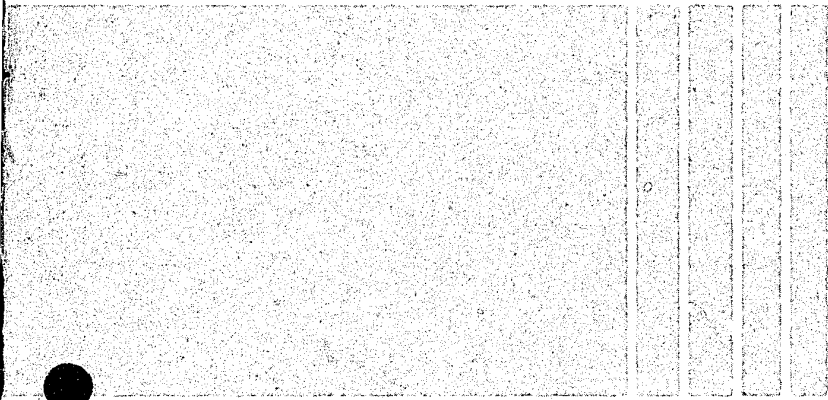


THE REGIONAL INFORMATION SHARING SYSTEMS PROGRAM



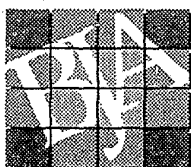
MEMBERSHIP
and
SERVICE
ACTIVITY

of the **RISS** **P**ROJECTS

1989 - 1991

SUMMARY REPORT

November 1992



Publication Funded by
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Office of Justice Programs ■ U.S. Department of Justice

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THE REGIONAL INFORMATION SHARING SYSTEMS PROGRAM

**MEMBERSHIP AND SERVICE ACTIVITY
OF THE
RISS PROJECTS**

1989 - 1991

SUMMARY REPORT

November 1992

**Institute for Intergovernmental Research
P.O. Box 12729
Tallahassee, Florida 32317**

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TABLE OF CONTENTS

Preface	v
Overview Of The RISS Program.....	1
Services Provided	7
Member Participation In Project Service Activity	15
Development Of Alternative Funding Sources	17
Service And Activity Growth Trends.....	21

PREFACE

The Office of Justice Programs Regional Information Sharing Systems (RISS) Program is a federally funded program to support law enforcement efforts to combat narcotics trafficking and organized criminal activity. Six regional projects provide criminal information exchange and other related operational support services to local, state, and federal law enforcement agencies located in all fifty states. These projects are:

- The Middle Atlantic-Great Lakes Organized Crime Law Enforcement Network (MAGLOCLLEN);
- The Mid-States Organized Crime Information Center (MOCIC);
- 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 management review, performance assessment, and operations analysis services to the Regional Information Sharing Systems Program through grant awards received from the Office of Justice Programs (OJP), Bureau of Justice Assistance (BJA).

This report contains a summary analysis of RISS project activity addressed by the RISS Program Guideline established by OJP. RISS project activity data is routinely collected and analyzed with the cooperation

and assistance of the projects. The activity data in this report covers the years 1989, 1990, and 1991. The summary briefly describes the RISS Program, lists project service components, and presents activity data describing the various service components. Project implementation of shared funding alternatives is discussed, as well as a summary of service and activity growth trends.

Additional, more detailed analysis of project activity is contained in other reports prepared by IIR, which are available upon request.

OVERVIEW OF THE RISS PROGRAM

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

Guidelines

DOJ funding oversight and program management responsibilities for the six RISS projects are described in the RISS Program Guideline, which sets out program goals and objectives, strategy, project components, program administration, characteristics, and funding.

Goal

The overall goal of the RISS Program is to enhance the ability of state and local criminal justice agencies to identify, target, and remove criminal conspiracies and activities spanning jurisdictional boundaries.

Projects

Although the RISS projects focus on the overall goal stated above, each responds to regional differences in its membership and selects multijurisdictional crimes to target and implements services to support its participating member agencies.

MAGLOCLLEN

The Middle Atlantic-Great Lakes Organized Crime Law Enforcement Network

The MAGLOCLLEN project is headquartered in West Trenton, New Jersey, and the project covers the states of Delaware, Indiana, Maryland, Michigan, New Jersey, New York, Ohio, and Pennsylvania, in addition to the District of Columbia and the provinces of Ontario and Quebec, Canada. The project focus is narcotics trafficking and organized criminal activity.

MOCIC

Mid-States Organized Crime Information Center

The MOCIC project headquarters is located in Springfield, Missouri. The project services member agencies in Illinois, Iowa, Kansas, Minnesota, Missouri, Nebraska, North Dakota, South Dakota, and Wisconsin, as well as Canada. Narcotics trafficking, professional traveling criminals, and organized crime are the focus of project service activity.

NESPIN

New England State Police Information Network

Headquartered in Randolph, Massachusetts, the NESPIN project encompasses the states of Connecticut, Massachusetts, Maine, New Hampshire, Rhode Island, and Vermont. NESPIN focuses on narcotics trafficking and organized crime.

ROCIC

Regional Organized Crime Information Center

The ROCIC project is headquartered in Nashville, Tennessee, and serves member agencies in fourteen states: Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, Virginia, and West Virginia. ROCIC's priority is narcotics trafficking and organized traveling criminals.

RMIN

Rocky Mountain Information Network

The RMIN project headquarters is located in Phoenix, Arizona. The project serves member agencies in the states of Arizona, Colorado, Idaho, Montana, New Mexico, Nevada, Utah, and Wyoming, as well as Canada. The RMIN project focus is narcotics trafficking, organized crime, and traveling criminals.

WSIN

Western States Information Network

The WSIN project is headquartered in Sacramento, California, with member agencies in Alaska, California, Hawaii, Oregon, and Washington. Narcotics is the criminal activity focus of the WSIN project.

Membership

Each RISS project has developed its own criteria for membership. The projects are comprised of state, local, and federal law enforcement agencies, prosecution agencies, and other agencies such as regulatory agencies or multijurisdictional task forces. Exhibit 1 displays a continued steady growth in RISS project membership during the ten year period 1982 through 1991. Total agency membership for the six projects increased from approximately 1,000 agencies in 1982 to 3,190 agencies at the end of 1991.

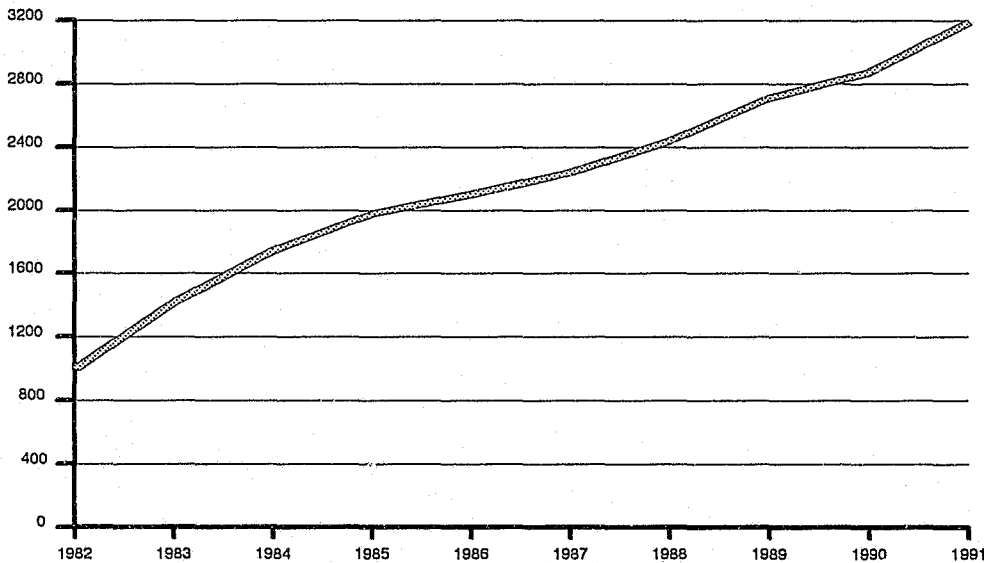


EXHIBIT 1
RISS MEMBERSHIP

The 1991 project membership is comprised as follows:

	<u>Member Agencies</u>
MAGLOCLEN	268
MOCIC	690
NESPIN	272
RMIN	660
ROCIC	509
WSIN	791

The MAGLOCLEN, MOCIC, NESPIN, RMIN, and WSIN project membership criteria allow law enforcement agencies in Canada to become project members. Currently 14 agencies in the Canadian provinces are members.

Exhibit 2 displays the percentage of total membership by type of agency for 1991. (Percentages do not total 100% due to rounding.) For all six projects, local (municipal and county) law enforcement agencies represented 79% of the total membership in 1991. All six RISS projects have federal agency members. Federal agencies currently represent 9% of the total project membership.

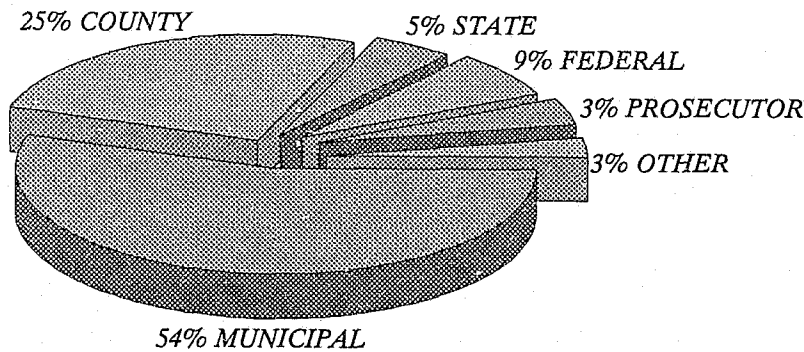


EXHIBIT 2
RISS MEMBERSHIP BY
TYPE OF AGENCY

Project Oversight

Each RISS project has established an oversight group (policy board, executive committee or board, or board of directors) composed of representatives from state and local member agencies in the project's multistate region. The primary purpose of the oversight group is to provide policy and direction regarding project operations and administration. Each project policy board group holds regular meetings for this purpose.

Service Components

Each project funded under the RISS Program has implemented both required and optional service components. Optional components are designed to support the required service components.

The service activity components of the six regional information sharing projects are:

Required Components

Information Sharing
Analytical
Telecommunications

Optional Components

Investigative Support
Specialized Equipment
Technical Assistance
Training

SERVICES PROVIDED

Required Services

Under the Program Guideline, three law enforcement service components must be maintained by each RISS project: (1) information sharing, (2) analytical, and (3) telecommunications.

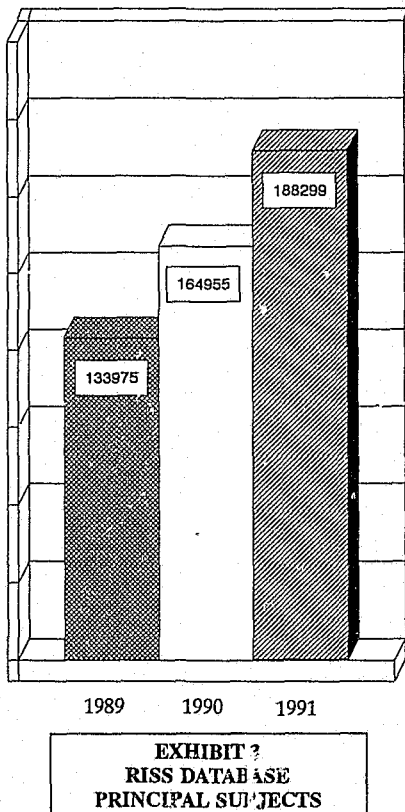
Information Sharing

The primary function of the RISS Program is sharing of information about crimes, criminals, and criminal activity. The information sharing component operated by each project is multifaceted and consists primarily of a database with a system for submitting information and for inquiring about records in the database. The projects supplement and enhance their information sharing through membership conferences and formal publications.

All six projects have established automated criminal intelligence databases which contain information pertaining to known or suspected criminals or criminal activity. Project intelligence databases are utilized to respond to member agency intelligence information inquiries and needs. All projects have adopted formal guidelines setting forth operational procedures for information submission, inquiry, and file review which have been approved by the Bureau of Justice Assistance program management.

Detailed descriptive information on subjects engaged in multijurisdictional offenses and criminal conspiracies is submitted to project databases by member agencies according to established procedures and criteria. Each project provides a submission form or format for this purpose. The type and amount of data captured varies from project to project based on submission criteria established by project policy.

The number of principal criminal subjects maintained in the individual project databases for the three year period 1989-1991 is displayed in



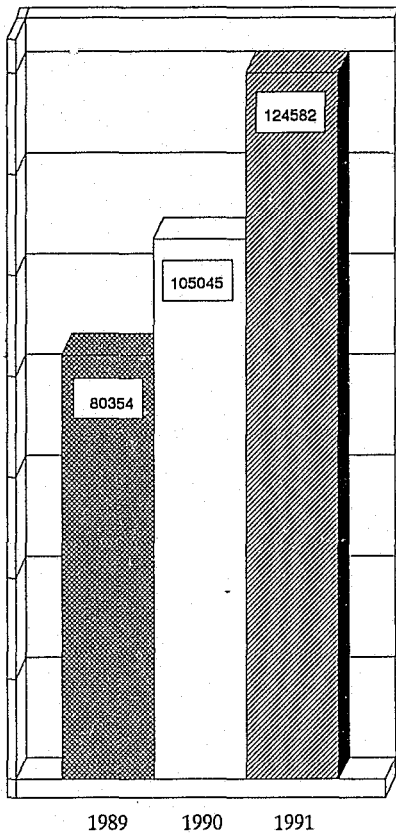


EXHIBIT 4
RISS DATABASE INQUIRIES

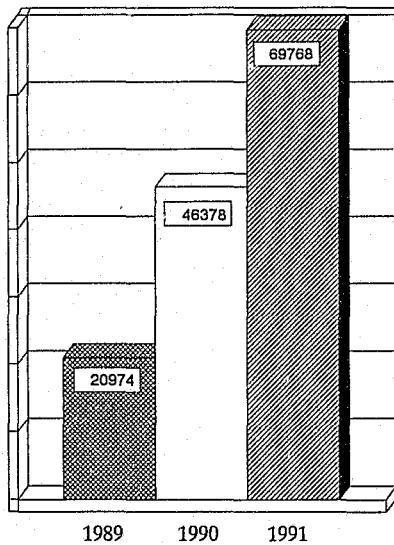


EXHIBIT 5
HITS IN RISS PROJECT AND OTHER AGENCY FILES

Exhibit 3. A principal subject is defined as a criminal individual, business, or group. At the end of 1991, the six projects maintained information on 188,299 principal subjects.

Inquiries to project databases represent the most important use of this critical project service by members and other qualified agencies. The centralized databases are designed to encourage exchange of information and coordination among member agencies investigating the same individuals or organizations. Member agencies obtaining information on criminal subjects from project databases are referred to other agencies that have information on the subject. Inquiry service activity is displayed in Exhibit 4.

Member agency inquiries generate various types of activity by each project, including database searches in the project information system and contact with member agencies or other agencies for searches in their files. The projects record the number of "hits" (information found) on the subject of the inquiry.

Exhibit 5 displays "hits" in project and other agency files for the three years. The total number of hits in project and other agency files during 1991 for all projects combined was 69,768.

In addition to the databases, each project has implemented other services to enhance the required information sharing component. These services encompass project publications, conferences, and meetings held for the purpose of sharing information on specific investigations or emerging criminal groups (which are sometimes held in conjunction with the provision of training). Although the training service component is an optional component under the Program Guideline, project conference formats often provide a mixture of information sharing and training activities.

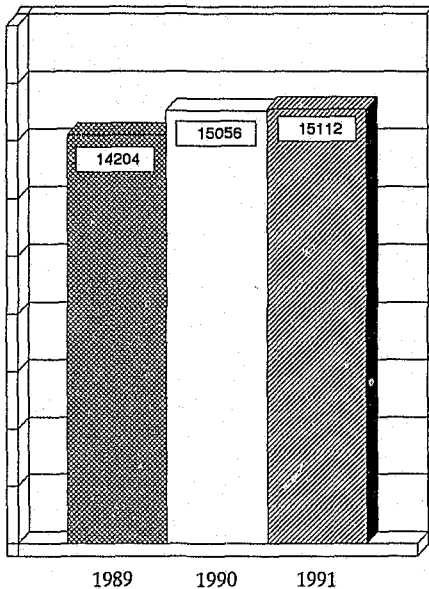


EXHIBIT 6
ATTENDANCE AT RISS
INFORMATION SHARING/TRAINING
CONFERENCES

Types of conferences sponsored by the projects include subject areas related to specialized investigative equipment; analytical techniques; surveillance techniques; techniques for investigating narcotics trafficking, organized crime, economic crime, and terrorism, as well as project orientation and overview of services.

Exhibit 6 displays information on the number of agency representatives in attendance at project sponsored information sharing/training programs. Over 15,000 persons attended these programs during 1991.

Analytical

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

Each RISS project makes information analysis services available 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 trend 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 call data. The implementation of these analytical service activities differs among the projects primarily because of differences in member needs and service

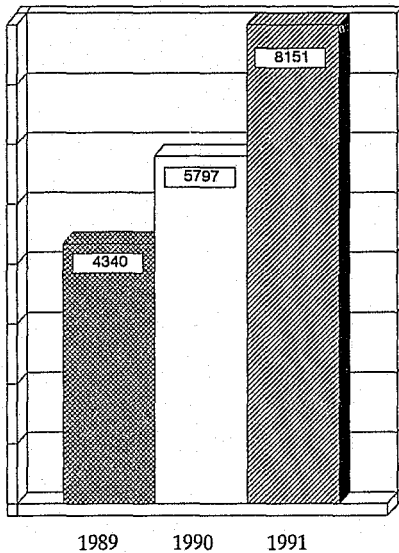


EXHIBIT 7
RISS ANALYTICAL PRODUCTS

requirements, as well as 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.

Exhibit 7 displays analytical products delivered to member agency personnel as a result of various types of analytical service activities, including telephone toll analysis, investigative case analysis, financial analysis, and criminal activity trend analysis.

Telecommunications

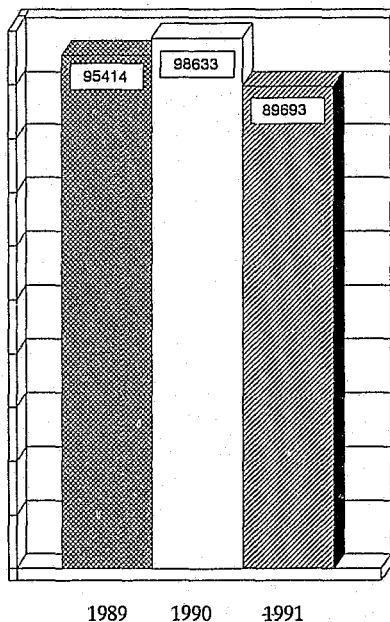


EXHIBIT 8
RISS WATS/PATCH CALLS

All six projects operate long distance telecommunications (WATS) systems for member agency use. Project telecommunications services include the optional service of call patching capabilities; however, NESPIN has adopted a policy of not providing call patching service to its members. The telecommunications systems are operated at no cost to member agencies and support the operation of the information sharing and analytical components of each project as well as project supported investigations and activities. Each of the projects has implemented procedures governing operation and control of the system.

RISS WATS/patch service activity is displayed in Exhibit 8. Usage of project telecommunications systems varies widely among the projects and is based on the need of member agencies for such services or the management policy in each project region, and is not related to the total number of members in each project.

Optional Services

Other services provided by the projects to participating member law enforcement agencies include the optional service components of investigative support (confidential funds), specialized investigative equipment, technical assistance, and training.

Confidential Funds

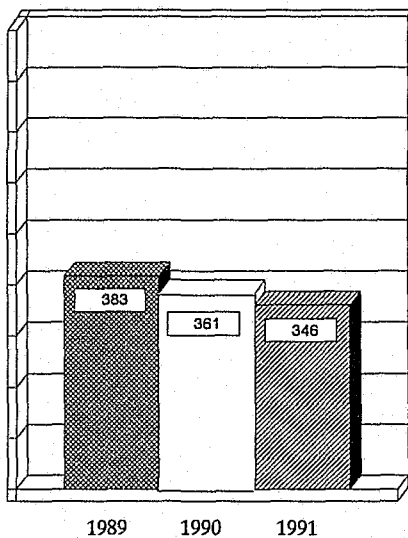


EXHIBIT 9
RISS CONFIDENTIAL FUNDS
TRANSACTIONS

All of the RISS projects have confidential funds available for use by member agencies for the purchase of investigative information, contraband, 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 include information for submission to project databases and sometimes lead to the need to provide other project services.

Information on the number of RISS confidential funds transactions is displayed in Exhibit 9. The net amount of confidential funds provided (confidential funds loaned less returns to the projects of unused funds) by the projects to member agencies totaled \$521,351 for calendar year 1991. Provision of confidential fund support services varies depending on individual project management policy and budget constraints.

Investigative Equipment

Pools of specialized investigative equipment for loan to participating member agencies are maintained by each of the six projects. These project equipment pools generally contain the same types of investigative equipment (photographic,

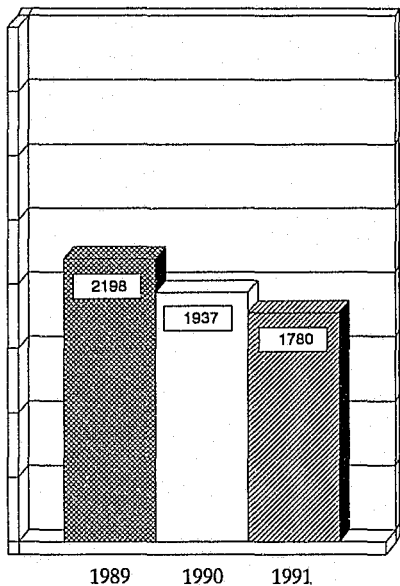


EXHIBIT 10
RISS INVESTIGATIVE
EQUIPMENT LOANS

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 databases and sometimes lead to use of other project services.

The number of investigative equipment loans by the combined RISS projects is displayed in Exhibit 10 for each of the three years.

Technical Assistance

The technical assistance service component encompasses consultation, advice, and information regarding submission of data to the project database, 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 members are prohibited from participating 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. This service activity is reported on pages 8-9 of this report in the section describing information sharing services.

MEMBER PARTICIPATION IN PROJECT SERVICE ACTIVITY

Data regarding member agency participation in RISS project activities, including database submissions and service usage, are collected and analyzed to measure the extent to which member agencies become involved in project activities.

Exhibit 11 displays a summary of member agency participation information for all four quarters of calendar years 1989, 1990, and 1991. 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 each of the calendar years (March 31). The participation of these agencies was then tracked for each of the four quarters. Due to technical problems at MAGLOCLN, the project was unable to capture data describing participation of member agencies during 1990 and 1991. Exhibit 11 indicates the total number of members for the combined RISS projects who participated during the three years, with the exception of MAGLOCLN for 1990 and 1991. The rate of participation in project services during at least one quarter out of the four quarters was 84% for 1989, 87% for 1990, and 88% in 1991.

	1989	1990	1991
Participation all Quarters	916 (37%)	994 (39%)	1301 (49%)
Participation at least 3 Quarters	1353 (54%)	1409 (56%)	1699 (64%)
Participation at least 2 Quarters	1733 (69%)	1786 (70%)	2043 (76%)
Participation at least 1 Quarter	2091 (84%)	2201 (87%)	2352 (88%)
Did Not Participate	406 (16%)	336 (13%)	319 (12%)
Members as of 1st Quarter	2497	2537	2671

EXHIBIT 11
MEMBER AGENCY PARTICIPATION
ALL MEMBERS

Exhibit 12 displays a summary of federal agency member participation information. As in the analysis of total member agency participation, a control group of federal agencies was used which included all federal agency members for each RISS project as of the end of the first quarter of 1989, 1990, and 1991. The rate of federal agency member participation in project services during at least one quarter of the four quarters was 69% for 1989, 73% for 1990, and 73% for 1991. As previously mentioned, 1990 and 1991 participation data does not include the MAGLOCLEN project due to technical problems.

	<u>1989</u>	<u>1990</u>	<u>1991</u>
Participation all 4 Quarters	24 (14%)	48 (24%)	62 (29%)
Participation at least 3 Quarters	49 (28%)	74 (37%)	91 (43%)
Participation at least 2 Quarters	87 (50%)	102 (52%)	124 (58%)
Participation at least 1 Quarter	121 (69%)	145 (73%)	154 (73%)
Did Not Participate	54 (31%)	53 (27%)	58 (27%)
Members as of 1st Quarter	175	198	212

EXHIBIT 12
MEMBER AGENCY PARTICIPATION

DEVELOPMENT OF ALTERNATIVE FUNDING SOURCES

At the request of BJA, the policy boards of each RISS project have explored possible alternative sources of project funding other than federal support. The need to pursue this action was based on factors which included:

- Interest expressed by the Congress and the U.S. Department of Justice;
- Recurring attempts to reduce RISS Program funds;
- Resulting moderate 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.

Project officials developed individual project responses to the alternative funding 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.

MAGLOCLLEN

The MAGLOCLLEN policy board adopted a uniform annual membership fee of \$300 per member agency, effective July 1, 1987. The project collected approximately \$80,055 from membership fees in fiscal year 1991-92. The policy board stipulated that membership fees be used to provide specialized training services for project member agencies. The project anticipates collecting approximately \$85,000 in membership fees in fiscal year 1992-93.

MOCIC

The MOCIC policy board adopted a variable annual membership fee ranging from \$100 to \$300 based on member agency size as indicated by the number of agency officers with law enforcement authority, effective January 1, 1988. The project collected \$103,321 from membership fees during calendar year 1991. The policy board stipulated that 1991 fees be used for purchases and services that would be of benefit to the member agencies. The project anticipates collecting approximately \$109,000 from membership fees during 1992.

NESPIN

The NESPIN project policy board examined various shared funding alternatives. Currently, the assessment of membership fees as a shared funding alternative is under consideration and study by the policy board.

During 1988, the project pursued shared funding in conjunction with a Commonwealth of Massachusetts award of state block grant funds. The project received funds in the amount of \$250,000 for fiscal year 1988-89, \$100,000 in fiscal year 1989-90, \$100,000 in 1990-91, and \$200,000 in fiscal year 1991-92. The NESPIN policy board stipulated that the funds be used by the project for purchase of specialized investigative and communications equipment and to make available confidential funds for loan in drug investigations conducted by Massachusetts law enforcement agencies.

RMIN

The RMIN project policy board adopted a variable membership fee ranging from \$50 to \$250 based on the number of full time member agency personnel, including civilian personnel, effective July 1, 1987. The project collects approximately \$69,000 from membership fees during each fiscal year. The RMIN policy board stipulated membership fees be used to

provide specialized training for project member agencies.

ROCIC

The ROCIC project has assessed fees from its member agencies since inception. The ROCIC policy board changed the membership fee structure and adopted a uniform annual fee of \$200 per member effective July 1, 1991. Previously, the membership fee was 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. The project collected \$90,000 from membership fees in fiscal year 1991-92. The policy board stipulated fees be used for specialized training and purchase of investigative equipment for loan to the member agencies. The project anticipates collecting between \$110,000 - \$115,000 in membership fees in fiscal year 1992-93.

WSIN

The WSIN project policy board examined various shared funding alternatives including seeking state legislative appropriations from member states. Currently, the policy board has decided not to pursue membership fees as a shared funding alternative.

Since 1990, a representative of the National Guard has been assigned to the WSIN project to assist in analysis of case investigative information on narcotics traffickers. Although not a cash contribution, this enabled the project to save approximately \$50,000 in personnel costs in 1990 and 1991. Also in 1991, the project shared in receipt of asset forfeiture and restitution fees as a result of assistance and support provided to member agency case investigations. The amount of this contribution was \$272,541. Money taken in by the project is to be used for the purchase of equipment and for extraordinary expenditures.

SERVICE AND ACTIVITY GROWTH TRENDS

This chapter is a summary of a detailed analysis of RISS project activity and member agency service usage during the 1989-1991 time period. The source data for the original detailed analysis is presented in a separate IIR report of RISS Program activity.¹ Project activity and service data for the three year period were converted to trend line projections, and average annual growth rates were computed. The average annual growth rates referenced below are displayed in Exhibit 13.

Principal Subjects

The growth rate for the number of principal criminal subjects maintained in project databases averaged 27% annually during the 1989-1991 period. A principal subject is the criminal individual, business, or group name submitted by a member agency on a submission form.

Submissions

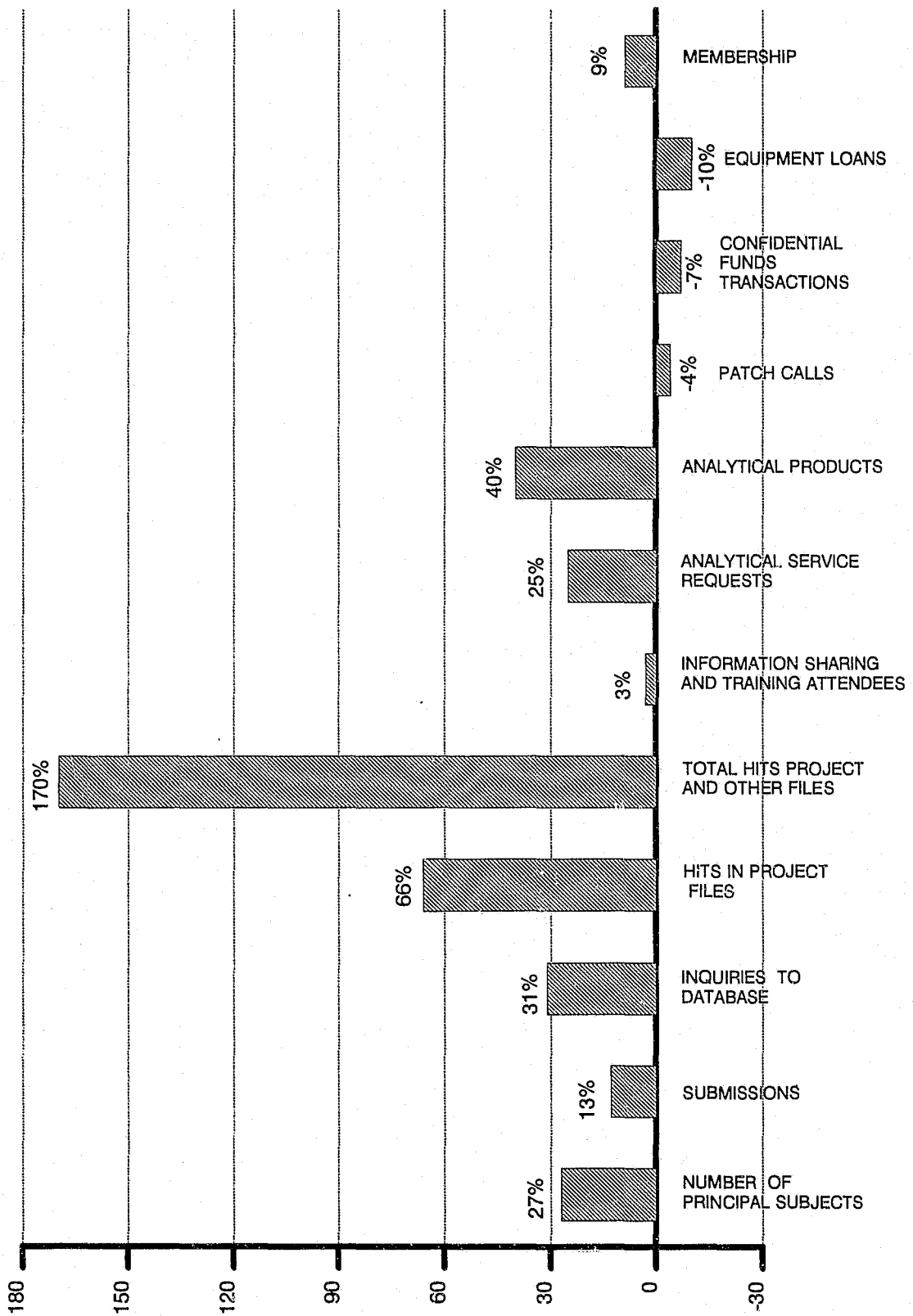
The growth rate for submissions of principal criminal subjects to project databases averaged 13% annually during the three year period.

Inquiries

The growth rate for inquiries averaged 31% annually during the 1989-1991 period. An inquiry occurs when a member or other authorized agency requests a project to check their database and other sources for information on subjects suspected of involvement in criminal activity.

¹ IIR, The RISS Program, Analysis of Activity 1989-1991,
November 1992.

EXHIBIT 13
AVERAGE ANNUAL GROWTH RATE
FOR THREE YEAR PERIOD 1989-1991
RISS PROJECTS



Hits

The growth rate for total hits (information found on the subject of an inquiry) in project files for all projects combined increased an average of 66% annually for the three year period. The growth rate for total hits in project files plus hits in other agency files increased an average of 170% annually for the three year period.

Information Sharing/ Training

Attendance at project sponsored information sharing and training programs increased, resulting in a 3% annual growth rate over the three year period. Over 44,000 persons attended project sponsored information sharing and training programs during the period.

Analytical

The overall growth rate for analytical service requests increased an average of 25% a year for the 1989-1991 period. The growth rate for analytical products delivered to member agencies increased an average of 40% annually for the three year period.

WATS/Patch

During the 1989-1991 period, telecommunications call patching usage by member agencies indicated a negative growth rate averaging 4% annually. Call patching is a project service which allows law enforcement agencies to communicate with each other on a long distance, toll free basis on investigative matters.

Confidential Funds

The confidential fund service growth rate decreased 7% a year for the 1989-1991 period. The provision of these funds is vulnerable to cutback when external or internal funding restrictions are anticipated.

Equipment

The growth rate for project investigative equipment loan services decreased 10% a year for the period 1989-1991. 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.

Membership

Overall project membership continued to grow at a rate which averaged 9% annually during the 1989-1991 period.

**ADDITIONAL INFORMATION ABOUT THE RISS PROJECTS MAY
BE OBTAINED FROM THE PROJECTS AND IIR**

Mid-States Organized Crime Information Center

Host Agency: Missouri Attorney General's Office
Headquarters: Number Four Corporate Centre, Suite 205
Springfield, Missouri 65804
(417) 883-4383

Regional Organized Crime Information Center

Host Agency: City of Nashville
Headquarters: 545 Marriott Drive, Suite 850
Nashville, Tennessee 37210
(615) 871-0013

**Middle Atlantic-Great Lakes Organized Crime
Law Enforcement Network**

Host Agency: Pennsylvania Attorney General's Office
Headquarters: 850 Bear Tavern Road, Suite 206
West Trenton, New Jersey 08628
(609) 530-0585

Rocky Mountain Information Network

Host Agency: Arizona Department of Public Safety
Headquarters: 3802 North 53rd Avenue, Suite 301
Phoenix, Arizona 85031-3019
(602) 245-4180

New England State Police Information Network

Host Agency: Massachusetts Department of Public Safety
Headquarters: Post Office Box 786
Randolph, Massachusetts 02368
(617) 986-6544

Western States Information Network

Host Agency: California Department of Justice
Headquarters: 1825 Bell Street, Suite 205
Sacramento, California 94203-1980
(916) 924-2606

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