

# **State of Alaska FY2009 Governor's Operating Budget**

## **Department of Public Safety Alaska Bureau of Investigation Component Budget Summary**

## Component: Alaska Bureau of Investigation

### Contribution to Department's Mission

Preserve public peace; protect life, property, and resources.

### Core Services

The Alaska Bureau of Investigation (ABI) component is comprised of the Computer and Financial Crimes Unit, the Child Abuse Investigation Unit, the Missing Persons Unit, the Cold Case Investigation Unit, and regional major crimes investigation units in Fairbanks, Mat-Su, Soldotna, and Anchorage. The purpose of these units is to develop and deploy expertise necessary to effectively investigate serious crimes including homicide, sexual assault, criminal use of computers, property crimes, and child physical and sexual abuse. While units are distributed across the state, ABI acts as an integrated body, with investigators assigned to cases regardless of where they normally report to work. This approach leverages the expertise that may exist in one location to enhance investigations anywhere. Collectively ABI provides the following services:

- Assist federal, state, and local criminal justice agencies requiring specialized investigators and/or techniques.
- Participate in local, state, and national programs such as the Internet Crimes against Children Task Force, Sexual Assault Response Teams, and Multi-Disciplinary teams.
- Investigate suspicious unattended deaths and homicides.
- Investigate serious felony assaults.
- Document and disseminate information regarding homicides.
- Investigate sexual assaults and child exploitation.
- Investigate burglaries and other complex property crimes.
- Maintain state and national databases that document homicides and missing persons.
- Conduct forensic computer examinations and electronic evidence recovery for DPS and other agencies.
- Conduct investigation of complex cases of fraud, theft, and forgery.

#### COMPUTER AND FINANCIAL CRIMES UNIT (C&FCU):

The Computer and Financial Crimes Unit routinely conducts investigations in conjunction with the Department of Law's Office of Special Prosecutions and Appeals, district attorneys' offices throughout the state, and with various federal agencies such as the IRS, FBI, the U.S. Postal Service, the U.S. Secret Service, and U.S. Attorney's Office. The use of computers to perpetrate, foster, and conceal criminal conduct has become a reality. In addition to online activity, the Computer and Financial Crimes Unit has the capacity to forensically analyze computers to document the possession and/or distribution of child pornography as well as to recover electronic evidence from various media. The C&FCU is composed of three assigned investigators.

#### CHILD ABUSE INVESTIGATION UNITS (CAIU):

Child Abuse Investigation Units focus on cases of child sexual and/or serious physical abuse cases. These units work closely with the Office of Children's Services, child advocacy centers, personnel from the district attorney's office, and other agencies in the coordination of criminal investigations involving crimes against children. Within the parameters of current Multi-Disciplinary Team (MDT) protocols, the CAIUs are critical in the effective investigation of child sexual/physical abuse cases. As many cases involving the sexual abuse of children involve child pornography, the CAIU and C&FCU work closely in the identification and investigation of computer-related child pornography and associated continued criminal acts committed against children. Four investigators are assigned to the units that operate in Mat-Su and Fairbanks regions as cooperative efforts with the Wasilla Police Department and the University of Alaska, Fairbanks police.

#### MISSING PERSONS UNIT (MPU):

The Missing Persons section is a sub-section of the Anchorage unit that tracks all missing person cases that are reported within the State of Alaska. The Missing Persons Unit serves as the central repository for records regarding both

juvenile and adult victims and operates as the gateway into the National Missing Persons Clearinghouse. The MPU manages both hard copy files and several computer-assisted programs that aid in the centralization of missing persons clearinghouse information and associated information regarding unidentified human remains,

The Missing Persons Unit also manages the statutorily required Alaska Homicide Registry and coordinates with the FBI's Violent Criminal Apprehension Program (VICAP) to provide Alaska-specific data for federal reports. There are no investigators assigned full-time to the MPU. One clerk handles the administrative functions.

**COLD CASE INVESTIGATION UNIT (CCIU):**

Since 1961, there have been 101 unresolved homicide cases within AST's jurisdiction. Recognizing that many of these cases are extremely complex and investigation or review of these cases is time consuming, the department initiated a program of hiring experienced investigators to work these 'cold' cases. Members of the Cold Case Investigation Unit work closely with state prosecutors and with police agencies in other states to pursue homicide investigations. Four investigators are assigned for statewide cold case investigations.

**PROPERTY CRIMES INVESTIGATION UNITS (PCIU):**

Property Crimes Investigations Units were established to investigate property crimes involving organized criminal enterprises, high dollar losses, and complex cases involving the loss of property. Units have been established in the Mat-Su, Fairbanks, and Kenai Peninsula. PCIU personnel routinely conduct pawnshop inspections to insure that operators comply with applicable statutes and to identify stolen and converted property. While there are five investigators assigned to these units, at any given time a number of them are temporarily reassigned to active person-crimes investigations because homicides and other very serious person-crimes require a significant investigative surge from the very beginning. ABI does not have the personnel required to handle those sorts of crimes without frequent assistance from the PCIUs.

**REGIONAL MAJOR CRIMES UNITS (MCU):**

Regional Major Crimes Units (MCU) are established in the Fairbanks, Mat-Su, Soldotna, and Anchorage offices. The MCUs investigate cases of homicide, sexual assault, robbery, sexual abuse of a minor, serious crimes against person(s), as well as fraud and property-related crime. Regional MCU personnel serve as a ready resource for patrol personnel who respond to suspicious deaths, burglaries, and other types of crime. The MCUs are the backbone of the Alaska Bureau of Investigation, handling calls for assistance from nearly every law enforcement entity within Alaska in addition to the investigative efforts initiated by the team members themselves. The major crimes units have 18 authorized investigative positions and are usually staffed with 15 or 16 investigators.

<b>FY2009 Resources Allocated to Achieve Results</b>		
<b>FY2009 Component Budget: \$4,842,800</b>	<b>Personnel:</b>	
	Full time	40
	Part time	0
	<b>Total</b>	<b>40</b>

**Key Component Challenges**

With limited personnel and resources, the Alaska Bureau of Investigation is challenged by the vast number of locations to which it must respond, and further challenged by the evolution of forensic investigative techniques. While ABI primarily supports AST units, one of the primary missions of ABI is to support law enforcement agencies across the state. Travel to many locations can be difficult, time consuming, and resource intensive. Investigations are more difficult in terms of management and operations the farther investigators are from sources of management, additional personnel and expertise, as well as logistical support. Responses to distant crime scenes require rapid response and personnel to be ready and available for deployment on short notice on all days and at all hours.

Development of expertise necessary to achieve the mission assigned to ABI is hampered by the fact that investigators are fully engaged with casework all of the time. Time invested in training negatively affects investigative time and results in a backlog that investigators face when they return. Most sophisticated training is provided at out-of-state locations. This increases the time necessary to train investigators, the cost of training, and the amount of time investigators are removed from active investigations.

## Significant Changes in Results to be Delivered in FY2009

ABI will provide largely similar services as in FY2008.

## Major Component Accomplishments in 2007

The nationwide clearance rate for homicides is 62.1 percent as cited in the U.S. Department of Justice's *2005 Uniform Crime Report*. ABI and the other state trooper detachments have (combined) the following homicide clearance rates by fiscal year. (Note: The following statistics are based on fiscal year as opposed to the calendar year statistics presented in the Investing for Results section.)

FY1999	23 homicides with 21 resolved or 91 percent clearance.
FY2000	14 homicides with 13 resolved or 93 percent clearance.
FY2001	13 homicides with 13 resolved or 100 percent clearance.
FY2002	14 homicides with 13 resolved or 93 percent clearance.
FY2003	10 homicides with 10 resolved or 100 percent clearance.
FY2004	15 homicides with 15 resolved or 100 percent clearance.
FY2005	12 homicides with 12 resolved or 100 percent clearance.
FY2006	8 homicides with 7 resolved or 87 percent clearance.
FY2007	12 homicides with 10 resolved or 83 percent clearance.

In addition, ABI provided direct support to homicide/death investigations in two cases in Whittier, two cases in Bethel, and an assist for the Saint Paul police department. Defendants have either been identified, arrested, or are pending indictment in these cases. The Alaska Bureau of Investigation provides expertise, consultation, and technical support to all AST detachments and municipal agencies as requested. ABI personnel have responded to and assisted AST detachments with investigations in many areas including Anchorage, Kotzebue, Aniak, Newtok, Ketchikan, Dillingham, Seward, Juneau, and Bethel.

The Alaska Bureau of Investigation has property crimes units (PCIU) in Palmer, Fairbanks, and Soldotna. In FY2007, property crimes investigators recovered over \$300,000, including heavy equipment, all-terrain vehicles, weapons, and other stolen property. The efforts of the PCIU have resulted in solving numerous burglary/theft cases that originated both with AST and outside agencies.

Cold Case investigators presented three cases at trial in FY2007 and early FY2008. In two trials involving two different defendants for the 1996 murder of Kent Leppink, convictions were obtained. The other case resulted in a conviction for the 1997 murder of Gretchen Sawyer. The CCIU conducted additional investigation into the 1994 murder of Bonnie Craig following a CODIS DNA match on an out-of-state suspect. CCIU personnel traveled to New Hampshire to transport the defendant in this case back to Alaska.

In FY2007, the Missing Persons section added 2,833 missing person notices to the statutorily required Missing Persons Clearinghouse used to assist law enforcement when unidentified human remains are found.

Final component accomplishments include the establishing of minimum training standards/curriculum and training the majority of ABI personnel to meet these standards. Core courses include forensic child interview; interview and interrogation; sexual assault investigation; forensic digital photography, and DNA/evidence collection.

## Statutory and Regulatory Authority

DPS - Powers and duties of department (AS 44.41.020)  
State Troopers (AS 18.65.010 - AS 18.65.110)  
Police Protection (AS 18.65.010 - AS 18.65.790)  
Law enforcement duties (AS 18.65.010 - AS 18.65.086)

Controlled Substances (AS 11.71.010 - AS 11.71.900)  
 Judicial Services (AS 22.20.100 - AS 22.20.140)  
 Prisoner Transportation (AS 33.30.071 and AS 33.30.081)  
 Search & Rescue (AS 18.60.120 - AS 18.60.175)  
 Village Public Safety Officer Definition (AS 01.10.060(c)(7)(C))  
 VPSO Program (AS 18.65.670)  
 VPSO Regulations (13 AAC 96.010-900)  
 Concealed Handgun Permits (AS 18.65.700)  
 Security Guard Licensing (AS 18.65.400 - AS 18.65.410)  
 Sex Offender Registration (AS 12.63.010 - AS 12.63.100)  
 Central Registry of Sex Offenders (AS 18.65.087)  
 Department to assist other agencies (AS 18.65.090)  
 Document and disseminate information regarding homicides (AS 44.41.040)  
 Document and investigate missing persons (AS 18.65.610)  
 Investigate fires resulting from crimes (AS 18.70.030)  
 Investigate sexual assault and child exploitation (AS 18.65.086)  
 Aeronautics (AS 02)  
 Criminal (AS 11)  
 Environment (AS 46)  
 Fish & Game (AS 16)  
 Fish & Game (5 AAC)  
 Guide/Outfitting (12 AAC)  
 Guide/Outfitting (AS 08)  
 Health & Safety (AS 18)  
 Limited Entry (20 AAC)  
 State Government (AS 44)

**Contact Information**

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**Alaska Bureau of Investigation  
Component Financial Summary**

*All dollars shown in thousands*

	FY2007 Actuals	FY2008 Management Plan	FY2009 Governor
<b>Non-Formula Program:</b>			
<b>Component Expenditures:</b>			
71000 Personal Services	3,959.6	3,938.6	4,086.2
72000 Travel	157.1	132.9	132.9
73000 Services	635.8	667.6	547.1
74000 Commodities	72.8	74.9	74.9
75000 Capital Outlay	1.7	1.7	1.7
77000 Grants, Benefits	0.0	0.0	0.0
78000 Miscellaneous	0.0	0.0	0.0
<b>Expenditure Totals</b>	<b>4,827.0</b>	<b>4,815.7</b>	<b>4,842.8</b>
<b>Funding Sources:</b>			
1004 General Fund Receipts	4,827.0	4,815.7	4,842.8
<b>Funding Totals</b>	<b>4,827.0</b>	<b>4,815.7</b>	<b>4,842.8</b>

**Summary of Component Budget Changes  
From FY2008 Management Plan to FY2009 Governor**

*All dollars shown in thousands*

	<u>General Funds</u>	<u>Federal Funds</u>	<u>Other Funds</u>	<u>Total Funds</u>
<b>FY2008 Management Plan</b>	<b>4,815.7</b>	<b>0.0</b>	<b>0.0</b>	<b>4,815.7</b>
<b>Adjustments which will continue current level of service:</b>				
-ETS Chargeback Redistribution	3.8	0.0	0.0	3.8
-FY 09 Bargaining Unit Contract Terms: General Government Unit	23.3	0.0	0.0	23.3
<b>FY2009 Governor</b>	<b>4,842.8</b>	<b>0.0</b>	<b>0.0</b>	<b>4,842.8</b>

**Alaska Bureau of Investigation  
Personal Services Information**

<b>Authorized Positions</b>		<b>Personal Services Costs</b>		
	<u>FY2008</u>	<u>FY2009</u>		
	<u>Management</u>	<u>Governor</u>		
	<u>Plan</u>			
Full-time	40	40	Annual Salaries	2,389,214
Part-time	0	0	COLA	22,488
Nonpermanent	0	0	Premium Pay	424,752
			Annual Benefits	1,467,615
			<i>Less 5.37% Vacancy Factor</i>	<i>(231,269)</i>
			Lump Sum Premium Pay	13,400
<b>Totals</b>	<b>40</b>	<b>40</b>	<b>Total Personal Services</b>	<b>4,086,200</b>

**Position Classification Summary**

<b>Job Class Title</b>	<b>Anchorage</b>	<b>Fairbanks</b>	<b>Juneau</b>	<b>Others</b>	<b>Total</b>
Administrative Clerk II	2	0	0	0	2
Administrative Clerk III	2	1	0	2	5
Administrative Supervisor	1	0	0	0	1
Captain, AK State Troopers	1	0	0	0	1
Lieutenant, AK State Troopers	1	0	0	0	1
Sergeant PS	2	2	0	3	7
State Trooper	5	7	0	11	23
<b>Totals</b>	<b>14</b>	<b>10</b>	<b>0</b>	<b>16</b>	<b>40</b>