U.S. DEPARTMENT OF JUSTICE
GLOBAL JUSTICE
Information Sharing Initiative

2004 ANNUAL REPORT
to U.S. Attorney General Alberto R. Gonzales

OVERVIEW

The Global Justice Information Sharing Initiative (Global) was created by the U.S. Department of Justice to support the broadscale exchange of pertinent justice and public safety data and to serve as an advisory body to the U.S. Attorney General and the U.S. Department of Justice on justice information sharing issues. Through this counsel, Global promotes and offers recommendations to facilitate standards-based electronic information exchange to provide the justice community with timely, accurate, complete, and accessible information in a secure environment.

To help guide and facilitate the efforts of Global, the office of the U.S. Attorney General reached out to key personnel from local, state, tribal, federal, and international justice entities to form the U.S. Department of Justice Global Advisory Committee (GAC). This group of dedicated justice professionals works collaboratively to address the policy, connectivity, and jurisdictional issues that have hampered effective justice information sharing. GAC comprises of justice agency executives and policymakers, justice automation planners and managers, justice information practitioners, and end users. This last group is vital because it distinguishes the GAC as a committee whose members are actively dedicated to the issue of information sharing precisely because they continue to be producers, consumers, and administrators of crucial justice data. The GAC membership reflects the Global tenet that the entire justice community must be involved in information exchange.

GAC operates in accordance with the provisions of the Federal Advisory Committee Act and convenes twice a year in Washington, DC. Meetings are announced in the *Federal Register*, and the public is welcome to attend as observers.

U.S. DEPARTMENT OF JUSTICE

GLOBAL JUSTICE
Information Sharing Initiative
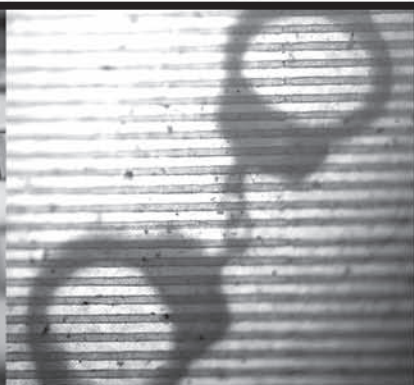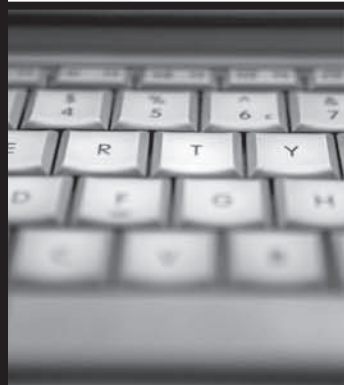
2004 ANNUAL REPORT

to U.S. Attorney General Alberto R. Gonzales

PREFACE

". . . .[W]e needed to change the whole attitude about how we protect the homeland. We'll do everything we can to stay on the offensive. But just remember, we've got to be right 100 percent of the time; and the enemy has only got to be right once. And so we've got a tough job. **It means we've got to coordinate between the federal government and the state government and the local government like never before. We've got to share information on a real-time basis, so first responders and police chiefs can move as quickly as possible. . . .***What happens in bureaucracies is you get what they call stovepipes—in other words, people don't talk to each other, they kind of stay in their own lane, and they don't share information across the lanes, and therefore, vital information may show up, but it's not widely disseminated so there's not real-time action on, say, a threat. . . .Now, these are people charged with gathering information about threats to the country; yet they couldn't share the information. . . .If we can't get people talking, how can we act? We're charged with the security of the country, first responders are charged with the security of the country, and if we can't share information between vital agencies, we're not going to be able to do our job."* **(Emphasis added.)**

—George W. Bush,
  President of the United States of America[1]

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 broadscale exchange has yet to be achieved, claims that the problem has gone unaddressed are unwarranted. The U.S. Department of Justice's (DOJ) **Global Justice Information Sharing Initiative (Global)[2] Advisory Committee** (hereafter, GAC or committee) exists to make recommendations and support the chief law enforcement officer, the U.S. Attorney General. With the support and guidance of the Bureau of Justice Assistance (BJA) and DOJ, GAC has concentrated its diverse expertise on challenges 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 advocated information sharing while safeguarding citizens' constitutional rights. Global is aimed at facilitating the appropriate "availability of information" and is truly a national effort.

During 2004, GAC recommendations to the U.S. Attorney General have positively impacted information sharing for the entire justice and public safety communities. GAC has:

- Provided support regarding the development, publishing, distribution, and ongoing implementation of the *National Criminal Intelligence Sharing Plan* ("Plan" or NCISP), as deemed critical by law enforcement representatives across all levels of government in the wake of September 11, 2001. The Plan provides a cohesive vision and practical solutions to improve law enforcement's ability to detect threats and protect communities. The U.S. Attorney General endorsed the Plan at a kickoff event held in May 2004.

- Made recommendations concerning the latest and most promising architectures for justice information sharing through the release of *A Framework for Justice Information Sharing: Service-Oriented Architecture (SOA)*. This architecture stresses the following key, beneficial points: (1) emphasizes access to information, not the origin of the data; (2) focuses on the form, utility, and content of the message that the user receives; (3) expects that information sharing will cross agency, discipline, and government boundaries; and (4) adopts an incremental approach that justice agencies can integrate into existing systems.

- Supported the development, release, and training and technical assistance of the ***Global Justice XML[3] Data Model*** (Global JXDM or "Model"). What began in March 2001 as a reconciliation of data definitions, evolved into a broad endeavor to develop an XML-based framework that enabled the justice and public safety communities to effectively share information at all levels of government—laying a foundation for local, state, tribal, and national justice interoperability. In 2004, over 325 justice professionals were trained on the Model.

- Provided advice and counsel on security issues vital to information sharing, including updating the educational resource ***Applying Security***

Practices to Justice Information Sharing (a field compendium of current best practices and successful models for justice-related information technology [IT] security) and examining *wireless security issues* with an eye toward guiding practitioners as they roll out new technologies/protocols and recommending question-and-answer sets for justice decisionmakers in support of wise procurement choices.

- Recommended principles contained in *Privacy and Information Quality Policy Development for the Justice Decision Maker*, a high-level overview aimed at the justice executive which underscores the need for privacy policy development and outlines fundamental steps toward that goal.

- Provided input for the continued growth and maintenance of the *Justice Standards Clearinghouse for Information Sharing* (JSC),[4] a Web-based standards clearinghouse promoting a central resource of information sharing standards and specifications that have been developed and/or implemented across the nation.

- Shown a great capacity for collaboration and expertise provision to a wide range of complementary efforts in addition to the U.S. Department of Homeland Security (DHS), including the DOJ-sponsored Law Enforcement Information Sharing Program (LEISP).

- Supported the development of a unique commodity: **trust**. This is perhaps the committee's most important contribution. In addition to its inclusive structure, the dialog of GAC members engenders a collaborative atmosphere. Representatives have the opportunity to contribute ideas and recommendations on the front end of the process; local, state, and tribal members are brought to the table to *add* their voice to justice information sharing policy discussions, as opposed to receiving mandates and requirements "from above." Through this process, and with time and effort, 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 contributions and leveraging crucial elements of trust and cooperation, GAC has been able to support the following areas:

- Assisting BJA and OJP in promoting the implementation of NCISP, Global JXDM, and the National Information Exchange Model (NIEM).

- Recommending national leaders from local, state, and tribal justice agencies to participate in powerful federal initiatives such as LEISP and the Intelligence Reform and Terrorism Prevention Act of 2004.

- Promoting awareness of the critical need for appropriate privacy and information quality measures within and between agencies.

- Supporting coordination of related standards via use of the JSC.

- Promoting effective practices and principles such as Service-Oriented Architecture (SOA) to help facilitate broadscale information sharing.

- Supporting DOJ's efforts to address the challenges, exploit the opportunities, and provide procurement guidance regarding wireless communication.

- Recommending safeguards against misuse of personal information and improving criminal records reliability.

- Promoting acceptable integrated justice system security measures.

BACKGROUND

Global: Leading the way—getting the right information to the right people, in the right place, at the right time.

—Vision Statement of the Global Advisory Committee

MISSION AND GUIDING PRINCIPLES

GAC recommends to the Assistant Attorney General and the U.S. Attorney General measures to improve the administration of justice and protect the public. The committee promotes practices and technologies for the secure sharing of justice information as it relates to local, state, and tribal governments and their relationships to the federal government.

Under the support and guidance of BJA, GAC advises the U.S. Attorney General regarding the promotion

of standards-based electronic information exchange throughout the justice and public safety communities. This effort is crucial 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 GAC are to:

- Support the goals of the Attorney General and DOJ by promoting an inclusive environment, bringing together representatives from the entire justice, public safety, and first responder communities to address and make recommendations to overcome the barriers to justice information sharing across agencies, disciplines, and levels of government.

- Facilitate information sharing among local, state, tribal, and federal law enforcement agencies—large or small—through the exploration and promulgation of the most promising methods for developing and sharing critical intelligence data.

- Support the development and implementation of standards that facilitate seamless exchange of information among justice, public safety, and first responder communities.

- Provide information that supports sound business decisions for the planning, design, and procurement of cost-effective, interoperable information systems.

- Identify concepts that leverage existing infrastructure, capabilities, and functionality.

- Support constitutional values and individual rights by ensuring the accuracy and security of justice information and the implementation of appropriate privacy safeguards. GAC recommends the adoption of privacy and information quality policies that promote the responsible collection, handling, management, review, and sharing of personally identifiable information.

- Acknowledge that while there is a strong national consensus that improved justice-related information sharing is critically important, there is a commensurate desire to protect individuals' privacy.

GAC operates in accordance with Federal Advisory Committee Act provisions and convenes twice a year in Washington, DC (in 2004, on April 21–22 and September 28–29). Meetings are announced in the *Federal Register*, and members of the public are welcome as observers.

GAC Structure: Membership, Leadership, and Working Groups

GAC members represent key organizations from local, state, tribal, federal, and international justice and public safety and include agency executives and policymakers, automation planners and managers, information practitioners, and, most importantly, end users. This last group distinguishes GAC as a committee: its 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 tenet that the entire justice-interested community must be involved in information exchange. Member agencies are as follows:

- Administrative Office of the U.S. Courts
- American Association of Motor Vehicle Administrators
- American Correctional Association
- American Probation and Parole Association
- Association of State Correctional Administrators
- Conference of State Court Administrators
- Criminal Justice Information Services Advisory Policy Board
- Executive Office for 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—USNCB
- Major Cities Chiefs Association
- NLETS—The International Justice and Public Safety Information Sharing Network
- 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 Council of Juvenile and Family Court Judges
- National Criminal Justice Association
- National District Attorneys Association
- National Governors Association
- National Legal Aid & Defender Association
- National Sheriffs' Association
- SEARCH, The National Consortium for Justice Information and Statistics
- U.S. Department of Homeland Security
- U.S. Department of Justice—Justice Management Division
- U.S. Drug Enforcement Administration

LEADERSHIP

The current GAC chair and vice chair, elected biennially (most recently, fall 2004) by fellow committee members, are Colonel Kenneth Bouche, Illinois State Police, representing SEARCH, The National Consortium for Justice Information and Statistics; and Mr. Thomas O'Reilly, New Jersey Office of the Attorney General, representing the National Association of Attorneys General. Elections for the succeeding GAC leadership term will occur in fall 2006.

The GAC Executive Steering Committee (GESC) consists of the GAC chair and vice chair, working group chairs, and four at-large GAC representatives. The at-large representatives are nominated and elected by GESC.

GESC has the responsibility to:

- Provide advice to the Designated Federal Official (DFO) regarding areas of priority and recommended research and prepare advisory recommendations for the approval of GAC. Upon approval of advisory recommendations, GESC forwards them to the Assistant Attorney General and the U.S. Attorney General (or the designated appointee).
- Schedule meetings and develop GAC meeting agendas with the approval of the GAC chair and the DFO.
- Solicit suggestions for additional technical, professional, and administrative assistance to

effectively and adequately address areas of need to support DOJ activities.

WORKING GROUPS

GAC working groups comprise committee members and other subject-matter experts, expanding GAC's knowledge and experience. These groups are formed around timely issues impacting justice information sharing and meet as often as necessary. During 2004, the following working groups engaged in the following targeted areas.

GLOBAL INFRASTRUCTURE/STANDARDS WORKING GROUP

The Global Infrastructure/Standards Working Group (GISWG) was formed to facilitate broadscale data exchange by developing and adopting an architecture and standards that enable transparent integration of disparate systems.

This working group recommends a framework that assists government entities in establishing an operational environment, enabling the sharing of justice, public safety, and first responder information within the guiding principles of GAC. GISWG identifies strategies and tactics that will implement that framework, which will be designed to identify those critical components—programmatic and technical—necessary to develop and maintain a sound justice information sharing architecture.

GLOBAL INTELLIGENCE WORKING GROUP

The newest of the working groups,[5] in accordance with the governing *Bylaws*,[6] the Global Intelligence Working Group (GIWG), was assembled at the direction of BJA to examine and integrate the particular challenges of intelligence sharing into the GAC dialogue. In 2003, its first year, GIWG supported the development, publishing, distribution, and ongoing implementation of the ***National Criminal Intelligence Sharing Plan***, deemed critical by law enforcement representatives across all levels of government in the wake of 9/11. The Plan provides a cohesive vision and practical solutions to improve law enforcement's ability to detect threats and protect communities.

This working group provides guidance and advice in connection with the implementation and refinement of the Plan. This goal is supported by the Criminal Intelligence Coordinating Council (CICC), inaugurated in June 2004, whose members advocate for local law enforcement in its efforts to develop

and share criminal intelligence for the promotion of public safety and the security of our nation. GIWG and CICC work to ensure that every chief, sheriff, and law enforcement and homeland security executive understands the role their agency plays in the development and sharing of information and intelligence.

GLOBAL PRIVACY AND INFORMATION QUALITY WORKING GROUP

The Global Privacy and Information Quality Working Group (GPIQWG) was formed by BJA 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.

This working group makes recommendations to the Attorney General on issues regarding the adoption of privacy and information quality policies by justice system participants. These policies promote the responsible collection, handling, management, review, and sharing of (personal) information about individuals. GPIQWG 1) assists government in ensuring that personal information will not be inappropriately disseminated or misused, 2) ensures 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 3) improves the reliability of criminal records in an integrated electronic system.

GLOBAL SECURITY WORKING GROUP

The Global Security Working Group (GSWG) was formed in recognition of the fact that the security of the justice information exchange enterprise is only as strong as its weakest link. The enhancing of data security across trusted justice information systems and networks, developing best practices based on industry standards, and creating an awareness of the criticality of security for the exchange of data is of particular importance. The working group's focus is based on justice practitioners' needs, industry direction, and key collaborative initiatives from the other Global working groups. GSWG members acknowledge the importance of determining effective security guidelines for legacy systems, as well as the new and enhanced systems to which they are joined.

This working group enables the trusted sharing of justice information by recommending best practices for security guidelines, technologies, and procedures. This goal encompasses exploration and recommendations regarding resources on wireless security, security architecture, and web services security. Also, standards and architectures need to be identified that allow practitioners to acquire and migrate to the technologies and policies that provide *secure* interoperability. To that end, GSWG contributes ideas that further review, gap analysis, risk mitigation, and implementation studies of technology standards and implementations.

OUTREACH COMMITTEE

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

GAC outreach supports the justice and justice-related communities by promoting the functions, activities, and objectives of the Attorney General and BJA, encouraging them to create an environment that promotes the sharing of justice information, using efficient and cost-effective technologies and practices.

The outreach task is not housed under a single working group. Instead, the responsibility for achieving the outreach goal is remanded to the GAC working group chairs and, indeed, each member of GAC. To wit, a fundamental committee member's responsibility is to act as a conduit to their constituency, both "pushing" committee resources down into their community as well as "pulling up" expertise in that pool.

An outreach plan was drafted in January 2004 and unanimously approved at the April 2004 GAC meeting. Outreach efforts are coordinated by a volunteer member of GAC.

YEAR IN REVIEW

During 2004, GAC has engaged in the following activities:

GLOBAL INFRASTRUCTURE/STANDARDS WORKING GROUP

In the past few years, this working group has been active in supporting the JSC and the increasing popularization and adoption of Global JXDM. In 2004, GISWG continued to focus on standards but also turned considerable attention to SOA—its implications, opportunities, and challenges for justice

constituencies. Major GISWG accomplishments are as follows:

SERVICE-ORIENTED ARCHITECTURE

With the express intent of exploring SOA, GISWG was reconstituted at the beginning of 2004 with representatives from a different pool of expertise than in the past. The primary focus of this new talent was to explore SOA as it relates to justice information sharing and, if appropriate, deliver sufficient educational resources to the larger committee to engender GAC buy-in and commitment to this architecture. For three quarters of the year, GISWG members undertook their own intensive learning process, engaging the help of industry experts and other governmental employees pursuing SOA for their communities.[7] A GISWG "tiger team"—composed of a balance of industry technology experts and justice decisionmakers—assembled to document the working group's findings, and at the September 2004 meeting of GAC presented *A Framework for Justice Information Sharing: Service-Oriented Architecture (SOA).*[8] With the inclusion of an amendment to add language emphasizing privacy policy development, the SOA document was unanimously acknowledged by GAC.

The resolution was accepted as follows:

The GAC adopts this report (as amended to address privacy and information quality issues) of the GISWG, titled *A Framework for Justice Information Sharing: Service-Oriented Architecture* (SOA).

Global recommended the following items to DOJ:

- Encourage agencies to recognize SOA as the recommended framework for development of justice information sharing systems,

- Forward to the Attorney General the report's action agenda for its activities to further the utility of SOA for the justice community, and

- Urge the members of the justice community to take corollary steps in the development of their own systems.

In November 2004, GISWG members reconvened to further advance SOA. Three subcommittees were charged with examining topics that represent key SOA issues: registries, services, and standards. Subcommittee leaders supported the development of a plan to include recommendations to four key audiences:

1. State and local policymakers.
2. State and local technology managers.
3. Vendor community.
4. Federal funding agencies.

Additionally, program support staff was charged with investigating interagency agreements (including service agreements, memorandums of understanding, and interstate compacts) and compiling examples of these information sharing mechanisms at any level or scope of government—point-to-point, interorganizational, regional, and national. The staffers polled GISWG members; moved beyond GISWG and the public sector into the private sector by contacting commercial groups and associations; conducted a literature review using publications by experts to document previous efforts; and provided a counterpoint. This look at the justice community will be modified with a high-level look at other communities' comparable agreements.

Development of GISWG subcommittees' recommended goals and objectives continues in 2005, with each group articulating a mission statement:

- **Mission Statement of the GISWG Registries Subcommittee:** Within Global's SOA effort, the role of the GISWG Registries Subcommittee is:
  - To clarify the role and use of registries, and
  - To help drive deployment in the justice community.

- **Mission Statement of the GISWG Services Subcommittee:** Develop a process to identify, define, and deploy a consistent set of justice services and validate the process through the identification and definition of an initial set of justice services.

- **Mission Statement of the GISWG Standard Subcommittee:** To promote the use of appropriate SOA standards in the justice environment in support of the broader DOJ vision of justice information sharing by:
  - Identifying applicable standards currently available.
  - Identifying gaps in available standards.
  - Identifying the appropriate process(es) to address any gaps.

JUSTICE STANDARDS CLEARINGHOUSE FOR INFORMATION SHARING

Justice-related information sharing is greatly facilitated by the development and adoption of

a standards-coordination process, permitting the transparent integration of disparate systems. Numerous standards-development efforts underway within the justice community and other sectors, such as public safety and transportation, undoubtedly impact the overall safety of citizens. These activities, including those sponsored by industry, deserve close attention and coordination. Responding to this imperative for coordination, GISWG—through GAC—facilitated the development of the **Justice Standards Clearinghouse for Information Sharing**, an easy-to-access information exchange tool for practitioners across the entire justice/public safety landscape, at every level of government. OJP released JSC in fall 2002, and Global support continues to make recommendations regarding the improvement of the resource as necessary.

The clearinghouse:

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 time, money, and effort).

2. Provides real world insight into the utility and application of the clearinghouse's entries through accompanying "users' comments" sections.

3. Lets practitioners submit standards and comments for the benefit of the whole justice-interested community.

4. Represents standards in all phases of the development process: planning, emerging, implementation, and twilighting.

JSC is housed on DOJ's OJP IT Initiatives web site,[9] a comprehensive, easily accessible resource exploring the information sharing process, initiatives, and technological developments. By logging on to JSC, users have a number of valuable services at their fingertips:

- A repository of IT and communications standards and specifications. In some cases, the clearinghouse contains the entire standard.

- 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 to maximize capabilities.

- A subscription service that automatically alerts registered users about the addition or updating of standards.

The clearinghouse has never been more relevant, especially as a companion resource to other DOJ efforts. Particularly, the Global JXDM and SOA standards work will be housed on JSC, availing themselves of critical review-and-comment mechanisms.

GLOBAL JUSTICE XML DATA MODEL

BACKGROUND

In January 2004—after years of development, testing, and refinement—the first operational version of the Global JXDM ("Model"), Version 3.0, was released. What began in March 2001 as a reconciliation of data definitions evolved into a broad endeavor to develop an XML-based framework that enables the justice and public safety communities to effectively share information at all levels of government—laying a foundation for local, state, tribal, and national justice interoperability.

Shepherded by BJA and GISWG and with support from the Global XML Structure Task Force (GXSTF), Global JXDM represents an object-oriented data model composed of a well-defined vocabulary of approximately 2,500 stable data objects, or reusable components, that facilitate the exchange and reuse of information from multiple sources and multiple applications. Prior to the development of the Model, justice agencies generally operated within their own computer networks and database systems, resulting in a fragmented environment where requests for critical information took days or weeks to get to the appropriate agencies. Since its prerelease in April 2003, the Global JXDM has undergone intensive review and validation, including an open public-comment period, pilot validation projects, an online feedback and error-reporting mechanism, and a listserv for sharing expertise and support.

IMPROVING/REFINING: NEW GLOBAL JXDM RELEASE IN 2004

Incorporating results from this extensive array of review and feedback mechanisms, **a newer operational version of the Global JXDM,**

Version 3.0.2, was released in October 2004. This latest release of the Version 3.0 Global JXDM series increases the ability of justice and public safety communities to share information at all levels, laying the foundation for local, state, and national justice interoperability. The enhancements in Version 3.0.2 include the most current code values for schemas for the National Crime Information Center (NCIC)-2000 code tables, definition adjustments and corrections, the addition of more properties and the depreciation of others, and an updated Frequently Asked Questions (FAQs) resource that incorporates content from the Global JXDM Version 3.0 Reference Notes along with added FAQs.[10]

Throughout Global JXDM development, testing, and refining, tools are identified as necessary for assisting individuals and agencies in implementing Global JXDM. These tools, developed with support from the Georgia Tech Research Institute (GTRI), allow the user to search the model, build schema subsets, and achieve validation, as well as provide for a mechanism for reporting errors. Additionally, illustrative of BJA's ability to both leverage existing works and encourage collaboration among justice partners, several key justice organizations and partnering agencies also developed their own Global JXDM tools, including the National Center for State Courts' (NCSC) Wayfarer exploration and discovery tool; SEARCH's Justice Information Exchange Model (JIEM)[11] interface with the Global JXDM, allowing users to incorporate reference exchanges into their site databases at the outset of their documentation efforts; and the National Incident-Based Reporting System's (NIBRS) Mapping to the Global JXDM. As new Global JXDM tools are identified and developed, they will be made available on the OJP IT web site.

ENCOURAGING CONSISTENT REPLICATION AND REUSE

Global JXDM is a *reference model*, not a rigid standard that must be used exactly in its entirety. However, several informal requirements established in 2004 offer guidance for Global JXDM conformance, resulting in an interoperability that would be otherwise unachievable, given the popularization of the Model and proliferation of custom schemas and dictionaries. Additionally, in 2004, it was determined that all recipients of XML technology grants must use the Global JXDM Implementation Guidelines. XML grant recipients must also publish all XML schemas resulting from

use of the Model in the JSC. This requirement is stipulated as a grant "Special Condition" under the title of *Support Public Safety and Justice Information Sharing*. The Office of Community Oriented Policing Services (COPS) and the DHS Office for Domestic Preparedness have also adopted the same "special condition" language.

THE PEOPLE BEHIND THE MODEL: THE GLOBAL XML STRUCTURE TASK FORCE

Originally assembled in March 2001 as the drivers behind the XML Reconciliation Effort,[12] GXSTF has successfully transitioned through various levels of the Global JXDM standards-based evolutionary process. GXSTF is a volunteer technical advisory group that consists of government and industry domain experts, technical managers, and engineers. It identifies data requirements, explores XML concepts, and applies XML best practices to the design and implementation of Global JXDM. Technical development support is provided by GTRI. To continue refining and evolving the Model, GXSTF schedules biweekly conference calls and participates in approximately two meetings per year. GXSTF also interfaces with the Integrated Justice Information Systems (IJIS) Institute XML Advisory Body and the Global Training and Technical Assistance Committee (GTTAC, discussed later in this report) to provide ongoing collaboration. Meetings are scheduled with other stakeholders and interested organizations to provide accurate information and timely input regarding the Model. A summary of 2004 achievements includes:

- Providing development oversight of the Global JXDM standards.
- Providing a road map for Global JXDM activities and priorities.
- Collaborating with other groups (such as SEARCH, GTTAC, and the IJIS Institute) for ongoing support in the development of Global JXDM.
- Resolving numerous maintenance and program errors.
- Participating in the Global JXDM community listserv.[13]
- Supporting the initial release of Global JXDM, Version 3.0, through follow-up versions.
- Presenting at conferences for numerous organizations, such as SEARCH, Global JXDM

Developer's Workshop (discussion following, under GTTAC), and the IJIS Institute.

- Facilitating development of the Global JXDM Executive Overview CD.[14]

- Supporting development of Global JXDM reference documents.

GLOBAL JXDM: A SUCCESS STORY

More than 50 law enforcement and justice-related projects have been implemented using the prerelease versions, further demonstrating the flexibility and stability of Global JXDM. The Model represents a milestone in developing standards for the baseline data needs of the justice and public safety communities and their related partners. In that sense, it is becoming a reference benchmark for jurisdictions in the justice and public safety communities to use, in its entirety or in part, to fulfill their specific needs. A true success story, the Global JXDM is recognized by prestigious organizations and distinguishes itself among strong company:

- The American Council for Technology (ACT) recognized Global JXDM as an "outstanding intergovernmental program for 2004." The honor was announced at the awards ceremony held at the 24th Annual Management of Change Conference in Philadelphia. From 24 finalists, Global JXDM was one of just 8 recipients who received the commendation.[15] ACT is to facilitate and encourage professional communication between organizations of the government IT community, industry, and regulatory agencies in Washington, DC.

- In 2004, Global JXDM was among 10 federal agency semifinalists and 50 overall for the prestigious Innovation in American Government (AIG) awards. Often referred to as the "Oscars" of government prizes, AIG recognizes the nation's best public sector programs in education and training, criminal justice and public safety, economic and community development, health and social service, management, transportation, public works, and the environment. The programs were chosen from a pool of more than 1,000 applicants for their novelty and uniqueness, effectiveness in addressing important problems, significance, and potential for replication by other government entities.

GLOBAL INTELLIGENCE WORKING GROUP

In May 2004, a **National Kick-Off Event**[16] was held at the Great Hall of Justice in Washington, DC, to formally **endorse the *National Criminal Intelligence Sharing Plan*.**[17] The Plan, issued in October 2003, is the first of its kind in the country and provides a blueprint to help agencies establish criminal intelligence sharing policies, procedures, standards, technologies, and training. NCISP contains 28 recommendations and action items for sharing data and handling security; policy and procedure blueprints for administrators; and technology architecture for readily sharing sensitive but unclassified (SBU) information. The Plan was assembled with close input and cooperation from local, state, tribal, and federal law enforcement agencies through Global and has been endorsed by numerous national law enforcement organizations, including the International Association of Chiefs of Police (IACP), the Law Enforcement Intelligence Unit (LEIU), the Regional Information Sharing Systems® (RISS), the National Narcotic Officers' Associations' Coalition (NNOAC), and the International Association of Law Enforcement Intelligence Analysts (IALEIA). The Plan is the cornerstone project of the GIWG; recommendations contained within NCISP have helped BJA create a number of deliverables and collaborative opportunities.

At the Kick-Off Event, NCISP was lauded by numerous criminal justice officials at the local, state, and federal levels, including (former) U.S. Attorney General John Ashcroft; (former) Assistant Attorney General Deborah Daniels; FBI Director Robert Mueller; and General Frank Libutti, Under Secretary, DHS. Also during the event, **former Attorney General Ashcroft announced the establishment of CICC**. Viewed as a cornerstone of NCISP implementation, CICC provides recommendations in connection with the implementation and refinement of the Plan. The 19-member CICC advocates for local, state, and tribal law enforcement and supports their efforts to develop and share criminal intelligence for the purpose of promoting public safety and securing the nation. CICC will focus on:

- Assisting BJA in ensuring that every chief, sheriff, and law enforcement executive understands their agency's role in the development and sharing of information and intelligence.

- Providing input from the local and state law enforcement community in their efforts to develop and share criminal intelligence.
- Recommending a framework for implementing and ensuring the longevity of the standards-based intelligence plan, training and technology coordination, outreach and education, and resource coordination.
- Advising the U.S. Attorney General on the best use of criminal intelligence to keep the Nation safe.

Colonel Kenneth Bouche, Illinois State Police and GIWG chair, and Chief Joseph Polisar, Garden Grove, California, Police Department, serve as cochairs of CICC, which held its inaugural meeting on June 24, 2004, in Washington, DC.

With the support and guidance of BJA, and through frequent collaboration with the nation's premier law enforcement agencies and organizations, the following initiatives[18] were accomplished in 2004:

- Collaborated with IALEIA to publish the resource booklet *Law Enforcement Analytic Standards,* which contains 25 standards—7 for analysts and 18 for analytic products.
- Developed a preliminary report containing recommended standards, guidelines, and model policies for the intelligence component of fusion centers.
- Helped develop guidelines to assist local and state agencies in the collection, analysis, and dissemination of terrorism-related intelligence in collaboration with the Homeland Security Advisory Council (HSAC), Prevention and Information Sharing Working Group.
- Collaborated with LEIU on the development of the LEIU Audit Checklist, which assists law enforcement executives in conducting a review of their agency's criminal intelligence function.
- Recommended local and state representatives to assist with the Presidential Executive Order 13356 Implementation Plan. These representatives coordinate all DHS/DOJ provision of local and state law enforcement input into the Implementation Plan.
- In collaboration with a subgroup of the DOJ Counter-Terrorism Training Coordination Working Group (CTTWG), recommended minimum training standards for the six training classifications outlined in NCISP.

- Supported the development of a recommended curriculum for NCISP chief executive-level training classification, which includes information regarding NCISP, intelligence-led policing, basic intelligence, legal and privacy issues, and available resources.
- Supported the development of a recommended curriculum for educating criminal justice and homeland security communities regarding the tenets of NCISP.

GLOBAL PRIVACY AND INFORMATION QUALITY WORKING GROUP

GPIQWG comprises of privacy experts from across the justice landscape (including victims' services) committed to balancing the need for data exchange—spotlighted in the post-9/11 environment—with vigorous protection of individuals' constitutional rights. In 2004, GPIQWG members finalized *Privacy and Information Quality Policy Development for the Justice Decision Maker*[49] (hereafter "Privacy Policy Paper" or "Paper I") and completed substantial drafting on the *Privacy Policy Development Workbook* ("Workbook"), an indepth, hands-on companion resource to Paper I. Both documents draw on the fundamental work accomplished by the *Privacy Guideline for Justice Information Systems.*[20] GAC, through GPIQWG, coordinated the production of this previous manual.

PRIVACY AND INFORMATION QUALITY POLICY DEVELOPMENT FOR THE JUSTICE DECISIONMAKER

Described as "beneficial reading for ***any*** justice decisionmaker," the Privacy Policy Paper is broad in scope. Privacy policy development is deemed a "priority" for organizations that:

1. Control, disclose, or provide access to information to outside persons or agencies.

2. Contain data in its information system(s) connected to or shared with other information systems or agencies.

3. Collect, use, or provide access to "personally identifiable information."

The publication underscores the need to craft privacy policy as an *integral* part of justice information sharing—in the initial stages, not as an afterthought, as is often the case. Periodic review of existing policies is also essential. The easy-to-read booklet highlights a critical need and provides a systematic approach for privacy policy development "from concept to action" and addresses the following:

- Scenarios and concepts illustrating the ramifications of agency failure to develop, implement, and maintain privacy and information quality policies, likely resulting in harm to individuals, public criticism, inconsistent actions within the agency, and agency liability.

- Privacy and information quality concerns directly affecting practitioners in law enforcement, prosecution, defense, courts, parole, probation, corrections, victim services, or other areas of the justice system.

- The appointment of a high-level agency official to champion privacy and information quality policy development. Success depends on assembling a project team of agency stakeholders, including managers, lawyers, system operators, technical support staff, and other personnel responsible for information management. The team should have the power to elicit input and review from stakeholders outside of the agency.

- The efforts that promote advancements which support the collection, maintenance, management, and sharing of information among justice agencies as new technologies become available.

- The framework for a systematic consideration of privacy and information quality issues to assist policy development and ongoing implementation of those policies. The framework is based on the Fair Information Practices (FIPs) principles.[21]

Privacy and Information Quality Policy Development for the Justice Decision Maker was reviewed by a wide range of justice community managers and practitioners. The document was formally presented to and unanimously ratified by GAC at the April 2004 meeting and has received widespread distribution at justice and privacy-related conferences, meetings, and via the OJP-funded JUSTINFO[22] electronic newsletter.

PRIVACY POLICY DEVELOPMENT WORKBOOK

At the close of 2004, significant drafting of the workbook was completed on this much-anticipated practical document and toolkit. The resource is scheduled for presentation to GAC in April 2005 and release to the larger community midyear. Each section of the workbook contains brief expository language, with a majority of the document devoted to resources, worksheets, examples, and references. As opposed to the Privacy Policy Paper, which is geared toward decisionmakers, the workbook targets the

justice professional assigned to actually *develop* (or fine-tune) their agency's privacy policy. It is slated to contain the following components:

- Message From the Chair
- Introduction
- Developing the Project Structure
- Resource Requirements
- Stakeholders and Workgroups
- Analyzing the Legal Requirements
- Understanding the Flow of Information
- Information Quality
- Developing Elements of the Privacy Policy
- Policy Implementation
- Resources and Appendices
- A Privacy Policy Case Study

While GPIQWG is charged with exploring issues related to privacy *and* information quality, the workbook will largely address only privacy policies: while the two topics are certainly interrelated, information quality warrants equally focused, individualized treatment (perhaps in a separate resource manual). In this workbook, the topic of information quality will be broadly addressed, with the matter explored further by the working group in 2005.

GLOBAL SECURITY WORKING GROUP

In 2004, GSWG and its committees—the Global Security Architecture Committee (GSAC) and Global Web Services Security Committee (GWSSC)—were reconstituted to provide enhanced collaboration among subject-matter experts and justice practitioners in wireless security; security architecture framework in support of NCISP; and Web services, SOA, and emerging technologies security. DOJ and GSWG have reached out to additional federal partners to collaborate on security matters. This coordination has provided information sharing research, resources, and the reusability needed to leverage scarce resources.

Last year, GSWG supported the development and refinement of resources and outreach materials geared towards practitioners and decisionmakers and recommended development of resources that would be useful to them. This included updating[23] *Applying Security Practices to Justice Information Sharing.*[24] This well-

received educational resource[25] for justice executives contains background information, overviews of best practices, and guidelines for secure information sharing, organized along the specific disciplines[26] GSWG identified as spanning information security architecture. The document includes justice information sharing models (Joint Task Force, Centralized Information Repository, Peer Group, and Justice Interconnection Services Network) that are frequently encountered in justice applications and corresponding recommended security guidelines and usage examples. These four models are simplified representations of the organizational relationships, computer systems, and the flow of information encountered in the justice and public safety communities. They serve as illustrations of "best-of-breed" security practices. In application, most real-life justice information systems are a combination of these models. An "Executive Overview" of *Applying Security Practices to Justice Information Sharing* was produced in the interest of outreach and education.

In 2004, GSWG members have primarily concentrated on examining ***wireless security***. The need for Global input and recommendations in this area is great because of factors such as:

- The use of all types of wireless devices by the public safety and justice community has grown to 6.9 million devices and is projected to be at least 13.8 million by 2008.

- A law enforcement officer will have on average three devices, such as a portable radio, pager, personal digital assistant (PDA), cell phone, and laptop. The same device may be used by more than one officer, which adds a layer of complexity. Agencies may set up temporary wireless broadband networks at incident sites as well.

- Law enforcement's roaming and mobility requirements impact interoperability, support, and information sharing specifications and standards. Given the increase in the number of devices, applications, and networks involved in responding to incidents, security has become a hot-button issue and an enormous challenge for police chiefs and other first responders.

- In the first quarter of 2005, a new spectrum is slated for release to the public safety and the justice community by freeing up contiguous 800 MHz spectrum and by reducing the degree of interference within the band. The release of this new spectrum will increase the need for a targeted framework for wireless security as police chiefs and other decisionmakers purchase technology for local use. Guidance is needed in terms of spectrum-sharing concepts for security to facilitate information sharing and interoperability.

- Lawmakers, decisionmakers, and practitioners are pushing for tighter security and tougher requirements because of cyber security threats. The sheer impact of numbers and the ease of generating known attacks like eavesdropping and denial of service can lead to disastrous results if the risks are not mitigated. Current security technologies and protocols such as Wired Equivalency Privacy (WEP), Wireless Protected Access (WPA), and Software Defined Radio (SDR) are not without major disadvantages when implemented by justice practitioners. Strategies that identify the risks and discuss potential solutions will help to guide practitioners when they roll out new technology, and question-and-answer sets will aid decisionmakers in making purchases.

- Finally, interoperability and information sharing within the justice community require the ability to talk to whom you need to talk to, when you need to talk to them (data and voice) in real time. There is a critical need for message transport and network security, authentication/privileges, privacy, attack detection and prevention, monitoring, access control, and interoperability standards—regardless of whether the playing field is wired or wireless.

In response to the pressing need, the DFO requested that GSWG support several key wireless security activities:

- In a collaborative spirit, GSWG partnered with the IJIS Institute to draft **a wireless security module for the IJIS Institute's Pre-RFP Toolkit** (or Toolkit).[27] The Toolkit is designed to assist managers and practitioners in determining the questions to ask before developing a request for proposal (RFP). This supplementary GSWG component will address new wireless security products and key topics for decisionmakers, using a question-and-answer format for practitioners to use when interviewing vendors about the various security capabilities of their products. Work on the module continued through the end of the year.

- In the interest of providing educational resources, GSWG members recommended production of **Electronic Technical Bulletins (ETBs) on security topics**. Essentially an electronic flyer, an ETB will be approximately one-page long, comprising three key points about the chosen topic, a brief topic discussion, Web links, contacts, and a statement about Global. ETBs will be distributed once a quarter, beginning in early 2005. Topic areas for ETBs include:
    - Common wireless attacks—eavesdropping and denial of service.
    - 4.9 GHz.
    - Wireless Access Points (WAP): A "How To."
    - Wireless procurement.
- While Global does not formally endorse independent products from member agencies, the committee reviews complementary tools and efforts and—if appropriate—includes them in its educational repository as "recognized resources." To that end, **GSWG members reviewed the SAFECOM Program's Statement of Requirements (SoR)**. In support of the initiatives and goals of SAFECOM,[28] SoR was crafted, outlining future public safety wireless communications and interoperability requirements. SoR provides the public safety community with a shared vision and describes how first responders can use in-the-field information resources more efficiently when responding to a variety of emergency events. The SoR's other purposes are to encourage the communications industry to better align its research and development efforts with public safety needs and to identify public safety operational issues when discussions regarding laws and regulations take place. As a result of the working group's initial positive reaction, the SAFECOM SoR was ultimately presented to the full GAC in September 2004 and received unanimous support that the "GAC recognize and support the SAFECOM SoR as a valuable resource for justice information sharing and as a model for the wireless information sharing initiative." Moving forward, DOJ, with support from GAC, will contribute expertise to the SAFECOM SoR program through the participation of select members on the SoR-related Steering, User Needs, and Architecture/Standards Committees.

GLOBAL SECURITY ARCHITECTURE COMMITTEE

DOJ supported the *National Criminal Intelligence Sharing Plan* (NCISP) through the activities of the Global Security Architecture Committee (GSAC). To facilitate justice community members' information sharing plans, GSAC is exploring a security framework in alignment with the tenets of NCISP. This security framework will assist practitioners in targeting the best security technologies, easing security deployment challenges. To this end, GSAC has supported security framework documentation on the Problem Statement and Scope, Operating Concept and Target Architecture, and Demonstration Project Concept Overview. The results of this foundation work will provide the basis for GSAC's recommendations in 2005 on a conceptual security framework model, application of current technology standards, and implementation of a pilot project to research and develop trusted credentials— again, in support of NCISP.

GLOBAL WEB SERVICES SECURITY COMMITTEE

Through GWSSC, DOJ reviewed the literature on Web services implementation standards, protocols, and requirements in the justice community. Their findings were that very little existing information applies directly to justice practitioners and decisionmakers. In response, the committee recommends continuing research and efforts to supplement the body of justice-related Web services knowledge through a series of white papers and other subject-driven resources.

OJP IT INITIATIVES/GLOBAL WEB SITE

In 2004, the OJP IT Initiatives/Global web site,[29] www.it.ojp.gov, has experienced dramatic growth. When it was first launched in December 2002, visits numbered 7,000. In December 2004, the site received 45,000 visits. 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. The umbrella OJP IT web site contains an expansive collection of Global-facilitated information and is divided into four sections:

1. IT Initiatives—The IT site is an Internet-based resource that enables justice practitioners at all levels of government to access timely and useful information from information sharing and technology integration processes, initiatives,

and technological developments. It provides a wealth of justice information sharing-related information, including:

 a. News and resources on justice information sharing developments, funding, pilots and projects, technology, legislation, policies, products, training, and model information sharing systems. Samples of the technology featured include XML, biometrics, Global Positioning System (GPS), Geographic Information System (GIS), radio and wireless technology, incident mapping, and criminal pattern analysis.

 b. An event calendar of Global-sponsored and relevant justice agencies' conferences, training, and public events.

 c. Featured information sharing initiatives and organizations, such as DHS, the National Governors Association (NGA), Law Enforcement Information Technology Standards Council (LEITSC), and the Justice Information Sharing Professionals (JISP).

2. Global Justice Information Sharing Initiative—contents include:

 a. Global-facilitated resources for the field, such as:
   • Revised *National Criminal Intelligence Sharing Plan.*
   • Revised *Applying Security Practices to Justice Information Sharing.*
   • *Privacy and Information Quality Policy Development for the Justice Decision Maker.*
   • *A Framework for Justice Information Sharing: Service-Oriented Architecture (SOA).*

 b. Meeting announcements, minutes, and presentations of GAC and Global working group meetings and activities.

3. Justice Standards Clearinghouse.[30]

4. Global JXDM—In 2004, extensive development activity was centered on the Global JXDM section of the OJP IT web site in an endeavor to provide a more comprehensive, interactive resource for the Global JXDM product. This component of the web site was completely restructured, with more intuitive and user-friendly navigation guided by new and reorganized topics.[31]

PARTICIPATION IN RELATED EFFORTS

In 2004, DOJ, through GAC, offered assistance to groups and advised on issues including:

● Intelligence-related issues—Members of GIWG and CICC are criminal justice practitioners with expertise in law enforcement, intelligence, training, homeland security, and other relevant areas. They were frequently requested to participate in state, national, and federal initiatives as representatives of local, state, and tribal law enforcement. Examples include:

 ● Attending monthly Justice Intelligence Coordinating Council (JICC) meetings to assist DOJ with obtaining local law enforcement input and feedback on JICC-sponsored activities and requests for information.

 ● Providing local and state law enforcement input to DOJ and DHS on the Multiagency Information Sharing Project (formerly the Counterterrorism Collaboration Interoperability Project). The current participants of Homeland Security Information Network (HSIN)/RISS/Law Enforcement Online (LEO)/Criminal Information Sharing Alliance (CISA) are being expanded to include 30 or 40 additional agencies.

 ● Collaborating with the National Institute of Justice (NIJ) on the Comprehensive Regional Information Sharing Project (CRISP) for development of a report on intelligence/information sharing capabilities.

 ● Assisting with the then-Presidential Executive Order 13356 Implementation Plan (i.e., Intelligence Reform and Terrorism Prevention Act of 2004) by recommending full-time local and state representatives to serve as the focal point for coordination of all DHS/DOJ activities related to the provision of local and state law enforcement input into the Implementation Plan.

● The Global Training and Technical Assistance Committee—GTTAC was established in January 2004 by BJA in response to the justice community's need to better understand and implement Global JXDM. GAC member agencies contribute to this enterprise through the donation of their time, expertise, and technical assistance resources. However, it should be noted that GTTAC is related to, but external from, Global and is its own operating entity on behalf of Global JXDM. GTTAC member organizations include GTRI; GXSTF; IJIS Institute; IACP Law Enforcement Information Technology Standards Council (LEITSC); NLETS–The International Justice and Public Safety Information Sharing Network; NCSC; National Law Enforcement and Corrections Technology Center; and SEARCH, The

National Consortium for Justice Information and Statistics. Leadership of GTTAC is assumed on a rotating basis.

With support and guidance from BJA and the DFO, GTTAC provides an efficient and effective delivery of a wide range of services and resources to meet the needs of the field, coordinating the work of national service providers to provide Global JXDM training and technical assistance. In 2004, this training and technical assistance crystallized in the well-received **Global JXDM Developer's Workshops**, a new training series for developers and practitioners. Two workshops were held in 2004—May 11-13, 2004, in Atlanta, Georgia, and November 8-10, 2004, in Syracuse, New York—training over 325 people to build Global JXDM applications correctly and effectively. The workshop, which continues to be available, provides 15 hours of training, presented over 3 days. It features hands-on exercises and experienced presenters with topics that include fundamentals of the Global JXDM, external enumerations, constraints, extension and substitution, relationships, subschema generator tools, and best practices.

Global JXDM Online Training Materials,[32] initially designed by GTTAC members for developer's workshops, are a comprehensive educational resource, providing access to the workshop presentation slides, streaming video segments, answers to participant questions, program agenda, speaker information, technical documentation, practical exercises, and suggested solutions to in-class exercises.

- In the interest of leveraging existing resources, Global is frequently called upon to provide assistance and expertise to complementary efforts/justice-interested agencies, including:
  - Law Enforcement National Data Exchange (N-DEx) Project.[33]
  - LEITSC.[34]
  - IACP Law Enforcement Information Management (LEIM) Training Conference.[35]
  - IJIS Institute.[36]
  - Intergovernmental Partnership Forum (IPF).[37]
  - National Association of State Chief Information Officers (NASCIO)[38] Adaptive Enterprise Architecture Development Program.[39]
  - National Criminal Justice Association (NCJA).[40]
  - NGA.[41]
  - SEARCH's JIEM[42] Project.
  - DOJ's Law Enforcement Information Sharing (LEIS)[43] Strategy.
  - DHS.[44]
    - DHS SAFECOM Program[45]

RECOGNIZED RESOURCES

DOJ with support from GAC, has engaged the justice community in information sharing activities for approximately 6 years. In 2004, the FBI's N-DEx Project and SAFECOM's *Statement of Requirements* were acknowledged as significantly contributing to the justice-related information sharing dialogue.

GLOBAL LEADERSHIP AND STRATEGIC PLANNING

In April 2004, GESC members supported DOJ in reviewing and ratifying *Guiding Principles and Strategic Vision of the Global Justice Information Sharing Initiative*, updated per guidance presented at the December 2003 GESC Strategic Planning meeting. This is a more visionary document, not a traditional, straightforward strategic plan. The title is meant to reflect this broader, more philosophical nature. Next year and thereafter, the GESC will likely draft traditional annual strategic plans for approval by BJA, with this stronger and updated vision piece forming the stable foundation.

In July 2004, to best address the evolving nature of the justice IT landscape and define the role of the GAC, the GESC convened an executive planning session with the DFO and other DOJ representatives to discuss how Global can best serve the needs of the Attorney General. Participants forecast recommended future activities for both the working groups and full GAC.

GESC members conduct conference calls, as necessary, and hold strategic planning sessions twice a year (summer and winter), in the interims between the biannual GAC meetings. In addition, the GESC convenes before and after the spring and fall GAC meetings.

GLOBAL ADVISORY COMMITTEE 2005: FUTURE ACTIVITIES

In 2005, DOJ will continue to pursue its goals and objectives with support from GAC by building on its working groups' achievements; leveraging existing resources and continuing to help engage the entire

justice community in the information sharing dialogue. Global recommendations are important for justice information sharing across all disciplines, at all levels of government. Case in point: on February 29, 2005, DOJ and DHS announced plans to "work jointly on a common computer language that could become a model for agencies to use to share information. Dubbed the National Information Exchange Model, this Extensible Markup Language framework will use Justice's Global Justice XML Data Model as its base."[46] This partnership represents a significant step in broadening the use of the Global JXDM. It could mean future partnerships with other departments, such as Transportation or Health and Human Services, and the intelligence community, which used the model as the basis for a schema to share the terrorism watch list.

GAC Working Groups: Continuing the Momentum

It is important to emphasize—before discussing individual areas of focus—that the four GAC working groups' activities are *coordinated* to maximize effort and expertise in addressing overlapping concerns.

GAC working groups, under DOJ purview, have forecast, in broad terms, the following activities and areas of focus for the coming year.

INFRASTRUCTURE/STANDARDS

In 2005, the GISWG will pursue its goals by:

- Continuing to support the exploration and pursuit of SOA as a promising architecture for justice information sharing. This includes recruitment of subject-matter experts to supplement the GISWG knowledge base and facilitation of educational materials (to expand justice community support for this approach), targeted research, and possible SOA pilot project support. These activities will be developed along the key SOA topic areas of Interagency Agreements, Registries, Services, and Standards.
- Support of the NIEM Project by contributing GISWG expertise and personnel.
- Ongoing oversight of JSC.
- Continuing support of standards initiatives (including, but not limited to, Global JXDM effort that continues to be shepherded by the technological experts on GXSTF, under the guidance of this working group).

- Support the implementation of Global JXDM, Version 3.0. In 2005, GISWG will support (through GTTAC activities) the implementation through the following related tools and resources:
  - Education and training, such as the Global JXDM Developer's Workshop series, targeted to the audience (high-level decisionmakers, midlevel implementers, and technologists and developers). Presently, three Global JXDM training opportunities are slated for 2005.
  - Virtual help desk.
  - Content-based search tool.
  - Performance testing.
  - Online database, enabling practitioners to post Global JXDM implementation information.

INTELLIGENCE

In 2005, DOJ, with support from GIWG and CICC, will research and prepare proposals for GAC on the following issues and action items:

- Make recommendations regarding local, state, and tribal law enforcement needs regarding crime and terrorism intelligence and information.
- Make recommendations regarding standards for public safety fusion centers, in collaboration with DHS.
- Make recommendations regarding analytical products for use by law enforcement agencies.
- Develop recommendations for enhanced outreach to disseminate training tools for local, state, and tribal law enforcement that describe how to handle government watch-list information.
- Make recommendations concerning a privacy, civil rights, and civil liberties policy template to address intelligence systems and issues impacting those systems, such as data aggregation and analysis.
- Support the development of a white paper that provides recommendations on information (sometimes referred to as "temporary" or "working" files) that is received or possessed by law enforcement agencies, which does not rise to the level of "reasonable suspicion of criminal activity."
- Develop a cost-effective recommendation or proposal for delivery of outreach and training on the *National Criminal Intelligence Sharing Plan* and future training courses (e.g., executive course).

- Identify a framework for development of an analyst certification standards process for use by local, state, federal, or tribal law enforcement agencies.
- Provide input for the development of a single-page "outreach" document that describes several reasons why an analytic capability is needed in a law enforcement agency.

PRIVACY AND INFORMATION QUALITY

DOJ defined GPIQWG's goals in 2005 as the following:

- Supporting the creation of resources for the field that facilitate the protection of privacy and ensure information quality in integrated justice systems. These efforts are anticipated to yield the following:
  - The *Privacy Policy Developer's Workbook*[47] provides a more exhaustive, practical, hands-on companion tool to the privacy policy document while building on the principles enumerated in Paper I.
  - Compendium of states' privacy laws and corresponding Attorneys Generals' opinions (if available). This compendium would serve as a consistent reference baseline across the states and dovetails well with the GPIQWG *Workbook* section on analyzing the legal requirements. Working group leaders plan to employ the expertise of GAC-member agency the National Association of Attorneys General (NAAG) in this task. NAAG representative and GAC Vice Chair O'Reilly will produce the initial component of the compendium (analysis of New Jersey privacy law) to serve as a "straw horse" for subsequent states.
  - Sample privacy policies to serve—not as prescriptions (or "model" policies)—but rather exemplars ("promising policy strategies").
- Focusing energy on the issue of "information quality" through the following activities:
  - Determining specific GPIQWG goals and objectives related to information quality.
  - Identifyng subject-matter experts, as necessary, to help frame the issues fully.
  - As result of the above dialogue, determining additional GPIQWG membership needs.
  - Providing BJA and practitioners in the field with recommendations and guidance regarding information quality. The format of these recommendations will be determined through group dialogue and input from subject-matter experts and may include:

- *Promising Practices in Data Quality*, a high-level white paper framing the issue.
- *Information Quality Policy Developer's Workbook.*

- Recommending requirements and best practices for information sharing technologies while considering security, privacy, and information quality.
- Coordinating GPIQWG activities with those of the GAC working groups as well as complementary efforts (e.g., the Law Enforcement N-DEx Project and GIWG) to formulate a unified and comprehensive approach to privacy and data quality for justice information sharing.

SECURITY

In 2005, DOJ plans to refresh the original GSWG documentation and CD reference material with new white papers on "hot topics" (e.g., Web services and wireless issues), purchasing questions and answers (i.e., Pre-RFP Toolkit), and the development of a security architecture.

Critical topic areas that GSWG (and its subsidiary committees) may recommend exploration of include:

- Preprocurement assistance.
- High-level technology primers for improved decisionmaking.
- Security awareness and outreach.
- Internet protocol security issues awareness.
- Architecture definition to enhanced information sharing.

A summary of the planned deliverables for the coming year includes:

- A wireless section of the *Applying Security Practices to Justice Information Sharing* CD.
- "Global executive bulletins" for various wireless security domains.
- A module for the Pre-RFP Toolkit.
- A how-to guide for wireless access points.
- A catalog of wireless security references.
- Security architecture framework in support of the *National Criminal Intelligence Sharing Plan*.
- Reconciliation of Security Assertions Markup Language (SAML) requirements for information sharing.
- Study of federated identity management.

- List of security standards and requirements necessary for information sharing.

PARTNERSHIPS: IT INITIATIVES

DOJ looks forward to the ongoing support of GAC in integration activities. BJA 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).

FACILITATING FULL PARTICIPATION FOR ALL DISCIPLINES

To reach the full information sharing capability envisioned by DOJ, 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 to identifying and addressing the technological needs of these disciplines (and others) to enable them to be full participants in broadscale justice information sharing.

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 through BJA for GAC membership.

CONCLUSION

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 a key foundation in the war on terrorism. In this endeavor, DOJ, through GAC, provides a valuable resource, particularly in light of fundamental efforts accomplished well in advance of pivotal national events.

DOJ has 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 its job. Furthermore, entities outside of the justice community—including schools, child care 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 broadscale justice and public safety information sharing a reality, technical, programmatic, and policy issues still must be addressed within a community of shared interests. DOJ has created that community of shared interests through GAC.

Looking ahead, DOJ is eager to use the combined expertise of GAC to support the U.S. Attorney General, DHS, 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.
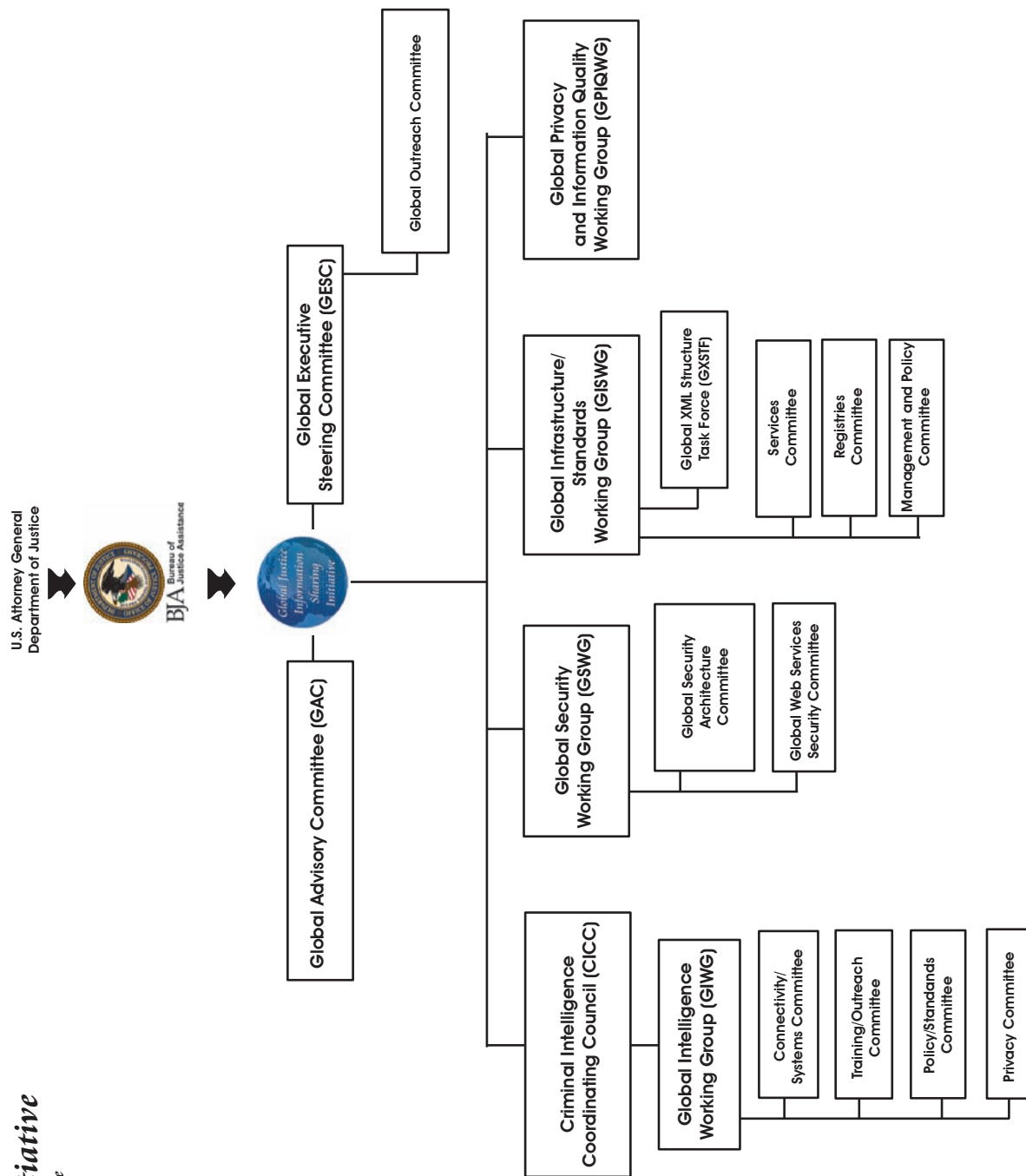
ENDNOTES

1   www.whitehouse.gov/news/releases/2004/04/20040420-2.html

2   For historical reference purposes, it should be noted the initiative was established under the title "**Global Justice Information Network.**" In fall 2002, per Federal Advisory Committee Act (FACA) term guidelines, the U.S. Attorney General reviewed and reauthorized the Global Initiative for a succeeding 2-year term. As part of this reauthorization process, the project underwent 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 goals of DOJ and to dispel any connotation mistakenly associating Global with the development of a physical "supernetwork."

3   XML is the commonplace acronym for Extensible Markup Language and is used as such throughout this report.

4   Previously the Justice Standards Registry or JSR.

5   GIWG was established in fall 2002.

6   According to *Global Bylaws*: "With the input of GAC and the DFO, the GAC chair will establish working groups, which may include noncommittee representatives, to provide oversight for a specific research area."

7   For example, the U.S. Environmental Protection Agency engaged in a very active program titled "Exchange Network," aimed at delivering secure information sharing between state and federal environmental agencies over the Internet.

8   Available at http://it.ojp.gov/topic.jsp?topic_id=57.

9   Located at http://it.ojp.gov/.

10 Elements can now have "null" values, and the Schema Subset Generation Tool (SSGT) now supports multiple versions of Global JXDM. An important development highlight is that Global JXDM, Version 3.0.2, is forward compatible with all XML instances written for Global JXDM, Version 3.0. Global JXDM, Version 3.0, instances validate with all Version 3.0.2 schemas and schema subsets. Global JXDM, Version 3.0, will remain available indefinitely.

11 More information about the JIEM tool is available at www.search.org/programs/info/jiem.asp.

12 The XML Reconciliation Effort began in 2001 with representatives from the Joint Task Force Rap Sheet Standardization Project, LegalXML Court Filing Standard Initiative, and the Regional Information Sharing Systems® XML Data Exchange Specification. In December 2001, the American Association of Motor Vehicle Administrators (AAMVA) joined the effort.

13 The Global JXDM listserv is an electronic forum created for the purpose of developing and broadening the community of Justice XML expertise and support for the application of the Global JXDM elements and promotes the exchange of ideas and experiences associated with the Model.

14 This comprehensive overview CD (Global JXDM Overview CD, Edition 1) was developed in 2004 and contains both an interactive video presentation, as well as a browser-style content section that features an expansive collection of topics: Introduction, History, Tools, Guidelines, Examples and Implementations, Supporting Technical Documentation, Training, and Help and Peer Assistance. This resource is available at http://it.ojp.gov/jxdm/jxdmcd/splash.swf; high bandwidth is required.

15 A story covering the ACT Awards is located at www.fcw.com/fcw/articles/2004/0524/web-act-05-27-04.asp.

16 Comprehensive NCISP Kick-Off Event coverage is available at www.it.ojp.gov/documents/ncisp/kick_off/.   (Please note: High bandwidth is required for viewing.)

17 NCISP and associated materials are available on the Global web site, located at http://it.ojp.gov/global.

18 For GIWG resources highlighted in this report, visit www.it.ojp.gov/topic.jsp?topic_id=103.

19 Available at http://it.ojp.gov/documents/200411_global_privacy_document.pdf.

20 The *Privacy Guideline for Justice Information Systems*, housed and maintained by the National Criminal Justice Association, is available at www.ncja.org/pdf/privacyguideline.pdf.

21 FIP principles include Purpose Specification, Collection Limitations, Data Quality, Use Limitations, Security Safeguards,

Openness, Individual Participation, and Accountability.

[22] Questions about JUSTINFO can be addressed to askncjrs.ncjrs.org, (800) 851-3420, or (301) 519-5500.

[23] Version 2 of *Applying Security Practices to Justice Information Sharing* was presented at the April 2004 GAC meeting.

[24] Available at http://it.ojp.gov/documents/asp/ and in CD and hardcopy formats.

[25] This document is not intended to suggest a standard security approach, nor is it intended to provide an indepth security solution for any particular system. It is also not intended to provide detailed technical reference for system administrators.

[26] Disciplines include: Governance; Physical Security; Personnel Security Screening; Separation of Duties; Identification and Authentication; Authorization and Access Control; Data Integrity; Data Classification; Change Management; Public Access, Privacy, and Confidentiality; Firewalls, Virtual Private Networks (VPNs), and Other Network Safeguards; Intrusion Detection Systems; Critical Incident Response; Security Auditing; and Disaster Recovery and Business Continuity.

[27] For more information on the toolkit, visit www.ijis.org/traction/permalink/Public33.

[28] SAFECOM, a program housed under DHS, is the first national program designed by public safety practitioners for public safety. As a public safety practitioner-driven program, SAFECOM is working with existing federal communications initiatives and key public safety stakeholders to address the need to develop better technologies and processes for the cross-jurisdictional and cross-disciplinary coordination of existing systems and future networks. The scope of the public safety community is broad: the customer base includes over 50,000 local and state public safety agencies and organizations; federal customers include over 100 agencies engaged in public safety disciplines such as law enforcement, firefighting, public health, and disaster recovery. SAFECOM makes it possible for the public safety community to leverage resources by promoting coordination and cooperation across all levels of government. More information is available at www.dhs.gov/dhspublic/interapp/editorial/editorial_0339.xml.

[29] 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 GAC.

[30] Standards in the following areas of interest are featured: architectural, data exchange languages, data representation, data storage and interfacing, data transport, functional standards, security, technology standards, and XML schemas (including the Amber Alert schema).

[31] Reorganized Global JXDM topics include current release, advisory bodies, tools, help, implementation guidelines, organizations utilizing the Global JXDM, Global JXDM listserv, training and events, technical documentation, supporting resources, history and historical documentation, and contact information.

[32] These materials are available online and without charge at www.it.ojp.gov/topic.jsp?topic_id=155.

[33] The N-DEx System, being developed under FBI leadership, is an incident- and event-based information sharing system for local, state, tribal, and federal law enforcement agencies that securely collects and processes crime data in support of investigations, crime analysis, law enforcement administration, strategic and tactical operations, and national security.

[34] LEITSC, funded through OJP, fosters the growth of strategic planning and implementation of integrated justice systems by promoting the merits of IT standards, providing advice to the nation's law enforcement community on technical aspects of IT standards, sharing practical solutions, and representing the voice of law enforcement in the expansion of justice and public safety IT standards. To those ends, JSC, NCISP, and Global JXDM make significant contributions. More information on LEITSC is available at www.leitsc.org/.

[35] The IACP LEIM conference provides an opportunity to learn more about contemporary information management technologies and initiatives. In addition to hands-on demonstrations, topics on the agenda include mobile computing, information security and intrusion detection, evaluation of information technology, strategic planning for law enforcement information systems, technology funding, grant management, and wireless communications integration and interoperability. In 2004, Global provided resource materials, support, and expertise to the program.

[36] DOJ fully acknowledges the imperative of including private industry in the justice information sharing dialogue. To this end, the IJIS Institute is a trusted Global partner. More information on the IJIS Institute is available at www.ijisinstitute.org.

[37] A key development in DOJ-supported information sharing efforts is not an actual program, per se. Rather, it is an emphasis on the climate of cooperation between agencies concerned with justice data exchange. For instance, this esprit de corps was fostered through the Intergovernmental Partnership Forum (IPF), a meeting series that assembled a collective of federal partners with an interest in justice-related information sharing to explore collaboration, coordination of efforts, and replication of promising strategies. The focus was on the lines of business that employ information sharing and technology, not on the technology itself. GAC representatives have participated in IPF events as both presenters and attendees. IPF held its final meeting in January 2004.

[38] NASCIO represents state chief information officers and information resource executives and managers from the 50 states, 6 U.S. territories, and the District of Columbia. NASCIO fosters government excellence through quality business practices, information management, and technology policy. NASCIO's vision is a government in which the public trust is fully served through the efficient and effective use of technology. More information on NASCIO is available at www.nascio.org/.

[39] Information about NASCIO's Adaptive Enterprise Architecture Development Program is available at www.nascio.org/hotIssues/EA/.

[40] NCJA exists to promote the development of effective and efficient justice systems in states, tribal nations, and units of local government that enhance public safety; prevent and reduce the harmful effects of criminal and delinquent behavior on victims, individuals, and communities; and adjudicate defendants and sanction offenders fairly and justly. In 2004, DOJ provided resource materials, support, and expertise to the NCJA "Road Map for Information Sharing" series and NCJA National Forum 2004. More information on NCJA is available at www.ncja.org.

[41] The NGA Center for Best Practices (www.nga.org/center/) supports the BJA-sponsored Justice IT Integration Project States Initiative. In 2003–2004, NGA conducted a series of regional workshops to assist participating state teams in their strategic IT development and implementation plans. Global provided resource materials, support, and expertise to this series.

[42] The new version of the JIEM Modeling Tool has been designed with interface to the Global JXDM. For information on the JIEM Project, please see www.search.org/integration/info_exchange.asp.

[43] The DOJ LEIS Strategy is designed to make law enforcement information more widely available to authorized agency officials, improve information sharing capabilities (among DOJ law enforcement components and between DOJ and its law enforcement partners), and coordinate information sharing projects across DOJ and with law enforcement partner agencies. Select Global and working group representatives have made significant contributions to this effort.

[44] In the *National Strategy for Homeland Security* "Executive Summary" (page vii)—one of the formative documents of DHS—the four foundations—(1) law, (2) science and technology, (3) *information sharing and systems*, and (4) international cooperation—were designated as "unique American strengths that cut across all . . . levels of government" and are essential to homeland security (*emphasis added*). GAC continues to support DHS by strengthening the key foundation of information sharing and systems. The NIEM Project is a joint project of DHS and DOJ that uses core elements of Global JXDM to facilitate information sharing. This project was initiated in early 2005.

[45] Discussed previously in this report.

[46] Full *Government Computer News* story available at www.gcn.com/24_5/news/35212-1.html.

[47] Discussed in detail earlier in this report.

[48] *Emphasis added.* From the State of the Union Address, delivered by President George W. Bush on Tuesday, January 20, 2004.

Global
Justice Information
Sharing Initiative
Organizational Structure

U.S. Attorney General
Department of Justice

Global Advisory Committee (GAC)

Global Executive
Steering Committee (GESC)

Global Outreach Committee

Global Privacy
and Information Quality
Working Group (GPIQWG)

Global Infrastructure/
Standards
Working Group (GISWG)

Global XML Structure
Task Force (GXSTF)

Services
Committee

Registries
Committee

Management and Policy
Committee

Global Security
Working Group (GSWG)

Global Security
Architecture
Committee

Global Web Services
Security Committee

Criminal Intelligence
Coordinating Council (CICC)

Global Intelligence
Working Group (GIWG)

Connectivity/
Systems Committee

Training/Outreach
Committee

Policy/Standands
Committee

Privacy Committee

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* J. Patrick McCreary, Global Designated Federal Official

U.S. Department of Justice
Global Advisory Committee Membership

Administrative Office of the United States Courts

American Association of Motor Vehicle Administrators

American Correctional Association

American Probation and Parole Association

Association of State Correctional Administrators

Conference of State Court Administrators

Criminal Justice Information Services (CJIS) Advisory Policy Board

Executive Office for United States Attorneys

Federal Bureau of Investigation

International Association of Chiefs of Police (IACP)

IACP—Division of State and Provincial Police

IACP—Indian Country Law Enforcement Section

INTERPOL—United States National Central Bureau

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 Legislators

National Council of Juvenile and Family Court Judges

National Criminal Justice Association

National District Attorneys Association

National Governors Association

NLETS—The International Justice and Public Safety Information Sharing Network

National Legal Aid & Defender Association

National Sheriffs' Association

SEARCH, The National Consortium for Justice Information and Statistics

U.S. Department of Homeland Security

U.S. Department of Justice—Justice Management Division

U.S. Drug Enforcement Administration

GLOBAL

Leading the way— getting the right information to the right people, in the right place, at the right time.