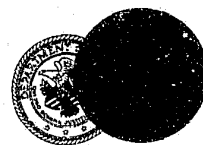


U.S. Department of Justice  
Office of Justice Programs



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**THE RISS PROGRAM  
ANALYSIS OF ACTIVITY**

Analysis of Data Relating to  
Membership and Service Activities of the  
Regional Information Sharing Systems Projects  
1984-1986

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**Bureau of  
Justice  
Assistance**

126223

**RISS PROGRAM**

Institute for Intergovernmental Research  
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U.S. Department of Justice  
National Institute of Justice

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# Bureau of Justice Assistance

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## RISS PROGRAM

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## PREFACE

The Office of Justice Programs (OJP) Regional Information Sharing Systems (RISS) Program is comprised of six multistate projects which, together, are designed to provide regional criminal information exchange and other related operational support services to state and local law enforcement agencies located in all fifty states. These projects are:

- The Mid-States Organized Crime Information Center (MOCIC);
- The Middle Atlantic-Great Lakes Organized Crime Law Enforcement Network (MAGLOCLLEN);
- The New England State Police Information Network (NESPIN);
- The Regional Organized Crime Information Center (ROCIC);
- The Rocky Mountain Information Network (RMIN); and
- The Western States Information Network (WSIN).

The Institute for Intergovernmental Research (IIR) provides evaluation assistance, management review, and operations analysis to the Regional Information Sharing Systems Program through grant awards received from OJP, Bureau of Justice Assistance (BJA).

This report contains an analysis of project activity data relevant to the RISS Program guideline established by OJP. It briefly describes the RISS Program, discusses program goals and objectives, lists project components, and presents activity data describing the various project components. In addition, project member agency participation in project activities is discussed and conclusions resulting from the analysis are presented.

## I. THE RISS PROGRAM

The Regional Information Sharing Systems (RISS) Program is an innovative program established to support multiagency coordination and cooperation among local, state, and federal law enforcement agencies. The operation of a regional information sharing project was first supported by a U.S. Department of Justice (DOJ) grant funding program in 1974. Six projects are currently operational and provide state and local member agencies throughout the United States with a broad range of criminal intelligence and investigative support services.

DOJ funding oversight and program management responsibilities are contained in the RISS Program Guideline which sets out program goals and objectives, strategy, project components, program administration, characteristics, and funding. The Guideline was first published in 1982, with subsequent modifications resulting in further definition and refinement of program components. The current Guideline was published January 1, 1984.

### A. Program Goals and Objectives

The overall goal of the RISS Program, as stated in the current DOJ RISS Program Guideline, 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 communications among those agencies in pursuit of criminal conspiracies determined to be interjurisdictional in nature.

Secondary objectives are to provide technical and investigative support resources to augment existing multijurisdictional enforcement resources and operations. These technical and investigative support resources may include specialized equipment, training, and investigative funds.

### B. Project Components

The following are either required or optional service components of projects funded under the current RISS Program Guideline. Optional components must be designed to support

the required information sharing and analytical components.

**Required Components:**

- **Information Sharing Component.** Every project will maintain and operate either a manual and/or automated information sharing component that is responsive to the needs of participating enforcement agencies in addressing multijurisdictional offenses and conspiracies. This component must be capable of providing controlled input, dissemination, rapid retrieval, and systematic updating of information to authorized agencies.
- **Analytical Component.** Every project will establish and operate an analytical component to assist the project and participating agencies in the compilation, interpretation, and presentation of information provided to the project. This component must be capable of responding to participating agency requests for analysis of investigative data.

**Optional Components:**

- **Telecommunications Component.** Projects may establish and/or maintain a telecommunications system designed to directly support the operation of the Information Sharing Component and

Analytical Component, and to support project sponsored investigations and activities. This system is not intended to supplement the normal telecommunications needs of member agencies.

- **Investigative Support Component.** Projects may establish and operate an investigative support component by providing financial assistance to participating agencies for their conduct of multijurisdictional investigations. Financial resources may include funds for the purchase of information, contraband that may be used as evidence, services, investigative travel and per diem, and overtime compensation. Funds expended and activities conducted under this component must directly support the operation of the Information Sharing and Analytical Components.
- **Specialized Equipment Component.** Projects may establish and maintain a pool of special investigative equipment for loan to participating agencies. The loan of such equipment must directly support the operation of the Information Sharing and Analytical Components.
- **Technical Assistance Component.** Projects may establish and maintain a component to provide technical assistance to member

agencies. Through use of project personnel and others in participating agencies, consultation, advice, and information may be made available to member agencies concerning use of specialized equipment, investigative procedures, accounting of project funds if provided by the project in support of investigations, and information analysis. This component will emphasize use of technical resources among the projects as necessary and available. Technical assistance in the form of active participation by project personnel in member agency investigations is prohibited.

- Training component. Projects may establish and maintain a training component to upgrade investigative skills of personnel from participating agencies. Such training assistance may consist of financial support to send personnel to training courses, seminars, and conferences or, more commonly, design and delivery of special training courses by project staff. Training provided under this component must support the project goals and objectives.

All projects have implemented the required information sharing and analytical components and each provides the optional technical and financial services to member agencies. To further enhance the coordination

and exchange of information among member law enforcement agencies, the projects have initiated additional support service activities including distribution of project publications and sponsorship of membership conferences. Exhibit 1 displays the status of implementation of the required and optional components and the information sharing service enhancements by each of the six RISS projects.

In addition to these activity components, each project must be comprised of three basic administrative components: an oversight group, project staff, and member agencies.

- Oversight Group. Each project must have an established oversight group (i.e., Policy Board, Executive Committee, or Supervisory Board) that is composed of representatives from state and local agencies in the project's service area. The primary purpose of the oversight group is to provide policy and direction affecting project operations and administration.
- Project Staff. Each project must contain a core group of staff that is of sufficient size and expertise to accomplish the stated objectives of the grant. An organizational structure must be developed that reflects the ability of the project to administer and operate

**EXHIBIT 1  
PROJECT COMPONENTS  
(X = Implemented Service)**

	Required Components			Optional Components					Service Enhancements		
PROJECT	Information Sharing - Manual	Information Sharing - Automated	Analytical	Telecommunications	Investigative Support	Specialized Equipment	Technical Assistance	Training	Publications	General Conference	Regional Conference
MAGLOCLEN	X	X	X	X	X	X	X	X	X	X	X
MOCIC	X	X	X	X	X	X	X	X	X	X	X
NESPIN	X	X	X	X	X	X	X	X	-	-	X
RMIN	X	X	X	X	X	X	X	X	X	-	X
ROCIC	X	X	X	X	X	X	X	X	X	X	X
WSIN	X	X	X	X	X	X	X	X	X	X	X

the project to achieve the objectives of the project's components.

- Member Agencies. Each project must be made up of state and local criminal justice and/or regulatory agencies within the project's service area, which are eligible to

receive project services. Each project must develop and utilize documented criteria for project membership. This criteria must be made a part of the project's constitution, bylaws, and/or operating procedures.



## II. ANALYSIS OF DATA RELATING TO RISS PROGRAM ACTIVITIES

### A. Introduction

This section contains an analysis of data relating to activities of the six RISS projects during the years 1984, 1985, and 1986. The analysis is limited to project activities relating to the RISS program and administrative components as set out in the current program guideline published by the Office of Justice Programs, U.S. Department of Justice. As described in detail in Chapter I, the project components are:

#### Required Components

Information Sharing  
Analytical

#### Optional Components

Telecommunications  
Investigative Support  
Specialized Equipment  
Technical Assistance  
Training

#### Administrative Components

Oversight Group  
Project Staff  
Member Agencies

Many of the project service and activity data graphs in this report contain trend line projections. The trend lines convert the 1984-1986 quarterly RISS project service and activity data to straight line models. The average annual growth rates for project services for the three year period have been computed and are displayed in Exhibit 30. Annual averages presented are computed on eleven quarterly periods of data.

### B. Required Activity Components

#### Project Information Sharing and Analytical Services

The primary function of the RISS Program is information sharing. Under the program guideline, two law enforcement service components must be maintained by each RISS project: (1) the information sharing component and (2) the analytical component. The information sharing component operated by each project is multifaceted and consists primarily of a data base with a system for submitting information and for inquiring about records in the data base. The projects supplement their information systems with membership conferences and formal publications to enhance information sharing. The

analytical component consists of investigative data analysis and compilation services to assist members in multijurisdictional investigations.

Operation of the information sharing component at each RISS project encompasses the service activities reported in this document (data base volume, submissions and inquiries to project data bases, information sharing conferences, and project publications) as well as other service activities which are not currently measured or reported. An integral part of the project information sharing service involves unmeasured activity such as: (1) responding to member agency requests which leads to placing agencies in direct contact with each other for investigative purposes; (2) providing articles or publications on criminal activity related to a member agency's jurisdiction; and (3) providing analytical briefings on criminal specialty areas such as drug price and purity levels or emerging criminal groups.

Following a study of project information systems during 1985, the RISS quarterly progress reporting system was revised to capture additional information to more fully describe the information systems service area. Implementation of these revisions began during the second quarter of 1985 with each project using a phased approach which continued during 1986. The revisions generated new base level figures for 1985 for the information system service

categories of principal subjects, data base volume, and submissions. In that the 1985 data are not entirely comparable with previous yearly data, data base growth analysis is presented for these service areas for 1985 and 1986 only.

Trend data for inquiries to project data bases and for analytical services for the three year period 1984-1986 are discussed in this section.

### **Data Base**

All six projects have established automated criminal intelligence data bases which contain information pertaining to known or suspected criminals or criminal activity. The MOCIC and RMIN projects began automation in 1985 with the data conversion process continuing through 1986. The other four projects have completed data automation programs. Project intelligence data bases are utilized to respond to member agency intelligence information inquiries and needs. All six projects have adopted formal guidelines setting forth operational procedures for information submission, inquiry, and file review which have been approved by the BJA program management.

The detailed descriptive information on subjects engaged in multijurisdictional offenses and criminal conspiracies is submitted to project data bases by member agencies according to established procedures and criteria.

Each project provides subject cards or submission forms for this purpose, with the type and amount of data captured varying from project to project.

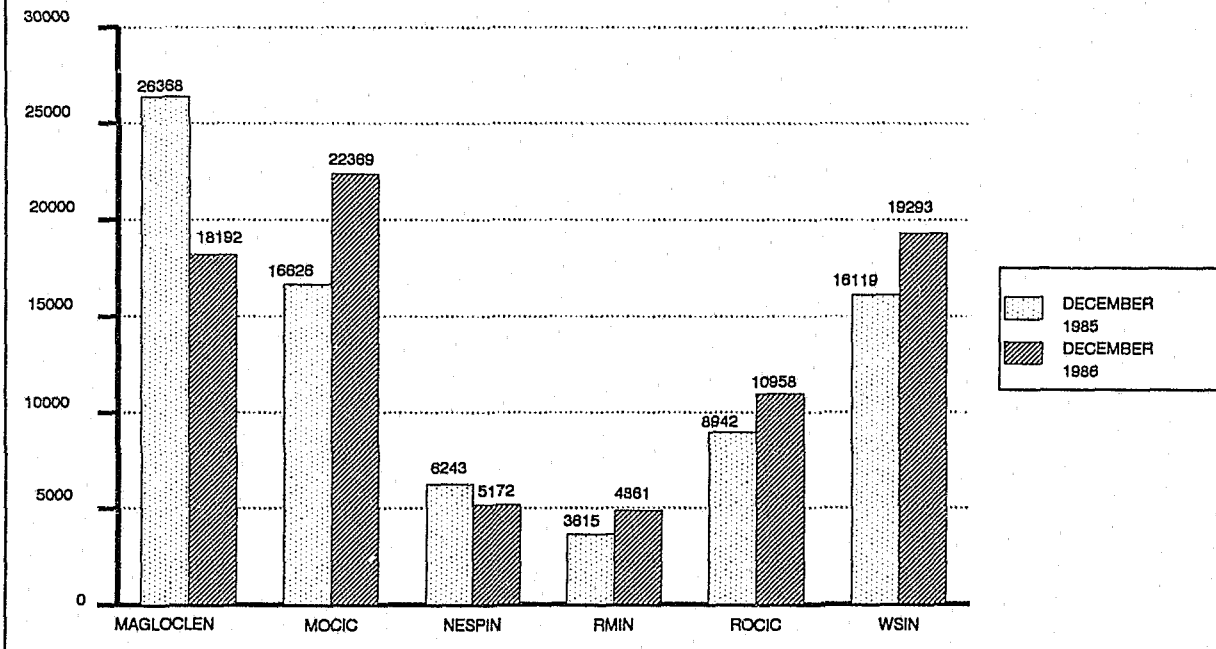
The subject cards and submission forms are used to determine the number of principal subjects maintained in the project data base. A principal subject is the criminal individual, business, or group name submitted by the member on the subject card or submission form.

Total data base volume is determined by counting information items maintained in the individual project intelligence systems as primary, temporary, or inquiry records. Included in

the volume count are all data elements which can be inquired upon in a search of the data base including names, associates, businesses, criminal groups, vehicles, aircraft, vessels, telephone numbers, dates of birth, identification numbers (FBI number, social security number, driver license number), and criminal specialties. This method conforms to standards used by other law enforcement agencies which maintain similar criminal information and intelligence systems, and is used to measure the size of the individual project data bases.

Exhibit 2 displays the number of principal criminal subjects maintained in the individual project data bases as of

**EXHIBIT 2  
NUMBER OF PRINCIPAL SUBJECTS**



December 1985 and December 1986. The decrease in number of principal subjects maintained in the MAGLOLEN project data base is due to an adjustment in counting. As of December 1986, the six projects maintained information on 80,845 principal subjects--a four percent increase over 1985. Exhibit 3 indicates the volume of information maintained in each individual project data base. The NESPIN project is currently unable to capture all data base elements necessary to count total data base volume, but continues to work on achieving this result. The MOCIC project captures all data base elements for counting volume for new entries to the automated data base and for historical (manual) files as updates occur.

The RISS Program Guideline (28 CFR 23) requires that each project adopt procedures for the periodic review and validation of information maintained in their data base. Any information which is found to be obsolete or otherwise unreliable must be removed from the data base. Fluctuations in volume of information and numbers of principal subjects maintained in project information systems are due in part to the review and purge process implemented by each project.

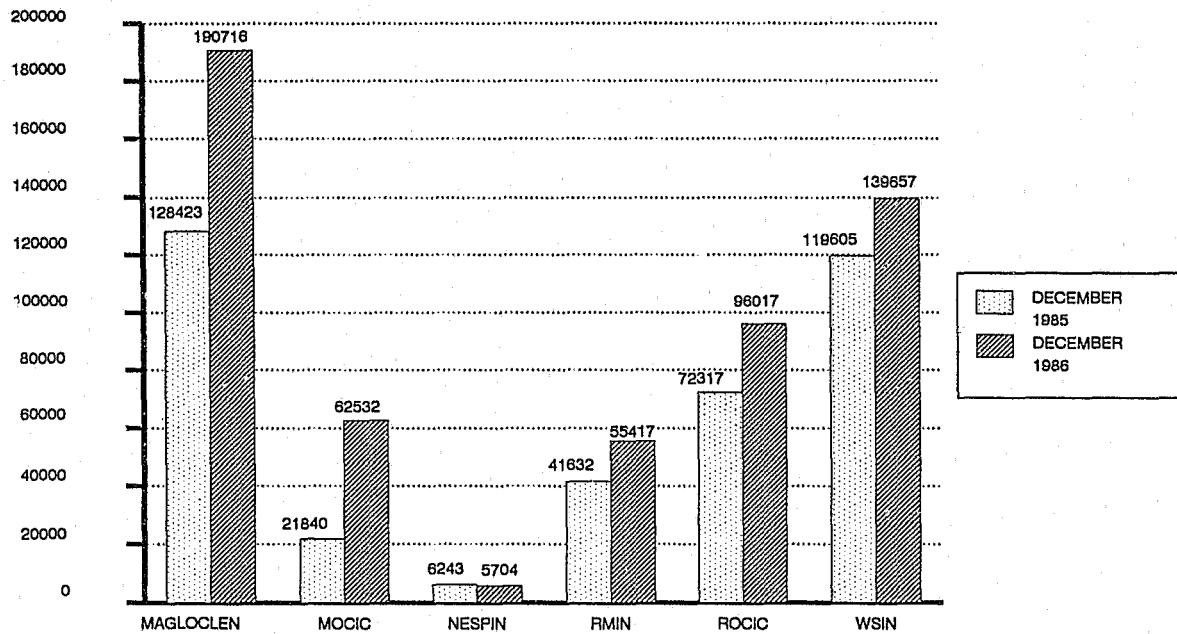
## Submissions

The data base volume is dependent upon submission of information by member agencies to the project for review and entry into the data base. The number of principal subjects submitted by member agencies for entry in project data bases is presented in Exhibit 4. The revisions to data base reporting discussed above resulted in only nine months of comparable data reported during 1985 for this service area. A total of 27,844 principal subjects was submitted and added to the project data bases for the period April - December 1986 which is a ten percent increase over the same period in 1985. The RMIN project increase in this area is attributed to the revised counting and reporting discussed above.

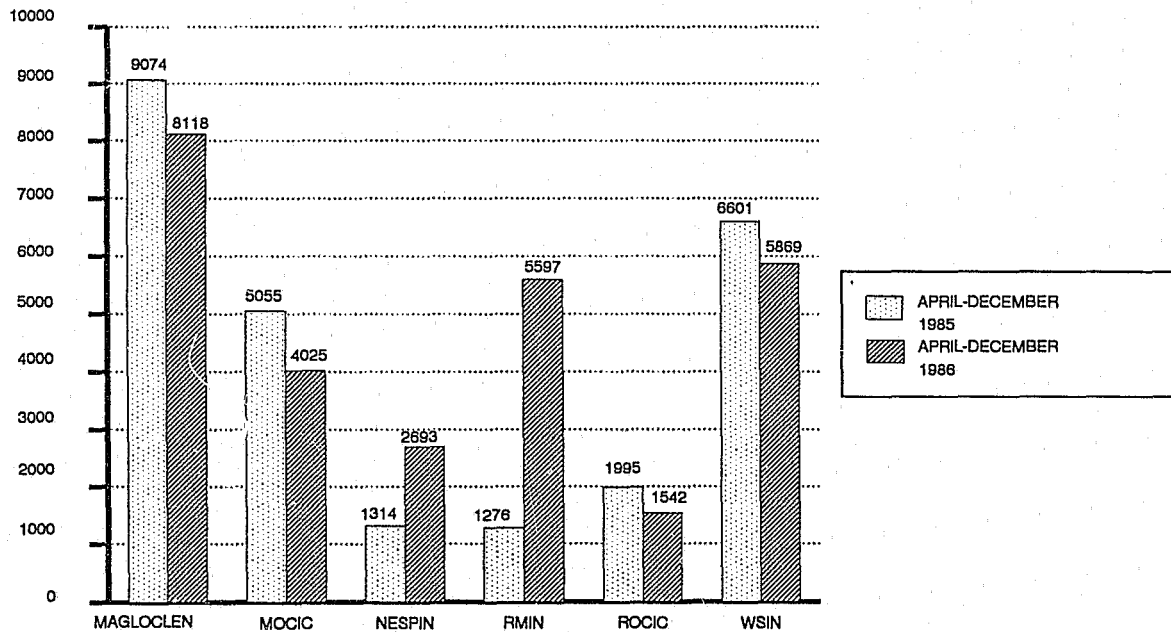
## Inquiries

Inquiries to a data base represent the most important use of this critical project service by members and other qualified agencies. To more fully describe this service area, the RISS quarterly progress reporting system revisions implemented during 1985 modified inquiry service reporting to include inquiries to the projects for telephone subscriber information on subjects involved in multijurisdictional criminal investigations (all projects formerly received and processed this type of inquiry, although it was not uniformly reported).

### EXHIBIT 3 DATA BASE VOLUME



### EXHIBIT 4 SUBMISSIONS NUMBER OF PRINCIPAL SUBJECTS ADDED TO DATA BASE



Activity in this service area is displayed in Exhibits 5 and 6. Four of the six projects experienced an increase in inquiries from 1985 to 1986. The MOCIC project experienced a dramatic increase in inquiries in 1985 as a result of two states in the MOCIC project region (Missouri and Iowa) establishing legalized lotteries. As part of the background investigation process on applicants for state lottery franchises, member agencies make inquiries to the MOCIC project data base. This type of inquiry continues to be processed on an ongoing basis by the project.

Exhibit 6 indicates the high overall growth trend for inquiries to all RISS projects combined over the three year period. The growth rate averaged 42% annually (see Exhibit 30).

#### **Enhancements to Information Sharing**

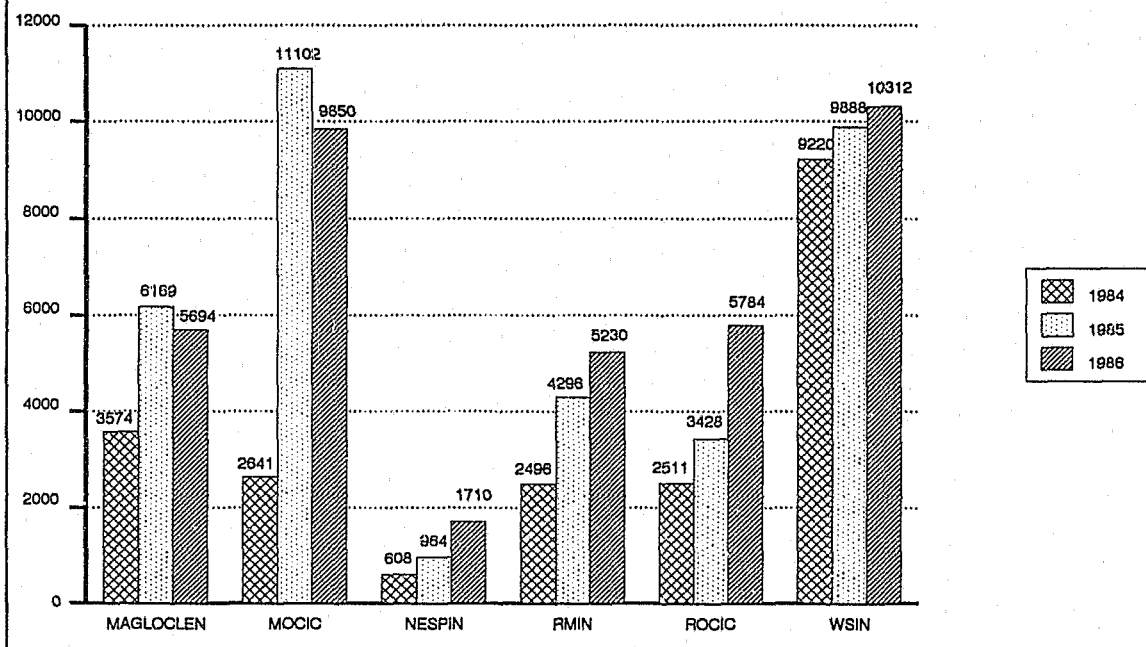
In addition to the data bases, most of the projects have implemented other services to enhance information sharing activities. All of the projects except the NESPIN project have established formal publications (bulletins or flyers) to disseminate information to their member agencies on a regular basis. The MOCIC, MAGLOCLLEN, WSIN, and ROCIC projects sponsor projectwide membership conferences which are hosted by different member agencies. The ROCIC project membership conferences are the most comprehensive in terms of member sharing of criminal in-

formation and are held three times annually, while the MAGLOCLLEN, MOCIC, and WSIN projects each hold one annual meeting. The RMIN and NESPIN projects do not currently sponsor projectwide membership conferences, but do, along with the other four projects, conduct regional meetings with groups of member agency representatives attending for the purpose of sharing information on specific multi-jurisdictional investigations or emerging criminal groups. The projectwide, regional, and state membership information sharing conferences combined were attended by 3,338 representatives from 1,770 agencies during 1986. Also, during 1986 the ROCIC project sponsored a national conference on serial murders. The conference was attended by 247 representatives from 142 law enforcement agencies throughout the U.S.

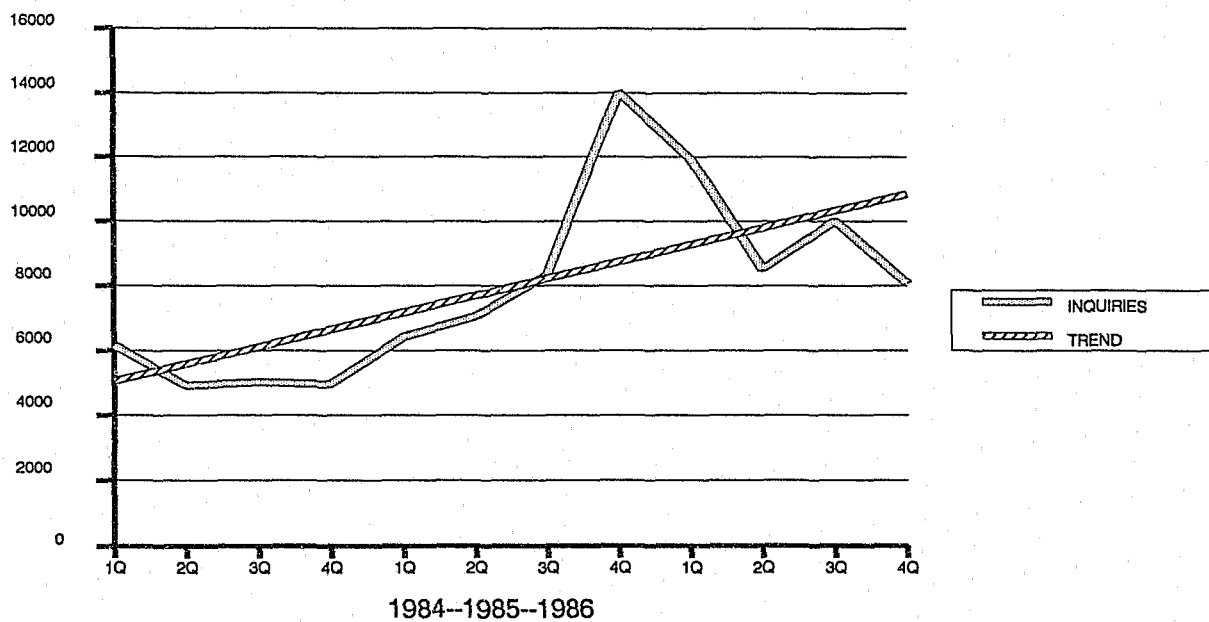
#### **Analytical Component**

Each of the RISS projects makes available information analysis services to its member agencies. All projects have the capability to provide traditional analytical service activities (telephone toll analysis, investigative case analysis, financial analysis, and criminal activity analysis) which result in the dissemination of various products such as investigative charts, link diagrams, special criminal activity reports, and automated listings of investigative data and telephone data. The implementation of these analytical service activities differs among the projects primarily be-

### EXHIBIT 5 INQUIRIES - EACH PROJECT



### EXHIBIT 6 INQUIRIES - COMBINED PROJECTS



cause of differences in member needs and service requirements and project management policies. The level of service activity is also affected by other factors such as the number of analytical and related support staff positions, the skill level of the project analysts, and the type and complexity of specific services and products.

As of December 1986, authorized analytical staff at each project ranged from three at the NESPIN project to eight at the WSIN project. The MOCIC and ROCIC projects each had five, and MAGLOLEN and RMIN four authorized analytical staff members. The WSIN project employed a graphics artist who supported the analysis service activity by preparing charts and graphs in final form. Other than the addition of one analyst during 1985 to the NESPIN project staff and one to the RMIN project staff in 1986, the makeup of the project analytical staffs has remained stable for the past three years.

Although the data displayed in Exhibits 7 and 8 accurately represent requests for analytical service reported by each project, the current method of quantifying analytical services and products does not measure level of difficulty or amount of time to complete each service activity. For example, telephone toll analysis services may vary in difficulty from a simple computer listing of the telephone calls of one suspect which requires no additional

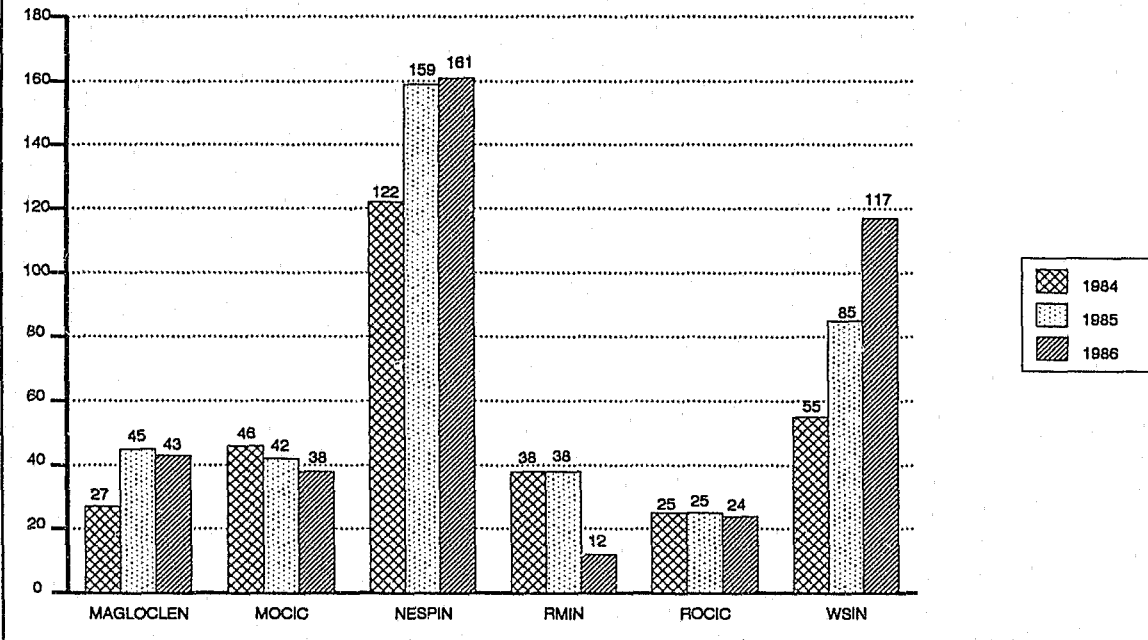
analytical activities, to an extremely complex analysis of thousands of calls by multiple suspects resulting in numerous computer listings, in-depth pattern analysis of calls, and detailed charting. Simple toll analysis services may take a few hours to complete, whereas complex toll analysis may take several months to complete.

The number of analytical service requests received by each project during 1984, 1985, and 1986 is displayed in Exhibit 7.

The WSIN project reported the greatest increase (38%) in analytical service requests from 1985 to 1986. The NESPIN project service in this area increased 1%. The other four projects experienced decreases in this service area with the RMIN project service activity declining by over two thirds. This decline is attributed to a backlog in service requests handled by the RMIN project staff which deterred member agencies from making additional requests. The ROCIC project recently implemented analytical techniques training services for its member agencies. This training was well received and the project anticipates an increase in analysis service requests as a result of the training. The NESPIN project reported the highest level of analytical service activity, which is attributed to the project's almost exclusive provision of automated telephone toll analysis services.



### EXHIBIT 7 ANALYTICAL SERVICES - EACH PROJECT



### EXHIBIT 8 ANALYTICAL SERVICES - COMBINED PROJECTS

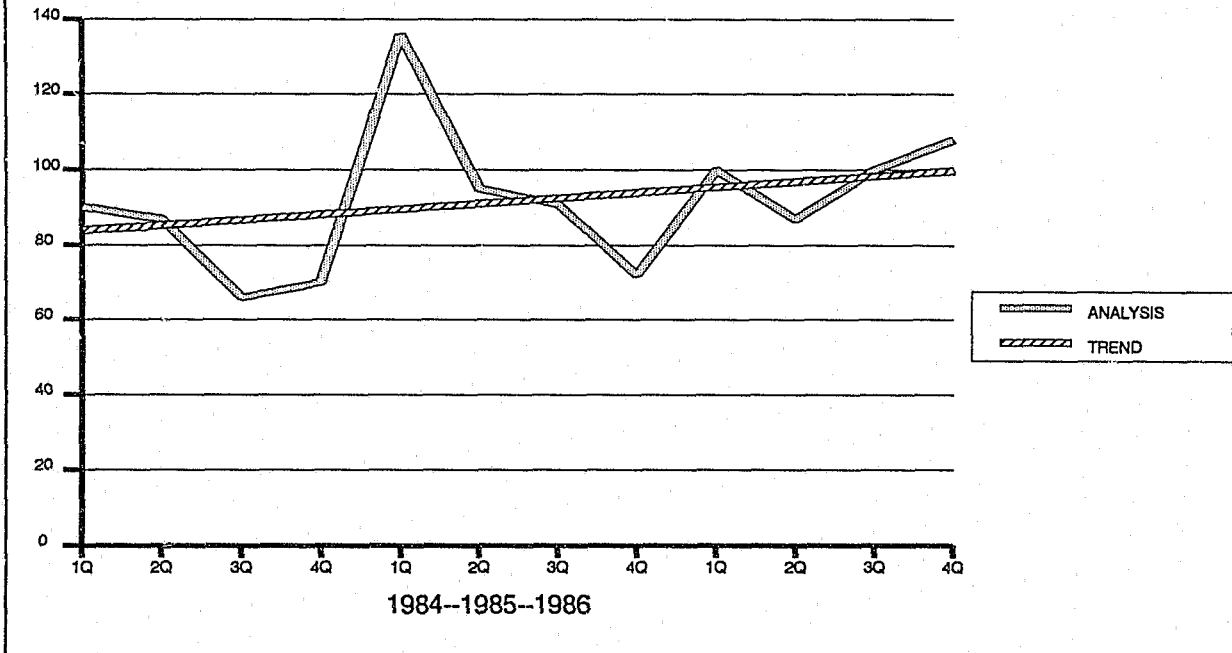


Exhibit 8 indicates an overall growth trend in analytical services for all projects combined, averaging 7% annually over the three year period (see Exhibit 30).

### **C. Optional Service Activity Components**

The RISS projects have each implemented additional service activities designed to support the required information sharing and analytical components. All projects provide services to participating member law enforcement agencies in the following optional service categories: telecommunications, investigative support, specialized equipment, technical assistance, and training. Each of these service areas is discussed in this section, with average annual growth rates presented for the period 1984-1986.

#### **Telecommunications**

All six projects have provided long distance telecommunications (WATS/patch) systems, including call patching capabilities, for member agency use. The telecommunications systems are operated at no cost to member agencies. Each of the projects has implemented procedures governing operation and control of the system. Usage of project telecommunications systems varies widely among the projects and appears to be based on the need of member agencies for such services or the management policy in each

project region, and not related to the total number of members in each project.

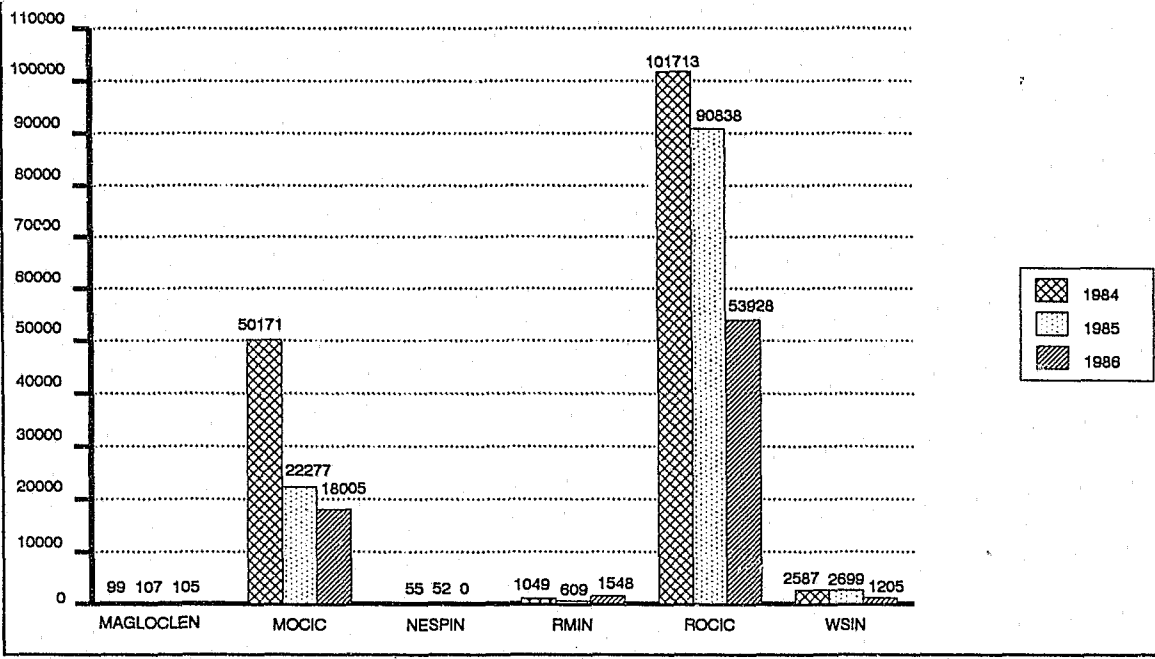
The ROCIC and MOCIC projects continue to account for the majority of all project patch calls--96% during 1986 (see Exhibit 9). However, the ROCIC and MOCIC project policy boards initiated actions in 1984 and 1985 to reduce WATS telephone costs by directing member agencies to curtail patch call usage. The MOCIC policy board also prohibited use of the project telephone system for intrastate patch calls effective January 1985. Effective January 1986, the ROCIC project initiated a requirement that member agencies provide a case number or case type when using the WATS telephone system. The MOCIC and ROCIC project decreases in patch call usage over the past two years (1985 and 1986) are directly attributed to these actions. The MOCIC and ROCIC project decreases in this service area for 1986 were 19% and 41%, respectively.

Exhibit 10 displays the decrease in total RISS project patch calls over the three year period. The negative growth rate averaged 23% annually for the three years (see Exhibit 30).

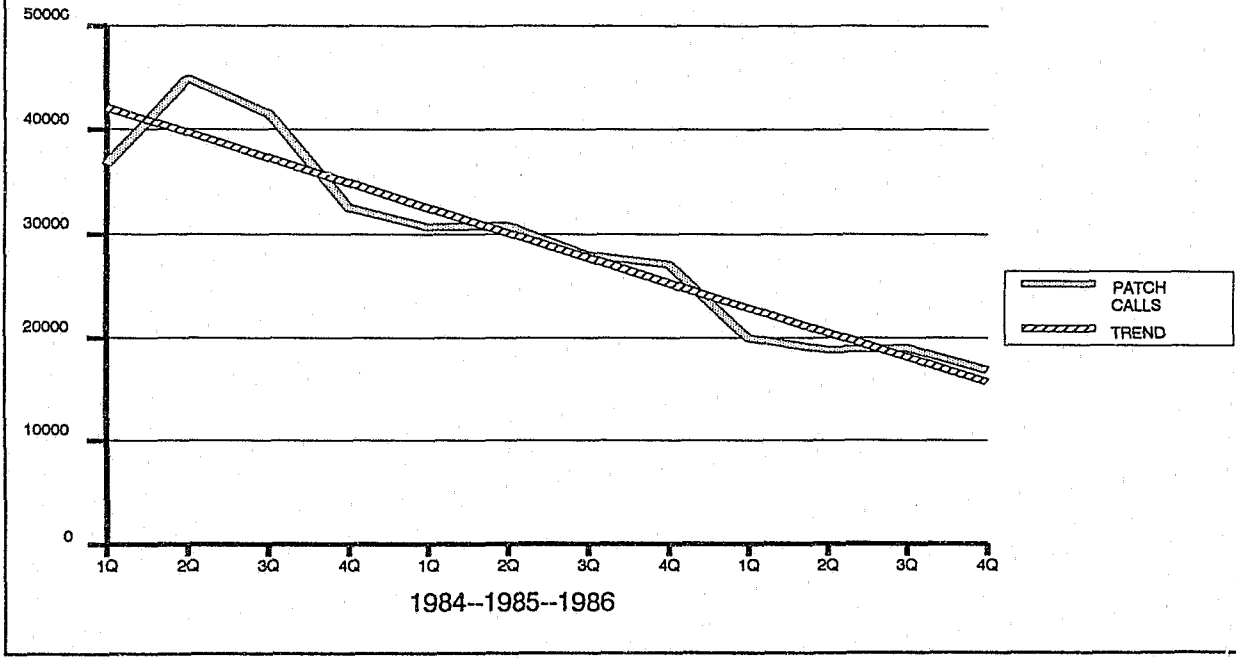
#### **Investigative Support**

All of the RISS projects make confidential funds available for use by member agencies in the purchase of investigative information, contraband,

### EXHIBIT 9 PATCH CALLS - EACH PROJECT



### EXHIBIT 10 PATCH CALLS - COMBINED PROJECTS



stolen property, and other items of an evidentiary nature, or to provide for other investigative expenses. The availability and use of confidential funds is strictly controlled by federal guidelines and internal policies and procedures developed by the projects. The projects require member agencies to report on the use and benefits of the confidential funds in supporting their investigative activity. These reports also provide information for submission to project data bases and sometimes lead to provision of other project services, including analytical services.

Exhibit 11 indicates the number of instances of confidential fund services provided by the projects for the period 1984-1986. During 1986 these services ranged from 28 at the ROCIC project to 125 at the WSIN project. Beginning in July 1985 information was collected on the net amount of funds loaned by the projects to member agencies (confidential funds loaned less returns to the projects of unused funds). The net amount of confidential funds loaned by the projects to member agencies totaled \$450,366 for calendar year 1986.

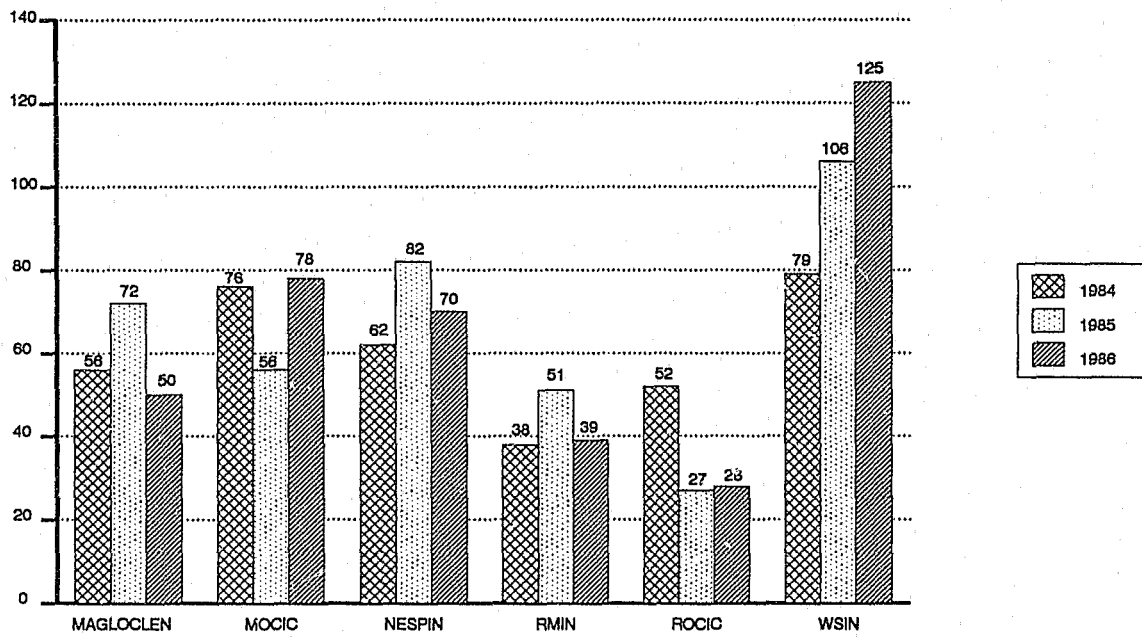
Provision of confidential fund support services varies depending on individual project management policy and budget constraints. For example, in 1984 the ROCIC project policy board initiated actions curtailing the use of project confidential funds. As a result, the ROCIC project service declined from 1984 to 1985. Although several

projects curtailed activities in this service area during part of 1984 and 1985, Exhibits 12 and 30 display an overall growth rate averaging 4% annually for the three year period. This moderate growth rate reflects the nature of this optional service: the provision of funds is vulnerable to cutback when external or internal funding restrictions are anticipated or if management policies change.

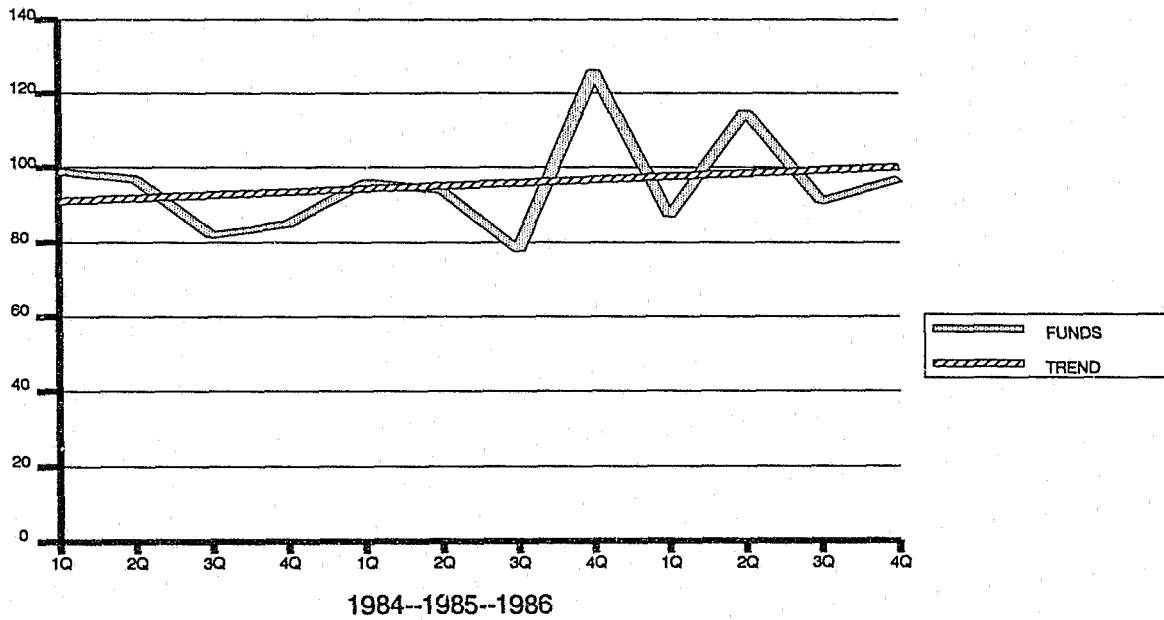
### **Specialized Equipment**

Pools of specialized investigative equipment for loan to participating member agencies have been established and are maintained by each of the six projects. These project pools generally contain the same types of investigative equipment (photographic, communications, surveillance, etc.), differing primarily in the number of each type of equipment and the age of the various pieces. Each project has developed criteria to process requests by member agencies for loan of equipment, and each has implemented inventory controls and procedures for operation of this service activity. The projects require member agencies to provide reports on the use and benefits of the equipment in supporting their investigative activity. As in the use of confidential funds, these reports also provide information for submission to the project data bases and sometimes lead to use of other project services, including analytical services.

**EXHIBIT 11  
CONFIDENTIAL FUNDS - EACH PROJECT**



**EXHIBIT 12  
CONFIDENTIAL FUNDS - COMBINED PROJECTS**



Equipment services vary at each project depending on service priorities established by project management, type and condition of equipment available for loan, and extent of equipment orientation and usage training of member agency personnel.

Exhibit 13 displays project activity in loaning specialized investigative equipment to member agencies. The MAGLOCLLEN, RMIN, and ROCIC project equipment services declined in 1986. The continued decline at the ROCIC project for the past three years is attributed to the older age of the equipment and the related time out of service for maintenance and repair. The MOCIC, NESPIN, and WSIN projects experienced increases in this service area in 1986.

Exhibits 14 and 30 display an average growth rate of 7% annually for the three year period. Future trends for this service component will continue to be affected primarily by purchases of new equipment and the condition of available equipment, as well as member needs.

### **Technical Assistance**

The technical assistance service component encompasses consultation, advice, and information regarding submission of data to the project data base, use of project specialized equipment, investigative procedures, confidential funds in support of multijurisdictional

investigations, and information analysis. Technical assistance may be rendered by project staff to member agencies or a project may facilitate assistance to another RISS project.

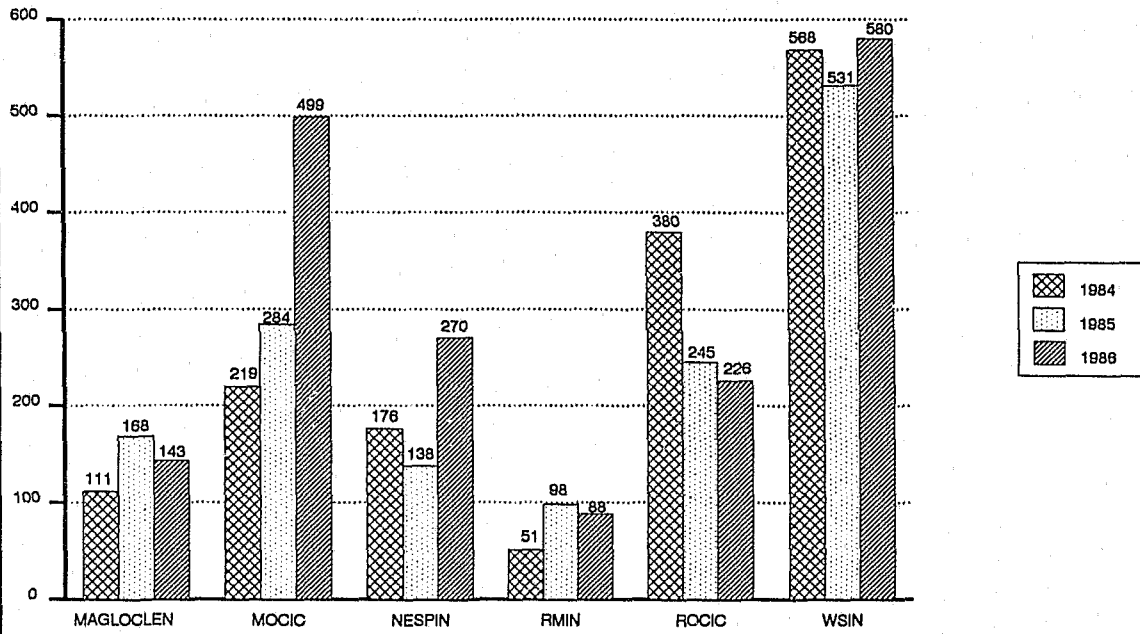
All six projects have established active field staff units to support the implementation of the technical assistance component. While project staff may not participate in member agency investigative activity, field staff personnel from the six projects are generally provided as needed to familiarize member agencies with the utilization of project information, equipment, and services.

### **Training**

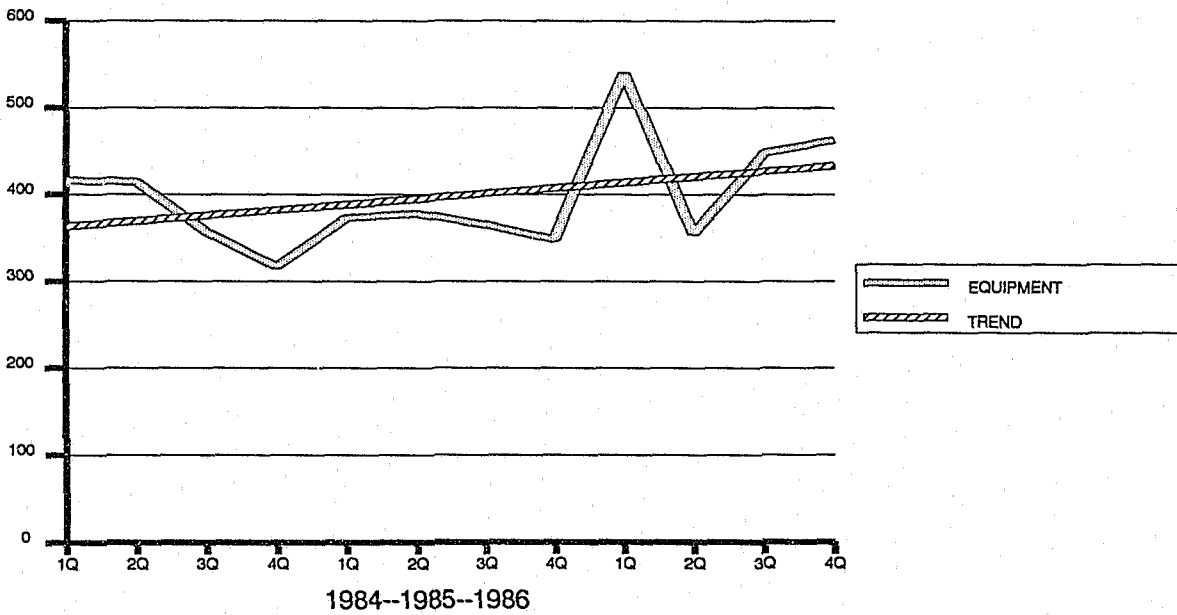
Each of the projects has established a training service component to enhance investigative coordination and information sharing skills of member agency personnel. The administration of the training component, types of training courses offered by project staff, use of other than project conducted training, payment of member training travel expenses, and level of attendance by member agencies is based on the needs of each project's membership and project goals, objectives, and management policy.

Types of training sponsored by the projects to enhance investigative coordination and information sharing skills include subject areas related to specialized investigative equipment, analytical techniques, surveillance techniques,

**EXHIBIT 13  
INVESTIGATIVE EQUIPMENT - EACH PROJECT**



**EXHIBIT 14  
INVESTIGATIVE EQUIPMENT - COMBINED PROJECTS**



techniques for investigating narcotics trafficking, organized crime, economic crime, and terrorism, as well as project orientation and overview of services. The projects provide training in the form of formal training courses as well as regional training conferences designed and delivered by project staff. Training assistance may also consist of providing funds to send member agency personnel to training courses and conferences consistent with project goals and objectives.

Exhibits 15-18 display the number of agencies represented and attendees at project sponsored training programs. Over 14,000 persons attended the training programs during the period 1984-1986. During 1986, four of the projects experienced an increase in the number of persons attending training. The RMIN project increase is attributed in part to more consistent reporting of training activities conducted by the project field representatives. Exhibits 16 and 18 indicate the high overall growth trend of attendees at training services for all six projects combined over the three year period, with an average annual growth rate for individual attendees at RISS project training of 36% (see Exhibit 30).

All six projects regularly provide training seminars to orient new members to project services and procedures for utilizing those services. In addition to orientation training, the ROCIC project recently began analytical techni-

ques training services for member agencies. The WSIN project regularly provides regional training conferences for its members covering a variety of subjects related to narcotics and dangerous drug offenses. In addition, WSIN sponsors an annual training conference at the project headquarters for all project members and then repeats portions of the training program in member states. The format of these conferences allows for large numbers of officers to attend and receive training, and the conferences are well attended.

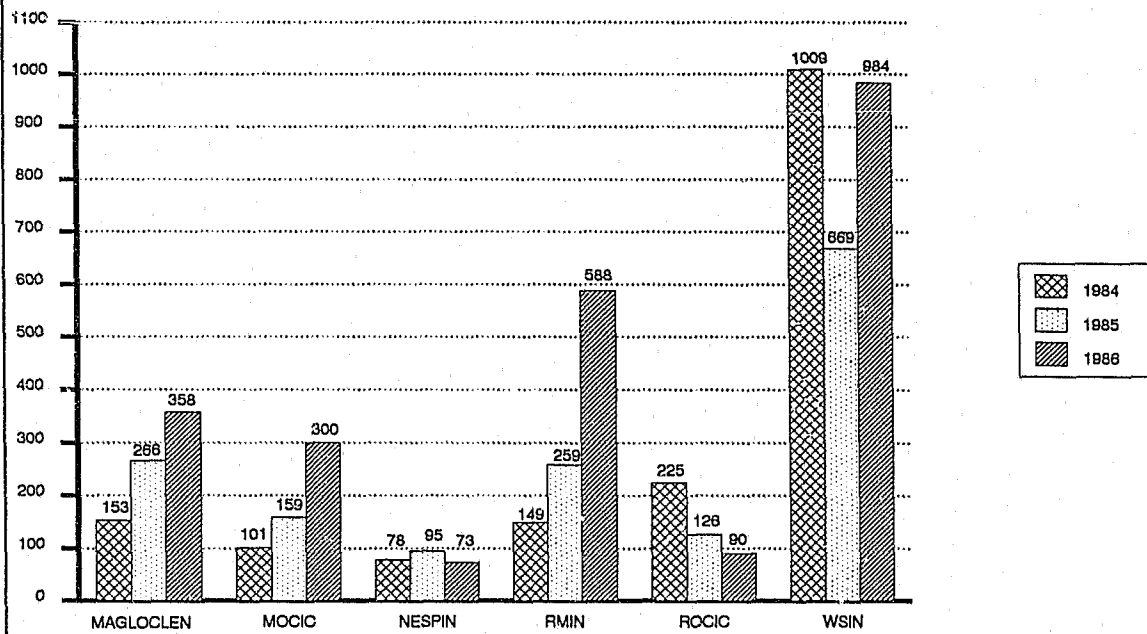
The MOCIC project has developed and implemented training course curricula for formal criminal intelligence techniques courses. These courses are regularly scheduled for member agencies in the various states of the MOCIC project region and are well attended. In addition, the MOCIC project recently developed an intensive course in use of surveillance equipment for their member agencies. The MAGLOCLLEN and NESPIN projects provide funds to send member agency personnel to special training courses. Both projects have established procedures requiring agencies receiving funds to agree to share knowledge, information, or skills received with other member agencies.

#### **D. Participation in Project Service Activity**

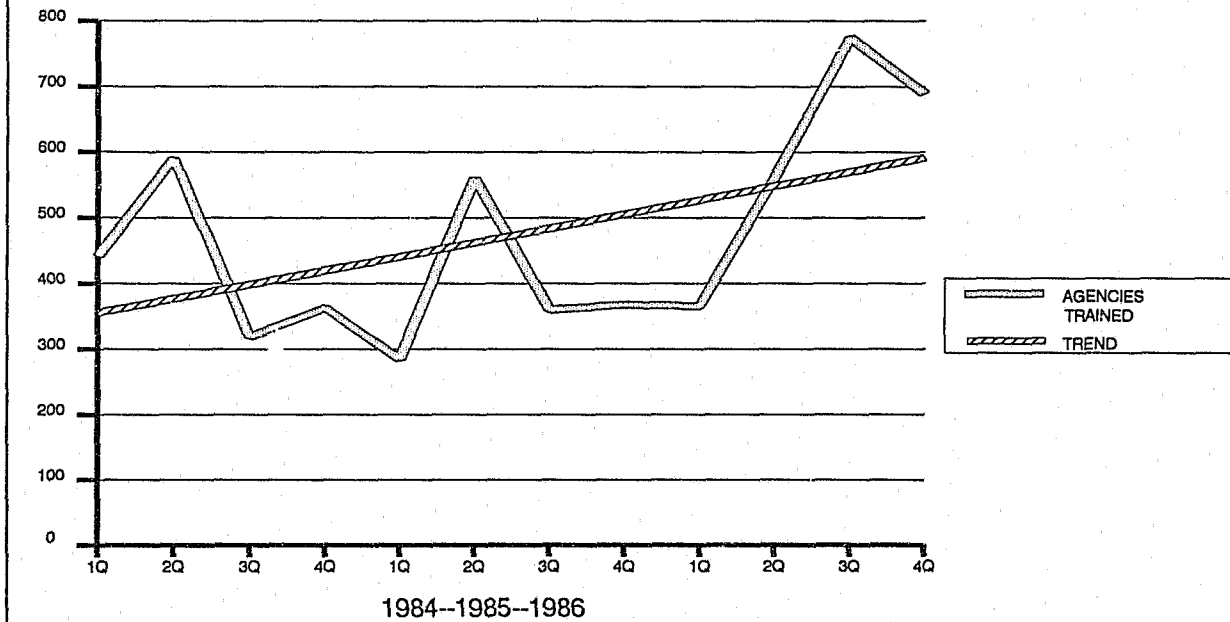
Data regarding member agency participation in project activities, in-



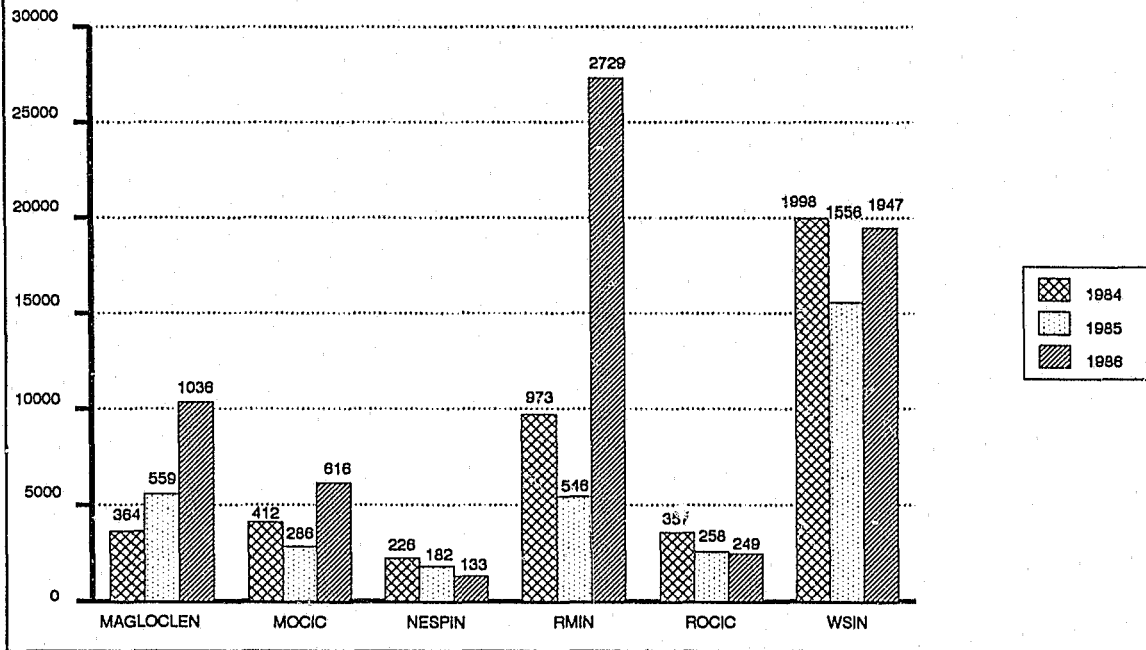
**EXHIBIT 15  
AGENCIES TRAINED - EACH PROJECT**



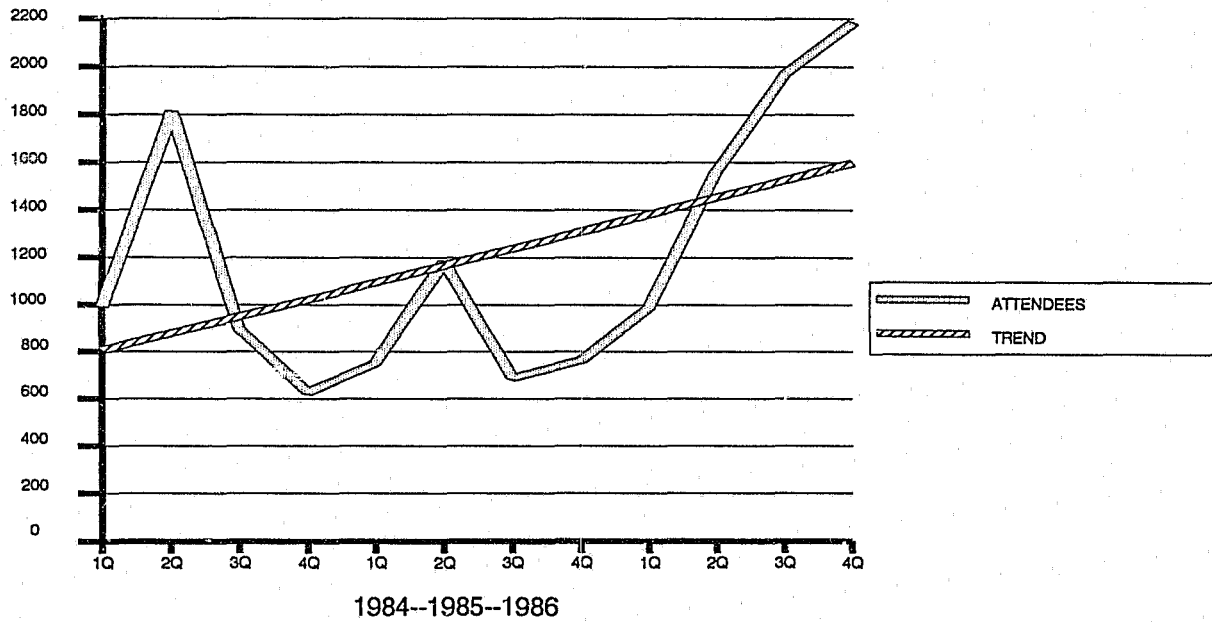
**EXHIBIT 16  
AGENCIES TRAINED - COMBINED PROJECTS**



**EXHIBIT 17  
ATTENDEES AT TRAINING - EACH PROJECT**



**EXHIBIT 18  
ATTENDEES AT TRAINING - COMBINED PROJECTS**



cluding data base submissions and service usage, are routinely collected and analyzed to measure the extent to which member agencies become involved in project activities. This data collection effort began in 1984 and was expanded during 1985 to include additional service categories to more accurately reflect participation of members. Projects are continuing to enhance their management information system capabilities to implement more completely the data collection process. During 1986 two additional data collection efforts were conducted on a one time basis to examine the relationship of demographic characteristics of member agencies to project participation, and to examine participation in project services by nonmember agencies.

Exhibit 19 displays summary information resulting from the quarterly member agency participation data collection. Member usage of project services was analyzed for a 12-month period (calendar year 1986). Because agencies may be added to the membership of individual projects during the year, a control group of member agencies was used for the analysis. The control group included all member agencies for each project as of the end of the first quarter of 1986 (March 31, 1986). The participation of these agencies was then tracked for each of the four quarters of 1986. Exhibit 19 indicates, by project, the number of members who participated during 1986. The rate of participation in project services

during at least one quarter out of the four quarters ranged from 74% at the RMIN project to 100% at the MAGLOCLLEN project.

Rates of participation must be evaluated in light of different factors for each project including project policies, service priorities, membership structure, and incomplete data reporting. In addition, a general relationship seems to exist whereby as the number of member agencies increases, the rate of participation decreases.

Four projects (MAGLOCLLEN, MOCIC, NESPIN, and ROCIC) have specific provisions in their constitutions and bylaws for suspension or termination of inactive members. Each of the projects has implemented policies requiring active participation in project activities by member agencies as well as procedures for monitoring member agency participation.

#### **Nonmember Agency Participation**

For the 90 day period July 1 through September 30, 1986, the RISS projects collected data on nonmember agency participation in project service usage. Through joint investigative activity with project member agencies, nonmember agencies become involved in and benefit from project service usage. For the 90 day period, the projects captured data as available on nonmember agency involvement

**EXHIBIT 19**  
**MEMBERS PARTICIPATING DURING FOUR QUARTERS**  
**JANUARY 1986 - DECEMBER 1986**

<b>MEMBER PARTICIPATION</b>	<b>MAGLOCLEN</b>	<b>MOCIC</b>	<b>NESPIN</b>	<b>RMIN</b>	<b>ROCIC</b>	<b>WSIN</b>	<b>TOTAL</b>
PARTICIPATED ALL FOUR QUARTERS	71 (86%)	163 (43%)	23 (31%)	76 (14%)	171 (84%)	191 (30%)	695 (37%)
PARTICIPATED AT LEAST THREE QUARTERS	81 (98%)	240 (63%)	35 (47%)	146 (28%)	193 (95%)	284 (45%)	979 (51%)
PARTICIPATED AT LEAST TWO QUARTERS	83 (100%)	299 (78%)	51 (69%)	259 (49%)	199 (98%)	379 (60%)	1270 (67%)
PARTICIPATED AT LEAST ONE QUARTER	83 (100%)	348 (91%)	59 (80%)	388 (74%)	202 (99%)	477 (75%)	1557 (82%)
DID NOT PARTICIPATE	0 (0%)	33 (9%)	15 (20%)	139 (26%)	2 (1%)	155 (25%)	344 (18%)
MEMBERS AS OF FIRST QUARTER 1986	83	381	74	527	204	632	1901

(through a member) in the following service categories:

- submissions and inquiries to the project data base;
- responses to inquiries facilitated by the projects;
- confidential fund transactions;
- equipment usage requests;
- telephone patch calls;
- analytical service requests;
- attendance at project training and information sharing conferences; and
- contributions of articles to project publications.

Exhibits 20 and 21 display summary information from the nonmember agency participation data collection effort. A total of 469 nonmember agencies participated in service usage for all projects combined. Sixty-nine percent (69%) of these agencies were from within the individual project geographic regions and 31% from outside the individual project regions. Two thirds of the nonmember participants were municipal or county law enforcement agencies.

### Demographic Characteristics of Member Agency Participation

During a three month period in mid-1986 each project collected member agency demographic data for correlation with participation in project services. Demographic information was collected on 2,057 total members and included the number of full-time personnel for each agency, population of the jurisdiction served, and type of agency.

The percent of active (participating) agencies by type of agency is displayed in Exhibit 22. For the three month period measured, 58% of all members were active, 93% of state agency members were active, and 46% of federal members were active.

The analysis based on size of agency (number of full-time personnel) includes only the RISS project municipal and county member agencies--a total of 1,649 agencies. Exhibit 23 displays the percent of all RISS project municipal and county member agencies (1,649 agencies) by size of agency. For the three month period, 39% were agencies with 25 or fewer full-time personnel and 5% were agencies with more than 500 personnel.

Exhibit 24 displays the percent of active municipal and county member agencies by size of agency. Thirty-nine percent (39%) of the RISS project municipal members from small agen-

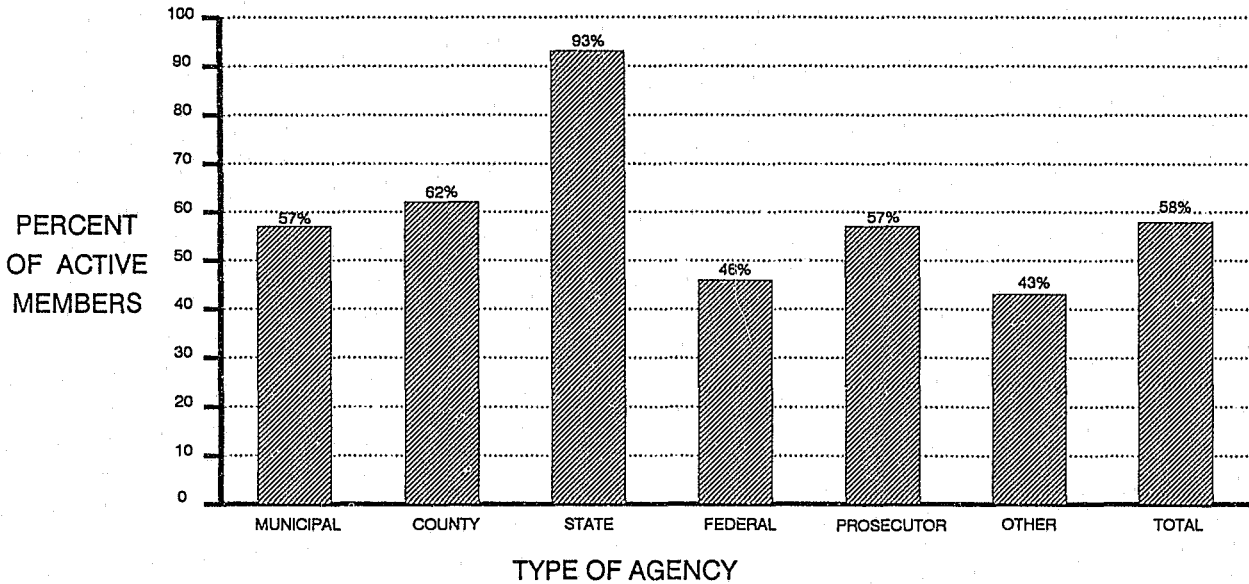
**EXHIBIT 20  
NONMEMBER AGENCY PARTICIPATION  
IN PROJECT SERVICE USAGE  
JULY - SEPTEMBER 1986**

<u>PROJECT</u>	<u>NUMBER WITHIN PROJECT REGION</u>	<u>NUMBER OUTSIDE PROJECT REGION</u>	<u>TOTAL</u>
MAGLOCLN	61 (94%)	4 (6%)	65
MOCIC	48 (96%)	2 (4%)	50
NESPIN	31 (91%)	3 (9%)	34
RMIN	28 (38%)	45 (62%)	73
ROCIC	134 (63%)	78 (37%)	212
WSIN	21 (60%)	14 (40%)	35
<b>TOTAL</b>	<b>323 (69%)</b>	<b>146 (31%)</b>	<b>469</b>

**EXHIBIT 21**  
**NONMEMBER AGENCY PARTICIPATION BY TYPE OF AGENCY**  
**JULY - SEPTEMBER 1986**

<b>PROJECT</b>	<b>MUNICIPAL</b>	<b>COUNTY</b>	<b>STATE</b>	<b>FEDERAL</b>	<b>PROSECUTIVE</b>	<b>OTHER</b>	<b>TOTAL</b>
MAGLOCLEN	35	5	5	19	0	1	65
MOCIC	21	24	1	2	0	2	50
NESPIN	24	1	2	6	0	1	34
RMIN	16	7	33	9	3	5	73
ROCIC	92	64	39	1	10	6	212
WSIN	21	2	3	2	2	5	35
<b>TOTAL</b>	<b>209</b>	<b>103</b>	<b>83</b>	<b>39</b>	<b>15</b>	<b>20</b>	<b>469</b>
	(45%)	(22%)	(18%)	(8%)	(3%)	(4%)	(100%)

**EXHIBIT 22**  
**- ALL RISS PROJECTS -**  
**ACTIVE MEMBERS BY TYPE OF AGENCY**  
**(THREE MONTH PERIOD - - 1986)**



cies (under 25 personnel) were active and 92% of the large agencies (over 500 personnel) were active. A comparison of Exhibit 23 with Exhibit 24 indicates that while most municipal and county member agencies are smaller in size, the percentage of active agencies increases as the size of the agency increases.

**E. Administrative Components**

Each project must be comprised of three basic administrative components: member agencies, an oversight group, and project staff.

**Member Agencies**

Exhibits 25 and 26 display RISS project membership for 1984, 1985, and

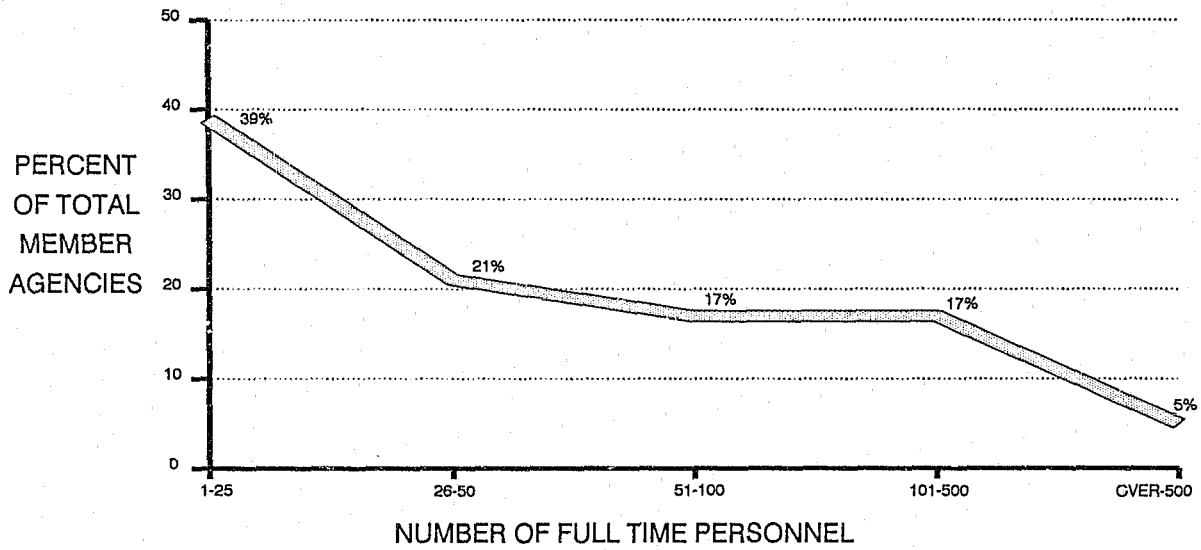
1986. The projects as a whole increased total agency membership from 1,517 agencies to 2,102 over the three year period.

Exhibit 26 indicates a continued steady growth rate in project membership. The 1984-1986 growth rate averaged 13% annually (see Exhibit 30). However, the membership growth rate is slowing from earlier higher growth rates. Project membership for 1986 ranges from 118 members in the NESPIN project to 652 members in the WSIN project. From 1985 to 1986 the MOCIC project experienced the greatest increase in total number of members, or 54 member agencies.

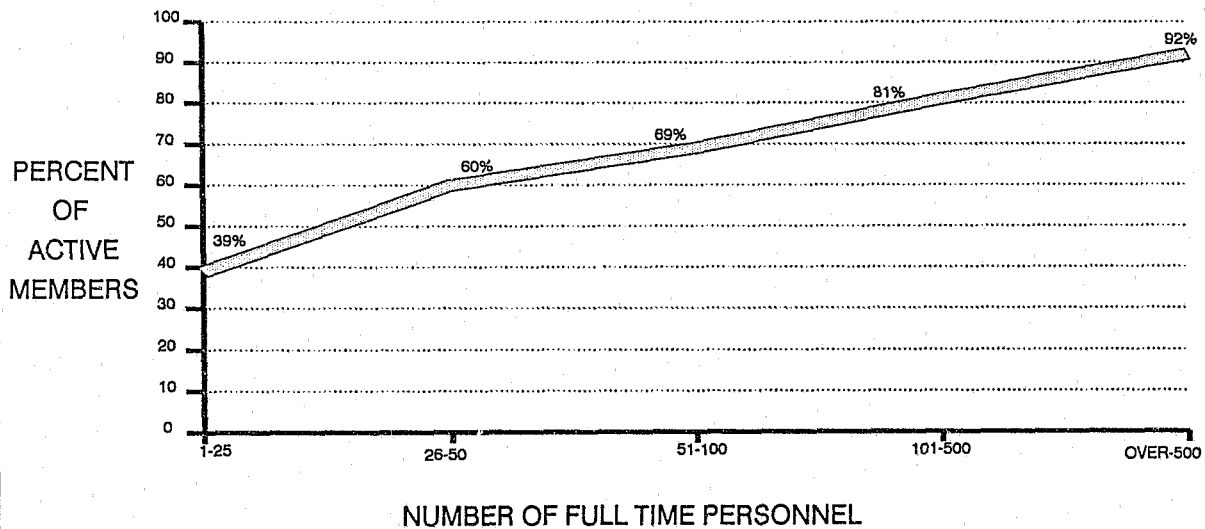
For all six projects, local (municipal and county) law enforce-



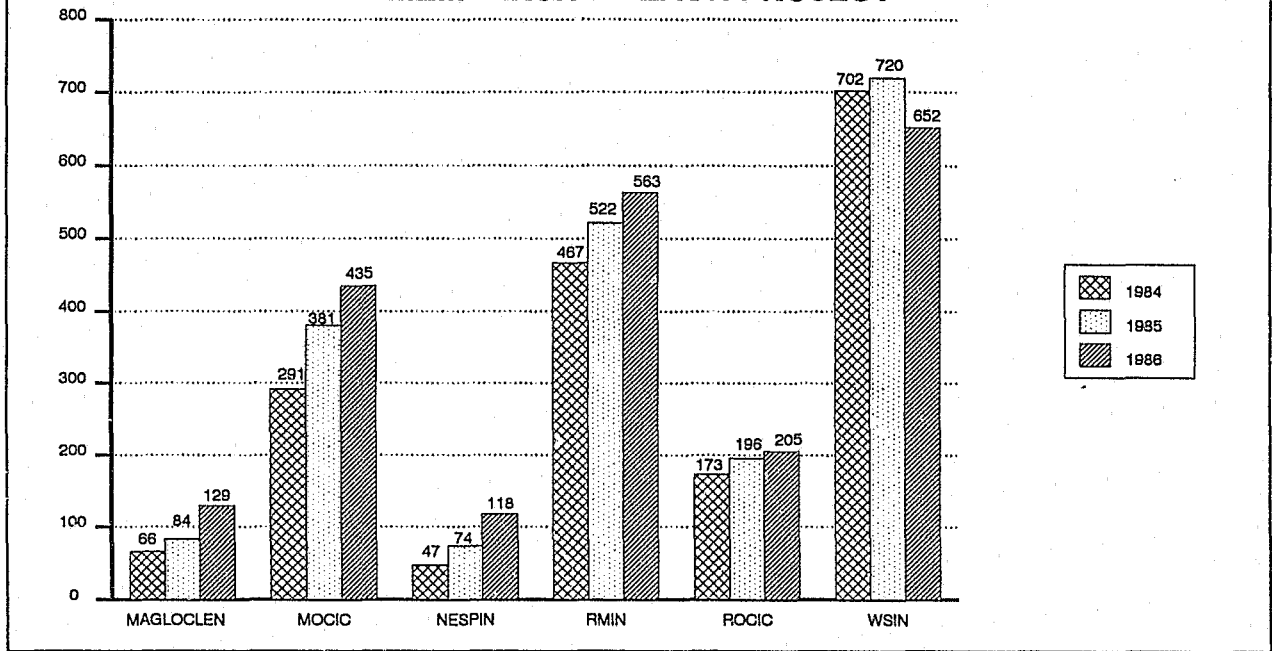
**EXHIBIT 23**  
**- ALL RISS PROJECTS -**  
**MEMBER AGENCIES BY SIZE OF AGENCY**  
**- MUNICIPAL AND COUNTY AGENCIES -**  
**(THREE MONTH PERIOD -- 1986)**



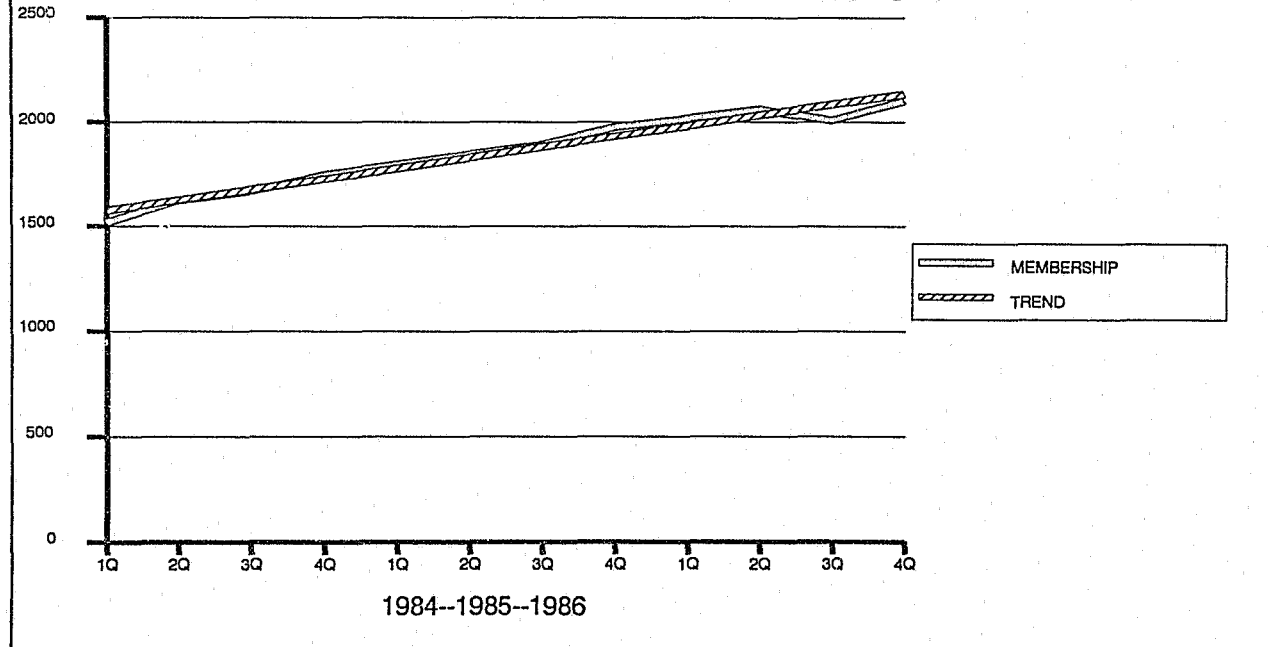
**EXHIBIT 24**  
**- ALL RISS PROJECTS -**  
**ACTIVE MEMBERS BY SIZE OF AGENCY**  
**- MUNICIPAL AND COUNTY AGENCIES -**  
**(THREE MONTH PERIOD -- 1986)**



**EXHIBIT 25  
MEMBERSHIP - EACH PROJECT**



**EXHIBIT 26  
MEMBERSHIP - COMBINED PROJECTS**



ment agencies represented 79% of the total membership in 1984, 81% in 1985, and 83% in 1986.

All six RISS projects have federal agency members. The number of federal agencies which are project members decreased from 154 in 1985 to 114 in 1986. This decrease is directly attributed to the WSIN project change in membership counting procedures whereby multiple branch offices of federal and state agency members are no longer counted.

The MAGLOCLLEN project recently modified its membership criteria and allowed two law enforcement agencies in Canada to become project members. MOCIC, RMIN, and WSIN are also exploring the possibility of adding Canadian law enforcement agencies as members.

During 1986 an agreement was reached between the MAGLOCLLEN and ROCIC projects to allow MAGLOCLLEN to accept applications for membership from agencies in the ROCIC region as long as the applicant is also a member of the ROCIC project.

#### **Oversight Group and Project Staff**

Each project has established an oversight group (policy board or executive committee) composed of representatives from state and local member agencies in the project's multistate region. Exhibits 27 and 28 display the

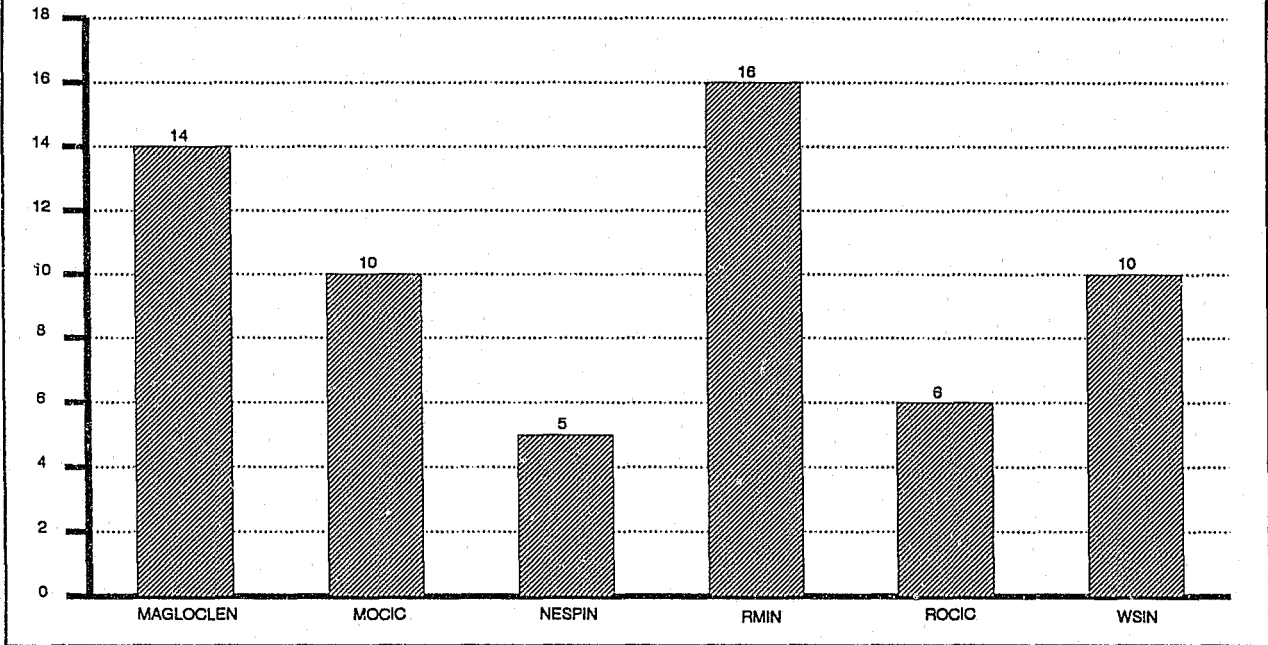
number of policy board agencies for each project and the number of regular meetings held in 1986 for project oversight purposes. The number of policy board agencies differs for reasons ranging from a relationship to the number of states in the project region to the number of agencies in the project's founding group.

Each project has employed staff and established an organizational structure to accomplish stated project objectives and operate project activity components. The size of the authorized staff groups as of December 1986 ranged from 20 at the NESPIN project to 39 at the ROCIC project (see Exhibit 29). Not all authorized positions were filled during the year at each project. The relationship between project staff size and provision of services to member agencies has not been assessed, nor has trend information been determined.

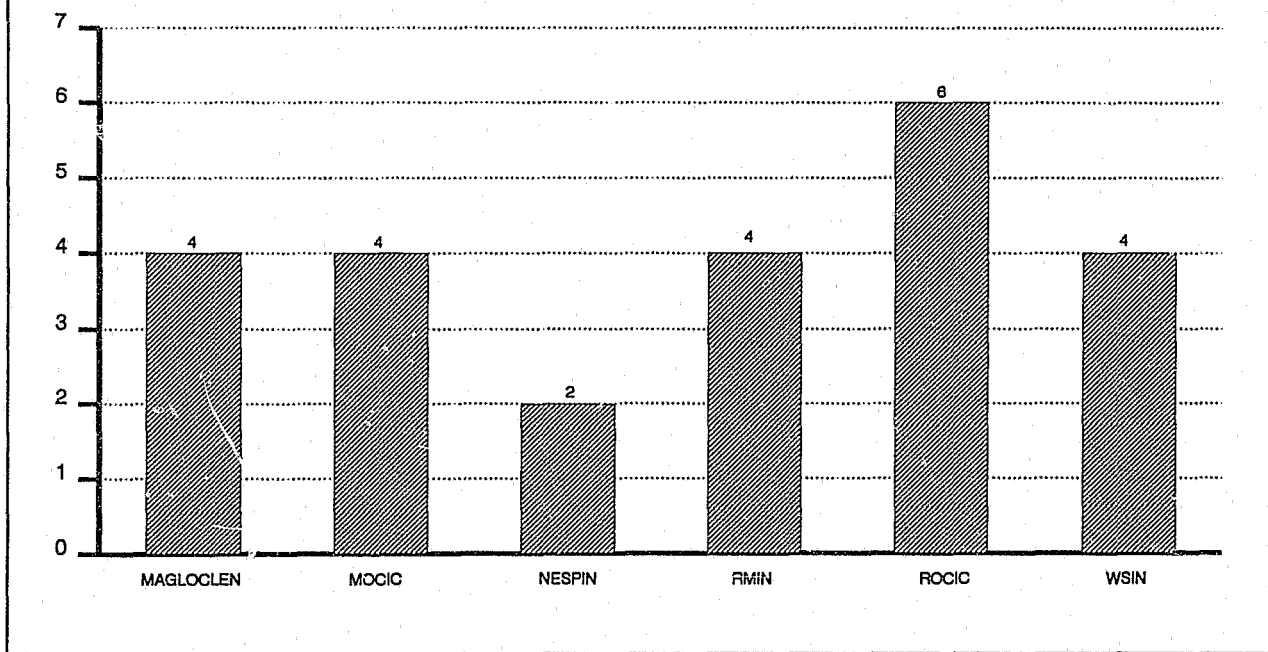
The primary differences in numbers of support staff are in the areas of field representatives, clerical staff, and headquarters communications staff. For instance, only three of the projects (MOCIC, ROCIC, and WSIN) employ staff specifically assigned to support the project communications center. Additionally, at the RMIN project one fiscal position is assigned to the grantee agency.

The difference in number of field representatives generally relates to the size of the geographic area of each

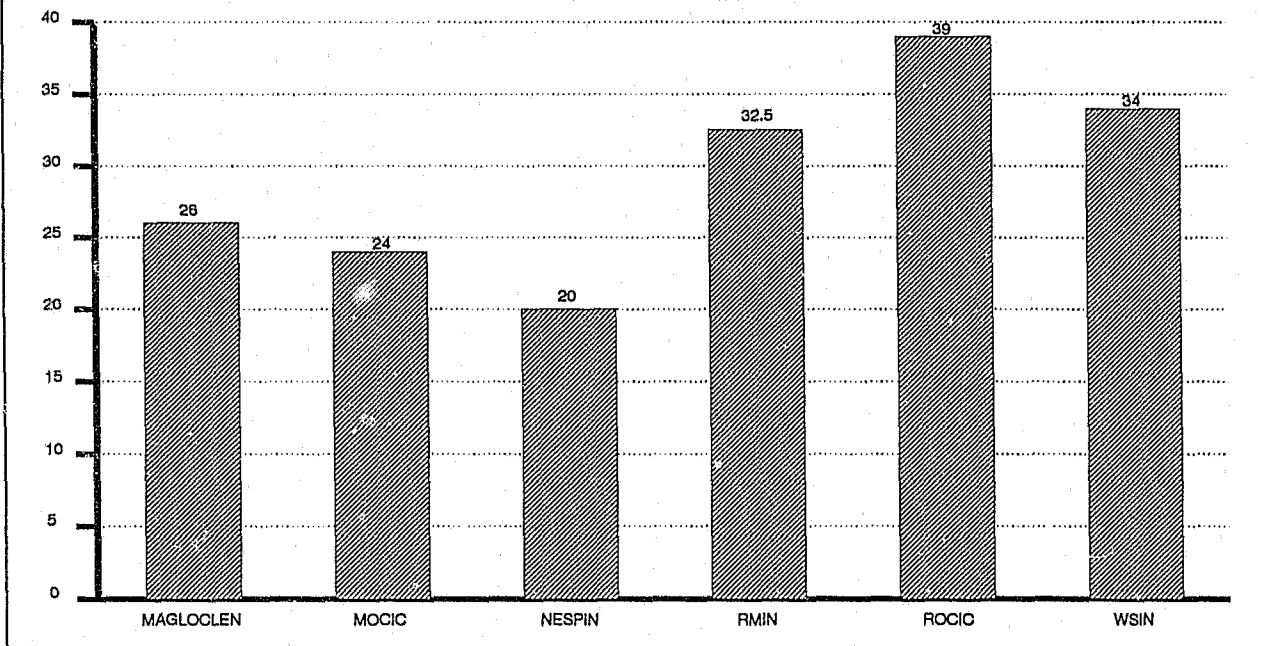
**EXHIBIT 27  
POLICY BOARD AGENCIES  
DECEMBER 1986**



**EXHIBIT 28  
POLICY BOARD MEETINGS 1986**



**EXHIBIT 29  
PROJECT STAFF  
DECEMBER 1986**



project region. The number of authorized field representatives ranges from four at the NESPIN project to eight each at the RMIN, ROCIC, and WSIN projects. The RMIN and WSIN projects are the only projects employing field clerical personnel to support the field representatives. This has been a traditional part of the support package provided to member agencies which house project field representatives, in these two projects, and is not necessarily related to workload.

**F. Development of Alternative Funding Sources**

During 1986, at the request of BJA, each RISS project policy board explored possible alternative sources of project funding other than federal sup-

port. The need to pursue this action was based on factors which included:

- Interest expressed by the Congress and the U.S. Department of Justice;
- The lack of growth of RISS Program funding over the previous three federal budget cycles;
- Recurring attempts to cut RISS Program funds;
- Resulting slowed expansion and lack of major growth of the projects as a whole; and
- Interest by project member agencies in the sharing of financial support of the projects.

The following issues and alternatives were identified for consideration by the projects:

- Should alternative resources contributed to project operations be in the form of hard match (cash), soft match (personnel time and other non-cash resources), or both?
- Should goals be established for phasing cost sharing participation over a multiyear period?
- What variations between projects should be acceptable regarding cost sharing participation?
- From what sources might alternative funding be contributed?
  - State government appropriations?
  - Local government appropriations?
  - Private or foundation contributions?
- Through what structure should proposed cost sharing be sought?
  - Direct appropriation by private sources or state/local government?
  - Fees from member agencies?

- Charge member agencies for each project service use?

Project officials and their staffs developed individual project responses to the issues through study, survey of member agencies, and contact with potential funding sources in their regions. A summary of each project's status and activities to date follows.

### WSIN

The WSIN project policy board established a committee to examine long term funding issues. The project then surveyed each member agency to determine its ability to assist in contributing resources. Based on these responses, the policy board voted to seek legislative appropriations from each of its five member states to provide funds to supplement the project's federal grant. The state funds would be provided by legislative appropriations approved during each state's budgeting session. In fiscal years 1987 and 1988, the proposed state contribution would be 5% of the WSIN budget, rising to 10% in fiscal years 1989 and 1990. The method for calculating the amount of each state's proposed share would be based on a straight population formula.

During 1986, this proposal was modified to seek legislative appropriations from only the states of California, Washington, and Oregon. In order to satisfy their state funding shares, Alaska

and Hawaii absorbed the personnel costs of the WSIN project field coordinators assigned to each of these states. The personnel costs for the two states combined for fiscal year 1987-1988 exceed the proposed match based on a population formula for Alaska and Hawaii.

In November 1986, budget proposals submitted to the California and Oregon state legislatures for funding contributions were turned down on the basis that the proposed state funding was not mandated by BJA. Based on the results in California and Oregon, the State of Washington did not present a budget proposal to the state legislature. The WSIN project continues to study various other proposed alternatives for shared funding at the state level. Currently, the policy board has decided not to pursue membership fees as a shared funding alternative.

### **MOCIC**

The MOCIC project policy board examined various funding alternatives which included state appropriations, membership fees, specific charges for instances of project service use, private funding, and tuition charges for project sponsored training courses. The policy board considered calculation of the contribution based on various methods such as state population, number of member agencies per state, percent of the state budget allocated to law enfor-

ment functions, and overall utilization of MOCIC project services.

In June 1986, the MOCIC policy board voted to adopt a variable membership fee ranging from \$100 to \$300 based on member agency size as indicated by the number of agency officers with law enforcement authority. The board set implementation of the yearly membership fee for January 1, 1988. Implementation is proceeding on schedule, and the project anticipates collecting approximately \$70,000 from membership fees for fiscal year 1987-1988.

### **MAGLOCLEN**

A committee formed by the MAGLOCLEN project policy board surveyed member agencies for direction on cost sharing. Based on the survey response, the committee recommended to the policy board that consideration be given to assessing a membership fee.

Several alternatives for setting the amount of the fee were explored, including: (1) a sliding fee scale based on the number of member agency employees; (2) a uniform fee; and (3) charging fees for instances of service use. In May 1986, the policy board voted to adopt a uniform membership fee of \$300 per member agency, effective July 1, 1987. Implementation of this plan is proceeding on schedule. The project anticipates collecting ap-

proximately \$60,000 from membership fees for fiscal year 1987-1988.

### **RMIN**

The RMIN project policy board appointed a committee to develop a shared funding plan. The committee considered three funding alternatives: (1) charging member agencies a fee for instances of project service use; (2) assessing a fee to each member agency; and (3) having each state legislature appropriate an equal one-eighth share.

In May 1986, the policy board voted to assess a variable membership fee ranging from \$50 to \$250 based on the number of full time member agency personnel, including civilian personnel. Implementation set for July 1, 1987, is proceeding on schedule. The project anticipates collecting approximately \$48,000 from membership fees for fiscal year 1987-1988.

### **ROCIC**

The ROCIC project has assessed

fees from its member agencies for over thirteen years, a period which precedes ROCIC's first federal grant in the fiscal year 1973-1974. The ROCIC project is continuing this method of shared funding. The membership fee is a variable fee ranging from \$410 to \$750 based on member agency size as indicated by the number of agency officers with law enforcement authority. Membership assessments are made in July of each year and generate approximately \$100,000 for the fiscal year.

### **NESPIN**

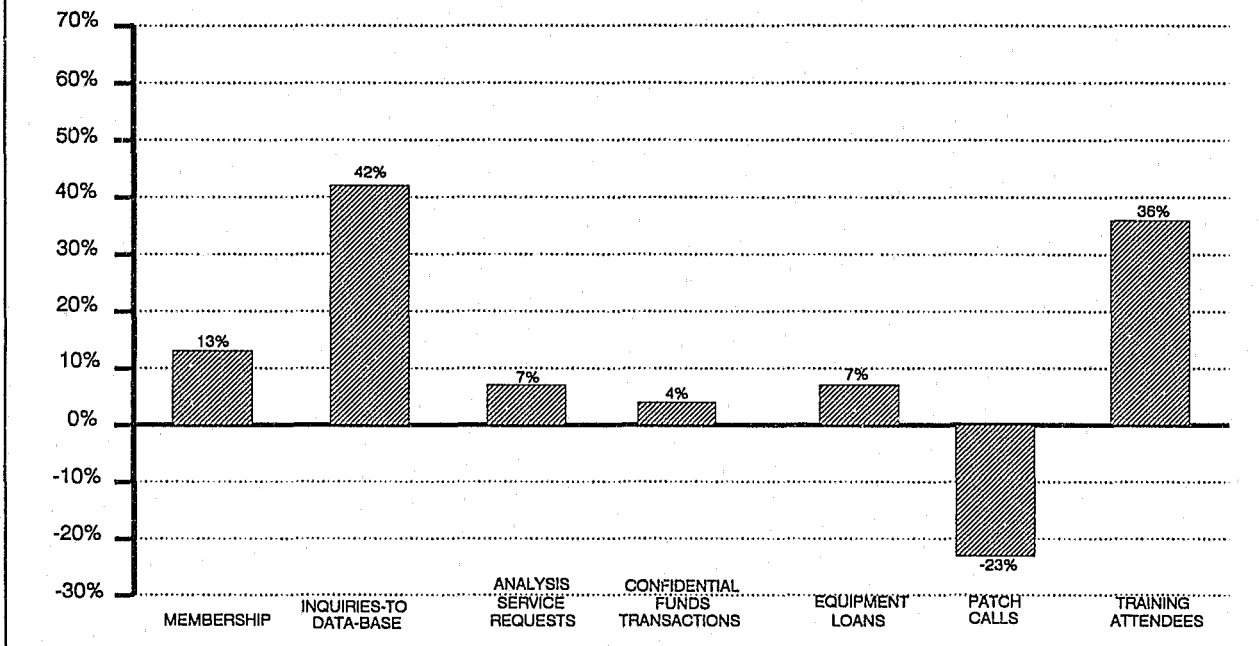
In June 1986, the NESPIN project policy board addressed shared funding issues and alternatives giving favorable consideration to assessment of a membership fee. However, the policy board decided to postpone further action and implementation until mid-1987. Since that time, the representation of the NESPIN policy board has changed substantially and the shared funding issues will be readdressed at the third quarter 1987 board meeting.



### III. CONCLUSIONS RESULTING FROM THE DATA ANALYSIS

1. Four of the six projects reported increases in inquiries from 1985 to 1986, with the growth rate for inquiries averaging 42% annually during the 1984-1986 period (see conclusion 8 for additional comments on project service delivery).
2. Attendance at project sponsored training programs increased strongly during 1986, resulting in a 36% annual growth rate over the three-year period.
3. RISS Program funding remained at the same level for the fourth straight year, while overall project membership continued to grow at a rate which averaged 13% annually during the 1984-1986 period. The membership growth rate continues to slow from earlier higher growth rates. The slowed growth is due to various factors such as: (a) the need for adequate funds to support new members and not reduce current levels of project service delivery; (b) varying membership policies and criteria for membership; and (c) saturation of members in certain geographic locations.
4. Project management information system development continued, with enhanced collection of workload activity and member participation data and additional automation of project data collection and analysis systems. IIR continues to observe improved and more complete reporting of project service delivery information and increased reliance upon reported information by project directors and policy board members for management decisionmaking purposes.
5. All projects have implemented the required information sharing and analytical components and all provide technical and investigative support services to member agencies, although the areas of emphasis and service priorities continue to vary among the projects. The projects represent different regions of the country and respond to differing membership needs. Individual project policies influence scope and delivery of services, and may either enhance or diminish resources committed to particular service components.

**EXHIBIT 30**  
**AVERAGE ANNUAL GROWTH RATE**  
**FOR THREE YEAR PERIOD 1984 - 1986**



6. Information describing member agency participation in project activities, including data base submissions and service usage, was collected for 1986. The rate of participation of member agencies during at least one quarter out of the four quarters averaged 82% for all projects, with individual projects ranging from 74% to 100% participation.
  
7. During a three month period in mid-1986, each project collected certain demographic information on its member agencies and correlated it with member agency participation in project services. This analysis disclosed that the percentage of active agencies increased as the size of the member agencies (as measured by number of personnel) increased.
  
8. The average annual growth rates for various project services and activities for the 1984-1986 time period are displayed in Exhibit 30.
  - Four of the six projects reported an increase in inquiries from 1985 to 1986, with the growth rate for inquiries averaging 42% annually during the entire three year period. However, the large increase in inquiries experienced in 1985 did slow considerably in 1986. Some increases may be due in part to modifications in reporting.

- In the area of provision of analytical services to member agencies, four of the projects reported decreases from 1985 to 1986. However, the overall growth rate for analytical service requests averaged 7% a year for the 1984-1986 period. This is consistent with the fact that the number of analytical staff positions for all six projects has remained nearly unchanged for over two years.
- Telecommunications call patching usage by member agencies indicated a negative growth rate decreasing an average of 23% annually during the 1984-1986 period, with much of the decrease occurring during 1985 and 1986. Both the ROCIC and MOCIC projects, which accounted for 96% of all 1986 RISS project patch calls, continued actions in 1986 to curtail patch call usage in response to cost reduction measures and proposed guideline changes which would restrict patch calls to interstate calls.
- The confidential fund service growth rate averaged 4% a year for the 1984-1986 period. This moderate growth rate reflects the nature of this optional service: the provision of funds is vulnerable to cutback when external or internal funding restrictions are anticipated or if management policies change.
- The growth rate for project investigative equipment loan services averaged 7% a year for the period 1984-1986. Future trends for this service area will continue to be affected primarily by new equipment purchases and the condition of available equipment, as well as member needs.
- More than 14,000 persons attended project sponsored training programs during the period 1984-1986. The average growth in the level of training services provided for all six projects combined over the three year period was 36%, a large increase over the growth rate reported last year. Four of the six projects dramatically increased training services during 1986.