

ILLINOIS INTEGRATED JUSTICE INFORMATION SYSTEM

Strategic Plan 2003-2004

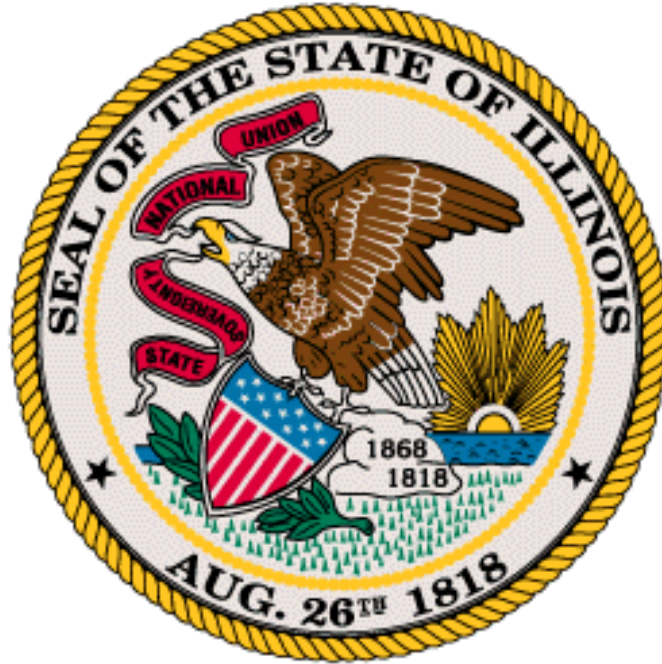


Acknowledgment of Contributors

The IIJIS Governing Board wishes to recognize and thank those who provided financial support, technical assistance, leadership, proofreading, and editing in the creation of this document. While this plan presents an Illinois-specific approach, the concepts contained within are not unique or original. Many local, state, and federal entities throughout the nation are actively planning or implementing integrated justice information systems and have shared their work with others. This nationwide effort played a significant role in the creation of this blueprint for justice information sharing in Illinois.

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Endorsement Letter from the IIJS Governing Board

To the Governor, Members of the General Assembly, and Citizens of Illinois:

We, the undersigned members of the Illinois Integrated Justice Information System (IIJS) Governing Board, believe this Strategic Plan sets forth strategies to accomplish our goal of integrating Illinois justice information. Implementation of this plan will provide justice practitioners with the tools needed to better protect our citizens by sharing complete, accurate, timely, and accessible information.

Our individual organizations collectively reaffirm our commitment to the IIJS Strategic Plan and look forward to improving the quality of justice through more informed decision-making.

As we move forward, we must continue to champion this cause, hold ourselves accountable for achieving these goals, and work together to ensure our continued success.

Respectfully,

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Executive Summary

Overview

Justice agencies throughout Illinois recognize the central importance of sharing accurate and complete information in a timely manner. Enterprise-wide information sharing improves the quality of justice and public safety by eliminating error-prone redundant data entry, providing timely access to critical information, enabling information sharing without regard to time or space, and improves the consistency and reliability of information at key decision points.

The integration of justice, public safety, and other forms of governmental information transcends the day-to-day operational needs and priorities of justice agencies and becomes, in light of the terrorist attacks of September 11, a national security imperative. Integration, however, is needed not only to respond to threats of international terrorism, but also for domestic terrorism, major incident response, natural disasters, and to support the daily operation of our justice and public safety enterprise.

In recognition of these evolving priorities, members of state, local, and county agencies throughout Illinois began planning for a broad program of justice integration. At this group's request, the Governor signed Executive Order Number 12 (2001) that created the Illinois Integrated Justice Information System (IJIS) Governing Board (hereafter, Governing Board). The Governing Board is comprised of representatives from state and local justice agencies, social service agencies, and other key stakeholder and use communities.

The Governing Board was charged with coordinating and directing the State's integrated justice planning efforts. In order to provide formalized guidance, the Governing Board created two committees: the Planning Committee and the Technical Committee. A third committee, the Outreach Committee, was subsequently convened to develop general information and educational resources for the public and the justice community regarding integrated justice, to identify and garner support for statewide decision-makers, and to seek commitment from stakeholders.

The Planning Committee was convened to create a strategic plan for the integration of justice information systems throughout Illinois. In order to draft such a plan, the Planning Committee created the *Scenario for Information Sharing in Illinois*, a vision of the future state of integration in Illinois.

The Technical Committee was convened to conduct a needs assessment to investigate and analyze the existing components of the Illinois justice process in order to document any gaps between the desired state of integration, as set forth in the Scenario, and current information sharing practices in Illinois. That needs assessment included the identification of data exchange points in the Illinois justice system to determine where

automation would enhance the timely sharing of accurate and complete information, and how to automate those exchanges where participants are willing and ready. The combined work of the Planning and Technical Committees led to the identification of the following seven strategic issues.

Strategic Issues

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

The Governing Body must be created legislatively to set goals and objectives for integrated justice information systems, to foster communication and collaboration with justice stakeholders, to coordinate the funding of integration efforts, and to maintain public accountability of the justice system.

Issue 2. Integrated collecting and sharing of justice data.

Relevant information must be collected in an automated fashion and electronically shared among appropriate justice, public safety, and governmental agencies and courts. In order to coordinate and share information electronically, the utilization of interoperable technological applications must be encouraged throughout the justice/public safety enterprise.

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

The broad interests of justice, public safety, and homeland security initiatives must be addressed while respecting individual privacy interests, preventing unauthorized disclosures of information, and enabling appropriate public access to relevant information. To prevent unauthorized disclosures of information while allowing appropriate access, a uniform Privacy Policy must be developed based upon fair information practices and adopted by all Illinois justice agencies.

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

An integrated justice information system requires the coordination of integration funding and other resources among national, state, and local participants to promote collaboration and minimize duplication of efforts. Differences in stakeholder needs must be taken into account when allocating integration resources.

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

Integrated justice information sharing requires the development and implementation of information system standards and regulations for data sharing and infrastructure development. These standards and regulations must be compatible with national integrated justice initiatives.

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

In order to promote the effective sharing of justice information across agency and jurisdictional boundaries, meet stakeholder requirements, and promote availability, reliability, stability, and coverage, the existing IT infrastructure must be expanded, enhanced, and maintained.

Issue 7. Rapid identification through biometric technologies.

Because of the consequences of decision-making throughout the justice and public safety enterprise, positive identification must be established through the use of various biometric technologies. In order to expand the use of biometrics for rapid identification of subjects, cost effective technological applications must be identified and any legal or public policy barriers regarding their use documented.

Conclusion

Integration and the automated sharing of relevant information throughout the justice enterprise is essential for public safety, homeland security, quality of justice and the efficient expenditure of scarce public resources. Successful planning, implementation and management requires disciplined and visionary leadership, strong and active support among all stakeholder agencies and branches of government, sustained financial support and effective management, technical development of standards and infrastructure, and policy development to facilitate appropriate business practices and legal policies.

The Strategic Plan presented here outlines a course of action that will enable Illinois to build general systems capabilities to get the right information to the right people all of the time. By adopting and executing this plan, we can initiate the steps necessary to develop a justice information sharing capability that will benefit all people in Illinois.

IIJIS Strategic Plan

Introduction

Justice practitioners in Illinois make countless daily decisions throughout the broad spectrum of the justice enterprise regarding traffic stops, filing of complaints, arrest, booking, prosecution, pretrial release, conviction, sentencing, probation, and parole release and revocation, and correction discharge. Many of these decisions involve offenders with violent criminal histories who may represent a threat to public safety. It is an unfortunate reality that the limited availability, timeliness and/or quality of information too often hinders informed decision-making, sometimes resulting in tragedy and frequently crippling the fair and efficient operation of the justice system.

Beyond the daily administration of justice at state and local levels, the tragic events of September 11 have profoundly changed our world. In light of these unprecedented events, a host of legislative and policy measures have been planned or implemented to bolster security at the nation's airports and international borders, as well as key government buildings and critical infrastructure. In addition to these direct enhancements of physical/plant security, there are growing calls for programs and technologies to establish and verify the positive identity of people—flight training applicants, airline passengers, airline/airport employees, visa/admissions applicants—and a need to link these systems for positive identification to critical databases for background screening.

State, local, and federal justice agencies throughout the nation have recognized the need for effective information sharing and are acting to implement communications and information systems capabilities that meet the growing needs of an ever-expanding community of stakeholders. Despite widespread public belief that justice information is immediately available and universally shared within and across jurisdictions, practitioners recognize the limitations inherent in existing systems. In reality, this information is often fragmented, collected in different forms and formats, sometimes still in manual forms, and frequently limited to the organization responsible for initial collection.

By integrating the flow of justice information within Illinois, critical data can be electronically shared in a complete, accurate, and timely manner. Access to shared information will improve decision-making and the quality of justice, enhance public safety and security, and with the proper safeguards, ensure the privacy and confidentiality of the information.

Background

Recognizing the importance of electronically sharing critical data, documents, and images, representatives from various Illinois justice agencies formed a strategic planning workgroup in December 2000. This group, with assistance from the National Governors' Association (NGA), obtained a \$973,666 grant from the United States Department of Justice (DOJ) to initiate an integrated justice planning process in Illinois.

Realizing the need for formalized guidance, this group asked the Governor to create a formal oversight body to coordinate and direct the state's integrated justice system planning efforts. As a consequence, Executive Order Number 12 was issued on December 6, 2001 creating the Illinois Integrated Justice Information System (IIJIS) Governing Board (hereafter Governing Board). The Governing Board is comprised of representatives of local, county, and state justice agencies and associations (Appendix 1), and was charged with several tasks, including the development of a strategic plan for the integration of Illinois justice and court information.

Strategic Planning

The IIJIS Governing Board adopted the strategic planning process to develop an integrated justice plan for Illinois. Strategic planning methods include a wide variety of analysis and decision-making tools and techniques. They are a way of answering the question: "Where should we be going and how will we get there?" Strategic planning, as distinct from other more limited forms of planning, is usually about the major decisions organizations face regarding their future. The plan is strategic in that it involves decisions and actions with major consequences extending over long periods of time.

The Planning Committee followed a set of distinct components or phases. The desired future state of justice integration (i.e., where we want to be) was determined by the *Scenario for Information Sharing in Illinois* (Appendix 2). A gap analysis was then employed that examined the current state of justice information management and exchanges, and revealed the obstacles to achieving the desired future state. This work was carried out through discussion groups with justice practitioners, examination of the major state justice information systems and networks, and through detailed documentation of interagency justice information exchange points (Appendix 3). This work is continuing through the adoption and development of data exchange standards, surveys of local justice agencies regarding their data management and exchange practices, and outreach to county-level integration planning efforts (Appendix 4). These methods have revealed the issues, goals, objectives, outcomes, and performance measures that have become the strategic plan (i.e., how we get there from here).

Performance Measures and Accountability

Performance measures are essential elements in designing strategic plans that have well defined objectives, explicit and demonstrable program deliverables, and realistic timeframes. Additionally, incorporating measures into the fundamental structure of the

strategic plan helps in creating baseline performance measures of existing systems and capabilities, provides a measure of discipline in evaluating the relevance and contribution of individual projects to overall program goals, and ensures accountability by creating objective measures of success that all participants can agree on priority.

The IIJIS Strategic Plan contains performance measures that enable stakeholders to define interim milestones in objective and measurable terms, continuously measure progress toward completion of specific project deliverables, consistently ensure that project deliverables are tightly coupled and relevant to overall program goals, and enforce accountability in individual projects and the overall program. Examples of performance measures include the number of agencies sharing justice information electronically and the number of stakeholder needs addressed.

Strategic Plan Assumptions

Because we are shaping the future vision for integration in Illinois, the IIJIS Governing Board had to make a number of important assumptions. The following three recurring assumptions should be noted:

- Although performance measurements generally assess progress toward achieving defined goals and objectives, parts of this initial plan will measure progress toward the establishment of a baseline for future measurement.
- The effective date of the proposed legislation (Appendix 5) will be July 1, 2003.
- Due to current fiscal shortfalls in Illinois, it is not our intent to seek any Illinois General Revenue funding in FY04 or FY05. Funding for the first two years of this plan will be provided by federal grant funds earmarked for integration by the Illinois Criminal Justice Information Authority, and we will continue to seek other federal and private funding sources.

Plan Organization

The core of this plan is the seven strategic issues identified and prioritized during the planning process. To resolve these issues, the plan includes goals, objectives, outcomes, and performance measures. As a prelude to the issues, this strategic plan includes a discussion of integration from the Office of Justice Programs and a chart depicting the benefits of integrated justice information. Vision, mission, and value statements, as well as the National Association of State Chief Information Officers (NASCIO) Guiding Principles for Integrated Justice have been adopted as the foundation to guide integration efforts.

What Is Integration?¹

Integrated justice information sharing generally refers to the ability to share critical information at key decision points throughout the justice enterprise. It should be noted that integration also includes the sharing of information with traditionally non-justice agencies (for example, other governmental agencies, health and human services organizations, treatment service providers, schools and educational institutions, licensing authorities, etc.), and with the public, which increasingly is demanding greater and more varied access to an expanding array of government information and services. Moreover, this information sharing and access extends across agencies and branches of government at the local level (that is, horizontal integration), as well as interested practices in other local, State and Federal jurisdictions (that is, vertical integration), and may well include civil information, such as non-support orders, civil orders of protection, etc.

Building integrated justice information systems does not mean that all information between agencies is shared, without regard to the event, the agencies involved or the sensitivity of the information available. Rather, agencies need to share critical information at key decision points throughout the justice process. There is explicit recognition that this sharing of information can be accomplished by any of a variety of technical solutions, or a combination of technical solutions, including data warehouses, consolidated information systems, middleware applications, standards-based document sharing, etc. Integrated justice does not presume any particular technological solution or architectural model.

Moreover, the integration of justice information is properly viewed as a broad and significant process that is dynamic and multifaceted in nature, and part of the ongoing evolution in justice business practices, not as a simple project to share information with discrete beginning and termination points. Building integration and information-sharing capabilities in justice often contemplates fundamental changes in business practices across agencies and jurisdictions, and between branches of government. As a consequence, integration typically raises important legal, constitutional and policy issues that must be addressed. Moreover, integration and sharing of information between justice agencies, with other governmental agencies, and with the general public raises new and important privacy and confidentiality issues that must also be addressed.²

¹Much of this initial discussion of integration is taken from David J. Roberts, *Integration in the Context of Justice Information Systems: A Common Understanding*, (Sacramento, California: SEARCH, The National Consortium for Justice Information and Statistics, October 2001), available at www.search.org

²See http://www.it.ojp.gov/services/public_access.html for references to documents addressing privacy and confidentiality of justice information. Note: This site is being developed by OJP and is expected to be available soon.

Integration also affords an important opportunity to reengineer operations in substantive respects. Mapping the information exchanges among justice agencies, and between justice and non-justice agencies and other users, often identifies significant duplication in data entry, redundant processing and circuitous business processes that are evidence of the piecemeal automation practices endemic in most jurisdictions. Careful strategic planning and attention to detail in design sessions can illuminate fundamental flaws in information exchange that can be corrected in integrated systems development. Too often agencies have simply “paved the cow path,” rather than critically examining the dynamics of information exchange and building automation solutions that incorporate the reengineering of business processes.

These factors demonstrate the inherent complexity of building information sharing capabilities in the justice enterprise, and underscore the importance of focusing on the ongoing process of information exchange.

Who are today's decision-makers? The officer in her cruiser checking the warrant file via a cellular connection from a laptop computer. A judge on the bench making a bail decision based on the criminal history record information on his computer monitor. The prosecutor deciding whether a defendant should be treated as a first time or a habitual offender. A public defender showing his



client an online report from the toxicology lab, describing its analysis of a substance seized during his arrest. A probation officer who receives notice that one of his probationers was arrested last night in a nearby jurisdiction. A prison official about to release an inmate for completion of a sentence, unaware that this same inmate is wanted by a jurisdiction 1,500 miles away. A court scheduling clerk who sets a case for trial, not knowing that one of the attorneys in the case is already booked for a murder trial in another court.

By integrating relevant justice information systems, and enabling broad electronic sharing of critical data at key decision points, the operational objective of IJIS is to increase the likelihood that in each of these, and in many other instances, the best information (i.e., current, accurate and complete information) will be instantly available to the decision-maker, thereby improving the quality of their decisions, the safety of the public, and the security of the nation.

Some of the same information previously shared only among justice and public safety agencies is today being used by civil courts processing juvenile cases, issuing protective orders, or going after assets when child support or restitution payments are not made. Moreover, an expanding array of non-justice users (e.g., gun dealers, drug treatment providers, social service agencies, daycare operators, and school administrators) also rely on instant access to good quality justice information.

The examples given here of information shared through integrated systems are no longer based in fantasy. They are in use today and describe the ultimate potential of shared information. However, the stark reality is that for most jurisdictions, critical decision-support information is not available, sometimes within the same organization, or between agencies within a jurisdiction, or between neighboring municipalities, counties, and states. And in those places where information is shared, the data being shared are frequently of poor quality.

The kinds of information that can be shared are changing, too. In a digital environment, fingerprints, photos, maps, investigative records, drug test results, and satellite tracking of ankle bracelets-all can be conveyed across existing networks.

In a world where the same VISA card can be used in Paris, France or Paris, Tennessee, public patience is wearing thin with a justice community where critical public safety information is not immediately available from the next county. Aside from the more obvious public safety implications of disconnected information, another result is the waste of public resources that occurs when the best decision is not made, thousands of times every day. Police officers scheduled to testify on their day off, incurring overtime expense. A prisoner is not delivered on the day of trial wasting precious judicial, legal, and courtroom resources. A juvenile who has failed out of three previous placements is assigned to a first offender's drug treatment program.

Making better decisions improves public safety and results in the efficient use of public resources. Having the right information at the right place and at the right time results in better decisions. Integration of information systems is what enables the delivery of that information.

How Does Integrated Justice Information Benefit Me?



Vision/Mission Statements

Vision

The IIJIS Governing Board envisions Illinois becoming a recognized leader in justice information sharing, benefiting all people in Illinois and across the nation by creating a statewide justice information sharing capability that provides secure and timely access to accurate and complete information throughout the justice enterprise. Through integrated justice information sharing we will enhance the safety, security, and quality of life in Illinois; improve the quality of justice, the effectiveness of programs, and the efficiency of operations; and ensure informed decision-making, while protecting privacy and confidentiality of information.



Mission

Our purposes are to:

- Bring stakeholder organizations together to comprehensively and effectively plan justice information systems,
- Coordinate information systems development activities,
- Build and expand the range of effectiveness of information systems and sharing capabilities, and
- Improve the effectiveness, efficiency, timeliness, accuracy, and completeness of information.

The IIJIS Governing Board represents justice agencies spanning the full spectrum of the justice enterprise, including law enforcement, prosecution, defense, the judiciary, corrections, and relevant non-justice agencies, at city, county, and state levels.

Values

The IIJIS Governing Board has adopted the following values to guide the development of an integrated justice system for Illinois.

Efficiency of Operations/Effectiveness of Services

- Providing information that is accurate, complete, and timely
- Ensuring available and accessible information for time-critical decisions

Teamwork/Collaboration/Cooperation/Commitment

- Establishing and promoting information sharing partnerships among the practitioners of justice, public safety, and homeland security community (and with others who require close coordination with this community) to effectively serve the needs of the public
- Protecting the confidentiality/privacy of individuals according to public policy
- Maintaining information security and ensure appropriate access

Innovation

- Promoting and embracing innovative solutions
- Adapting to and exploiting the rapid advances in information technology
- Anticipating and participating in change

Goal and Action Orientation

- Setting achievable goals and objectives
- Adopting a bias for action
- Taking the leadership initiative
- Solving problems and moving forward

Accountability

- Being accountable to the people of Illinois
- Conducting our business in a fiscally responsible manner
- Employing performance measurement and soliciting feedback
- Providing services that build public trust

Guiding Principles for Integrated Justice³

Integration is designed to address the operational needs of justice agencies, as well as a host of outcome-based societal objectives. In spite of these varying objectives, there are several fundamental principles that guide the development of integrated justice information systems.

1. Information is captured at the originating point, rather than reconstructed later;
2. Information is captured once and reused, rather than re-captured when needed again;
3. Integrated systems fulfilling these functions are comprised of, or derived from, the operational systems of the participating agencies; they are not separate from the systems supporting the agencies;
4. Justice organizations will retain the right to design, operate, and maintain systems to meet their own operational requirements. However, as with any network capability, participants must meet agreed upon data, communication, and security requirements and standards in order to participate;
5. Whenever appropriate, standards will be defined, with user input, in terms of performance requirements and functional capabilities, rather than hardware and software brand names;
6. Security and privacy are priorities in the development of integrated justice capabilities and in the determination of standards;
7. Integration builds on current infrastructure and incorporates capabilities and functionality of existing information systems, where possible; and
8. Because of the singular consequence of decision-making throughout the justice enterprise, establishing and confirming the positive identity of the record subject is crucial.

³ Source: *Concept for Operations for Integrated Justice Information Sharing*, National Association of State Chief Information Officers (NASCIO), David J. Roberts, Deputy Executive Director, SEARCH, January 2002

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

Introduction to the Issue:

Without a well-defined governance structure, existing and future integration will be fragmented and preclude a unified effort. Technology by itself cannot solve all system integration problems, and even the best-equipped integration effort will soon become bogged down without an effective Governing Body to chart its course. A well-defined governance structure will improve the justice information integration process by enhancing communication, establishing and promoting guidelines and policies, reducing turf battles, and fostering coordination and cooperation. The Governing Body can also play a crucial role in securing funding and other resources for integration efforts. The Governing Body must have not only the authority to make and execute key decisions affecting justice integration, but also the position and influence to ensure that those decisions produce the intended actions. It is important that the role of the Governing Body continues beyond the planning stage. Although its structure, membership, and primary focus may change over time, the Governing Body must face the challenge of “keeping the momentum” as IIJIS evolves from a project with a set lifespan to an ongoing way of doing business in the justice community.

Strategic Challenge:

How will we establish a Governing Body to oversee and guide the development, implementation, and evaluation of effective justice information sharing?

Strategic Goal 1: Enact legislation contained in Appendix 5 that creates and empowers the IIJIS Governing Body to guide Illinois integrated justice information sharing initiatives.

Objective 1.1:

By January 2003, identify legislative champions and interest groups to garner support from statewide decision-makers.

Objective 1.2:

By July 2003, secure legislation creating and empowering the IIJIS Governing Body.



Outcomes:

- Enacted legislation
- Broadened support base
- Established guidelines for integration oversight
- Coordinated and collaborative leadership
- Improved justice information integration process
- Continued momentum toward integration in Illinois

Performance Measures:

- Legislation signed by the Governor by July 2003
- Percent of legislators and interest groups supporting Governing Body legislation

Strategic Goal 2: Provide direction by setting realistic and prioritized goals and objectives.

Objective 2.1:

Establish and oversee advisory committees as needed (including but not limited to the planning, technical, and outreach committees) to research and make recommendations on a variety of integration issues.

Objective 2.2:

On an ongoing basis, oversee, prioritize, and review integration initiatives to ensure they achieve IIJIS goals and objectives.

Objective 2.3:

On an ongoing basis, devise strategies to manage risks and resolve obstacles.

Objective 2.4:

Annually update strategic plan to provide ongoing and long-term direction.

Outcomes:

- Achievement of IIJIS goals and objectives
- Collaboration of expertise on advisory committees
- Prioritized initiatives
- Consistent progress toward integration in a dynamic environment
- Minimized risks
- Resolved obstacles
- Coordinated long-term direction

Performance Measures:

- Year 1: Number of integration initiatives reviewed/approved
- Year 2: Percent increase of integration initiatives reviewed/approved
- Percent of stakeholders represented and providing input on advisory committee
- Percent of stakeholders participating in annual review
- Percent of strategic plan review completed annually
- Year 1: Number of devised strategies that reduce risk and/or eliminate obstacles
- Year 2: Percent increase of devised strategies that reduce risk and/or eliminate obstacles

Strategic Goal 3: Foster and maintain ongoing collaboration and open communication with stakeholders.

Objective 3.1:

Actively and continuously seek the input, assistance, and participation of stakeholders to collaborate on justice information sharing initiatives.

Objective 3.2:

On an ongoing basis, communicate with stakeholders to identify their needs and sustain their commitment.

Objective 3.3:

On an ongoing basis, communicate justice information sharing initiatives, progress, and successes to stakeholders to foster collaboration.

Outcomes:

- Sustained commitment and support from stakeholders
- Increased awareness and responsiveness to stakeholder needs
- More informed and involved stakeholders
- Improved communication with stakeholders

Performance Measures:

- Year 1: Number of stakeholder needs identified/resolved
- Year 2: Percent increase of stakeholder needs identified/resolved
- Percent of status reports completed and communicated to stakeholders
- Percent of stakeholders represented and providing input

Strategic Goal 4: Coordinate funding and other resources to move the business of integration forward while maintaining accountability to the public.

Objective 4.1:

By September 2003, develop sound processes to coordinate integrated justice funding and other resources.

Objective 4.2:

Annually review the processes developed to coordinate integrated justice funding and other resources.

Objective 4.3:

On an ongoing basis, allocate funding and other resources to ensure coordinated distribution.

Outcomes:

- Consistent progress toward integration
- Increased accountability to the public
- More efficient use of resources
- Better coordinated distribution of funding and other resources

Performance Measures:

- Percent of process development completed by September 2003
- Level of stakeholder satisfaction with resource allocation process
- Percent of resource requests resulting in an allocation

Strategic Issue 2: Integrated collecting and sharing of justice data

Introduction to the Issue:

Illinois has a patchwork of disparate systems that cannot easily share the information needed by justice decision-makers. IIJIS sees the need for sharing justice information for public safety and security, and incident tracking for single or multiple offenders. IIJIS must harness the resources of current and future justice databases, and develop standards/regulations allowing for strategic information to be shared efficiently, timely, accurately, and completely. IIJIS must broker identified resources of existing pools of information allowing access by authorized users yet protecting individual rights of privacy. Acquisition policies concerning the procurement of computers in justice agencies have, understandably, focused on the operational and information needs of the purchasing agency. Data regarding identification, incidents, criminal history, and current status information must not only be available real-time but also available via land-line and wireless platforms. Stand-alone systems must be encouraged to conform to data exchange standards/regulations to facilitate justice information sharing while maintaining accurate, reliable databases.

Strategic Challenge:

How will IIJIS capture, integrate, and develop ways to share justice data?

Strategic Goal 1: Capture information once, share it appropriately, and make it available for repeated use.

Objective 1.1:

By December 2004, increase the ability to share information electronically by distributing standards to stakeholders and encouraging their use for electronic data exchanges regarding identifiers and events.

Objective 1.2:

On an ongoing basis, minimize redundant entry by electronically capturing data at the source and routing that information to other systems.

Objective 1.3:

On an ongoing basis, identify and encourage mechanisms that reduce paper-based processing, employing rapid electronic transmission from the source to authorized users of justice data.

Objective 1.4:

On an ongoing basis, identify mechanisms and encourage their use to reduce human intervention in the course of capturing and sharing justice data.

**Objective 1.5:**

By December 2004, devise strategies to encourage the availability criminal/incident data within the recommended justice information sharing framework.

Objective 1.6:

By December 2004, devise strategies and develop audit guidelines to maintain timeliness, accuracy, and completeness of information.

Outcomes:

- Increased ability to share information electronically
- Minimized redundant entry
- Reduced human intervention
- Reduced paper-based processing
- Increased availability of criminal/incident data
- Improved effectiveness, efficiency, timeliness, accuracy, and completeness of information

Performance Measures:

- Year 1: Number of stakeholders receiving and using standards/regulations
- Year 2: Percent increase of stakeholders using standards/regulations
- Number of identified redundancies eliminated
- Number of mechanisms identified to reduce paper-based processes
- Number of mechanisms identified that reduce manual processing (human intervention)
- Percent increase in availability of criminal/incident data
- Number of strategies and audit guidelines developed within established time frame

Strategic Goal 2: Coordinate and share information electronically.

Objective 2.1:

On an ongoing basis, encourage participating agencies to provide information that is standards-based and consistent to increase the ability to share electronically.

Objective 2.2:

On an ongoing basis, encourage timely, accurate, and complete electronic capture and dissemination of information to authorized users of justice data.

Outcomes:

- Increased public safety and security
- Better justice decision-making
- Seamless exchange of meaningful data
- More information available
- Improved timeliness, accuracy, and completeness of information

Performance Measures:

- Year 1: Number of stakeholders adopting standards/regulations for electronic information exchange
- Year 2: Percent increase of stakeholders adopting standards/regulations for electronic information exchange
- Percent increase of agencies sharing information electronically

Strategic Goal 3: Interoperable technological applications will be used rather than closed single-institution applications.

Objective 3.1:

By January 2003, identify the common information exchanges between justice agencies and determine where interoperability between exchanges provides the greatest benefit to two or more justice agencies.

Objective 3.2:

On an ongoing basis, encourage statewide interoperable technological applications over closed single-institution applications.

Outcomes:

- Improved justice, public safety, and homeland security information
- Fewer closed single-institution applications
- More interoperable technological applications

Performance Measures:

- Year 1: Number of identified interoperable exchanges which benefit two or more justice agencies
- Year 2: Percent increase in interoperable exchanges

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

Introduction to the Issue:

As justice information is more efficiently gathered, analyzed, and shared, the need to protect personal privacy becomes more apparent. This is especially important given the fact that information shared through an integrated justice system is very likely to include sensitive information that is not traditionally considered justice information. To prevent unauthorized disclosures of information while allowing appropriate access, a uniform Privacy Policy must be developed based upon fair information practices and adopted by all Illinois justice agencies. Failing to develop a uniform Privacy Policy puts the public at risk that inaccurate or incomplete justice information or private information may be inappropriately released and subsequently used to one's detriment. This risk is made greater by the fact that once personal information is publicly released, it is forever public. There is a need to develop systems and policies which preserve the integrity and effectiveness of public safety efforts while protecting individuals from inappropriate use or release of information and promoting appropriate public access for oversight of the justice process.

Strategic Challenge:

How will IIJIS promote justice information sharing that serves justice, public safety, and homeland security needs, while protecting privacy, preventing unauthorized disclosures of information, and allowing appropriate public access?

Strategic Goal 1: Establish a set of privacy principles to guide the ongoing development of Privacy Policy for integrated justice information sharing.

Objective 1.1:

By March 2003, convene a Privacy Advisory Committee to the IIJIS Governing Body composed of experts and stakeholder representatives from diverse backgrounds.

Objective 1.2:

By September 2003, review background research into fair information practices and other privacy principles.

Objective 1.3:

By November 2003, develop, distribute for review, and recommend a set of common privacy principles to be used in the development of a Privacy Policy.

Objective 1.4:

By December 2003, the IIJIS Governing Body will adopt privacy principles to be used in the development of a Privacy Policy.

Outcomes:

- Increased expert and stakeholder representative participation
- A set of principles to guide Privacy Policy development
- Adoption of Privacy Principles by the IIJIS Governing Body by December 2003

Performance Measures:

- Number of stakeholders represented and providing input on advisory committee
- Number of background research documents completed and reviewed by the Privacy Advisory Committee by September 2003
- Year 1: Number of stakeholder agencies receiving and approving Privacy Principles
- Year 2: Percent increase of stakeholder agencies approving Privacy Principles
- Number of Privacy Principles adopted

Strategic Goal 2: Develop and adopt a Privacy Policy for the sharing of justice information.

Objective 2.1:

By December 2003, the Privacy Advisory Committee to the IIJIS Governing Body will identify current practices regarding collection, use, and disclosure of information throughout the justice system.

Objective 2.2:

By December 2003, complete a comprehensive review of existing national and state privacy-related statutes and administrative regulations as well as their accompanying case law.

Objective 2.3:

By May 2004, research and identify desirable privacy practices.

Objective 2.4:

By September 2004, analyze and document any gaps and barriers among current privacy practices, current statutory and regulatory privacy requirements, and desired privacy protections.

Objective 2.5:

By November 2004, develop, distribute for review, and recommend a Privacy Policy to the IIJIS Governing Body.

Objective 2.6:

By December 2004, the IIJIS Governing Body will adopt a Privacy Policy.

Outcomes:

- Increased awareness and understanding of privacy issues
- Greater accountability to stakeholders
- A clearly stated Privacy Policy
- Increased public confidence in justice information practices
- Adoption of the Privacy Policy by the IIJIS Governing Body by December 2004

Performance Measures:

- Number of privacy practices identified by December 2003
- Number of national and state privacy-related statutes, administrative regulations, and cases collected and reviewed by December 2003
- Percent of research completed on desired privacy practices by May 2004
- Percent of gaps and barriers identified among current justice information privacy practices, current statutory and regulatory privacy requirements, and desired privacy protections by November 2004
- Percent of the Privacy Policies adopted by December 2004

Strategic Goal 3: Promote adoption of the Privacy Policy by all justice agencies.

Objective 3.1:

Beginning January 2005, the IIJIS Governing Body will encourage justice agencies to adopt the Privacy Policy.

Outcomes:

- Increased protection of privacy
- Increased public confidence in justice information practices
- Consistent, statewide approach to privacy issues
- Fewer unauthorized disclosures of information



Performance Measures:

- Year 1: Number of agencies initially adopting the Privacy Policy
- Year 2: Increase in number of agencies adopting the Privacy Policy

Strategic Issue 4: Sufficient and coordinated funding and other resources for integration

Introduction to the Issue:

Coordination of resources for state and local integration efforts is needed to maximize resources and minimize duplication of efforts. Resources including but not limited to funding, technical assistance, and personnel should be allocated based upon priorities established by the Governing Body for integration. It is necessary to support unified strategies that make the best use of resources. Collaborative strategies must also promote regional participation in integration efforts and recognize the differences in resource availability among and within metropolitan, urban, and rural areas of the state.

Strategic Challenge:

How will IIJIS ensure sufficient and coordinated funding and other resources for integration?

Strategic Goal 1: Coordinate integration efforts among national, state, and local participants to ensure collaboration and optimal use of funding and other resources.

Objective 1.1:

By June 2003, devise strategies to coordinate available funding and other resources.

Objective 1.2:

Engage in joint planning efforts to encourage the ongoing exchange of information about integration efforts at the national, state, and local levels to minimize duplication and optimize funding and other resources.

Objective 1.3:

Ensure funding and other resources are efficiently distributed according to established priorities on an ongoing basis.

Outcomes:

- Greater fiscal accountability
- Better coordination and more effective and efficient allocation of funding and other resources
- More initiatives that include shared funding and other resources
- Increased communication regarding integration efforts
- Better coordinated planning efforts

Performance Measures:

- Number of resource allocation strategies completed by June 2003
- Percent increase in joint planning efforts
- Percent of initiatives supported with shared funding and other resources
- Funding balances (surpluses, deficits, shortfalls)

Strategic Goal 2: Ensure adequate funding and other resources to support integration efforts.

Objective 2.1:

Identify public and private funding and other resources available for integration efforts on an ongoing basis.



Objective 2.2:

Identify opportunities to encourage national and state legislative appropriations for integration efforts on an ongoing basis.

Objective 2.3:

Coordinate and support efforts to secure public and private funding and other resources available for integration efforts on an ongoing basis.

Outcomes:

- More funding and other resources for integration efforts
- Better coordinated efforts to secure public and private funding and other resources

Performance Measures:

- Year 1: Number of grants and other resources identified and secured
- Year 2: Percent increase in grants and other resources identified and secured
- Percent of identified opportunities resulting in an appropriation
- Year 1: Amount of funding and resources received for integration efforts
- Year 2: Percent increase in funding and resources received for integration efforts
- Percent increase in funded collaborative efforts

Strategic Goal 3: Recognize differences in stakeholder needs and develop strategies for resource allocation.

Objective 3.1:

By June 2003, identify the differences in needs, funding, and other resource availability among and within metropolitan, urban, and rural areas of the state.

Objective 3.2:

By June 2003, devise funding and other resource allocation strategies that recognize regional differences.

Outcomes:

- Increased ability to meet stakeholder needs
- Allocation strategies that are responsive to regional differences
- More stakeholders successfully competing for integration resources

Performance Measures:

- Percent of allocation strategies that recognize regional differences
- Percent increase in stakeholders successfully competing for integration resources

Strategic Issue 5: Established standards/regulations for data sharing and infrastructure development

Introduction to the Issue:

The primary obstacle to electronic information sharing between justice agencies is the lack of standards for information exchange; without standards, justice agencies cannot easily design or adapt systems to share data with dissimilar justice information systems. Illinois can adopt and build upon standards that have been developed at the national level to facilitate information sharing between disparate justice systems at national, state, and local levels. To enable the seamless exchange of information in a standards-based electronic justice environment, the exchanged data elements must be mapped. Since robust but secure physical transmission is required for effective and efficient information exchange, adopted standards/regulations will facilitate and guide the secure communication between agencies. In addition, officials who are charged with enacting offender transactional decisions that impact public and officer safety must be assured of having documentation of a subject's previous justice system contacts and current justice system status to support those decisions. It is, therefore, necessary to establish a baseline of such information to be collected and shared by agencies that serve as points of contact with offenders throughout the justice enterprise.

Strategic Challenge:

How can Illinois facilitate the application of universal data exchange, communications, and security standards/regulations to promote the seamless electronic exchange of data between justice agencies?

Strategic Goal 1: Recommend and implement mechanisms and processes to inventory, develop, adopt, publish, disseminate, and maintain standards/regulations that apply to justice information sharing.

Objective 1.1:

By March 2003, identify experts and stakeholder representatives to participate on the Standards/Regulations Advisory Committee to address infrastructure issues.

Objective 1.2:

By July 2003, the Standards/Regulations Advisory Committee to the Governing Body will identify procedures for evaluating, developing, approving, disseminating, and maintaining standards/regulations.

Objective 1.3:

By July 2003, empower the Governing Body to promulgate regulations to ensure secure, appropriate justice information exchange in Illinois.

Outcomes:

- Increased expert and stakeholder representative participation
- Better justice decision-making
- More information available

Performance Measures:

- Percent of stakeholders represented and providing input on advisory committee
- Number of standards/regulations management procedures adopted by the IIJIS Governing Body
- Percent of Illinois agencies employing justice information sharing standards/regulations



Strategic Goal 2: Inventory, adopt and/or develop a uniform set of standards/regulations that enable secure, robust information exchanges and are compatible with national standards.

Objective 2.1:

By July 2003, review, publish, and disseminate existing state and national data exchange standards.

Objective 2.2:

By September 2003, adopt and/or develop and publish a uniform set of common description standards/regulations for data and images.

Objective 2.3:

By September 2003, adopt and/or develop and publish data communications and network security standards/regulations that are consistent with state and national standards/regulations currently governing justice data networks, both public and private.

Objective 2.4:

By September 2003, adopt and/or develop and publish functional standards to provide guidelines that promote interoperable information systems.

Objective 2.5:

By September 2003, establish a statewide Integration Certification Program to recognize those agencies which have successfully linked their information databases to other justice partners.

Objective 2.6:

By September 2003, the IIJIS Governing Body will adopt and publish standards/regulations for justice information sharing in Illinois that are based upon the recommendations of the Standards/Regulations Advisory Committee to the IIJIS Governing Body.

Outcomes:

- Increased availability of existing national data exchange standards
- Improved data sharing between justice agencies
- Increased availability of description standards/regulations for data and images
- Greater ease of gathering information from multiple justice agencies
- Improved data security
- Greater participation due to certification program
- Adoption of justice information sharing standards by the Governing Body by September 2003

Performance Measures:

- Number of stakeholders receiving data exchange standards by July 2003
- Number of stakeholders receiving standards for data and images by September 2003
- Number of stakeholders receiving data communications and network security standards by September 2003
- Number of stakeholders adopting functional standards promoting interoperability by September 2003
- Number of stakeholder agencies recognized through the certification program

Strategic Goal 3: Identify and provide a baseline of justice information for stakeholders.**Objective 3.1:**

By September 2003, determine a baseline of justice information that is provided to all Illinois justice agencies to support justice decision-making and to ensure public and officer safety.

Outcome:

- Defined baseline of justice information

Performance Measure:

- Number of agencies receiving baseline of justice information by September 2003

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

Introduction to the Issue:

Infrastructure refers to a broad variety of mechanical, physical, and support technologies that enable and facilitate information and data exchange, as well as communication among and between people, organizations, and units of government. Infrastructure includes the computer hardware and operating systems that run applications and store justice data, the land-based and wireless communications facilities, and the security components that prevent unauthorized access to justice systems and information. While some agencies are employing state-of-the-art technologies, others are utilizing antiquated data systems and some lack automation. These conditions serve as barriers to effective information sharing. In order to promote the effective sharing of justice information across agency and jurisdictional boundaries, meet stakeholder requirements, and promote availability, reliability, stability, and coverage, the existing IT infrastructure must be expanded, enhanced, and maintained.

Strategic Challenge:

How will Illinois utilize technology and leverage available resources to expand, enhance, and maintain an IT infrastructure that is secure, reliable, effective, efficient, and accessible?

Strategic Goal 1: Identify and address infrastructure issues including, but not limited to: expansion, maintenance, upgrades, and operations.

Objective 1.1:

By March 2003, identify experts and stakeholder representatives to participate on the Infrastructure Advisory Committee to the IIJIS Governing Body to address infrastructure issues.

Objective 1.2:

On an ongoing basis, research, identify, and devise strategies to address infrastructure issues.



Outcomes:

- Increased involvement of experts and stakeholder representatives on infrastructure issues
- Improved infrastructure-related problem resolution

Performance Measures:

- Percent of stakeholders represented and providing input on advisory committee
- Number of status reports to the IIJIS Governing Body completed and communicated
- Percent of recommended infrastructure solutions implemented

Strategic Goal 2: Meet stakeholder requirements by planning for and fostering information exchanges and communication capabilities among users of disparate networks.

Objective 2.1:

By March 2003, identify experts and stakeholder representatives to participate on the Planning Advisory Committee to determine future operational requirements.

**Objective 2.2:**

By March 2003, conduct an inventory of the justice information sharing networks that comprise the current IT infrastructure to assess the current environment.

Objective 2.3:

By April 2003, identify gaps by comparing future operational requirements and the infrastructure inventory.

Objective 2.4:

By April 2003, research, analyze, and compile the findings and best practices of justice information sharing technologies that support information exchange and communication capabilities to foster interoperability between justice information systems.

Objective 2.5:

On an ongoing basis, devise strategies to promote, pursue, and leverage existing resources to enable information exchange and communication across networks.

Outcomes:

- Increased knowledge of stakeholders' operational requirements
- More effective and efficient information exchange and communication capabilities
- Greater awareness of infrastructure gaps
- Increased knowledge of justice information sharing technology
- Better communication among disparate networks

Performance Measures:

- Percent of stakeholders represented and providing input on advisory committee
- Number of best practices that foster interoperability identified and shared
- Number of gaps identified and overcome
- Number of stakeholders receiving updates

Strategic Goal 3: Plan for and foster interoperability among mobile data networks that meet stakeholders' requirements.

Objective 3.1:

By September 2003, bring the stakeholders together to determine their requirements.

Objective 3.2:

By March 2004, research and compile a report on the mobile data environment to foster interoperability.

Objective 3.3:

By December 2004, initiate a pilot program to test and refine mobile data solutions to serve as catalyst for broader regional expansion.

**Objective 3.4:**

By December 2004, establish a technical resource center to unify/educate stakeholders regarding mobile data interoperability issues and solutions.

Outcomes:

- Greater awareness of stakeholder requirements
- Improved understanding of the mobile data environment
- More mobile data solutions to aid regional expansion
- Unified and educated stakeholders
- A technical resource center
- Increased opportunity to pilot solutions
- Greater interoperability among networks

Performance Measures:

- Percent of stakeholders participating in group discussions
- Delivery of wireless operational environment report to the IIJIS Governing Body by March 2004
- Year 1: Number of users utilizing the resource center
- Year 2: Percent increase of users utilizing the resource center
- Percent increase in regional expansion of mobile data solutions

Strategic Goal 4: Seek to preserve, protect, and restore mission-critical processes, technology resources, and data in the event of a homeland security attack, natural disaster, or other business interruption.

Objective 4.1:

By December 2003, research and document existing disaster recovery and business contingency plans to clearly assess the current environment.

Objective 4.2:

By March 2004, identify mission-critical processes and data that need to be protected and restored in the event of an interruption to ensure their availability.

Objective 4.3:

By March 2004, develop and publish minimum disaster recovery standards for justice information sharing partnerships to provide guidelines for disaster recovery initiatives.

Objective 4.4:

By March 2004, research and devise policies, plans, and guidelines that prioritize justice services for enterprise-wide disaster recovery.

Objective 4.5:

By June 2004, research and devise strategies to assist information sharing partners in meeting the minimum protection and disaster recovery standards.

Objective 4.6:

On an ongoing basis, test disaster recovery and business contingency plans to ensure recovery and resolve any problems.

Outcomes:

- Improved justice, public safety, and homeland security
- Fewer operational interruptions
- Increased resource availability
- Improved resource utilization
- Enhanced resource protection and restoration
- Increased availability of mission-critical processes

Performance Measures:

- Percent of disaster recovery and business contingency plans assessed by December 2003
- Number of identified mission-critical processes and data to be protected and restored
- Number of disaster recovery standards developed and published by March 2004
- Number of stakeholders assisted in meeting minimum disaster recovery standards
- Year 1: Number of stakeholders receiving and adopting enterprise-wide disaster recovery plans
- Year 2: Percent increase of stakeholders adopting enterprise-wide disaster recovery plans
- Year 1: Number of stakeholders performing disaster recovery tests
- Year 2: Percent increase of stakeholders performing disaster recovery tests

Strategic Issue 7: Rapid identification through biometric technologies

Introduction to the Issue:

Illinois justice decision-makers must be able to rapidly and positively identify individuals. Inaccuracies are inherent in name-based systems; this problem is further complicated by the prevalence of forged identity documents. Agencies in some jurisdictions are employing technologies that facilitate rapid identification of an individual within seconds, while others lack the ability to identify an individual in less than two weeks. To further justice, public safety, and homeland security interests, Illinois must expand its use of biometric technologies for rapid identification.

Strategic Challenge:

How can Illinois provide rapid, biometric identification to justice, public safety, and homeland security providers?

Strategic Goal 1: Expand the use of biometrics for rapid identification.

Objective 1.1:

By September 2003, identify experts and stakeholder representatives to participate on the Biometrics Advisory Committee to the IIJIS Governing Body to address the expanded use of biometrics.

Objective 1.2:

On an ongoing basis, identify public and private partnerships to collaborate on the use of biometrics for rapid identification.



Outcomes:

- Increased collaboration of experts and stakeholder representatives on biometric technology
- More public and private partnerships to expand biometric identification

Performance Measures:

- Percent of stakeholders represented and providing input on advisory committee
- Percent increase in public and private partnerships regarding the use of biometrics for identification purposes

Strategic Goal 2: Research and identify the legal and policy ramifications regarding the use of biometrics for rapid identification.

Objective 2.1:

By December 2004, research and identify legally permissible uses of biometrics for rapid identification in Illinois to ensure privacy and prevent unauthorized use.

Objective 2.2:

By December 2004, research and identify policy and business practices governing the use of biometrics for rapid identification.

Outcomes:

- Increased ability to ensure privacy and prevent unauthorized use of biometric identification
- Greater knowledge of biometric policy and business practices

Performance Measure:

- Percent of research on legally permissible uses, policy, and business practices completed by December 2004

Strategic Goal 3: Identify and recommend cost-effective biometric identification applications.

Objective 3.1:

By September 2004, research, identify, and recommend technological applications that support biometrics for rapid identification.

Objective 3.2:

By September 2004, research, identify, and evaluate the costs and benefits of biometric identification applications.

Outcomes:

- Increased knowledge of biometric technologies
- Improved cost-effective biometric identification solutions



Performance Measures:

- Percent of research projects on biometric technological solutions completed by September 2004
- Percent of research projects on costs and benefits of biometrics completed by September 2004
- Number of research reports presented to the IIJS Governing Body

Glossary

ACCESSIBLE: Easily obtainable.

AGENCY: (see JUSTICE AGENCY)

APPLICATION: Software written for a specific use.

BIOMETRIC: A unique, measurable biological characteristic or trait that can be used to establish or verify a person's identity.

CHAMPION: Person(s) responsible for supporting and leading a change initiative. Champions deal primarily with priority and funding issues, but they are also responsible for removing barriers encountered by implementation teams.

CONFIDENTIALITY: The protection of personally identifiable information by limiting access to those with specific permission and safeguarding that information from unauthorized disclosure to third parties.

DATA: Plural of datum (a single unit of information). A datum is commonly understood to be a number, date, typographic symbol, or a text string referring to a person, place, thing, or event. Digital "data" refers to any information that can be represented by symbols and is understood by a computer. This information can be in the form of text, images, sound, video, or other digital representations of meaning.

DISCONNECTED INFORMATION: Information that cannot be electronically shared.

EXCHANGE POINT: A discrete workflow event in which information is transferred from one agency to another.

FAIR INFORMATION PRACTICES: Guidelines that place restrictions on the collection, use, and disclosure of personal information that provide a basis for designing and implementing a privacy policy.

FUNCTIONAL STANDARDS: A specification or group of specifications pertaining to information systems that are agreed upon by a body of practitioners and endorsed by organizations, agencies or associations representing potential users of the particular information system.

GAP: Void or missing element.

GOAL: A broad statement of intent; the general ends toward which an organization directs its efforts based on issues that have been identified as priorities.

HOMELAND SECURITY: A concerted national effort to prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, and minimize the damage and recover from attacks that may occur.

IJIS: Illinois Integrated Justice Information System.

IJIS GOVERNING BOARD: Established by Executive Order Number 12, on December 6, 2001, incorporating stakeholders to provide vision, strategy, and policy approval, and to provide oversight for implementation actions, such as acquisitions, major projects, and studies.

IMAGE: A graph, chart, photograph, drawing or other two-dimensional representation of a real or imagined object or scene, and/or the binary data that stores representations of any of the above on a computer. Also, the digital representation of such images in e-mail, a multimedia projector, or computer screen.

INFORMATION EXCHANGE: The transfer of documents and data from one agency to another based on a triggering event.

INFRASTRUCTURE: A broad variety of mechanical, physical, and support technologies that enable and facilitate information and data exchange, as well as communication among and between people, organizations, and units of government. Infrastructure includes the computer hardware and operating systems that run applications and store justice data, land-based and wireless communications facilities, and the security components that prevent unauthorized access to justice systems and information.

INTEGRATION: The ability to share critical information electronically at key decision points throughout the justice enterprise.

INTEGRATED JUSTICE INFORMATION SYSTEMS: Interagency, interdisciplinary, and intergovernmental information systems that access, collect, use, and disseminate critical information at key decision point throughout the justice system, including building or enhancing capacities to automatically query regional, statewide, and national databases and to report key transactions regarding people and cases to local, regional, statewide, and national systems.

INTEROPERABILITY: The capability to communicate, execute programs, or transfer data among various functional units in a way that requires system users to have less human intervention in the initiation of intra-system actions and little or no knowledge of the unique characteristics of those units.

INFORMATION TECHNOLOGY (IT): Any aspect of computer or telecommunications technology which implicitly or explicitly impacts the ability of an agency to deliver services.

JUSTICE AGENCY: Law enforcement, prosecution, defense, corrections, and courts. IIJIS recognizes that courts are not justice agencies; they are part of the judicial branch of government.

JUSTICE SYSTEM: All activities by public agencies pertaining to the prevention or reduction of crime or enforcement of the criminal law, and particularly, but without limitation, the prevention, detection, and investigation of crime; the apprehension of offenders; the protection of victims and witnesses; the administration of juvenile justice; the prosecution and defense of criminal cases; the trial, conviction, and sentencing of offenders; as well as the correction and rehabilitation of offenders, which includes imprisonment, probation, parole and treatment.

JUSTICE INFORMATION: Any and every type of information that is collected, transmitted, or maintained by the justice system.

NEEDS ASSESSMENT: A series of procedures for identifying and describing both present and desired states in a specific context, deriving statements of need, and placing the needs in order of priority for later action.

OBJECTIVE: A narrow, explicit statement of intent. Objectives should be SMART - significant, measurable, achievable, realistic, and time-bound.

OPEN ARCHITECTURE: At present there is no universally agreed-upon definition of open architecture. The term has its origins in hardware-related computer architecture standards designed to allow system components designed by one manufacturer to be easily connected to devices and programs made by other manufacturers. In the manufacturing sector, open architecture usually refers to software and hardware specifications, particularly those concerning robotic systems. The term “open architecture” is sometimes used erroneously, particularly by vendors, to describe software programs that are, relatively speaking, more or less interoperable. The term is also used by some vendors to describe software that can be run using a Web browser.

OPEN SOURCE: Refers to computer operating systems for which specifications and source code are available to all. As an example, LINUX is considered to be an open source operating system, whereas Microsoft Windows is not.

OPEN SYSTEMS: While there is no agreed-upon specification for an “open system,” the term is commonly used by some as a generic reference to systems that are, relatively speaking, more interoperable than “closed” systems.

OPERATIONAL NEEDS: Needs that must be met for the core operations of an organization to take place. An example of an operational need of the court system is to have accurate, timely and complete criminal history information available to judges who make sentencing, bonding, and release decisions. Without such information, quality decision-making is compromised thus disrupting core operations.

OUTCOME: Reflects the actual results achieved, as well as the impact of benefits for stakeholders during or after their involvement with a program. Outcomes may relate to knowledge, skills, attitudes, value, behavior, condition, or status (e.g., improved efficiency and effectiveness, improved justice decision-making, increased public safety and security).

PERFORMANCE MEASURE: An indicator used by stakeholders to evaluate the effectiveness or quality of a process, service or product. The measure of the extent to which a service has achieved its goals and objectives, met the needs of its stakeholders, or met commonly accepted professional standards. They describe observable, measurable characteristics or changes that represent achievement of an outcome (e.g., percent increase of agencies sharing justice information electronically and number of allocated resources).

PERFORMANCE MEASUREMENT: A process of assessing progress toward achieving predetermined goals and objectives, including information on the efficiency with which resources are transformed into goods and services.

PERFORMANCE REQUIREMENTS: Requirements related to the performance of information systems. These requirements can specify minimum levels of computer speed, storage space, downtime, stability, and much more.

PRIVACY: Individuals’ interests in preventing the inappropriate collection, use, and release of personally identifiable information in the justice system.

PRIVACY POLICY: A plan, procedure, or course of action designed to influence and determine decisions and actions regarding the collection, use, and disclosure of personal information.

PRIVACY PRINCIPLES: The broad ideological statements concerning individuals' privacy rights used as the basis for designing and implementing privacy policy.

PROMULGATE: To put a law into effect by formal public announcement.

PUBLIC ACCESS: Public's interest in and ability to monitor justice system processes through access to justice information.

REAL-TIME: Level of computer responsiveness that a user senses as sufficiently immediate or that enables the computer to keep up with some external process. Strictly speaking, no computer operation occurs precisely in real-time since there is always some delay, however small; the term real-time refers to those computer transactions that are not noticeably delayed, as opposed to "batch" transactions which are set to occur on set schedules - once a day, once an hour, etc.

REGULATION: A governmental order with the force of law.

RESOURCES: Include but are not limited to funding, technical assistance, and personnel.

SEAMLESS: Continuous, without interruption, without human intervention.

STAKEHOLDERS: Individuals, groups, or organizations having a vested interest in the organization and expecting certain levels of performance from it.

STAND-ALONE SYSTEMS: Systems designed to serve a single department or agency and require special interface programming to make them interoperable, if they can be made interoperable at all; also referred to as "autonomous," "silo" and "smokestack" systems.

STANDARDS: Specifications for interoperability which are accepted by a group of users or approved by a recognized body. Compliance with standards provides for common and repeated use, rules, guidelines, or characteristics for products, processes, or services. Unlike regulations, for which compliance is mandatory, compliance with standards is voluntary and motivated by the need to interoperate with other organizational entities.

STRATEGIC MANAGEMENT: An integrated systems approach for managing in a rapidly changing environment by building consensus of a shared vision and by gaining support and participation of members in identifying the specific changes that need to be made in the organization, implementing them, and assessing organizational performance.

STRATEGIC ISSUES: Fundamental policy questions or critical challenges facing the organization. Strategic issues generally come from the administration and/or stakeholders, and are the foundation for the organization's goals.

STRATEGIC PLAN: The document that sets forth how an organization will prepare and position itself for the future; includes an assessment of the internal and external environment, the organization's strengths and weaknesses, goals and objectives; and provides the necessary base for developing operational and tactical plans.

STRATEGIC PLANNING: The continuous and systematic process whereby guiding members of an organization make decisions about its future, develop the necessary procedures and operations to achieve that future, and determine how success is to be measured.

STRATEGIES: Plans of action resulting from the practice of strategy.

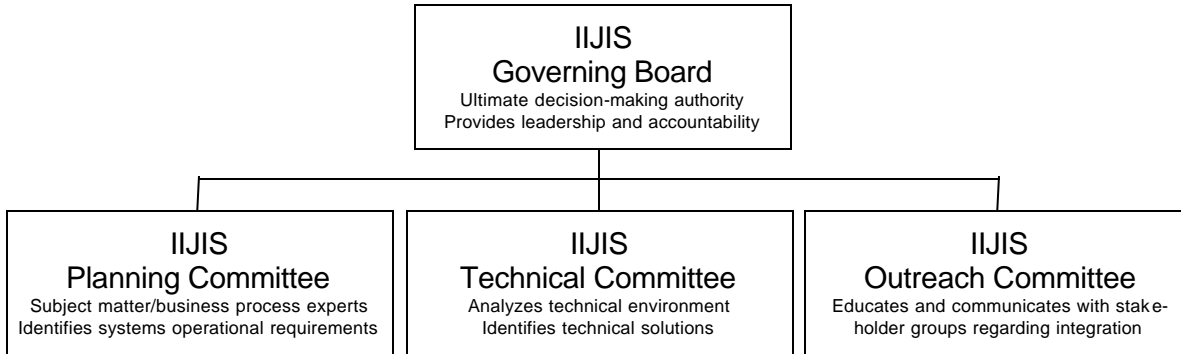
VALUES: Guiding principles that are to govern all activities.

VISION: An idealized view of the organization's desired future state.

WIRELESS: Telecommunications in which electromagnetic waves (rather than some form of wire) carry the signal over part or all of the communication path.

Appendix 1

Committee Structure and Composition



Governing Board Members



Front Row (L to R): David Bergschneider, Catherine Maras O’Leary, Brent Crossland, Deb Seyller, Richard Guzman, Dorothy Brown. Middle Row (L to R): G.A. Pecoraro, Steve Prisoc, Mark Myrent, Michael Tardy, Candice Kane, Ron Roy, Carol Gibbs, Shelley Fulla, James Olson. Back Row (L to R): Joseph Gabuzzi, Gary O’Rourke, Thomas Fitzgerald, David Clark, Allen Nance, Michael Waller, Craig Wimberly, Ken Bouche.

Candice M. Kane, Ph.D., J.D. - Governing Board Chair, Executive Director, ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY

Col. Ken Bouche - Governing Board Vice-Chair, Deputy Director, ILLINOIS STATE POLICE, Sam Nolen, Director

Hon. Carla Bender - President, ILLINOIS ASSOCIATION OF COURT CLERKS, Logan County Circuit Court Clerk

David Bergschneider - Legal Director, OFFICE OF THE STATE APPELLATE DEFENDER

Matthew R. Bettenhausen - Deputy Governor for Criminal Justice & Public Safety and Illinois Homeland Security Director, OFFICE OF THE GOVERNOR

Hon. Dorothy Brown - Clerk of the Circuit Court, OFFICE OF THE COOK COUNTY CIRCUIT COURT CLERK

Daniel Callahan - Chief of Investigations, OFFICE OF THE ILLINOIS ATTORNEY GENERAL, Hon. Jim Ryan, Illinois Attorney General

John E. Farrell - Enforcement Division, OFFICE OF THE ILLINOIS ATTORNEY GENERAL, Hon. Jim Ryan, Illinois Attorney General

Terry Ford - Legal Director, OFFICE OF THE STATE FIRE MARSHAL

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Norbert Goetten - Director, STATE'S ATTORNEYS APPELLATE PROSECUTOR

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Appendix 2

Scenario for Information Sharing in Illinois

This scenario identifies the future functions, range of information exchanges, and interactions needed among primary entities throughout the justice enterprise for information sharing in Illinois. The current technology for justice information systems was validated against this scenario to identify the gaps which exist today (Appendix 3).

All members of the IIJIS Planning Committee, practitioners from a variety of justice disciplines, collaborated on the creation of this scenario.

The common functions for information sharing used in the scenario are defined as follows:

- *Query/Response*: Information sharing in which the human user of an application program requests specific information from another information system and receives a response.
- *Push*: Information sharing in which an application program, upon sensing the occurrence of a specified event, automatically sends specified information to another information system.
- *Pull*: Information sharing in which an application program, upon sensing the occurrence of a specified event, automatically requests specified information from another information system.
- *Publish/Subscribe*: Information sharing in which the subscriber user indicates a desire to be informed/notified if certain events occur affecting a certain person, event and/or case.

1. Subject Not Present: A police officer preparing to conduct a traffic stop or when given an assignment prior to contact with any person, will submit a *query* to **state warrant system (LEADS) and Secretary of State (SOS)** to return information on persons and vehicles. The police officer will receive SOS and warrant data, digital photo(s) and officer protection information (i.e., field notification program, etc.) within less than 10 seconds within 24 hour currency. Additionally the officer should be notified that information exists from a variety of other sources such as: **Criminal History Record Information (CHRI), Firearms Owners Identification (FOID), Automated Victim Notification (AVN), Illinois Department of Corrections (IDOC),**

Immigration and Naturalization Service (INS), Department of Children & Family Services (DCFS), bond status/conditions, probation/parole status and conditions, etc. within 1 minute within 24 hour currency. The information should be concise and uniform.

2. First Subject Contact: Upon contact with a driver, or in cases other than traffic where a police officer's contact begins with a person, the primary objective is to identify the individual, check the **state warrant system (LEADS)** and provide officer protection information. The officer submits an inquiry containing biometric and demographic (alpha-numeric) identifiers in order to verify the subject's identity, and *query* the **state warrant system (LEADS) and SOS**. The police officer will receive SOS and warrant data, digital photo(s) and officer protection information (i.e., field notification program, etc.) within less than 10 seconds and 24 hour currency. Additionally the officer should receive a *response* that information exists from a variety of other sources such as: **CHRI, FOID, AVN, IDOC, DCFS, INS, bond status/conditions, probation/parole status and conditions** etc. within 1 minute and 24 hour currency. The information should be concise and uniform.

3. A. Non-Custodial Situation: In cases where direct filing is permitted in compliance with local rules on charge screening, the following applies. In a non-custodial situation where an officer effects an arrest, issues a summons, or notice to appear, the officer biometrically verifies the subject's identity, then digitally signs and electronically *pushes* the arrest/complaint (including a synopsis of facts) and/or crash report to the **police information system, prosecutor information system, circuit clerk information system, Illinois Department of Transportation (IDOT), probation, parole and INS information systems and any agency subscribing to the information.**

B. Custodial Situation: In a custodial arrest, the fingerprint-based *query* is electronically submitted to the **state central repository** for positive identification. The officer will receive a fingerprint based identification and criminal history response within 5 minutes with a 24 hour currency. The arresting/booking officer completes and signs (digitally) the arrest/complaint (plus synopsis of facts) which are merged with the previously taken fingerprints and digital photos of the arrestee. Based on recipients' needs, the arrest/complaint, fingerprints/digital photos, are *pushed* to the **police information system, sheriff information system, the state central repository, the prosecutor, the circuit clerk, probation, parole and INS information systems and any agency subscribing to the information** within 2 hours.

The officer will have the ability to electronically populate document fields with data contained in the responses received from previous queries.

In any case when an individual is arrested and released prior to charging or where prosecutorial approval is required prior to filing and subsequently charges are rejected,

the **police information system** will *push* the release decision to the **state central repository**.

4. Grand Jury/True Bill/Notice to Appear/Warrant: If an individual enters the judicial system for a reportable offense and has not been positively identified and booked for the offense, the prosecutor will request the judge to remand the individual to be booked prior to the first appearance in court.

5. Defendant Not Present, Warrant/Summons Requested: A police officer or complainant will approach the prosecutors office (in person or electronically) for a warrant/summons request on a suspect not in custody. The **police information system** will *push* the information they have on the suspect; demographic and fingerprint identification, digital photo, LEADS hot files, criminal history, gang records, SOS information, and police reports into the **prosecutor information system** for a prosecutor charging decision.

The prosecutors office uses the information *pushed* from the **police information system** and information *pulled* from the **circuit clerk information system**; probation records, orders of protection, current court orders, DCFS information system, parole, INS, and state central repository systems to make a prosecutor charging decision (statute to charge) and digitally creates a warrant/summons (with fingerprint/digital photo on the warrant for biometric verification of identity).

The **prosecutor information system** *pushes* the request for warrant/summons to the **circuit clerk information system** for judicial approval by digital signature and a court case number. The **circuit clerk information system** *pushes* the warrant/summons to **police information system, prosecutor information system, and the state warrant system (LEADS)** in real time.

Upon receiving an electronic filing of a charge, the **circuit clerk information system** will create a court case file which will require adjudication for the case to leave the system at any point. The **circuit clerk information system** will *push* court case file number to the **police information system, prosecutor information system, and the state central repository system**.

6. Bond: Upon arrest if the defendant is able to post bond at the station, that information (including bond conditions) will be entered into the **police information system** and *pushed* to the **circuit clerk, the prosecutor information system, and the state central repository** to be available immediately.

Upon arrest, if the defendant is not able to post bond he will be held in custody awaiting a bond hearing. Within 2 hours of arrest, the **police information system** will *push* booking information, citations, arrest booking document, synopsis of facts report,

fingerprints and digital photos and criminal history to the **prosecutor, circuit clerk, probation, parole, jail and INS information systems.**

Upon notification of pretrial services, the **jail information system** will *push* the information of the defendant's arrest to the **pretrial services information system** for a bond report. **Pretrial services information system** *pulls* the defendant's fingerprints, digital photos, and criminal history from the **state central repository system**. **Pretrial services information system** *pulls* information from the local criminal history housed with the **circuit clerk information system**. **Pretrial services information system** *pulls* information as to charges from the **prosecutor information system** and generates a pretrial report. **Pretrial services information system** will *push* the pretrial report to the **circuit clerk information system, prosecutor information system** and defense.

A bond hearing will be held within 48 hours. Information as to conditions of bond will be entered into the **circuit clerk information system** and *pushed* to the **prosecutor information system, public defender information system (if applicable), probation information system, police information system and jail information system**. Biometrically verified bond and sentencing information will be *pushed* to the **state central repository** immediately.

7. Pre-Arraignment: Prior to arraignment, preliminary hearing or grand jury, the prosecutor will *query* the **police information system** (for police reports), **circuit clerk information system** and **state central repository system** for criminal history.

Complaints can arrive in court in two ways: in most counties, misdemeanors, traffic, and local ordinances are filed directly to the clerk, however some counties reserve prosecutorial charging decisions for all filings.

When a prosecutorial charging decision is made, they either approve the police charging documents or override them. If a decision is made to modify charges, they will then electronically create, sign, and notarize a criminal information/indictment. The **prosecutor information system** will *push* the criminal information/indictment to the **circuit clerk information system** for digital filing. The **prosecutor information system** will also *push* a copy of the digital information/indictment to the **police information system and state central repository**.

8. Arraignment Through Trial/Plea: The defendant will appear in court for arraignment. The court will arraign the suspect based upon the information/charging document in the court case file from the **circuit clerk information system**. Dates will be set by the court and the **circuit clerk information system** will *push* the dates to the **prosecutor information system** and the defense.

The electronic scheduling of dates, times, and location for hearings or trials will be in accordance with local rules. The judge electronically records the order, setting of bail,

granting/denying of petitions, continuances, pleas, findings, sentences or other related orders.

The **prosecutor information system** will *push* criminal discovery; a copy of the information, citation, criminal history and arrest reports, to the defense. The defendant will enter a plea and a new date will be set. The **prosecutor information system** will *pull* the information as to new dates and court minutes from the **circuit clerk information system**.

Motions may be filed by the prosecution or defense. The **prosecutor information system** will generate motions, digitally sign and *push* motions to the **circuit clerk information system** and the defense. Hearing dates set by the court will be entered into the **circuit clerk information system**. The **prosecutor information system** will *pull* the hearing dates and *push* subpoenas for testimony to the **circuit clerk information system** and the **sheriff information system** for service.

The **prosecutor information system** will receive the trial date from the **circuit clerk information system** and *push* subpoenas for testimony to the **circuit clerk information system** and the **sheriff information system** for service.

Based upon the court's entry of the order, the **circuit clerk information system** automatically generates warrants, summons, mittimus, bail bond, recognizance, probation/conditional discharge/supervision specifications, arrest warrant quash/recall and other electronic documents as needed.

The **circuit clerk information system** receives the filings of petitions for violation of bail bond, petitions for special/additional conditions of bail, petitions for orders of protection, pretrial/pre-sentence investigation reports, evaluations or status reports, statement of facts, appearances, other types of motions and petitions. The **circuit clerk information system** is updated in real-time and stores the document in a digitized format.

Service, notices of filing or "copies" involving private defense attorneys will be electronically filed.

Data related to court's orders and rulings will be *pushed* in real time to the systems of the **State's Attorney, Adult Probation/Social Service, Sheriff, State Department of Corrections, state central repository and FOID, local law enforcement, Secretary of State, and Department of Human Services**. When available, the **circuit clerk information system** will *push* a biometrically (fingerprint) supported disposition.

Additionally, qualifying court event data will be *published* to the **state warrant system (LEADS)** for record entry, modification, and deletion as required.

At one point the defendant may fail to appear for a court appearance and the judge issues and digitally signs an arrest warrant which the **circuit clerk information system** *pushes* to the **police information system, prosecutor information system and the state warrant system (LEADS)**.

9. Court Disposition/Sentencing: After a trial or plea the court will order a pre-sentence investigation unless there is an agreed disposition. The **probation information system** will prepare the pre-sentence investigation report by *pulling* information from arrest report, incident report, criminal history record, pretrial services report and other reports and *pushing* that report to the **circuit clerk information system, prosecutor information system, and to the defense**.

The court sentences the defendant or agrees to a negotiated disposition between the prosecution and defense. If the **prosecutor information system** generates a digital sentencing motion, it will be *pushed* to the **circuit clerk information system** for the judges digital signature. Depending on the sentence the digital sentencing order will be *pushed* to the **prosecutor information system** to notify victims and to the **police information system and the state central repository**.

The digital sentencing order may also be *pushed* to the **probation information system** for monitoring and compliance with court conditions. The digital sentencing order may also be *pushed* to the appropriate correctional facility (**state department of corrections or jail information system**) along with a statement of facts, and all other requested or statutorily required information for intake and classification *pushed* from the **prosecutor information system**.

The **state central repository** *publishes* the conviction, sentence and identification information and electronically notifies appropriate justice and other required governmental agencies (e.g., **Department of Human Services, State Board of Education, Department of Children and Family Services**, etc.) who have *subscribed* to notification of relevant changes in status (e.g., the conviction for a disqualifying offense).

10. Court Events (Post Trial): Filings involving petitions for violation of probation, conditional discharge and supervision, appeals, motions to modify sentence and petitions to expunge are *pushed* to the **circuit clerk information system**.

Filings, notices, mandates, court orders and/or rulings and other information needed involving appeals will be *pushed* and *pulled* to the systems of the agencies subscribing to the information (**Court reporter, the State's Attorney, Attorney General, Appellate Defender, Public Defender, private attorney, Supreme Court Clerk, Appellate Clerk, Circuit Clerk, Secretary of State, State Police, State Corrections and Sheriff.**)

11. Incarceration: Upon intake, the booking officer will complete, sign (digitally) and electronically *push* the custodial receive fingerprint-based submission to the **state central repository**. The correctional facility (**state department of corrections or jail information system**) will receive a fingerprint based identification and criminal history response within 5 minutes with a 24 hour currency. The correctional facility (**state department of corrections or jail information system**) will *push* incarceration information to any agency *subscribing* to the information.

The **state department of corrections or jail information system** will *push* a biometrically (fingerprint) supported custodial status change to the **state central repository**, when available. Custodial status changes will also be *pushed* to the **circuit clerk information system, authorized victim/witness notification programs and any agency subscribing to the information**.

During the period of confinement, the **state department of corrections information system** will *push* parole hearing information for indeterminate sentences and projected release dates for determinate sentences to the **prosecutor information system, public defender information system, AVN**, as well as victims of the offense, so they can testify in support or opposition to release on parole, or receive notification when an offender will be released.

12. Release - Parole or Discharge: The **parole information system** will track release to and supervision within the community and will *push* this information to the systems of **AVN, the arresting and receiving community police agency, the sheriff, circuit clerk, state central repository, and INS**.

Appendix 3

Gap Analysis Summary

As indicated in Appendix 2, the *Scenario For Information Sharing in Illinois* identifies the future functions, range of information exchanges, and interactions needed among primary entities throughout the justice enterprise for information sharing in Illinois. As part of the Strategic Plan, the IJIS Technical Committee conducted an analysis to identify the current status of justice information sharing throughout Illinois so as to identify gaps - that is, existing obstacles and challenges which prevent the accomplishment of the desired information exchanges described in the Scenario. This analysis was conducted in three segments: discussion group meetings held with justice practitioners, research on state justice information systems and networks, and detailed justice information exchange points modeling in Cook County.

I. Discussion Groups

Gap analysis discussion group meetings were held with stakeholders throughout the Illinois criminal justice community. The justice practitioner groups included representatives of the following statewide practitioner associations:

- The Illinois Association of Chiefs of Police
- The Illinois Sheriffs' Association
- The Illinois State's Attorneys' Association
- The Illinois Public Defender Association
- The Illinois Association of Court Clerks

In addition, staff members met with central Illinois judges, Illinois probation officers, and integrated justice working groups in Champaign and McLean Counties. In this way, valuable feedback was obtained from homogeneous practitioner-specific groups, as well as from heterogeneous groups containing system-wide justice decision makers.

Prior to each of the discussion group meetings, participants were asked to review the *Scenario For Information Sharing in Illinois*. At the meetings, participants were then asked to identify and discuss gaps between "where we want to be" (as depicted in the Scenario) and "where we are". The gap information collected from those discussions revealed several problematic areas regarding local justice practitioners' efforts to exchange offender-based information. Law enforcement officers, for example, described the need for more effective access to critical subject information when making traffic stops. At the time-critical point between which the stop is made and the officer approaches the car, officer participants expressed their need to access a subject's criminal history and current status data in a more streamlined fashion, and to highlight information that is critical to officer safety. Whereas various data are currently obtained by an officer through separate queries on a mobile data terminal, significant time

savings could be realized by consolidating these into a single inquiry. Also, officers stated that at this stage a large volume of detailed subject information was not needed, and in fact is sometimes overwhelming, and hence, counterproductive. Instead, their preference was to receive a response that summarizes officer safety information - such as active warrants, the subject's history of gun use and gun ownership (Firearm Owners Identification Card), gang participation, and "flags" which designate subject as dangerous persons. Police discussants also noted their inability to access digital photos on subjects - at this pre-fingerprinting stage when the photos would help in determining the subject's identity. Additional staff research has discovered that although the Illinois Secretary of State's Office has collected digital photos on the majority of licensed drivers, that agency does not yet possess the resources to make them available on a large scale for law enforcement usage.

According to the discussants, once the subject is safely in custody other criminal history and current status information could be examined. Law enforcement participants reported that besides knowing whether a subject is already under some existing system status - being out on pre-court bond, on probation or on parole, they also wanted access to information on the conditions placed on the subject as a result of that status. They would then know if some type of technical violation was taking place at the time of the traffic stop. For example, a condition of probation may bar a gang member from associating with other gang members, or a prostitute from frequenting a certain location, or a drunk driver from staying out past a designated hour. Failing to comply with these restrictions could result in a probation violation. Knowledge of these conditions, therefore, would allow the police officer to notify a probation officer of the violation.

The gap information collected from circuit court clerks underscored the need to build effective electronic linkages between various agency data systems. The court clerk discussants described their inability to accept charging documents electronically from prosecutors and police (when direct filing misdemeanor, traffic, and local ordinance complaints) in order to save time and reduce error - even when prosecutors and police had computer systems that were capable of generating those documents. Similarly, many of the court clerks reported a failure to transmit hearing dates and court generated documents electronically to other justice agencies and decision-makers to facilitate workflow or place court decision data in the hands of decision-makers more quickly. The problem they described was that each of the discrete justice agency data systems in their jurisdiction was designed independently to serve the case tracking and records management needs of that agency, and not to exchange data as part of an enterprise approach to criminal justice. This problem is also exacerbated by the reluctance of many judges to recognize and use the digital signatures needed in order to certify the court documents being electronically transferred between agencies.

A discussion group summary report is available at:

http://www.icjia.state.il.us/ijjis/public/index.cfm?metasection=strategicplan&metapage=scene_discuss

II. Research on State Justice Information Systems and Networks

The second part of the gap analysis was an identification and description of existing and/or emerging state justice information systems and telecommunication networks that have a direct impact on any statewide or jurisdictional integration effort. The justice information systems serve as current or future centralized sources of offender-based information to justice decision-makers, and are foundational programs that other county and municipal systems should link and contribute to. The telecommunication networks represent the information highways having the capacity to transport justice information across major portions of the state. The following are brief descriptions of those systems and networks. The full research reports can be viewed on the IIJIS website (website links are included at the end of each summary).

- **Automated Victim Notification (AVN) System**

http://www.icjia.state.il.us/ijjis/public/index.cfm?metasection=strategicplan&metapage=sjis_avn

Illinois AVN provides victims of crime and concerned citizens with information regarding case and/or custody status of offenses where the perpetrator has been incarcerated or charged with a crime.

- **Criminal History Record Information (CHRI)**

http://www.icjia.state.il.us/ijjis/public/index.cfm?metasection=strategicplan&metapage=sjis_chri

CHRI provides arrest history, court disposition, and sentencing information for all persons arrested in Illinois.

- **The Illinois Department of Corrections Offender Management System**

http://www.icjia.state.il.us/ijjis/public/index.cfm?metasection=strategicplan&metapage=sjis_idoc

The Offender Management System tracks offenders committed to the Illinois Department of Corrections (IDOC) from reception and classification through release on parole or mandatory supervisory release, and subsequent discharge or return to IDOC custody.

- **Law Enforcement Agencies Data System (LEADS)**

http://www.icjia.state.il.us/ijjis/public/index.cfm?metasection=strategicplan&metapage=sjis_leads

The Illinois Law Enforcement Agencies Data System (LEADS) is a statewide, computerized, telecommunications system, maintained by the Illinois State Police, and designed to provide the Illinois criminal justice community with access to computerized justice-related information at both the state and national level.

- **POLARIS**

http://www.icjia.state.il.us/ijjis/public/index.cfm?metasection=strategicplan&metapage=sjis_polaris

The Probation On-Line Automated Reporting Information System (POLARIS), now in planning, will be a centralized data warehouse for collecting individual-level data

on probationers from across the state. POLARIS is expected to provide an opportunity for individual departments and the Administrative Office of the Illinois Courts to analyze trends, perform group comparisons, and provide an empirical basis for evaluating probation programs, strategies, and practices.

- **Secretary of State Data Systems**

http://www.icjia.state.il.us/ijis/public/index.cfm?metasection=strategicplan&metapage=sjis_sos

The Illinois Office of the Secretary of State maintains several databases related to subjects and vehicles that provide information to justice decision-makers. The Driver Header Database contains the information found on a driver's license. The Drivers History Database contains information on drivers' revocations, suspensions, cancellations, previously issued instruction permits and licenses, accidents, DUI summary suspensions and police sworn reports, traffic and DUI supervisions and convictions, auto emissions suspensions, and actions against school bus drivers.

- **State of Illinois Justice Information Networks**

http://www.icjia.state.il.us/ijis/public/index.cfm?metasection=strategicplan&metapage=sjis_networks

The State of Illinois currently operates two statewide network services, the Illinois Century Network and the Illinois Frame Relay Service. Either network has the capability to handle all justice information traffic in Illinois. As bandwidth needs expand, both networks can easily add capacity. (Bandwidth, the width of a band of electromagnetic frequencies, determines how fast data flows on a given transmission path.)

III. Cook County Justice Information Exchange Points Model

The Cook County Justice Information Exchange Points Project involves the capture of detailed information regarding critical justice information exchanges that impact the criminal history and current status records of offenders and other individuals. An exchange point is a discrete workflow event in which information is transferred from one agency to another. The goal of this project is to identify information exchange points between agencies to determine where automation will enhance the integration process.

Exchanges are being documented through use of the Justice Information Exchange Model (JIEM) tool, which was developed by the SEARCH Group under the authority of the U.S. Department of Justice, Office of Justice Programs. The tool provides a computerized framework for presenting the flow of justice information. Documentation includes the identification of the sending and receiving agencies; the events that trigger

the exchange; the types of documents, data sets, and data elements exchanged; and the specific conditions underlying those exchanges. To produce this documentation, representatives of Cook County criminal justice agencies and the Chicago Police Department were brought together to identify and discuss these attributes, and to share source documents and other electronic exchange records.

The Cook County project mapped the electronic exchange of arrest information between Cook County police agencies and the Cook County Circuit Court Clerk, and the Illinois State Police, Bureau of Identification. In addition, all paper exchanges of information involving these agencies as well as the state's attorney's office, the sheriff's department, the public defender's office, the probation department, judges, and the county's information services department have been mapped. In addition to the Cook County analysis, IIJIS project staff is monitoring and providing liaison to an even more comprehensive effort in Lake County, with the intent of merging the two models. This will lead to the development of a statewide justice information exchange points model that will form the recommended standard for all future county-level integration efforts.

Appendix 4

Ongoing Projects Summary

In addition to the *Gap Analysis Summary* described in Appendix 3, the IIJIS Technical Committee is engaged in several ongoing activities to promote justice information integration.

Adoption/Development of Data Exchange Standards

To implement justice information integration, there is a need for universal justice community standards for sharing data across information systems. Prior solutions to problems resulting from dissimilar databases and information sharing standards include custom gateway programming, entry of the same data into multiple systems, and granting individual users access to different systems. However, a more manageable and less redundant alternative involves various agencies' electronic data simply being subjected to a translation process whereby the data locations are mapped and exchanges. This process utilizes Extensible Markup Language (XML) technology to address problems of interoperability, allowing justice community agencies to exchange information with a maximum of flexibility at a reasonable level of development effort and cost.

The success of justice information sharing is presently being facilitated by the development and adoption of a standards coordination process. Historically, there have been numerous standards development efforts undertaken within the justice community. These efforts have recently been coordinated and reconciled through the work of Global Advisory Committee, which is supported by the U.S. Department of Justice. The result has been the development of an XML Justice Data Dictionary, which provides standards and XML "tags" for a generic set of justice information corresponding to the general chain of justice system events. In addition, states such as Minnesota have created more comprehensive versions of a justice data dictionary by analyzing justice exchange points in their jurisdiction, and creating additional XML "extensions" to suit their needs.

These efforts provide an excellent starting point for Illinois integration planning. IIJIS project staff are tracking standards being developed by Global Advisory Committee and other national groups, and is coordinating with other Midwest state integration managers to adopt common terminology for XML standards.

Survey of Local Justice Agency Information Management Practices

Although a small number of practitioner-specific (police, probation) surveys have been conducted during the past several years to identify certain characteristics of criminal justice agencies' information management policies, they are very limited in their scope,

and in some cases out of date. No statewide needs assessment has been conducted to date that systematically identifies all criminal justice information systems in Illinois, and that provides a useful description of information sharing practices between agencies. Therefore, to gain a more in-depth understanding of criminal justice agencies' information management and information sharing practices, IIJIS project staff developed a set of surveys that are being sent to a sample of police departments, sheriffs' departments, state's attorneys offices, circuit court clerks' offices, and probation departments. Participating agencies may respond to the surveys either by completing and mailing the paper version, or electronically via the IIJIS website.

Outreach to County Integration Planning Initiatives

Eight Illinois counties have been identified by IIJIS staff as having begun justice information integration initiatives - either by establishing integrated justice governance structures, by conducting preliminary analyses of information exchange processes, or in some cases by actually implementing electronic interagency data exchanges. The IIJIS Technical Committee is establishing contact with lead officials from these jurisdictions, providing information to them on the statewide integration planning effort, and seeking their participation at committee meetings to apprise committee members of their progress.

Appendix 5

Proposed Legislation Empowering the IIJS Governing Body

Sec. 1. This Act shall be known as the “Illinois Integrated Justice Information Systems Act.”

Sec. 2. The purpose of this Act is to promote the integration of justice information systems in Illinois; enhance the safety and security of the people of Illinois; improve the quality of justice and the effectiveness of justice programs and operations; and ensure informed decision-making; while protecting individuals’ privacy rights related to the sharing of justice information.

Sec 3. As used in this Act:

- (a) "Authority" means the Illinois Criminal Justice Information Authority.
- (b) "Governing Board" means the Illinois Integrated Justice Information Systems Governing Board established within the Authority by this Act.
- (c) “Integration” means the application of technology to improve information management and information sharing between justice agencies at all levels of government.
- (d) “Justice System” includes all activities by public agencies pertaining to the prevention or reduction of crime or enforcement of the criminal law, and particularly, but without limitation, the prevention, detection, and investigation of crime; the apprehension of offenders; the protection of victims and witnesses; the administration of juvenile justice; the prosecution and defense of criminal cases; the trial, conviction, and sentencing of offenders; as well as the correction and rehabilitation of offenders, which includes imprisonment, probation, parole and treatment.

- (e) “Justice Information” includes any and every type of information that is collected, transmitted, or maintained by the justice system.

Sec. 4. There is hereby created within the Authority an Illinois Integrated Justice Information Systems Governing Board, consisting of 22 members, which shall independently exercise its powers, duties, and responsibilities. The membership of the Governing Board shall consist of:

- (a) the Attorney General or his or her designee;
- (b) the Secretary of State or his or her designee;
- (c) the Director of the Illinois State Police;
- (d) the Director of the Illinois Department of Central Management Services;
- (e) the Director of the Illinois Department of Corrections;
- (f) the Superintendent of the Chicago Police Department;
- (g) the Cook County State’s Attorney;
- (h) the Cook County Sheriff;
- (i) the Clerk of the Circuit Court of Cook County;
- (j) the Cook County Chief Information Officer;
- (k) the Cook County Public Defender;
- (l) a member of the Illinois Juvenile Justice Commission appointed by the Chair of the Juvenile Justice Commission;
- (m) a representative appointed by the Illinois Association of Chiefs of Police;
- (n) a representative appointed by the Illinois Sheriffs' Association;
- (o) a representative appointed by the Illinois State's Attorneys Association;
- (p) a representative appointed by the Illinois Association of Court Clerks;
- (q) a representative appointed by the Illinois Probation and Court Services Association;
- (r) a representative appointed by the Illinois Public Defender Association;
- (s) the following members appointed by the Governor:
 - (1) a member of a county board other than Cook County;

- (2) a mayor, president, or manager of an Illinois municipality outside of Cook County;
- (3) two members of the general public.

The Governing Board may, by rule, allow members identified in sections (c) through (k) above to appoint designees to serve in their places as voting members of the Governing Board.

From the membership of the Board, the Governor shall designate the chair of the Governing Board who shall serve at the discretion of the Governor. In addition, the Supreme Court may appoint two non-voting members to serve as liaisons to the Board from the Illinois Judicial Branch. Members appointed by the Governor shall serve at the discretion of the Governor for a term not to exceed 4 years. Members appointed pursuant to sections (l) through (r) above shall serve for a term not to exceed 2 years. All members may be reappointed for an unlimited number of terms. The Governing Board shall meet at least quarterly.

Sec. 5. Members of the Governing Board shall serve without compensation. All members shall be reimbursed for reasonable expenses incurred in connection with their duties.

Sec. 6. The Executive Director of the Authority shall employ, in accordance with the provisions of the Illinois Personnel Code, such administrative, professional, clerical, and other personnel as required and may organize such staff as may be appropriate to effectuate the purposes, powers, duties and responsibilities contained in this Act.

Sec. 7. The Governing Board shall have the following powers, duties, and responsibilities:

- (a) To promote the integration of justice information systems in Illinois;

- (b) To coordinate the development, adoption, and implementation of plans and strategies for sharing justice information;
- (c) To coordinate the development of systems that enhance integration;
- (d) To establish standards to facilitate the electronic sharing of justice information;
- (e) To promulgate policies that protect individuals' privacy rights related to the sharing of justice information;
- (f) To apply for, solicit, receive, establish priorities for, allocate, disburse, grant, contract for, and administer funds from any source to effectuate the purposes of this Act;
- (g) To promulgate rules or regulations as may be necessary to effectuate the purposes of this Act;
- (h) To report annually, on or before April 1 of each year to the Governor and the General Assembly, on the Governing Board's activities in the preceding fiscal year; and
- (i) To exercise any other powers that are necessary and proper to fulfill the duties, responsibilities, and purposes of this Act, and to comply with the requirements of applicable federal or State laws or regulations.