



United States
Department of Justice

U.S. Department of Justice's Global Justice Information Sharing Initiative

Leading the Way

*Getting the right
information to the
right people in the
right place at the
right time*

December 15, 2008



United States
Department of Justice

Global Justice Information Sharing Initiative

it.ojp.gov/global

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Dear Government Leaders, Agency Executives, Lawmakers, and Justice Colleagues:

As we move towards a new year and new Administration, members of the U.S. Department of Justice's (DOJ) Global Justice Information Sharing Initiative (Global) Advisory Committee (GAC) look forward to helping to meet both current and emerging information sharing challenges and opportunities with the same high level of commitment we have upheld for the last 10 years.

Chartered in 1998 as a Federal Advisory Committee by then U.S. Attorney General Janet Reno, the GAC was carefully structured to function as a unique partnership of justice-interested leaders, providing recommendations to America's chief law enforcement officer on standards-based electronic information exchange throughout the justice and public safety communities. Over the successive years, significant incidents have underscored the imperative of effective, efficient, and appropriate information sharing to address "traditional" crimes, such as theft; high-profile crises, such as domestic and international terrorism; and new possibilities such as pandemics. With different agencies building disparate systems to address business-specific problems, the prospect of broadscale information sharing may seem, on its face, impossible. However, the collaborative process (which is a unique Global hallmark) has resulted in support for development of numerous groundbreaking resources that have proven valuable in overcoming communication obstacles.

The GAC—the preeminent voice of local, state, and tribal governments on information sharing matters—is uniquely poised to support many of the new Administration's priorities with work already accomplished or currently under way:

- **Priority:** Protecting civil liberties by strengthening privacy protections for the digital age.
 - **Global Response:** Without safeguarding privacy and civil liberties of our nation's individuals simultaneously and with equal zeal as the pursuit of data exchange capabilities, endeavors in this arena will ultimately fail. Responsively, the Global Privacy and Information Quality Working Group (GPIQWG) developed practical guidance on privacy policy development, resulting in a comprehensive series of resources that serve as essential elements helping jurisdictions develop and implement privacy and civil liberties program efforts. GPIQWG's *Privacy and Civil Liberties Policy Development Guide and Implementation Templates*—the series' foundation document—has become the standard-bearer for the justice community and is being leveraged by state and major urban area fusion centers and other intelligence entities in their privacy policy development, training, and technical assistance.
- **Priority:** Improve America's intelligence capacity by supporting local- and state-level intelligence analysts, increasing capacity to share intelligence across all levels of government, and moving from a traditional "need-to-know and right-to-know" philosophy to a comprehensive and appropriate "responsibility-to-share" framework.
 - **Global Response:** In the wake of 9/11, the GAC (through the Global Intelligence Working Group and Criminal Intelligence Coordinating Council) was swift to respond with resources and recommendations to guide and support fusion centers, leveraging existing Global intelligence products (the *National Criminal Intelligence Sharing Plan*), supporting development of new resources (*Fusion Center Guidelines* and *Baseline Capabilities for State and Major Urban Area Fusion Centers*), and providing a consistent national framework for fusion centers (including analyst training resources). A key advantage of Global's involvement in fusion center activities is the Initiative's existing, inherent structure: a long-standing partnership of local, state, tribal, and federal justice partners (including DOJ; the Federal Bureau of Investigation; the U.S. Department of Homeland Security [DHS]; the Office of the Director of National Intelligence; and the Office of the Program Manager, Information Sharing Environment [PM-ISE]) dedicated to collaboratively achieving information sharing success.

Global Advisory Committee
Robert P. Boehmer, Chair
Carl A. Wicklund, Vice Chair

Executive Steering Committee
Robert P. Boehmer
Anthony Capizzi
Thomas M. Clarke
Steven E. Correll
Ronald P. Hawley
Vance E. Hitch
Harlin R. McEwen
Russell M. Porter
John L. Ruegg
David O. Steingraber
Carl A. Wicklund

U.S. Department of Justice's Global Justice Information Sharing Initiative

- **Priority:** Protecting the nation's children.
 - **Global Response:** Global's development of the Global Justice XML Data Model (GJXDM) and ongoing support of the National Information Exchange Model (NIEM) standards safeguard our nation's children through the Amber Alert and the Dru Sjodin National Sex Offender Public Website.
- **Priority:** Capacity to mitigate new challenges and potential crises, such as bioterror attacks and pandemics, by linking critical partners that traditionally have not shared information (such as health care agencies, justice agencies, transportation, and national infrastructure) to ensure that decision makers have the information and communication tools needed to manage disease outbreaks.
 - **Global Response:** The NIEM data exchange standard, based on foundation work of Global's GJXDM, will help link law enforcement agencies, fire departments, and other critical information sources required by first responders (e.g., medical, environmental, and transportation personnel) to improve the speed and effectiveness of our nation's disaster response.
- **Priority:** Protecting America's information networks by strengthening cyber security, developing secure networking for national security applications, and establishing tough new standards for cyber security.
 - **Global Response:** The Global Security Working Group supported development of a Federated Identity and Privilege Management (GFIPM) standard, which serves as a blueprint for implementing a security solution across all levels of government. GFIPM is part of the essential technological foundation to protect the security of the nation and the privacy of its people in the justice data exchange process by ensuring that only the right people get the right information. GFIPM is the security component of the Justice Reference Architecture (JRA). JRA development is supported by the Global Infrastructure/Standards Working Group, providing an efficient, cost-effective architecture blueprint by harnessing the innovative power of Service-Oriented Architecture.
- **Priority:** Partnering across agency and party lines regardless of historical "turf battles," plus a new sense of community and volunteerism.
 - **Global Response:** GAC members represent 32 key organizations from across the justice landscape. Over the past 10 years, this group has developed an invaluable commodity: trust. Representatives contribute ideas and recommendations on the front end of the process; local, state, and tribal members add their voices to justice information sharing policy discussions, as opposed to receiving mandates and requirements "from above." As a result, the GAC has engendered an esprit de corps among disparate constituencies and levels of government, resulting in a willingness to reconcile proprietary issues in pursuit of a common goal. Industry also plays a vital role in the collaboration. This central Global operating procedure supports another key priority: **Governmental fiscal responsibility**. Global gathers hundreds of the best and brightest minds—high-level executives, subject-matter experts, academicians, and industry representatives—in a **volunteer capacity**. These leaders dedicate their time and intellectual capital because they believe in the value of the Initiative. Industry alone donates millions of dollars in billable hours. To hire the Global collection of talent at market price would simply be cost-prohibitive.

This booklet highlights key efforts supported by Global: vigilant preservation of privacy and civil liberties; fusion center partnerships; securing data we exchange and the networks we use; and harnessing the power of the latest innovations, so that new technology and standardized languages knock down barriers of siloed systems and the disparity of information "haves" and "have nots." Referenced GAC resources are available at www.it.ojp.gov/global.

Recently, a *Global Resolution* was unanimously and formally approved by GAC members as a critical message to DOJ executives and other interested agencies, lawmakers, and Administration leaders. As GAC Chairman, on behalf of the dedicated Committee volunteers, I strongly urge consideration of the Resolution's closing statement, ... "that the Global Initiative be recognized and strongly supported in a systematic and ongoing manner, through institutionalized funding measures [such as a budget line item], to further its vital mission and to continue the development of recommendations and solutions that benefit the local, tribal, state, and federal justice communities, and indeed the entire nation."

The GAC gathers twice a year; we meet next on April 23, 2009. In addition, the Global Executive Steering Committee (the GAC leadership board) is holding a beginning-of-year planning session on January 27–28, 2009, in Washington, DC. I look forward to using either or both of these opportunities to meet with you and/or your staff to further discuss how DOJ's Global Initiative is already working to help achieve your most important, overarching goal: protection of the American people by providing the leadership and strategies to strengthen our security at home.

Respectfully,



Robert P. Boehmer
Chairman, Global Advisory Committee

Members of the U.S. DOJ's Global Executive Steering Committee support the
Global Resolution

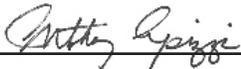
on behalf of the professionals from across the justice-interested landscape who volunteer time, experience, and talents as members of the U.S. DOJ's Global Advisory Committee:



Mr. Robert P. Boehmer
Chair, Global Advisory Committee
GAC representative from the National Criminal Justice Association



Mr. Carl A. Wicklund
Vice Chair, Global Advisory Committee
GAC representative from the American Probation and Parole Association



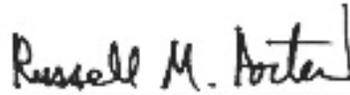
The Honorable Anthony Capizzi
Chair, Global Privacy and Information Quality Working Group
Judge, Montgomery County, Ohio, Juvenile Court



Chief Harlin R. McEwen
At-Large GESC Member
GAC representative from the International Association of Chiefs of Police



Thomas M. Clarke, Ph.D.
Chair, Global Infrastructure/Standards Working Group
GAC representative from the National Center for State Courts



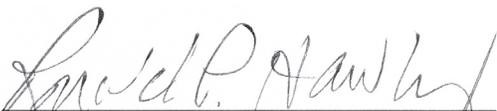
Director Russell M. Porter
Chair, Global Intelligence Working Group and Criminal Intelligence Coordinating Council (CICC)
GAC representative from the CICC



Mr. Steven E. Correll
At-Large GESC Member
GAC representative from Nlets—The International Justice and Public Safety Network



Mr. John L. Ruegg
Chair, Global Security Working Group
Director, Los Angeles County, California, Information Systems Advisory Body



Mr. Ronald P. Hawley
Chair, Global Outreach Working Group
GAC representative from SEARCH, The National Consortium for Justice Information and Statistics



Mr. David O. Steingraber
At-Large GESC Member
GAC representative from the National Governors Association

Resolution

Global Justice Information Sharing Initiative

WHEREAS, the Global Justice Information Sharing Initiative (Global) was created in 1998 under the Federal Advisory Committee Act (FACA) to serve as an Advisory Committee to the U.S. Attorney General;

WHEREAS, Global serves as the formal vehicle for local, state, and tribal justice entities to provide recommendations to the U.S. Attorney General promoting information sharing and interoperability;

WHEREAS, several hundred representatives from leading organizations within the justice community volunteer countless hours to the Global Initiative through participation on the Global Advisory Committee and Global's five working groups;

WHEREAS, the time commitment and expertise provided by Global's local, state, tribal, and private sector volunteers are immeasurable, both in terms of cost savings and benefits to the justice community;

WHEREAS, Global membership provides a ready cadre of subject-matter experts to support the development of tools, as well as policy and practice recommendations for information sharing to assist the justice and homeland security communities;

WHEREAS, Global assists the U.S. Department of Justice and its bureaus, as well as the U.S. Department of Homeland Security, the Office of the Director of National Intelligence, and the Office of the Program Manger, Information Sharing Environment, in achieving their information sharing missions;

WHEREAS, Committee members report to their respective organizations and constituents to ensure consistent adoption and implementation of Global recommendations and information sharing solutions;

WHEREAS, Global is leading the way in supporting the development of national standards promoting information sharing in the areas of privacy, intelligence, infrastructure, and security;

WHEREAS, Global resources—such as the *National Criminal Intelligence Sharing Plan*, the *Fusion Center Guidelines*, the *Privacy and Civil Liberties Policy Development Guide and Implementation Templates*, and the National Information Exchange Model—are widely recognized throughout the justice and homeland security communities as the blueprints and leading sources of information in their topic areas;

WHEREAS, Global, because of its broad local, state, and tribal representation, is recognized as a credible forum for justice solutions;

WHEREAS, any lapse in funding for this important initiative would result in critical loss of momentum and continuity; delay or halt progress on the development of important tools and guidelines for the justice community; and eliminate an important vehicle for local, state, and tribal input regarding information sharing solutions;

WHEREAS, as a new administration transitions into office and is faced with addressing information sharing challenges, such as protecting privacy and civil liberties; safeguarding our nation's children through information sharing capabilities such as the Amber Alert and the Dru Sjodin National Sex Offender Public Website; protecting the homeland through fusion centers; providing the public with a more efficient, effective commission of justice through national standards that enable sharing between all levels of government in a cost-effective manner; and building strong partnerships across agencies and department lines;

THEREFORE, BE IT RESOLVED and strongly recommended this 23rd day of October, 2008, that the Global Initiative be recognized and strongly supported in a systematic and ongoing manner, through institutionalized funding measures, to further its vital mission and to continue the development of recommendations and solutions that benefit the local, tribal, state, and federal justice communities, and indeed the entire nation.

The Challenge

Crime has become “global,” routinely organizing across jurisdictional boundaries, and must be addressed on a global level. Accordingly, the U.S. Department of Justice’s (DOJ) Global Justice Information Sharing Initiative (Global) pursues large-scale sharing of critical justice information while vigilantly considering privacy rights of individuals. Ultimately, the ability to share justice and public safety data will result in safer communities because crucial information will be quickly and accurately available to all those protecting our nation’s public.

The Response

Through guidance from DOJ’s Bureau of Justice Assistance (BJA), Global advises the U.S. Attorney General on standards-based electronic information exchange to provide the justice community with timely, accurate, complete, and accessible information in a secure and trusted environment. Assembling key personnel from local, state, tribal, federal, and international justice entities, the Global Advisory Committee (GAC) facilitates Global efforts with expert representation from the following constituencies:

- Law enforcement
- Prosecution
- Public defenders
- Courts
- Corrections
- Probation and parole
- First responders
- Industry
- Additional agencies directly involved in the justice process

This “group of groups,” operating in accordance with Federal Advisory Committee Act provisions, reflects the Global tenet that the entire justice community must be involved in information exchange.

The Bottom Line

DOJ’s Global Initiative means there is now:

1. Information sharing recommendations inclusive of input from the entire justice landscape, at all levels of government (32 member agencies);
2. Agreement on technology standards and best practices;
3. Approved national privacy and security policies; and,
4. Cost-effective methods of doing business: the “build once, reuse many times” principle.

The Future

The GAC will continue to examine the most effective ways to securely exchange necessary justice information while maintaining privacy rights and pursuing full participation in data exchange for all justice disciplines. Indeed, the ability to share critical information at key decision points across the justice and public safety communities is now essential for agency effectiveness, crime reduction, and national public safety.

Areas of Emphasis

Global Infrastructure/Standards Working Group (GISWG):

The GISWG mission is to develop a conceptual framework that supports national justice information sharing and identify associated implementation strategies. Successful data exchange fundamentally depends on developing and adopting standards that enable transparent integration of disparate systems. GISWG supports justice-related information sharing standards (e.g., Global Justice XML Data Model [GJXDM], National Information Exchange Model [NIEM]) to promote collaborative efforts among traditional justice communities, as well as new partners such as medical, transportation, and environmental agencies. GISWG also supports development of the Justice Reference Architecture, a blueprint for implementing a common and scalable approach for information sharing that saves time and money, and reduces an agency’s risk of investment.

Criminal Intelligence Coordinating Council (CICC):

Viewed as the cornerstone of the *National Criminal Intelligence Sharing Plan*, CICC members advocate for local law enforcement efforts to develop and share criminal intelligence for the promotion of public safety and the security of our nation. The CICC is an integral contributor to cutting-edge national fusion center and suspicious activity reporting (SAR) efforts.

Global Intelligence Working Group (GIWG):

The GIWG promotes the understanding and assimilation of core principles, concepts, and practices in intelligence-led policing and the management of the intelligence functions by providing recommendations in connection with the implementation and institutionalization of the *National Criminal Intelligence Sharing Plan*, *Fusion Center Guidelines*, and *Baseline Capabilities for State and Major Urban Area Fusion Centers*.

Global Privacy and Information Quality Working Group (GPIQWG):

To ensure that personal information will not be inappropriately disseminated or misused and safeguard against the collection and use of inaccurate information, GPIQWG concentrates on issues of information privacy, criminal history records, criminal intelligence information, juvenile justice information, and civil justice information. GPIQWG facilitates privacy-related recommendations based on the much-leveraged *Privacy and Civil Liberties Policy Development Guide and Implementation Templates* and also addresses information quality factors, which are inherently linked to privacy issues.

Global Security Working Group (GSWG):

The GSWG pursues security measures for today’s enhanced information sharing abilities and works to inform the justice-related communities of acceptable integrated justice system security measures. Of particular importance is determining effective security standards for legacy systems, as well as new and enhanced networks. To that end, GSWG supports the Global Federated Identity and Privilege Management (GFIPM) blueprint, offering a reusable, scalable security solution that saves time and money, provides a standards-based justice credential, safeguards data security while meeting agencies’ privacy policy requirements, and provides a single sign-on solution for justice agencies across the country.

Protecting Individuals' Privacy Rights and Civil Liberties: The Cornerstone of Information Sharing

Business Problem: Public Confidence— and Support—in Justice Data and Intelligence Exchange Processes

Members of DOJ's GAC have long understood that without safeguarding privacy and civil liberty rights of our nation's individuals *simultaneously and with equal zeal* as the pursuit of more efficient, effective, and appropriate data exchange capabilities, our endeavors in this arena will ultimately fail in the face of public criticism.

Privacy considerations impact all public and private agencies that share information, including governmental and nongovernmental organizations, advocates, and the media, as well as members of the public having contact with the justice system. Now more than ever, these issues are critical to address when considering that:

- Failure to develop, implement, and maintain sound, well-developed privacy, civil liberties, and information quality policies can result in:
 - ◆ Harm to individuals.
 - ◆ Public criticism.
 - ◆ Lawsuits and liability.
 - ◆ Inconsistent action within agencies.
 - ◆ Proliferation of agency databases with inaccurate data.
- Processes developed when most records were kept on paper may not translate well in the electronic and digital age.

How Is Global Solving This Problem? Through Practical, Hands-On Privacy Resources, Expert Guidelines, and Technical Assistance

Years ago, members of the Global Privacy and Information Quality Working Group (GPIQWG) realized that although justice leaders involved in information exchange efforts wanted to protect privacy concerns, they were often overwhelmed with the proposition; needed access to quality resources, tools, and guidelines; or simply did not fully understand the privacy imperative.

Responsively, in 2004, GPIQWG embarked on a mission to put together practical guidance on privacy policy development. Four years later, this endeavor has resulted

in a comprehensive series of resources that serve as essential elements in helping jurisdictions develop and implement privacy and civil liberties programs, as follows:

Step One: Target Executives and Administrators

Using two executive primers, *Privacy, Civil Liberties, and Information Quality Policy Development for the Justice Decision Maker* and the *10 Steps to a Privacy and Civil Liberties Policy*, agency administrators are made aware of the importance of having privacy and civil liberties policies within their agency and are provided with a high-level overview of the ten steps an agency should follow to develop a privacy and civil liberties policy.

Step Two: Guidance for Practitioners

Once an agency administrator decides the agency should have a privacy policy, he or she will task an individual with drafting the policy. GPIQWG developed the *Privacy and Civil Liberties Policy Development Guide and Implementation Templates* ("Privacy Guide"), which includes the resource *Privacy, Civil Rights, and Civil Liberties: Policy Templates for Justice Information Systems*. These resources are practical, hands-on tools for the justice practitioner charged with drafting the privacy policy. They provide sensible guidance for articulating privacy obligations in a manner that protects the justice agency, the individual, and the public. Also included are recommendations on implementation and training.

Step Three: Self-Assessment

Once a draft policy is developed, GPIQWG assists the practitioner by providing a mechanism to help determine whether the policy meets all of the recommendations contained within the Privacy Guide—the *Policy Development Checklist*.

What Do Global's Privacy Efforts Mean to You?

- **Cost savings in policy development:**
 - ◆ By leveraging existing resources and guidelines, such as the “Fair Information Principles,” coupled with subject-matter expertise from privacy professionals who volunteer their time to the Global Initiative, GPIQWG has delivered a suite of resources that eliminate the need to “start from scratch.”

“...[Protection of privacy and civil liberties] has to be given high visibility and high attention, because it is one of the things that causes us to fail in this business [of intelligence sharing]. From my past study and research, it’s a pivot point to success or failure. It’s essential to protect the principles on which this country was founded.”

*—Russell Porter, Chair,
Global Intelligence Working Group and
Criminal Intelligence Coordinating Council*

- ◆ The success and wide-ranging implementation of GPIQWG’s foundation effort—the *Privacy and Civil Liberties Policy Development Guide and Implementation Templates* (“Privacy Guide”)—and associated resources provide benefit from cultivation of best practices and lessons learned. In fact, GPIQWG recommendations have affected the entire justice continuum: they are being leveraged at the local and state levels, as well as at the federal and fusion center levels. At one end of the spectrum, state and local agencies have discovered the usefulness and smaller-agency applicability of this Privacy Guide to their privacy policy development efforts. At the other end of this picture, the Privacy Guide has served as one of the foundational resources for drafting federal privacy guidelines, such as the Information Sharing Environment (ISE) *Guidelines to Ensure That the Information Privacy and Other Legal Rights Are Protected in the Development and Use of the Information Sharing Environment*, as well as a model template for fusion centers to draft and publish privacy policies—an endeavor supported by the Fusion Process Technical Assistance Program and Services.

- **Proactive steps to avoid potentially critical problems**
- **Support in ensuring a solid, defensible privacy policy development process for your agency that allows you to do your job—better:**
 - ◆ A privacy, civil liberties, and information quality policy development-and-review effort promotes and facilitates modern information management and helps justice leaders and executives remain in control of their agency’s technologies.
 - ◆ Focus on privacy, civil liberties, and information quality policies will:
 - Strengthen public confidence in your agency’s ability to handle information appropriately.
 - Strengthen support for your agency’s information management efforts through developing technologies.
 - Ultimately promote effective and responsible sharing of information that supports those fundamental concepts of the justice systems we embrace as Americans.

GPIQWG Integration of Other Global-Related Resources and Recommendations

Global-supported privacy resources and recommendations are the gatekeeper and protective filter for all other Global tools.

GPIQWG Suite of Privacy-Related Resources

- *Privacy and Civil Liberties Policy Development Guide and Implementation Templates*
- *Privacy and Civil Liberties Policy Development Guide and Implementation Templates: Policy Development Checklist*
- *10 Steps to a Privacy and Civil Liberties Policy*
- *Privacy, Civil Liberties, and Information Quality Policy Development for the Justice Decision Maker*



Additional Area of GPIQWG Support and Expertise—Information Quality

With the rapid proliferation and evolution of new technologies, increased data sharing requires increased responsibility for information quality to ensure sound justice decision making. This responsibility is incumbent on all public and private agencies that share information, including governmental and nongovernmental organizations, advocates, and the media. To that end, GPIQWG supported the development of documents and guidelines to provide practitioners with knowledge and assistance in evaluating the quality of information collected, maintained, managed, disposed of, and disseminated. These resources include:

- *Information Quality: The Foundation for Justice Decision Making* (fact sheet)
- *Information Quality Self-Assessment Tool*
- *Information Quality Program Guide*



How does information quality intersect with privacy? Information quality plays an extremely important role in the protection of privacy rights of individuals. Issues of privacy and information quality are inherently linked. Both concepts share multiple information attributes that influence appropriate treatment of personally identifiable information. Practitioners must ensure that sufficient integrity and context exist for mere data snapshots to prevent distortion of the whole picture. Ensuring quality of information furthers

“As Global continues its efforts to improve the justice field’s ability to effectively share information, we must be vigilant to ensure privacy and civil liberties concerns are adequately addressed, or our best efforts will be rightly suspect in the eyes of the public”

*—Carl Wicklund, Vice Chair,
Global Advisory Committee*

the integrity of the entire justice process and supports decisions that affect employment, housing, licensing, and myriad other day-to-day needs and activities of the citizens and residents of the United States.

GPIQWG Success Story: Interstate Commission for Adult Offender Supervision

In April 2008, the Interstate Commission for Adult Offender Supervision drafted a privacy policy for its Interstate Compact Offender Tracking System (ICOTS) based on Global’s model privacy policies and templates. By August, the policy was distributed via hard copy to all member states and U.S. territories (53), along with an agreement every user is required to read and sign before being allowed access to the system. It is estimated that there are over 30,000 ICOTS users. As a result of the privacy policy, the Commission is able to conduct audits of information such as user accounts, data integrity, and ICOTS use. The Commission is currently in the process of developing those audits for distribution in early 2009.

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The Honorable Anthony Capizzi

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GAC member representing the American Probation and Parole Association
Vice Chair, Global Advisory Committee

Increasing Our Nation's Intelligence Capabilities

*How can law enforcement, public safety, and private entities embrace a collaborative process to improve intelligence sharing and, ultimately, increase the ability to detect, prevent, and solve crimes while safeguarding our nation? They can do so by incorporating the various elements of an ideal information sharing and intelligence project into **fusion centers**. Fusion centers bring the relevant partners together—all levels of law enforcement; public safety agencies, such as fire, health, and transportation; and the private sector—to increase the ability to prevent and respond to terrorism and criminal acts. By embracing this concept, these entities will be able to effectively and efficiently safeguard our homeland and maximize anticrime efforts.*

Business Problem: Connecting Critical Pieces of Intelligence Information

There is a need for greater collaboration among the intelligence community, which includes local, state, and tribal agencies in strong partnership with federal agencies. In addition, the 9/11 Commission specifically called for “unity of effort in sharing information.”¹ This latter need recognizes the wealth of information gathered and maintained by law enforcement and public safety that has not been effectively integrated into the intelligence efforts of our nation. Another part of the intelligence sharing equation to consider is the fact that coordinating intelligence efforts requires national guidance and structure to achieve maximum effectiveness.

How Is Global Solving This Problem? Fusion Centers

The federal government quickly set out to improve intelligence-related collaboration and unity among agencies with the establishment of fusion centers, directing substantial resources toward this approach. DOJ's Global Initiative was swift to respond with tools and actions to guide and support fusion centers, leveraging existing work products of the Global Intelligence Working Group (GIWG) and the Criminal Intelligence Coordinating Council (CICC) (for example, the *National Criminal Intelligence Sharing Plan*), and supporting development of new resources (*Fusion Center Guidelines* and *Baseline Capabilities for State and Major Urban Area Fusion Centers*), providing a much-needed, consistent national framework for fusion centers.

A key advantage of Global's involvement in fusion center activities is the existing, inherent structure of the GAC (and CICC and GIWG): a long-standing partnership of local, state, tribal, and federal justice partners (including DOJ, the U.S. Department of Homeland Security [DHS], the Office of the Director of National Intelligence, and the Office of the Program Manager for the Information Sharing Environment [PM-ISE]) dedicated to collaboratively achieving information sharing success.



¹ The National Commission on Terrorist Attacks Upon the United States, *The 9/11 Commission Report*, p. 416, located at www.9-11commission.gov/report/.

What Does Global Support of Fusion Centers Mean to You?

Simply, Global's support is making a nationwide, coordinated group of state and major urban area fusion centers a reality and is getting the most complete packages of intelligence information into the hands of those who protect us while simultaneously vigorously safeguarding individuals' privacy rights and protections. Global support of intelligence and fusion center efforts means:

- **There is now a nationally recognized blueprint for intelligence sharing:** The *National Criminal Intelligence Sharing Plan* established the model for national sharing of intelligence, as called for by the 9/11 Commission. A companion document, *10 Simple Steps to Help Your Agency Become a Part of the National Criminal Intelligence Sharing Plan*, ensures that all law enforcement agencies, no matter what size, can benefit from and participate in the model.
 - **Faster start-up:** The *National Criminal Intelligence Sharing Plan* and *Fusion Center Guidelines* helped establish consistency in implementations, reducing start-up costs.
 - **Protection of individuals' rights:** Protecting the information privacy and other legal rights of our nation's individuals is a top priority for local, state, tribal, and federal intelligence sharing partners. Through support from the Bureau of Justice Assistance, DOJ, technical assistance is provided for all state fusion centers and major urban area law enforcement intelligence operations to ensure that information is legally gathered and managed. The cornerstone of this assistance is the *Fusion Center Privacy Policy Development: Privacy, Civil Rights, and Civil Liberties Policy Template*, based on the seminal resource—*Privacy and Civil Liberties Policy Development Guide and Implementation Templates*—developed by GPIQWG.
 - **Effective and efficient implementations:** Standardization of processes ensures necessary qualifications and increases implementation efficiency. Through the Global Initiative, common standards for criminal intelligence, analyst training, and fusion center capabilities have been developed and continue to be monitored and updated as necessary.
- 
- **Resources are available to benefit the range of justice personnel involved in the fusion center process:**
 - ◆ *Fusion Center Directors*—Global resources support the creation, implementation, and sustainability of fusion centers, including related training and technical assistance
 - ◆ *State Homeland Security Directors*—Global resources facilitate creation of state policies, evaluation of funding decisions, and achievement of fusion center baseline capabilities.
 - ◆ *Law enforcement at all levels of government*—Global resources facilitate the use of intelligence information for investigations and trend analysis.
 - ◆ *First responders* (personnel in communities of interest such as fire, Emergency Medical Services, critical infrastructure, transportation, and the private sector)—Global resources facilitate both the providing and receipt of intelligence information.
 - ◆ *Intelligence analysts*—Global resources support development of common standards and protocols for collecting, analyzing, and sharing information (and associated training) and creation of intelligence products for customers.

Looking Ahead: The Future of Intelligence Efforts

Global looks forward to continuing to support the development, implementation, and sustainability of fusion centers across the nation through the development of resources, recommendations, and events such as the National Fusion Center Conferences (to be held next on March 10–12, 2009, in Kansas City, Missouri; more than 1,000 attendees are expected).

Additionally, in November 2006, the *Information Sharing Environment Implementation Plan* cited the need to support reporting, tracking, and accessing of locally generated information on suspicious activities and incidents. Responsively, a collective of federal agencies (including DOJ, PM-ISE, DHS, and the U.S. Department of Defense)—with integral collaboration by Global's CICC and leveraging of Global-supported resources, such as the National Information Exchange Model (NIEM)—is pursuing a national capacity for gathering, documenting, processing, analyzing, and sharing terrorism-related suspicious activity reports, or SARs. The SAR process focuses on what law enforcement agencies have been doing for years—gathering information regarding behaviors and incidents associated with crime—and establishes a standardized information sharing approach to detect and prevent criminal activity, including information associated with domestic and international terrorism.

Fusion Center Leveraging of Other Global-Related Resources and Recommendations

- Global suite of privacy-related recommendations and resources (e.g., *Privacy and Civil Liberties Policy Development Guide and Implementation Templates*)
- Standards for data sharing (NIEM)
- Authentication and access guidelines (Global Federated Identity and Privilege Management specifications)
- Technology standards and architectures that make implementations more efficient and interoperable (Global Justice Reference Architecture)

Global Suite of Fusion Center Resources

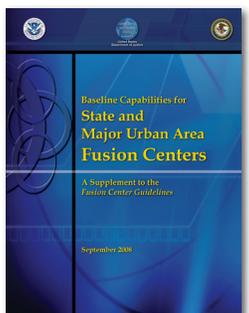
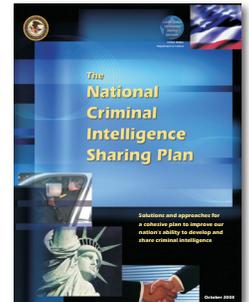
The **National Criminal Intelligence Sharing Plan**—established in partnership by the intelligence community within local, state, tribal, and federal communities—sets the framework for how intelligence can be shared more effectively. The plan puts forth 28 recommendations for an effective sharing model.

The **Fusion Center Guidelines** cover law enforcement intelligence, public safety, and the private sector and are used for all hazards and all crimes. The document includes an overview of the methodology used to develop the guidelines, as well as both summary and detailed sections on each of the individual guidelines.

Baseline Capabilities for State and Major Urban Area Fusion Centers serves as an addendum to the *Fusion Center Guidelines* and provides fusion centers with the baseline capabilities and operational guidelines necessary to achieve each of the capabilities. By achieving a baseline level of capability, a fusion center will have the necessary structures, processes, and tools in place to support the gathering, processing, analysis, and dissemination of terrorism, homeland security, and law enforcement information. The capabilities also assist in ensuring fusion centers have the basic foundational elements for integrating into the national Information Sharing Environment.

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The Value of Standards-Based Information Sharing

Business Problem: Building Bridges That Span Systems and Agencies

In making countless decisions every day, justice and public safety officials must have immediate access to timely, accurate, and complete information. Regardless of whether the situation involves a police officer conducting a routine traffic stop, a security officer conducting passenger screening at an airport, or a customs official screening cargo arriving at an international port, effective decision making requires information that often must be shared across a broad landscape of systems, agencies, and jurisdictions. The challenge is clear: how do we build bridges that span the wide array of computer systems operating in various agencies to share information for improving public safety and homeland security?

How Is Global Solving This Problem? By Supporting the National Information Exchange Model (NIEM)

The National Information Exchange Model (NIEM), a partnership between DOJ and DHS based on fundamental work supported by Global through the Global Justice XML Model (GJXDM), is designed to enable government and industry to address this problem. NIEM defines data exchange standards for information that is commonly shared across the broad justice, public safety, emergency and disaster management, intelligence, and homeland security enterprises. The standards derive from actual exchanges that support the day-to-day operations of officials at all levels of government, as well as the private sector and the general public.



NIEM is business-driven and practitioner-led. First responders, analysts, and agency representatives (including Global volunteers)—those who must share information in mission-critical jobs on a daily basis—are the people who are building the NIEM standards. This means they will not have to reenter the same data multiple times, delay critical decisions for lack of data, or take action based on inaccurate or incomplete information.

NIEM information sharing standards will accelerate systems development, mitigate risk by enabling developers to build to common standards and reuse common components, and promote agility in responding to the evolving requirements to share data in new and innovative ways.

What Does NIEM Mean to You?

Improved government effectiveness: Access to appropriate and accurate information ensures that decisions are made and assistance provided as quickly as possible. Consider the following descriptions of how NIEM could help to improve the quality of government services:

- **Preventing Terrorist Attack:** As documented by *The 9/11 Commission Report*, our inability to share real-time intelligence and criminal justice data contributed to the terrorists' success. Even today, fusion center personnel must often overcome this deficit by sharing information via phone calls and personal contact. NIEM will provide value by enabling criminal justice and intelligence systems to share data in real time. With the knowledge harvested from broad information sharing, fusion center personnel and others within the intelligence and law enforcement community will be better equipped to identify potential threats and prevent future terrorist attacks. Recognizing this, fusion centers in Michigan, New York, and Virginia have endorsed NIEM as their standard for data exchange.
- **Responding to Disaster:** In disaster situations, first responders and emergency personnel must be able to communicate and remotely share information. During the battle with wildfires in the western

United States in 2006, residents of a threatened community received conflicting directives from law enforcement and fire department personnel. NIEM data exchange standards can help to link law enforcement agencies, fire departments, and other critical information sources required by first responders, such as medical, environmental, and transportation personnel. In this way, NIEM serves as a vital tool to help improve the speed and effectiveness of our nation's disaster response.

- **Fighting Crime and Administering Justice:** When a law enforcement officer in the field stops a suspect, a judicial officer makes a bail or sentencing decision, or a correctional official determines whether to hold or release an individual, each decision relies on information collected and shared among multiple agencies and jurisdictions. Incomplete information regarding the subjects' identities, their legal status and criminal records, and whether they are wanted or a danger to the public or themselves puts the public at risk. The results can be tragic. NIEM provides the data exchange standards and support mechanisms to facilitate broad information sharing for effective decision making.

Improved government efficiency: Consider the following descriptions of how NIEM could help optimize government services processes:

- **Cutting the Cost to Share Information:** NIEM embraces collaboration with preexisting standards, such as GJXDM, and can help organizations avert many of the risks inherent in developing and adopting new standards. Since NIEM's components and exchanges are reusable, the time and cost necessary to deploy new information exchanges are significantly reduced. Pennsylvania has implemented a standardized, repeatable process for all integrated technology solutions, reducing the message exchange development process from nine months to six weeks. This action may have resulted in millions of dollars in taxpayer savings. The Missouri State Court Administrator reports that development time has been cut by 50 percent since the adoption of NIEM-related standards.
- **Increasing the Accuracy and Speed of Information Sharing:** Government information is stored in thousands of disparate applications and databases. The process of accessing, aggregating, and analyzing relevant data to respond to an emergency, make an immigration decision, issue a state identification card, or solve a crime is time-consuming, costly, and too

often fraught with errors. Consider the officer assigned to the case of two slain New York City detectives, who contacted Pennsylvania authorities to request information on two suspects. Using NIEM-related exchanges, officials were able in just a few hours, rather than over days or weeks, to gather and forward information on the suspects, including birthdates, social security numbers, fingerprints, photos, and vehicle information.

- **Reducing Administrative Burden:** Agencies at all levels of government are challenged with responding to increasing demands for their services. Yet many of these government entities spend valuable time manually rekeying data into their systems. For example, Orange County, Florida, has reported that eliminating redundant entry of arrest information saves an estimated \$5 million to \$7 million per year. NIEM provides a means to eliminate data entry redundancy—freeing resources to perform more valuable services for the public.

Significant progress is being made in building and implementing enterprise-wide information sharing standards through the NIEM program, and NIEM is gaining significant traction by expanding adoption and development among agencies at all levels of government and with private industry and solution providers.

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Security Solutions for the Justice Community

Business Problem: Justice System Authentication and Access

Ensuring that the *right people* (and only the right people) have access to the *right information* is a daunting task, given the fact that:

- Justice information users are represented at all levels of government and are provisioned in many systems. Due to fragmented funding for justice and public safety systems, local, state, tribal, and federal government agencies have invested (and reinvested) in security solutions that are not interoperable and fail to take into account the changing needs of the justice community.
- Traditionally, the end user in the justice information exchange transaction has to manage the different credentials, passwords, tokens, and secondary factors on a system-by-system basis. This administrative effort—which includes juggling the access requests and expirations for different system credentials and passwords—limits the time law enforcement and others have to spend preventing and solving crimes and engaging in other substantive work.
- No single data source for justice users exists. The creation of a central user store is not practical, cost-effective, or easy to maintain or keep current due to

high personnel turnover in the justice arena and the distributed nature of justice and public safety systems. Additionally, many justice systems require the use of private networks, which are often costly and burdened with administrative processes and lag time; in turn, justice users are burdened with additional overhead for obtaining access to disparate systems.

How Is Global Solving This Problem? Through the Global Federated Identity and Privilege Management (GFIPM) Specification

What is GFIPM? GFIPM, a newly embraced and recommended interoperable justice information sharing security standard, is a blueprint for implementing a common reusable and scalable security solution across all levels of government. GFIPM enables all levels of government to be secured and is part of the essential technological foundation to protect individuals' privacy and civil liberties in the justice data exchange process.

What communities will benefit from GFIPM? GFIPM provides a framework that delivers an efficient, effective solution for justice, public safety, and homeland security agencies seeking to (1) expand the content for user bases and (2) provide content to specific users efficiently and securely across all levels of government.

How does GFIPM work? GFIPM benefits are accomplished through a governance framework and metadata specification for describing user and system attributes necessary for authentication, authorization, accounting, and auditing. Each user is identified and managed by the home organization where he or she works. Credentials are exchanged between agencies in real time only when they are needed.

What Does GFIPM Mean to You?

- **Access to a solid information sharing foundation:** Security and privacy are fundamental to any good justice sharing network. Security is critical to provide citizen protection.
- **Cost savings in system security efforts and administration:** It is essential to have interoperable security frameworks to eliminate costly security implementations. The GFIPM security solution is a reusable, complete, and open "single sign-on solution"

"The key roadblock to extending JNET [Pennsylvania Justice Network] to other states and federal users and providing out-of-state online information to Pennsylvania justice users is the same three factors, namely user identification, access privilege management, and a secure network. GFIPM solves these problems.... A number of the terrorists responsible for the 9/11 attacks were identified by photos from Pennsylvania resources. Had GFIPM been available, these identifications could have taken place much more rapidly. "

—Mr. David Naisby
Executive Director, Pennsylvania Justice Network

for justice and public safety users. This security solution simplifies and reduces costs for credential management. This is especially true for the end user.

- In summary, GFIPM benefits justice-interested agencies in their information sharing efforts in the following ways:
 - ◆ Saves time.
 - ◆ Save money.
 - ◆ Provides a standards-based justice credential.
 - ◆ Reduces user administration burdens.
 - ◆ Ensures security interoperability across the justice community.
 - ◆ Allows secure justice information sharing.
 - ◆ Securely safeguards data.
 - ◆ Maintains privacy.
 - ◆ Provides a single sign-on solution for justice agencies across the country.

"I have been especially encouraged by the efforts of the DHS [U.S. Department of Homeland Security] staff to integrate HS SLIC [Homeland Security State and Local Intelligence Community], where possible, with other existing initiatives. Specifically, authentication to the HS SLIC information portal can now be accomplished not only by using the HS SLIC log-on and authentication procedure, but also by using the log-on credentials associated with the Global Federated Identity and Privilege Management framework."

—Russell M. Porter
Director, Intelligence Fusion Center
Iowa Department of Public Safety
September 24, 2008, testimony before the Committee on Homeland Security, U.S. House of Representatives

GFIPM Integration of Other Global-Related Resources and Recommendations

- Global-supported NIEM Information Exchange Package Documentation (IEPDs) as content for GFIPM services.
- Leveraging of Global's Justice Reference Architecture (JRA) Management and Policy recommendations.
- Integration into Global's JRA.
- GFIPM will support Global technical privacy metadata as it is developed.

GFIPM Suite of Resources

- *Global Federated Identity and Privilege Management (GFIPM) Metadata Specification Version 1.0*
- *Global Federated Identity and Privilege Management (GFIPM) Executive Summary*
- *Applying Wireless Security Practices to Justice Information Sharing*
- *Implementing Privacy Policy in Justice Information Sharing: A Technical Framework*
- *Implementing Privacy Policy in Justice Information Sharing: A Technical Framework Executive Summary*

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Developing a National Reference Architecture for the Entire Justice Community

Business Problem: Systems, Silos, and an Inability to Share Information

Consider: Most agencies rely on systems that were purpose-built to meet their unique jurisdictional and programmatic requirements. These systems have created stand-alone "silos" of data that make it costly for an agency to share information within and between agencies and jurisdictions. This variation in invested technology creates multiple layers of interoperability problems because hardware, software, networks, and business rules for data exchange are different.

Also consider: Timely and targeted sharing of accurate information, in a manner that adheres to privacy and other policy guidelines and requirements, is the lifeblood of justice, public safety, and homeland security. Effective justice, public safety, and homeland security is accomplished by multiple government agencies working together; however, it is difficult for these agencies to electronically share information and collaborate. Historically, it has been time-consuming, costly, and complex to overcome this challenge.

How Is Global Solving This Problem? The Global Justice Reference Architecture (JRA)

The Global JRA is a blueprint for implementing a common reusable and scalable approach for sharing information, harnessing the power of Service-Oriented Architecture (SOA) to reconcile *the need to share* with *silos and other system-related roadblocks*. Many private sector industries—such as health care, manufacturing, and finance—are utilizing SOA best practices to avoid information sharing pitfalls. Over the past several years, innovative government agencies have begun to adopt these practices, and Global believes the justice community should be part of this wave of technological innovation. And, in keeping with the Global tenet of sharing across all levels of government, the JRA is modeled to be consistent with the Federal Enterprise Architecture, which serves as a blueprint for federal information technology systems.

What Does JRA Mean to You?

Saves Money: Cost Savings and Significant Return-on-Investment

The Global JRA encourages smart, cost-effective, and sustainable investments. Continued national investment in

the JRA will pay dividends as it enables more government agencies to:

- Increase the flow of information from those that have it to those who need it.
- Streamline business processes.
- Allow agencies to face new challenges without having to completely replace their supporting technologies.

This realization of "saves you money" value is achieved by leveraging the power of SOA and working smart (by reusing services).

- The development costs for reusing an SOA service are about 50 percent of the costs required for traditional component-based development and integration, representing approximately 90 percent total savings over development from scratch.²
- When the application component is reused over and over, SOA becomes 30 percent more cost-effective than traditional development approaches.³
- Gartner has estimated that SOA reduces information technology expenses over the long term by as much as 20 percent. These savings will become exponential over time as the library of Global JRA services expands and a greater degree of reuse is achieved.

Saves Time: Flexibility and Agility

- The Global JRA can make government agencies more nimble by compressing the time required to deliver new capabilities. For example, private sector organizations with SOA systems can create a new product or a new business process in days and weeks rather than in months.⁴
- Early adopters of the Global JRA have discovered a harder-to-measure but more practical benefit: increased agility. Agencies are able to deploy new projects more rapidly because of implementing the JRA. As a result, they reap the benefits from their information technology initiatives faster.

2 Jeffrey Poulin, Ph.D., and Alan Himler, MBA, "The ROI of SOA: Based on Traditional Component Reuse," Logic Library (www.logiclibrary.com), 2006.

3 James Kobiellus, "The ROI of SOA: The More You Reuse, the More You Save," *Network World*, November 2005.

4 Christopher Koch, "Reaping the Big Business Benefits of SOA," *CIO Magazine* (www.cio.com), July 2007.

Reduces Risk of Investment

The Global JRA:

- Helps prevent incompatibilities, guide practitioner and industry partners on fitting components together, and facilitate communication and interoperability between disparate communities of interest. These abilities, coupled with the adoption of the Global-supported National Information Exchange Model (NIEM) information sharing standards, are critical in responding to large-scale emergencies—such as a pandemic—requiring communication across the entire spectrum of justice-interested agencies.
- Decreases exposure to untested methods by incorporating knowledge and lessons learned from practitioners and technologists in the public sector, national associations, and industry who have gained experience working with SOA.
- Reflects concepts and mechanisms that have proven viable and beneficial in the real world. Practitioners who use the Global JRA increase the probability of project success and the delivery of their project on time and within budget.

Global JRA Success Story: JNET



The Pennsylvania Justice Network (JNET) is the commonwealth of Pennsylvania's primary public safety and criminal justice information broker. In 2007, JNET employed the Global JRA to create a Consolidated Warrant Search capability, reducing the number of required warrant queries from three to one. As a result, each officer saves approximately four minutes per offender, enabling the reinvestment of 9,400 man-hours for more productive work. The Global JRA also improved Pennsylvania's justice system efficiency: previously, many individuals would interact with the criminal justice system without being recognized for outstanding warrants or child support obligations. After only three weeks of use, the Consolidated Warrant Search facilitated the serving of an additional 400 warrants by one Pennsylvania county sheriff, resulting in the collection of more than \$17,000 in outstanding costs and fines.

Across the nation, other government agencies are deploying concepts and capabilities of the Global JRA, including the states of Alabama, Colorado, Illinois, Maine, Utah, and Wyoming; the Las Vegas Metro Police Department; and the New York City Department of Corrections.

The Future of the Global JRA

This is a critical juncture in the implementation of the Global JRA, moving from pockets of disparate success stories to a national justice reference architecture. With continued support, the Global Initiative looks forward to:

- Assisting practitioners nationwide in their efforts to adopt and use the Global JRA to solve their business challenges.
- Accelerating adoption and use by creating a set of Global JRA Services Specifications to solve the challenges of common priority information exchanges.
- Compiling and managing an online portfolio of reusable services that comply with the Global JRA, available to the entire community for reference and reuse.
- Enhancing the Global JRA to meet the evolving needs of justice, public safety, and homeland security agencies and to fully exploit the capabilities of new standards and technologies.
- Exploring extension of the Global JRA to address similar needs in related government domains.

JRA Support of Global-Related Resources and Recommendations

- Incorporates GJXDM and NIEM as content for Global JRA services.
- Incorporates GFIPM as part of the security model.
- Supports Global technical privacy metadata as it is developed.

Global JRA Suite of Resources

- *Global Justice Reference Architecture (JRA) Specification* Version 1.7
- *The Global Justice Reference Architecture (JRA) Web Services Service Interaction Profile* Version 1.1
- *The Global Justice Reference Architecture (JRA) ebXML Messaging Service Interaction Profile* Version 1.0

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www.it.ojp.gov/globaljra

U.S. Department of Justice's Global Web Site



- **Upgraded “one-stop shop” for Global news, events, products, and publications** = keeping up to date on the latest information sharing resources, recommendations, and best practices from colleagues across the justice landscape on critical topics, such as:
 - ◆ Intelligence and Fusion Centers
 - ◆ National Information Exchange Model
 - ◆ Privacy and Civil Liberties Policies
 - ◆ Information Quality and Data Accuracy
 - ◆ Security and Access
 - ◆ Justice Reference Architecture
 - ◆ Exchange Standards
- Google-enabled search capabilities, centralized help areas, and leading “how do I?” questions = **finding what you’re looking for, even if you’re not sure where to start**
- **Customizable features** (user profiles, e-mail subscriptions, and filter options for content and the events calendar) = information that is relevant to you, delivered to your “doorstep” (desktop, laptop, or PDA)
- Cleaner, more intuitive layout = **easier navigation**

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