

**Global Justice Information Network**  
**Advisory Committee**  
**Meeting Report**  
*Washington, DC—October 15, 2002*

**Convening**

On October 15, 2002, the Global Justice Information Network (Global)<sup>1</sup> Advisory Committee (GAC or “Committee”) convened at 9:00 a.m. at the JW Marriott Hotel, Washington, DC. Mr. Gary Cooper, Executive Director of SEARCH – The National Consortium for Justice Information and Statistics (“SEARCH”)<sup>2</sup> and Committee Chairman, called the meeting to order. He welcomed GAC members, observers, support staff, and invited guests.

The October 2002 GAC agenda included the following topics:

- Welcoming Remarks and Introductions
- Chairman’s Report
- Member Presentations
  - American Probation and Parole Association
  - National Governors Association
  - Justice Management Division
  - International Association of Chiefs of Police
  - National Law Enforcement Telecommunication System
  - Office of Homeland Security
- U.S. Department of Justice Report
- GAC Working Group Updates
- Moderated Discussion: Grant Incentives
- Presentation: Association of State Correctional Administrators
- Global Business

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<sup>1</sup> More information on the Global Justice Information Network is available on the Global Web site, located at <http://www.it.ojp.gov/global/>.

<sup>2</sup> For more information on SEARCH, please see <http://www.search.org/>.

- Working Group Restructuring
- GAC Leadership
- Future Activities

## **Welcoming Remarks and Introductions**

Chairman Cooper introduced Director Richard Nedelkoff, Bureau of Justice Assistance<sup>3</sup> (BJA). Director Nedelkoff began his remarks by noting that the momentum of the times poses a unique opportunity for Global members: “This point in history is unprecedented. The shape of federal government is changing, dynamic.” The reorganization of the Office of Justice Programs<sup>4</sup> (OJP, parent organization of BJA) is illustrative of this dynamism. Director Nedelkoff outlined the new structure of OJP. He continued with a theme of *dynamism* by stating that in the law enforcement arena, “never before have I felt on such an edge of change, uncertainty, and information technology is at the center of it all.” As such, the work of Global—especially as it incorporates homeland security and addresses the needs of local and state practitioners—is more important than ever. Director Nedelkoff concluded his remarks by thanking Committee members for their continued participation, and by pledging his ongoing support of the initiative. Ending on a personal note, he stated, “I look forward to moving ahead during this most important time in my professional career, [and to do that] your work and what you’ve done is crucial.”

Committee members<sup>5</sup> and OJP officials then introduced themselves in turn. The following were in attendance:<sup>6</sup>

Mr. Zalmai Azmi\*  
*Executive Office for United States  
Attorneys*

Superintendent Melvin Carraway\*  
*International Association of Chiefs of  
Police (IACP) – Division of State  
and Provincial Police*

Mr. David K. Byers\*  
*Conference of State Court  
Administrators*

Deputy Superintendent William Casey\*  
*Criminal Justice Information  
Services Advisory Policy Board*

Mr. Timothy Cadigan\*  
*Administrative Office of the  
U.S. Courts*

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<sup>3</sup> More information on BJA is available at <http://www.ojp.usdoj.gov/BJA/>.

<sup>4</sup> More information on OJP is available at <http://www.ojp.usdoj.gov/>.

<sup>5</sup> GAC Committee members are denoted with an asterisk (\*). Member proxies are denoted by the symbol (†).

<sup>6</sup> For a list of GAC members as of January 1, 2003, see *Attachment A*.

Mr. Henry J. Coffman* <i>INTERPOL</i>	Mr. Thomas J. O'Reilly* <i>National Association of Attorneys General</i>
Mr. Gary R. Cooper* <i>SEARCH, The National Consortium for Justice Information and Statistics</i>	Chief Edward Reina* <i>IACP – Indian Country Law Enforcement Section</i>
Mr. Steven E. Correll* <i>National Law Enforcement Telecommunication System</i>	Mr. Michael J. Roggero <i>Missouri Supreme Court</i>
Mr. Cabell C. Cropper* <i>National Criminal Justice Association</i>	Mr. George E. Ross* <i>National District Attorneys Association</i>
Mr. Norris Davis† for Mr. E. Hunter Hurst III* <i>National Council for Juvenile and Family Court Judges</i>	Mr. Thom Rubel* <i>National Governors Association</i>
Mr. Michael Duffy* <i>U.S. Department of Justice – Justice Management Division</i>	Mr. Robert Shepherd* <i>Office of Homeland Security</i>
Mr. Thomas N. Faust* <i>National Sheriffs' Association</i>	Mr. William B. Simpkins* <i>Drug Enforcement Administration</i>
Mr. Charles Fogle† for Mr. David Walchak* <i>Federal Bureau of Investigation – Criminal Justice Information Services Division</i>	The Honorable Richard Stanek* <i>National Conference of State Legislatures</i>
Mr. Tom Henderson* <i>National Center for State Courts</i>	Ms. Richelle G. Uecker* <i>National Association for Court Management</i>
Mr. J. Patrick McCreary <i>U.S. Department of Justice Office of Justice Programs</i>	Deputy Director Richard Ward III <i>Bureau of Justice Assistance U.S. Department of Justice</i>
Mr. Harlin R. McEwen* <i>IACP</i>	Mr. Joey R. Weedon* <i>American Correctional Association</i>
Director Richard Nedelkoff <i>Bureau of Justice Assistance U.S. Department of Justice</i>	Mr. Carl Wicklund* <i>American Probation and Parole Association</i>
	Mr. Curtis Wolfe† for Mr. Gerry Wethington* <i>National Association of State Chief Information Officers</i>

## **Chairman's Report**

Chairman Cooper opened his report to Committee members by recognizing new representatives and new member agencies:

- Mr. Tim Cadigan, Technology and Analysis Branch Chief, now represents the Administrative Office of the U.S. Courts.
- Ms. Richelle (Chelle) Uecker, Deputy Judicial District Court, Hennepin County District Court Administrator, now represents the National Association for Court Management.
- The Honorable Richard Stanek, State Representative, State of Minnesota, now represents the National Conference of State Legislatures.
- Mr. George E. Ross, Government Affairs, now represents the National District Attorneys Association.
- Mr. Michael Duffy, Director of Telecommunications, now represents the U.S. Department of Justice (DOJ) – Justice Management Division.
- Since the last GAC meeting, the Office of Homeland Security (OHS) was voted into Global membership and will be represented by Mr. Robert Shepherd, Director, Information Sharing and Integration, OHS.
- Subsequent to the last GAC meeting, the National Congress of American Indians (NCAI) was voted into Global membership. NCAI has not yet designated a representative.

Furthering Director Nedelkoff’s theme of *dynamism* in the information sharing arena, Chairman Cooper highlighted several GAC efforts having made significant impact or progress since the last convening.<sup>1</sup>

### **Collaboration with XML.GOV**

XML.GOV—an initiative of the Enterprise Interoperability and Emerging Information Technology Committee, federal Chief Information Officer (CIO) Council—aims to “...facilitate the efficient and effective use of XML through cooperative efforts among government agencies, including partnerships with commercial and industrial organizations.”<sup>2</sup> Additionally, the associated “XML Working Group is considering whether to establish a registry of ‘inherently governmental’ data elements, DTDs,<sup>3</sup> and schemas.”<sup>4</sup>

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<sup>1</sup> Synopses of these efforts are taken from Chairman Cooper’s remarks, as well as outside sources, to provide readers with background and supporting information, as necessary.

<sup>2</sup> Taken from the XML.GOV Web site at <http://xml.gov/index.htm>.

<sup>3</sup> “DTDs” is an acronym for “document type definitions.”

<sup>4</sup> Taken from the XML.GOV Web site at <http://xml.gov/index.htm>.

The XML.GOV project presents an opportunity for GAC collaboration as well as a chance to eliminate federal-level redundancy of effort. To pursue this relationship, OJP officials—working in cooperation with Global working group representatives—participated in the August 2002 XML.GOV Working Group meeting. Of primary interest was coalescing/coordinating the two XML registry efforts. Collaboration between the groups continues to be pursued.

### **Justice Standards Registry for Information Sharing**<sup>5</sup>

The Justice Standards Registry for Information Sharing (“Registry” or JSR) was released by OJP earlier in the fall. The JSR already contains over 65 information sharing standards and/or specifications.

The Registry serves four critical purposes:

1. Facilitates the planning and implementation of effective information sharing projects by enabling practitioners to review their peers’ standards concepts, documents in progress, specifications, and completed and/or implemented standards (saving resources of time, money, and effort);
2. Provides real-world insight into the utility and application of the Registry’s entries through accompanying “users comments” sections;
3. Offers practitioners the ability to submit standards and comments for the benefit of the whole justice-interested community; and
4. Represents standards in all phases of the development process: planning, emerging, implementation, and twilighting.

The Registry is housed on the Global/OJP Information Technology (IT) Initiatives Web site,<sup>6</sup> a comprehensive, easily accessible resource exploring the information sharing process, initiatives, and technological developments. By logging onto the JSR, users have a number of valuable services literally at their fingertips, such as:

- A repository of information technology and communications standards and specifications. In some cases, the Registry contains the entire standard itself.
- A Web-based method of sharing information regarding justice and public safety-related data exchange, retrieval, collaboration, and integration.
- A forum for feedback and review.

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<sup>5</sup> Located at <http://it.ojp.gov/jsr/public/index.jsp>.

<sup>6</sup> Located at <http://it.ojp.gov/>.

- A search engine, help screens, and tutorial pages to maximize capabilities.
- A subscription service that automatically alerts registered users about the addition or updating of standards.

To monitor performance and ensure continued maximum efficacy, at the April 11, 2002, meeting, GAC members unanimously approved the following recommendation:

The GAC recommends that OJP provide for a formal, structured review of the Justice Standards Registry Program on an annual basis, or as necessary.

### **Global Annual Report**<sup>7</sup>

The fundamental purpose of the GAC is to advise the federal government—specifically through the Assistant Attorney General, OJP, and the U.S. Attorney General—in facilitating standards-based electronic information exchange throughout the justice and public safety communities.

A key element in this advisory process is the issuing of an annual report subsequent to fall meetings, highlighting Committee activities over the past year and forecasting future goals and efforts. This report also serves as a useful briefing tool for members in outreach to their constituencies, as well as the public at-large: the GAC operates in accordance with Federal Advisory Committee Act (FACA) provisions, placing a premium on welcoming citizens to GAC meetings and informing them of Committee activities via documents like the annual report. As such, the *Global Justice Information Network Annual Report 2002*, when approved by the GAC Executive Steering Committee (ESC), will be posted on the Global Web site to facilitate widespread access. As in last year's report, a primary focus is the role Global can play in the pursuit of homeland security.

### **Outreach Activities**

Evangelizing—“spreading the word”—about Global is the responsibility of each GAC member. Since the last meeting, a number of Committee and working group members have taken up this charge, promoting the work of the GAC by participating in conferences and meetings, including:

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<sup>7</sup> Members were provided a draft *Global Justice Information Network Annual Report 2002* in their meeting packets. The following morning, October 16, 2002, the GAC ESC convened to thoroughly review the document, enact necessary changes, and ratify the report as representative of Committee activities for 2002. A copy of this final, ratified report is included as **Attachment B**.

- Integrated Justice Information Systems (IJIS) Industry Working Group (IWG)<sup>8</sup> Meeting
- National Sheriff's Association Annual Conference
- Institute for Information Infrastructure Protection (I3P)<sup>9</sup> workshop for emergency responders
- I3P workshop on cyber security
- Privacy 2002 Conference: Information, Security, and New Global Realities

### **Membership Presentations<sup>10</sup>**

To update members on the progress of ongoing efforts, or to apprise them of new activities of which they may be unaware, Chairman Cooper initiated a standing agenda item: hereafter, a portion of each GAC Meeting will allow for membership presentations. The following activities were highlighted:

- Mr. Carl Wicklund, Executive Director, **American Probation and Parole Association (APPA)**, briefed the group on the receipt of two BJA grants:
  1. Funding for the Information System Planning for the Interstate Compact for Adult Offender Supervision,<sup>11</sup> and
  2. Funding for the Functional Standards Development for Automated Case Management Systems for Adult Probation<sup>12</sup>
- Mr. Thom Rubel, Director, State Information Technology Program, **National Governors Association (NGA)**,<sup>13</sup> spoke about IT planning grants provided to states to help apprise governors of justice integration issues and initiatives.

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<sup>8</sup> Members of the Industry Working Group (IWG) and Integrated Justice Information Systems (IJIS) Institute provided a briefing to the GAC at the spring 2002 meeting. At this time, a GAC representative was requested to attend the next IWG meeting; this request was fulfilled by Chairman Cooper's attendance at the IWG meeting in Baltimore, Maryland. IWG supports the initiative of OJP to involve industry in its IJIS program. More information about IJIS IWG is available at <http://www.ijis.org/>.

<sup>9</sup> The mission of I3P is "to help protect the information infrastructure of the United States by coordinating the development of a comprehensive, prioritized research and development agenda for cyber security, and promoting collaboration and information sharing among academia, industry, and government." More information on I3P is available at <http://www.thei3p.org/>

<sup>10</sup> To provide readers with background and supporting information (as necessary), synopses of these presentations are taken from the speakers' remarks as well as outside sources.

<sup>11</sup> More information on APPA activities is located at <http://www.appa-net.org>.

<sup>12</sup> *Ibid.*

<sup>13</sup> More information on NGA is available at <http://www.nga.org>.

The NGA Center for Best Practices also has the relevant issue brief *Improving Public Safety through Justice Information Sharing*<sup>14</sup> available online. This brief examines the importance of information sharing among the components of states' justice systems.

- Mr. Duffy, **Justice Management Division**, briefed attendees on the joint Department of the Treasury/Department of Justice integrated wireless project. This project, which Mr. Duffy directs, awarded contracts to six companies to provide new technology to support federal law enforcement and public safety agencies. The standards-based technology will provide improved capabilities for law enforcement officers and agents from different agencies to communicate with each other in the field utilizing compatible Land Mobile Radio (LMR) Subscriber Units.
- Superintendent Mel Carraway, Indiana State Police and GAC representative of the **Division of State and Provincial Police – International Association of Chiefs of Police (IACP)**, reported on the impact of potential state-to-state, real time information sharing (including intelligence information) using the Regional Information Sharing Systems (RISS)/Law Enforcement Online (LEO) capabilities.
- Mr. Correll, Executive Director, **National Law Enforcement Telecommunication System (NLETS)**, highlighted utilization of the XML Rap Sheet Specification (Version 2.2) to exchange information, and collaboration with the American Association of Motor Vehicle Administrators (AAMVA)<sup>15</sup> and Wisconsin AISLE Project<sup>16</sup> to standardize vehicle license information exchanges.
- Mr. Robert Shepherd, representing new member agency **Office of Homeland Security**,<sup>17</sup> outlined OHS's vision for critical broad scale information sharing among government entities based on an enterprise architecture (EA) model. Because the OHS EA plan is still under development, readers unfamiliar with EA can obtain basic information by reviewing the Federal Enterprise Architecture and component Business Reference Model (BRM).<sup>18</sup>

At the conclusion of Mr. Shepherd's presentation, a number of members expressed Global's eagerness to support OHS's mission and goals. The GAC/OHS

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<sup>14</sup> Available at <http://www.nga.org/cda/files/JUSTICEINTEGRATIONIB.pdf>.

<sup>15</sup> More information on AAMVA is available at <http://www.aamva.org>.

<sup>16</sup> For more information on the NLETS/Wisconsin AISLE collaboration, please see the article *Wisconsin Puts Information Sharing in its AISLE*, located at [http://www.it.ojp.gov/news/Wisconsin\\_AISLE\\_project\\_October\\_2002.doc](http://www.it.ojp.gov/news/Wisconsin_AISLE_project_October_2002.doc).

<sup>17</sup> More information on homeland security activities is available at <http://www.whitehouse.gov/homeland/>.

<sup>18</sup> More information is available at the Federal Enterprise Architecture Program Management Office Web site, located at <http://www.feapmo.gov>.

partnership<sup>19</sup> has been pursued in so far as representatives from both agencies meeting on several occasions in an introductory capacity. A more specific work plan for collaboration is anticipated by the end of the year.

## **U.S. Department of Justice Report**

BJA Deputy Director Richard Ward III moderated briefings on several DOJ-sponsored activities.

### **Sharing Sensitive But Unclassified Information: The RISS/LEO Interface Initiative**

Mr. George March, Director, Office of Information Technology, RISS, delivered the majority of the briefing.<sup>20</sup> His presentation was supported by input from Mr. Charles Fogle, Supervisory Special Agent and Unit Chief, Criminal Justice Information Services, Federal Bureau of Investigation (FBI), and Mr. Correll, NLETS.

Local, state, tribal, and federal law enforcement agencies are in agreement on the problem: they need to more widely and effectively share sensitive information, and agents, officers, and analysts need to more effectively collaborate on intelligence, investigative, and operational matters.

So what is the solution? To address these needs (and support multiagency task forces, joint operations, and individual agency's unilateral activities), a virtual private network of two existing, proven, sensitive but unclassified (SBU) Internet-based systems that serve local, state, tribal, and federal law enforcement agencies needs electronic connectivity. These systems are the Regional Information Sharing Systems network (riss.net) and LEO.

Together, riss.net and LEO include encrypted e-mail across both systems, redacted databases (pointer systems), intelligence information, access to participating states' automated investigative case files, and the capability for private, invitation-only, encrypted, online collaborative discussions.

In pursuit of this connectivity, representatives from RISS, LEO, and sponsoring DOJ agencies held a focus group. The following recommendations resulted from the discussions:

- RISS and LEO will continue as separate entities—both serve similar constituencies with differing needs.
- riss.net and leo.gov should be seamlessly and securely interfaced.

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<sup>19</sup> For more information on GAC/OHS collaboration, please see the *Global Justice Information Network Annual Report 2002*, attached to this document.

<sup>20</sup> The summary contained in this document draws on Mr. March's remarks and PowerPoint presentation as well as outside sources to provide more complete information.

- LEO will be responsible for dissemination of SBU alert and OHS information:
  - LEO disseminates alerts and OHS information to all RISS member agencies and across RISS Anti-Terrorism Information Exchange (ATIX).
  - riss.net and leo.gov provide capability for off-system notification of alert information.
- RISS will be responsible for database applications.
- RISS will continue to develop RISSearch, a master (federated) index and search capability that queries against RISS resources and select public and private Internet resources.
- RISS and LEO will deploy secure e-mail delivery across both systems.
- RISS and LEO will establish a composite e-mail directory.
- An advisory committee should be established to assist in further development of both systems. This committee will:
  - Ensure interface deployment and interoperability.
  - Examine desirable and undesirable redundancies.
  - Obtain end-user recommendations.
  - Examine potential for connectivity with the National Crime Information Center (NCIC) and NLETS.<sup>21</sup>

On September 1, 2002, the riss.net and LEO systems were connected with full encryption. Users can have simultaneous sessions on both systems.

### **FBI National Intel Share Project**

Mr. Bill Eubanks, Supervisory Special Agent, FBI, and Manager of the National Intel Share Project, briefed the group on the Gateway Information Sharing Initiative (ISI), a pilot program integrating investigative data from local, state, and federal law enforcement agencies into one database that will ultimately be accessible to all participating agencies via secure Internet.

The Gateway ISI marks the first time the FBI has entered records in a data warehouse that contains investigative data from local and state law enforcement agencies.

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<sup>21</sup> NLETS appears a good candidate for connectivity because of the program's widespread deployment: to every dispatch center; to most criminal justice agencies in the United States and Canada; and to 405,000 access devices—both fixed-location and mobile data terminals.

The Gateway ISI merges investigative files and records from all levels of law enforcement into a single, searchable data warehouse. It provides investigators and analysts the ability to search the actual text of investigative records for names, addresses, phone numbers, scars, marks, tattoos, weapons, vehicles, and phrases. It also graphically depicts the relationships between these factors.

According to Mr. Eubanks, it will be a "pay to play" situation: each agency that enters data into the warehouse will be able to access it through four levels of security access.

- 1) Investigators
- 2) "Vetted" Investigators
- 3) Classified
- 4) Compartmentalized (i.e., "your group only")

The Gateway ISI envisions four data warehouse pilot project implementations:

- St. Louis, Missouri (the most established of the sites)
- Norfolk, Virginia
- San Diego, California
- Baltimore, Maryland

Mr. Eubanks noted that the Missouri implementation has been demonstrated to several high-level DOJ officials along with local (St. Louis) law enforcement and criminal justice personnel, and that all were highly impressed by its capabilities.

He concluded by stating that the FBI is "looking for systems already out there to leverage their capabilities" and that "the backbone [for Gateway ISI connectivity] will [most likely] be riss.net..."

### **Global Reauthorization and Name Change**

Deputy Director Ward updated attendees on the status of Global reauthorization. Per Federal Advisory Committee Act (FACA) term guidelines, the U.S. Attorney General was reviewing and—barring unforeseen circumstances—reauthorizing the Global Initiative for a succeeding two-year term. Deputy Director Ward informed members the process was almost complete, and "as soon as the Attorney General signs off, we will notify each and every one of you." He did not anticipate any problems.

As part of this reauthorization process, the Global project will undergo a name change, from the "Global Justice Information *Network*" to the "Global Justice Information *Sharing Initiative*" (emphasis added). This is to more adequately represent the project's goal, and to dispel any connotation mistakenly associating Global with the development of a physical "super network."

## GAC Working Group Reports

GAC Working Groups, comprised of committee members and other subject-matter experts, expand the Committee's knowledge base and experience. These groups are formed around timely issues impacting justice information sharing and meet as often as necessary.

### **Infrastructure/Standards Working Group**

#### ***Background***

The Infrastructure/Standards Working Group (ISWG) was formed because successful broad-scale data exchange is greatly facilitated by (if not dependent on) the development and adoption of standards that enable transparent integration of disparate systems.

The goal of this working group is to define a framework that will assist government entities in establishing an operational environment that will enable them to share justice information within the guiding principles of the GAC. The framework will be designed to identify those critical components, programmatic and technical, necessary to develop and maintain a sound infrastructure.

#### ***Presentation***<sup>22</sup>

- ISWG Chairman Tom Henderson, Executive Director, Government Relations Office, National Center for State Courts, provided a brief overview of the goals and structure of ISWG.

Moving forward, to best address the issues remanded to ISWG, the talents of Working Group members will be divided among three reconstituted committees:

1. Justice Standards Registry Committee
  2. Infrastructure Framework Committee
  3. Emerging Technology Committee, which also oversees the efforts of the Extensible Markup Language (XML) Structure Task Force (XSTF)
- ISWG Vice Chairman Harlin McEwen, Chairman of the IACP Communications and Technology Committee, highlighted the JSR. Mr. Ken Gill, OJP, provided an accompanying online demonstration.

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<sup>22</sup> As a standing GAC agenda item, each Working Group Chairman and/or designee(s) updates the full Committee on the group's efforts. In the interest of brevity and to avoid duplication, readers are directed to ***Attachment B: The Global Justice Information Annual Report 2002*** for more specific information on this term's activities as well as ISWG priority items for 2003.

- Emerging Technology Committee Chairman Michael J. Roggero, Information Technology Division Director, Missouri Supreme Court, and Mr. Paul Embley, Practitioners Assistance Team and Chairman of the XSTF, outlined the progress of the XML Data Sharing Project.
- Mr. Henderson forecast ISWG activities for 2003. He requested GAC members contribute standards to the JSR. He concluded by encouraging participants to utilize and *customize* the various products<sup>23</sup> available for use in Global outreach:
  - JSR brochure
  - JSR PowerPoint
  - XML article by Mr. Embley

## **Privacy/Information Quality Working Group**

### ***Background***

The Privacy/Information Quality Working Group (PWG) was formed because of the growing need to address information privacy as impacted by advancing technological capabilities. Indeed, *privacy* may become one of the most important technology issues of the 21st century.

Goals of this working group include assisting governments in ensuring that personal information will not be inappropriately disseminated or misused; ensuring that there are safeguards against the collection and use of inaccurate information—particularly when the information is disseminated in open environments such as Internet-based systems; and improving the reliability of criminal records in an integrated electronic system.

### ***Presentation***<sup>24</sup>

Privacy/Information Quality Working Group Chairman Cabell Cropper, Executive Director, National Criminal Justice Association, updated members on the disposition of the *Justice Information Privacy Guideline* (“Guideline”) document. The GAC, through the PWG, coordinated production of the Guideline.

The Guideline is a manual for practitioners describing the implementation of privacy policy, providing practical “how to” processes, underscoring the importance of addressing privacy issues, and establishing a generic framework. As part of the final

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<sup>23</sup> The products listed, as well as other materials, are available from Global support staff. Please call (850) 385-0600, extension 285, for more information.

<sup>24</sup> Please see ***Attachment B: The Global Justice Information Annual Report 2002*** for more specific information on this term’s activities, as well as PWG priority items for 2003.

editing process, the Guideline was reviewed by the public/private entities, and now resides with NCJA for custodianship and distribution.<sup>25</sup>

Mr. Cropper concluded by citing the upcoming PWG meeting on December 3, 2002. The main focus will be prevailing privacy and security issues post-September 11. OHS staff is very interested in these topics, and plans to be in attendance.

## **Security Working Group**

### ***Background***

The Security Working Group (SWG) was formed in recognition of the fact that the security of the entire justice information exchange enterprise is only as strong as the weakest link. Of particular importance is the determination of effective security guidelines for legacy networks/systems, as well as the new and enhanced networks and systems to which they are joined.

The goal of this working group is to inform the justice and justice-related communities about acceptable integrated justice system security measures, encouraging them to adopt security guidelines that have been reviewed to ensure trusted partnerships and data integrity.

### ***Presentation***<sup>26</sup>

The main focus of the presentation given by Mr. Correll, SWG Chairman, was the development of the *Global Guidelines for Securely Sharing Justice and Law Enforcement Information* ("Draft"). Information security experts and representatives from local, state, tribal, and federal justice and justice-affiliated agencies are contributing to this effort. The Draft will serve a strong educational purpose in the justice and public safety communities, and will contain the added value of recommended guidelines, best practices, and a library of referenced local and state policies.

Mr. Correll plans to have the Draft ready for initial GAC review at the spring 2003 meeting.

## **Outreach Working Group**

### ***Background***

To engender widespread justice information sharing participation and support, a great deal of education and sharing of expertise still needs to take place. The goal of the

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<sup>25</sup> The *Justice Information Systems Privacy Guideline* is available at <http://www.ncja.org/pdf/privacyguideline.pdf>.

<sup>26</sup> Please see *Attachment B: The Global Justice Information Annual Report 2002* for more specific information on this term's activities, as well as SWG priority items for 2003.

Outreach Working Group is to inform the justice and justice-related communities about the functions, activities, and objectives of the GAC, encouraging them to create an environment that promotes the sharing of justice information utilizing efficient and cost-effective technologies and practices.

### ***Presentation***

Throughout the meeting, numerous speakers and commenting GAC members reiterated the critical importance of outreach. As such, a more broad-based approach to outreach was formulated by the GAC ESC and presented to the group at the conclusion of the meeting.<sup>27</sup>

## **Moderated Discussion: Grant Incentives**

GAC member Mr. Thomas O'Reilly, Administrator, Department of Law and Public Safety, Office of the Attorney General – New Jersey, moderated a discussion on attaching incentives and/or compliance measures to federal grants for state information sharing technology programs.

Mr. O'Reilly listed a number of critical issues and consequences of disjointed approaches to funding (i.e., lack of universal information sharing-related requirements), such as:

- Multiple funding streams hamper, not help, information sharing.
- Creation of “silos.”
- Each grant program has its own unique set of rules.
- Disconnects occur due to conflicting requirements.
- State’s ability to fund information sharing projects that crosscut jurisdictional and agency boundaries are limited.
- There is little opportunity to co-mingle funding.
- Continuity of funding is not always evident/present; grant programs tend to be short-term fixes for a long-term problem.
- Such approaches result in lack of planning, lack of time to leverage funding.
- Such approaches do not facilitate the work of Global.

But how do you address these problems? Positive and coaxing measures (the “carrot” approach)? Or negative/coercive requirement (the “stick”)? And, more fundamentally, is this topic even appropriate within the Global dialogue?

Most agreed the issue was inevitable, and worthy of at least cursory Global examination. Many Committee members supported the “carrot” approach, or incentives, as the best way to move grantees toward planning, designing, and implementing

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<sup>27</sup> More detailed information follows later in this report.

integrated systems based on accepted standards. Several attendees expressed the opinion that the “stick” approach to grant requirements was pointless, as generally little or no enforcement measures are applied.

Integrating members’ feedback and the directions of the GAC ESC, Mr. O’Reilly will draft a white paper further exploring the issue. This topic will carry over to the spring 2003 meeting.

## **Presentation: Association of State Correctional Administrators**

The GAC has engaged the entire justice community in a dialogue about information sharing for several years. As a result of this longevity and comprehensive Committee composition, the GAC has established itself as a premier forum for briefing a broad range of constituencies on justice data exchange efforts. In this spirit, at the October meeting, the GAC was briefed on the Association of State Correctional Administrators (ASCA)<sup>28</sup>/Corrections Technology Association (CTA).<sup>29</sup> The presentation was provided by Mr. George Camp, Executive Director, ASCA; Jeff Beard, Ph.D., Secretary of Corrections, Pennsylvania Department of Corrections; and Mr. Andrew Keyser, Chief Information Officer, Pennsylvania Department of Corrections, and CTA President-elect.

The presentation<sup>30</sup> addressed the following topics:

1. Introduction
2. ASCA Overview
3. CTA Overview
4. ASCA and CTA Initiatives
  - Performance measures
  - Common business functions
  - Data exchange
  - Enterprise architecture development
5. Importance of *corrections* to *public safety*
6. Importance of *corrections* to *homeland security*

The speakers concluded by expressing a strong interest in GAC participation. Chairman Cooper welcomed their contributions, noting that GAC Working Groups are excellent venues for incorporating the expertise of agencies outside Committee membership. The GAC ESC will review Working Group rosters for ASCA/CTA inclusion.

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<sup>28</sup> More information on ASCA is available at <http://www.asca.net>.

<sup>29</sup> More information on CTA is available at <http://www.corrections.com/cta/>.

<sup>30</sup> The ASCA/CTA briefing was supplemented with a PowerPoint presentation.

## Global Business

Chairman Cooper concluded the meeting with a discussion of Global business items:

### **Working Group Restructuring**

#### ***Dissolution of the Outreach Working Group***

Outreach remains critical to the GAC efforts. However, due to the increased yield in Global-facilitated products and activities, it was determined this responsibility is now best accomplished by the respective working groups—those most involved and knowledgeable about the products being promoted. Therefore, as Global moves forward, “outreach” will be remanded to the Chairs of these groups and overseen by the Executive Steering Committee. The Outreach Working Group as a formal body was dissolved in fall 2002.

#### ***Formation of the Intelligence Working Group***

In fall 2002, in accordance with governing bylaws,<sup>31</sup> the Intelligence Working Group was formed to examine and integrate into the GAC dialogue the particular challenges to intelligence sharing. This working group will explore the important role of sharing SBU information, and how this issue furthers and supports the exchange of crucial data among local, state, tribal, and federal agencies. Superintendent Carraway was appointed Chairman.

### **GAC Leadership**

Deputy Director Ward addressed a specific GAC governance issue initiated by the Office of the General Counsel, OJP, regarding eligibility requirement for election to the Chairman and Vice Chairman of the GAC.

He explained that Global *must* comply with the stipulation that only practitioners<sup>32</sup> can be elected to the top two positions. A vote on amending the GAC bylaws was deemed as unnecessary, as this regulation is enumerated elsewhere in Office of the General Counsel documentation.

This guideline will impact the slate of nominations for the spring 2003 election of GAC officers.

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<sup>31</sup> According to Global bylaws: “With the input of the GAC and the Designated Federal Official, the GAC Chair will establish working groups, which may include non-committee representatives, to provide oversight for a specific research area.”

<sup>32</sup> For purposes of Global leadership guidelines, a “practitioner” is defined as an employee of a government agency.

## **Future Activities**

### ***Spring 2003 GAC Meeting***

The next Global meeting will be held **April 1-2, 2003**, in the Washington, DC, area. Due to the fact that GAC agendas are becoming more robust and intensive, and to assist members in minimizing time out-of-office, the structure of Global meetings will be revised on a trial basis:

- The GAC ESC will meet the morning of April 1.
- The full Committee meeting will be divided into two half-days: the GAC will convene the afternoon of April 1 (1:00 p.m. – 5:00 p.m.) and the morning of April 2 (concluding by 12:00 Noon).
- The GAC ESC will reconvene on the afternoon of April 2.

Agenda items will include a continued discussion of grant incentives—aided by the reviewing of Mr. O'Reilly's draft white paper—and the election of GAC officers.

### ***GAC/OHS Collaboration***

Pursuant to the day's discussions, Chairman Cooper recognized that although OHS may be in transition until Congress passes the Department of Homeland Security bill, the GAC should continue conferring with OHS staff to further common information sharing efforts. To that end, a November 21, 2002, meeting was planned to identify specific work tasks for GAC/OHS coordination.

## **Adjournment**

In closing, Chairman Cooper thanked Committee members, federal representatives, and support staff for their contributions. Hearing no further discussion, the meeting was adjourned.

minutes-GAC Oct15 02 dc

## **Attachment A**

*GAC Member List as of January 1, 2003*

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**1/15/2003**

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## **Attachment B**

*Global Justice Information Network  
Annual Report 2002*

# *Global Justice Information Network Annual Report—2002*

## *Preface*

American democracy is rooted in the precepts of federalism—a system of government in which our state governments share power with federal institutions. **Our structure of overlapping federal, state, and local governance...provides unique opportunity and challenges for our homeland security efforts.** The opportunity comes from the expertise and commitment of local agencies and organizations involved in homeland security. The challenge is to develop interconnected and complementary systems that are reinforcing rather than duplicative and that ensure essential requirements are met. **A national strategy requires a national effort.**

— *National Strategy for Homeland Security, July 2002.*<sup>1</sup>

## Introduction

Never before has America's need for justice information sharing been more compelling. The absence of this capability, however, has plagued practitioners for decades. While broad-scale exchange has yet to be achieved, claims that the problem has gone unaddressed are unwarranted. The **Global Justice Information Network (Global) Advisory Committee** (GAC or "Committee") has concentrated its diverse expertise on just such challenges to and opportunities for justice and public safety information sharing. Since 1998, members of this Federal Advisory Committee—representing justice and public safety communities at all levels of government—have actively pursued information sharing while safeguarding citizens' constitutional rights. Global is truly a "national effort."

During 2002, GAC successes have positively impacted information sharing for the entire justice and public safety communities. This group has:

- Facilitated a Web-based standards registry program, promoting national systems interoperability;

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<sup>1</sup> *Emphasis added.* From the "Executive Summary" (page vii) of the *National Strategy for Homeland Security* document, available at [http://www.whitehouse.gov/homeland/book/nat\\_strat\\_hls.pdf](http://www.whitehouse.gov/homeland/book/nat_strat_hls.pdf).

- Facilitated an ongoing Justice Extensible Markup Language (XML) Data Project, yielding:
  - Reconciliation between disparate XML specifications, enhancing justice information sharing among the courts, local police, the transportation community, and federal law enforcement;
  - Production of a Justice XML Data Dictionary containing hundreds of common data elements;
  - Evolution of the Justice XML Data Dictionary effort toward more universal applicability by using the latest information sharing protocols;
  - Collaboration with the XML.GOV project, to determine how Global XML efforts can serve as a model for XML registries.
- Explored ways in which Global can interface with and support the Office of Homeland Security (OHS) information sharing mission;
- Formed a new working group to examine intelligence information<sup>2</sup> sharing;
- Supported the drafting of *Global Guidelines for Securely Sharing Justice and Law Enforcement Information*;
- Expanded the GAC membership, to represent the changing face of justice-involved agencies; and
- Developed a unique commodity: trust. This is, perhaps, the Committee's most important accomplishment. Through time and effort, the GAC has engendered an *esprit de corps* among members from disparate constituencies and levels of government, resulting in a willingness to reconcile proprietary issues in pursuit of the common goal of sharing information.

Building on these achievements, important next steps include vigorously promoting the coordination of related standards via population and use of the Justice Standards Registry for Information Sharing, exploring the applicability of Enterprise Architecture to facilitate broad-scale information sharing, confirming safeguards against misuse of personal information and improving criminal records reliability, promoting acceptable integrated justice system security measures, and—as the landscape of justice-interested agencies broadens to meet new challenges to our nation—informing and collaborating with all parts of the justice and public safety communities involved in information sharing activities.

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<sup>2</sup> For the purposes of this document, “intelligence information” refers to secure but unclassified information.

## Background

### Mission and Guiding Principles

The GAC mission is to improve the administration of justice and protect the nation's public by promoting practices and technologies for the secure sharing of justice-related information.

The GAC operates under the auspices of the Bureau of Justice Assistance (BJA), Office of Justice Programs (OJP), U.S. Department of Justice, and advises the federal government—specifically through the Assistant Attorney General, OJP, and the U.S. Attorney General—in facilitating standards-based electronic information exchange throughout the justice and public safety communities. The broad scope of the effort is fundamental, because public and practitioner safety is best secured when all players—from patrol officers to prosecutors, from courts officials to corrections personnel—have access to timely and accurate information.

The guiding principles of the GAC are to:

- Bring together representatives from the entire justice community and related entities—including private industry—to overcome the barriers to justice information sharing across agencies, disciplines, and levels of government.
- Promote the development and implementation of standards that facilitate seamless exchange of information among justice and related systems.
- Provide information that supports sound business decisions for the planning, design, and procurement of cost-effective, interoperable information systems.
- Promote constitutional values and individual rights by ensuring the accuracy and security of justice information, and the implementation of appropriate privacy safeguards.
- Recommend concepts that leverage existing infrastructure, capabilities, and functionality.

The GAC operates in accordance with Federal Advisory Committee Act (FACA) provisions and convenes twice a year in Washington, DC. Meetings are announced in the *Federal Register*, and the public are welcome as observers.

In fall 2002, per FACA term guidelines, the U.S. Attorney General reviewed and reauthorized the Global Initiative for a succeeding two-year term. As part of this reauthorization process, the project will undergo a name change, from the “Global Justice Information *Network*” to the “Global Justice Information *Sharing Initiative*” (emphasis added). This is to more adequately represent the project's goal, and to dispel any connotation mistakenly associating Global with the development of a physical “super network.”

## **GAC Structure: Membership, Leadership, and Working Groups**

The GAC is comprised of key personnel from local, state, tribal, federal, and international justice and public safety entities, and includes agency executives and policy makers; automation planners and managers; information practitioners; and, most importantly, end users. This last group distinguishes the GAC as a committee whose members remain actively dedicated to information sharing, precisely because they continue to be producers, consumers, and administrators of crucial justice-related data.

### **Membership**

Committee membership reflects the fundamental GAC tenet that the entire justice-interested community must be involved in information exchange. Representatives from the following entities serve as members:

- Administrative Office of the U.S. Courts
- American Association of Motor Vehicle Administrators
- American Correctional Association
- American Probation and Parole Association
- Conference of State Court Administrators
- Criminal Justice Information Services Advisory Policy Board
- Drug Enforcement Administration
- Executive Office for the United States Attorneys
- Federal Bureau of Investigation – Criminal Justice Information Services Division
- International Association of Chiefs of Police
- International Association of Chiefs of Police – Division of State and Provincial Police
- International Association of Chiefs of Police – Indian Country Law Enforcement Section
- INTERPOL
- Major Cities Chiefs' Association
- National Association for Court Management
- National Association of Attorneys General
- National Association of State Chief Information Officers
- National Center for State Courts
- National Conference of State Legislatures
- National Congress of American Indians
- National Council of Juvenile and Family Court Judges
- National Criminal Justice Association
- National District Attorneys Association
- National Governors Association
- National Law Enforcement Telecommunication System
- National Legal Aid & Defender Association
- National Sheriffs' Association
- Office of Homeland Security

- SEARCH, The National Consortium for Justice Information and Statistics
- U.S. Department of Justice – Justice Management Division
- U.S. Department of the Treasury

### **Leadership**

GAC leadership is normally elected every two years. However, in early 2002—midway through the regular term—Colonel Michael D. Robinson resigned as Director of the Michigan State Police to assume a command position within the Transportation Security Administration (TSA); he also resigned as GAC Chair and representative of the International Association of Chiefs of Police (IACP). Consequently, per GAC bylaws, Mr. Gary Cooper, Executive Director, SEARCH, The National Consortium for Justice Information and Statistics, moved from Vice Chair to the position of Chair. Committee members elected Mr. Gerald Wethington, State of Missouri Chief Information Officer and GAC representative of the National Association of State Chief Information Officers (NASCIO), as the new Vice Chair. Chairman Cooper and Vice Chairman Wethington will serve until spring 2003, when elections resume their two-year cycle.

The GAC Executive Steering Committee (ESC) consists of the GAC Chair and Vice Chair, the working group Chairs, and two at-large GAC representatives. The two at-large representatives are nominated and elected by the ESC.

The Executive Steering Committee has the authority and responsibility to:

- Set priorities, direct research, and prepare advisory recommendations for the approval of the GAC and, upon their approval, forward advisory recommendations to the Assistant Attorney General, OJP, and the U.S. Attorney General (or the designated appointee of the U.S. Attorney General).
- Schedule meetings and develop GAC meeting agendas with the final approval of the GAC Chair and the Designated Federal Official.
- Consolidate and report GAC recommendations to other appropriate organizations, as necessary.
- Track and report results and/or actions taken on GAC concerns and recommendations.
- Solicit additional technical, professional, and administrative assistance to effectively and adequately address GAC concerns and support GAC activities.

### **Working Groups**

GAC working groups, comprised of committee members and other subject-matter experts, expand the GAC's knowledge and experience. These groups are formed around timely

issues impacting justice information sharing and meet as often as necessary. During 2002, the following working groups engaged in targeted activities on behalf of the GAC.

#### Infrastructure/Standards Working Group

The Infrastructure/Standards Working Group (ISWG) was formed because successful broad-scale data exchange is greatly facilitated by (if not dependent on) the development and adoption of standards that enable transparent integration of disparate systems.

The goal of this working group is to define a framework that will assist government entities in establishing an operational environment that will enable them to share justice information within the guiding principles of the GAC. The framework will be designed to identify those critical components, programmatic and technical, necessary to develop and maintain a sound infrastructure.

#### Privacy/Information Quality Working Group

The Privacy/Information Quality Working Group was formed because of the growing need to address information privacy as impacted by advancing technological capabilities. Indeed, *privacy* may become one of the most important technology issues of the 21st century.

Goals of this working group include assisting governments in ensuring that personal information will not be inappropriately disseminated or misused; ensuring that there are safeguards against the collection and use of inaccurate information—particularly when the information is disseminated in open environments such as Internet-based systems; and improving the reliability of criminal records in an integrated electronic system.

#### Security Working Group

The Security Working Group was formed in recognition of the fact that the security of the entire justice information exchange enterprise is only as strong as the weakest link. Of particular importance is the determination of effective security guidelines for legacy networks/systems, as well as the new and enhanced networks and systems to which they are joined.

The goal of this working group is to inform the justice and justice-related communities about acceptable integrated justice system security measures, encouraging them to adopt security guidelines that have been reviewed to ensure trusted partnerships and data integrity.

## Outreach Working Group<sup>3</sup>

To engender widespread justice information sharing participation and support, a great deal of education and sharing of expertise still needs to take place.

The goal of the Outreach Working Group is to inform the justice and justice-related communities about the functions, activities, and objectives of the GAC, encouraging them to create an environment that promotes the sharing of justice information utilizing efficient and cost-effective technologies and practices.

## **Global Advisory Committee 2002: Year in Review**

During the past year, the GAC has engaged in the following:

### **Justice Extensible Markup Language (XML) Data Sharing Project**

In March 2001, to explore XML support of justice information sharing, ISWG—through the GAC—facilitated the convening of data exchange experts from the following three XML justice information sharing projects:

1. Joint Task Force Rap Sheet Standardization Project
2. LegalXML Court Filing Standard Initiative
3. Regional Information Sharing Systems XML Data Exchange Specification

In December 2001, the American Association of Motor Vehicle Administrators (AAMVA) joined the effort.

Additionally, in partnership with BJA, the National Institute of Justice funded participation of standards specialists from the Institute for Telecommunication Sciences, National Telecommunications and Information Administration (NTIA), throughout the process. These specialists provide objective guidance, expertise, and evaluation on conjoining the respective efforts.

These participants (of what would become known as the XML Reconciliation Effort) worked toward reconciling the specifications to create a common data dictionary for use by other developers of XML justice information sharing standards. The resulting *Justice Reconciled Data Dictionary*<sup>4</sup> contains approximately 300 data element tags, and is being used in a growing number of live implementations throughout the country as well as in certain efforts in the final

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<sup>3</sup> *Outreach* remains critical to the GAC efforts. However, due to the increased yield in Global-facilitated products and activities, it was determined this responsibility is now best accomplished by the respective working groups—those most involved and knowledgeable about the products being promoted. Therefore, as Global moves forward, “outreach” will be remanded to the Chairs of these groups and overseen by the Executive Steering Committee. The Outreach Working Group as a formal body was dissolved in fall 2002.

<sup>4</sup> Ascribed “RDD 1.0.”

stages of development. On April 11, 2002, GAC members unanimously passed the following recommendation in support of this data dictionary:

The GAC recommends that the Office of Justice Programs initiate a project to develop a suitable application to manage the Justice XML Data Dictionary.

Other organizations began exploring the use of the data dictionary in developing their own applications, but ultimately determined that—although useful—it did not harness the full potential of XML. Responsively, in follow-up meetings between members of the original Reconciliation Effort and representatives of additional groups, participants moved toward encompassing the data dictionary in XML schema<sup>5</sup>. This phase of the effort, completed in June 2002, produced the *Justice XML Data Dictionary Schema*<sup>6</sup>, facilitating easier document transmission and information sharing across the Internet.

Although the schema approach was the logical next step to take, it still does not provide the full extension of the XML product. Moving forward, participants of the XML initiative plan to represent object *relationships*, the key to creating the most fully beneficial product. Efforts<sup>7</sup> to solve these relational challenges in the justice framework have begun. This work is being performed on an accelerated schedule, slated for completion in spring 2003, and additional significant national efforts—such as work by Organization for the Advancement of Structured Information Standards (OASIS)<sup>8</sup> and XML.GOV<sup>9</sup>—will be included.

The next stage of the GAC XML project proposes utilizing the emerging Resource Definition Framework (RDF) standard, allowing a more practical implementation of object relationships.

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<sup>5</sup> XML schema expresses shared vocabularies and allows machines to carry out rules made by people. It provides a means for defining the structure, content, and semantics of XML documents. More information is available at <http://www.w3.org/XML/Schema>.

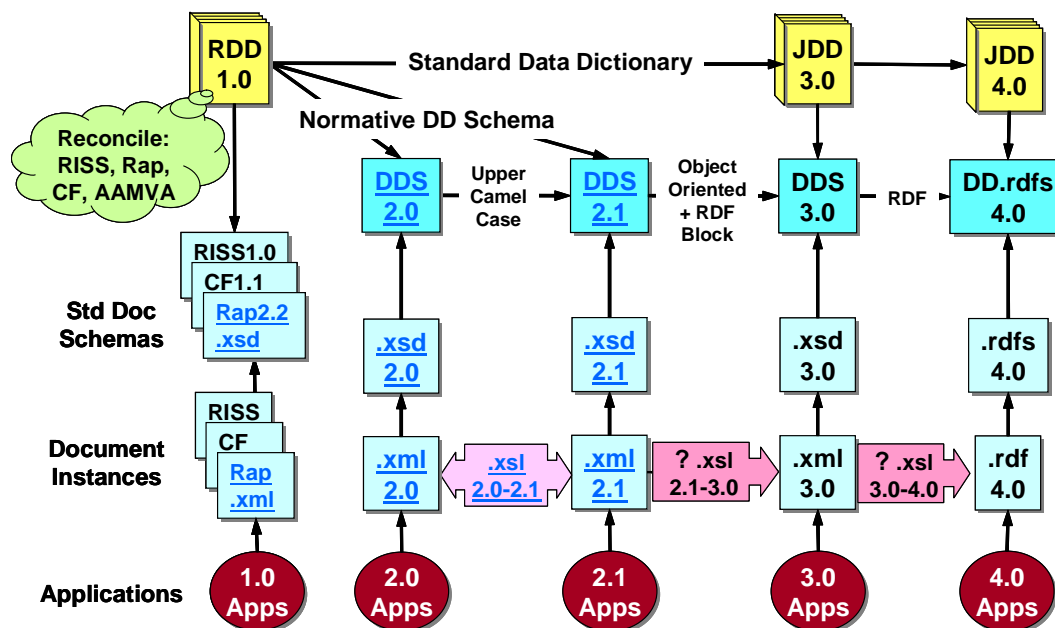
<sup>6</sup> There are two schema versions: a lower camel case version (JXDDS 2.0), which directly wraps the RDD in schema, and an upper camel case version (JXDDS 2.1) along with a translator, enabling interoperability between the two versions.

<sup>7</sup> One effort (JXDDS 3.0) defines core objects that exist in the justice world.

<sup>8</sup> OASIS is a not-for-profit, global consortium that drives the development, convergence, and adoption of e-business standards. More information is available at <http://www.oasis-open.org/>.

<sup>9</sup> The XML.GOV initiative is discussed later in the report.

**Diagram 1.**  
**Illustration of the Various Implementations and Stages of the GAC XML Project**



The three original projects have submitted their respective XML standards and the common *Justice Reconciled Data Dictionary* to OJP—through ISWG/GAC—for review and recognition via the Justice Standards Registry for Information Sharing (discussed below). The schema iterations will shortly follow suit, providing an information sharing blueprint for other related efforts. It is hoped the substantial results of this ongoing project will stem disparate information sharing developments which, no matter how well-intentioned, only serve to fracture the justice and public safety communities and isolate vital data.

### Justice Standards Registry for Information Sharing

The success of justice-related information sharing is greatly facilitated by the development and adoption of a standards coordination process, permitting the transparent integration of disparate systems. Currently there are numerous standards development efforts underway within the justice community, as well as other sectors, such as public safety and transportation, which will undoubtedly impact the overall safety of our citizens. Therefore, these activities, including those sponsored by industry, deserve close attention and coordination. Responding to this imperative for coordination, ISWG—through the GAC—facilitated the development of the **Justice Standards Registry for Information Sharing** (“Registry” or JSR), an easy-to-access information exchange tool for practitioners across the entire justice/public safety landscape, at every level of government. OJP released the Registry in fall 2002.

The Registry serves four critical purposes:

1. Facilitates the planning and implementation of effective information sharing projects by enabling practitioners to review their peers’ standards concepts,

- documents in progress, specifications, and completed and/or implemented standards (saving resources of time, money, and effort);
2. Provides real-world insight into the utility and application of the Registry's entries through accompanying "users comments" sections;
  3. Offers practitioners the ability to submit standards and comments for the benefit of the whole justice-interested community; and
  4. Represents standards in all phases of the development process: planning, emerging, implementation, and twilighting.

The Registry is housed on the Global/OJP IT Initiatives Web site<sup>10</sup>, a comprehensive, easily accessible resource exploring the information sharing process, initiatives, and technological developments. By logging onto the JSR, users have a number of valuable services literally at their fingertips:

- A repository of information technology and communications standards and specifications. In some cases, the Registry contains the entire standard itself.
- A Web-based method of sharing information regarding justice and public safety-related data exchange, retrieval, collaboration, and integration.
- A forum for feedback and review.
- A search engine, help screens, and tutorial pages to maximize capabilities.
- A subscription service that automatically alerts registered users about the addition or updating of standards.

To monitor performance and ensure continued maximum efficacy, on April 11, 2002, members of the GAC unanimously approved the following recommendation:

The GAC recommends that the Office of Justice Programs provide for a formal, structured review of the Justice Standards Registry Program on an annual basis, or as necessary.

ISWG is currently determining performance measures for use in this annual review.

### **Global/OJP Information Technology Initiatives Web Site**

GAC members also significantly contribute to the OJP Information Technology (IT) Initiative/Global Justice Information Network Web site.

This comprehensive, "one-stop-shop" was developed for interested justice and public safety practitioners at all levels of government and all stages of the information sharing process.

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<sup>10</sup> Located at <http://it.ojp.gov/> and discussed later in the report.

Topics include<sup>11</sup>:

- Global publications, minutes, and presentations
- GAC meeting announcements
- Justice Standards Registry for Information Sharing
- Justice XML Data Dictionary
- Featured information sharing initiatives and organizations, such as Justice Information Sharing Professionals (JISP)
- Computer system information exchange processes
- New policy and technology developments
- Model information sharing systems
- Information sharing “lessons learned”
- Promising practices
- Peer-to-peer networking
- Events calendar
- Latest news and online newsletter

### **Global Guidelines for Securely Sharing Justice and Law Enforcement Information**

The GAC, through its Security Working Group, is currently developing the *Global Guidelines for Securely Sharing Justice and Law Enforcement Information* (“Draft”). Information security experts and representatives from local, state, tribal, and federal justice and justice-affiliated agencies are contributing to this effort.

The Draft will serve a strong educational purpose in the justice and public safety communities, and will contain the added value of recommended guidelines, best practices, and a library of referenced local and state policies. Initial plans call for the document to be organized into the following fourteen “disciplines” or important security topic areas:

1. Identification and Authentication
2. Authorization and Access Control
3. Personnel Screening
4. Separation of Duties
5. Security Auditing
6. Intrusion Detection Systems
7. Firewall, VPNs, and Other Network Safeguards
8. Data Integrity
9. Data Classification
10. Confidentiality
11. Disaster Recovery and Business Continuity
12. Change Management Governance
13. Critical Incident Response

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<sup>11</sup> The Global Web site is a featured component of the OJP IT Initiatives Web site. The sites are similar in design and general area of interest (i.e., justice-related information sharing), although the Global portion of the site focuses specifically on activities, publications, and administrative issues of the GAC. The listing of topics includes features of both sites.

Working group members are also addressing maintenance of the documentation, Web links and references, and presentation format. The full GAC anticipates reviewing the Draft at the spring 2003 meeting. The finished product will be posted on the Global Web site for widespread access.

### **Expanded GAC Membership**

A hallmark and chief strength of the GAC is its composition: the carefully balanced representation of all components of the justice-interested community. In fact, this attention to membership is ordained: in accordance with the governing bylaws, the GAC is charged with being “vocal and visible in creating and communicating a *shared vision among critical stakeholders/key executives* regarding the Global concept.” Abiding by this principle and in recognition of additional factors (including the new and necessary emphasis on the inextricable link between justice and public safety agencies), in spring/summer 2002, GAC membership was expanded as the full Committee voted two agencies into membership:

- National Congress of American Indians (NCAI)<sup>12</sup>
- Office of Homeland Security (OHS)<sup>13</sup>

In October 2002, representatives from these agencies attended their first GAC meeting as Committee members.

### **Participation in Related Efforts**

The GAC has been engaging the justice community in information sharing activities for approximately five years. This longevity, coupled with the collective expertise of Committee members, has established the group as a premier source for advisement and collaboration. In 2002, the GAC offered assistance to the following groups and/or advised on the following issues:

#### **Office of Homeland Security**

As accurately assessed in the Office of Homeland Security (OHS or “Office”) *National Strategy for Homeland Security*, “[i]nformation contributes to every aspect of homeland security and is a vital foundation for the homeland security effort. Every government official performing every homeland security mission depends upon information and information technology.”

Consider that this is a unique window of opportunity and time of need. As the Office engages in fundamental development activities, Global stands ready to provide critical, experienced information sharing advisement, strengthening the key OHS Foundation<sup>14</sup> of Information Sharing and Systems which, in turn, strengthens the whole of the Office. At this

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<sup>12</sup> Additional information about GAC support of Indian Country information sharing issues follows in a subsequent section.

<sup>13</sup> Additional information about GAC support of OHS efforts follows in a subsequent section.

<sup>14</sup> OHS designates the four foundations of 1) law, 2) science and technology, 3) information sharing and systems, and 4) international cooperation as “unique American strengths that cut across all...levels of government” and are essential to homeland security.

point in history, perhaps the most immediate and significant opportunity for leveraging GAC expertise lies in supporting the efforts of OHS.

Recognizing this, the GAC Executive Steering Committee (ESC) met with Mr. Steven I. Cooper, Special Assistant to the President, OHS, in Washington, DC, in August 2002. In preparation for this meeting, Global staff prepared a briefing paper<sup>15</sup> documenting precisely how the goals within OHS's own "*Information Sharing and Systems—National Vision*" overlap with Global activities, attributes, and guiding principles.

In addition to pursuing ways to interface the Global Initiative with the OHS information sharing mission, ESC members proffered OHS an invitation to GAC membership. The invitation was accepted.

### *Information Sharing in Indian Country*

At the spring 2002 meeting, the GAC was requested to facilitate a discussion about justice information sharing challenges in Indian Country. Responsively, in July 2002, the Committee convened an ad hoc group to examine these issues. GAC Indian Country representatives and OJP staff involved in tribal programs designated appropriate attendees. These participants were charged with accomplishing two primary tasks:

1. Examining the agendas of the standing GAC working groups to determine omissions relative to information sharing in Indian Country.
2. Documenting issues of justice and public safety-related information sharing and information access in Indian Country relative to three categories:
  - a. Access to national information/information sharing systems
  - b. Information sharing between agencies in Indian Country and agencies in the surrounding states and counties
  - c. Standardized technology and information management rules and protocols within the tribal justice system

Imminently, this ad hoc group is expected to report their findings and additional recommendations to the GAC ESC. If necessary, the ESC will recommend further activities<sup>16</sup> to adequately address tribal concerns.

### *XML.GOV*

XML.GOV—an initiative of the Enterprise Interoperability and Emerging Information Technology Committee, federal Chief Information Officer (CIO) Council—aims to "...facilitate the efficient and effective use of XML through cooperative efforts among government agencies,

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<sup>15</sup> This briefing paper is included as *Attachment A*.

<sup>16</sup> As previously highlighted, in spring 2002, GAC members took steps to bridge Indian Country representational gaps by voting the NCAI into Global membership.

including partnerships with commercial and industrial organizations.”<sup>17</sup> Additionally, the associated “XML Working Group is considering whether to establish a registry of ‘inherently governmental’ data elements, DTDs<sup>18</sup>, and schemas.”<sup>19</sup>

The XML.GOV project presents an opportunity for GAC collaboration as well as a chance to eliminate federal-level redundancy of effort. To pursue this relationship, OJP officials—working in cooperation with Global working group representatives—participated in the August 2002 XML.GOV Working Group Meeting. Of primary interest was coalescing/coordinating the two XML registry efforts. Collaboration between the groups continues to be pursued.

### *Business Continuity and Disaster Recovery*

The GAC—through ISWG—recognizes the importance of the two issues of *business continuity* and *disaster recovery* to post-crisis justice and public safety information sharing. Responsively, at the spring 2002 meeting, the GAC leveraged the strength and diversity of its membership in unanimously approving the following recommendation:

The GAC requests that its members of the “Big 7”<sup>20</sup> and members representing the judicial branch and tribal communities confirm the presence/existence of a dialogue within those bodies on the issues of **business continuity** and **disaster recovery**.

### *Privacy Guideline for Justice Information Systems*

Even in the current climate of urgency, justice leaders—both nationally and internationally—place a priority on balancing the sharing of critical information with developing and implementing privacy policies. In pursuit of this careful balance, the National Criminal Justice Association (NCJA) drafted the *Privacy Guideline for Justice Information Systems* (“Guideline”). The GAC, through its Privacy/Information Quality Working Group, coordinated production of the Guideline.

The document was created in response to a number of needs, including the need for a forum and mechanism to address open-record legislation, and the need to explore the potential for misuse of personal information when sharing records.

The Guideline is a manual for practitioners describing the implementation of privacy policy, providing practical “how to” processes, underscoring the importance of addressing privacy issues, and establishing a generic framework. Specifically, the manual contains the following sections:

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<sup>17</sup> Taken from the XML.GOV Web site at <http://xml.gov/index.htm>.

<sup>18</sup> “DTDs” is the acronym for “document type definitions.”

<sup>19</sup> Taken from the XML.GOV Web site at <http://xml.gov/index.htm>.

<sup>20</sup> The “Big 7” is a body comprised of agencies sharing an interest in local and state concerns. This coalition is made up of the National Governors Association; National Conference of State Legislatures; Council of State Governments; National Association of Counties; National League of Cities; International City/County Management Association; and U.S. Conference of Mayors.

Section I—Introduction and Basic Considerations  
Section II—Developing Privacy Policy  
Section III—Drafting Privacy Policy  
Section IV—Privacy Policy Assessment, Education, and Training

As part of the final editing process, the Guideline was reviewed by the public/private entities, and now resides with NCJA for custodianship and distribution<sup>21</sup>.

Functional Standards

In addition to accomplishments achieved through direct Committee involvement, several justice/public safety-related efforts have benefited from the *impetus of* and *climate fostered by* the GAC. A prime example of this ancillary benefit is in the area of functional standards.

As previously outlined, Global strongly advocates the development of standards, and has invested expertise in advising on number of key initiatives in this pursuit, such as the Justice Standards Registry and the XML Reconciliation Effort. Capitalizing on this momentum, GAC member constituencies are developing and/or implementing functional standards, often supported in their efforts by BJA. Examples of these Global-influenced functional standards activities include:

- **Courts functional standards**

Functional standards were first developed by the court community as part of the work of the Joint Technology Committee of the Conference of State Court Administrators and the National Association for Court Management, staffed by the National Center for State Courts. Drawing on funding from the states, the Bureau of Justice Assistance, and the Office of Juvenile Justice and Delinquency Prevention, the court program is designed to develop national standards of operations for case flow management for six case types: civil, criminal, juvenile, family, traffic, and probate. From the outset, the program has incorporated information sharing among its objectives.

Representatives from other disciplines—law enforcement, corrections, the bar, treatment agencies, defense counsel, prosecutors—have been included in the working groups formed to develop the content of the functional standards. The program design has been used as the model for the functional standards efforts of the other disciplines.

The court program is the most mature of the several functional standards efforts now underway. The functional standards for each case type are described in a separate volume. Each volume describes the components of the standard in sufficient detail to provide a framework for software development,

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<sup>21</sup> The *Privacy Guideline for Justice Information Systems* is available at <http://www.ncja.org/pdf/privacyguideline.pdf>.

with accompanying documents and reports. The volumes currently available<sup>22</sup> are:

- Civil Case Processing System Functional Standards
- Criminal Case Processing System Functional Standards
- Domestic Relations Case Processing System Functional Standards
- Juvenile Court Case Management Functional Standards
- Electronic Filing Functional Standards

- **Law enforcement functional standards**<sup>23</sup>

Law enforcement information technology standards are necessary to provide national guidelines for law enforcement executives to use when making decisions regarding implementation of information technology. The Law Enforcement Information Technology Standards Council (LEITSC or “Council”) was created to ensure that the law enforcement community is involved in the development of such standards. Established through a grant from BJA, LEITSC brings together the nation’s primary law enforcement executive membership associations— International Association of Chiefs of Police, National Sheriffs’ Association; National Organization of Black Law Enforcement Executives, and Police Executive Research Forum—to address law enforcement standards. The Council’s mission: to provide advice and leadership to the nation’s law enforcement community on information technology standards; share practical solutions; and educate the public safety community about the merits and technical aspects of information systems integration. One of the key ways LEITSC will support this mission is by “expanding the reach and impact of Global.”<sup>24</sup>

- **Probation and parole functional standards**<sup>25</sup>

Through BJA funding, the American Probation and Parole Association (APPA) is developing a document that will define functional standards to assist probation agencies in implementing effective automated case management systems. APPA, in partnership with the National Center for State Courts, will identify adult probation agencies with automated case management systems that are employing effective case management practices, and will obtain written specifications from agencies having either exemplary case management practices or exemplary case management systems. These specifications will be analyzed and distilled to the common elements that comprise the functional requirements of a recommended automated probation case management system.

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<sup>22</sup> More information about courts functional standards, including access to the enumerated volumes, is available at <http://www.ncsc.dni.us/ncsc/ctp/htdocs/standards.htm>.

<sup>23</sup> More information on LEITSC is available at <http://www.iacptechnology.org/LEITSC/LEITSCIndex.htm>.

<sup>24</sup> *Ibid.*

<sup>25</sup> More information on the APPA functional standards project is available at <http://www.appa-net.org>.

- **Corrections functional standards**

BJA is providing support for the Association of State Correctional Administrators (ASCA)/Correctional Technology Association (CTA) Common Business Functions Project. The project goals are to:

1. Produce standard data formats for the electronic exchanges of data between Departments of Corrections and other agencies.
2. Develop a set of common functions, providing a foundation for a standard template for current and future systems.

Key indicators developed by another OJP-sponsored corrections initiative—the ASCA Performance Measures Project—will be supported by the Common Business Functions Project.

A functional standard being developed from this project<sup>26</sup> has been submitted to the Justice Standards Registry, and is available for public viewing.

### **Global Advisory Committee 2003: Future Activities**

The GAC will continue to pursue its mission by building on its working group achievements, leveraging existing resources such as OJP IT initiatives, and continuing to engage the entire justice community in the information sharing dialogue.

In 2003, the GAC ESC will develop a conceptual framework for information sharing, exploring the implications of *enterprise architecture* for the justice and public safety communities. Additionally, this exploration will take into account the associated works of the National Association of State Chief Information Officers (NASCIO); Office of Management and Budget (OMB), the Executive Office of the President; and Office of Homeland Security (OHS).

### **GAC Working Groups: Continuing the Momentum**<sup>27</sup>

The GAC will build on the accomplishments of its working groups as follows:

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<sup>26</sup> For more information, please see [http://it.ojp.gov/jsr/public/viewDetail.jsp?sub\\_id=114](http://it.ojp.gov/jsr/public/viewDetail.jsp?sub_id=114).

<sup>27</sup> It is important to note that the four working groups' activities are coordinated to maximize effort and expertise in addressing overlapping concerns.

## **Infrastructure/Standards**

In 2003, ISWG will pursue its goal by:

- Reviewing the objectives and evaluating the design and performance of the Justice Standards Registry for Information Sharing (JSR), housed on the Global Web site.
- Reviewing and supporting the development of programs and projects that facilitate information sharing in the justice and public safety communities.
  - Continuing support of the justice XML data dictionary development effort, to include recommending considerations for a maintenance process.
  - Monitoring emerging technologies to identify their implications for justice- and public safety-related information sharing.
- Drafting a justice/public safety infrastructure requirements report.

## **Privacy/Information Quality**

In 2003, the Privacy/Information Quality Working Group will pursue its goals by:

- Exploring privacy implications for homeland security.
- Exploring the application of technologies for reliable and accurate identification of individuals.
- Exploring the issues associated with updating a criminal history record with prosecution, adjudication, supervision, or other criminal history events when those events cannot be linked to an arrest notation that has already been entered into the criminal history repository.

## **Security**

In 2003, the Security Working Group will pursue its goals by:

- Continuing local, state, and tribal research on relevant information security topics for justice and law enforcement information sharing.
- Completing the *Global Guidelines to Securely Sharing Justice and Law Enforcement Information* (“*Guidelines*”). Producing the *Guidelines* on CD-ROM/DVD and on the Global Web site for outreach to communities of interest.

- Continuing to develop a reference library of local, state, and tribal security policies, best practices, legislation, mandates, and requirements, to be posted on the Global Web site.
- Completing sample shared models for implementation of the *Guidelines*.
- Prioritizing relevant security topics for implementation in justice and law enforcement information sharing initiatives.
- Coordinating with the Infrastructure/Standards Working Group to develop security documentation for inclusion in related reports.
- Developing XML security guidelines, to address problems faced by developers of XML-based applications, Web services, and security middleware for XML.

### **Intelligence**

In fall 2002, in accordance with governing bylaws<sup>28</sup>, the Intelligence Working Group was formed to examine and integrate into the GAC dialogue the particular challenges to intelligence sharing. This working group will explore the important role of sharing secure but unclassified information, and how this issue furthers and supports the exchange of crucial data among local, tribal, state, and federal agencies.

### **Partnerships: OJP Information Technology Initiatives<sup>29</sup>**

In addition to concentrating on the above issues, the GAC looks forward to continued collaboration on, acting in an advisory capacity to, and strong support of ongoing and future OJP integration activities. OJP has contributed greatly to the field by supporting the development of standards processes, privacy policy, information architecture, and outreach vehicles (e.g., OJP IT Initiatives Web site). These areas are especially complementary to GAC efforts.

### **Facilitating Full Participation for All Disciplines**

In order to reach the full information sharing capability envisioned by the GAC, all disciplines involved in justice-related efforts—including public safety constituencies—must employ information technology among their members. Historically, some disciplines and communities have had difficulties in obtaining resources to acquire and implement appropriate information systems; for example, probation, parole, public defense, pretrial services, and Indian Country agencies. While not detracting in any way from other efforts, attention should be given

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<sup>28</sup> According to Global bylaws: “With the input of the GAC and the DFO, the GAC Chair will establish working groups, which may include non-committee representatives, to provide oversight for a specific research area.”

<sup>29</sup> *An Overview of OJP Bureaus, Offices and Cops Information Technology Initiatives* contains information about OJP IT efforts. This document is available at <http://www.ojp.usdoj.gov/BJA/txt/NCJ18909.pdf>.

to identifying and addressing the technological needs of these disciplines (and others) to enable them to be full participants in broad-scale justice information sharing.

Also, to continue capitalizing on the ideals of inclusiveness and strength through diversity, as an ongoing task, committee members will scan the justice and public safety landscapes for unrepresented or underrepresented constituencies. When necessary, additional organizations will be nominated for GAC membership.

## **Conclusion**

### **Using Information to Secure the Homeland: Better, More Efficient, More Secure Business Practices for Addressing National Crises and Day-to-Day Operations**

*The President believes that an effective use of intelligence and closer coordination across all levels of government will help stop future terrorist attacks. In the wake of September 11, for example, we discovered that information on the hijackers' activities was available through a variety of databases at the Federal, State, and local government levels as well as within the private sector. Looking forward, we must build a system that combines threat information and then transmits it as needed to all relevant law enforcement and public safety officials<sup>30</sup>.*

Along with the national emphasis on homeland security, citizens are anxious for justice and public safety personnel to quickly share vital information, both across town and across America, to protect the public. So, too, the Administration has shifted attention and resources to establish information exchange as one of four key foundations in the war on terrorism. In this endeavor, the Global Advisory Committee is a valuable resource, particularly in light of fundamental efforts accomplished well in advance of pivotal national events.

GAC members have long realized that justice information sharing, above and beyond today's crisis, is a national imperative. In fact, every agency involved in the apprehension, adjudication, and incarceration of offenders requires information from other justice entities *on a daily basis* to do their job. Furthermore, entities outside of the justice community—including schools, childcare services, transportation, and licensing agencies—need this capability to perform routine business activities such as hiring new personnel, approving gun purchases, or granting professional licenses.

While today's sense of urgency—evidenced by increased public and governmental interest—may be a harbinger of the support necessary to make broad-scale justice and public safety information sharing a reality, technical, programmatic, and policy issues still must be

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<sup>30</sup> From "Using 21<sup>st</sup> Century Technology to Defend the Homeland," located at <http://www.whitehouse.gov/homeland/21st-technology.html>.

addressed within a community of shared interests. The Global Advisory Committee is that community of shared interests.

Looking ahead, GAC members are anxious to use their combined expertise to support the Assistant Attorney General, OJP, the U.S. Attorney General, the nascent U.S. Department of Homeland Security, local and state governments, and practitioners across the nation in pursuing public safety and homeland security through the powerful currency of timely, accurate, complete, and accessible information shared in a secure and trusted environment.

*Global Justice  
Information Network*

*Annual Report*

**Attachment A**

# Global Justice Information Network: Supporting the Office of Homeland Security

August 22, 2002

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## Introduction

Never before has America's need for justice and public safety-related information sharing been more compelling. The absence of this capability, however, has plagued practitioners for decades. While broad-scale information sharing has yet to be achieved, claims that the problem has gone unaddressed are unwarranted. The Global Justice Information Network (Global) Advisory Committee (GAC or "Committee")—a Federal Advisory Committee with members from across the whole of the justice community, at all levels of government—has actively pursued nationwide information sharing. Recent Global successes have impacted information sharing for the entire justice and public safety communities.

### Briefing Purpose: Recommending Global Expertise to the Office of Homeland Security

As accurately assessed by the Office of Homeland Security (OHS or "Office") in *The National Strategy for Homeland Security*, "[i]nformation contributes to every aspect of homeland security and is a vital foundation for the homeland security effort. Every government official performing every homeland security mission depends upon information and information technology." Therefore, strengthening this key OHS Foundation of Information Sharing and Systems by leveraging Global expertise strengthens the whole of the Office—the six critical mission areas and the four identified foundations.

Global can provide critical support to OHS. The goals within OHS's own *"Information Sharing and Systems—National Vision,"* directly overlap with Global activities, attributes, and guiding principles. These correlations between OHS and Global are summarized below. Considering this unique window of opportunity, as the Office engages in fundamental development activities, Global can provide experienced assistance at once, facilitating more immediate OHS successes to secure the safety of our homeland through the exchange of vital information.

## Global Supports for the OHS *National Vision*<sup>1</sup> for Information Sharing

### *Complementary Tenet 1—Leveraging Existing Systems*

We must build a “system of systems” that can provide the right information to the right people at all times.... We will leverage America’s leading-edge information technology to develop an information architecture that will effectively secure the homeland.

— OHS *National Vision*

To recommend concepts that leverage existing infrastructure, capabilities, and functionality.

— Global *Guiding Principles*

OHS officials note that “[t]oday, there is no single agency or computer network that integrates all homeland security information nationwide, nor is it likely that there ever will be. Instead, much of the information exists in disparate databases scattered among federal, state, and local entities.... [Therefore,] it is crucial to link the vast amounts of knowledge resident within each agency at all levels of government.”<sup>2</sup> GAC members concur and, in fact, have been providing advice to the federal government—*based on this tenet of leveraging existing systems.*

Because of their diverse backgrounds, Committee members implicitly understand and vigorously advocate that large-scale justice and public safety-related information sharing can be accomplished most efficiently by using state-of-the art technologies to create a new network *capability* rather than a new network. An example of Global commitment to this ideal: The GAC has already reconciled three independently developed information sharing solutions utilizing Extensible Markup Language (XML):

- Joint Task Force Rap Sheet Standardization Project
- LegalXML Court Filing Standard Initiative
- Regional Information Sharing Systems XML Data Exchange Specification

The constituencies’ solutions, as originally developed, contained data definition conflicts. The reconciliation process eliminated those conflicts and formed the basis of the Justice XML Data Dictionary, now containing hundreds of reconciled elements. Moving forward, the project has additionally reconciled the XML development efforts of

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<sup>1</sup> The “National Vision” is found on page 56 of the “Information Sharing and Systems” section of the recently released OHS document, *The National Strategy for Homeland Security*.

<sup>2</sup> *The National Strategy for Homeland Security*, page 55.

the American Association of Motor Vehicle Administrators (AAMVA) and continues to advance in terms of both numbers of participants and methodologies. At this moment, the effort is progressing toward the use of more expandable, data-rich information sharing approaches such as object-oriented schema and resource description framework. Additionally, the GAC is working with XML.gov to determine how Global XML efforts can serve as a national model for the XML.gov Registry.

***Complementary Tenet 2—Comprehensiveness of Players:  
A “National Strategy, Not a Federal Strategy”<sup>3</sup>***

Information will be shared “horizontally” across each level of government and “vertically” among federal, state, and local governments, private industry, and citizens.

— OHS *National Vision*

To bring together representatives from the entire justice community and related entities—including industry—to overcome the barriers to justice information sharing across agencies, disciplines, and levels of government.

— *Global Guiding Principles*

Thirty-one agencies are represented on the GAC, and many other agencies—including industry—participate in the Global initiative through the four Working Groups. The GAC is comprised of associations and advisory boards whose constituent members are key personnel from local, state, tribal, federal, and international justice entities, and represent justice agency executives and policy makers; justice automation planners and managers; justice information practitioners; and, most importantly, **thousands of justice community end users**. This last group distinguishes the GAC as a committee whose members remain actively dedicated to information sharing, precisely, because they continue to be producers, consumers, and administrators of crucial justice data.

The GAC is a body of representatives with extensive institutional knowledge and empirical research regarding current resources within the justice and public safety communities. A recent example of GAC work is the collaboration with the National Association of Chief Information Officers (NASCIO) in support of a national business enterprise architecture for the justice and public safety communities.

The GAC has established trust among members from disparate constituencies and levels of government, resulting in a willingness to reconcile proprietary issues in pursuit of the common goal of sharing information. For OHS to develop a comparable group of local, tribal, state, federal, and international constituency advisors *with the same level of cooperation* would not only be a duplication of effort, but would take a great deal of time and, even more so, such interpersonal cohesion can never be guaranteed.

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<sup>3</sup> From the letter from President George W. Bush, dated July 16, 2002, which introduces the *National Strategy for Homeland Security*.

### *Complementary Tenet 3—Cost-Efficient Use of Resources*

With the proper use of people, processes, and technology, homeland security officials throughout the United States can have complete and common awareness of threats and vulnerabilities as well as knowledge of the personnel and resources available to address these threats....

— OHS *National Vision*

To promote the development and implementation of standards that facilitate seamless exchange of information among justice and related systems; To provide information that supports sound business decisions for the planning, design, and procurement of cost-effective, interoperable information systems.

— *Global Guiding Principles*

*“We have produced a comprehensive national strategy that is based on the principles of **cooperation and partnership**.”<sup>4</sup>*

— *President George W. Bush*  
July 16, 2002

The OHS ideal of the “proper use of people, processes, and technology” has already been partially addressed by *Complementary Tenet 1—Leveraging Existing Systems* (proper use of technology) and *Complementary Tenet—Comprehensiveness of Players* (proper use of people). However, Global can also support OHS in the proper use of processes—cost-effectively utilizing resources and avoiding duplication of efforts. According to OHS’s governing rules, Global should be part of the homeland security effort.

A specific example of an OHS “item” currently being addressed by DOJ-funded Global is the promotion of interoperable standards. Why this focus on standards? Simply, successful information exchange across the range of interested constituencies—at local, tribal, state, federal, and international levels—hinges on the use of common and effective standards. To avoid duplicative or even cross-purpose efforts, standardization activities must be coordinated—not only across the justice and public safety arenas, but into related business sectors as well, such as transportation. The **Justice Standards Registry for Information Sharing** (“Registry”), scheduled for imminent release, is a hands-on way to facilitate this coordination.

The Registry, an easy-to-access Internet-based tool for practitioners *across the entire justice/public safety landscape, at every level of government*, does three things:

- (1) Facilitates the planning and implementation of effective information sharing projects by enabling practitioners to review their peers’

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<sup>4</sup> From the letter from President George W. Bush, which introduces the *National Strategy for Homeland Security*. Emphasis added.

standards concepts, documents in progress, specifications, and completed and/or implemented standards;

- (2) Provides real-world insight into the utility and application of the Registry's entries through accompanying "users comments" sections; and
- (3) Offers government practitioners the ability to submit standards and comments for the benefit of the whole justice-interested community.

Furthermore, employing Global expertise such as the Justice Standards Registry in the pursuit of "horizontal" and "vertical" information sharing is more than resource efficient in terms of both time and money. It exemplifies the President's critical message on cooperation and partnership to the whole of the justice and public safety communities: Just as you must avoid building stovepipe systems, so, too, must you avoid building "stovepipe agencies."

***Complementary Tenet 4—Maintaining the Balance  
Between the Need for Information Sharing and Citizens’ Rights***

*In every instance, sensitive and classified information will be scrupulously protected.*

— OHS *National Vision*

To promote constitutional values and individual rights by ensuring the accuracy and security of justice information, and the implementation of appropriate privacy safeguards.

— *Global Guiding Principles*

Criminal intelligence information has always demanded safeguarding in the interest of ongoing investigations. However, with today’s pursuit of more broadscale justice and public safety-related information sharing, there is an increased need to address privacy considerations as impacted by advancing technological capabilities and the urgency of the times.

The GAC’s goals are to assist all levels of government in ensuring that personal information will not be inappropriately disseminated or misused, and that there are safeguards against the collection and use of inaccurate information—particularly when the information is disseminated in open environments such as Internet-based systems.

## Conclusion

Considering the necessarily ambitious planning schedules of OHS, GAC Executive Steering Committee (ESC) members are keenly aware that time is of the essence in solidifying this critical, collaborative relationship between OHS and the GAC. ESC members appreciate and anticipate meeting with Mr. Steve Cooper and other OHS officials to discuss this matter further.

Ultimately, in addition to advising the Assistant Attorney General, OJP, and the U.S. Attorney General, GAC members are anxious to use their combined expertise to support the Office of Homeland Security, particularly in helping local, tribal, and state governments and practitioners across the nation ensure public safety and homeland security through the powerful currency of timely, accurate, and complete information shared in a secure and trusted environment.