

AN OUNCE OF PREVENTION IS WORTH A POUND OF CURE

ARE WE DOING EVERYTHING WE CAN TO GET OUR MESSAGE OUT?

By Bonnie Locke, JISP President

So far this year, the U.S. Department of Homeland Security has released \$566 million to state and local governments for the purchase of equipment for first responders -- such as police, fire and health personnel -and training programs. On April 12, Congress approved a supplemental wartime budget that includes an additional \$3.9 billion for homeland security.

Legislators disagree on how the additional funds should be spent, and at least one Governor has questioned the formula used to make these awards to states.

Targeted for funding in this new round are: equipment to police and firefighters; assistance to local governments for administering the smallpox vaccine (including funds to compensate people harmed by the inoculation); \$200 million to offset the security costs of dense urban areas, such as New York City; \$162 million for bioterrorism and public health activities and the Centers for Disease Control and Prevention will receive an extra \$16 million for comprehensive research on SARS.

What's missing from this picture? The deadly attacks of September 11 have shown us that the results of continuing to maintain information "stovepipes" are



disastrous. Knowledge sharing is the pivotal factor in mounting an effective defense

against terrorism, and indeed, any crime. In a world of fully integrated justice systems, public safety officials will have fingertip access to the information they need to identify prospective criminals and terrorists before they can attack. With integrated justice, we'd have the right information at the right time to fight terrorism, stay ahead of the criminals, and improve community safety.

As part of a comprehensive strategy to combat terrorism and other crime, integrated justice information is undeniably a central part of the solution. *So why, when even the "National Strat-* egy for Homeland Security" includes information sharing as a foundation for evaluating investments in fighting terrorism, is integrated justice left out of the federal funding picture?

If ever there was a case for an ounce of prevention being worth a pound of cure, this is it. As the folks responsible for making integrated justice a reality in our states, are we doing everything we can to get our message out? How can we get federal decision makers to channel some of these Homeland Security funds toward integrated justice projects? I'd like to hear from you about what JISP can do to increase awareness about the role that integrated justice can and should play in defending the homeland. Write to me with your ideas at Bonnie.Locke@oja.wi.state.us.

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By Dwayne Campbell, Mecklenburg, NC

The RFP toolkit draft will be presented to JISP at the Law Enforcement Information Management (LEIM) training conference this week in Greensboro, NC.

The following sections will be included in the toolkit:

- Defining IJIS for Your Jurisdiction
- Assessing Support and Establishing a Governance Structure
- Evaluating and Developing Funding Methods and Sources
- Aligning Strategic Plans
- Documenting Current and Future Technology Environment (s), Policies, Constraints
- Documenting Current and Future Business Processes, Policies and Constraints
- Migration Planning
- Legal and Procurement Planning
- Analyzing Requirements for Human Resources and Capital
- Planning for Risk, Change, and Communications
- Establishing Measurements of Progress and Success
- Developing RFP Evaluation Criteria
- Support, Resources and Reinforcements
- Getting the Message out— Marketing

Upon review and feedback from JISP members, the official launch will take place at the NCJA/IWG/ICJIS/JISP summit in mid-July. ■

Information Sharing in the Justice Enterprise Justice XML: A JIS Silver Bullet?

By Catherine Plummer, SEARCH

• afe and reliable sharing of accurate information on offenders across jurisdictions is a critical objective of Justice and Public Safety, as well as Homeland Security. In the past, the lack of standards for sharing justice data has been responsible for a substantial part of the high costs involved with information exchange and has contributed significantly to the associated difficulties of sharing information among justice agencies. Several JISP members, along with practitioners and contractors from various justice domains, have been working with The Office of Justice Programs (OJP) and the Global Justice Network Advisory Committee (GLOBAL) to address the critical need for common data sharing standards. A focal point of this work has been the development of XMLbased data exchange specifica-



For more information, visit http://it.ojp.gov or www.search.org (Justice XML).

tions, or what we have come to describe as *Justice XML*. A *Justice XML Structure Task Force* (XSTF), chaired by Paul Embley (a notable JISP'er), has been working with the Georgia Tech Research Institute (GTRI) during the past year to collect justice and public safety source specifications for data exchange from all over the nation. Source specifications include, but are not limited to, the Global Reconciliation Data Dictionary (RDD) v1.0.0; Joint Task Force Rap Sheet v2.2; LegalXML CourtFiling v1.1; NIJ InfoTech v2.0; Los Angeles County Incident Report schema: SEARCH Justice Information Exchange Model data sets: Minnesota CriMNet v1.0: the National Center for State Courts Data element specifications (civil, criminal, juvenile); and the FBI NCIC 2000 Data Dictionary and Code Tables.

The XSTF's objective, supported by the OJP, has been to provide justice practitioners and their contractors with *standard XML objects* so that they can develop *schema* (XML instructions) that facilitate the process of Justice Information Sharing. The XSTF's strategy is structured around several concurrent projects to develop products to help justice agencies and practitioners standardize the information they exchange:

A Justice Reference Model

- Justice XML Data Dictionary
- Justice XML Schemas and StyleSheets
- Justice XML Registry/Repository

The beta release of the **Justice XML Data Dictionary** (**JXDD 3.0**) is now available for practitioner review and comment at http://it.ojp.gov/jxdm. Following



THE ILLINOIS INTEGRATED JUSTICE INFORMATION SYSTEM STRATEGIC PLAN

By Steve Prisoc, Associate Director Illinois Criminal Justice Information Authority

n December of 2001, the Illinois Integrated Justice Infor--mation System (IIJIS) Board was formed by executive order to direct justice systems integration activities in Illinois. The Board's primary mandate was development of a strategic plan for justice systems integration in Illinois. The complete plan is now available at www.icjia.state. il.us/iijis.

To develop the plan in the timeframe allotted, the IIJIS Board created two sub-committees, the Planning and the Technical subcommittees, to perform the required tasks. The Planning Committee concentrated on development of an ideal "scenario" for integration and identification of crucial strategic issues facing Illinois. The Technical Committee performed analysis of existing justice information practices, examined the current justice systems infrastructures in Illinois. and documented the gap between the way justice information is shared today and way information *should* shared in an integrated environment, as described in the Scenario.

The strategic plan puts forth seven strategic issues that provide a framework for future integration activities in Illinois. It also details the organizational structures that must be developed to realize the desired level of integration. The seven strategic issues are as follows:



Issue 1 - A Governing Body comprised of major stakeholders to oversee and guide the development, implementation, and evaluation of effective electronic justice information sharing initiatives.

Governance representing all stakeholders must be established to manage the many activities associated with the integration of justice information systems in Illinois; without governance, there can be no coordinated statewide approach to integration.

Issue 2 - Integrated collecting and sharing of justice data.

At present, most justice agencies enter data into their information systems from paper documents—frequently documents printed by an upstream agency's computers. Such redundant data entry is not only wasteful, but also leads to compromised quality data, which results from inevitable human re-keying errors.

Issue 3 - Serve justice, public safety, and homeland security needs while protecting privacy, preventing unauthorized disclosures of information, and allowing appropriate public access.

Balancing the need to share information against the right to privacy is a very delicate and complex issue, which deserves careful consideration by all

stakeholders. The interests of the public and the justice community must be carefully considered when designing and initiating policies that pertain to electronic information sharing. The IIJIS Board recognizes the opportunity integration provides to standardize and improve privacy practices.

Issue 4 - Sufficient and coordinated funding and other resources for integration.

Integration cannot be accomplished without some coordination of the multiple streams of justice funding in Illinois. At present, the funding of the Illinois integration effort is through federal grants, but a concerted effort must be made to identify resources, both public and private, to continue the process.

Issue 5 - Established standards/ regulations for data sharing and infrastructure development.

Information sharing standards are essential for any meaningful electronic information sharing to occur in Illinois. At present, few standards exist, and any agency wishing to electronically pipe information to another agency must develop programs from scratch to transfer and translate information from system to system. Adoption of standards will provide agencies with the basic tools for enabling

(Continued on page 9)



(JIS XML—Continued from page 2) the review and comment period, the JXDD 3.0 will be formally released, however, work will continue to revise and improve it with subsequent releases as it evolves to meet our information sharing needs.

XML *Schemas* and *StyleSheets* for standard justice "exchanges" are also being developed by the

The Bottom Line:

Justice Information Sharing practitioners should take the opportunity to review the JXDD and begin to reconcile it to your local requirements for data exchange.

XSTF. The principal justice documents in the Justice Reference Model will include, but will not be limited to Arrest/Incident Report, Arrest Warrant, Bench Warrant, Information, Citation, Court Order, Criminal Complaint, Uniform Criminal History, Custody Slip, Disposition Report Form, Diversion Agreement, Field Contact Report, Fingerprint Card, Indictment, Mug Shot/Scars Marks Tattoos/ Digital Image, Notice of Declined Prosecution, Offender Tracking Form, Offense Report, Pre-Sentence Investigation/ Report, Release Authorization, Search Warrant, Search Warrant Affidavit, Sentencing/ Commitment Order, Sex Offender Registration, Subpoena, Summons, Supervised Release/ Parole Agreement, Victim Notification Letter, Warrant Information Update, and various forms of Court Orders.

The initial JXDD 3.0 schemas, (1) Uniform Criminal History ("Rap Sheet"); (2) Uniform Inc ident/Arrest Report; (3) Sentencing Order; and (4) Driver History, demonstrates astonishingly how using XML objects results in shorter, more compact schemas. The real point of this work is that XML object use and reuse results in documents that can be *interoperable* among autonomous agencies anywhere in the nation.

By the time the final version of the JXDD is released, (Summer 2003?) the XSTF anticipates that it will provide approximately fifty to sixty core justice document schema built with the JXDD objects, as well as sample XML StyleSheets to format the XML elements into a common document style. So, another very important benefit to be realized by practitioners is the savings of time and money in programming justice exchange documents.

Following the review and comment period for the JXDD, it is hoped that several jurisdictions will serve as *pilot sites* to validate the actual implementation of the XML transmission of justice data.

The bottom line: Justice Information Sharing practitioners should take the opportunity to review the JXDD and begin to reconcile it to your local requirements for data exchange. The OJP website also provides an opportunity for you to provide your comments to the XSTF via an online feedback form.

Remember ... XML enables the transport of data from system to system; no one has to change his/her current case management or records management system. The XML data standards described here are proposed for the exchange information "payload." Application program interfaces can be easily written to export to or import from any automated system today.

Through its Justice XML initiative, the OJP is providing federal, state, tribal and local justice agencies and branches with *real* tools, developed by justice practitioners and based on comprehensive user requirements, to leverage current technology to enable critical justice information sharing at any level throughout the nation. The OJP's initiatives are designed to serve as the means by which justice leaders and practitioners harness technology to work in harmony with one another as an enterprise with common goals and purpose. Justice XML may very well be a JIS Silver Bullet! ■

For more information, please see http://it.ojp.gov or www.search.org (Justice XML site). Or feel free to contact one of the following JISP XSTF members who can respond to questions about Justice XML and the JXDD:

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GLOBAL QUERY 2 AVAILABLE IN SAN DIEGO REGION

By Pam Scanlon, ARJIS—San Diego

ARJIS (Automated Regional Justice Information System) has announced the latest release of Global Query 2; a user-friendly application for the 6,000 authorized Justice personnel in San Diego and Imperial Counties to query the most commonly used databases in a single step. Dubbed "Google for Cops" by officers, a single super search returns data from six disparate databases in an easy-to-read, web-based format:

Data returned includes:

- All local booking photos and mugshots
- ARJIS Officer Notification System – parolees, fugitives, sex offenders, gang members, etc.
- Local County warrants
- State CLETS & NCIC wanted persons, Temporary Restraining Orders, sex offenders, supervised release parolees
- DMV registration, Driver's

license, and stolen vehicles

The new application has reduced query and response screens from 36 to only two screens, with the data summarized in one place. Officers and justice personnel find the application easy to use.

Dubbed "Google for Cops" by officers, a single super search returns data from six disparate databases in an easy-to-read, webbased format

There is no need to log on and off multiple systems or to remember several passwords.

The application is accessible from any of the several ARJIS-Net connected PCs located in San Diego and Imperial Counties and select Compaq IPAQ PDAs. ARJIS has received great feedback from people using the new system. Sergeant Steve Sutt, Carlsbad Police, explains "Having access to Global Query in the field allows me to be more efficient and effective in protecting the public".

Officer Marco Perez, San Diego Police, states, "I have noticed that fewer people lie about who they are when the see the PDA. I tell them that booking photos are accessible and we will be able to put a photo with the name they give us. So far, only one person was brave enough to test it out."

ARJIS is planning future enhancements to the system that will add to the functionality of Global Query 2. They hope to add DMV photos and queries of the region's police crime, arrest, and other incident reports.

For additional information, contact Pam Scanlon, 619.533.4202 or via email at pscanlon@arjis. org. ■

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PROFILE: WISCONSIN'S WIJIS MODEL COUNTY PROJECT

By Brenda Ray, State of Wisconsin

Sharing vital information in order to be more efficient, effective and to provide a safer living environment has always been a goal of government entities. The State of Wisconsin, like many states, has been working to develop a system that can share vital information between the agencies involved in the state's criminal justice system.

In 1995, at the request of the Governor, Wisconsin embarked on the task of developing an integrated justice information system (IJIS) now known as Wisconsin Justice Information Sharing (WIJIS). WIJIS and District Attorney Information Technology (DA IT) program, assumed the responsibility for the automation of the prosecutors in this State by the implementation of a local area network (DA LAN) and developing an automated case management system for prosecutors - called PRO secutor TEchnology for Case Tracking (PROTECT).

Because of a grant from the federal Bureau of Justice Assistance, Wisconsin is on its way to having an electronic information flow from arrest through disposition with a single point of data entry and two-way exchange of critical case and offender information. The WIJIS and DA IT programs received the U.S. Office of Justice Programs grant and are close to going live in the first county this summer.



WIJIS Model County

This proof of concept project creates a prototype WIJIS county that links law enforcement to district attorneys and district attorneys to the courts. The link between the district attorneys and the courts and a link between law enforcement and district attorneys are the candidates for the SOAP data transport standard proof of concept.

The State of Wisconsin WIJIS Model County project is designed to improve public safety and conserve operational resources within justice agencies by, as a starting point, accomplishing the following objectives:

• Build a prototype information sharing system in a county environment that enables the flow of information among law enforcement, prosecutors and the courts in a manner that is replicable statewide (horizontal integration);

• Create a single standard webbased tool for law enforcement agents to view select prosecutor case management data.

Jefferson County has been chosen as the pilot for this proof of concept. A second county, yet to be named, will be used to prove that the concept is replicable. Criteria used in identifying possible pilot counties included proximity to Madison, successful experience with PROTECT, CCAP 7.0, good local working relationships and interest among local justice professionals.

Since most counties now use Consolidated Court Automation Programs (CCAP), (formerly Circuit Court Automation Program) for court automation and many are adopting PROTECT in the DA office, the real keys to making WIJIS work are ex-

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Practical Steps Toward Integrated Justice

By Walter Odom and John Nanni State of Tennessee Integrated Criminal Justice Information Program

After completing a Strategic Plan, Governance Document, and Standard Methodology, Tennessee's Integrated Criminal Justice (ICJ) team began the model of the state's current information exchange points associated with Citation and Arrest Warrant processing. This model begins the creation of a road map for the exchange of criminal justice data throughout the state while spurring on the discussion of opportunities to enhance exchange processes.

"Site-visit interviews" were the primary mechanism for researching the current criminal justice information exchange processes in Tennessee. Interviews were conducted with criminal justice practitioners throughout the state, a majority of whom were identified by recommendations received from ICJ Steering Committee members. Knowledgeable personnel from county and municipal agencies (Police, Sheriff, Court Clerk, District Attorney and Public Defender) were contacted to discuss the roles of their respective organizations in the processing of Citations and Warrants. A concerted effort was made to speak with a cross section of agencies representing small, medium, and large populations with varying levels of computer sophistication. Individuals from the Administrative Office of the Courts, Board of Probation and Parole, County Technical Assistance Service, Department of Correction, Department of Safety, and Tennessee Bureau of Investigation were interviewed.

During the course of several months, an invaluable array of ideas and constructive feedback was received from sixty-five diverse criminal justice agencies. Interviews consisted of brief introductions, an overview of job titles and associated responsibilities, a short presentation and overview of the ICJ Project, and a discussion of the respective agency's role in the procession of Citations and/or Arrest Warrants. Discussions were focused on the organi-

zation's data exchange points with specific attention paid to documents and computer systems used to transfer information internally as well as interactions with outside agencies. Criminal Justice practitioners who were interviewed provided specific suggestions on how information sharing could be improved. This feedback was recorded and is being used to develop a TO-BE Model of criminal justice data integration for the State of Tennessee. In addition, the "Site-Visit Interviews" helped identify volunteers who are willing to assist with the project. The initial research has indicated that most criminal justice agencies in Tennessee share the same primary concerns regarding the need for seamless information exchange. The ICJ team is currently documenting the results, identifying the problems and developing practical, alternative solutions which address the key issues.

Walter Odom and John Nanni are Business Analysts with the State of Tennessee's Integrated Criminal Justice Information program. They may be reached via email at: walter. odom@state.tn.us and john.nanni@state.tn.us.

A Walk Down the AISLE

With Gerry Coleman Wisconsin Crime Information Bureau

In 2002, the National Law Enforcement Telecommunication System (NLETS) was awarded a National Institute of Justice (NIJ) grant to implement new messaging formats and a pilot an emerging connection protocol called "web services." NLETS links together police departments in all 50 states, all major federal police systems, Interpol, the Royal Canadian Mounted Police, and the National Insurance Crime Bureau. You can find out more about NLETS on their website: http://www.nlets.org.

About 30,000 police agencies use NLETS every day, primarily to get driver and vehicle registration information from other states and Canada. The network carries 34 million transactions a month. Recently, NLETS developed a transaction so that the new Homeland Security Department could broadcast emergency and informational messages to police departments.



(AISLE—Continued from page 7)

The Accelerated Information Sharing for Law Enforcement (AISLE) project was intended to show how XML message formatting and the web services protocol could be rapidly and easily implemented on the NLETS network. NLETS partnered with Advanced Technology Systems, Inc., and the state of Wisconsin to put the pilot system in place. Phase one of AISLE was completed by the end of the year, and the state of Maine was also connected. Phase two funding for AISLE has been requested to add additional states, test web services attachments, and pilot the conversion of teletype administrative messages to email.

Historically, NLETS has used "bisynchronous contention" as its communication protocol. In the IBM world, this protocol was also called "2780/3780 RJE (remote job entry)." As you might imagine, it is difficult today to find vendors who support this protocol. Several years ago, NLETS began to accept connections using TCP/IP -- the Internet's underlying addressing protocol. But the technicalities of NLETS implementation of TCP/IP caused most vendors to resort to custom programming to get the connection to work. Many vendors cried for an "open" protocol.

"Web services" sounds like a generic description of things that might happen on the Internet, but it is actually a defined set of products and protocols that work together to transfer messages from one server to another. Many companies, including Microsoft, IBM, and Oracle, are including "web services" in their standard products. In the AISLE project, Wisconsin used "web services" packaged in IBM's WebSphere product to communicate with an NLETS server using "web services" from Microsoft .Net. Cross-vendor communication that does not require custom programming was a key project goal, and it was easily achieved.

A little more difficult was defining a set of XML messages to replace the legacy NLETS transaction formats. Nevertheless, it was important for NLETS to define an XML framework in anticipation of carrying the national standard XML rapsheet. The rapsheet project which has been underway for several years has just published version 2.21. In addition to showing how driver and vehicle registration transactions can be handled in XML, the AISLE project has also defined how XML rapsheets will be carried over the NLETS network.

In these days of easy Internet access, it's tempting to believe that all computer applications will simply become websites that we can get to with a browser. But some applications will always require a high-bandwidth telecommunication infrastructure and server-to-server messaging. Electronic banking is a well-known example. NLETS faces similar challenges: widely dispersed data sources, high transaction volume, high security, and continuous availability. The AISLE project shows how modern Internet protocols and conventions can be applied to the law enforcement telecommunication business. ■

(Wisconsin—Continued from page 6) changing PROTECT and CCAP information and bringing law enforcement into the loop. The PROTECT/CCAP interface is currently in 31 of the 54 PRO-TECT counties, leaving the prosecutor/law enforcement ex-

...when law enforcement is facing new and unparalleled challenges, the WIJIS Model County project promises huge benefits...

change as not only the biggest challenge but also the biggest opportunity. It is the view of the project that open standards and cutting edge data transfer methods such as XML and SOAP have promise for local law enforcement agencies and their vendors wishing to integrate data exchange solutions within existing systems. Once law enforcement systems begin "talking" to PROTECT, justice information will be flowing electronically across organizational boundaries to the benefit of all.

In this time when law enforcement is facing new and unparalleled challenges, the WIJIS Model County project promises huge benefits in terms of making information more widely available, reallocating scarce resources to critical operations and getting the wheels of justice to turn more quickly. ■

For more information on this project, please contact Bonnie Locke, WIJIS Director, (608) 261-6603, bonnie.locke@OJA.state. wi.us.



Calendar of Events

June

4 CSG/NASTD, Coeur d'Alene Resort, ID

2-4 4th Ann Innovative Tech for Community Corrections Conf, Arlington, VA

15-19 NENA Ann Conf/Trade Show, Denver, CO

21-25 CSG/Natl Assoc of State Facilities Admins Ann Conf/ Tradeshow, Overland Pk, KS

21-25 NSA 2003 Ann Conf, Nashville, TN

July

1-3 NLETS Ann Conf, Jackson Hole, WY

(Illinois—Continued from page 3) robust information exchanges. There are significant efforts taking place in this regard at the national level, and the IIJIS Board hopes to leverage these efforts and adapt them to the needs of Illinois agencies.

Issue 6 - Secure, reliable, effective, and efficient information technology (IT) infrastructure that facilitates justice information sharing.

The IIJIS Board hopes to leverage existing communications and systems infrastructures in Illinois but realizes that infrastructure improvements will be needed as efforts proceed.

Issue 7 - Rapid identification through biometric technologies.

The IIJIS Board recognizes that

11-15 NACo Ann Conf, Milwaukee, WI

13-17 NACM Ann Conf, Washington, DC

19 IWG Cmte Mtg, St. Pete Bch, FL

20 JISP 3rd Qtr Bd Mtg, St. Pete Bch, FL

19-23 NCJA Natl Forum 2003, St. Pete Bch, FL

20-23 NDAA Summer Conf, Aspen, CO

21-24 Juv Justice IIS Workshop, Denver, CO

23-29 NCSL Ann Mtg, San Francisco, CA

offender identification through such casual methods as a simple name check is inadequate. Uniform standards for identifying offenders through more definitive means, such as electronic fingerprinting, are essential. The very integrity of the justice process demands that offenders be accurately identified and held accountable for their prior criminal actions. This requires that offender identification and criminal history information gathering occur before crucial charging, bonding and sentencing decisions are made.

The IIJIS Strategic Plan provides a high-level road map that will guide improvement of the Illinois justice process. In creating the plan it was not the intention of the IIJIS Board to interfere with any justice agency's autonomy, but rather to establish a

August

9-14 ACA Summer Conf, Nashville, TN

10-14 APCO Ann Conf, Indianapolis, IN

16-19 NGA 2003 Ann Mtg, Indianapolis, IN

September

6-10 CSG/NEMA Ann Conf, Seattle, WA

6-11 CSG/NASTD Ann Conf/ Trade Show, St. Louis, MO

7-10 NASCIO Ann Conf, Scottsdale, AZ

9-12 Juv Justice IIS Workshop, Baltimore, MD

framework that will benefit all agencies. Implementation of the plan will lead to gradual improvement of the overall justice system while ensuring meaningful stakeholder involvement in this most important effort.

For more information, contact Steve Prisoc at 312.793.8550 or by email, sprisoc@icjia.state.il.us.

Beacon for Justice is published by, and for, the JISP membership.

We encourage you to submit articles for this publication. To submit articles, or if you have questions about this newsletter, contact either:

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