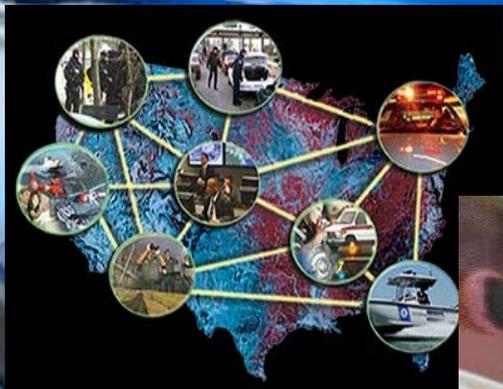
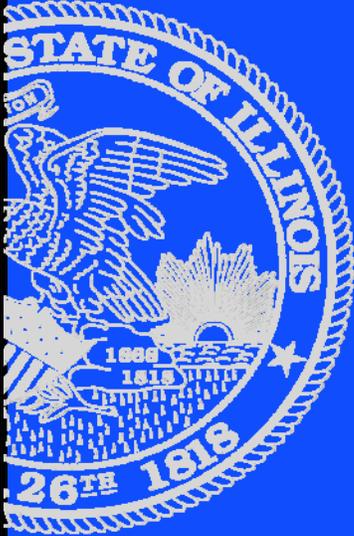




2009 Annual Report IJIS Implementation Board



**ILLINOIS
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INFORMATION
SYSTEM
Implementation Board**



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To the Governor and the Honorable Members of the Illinois General Assembly:



Lori G. Levin

On behalf of the members of the Illinois Integrated Justice Information System (IJIS) Implementation Board, I am pleased to present the 2009 Annual Report. This report outlines the current activities of the Board toward the enhanced sharing of justice information throughout Illinois.

Last year, the Implementation Board through its Committees continued to make progress toward many of its goals. The Planning and Policy Committee continued its work of reviewing and revising the IJIS Strategic Plan. The Committee has begun the development of a new document, The Strategic Direction for Enterprise Information Sharing 2008-2012. The new document once completed will present an updated vision for information sharing throughout the State of Illinois. The subcommittees of the Planning and Policy Committee are reviewing innovative technology advances such as placing livescan technology, which collects electronic images of individuals' fingerprints, within Illinois courtrooms.

The Privacy Policy Subcommittee has begun work in conjunction with the Illinois State Police to develop privacy guidance for the analysis and sharing of electronic police incident report data. Their efforts line up with the Police Incident Report Subcommittee. The subcommittee provided input to the Illinois State Police and the Chicago Police Department which created the police incident and case management module of the Illinois Citizen and Law Enforcement Analysis and Reporting ("I-CLEAR") system.

The Outreach Committee has been developing a video for the IJIS website, as well as one that can be used for distribution to IJIS Champions for presentation opportunities. The Summit Planning Subcommittee has begun the work of planning the 2009 IJIS Summit.

Project documentation as well as the meeting materials and work products of the Board's various committees are available to the justice community and the public from the IJIS website: www.icjia.state.il.us/ijjis.

The Board's mission of improving the use of justice information is a collaborative effort involving all units of government in Illinois. With the support of these groups and the legislature we are confident that we can create a comprehensive integrated justice strategy that will fulfill the needs of government, while protecting the privacy rights of individuals.

A handwritten signature in black ink, appearing to read "Lori G. Levin".

Lori G. Levin
Chair

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Contents

Mission.....	1
Composition and Membership.....	2
Implementation Board.....	3
Committee reports.....	4
Planning & Policy Committee.....	4
Technical Committee.....	7
Funding Committee.....	8
Outreach Committee.....	8
Future activities and goals.....	9
County-level justice systems integration survey.....	10
Conclusion.....	10

Mission

Created in 2003 by Executive Order No. 16, the Illinois Integrated Justice Information System (IIJIS) Implementation Board is an intergovernmental effort dedicated to improving the administration of justice in Illinois by facilitating the electronic sharing of justice information throughout the state. It is a collaborative effort charged with enhancing public safety by making complete, accurate, and timely offender-based information available to all justice decision makers.

The executive order directs the Implementation Board to address the challenges identified in the existing IIJIS Strategic Plan and to set goals and objectives for future justice information systems. The Implementation Board promotes the electronic sharing of justice information by coordinating the development, adoption, and implementation of plans for systems designed to help positively identify individuals, provide offender status and history information, electronically exchange case information as it flows through the justice system, and share police incident report data.

The responsibilities of the Implementation Board center on promoting the integration of justice information systems and include: coordinating the development of systems that enhance integration; establishing standards to facilitate the electronic sharing of justice information; protecting individual privacy rights related to the sharing of justice information and coordinating the funding of integration efforts.

Powers, duties, and responsibilities of the Implementation Board

- (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 the executive order
- (g) To promulgate rules or regulations as may be necessary to effectuate the purposes of this executive order
- (h) To report annually, on or before April 1st of each year to the Governor and the General Assembly, on the Board's activities in the preceding fiscal year
- (i) To exercise any other powers that are necessary and proper to fulfill the duties, responsibilities, and purposes of this executive order and to comply with the requirements of applicable federal or state laws or regulations

Composition and membership

The Illinois Integrated Justice System Implementation Board is comprised of 26 members of the justice community who serve without compensation. A full-time professional staff supports the Board's activities and is headquartered at the Illinois Criminal Justice Information Authority (Authority) in Chicago. Illinois State Police staff supplement the work of the Authority.

A chairperson, who was elected by its membership, leads the Board. Implementation Board members include:

Lori G. Levin, Chair

*Executive Director
Illinois Criminal Justice Information Authority*

Dorothy Brown, Vice Chair

Clerk of the Circuit Court of Cook County

Jesse White

*Illinois Secretary of State
Irene Lyons, designee*

Lisa Madigan

*Illinois Attorney General
Cynthia Hora, designee*

Jonathan E. Monken

*Acting Director
Illinois State Police
Michael Snyders, designee*

James P. Sledge

*Director
Illinois Department of Central Management
Services
Rafael Diaz, designee*

Roger E. Walker Jr.

*Director
Illinois Department of Corrections
Sharon Shipinski, designee*

Jody P. Weis

*Superintendent
Chicago Police Department
Jonathan Lewin, designee*

Anita Alvarez

*Cook County State's Attorney
Mike Carroll, designee*

Tom Dart

*Cook County Sheriff
Elaine Romas, designee*

Antonio Hylton

Cook County Chief Information Officer

Edwin Burnette

Cook County Public Defender

Rod Ahitow

Illinois Juvenile Justice Commission

Pamela McGuire

Illinois Association of Court Clerks

Robert Howlett

Illinois Sheriffs' Association

Michael Waller

Illinois State's Attorneys Association

Ronald Lewis

Illinois Public Defender Association

Michael Tardy

Judicial branch liaison

Skip Robertson

Judicial branch liaison

The Implementation Board would also like to thank the following individuals for their participation. Their assistance and contributions to IJIS have proven invaluable.

Honorable Paul P. Biebel, Jr.

*Presiding Judge, Criminal Division
Circuit Court of Cook County*

Doug Bowie

*Administrative Office of the Illinois
Courts*

Composition of the Implementation Board

- The attorney general or his or her designee
- The secretary of state or his or her designee
- The executive director of the Illinois Criminal Justice Information Authority
- The director of the Illinois State Police
- The director of the Illinois Department of Central Management Services
- The director of the Illinois Department of Corrections
- The director of technology
- The superintendent of the Chicago Police Department
- The Cook County State's Attorney
- The Cook County Sheriff
- The clerk of the Circuit Court of Cook County
- The Cook County Chief Information Officer
- The Cook County Public Defender
- A member of the Illinois Juvenile Justice Commission appointed by the chair
- A representative appointed by the Illinois Association of Chiefs of Police
- A representative appointed by the Illinois Sheriffs' Association
- A representative appointed by the Illinois State's Attorneys Association
- A representative appointed by the Illinois Association of Court Clerks
- A representative appointed by the Illinois Probation and Court Services Association
- A representative appointed by the Illinois Public Defender Association
- A member of a county board other than Cook County appointed by the Governor
- A mayor, president, or manager of an Illinois municipality appointed by the Governor
- Two members of the general public appointed by the Governor
- Two non-voting liaisons from the Judicial Branch appointed by the Supreme Court

Implementation Board

The Implementation Board has followed a detailed strategic planning process to develop an integrated justice plan for Illinois. The Implementation Board provides direction by setting realistic and prioritized goals and objectives for each of its committees.

The strategic planning process encompasses a variety of analysis and decision-making models. Key questions that get addressed in the process are: Where should we be going and how will we get there? In its review of the strategic plan, the Planning and Policy Committee also asked the question: And are the goals and objectives of the original plan still applicable?

In FY08, the Implementation Board formulated the Strategic Direction for Enterprise Information Sharing. This new approach to long-term planning establishes the desired environment for integration in Illinois. The vision remains to become a recognized leader in justice information sharing, benefiting all people in Illinois and across the nation by enhancing the safety, security, and quality of life. To accomplish this vision IJIS will use business process improvement and business process management for better integration processing and information sharing. The goals are to build and expand the range of effectiveness of information systems and sharing capabilities, and to improve the effectiveness, efficiency, timeliness, accuracy, and completeness of information.

The Implementation Board continues to place an emphasis on protecting the confidentiality and privacy of individuals according to public policy, maintaining information security while ensuring appropriate access. Additionally, the Implementation Board remains accountable to the people of Illinois by conducting business in a fiscally responsible manner. The Board has agreed to continue to employ performance measurements and provide services that build the public trust.

The Implementation Board unanimously agreed to host a Summit on Integration in 2009. The Summit will showcase integration successes throughout the state from the county perspective.

Committee reports

The work of the Implementation Board is handled by the Planning and Policy Committee, Technical Committee, Outreach Committee, and Funding Committee. An Executive Steering Committee consisting of the chairpersons of each IJIS committee and two additional board members coordinates the IJIS effort. The activities of each of these committees are set forth below.

Planning & Policy Committee

The IIJIS Planning & Policy Committee is responsible for development of strategic, tactical, and project plans designed to improve electronic sharing of critical information throughout the Illinois justice system. The committee also develops policies to ensure the appropriate collection, use and dissemination of justice information.

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 the 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.

The IIJIS Governing Board adopted the strategic planning process to develop an integrated justice plan for Illinois. The original plan involved decisions and actions with major consequences extending over long periods of time. The desired future state of justice integration was determined by the Scenario for Information Sharing in Illinois. This scenario identified the future functions, range of information exchanges, and interactions needed among primary entities throughout the justice enterprise for information sharing in Illinois. 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.

The Illinois Integrated Justice Information System (IIJIS) Strategic Plan 2003-2004 was recognized as a national model for integrated justice strategic planning, and serves as a benchmark for other jurisdictions to emulate.

In 2008, the committee began updating the strategic plan. The Strategic Direction for Enterprise Information Sharing 2008-2012 will provide long-term direction for the IIJIS initiative. The document reaffirmed the vision, mission, and values of the original strategic plan, but revisited the strategic issues. Mid-level Plans will be developed. The next level of planning will be operational in nature, as opposed to strategic. This will lead to either the dissolution of some of the existing subcommittees or the development of new subcommittees to address operational issues.

Privacy Policy Subcommittee

The Implementation Board sought to identify the privacy issues created by the enhanced collection, analysis, and sharing of information made possible with newly advanced computer technologies. Moreover, the board desired practical solutions to these issues in the form of a comprehensive set of privacy policy recommendations that could guide justice practitioners and system designers in the appropriate collection, use and dissemination of electronic information throughout the Illinois justice system.

The Privacy Policy Subcommittee was created to develop a comprehensive policy to govern justice information sharing. The group is composed of representatives from the traditional criminal justice system as well as individuals representing the media, law schools, victim services groups, and private users of criminal history information.

The Privacy Policy Subcommittee completed a report entitled *Privacy Policy Guidance for Illinois Integrated Justice Information Systems, Volume 1*. The report explains privacy issues facing integration efforts, and clearly identifies which information practices are mandatory, prohibited, or permissible under existing law. This report was adopted by the full Implementation Board, and is nationally recognized as one of the preeminent and comprehensive guidance documents for addressing privacy concerns in integrated justice systems.

The Implementation Board previously adopted *Privacy Schmrivacy*, which discussed a process for drafting a privacy policy in an integrated justice effort. *Privacy Schmrivacy* set forth several steps necessary for the efficient and informed direction of a committee whose function is to draft a comprehensive privacy policy intended to govern the operation of an integrated justice system. This report establishes a comprehensive set of practical privacy policy recommendations that simultaneously empower and constrain justice officials by explaining what data practices should and should not be permitted. Most of the recommendations in the guidance are rooted in existing law and guided by the principles articulated by federal and Illinois case law. But some recommendations reach out beyond these existing requirements; this is because some legitimate privacy concerns may be implicated in circumstances not yet recognized by the law.

In 2008, a privacy policy for the Illinois State Police Illinois Citizen and Law Enforcement Analysis and Reporting (I-CLEAR) System was developed. Privacy guidance for the analysis and sharing of electronic police incident report data primarily addresses the data warehouse that will store, analyze, and disseminate a variety of justice information including incident reports from municipal and county police departments across the state.

The Privacy Policy Subcommittee is vetting the document to ensure that there are not conflicting policies being developed within the state of Illinois.

Also in 2008, Volume 2 of the Privacy Policy Guidance Series was initiated to identify privacy concerns created by the enhanced collection, analysis, and sharing of electronic police incident report information. This volume will also address the privacy concerns with clear guidance on how to properly treat sensitive data that are frequently included in police incident reports.

Orders of Protection & Warrants Subcommittee

The Orders of Protection & Warrants Subcommittee is charged with identifying issues related to ensuring that justice practitioners have access to warrant and orders of protection information.

The goal of this subcommittee remains the development of scenarios for obtaining civil no contact orders and orders of protection, and a business case. These scenarios help identify crucial information in orders of protection and warrants, as well as workflow issues that impact state-level order of protection and warrant data quality.

Standardized Booking & Rapsheet Subcommittee

The Standardized Booking and Rapsheet Subcommittee is responsible for developing a business case for the standardization of electronic reporting, maintenance, and dissemination of criminal history information. In FY08, the subcommittee produced Information Exchange Packet Documentation for use by Illinois criminal justice agencies who wish to exchange electronic data. The subcommittee also worked with the Illinois State Police to develop and implement a standardized rapsheet format. The rapsheet format has been enhanced using a software platform that may be adapted as technology and agency needs change.

Subcommittee membership experienced some change in 2008. As members retired or moved to other professional responsibilities new members were invited to participate in the work of the subcommittee. These membership changes have set the stage for fresh ideas and enthusiasm in 2009.

The subcommittee continued its discussion on the feasibility of placing livescan technology, which will collect electronic images of individuals' fingerprints, within Illinois courtrooms. The subcommittee is developing an opinion paper detailing the options and possible outcomes of placing this technology within the courtroom setting.

Discussions and statute research continued on methods that will allow defense counsel access to criminal history information. The subcommittee began exploring whether the Illinois Pretrial Services Act can be electronically implemented. An opinion paper on how to address defense counsel access to criminal history information is planned.

Police Standard Incident Report Subcommittee

Throughout Illinois, more than 12,000 law enforcement agencies at the local, state, and federal levels conduct business, gathering clues, conducting interviews, solving crimes, and generating reports and information. In an age where many crimes cross one or more jurisdictions, agencies must share their information with each other, not only to catch criminals and terrorists but also to spot crime trends and patterns and help prevent attacks. While law enforcement agencies have historically shared incident data to detect and prevent crime,

today's public safety challenges require information sharing to be rapid and electronic.

The Police Standard Incident Report Subcommittee was assembled to plan the implementation of a standardized police report for Illinois. This standardization is a necessary component for realizing the vision of rapid electronic sharing of police incident and case data. The subcommittee developed a business case that was presented to the Planning & Policy Committee. The business case identified some of the existing issues experienced by law enforcement agencies on incident level reporting.

In 2008, the subcommittee provided input on required data elements, tested modules of the system during development, and ultimately contributed to user acceptance of the I-CASE application, the police incident and case management module of I-CLEAR. However, the real value of their work was not only the testing of I-CASE, but also determining what data elements should be exchanged. That information was used to adopt a standardized exchange schema.

Illinois has positioned itself to leverage work done by the FBI's National Data Exchange (NDEx) program (the national repository of police incident data). With results gathered from the work of the Police Standard Incident Report Subcommittee, the Illinois State Police, and the Chicago Police Department, Illinois will participate in the FBI NDEx program, and the Implementation Board has adopted its standardized XML exchange schema, Global Justice Extended Markup Language (GJXDM) to share (as appropriate) police incident and case information.

Technical Committee

The Technical Committee develops data exchange and architectural standards which addresses hardware, software, networking, and data requirements to facilitate the development of information systems that can electronically exchange data. The committee is also responsible for lending its expertise in the development of strategic, tactical, and project plans. This committee is working to enable the seamless exchange of information in a standards-based electronic justice environment. In addition, the committee also reviews best practices for justice information integration that are being applied in other jurisdictions, and determines the suitability of those models for Illinois.

In FY08, the committee began reviewing and vetting Strategic Issue 5, of the Enterprise Document for Information Sharing, which is establishing standards/regulations for data sharing and infrastructure development. The primary focus of this issue is to address the obstacles to electronic information sharing between justice agencies which are 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.

The committee has also begun exploring ways Illinois will utilize technology and leverage available resources to expand, enhance, and maintain information technology infrastructure that is secure, reliable, effective, efficient, and accessible. This is the major challenge of Strategic Issue 6. Infrastructure refers to a broad variety of mechanical, physical, and support technologies that enable and facilitate information and data exchanges; 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 altogether. 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 information technology infrastructure must be regularly expanded, enhanced, and maintained.

Funding Committee

The role of the Funding committee is to support the development of integrated justice information systems in Illinois by identifying funding sources. The committee feels that it is necessary to support unified strategies that make the best use of resources.

In FY08 the Funding Committee began exploring differences in resource availability among and within metropolitan, urban, and rural areas of the state and to develop appropriate strategies to address those differences.

In 2008 the Funding Committee sought to partner with the Outreach Committee to develop ongoing fundraising marketing materials that will demystify the fundraising process. The committee also began to increase the diversity of the committee by including more representation from agencies and entities geographically outside of Cook County.

The committee began to develop relationships with potential donors outside of the criminal justice community, both public and private, that exist to support integration efforts. The Funding Committee continues to seek and identify sources to fund the development of a statewide, data collection template that will document current baseline operational performance efficiencies and integrated justice information system costs associated with the delivery of justice services.

Outreach Committee

The IJIS Outreach Committee, comprised of the Media Strategy/Educational Materials, Presentation and Summit Planning subcommittees, is tasked with communicating the goals, objectives and vision of the IJIS initiative. The

strategic objective of the committee has been to focus on disseminating information about integration in Illinois.

Media Strategy Subcommittee

In FY08 the Media Strategy Subcommittee along with the Educational Materials Subcommittee initiated the process of editing videos taken at previous IJIS Summits. The goal is to produce a five-minute video for the IJIS website and a 30- or 60 minute video that the Outreach Committee can distribute to champions of the IJIS initiative and for presentation opportunities.

Presentations Subcommittee

The Presentations Subcommittee initiated an update of the IJIS PowerPoint presentation, and completed a list of presentation opportunities with dates.

Summit Planning Subcommittee

The Summit Planning Subcommittee began coordinating the 2009 IJIS Summit. This year's event will showcase Illinois integration and information sharing initiatives and highlight the integration successes and best practices from across the state. The presentations will include system demonstrations, policy reviews, revenue generating projects and green initiatives.

Stakeholders targeted for the event include law enforcement, the judiciary, state's attorneys, circuit court clerks, public defenders, sheriffs, public officials and other justice professionals.

Future activities and goals

The development of a plan for statewide information sharing

The Planning & Policy Committee was charged with developing the next set of IJIS priorities. Next steps include developing a mid-level operational plan, and then a tactical plan.

- (1) Develop a mid-level plan:** A mid-level plan will be developed that sets forth operational objectives, outcomes and performance measures that support each of the issues contained in the Strategic Direction for Enterprise Information Sharing. The plan will also identify the operational issues facing the integration of justice systems including gaps in Illinois information sharing that have already been identified. In addition, the plan will determine which business cases should be developed and in which order. Business cases will help the Implementation Board prioritize which issues to be incorporated into the IJIS Tactical Plan.

- (2) Develop a tactical plan:** A tactical plan will help coordinate and prioritize the state and local projects that will result in the information sharing. The tactical plan will describe the scope of each project, provide the estimated duration, benefits, dependencies, challenges, costs and basis for cost

estimates. It will explain how the projects relate to and work with one another to improve the electronic sharing of information across the justice system.

County-level justice systems integration survey

In FY08, a new county-level justice integration survey was developed to meet the specific information needs of IJIS stakeholders. The surveys were distributed both electronically and by mail. Surveys went out to the state's attorneys representing each of the 102 counties in Illinois, the county sheriff each county, the clerks of the circuit court of each county, the director of court services or chief probation officer for each judicial district, and a sampling of all the municipal law enforcement agencies in the state. Approximately 800 surveys were sent out, and there has been a good response rate of nearly 42% overall. The highest response level thus far is from clerk of the circuit court with 61% return rate, followed by the sheriffs at 43%.

The purpose of the survey is to gather and assess information relative to the types of information transferred and received by each stakeholder, their capabilities and needs regarding information sharing and integrated justice systems. The survey addresses areas of general automation, types and methods of transfer of data, the most pressing integration need, and any pending or planned changes in information sharing practices. We also inquired as to which type of data exchanges or interfaces could be improved or created, and finally if there were current efforts to plan or build an integrated countywide justice information system.

Conclusion

In 2009, the Implementation Board through its committees will continue to work toward the development of the IJIS Midlevel Plan and Tactical Plan with recommendations for statewide implementation. The work of the Technical Committee and the Planning and Policy Committee will provide a solid platform upon which to expand and standardize the information sharing capabilities throughout Illinois.

It is hoped that *Privacy Policy Guidance Volume 2* will solidify Illinois as a national leader in privacy issues within criminal justice and information sharing initiatives.

The Outreach Committee will host its IJIS Summit and will showcase integration and information successes throughout the state.

Our ability to generate funding to support the initiative will continue to be a key element and goal for 2009. This year will be one of greater challenges as our efforts to integrate the criminal justice systems advance, and opportunities as the IJIS Implementation Board continues to work toward its strategic and operational goals.