, but many staff are former law enforcement personnel.

The Intelligence Division has responsibility for gathering information relevant to any gaming-related criminal activity. The Division also serves as the agency liaison to other local, state, and federal law enforcement agencies. As in the Investigations Division, these staff do not have enforcement authority, but many staff are former law enforcement personnel.

The Enforcement Division's responsibilities include investigating criminal violations occurring in the casinos, investigating patron complaints/disputes, and inspecting and examining casino premises. Enforcement Division personnel are comprised primarily of sworn officers who do have law enforcement authority. To receive law enforcement certification, staff without a law enforcement background must successfully complete ten weeks of training at the Law Enforcement Academy. Training is general and not specific to gaming. The Mississippi Gaming staff member noted, however, that even though staff may be certified law enforcement officers, the Gaming Commission prefers that local law enforcement authorities arrest violators. Using local law enforcement authorities to arrest violators has proven to be more cost-effective according to the Gaming Commission.

The Mississippi Gaming Commission also has a separate Gaming Laboratory Division that is responsible for approval, field-testing and inspections, certification, and jackpot verification for all electronic gaming devices, programs, and firmware. Employees are civilian staff, with mainly computer engineering backgrounds, who have expertise in how gaming machines operate.

Louisiana: Louisiana uses a model similar to Indiana in that the Casino Gaming Commission employs State Police as Commission Agents. On average, three troopers are assigned each riverboat, but troopers do not provide 24-hour coverage. Due to the difficulties in finding enough recruits for casino assignments, uniform troopers are being employed at casinos on an on-call basis. Funds for State Police Gaming Agents come from dedicated state appropriations for gaming. Three percent of taxable gaming revenue goes to public safety agencies, which includes the State Police. The State Police will allocate staff strictly by need and use any excess monies to fund other services. One example given for the use of excess funds was the Automated Fingerprint Identification System (AFIS) fingerprint system.

Enforcement staff only handle gaming-related crimes (such as employee theft) and criminal intelligence activities. Other offenses, such as drunk and disorderly conduct, are the responsibility of riverboat security and local law enforcement officers. Legislation has been enacted which empowers security personnel to detain someone if a crime has been committed. Louisiana also uses civilian staff as non-commission agents in the audit function, monitoring and checking electronic gaming devices, and as intelligence analysts to perform background checks. The Commission is planning to streamline staff and out source applicable gaming work. It is also trying to use civilians, whenever possible, in gaming assignments. The Commander of the Gaming Division noted that the use of local law enforcement staff and civilian personnel for non-enforcement activities would result in a more cost-efficient use of Commission staff.

Missouri: The model for gaming enforcement that Missouri employs is the most similar to the model

used in Indiana. The Missouri Gaming Commission and the Missouri Highway Patrol have established an interagency agreement that provides that the Missouri Highway Patrol act as the enforcement agents for the Commission. The Commission contracts with the Missouri Highway patrol and reimburses them for their services. The Missouri Highway Patrol gaming agents serve in essentially the same capacity as the ISP Gaming Agents with the same general duties and responsibilities. However, as in Louisiana, offenses such as drunk and disorderly conduct, are handled by riverboat security and local law enforcement authorities. In the largest riverboat casino, located in St. Louis, the local police station has a sub-station on the riverboat.

Missouri also has difficulty in filling all the Gaming Enforcement positions with volunteers. Instead of a lottery system, Missouri uses what they term as a "draft" system to fill vacant positions. Under this system, troop commanders, generally in a district where the riverboat casino is located, will assign, at their discretion, enforcement staff from their division to the riverboat. Troopers or officers assigned must have at least three years of experience and must spend a two-year term in the position.

Observations

IC 4-33-1-2 requires that there be "comprehensive law enforcement supervision" over riverboat gaming operations. The Gaming Commission entered into an agreement with ISP to provide enforcement and investigative services on riverboats. According to the Executive Director of the Gaming Commission, this decision was based on a number of factors which include the following: (1) the ISP is less subject to leadership fluctuations; (2) the ISP is a single, comprehensive law enforcement agency that has statewide powers; and (3) the ISP has an existing chain of command as well as rules and regulations already in place that are suitable for law enforcement activities on riverboats.

The Gaming Commission has made strides in attracting more staff to apply voluntarily for riverboat assignments. The Commission is reviewing other incentives and organizational arrangements intended to increase voluntary applications and decrease reliance on the lottery system for filling vacancies on riverboats.

Based on models in other states, different organizational structures may merit further investigation by the ISP and the Gaming Commission. One particular area is using civilian personnel for certain responsibilities, such as background investigations of gaming personnel and monitoring and checking gaming devices. This use of civilian personnel would allow troopers to concentrate on enforcement and investigative activities. A problem with this approach is that the vacancy rate for civilian personnel in the ISP is higher than the vacancy rate for enforcement staff. The higher vacancy rate for civilian staff may indicate that it could be difficult to recruit civilian staff for certain activities that are currently being performed by enforcement staff.

IX. Areas for Additional Study

1. RE-DEFINING DUTY HOURS TO BETTER REFLECT TROOPERS' ACTIVITIES

Interviews with ISP administrative staff revealed that definitions of what is categorized as traffic patrol and what is categorized as criminal investigation is not always clear. A review of the categorization of duty hours could increase awareness of ISP's allocation of resources.

2. REVIEW OTHER STATE MODELS FOR USING ENFORCEMENT PERSONNEL FOR RIVERBOAT GAMING

While the overall organization of gaming operations in each state differs, certain organizational designs merit further investigation. One such area is the use of civilian personnel for tasks currently being conducted by enforcement staff, such as background investigations of gaming personnel and monitoring and checking gaming devices. A potential problem with this approach is that the vacancy rate for civilian personnel in the ISP is higher than the vacancy rate for enforcement staff. The vacancy rate for civilian staff recruitment policies for these positions is also an area for further study.

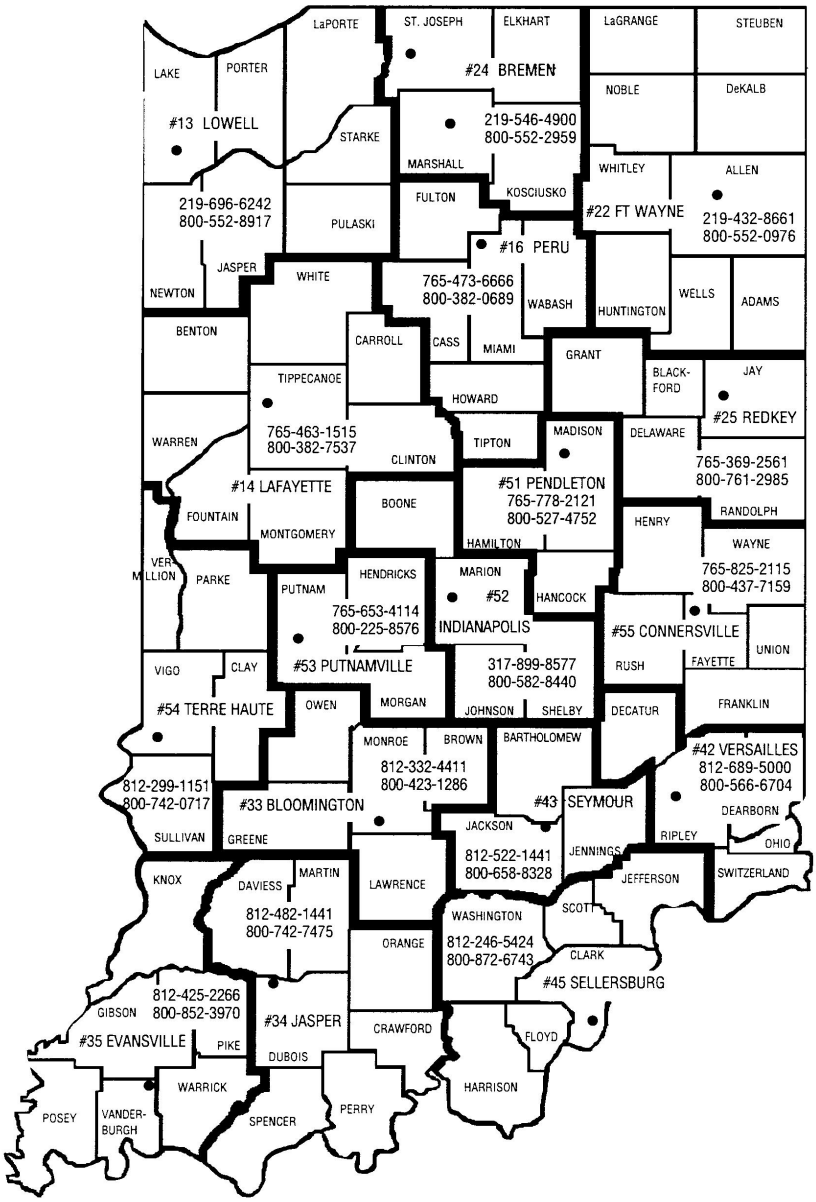
3. COLLECTION OF DATA REGARDING DETECTIVE/CRIMINAL INVESTIGATION SERVICES PROVIDED TO OTHER LAW ENFORCEMENT AGENCIES

The Laboratory Division provides an excellent example of data collection that specifies services provided to other law enforcement agencies. ISP could also benefit from the development of a data collection procedure for criminal investigations, such as detective services, that are provided to other law enforcement agencies. This data will provide a means of determining the actual level of criminal investigative services for internal departmental cases as well as for local law enforcement agencies.

Appendices

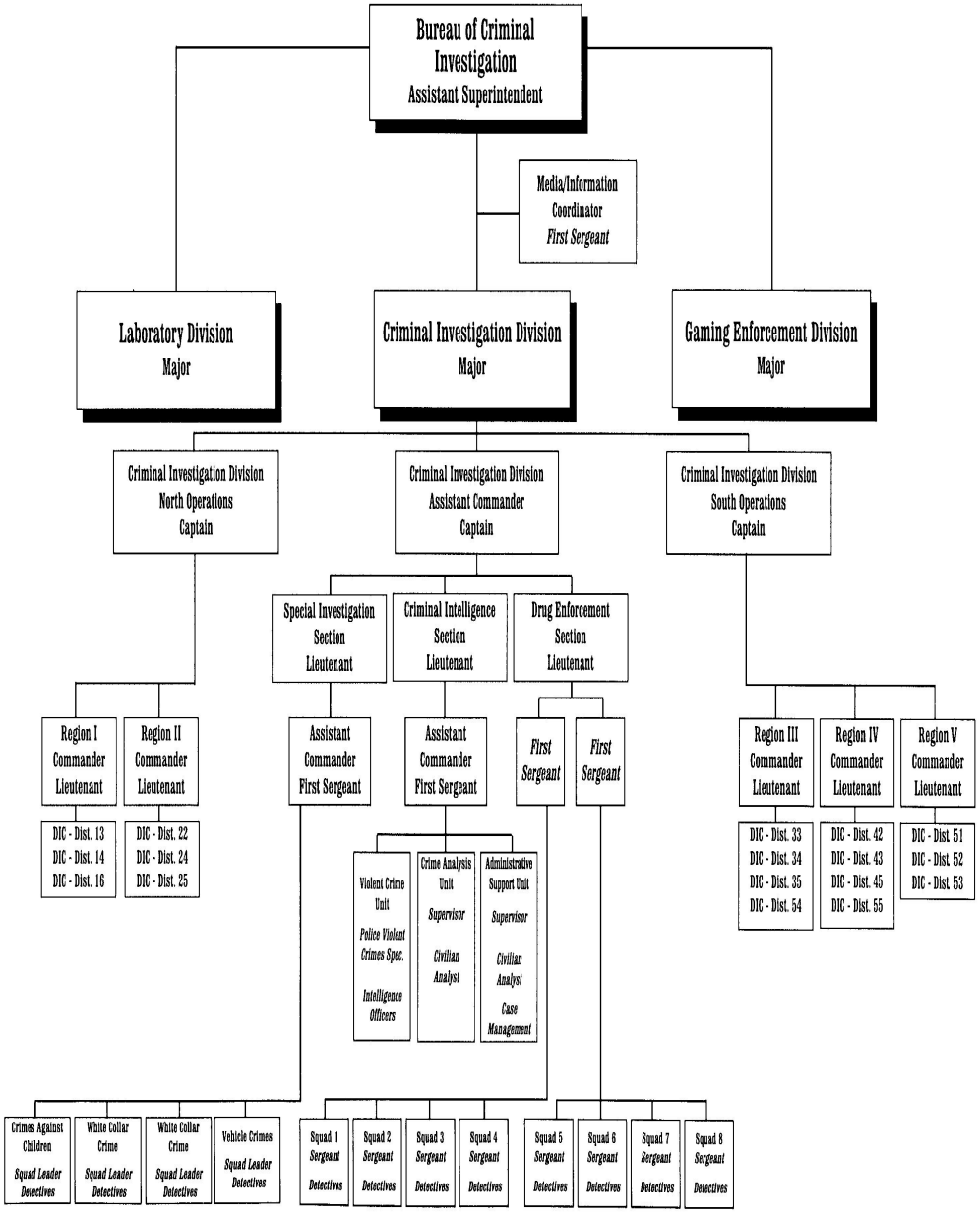
Appendix A

INDIANA STATE POLICE DISTRICT LOCATIONS



5-00/PIO/dist

Appendix B


Bureau of Criminal Investigation
Assistant Superintendent
Media/Information Coordinator
First Sergeant
Laboratory Division
Major
Criminal Investigation Division
Major
Gaming Enforcement Division
Major
Criminal Investigation Division North Operations
Captain
Criminal Investigation Division Assistant Commander
Captain
Criminal Investigation Division South Operations
Captain
Special Investigation Section
Lieutenant
Criminal Intelligence Section
Lieutenant
Drug Enforcement Section
Lieutenant
Region I Commander
Lieutenant
Region II Commander
Lieutenant
Assistant Commander
First Sergeant
Assistant Commander
First Sergeant
First Sergeant
First Sergeant
Region III Commander
Lieutenant
Region IV Commander
Lieutenant
Region V Commander
Lieutenant
DIC - Dist. 13
DIC - Dist. 14
DIC - Dist. 16
DIC - Dist. 22
DIC - Dist. 24
DIC - Dist. 25
DIC - Dist. 33
DIC - Dist. 34
DIC - Dist. 35
DIC - Dist. 54
DIC - Dist. 42
DIC - Dist. 43
DIC - Dist. 45
DIC - Dist. 55
DIC - Dist. 51
DIC - Dist. 52
DIC - Dist. 53
Violent Crime Unit
Police Violent Crimes Spec.
Intelligence Officers
Crime Analysis Unit
Supervisor
Civilian Analyst
Administrative Support Unit
Supervisor
Civilian Analyst
Case Management
Crimes Against Children
Squad Leader
Detectives
White Collar Crime
Squad Leader
Detectives
White Collar Crime
Squad Leader
Detectives
Vehicle Crimes
Squad Leader
Detectives
Squad 1 Sergeant
Detectives
Squad 2 Sergeant
Detectives
Squad 3 Sergeant
Detectives
Squad 4 Sergeant
Detectives
Squad 5 Sergeant
Detectives
Squad 6 Sergeant
Detectives
Squad 7 Sergeant
Detectives
Squad 8 Sergeant
Detectives

Appendix C

1999 STATE POPULATION PER ROAD TROOPER

State	Population	Road Troopers	Population Per Road Trooper
Indiana	5,942,901	653	9,101
Ohio	11,256,654	873	12,894
Kentucky	3,960,825	507	7,812
Illinois	12,128,370	949	12,780
Michigan	9,863,775	1,319	7,478
TOTAL	**43,152,525**	**4,301**	**10,033**

1998 STATE POPULATION PER ROAD TROOPER

State	Population	Road Troopers	Population Per Road Trooper
Indiana	5,907,617	591	9,996
Ohio	11,237,752	847	13,268
Kentucky	3,934,310	475	8,283
Illinois	12,069,774	928	13,006
Michigan	9,820,231	1,332	7,373
TOTAL	**42,969,684**	**4,173**	**10,297**

Appendix C (Cont.)

1997 STATE POPULATION PER ROAD TROOPER

State	Population	Road Troopers	Population Per Road Trooper
Indiana	5,872,370	564	10,412
Ohio	11,212,498	898	12,486
Kentucky	3,907,816	532	7,346
Illinois	12,011,509	1,032	11,639
Michigan	9,785,480	1,256	7,791
TOTAL	**42,789,673**	**4,282**	**9,993**

1996 STATE POPULATION PER ROAD TROOPER

State	Population	Road Troopers	Population Per Road Trooper
Indiana	5,834,908	559	10,438
Ohio	11,187,032	915	12,226
Kentucky	3,881,051	514	7,551
Illinois	11,953,003	945	12,649
Michigan	9,739,184	1,257	7,748
TOTAL	**42,595,178**	**4,190**	**10,166**

Appendix D
SPECIAL DUTY ACTIVITIES

Assist Police- Department
Assist Sheriff"s - Dept.
Assist State Highway
Assist Other Agencies
Athletic Events-Traffic
Attempt to Locate- Deliver Messages
Applicant Investigation
EOD Incident
EOD Administrative
EOD Training
Civil Defense Activities
Civil Disturbances-strikes, riots, etc.
Courtesy Services
Civil Court-testifying, jury duty
Coalition Business
Commission Pickup
Commission Service and Repair
Delivery-blood, organs, etc.
Disaster Relief
Driving Details
Diving Administrative
Diving Training
Breathalyzer Tests
Department Physicals
Drug Interdiction Program
Escorts-Military Escorts-Oversize
Escorts-Other
Fair Detail-State
Fair Detail-Other
Family Disturbance (Inv.)
Fingerprinting-Security
Firearms Programs
Fire Fighting
Funeral Details
Funeral Details-Traffic
Interview-Promotion
Intelligence Gathering
Intercept Monitor
Intercept Supervision
Intercept Surveillance
Lectures/Instruction
Lab Work
Meetings-Official
Motor Number Checks
Marijuana Eradication
Official Contacts
Parade Detail
Public Appearances
Physical Fitness Trng.
Race Detail - 500
Race Detail - Other
Accreditation
Armorer Duties
School Bus Spot Checks
Security- Const. Toll Rd.
Schools, Training
Security Details
Security Details- Legis.
Security IDACS -Insp.
Security - Constr. Detail
Suspicious Car-Investigate
Security Lake Co. Constr. Detail
Suspicious Persons-Investigate
Animals in Roadway
Traffic Direction
Transportation Detail
Duty Driving Time
MCSAP Traffic Enforcement
MCSAP Training
MCSAP CDL Enforcement
MSCAP Enforcement
MCSAP Field Supervision
Motor Carrier Enf.-Perm./Portable Scales
Motor Carr.-Safety Audits
MCSAP Safety Resp. Audit
MCSAP Compl. Resp. Audit
MC Safety Inspection
MC HM Safety Inspection
MCSAP Safety Inspection
Motor Carr. Safety Invest.
Motor Carrier Haz - Materials Investigation
Motor Carrier Public Info.
MCSAP Public Info.
Hazmat Transportation-Accident
Blockade
ERT Detail
ERT Administrative
ERT Training
Special Projects
Recruiting
Evidence Handling
Aircraft-Maintenance/ Patrol/Search/ Transp/General Inspection
Post Meeting
Post Clean-up
Field Supervision
Case Reports
Accident Reports
Materials Survey
Haz. Waste Investigation
School Bus Annual Inspection
School Bus Accident - Follow-up
School Bus - Admin.
Project Camaro-HPV
Project 55
Warrant Service
Manhunt

Appendix E
Types of Laboratory Analysis Performed by the Laboratory Division

- Physical, chemical, and fluorescent development of latent fingerprint evidence.
- Unknown to known dermal friction ridge comparisons.
- Examination and comparison of handwriting and handprinting to determine writer.
- Search offender database for matching profiles (serial or unidentified suspects).
- DNA profile comparisons.
- Identification of body fluids.
- Species determination of biological materials.
- DNA extraction and evaluation.
- DNA amplification and typing.
- Statistical analysis of DNA profile results.
- IBIS data base entry and inquiry for unsolved firearms and related cases.
- Automated Fingerprint Identification System data base entry and inquiry in unidentified suspect investigations.
- Fracture and puzzle match examinations.
- Authentication of documents (e.g., currency, driver's license).
- Comparison and identification of fired bullets and cartridges casings.
- Examination and comparison of footwear impressions.
- Examination and comparison of toolmark evidence.
- Examination and comparison of tire impressions.
- Restoration of indented impressions on documents.
- Determination of sequence of events on documents.
- Examination of altered, obliterated, and charred documents to determine original impressions and/or writing.
- Examination of printed documents (e.g., fax and photocopier) to determine source.
- Examination of mechanical impressions (e.g., typewriter, wet and dry seals) to determine source.
- Muzzle to target distance determination.
- Serial number restoration.
- Functional testing of firearms.
- Characterization of recovered ammunition components.
- Document drafting.
- Prepare demonstrative exhibits.
- Identification, analysis, and comparison of multi-component hydrocarbons found at fire scenes.
- Identification of human hair samples.
- Identification, analysis, and comparison of fiber samples.
- Identification, analysis, and comparison of glass samples.
- Examination and analysis of automotive lamps.
- Identification, analysis, and comparison of unknown materials.
- Identification of Clandestine Laboratory materials.
- Identification of controlled substances.
- Quantization of controlled substances for investigative intelligence.
- Identification of non-controlled drugs of abuse.

- Identification of controlled steroids.
- Identification and comparison of diluent materials in drug preparation.

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