THE REGIONAL INFORMATION SHARING SYSTEMS PROGRAM

THE RISS PROJECTS -
ANALYSIS OF ACTIVITY

Analysis of Data Relating to
Membership and Service Activities
of The RISS Projects 1983-1985

September 1986

IIR

INSTITUTE FOR INTERGOVERNMENTAL RESEARCH
P.O. BOX 12729
TALLAHASSEE, FLORIDA 32317

Review and Analysis of the
Management and Operations of the Office of Justice Programs
Regional Information Sharing Systems Program

Analysis of Data Relating to Membership and Service Activities of the RISS
Projects 1983-1985

Submitted to:
Office of Justice Programs
U.S. Department of Justice
Grant #85-CJ-CX-0011

September 1986

INSTITUTE FOR INTERGOVERNMENTAL RESEARCH
Post Office Box 12729
Tallahassee, Florida 32317

126664

TABLE OF CONTENTS

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:

- o The Regional Organized Crime Information Center (ROCIC);

- o The Rocky Mountain Information Network (RMIN);

- o The Western States Information Network (WSIN);

- o The New England State Police Information Network (NESPIN);

- o The Mid-States Organized Crime Information Center (MOCIC); and

- o The Middle Atlantic-Great Lakes Organized Crime Law Enforcement Network (MAGLOCLEN).

On March 28, 1985, the Institute for Intergovernmental Research (IIR) was awarded a grant to review and analyze the management and operations of the six RISS projects. The award by OJP's Bureau of Justice Assistance (BJA) was for the period April 1, 1985 through September 30, 1985. Because of program funding issues, the grant award for the remainder of the proposed period, October 1, 1985 through March 31, 1986, was delayed until July 31 (the period was subsequently extended to April 30, 1986, to aid the orderly administrative closure of the grant).

This report contains an analysis of project activity data relevant to the RISS Program guidelines 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 compiled 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.

In February 1985, the RISS projects were notified by the BJA Program Office that the U.S. Department of Justice was requesting that nearly $4 million of 1985 RISS Program funds be reprogrammed and transferred for use elsewhere within DOJ -- a reduction of nearly 45% in 1985 project budget funds. Midway through 1985 the full amount of the 1985 appropriation was restored to the RISS projects.

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:

o   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

o   To enhance coordination/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/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/activities 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:

o   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/conspiracies. This component must be capable of providing controlled input, dissemination, rapid retrieval, and systematized updating of information to authorized agencies.

o   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:

o   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.

o   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.

o   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.

o   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.

o   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 all provide 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, optional, and 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.

EXHIBIT 1

PROJECT COMPONENTS

(X = Implemented service)

| Project | Required Components — Information Sharing | | | Optional Components | | | | | Service Enhancements | | |
	Manual	Automated	Analytical	Investigative Support	Specialized Equipment	Technical Assistance	Training	Telecommuni-cations	Publications	General Conference	Regional Conference
ROCIC	X	X	X	X	X	X	X	X	X	X	X
RMIN	X	X	X	X	X	X	X	X	X	–	X
WSIN	X	X	X	X	X	X	X	X	X	X	X
NESPIN	X	X	X	X	X	X	X	X	–	–	X
MOCIC	X	X	X	X	X	X	X	X	X	X	X
MAGLOCLEN	X	X	X	X	X	X	X	X	X	X	X

7

o   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.

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

o   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 1983, 1984, and 1985. 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:

<div align="center">

Required Components
Information Sharing
Analytical

Optional Components
Telecommunications
Investigative Support
Specialized Equipment
Technical Assistance
Training

Administrative Components
Oversight Group
Project Staff
Member Agencies

</div>

Many of the project service and activity data graphs in this report contain trend line projections. The trend lines convert the 1983-1985 quarterly RISS project service and activity data to straight line models. The growth rates for the trend lines have also been computed and are displayed in Exhibit 26. Annual averages are presented, computed on either seven or 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 program guidelines, 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 system 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.

A study of project information systems during early 1985 disclosed the need to capture additional information to more fully describe the information systems service area. Further, it was learned that the projects were not always using the same data elements to determine the size of their individual data bases, number of submissions, or number of inquiries to the systems. As a result, the RISS quarterly progress reporting system was revised to collect more uniform information in these service categories.

Implementation of these revisions began during the second quarter of 1985 with each project using a phased approach. 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, no data base growth analysis is presented for these service areas.

Trend data for analytical services for the two year period 1984-1985 is 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 late in 1985 with the data conversion process continuing during 1986. The other four projects have already 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 submissions, 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 the 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 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 more accurately measures 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 December 1985, while Exhibit 3 indicates the volume of information maintained in each individual project data base. As of December 1985, the six projects maintained information on 77,913 principal subjects.

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. A total of 25,315 principal subjects were submitted and added to the project data bases for the period April - December 1985. Implementation of the revisions to data base reporting discussed above resulted in only nine months of comparable data reported during 1985 for this service area.

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).

Activity in this service area is displayed in Exhibits 5 and 6. All projects experienced an increase in inquiries from 1984 to 1985; however, the increases may to some extent reflect the reporting modification. The MOCIC project experienced a dramatic increase in inquiries, climbing from 2,641 in 1984 to 11,102 in 1985. Two

EXHIBIT 2
NUMBER OF PRINCIPAL SUBJECTS
DECEMBER 1985

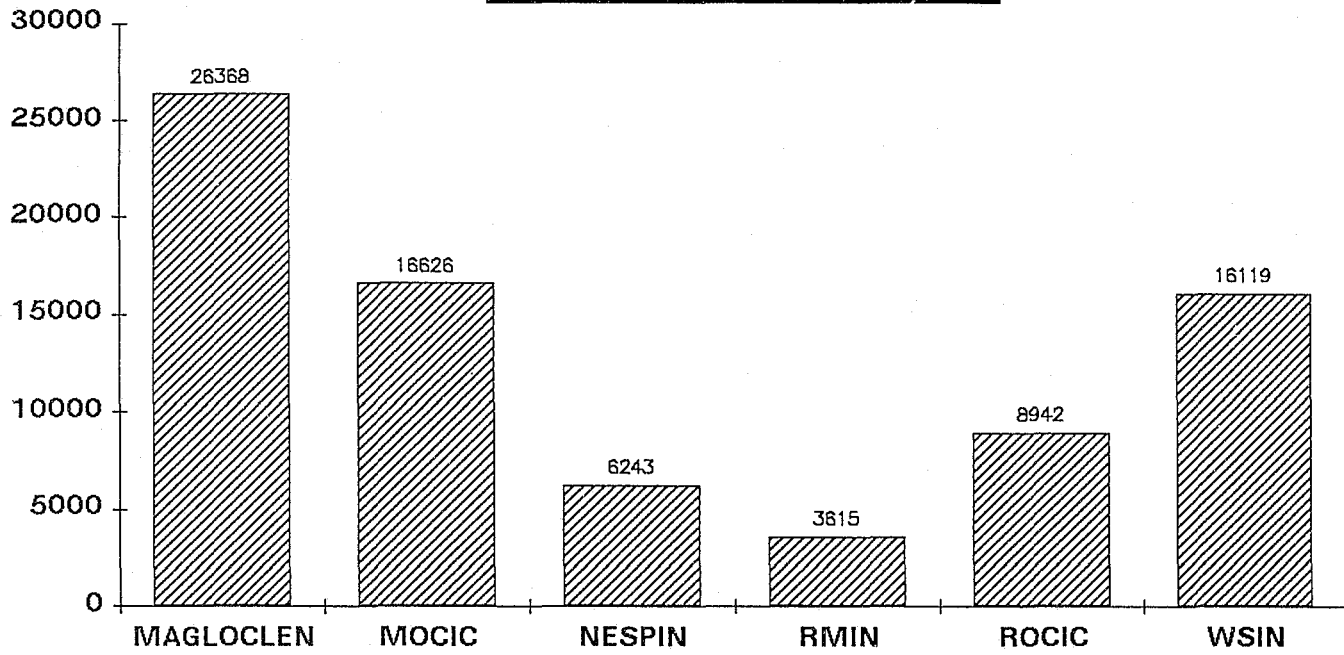| Agency	Number of Principal Subjects
MAGLOCLEN	26368
MOCIC	16626
NESPIN	6243
RMIN	3615
ROCIC	8942
WSIN	16119

EXHIBIT 3
DATA BASE VOLUME
DECEMBER 1985

Agency	Data Base Volume
MAGLOCLEN	128423
MOCIC	21840
NESPIN	6243
RMIN	41632
ROCIC	72317
WSIN	119605

11

EXHIBIT 4
SUBMISSIONS
NUMBER OF PRINCIPAL SUBJECTS ADDED TO DATA BASE
APRIL-DECEMBER 1985
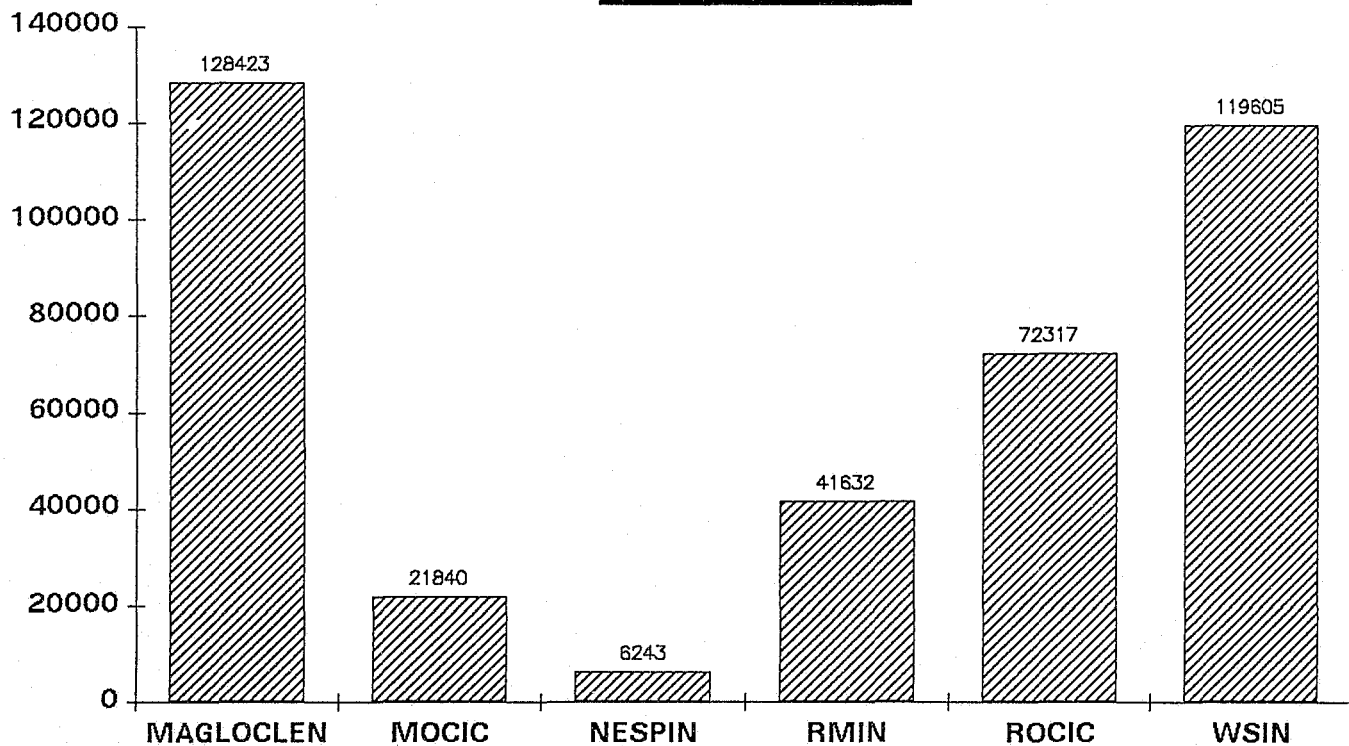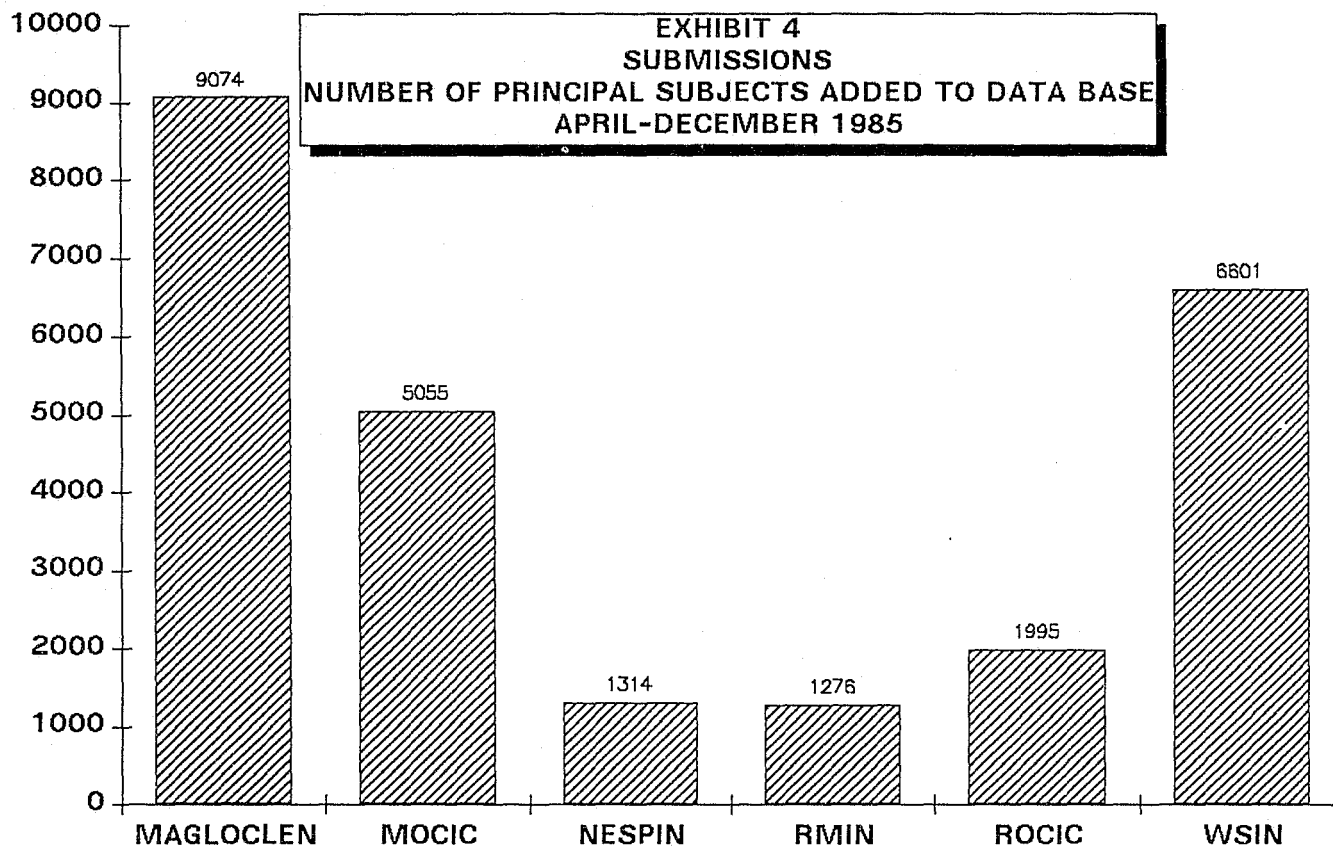
EXHIBIT 5
INQUIRIES

Exhibit 5 — Inquiries

Project	1983	1984	1985
MAGLOCLEN	3077	3574	6169
MOCIC	1570	2641	11102
NESPIN	312	608	964
RMIN	1153	2496	4296
ROCIC	3584	2511	3428
WSIN	8444	9220	9888

Legend: 1983 1984 1985
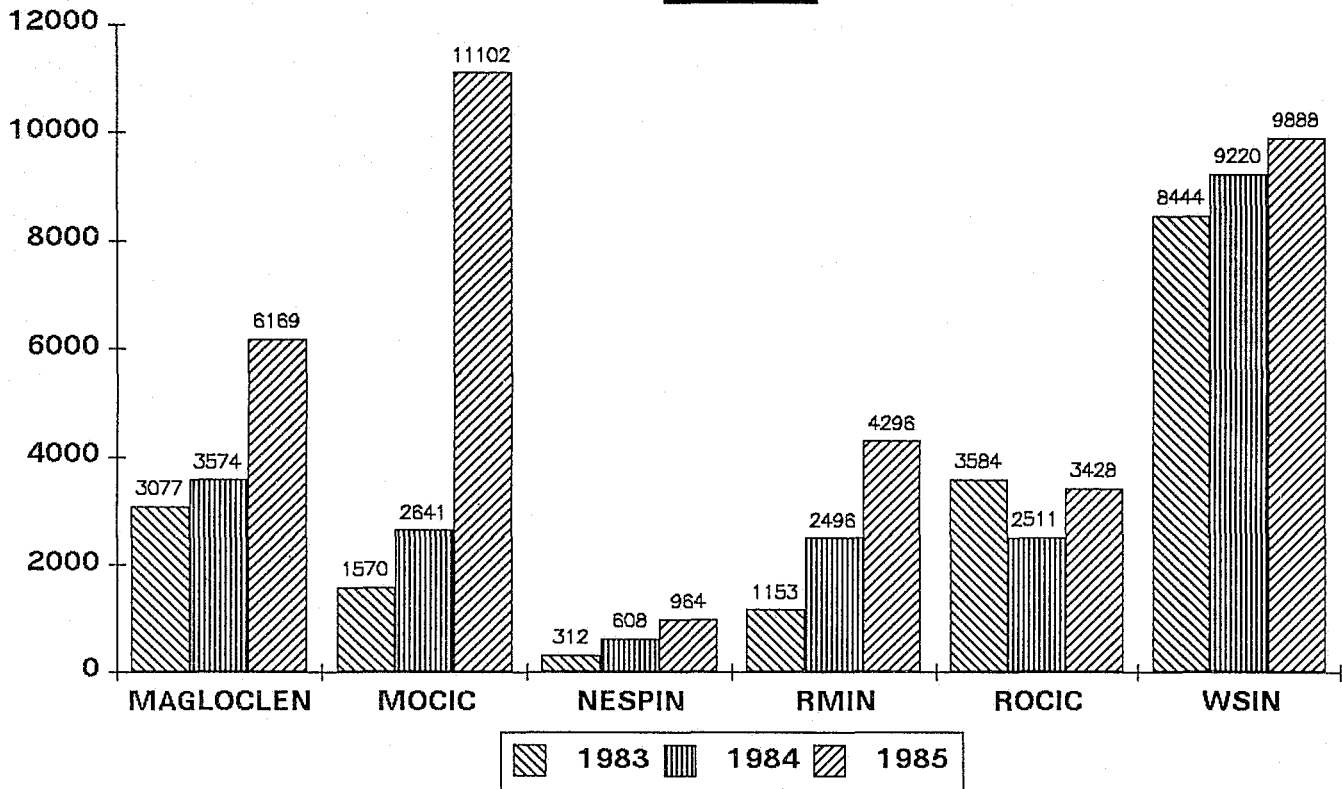
EXHIBIT 6
INQUIRIES TO RISS PROJECTS

1983--1984--1985

Legend: INQUIRIES   TREND LINE

13
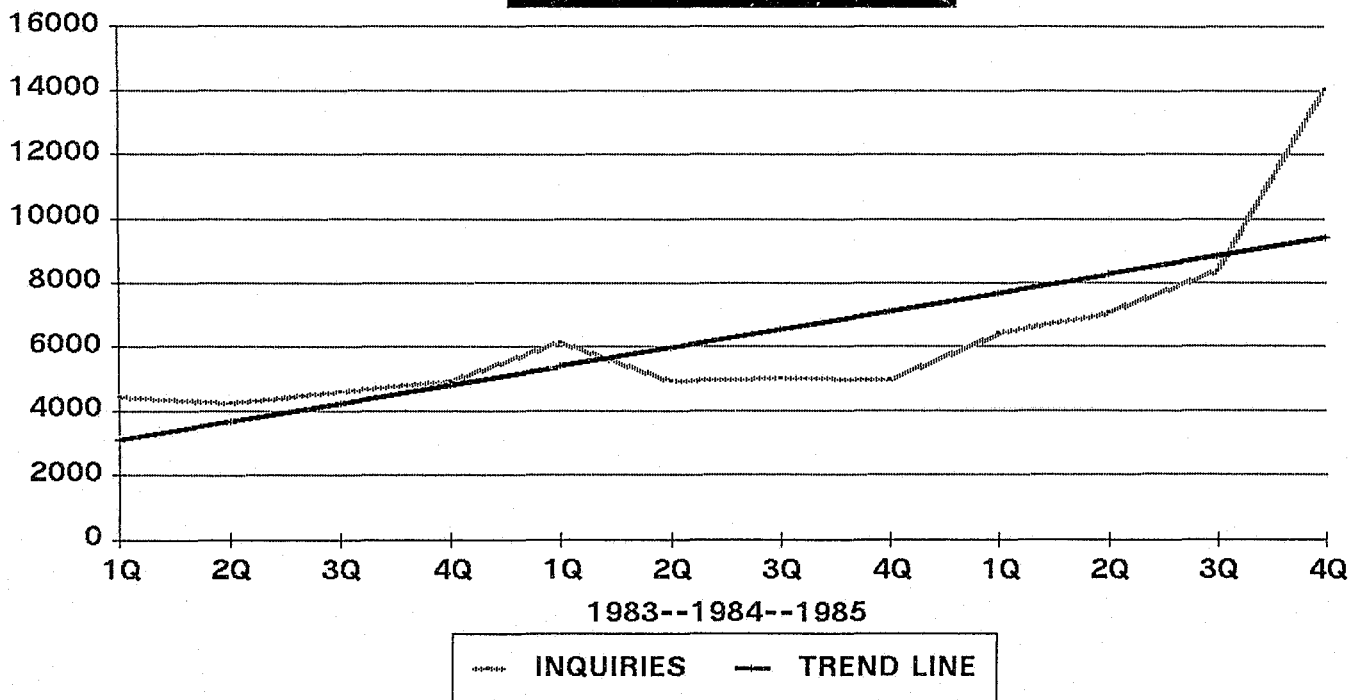
states in the MOCIC project region (Missouri and Iowa) legalized lotteries during 1985, and as part of the background investigation process on applicants for state lottery franchises, member agencies made over 5,000 inquiries to the MOCIC project data base. This type of inquiry will continue to be processed 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. As presented in Exhibit 26, the growth averages 74% annually.

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 ROCIC, MOCIC, MAGLOCLEN, and WSIN 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 information and are held three times annually, while the MOCIC, MAGLOCLEN, 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 multijurisdictional investigations.

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,
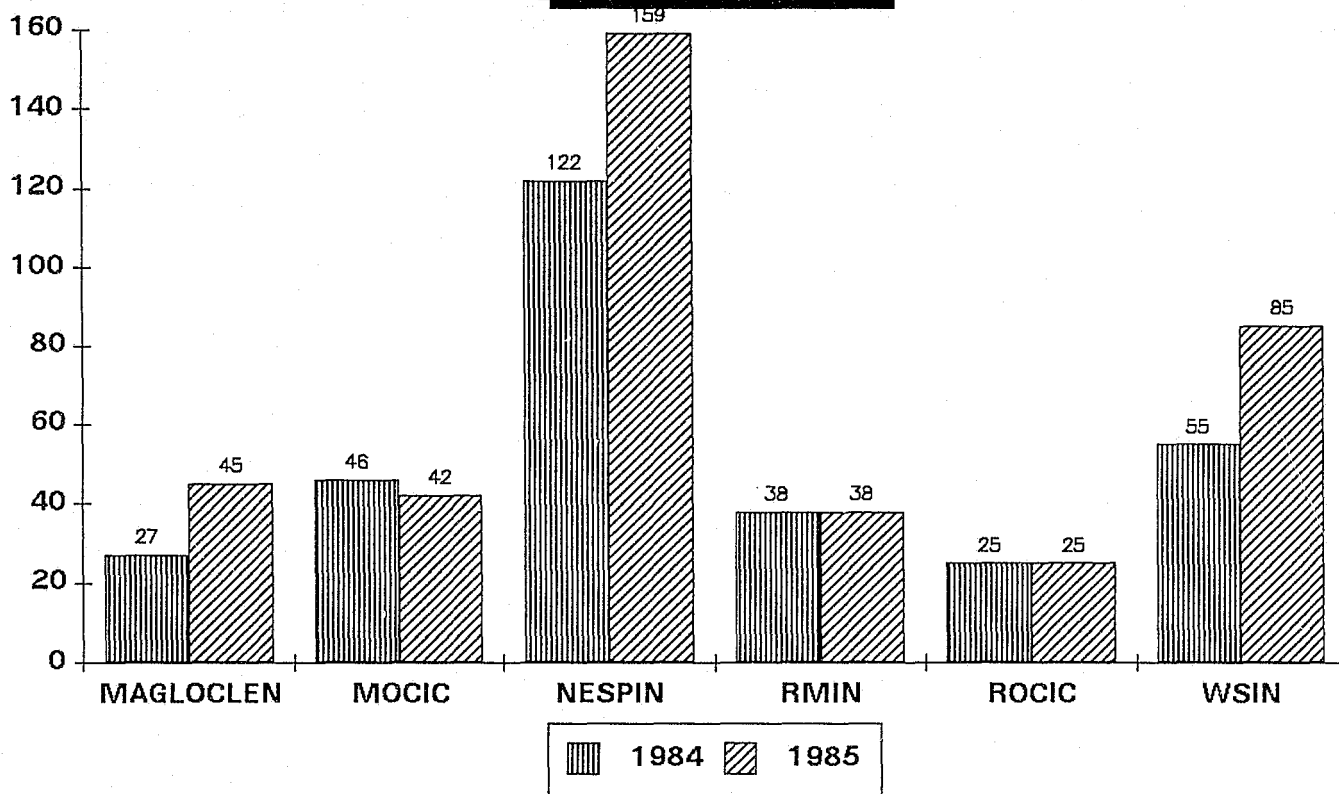
and criminal activity analysis - which result in the dissemination of various products such as investigative charts, link diagrams, special criminal activity reports, and automated listings of investigative data and telephone data. The implementation of these analytical service activities differs among the projects primarily because 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 analytical support staff positions, the skill level of the project analysts, and the type and complexity of specific services and products.

As of December 1985, authorized analytical staff at each project ranged from three at the NESPIN and RMIN projects to eight at the WSIN project. The MOCIC and ROCIC projects each had five and MAGLOCLEN four authorized analytical staff members. The WSIN project employed a graphics artist who supports 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, the makeup of the project analytical staffs has remained stable for at least two years.
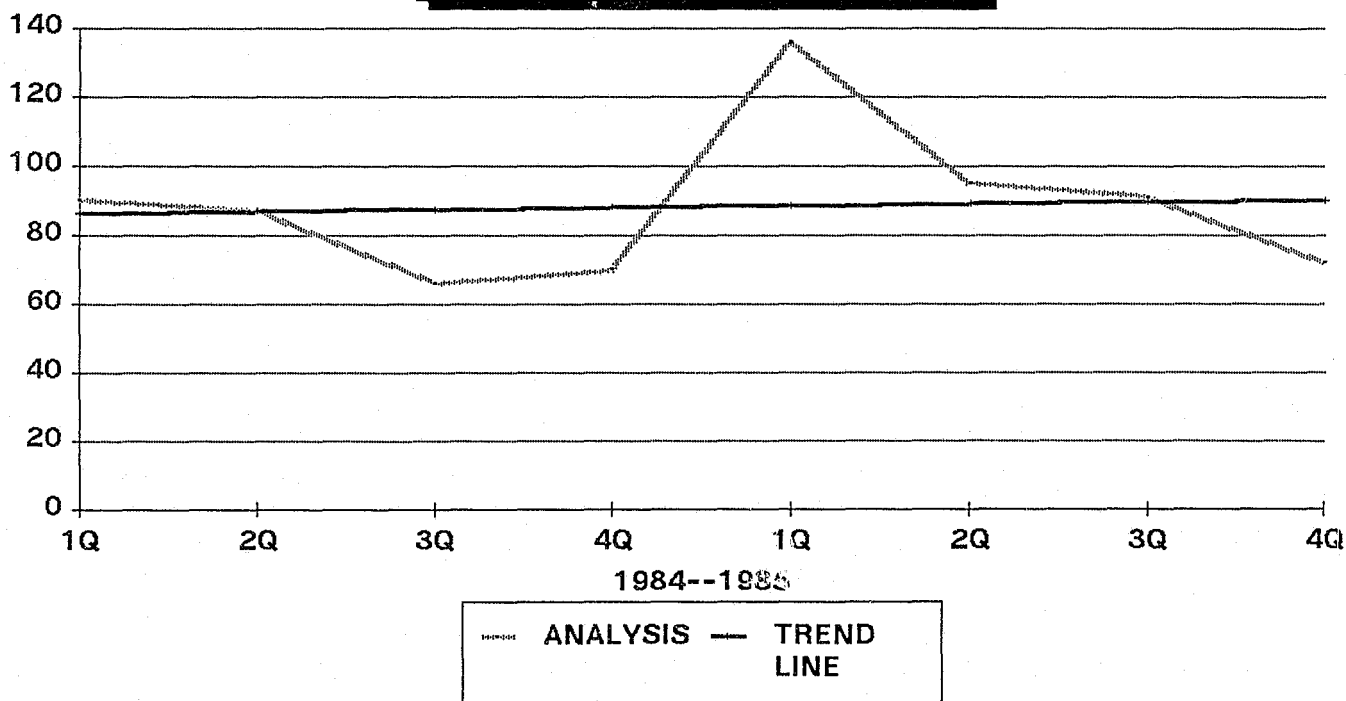
The experience level of the project analysts is diverse; however, all analytical staff have received some level of specialized training in intelligence analysis techniques consistent with minimum training requirements established in 1985.

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

EXHIBIT 7
ANALYTICAL SERVICES

Bar chart showing analytical services for 1984 and 1985:
- MAGLOCLEN: 27 (1984), 45 (1985)
- MOCIC: 46 (1984), 42 (1985)
- NESPIN: 122 (1984), 159 (1985)
- RMIN: 38 (1984), 38 (1985)
- ROCIC: 25 (1984), 25 (1985)
- WSIN: 55 (1984), 85 (1985)

Legend: 1984, 1985

EXHIBIT 8
RISS PROJECT ANALYTICAL SERVICES

1984--1985

Legend: ANALYSIS, TREND LINE

take as little as 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 and 1985 is displayed in Exhibit 7. The trend line growth rate for the two year period (1984-1985) is displayed in Exhibit 8.

The MAGLOCLEN, WSIN, and NESPIN projects each reported an increase in analytical services from 1984 to 1985 by 67%, 55%, and 30% respectively. The RMIN and ROCIC project service activity in this area remained the same, while the MOCIC project experienced a slight decrease (9%). The NESPIN project reported the highest level of analytical service activity, which is attributed to the project's almost exclusive provision of telephone toll analysis services. Exhibit 8 indicates a low overall growth trend in analytical services for all projects combined, averaging only 3% annually over the two year period (see Exhibit 26).

Management policy and overall direction of analytical service activities at each of the six projects has remained constant over the past three years. This situation is not expected to change substantially during the next twelve months, nor are funds expected to become available for additional analytical personnel.

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 growth rates presented for the period 1983-1985.

Telecommunications

All six projects provide 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 the operation and control of the telecommunications system. Usage of project telecommunications systems varies widely among the projects and appears to be based on the need of member agencies for such service or the management policy in each project region, and not related to the total number of members in each project.
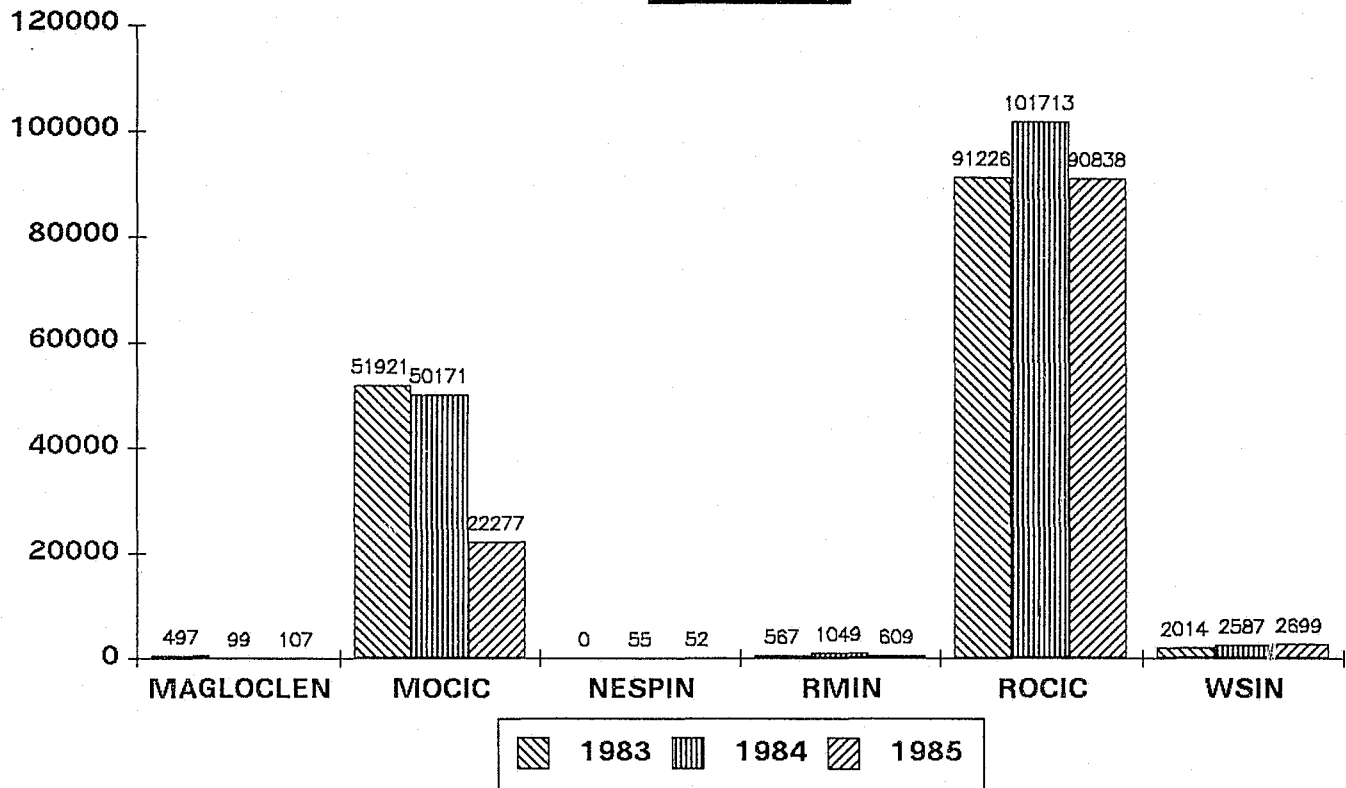
The ROCIC and MOCIC projects continue to account for the majority of all project patch calls - 98% during 1984 and 97% during 1985 (see Exhibit 9). However, the ROCIC and MOCIC project policy boards initiated actions in 1984 and 1985 to reduce WATS telephone costs by directing member agencies to curtail patch call usage. The MOCIC policy board also prohibited use of the project telephone system for intrastate patch calls effective January 1985. The MOCIC project decrease (56%) and the ROCIC project decrease (11%) in patch call usage for 1985 is directly attributed to these actions.

Exhibit 10 displays the decrease in total RISS project patch calls over the three year period. The trend line indicates a negative growth rate averaging 10% annually for the three years (see Exhibit 26).

Investigative Support

All of the RISS projects make confidential funds available for use by member agencies in 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

**EXHIBIT 9
PATCH CALLS**

Bar chart showing Patch Calls by agency for 1983, 1984, and 1985:

- MAGLOCLEN: 497, 99, 107
- MOCIC: 51921, 50171, 22277
- NESPIN: 0, 55, 52
- RMIN: 567, 1049, 609
- ROCIC: 91226, 101713, 90838
- WSIN: 2014, 2587, 2699

Legend: 1983, 1984, 1985

**EXHIBIT 10
RISS PROJECT PATCH CALLS**

Line chart, y-axis 0 to 60000, x-axis quarters 1Q–4Q across 1983--1984--1985
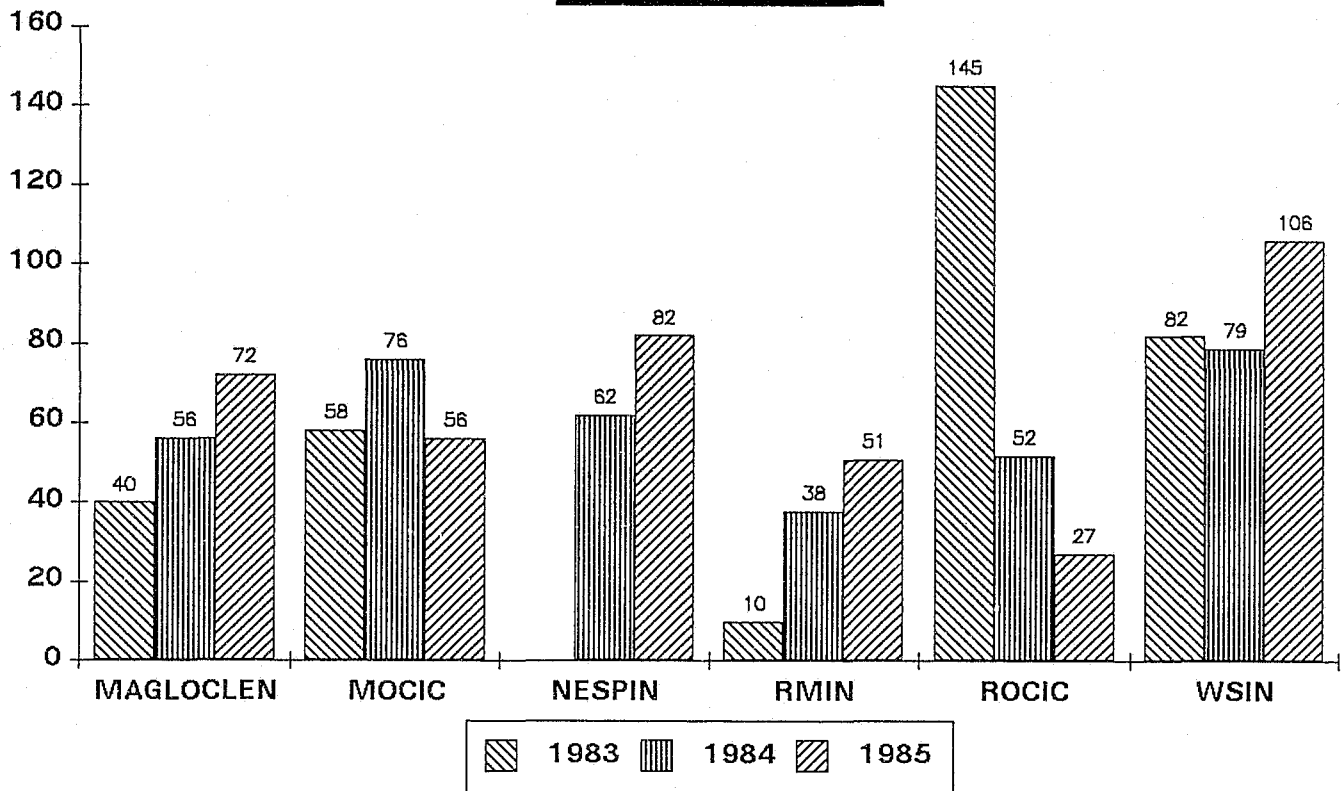
Legend: PATCH CALLS, TREND LINE

19
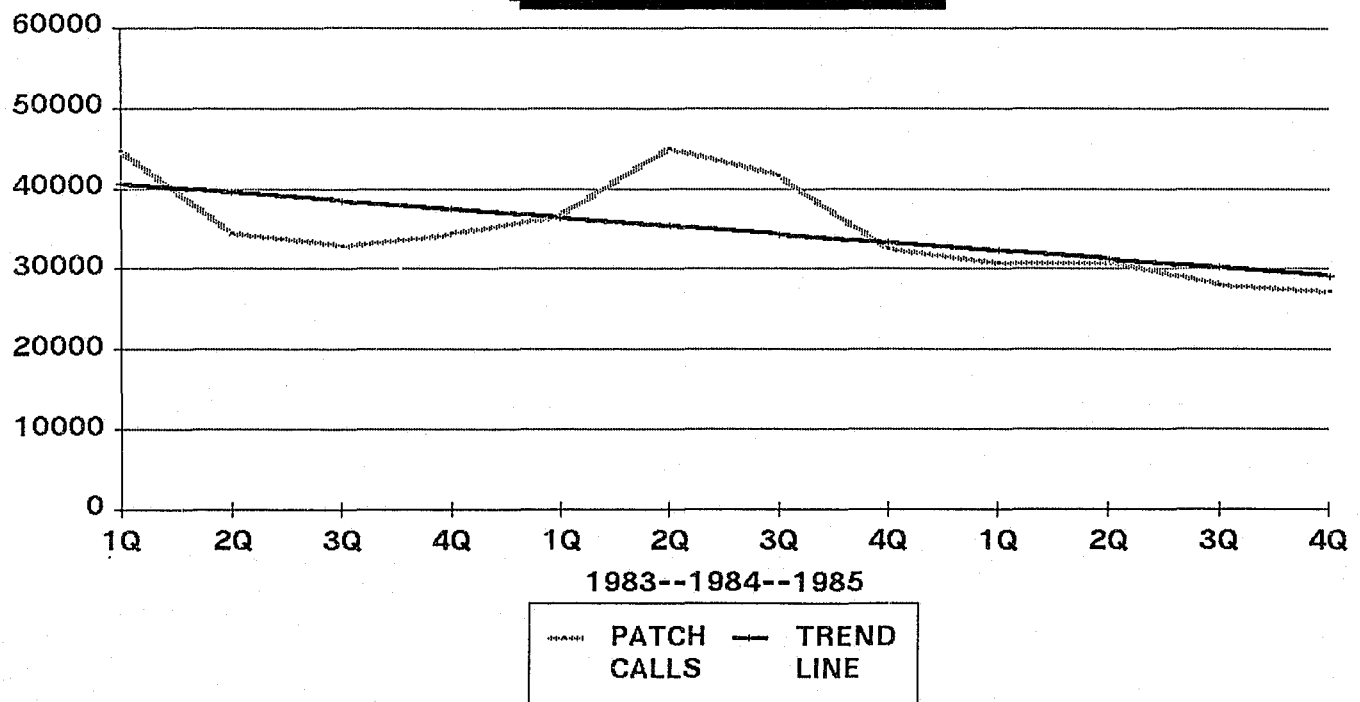
member agencies to report on the use and benefits of the confidential funds in supporting their investigative activity. These reports provide information for submission to each project data base and sometimes lead to provision of other project services, including analytical services.

Exhibit 11 indicates the number of instances of confidential fund services provided by the projects for the period 1983-1985. During 1985 these services ranged from 27 at the ROCIC project to 106 at the WSIN project. During the last six months of 1985 information was collected on the net amount of funds loaned by the projects to member agencies less returns to the projects of unused funds. For the period July - December 1985, the net amount of confidential funds provided by the RISS projects totaled $219,000.
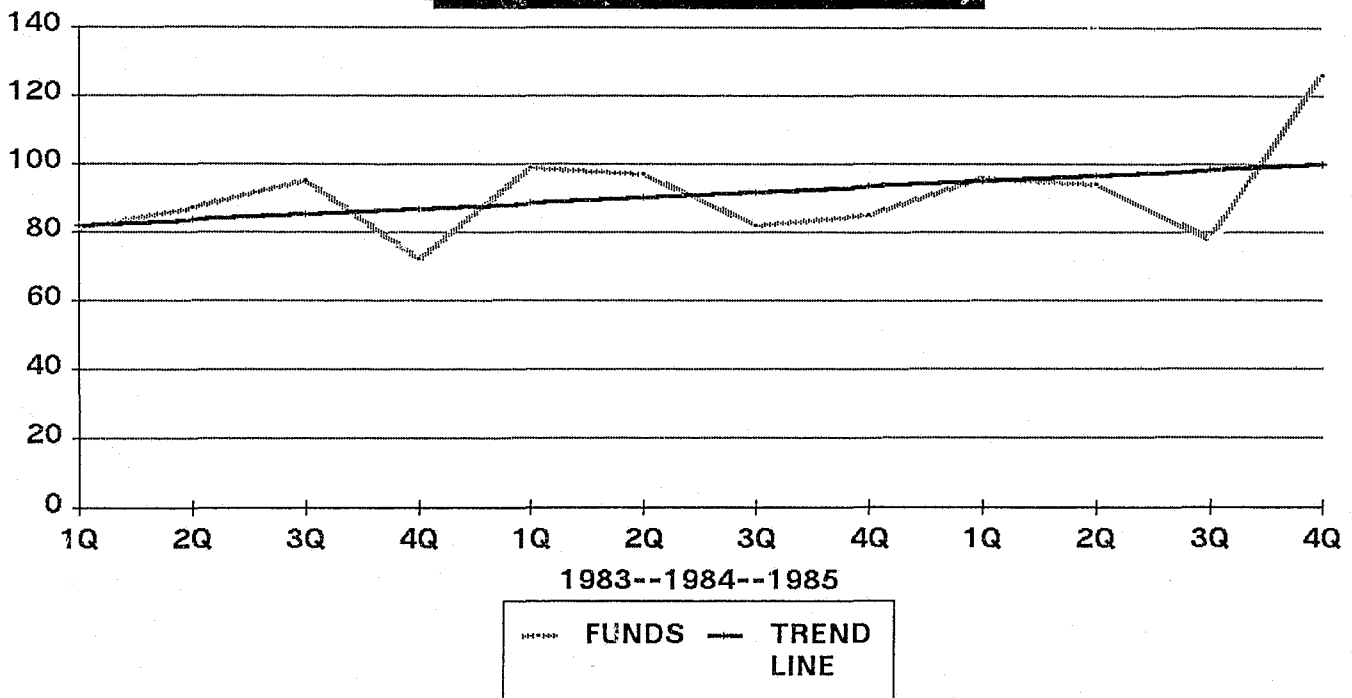
Provision of confidential fund support services varies depending on individual project management policy and budget constraints. In 1984, the ROCIC project policy board initiated actions curtailing the use of project confidential funds. As a result, the ROCIC project significantly decreased this service from 1983 to 1984, with a further decline reported for 1985. During 1985, the MOCIC and NESPIN project policy boards curtailed use of project confidential funds as a result of budget constraints imposed by proposed cuts in the 1985 RISS Program appropriation. The MOCIC project's decrease in this service use is directly attributed to the Board's action, while the NESPIN project later in the year overcame second quarter restrictions in the service activity.

Although several projects curtailed activities in this service area during part of 1984 and 1985, Exhibits 12 and 26 display an overall growth rate averaging 8% 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.

EXHIBIT 11
CONFIDENTIAL FUNDS

Bar chart showing Confidential Funds by organization for 1983, 1984, 1985:

	1983	1984	1985
MAGLOCLEN	40	56	72
MOCIC	58	76	56
NESPIN	62	—	82
RMIN	10	38	51
ROCIC	145	52	27
WSIN	82	79	106

EXHIBIT 12
RISS PROJECT CONFIDENTIAL FUNDS

1983--1984--1985

FUNDS — TREND LINE

21

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 categories of investigative equipment (photographic, communications, surveillance, etc.), differing primarily in the numbers of each type of equipment and the ages of the various pieces. Each project has developed criteria for requests by member agencies and loan of equipment, and 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. These reports provide information for submission to the project data bases and sometimes lead to use of other project services, including analytical services.

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. Although the WSIN project instances of equipment loan decreased slightly during 1985, the project was nearly twice as active as the next highest project (MOCIC) in this service activity area during 1985.

The ROCIC and NESPIN project equipment services have steadily declined from 1983 to 1985. The decline at the ROCIC project is attributed to the older age of the equipment and the time out of service for maintenance and repair. The MAGLOCLEN, RMIN, and MOCIC projects experienced increases in this service area in 1985.

Exhibit 14 displays the trend line growth rate, which averages 5% annually for the three year period (see Exhibit 26). Future trends for this service component will
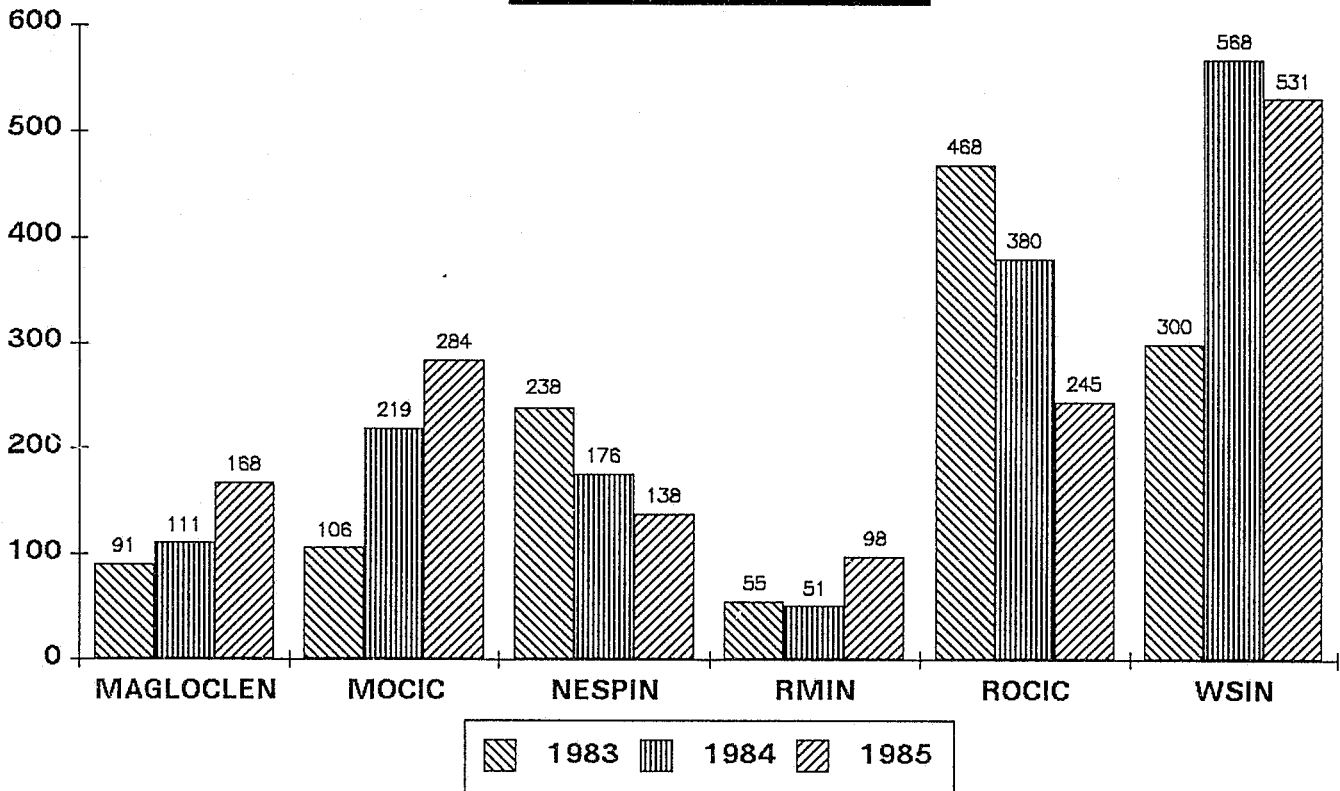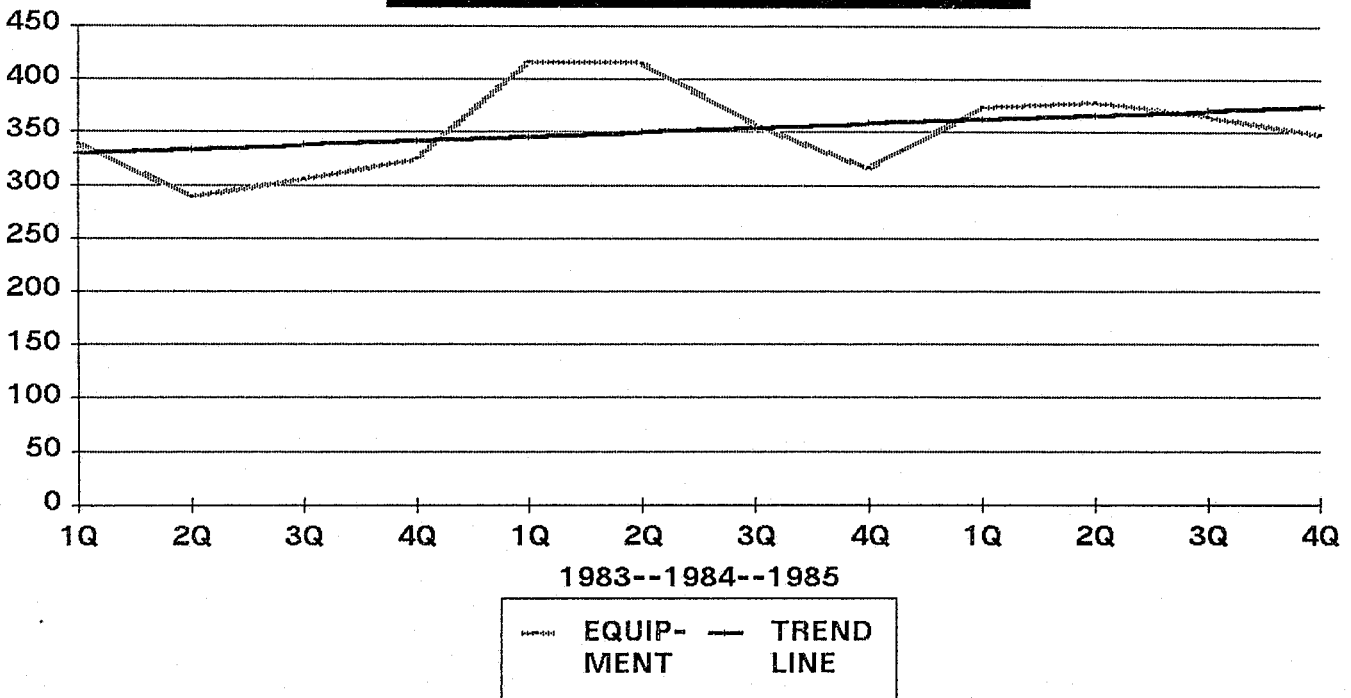
EXHIBIT 13
INVESTIGATIVE EQUIPMENT

Bar chart showing investigative equipment by organization for 1983, 1984, and 1985:

	1983	1984	1985
MAGLOCLEN	91	111	168
MOCIC	106	219	284
NESPIN	238	176	138
RMIN	55	51	98
ROCIC	468	380	245
WSIN	300	568	531

Legend: 1983 1984 1985

EXHIBIT 14
RISS PROJECT INVESTIGATIVE EQUIPMENT

Line graph showing equipment and trend line across quarters 1Q–4Q for 1983--1984--1985.

Legend: EQUIPMENT — TREND LINE

continue to be affected primarily by new equipment purchases 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.

A study of project field staff service delivery was conducted during 1985. Project documentation and program guidelines, including field staff policies and procedures, were collected and reviewed and project directors and field staff personnel were interviewed in each project region to identify activities and methods of reporting the activities. The study conclusions were presented to program and project officials; in addition, minor modifications to the field staff activity portion of the project quarterly report were made based on findings of the study.

Training

All of the projects have 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 the membership and project goals, objectives, and management policy.

Exhibits 15-18 display the number of agencies represented and attendees at project sponsored training programs. Over 10,000 persons attended the training programs during 1983-1985. The WSIN project trained nearly three times as many attendees in 1985 than the next highest project (MAGLOCLEN). During 1985, all projects except MAGLOCLEN experienced a decrease in the number of persons attending training. Exhibits 16 and 18 indicate the lack of growth of training services for all six projects combined over the three year period, with the growth rate trend line for individual attendees at RISS project training remaining unchanged.

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, techniques for investigating narcotics trafficking, organized crime, economic crime, and terrorism, as well as project orientation/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.

All six projects regularly provide training seminars to orient new members to project services and procedures for utilizing those services. Orientation training is the only training service currently provided by the ROCIC project. 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
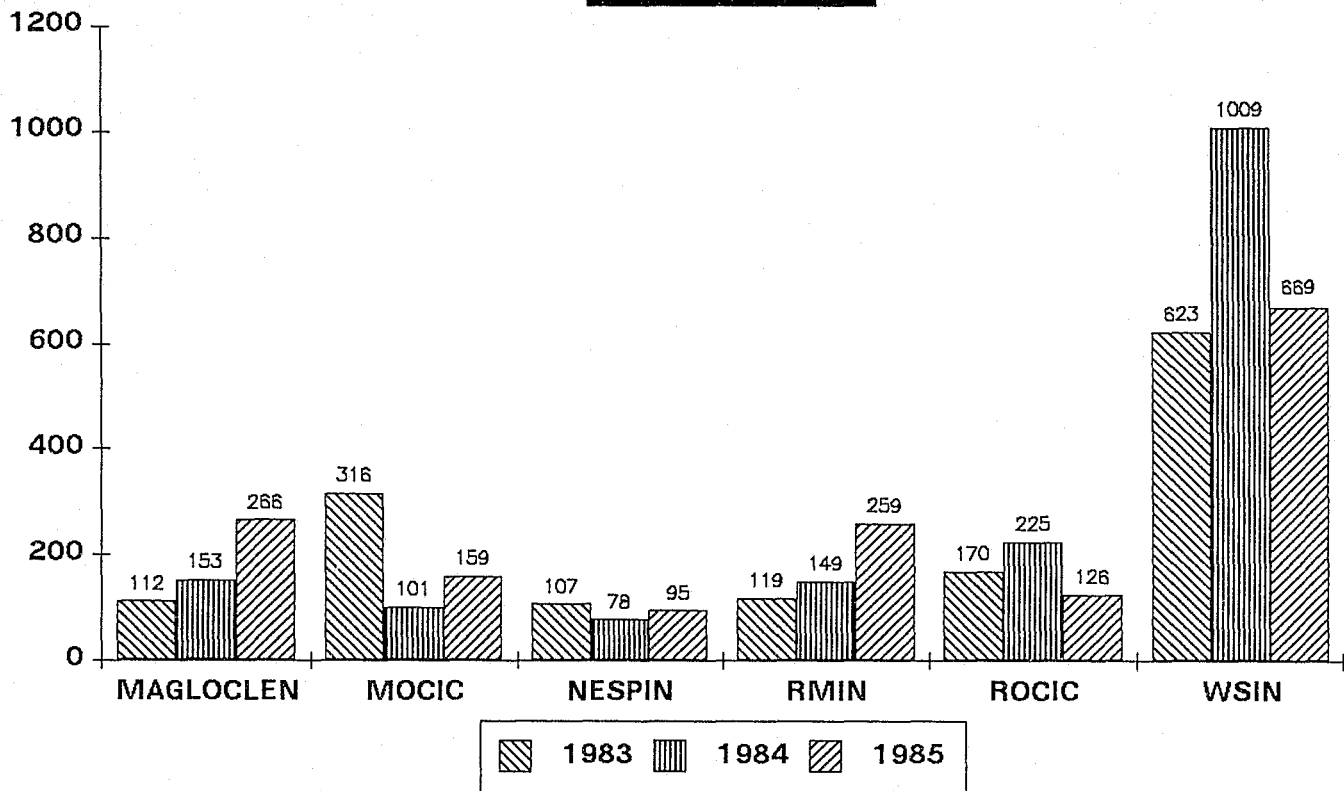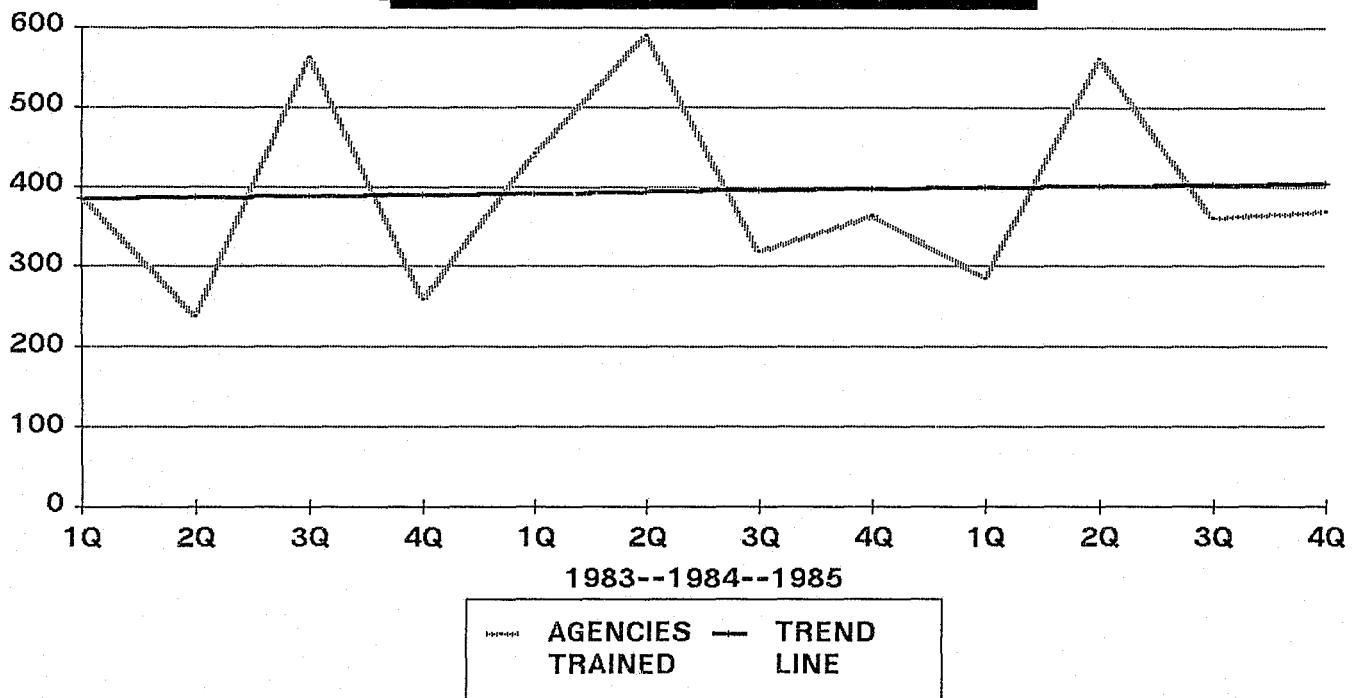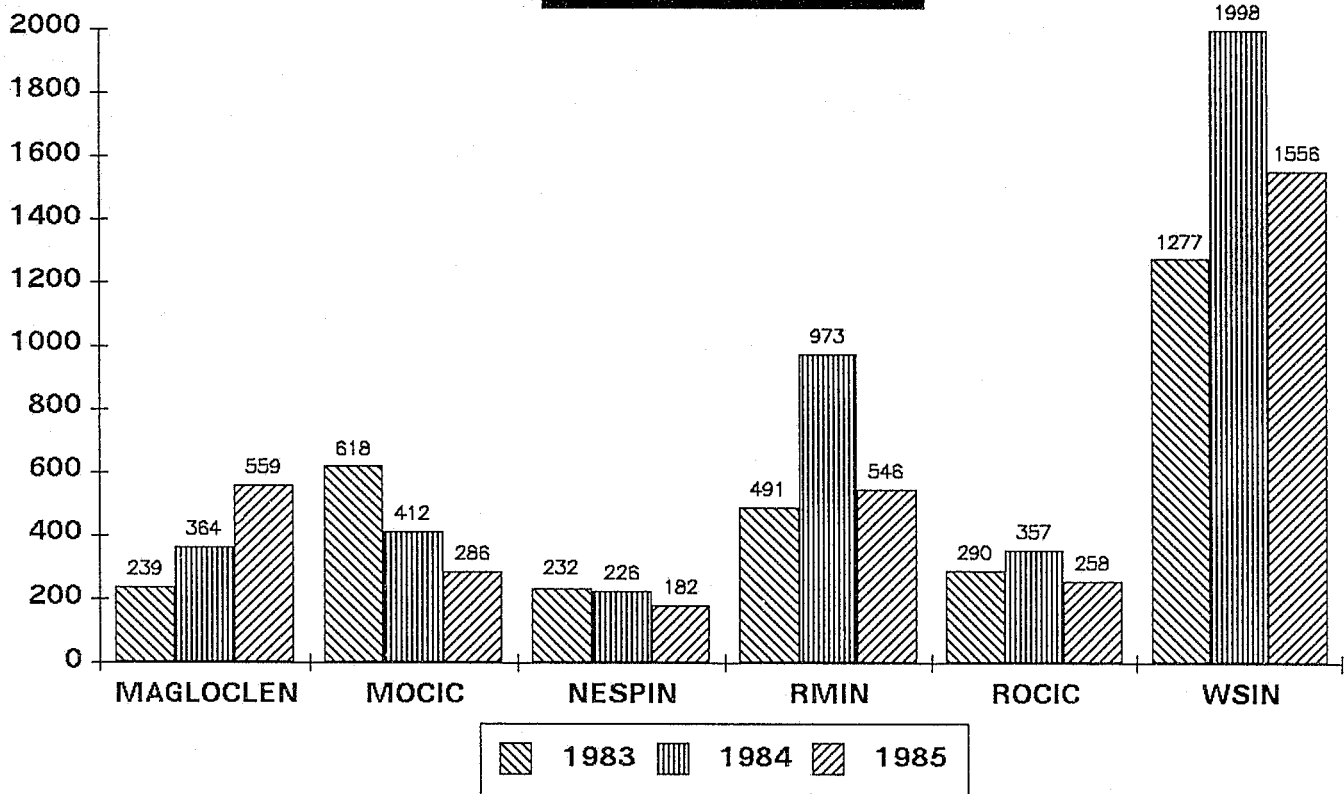
EXHIBIT 15
AGENCIES TRAINED

Bar chart showing agencies trained for MAGLOCLEN, MOCIC, NESPIN, RMIN, ROCIC, and WSIN for years 1983, 1984, and 1985:

- MAGLOCLEN: 112, 153, 266
- MOCIC: 316, 101, 159
- NESPIN: 107, 78, 95
- RMIN: 119, 149, 259
- ROCIC: 170, 225, 126
- WSIN: 623, 1009, 669

Legend: 1983 1984 1985

EXHIBIT 16
AGENCIES TRAINED BY ALL RISS PROJECTS

1983--1984--1985

Legend: AGENCIES TRAINED — TREND LINE

EXHIBIT 17
ATTENDEES AT TRAINING

Bar chart showing attendees at training for MAGLOCLEN, MOCIC, NESPIN, RMIN, ROCIC, and WSIN across 1983, 1984, and 1985.

	1983	1984	1985
MAGLOCLEN	239	364	559
MOCIC	618	412	286
NESPIN	232	226	182
RMIN	491	973	546
ROCIC	290	357	258
WSIN	1277	1998	1556

EXHIBIT 18
ATTENDEES AT RISS PROJECT TRAINING

Line graph of attendees at RISS project training by quarter across 1983--1984--1985, with ATTEND/TRAINING and TREND LINE.
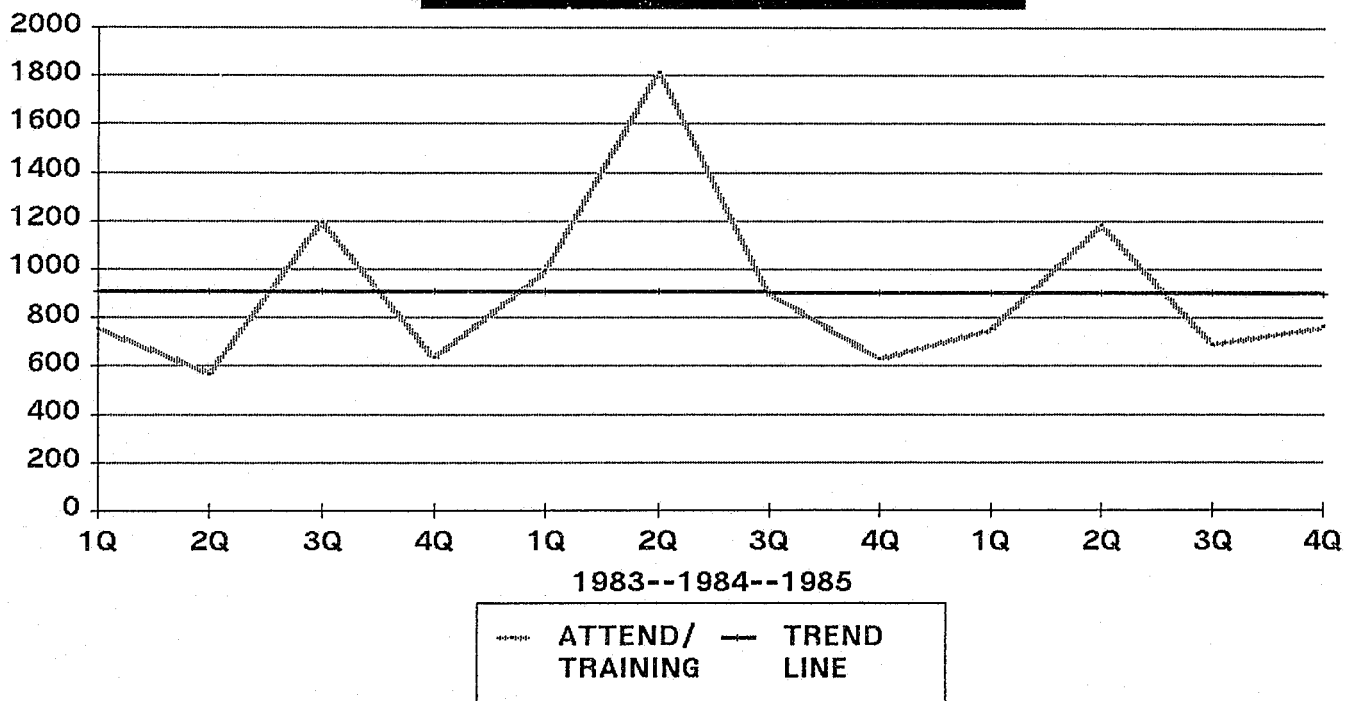
conferences allows for large numbers of officers to attend and receive training, and the conferences are well attended.

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. The MAGLOCLEN 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. Member Agency Participation

Data regarding member agency participation in project activities, including data base submissions and service usage, is collected and analyzed to measure to 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.

Exhibits 19 and 20 display summary information resulting from the member agency participation data collection effort. Exhibit 19 indicates, by project, the average number of total members each quarter (during 1985) and the average number of active members per quarter - those members making a submission or using one or more project service.

The rate of quarterly participation for each project is displayed in Exhibit 20: the number of active members compared to the total number of members. The rates of participation range from 36% at the RMIN project to 97% at the MAGLOCLEN

EXHIBIT 19
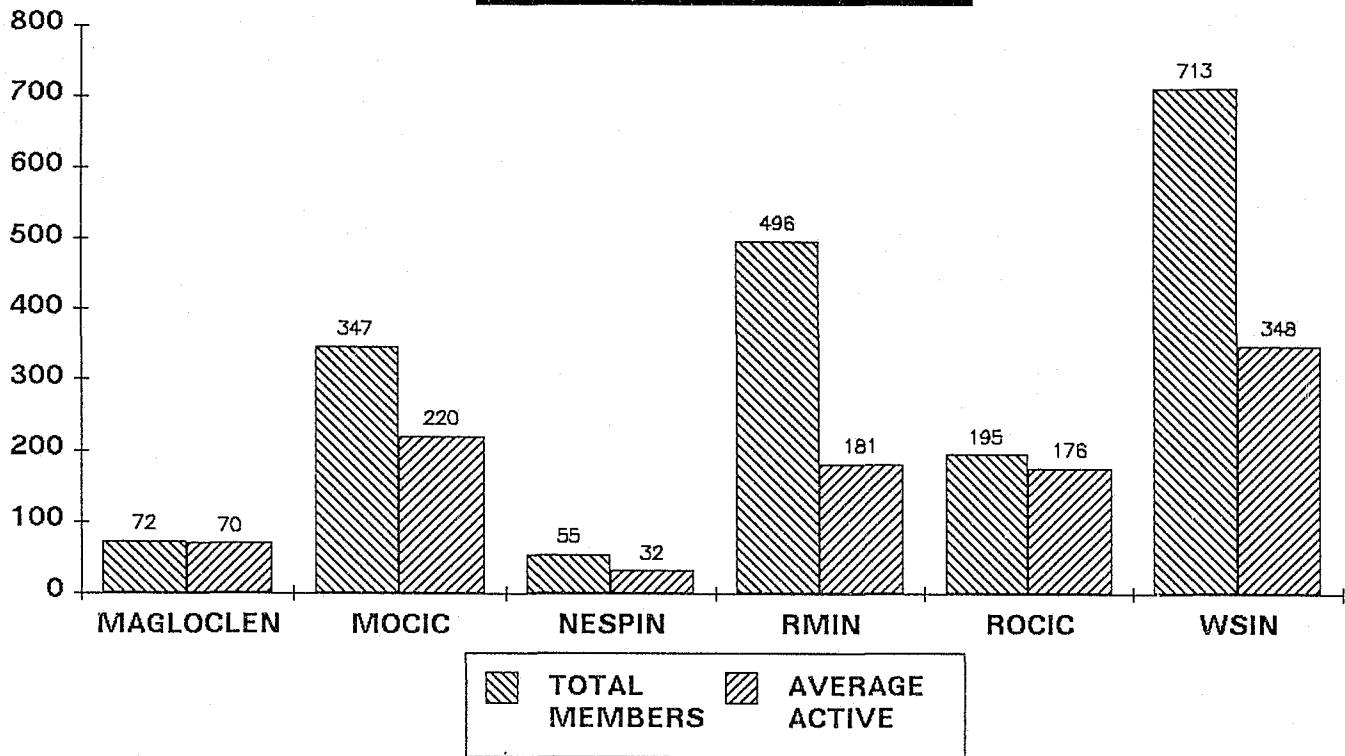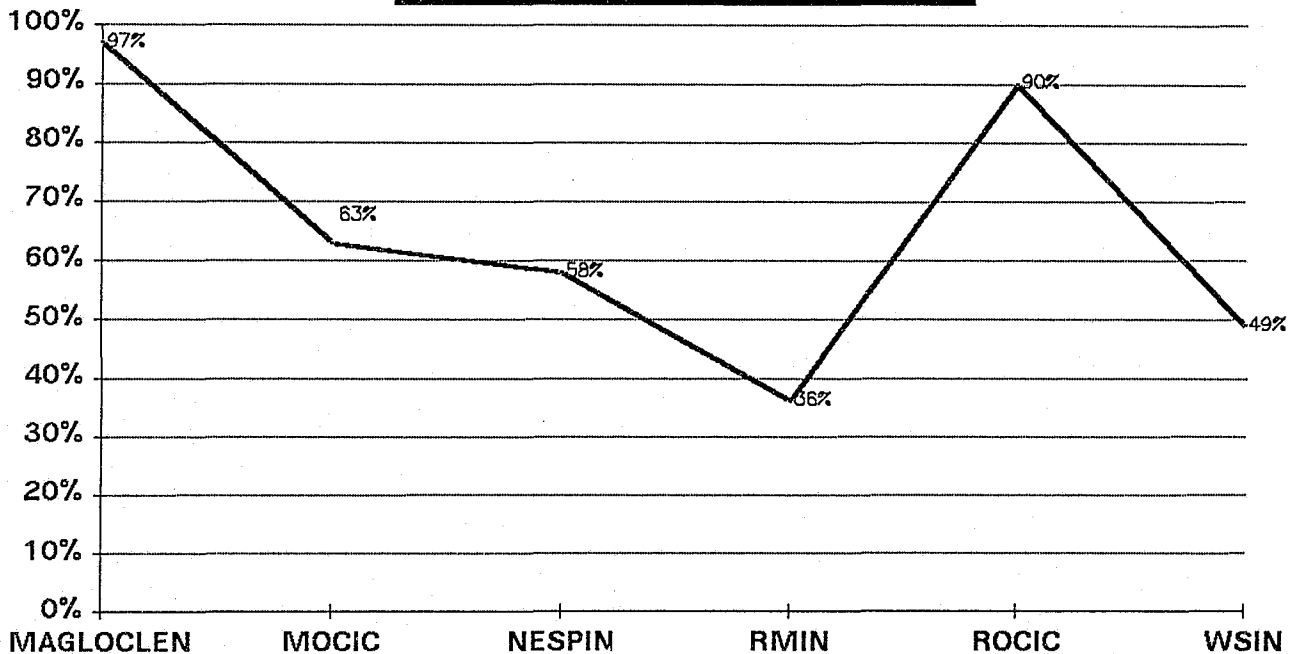## ACTIVE MEMBERS PER QUARTER
1985 AVERAGE

	MAGLOCLEN	MOCIC	NESPIN	RMIN	ROCIC	WSIN
TOTAL MEMBERS	72	347	55	496	195	713
AVERAGE ACTIVE	70	220	32	181	176	348

Legend: ▨ TOTAL MEMBERS ▨ AVERAGE ACTIVE

EXHIBIT 20
RATE OF PARTICIPATION PER QUARTER
1985 AVERAGE

MAGLOCLEN	MOCIC	NESPIN	RMIN	ROCIC	WSIN
97%	63%	58%	36%	90%	49%

29

project. This indicates that an average of 97% of MAGLOCLEN's 72 members, or 70 members, used a project service at least once or made a submission to the data base during the three month period. Four of the six projects reported increases in their participation rates over 1984.

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 members increases, the rate of participation decreases.

Four projects (MAGLOCLEN, 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.

The projects differ in the types of services offered to member agencies, particularly optional services and the priority given to each service. These differences affect service usage patterns. For example, since its inception, the ROCIC project has encouraged the use of the telecommunications (WATS/patch) system as a primary service to member agencies. This person to person contact is consistent with the project's historic use of well-attended membership conferences three times a year for intelligence exchange. As a result, use of this service at the ROCIC project has been and continues to be higher than at any other project. The NESPIN and MAGLOCLEN projects, on the other hand, did not implement WATS/patch capabilities until late 1982, have not promoted this service as a primary service, and show low usage patterns for WATS/patch services.

E. Administrative Components

Member Agencies

Exhibit 21 and 22 display RISS project membership for 1983, 1984, and 1985. The projects as a whole increased total agency membership from 1,052 agencies to 1,977 over the three year period.

Exhibit 22 indicates a continued steady growth rate in project membership. The 1983-1985 trend line growth rate averaged 28% annually. However, the membership growth rate is slowing from earlier higher growth rates. Funding uncertainties in late 1984 and early 1985 caused most projects to begin limiting the previous pattern of rapid growth. 1985 project memberships range from 74 members in the NESPIN project to 720 members in the WSIN project. From 1984 to 1985 the MOCIC project experienced the greatest increase in total number of members, or 90.

For all six projects, local (municipal and county) law enforcement agencies represented 79% of the total membership in 1984 and 81% in 1985.

The number of federal agencies which are project members increased from 92 in 1984 to 154 in 1985. The RMIN, ROCIC, MOCIC, MAGLOCLEN, and WSIN projects each have federal agency members. The ROCIC and MAGLOCLEN projects changed their constitutions and bylaws during 1985 to allow federal agencies as members, while the NESPIN project is currently in the process of changing its membership criteria to allow federal agencies as members. Federal agencies have always participated in joint investigations with NESPIN project members.

MAGLOCLEN recently modified its membership criteria to allow two law enforcement agencies in Canada to become project members.
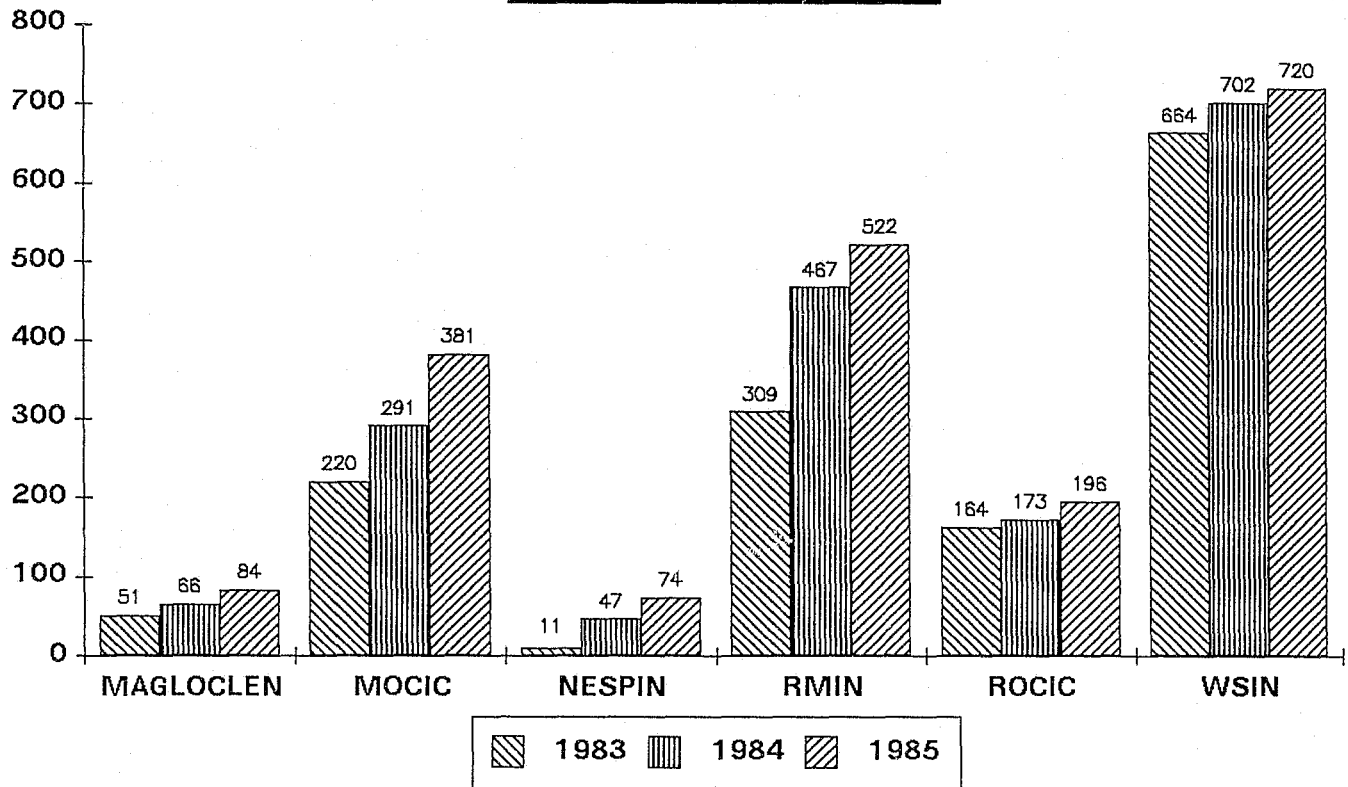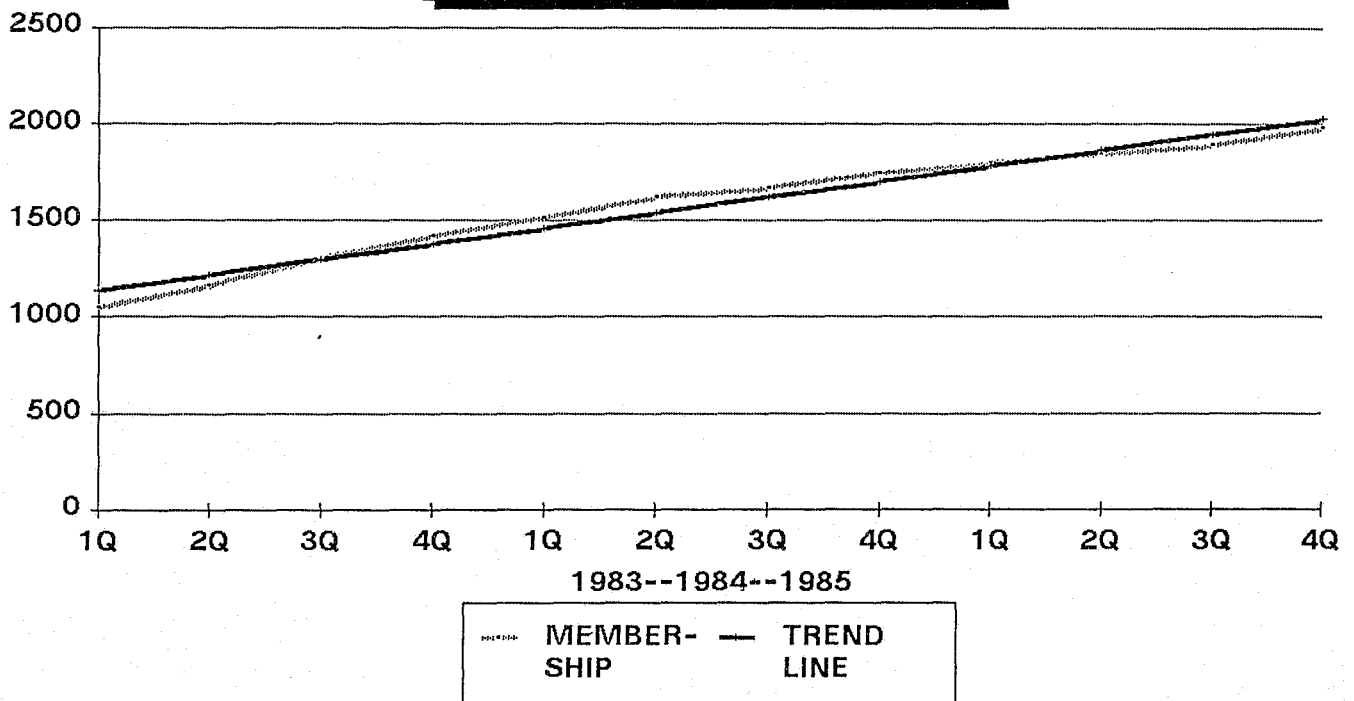
EXHIBIT 21
RISS PROJECT MEMBERSHIP

	1983	1984	1985
MAGLOCLEN	51	66	84
MOCIC	220	291	381
NESPIN	11	47	74
RMIN	309	467	522
ROCIC	164	173	196
WSIN	664	702	720

EXHIBIT 22
RISS PROJECT MEMBERSHIP GROWTH

1983--1984--1985

MEMBER-SHIP   TREND LINE

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 23 and 24 display the number of policy board agencies for each project and the number of regular meetings held in 1985 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 1985 ranged from 20 at the NESPIN project to 36 at the ROCIC project (see Exhibit 25). Not all 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, while at the RMIN project one fiscal position is assigned to the grantee agency.

The differences in number of field representatives generally relate to the size of the geographic area of each 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 coordinators. This has been a

EXHIBIT 23
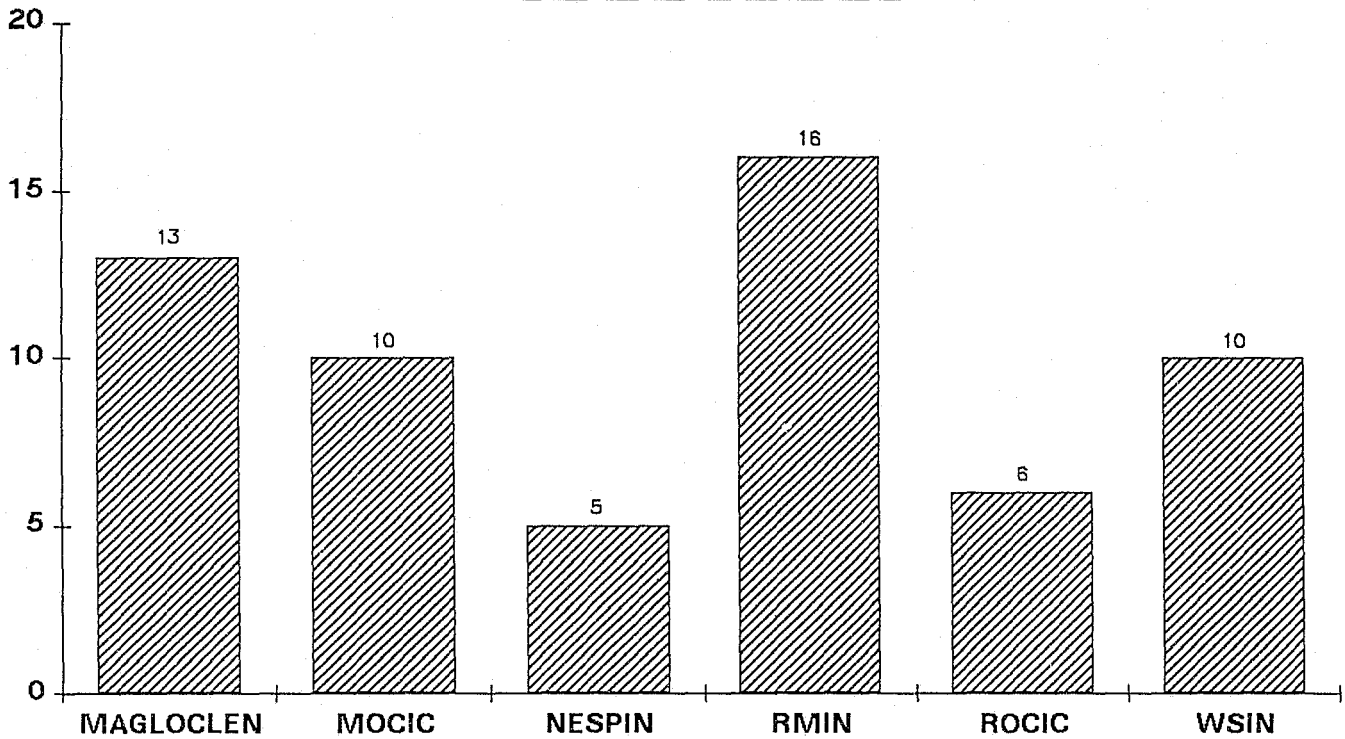## POLICY BOARD AGENCIES
DECEMBER 1985

EXHIBIT 24
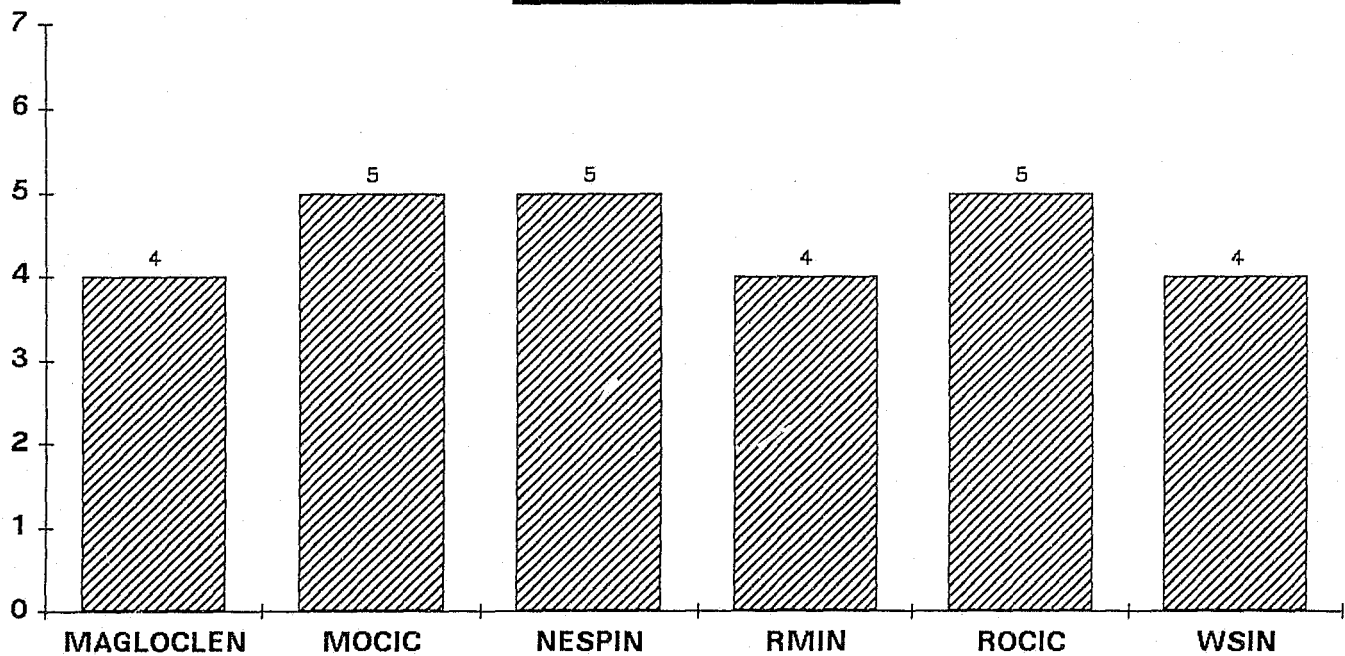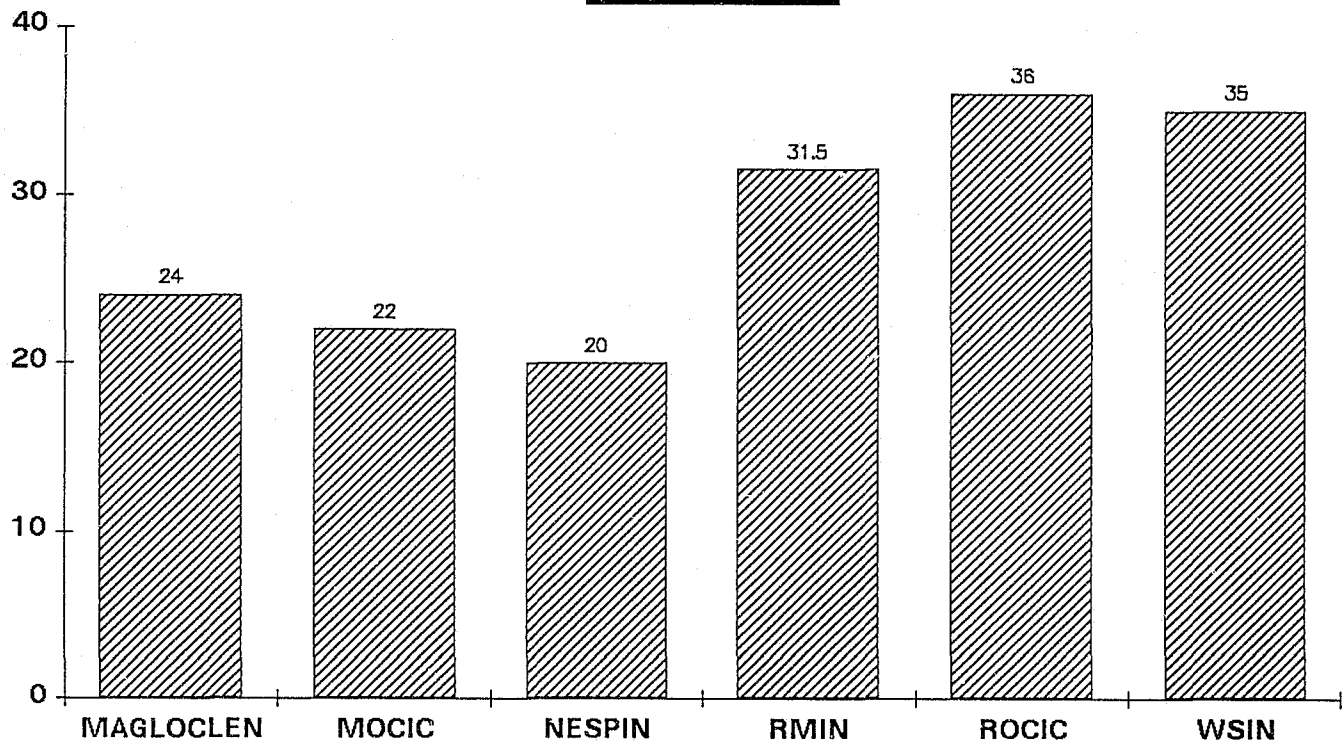## POLICY BOARD MEETINGS
1985

EXHIBIT 25
PROJECT STAFF
DECEMBER 1985

traditional part of the support package provided to member agencies which house project field coordinators, and is not necessarily related to workload.

III. CONCLUSIONS RESULTING FROM THE DATA ANALYSIS

1. Every project reported an increase in inquiries from 1984 to 1985, with the growth rate for inquiries averaging 74% annually during the 1983-1985 period (see Conclusion 5 for additional comments on project service delivery).

2. RISS Program funding remained at the same level for the third straight year, while overall project membership continued to grow at a rate which averaged 28% annually during the 1983-1985 period. The membership growth rate is slowing, however, from earlier higher growth rates.

3. 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 has observed improved, 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.

4. 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 which influence scope and delivery of services

may either enhance or diminish resources committed to particular service components. For example:
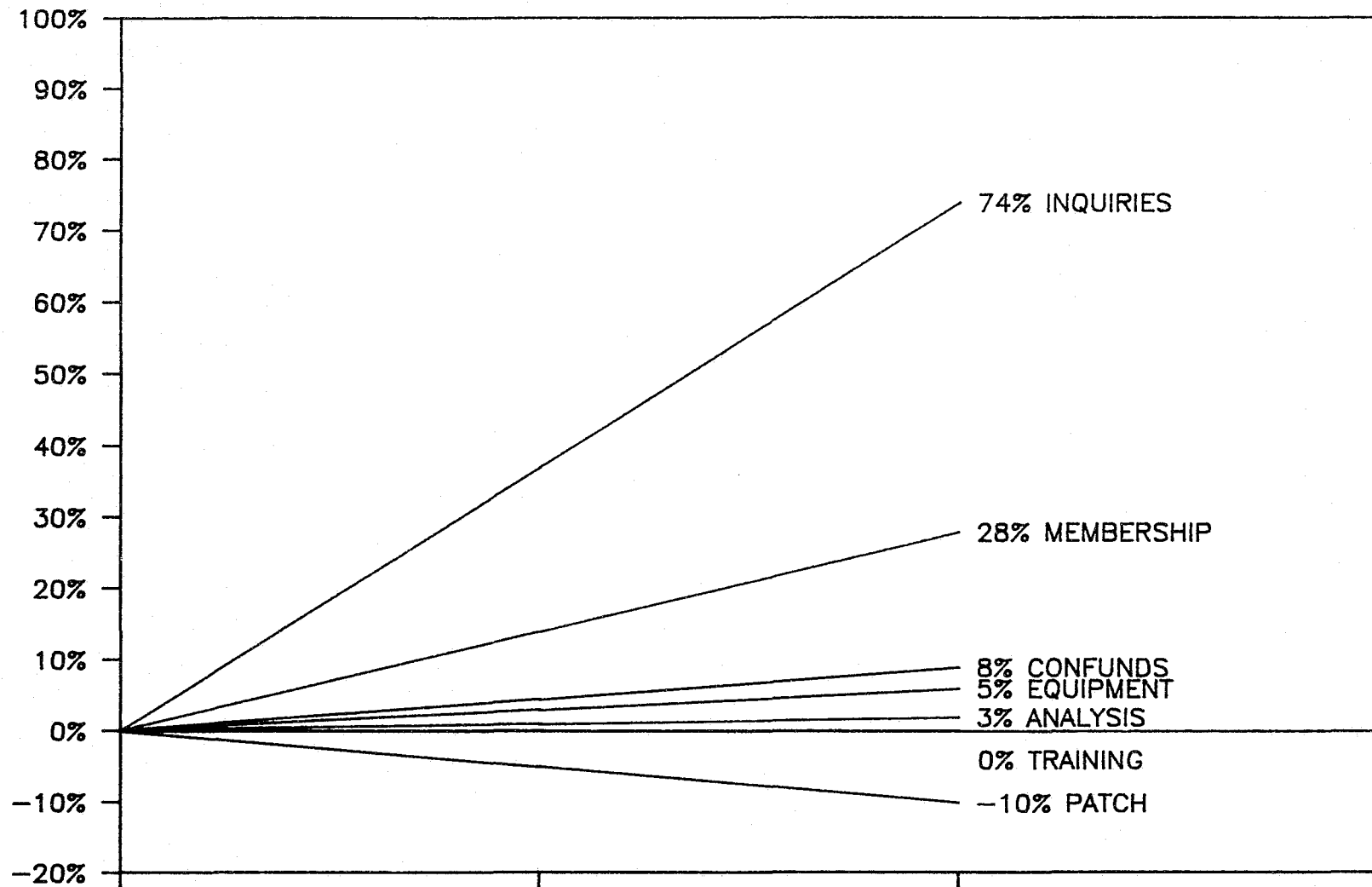
o   The MAGLOCLEN project emphasizes financial support for training and conference attendance to a much greater degree than the other projects;

o   The MOCIC and ROCIC projects accounted for 97% of all project patch calls during 1985;

o   The NESPIN project has not found it necessary to establish a formal publication to disseminate information to its member agencies on a regular basis, while the other five projects have;

o   Four of the projects sponsor projectwide membership conferences, with the ROCIC project giving considerable emphasis to member sharing of criminal information at its three-times-a year conferences, while two projects do not hold projectwide conferences at all; and

o   The MOCIC project, through project management and policy board action, was able to reduce usage of project patch call telecommunication services by 56% from 1984 to 1985.

5.   Trend lines and corresponding growth rates for various project services and activities for the 1983-1985 time period are displayed in Exhibit 26. (Note: the trend line for analytical assistance covers only the two year period, 1984-1985; the trend line for training refers to the growth rate for individual attendees at RISS project training; and, the term "confunds" is the abbreviation for confidential funds.)

Every project reported an increase in inquiries from 1984 to 1985, with the growth rate for inquiries averaging 74% annually during the entire three year period. The increases may be due in part to modifications in reporting, which now allow the counting of inquiries to a project for telephone subscriber information on subjects involved in a multijurisdictional criminal investigation; however, the MOCIC project did experience a dramatic

1983--1985 TREND LINE

EXHIBIT 26

AVERAGE ANNUAL GROWTH RATE

- 74% INQUIRIES
- 28% MEMBERSHIP
- 8% CONFUNDS
- 5% EQUIPMENT
- 3% ANALYSIS
- 0% TRAINING
- −10% PATCH

PROJECT SERVICES AND ACTIVITIES

increase in inquiries from 2,641 in 1984 to 11,102 in 1985, due to a documented increase in workload (see page 12 for additional details). In addition, projects began giving special attention to increased use of the inquiry service by their members after last year's recommendation for additional emphasis in this area.

In the area of provision of analytical services to member agencies, three of the projects reported increases from 1984 to 1985 and three remained the same or decreased. The overall growth rate for analytical service requests averaged 3% a year for the 1984-1985 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 10% annually during the 1983-1985 period, with much of the decrease occurring during 1985. Both the ROCIC and MOCIC projects, which accounted for 97% of all 1985 RISS project patch calls, continued actions in 1985 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 8% a year for the 1983-1985 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 5% a year for the period 1983-1985. 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. And, although more than 10,000 persons attended project sponsored training programs during 1983-1985, there was virtually no growth in the level of training services provided for all six projects combined over the three year period.