

# Global Justice Information Sharing Initiative (Global) Advisory Committee (GAC)

Meeting Summary  
*Arlington, Virginia—October 8-9, 2003*

## Welcoming Remarks and Introductions

Global Advisory Committee (GAC or “Committee”) Chairman Mel Carraway convened the fall 2003 meeting and provided welcoming remarks. GAC members and proxies introduced themselves and are listed below (for a complete attendee roster, including federal partners, invited guests, and support staff, please submit requests to Global support staff at (850) 385-0600, extension 285). The following were in attendance:

Zalmai Azmi  
*Executive Office for United States  
Attorneys  
Washington, DC*

Kenneth A. Bouche  
*SEARCH, The National Consortium for  
Justice Information and Statistics  
Sacramento, California*

David K. Byers  
*Conference of State Court  
Administrators  
Phoenix, Arizona*

Timothy Cadigan  
*Administrative Office of the U.S. Courts  
Washington, DC*

George M. Camp  
*Association of State Correctional  
Administrators  
Middletown, Connecticut*

Melvin J. Carraway  
*International Association of Chiefs  
of Police (IACP) - Division of  
State and Provincial Police  
Indianapolis, Indiana*

William Casey  
*Criminal Justice Information  
Services, Advisory Policy Board  
Boston, Massachusetts*

Henry J. Coffman  
*INTERPOL-USNCB  
Washington, DC*

Steven E. Correll  
*National Law Enforcement  
Telecommunication System  
Phoenix, Arizona*

Cabell C. Cropper  
*National Criminal Justice Association  
Washington, DC*

Michael Duffy  
*Justice Management Division  
U.S. Department of Justice  
Washington, DC*

Phil Graham (proxy for Charles Ramsey)  
*Major Cities Chiefs Association  
Washington, DC*

Blake J. Harrison (proxy for Michael Balboni)  
*National Conference of State Legislatures  
Denver, Colorado*

Tom A. Henderson  
*National Center for State Courts  
Arlington, Virginia*

Linda R. Lewis  
*American Association of Motor Vehicle  
Administrators  
Arlington, Virginia*

Harlin R. McEwen  
*International Association of Chiefs of Police  
Ithaca, New York*

Thomas J. O'Reilly  
*National Association of Attorneys  
General  
Trenton, New Jersey*

Edward Reina  
*IACP - Indian Country Law  
Enforcement Section  
Prescott, Arizona*

William B. Simpkins  
*U.S. Drug Enforcement Administration  
Arlington, Virginia*

Martin Smith (proxy for Steven Cooper)  
*U.S. Department of Homeland Security  
Washington, DC*

Richard W. Stanek  
*National Conference of State Legislatures  
St. Paul, Minnesota*

Richelle G. Uecker  
*National Association for Court Management  
Santa Ana, California*

David G. Walchak  
*Criminal Justice Information Services Division  
Federal Bureau of Investigation  
Washington, DC*

Gerald E. Wethington  
*National Association of State Chief  
Information Officers  
Jefferson City, Missouri*

Carl Wicklund  
*American Probation and Parole Association  
Lexington, Kentucky*

## **Special Guests**

The Honorable Deborah Daniels, Assistant Attorney General, Office of Justice Programs (OJP), U.S. Department of Justice (DOJ), discussed the initiation of the Law Enforcement Information Sharing (LEIS) effort aimed at developing an information sharing plan within DOJ. John Morgan, Ph.D., Science Advisor to Assistant Attorney General Daniels, talked about “intelligence-led policing” and introduced Mr. Van Hitch, Chief Information Officer (CIO), DOJ. Mr. Hitch elaborated on the LEIS initiative and discussed medium- and long-term goals of the effort. He invited Global members to provide state and local input at upcoming LEIS meetings. Once the DOJ strategy is developed, Mr. Hitch looks forward to “buy-in” from the law enforcement community. He defined the law enforcement community as “primarily state and local police.”

## **Committee Business**

Before moving on to guest briefings and Global Working Groups’ reports, Chairman Carraway dispensed with pending GAC business.

The spring 2003 GAC meeting minutes, summarizing the events of April 1-2, 2003, were presented for approval. (The document was distributed in advance for members’ review and comment; this GAC Meeting Summary review and approval process is a standing Committee procedure.)

**Action:** GAC Vice Chairman Gerry Wethington, representing the National Association of State Chief Information Officers (NASCIO), moved to ratify the document without change. Mr. Carl Wicklund, American Probation and Parole Association, seconded. The motion was brought to a vote and passed unanimously.

The *GAC Bylaws* were then presented for revision. The necessity for refining the document emanated from two positive events:

- 1) Elevation of Global oversight: Because of the promising GAC activities of the past year and because of the urgent need for coordinated information technology efforts at all levels of government—including federal (e.g., LEIS)—Global will be moved under the purview of OJP. The Initiative has been placed under direct oversight of the Office to better coordinate national justice information sharing.
- 2) To capitalize on the inclusive nature of the Committee and resulting broad pool of talent represented on the GAC, it was proposed that the Global Executive Steering Committee (GESC) membership be expanded to accommodate four at-large members (increased from two at-large members). If this increase is approved, current GESC members will fill the vacancies through executive nomination and election. In compliance with Global operating procedures (per Section 7.0 of the *GAC Bylaws*), Committee members received 21-day notification (via e-mail) of this proposal to revise.

As a result of these two issues, the proposed *GAC Bylaws* changes were, specifically, as follows (revisions noted by strikethroughs):

**Section 2.4 Designated Federal Official.** The Designated Federal Official (DFO) is the DOJ representative who will coordinate the scheduling of meetings, definition of research projects, and preparation of recommendations. The DFO is a member of ~~the Bureau of Justice Assistance (BJA)~~, OJP, DOJ. ~~BJA~~ OJP will coordinate the DOJ budget for the operating costs of the GAC and provide staff support.

**Section 2.5 Structure.** The GAC will embody a chair, vice chair, Executive Steering Committee, and working groups.

*Subsection 2.5.3 Executive Steering Committee.* The Executive Steering Committee will consist of the working group chairs and ~~two~~ four at-large GAC representatives. The ~~two~~ four at-large representatives will be nominated and elected by the Executive Steering Committee . . . .

*Subsection 2.5.5 GAC Recommendations.* The Executive Steering Committee will review all GAC recommendations. Upon approval by the Executive Steering Committee, the recommendations will be sent to the full GAC. The GAC will vote on the recommendations and, upon approval, the recommendations will be forwarded to BJA. At the discretion of ~~BJA~~ OJP, the recommendations may be forwarded to the Assistant U.S. Attorney General, OJP, and/or the U.S. Attorney General.

The floor was opened for discussion. To more accurately reflect the recommendation process in light of Global’s movement to OJP, subsection 2.5.5 was suggested to be revised further to read:

*Subsection 2.5.5* *GAC Recommendations*. The Executive Steering Committee will review all GAC recommendations. Upon approval by the Executive Steering Committee, the recommendations will be sent to the full GAC for a vote. Upon a favorable vote by the GAC, recommendations will be forwarded to the Assistant U.S. Attorney General, OJP, and the U.S. Attorney General.

With that change made, Mr. Steven Correll, National Law Enforcement Telecommunication System, moved to ratify the revised *GAC Bylaws*. Mr. Harlin McEwen, International Association of Chiefs of Police, seconded. Chairman Carraway put the motion to a vote; it passed unanimously.

## **Global Membership Presentations**

As a standing agenda item, GAC agency representatives have the opportunity to update colleagues on activities of interest. Highlighted efforts were presented by the following:

- Mr. David Byers, Conference of State Court Administrators
- Mr. William Casey, Criminal Justice Information Services, Advisory Policy Board
- Mr. Martin Smith, U.S. Department of Homeland Security
- Mr. Steven Correll, National Law Enforcement Telecommunication System
- Mr. Blake Harrison, National Conference of State Legislatures
- Mr. Harlin McEwen, International Association of Chiefs of Police (IACP)
- Mr. Richard Stanek, National Governors Association
- Mr. Kenneth Bouche, SEARCH, The National Consortium for Justice Information and Statistics (“SEARCH”)

## **Global Infrastructure/Standards Working Group (GISWG) Briefing**

GISWG Chair Tom Henderson, Executive Director for Association Services, National Center for State Courts, discussed the current activities of the Working Group, including examination of justice-related information sharing infrastructures, with the primary focus centering on service-oriented architecture.

Mr. Paul Embley, Chairman of the Extensible Markup Language (XML) Structure Task Force, discussed the Global Justice XML Data Model (GJXDM) and the imminent release of GJXDM, version 3.0, the first operational version of the model to be promulgated to the general public.

Mr. John Terry, Institute for Intergovernmental Research, previewed the Global XML Demonstration CD-ROM resource that highlights the use and benefits of XML in justice-related information sharing. This tool is an ideal outreach vehicle and advocacy

piece, suitable for presentation to justice decision makers. The CD-ROM also contains GJXDM, version 3.0., demonstrated by Mr. Embley. The XML Demonstration tool will be refined and then produced in large quantities for use in the justice community.

### **Global Privacy and Information Quality Working Group (GPIQWG) Briefing**

GPIQWG Chair Cabell Cropper, Executive Director, National Criminal Justice Association (NCJA), discussed the development of a privacy policy white paper. This document will target justice decision makers, underscoring the necessity of privacy policy development and providing fundamental start-up steps. A practical companion piece, tentatively titled *Privacy Policy Sourcebook* (“Sourcebook”), will delve further into implementation issues and will include a robust resource component. The final draft of the privacy policy white paper will be presented for GAC consideration in April 2004. The Sourcebook is slated for Committee review next fall.

### **National Association of State Chief Information Officers (NASCIO) Briefing**

GAC Vice Chairman Gerry Wethington presented NASCIO’s *Concept for Operations for Integrated Justice Information Sharing* (ConOps). Mr. Wethington discussed the purpose, definition, scope, key concepts, validation, and the next steps of the ConOps document. He also stressed the need for interrelationships between all levels of government, while at the same time acknowledging a growing trend: 68 percent of justice data consumers are noncriminal justice agencies, with this number continuing to grow. After the presentation, the question “. . . do you see any difference between integrated justice and information sharing?” was raised. The general consensus was that each discipline determines their respective definition of “integration.” Similarly, there is a subjective nature to defining “information sharing”; however, “information sharing” is widely acknowledged to occur among multiple integrated environments. Cuing off this discussion, Mr. Ken Bouche added that the SEARCH Justice Information Exchange Model (JIEM) and NASCIO ConOps tools proved instrumental in helping Illinois address questions of integration and information sharing. He highly recommended both resources. Chairman Carraway noted that while it is not the policy of Global to *endorse* products of member agencies, “we are going to list these [and similarly worthy] efforts . . . in our Annual Report as ‘recognized resources’ for all of the justice community to utilize.”

### **Global Security Working Group (GSWG)**

GSWG Chair Steven Correll, Executive Director, National Law Enforcement Telecommunication System, discussed the current activities of the Working Group, including the *Applying Security Practices for Justice Information Sharing* (“Security Practices”) resource, which is available in CD-ROM and hardcopy formats and is also accessible via the Global Web site. Currently, the resource is undergoing a 45-day

review process to elicit feedback from the field to further refine the tool. One revision already planned is to replace the term “domains” with the term “disciplines,” in order to remain consistent with like products, such as NASCIO’s enterprise architecture materials. During the development of the Security Practices document, the need to define “Web services” became apparent, leading to the drafting of *Web Services Security Issues in a Justice Environment* (“Web Services”). The paper discusses Web services security liabilities and their impact in key areas. Mr. Correll requested that GAC members distribute these documents to their constituencies for review and comment. He then requested the GAC to give their imprimatur for these two documents. Mr. Mike Duffy gave a “hats off” endorsement of the resources and stated that the LEIS effort would benefit from their use.

**Action:** With that said, Chairman Carraway called for a motion for Global recognition and recommendation of the *Applying Security Practices for Justice Information Sharing* resource. Mr. Duffy made the motion; Mr. Casey seconded the motion. The motion was brought to a vote and passed unanimously.

**Action:** Mr. Casey made a motion that the Web Services document be recognized and recommended by the GAC; Mr. Wicklund seconded the motion. The motion was brought to a vote and passed unanimously.

## **Role of Public Defense in Creating Integrated Justice Information Sharing Systems**

Mr. Robert Sykora, CIO, Minnesota Board of Public Defense, and Mr. Robert Johnson, Director, Criminal Justice Information Systems, Minnesota Bureau of Criminal Apprehension, and CriMNet Acting Director, were welcomed as guest presenters. Mr. Sykora began by highlighting the role of his office in an integrated justice information sharing system. He pointed out that although public defense is an often overlooked constituency, “. . . the criminal justice system is like a bus; the bus will roll only if all four tires are filled.” Public defense is one of those integral “tires.” While some members of Global (and the general populace) may have the misperception that defenders “put criminals back on the street,” Mr. Sykora cited a contrary statistic: last year, in 99.7 percent of the cases handled by Minnesota’s public defenders, the defendant **was not** acquitted. His concluding points: 1) accelerating the work of public defenders allows the entire system to work with fewer delays and 2) including public defenders in the design of statewide systems like CriMNet increases efficient handling of cases. Picking up on this last point, Mr. Johnson outlined how CriMNet operates, noting that the system considers public defenders “another ‘bucket’ of data” along a pipeline of other “buckets” of justice-related information, including the following systems:

- Automated Pawn System®
- Cardhandler/Live Scan Project
- Criminal Justice Data Network Upgrade
- Improved Minnesota Driver’s License Record System Project
- Minnesota Court Information System
- Minnesota Repository of Arrest Photos

- Multiple Jurisdiction Network Organization
- Predatory Offender Registry
- Statewide Supervision System
- Suspense File Project
- Victim Information and Notification Everyday

The “Integration Backbone” is the core technical component of CriMNet for statewide integration. It serves as a central “index” to and “locator” of the shared criminal justice information. It consists of the middleware, Web services, and the data needed to connect and reference the distributed shared information. Currently, data continues to be owned by the source systems, and CriMNet functions essentially as a transport mechanism. However, future versions of CriMNet will also store rudimentary information about the documents that pass through it. In addition to this stored information, CriMNet will track who received what information and when. The CriMNet “index” and “registry” functions also allow users to “subscribe” to future events; i.e., when specific information becomes available (is “registered and indexed”), users subscribing to that data will be notified. Mr. Johnson concluded with three major points:

- In Minnesota, public defense is the largest single customer of the criminal justice system.
- The entire system benefits when all major stakeholders are included in the design process.
- CriMNet design allows access to be filtered according to the business needs of the user.

### **Global Intelligence Working Group (GIWG) Briefing**

For the past year, Mr. Carraway has also served as Chair of the GIWG. In that capacity, he discussed the current activities of the Working Group. He recognized GIWG members’ dedication as instrumental in finalizing the *National Criminal Intelligence Sharing Plan* (NCISP or “Plan”). The genesis of the Plan occurred during an IACP meeting at which several individuals discussed the failures in information and intelligence sharing. Responsively, the NCISP was crafted and designed to be a “living, breathing document” that evolves to keep pace with changing justice community information sharing issues. Chairman Carraway thoroughly discussed and reviewed key components of the Plan, emphasizing that “training is vital . . . and privacy should be the cornerstone of information sharing.” He also stressed the importance of intelligence-led policing as a fundamental underpinning to the strategy. Chairman Carraway concluded by highlighting the Plan’s change management and long-term oversight strategy: the establishment of a Criminal Intelligence Coordinating Council (CICC or “Council”). The CICC will initially operate under the auspices of the GAC and will consist of representatives from local, state, tribal, and federal agencies and national law enforcement organizations. The GIWG will act as the interim CICC until the Council becomes operational. It is recommended that the CICC be responsible for functions including:

- Leading an effort to identify a framework for implementing and ensuring the longevity of the standards-based intelligence plan.
- Acting as the governing body for the recommended communications capability.
- Representing all user groups and serving as an advisory council to the U.S. Attorney General, U.S. Department of Homeland Security (DHS) Secretary, and state governors.
- Performing a review of new systems/initiatives requesting connection to the communications capability, in order to determine adherence to guidelines/standards in reference to security, connections, data elements, and user backgrounds.
- Reviewing proposed systems/initiatives to avoid duplicity with other established systems.
- Assisting localities, states, and tribes in eliminating barriers in their laws and policies that limit intelligence sharing.
- Ensuring coordination among departments and agencies responsible for systems participating in the nationwide communications capability.
- Submitting an annual written report on the Council's activities to the U.S. Attorney General, national law enforcement organizations, and appropriate congressional committees.
- Monitoring implementation of the *National Criminal Intelligence Sharing Plan*; the Council will adjust and modify the Plan as needed and required.

Chairman Carraway concluded by introducing new leadership of the GIWG. Mr. Richard Stanek, Commissioner of the Minnesota Department of Public Safety, will now serve as the GIWG chair; Mr. Ken Bouche, Deputy Director, Illinois State Police, will now serve as the GIWG vice chair.

**Action:** Mr. Wethington made a motion that the *National Criminal Intelligence Sharing Plan* be recognized and supported by the GAC. Mr. Bouche seconded the motion. The floor was opened for discussion. Mindful that this document will evolve, several members suggested the inclusion of a paragraph indicating that the NCISP will expand into other areas of justice in future iterations. To formalize this suggestion, Mr. Henderson proposed an amendment to the motion: "This is the first step; other disciplines will be added to expand the Plan outside of the law enforcement discipline in later versions." Mr. Wethington and Mr. Bouche reasserted their respective motion and second. The amended motion was brought to a vote and passed unanimously. Dr. Morgan added his congratulations on this effort, which he considers "one of the most important efforts that has come along in many years."

## **Grant Incentives**

Chairman Carraway led a discussion of *The Need for Grant Incentives for State and Local Government to Implement Secured Shared Justice Information Systems* document, authored by Mr. Thomas O'Reilly, National Association of Attorneys General. GAC members praised the effort and offered the following suggestions:



- Dr. Morgan requested performance measures added to the document.
- Mr. Henderson had more detailed requests, stating that reference to “coordinating and planning boards’ needs to be expanded to include ‘transportation and licensing boards,’” that reference should be made to the Office of Management and Budget e-grants, and that justice grant solicitation should make more explicit references to and more strongly target tribal communities.

Mr. O’Reilly will refine the document, per Committee members’ suggestions, and resubmit the piece to the Global Executive Steering Committee for their final review.

### **GAC Business and Adjournment**

The next meeting of the GAC will take place April 21-22, 2004, in the Washington, DC, area. The agenda is slated to include review of the documents enumerated by the working groups.

Having no further business and hearing no further comments, the fall 2003 GAC meeting was adjourned.

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