

**THE RISS PROGRAM
ANALYSIS OF ACTIVITY**

Analysis of Data Relating to
Membership and Service Activities of the
Regional Information Sharing Systems Projects
and the Leviticus Project
1985-1987

**Bureau of
Justice
Assistance**

122300

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

RISS PROGRAM

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NCJRS

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ACQUISITIONS

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October 1988

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PREFACE

The Office of Justice Programs (OJP) Regional Information Sharing Systems (RISS) Program is a federally funded program to support law enforcement efforts to combat drug trafficking, organized criminal activity, and white collar crime. 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 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).

One regional enforcement project -- the Leviticus Project -- provides coordination to agencies investigating crimes related to the coal, oil, and natural gas industries.

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

Chapters I and II of this report contain an analysis of RISS project activity data relevant to the RISS Program guideline established by OJP. The analysis 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 service activities is discussed. Analysis of the Leviticus Project activity relevant to the Regional Enforcement Program guideline established by OJP is presented in Chapter III. A discussion of project activities and implementation of shared funding alternatives is presented in Chapter IV. Conclusions resulting from the analysis of project activity and member agency service usage are presented in Chapter V.

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 local, state, and federal 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 "en-

hance 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 com-

ponents 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 service the normal day to day telecommunications requirements 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 main-

tain 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

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

PROJECT	Required Components			Optional Components					Service Components		
	Information Sharing-- Manual	Information Sharing-- Automated	Analytical	Telecom- munications	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

developed that reflects the ability of the project to administer and operate 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. The geographical profile of the Regional Information Sharing Systems Projects and the Leviticus Project is shown on page 6.

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 1985, 1986, and 1987. 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 1985-1987 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 26. 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 and enhance their information sharing through membership conferences and formal publications. 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 relevant articles or publications on criminal activity to member agencies; 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 1985 was a transition year for project data reporting, trend data presented for principal subjects and data base volume do not include the first two quarters of 1985. Submission data are presented for 1986 and 1987 only.

Trend data for the number of inquiries to project data bases and for analytical services for the three year period 1985-1987 are also 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 project continued its data base conversion process which began in 1986. 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 accord-

ing 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 December 1985, December 1986, and December 1987. As of December 1987, the six projects maintained information on 89,320 principal subjects--a ten percent increase over 1986. Five of the six projects reported increases between 1986 and 1987, while the sixth project (ROCIC) experienced a decrease as a result of a major internal review and purge during 1987. Exhibit 3 displays the increase in total number of principal subjects for all RISS projects combined over ten quarters during 1985, 1986, and 1987. The growth rate averaged 9% annually for the period (see Exhibit 26).

Exhibit 4 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. Five of the six projects reported increases between 1986 and 1987, while the sixth (ROCIC) experienced a decrease (see above reference to review and purge). Exhibit 5 displays the increase in total RISS project data base volume combined over ten quarters during 1985, 1986, and 1987. The growth rate averaged 34% annually for the period (see Exhibit 26).

EXHIBIT 2 NUMBER OF PRINCIPAL SUBJECTS - EACH PROJECT

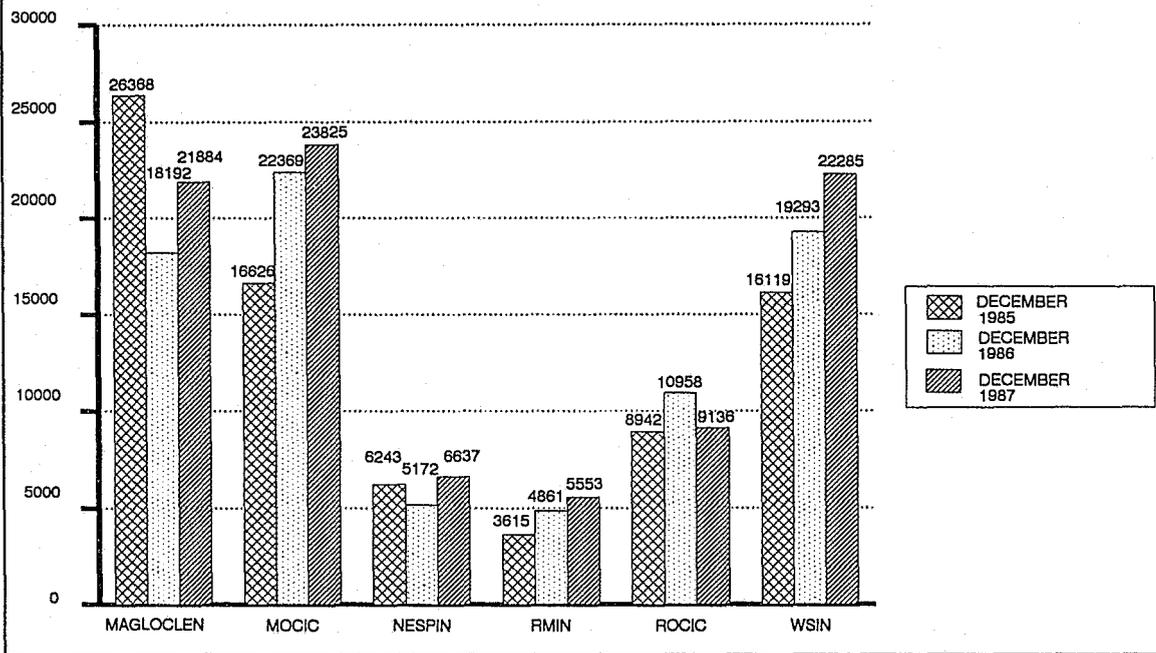


EXHIBIT 3 NUMBER OF PRINCIPAL SUBJECTS - COMBINED PROJECTS

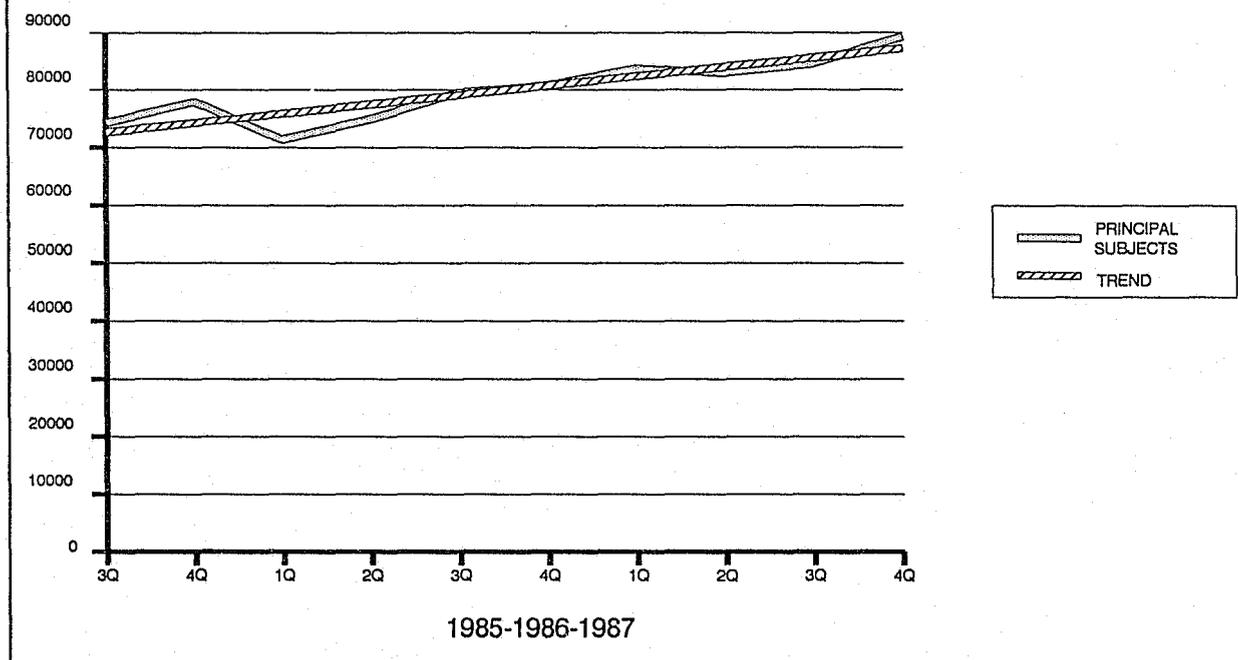


EXHIBIT 4 DATA BASE VOLUME - EACH PROJECT

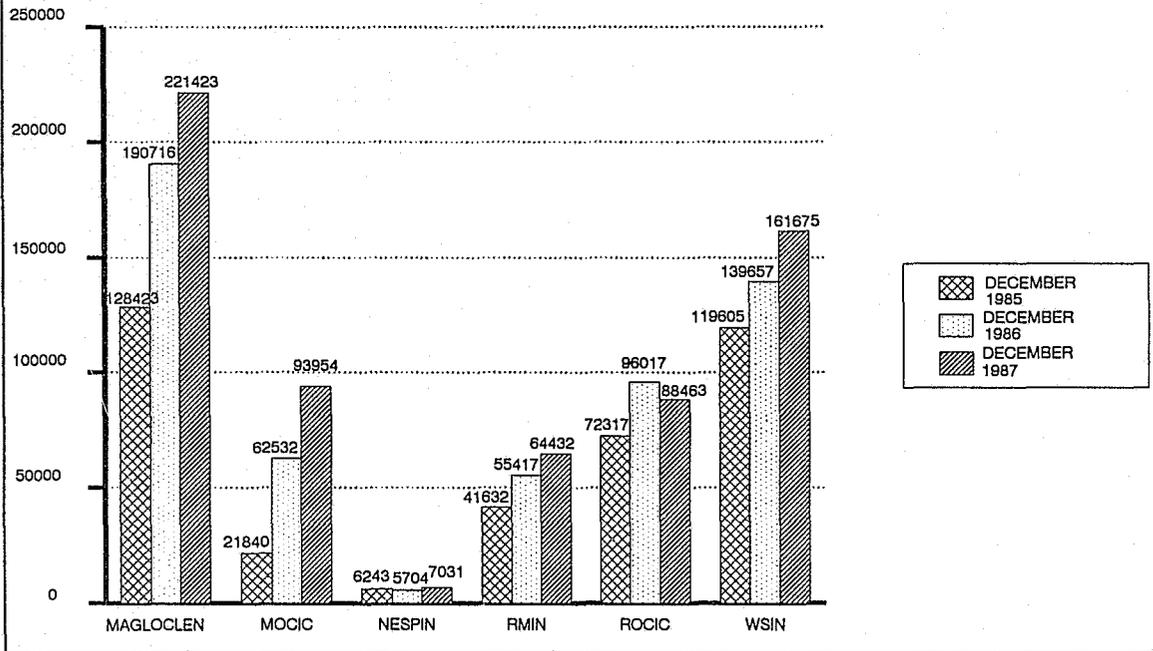
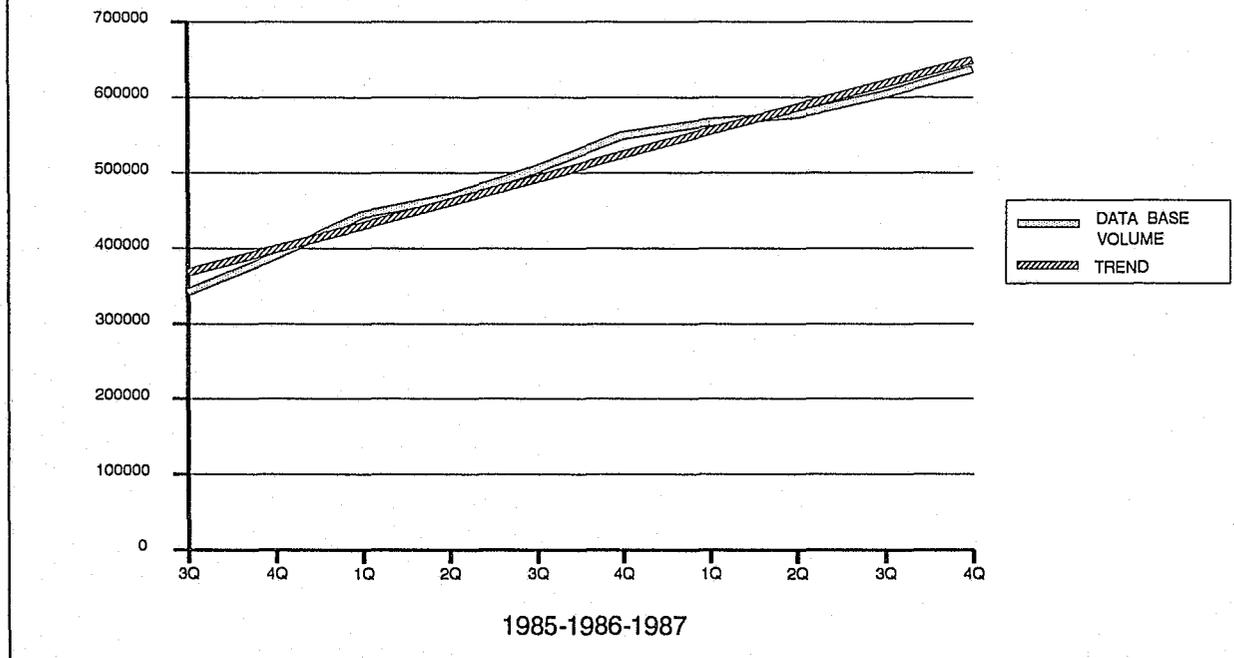
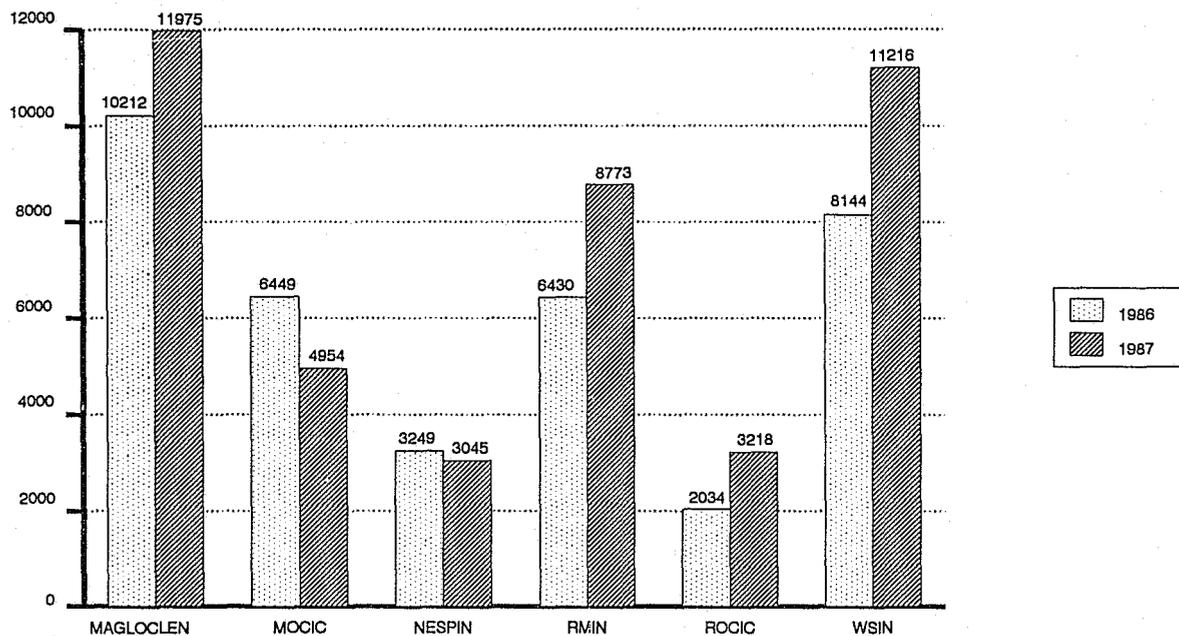


EXHIBIT 5 DATA BASE VOLUME - COMBINED PROJECTS



**EXHIBIT 6
SUBMISSIONS
NUMBER OF PRINCIPAL SUBJECTS ADDED TO DATA BASE**



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 routine review and purge processes implemented by each project. This process caused the decrease during 1987 in these data categories for the ROCIC 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 6. The revisions to data base reporting discussed above resulted in only two full calendar years of comparable data reported during 1986 and 1987 for this service area. A total of 43,181 principal subjects was submitted and added to the project data bases for 1987, which is an 18% increase over the same period in 1986.

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. The projects formerly received and processed this type of inquiry, although it was not uniformly reported.

Activity in this service area is displayed in Exhibits 7 and 8. Four of the six projects experienced a decrease in inquiries from 1986 to 1987. 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 resulting in the use of the MOCIC data base to conduct background investigations on applicants for state lottery franchises. Although this type of inquiry continues to be processed on an ongoing basis by the project, the volume has decreased from its 1985 initial startup activity.

Exhibit 8 indicates the overall growth trend for inquiries to all RISS projects combined over the three year period. The growth rate averaged 12% annually (see Exhibit 26).

Member agency inquiries generate various types of activity by each project including data base 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 inquiry. The number of hits in project files during 1987 for all projects combined was 2,987. The number of hits in member agency or other agency files during 1987 for all projects combined was 15,794.

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 information 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 multijurisdictional investiga-

EXHIBIT 7 INQUIRIES - EACH PROJECT

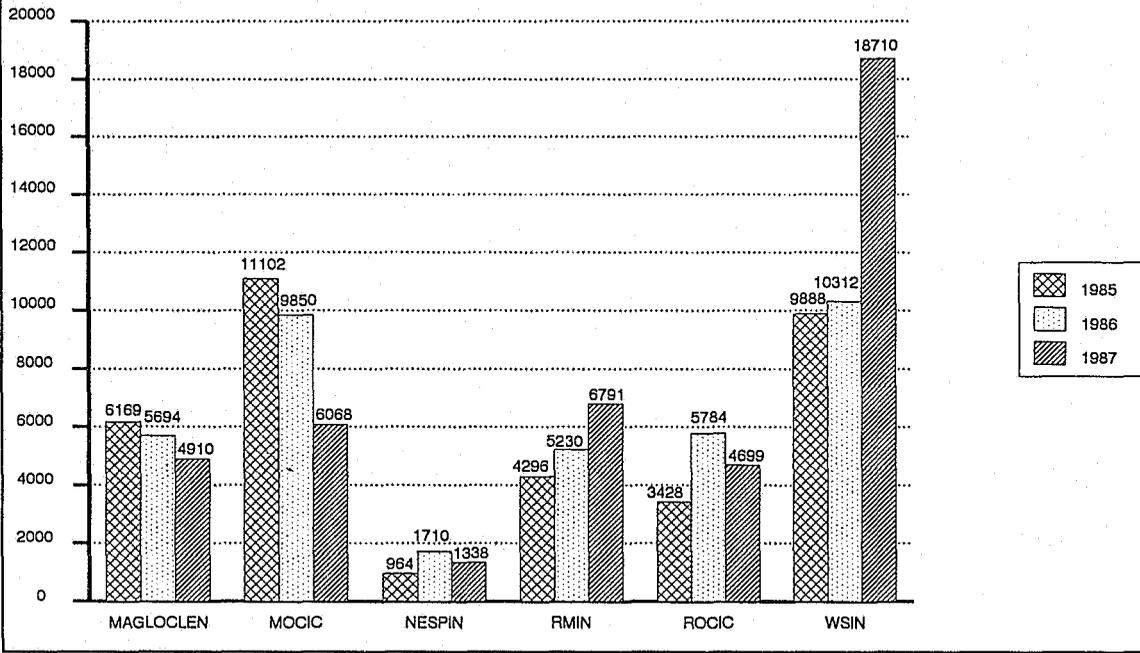
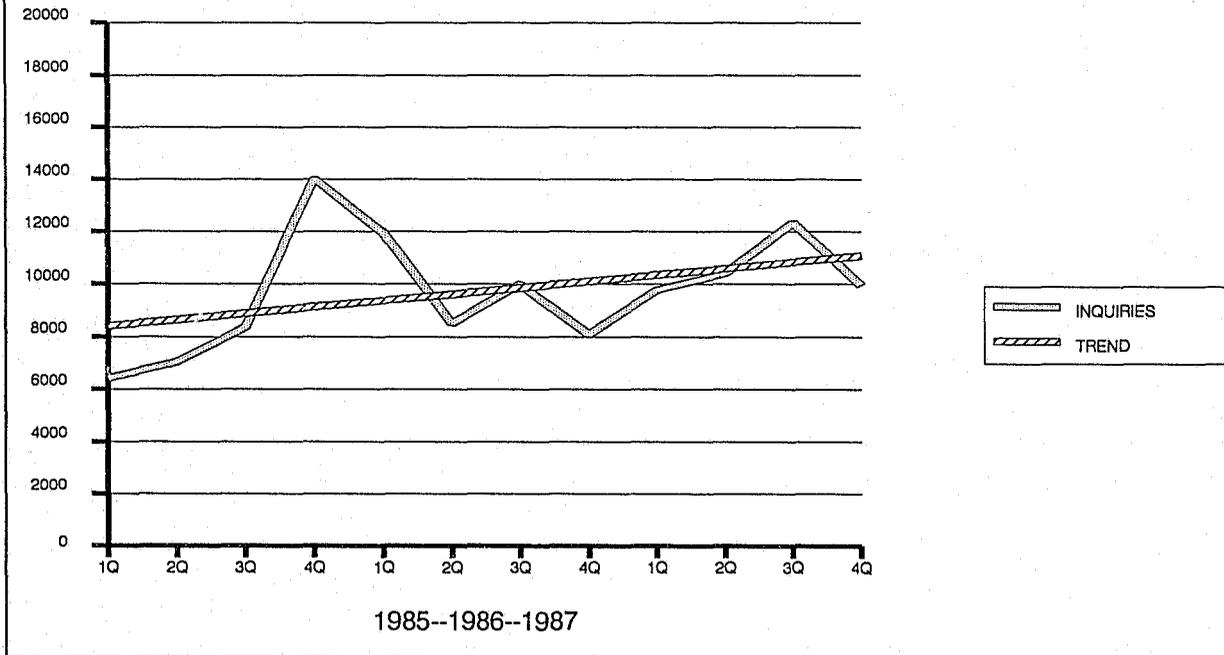


EXHIBIT 8 INQUIRIES - COMBINED PROJECTS



tions or emerging criminal groups. The projectwide, regional, and state membership information sharing conferences combined were attended by 2,872 representatives from 1,589 agencies during 1987. Also, during 1987 the ROCIC project sponsored the second national conference on serial murders. The conference was attended by 207 representatives from 106 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 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 related support staff positions, the skill level of the project analysts, and the type and complexity of specific services and products.

As of December 1987, authorized analytical staff at each project ranged from three at the NESPIN project to seven at the WSIN project. The MAGLOCLLEN, MOCIC, and ROCIC projects each had five, 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 9 and 10 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.

EXHIBIT 9 ANALYTICAL SERVICES - EACH PROJECT

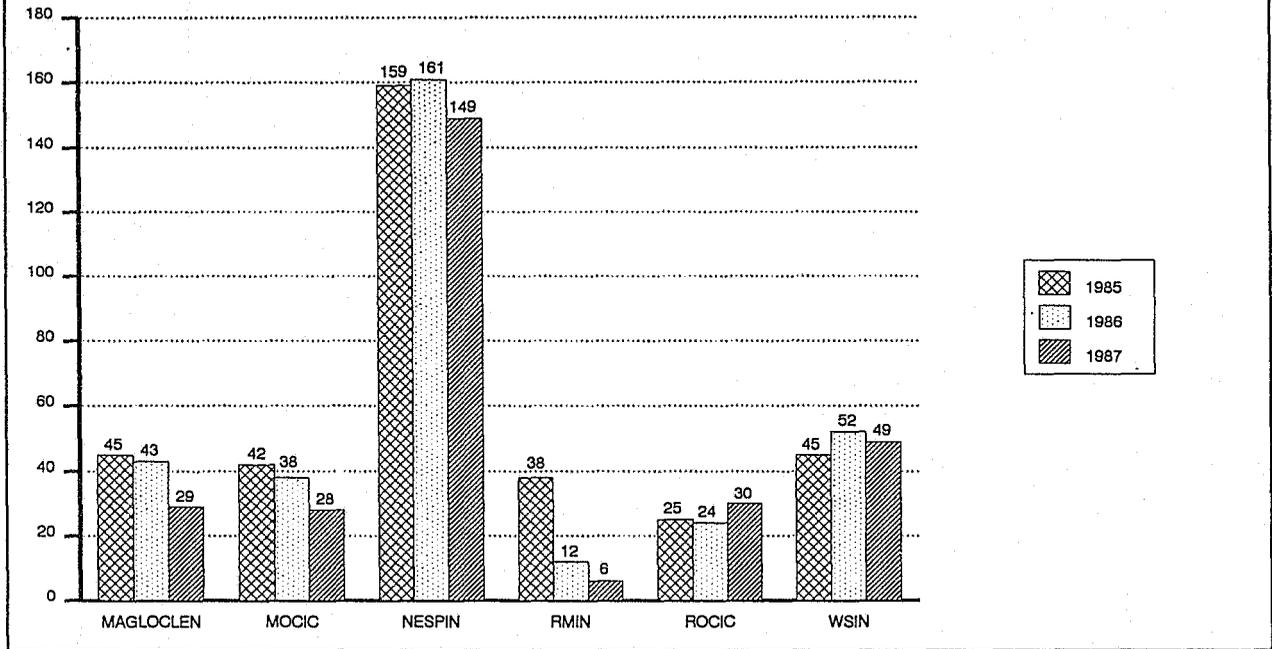
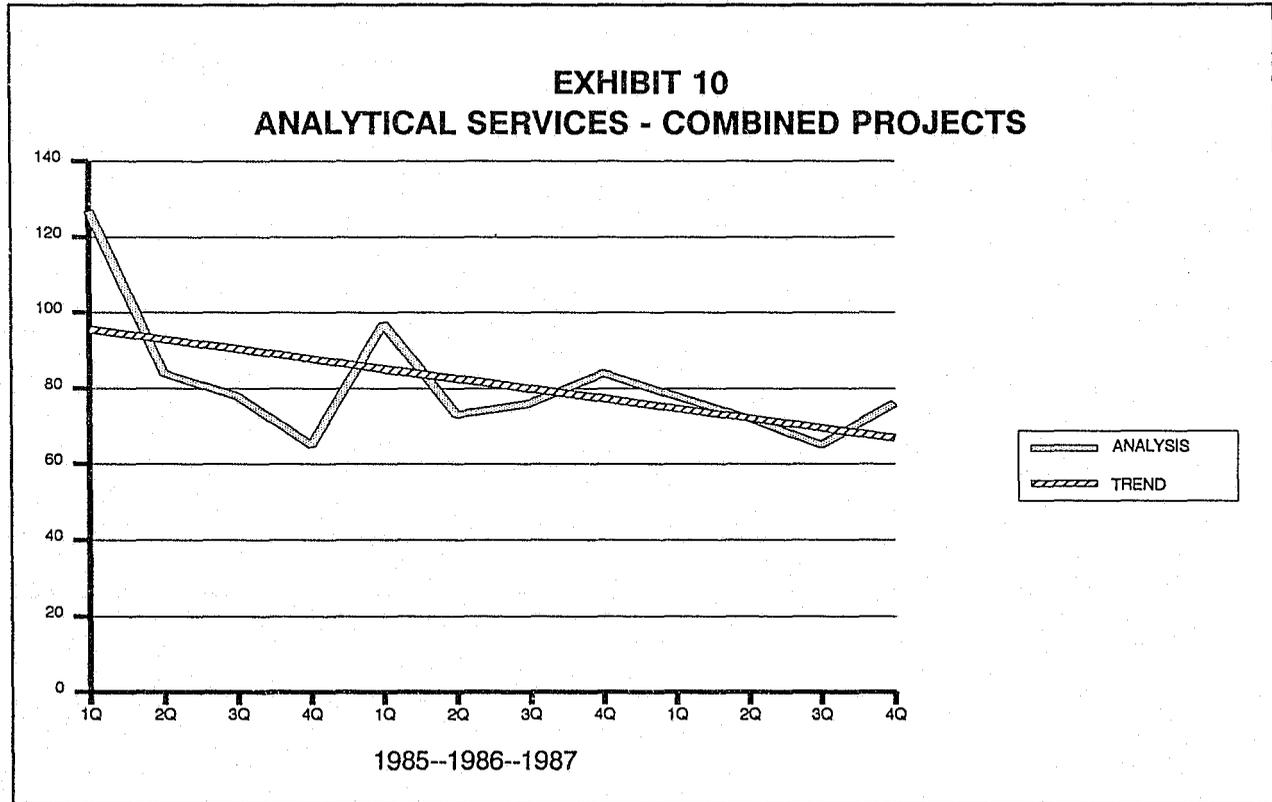


EXHIBIT 10 ANALYTICAL SERVICES - COMBINED PROJECTS



The number of analytical service requests received by each project during 1985, 1986, and 1987 is displayed in Exhibit 9.

The ROCIC project reported a 25% increase in analytical service requests between 1986 and 1987, while the other five projects experienced decreases. The RMIN project service activity decline is attributed to two factors: a backlog in service requests handled by the RMIN project staff which deterred member agencies from making additional requests and the physical relocation of the project from Albuquerque, New Mexico, to Phoenix, Arizona. The number of analytical service requests a project may handle is occasionally affected by lack of available personnel due to turnover in trained analytical staff members and time required to recruit and train new personnel. This is the case in the decrease in 1987 for this data category for the MAGLOLEN and MOCIC projects. Project officials also attribute the service request decline to analyst personnel spending increased amounts of time on training activities for member agencies. Training activities for all projects combined have increased for the period 1985-1987 (see Exhibits 19-20). 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 10 displays the decrease in total RISS project analytical service requests over the three year period. The negative growth rate averaged 11% annually for the three years (see Exhibit 26).

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 1985-1987.

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--94% during 1987 (see Exhibit 11). However, over the past several years the ROCIC and MOCIC project policy boards initiated actions 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, and the ROCIC project initiated a requirement that member agencies provide a case number or case type when using the WATS telephone system. Although the MOCIC and ROCIC project patch call usage increased somewhat during 1987, the current usage level for each project is close to half the 1984 levels. This overall decrease is directly attributed to the above mentioned policy board actions.

Exhibit 12 displays the decrease in total RISS project patch calls over the three year period. The negative growth rate averaged 14% 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 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 data bases and sometimes lead to provision of other project services, including analytical services.

Exhibit 13 indicates the number of instances of confidential fund services provided by the projects for the period 1985-1987. During 1987 these services ranged from 26 at the ROCIC project to 116 at the WSIN project. Information is also 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 \$710,596 for calendar year 1987.

Provision of confidential fund support services varies depending on individual project management policy and budget constraints. Although several projects curtailed activities in this service area during past years due to funding constraints, Exhibits 14 and

EXHIBIT 11 PATCH CALLS - EACH PROJECT

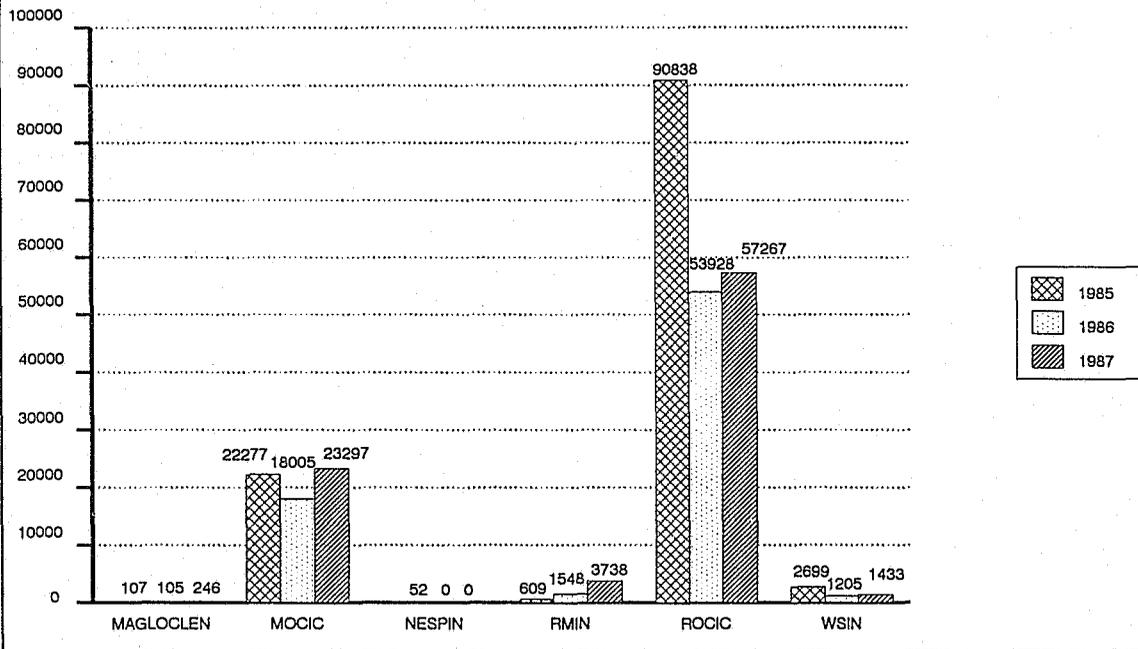
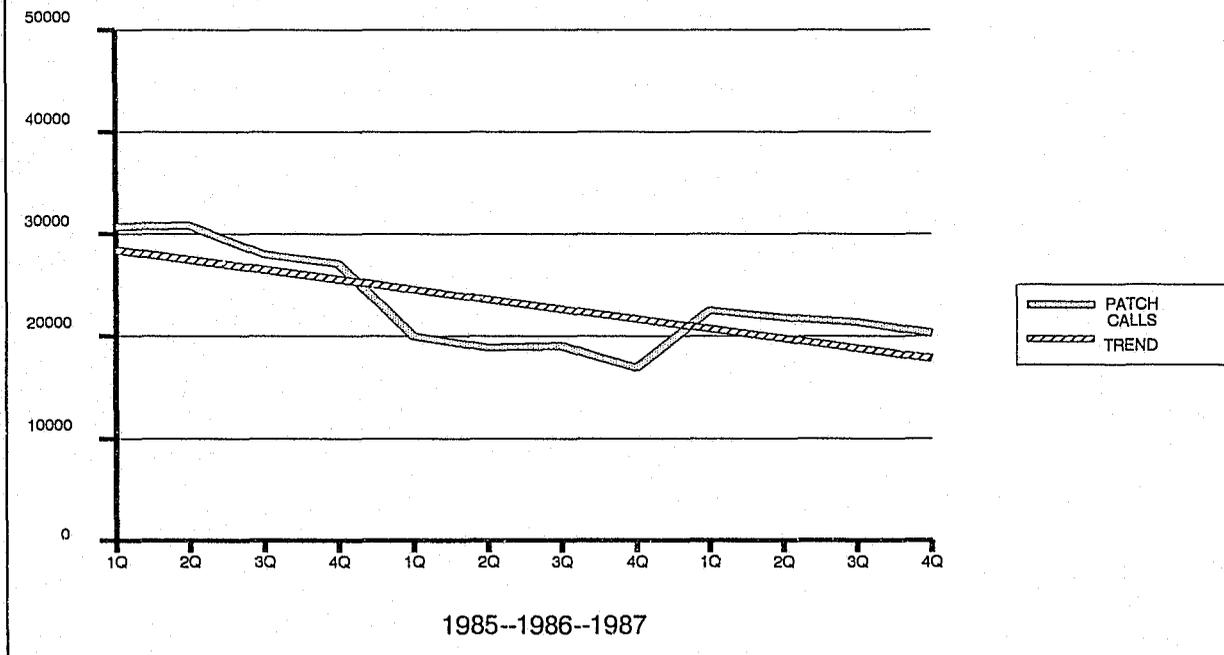
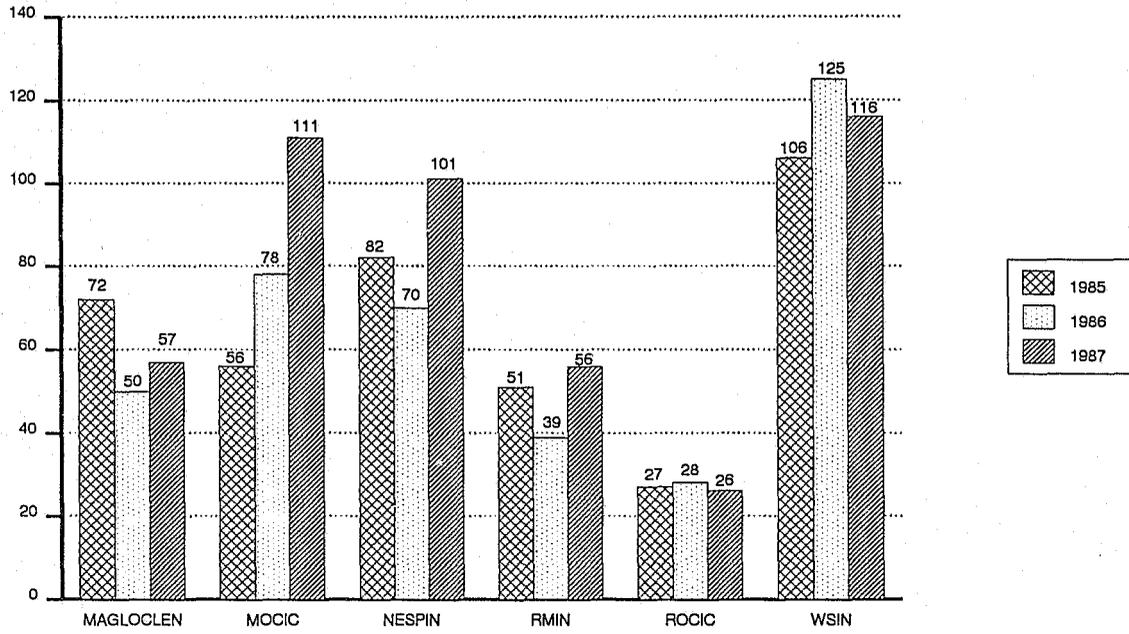


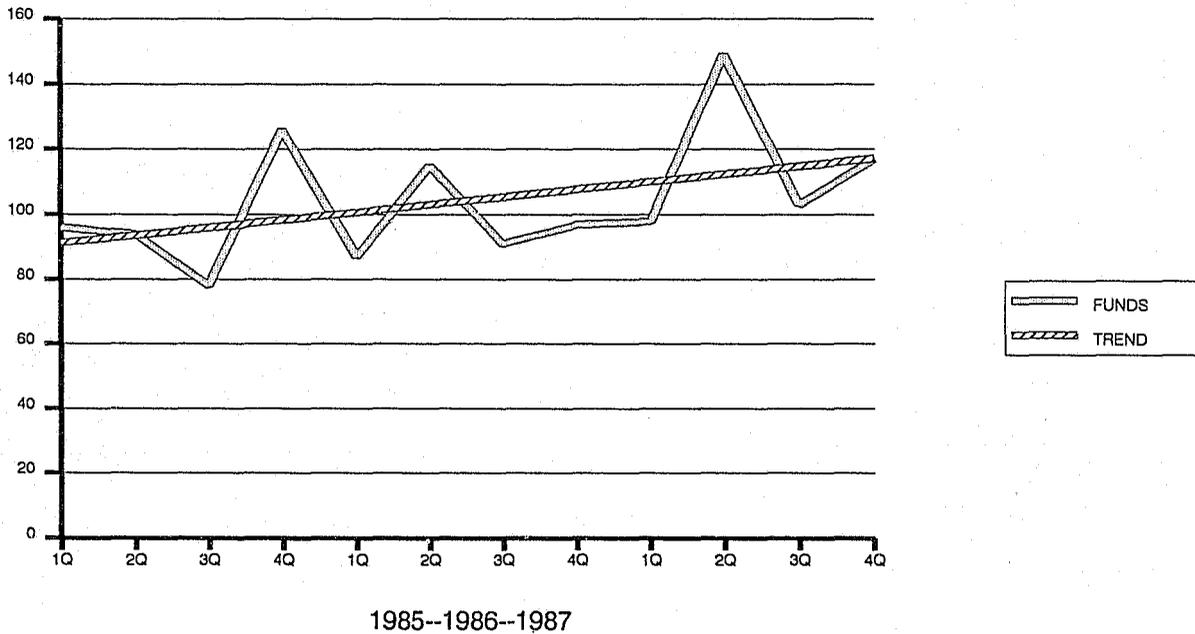
EXHIBIT 12 PATCH CALLS - COMBINED PROJECTS



**EXHIBIT 13
CONFIDENTIAL FUNDS - EACH PROJECT**



**EXHIBIT 14
CONFIDENTIAL FUNDS - COMBINED PROJECTS**



26 display an overall growth rate averaging 10% annually for the three year period.

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.

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 15 displays project activity in loaning specialized investigative equipment to member agencies. The MOCIC project decrease in 1987 in this service category is attributed to a change in their counting method in converting to uniform quarterly reporting.

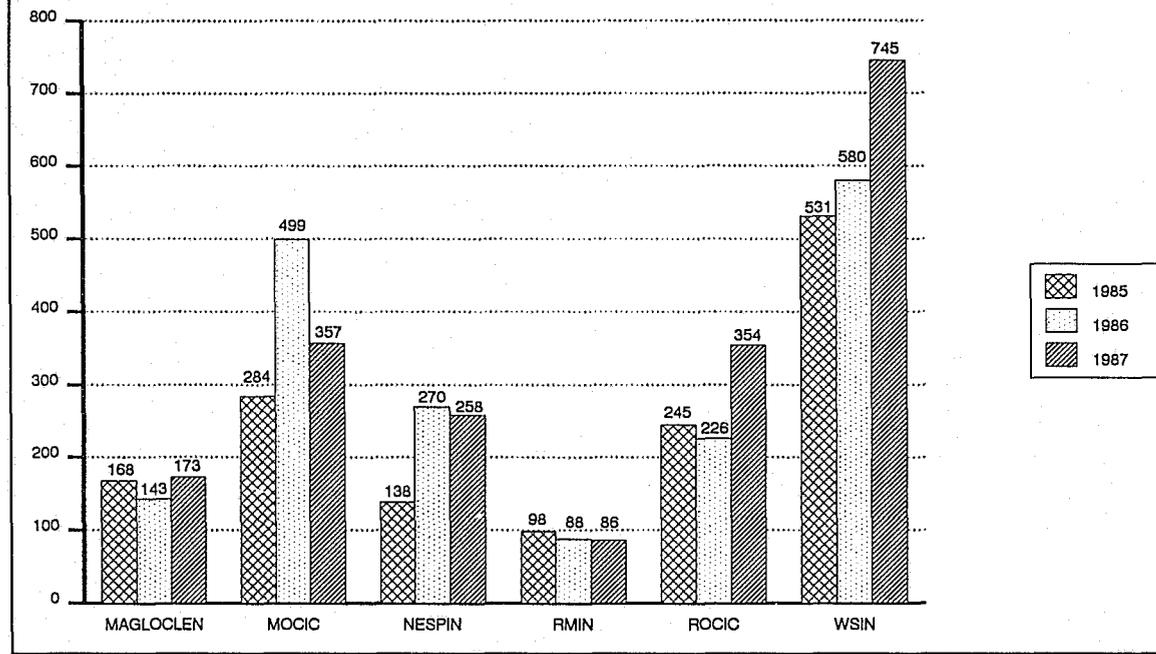
Exhibits 16 and 26 display an average growth rate for loan of investigative equipment of 14% annually for the three year period. Future trends for this service component will continue to be affected primarily by purchases of new equipment and the condition of available equipment, as well as member needs.

Technical Assistance

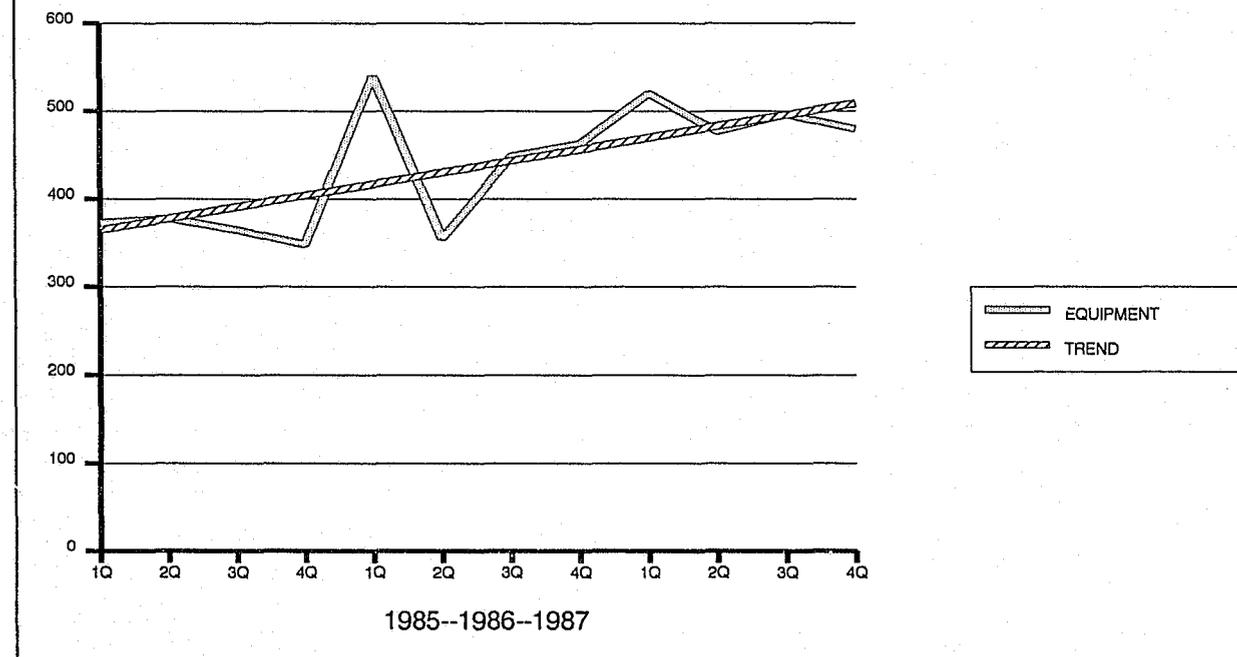
The technical assistance service component encompasses consultation, advice, and information regarding submission of data to the project data base, use of project specialized equipment, investigative procedures, confidential funds in support of multijurisdictional investigations, and information analysis.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

**EXHIBIT 15
INVESTIGATIVE EQUIPMENT - EACH PROJECT**



**EXHIBIT 16
INVESTIGATIVE EQUIPMENT - COMBINED PROJECTS**



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.

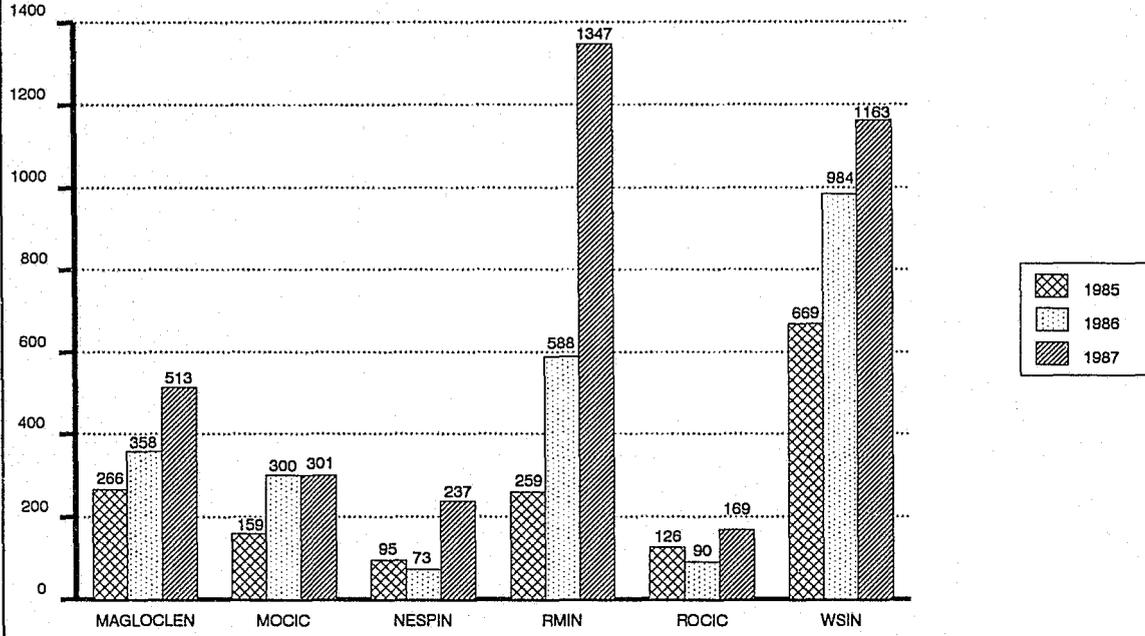
Types of training sponsored by the projects to enhance investigative coordination and information sharing skills include subject areas related to specialized investigative equipment, analytical techniques, surveillance techniques, techniques for investigating narcotics trafficking, organized crime, economic 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 agen-

cy personnel to training courses and conferences consistent with project goals and objectives.

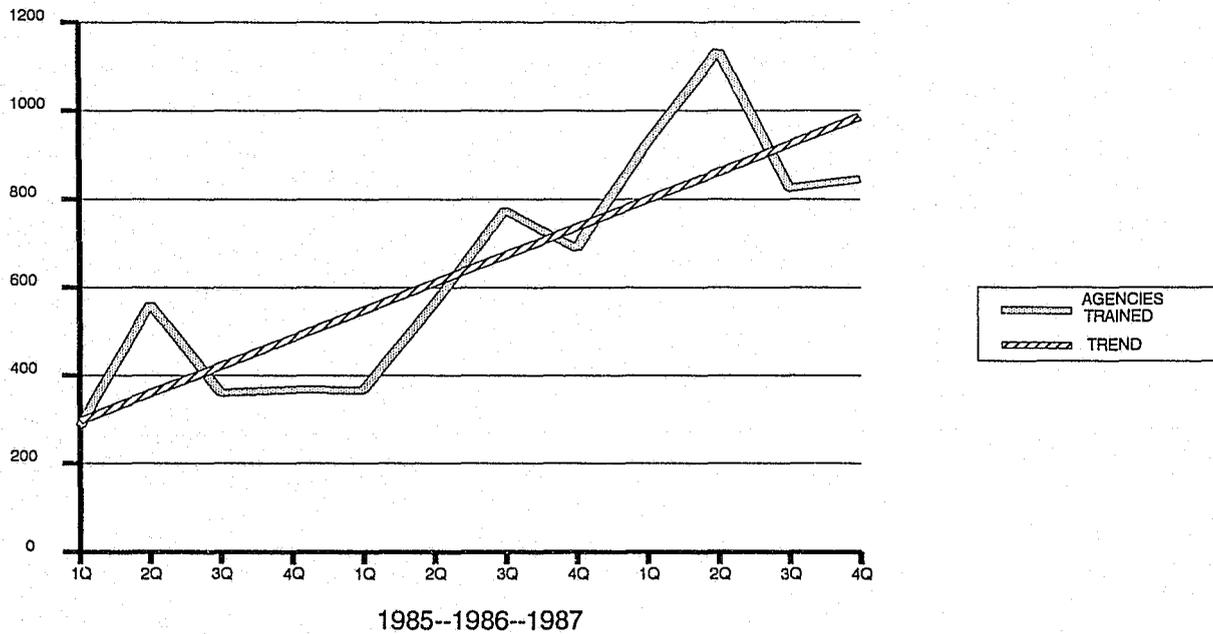
Exhibits 17-20 display the number of agencies represented and attendees at project sponsored training programs. Over 19,000 persons attended the training programs during the period 1985-1987. Five of the projects experienced an increase in the number of persons attending training between 1986 and 1987, although there appeared to be a downward trend during the latter part of the year. The RMIN project increase is attributed in part to more consistent reporting of training activities conducted by the project field representatives. Exhibit 20 indicates 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 87% (see Exhibit 26).

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 provides analytical techniques 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

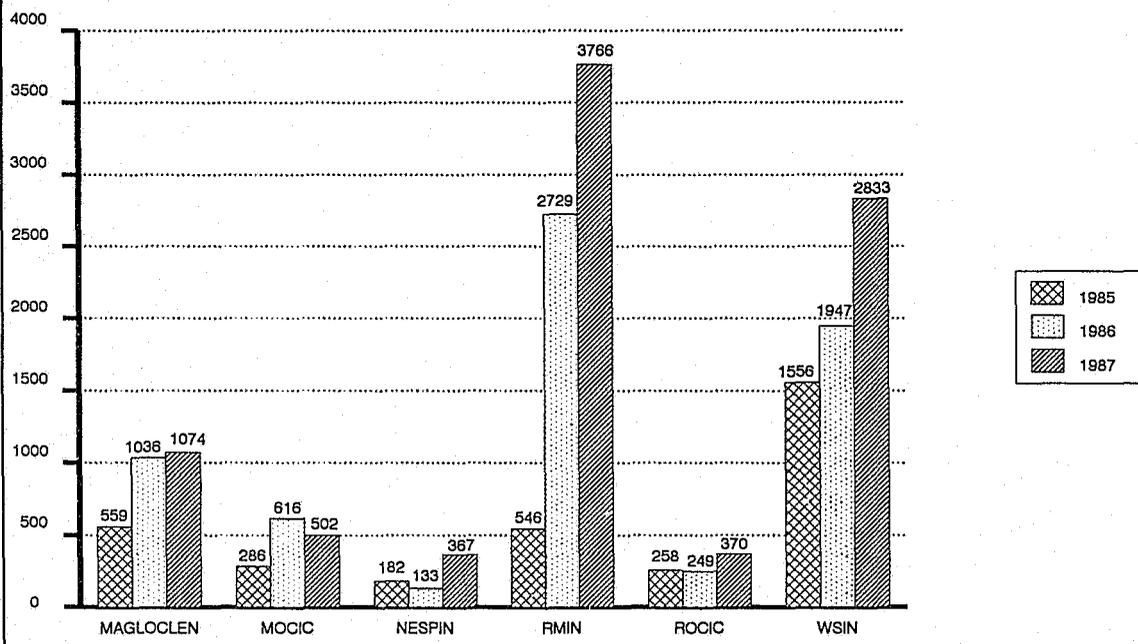
**EXHIBIT 17
AGENCIES TRAINED - EACH PROJECT**



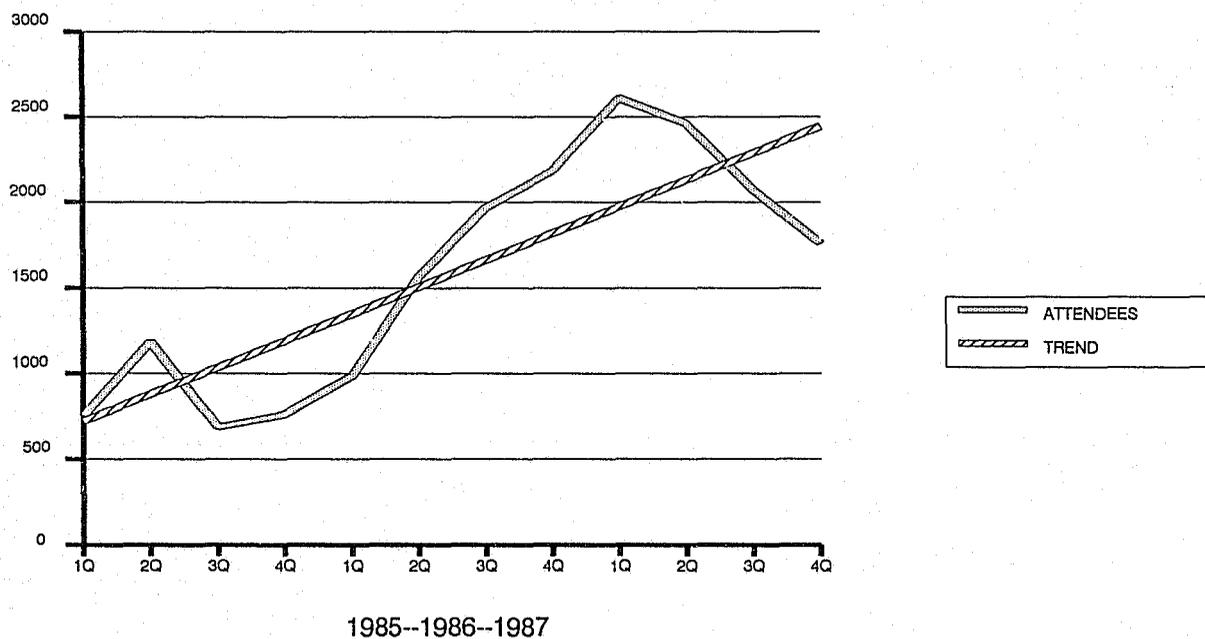
**EXHIBIT 18
AGENCIES TRAINED - COMBINED PROJECTS**



**EXHIBIT 19
ATTENDEES AT TRAINING - EACH PROJECT**



**EXHIBIT 20
ATTENDEES AT TRAINING - COMBINED PROJECTS**



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.

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. In addition, the MOCIC project developed an intensive course for their member agencies in use of surveillance equipment. During 1987, the NESPIN project began sponsoring specialized training in narcotics investigative techniques for its 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 share knowledge, information, or skills received with other member agencies.

D. Participation in Project Service Activity

Data regarding member agency participation in project activities, including data base submissions and service usage, are routinely collected and analyzed to measure the extent to which member agencies become in-

involved in project activities. Projects are continuing to enhance their management information system capabilities to implement more completely the data collection process.

Exhibit 21 displays summary member agency participation information for the four quarters of calendar year 1987. 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 1987 (March 31, 1987). The participation of these agencies was then tracked for each of the four quarters of 1987. Exhibit 21 indicates, by project, the number of members who participated during 1987. The rate of participation in project services during at least one quarter out of the four quarters ranged from 69% at the RMIN project to 99% at the MAGLOCLLEN project.

Exhibit 22 displays summary 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 project as of the end of the first quarter of 1987. Although the NESPIN project currently has federal agency members, there were no federal agency members in the control group for the 1987 participation

EXHIBIT 21
- ALL MEMBER AGENCIES -
PARTICIPATION DURING FOUR QUARTERS
JANUARY 1987 - DECEMBER 1987

MEMBER PARTICIPATION	MAGLOCLEN	MOCIC	NESPIN	RMIN	ROCIC	WSIN	TOTAL
PARTICIPATED ALL FOUR QUARTERS	92 (65%)	181 (42%)	50 (42%)	76 (14%)	183 (81%)	203 (31%)	785 (37%)
PARTICIPATED AT LEAST THREE QUARTERS	119 (84%)	255 (59%)	71 (60%)	154 (28%)	202 (89%)	320 (49%)	1121 (52%)
PARTICIPATED AT LEAST TWO QUARTERS	138 (97%)	328 (75%)	94 (80%)	249 (45%)	213 (94%)	393 (60%)	1415 (66%)
PARTICIPATED AT LEAST ONE QUARTER	141 (99%)	391 (90%)	109 (92%)	386 (69%)	217 (96%)	495 (75%)	1739 (81%)
DID NOT PARTICIPATE	1 (1%)	44 (10%)	9 (8%)	172 (31%)	10 (4%)	163 (25%)	399 (19%)
MEMBERS AS OF FIRST QUARTER 1987	142	435	118	558	227	658	2138

EXHIBIT 22
- MEMBER FEDERAL AGENCIES -
PARTICIPATION DURING FOUR QUARTERS
JANUARY 1987 - DECEMBER 1987

MEMBER PARTICIPATION	MAGLOCLEN	MOCIC	NESPIN	RMIN	ROCIC	WSIN	TOTAL
PARTICIPATED ALL FOUR QUARTERS	4 (33%)	1 (11%)	0 (0%)	5 (7%)	1 (17%)	11 (58%)	22 (18%)
PARTICIPATED AT LEAST THREE QUARTERS	8 (67%)	2 (22%)	0 (0%)	11 (15%)	3 (50%)	15 (79%)	39 (33%)
PARTICIPATED AT LEAST TWO QUARTERS	11 (92%)	6 (67%)	0 (0%)	19 (26%)	5 (83%)	16 (84%)	57 (48%)
PARTICIPATED AT LEAST ONE QUARTER	11 (92%)	8 (89%)	0 (0%)	32 (44%)	5 (83%)	19 (100%)	75 (63%)
DID NOT PARTICIPATE	1 (8%)	1 (11%)	1 (100%)	40 (56%)	1 (17%)	0 (0%)	44 (37%)
FEDERAL MEMBERS AS OF FIRST QUARTER 1987	12	9	1	72	6	19	119

analysis. For the remaining five projects, the rate of federal agency member participation in project services during at least one quarter of the four quarters ranged from 44% at the RMIN project to 100% at the WSIN 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.

E. Administrative Components

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

Member Agencies

Exhibits 23 and 24 display RISS project membership for 1985, 1986,

and 1987. The projects as a whole increased total agency membership from 1,797 agencies to 2,240 over the three year period. During 1987, the RMIN project implemented a membership fee for all member agencies. As a result, some member agencies withdrew from the project. The decrease in the number of RMIN project members in 1987 is directly attributed to the implementation of the membership fee.

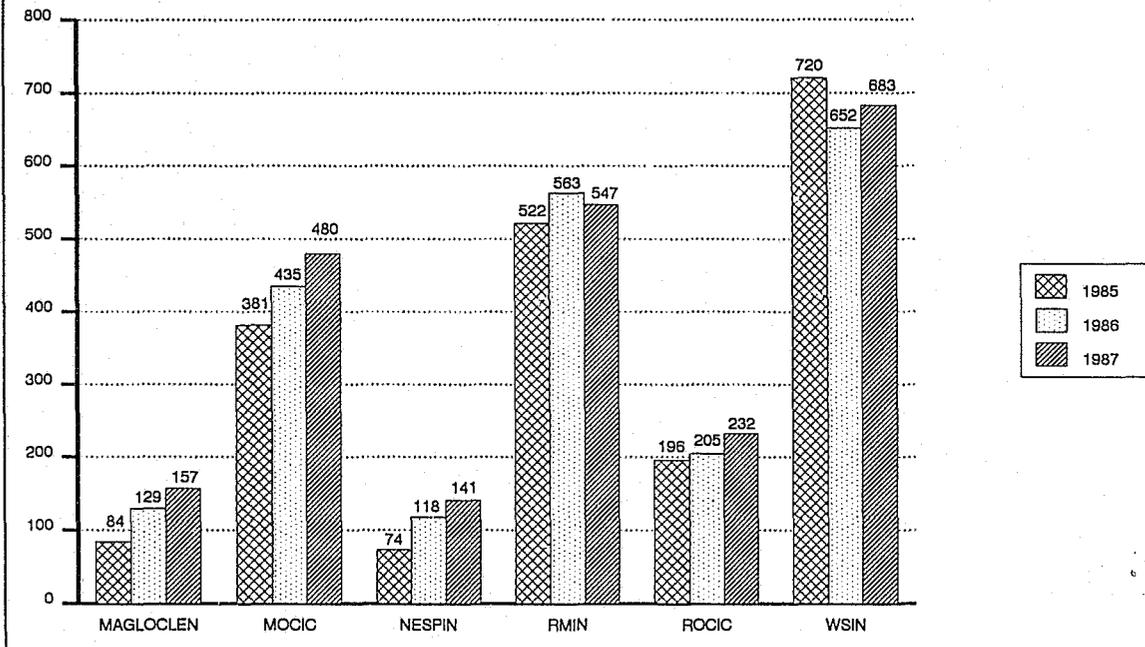
Exhibit 24 indicates a continued steady growth rate in project membership. The 1985-1987 growth rate averaged 9% annually (see Exhibit 26). However, the membership growth rate is slowing from earlier higher growth rates. Project membership for 1987 ranges from 141 members in the NESPIN project to 683 members in the WSIN project. From 1986 to 1987 the MOCIC project experienced the greatest increase in total number of members, or 45 member agencies.

For all six projects, local (municipal and county) law enforcement agencies represented 81% of the total membership in 1985, 83% in 1986, and 82% in 1987.

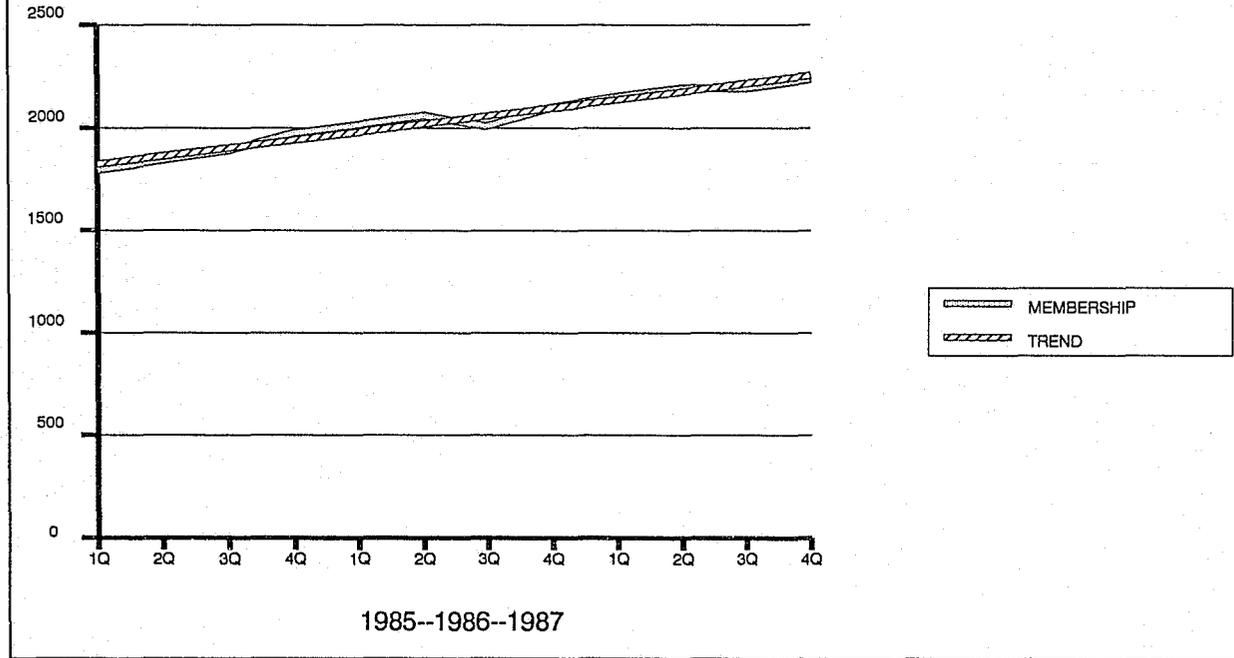
All six RISS projects have federal agency members. The number of federal agencies which are project members increased from 114 in 1986 to 136 in 1987.

The MAGLOCLLEN project modified its membership criteria and

**EXHIBIT 23
MEMBERSHIP - EACH PROJECT**



**EXHIBIT 24
MEMBERSHIP - COMBINED PROJECTS**



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, while WSIN is also considering adding Australian member agencies.

Four of the RISS projects have reached agreements to allow applications for membership from agencies in another project region as long as the applicant is also a member of its region's RISS project. For example, the MAGLOCLLEN project currently has a member from the State of Illinois (which is in the MOCIC project region) which is also a member of MOCIC.

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. 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. The number of policy board agencies for each project are:

MAGLOCLLEN	14
MOCIC	10

NESPIN	5
RMIN	16
ROCIC	6
WSIN	10

During 1987, each project policy board held regular meetings for project oversight purposes. The number of regular meetings held were: the ROCIC project six meetings; the MAGLOCLLEN, MOCIC, and NESPIN projects four meetings each; and the RMIN and WSIN projects three meetings each.

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 1987 ranged from 22 at the NESPIN project to 39 at the ROCIC project. The number of authorized staff of each project is as follows:

MAGLOCLLEN	30
MOCIC	24
NESPIN	22
RMIN	29
ROCIC	39
WSIN	35

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 representation, clerical, and headquarters communications. 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 project region. The number of authorized field representatives ranges from four at the NESPIN project to ten at the ROCIC project. 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.

III. ANALYSIS OF THE LEVITICUS PROJECT ACTIVITIES

A. Introduction

This analysis of the activities of the Leviticus Project is limited to activities relating to the program and administrative components as set out in the current Regional Enforcement Program Guideline published November 1, 1984 by the Office of Justice Programs, U.S. Department of Justice. As described in the Guideline, which regulates the project, the required project activity components are: shared case management; information sharing; investigation and prosecution; and investigative support. Technical assistance and training are optional activity components. In addition to these activity components, each regional enforcement project must be comprised of three basic administrative components: an oversight group, project staff, and participating agencies.

The Leviticus Project first received federal funding in 1980 to investigate and prosecute criminals operating in the Appalachian coal industry. The Leviticus Project differs from the other projects of the RISS Program in that it has an industry-wide, operational focus. Over the course of the project, member agencies have investigated and prosecuted coal industry

crimes and other related offenses, such as limited partnership tax shelter fraud, heavy equipment theft, frauds affecting financial institutions, and boiler room sales of deferred delivery coal contracts.

During 1986, project investigators identified linkages between coal related criminal activity and oil and gas industry criminal activity which led to consideration of expanding the project focus to include the oil and natural gas industries. During 1987, the Leviticus Project developed and implemented a program to expand its mandate to include the oil and natural gas industries and to increase the total membership to accommodate the newly targeted areas. (In June 1988, DOJ approved, on a temporary basis, expansion into criminal activities pertaining to precious metals.)

B. Project Operational and Service Activity

The Leviticus Project provides the following major services to participating agencies:

- Shared case management;
- Investigation and prosecution;

- Investigative support;
- Information sharing system; and
- Training.

Shared Case Management

The most unique aspect of the Leviticus Project is the shared management of project investigations and prosecutions by its member agencies. The project provides a formal mechanism for the review and coordination of target selection, designation of lead agencies, allocation of resources, investigation, and prosecution among its member agencies as the basis upon which to initiate and conduct enforcement operations. The member agencies share the overall responsibility for managing and supporting project investigations. The project Board of Directors is the mechanism whereby case assignments are made, monitored, and evaluated. Exhibit 25 displays the shared management and case funding process.

Investigation and Prosecution

Since the project's inception in 1980 through December 1987, a total of 180 cases have been formally designated as project multistate or multi-agency investigations. As of December 1987, there were 31 active investigations in which charges had not yet been brought. An additional 11 cases were

pending in which charges had been brought but were waiting final disposition. During 1987, 12 project investigations were closed. A total of 169 investigative and support personnel devoted approximately 39,000 hours to project work during the year.

Also in 1987, 105 other non-designated coal, oil, and gas related project investigations and/or complaints were reported as being under active investigation by member agencies.

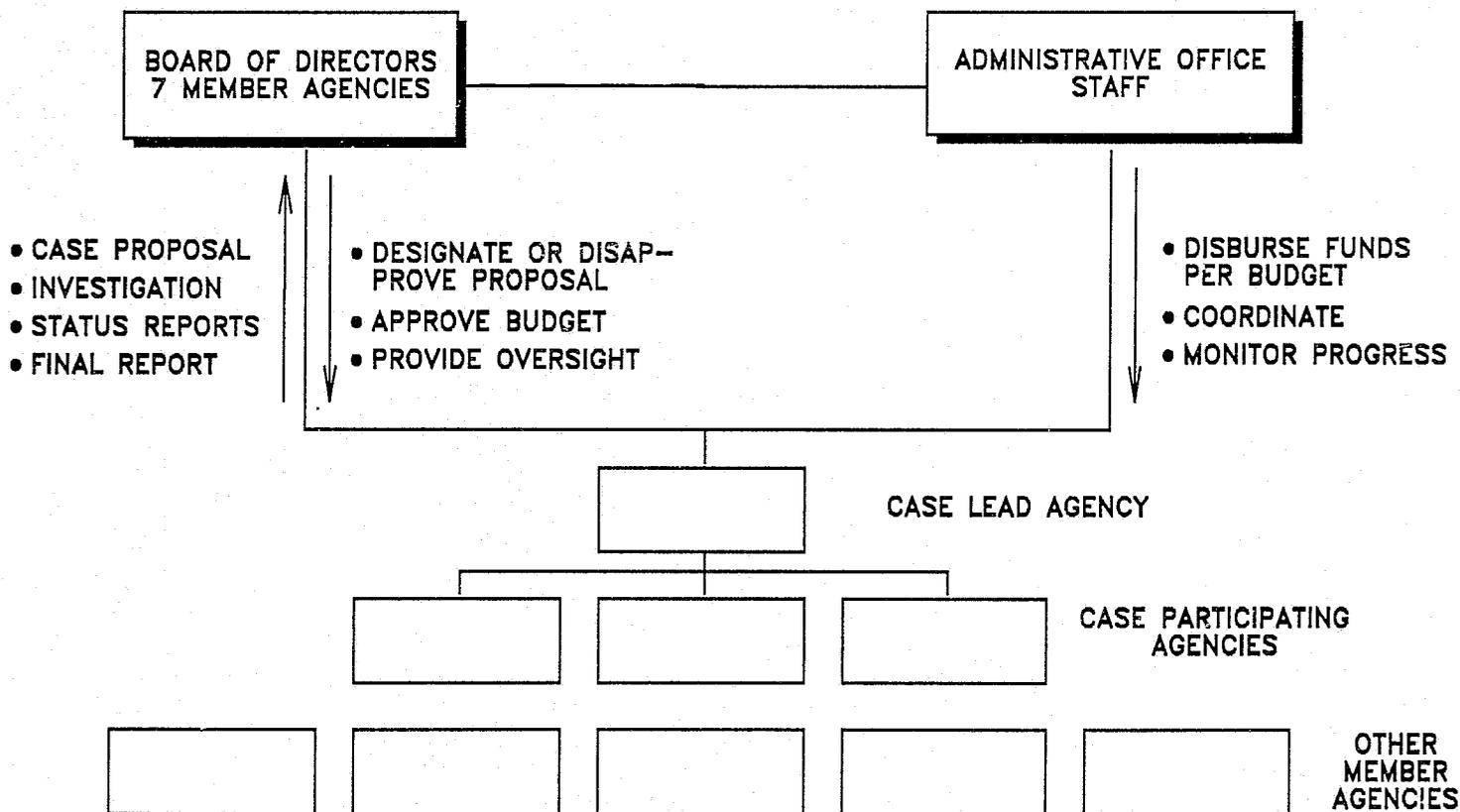
Investigative Support

The Leviticus Project provides financial assistance to member agencies for the conduct of designated Leviticus Project cases. As part of the case approval process, the Leviticus Board of Directors allocates funds for the purchase of information, contraband that may be used as evidence, investigative travel and per diem, and limited overtime compensation (see Exhibit 25). The availability and use of these funds is strictly controlled by federal guidelines and internal policies and procedures developed by the project.

Information Sharing System

The project has established an automated management information system. Information is derived from member agency documents, coded, and entered into the system, with the basic

**EXHIBIT 25
LEVITICUS PROJECT
CASE MANAGEMENT AND FUNDING**



documents remaining in the possession of the submitting agency.

Following a review of the information system during 1985, the project developed and implemented new procedures for submission, inquiry, and data maintenance. Transition to the new system occurred during 1986. Project member agencies made 3,095 submissions to the data base during 1987. The total data base volume as of December 1987 was 5,190 items. Members made 188 inquiries to the data base and 60 "hits" (information found in the system) resulted from these inquiries.

In addition to the data base, the project has implemented other services to enhance investigative coordination and information sharing activities. During 1987, the project initiated publication of a formal bulletin to disseminate information to its member agencies on a regular basis. The project also sponsors regional and state meetings with groups of member agency representatives attending for purposes of sharing information on specific multijurisdictional investigations. Meetings of this type held in 1987 were attended by 118 representatives from 62 agencies.

The project administrative staff provides analytical support to members upon request. This activity consists primarily of analyzing data base information and distributing reports to the

requesting investigator. Analytical charts are also produced to assist the investigator. During 1987, the project received 32 analytical service requests.

The project also provides public information services. Investor warning brochures are circulated by the Leviticus Project on a national basis.

Training

The project provides training services to enhance investigative coordination and information sharing skills of member agency personnel. Training offered by the project is based on the needs of the membership and project goals, objectives, and management policy.

During 1987, two training seminars were held and attended by 64 representatives from 48 agencies. Training sponsored by the project includes subject areas related to project services, investigative techniques, prosecution strategies, and analytical techniques.

C. Administrative Components

The Leviticus Project administrative component is comprised of member agencies, an oversight group, and project staff.

Member Agencies

The Leviticus Project was initially formed by fourteen agencies from seven states which had a high incidence of coal or coal related criminal activity affecting the Appalachian coal industry. During 1987, the expansion of the project mandate to include oil and natural gas related criminal activity resulted in expanding the membership to encourage increased investigation and prosecution in these areas. The Leviticus Project currently has 28 member agencies within 19 states.

The Leviticus Project member agencies coordinate their investigative efforts with a wide array of nonmember local, state, and federal investigative, prosecution, and regulatory agencies. Further, member agencies routinely advise interested agencies of coal, oil, or natural gas related criminal activities within their jurisdictions.

Oversight Group and Project Staff

The Board of Directors is the policy making and governing authority of the Leviticus Project. The board is comprised of seven voting members. During 1987 the board held four regular meetings.

The Advisory Board, while not the policy making body of the Leviticus Project, is principally a forum for all

project members to provide input concerning the project's enforcement direction, focus, and priorities. The Advisory Board is composed of one representative from each of the member agencies. The Advisory Board held two regular meetings during 1987.

The Leviticus Project has employed staff and established an organizational structure to accomplish stated project objectives and operate project activity components. In addition to the project headquarters staff, which currently is authorized five full time and one part time positions, the project historically funded investigative personnel and/or support staff in each member state dedicated to project investigative and prosecution activities. In order to accommodate the expansion of project operational activity into oil and gas and the expanded membership, the Board of Directors adopted a major reorganization plan which changed the method of case selection and the distribution of resources to member agencies. The plan called for phasing out grant funded positions and ancillary costs within member agencies. The positions were scheduled to be phased out over a twelve-month period ending July 31, 1988. Project resources, which are now "pooled", will continue to provide funds for investigative expenses associated with approved multistate investigations conducted by two or more member agencies.

IV. Development of Alternative Funding Sources

During 1986, at the request of BJA, each RISS project and the Leviticus project policy board began exploring 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;
- 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?

- Charges to 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.

MAGLOCLLEN

A committee formed by the MAGLOCLLEN 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. The policy board voted to adopt a uniform membership fee of \$300 per member agency, effective July 1, 1987, and implementation occurred as scheduled. The project collected \$42,550 from membership fees during 1987 and anticipates collecting approximately \$50,000 during 1988. The MAGLOCLLEN policy board stipulated that membership fees be used to provide specialized training services for

project member agencies.

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 enforcement functions, and overall utilization of MOCIC project services.

The MOCIC policy board voted to adopt 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, and set implementation for January 1, 1988. Implementation of the membership fee resulted in the collection of \$76,212 during the first six months of 1988. The annual membership fee is prorated for new members based on the date they are approved for membership and additional fees could be collected during the remainder of 1988 as other agencies become members. The policy board has stipulated that 1988 fees be used for the purchase of new specialized investigative and communications equipment for loan to member agencies. The policy board will address

project use of membership fees annually based on growth and member agency service needs.

NESPIN

The NESPIN project policy board examined various shared funding alternatives. Currently, the policy board has decided not to pursue membership fees as a shared funding alternative.

The project is pursuing shared funding in conjunction with a Commonwealth of Massachusetts award of state block grant funds in the amount of \$250,000. Approval has been received from state officials and the NESPIN policy board for NESPIN to administer the funds to support Massachusetts law enforcement agencies. 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. The project anticipates receipt of the funds by October 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) as-

sessing a fee to each member agency; and (3) having each state legislature appropriate an equal one-eighth share.

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, with implementation on July 1, 1987. The project collected \$47,604 from membership fees during 1987 and anticipates collecting approximately \$48,000 during 1988. 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 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.

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. 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.

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 which total \$82,800 exceed the proposed match based on a population formula for Alaska and Hawaii.

Budget proposals submitted during 1986 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. Submissions of budget proposals to the state legislatures will be reconsidered if future funding needs occur. Currently, the policy board has decided not to pursue membership fees as a shared funding alternative.

LEVITICUS

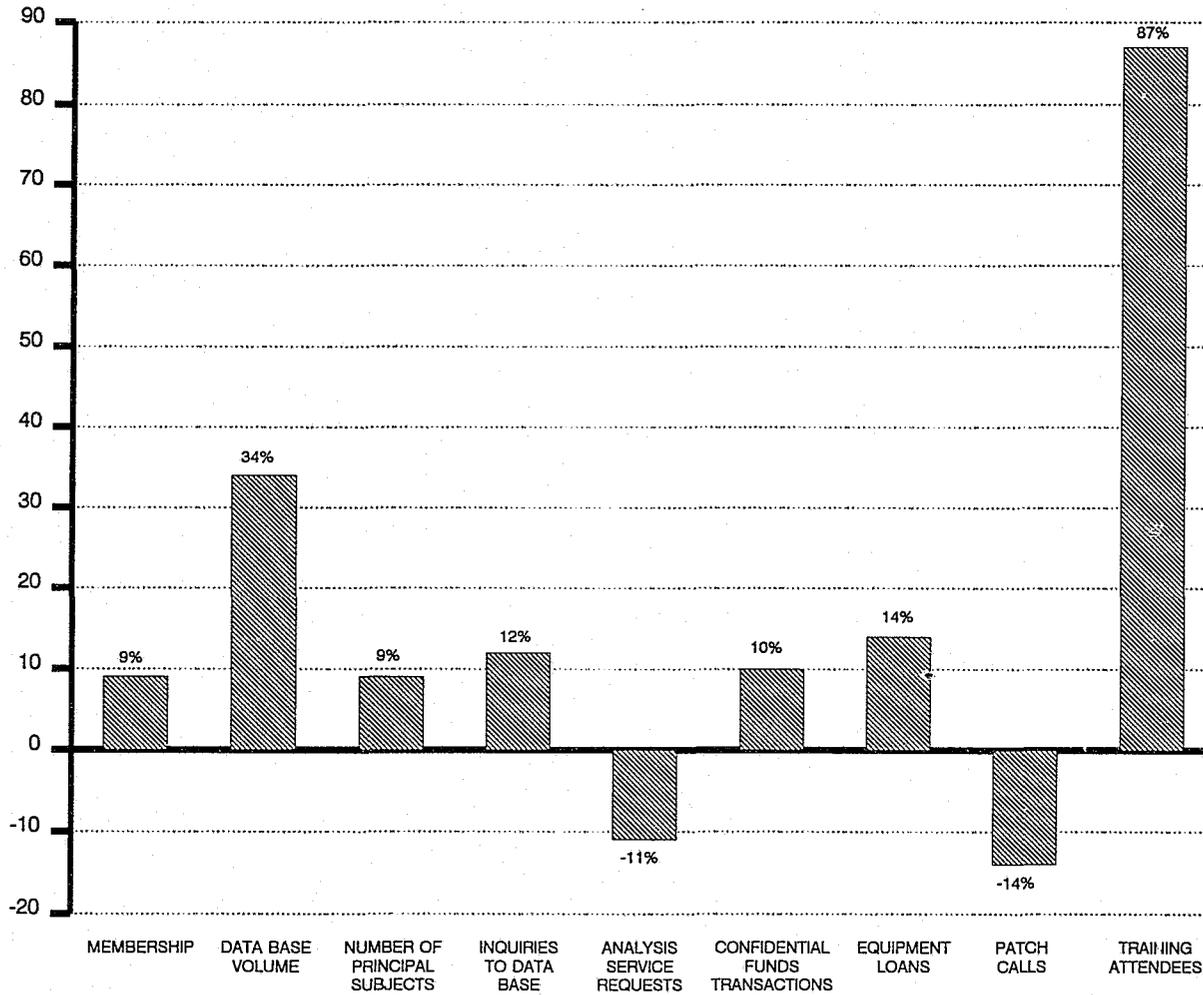
The Leviticus Project has examined various funding alternatives including seeking state legislative appropriations from each member state. During 1987, the project reorganized and pursuit of state legislative appropriations was discontinued. Under the project reorganization plan, member agency investigative and support positions previously funded by the grant were phased out. Subsequently, the member agencies have continued to provide resources in support of the Leviticus Project investigations. Although not cash contributions to the Project, the member costs associated with contribution of personnel, vehicle, and equipment resources are estimated at approximately half the Leviticus Project fiscal year 1987-88 budget.

V. CONCLUSIONS

1. The growth rate for principal criminal subject information maintained in project data bases averaged 9% annually over 10 quarters during the 1985-1987 period, while five projects reported increases between 1986 and 1987 (see conclusion 7 for additional comments on project service delivery).
2. Attendance at project sponsored training programs continued to increase strongly, resulting in an 87% annual growth rate over the three-year period.
3. Overall project membership continued to grow, at a rate which averaged 9% annually during the 1985-1987 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 enhanced 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.

6. Information describing member agency participation in project activities, including data base submissions and service usage, was collected for 1987. The rate of participation of member agencies during at least one quarter out of the four quarters averaged 81% for all projects, with individual projects ranging from 69% to 99% participation. The rate of participation of federal agency members during at least one quarter out of the four quarters averaged 63% for all projects. Excluding the NESPIN project, which had only one federal member, the participation rate for individual projects ranged from 44% to 100%.
7. The average annual growth rates for various RISS project services and activities for the 1985-1987 time period are displayed in Exhibit 26.
 - The growth rate for number of principal criminal subjects maintained in project data bases averaged 9% annually over 10 quarters during 1985, 1986, and 1987. Five projects reported increases between 1986 and 1987, while the sixth project (ROCIC) experienced a major file purge during 1987.
 - Data base volume growth rate averaged 34% annually over 10 quarters during 1985-1987, and five projects reported increases between 1986 and 1987.
 - Although the growth rate for inquiries averaged 12% annually during the entire three year period, four of the six projects actually reported a decrease in the number of inquiries from 1986 to 1987.
 - In the area of provision of analytical services to member agencies, five of the projects reported decreases from 1986 to 1987. The overall growth rate for analytical service requests decreased an average of 11% a year for the 1985-1987 period. This was attributed to backlogs in service requests, lack of available personnel at some projects, and the increased amount of time spent by analytical personnel on project sponsored training activities.
 - Telecommunications call patching usage by member agencies indicated a negative growth rate decreasing an average of 14% annually during the 1985-1987 period, with much of the decrease occurring during 1985 and 1986. Both the ROCIC and MOCIC projects, which accounted for 94% of all 1987 RISS project patch calls, continued Board actions in

EXHIBIT 26
AVERAGE ANNUAL GROWTH RATE
FOR THREE YEAR PERIOD 1985-1987
RISS PROJECTS



1987 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 10% a year for the 1985-1987 period, although in previous years the provision of funds was vulnerable to cutback when external or internal funding restrictions were anticipated.
 - The growth rate for project investigative equipment loan services averaged 14% a year for the period 1985-1987. 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 19,000 persons attended project sponsored training programs during the period 1985-1987. The average growth in the level of training services provided for all six projects combined over the three year period was 87%, a large increase over the growth rate reported last year (36%). Five of the six projects increased training services during 1987, although there appeared to be a downward trend during the latter part of the year.
8. As a part of its major reorganization, the Leviticus Project expanded its project mandate during 1987 to include oil and natural gas related criminal activity. This resulted in a membership expansion into several new states to encourage increased investigation and prosecution in these areas. (In June 1988, DOJ approved, on a temporary basis, expansion into criminal activities pertaining to precious metals.)