

**Global Justice Information Sharing Initiative (Global)  
Global Advisory Committee (GAC) Meeting  
Office of Justice Programs (OJP) Offices  
Washington, DC**

**March 28, 2019  
Meeting Highlights**

**BACKGROUND AND PURPOSE**

The U.S. Department of Justice (DOJ), Office of Justice Programs (OJP), Bureau of Justice Assistance (BJA), and the Global Justice Information Sharing Initiative's (Global) Advisory Committee (GAC) convened a meeting on March 28, 2019, in Washington, DC. Kevin Bowling, J.D., Global Advisory Committee (GAC) Chairman and Court Administrator, 20th Circuit and Ottawa County Probate Courts, Grand Haven, Michigan, representing the National Association for Court Management, led the meeting in furtherance of and alignment with Global's charter and mission.

This synopsis includes key highlights from the meeting, as well as the meeting agenda.

Chairman Bowling introduced the following new Global members: Mr. Mike Lesko, Division Director, Law Enforcement Support Division, Texas Department of Public Safety, representing the Criminal Justice Information Services Division (CJIS) Advisory Policy Board; Mr. Dewand Neely, Chief Information Officer and Director, Office of Technology, State of Indiana, representing the National Association of State Chief Information Officers; Mr. Kevin Saupp, Director, Partner Engagement, Office of Intelligence and Analysis, U.S. Department of Homeland Security; Ms. Mannone Butler, Executive Director, Criminal Justice Coordinating Council, representing the National Criminal Justice Association; and Chief Mark Keel, South Carolina Law Enforcement Division, representing the Association of State Criminal Investigative Agencies.

**BUREAU OF JUSTICE ASSISTANCE (BJA) FEDERAL OFFICIALS' REMARKS**

Ms. Tracey Trautman, Deputy Director, BJA, OJP, DOJ, and Global Designated Federal Official (DFO), and Mr. David Lewis, Senior Policy Advisor, BJA, OJP, DOJ, and Global Deputy DFO (DDFO), provided welcoming remarks and thanked the members for their contributions to quality products for the field.

Ms. Trautman introduced Mr. Matt Dummermuth, Principal Deputy Assistant Attorney General, OJP, DOJ. Mr. Dummermuth expressed his appreciation for everyone's attendance and for their commitment to continue the important work of providing recommendations to the U.S. Attorney General as part of the GAC mission. He also thanked Chairman Bowling for his leadership and Ms. Trautman and Mr. Lewis for their ongoing guidance and support.

Mr. Dummermuth outlined several key information sharing priorities, including his goal to break down information sharing barriers in order to get the information needed to prosecute cases. He indicated that it is vital to understand how best to share terrorist threats and other key indicators for specific crimes (e.g., financial fraud, immigration) with state and local law enforcement partners so that information can be shared in a timely and appropriate manner. He stressed that the Global initiative, with OJP and BJA collaboration, has helped promote secure information sharing so that law enforcement can fight violent crime. He emphasized that, through BJA support, the [Criminal Intelligence Coordinating Council](#) (CICC) was able to develop clear guidelines for fusion centers, one of more than 300 deliverables since the CICC's inception. The current CICC priorities include the following:

- Support law enforcement agencies in enhancing school safety
- Utilize intelligence analysis capabilities and products
- Assess and update CICC priorities
- Improve federal, state, and local participation in deconfliction
- Improve education and engagement with rural, local, and tribal agencies and those along the Southwest border

Mr. Dummermuth noted that these priorities are critically important public safety issues that need innovative solutions in order to benefit the larger law enforcement field. The following are project examples of these solutions:

- BJA, through the [National Public Safety Partnership](#), has developed great collaboration that provides needed resources and expertise to help the field.
- [Project Safe Neighborhoods](#), a BJA program, awarded more than \$30 million in grants in 2018 aimed at fighting crime, and there will be increased funding available in 2020.

Mr. Dummermuth highlighted overdose deaths as one of the newest challenges facing DOJ. To combat this challenge, he said, DOJ is devoting a historical level of funding, \$320 million, and he is appreciative of the GAC's work in this area through its new task team, Methamphetamine Abuses Associated with the Opioid Crisis. Mr. Dummermuth concluded his remarks by noting that President Donald J. Trump and U.S. Attorney General William Barr continue to support criminal justice professionals across the country as they fight violent crime, immigration, and the opioid crisis.

#### **PRESENTATION TOPIC: FACIAL ANALYSIS AND RECOGNITION PROJECT: JOINT LAW ENFORCEMENT IMAGING TECHNOLOGY TASK FORCE**

- Speaker
  - Mr. Patrick Doyle, Chair, IJIS Institute/International Association of Chiefs of Police (IACP) Law Enforcement Imaging Technology Task Force

The Facial Analysis and Recognition project is a combined effort between the IJIS Institute and IACP. The project utilized 19 facial technology use cases for criminal justice agencies, which includes uses by police officers, sheriff's deputies, investigators, and supporting personnel. This examination of uses covered typical settings wherever law enforcement officers interact with citizens, such as at large venues, transportation hubs, correctional facilities, motor vehicle stops, crime scenes, and other routine settings. The resulting *Law Enforcement Facial Recognition Use Case Catalog*<sup>1</sup> describes facial recognition systems and their parameters, determines the ways in which facial recognition is being used, and, most important, documents cases that demonstrate the technology's ability to protect the public. This resource is designed to empower public safety practitioners and industry innovators to communicate the capabilities of facial recognition technology to policymakers and the public, while reducing misunderstanding and minimizing the potential for misuse.

Mr. Mike Sena, Director Northern California High Intensity Drug Trafficking Area, Northern California Regional Intelligence Center, and Chair of the CICC, shared his Center's experience with facial recognition technology. He noted that while it is a powerful tool, a trained examiner is required to complete the analysis. The need to utilize uniquely trained analysts has the potential to create a nationwide gap in terms of analysis training and staff availability. He also emphasized that it is vital to have human oversight of the facial recognition program to ensure that misidentification is minimized. The Honorable Barbara Mack (ret.), representing the National Council of Juvenile and Family Court Judges, agreed that human oversight is critical in preventing misidentification and noted that software should not be able to make the final decision.

Mr. Joe Peraino, American Association of Motor Vehicle Administrators (AAMVA), noted that AAMVA is working to develop a task force for best practices on facial recognition.

#### **PRESENTATION TOPIC: INTERSTATE COMMISSION FOR ADULT OFFENDER SUPERVISION**

- Speaker
  - Ms. Ashley Lippert, Executive Director, Interstate Commission for Adult Offender Supervision

The Interstate Commission for Adult Offender Supervision (ICAOS) was established in 1937 and designed to regulate the movement of probationers and parolees across state lines. It was enacted in all 50 states and three U.S. territories (District of Columbia, U.S. Virgin Islands, and Puerto Rico). Revised in 2002, the compact provides states with the authority,

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<sup>1</sup> Law Enforcement Facial Recognition Use Case Catalog can be found at [https://cdn.ymaws.com/www.ijis.org/resource/collection/93F7DF36-8973-4B78-A190-0E786D87F74F/IJIS\\_WP\\_LEITTF\\_FR\\_UseCasesRpt\\_20190322.pdf](https://cdn.ymaws.com/www.ijis.org/resource/collection/93F7DF36-8973-4B78-A190-0E786D87F74F/IJIS_WP_LEITTF_FR_UseCasesRpt_20190322.pdf).

accountability, and resources to track the supervision of offenders who move across state lines, thereby enhancing public safety and offender accountability.

ICAOS has become a powerful and adaptive tool for promoting and ensuring cooperative action among the states and a single standard of supervision for offenders. ICAOS regulates training and coordinates data collection and exchange. Emphasizing evidence-based practices, ICAOS seeks to explore solutions for offenders reentering society. To this end, ICAOS developed a national data system, the Interstate Compact Offender Tracking System (ICOTS), which administers and tracks inmates. More than 30,000 people are using ICOTS, which provides information on arrival notices, departure notices, progress reports, violation reports, and case closures. ICAOS facilitates more than 1 million transactions for transfer requests.

Ms. Lippert outlined several ICAOS projects and collaboration efforts, including a data exchange among ten fusion centers and ICOTS, which sends a data transmission to the centers for those meeting certain violent crime criteria. This allows the centers to alert local law enforcement agencies of potential safety concerns. ICAOS is working with the Federal Bureau of Investigation (FBI) on two projects; one is an effort to get a “compact Indicator” included in the National Crime Information Center (NCIC), and the other is an information sharing project with the National Data Exchange Program (N-DEX). Working with states, ICAOS has developed tools such as dashboard reports, which allow compliance monitoring. A current project includes the development of a website-based inmate clearinghouse process.

Mr. Sena indicated that the information sharing piece is vital and that many law enforcement entities are unaware of this data. He remarked that it should be a key information sharing priority and tool to tie ICAOS information with the information on those individuals released into the community.

#### **PRESENTATION TOPIC: CITATION IN LIEU OF ARREST**

- Speaker
  - David Roberts, Executive Director, SEARCH, The National Consortium for Justice Information and Statistics

Mr. Roberts explained that in its 50th year, SEARCH continues to work on the submission and completeness of disposition records. Currently, across the country, offense charges are changing from arrest to citation and release. Mr. Roberts highlighted a few of the pitfalls associated with moving towards the issuance of citations rather than arrests, including the fact that criminal history records are often incomplete and/or lacking information because the citation process may not require an update at the time of disposition. Some states, such as Utah, are beginning to capture fingerprints at the time of a citation issuance, and this requirement is helpful.

The goals of citation in lieu of arrest are to reduce jail time, reduce the burden for officers responsible for making arrests and transporting arrestees, and reduce costs. For additional information, Mr. Roberts referred the group to the National Conference of State Legislatures’ website, which includes a section on “[Citation in Lieu of Arrest](#)” as well as a literature review of the topic.

Mr. Eric Olsen, District Attorney, Stafford County, Virginia, representing the National District Attorneys Association, discussed how the lack of fingerprinting at the time of citation issuance can have a lasting impact on a court’s ability to try a case and document the resulting case disposition and sentencing. He stressed that building a process to ensure that fingerprints are taken at the time of citation is critical: Most court systems are not designed to fingerprint, and without fingerprint data, criminal history records are incomplete.

The Honorable John McMahon, San Bernardino County, California, Sheriff’s Office, representing the Major County Sheriffs of America, explained that in California, most misdemeanor offenders receive citations. With an incomplete criminal history record, law enforcement agencies are unable to capture and analyze recidivism data to learn whether justice reform efforts are working. In addition, he noted that “failures to appear” have increased as a result of these misdemeanor citation charges. He told the group that his agency is working on a process that mandates a custody hold if

an individual receives three or more misdemeanors. The goal of this project is to help California law enforcement agencies more thoroughly track recidivism.

## **PRESENTATION TOPIC: NATIONAL INFORMATION EXCHANGE MODEL (NIEM) UPDATE**

- Speaker
  - Mr. Ryan Schultz, National Information Exchange Model (NIEM) Program Manager, Chief, Data and Services Division, U.S. Department of Defense (DoD)

Mr. Schultz provided members with an overview of NIEM. NIEM provides a standardized enterprise-level information exchange across joint, coalition, and interagency domains. NIEM's services and capabilities include IEPD development support, training, technical assistance, and data modeling support.

He updated the group that NIEM recently transitioned from the U.S. Department of Homeland Security (DHS) to DoD. He invited GAC members to contact his office for guidance regarding their information sharing challenges.

Mr. Schultz explained that two pieces of NIEM, common language for XML and UML, have expanded into JavaScript Object Notation (JSON), a lightweight, text-based, language-independent data interchange format. JSON defines a small set of formatting rules for the portable representation of structured data. This allows the IEPD life cycle to be repeatable and reusable.

He discussed how [NIEM domains](#) are formally established, including the use of communities with executive stewards to represent the stakeholders, governance, and data model content oriented around their respective business needs. The government of Canada has adopted NIEM as its information exchange approach, Japan has adopted it for the Olympics, and portions of Australia have adopted it as well.

Mr. Paul Embley, Chief Information Officer, National Center for State Courts (NCSC), noted that when NIEM is implemented in a state, there is a requirement to convene the NIEM governing board to manage any issues arising for that state.

## **MEMBERSHIP ROUNDTABLE**

Chairman Bowling facilitated a GAC member roundtable and discussion to help members learn more about the current projects and activities of the GAC member organizations as they relate to information sharing. He explained that these discussions often raise new ideas, potential issues, and areas of opportunity. In conjunction with BJA's mission, these discussions inform Global priorities.

The following are roundtable highlights:

- NCSC is working to share data more effectively with research groups. To this end, the Center has established working groups to develop information sharing exchanges for six different case types (to include criminal, family, children, and probate) to serve as a resource for states. Mr. Embley requested that the GAC consider developing privacy, civil rights, and civil liberties guidelines concerning the use, dissemination, storage, and purge of facial recognition data. He also asked that some consideration be given to funding for fusion centers so that center analysts can be trained in the use of facial technology.
- IJIS Institute is working on the biometric aspects of privacy, as well as launching a task force to address artificial intelligence. IJIS is starting a program to assist in understanding the security risks associated with mobile applications used by law enforcement.
- The FBI's Criminal Justice Information Services (CJIS) Division and the CJIS Advisory Policy Board (APB) have voted to transition the Uniform Crime Reporting (UCR) Program from the Summary Reporting System to the National

Incident-Based Reporting System (NIBRS) to establish a broader baseline that more precisely captures the occurrence of crime. With the nationwide implementation of NIBRS, data will be reported in a timely fashion, so it becomes more usable to state and local agencies.<sup>2</sup> At this time, 12 states remain to complete their state's NIBRS implementation to support the 2021 deadline to transition from UCR to NIBRS.

Many law enforcement entities in Indian Country do not have records management systems and only began in 2015 to report summary data. The move to NIBRS will create a challenge, not only with the technology, but also with the timeline for implementation.

- The FBI Laboratory Division has been working with the CJIS Division and the CJIS APB Rapid DNA Task Force to plan the effective integration of Rapid DNA into the booking station process. The FBI is developing the necessary interfaces for booking stations to communicate with the Combined DNA Index System (CODIS). As part of these development efforts, the FBI plans to initiate pilot testing in 2019 with select federal, state, and local law enforcement for the uploading and CODIS searching of arrestee Rapid DNA records during the booking process.
- The National Governors Association (NGA) is working with 22 new governors to provide information regarding key issues, including fusion center resources. The NGA's information sharing work includes projects focused on public safety, criminal justice, cybersecurity, etc. NGA is also working with governors on a variety of projects and topics, such as an opioid data use agreement for states, transitioning to NIBRS, Medicaid reentry, and getting states federated with INTERPOL.
- The IACP is working to develop an information sharing strategy to assist its members. The strategy will address a range of issues and priority topics, including navigation of digital environments and privacy.
- The National Association of State Chief Information Officers is looking to provide state and local-level government guidance regarding issues such as cybersecurity and information sharing. NASCIO is working to provide states with better information regarding the federal auditing process.

## **BUREAU OF JUSTICE ASSISTANCE DIRECTOR'S REMARKS**

Mr. Jon Adler, Director, Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice, shared his appreciation for the expertise and commitment of the members of the GAC. He thanked everyone for participating and contributing their time to these important efforts.

## **CICC UPDATE**

Mr. Mike Sena, Chair, CICC, Director, Northern California Regional Information Center, and GAC member representing the National Fusion Center Association, shared an update on the current CICC projects:

### Best Practices Template for Crime Laboratories and Intelligence Functions

The Crime Lab Intelligence Task Team is focused on improving the coordination and information sharing between crime laboratories (labs) and intelligence entities. With funding assistance from DHS, the CICC Crime Lab project involves the development of a best-practices guide for law enforcement agencies, fusion centers, intelligence units, and crime labs for building a forensic intelligence sharing framework to enable the improvement and sharing of forensic intelligence across these entities.

To gather promising practices, lessons learned, and recommendations, in-depth interviews and site visits were completed between November 2018 and March 2019. The following entities participated in/hosted site visits:

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<sup>2</sup> For additional information regarding the NIBRS transition, please visit <https://www.fbi.gov/services/cjis/ucr/nibrs>.

- New Jersey State Police (NJSP) Office of Forensic Sciences and the NJSP Regional Operations and Intelligence Center
- Philadelphia Police Department's (PPD) Office of Forensic Science (PPD OFS) and the Delaware Valley Information Center (DVIC)
- Georgia Bureau of Investigation and the Georgia Information Sharing and Analysis Center
- Tennessee Bureau of Investigation and the Tennessee Fusion Center
- Immigration and Customs Enforcement's Homeland Security Investigation (HSI) Forensic Lab, Questioned Documents section

Each site visit included a tour of the crime lab and presentations by crime lab personnel and fusion center personnel on their intelligence and information sharing activities and coordination efforts, followed by in-depth interviews designed to gather best practices in intelligence sharing for the CICC deliverable.

**Next steps:** A draft white paper will be developed incorporating the best practices, lessons learned, and challenges gathered from each site visit, some general in nature and others specific to certain forensic disciplines. The white paper's purpose will be to provide guidance and recommendations for enabling cooperation, interaction, and improvement in the sharing of forensic intelligence between intelligence and analytic entities and crime labs. This information will help to enhance the information sharing relationships between crime labs and intelligence units, facilitate improved cooperation and coordination, and result in better information for both decision makers and practitioners, as well as better identify and detect emerging trends.

#### Enhancing Analyst Resources Task Team

The Enhancing Analyst Resources Task Team, led by DHS and BJA, includes federal, state, and local law enforcement and homeland security subject experts. The task team was convened to revise two analyst resources to ensure that they are useful for analysts in various capacities, accurately reflect professional development opportunities available, and provide analysts with some resources to assist them in their roles.

The first resource being updated by the group is the *Analyst Professional Development Road Map*. The role of the analyst continues to evolve and increase in importance among law enforcement; public safety; homeland security agencies, including state and major urban area fusion centers; and recognized private sector partners. The purpose of the Road Map is to create a sustainable, professional career path for analysts operating within state, local, tribal, and territorial organizations in various capacities. The Road Map focuses on the development and enhancement of analyst-related knowledge, skills, and abilities over four overarching analyst levels (basic, intermediate, advanced, and supervisory) and the training recommended for achieving each level.

The second resource being updated by the group is an Analysis Toolkit Website, a clearinghouse for various resources for analysts serving in various capacities. The Toolkit originally focused on crime analysis, but analysts are increasingly working in hybrid environments dealing with national intelligence as well as criminal intelligence and should be trained accordingly, having a wide array of resources.

**Next steps:** The final draft of the Analyst Professional Development Road Map is under review by the working group and is expected to be sent to the CICC for review in April 2019. Updates to the Analysis Toolkit Website are being made, and the revised site is anticipated to be ready for working group review by the end of March 2019.

#### Criminal Intelligence and Information Technology Crossroads Committee (CI/IT Committee)

The CI/IT Committee will meet in September 2019 in Seattle, Washington. During this meeting, the topic of mass-casualty events will be discussed. The Committee would like to develop the capability for agencies to coordinate collection and dissemination of vital information as it relates to mass-casualty events. Eventually, this would manifest into tools and resources to help agencies prepare for mass-casualty events by developing key capabilities.

- Over the past several years, federal, state, and local law enforcement agencies and social media companies have received potential Threat to Life (TTL) information that was developed through tips and leads processes and never shared with the appropriate agency for local law enforcement response prior to a violent attack. To mitigate a

portion of this nationwide threat collection, triage, analysis, dissemination and feedback loop gap, the FBI is moving forward with a pilot project to coordinate Public Access Line/National Threat Operations Center (PAL/NTOC) TTL reporting with nine fusion centers. Regarding situations of implied self-harm (threat to oneself or to others), people want to share the information as soon as possible. Social media companies' processes are inconsistent and ineffective. Global and CICC need to lead this effort, since we should have a united nationwide approach to tips and leads coordination to develop the guidance and messaging.

#### 2019–2020 CICC Priorities

- Mr. Sena asked the GAC members to provide their feedback on the following CICC-proposed priorities, which will later be finalized and submitted to the GESC and BJA for approval.
  - **Support Law Enforcement Agencies in Enhancing School Safety**—An improved process is needed to enhance the sharing of threat-related tips and leads among law enforcement agencies at the federal, state, local, tribal, and territorial (SLTT) levels. Included in this are school safety-related tips and leads, a top priority for law enforcement agencies across the country. Collaboration will occur with the GAC School Safety priority, with CICC membership added to the GAC team. In addition, the CICC will work to identify a process for (1) federal partners to share threat information with SLTT law enforcement entities after redacting the secret/top-secret content; and (2) CICC membership to help identify what SLTT law enforcement entities need from federal partners to help combat threats and communicate those needs to federal partners. This priority is also anticipated to partner with the Nationwide Suspicious Activity Reporting (SAR) Initiative (NSI) and the National Threat Evaluation and Reporting (NTER) Program to enhance the reporting of tips and leads associated with potential mass-casualty events and targeted violence in the United States and promote participation in the programs. Finally, this priority will explore developing guidance for fusion centers on information sharing related to school violence.
  - **Utilize Intelligence Analysis Capabilities and Products**—Law enforcement agencies must understand the value of intelligence analysis and of performing quality threat assessments and should work to engage with federal and SLTT partners. Many law enforcement agencies, especially small ones, do not have intelligence capabilities because they lack the resources or the understanding of how intelligence can benefit an agency's mission. The CICC proposes to transform the secure National Criminal Intelligence Resource Center website into a one-stop shop for law enforcement and homeland security personnel to find information sharing systems, policies, training, promising practices, etc. A task team is anticipated to discuss potential ways to address this issue, including developing a resource that defines and demonstrates the value of intelligence analysis for small law enforcement agencies.
  - **Assess and Update CICC Resources**—CICC-developed resources are invaluable for the field, but many are out of date and require updates to ensure continued applicability. This priority anticipates reviewing and assessing the National Criminal Intelligence Sharing Plan (NCISP), to determine which recommendations have been successfully implemented and which have not, and identifying areas for revision and improvement. This will involve assessing the types of agencies using the plan (local sheriffs' departments, major cities, state agencies, etc.) to determine where the gaps are and devise an outreach plan to promote use of the NCISP. In addition, this priority anticipates revising the *Law Enforcement Intelligence: A Guide for State, Local, and Tribal Law Enforcement Agencies*. CICC members and partners will serve as subject experts to review and provide feedback on the draft resource.
  - **Improve Federal, State, and Local Participation in Deconfliction**—A significant number of law enforcement agencies do not participate in deconfliction systems. This reflects a nationwide gap in information sharing and continues to impact officer safety. The CICC plans to establish a task team, including members of the National Deconfliction Council, to identify gaps in the use of deconfliction systems at all levels of law enforcement. Goals include educating law enforcement agencies on the importance of using deconfliction systems and demonstrating the benefits to their departments and to officer safety. CICC member associations and organizations will be encouraged to promote the importance of participating in deconfliction efforts to their constituents.

- **Improve Education and Engagement With Rural, Local, and Tribal Agencies and Those Along the Southwest Border**—Education and engagement of tribal and rural agencies is critical. These agencies need additional resources to improve information sharing and coordination with partners at all levels. Further, agencies along the Southwest border have specialized needs related to border issues, such as transnational organized crime activity. Global’s Immigration Enforcement Information Sharing priority is anticipated to facilitate discussions about the systems that support immigration enforcement information sharing, who has access, and the processes involved in the initiatives/programs. Several CICC members participate in the GAC effort to more effectively address related priorities that both groups have identified.

Further, a call to action is recommended, outlining resources to support law enforcement agencies at all levels, focusing on rural and tribal agencies. The resources will include available assistance and training, such as the El Paso Intelligence Center’s services, online law enforcement training, BJA’s Technology Innovation for Public Safety (TIPS) Program, the FBI’s Police Innovation Program, DOJ’s Project Safe Neighborhoods (PSN), funding opportunities, and more. CICC members will be polled to obtain input from local agencies on how to better support these agencies’ needs.

## **GLOBAL PRIORITIES AND UPDATES**

### Nationwide Criminal History Records Task Team

Mr. Steve Correll, Executive Director, Nlets

Global’s Nationwide Criminal History Records Task Team (NCHR TT) was established to improve the format, availability, access, and effectiveness of criminal history record information—or “rap sheets.” Currently, there is a lack of uniformity among rap sheets from state to state and within guidelines on standard terminology or rap sheet content. These issues make for an inefficient justice system and can significantly affect public and officer safety. This task team has three objectives:

1. Standardize rap sheet formats: This objective focused on the adoption and implementation of Nlets’ Criminal History Information Exchange Format (CHIEF).

**Status:** A presentation and overview were developed and delivered to members of the Association of State Criminal Investigative Agencies (ASCIA) at their annual meeting to encourage states that had not yet adopted the Global NIEM-conformant CHIEF format to do so. At this time, 38 states have adopted the CHIEF format with some, which were unable to fully adopt the format, implementing a work-around developed by Nlets. This task is considered complete.

2. Rap sheet summaries: This objective supports efforts to build, pilot, and employ the return of one-page, quick-read summaries of criminal histories.

**Status:** A survey of top rap sheet data elements was designed and deployed to 118 law enforcement personnel for the purpose of assessing which rap sheet fields are most needed by law enforcement to make informed decisions in the field. Data elements from Florida and Wisconsin, two states that already provide summary rap sheets, were compared and utilized to help develop the survey. Once the survey results are compiled and analyzed, they will be shared with the task team for review and consensus. Nlets will then develop a style sheet and complete a pilot with South Dakota.

3. Violent offender alerts: This objective is anticipated to develop a rating system to categorize criminal history records and deliver alert notices on whether a person of interest is a violent offender.

This objective will be initiated after completion of the rap sheet summary objective.

## Methamphetamine Abuses Associated With the Opioid Crisis

The Honorable John McMahon, Task Team Chair and Sheriff, San Bernardino County Sheriff's Department, California, representing the Major County Sheriffs of America

Sheriff McMahon provided a background and scope of the task team's focus area. Opioids are the focus of many communities, but there is a troubling increase in methamphetamine (or "meth") use in the United States. In some parts of the United States, particularly in the Midwest, the meth crisis is concomitant with the opioid epidemic; whereas in other regions, it is mostly unrelated. Moreover, recent data suggests that meth use is present in all 50 states. Unlike the previous meth crises in the late 80s and 90s, most of the meth used today emanates from northern Mexico and is produced in so-called super labs, which are controlled by Mexican drug cartels (or MDCs). The MDCs use super labs to produce enormous amounts of meth and then smuggle it across the Southwest border (SWB) in a condensed form. This is a major change from the small domestic labs that were common in the 1990s and early 2000s. Another major difference between the current foreign meth and the domestic meth produced in previous decades is that the foreign meth is extremely potent, has a high purity rate, and is relatively inexpensive.

Sheriff McMahon noted that the task team, representing a wide array of local, state, and federal law enforcement officers, civilian experts, analysts, and researchers, has met three times in 2019. The team is working to create a comprehensive white paper that would serve as an alert to law enforcement, provide detailed research, and serve as a point of reference for law enforcement agencies and their civilian counterparts to deal with the resurgent threat of meth in the United States. He provided the following points of consideration for the white paper's development:

- Organized crime factions, such as MDCs, have taken an industrial approach to the meth trade. In addition, the Mexican cartels continue to seek alternative methods of manufacture, with many precursor chemicals being sourced to companies in China.
- Additional factors contributing to increased meth prevalence include the ease of distribution across U.S. borders, collaboration with foreign opioid manufacturers, and a prevalent polypharmaceutical approach by many abusers.
- Law enforcement data has revealed that meth is emerging in areas not typically known for meth use, which suggests the widespread availability of the drug.
- Meth and opioid abuse share similarities and differences, which may bring a synergistic threat to the United States as a society.
- Here are some statistics and trends learned through the team's research:
  - Deaths from psychostimulants, primarily meth hydrochloride, increased by more than 250 percent between 2008 and 2015.
  - Between 2010 and 2015, death certificates of approximately 85 to 90 percent of individuals dying from psychostimulants listed meth.
  - Data from both the U.S. Drug Enforcement Administration (DEA) and medical examiners confirm that fentanyl and fentanyl analogs have been identified during analysis of meth.
  - There may be a link between meth abuse and human trafficking.
  - According to the U.S. Sentencing Commission, the number of meth offenders increased by 33 percent between FY 2013 and FY 2017.
  - Seizures of meth have increased dramatically since 2012, with seizures reported in every state.
  - Where meth is prevalent, communities are experiencing an increase in violent crimes and a decrease in economic activity. Workplace drug screens for meth have increased 33 percent since 2012.
  - According to the 2018 National Drug Threat Assessment and Customs and Border Protection (CPB), the SWB is the main entry point for meth. CBP estimates that 97 percent of meth seizures occur at or near the SWB, and seizures have increased 256 percent.
- The concurrent opioid epidemic has resulted in an increase in meth use for the following reasons:
  - The attraction of polypharmaceutical use
  - The fear of overdose from potent opioids such as fentanyl
  - The overburdened treatment facilities and vast resources being directed toward opioid abuse
- Concerted efforts should be made by U.S. medical, legal, and legislative professionals to:
  - Deter production of meth through enhanced enforcement and international liaisons.

- Deter transport and subsequent availability through surveillance of the Southwest border.
- Redirect funding into polypharmaceutical rehabilitation and drug treatment courts.
- Strengthen individuals with respect to their specific physical, mental, and spiritual needs.

Sheriff McMahon concluded his remarks by reiterating the need to recognize the resurgence of meth and the fact that it poses a serious threat to public health and law enforcement entities. He noted that the next steps will include refining the white paper based on comments and feedback. The next meeting is tentatively scheduled for April 25, 2019.

#### School Safety Task Team

Chairman Bowling shared that this team will be chaired by Mr. Jim Burch, President, National Police Foundation. A proposed list of task team members has been drafted and submitted to BJA for review. Once the membership list is approved, invitations will be sent out and a kickoff call scheduled to scope the priorities, identify task team activities, and determine initial next steps.

In summary, the School Safety Task Team will address the following two priorities consecutively.

#### 1. Identification of the Common Data Elements of School Violence Threat Assessments:

- This priority was recommended to the GAC by BJA Director Jon Adler as a critical need for the field.
- When the Stop School Violence Act was instituted, BJA solicitations were distributed addressing threat assessments.
- Having a group of subject experts determine the common data elements for threat assessments that would be timely and of great value to these efforts.
- The goal is not to replicate psychological profiles but, rather, to develop a more objective approach to assist threat assessment teams (e.g., type of weapon, gender, had pre-contact with law enforcement, firearm source) being created across the country.
- This resource would include guidance for non-law enforcement individuals (e.g., school officials), structured so that they can identify the indicators in an objective, professional way.
- This would assist in ensuring that the appropriate information is gathered to improve decision making in the prevention and deterrence of school violence and to enhance information sharing between schools and law enforcement.
- This effort also should include protocols for handling a potential threat and passing it to law enforcement (e.g., identifying threats on social media).

**Status:** Initial research on the national status of school violence threat assessments on behalf of the task team has occurred, and BJA has clarified that this priority is of significant value to the BJA-supported STOP School Violence Act of 2018.

#### 2. Guidance on Student Tips and Leads Reporting:

- There is a fast-growing movement across the nation to encourage students to report suspicious activity, such as through dedicated text numbers or off-the-shelf mobile phone applications.
- Implementations are occurring in a vacuum, with schools, counties, and states employing these systems without ensuring that:
  - There is no duplication or overlap between competing reporting systems.
  - The information is sent to the same place (e.g., school, fusion center, law enforcement).
  - An entity is identified to manage the information and when (e.g., a 24/7 service versus a 9:00-to-5:00 service).
  - responsibility is delegated for following up and reporting the information to the proper authorities.
- Guidance is needed on these implementations (e.g., in the form of a template or a considerations document) to ensure:

- That this capability is employed appropriately across a state.
- That the submitted information is not lost or does not go unreported.
- That the proper notifications are made (e.g., to school superintendents, school resource officers, and local sheriffs).
- Global will examine best practices for coordination of these efforts and work to develop a standard approach to triaging and responding to the information.

#### Immigration Enforcement Information Sharing Gaps

Chairman Bowling shared that this priority does not have a chair, since the larger task team is not going to be assembled until a series of information gathering roundtables is held to help scope the issue and determine next steps for Global. He provided the following overview:

- Law enforcement agencies are often on the front lines in dealing with immigration enforcement, as well as the crimes tied to illegal immigration. These offenses include transnational gang activity, human trafficking, smuggling, drug-related offenses, and other serious crimes. Issues traditionally thought of as being dealt with by border states, such as Arizona and Texas, are now impacting states from Oregon to Georgia. Although the federal government is responsible for regulating immigration to the United States, state and local law enforcement and communities play an important role in helping to ensure that immigration laws are effectively enforced. The motivation for involving local police agencies is to improve public safety.
- Law enforcement agencies face many challenges related to:
  - Information sharing
  - How their communities are affected by immigration
  - Understanding federal immigration laws and policies
  - Efforts to develop trust and cooperation with undocumented immigrants who are victims of or witnesses to crime

To support this priority, Global plans to explore the role of law enforcement in sharing information related to immigration enforcement to determine where the gaps are and what obstacles exist in the flow of information related to immigration enforcement. To this end, a phased approach will be used:

- Phase 1 will involve a series of virtual roundtables (or conference calls) for the purpose of identifying the gaps and obstacles. A separate roundtable will be held for federal partners; Southwest border state, local, tribal, and territorial (SLTT) agencies; and Northern border SLTT agencies.
  - **Status:** At this time, most of the representatives of these groups have been identified and have accepted invitations to participate in the roundtables. In support of the roundtables, research materials related to the information sharing systems and programs will be provided to participants. This will help facilitate a discussion about the systems that are used to support immigration enforcement information sharing, who has access, and the processes involved in the initiatives/programs. At the conclusion of the roundtable series, information sharing gaps will be compiled and prioritized in order to frame the business problem/priority.
- Phase 2 will involve an assessment of this information and determine the appropriate next steps for this priority.

#### Recommendations on Improving Disposition Reporting

Mr. Dave Roberts, Executive Director, SEARCH, The National Consortium for Justice Information and Statistics and Task Team Chairman

Mr. Roberts provided an overview of the recommendations for improving disposition reporting. He stressed that accurate and complete disposition information is needed to enable court systems, prosecutors, law enforcement, and other entities to make informed decisions. He noted, however, that there is a significant problem regarding unreported, inaccurate, or incomplete dispositions in criminal history records. The lack of disposition information causes a backlog for background checks, raises concerns for law enforcement attempting to access criminal histories for detained subjects, and affects the accuracy of the information in the FBI's national systems. In the mid-70s, disposition reporting was at approximately 66 percent. Yet by 2016, disposition reporting increased to only approximately 72 percent, despite the technological progress achieved over 40 years.

Among the fundamental issues is that federal and state courts are case-centric versus offender-centric, as well as document-centric versus data-centric, which makes connecting records difficult. In addition, this issue is not limited to the courts, since many prosecutors do not update prosecutorial dispositions when charges are changed (e.g., nonuse of or access to case management systems). In probation, this relates to probation revocations and disposition reporting.

It is important to note that SEARCH and the National Center for State Courts (NCSC) have been working on this issue for many years, bringing together teams from multiple states to discuss best practices and issues in disposition reporting as well as surveys. Critical factors were considered, such as statewide automation with a central repository. SEARCH plans to hold criminal history repository meetings with other states in the future. SEARCH reports that 13 states have 90 to 100 percent full disposition-reporting availability. Information will be provided to the task team on SEARCH's efforts as well as on participation by SEARCH and the NCSC.

Suggested guidance may include an outline of the problem and its impact, a snapshot of the current status of disposition reporting, identification of gaps, recommendations for responsibility for disposition reporting, and featured examples of states that have improved disposition reporting and how this was accomplished. This guidance also may include training recommendations for front-line court employees to enter dispositions, as well as for prosecutors.

**Status:** Since this is a large priority, it is currently undergoing scoping efforts by the GESC before the task team is launched.

#### **LEADERSHIP'S THOUGHTS FROM THE SPRING 2019 GAC MEETING AND THE WAY AHEAD**

Chairman Bowling shared that, since Global's inception, more than 600 deliverables have been developed. He also referred participants to the Global Information Sharing Toolkit, GIST, available at [www.it.ojp.gov/gist](http://www.it.ojp.gov/gist), to access the host of Global resources available for the field.

Chairman Bowling informed the members that a second GAC meeting is anticipated this fall, as well as a quarterly conference call anticipated in July 2019.

Ms. Trautman, BJA, and Mr. Lewis, BJA, on behalf of Mr. Dummermuth, OJP, and Director Adler, BJA, thanked everyone for their contributions to the Global mission. Chairman Bowling thanked everyone for their participation. The meeting was adjourned at 2:30 p.m., ET.

**Global Justice Information Sharing Initiative (Global)  
Advisory Committee (GAC, Committee)**

**Spring 2019 Meeting**



**Office of Justice Programs (OJP)  
Grand Ballroom, Room 3101  
810 Seventh Street, NW  
Washington, DC 20531**



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**9:00 a.m. – 9:05 a.m.**

**Convene and Welcoming Remarks**

*Kevin Bowling, JD, Global Advisory Committee (GAC) Chairman and Court Administrator, 20th Circuit and Ottawa County Probate Courts, Grand Haven, Michigan*

**9:05 a.m. – 9:20 a.m.**

**GAC Member and Attendee Introductions**

*Facilitated by GAC Chairman Bowling*

- Roundtable introductions of Global members and alternates
- Introduction of federal officials, special guests, and observers

**9:20 a.m. – 9:35 a.m.**

**U.S. Department of Justice Federal Officials' Remarks**

*Ms. Tracey Trautman, Deputy Director, Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice, and Global Designated Federal Official*

*Mr. Matt Dummermuth, Principal Deputy Assistant Attorney General, Office of Justice Programs, U.S. Department of Justice*

**9:35 a.m. – 9:45 a.m.**

**Setting the Stage: Agenda Overview and Anticipated Outcomes**

*GAC Chairman Bowling*

**9:45 a.m. – 10:15 a.m.**

**Facial Analysis and Recognition Project: Joint Law Enforcement Imaging Technology Task Force**

*Mr. Patrick Doyle, Chair, IJIS Institute/International Association of Chiefs of Police Law Enforcement Imaging Technology Task Force*

**10:15 a.m. – 10:30 a.m.**

***Break***

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- 10:30 a.m. – 11:00 a.m.**      **Interstate Commission for Adult Offender Supervision**  
*Ms. Ashley Lippert, Executive Director, Interstate Commission for Adult Offender Supervision*
- 11:00 a.m. – 11:30 a.m.**      **Citation in Lieu of Arrest**  
*Mr. David Roberts, Executive Director, SEARCH, The National Consortium for Justice Information and Statistics*
- 11:30 a.m. – 11:45 a.m.**      **National Information Exchange Model (NIEM) Update**  
*Mr. Ryan Schultz, NIEM Program Manager, U.S. Department of Defense*
- 11:45 a.m. – 12:15 p.m.**      **Membership Roundtable: Updates From the Floor and Suggested Next Steps for the GAC**  
*Facilitated by GAC Chairman Bowling*
- During this roundtable, members will have an opportunity to report on current information sharing projects and initiatives under way within their respective associations and bring priorities to the floor for Global consideration, as well as discuss points raised during the presentations.
- 12:15 p.m. – 1:30 p.m.**      **Lunch (on your own)**
- 1:30 p.m. – 1:50 p.m.**      **Bureau of Justice Assistance Director's Remarks**  
*Mr. Jon Adler, Director, Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice*
- 1:50 p.m. – 2:05 p.m.**      **Criminal Intelligence Coordinating Council Update**  
*Mr. Mike Sena, Director, Northern California Regional Intelligence Center, Vice Chair, Criminal Intelligence Coordinating Council (CICC), and GAC member representing the National Fusion Center Association*

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

## Spring 2019 Meeting



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**2:05 p.m. – 2:25 p.m.**

#### **Global Priorities and Updates**

Nationwide Criminal History Records Task Team  
*GAC Chairman Bowling*

Methamphetamine Abuses Associated With the Opioid Crisis Task Team  
*The Honorable John McMahon, Task Team Chairman*

School Safety Task Team  
*Jim Burch, Vice President, National Police Foundation, and Task Team Chairman*

Immigration Enforcement Information Sharing Task Team  
*Chair TBD*

Disposition Reporting Task Team  
*Mr. David Roberts, Task Team Chairman and Executive Director, SEARCH, The National Consortium for Justice Information and Statistics*

Note: This task team is anticipated to begin following completion of earlier task teams. Efforts to scope the priority are under way.

**2:25 p.m. – 2:30 p.m.**

#### **Leadership's Thoughts From the Spring 2019 GAC Meeting and the Way Ahead**

*GAC Chairman Bowling and GAC Vice Chairman Milstead*

- Quarterly GAC conference call, anticipate in June 2019 (TBD)
- Fall 2019 GAC Meeting, anticipated in October 2019 (TBD)
- Ethics Training will begin at 3:00 p.m. in Room 8101

**2:30 p.m.**

#### **Adjournment**