



# Tennessee Bureau of Investigation Annual Report



148874

**Fiscal Year 1992 - 1993**

**Larry Wallace, Director**

TBI Mission Statement:

*"That guilt shall not escape, nor innocence suffer."*

148874

**U.S. Department of Justice  
National Institute of Justice**

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NED McWHERTER  
GOVERNOR

**TENNESSEE BUREAU OF INVESTIGATION**

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LARRY WALLACE  
DIRECTOR

November 1, 1993

The Honorable Ned McWherter  
Governor of Tennessee  
and  
The Honorable Members of the  
Tennessee General Assembly



Dear Ladies and Gentlemen:

I take great pride in presenting the first Annual Report of the Tennessee Bureau of Investigation. Because of the past unpublished activities of the Bureau, many of our accomplishments have gone unnoticed. A thorough review of this report will clearly illustrate the many important services provided to the citizens of Tennessee by the professional and dedicated employees of the TBI.

Significant progress has been made throughout the Bureau this past fiscal year. In addition to the successful endeavors of major criminal investigations, many significant improvements have been incorporated in the Information Services and the Forensic Services Divisions. Special emphasis has been placed upon improving services provided by the TBI to local law enforcement agencies statewide while maintaining a close working relationship with other state and federal law enforcement agencies.

The combination of combatting escalating violent crime, as well as white collar crime, public corruption, drug trafficking, and other forms of organized crime in our society, plus the need to keep abreast of constantly evolving law enforcement technology poses great challenges to the Bureau. As we rapidly approach the next century, I assure you that the Tennessee Bureau of Investigation will continue to utilize the resources you provide as efficiently and effectively as possible to ensure "that guilt shall not escape, nor innocence suffer."

Sincerely,

Larry Wallace  
Director

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"The State of Tennessee is an equal opportunity, equal access,  
affirmative action employer."

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## HIGHLIGHTS OF FISCAL YEAR 1992-93

- A detailed Management Information System (MIS) peer review was requested and received during the fiscal year. Significant organizational improvements were recognized as a result of implementing recommendations contained in the review.
- Recognizing the need for recruiting and retention of minorities and women, the Director organized an ad hoc committee of distinguished Tennesseans to form a Minority Recruitment/Affirmative Action Committee.
- TBI applied for consideration for National Accreditation from the Commission on Accreditation for Law Enforcement Agencies, Inc. Out of 20,000 law enforcement agencies nationwide, only 250 are nationally accredited. TBI is attempting to become the second state investigative agency in the entire country to achieve national accreditation.
- The Statistical Analysis Center in cooperation with the Tennessee Sentencing Commission began the first study of recidivism in Tennessee. The results of this study will provide useful data for policy makers who develop plans for the correctional system in the State.
- TBI instituted the Top Ten Fugitive Program in May 1993. Major market television in the larger cities displayed public service announcements on the fugitives. Newspapers across the state also carried photographs and stories concerning the fugitives. Three Top Ten Fugitives were apprehended during the fiscal year.
- The Tennessee Repository for the Apprehension of Persons (TRAP), a program to maintain a statewide wanted persons database, was implemented allowing any law enforcement agency which has access to the Tennessee Information Enforcement System (TIES) to enter or inquire about a fugitive from the State of Tennessee.
- A clandestine drug laboratory response team was fully trained and put into service along with a vehicle containing specialized equipment to be used in raiding clandestine laboratories.
- TBI began a project to automate the criminal history records. This project when complete, will provide arrest data to all law enforcement agencies through the TIES Network.
- The Director of TBI, working closely with the Commissioner of Correction, arranged for TBI to have access to the Tennessee Offender Management Information System (TOMIS) database housing information on all convicted felons in the state.

### HIGHLIGHTS OF FISCAL YEAR 1992-93 (Continued)

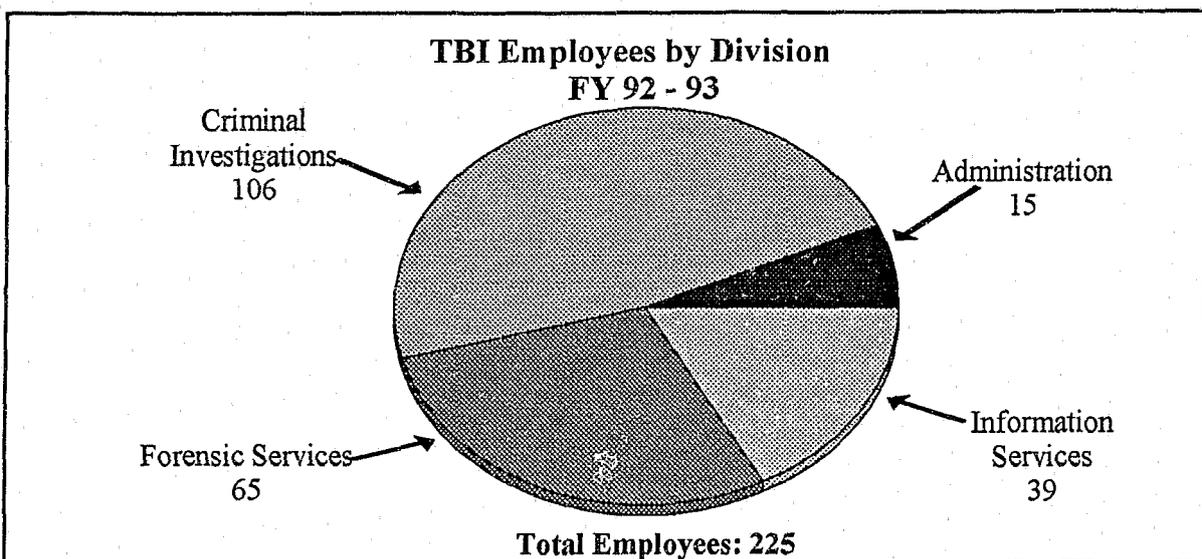
- The Criminal Investigation Division opened 638 cases and closed 522 cases with 403 convictions. In addition, TBI Special Agents were also involved in assisting law enforcement agencies across the State in another 1,146 investigations. On June 30, 1993, the Criminal Investigation Division had a total of 1,190 active cases open.
- The Forensic Services Division performed laboratory analysis on 30,358 cases with 98% of these tests conducted for law enforcement agencies other than TBI.
- TBI trained 1,800 network agency terminal operators from local agencies and twenty-nine (29) TBI and District Attorney General personnel on the criminal justice systems including Tennessee Information Enforcement System (TIES), Tennessee Criminal Information System (TCIS), National Crime Information Center (NCIC), and the National Law Enforcement Telecommunications System (NLETS).
- Four hundred sixty (460) local law enforcement officers from 130 agencies were provided training on taking inked fingerprints. Private security firms were also represented in the classes.
- TBI trained and certified 1,030 local, state and federal law enforcement officials on the operation of the Intoximeter 3000 Breath Alcohol Testing Equipment.
- Classes on basic system orientation and availability of information were presented to 352 law enforcement agency field personnel attending the Tennessee Law Enforcement Training Academy's Basic School.
- Using federal revenue sharing funds, the Bureau formulated plans to purchase and fully equip three crime scene trucks with state-of-the-art crime scene forensic capabilities to aid district attorneys general and local law enforcement at homicide crime scenes. A crime scene truck will be based at the crime laboratories in Nashville, Jackson, and Knoxville.
- TBI applied and was accepted as a member agency utilizing the Regional Organized Crime Information Center's (ROCIC) database and equipment. ROCIC is the Regional Information Sharing System (RISS) project agency for this geographic area of the United States.
- A grant application was submitted to the U. S. Department of Justice to establish a Statewide Intelligence Systems Program. Thirteen (13) states applied for the grant which will be awarded to two states.

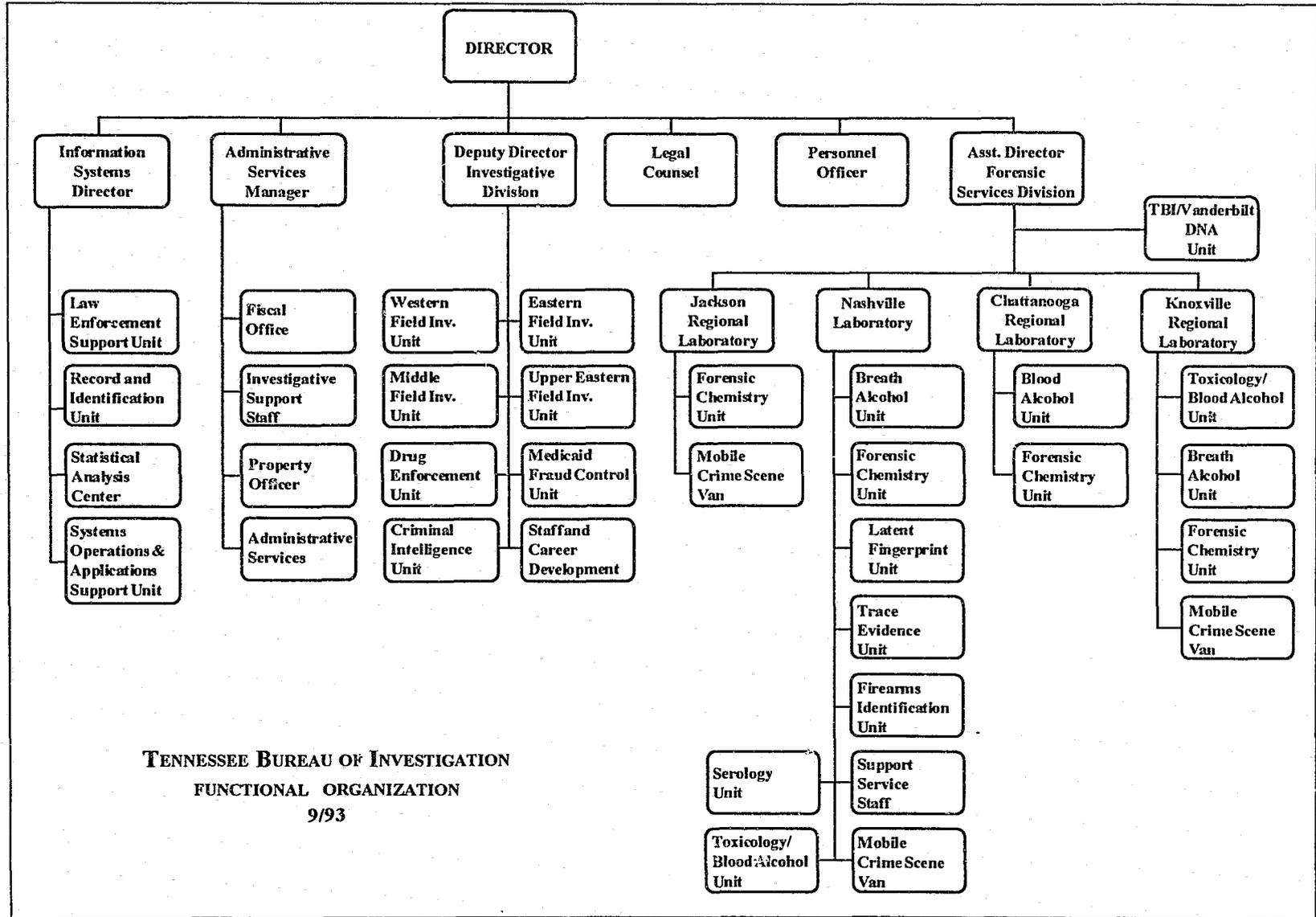
## Introduction

The Tennessee Bureau of Investigation was established in March 1951 as the Tennessee Bureau of Criminal Identification (TBCI) within the Department of Safety. In 1980, the organization was established as an independent agency and renamed the Tennessee Bureau of Investigation (TBI). TBI is accountable to the District Attorneys General and to the Judiciary for its performance of services and to the Executive and Legislative branches for support functions. TBI has the statutory authority to investigate any criminal violation upon the request of the District Attorney General for that judicial district. TBI also conducts investigations of public corruption at the request of the District Attorney General. TBI has original jurisdiction in violations of narcotics laws, fugitive investigations, and organized crime. In addition, TBI assists local law enforcement agencies with investigations at their request. TBI also participates with federal law enforcement agencies in joint investigations. TBI has been designated to coordinate the gathering, analysis and dissemination of state and local criminal justice statistics to provide criminal justice data to the Governor, General Assembly, and all law enforcement agencies. TBI also maintains the computer information network for law enforcement in the state and conducts classes for users of the network. Fingerprint training classes are provided for local law enforcement agencies as well.

The TBI is at the forefront of the application of new technologies in criminal investigations, in working to improve communication among other state and local law enforcement agencies, providing more sensitive and accurate scientific examinations of evidence, and continuing the quest in investigation summed up by the Bureau's Mission Statement: "That guilt shall not escape, nor innocence suffer."

The three major divisions of the TBI are the Criminal Investigation Division, Forensics Services Division, and the Information Services Division. Responsibilities of each division are provided in this report.





TENNESSEE BUREAU OF INVESTIGATION  
 FUNCTIONAL ORGANIZATION  
 9/93

## ADMINISTRATION

### Legal Counsel

The office of legal counsel ensures that the investigative policies and procedures and activities of Bureau personnel are legally sound and serves as legal counsel to the Director and management on a variety of internal and administrative matters. The legal counsel also provides legal advice to all Bureau employees on matters pertaining to official Bureau business. It is the responsibility of the legal counsel to analyze and track proposed legislation pending before the General Assembly and represent the Director before the legislature when required. As a commissioned Special Agent, the legal counsel may also be assigned to assist in investigations or raids requiring an investigator with legal experience.

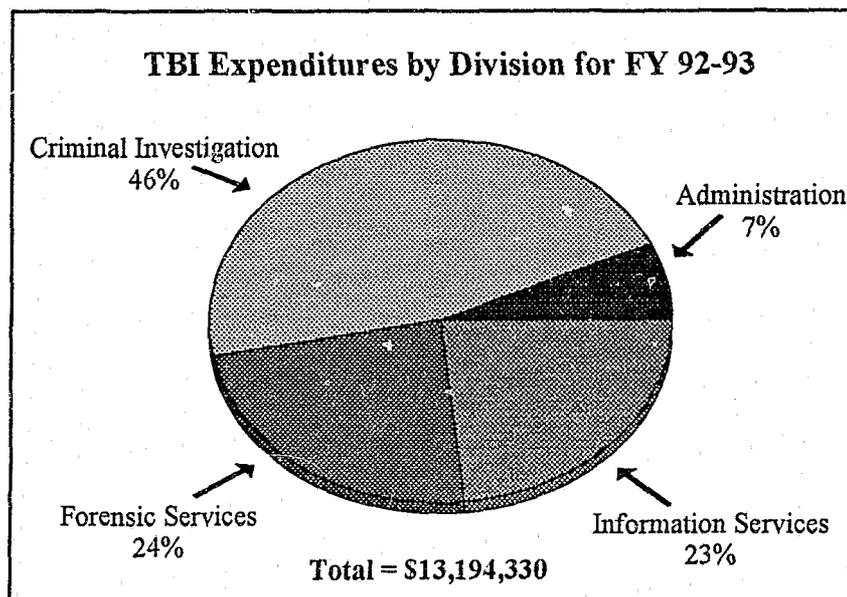
### Personnel Office

The Personnel Office serves as a support unit for the Bureau and is under the management of the Personnel Director who serves as the Equal Employment Opportunity (EEO) officer and Americans With Disabilities Act (ADA) coordinator. The Personnel Director is responsible for the development, implementation and monitoring of the affirmative action plan and ADA compliance documents. All payroll, personnel, and benefit programs are administered by the Personnel Director in accordance with civil service rules, state law, and policies and procedures.

### Administrative Services

The Fiscal Services unit has the responsibility to prepare the annual budget, make revisions and monitor expenditures and revenue collection. This unit collects all revenue for the Bureau and pays all accounts payable. The unit processes all travel, and is responsible for the purchase of all goods and services used by the Bureau. Responsibility for facilities management and lease maintenance of Bureau offices and buildings is located in this unit.

The Administrative Services Section has the responsibility of providing reception and switchboard services for the Bureau. This involves the meeting and directing of all visitors to the Bureau, and monitoring the switchboard consisting of telephone, two



way radios, cellular services, and paging of employees. A second function of this section is the management of the fleet of 162 vehicles.

The Investigative Support unit is responsible for transcribing Bureau case files and maintains all closed case files. The Property unit maintains the Bureau's inventory system and maintains the supply and records on all non-inventoried items assigned to Bureau personnel.

<b>Tennessee Bureau of Investigation Expenditures By Object Fiscal Year 1992-93</b>					
Expenditures by Object	Administration	Criminal Investigation	Forensic Services	Information Services	Total
Salaries	\$395,524	\$3,120,479	\$1,906,178	\$1,090,626	\$6,512,807
Longevity	16,891	103,015	63,000	40,900	223,806
Overtime	5,923	102,175	12,722	218,333	339,153
Employee Benefits	<u>126,914</u>	<u>687,932</u>	<u>430,089</u>	<u>300,132</u>	<u>1,545,067</u>
<i>Total Personal Services</i>	<i>\$545,252</i>	<i>\$4,013,601</i>	<i>\$2,411,989</i>	<i>\$1,649,991</i>	<i>\$8,620,833</i>
Travel	\$5,413	\$119,436	\$16,767	\$3,586	\$145,202
Printing	16,399	12,428	30,879	18,756	78,462
Utilities	1,015	1,051	25	2,483	4,574
Communications	7,247	164,102	13,999	769,775	955,123
Maintenance	1,000	81,619	102,497	247,393	432,509
Professional Services	158,899	175,461	147,848	160,878	643,086
Supplies	28,366	142,089	153,610	20,704	344,769
Rental and Insurance	134,052	85,133	236,375	147,002	602,762
Motor Vehicle Operations	29,263	204,733	3,593	3,157	240,746
Awards and Indemnities	1,699	0	0	0	1,699
Grants and Subsidies	1,532	364,683	5,272	66,132	437,619
Unclassified	5	310,098	13	532	310,648
Equipment	999	474,372	13,297	13,418	502,286
Discounts	<u>0</u>	<u>13</u>	<u>0</u>	<u>0</u>	<u>13</u>
<i>Total Other Expenditures</i>	<i>\$385,889</i>	<i>\$2,135,405</i>	<i>\$724,375</i>	<i>\$1,453,816</i>	<i>\$4,699,485</i>
<b>Grand Total:</b>	<b>\$931,141</b>	<b>\$6,149,006</b>	<b>\$3,136,364</b>	<b>\$3,103,807</b>	<b>\$13,320,318</b>
<b>Funding Sources:</b>					
Appropriations	\$929,444	\$4,301,413	\$2,964,746	\$1,701,134	\$9,896,737
Federal Revenue	0	865,103	0	379,394	1,244,497
Current Services	1,700	842,508	1,404	684,381	1,529,993
Interdepartmental	<u>0</u>	<u>139,991</u>	<u>170,214</u>	<u>338,898</u>	<u>523,103</u>
<b>Total</b>	<b>\$931,144</b>	<b>\$6,149,015</b>	<b>\$3,136,364</b>	<b>\$3,103,807</b>	<b>\$13,194,330</b>
<b>Personnel</b>	<b>15</b>	<b>106</b>	<b>65</b>	<b>39</b>	<b>225</b>

## CRIMINAL INVESTIGATION DIVISION

The Criminal Investigation Division has five units: the Field Investigation Unit, Criminal Intelligence Unit, Drug Enforcement Unit, Staff and Career Development Unit, and the Medicaid Fraud Control Unit. The Field Investigation Unit is subdivided into four geographical regions - West Tennessee, Middle Tennessee, East Tennessee and Upper East Tennessee. Each unit is headed by a Special Agent in Charge (SAC). The eight Special Agents in Charge report to the Deputy Director, who reports to the Director.

General investigative support is provided to the Criminal Investigation Division by the Forensic Services Division and the Information Services Division, as well as the Administrative Services staff.

The TBI Criminal Investigation Division was designed as a resource that District Attorneys General and state and local law enforcement agencies could call on for expertise in the area of criminal investigations, and as the agency given the responsibility to investigate public corruption and criminal official misconduct at all levels of the government. The Bureau strives not only to maintain the image of being a professional and dedicated law enforcement agency able to respond to complex and difficult investigations, but continues to place an emphasis on training and professionalism by all employees. TBI recognizes that the image and perception of the Bureau rests on each and every employee. In certain areas of the state the one field agent assigned is the only visible representative of the TBI, and therefore is seen as representing the entire agency. For Fiscal Year 1992-93, the Criminal Investigation Division opened 638 cases and closed 522 cases with 403 convictions. In addition, Bureau agents were involved in assisting law enforcement agencies across the state in another 1,146 criminal investigations.

### Statutory Responsibilities

The Tennessee Bureau of Investigation has the authority to investigate any criminal violation upon the request of the District Attorney General for that judicial district (Tennessee Code Annotated (T.C.A.) 38-6-102(a)). Without a District Attorney's request, the TBI has original jurisdiction in violations of narcotics laws, fugitive investigations, and organized crime (T.C.A. 38-6-102(b)). The TBI conducts investigations of public corruption, whether it is in the organized crime arena, or at the request of the District Attorney General. The TBI, upon request of the Governor, State Attorney General, Commissioner of Correction, or a District Attorney, may also investigate fraud or corruption in the area of paroles, release classification status and executive clemency (T.C.A. 38-6-102). Executive Order Number 47 gave the Tennessee Bureau of Investigation responsibility in the area of Medicaid Fraud Investigations, and T.C.A. 38-6-106 gave the TBI, upon the request of the Governor, the responsibility of conducting background investigations for appointments to sensitive state positions. The presiding judge of the Court of the Judiciary was given the authority to request the TBI to conduct investigations into judicial misconduct by T.C.A. 17-5-312. Under T.C.A. 38-6-112, the State Attorney General and Reporter may also

request that the TBI conduct investigations into matters regarding the removal of public officials, unlawful restraint of trade and discrimination, securities fraud, and violations of the Consumer Protection Act.

The Criminal Investigation Division's primary goal is to provide the most professional and all-inclusive investigations using state-of-the-art equipment and methods in each of the areas previously outlined. Currently, to accomplish each of the statutory responsibilities outlined, the Criminal Investigation Division is staffed with 106 employees statewide, including all supervisors, criminal investigators, and support staff.

### **Field Investigation Unit**

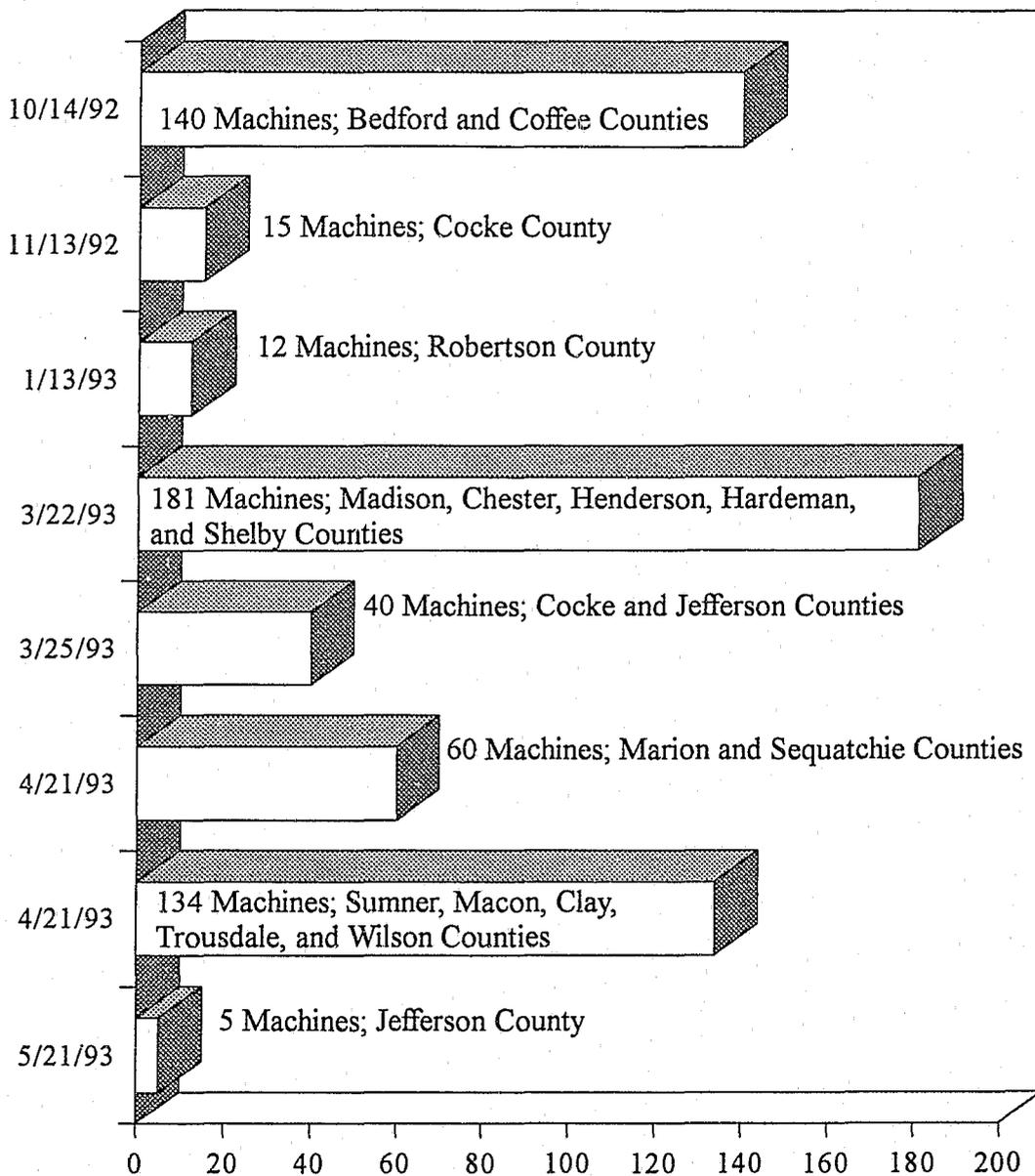
The Field Investigation Unit is divided geographically into four regions. Each region is headed by a Special Agent in Charge (SAC), who has eleven to fourteen field agents, and one administrative secretary who reports to the SAC. There are fifty total field agents assigned across the state, with five of these agents having full-time responsibility of conducting polygraph examinations, primarily for other state and local law enforcement agencies. The majority of the caseload for the remaining forty-five agents is investigation of cases at the request of the district attorneys in the thirty-one judicial districts. Each judicial district has one or two field investigators assigned to that district. In addition to investigating the district attorney's requests, these agents are also responsible for investigating any of the crimes for which TBI has original jurisdiction, assisting other law enforcement agencies and gathering intelligence to be reported to the Criminal Intelligence Unit. The Field Investigation Unit continues to place a priority on public corruption and criminal official misconduct cases as well as violent and organized crimes.

From July 1, 1992 to June 30, 1993, the Field Investigation Unit opened 423 cases and closed 379 cases. On June 30, 1993, the Field Investigation Unit had a total of 808 active cases and 250 of those cases involved homicides. During that same time period, the unit convicted 161 defendants on a total of 325 charges. These statistics do not include the instances when TBI special agents assisted other agencies.

The Field Investigation Unit was involved in a variety of cases during the fiscal year. TBI agents investigated numerous homicides. As a result of one of these investigations, two persons were sentenced to federal prison for their involvement in the worst mass murder in Tennessee's history. Another homicide investigation using DNA resulted in the arrest of a suspect for two separate homicides that occurred over a year apart. The unit also worked on a number of cases involving public corruption resulting in the indictment of several public officials. Three TBI Top Ten Fugitives were apprehended during the fiscal year as well.

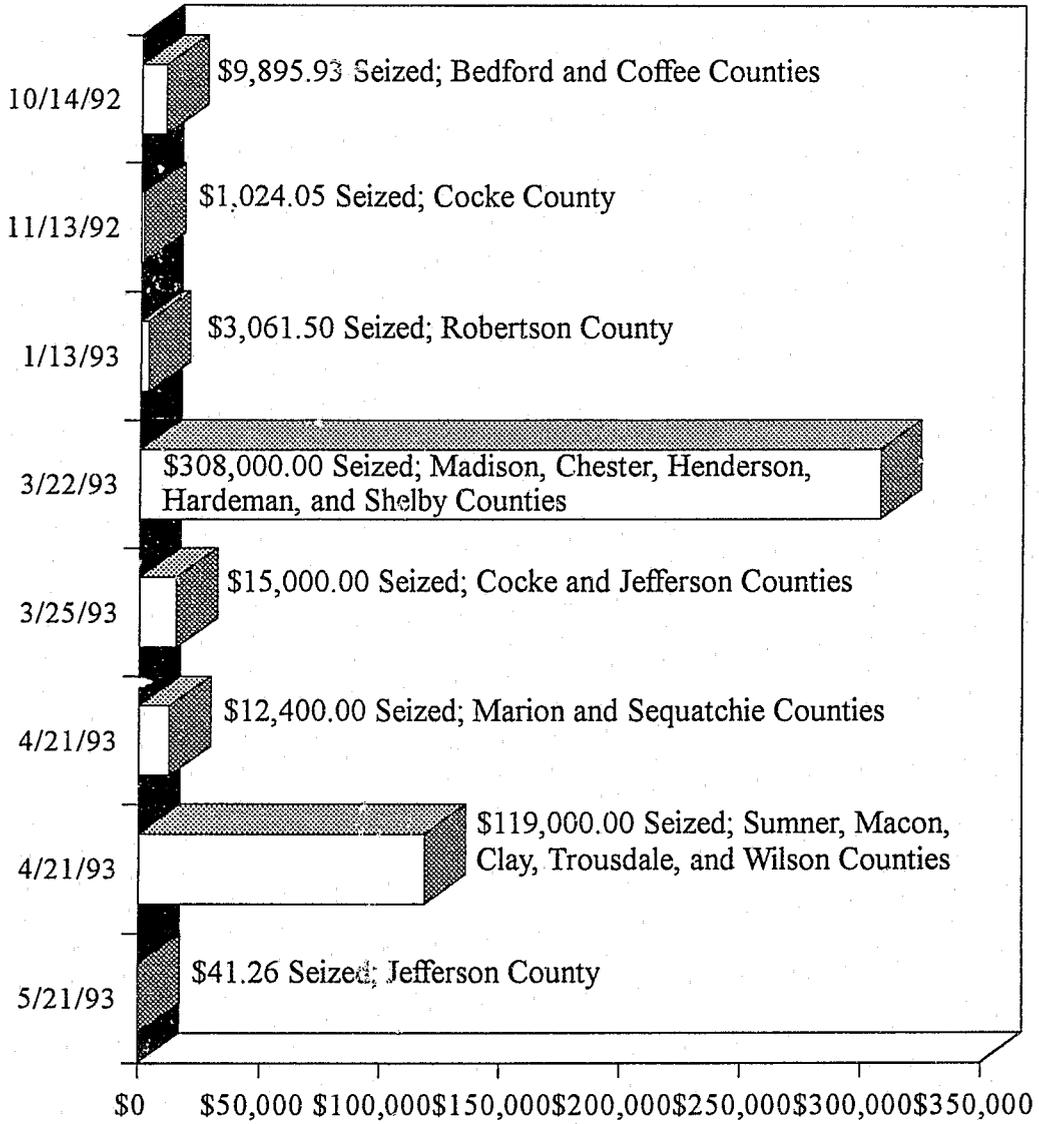
Special emphasis continued to be placed on organized gambling by the Field Investigation Unit. Several significant organized gambling investigations were conducted during the fiscal year. (See the graphs on the following pages.)

### Gambling Machines Seized During TBI Gambling Raids FY 92 - 93



**Total Machines Seized: 587**

### Currency Seized During TBI Gambling Raids FY 92 - 93



**Total Currency Seized: \$468,422.74**

West Tennessee

The West Tennessee Field Unit consists of eleven agents, including one polygraph examiner. The unit is supervised by one Special Agent in Charge and has one administrative secretary. The regional office is located in Jackson with a satellite office in Memphis.



Special Agents load electronic video poker machines seized during a gambling raid.

The West Tennessee region is made up of twenty-one counties and seven judicial districts.

East Tennessee

The East Tennessee Field Unit office is located in Chattanooga. One Special Agent in Charge supervises eleven agents and one administrative secretary. The East Tennessee region is made up of twenty-five counties and seven judicial districts.

Upper East Tennessee

The Upper East Tennessee Field Unit is responsible for twenty-one counties and eight judicial districts. One Special Agent in Charge supervises fourteen field agents, including two polygraph examiners. The office is located in Knoxville with a satellite office in Johnson City.

Middle Tennessee

The Middle Tennessee Field Unit covers twenty-eight counties and nine judicial districts and is headquartered in Nashville. The unit consists of fourteen agents, including two polygraph examiners, one administrative secretary, and is supervised by one Special Agent in Charge.

**Criminal Intelligence Unit**

The Criminal Intelligence Unit was established on November 1, 1992, and is responsible for the compilation, analysis, and sharing of criminal intelligence. The TBI operates a very sophisticated computer center, and the Criminal Intel-

ligence Unit cooperates with the computer center to compile, analyze, and disseminate this information to all law enforcement agencies. The Criminal Intelligence Unit concentrates on the areas of organized crime, major offenders, fugitive apprehension, traditional and emerging gangs, organized drug trafficking operations in and through Tennessee, missing and exploited children and investigations involving asset forfeiture.

The unit is currently comprised of seven Special Agents, one administrative secretary and is supervised by a Special Agent in Charge. Assignments currently designate one Special Agent for West Tennessee, one for headquarters in Middle Tennessee, one for East Tennessee and one for Upper East Tennessee to work primarily intelligence matters while three Special Agents are assigned to work asset forfeiture as their primary responsibility. The four Special Agents who are assigned to Intelligence are responsible for coordination of intelligence with the sworn special agents of the TBI and all other law enforcement agencies in the state. The asset forfeiture unit including three special agents and one administrative secretary is partially funded by an Anti-Drug Abuse Act Grant. This unit also assists agents in the identification, seizure and recovery of illegally obtained assets gathered by violators of the law.

Several major events occurred during the fiscal year including:

- The Bureau activated a viable TBI Top Ten Fugitive Program. Major market television stations in the larger cities displayed public service announcements on the fugitives. Newspapers across the state also carried photographs and stories about the fugitives statewide. Bulletins prepared by TBI were distributed to law enforcement agencies and personnel across the state.
- A grant application was submitted to the U. S. Department of Justice to establish a Statewide Intelligence Systems Program. Thirteen (13) states applied for the grant which will be awarded to two states on October 1, 1993.
- Four Special Agents, one administrative secretary and one Special Agent in Charge attended training sponsored by the U. S. Attorney's Office for Asset Forfeiture investigations. All forfeitures were coordinated through the Asset Forfeiture Unit to effectively manage the filings and track them through the process.
- The TBI Criminal Intelligence Bulletin was established and distributed on a regular basis throughout the Bureau and to other law enforcement agencies to keep them advised of intelligence information.
- TBI applied and was accepted as a member agency utilizing the Regional Organized Crime Information Center's (ROCIC) database and equipment. ROCIC is the Regional Information Sharing System (RISS) project agency

for this geographic area of the United States. The objective of the RISS projects in general, and ROCIC in particular, is "to enhance the ability of state and local criminal justice agencies to identify, target and remove criminal conspiracies and activities spanning jurisdictional boundaries. The primary objectives of the program are to encourage and facilitate the rapid exchange and sharing of information pertaining to known or suspected criminals or criminal activity among federal, state and local law enforcement agencies, and to enhance coordination and communication among those agencies in pursuit of criminal conspiracies determined to be multi-jurisdictional in nature". TBI has recently been approved by the ROCIC Board of Directors to be the grantee for the U. S. Department of Justice grant which funds the operations of more than 800 member agencies in fourteen southern states which make up ROCIC. Full grantee status is expected by January 1, 1994.

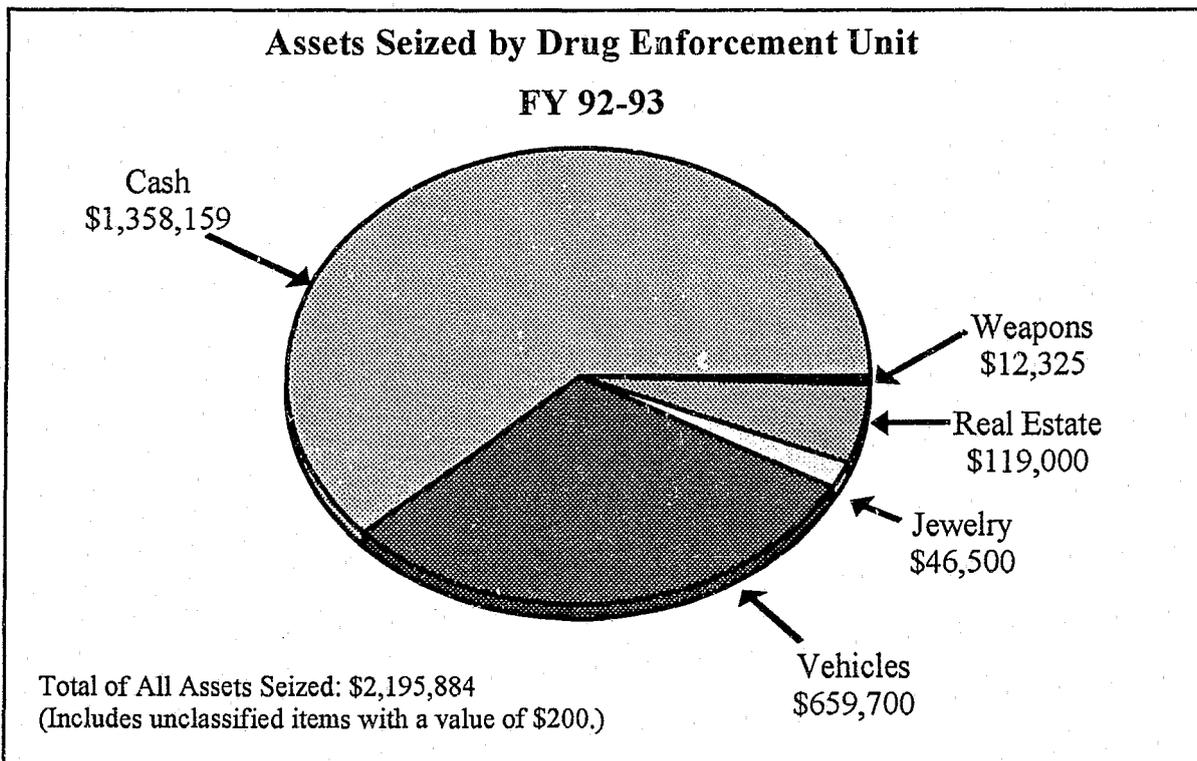
- The TBI was selected to serve as coordinator for the Financial Crimes Enforcement Network (FinCEN) for the State of Tennessee. FinCEN is an organization established by the U.S. Department of Treasury to collect, analyze and disseminate intelligence on financial crimes.
- A new computer system supplied by the National Center for Missing and Exploited Children (NCMEC) was installed to search for information on missing children and to correspond with the NCMEC and other state law enforcement agencies. The TBI is mandated by law to act as the clearinghouse for missing children for the State of Tennessee and NCMEC. TBI is responsible for distributing a uniform missing child report to all law enforcement agencies, so that the information may be submitted to the TBI. The TBI is also responsible for establishing, maintaining, and managing a file of "Missing Children"; for collecting any available relevant data concerning the missing children; and for disseminating the information to the appropriate law enforcement agencies.
- TBI was designated as the Tennessee coordinator agency for the El Paso Intelligence Center (EPIC). One of the primary goals of EPIC is to coordinate intelligence data between law enforcement officials of federal and non-federal agencies. All Tennessee agency inquiries made to EPIC are submitted through TBI, and TBI also receives a copy of all of the information that is sent from EPIC to the requesting agency.
- TBI became the seventeenth state to sign a memorandum of understanding with the Federal Bureau of Investigation National Center for the Analysis of Violent Crimes (NCAVC) which states that all state law enforcement agencies wishing to submit reports of violent crimes may do so through the TBI. TBI maintains a copy of all of the reports that are submitted for intelligence purposes and then submits the reports to the Violent Criminal Apprehension Program for analysis.

### Drug Enforcement Unit

The Drug Enforcement Unit presently consists of twenty Special Agents, one administrative secretary, and is supervised by a Special Agent in Charge. Two agent positions are assigned to do technical support work for the entire Bureau as well as provide services of a technical nature to outside agencies upon request. One agent is assigned to work statewide drug diversion cases involving health professionals and the illegal distribution of legitimate pharmaceutical drugs through theft and fraud by criminal networks. Four agents are assigned to do investigations with the Governor's Task Force on Marijuana Eradication.

As set out in Executive Order Number 51, TBI coordinates the activities of the Task Force which in FY 1992-93 eradicated over 848,000 marijuana plants located in 1,674 plots. There were 360 arrests made and property valued at \$64,000, 76 weapons, and 29 vehicles were seized.

The Drug Enforcement Unit concentrates on large scale drug conspiracy investigations involving high-level traffickers and organizations which import and distribute drugs in Tennessee. During the fiscal year, the unit opened 114 cases and closed 92 cases resulting in 172 convictions. There were 274 active cases open as of June 30, 1993. A total of 119 arrests were made and assets valued at \$2,195,884 were seized. A total of 53 vehicles were seized, several of which were subsequently awarded to the TBI and used as undercover vehicles resulting in substantial savings to the state. Large quantities of cocaine and marijuana were seized during the year as well as heroin, LSD, and prescription type drugs. Fifty-five (55) weapons were confiscated.



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## **Staff and Career Development Unit**

The Staff and Career Development Unit was established November 1, 1992, and is responsible for forecasting, planning, and coordinating training for all TBI employees including the development of a Career Development Program for selected personnel. This is the primary unit for the development and coordination of Bureau recruitment efforts. The unit also conducts administrative projects as requested by the Director, coordinates the Bureau's planning and research efforts, and provides graphics and publication support. Trainees for the new agents training class are supervised by the Special Agent in Charge of the unit. When approved, the Cooperative Program Pilot Project will also be coordinated through the Staff and Career Development Unit.

During December, the unit coordinated the interviews of one hundred and thirty-three agent applicants. As a result of this process, thirteen were employed and completed an eleven week intensive criminal investigation training course and graduated as Special Agents on April 15, 1993.

Recognizing the need for recruitment and retention of minorities and women, the Director organized an ad hoc committee of distinguished Tennesseans to form a Minority Recruitment/Affirmative Action Committee. This committee, chaired by an Assistant Commissioner from the Department of Personnel was coordinated through the Staff and Career Development Unit and continues developing a plan for the future.

In May 1993, the Bureau applied for consideration for National Accreditation from the Commission on Accreditation for Law Enforcement Agencies, Inc. The Special Agent in Charge for Staff and Career Development was designated as the Accreditation Coordinator. An Accreditation Committee was selected from Bureau personnel. Over 20,000 law enforcement agencies exist in the United States but only 250 agencies are nationally accredited. TBI is working toward becoming only the second state investigative agency in the entire country to achieve national accreditation. This project will continue into the next fiscal year.

## **Medicaid Fraud Control Unit**

The Medicaid Fraud Control Unit was created in 1984 pursuant to Executive Order Number 47, and assumed responsibility for identifying and investigating provider fraud in the Medicaid program as well as patient abuse investigations in long term care facilities receiving Medicaid funds. The unit consists of one Special Agent in Charge, one staff attorney, one auditor, nine criminal investigators, and two administrative secretaries. Seventy-five percent (75%) of the cost of this unit is paid by the Federal Government.

During the fiscal year, as part of the Director's decentralization efforts, the unit physically located an agent to Memphis for the first time in the Medicaid Fraud Control Unit's history. The unit also has agents assigned to the Jackson and Knoxville regional offices. With this decentralization, more cases can be worked in outlying areas in a more expeditious manner.

The unit achieved numerous successes in both fraud and patient abuse investigations statewide. One large scale investigation led to the sentencing of four owner/operators of home health care agencies in federal court to prison terms and \$4.6 million in restitution was ordered to be paid to Medicare and Medicaid.

In other cases under investigation during the fiscal year, the unit identified \$830,496.41 in overpayments made by the State to providers of Medicaid services. The unit expanded its investigations into areas of kickbacks, rebates, and use of sham corporations to inflate payment rates. Because these cases are more complex and intensive, the final outcome may not be realized within a single fiscal year.

## FORENSIC SERVICES DIVISION

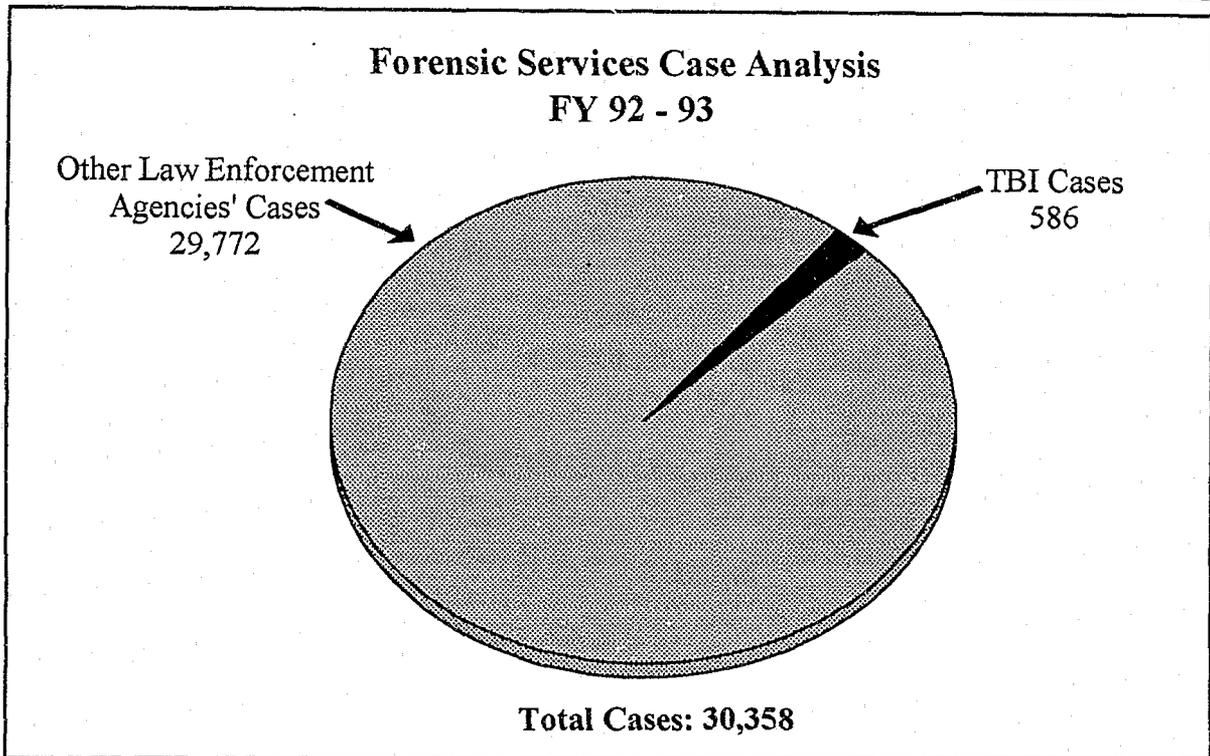
The use of science today is a vital component in law enforcement's efforts to solve crime. TBI's Forensic Services Division provides Tennessee's law enforcement community and medical examiners with a variety of forensic science examinations. These include serology (including DNA Profiling), toxicology, firearms/toolmark identification, trace evidence, latent print examinations, blood alcohol, drug chemistry, photography and administration of the statewide breath alcohol (Intoximeter) program. The central laboratory is located in Nashville, with regional laboratories in Knoxville, Chattanooga, and Jackson.

The Nashville Crime Laboratory is a full service laboratory providing forensic analysis of biologic, chemical, and physical evidence by specialized units including:

1. The Drug Chemistry Unit performs analysis of any substance seized in violation of laws regulating the sale, manufacture, distribution, and use of abusive type drugs.
2. The Toxicology Unit conducts analysis of blood and other body fluids for alcohol, drugs, or poisons, in conjunction with persons arrested for traffic charges (DUI) or assisting medical examiners in death investigations.
3. The Breath Alcohol Unit administers and maintains Tennessee's breath alcohol testing program. Calibration, preventive and emergency maintenance of the breath alcohol testing instruments and training of local law enforcement personnel is also provided.
4. The Serology Unit performs identification and characterization of blood and other body fluids.
5. The Latent Print Examination Unit provides analysis of physical evidence for invisible fingerprints and/or palm prints and comparison of latent prints developed with the inked impressions of suspects. A workstation of TBI's Automated Fingerprint Identification System (AFIS) is located in this unit.
6. The Firearms Identification Unit's principal function is to determine if a bullet, cartridge case, or other ammunition component was fired from a particular weapon.
7. The Trace Evidence Unit examines and compares evidence types including hair, fiber, paint, glass, petroleum accelerants, and impression evidence.
8. The Photography Unit processes film for all TBI personnel and other state law enforcement agencies.
9. The Evidence Receiving Unit receives, inventories, distributes, and stores all evidence submitted to the Laboratory.

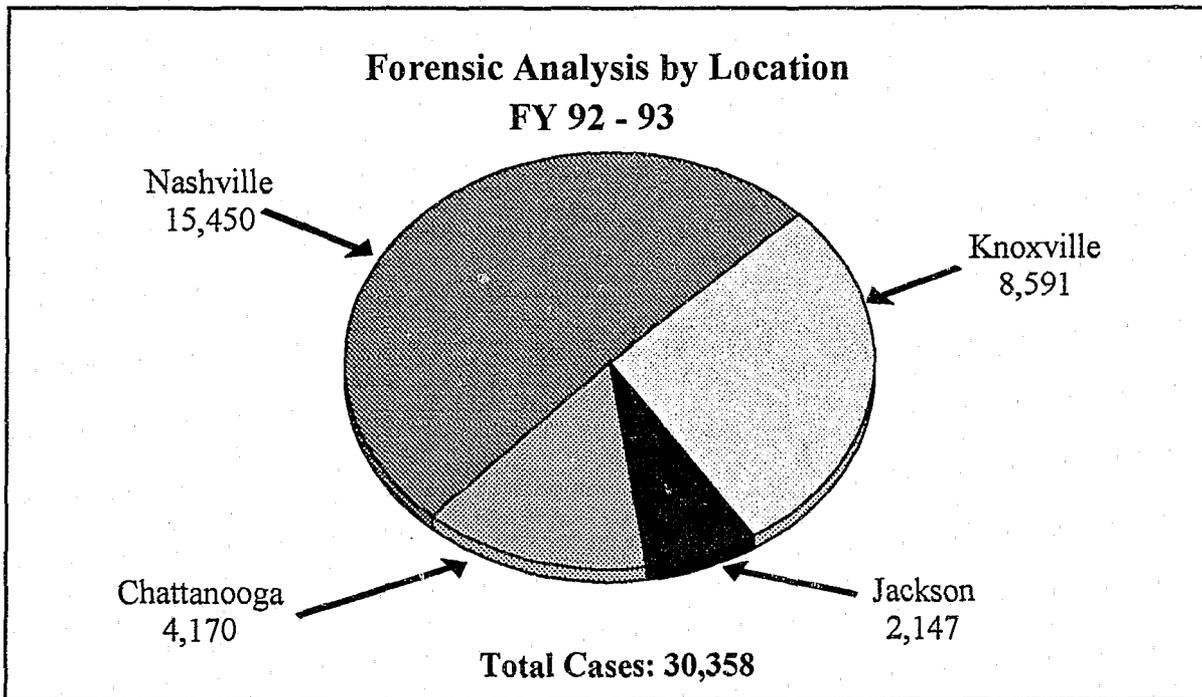


One of the Bureau's Forensic Scientists analyzes drug evidence utilizing the mass spectrometer.



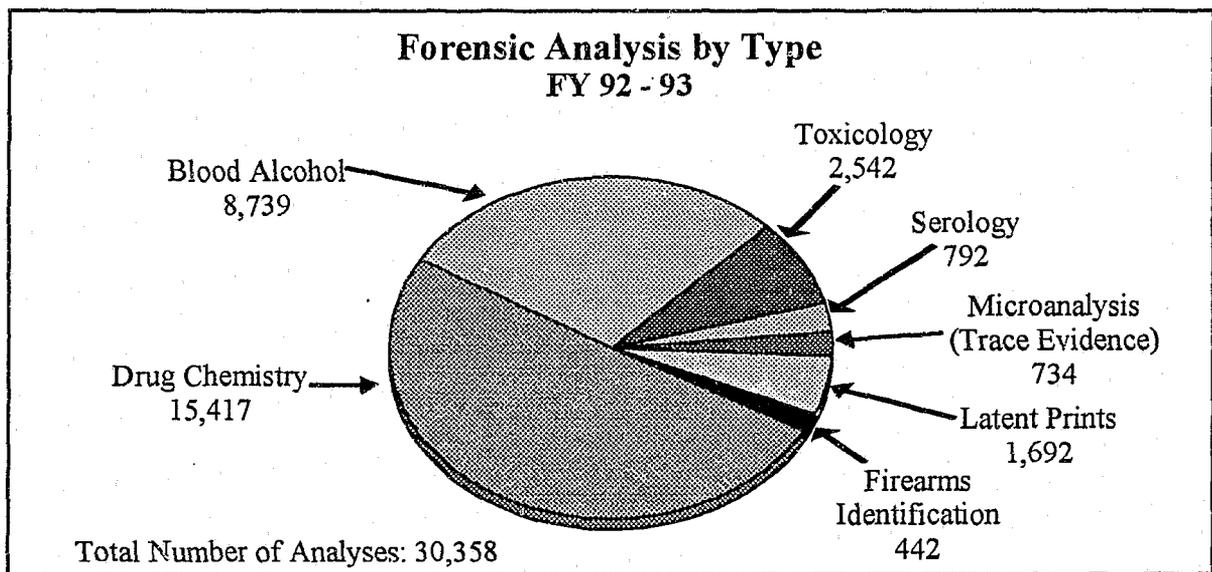
The Forensic Services Division conducted tests in 30,358 cases during the fiscal year. The number of tests performed for law enforcement agencies other than TBI totaled 29,772 or 98% of all cases processed by the laboratories.

The regional crime laboratories analyze evidence primarily associated with DUI offenses and suspected drugs confiscated in conjunction with the Controlled Substance Act.



DNA Profiling, also known as "genetic fingerprinting", is the latest scientific development in forensic science, providing the capability to identify specific individuals by comparing biological samples removed from a suspect under controlled circumstances with biological samples (blood, semen, saliva, tissue, etc.) left at a crime scene or from the body of a victim. T.C.A. 38-6-113 requires TBI to develop procedures for the collection, preservation, and analysis of biological specimens for DNA.

For the past two years, TBI and the Vanderbilt University School of Medicine have contracted to establish a forensic DNA analysis unit within TBI's Forensic Services Division. The development of this program has been completed and, effective July 1, 1993, the Tennessee Bureau of Investigation's Forensic Services Division Nashville Crime Laboratory began DNA Profiling on evidential casework.



Tennessee's breath alcohol testing program is one of the most innovative in the country. The Intoximeter program now has 114 instruments throughout Tennessee, each interfaced via a modem to a host computer located in Nashville. The computer maintains test data from each subject arrested for DUI and monitors the performance of each instrument. In fiscal year 1992-93, approximately 25,000 persons were tested for alcohol intoxication using the Intoximeter 3000 breath alcohol instruments.

The laboratories utilize the most modern and sophisticated equipment available. The need for presentation of expert testimony by Forensic Scientists that examine evidence requires the Forensic Services Division to maintain state-of-the-art instrumentation and technology. During this fiscal year, utilizing a recently purchased Robotics Extraction System, the Toxicology unit of the Nashville Crime Laboratory began testing biological evidence submitted on DUI and death investigations for the presence of tetrahydrocannabinols (THC), the active ingredient of marijuana.

Using federal revenue sharing funds, the Bureau formulated plans to purchase and fully equip three crime scene trucks with state-of-the-art crime scene forensic capabilities to aid district attorneys general and local law enforcement agencies investigating and processing homicide crime scenes. A crime scene truck will be based at the crime laboratories in Nashville, Jackson, and Knoxville.

During the fiscal year, a clandestine drug laboratory response team was fully implemented by the Bureau. The investigation of clandestine labs involves hazardous chemicals and dangerous circumstances which require specialized training and equipment. The TBI lab team is ready to assist any agency in the state with this type investigation.

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## INFORMATION SERVICES DIVISION

Laws governing the operations of the Tennessee Bureau of Investigation require the development, maintenance, and distribution of certain information relating to crime, criminals, and criminal activities for the benefit of all state and local criminal justice agencies in Tennessee. The Bureau, in order to fulfill the mandate set forth in these laws, is creating and implementing several applications which fall under the operations of the Tennessee Crime Information Center (TCIC) which is an integral part of TBI and its operations. Controls which apply to the state/federal privacy and restriction laws governing the possession, exposure, use, and dissemination of various kinds of crime information are imposed on the automated systems by the TBI official rules.

The Bureau has the responsibility for performing the substantive functions of statewide criminal investigations and forensic services which are independent and in aid of other agencies. TBI also performs services to aid other agencies individually and collectively so that all criminal justice agencies benefit from data contributed by all agencies. These services are greatly enhanced by using current technology available in TCIC automation facilities.

Management Information Systems (MIS) operations fall within the overall operation of the TBI Information Services Division facilitating crime information functions for TBI and the entire Tennessee criminal justice community. Organizationally, the Division is divided into four units including the Records and Identification Unit, the Law Enforcement Support Unit, the Application Development and Systems Operations Unit, and the Statistical Analysis Center.

### Statutory Responsibilities

The Tennessee Bureau of Investigation has the authority to establish a system of intrastate communication of vital statistics and information relating to crime, criminals, and criminal activity (T.C.A. 38-10-101 et seq). In addition, TBI is bound by administrative rules promulgated in October, 1986, thereby establishing a criminal justice information system for substantive use by all participants and statistical analysis and use by the government and private sectors. It requires the Director of TBI to construct the crime data elements by specifying the content and form of reports and to establish the communications system for intrastate submission and sharing of data, which is extended to federal agencies by agreement between TBI and the FBI and to all others by agreement with the National Law Enforcement Telecommunications System (NLETS).

### Management Information Systems Peer Review

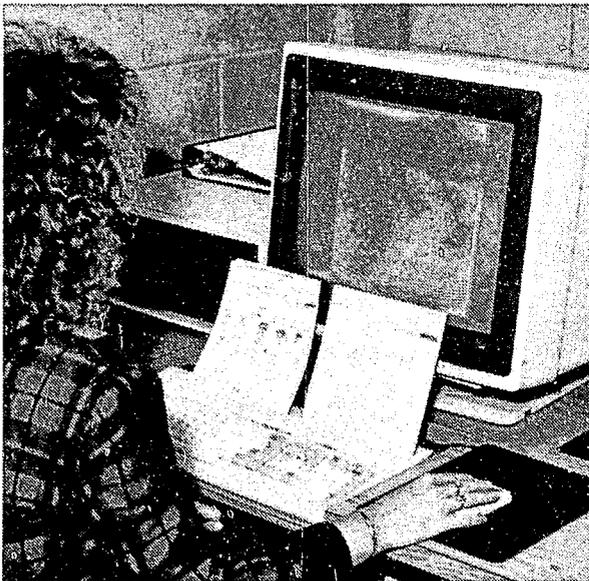
In order to better facilitate this service, the Director requested and received a detailed Management Information Systems (MIS) Peer Review during FY 1992-93. This review conducted by information systems professionals from various

state agencies was performed to evaluate the current level of service provided by TBI's Information Systems Division and to offer recommendations for possible improvements. Several recommendations were made in the areas of: management support, organizational structure, training, systems development and standards, communication, and facilities and resources. Many of the recommendations were implemented during the fiscal year and TBI realized immediate results, including a link to the State's network allowing electronic exchange of information with other agencies. This review yielded valuable input and provided an effective aid in implementing change. Furthermore, TBI information systems personnel are becoming more integrated into the State's information systems community as a result of working closely with the Information Systems Council and the Office of Information Resources.

### **Records and Identification Unit**

The Records and Identification Unit collects, maintains, and disseminates criminal history record information pursuant to the submission of criminal fingerprint cards for all persons arrested within the State of Tennessee. Management of these records includes the maintenance of manual files of fingerprints, disposition, and expungement forms. Maintenance of databases containing information from these source documents including name and criminal history data is performed by the unit. Over 100,000 updates to the criminal history records are performed each year.

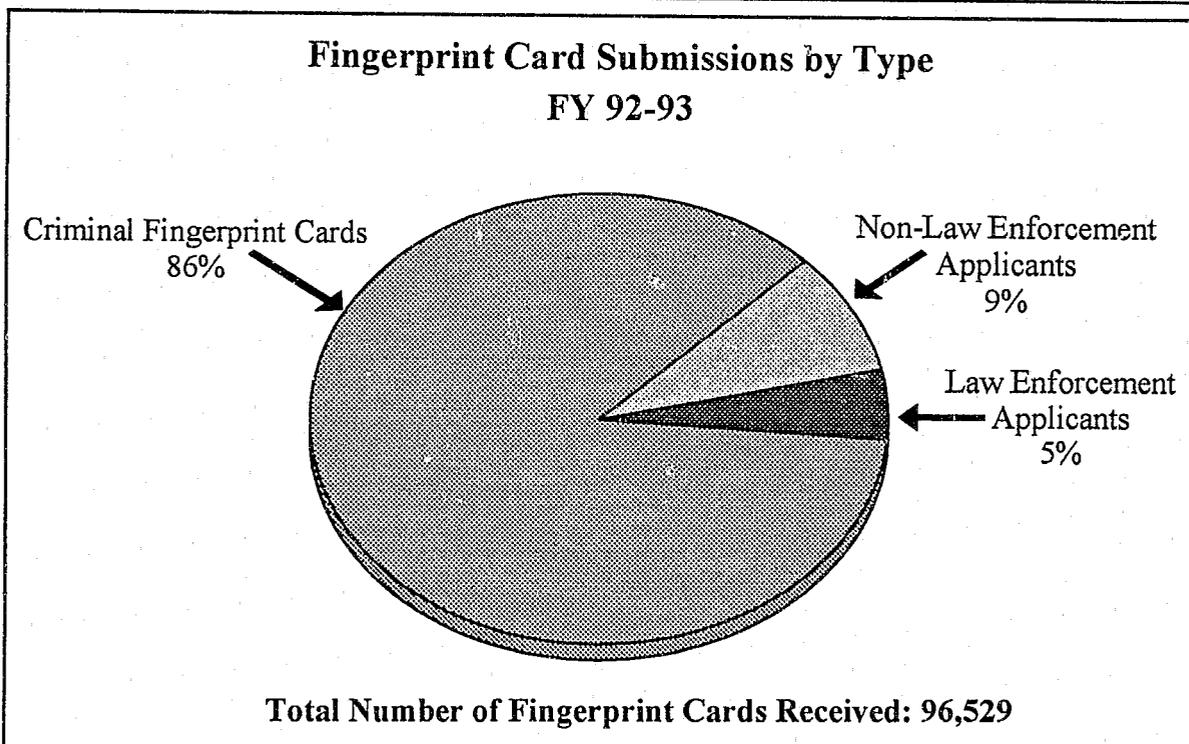
All dissemination of criminal history data is coordinated through the unit, whether the request is made by mail, telephone, in person, or the Tennessee Information Enforcement System (TIES). In addition to handling all criminal history requests for criminal records pursuant to a criminal investigation, all non-criminal justice requests for information to include the issuance of licenses or permits as required by specific Tennessee Code Annotated section requirements are processed by the unit.



A Fingerprint Identification Specialist performs a fingerprint comparison on the Automated Fingerprint Identification System (AFIS).

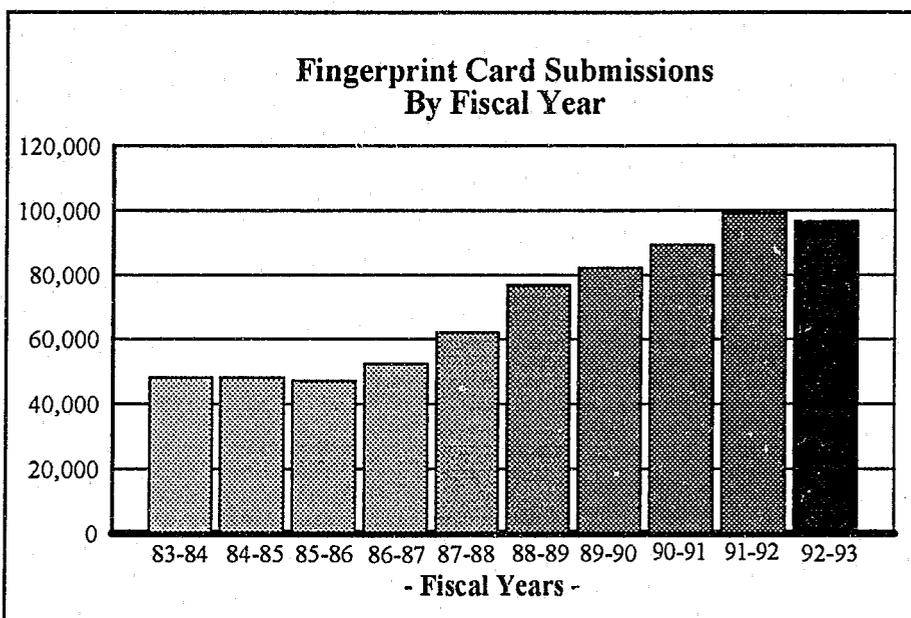
The unit also operates the Automated Fingerprint Identification System (AFIS) and maintains the database of criminal and applicant fingerprint cards filed in the system. The base record for the criminal history record is an arrest fingerprint card.

During FY 1992-93, 96,529 fingerprint cards were received. A total of 11,502 cards (11.9%) received were rejected and returned to the contributors as unclassifiable. In an effort to aid local law enforcement agencies to improve the quality of their fingerprint practices, forty-one classes in inked fingerprinting at over twenty



separate locations throughout the state were conducted by TBI personnel. Four hundred and sixty students from 134 agencies were trained. Private security firms also sent employees to the training classes. Criminal fingerprint card receipts amounted to 82,628 or 85.6% of the total and law enforcement applicant prints accounted for 5,061 or 5.2% of the total. Non-law enforcement prints, which include applicants from child care providers, private investigations, and alarm contractors accounted for 8,840 or 9.2% of the total. Fees for processing non-law enforcement applicant prints generated a revenue of \$207,398.00.

During this fiscal year, a total of 48,734 (57.3%) of the classifiable cards were identified with persons having a previous record in the files. The Automated Fingerprint Identification System (AFIS) was used to search 36,981 cards not tentatively identified by name search resulting in 2,147 (5.8%) of those prints identified



with previous records. The remaining 46,577 cards (54.8%) that were identified were verified by fingerprint comparison following a tentative name search identification. A total of 48,734 records were modified with additional criminal history arrest data being added to the existing record. Approximately 38,000 new records were added to the criminal history record information (CHRI) database following an unsuccessful name and AFIS database search.

A federally funded project to improve the quality of criminal history data maintained by TBI was also a major focus during the year. A grant of \$433,384, from the U.S. Department of Justice, Bureau of Justice Assistance, was utilized to enter data from fingerprint cards. Automation of this information will enable this data to be available through the state law enforcement telecommunications system (TIES) operated by TBI for all criminal justice agencies. The goals set for the project were to automate all names and all arrest data received within the last five years. One goal was reached with data for all arrests dating back at least seven years being automated. Automation of the names was nearing completion at the end of the fiscal year. Over 800,000 names, including aliases, representing 507,460 individuals had been entered.

Plans were also developed to upgrade the Automated Fingerprint Information System (AFIS) during the fiscal year. Preparation of technical specifications was begun to provide a system to increase the AFIS capacity and print processor speed to accommodate the increased print volume and print match requirements placed on the system from TBI and remote AFIS systems.

Funding was also secured and plans begun to install a battery backup system for the AFIS. Upon completion, all computer systems will be protected against power outages, thus providing continuous service for the users of the systems.

### **Law Enforcement Support Unit**

The Law Enforcement Support Unit is responsible for all activities associated with the administration of the TIES. The TIES provides criminal justice agencies at local, state, and federal levels computerized interstate and intrastate communications capabilities including interfaces to the TBI's Tennessee Crime Information System (TCIS), the FBI's National Crime Information Center (NCIC), and the National Law Enforcement Telecommunications System (NLETS).

The TIES Information Systems Manager and Law Enforcement Information Coordinators provide all liaison functions for the benefit of more than 225 agencies interfaced on the TIES network. Technical and operational training is a primary area of emphasis, with over 6,000 personnel from network agencies receiving TIES training and certification since 1986. Coordinators are also responsible for quality assurance procedures applicable to crime record data as well as the auditing of all TIES member agencies to ensure complete regulatory

compliance. Additionally, a coordinator staffs the Tennessee INTERPOL Liaison Office, the state point-of-contact and conduit for crime-related information pertaining to the INTERPOL organization and its member countries.

During the fiscal year, one million dollars in state appropriation was secured to replace the computer hardware for TIES. Specifications were completed and the purchase will take place during the next fiscal year. In association with this project, TBI is in the process of replacing its current low-speed, analog telecommunications network with a new high-speed, digital network. This replacement is estimated to save the state an estimated \$25,000 per month in telecommunications charges.

During FY 1992-93, the Law Enforcement Support Unit provided criminal justice systems (TIES, TCIS, NCIC, NLETS) training and certification to over 1,800 network agency terminal operators and twenty-nine TBI and District Attorney General personnel. In addition, the unit's staff presented basic systems orientation and information availability training to 352 law enforcement agency officers attending the Tennessee Law Enforcement Training Academy's Basic Recruit School. Finally, in accordance with FBI/Criminal Justice Information Systems Division (FBI/CJISD) mandates, compliance audits were conducted by the staff at more than ninety network terminal agencies to identify and correct circumstances which indicated systems usage was in conflict with the applicable policies, procedures, rules, regulations, and laws.

### **Application Development and Systems Operations**

The Application Development and Systems Operations Unit is responsible for the operation of all computer systems housed in the TCIC. The unit's Information Systems Manager and Distributed Programmer Analysts coordinate and implement all software developed and implemented to run on TBI's information systems. This coordination includes: project needs analysis, preliminary and detailed design specification development, software development, testing, training, procedure development, and technical assistance.

This unit also coordinates all operations relative to design standards, coding standards, configuration management and quality control. Personnel in this section are also responsible for project management which requires the coordination of all activities enumerated above for any specific project.

Crime Information Communications Specialists perform the monitoring and maintenance functions of all information systems and the network on a twenty-four hour per day basis, trouble-shooting system problems and providing technical assistance to all users as needed. Additionally, these personnel assume the emergency communications responsibilities within the Bureau.

Over the past year, the Application Development and Systems Operations staff have been active in the following projects:

- The Tennessee Repository for the Apprehension of Persons (TRAP), a program to maintain a statewide wanted persons database, was implemented. This program allows any law enforcement agency which has access to the TIES system to enter or inquire on fugitives wanted in the State of Tennessee.
- The Asset Forfeiture program was implemented to monitor state and federal forfeitures related to TBI investigations.
- As an addition to the TBI case file automation, several reports were developed to provide information to management on case loads, agent activity, and monthly and yearly statistical information.
- A system providing the capability of review and approval of case file serials electronically by special agents and Special Agents in Charge was implemented.
- The Director of TBI, working closely with the Commissioner of Correction, arranged for TBI to have access to the Tennessee Offender Management Information System (TOMIS) database housing information on all convicted felons in the state.
- The capability of all terminals connected to the Tennessee Crime Information System (TCIS) to access other state programs was developed.

TBI also developed plans to purchase a diesel generator to supply emergency power to the computer systems maintained by TBI. The generator will supplement existing battery power to operate the critical computer systems when normal utility power is unavailable for extended periods of time. This generator will be operational during the early part of FY 1993-94.

### **Statistical Analysis Center**

The Statistical Analysis Center was established by Executive Order Number 47 to compile criminal justice statistics in Tennessee and act as a coordination center for the dissemination of statistics. The unit is funded by a federal grant from the U.S. Department of Justice's Bureau of Justice Statistics. An advisory board comprised of eleven representatives from the criminal justice community provides guidance for the operations and projects of the unit. The primary functions of the unit include conducting research projects, analysis, and publishing results of studies to provide information for use by policy makers in the state.

The Statistical Analysis Center was involved in several projects during the fiscal year:

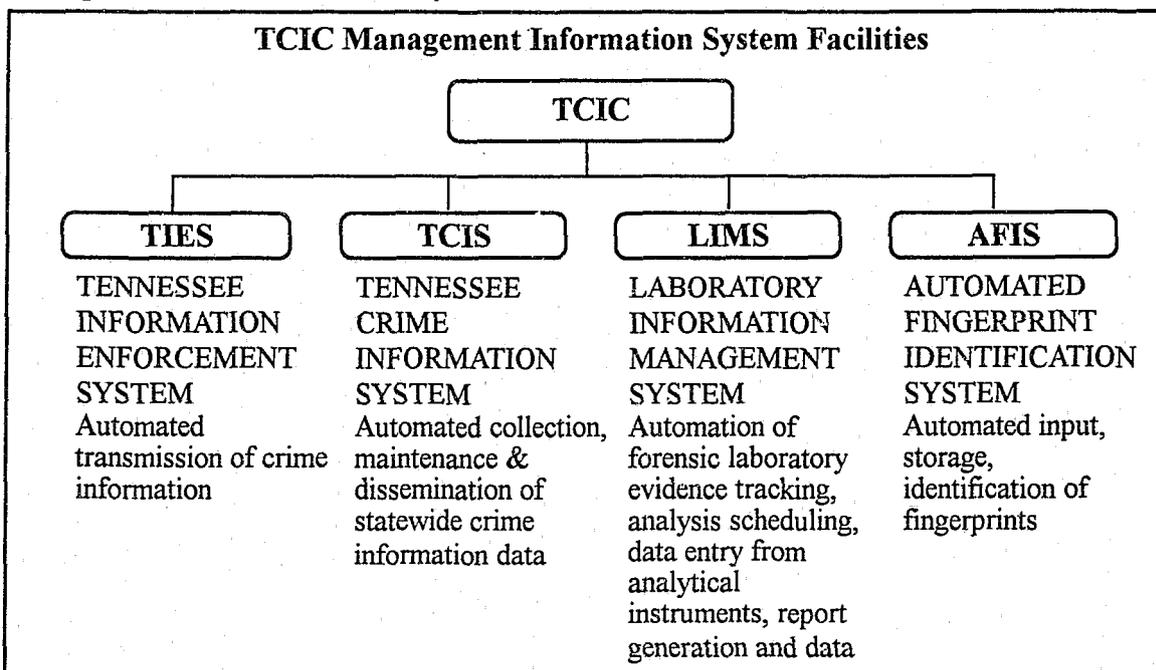
- A Needs Assessment of Tennessee's local law enforcement agencies was conducted. The survey obtained information on current and planned computer capabilities and fingerprinting practices. Opinions on the criminal jus-

tice system in Tennessee and suggestions for improvements were also solicited. A report detailing the results of this study was published.

- The unit also assumed responsibility for maintaining the Crime on Campus reporting system. A system was designed for data collection and a report covering the 1992 campus crime statistics was published.
- Preliminary work was completed on implementing the National Incident Based Reporting System (NIBRS) in Tennessee. This program, when fully operational, will provide more accurate crime statistics at the state level as well as for local areas that are not currently collecting the data. Tennessee will again be able to become a participant in the FBI's Uniform Crime Reporting program. The state has not participated in this program since 1979.
- Preliminary work on the first study of recidivism in Tennessee was begun. The Statistical Analysis Center and the Tennessee Sentencing Commission will conduct the study jointly with cooperation from the Department of Correction and the Board of Paroles. Completion is scheduled during FY 1993-94.

### Tennessee Crime Information Center Computer Systems

The various units of the Tennessee Crime Information Center (TCIC) are responsible for the day-to-day operations of four large computer systems. These responsibilities include database analysis, application needs assessment, software and system design, software development, training, data entry, data analysis, crime information process, investigative support, computer operations, network operations, technical support, troubleshooting, and maintenance. Brief descriptions of each of the four systems follow.



### **Tennessee Information Enforcement System**

The Tennessee Information Enforcement System (TIES) located at TBI Headquarters, is a fully redundant system which is dedicated to the function of both intrastate and interstate storing and forwarding of messages pertaining to crime, criminals, and criminal activity.

TIES supports a linkage to the State mainframe system (OIR) to provide access to statewide databases containing motor vehicle, boat and drivers license information. Interstate communications support include linkages to the Federal Bureau of Investigation's National Crime Information Center (NCIC) and the National Law Enforcement Telecommunications System (NLETS). The system provides automatic receipt, storage, and forwarding of crime information messages between any node interfaced to any of the described communication linkages. All message traffic is temporarily stored to magnetic disk media with permanent archival to magnetic tape. The TIES system currently processes approximately 200,000 message transactions per day.

### **Tennessee Crime Information System**

The Tennessee Crime Information System (TCIS) provides a computer network of some one hundred directly-connected devices in support of TBI offices statewide. The system configuration also includes thirty-one microcomputer systems and associated hardware/software (one in each District Attorney General judicial district office). Several of the TCIS databases are accessible by all criminal justice agencies which have either computer systems or terminals interfaced through the TIES message switch computer system network. This system (TIES) will also provide interstate access to TCIS through the NCIC and NLETS networks. The interface to each District Attorney General's office is provided via a dial-up interface to the TCIS. This interface provides each judicial district with the capability of receiving all information required by such offices in the preparation of cases for prosecution.

### **Laboratory Information Management System**

The Laboratory Information Management System (LIMS) is a central system identical to the TCIS. LIMS software support is provided by a vendor-supplied LIMS software product.

The primary function of the LIMS is to support the four forensic division laboratories by providing the hardware and software facilities for the complete automation of evidence tracking, analysis scheduling, data entry of analytical results, report generation, and database support for Forensic Services Division users and the TCIS interface.

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### **Automated Fingerprint Identification System**

The Automated Fingerprint Identification System (AFIS) was implemented for the purpose of providing positive identification of fingerprint impressions for all law enforcement agencies statewide. Some of the current functions of the AFIS include automation of input, storage, classification, and identification of all fingerprints received by the Bureau; automatic minutae and image extraction; archival to digital and optical storage; and storage capacity for 600,000 ten print cards and 20,000 latents. With current daily fingerprint card submissions at approximately 400 per day, the current AFIS database contains approximately 500,000 ten print cards and 2,000 latent prints.

Terminals are located at TBI Headquarters, and at the TBI Crime Laboratory in Nashville. Tenprint inputs and system maintenance operations are conducted by TBI personnel located at TBI Headquarters while latent work is conducted by latent examiners located at the crime lab. The AFIS provides the capability to store digitized minutiae data from all tenprint cards entered as well as those of all latents from unsolved cases with automatic fingerprint image storage and retrieval. All workstations have the capability of receiving both digitized minutiae and image data via CRT display with split screen verification. The AFIS is a multi-user, multi-tasking system allowing multiple requests and multiple search request of all search combinations.



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