Guiding Principles and Strategic Vision of the Global Justice Information Sharing Initiative

The Global Justice Information Sharing Initiative (Global) Advisory Committee (GAC or "Committee") is an advisory body to the Assistant Attorney General, Office of Justice Programs (OJP), and the U.S. Attorney General. The GAC was created to facilitate and support the broadscale exchange of justice information. The GAC consists of key officials from local, state, tribal, and federal justice and public safety-related entities. The inclusiveness of Committee membership reflects the Global tenet that the entire justice community must be involved in information exchange. Effective sharing of justice information remains more essential than ever in ensuring public safety by providing justice practitioners with facts critical for informed decisionmaking.

Problem Statement

While the absence of this capability has plagued practitioners for decades, never before—as highlighted by the September 11 tragedies—has America's need for timely, accurate justice-related information sharing been more compelling. The need to solve this problem is obvious, since each and every justice and public safety entity requires information from other like-minded agencies to do its job most effectively. Furthermore, in ever-increasing numbers, entities outside of the justice and public safety communities—including schools, child care services, transportation, and licensing agencies—are requesting this critical information to perform daily business activities, such as hiring new personnel, approving gun purchases, or granting professional licenses.

For example:

⇒ In 2002, the U.S. Department of Homeland Security (DHS) was established to provide the unifying core for the **vast** national network of organizations and institutions (180,000 personnel in over 20 diverse agencies) involved in efforts to secure the nation. Many of these agencies have internal information sharing challenges in addition to the challenge of building bridges between all the systems now housed under the umbrella of "DHS."

⇒ At the present time, criminal background checks are often not effective or inclusive. System components have no institutionalized operating methods or electronic standards for sharing information.

⇒ The public demands greater access to justice information that is considered confidential in some settings (e.g., state criminal history records in many state repositories and in the Federal Bureau of Investigation), while viewed as public record in others (e.g., criminal history record information in the courts). Increasingly, the public also demands that this access be automated and online.

⇒ In the courtroom and beyond, the adjudication and disposition of criminal cases needs to be expedited, improved, and made more efficient. Scheduling proceedings, filing, and sharing documents must be automated to afford prosecutors, public defenders, courts, pretrial services, and probation and parole departments prompt access to complete information regarding a case. Postdisposition information regarding an offender's status and compliance with court-ordered conditions should be included. Strategically automating these activities will avoid the need for multiple clerks in multiple agencies to input the same data and will save time and energy in technology procurement processes.

⇒ Annually, tens of thousands of individuals on probation or parole move from one state to another. Tracking and managing this population requires the development of a national clearinghouse of probationers and parolees, as well as a telecommunications capability, so that criminal justice officials have easy access to the most basic information regarding the whereabouts of subjects under supervision.

High-profile incidents offer concrete examples of this absolute need for increased information sharing:

- Decades ago, in the summer of 1975, Ted Bundy–already suspected of multiple murders in Washington State–was arrested by a Utah Highway Patrol officer. The officer, unaware of Bundy's background, released Bundy, who killed several additional victims—including a 12-year-old girl—before his ultimate arrest.

- Flash forward twenty-five years to the summer of 2001, and Muhammad Atta—believed to have piloted one of the planes that flew into the Twin Towers—was stopped in Tamarac, Florida, and fined for driving without a valid license. Atta did not pay the fine, and a warrant was issued for his arrest. When stopped again for speeding a few weeks later, he was allowed to go. Reminiscent of the Bundy incident, the officer involved was unaware of the outstanding warrant. In the wake of the September 11 tragedies, reports have emerged indicating three of the hijackers were intercepted and released by authorities following traffic offenses, showing how close America may have come to preventing the attacks.[1]

Critical Challenges

Any approach to information sharing must take into account the critical challenges of the public safety and justice processes, including the sensitivity to balance complex issues such as the following:

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[1] BBC News, January 9, 2002. "Hijackers 'pulled over by police,'" available at http://news.bbc.co.uk/1/hi/world/americas/1750938.stm.

- The public safety need to share intelligence information balanced with the need to secure and control access to this information.

- The need of investigators to have complete access to all information balanced with the privacy rights of individuals.

- The threat to public safety that comes from delays in information sharing balanced with the delays necessary to ensure that records are complete and accurate.

- The need to expand the breadth and depth of the participating agencies to include all criminal justice and collateral agencies balanced with the need to ensure that all agencies' systems are equally secure from attack.

Other critical challenges include:

- The independent natures of local justice and justice systems— particularly in regard to issues of uncoordinated (and even counterproductive) funding. Grantors have individual guidelines, often with few or no mandates to develop information systems consistent with previously identified objectives or complementary efforts. In some cases, grant guidelines restrict the sharing of resources.

- The need to improve the critical decisionmaking skills at all levels of government to assist in navigating the large, competitive commercial information technology marketplace.

The persistence of the information sharing problem is a testimony to the difficulty—prior to the formation of the GAC—of building collaboration and trust across justice and public safety disciplines, at all levels of government. The fact remains that while technological advances offer new hope that broadscale justice information sharing can become a reality, technology does not operate in a vacuum: technical, programmatic, and policy issues must be addressed concurrently within a community of shared interests. Since 1998, the GAC has been that community of interest. The Committee has concentrated on and continues to apply its diverse expertise to challenges and opportunities for justice and public safety information sharing. The Global Strategic Plan addresses these issues.

Vision Statement

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

Mission Statement

To improve the administration of justice and protect the public by promoting best practices and technologies for the secure sharing of justice information.

Guiding Principles

❑ The GAC works *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.

❑ The GAC supports 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.

❑ The GAC supports the development and implementation of *standards* that facilitate seamless exchange of information among justice, public safety, first responder, and related systems.

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

❑ The GAC recommends concepts that leverage existing infrastructure, capabilities, and *functionality*.

❑ The GAC supports 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.

❑ The GAC acknowledges 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 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 to 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 or when deemed necessary, GAC members will conduct privacy impact assessments of their participation in Global activities.

Goals and Objectives

Since inception, the Committee has taken significant steps to join disparate components of the justice community into a cohesive effort. In the best spirit of collaboration, participants have adopted a shared mission. To implement this mission, the GAC will support the OJP Information Technology Initiative through the following goals and objectives.

Intelligence Sharing

The GAC intelligence sharing goal is to promote the understanding and learning of core principles, concepts, and practices in intelligence-led policing and the management of the intelligence function by providing guidance and long-term oversight with the implementation and institutionalization of the *National Criminal Intelligence Sharing Plan* (NCISP). 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. The CICC and the Global Intelligence Working Group will concentrate their efforts in the following areas, focusing on value-added results by:

- ❑ Facilitating the coordination of policies and standards relating to the implementation of the NCISP.

- ❑ Continuing efforts to build partnerships among law enforcement at all levels and the public and private sectors.

- ❑ Facilitating the development of mechanisms and services to assist agencies with privacy awareness.

- ❑ Providing outreach and education to policymakers and practitioners and networking and partnering with agencies and organizations to promote the NCISP and its recommendations and action items.

- ❑ Forming partnerships 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 NCISP communications capability.

❑ Fostering information and intelligence sharing between agencies and organizations through technical means.

❑ Continuing efforts to identify barriers to information and intelligence sharing and develop recommendations and practices to overcome these impediments.

Infrastructure/Standards

The GAC infrastructure/standards goals are to develop a conceptual framework that supports national justice information sharing and to identify strategies and tactics that will implement that framework. This will assist government entities in their efforts to share justice, public safety, and first responder information within the guiding principles of the GAC.

The GAC's goals will be supported by:

❑ Maintaining and expanding the Justice Standards Clearinghouse program.

❑ Developing and recommending strategies and tactics for implementing the components of Service-Oriented Architecture (SOA) in support of national justice information sharing.

❑ Developing collaborative justice enterprise architecture (EA) in collaboration with local, tribal, state, federal, and national initiatives.

❑ Coordinating with all activities of the GAC and its Working Groups— particularly the Global Security Working Group (GSWG) and the Global Privacy and Information Quality Working Group (GPIQWG)—to facilitate an approach to information sharing that addresses the ancillary issues raised by SOA.

❑ Identifying and exploring emerging technologies.

Privacy and Information Quality

The GAC's privacy and information quality goal is to provide national leadership to justice entities on policies and practices needed to ensure the appropriate collection, use, and dissemination of personal information while safeguarding privacy and constitutional values.

The GAC's goal will be supported by:

❑ Supporting the creation of resources for the field that facilitate the protection of privacy *and* ensure information quality in integrated justice systems.

❑ Identifying requirements and best practices for information sharing technologies, considering security, privacy, and information quality issues.

❑ Coordinating all activities of the GAC and its Working Groups to formulate a unified and comprehensive approach to privacy and information quality issues.

Security

The goals of the Global Security Working Group (GSWG) are to enhance the security of data across justice information systems and networks, develop best practices based on industry standards, and create an awareness of the criticality of security for the exchange of data across the justice community. The strategic plan is based on justice practitioners' needs, industry direction, and key collaborative initiatives from the other Global Working Groups. First, the GSWG seeks to continually engage justice practitioners in developing methods for the trusted and secure sharing of data across disparate justice systems. Through this plan, the GAC will convene the GSWG to recommend best practices, guidelines, and policies as needed for important initiatives. Issues to be explored include wireless security, Web services security, SOA security, and security architecture for compatibility and interoperability across justice systems in support of the *National Criminal Intelligence Sharing Plan* and all justice-related information sharing efforts. In addition, the GAC will ensure that all of the Working Groups, member organizations and, in turn, the justice managers and information technology practitioners understand the critical need for security to ensure data interoperability and to mitigate risks from sharing information across the justice community. The following are strategic in nature for the GSWG:

❑ Pursuing security of data across wireless and wired networks.

❑ Providing white papers, training materials, and outreach to reinforce the critical need for security.

❑ Evaluating emerging technologies for the purpose of providing a security road map for data interoperability.

❑ Finding and demonstrating actual case studies that will provide best practices and illustrations for security implementations.

Outreach

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

❑ Maintaining a Web-based resource for Global and other justice data exchange information.

- ❑ Assisting Working Group members to promote Global initiatives through conferences, meetings, and seminars for their constituent groups.

- ❑ Promoting Global activities throughout justice, public safety, first responder, and other related entities, including industry. This includes developing Global presentation products.