

**Global Justice  
Information Sharing Initiative**

**Annual Report**

**2003**

# Global Justice Information Sharing Initiative

## Annual Report<sup>3/4</sup>2003

### Preface

*“When the President, after 9/11, said with a kind of directness that was undeniable, ‘Don’t ever let this happen again,’ I thought to myself: ‘Information is the best friend of prevention.’ And, I have also thought many times that the existence of information is not the end of the game; the **availability of information** is the end of the game.”*

— The Honorable John Ashcroft, U.S. Attorney General, April 2, 2003.<sup>1</sup>

### Introduction

Never before has America’s need for justice information sharing been more compelling. The absence of this capability, however, has plagued practitioners for decades. While broadscale exchange has yet to be achieved, claims that the problem has gone unaddressed are unwarranted. The **Global Justice Information Sharing Initiative (Global)<sup>2</sup> Advisory Committee** (GAC or “Committee”) has concentrated its diverse expertise on such 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 pursued information sharing while safeguarding citizens’ constitutional rights. Global is aimed at facilitating the appropriate “availability of information” and is truly a national effort.

During 2003, GAC successes have positively impacted information sharing for the entire justice and public safety communities. This group has:

- Facilitated 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 9/11. The Plan provides a cohesive

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<sup>1</sup> *Emphasis added.* From U.S. Attorney General Ashcroft’s address to the Global Advisory Committee, April 2, 2003, Arlington, Virginia.

<sup>2</sup> Previously, the **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 two-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 Project’s goal and to dispel any connotation mistakenly associating Global with the development of a physical “super network.”

vision and practical solutions to improve law enforcement's ability to detect threats and protect communities. The U.S. Attorney General has endorsed the Plan and is committed to making the resources available to carry out its goals. An official signing is slated for spring/summer 2004.

- Supported the development and imminent release (early 2004) of the *Global Justice XML<sup>3</sup> Data Model* (Global JXDM), Version 3.0. What began in March 2001 as a reconciliation of data definitions, evolved into a broad endeavor to develop an XML-based framework that will enable 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.
- Provided advice and counsel toward the development, review, publication, and distribution of the *Applying Security Practices to Justice Information Sharing* document, a field compendium of current best practices and successful models for justice-related information technology (IT) security. The publication covers 15 key IT security topics from detection and recovery to prevention and support.
- Accomplished foundation work toward drafting of the resource *Privacy and Information Quality Policy Development for the Justice Decision Maker*, a high-level overview aimed at the justice executive, underscoring the need for privacy policy development and outlining fundamental steps toward that goal.
- Facilitated the continued growth and maintenance of the *Justice Standards Clearinghouse for Information Sharing* (JSC),<sup>4</sup> 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.
- Facilitated the authoring of educational resources on timely issues, such as privacy and security, including the *Web Services Security Issues in a Justice Environment* exploratory document.
- Explored ways in which Global can interface with and support the U.S. Department of Homeland Security (DHS) information sharing mission.
- Shown a great capacity for collaboration and expertise provision to a wide range of complementary efforts in addition to DHS, including the U.S. Department of Justice (DOJ)-sponsored Law Enforcement Information Sharing (LEIS) initiative.
- Expanded the GAC membership, to represent the changing face of justice-involved agencies.

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<sup>3</sup> “XML” is the commonplace acronym for “Extensible Markup Language” and is used as such throughout this report.

<sup>4</sup> Previously the “Justice Standards Registry” or “JSR.”

- Developed a unique commodity: **trust**. This is, perhaps, the Committee’s most important accomplishment. In addition to its inclusive structure, the unique way in which the GAC conducts business inherently lends to the collaborative atmosphere. Representatives have the opportunity to contribute 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, the GAC has engendered an *esprit de corps* among members from disparate constituencies and levels of government, resulting in a willingness to reconcile proprietary issues in pursuit of the common goal of sharing information.

Building on these achievements and leveraging crucial elements of trust and cooperation, important next steps for the GAC include:

- Vigorously supporting the implementation of the NCISP and the Global JXDM;
- Promoting the awareness of and critical need for appropriate privacy and information quality measures within and between agencies;
- Facilitating coordination of related standards via population and use of the JSC;
- Exploring the applicability of security-oriented architecture to facilitate broadscale information sharing;
- Addressing the challenges and exploiting the opportunities of wireless communication;
- Confirming safeguards against misuse of personal information and improving criminal records reliability;
- Promoting acceptable integrated justice system security measures; and,
- As the justice landscape broadens to meet new challenges to our nation, informing and collaborating with all parts of the justice and public safety communities and, increasingly, nontraditional justice partners, such as transportation, health, and human services involved in information sharing activities.

## **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**

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

The GAC operates under the auspices of the Office of Justice Programs (OJP),<sup>5</sup> DOJ, and advises the federal government—specifically through the Assistant Attorney General, OJP, and the U.S. Attorney General—in facilitating standards-based electronic information exchange throughout the justice and public safety communities. The broad scope of the effort is fundamental, because public and practitioner safety is best secured when all players—from patrol officers to prosecutors, from courts officials to corrections personnel—have access to timely and accurate information.

The guiding principles of the GAC are to:

- ❑ Work collaboratively and inclusively, bringing together representatives from the entire justice, public safety, and first responder communities and related entities—including industry—to address and overcome the barriers to justice information sharing across agencies, disciplines, and levels of government.
- ❑ Support the facilitation of law enforcement 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, first responder, and related systems.
- ❑ Provide information that supports sound business decisions for the planning, design, and procurement of cost-effective, interoperable information systems.
- ❑ Recommend 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 through 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. Therefore, in the course

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<sup>5</sup> In 2003, because of the promising GAC activities of the past year and because of the urgent need for coordinated IT efforts at all levels of government—including federal—Global was moved under the purview of OJP. The Initiative has been placed under direct oversight of OJP to better coordinate national justice information sharing. Previously, Global was housed under the Bureau of Justice Assistance (BJA), a chief component of OJP.

of conducting Global business, GAC members will adhere to applicable privacy principles, including the following:

1. GAC members will limit access to shared information to authorized users.
2. GAC members will limit use of shared information for authorized purposes.
3. GAC members will take reasonable steps to ensure the accuracy and timeliness of shared information.
4. GAC members will take appropriate security measures to protect data integrity and reduce opportunities for abuse and unauthorized access by hackers or other intruders.
5. If/when deemed necessary, GAC members will conduct privacy impact assessments of their participation in Global activities.

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

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

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

#### **Membership**

Committee membership reflects the fundamental GAC tenet that the entire justice-interested community must be involved in information exchange. 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 the United States Attorneys
- Federal Bureau of Investigation – Criminal Justice Information Services Division
- International Association of Chiefs of Police
- International Association of Chiefs of Police – Division of State and Provincial Police

- International Association of Chiefs of Police – Indian Country Law Enforcement Section
- INTERPOL–USNCB
- Major Cities Chiefs Association
- National Association for Court Management
- National Association of Attorneys General
- National Association of State Chief Information Officers
- National Center for State Courts
- National Conference of State Legislatures
- National Council of Juvenile and Family Court Judges
- National Criminal Justice Association
- National District Attorneys Association
- National Governors Association
- National Law Enforcement Telecommunication System
- National Legal Aid & Defender Association
- National Sheriffs’ Association
- 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. Department of the Treasury
- U.S. Drug Enforcement Administration

### Leadership

GAC leadership is elected every two years, during the spring Committee meeting. In April 2003, Superintendent Melvin Carraway, Indiana State Police and GAC representative of the International Association of Chiefs of Police (IACP) – Division of State and Provincial Police, was unanimously elected as chair. GAC members unanimously reelected Mr. Gerald Wethington, State of Missouri Chief Information Officer and GAC representative of the National Association of State Chief Information Officers (NASCIO), as vice chair. Chairman Carraway and Vice Chairman Wethington will serve as GAC leaders until spring 2005; elections for the succeeding term will occur one Committee meeting prior, in October 2004.

The GAC Executive Steering Committee (GESC) consists of the GAC chair and vice chair, working group chairs, and four<sup>6</sup> at-large GAC representatives. The at-large representatives are nominated and elected by the GESC.

The GESC has the authority and responsibility to:

- Set priorities, direct research, and prepare advisory recommendations for the approval of the GAC and, upon their approval, forward advisory recommendations to the Assistant Attorney General, OJP, and the U.S. Attorney General (or the designated appointee).

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<sup>6</sup> To capitalize on the inclusive nature of the Committee and resulting broad pool of talent represented on the GAC, it was proposed that GESC membership be expanded to accommodate four at-large members (increased from two at-large members). This increase was unanimously approved by Committee members at the October 8-9, 2003, GAC meeting. The *GAC Bylaws* were amended to reflect this change.

- Schedule meetings and develop GAC meeting agendas with the final approval of the GAC chair and the Designated Federal Official (DFO).
- Consolidate and report GAC recommendations to other appropriate organizations, as necessary.
- Track and report results and/or actions taken on GAC concerns and recommendations.
- Solicit additional technical, professional, and administrative assistance to effectively and adequately address GAC concerns and support GAC activities.

### Working Groups

GAC working groups, comprised of Committee members and other subject-matter experts, expand the GAC's knowledge and experience. These groups are formed around timely issues impacting justice information sharing and meet as often as necessary. During 2003, the following working groups engaged in targeted activities on behalf of the GAC.

#### Global Infrastructure/Standards Working Group

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

The goals of this Working Group are to define a framework that will assist government entities in establishing an operational environment, enabling the sharing of justice information within the guiding principles of the GAC, and to identify strategies and tactics that will implement that framework. The framework 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

In fall 2002, in accordance with governing *Bylaws*,<sup>7</sup> the Global Intelligence Working Group (GIWG) was assembled to examine and integrate the particular challenges to intelligence sharing into the GAC dialogue. The first year of activities for GIWG was in 2003.

The goal of this Working Group is to promote the understanding and assimilation of core principles, concepts, and practices in intelligence-led policing and the management of the intelligence function by providing guidance and long-term oversight via implementation and institutionalization of the *National Criminal Intelligence Sharing Plan*. This goal will be supported by the creation of the Criminal Intelligence Coordinating Council (CICC), whose members will serve as advocates for local law enforcement in their efforts to develop and share criminal intelligence for the promotion of public safety and the security of our nation.

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<sup>7</sup> According to *Global Bylaws*: "With the input of the GAC and the DFO, the GAC Chair will establish working groups, which may include noncommittee representatives, to provide oversight for a specific research area."

## Global Privacy and Information Quality Working Group

The Global Privacy and Information Quality Working Group (GPIQWG) was formed because of the growing need to address information privacy as impacted by advancing technological capabilities. Indeed, *privacy* may become one of the most important technology issues of the twenty-first century.

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

## Global Security Working Group

The Global Security Working Group (GSWG) was formed in recognition of the fact that the security of the entire justice information exchange enterprise is only as strong as the weakest link. 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 across the justice community 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.

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

## Outreach Committee

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

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

At the end of 2003, an Outreach Committee leader was selected and charged with developing an Outreach Plan in consultation with Global Working Group leaders, to be approved by the Global members at the spring 2004 GAC meeting.

## Global Advisory Committee 2003: Year in Review

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

### **Establishing the GIWG and Facilitating the *National Criminal Intelligence Sharing Plan***

In March 2002, law enforcement officers and intelligence experts attending the IACP Criminal Intelligence Sharing Summit<sup>8</sup> identified the need to assess the inadequacies of the intelligence process that, in part, led to the failure to prevent the events of September 11, 2001. The IACP Summit participants called for the creation of a CICC, comprised of members from law enforcement at all levels of government, to develop and then oversee a national intelligence plan.

In fall 2002, OJP authorized the formation of the GIWG. As previously mentioned, Superintendent Melvin Carraway was designated as chair. The GIWG serves as the IACP Summit-recommended CICC. The GIWG includes members from law enforcement and justice organizations at all levels of government:

- › Counterdrug Intelligence Executive Secretariat
- › Federal Bureau of Investigation
- › High Intensity Drug Trafficking Areas
- › International Association of Chiefs of Police
- › International Association of Law Enforcement Intelligence Analysts
- › INTERPOL–USNCB
- › Justice Management Institute
- › Law Enforcement Intelligence Unit
- › Local, state, and tribal police agencies
- › Major Cities Chiefs Association
- › National Conference of State Legislatures
- › National Drug Intelligence Center
- › National Sheriffs' Association
- › National White Collar Crime Center
- › Prosecutors
- › Regional Information Sharing Systems
- › SEARCH, The National Consortium for Justice Information and Statistics
- › State Law Enforcement Intelligence Networks
- › U.S. Department of Homeland Security
- › U.S. Department of Justice
- › U.S. Drug Enforcement Administration

Using the IACP *Criminal Intelligence Sharing* report recommendations as a blueprint, the GIWG identified their mission statement: to develop, build, and support the creation of the NCISP, which provides law enforcement agencies with the ability to gather, analyze, protect, and share information and intelligence to identify, investigate, prevent, deter, and defeat criminal and

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<sup>8</sup> Results of the Summit are documented in *Recommendations from the IACP Intelligence Summit, Criminal Intelligence Sharing: A National Plan for Intelligence-Led Policing at the Local, State, and Federal Levels*, available at: <http://www.theiacp.org/documents/pdfs/Publications/intelsharingreport.pdf>.

terrorist activities, both domestically and internationally, as well as protect the security of our homeland and preserve the rights and freedoms of all Americans.

Using the above mission statement as a foundation, the GIWG members articulated a *vision* of what the NCISP should be to local, state, tribal, and federal law enforcement agencies:

- › A model intelligence sharing plan.
- › A mechanism to promote intelligence-led policing.
- › A blueprint for law enforcement administrators to follow when enhancing or building an intelligence system.
- › A model for intelligence process principles and policies.
- › A plan that respects and protects individuals' privacy and civil rights.
- › A technology architecture to provide secure, seamless sharing of information among systems.
- › A national model for intelligence training.
- › An outreach action plan to promote timely and credible intelligence sharing.
- › A plan that leverages existing systems and networks, yet allows flexibility for technological and process advancements.

Chairman Carraway established the following committees to fulfill the GIWG mission and vision and to address the goals and objectives outlined in the IACP *Criminal Intelligence Sharing* report:

- Connectivity/Systems Committee
- Outreach Committee
- Policy Committee
- Privacy Committee
- Standards Committee
- Training Committee

After the initial gathering in Atlanta, Georgia, the GIWG members convened four additional meetings to develop recommendations for the NCISP. The working environment of the GIWG committees was issue-driven, and recommendations were developed for each issue identified. In May 2003, preliminary recommendations for the Plan were developed and published in the GIWG's Interim Report. The preliminary recommendations were made available to the GIWG member organizations, the public (via Internet Web sites), and to various law enforcement groups. Feedback on the preliminary recommendations was solicited, and the input was used to refine the recommendations.

At the October 2003 GAC meeting, the NCISP was nominated for Committee recognition, support, and recommendation to OJP; the motion passed unanimously. Attorney General John Ashcroft accepted and endorsed all 28 recommendations contained within the NCISP. DHS Director Tom Ridge and Federal Bureau of Investigation Director Robert Mueller also endorsed the Plan. Additionally, the IACP has made implementation of the NCISP a priority for their organization in the upcoming year.

The GAC and GIWG members actively provide outreach to policymakers and various organizations in order to promote the NCISP and provide education about the Plan's

recommendations and action items. Several thousand NCISP Overview CDs have been produced and disseminated nationwide. The CD is a self-contained resource for law enforcement to use when implementing the NCISP.<sup>9</sup>

### **Global Justice XML Data Model**

In January 2004—after years of development, testing, and refinement—Global released the first operational version of the Global JXDM, Version 3.0, to the justice community. What began in March 2001 as a reconciliation of data definitions evolved into a broad endeavor to develop an XML-based framework that will enable 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 the GISWG and the Global XML Structure Task Force (Global XSTF), the Global JXDM is an object-oriented data model comprised 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 Global JXDM, justice agencies generally operated within their own computer networks and database systems, resulting in a fragmented justice environment where requests for critical information took days or weeks to get to the appropriate agencies.

Since its first prerelease in April 2003, the Global JXDM has undergone an intensive review and validation process that included an open public-comment period, pilot validation projects, an online feedback and error-reporting mechanism, and a listserv for sharing expertise and support. As a result, three more recent prerelease versions have evolved that incorporated more than 100 modifications. Global JXDM pilot projects that are based on the relational model are being tested by agencies and projects including:

- Pennsylvania Justice Network (JNET).
- CriMNet (Minnesota’s integrated criminal justice system).
- Collaboration between the American Association of Motor Vehicle Administrators (AAMVA) and National Law Enforcement Telecommunication System (NLETS) Driver’s License Exchange (CANDLE) Project.
- Criminal Information Sharing Alliance Network (CISANet).
- Capital Wireless Integrated Network (CapWIN).
- Colorado Integrated Criminal Justice Information System (CICJIS).
- Maine, Wisconsin, and Kentucky implementation of the Joint Task Force<sup>10</sup> Standardized Rap Sheet, formatted in Global JXDM, Version 3.0.

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<sup>9</sup> The Plan and associated resources are available at [http://it.ojp.gov/topic.jsp?topic\\_id=93](http://it.ojp.gov/topic.jsp?topic_id=93).

<sup>10</sup> In 1995, SEARCH, The National Consortium for Justice Information and Statistics hosted the National Task Force on Increasing the Utility of the Criminal History Record. This task force recommended expanded data content, a presentation format (page layout) for the expanded data content, and the creation of a transmission format for the interstate sharing of criminal history information. To move the model toward implementation, several organizations voluntarily formed a Joint Task Force (JTF) whose members represent the Federal Bureau of Investigation (FBI), FBI - Criminal Justice Information Services Advisory Policy Board (CJIS APB), National Law Enforcement Telecommunication System (NLETS), SEARCH, and several state and local law enforcement agencies.

Today, more than 50 law enforcement and justice-related projects have been implemented utilizing the prerelease versions, further demonstrating the flexibility and stability of the Global JXDM.

The Global JXDM represents a significant milestone in the process of developing appropriate standards for expressing the baseline data needs of the justice and public safety communities and their related partners. In that sense, it will become 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.

### **Applying Security Practices to Justice Information Sharing**

During their ongoing dialogue, GSWG members reviewed relevant works in the field. While acknowledging that a number of technical security-related reference documents already existed, a substantial gap was identified: the need for an educational resource<sup>11</sup> for justice executives and managers. Responsively, GSWG facilitated the development and publication of *Applying Security Practices to Justice Information Sharing*.<sup>12</sup>

This document contains background information, overviews of best practices, and guidelines for secure information sharing, organized along the disciplines (listed below) that GSWG members identified as spanning the important elements of information security architecture.

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|--------------------------------------|--|
| 1. Governance                        | 10. Public Access, Privacy, and Confidentiality                              |
| 2. Physical Security                 | 11. Firewalls, Virtual Private Networks (VPNs), and Other Network Safeguards |
| 3. Personnel Security Screening      | 12. Intrusion Detection Systems  |
| 4. Separation of Duties              | 13. Critical Incident Response   |
| 5. Identification and Authentication | 14. Security Auditing  |
| 6. Authorization and Access Control  | 15. Disaster Recovery and Business Continuity                                |
| 7. Data Integrity                    |  |
| 8. Data Classification               |  |
| 9. Change Management                 |  |

This document provides further guidance to justice information system managers and owners by defining general models for justice information sharing, recommending security guidelines, and citing usage examples. It includes the following justice information sharing models that are frequently encountered in justice applications:

1. The Joint Task Force Model
2. The Centralized Information Repository Model

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<sup>11</sup> This document is not intended to suggest a standard security approach, nor is it intended to provide an in-depth security solution for any particular system. It is also not intended to provide detailed technical reference for system administrators.

<sup>12</sup> Available at <http://it.ojp.gov/documents/asp/>.

3. The Peer Group Model
4. The Justice Interconnection Services Network Model

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.

A long-term goal of both the GSWG and the *Applying Security Practices to Justice Information Sharing* resource is the establishment of an environment of electronic trust among law enforcement and justice organizations. Electronic trust will be engendered if each organization can be assured that all parties with access to shared information will follow certain minimum practices to safeguard that information. An environment of electronic trust is a minimum requirement to fulfill the national priority of sharing information and improving the safety of the country. It must be recognized that justice IT systems are a vital part of the nation’s critical infrastructure, and as such, IT infrastructure requires comprehensive security architecture. Protecting this critical resource is not just a matter of operational good sense; it is increasingly a matter of national security and public safety.

At the October 2003 GAC meeting, *Applying Security Practices to Justice Information Sharing* was nominated for Committee recognition, support, and recommendation to OJP; the motion passed unanimously. At the end of the year, in the interest of further refinement and input, the resource was delivered for vetting by the wider justice community. During this 45-day review cycle, feedback was coordinated by Global staff. Changes will be incorporated into a next iteration of the resource, slated for release in early 2004.

### **Privacy and Information Quality Policy Development for the Justice Decision Maker**

The goals of the GPIQWG include assisting governments in ensuring that personal information will not be inappropriately disseminated or misused, ensuring that there are safeguards against the collection and use of inaccurate information—particularly when the information is disseminated in open environments, such as Internet-based systems, and improving the reliability of criminal records in an integrated electronic system. To those ends, in 2003, GPIQWG members applied their expertise to crafting the first of two privacy-related resources: *Privacy and Information Quality Policy Development for the Justice Decision Maker* (“*Privacy Policy Paper*” or “*Paper I*”). Paper I will be a high-level overview aimed at the justice executive, underscoring the need for privacy policy development and outlining fundamental steps toward that goal. By the end of the year, significant drafting of this resource had been accomplished.

This *Privacy Policy Paper* will address/include:

- 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, and inconsistent actions within the agency or 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 efforts. 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:
  - Purpose Specification
  - Collection Limitations
  - Data Quality
  - Use Limitations
  - Security Safeguards
  - Openness
  - Individual Participation
  - Accountability
- Privacy and information quality policies as a means to build public confidence in an agency's ability to appropriately handle information and effectively utilize new and developing technologies.
- The need for a document (such as the *Privacy Policy Paper*) to provide a blueprint for developing and maintaining essential privacy and information quality policies to govern the collection, use, and dissemination of personally identifiable information.

The *Privacy and Information Quality Policy Developer's Sourcebook* ("Sourcebook"), a more exhaustive, "hands-on" companion tool to the *Privacy Policy Paper*, is concurrently being developed by GPIQWG. Building on the principles enumerated in Paper I, the practical Sourcebook will be modeled, in part, on the successful GSWG *Applying Security Practices to Justice Information Sharing* document.

- The *Privacy and Information Quality Policy Development for the Justice Decision Maker* is slated for GAC review and recommendation in spring 2004.

- The *Privacy and Information Quality Policy Developer's Sourcebook* will be presented to the GAC in fall 2004.

Both resources will draw on the fundamental work accomplished by the *Privacy Guideline for Justice Information Systems*.<sup>13</sup> The GAC, through GPIQWG, coordinated the production of this previous manual, which was highlighted in the *2002 Global Justice Information Network Annual Report*.<sup>14</sup>

### **Justice Standards Clearinghouse for Information Sharing**

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

The Clearinghouse serves four critical purposes:

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

The JSC is housed on the Global/OJP IT Initiatives Web site,<sup>15</sup> a comprehensive, easily accessible resource exploring the information sharing process, initiatives, and technological developments. By logging on to the JSC, users have a number of valuable services literally at their fingertips:

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<sup>13</sup> The *Privacy Guideline for Justice Information Systems*, housed and maintained by the National Criminal Justice Association, is available at <http://www.ncja.org/pdf/privacyguideline.pdf>.

<sup>14</sup> Available at [http://www.it.ojp.gov/topic.jsp?topic\\_id=72](http://www.it.ojp.gov/topic.jsp?topic_id=72).

<sup>15</sup> Located at <http://it.ojp.gov/>.

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

GISWG is currently determining performance measures for an annual review of the JSC to monitor performance and ensure continued maximum efficacy. The role of the Clearinghouse has never been more relevant, especially as a companion resource to other Global efforts. Particularly, the Global JXDM and service-oriented architecture standards work will be housed on the JSC, availing themselves to critical review-and-comment mechanisms.

### **Global/OJP IT Initiatives Web Site**

GAC members also significantly contribute to the OJP IT Initiatives/Global Web site.

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

Topics include:<sup>16</sup>

- Global-facilitated resources for the field, such as:
  - *National Criminal Intelligence Sharing Plan*
  - *Applying Security Practices to Justice Information Sharing*
- Global publications, minutes, and presentations
- GAC meeting announcements
- Justice Standards Clearinghouse for Information Sharing
- Global JXDM
- Featured information sharing initiatives and organizations, such as the Justice Information Sharing Professionals (JISP)
- Computer system information exchange processes
- New policy and technology developments
- Model information sharing systems
- Information sharing “lessons learned”
- Promising practices
- Peer-to-peer networking

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<sup>16</sup> The Global Web site is a featured component of the OJP IT Initiatives Web site. The sites are similar in design and general area of interest (i.e., justice-related information sharing), although the Global portion of the site focuses specifically on activities, publications, and administrative issues of the GAC. The listing of topics includes features of both sites.

- Events calendar
- Latest news and online newsletter

### **Expanded GAC Membership**

A hallmark and chief strength of the GAC is its composition: the carefully balanced representation of all components of the justice-interested community. In fact, this attention to membership is ordained: in accordance with the governing *Bylaws*, the GAC is charged with being “vocal and visible in creating and communicating a *shared vision among critical stakeholders/key executives* regarding the Global concept.” Abiding by this principle and in recognition of additional factors (including the new and necessary emphasis on the inextricable link between justice and public safety agencies), in spring/summer 2002, GAC membership was expanded when the full Committee voted the Association of State Correctional Administrators (ASCA) into membership. In October 2003, Mr. George Camp, Executive Director, ASCA, attended his first GAC meeting as a Committee member.

### **Participation in Related Efforts**

GAC members continue to collaborate on, act in an advisory capacity to, and strongly support integration activities beyond those shepherded specifically by Global. In 2003, the GAC offered assistance to groups and/or advised on issues including:

- Law Enforcement Information Technology Standards Council (LEITSC)<sup>17</sup>
- IACP Law Enforcement Information Management (LEIM) Training Conference<sup>18</sup>
- Integrated Justice Information Systems (IJIS) Institute/Industry Working Group (IWG)<sup>19</sup>
- Intergovernmental Partnership Forum<sup>20</sup>

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<sup>17</sup> The mission of LEITSC, funded through OJP, is to foster 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, the JSC, NCISP, and Global JXDM make significant contributions. More information on LEITSC is available at <http://www.leitsc.org/About.htm>

<sup>18</sup> 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 2003, Global provided resource materials, support, and expertise to the program. More information about the 2004 event is available at <http://www.iacptechnology.org/2004LEIM.htm>

<sup>19</sup> Global fully acknowledges the imperative of including private industry in the justice information sharing dialogue. To this end, the IJIS Institute and IWG are trusted Global partners. More information on the IJIS Institute and IWG is available at <http://www.ijisinstitute.org>.

<sup>20</sup> 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—a hallmark of the GAC—is being fostered through the Intergovernmental Partnership Forum (IPF), a collective of federal partners with an interest in justice-related information sharing to explore collaboration, coordinated efforts, and replication of promising strategies. The focus is on the lines of business that employ information sharing and technology, not on the technology itself. The IPF held its inaugural meeting on March 20,

- National Association of State Chief Information Officers (NASCIO)<sup>21</sup> Adaptive Enterprise Architecture Development Program<sup>22</sup> and development of the Concept for Operations for Integrated Justice Information Sharing (ConOps)<sup>23</sup>
- National Criminal Justice Association (NCJA)<sup>24</sup>
- National Governors Association (NGA)<sup>25</sup>
- SEARCH's Justice Information Exchange Model (JIEM)<sup>26</sup> Project
- U.S. Department of Justice Law Enforcement Information Sharing (LEIS)<sup>27</sup> Strategy
- U.S. Department of Homeland Security<sup>28</sup>

## **Recognized Resources**

The GAC has been engaging the justice community in information sharing activities for approximately five years. This longevity, coupled with the collective expertise of Committee members, has established the GAC as a premier source for advisement and collaboration. While Global does not formally endorse independent products from member agencies, the Committee reviews complementary tools and efforts and includes them herein as “recognized resources.” In

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2003. GAC representatives have participated in IPF events as both presenters and attendees (at their own agency's expense).

<sup>21</sup> 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's mission is to foster 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 <https://www.nascio.org/>.

<sup>22</sup> Information about NASCIO's Adaptive Enterprise Architecture Development Program is available at <https://www.nascio.org/hotIssues/EA/>.

<sup>23</sup> The NASCIO ConOps can be downloaded at <https://www.amrinc.net/nascio/hotIssues/conopsDownload.cfm>.

<sup>24</sup> 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 2003, Global provided resource materials, support, and expertise to the NCJA “Integrated Justice Technologies for Decision Makers Seminar” series and NCJA National Forum 2003. More information on NCJA is available at <http://www.ncja.org>.

<sup>25</sup> The NGA Center for Best Practices (<http://www.nga.org/center/>) coordinates the BJA-sponsored Justice IT Integration Project States initiative. In support of this, in 2003, 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.

<sup>26</sup> The new version of the JIEM Modeling Tool has been designed to interface to the Global JXDM. For information on the JIEM Project, please see [http://www.search.org/integration/info\\_exchange.asp](http://www.search.org/integration/info_exchange.asp).

<sup>27</sup> 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.

<sup>28</sup> 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**). The GAC can provide critical support to DHS by strengthening the key foundation of information sharing and systems; this tapping of Global expertise ultimately strengthens the whole of the DHS in the most efficient manner—through the leveraging of existing resources. The document *National Strategy for Homeland Security* is available at [http://www.whitehouse.gov/homeland/book/nat\\_strat\\_hls.pdf](http://www.whitehouse.gov/homeland/book/nat_strat_hls.pdf).

2003, the NASCIO's *Concept for Operations for Integrated Justice Information Sharing*, Version 1.0,<sup>29</sup> is acknowledged as contributing to the justice-related information sharing dialogue.

### **Global Strategic Planning Session**

In December 2003, to best address the evolving nature of the justice IT landscape and the expanding role of the GAC, the GESC convened a strategic planning session. Executive members forecasted future activities for both the working groups and full GAC (enumerated below) and laid the groundwork for a *GAC Strategic Plan* revision; the updated document is slated for GESC review and ratification by April 2004.

### **Global Advisory Committee 2004: Future Activities**

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

In 2004, the GESC will develop a conceptual framework for information sharing, exploring the implications of *service-oriented architecture* for the justice and public safety communities. Additionally, this exploration will take into account the associated works of NASCIO; the Office of Management and Budget (OMB), Executive Office of the President; and DHS, as well as nontraditional justice partners, such as the U.S. Environmental Protection Agency and U.S. Department of Defense, both of which are making significant inroads into the use of XML to facilitate information sharing.

### **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.

In 2004, the GAC will build on the accomplishments of its working groups as follows:

#### **Infrastructure/Standards**

Broadly forecasted in 2004, the GISWG will pursue its goals by:

- Reviewing the objectives and evaluating the design and performance of the JSC.
- Reviewing and supporting the development of programs and projects that facilitate information sharing in the justice and public safety communities.

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<sup>29</sup> Available for downloading at <https://www.amrinc.net/nascio/hotIssues/conopsDownload.cfm>

- Continuing support of standards initiatives (e.g., the Global JXDM effort shepherded by the technological experts on the Global XSTF to include recommending considerations for a maintenance process).
  - Monitoring emerging technologies to identify their implications for justice- and public safety-related information sharing.
- Returning the focus to questions of infrastructure (i.e., explore industry offerings for applicability to GAC constituencies, in keeping with the Global goals and tenets, and recommend a justice community architecture<sup>30</sup> approach).

More specifically, this translates into two major activities:

**1) Document Development: *Towards a Service-Oriented Architecture – SOA for the Justice and Public Safety Communities*<sup>31</sup>**

In June 2000, the nascent GAC fortified a strategic identification campaign with the release of the *Global Justice Information Network: An Introductory Report on Infrastructure*.<sup>32</sup> As a newly chartered federal advisory committee, the GAC—for a number of reasons—felt it incumbent to define itself not so much in terms of what the Committee was, promulgated, or hoped to achieve, but by what it was not: a mechanism to build a literal justice information sharing network of networks. This distinction was made most formally with the June *Infrastructure* publication, issued by the GISWG, with the support of the Committee, en masse.

This introductory *Infrastructure* report functioned as both a positioning mechanism and call-for-feedback instrument. Originally, the intent was to incorporate any feedback, as well as lessons learned from GAC member agencies and other Global working groups’ activities, into the issuance of a final *Infrastructure* report within a year. However, a hallmark of the GAC is its flexibility to address and reprioritize issues in response to justice community needs. In this spirit, GISWG determined that concentrating on standards issues was the most appropriate next item on their agenda. To that end, the Working Group—with ongoing guidance and approval of the full Committee—applied their expertise to the advisement on and release of two key tools: the JSC and the Global JXDM (highlighted previously in this report). With the release of these tools, GISWG now returns substantial attention to the issue of justice information sharing infrastructure. Since the authoring of the *Infrastructure* report and with the maturation of the GAC, the following fundamental Global tenets have emerged and must be considered in

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<sup>30</sup> In this report, the terms “infrastructure” and “architecture” are used interchangeably, primarily to remain consistent with the corresponding working group title and previous GISWG nomenclature. However, it is acknowledged that “architecture” is the more appropriate term; “infrastructure” encompasses a broader area of concentration than is being addressed by GISWG at this time.

<sup>31</sup> Exact title to be determined.

<sup>32</sup> Located at [http://www.search.org/publications/pdffiles/Global\\_Infrastructure\\_Report.pdf](http://www.search.org/publications/pdffiles/Global_Infrastructure_Report.pdf).

any infrastructure discussion in order to align activities with other Committee efforts:

- Global strategies and recommendations should be based on business needs and strongly support “where business is predominantly done”—at the state and local level (i.e., “provide information that supports sound business decisions for the planning, design, and procurement of cost-effective, interoperable information systems”).<sup>33</sup>
- Global strategies and recommendations should be based on “concepts that leverage existing infrastructure, capabilities, and functionality.”<sup>34</sup>

Additionally—as expected in a highly dynamic field where computer capacities double every year and a half<sup>35</sup>—industry has yielded technological advances and new information sharing tools. Specifically, the emergence of Web services and service-oriented architecture provide real means to meet the GAC mission with the simultaneous, vigorous promotion of sound business practices, responsiveness to individual constituencies’ business drivers, and leveraging of existing resources.

In 2004, in full consideration of fundamental GAC governing principles, the previous *Infrastructure* document, GISWG members’ practical experiences, larger Committee efforts, and a review of the current state of the nation’s justice system, GISWG members will craft a document supporting the GAC recommendation of a service-oriented architecture approach to facilitate justice-related information sharing. This GISWG document will:

- Define the requirements for a national infrastructure that will support justice information sharing.
- Identify the components of such a national infrastructure.
- Suggest strategies that local, state, tribal, and national officials can use to make the recommended infrastructure a reality.

Pending Committee ratification, this recommendation will be communicated to the appropriate governing federal entities for further action, including implementation strategies.

## **2) Facilitating the Implementation of the Global JXDM, Version 3.0**

In 2004, GISWG will support implementation of the Global JXDM through the following related tools and resources:

- Education and training, targeted per audience

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<sup>33</sup> Global Strategic Plan guiding principle.

<sup>34</sup> Ibid.

<sup>35</sup> In 1965, Gordon Moore, founder of Intel, predicted that computer chip capacity would double every two years. It has turned out that, over time, *Moore’s Law* has shown that computer capacity doubles about every 18 months.

- High-level decisionmakers
  - Midlevel implementers
  - Technologists/developers
- Content-based search tool
  - Performance testing
  - Online database, enabling practitioner posting of Global JXDM implementation information

With further regard to “training,” the Global XSTF, in partnership with other Global JXDM partners (such as the IJIS Institute, IWG, and Georgia Tech Research Institute), is planning for an inaugural training opportunity. This large-scale “Developer’s Workshop,” tentatively anticipating 300 attendees, is being specifically designed for developers and practitioners to provide necessary information to enable the building of applications using the Global JXDM Version 3.0. Participants will need at least an intermediate working knowledge of XML, should be familiar with developing and using complex XML schemas and XML documents, and have a good understanding of XML data types and structures. Because of the support from OJP and IJIS Institute, participants will not have to pay a registration fee. The course is tentatively designed for 16 hours of training, presented over three days, and will be held in the Atlanta, Georgia, area.

### **Intelligence**

In 2004, the GIWG will pursue its goal by:

- Facilitating a National Endorsement Event for the *National Criminal Intelligence Sharing Plan*, to bring the major law enforcement groups in the country together to formalize the Plan as the blueprint for information sharing.
- Supporting OJP in the establishment of a Criminal Intelligence Coordinating Council to provide a nationally coordinated process for intelligence generation and sharing.
- Continuing efforts to build partnerships between law enforcement at all levels and the public and private sectors.
- Facilitating the development of mechanisms and services to assist agencies with awareness regarding privacy issues.
- Partnering with relevant agencies and organizations to facilitate development and coordinate delivery of intelligence training.
- Providing technology coordination and facilitating the linkage of systems/initiatives to the Plan’s communications capability.

Those charged with developing and implementing the Plan will continue to solicit the involvement of the law enforcement and intelligence communities, national organizations, and other government and public safety entities in order to ensure that the Plan is responsive to their needs for information and intelligence development and sharing.

### **Privacy and Information Quality**

In 2004, the GPIQWG will pursue its goals by:

- 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:
  - *Privacy and Information Quality Policy Development for the Justice Decision Maker*<sup>36</sup> (“Paper I”).
  - The *Privacy and Information Quality Policy Developer’s Sourcebook* – which provides a more exhaustive, practical, “hands-on” companion tool to the privacy policy document, while building on the principles enumerated in Paper I.
- Identifying requirements and best practices for information sharing technologies while considering security, privacy, and information quality issues.
- Coordinating their activities with those of the GAC and its Working Groups to formulate a unified and comprehensive approach to privacy and information quality issues.

### **Security**

In 2004, the GSWG will pursue its goal by convening regular GSWG meetings, as well as specialized committees and ad hoc groups, to explore and recommend security best practices, guidelines, and policies with regard to issues such as:

- Wireless security
- Web services security
- Service-oriented architecture
- Security architecture for compatibility and interoperability across justice systems

These activities will be done in support of the Plan and all other justice-related information sharing efforts. GSWG members also plan to:

- Provide white papers, training materials, and outreach to reinforce the critical need for security.

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<sup>36</sup> Discussed in detail earlier in this report.

- Evaluate emerging technologies for the purpose of providing a security road map for data interoperability.
- Find and demonstrate case studies to provide best practices and illustrations for security implementations.
- Continue local, state, and tribal research on relevant information security topics for justice and law enforcement information sharing.
- Update and maintain the *Applying Security Practices to Justice Information Sharing* resource that is available on CD and the Global Web site for outreach to communities of interest.
- Prioritize relevant security topics for inclusion in justice and law enforcement information sharing initiatives.
- Coordinate with all other GAC Working Groups to develop security documentation for inclusion in related reports.

### **Partnerships: OJP IT Initiatives**

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

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

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

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

## Conclusion

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

*“ . . . inside the United States, where the war began, we must continue to give homeland security and law enforcement personnel every tool they need to defend us. And one of those **essential tools** . . . allows federal law enforcement to **better share information**, to track terrorists, to disrupt their cells, and to seize their assets. For years, we have used similar provisions to catch embezzlers and drug traffickers. If these methods are good for hunting criminals, they are even more important for hunting terrorists.”<sup>37</sup>*

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

GAC members have long realized that justice information sharing, above and beyond today’s crisis, is a national imperative. In fact, every agency involved in the apprehension, adjudication, and incarceration of offenders requires information from other justice entities *on a daily basis* to do their job. Furthermore, entities outside of the justice community—including schools, 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. The GAC is that community of shared interests.

Looking ahead, GAC members are anxious to use their combined expertise to support the Assistant Attorney General, OJP; the U.S. Attorney General; 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.

*“And, if there were nothing else that I could communicate to you, I’d want to communicate my thanks. I want to thank you, and those with whom you work, for carrying out the objectives of the Global Justice Information Sharing Initiative. I was pleased to have the opportunity to recharter Global recently, and I thank the leadership that has yielded successes in OJP’s information technology*

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<sup>37</sup> **Emphasis added.** From the State of the Union Address, delivered by President George W. Bush on Tuesday, January 20, 2004.

*initiatives . . . . Your work is highly regarded because of the expertise that you develop as producers, consumers, and administrators. You are the practitioners who understand the importance of sharing information . . . . It has never been so important for us to understand in Washington that the people with their feet on the street, who are actually doing the work, are very important to the security of this nation. And while ensuring the accuracy and security of the information that we have, we also need to promote its availability. [In that,] I think we provide a real fortress for American freedom and the values of this culture . . . . With that in mind, I . . . appreciate the work that you're doing in Global.”*

— The Honorable John Ashcroft, U.S. Attorney General, April 2, 2003.<sup>38</sup>

*Annual Report 2003.doc*

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<sup>38</sup> ***Emphasis added.*** From U.S. Attorney General Ashcroft’s address to the GAC, April 2, 2003, Arlington, Virginia.