

# 2004 Annual Report

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## **ILLINOIS INTEGRATED JUSTICE INFORMATION SYSTEM Implementation Board**



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Rod R. Blagojevich, Governor



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

- Lori G. Levin**, Chair  
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- Michael Rumman**  
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- Jesse White**  
ILLINOIS SECRETARY  
OF STATE

On behalf of the members of the Illinois Integrated Justice Information System (IIJIS) Implementation Board, I am pleased to present the Board's 2004 Annual Report. This report outlines the activities of the Board's work in the development of an integrated justice solution for Illinois. Additionally, this report provides an overview of related integrated justice efforts throughout the state and outlines the future direction of the IIJIS effort.

The Implementation Board is fulfilling its responsibilities through the efforts of its four committees. The Planning and Policy Committee is charged with creating information sharing scenarios that address homeland security, incident and intelligence sharing, and juvenile justice. It is also responsible for reviewing integration implementation strategies and developing an IIJIS privacy policy. The Technical Committee is responsible for researching specific integration solutions, assessing their capacity to meet the information sharing needs identified in the IIJIS Strategic Plan, and developing standards for justice integration. The responsibility of developing informational materials, and garnering support for integration is delegated to the Outreach Committee. Finally, a Funding Committee was created to identify potential sources of revenue, including private and federal grants, to fund integration efforts. A full account of each committee's activities is contained in this report.

Additionally, Board researchers have conducted a survey of justice agencies in Illinois to determine the current state of integration among the components of the justice enterprise. While the results indicate that there is a considerable amount of automation within police, sheriff's, prosecutor's, court clerk's, and probation departments, the survey found that there is very little electronic data sharing between these organizations. The findings of the integrated justice survey, as well as the other work of the Integration Board, are available to the justice community, and the public alike, on the IIJIS website ([www.icjia.state.il.us/ijis](http://www.icjia.state.il.us/ijis)). This website has received considerable attention - the IIJIS Strategic Plan alone was accessed over 19,000 times this year.

The Board's mission of improving the sharing of justice information is a collaborative effort involving city, county, and state agencies. With the support of these groups, and the legislature, we are confident that we can create a comprehensive integrated justice system that will fulfill the needs of both government agencies and the public, assuring a greater level of public safety for all the citizens of Illinois.

Lori G. Levin  
Chair

This project was supported by Grant #2001-MU-CX-0031 awarded to the Illinois Criminal Justice Information Authority by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. Points of view or opinions contained within this document are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice.



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## IIJIS Governance

Recognizing the need to share critical information, the State of Illinois established the Illinois Integrated Justice Information System (IIJIS) Governing Board in 2001. This board, comprised of representatives from state, county, and municipal justice agencies, was charged with the responsibility of developing a plan for justice information sharing in Illinois. Their report, the *Illinois Integrated Justice Information System Strategic Plan*, was completed in December 2002.

In order to implement the strategic plan developed by the IIJIS Board, Governor Rod Blagojevich created the Illinois Integrated Justice Information System Implementation Board in 2003. Created by Executive Order 16, the IIJIS Implementation Board is an intergovernmental effort dedicated to improving the administration of justice in Illinois. It was created in recognition of the need to improve information sharing and to meet challenges to public safety, such as those presented by the tragic events of September 11, 2001 and the Washington DC serial sniper incident. In light of the demand for increased access to critical subject information, the Board is additionally charged with the responsibility of safeguarding individual privacy rights and preventing unauthorized disclosures of information.

The Executive Order directs the Implementation Board to carry out the IIJIS strategic plan and to set goals and objectives for integrated justice information systems. In order to implement the strategic plan, the Implementation Board is granted the following powers, duties, and responsibilities by the Executive Order:

- To promote the integration of justice information systems in Illinois;
- To coordinate the development, adoption, and implementation of plans and strategies for sharing justice information;
- To coordinate the development of systems that enhance integration;
- To establish standards to facilitate the electronic sharing of justice information;
- To promulgate policies that protect individuals' privacy rights related to the sharing of justice information;
- 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 executive order;
- To promulgate rules or regulations as may be necessary to effectuate the purposes of this executive order;
- To report annually, on or before April 1<sup>st</sup> of each year to the Governor and General Assembly, on the Implementation Board's activities in the preceding fiscal year;
- 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.



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## Board 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 of three persons supports the board's activities and is headquartered at the Illinois Criminal Justice Information Authority in Chicago. They are supplemented by an additional staff member assigned to the Illinois State Police.

The board is led by a chairperson, who has the authority to create committees, as necessary, to assist in the activities of the Board. The current chairperson of the Illinois Integrated Justice System Implementation Board is the Executive Director of the Illinois Criminal Justice Information Authority.

By Executive Order, the Board is composed of:

- 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 in the Governor's Office
- 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 of the Illinois Juvenile Justice Commission
- 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



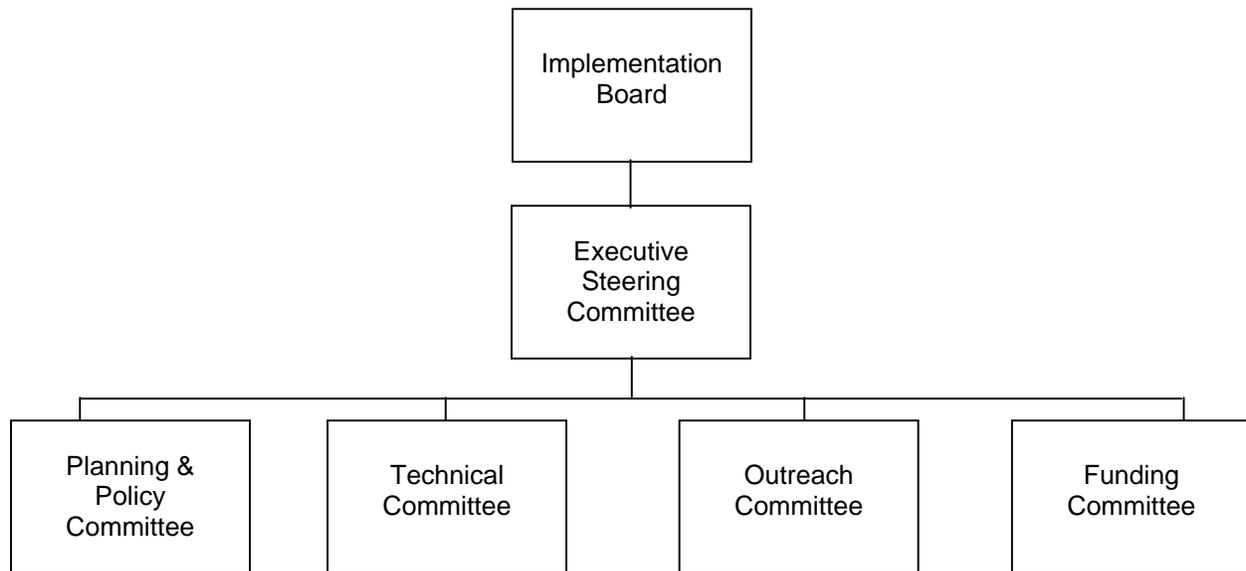
## **IIJIS Board Designees**

The Executive Order allows IIJIS Board members to appoint a designee to serve in their place as voting members of the Implementation Board. The following justice professionals have been appointed IIJIS Board designees by their respective agencies.

Ken Bouche, Illinois State Police (Vice-Chair)  
Alan Burgard, Illinois Central Management Services  
Paul Fields, Cook County Public Defender's Office  
Ron Huberman, Chicago Police Department  
Ronald Lewis, Illinois Public Defender Association  
Irene Lyons, Illinois Secretary of State's Office  
Ellen Mandletort, Illinois Attorney General's Office  
Adrienne Mebane, Cook County State's Attorney's Office  
Marjorie O'Dea, Cook County Sheriff's Office  
Ian Oliver, Illinois Department of Corrections  
Deb Seyller, Circuit Court Clerk of Kane County  
Craig Wimberly, Office of the Circuit Court Clerk of Cook County

## IIJIS Committees

The work of the Implementation Board has been divided among four committees: the Planning and Policy Committee, the Technical Committee, the Outreach Committee, and the Funding Committee. An Executive Steering Committee has also been formed, consisting of the chairpersons of each IIJIS committee and two additional board members, to coordinate the IIJIS effort. The activities of each of these committees are outlined below.



### IIJIS Planning & Policy Committee

The Planning & Policy Committee of the original IIJIS Governing Board developed the *Scenario for Information Sharing in Illinois* (see IIJIS Strategic Plan), identifying the information exchanged in an adult arrest event. The Planning & Policy Committee of the new IIJIS Implementation Board has identified the need for additional scenarios and is developing a homeland security scenario for Illinois. A draft of their initial report, the *Concept of Operations for an Illinois Homeland Security Scenario* is available on the IIJIS website <http://www.icjia.state.il.us/ijis/>. This scenario represents a concerted effort by a number of Illinois agencies, working together, to focus on improving information and communication capabilities to anticipate, deter, and respond to terrorist threats. Since the challenge of securing the homeland is formidable, information is a key element in designing strategies and solutions. IIJIS is committed to applying information and communication technology to make Illinois and the nation safer, while protecting basic rights and civil liberties.

The Homeland Security Scenario will identify the future functions, range of information exchanges, and interactions needed among public safety and private partners to both prevent and respond to a homeland security event. Once developed, current and planned public safety information and communication systems can be validated against Illinois' homeland security

scenario to identify information and communications gaps that exist today. The scenario will serve as the foundation for further development of state and local operational plans and procedures.

### **Privacy Policy Subcommittee**

The Privacy Policy Subcommittee is charged with creating practical solutions to the privacy issues facing the IIJIS initiative. The IIJIS Strategic Plan specifically addressed the need to address privacy issues associated with eliminating the barriers to information sharing within the justice system. That plan outlines the goals of the privacy policy subcommittee as: 1) establishing a set of privacy principles to guide the ongoing development of the privacy policy, 2) developing and adopting the privacy policy, and 3) promoting the adoption of that privacy policy by all justice agencies.

The IIJIS Privacy Policy Subcommittee convened its first meeting in December 2003. At this meeting, the members reviewed the globally accepted fair information practices and identified the limitations of these practices when applied to justice information. While these fair information practices were not officially adopted, they will continue to provide guidance throughout the work of the subcommittee. Also at this meeting, the members agreed upon a research process through which Illinois' current information-sharing policy decisions would be identified and analyzed.

The work of the subcommittee for the near future will involve acquiring an understanding of the privacy policy choices already made in Illinois. It is the expectation of the subcommittee that a great deal of the privacy policy already exists in the form of current laws and regulations and that the challenge lies in compiling these directives and understanding the policy choices contained therein. The body of knowledge acquired through this process would then facilitate the resolution of unsettled privacy issues potentially facing the integration initiative. The work of the Privacy Policy Subcommittee will be compiled in a final report that contains not only an explanation of Illinois' current privacy environment, but also the subcommittee's recommendations regarding that environment. The rationales and bases for those recommendations will also be included in the final report along with suggestions on how local agencies can comply with the recommended policies.

The Global Justice Information Sharing Initiative's Privacy and Information Quality Working Group has utilized several of the materials developed by privacy subcommittee staff to help determine its direction.

### **IIJIS Technical Committee**

The IIJIS Technical Committee has conducted a systematic review of what other states have accomplished in the area of justice information sharing solutions. Project staff compiled and presented to the committee descriptive information about systems in Kansas, Pennsylvania, Colorado, Minnesota, and Nebraska that have achieved many of the justice information goals expected by stakeholders in those states. Staff also compiled and presented overviews of county systems (McLean County, Illinois and Harris County, Texas), as well as integrated justice solutions utilized in the District of Columbia and the City of San Diego.

The Technical Committee has, in particular, researched cost-effective technical solutions that leverage existing record systems and telecommunications infrastructures. One such solution, which has been successfully implemented in several other states, is a “justice information portal” that serves as a single point of access to multiple databases. The portal could also be expanded to provide a search engine for specific user groups (law enforcement officers, probation officers, judges, etc.) with the capability to select which databases are searched. The primary objective is to design a solution that provides one place for authorized users to check, rather than exhaustively searching multiple criminal justice databases, for relevant subject information – a “Google for COPS.”

The Technical Committee is also working with both the Chicago Police Department (CPD) and the Illinois State Police (ISP) to support the Illinois Citizens Law Enforcement Analysis and Reporting (ICLEAR) initiative. The Governor and the Mayor of Chicago announced the ICLEAR project on January 7, 2004. The objective of the ICLEAR initiative is to expand CPD’s criminal case and incident management systems to include the ISP and other participating law enforcement agencies.

The IIJIS Technical Committee is additionally studying the feasibility of developing a standard XML interface that would be used to connect municipal police incident reporting systems, such as the Illinois Criminal Justice Information Authority’s Police Information Management System (PIMS), to ICLEAR. Once completed, other records management systems could transmit information to, and request information from, ICLEAR through a standard interface. This would operate bi-directionally with information going both to and from each information system, with provisions created for the ownership and maintenance of records that pass through the interface. The IIJIS Board has asked that additional analyses be carried forth by staff before proceeding with the implementation.

Another project of the Technical Committee is the reconciliation of Cook County criminal justice system data elements with XML data tags derived from the Justice XML Data Dictionary. This reconciliation of common justice system documents – such as arrest reports, rap sheets, and the state arrest card – is being posted on the IIJIS website. This will allow other Illinois counties to use this information in conjunction with their own integration efforts. The Technical Committee also convened a “standards working group.” This group has begun reviewing national efforts to make the Justice XML Data Dictionary available to practitioners and has reviewed the reconciliation work carried out by the IIJIS staff. The group has tentatively agreed to adopt these standards for use in Illinois for justice information exchanges.

The Technical Committee has also sponsored efforts to highlight individual county-level justice integration efforts taking place throughout the state. IIJIS staff convened a meeting with representatives of the Illinois counties where identifiable justice integration planning and/or implementation is in place. Attendees included representatives of Cook, Lake, McHenry, Kane, and McLean Counties. Participants reviewed the work they had done, the stage of the planning or implementation process they were at, and discussed the types of assistance they needed from the IIJIS project and other state resources.

### **IIJIS Outreach Committee**

The purpose of the IIJIS Outreach Committee is to communicate the IIJIS vision and the work of the IIJIS Implementation Board to the justice community in Illinois. This committee accomplishes its goals by developing educational and informational materials related to justice integration and making presentations about the IIJIS initiative to criminal justice practitioner groups and other stakeholders. The Outreach Committee is also seeking champions, from counties and municipalities around Illinois, to take on a leadership role in supporting and assisting in the implementation of justice integration.

The Outreach Committee has organized three subcommittees to accomplish its work. They are the Educational Materials Subcommittee, the Presentations Subcommittee, and the Media Strategy Subcommittee. Each subcommittee has been responsible for harvesting the ideas and materials that will foster support and sponsorship from justice stakeholders in Illinois. The recommendations that came out of the Outreach Committee and subcommittees can be found on the IIJIS website.

### **Educational Materials Subcommittee**

The Educational Materials Subcommittee is charged with developing the marketing look and feel of the outreach effort and developing materials to support the efforts of the IIJIS Outreach and Funding Committees. The Educational Materials Subcommittee has developed the theme of the “Illinois Justice Network” as a way to market integrated justice as a product. The IIJIS Implementation Board is reviewing this theme, and other committee recommendations.

The Educational Materials Subcommittee has also developed an electronic “e-newsletter” that will be issued quarterly to justice stakeholders in Illinois. It is hoped that this publication will: (1) keep stakeholders informed about the work of the IIJIS Implementation Board; (2) feature information about projects, initiatives, and standards that will need feedback from justice stakeholders; and (3) direct the reader to the IIJIS website for more detailed information on their topic of interest. Available in the e-newsletter and on the website is a sign-up feature allowing the IIJIS e-newsletter to be delivered by e-mail on a quarterly basis. A prototype of the e-newsletter can be found on the IIJIS website.

### **Presentations Subcommittee**

The Presentations Subcommittee has created a PowerPoint presentation for integrated justice. The subcommittee surveyed a myriad of PowerPoint presentations dating back to 2001 from the Illinois Criminal Justice Information Authority and the Will County Circuit Clerk’s Office. The subcommittee formulated a PowerPoint slide show with a consistent message that could be used to target different groups or agencies. The subcommittee has targeted two main groups of interest, local governments – county boards, townships, and cities; and justice practitioners – state’s attorneys, the judiciary, police, probation, and public defenders. A final version of the PowerPoint presentation will be available on the IIJIS website once it is approved by the IIJIS Board.

## **IIJIS Committees**

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In an effort to enlist support for, and sponsorship of, the integration effort, the Presentations Subcommittee produced a “champion” letter for justice stakeholders, asking them to identify champions from their organization to further promote integration, pledge support for integration, sponsor a demonstration, or host a meeting for interested stakeholders. To capture the information of interested participants, a response card has been created. This card could be used as a mailer, or passed out at presentations, and completed and returned to the IIJIS office at the Illinois Criminal Justice Information Authority. The champion letter and response card can be found on the IIJIS website.

### **Media Strategy Subcommittee**

The Media Strategy Subcommittee has developed a media plan, which includes the development of display print materials, marketing the strategies of the IIJIS Implementation Board, internet publications, and the identification of broadcast media outlets. The Media Subcommittee is also working with other subcommittees to comprise a general budget for all Outreach Committee initiatives inclusive of in-kind contributions.

### **IIJIS Funding Committee**

The IIJIS Funding Committee has been organized to identify potential sources of revenue, both public and private, to fund integration efforts. The Funding Committee has been working with the grant staff of the Illinois Criminal Justice Information Authority and the fundraising staff of the Chicago Crime Commission to identify additional sources of revenue.

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## Strategic Issues

The original IIJIS Governing Board adopted the strategic planning process to aid in the development of an integrated justice plan for Illinois. As part of the planning process, the Board identified seven strategic issues that highlight the challenges confronting the integration effort. Goals associated with each strategic issue were also identified. These goals are broad statements of intent that describe the ends toward which integration will be directed. The progress made toward achieving these goals is outlined below.

### Strategic Issue No. 1

Establish a governing body composed of justice stakeholders to guide the development and implementation of electronic justice information sharing initiatives.

**Goal 1** – Enact legislation that creates and empowers the IIJIS Governing Body to guide Illinois integrated justice information sharing initiatives.

#### Action Taken

On June 27, 2003, Governor Blagojevich signed Executive Order No.16 creating the Illinois Integrated Justice Information Systems Implementation Board to guide integrated justice sharing initiatives in Illinois. While not legislation, the executive order has the force of law and provides coordinated and collaborative leadership to the integration efforts in Illinois.

**Goal 2** – Provide direction by setting realistic and prioritized goals and objectives.

#### Action Taken

The Implementation Board has established planning, technical, and outreach committees as recommended in the Strategic Plan, as well as a funding committee to identify public and private sources of revenue to be used for integration efforts. In addition, an Executive Steering Committee has been created to ensure that the four standing committees work in a coordinated fashion with one another. Together, these four committees provide the expertise necessary to prioritize the goals and objectives of the IIJIS project and will continue to make progress toward the integration of justice information systems throughout Illinois.

**Goal 3** – Foster and maintain ongoing collaboration and open communication with stakeholders.

#### Action Taken

Collaboration and open communication with stakeholders is a constant theme throughout the entire IIJIS initiative. The IIJIS Implementation Board, by executive order, is comprised of stakeholders from every segment of the Illinois justice community. Furthermore, each IIJIS committee actively seeks the assistance and participation of justice practitioners, and policy makers, to more accurately identify their needs. In addition, an outreach committee has been formed specifically to communicate the progress and success of the IIJIS initiative in order to

foster support and further collaboration. The Outreach Committee will also be improving communication with stakeholders through an electronic newsletter that will be distributed to the justice community throughout the state. This newsletter will be available on the IIJIS website, which is an excellent vehicle for communication with stakeholders. So far there have been over 26,000 visitors to the website this fiscal year.

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

**Action Taken**

Integration money received by the Illinois Criminal Justice Information Authority from the Edward Byrne Memorial State and Local Law Enforcement Assistance Program, and the National Governors' Association, has been made available to the IIJIS Implementation Board. Discussions regarding the use of these funds are open to the public and governed by the Illinois Open Meetings Act.

**Strategic Issue No. 2**

Justice information should be collected electronically at its source, shared appropriately, and made available for repeated use within the justice system.

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

**Action Taken**

The IIJIS Implementation Board is currently reviewing a proposal from the Chicago Police Department and the Illinois State Police to develop a standard interface that will connect local police records management systems to the proposed Illinois Citizen and Law Enforcement Analysis and Reporting system. Such an interface would dramatically increase the ability to electronically share police incident-level data throughout the justice enterprise.

**Goal 2** – Coordinate and share information electronically.

**Action Taken**

The Cook County Circuit Court Clerk is initiating several projects, funded under the IIJIS initiative, to facilitate electronic data sharing with other criminal justice agencies in the county. Their "Data Exchange Points Pilot Project" involves the electronic sharing of information with the Chicago Police Department in an effort to effectively improve case flow and improve the quality of disposition reporting, as well as to provide court disposition information back to CPD. In addition, the Illinois State Police have begun a pilot project to provide electronic arrest data to the Kane County Circuit Court Clerk's Office. Finally, the IIJIS Outreach Committee has developed a marketing strategy that encourages justice agencies to utilize standards and develop systems that are able to share information electronically. This strategy includes multimedia presentations to justice agencies, local governments, and elected officials.

**Goal 3** – Interoperable technological applications will be used, rather than closed single-institution applications.

### Action Taken

As part of the integration effort, IJIS established a working group to carry out an analysis of justice information exchanges within Cook County. Cook County was chosen because it is the largest criminal justice jurisdiction in the state. The analysis focused on the “critical paths” that produce vital information for offender-based decision-making, including criminal history and offender status information, such as custody, probation, and parole data. The goal of the Cook County exchange points effort was to identify deficiencies in reporting practices that impact the completeness of the criminal history records forwarded to the Illinois State Police, and to identify potential sources of “current status” information.

The following exchanges were identified as having an impact on criminal history record information in Cook County:

- Suburban law enforcement (CABS)\* arrests to Chicago Police Department;
- Suburban law enforcement (non CABS) arrests to the Illinois State Police;
- Chicago Police Department/CABS to the Illinois State Police;
- Chicago Police Department/CABS to the Cook County Circuit Court Clerk;
- Cook County State’s Attorney to the Cook County Circuit Court Clerk;
- Cook County Circuit Court Clerk to the Illinois State Police;
- Cook County Circuit Court Clerk to the Chicago Police Department;
- Cook County Circuit Court Clerk to Illinois Secretary of State.

\* (CABS) is the Cook County Sheriff’s Criminal Apprehension and Booking System.

The following exchanges were identified as having a potential impact on “current status” information:

- Cook County Circuit Court Clerk to Cook County Automated Victim Notification;
- Cook County Department of Corrections to Cook County Automated Victim Notification.

## Strategic Issue No. 3

Establish guidelines that serve justice, public safety, and homeland security needs while protecting privacy, preventing unauthorized disclosures of information, and allowing appropriate public access.

**Goal 1** – Establish a set of privacy principles to guide the ongoing developments of a privacy policy for integrated justice information sharing.

### Action Taken

Fair Information Practices (FIPs) are a set of internationally recognized privacy protection principles that have provided the foundation for privacy laws and policies in the U.S. and the European Union since they were first proposed in 1973 by the U.S. Department of Health, Education, and Welfare. These FIPs include:

1. Specifying the purpose for which data is collected;
2. Collecting only relevant information through fair and lawful means;
3. Limiting the use of information to the purposes stated in their purpose statement with certain exceptions;
4. Ensuring that the information is accurate, complete, and current;

5. Making data management practices available to the public;
6. Allowing individuals to review information relating to them that is maintained by the agency and to challenge inaccuracies;
7. Protecting data against loss or unauthorized access, destruction, use, modification, or disclosure; and
8. Holding agencies accountable for adhering to their policies.

The IIJIS Privacy Policy Subcommittee will be utilizing the framework of principles provided by the FIPs to balance the need for privacy with the other policy interests involved in the justice system.

**Goal 2** – Develop and adopt a privacy policy for the sharing of justice information.

**Action Taken**

The members of the IIJIS Privacy Policy Subcommittee agreed upon the following process for the development of a statewide privacy policy regarding the sharing of justice information in the State of Illinois. First, the subcommittee will identify and analyze privacy policy choices, concerning the sharing of justice information, that have already been made in Illinois. This research will address the privacy issues created when the barriers to electronic sharing of information are eliminated. This research will help inform policy decisions concerning the collection, use, storage, and dissemination of justice data, as well as the accountability of the integrated justice system to the public.

**Goal 3** – Promote adoption of the privacy policy by all justice agencies.

**Action Taken**

Once the IIJIS Implementation Board approves the policy recommendations, a plan will be developed to promote the adoption of the privacy policy by all justice agencies.

**Strategic Issue No. 4**

Coordinate sufficient funding and other resources for integration.

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

**Action Taken**

IIJIS staff members are monitoring national, state, and local integration efforts and making that information available to Illinois agencies as it becomes available. Additionally, in an effort to strengthen collaboration and share resources, a joint planning workshop was held. During that workshop, representatives from Illinois counties engaged in major integration efforts met to discuss their projects and exchange detailed information about their planning and technological initiatives as well as their allocation of resources. In addition, discussion groups were held with criminal justice practitioners that involved various technical and non-technical impediments to information sharing. Public defenders for example, expressed concern that they could not pull data that already resides in state and local automated justice information systems.

**Goal 2** – Ensure adequate funding and other resources to support integration efforts.

**Action Taken**

The IIJIS Implementation Board established the IIJIS Funding Committee to identify available funding from national, state, and local sources. That committee continues to investigate private and public sources of funding. Research is also being conducted to identify opportunities to encourage national and state legislative appropriations for integration efforts.

**Goal 3** – Recognize differences in stakeholder needs and develop strategies for resource allocation.

**Action Taken**

The Illinois Criminal Justice Information Authority has developed a programming strategy for the distribution of federal Anti-Drug Abuse Act (ADDA) funds in Illinois. Priority number six of this strategy calls for the support of integrated justice initiatives throughout the state. Additionally, the findings of the Integrated Justice Information System Survey will aid in identifying the varying needs of Illinois communities.

**Strategic Issue No. 5**

Establish standards and regulations for data exchange and infrastructure development.

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

**Action Taken**

The IIJIS Technical Committee has formed a “standards working group” comprised of justice agency data managers involved with interagency data sharing initiatives. This working group’s purpose is to identify, evaluate, develop, approve, and ultimately disseminate standards that impact upon the electronic sharing of information in an integrated environment.

**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.

**Action Taken**

On July 31, 2003, the IIJIS standards working group met to review the Global Advisory Committee's justice XML data model. The Global Justice XML Data Model is a tool for the exchange of information between the justice and public safety communities. The data model contains an XML data dictionary that lists the data types and elements that are commonly used to exchange justice information.

It is the intent of the IIJIS Board to adopt the justice XML data model and dictionary upon their completion. The XML data dictionary, in particular, will provide a standard data exchange language for use by justice agencies in Illinois and throughout the nation.

**Goal 3** – Identify and provide a baseline of justice information for stakeholders.

**Action Taken**

The IIJIS Survey of justice agencies identified 86 different categories of information that were routinely shared by justice agencies. Twenty-four of the data types accounted for 70% of the information transferred between agencies. These core data elements include: name, date of birth, state identification number, driver's license number, social security number, FBI number, and other information common to a booking such as an arrest report and criminal complaint. These core data types will provide a baseline of justice information for future information sharing.

**Strategic Issue No. 6**

Establish a secure, reliable, effective, and efficient information technology (IT) infrastructure that facilitates information sharing.

**Goal 1** – Identify and address infrastructure issues, including expansion, maintenance, upgrades, and operations.

**Action Taken**

The IIJIS Technical Committee will identify experts and stakeholder representatives to participate in an infrastructure working group. This group's purpose will be to identify and address infrastructure issues confronting the IIJIS project including the expansion, maintenance, and upgrades of Illinois' information sharing infrastructure.

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

**Action Taken**

To begin planning for the future exchange of information between disparate communication systems, IIJIS staff conducted an inventory of existing state network services. That research revealed that the State of Illinois currently operates two statewide networks, the Illinois Central Management Services Frame Relay Service and the Illinois Century Network. Although either network has the capability to handle justice information in Illinois, it was determined that most justice agencies utilize the Frame Relay Service. As the IIJIS effort moves forward, future operational requirements for these networks will be investigated and strategies will be developed to enable information exchange and communication across networks.

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

**Action Taken**

In response to the IIJIS Strategic plan, the Illinois Criminal Justice Information Authority sponsored a mobile data network users meeting in Normal, Illinois. Representatives from twenty-two local police departments and the Illinois State Police participated and identified a number of interoperability issues. This meeting led to a greater awareness of the needs of mobile data users, and identified potential solutions to aid regional expansion. A new mobile data committee is now

being formed to address implementation issues associated with establishing interoperability between the various wireless systems operating throughout the state.

**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.

**Action Taken**

Efforts are planned to research and document the disaster recovery plans of the systems that are critical to the IIJIS mission. These efforts call for the identification of mission-critical systems and data that need to be protected and restored in the event of an interruption.

**Strategic Issue No. 7**

Establish rapid identification through biometric technologies.

**Goal 1** – Expand the use of biometrics for rapid identification.

**Action Taken**

In an effort to expand the use of biometrics for rapid identification, the Illinois Criminal Justice Information Authority has been working with police departments and sheriff's offices to increase the use of electronic fingerprinting. It is anticipated that 60 law enforcement agencies from throughout the state will receive grants from the Criminal History Record Improvement (CHRI) fund and the National Criminal History Improvement Program (NCHIP) fund to purchase live-scan fingerprint technology.

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

**Action Taken**

The work of the Privacy Policy Subcommittee is expected to address the use of biometrics for subject identification as well as the authorized uses of those measurements once they have been collected. The subcommittee's work will take into consideration the existing legal and policy framework regarding the collection of biometric measurements as well as business practices regarding their use throughout the Illinois justice system.

**Goal 3** – Identify and recommend cost-effective biometric applications.

**Action Taken**

Plans to identify and recommend cost-effective biometric identification applications are currently in development.



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## **IIJIS Initiatives**

IIJIS Initiatives include only those activities that were actually funded by the IIJIS Implementation Board.

### **Cook County Circuit Court Clerk**

The Cook County Circuit Court Clerk is currently involved in three important integration initiatives that are funded by the Criminal Justice Information Authority as part of the IIJIS effort. The first initiative, the “Data/Capture Browser Based Access” upgrade involves the creation of a relational database for criminal case information. The second effort, “Core Systems Improvement” involves the web enabling of the Clerk’s files to allow greater access by the criminal justice community. The third effort, the “Data Exchange Points Pilot Project” involves the electronic sharing of information with the Chicago Police Department in an effort to improve the quality of disposition reporting.

### **Integrated Justice Information System Survey Findings**

As part of the on-going planning effort, IIJIS staff members conducted a survey evaluating the current state of integrated justice in Illinois. Questionnaires were sent to 438 agencies including municipal police departments, sheriffs’ offices, state’s attorneys’ offices, circuit court clerks’ offices, and probation departments. The following are some of the most important findings of this survey:

- Seventy-four percent of the responding agencies indicated that they maintained some form of computerized records management system.
- Connectivity to the circuit court clerk’s office was the most frequently stated integration need.
- Of the 1,139 types of information exchanges between police, sheriffs, prosecutors, court clerks, and probation departments responding to this study, 91% were paper-based. Though urban areas accounted for most of the electronic transfers of data uncovered, the percentage distribution of paper-based information exchange remained fairly uniform statewide.
- Of the 86 different categories of information surveyed, 24 of the data types accounted for 70 % of the information transferred.

For additional information, please refer to the survey findings, which are contained on the IIJIS website.

### **Performance Measures**

IIJIS project staff hosted a focus group on performance measurement tools for justice information projects with state and county justice integration planners presented by the University of New Orleans, Center for Society, Law, and Justice (CSLJ). It is generally accepted that well-designed performance measures are powerful tools for managers and policymakers to

use in identifying successful programs. The two-fold purpose of the focus group was: 1) to develop and improve performance measures for the IIJIS Strategic Plan, as well as the Cook County Integrated Justice Strategic Plan, and 2) to refine and validate the performance measures developed by CSLJ so they could be applied to justice integration projects nationwide.

A major part of the training component of the focus group concerned a “logic model” framework that enables integration planners at both the state and county levels to link specific planning and implementation activities to goal outcomes. Additional benefits of the logic model are:

- The framework makes the relationship between IIJIS project planning, project management and program evaluation more clear.
- The framework serves as a tool for the IIJIS Board and other stakeholders to reach consensus on performance measures appropriate for different stages of the project.
- The framework provides a method for prioritizing IIJIS activities, outputs, and outcomes.
- The framework allows IIJIS project staff to document a clear path to project success.



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## Related Initiatives

The following is a description of emerging justice information systems that have a direct impact on justice integration. These systems serve as future centralized sources of information that will be a critical part of the state's overall integration efforts.

### Champaign County

Champaign County is in the second year of their Integrated Justice Information System (IJIS) project. The project has two components, public safety, and justice. Public safety includes the computerization of police activities including evidence, investigations, traffic citations, arrest warrants, and jail management. Champaign County is also installing a mobile data network that will allow police officers to create and submit incident reports directly from the field.

The justice portion of the system will use the JANO Justice System's MAGNUS application. This software will automate the functions of the State's Attorney, Public Defender, Circuit Court, and Court Clerk. The MAGNUS software will allow the sharing of data between all agencies. This will eliminate redundant data entry, improve accuracy, and allow users to use information as it becomes available.

### Cook County

In April of 2002, the Cook County Board of Commissioners established the Cook County Integrated Criminal Justice Information Systems (CCICJIS) Committee. This committee was charged with the development of a strategic plan for integrated justice in Cook County. The CCICJIS Committee was chaired by the Clerk of the Circuit Court and co-chaired by the Cook County State's Attorney, the Cook County Sheriff, the Public Defender, and the Superintendent of the Chicago Police Department. The CCICJIS Committee also included the Chief Judge of the Circuit Court, the Illinois Secretary of State, the Executive Director of the Illinois Criminal Justice Information Authority, representatives from the Office of the County Board President, Administrative Office of the Illinois Courts, and the Illinois State Police; as well as the North Suburban, West Suburban, South Suburban, and Fifth District Chiefs of Police Associations.

On May 1, 2003, the CCICJIS Committee delivered the *Cook County Integrated Criminal Justice Information Systems Strategic Plan* to the Cook County Board of Commissioners. This strategic plan, based on a proposed four-phased, process-oriented approach to the development of an integrated criminal justice system, provides a high-level roadmap for achieving the goals of providing complete, accurate, timely, and accessible justice information to all criminal justice stakeholders and decision makers.

Because of the collaborative efforts of the CCICJIS Committee and the high quality of the CCICJIS Strategic Plan, this effort was the recipient of the prestigious 2003 Richard H. Driehaus Foundation Public Innovators Award. The Driehaus Foundation was founded in 1983 to support the arts, architecture, design, and economic opportunity. It also encourages and celebrates efforts that enable government to be more accountable to its citizens and workers.

## **Related Initiatives**

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The CCICJIS Committee is currently preparing for the next phase of its planning process. Criminal justice stakeholders will come together again to develop a detailed plan of action, which will serve as the overall blueprint for the development of specific projects and the identification of resources that will be needed to move towards the vision of integrated justice that is outlined in the CCICJIS Strategic Plan.

### **DuPage County**

The DuPage Unified Court System (DUCS), maintained by the Circuit Court Clerk, provides a leading example of justice integration at the county level. The Sheriff, State's Attorney, Public Defender, Court Services, Forensic Services, and local municipal police departments all interface with the Clerk's computer system. Typical interfaces include various on-line accesses to the Circuit Court Clerk's information systems and electronic file transfers of new case filings and dispositions. The Circuit Court Clerk has also enabled the transmission of criminal charges and bond information for new and existing cases through electronic interfaces with the Sheriff and local police agencies.

Additionally, the Illinois Supreme Court has selected DuPage County to evaluate the use of electronic court filing. DuPage has also, under the auspices of the Illinois Court Information System Technology Advisory Committee, taken on the task of developing a web-based fine, cost, and fees calculation program for Illinois Court Clerks.

### **Illinois Citizens and Law Enforcement Analysis and Reporting (ICLEAR) System**

The Chicago Police Department (CPD) and the Illinois State Police (ISP) have, over the past year, developed a partnership by combining the capabilities of CPD's existing Citizen Law Enforcement Analysis and Reporting (CLEAR) system and the ISP's Law Enforcement Agency Data Systems (LEADS) to create a single integrated technology solution for law enforcement in the state, known as ICLEAR.

The following outcomes are expected:

- To expand CPD's current criminal case and incident management systems to a common system available to all ISP officers and ultimately all law enforcement agencies who would choose to participate;
- To begin removing the redundancy of CPD's and ISP's Criminal History Records systems and merge them into a single, more complete and robust criminal history system;
- To expand the current CLEAR system into a statewide, law enforcement data warehouse by creating a statewide criminal database that is accessible by all law enforcement officers, including access to CLEAR's analytical tools via the LEADS network;
- To provide crime solving information directly to the officer on the street, where he or she needs it most. Initial efforts toward this important goal will be the provision of ICLEAR access to officers and investigators through the Illinois Wireless Information Network.

**Lake County**

Lake County is involved in a multi-year project to develop a countywide integrated justice system involving municipal law enforcement, the state's attorney, the courts, probation, and the public defender. As part of this project, Lake County has completed an exchange-points analysis documenting all information exchanges between justice agencies. Lake County is currently using this analysis to design a system's architecture for integrated justice. Central to the Lake County architecture will be an XML server, which will serve as the central router of information. It is envisioned that all justice agencies in Lake County will send information to the XML server, where it will be routed to other justice agencies as appropriate.

**McLean County**

McLean County, in partnership with TRW, began an integrated justice system in 1997. The McLean County Integrated Justice Information System (IJIS) system connects municipal and county police to the circuit court and all other county justice agencies. IJIS utilizes a unified database that begins with the original police report. Information gathered at each stage of the criminal process is additionally entered into the system and made available to authorized users at various levels of government.

**Sangamon County**

Sangamon County recently released a request for proposals (RFP) to build a countywide integrated justice system. The Integrated Criminal Justice/Public Safety Information Systems Upgrade project will include: computer aided police and fire dispatch, a records management system, a jail management system, new mobile data computer software, automated police field reporting, and a fire records management system.



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## Future Activities

Future activities of the IIJIS Implementation Board will include the completion of the homeland security scenario as well as the development of a tactical plan for the implementation of integrated justice in Illinois. 2004 will also see significant progress toward the development of a privacy policy for the sharing of justice information throughout the state. The outreach efforts will continue to inform justice stakeholders about the benefits of integration and the activities of the IIJIS Implementation Board. In addition, efforts at identifying grant and other revenue sources to fund justice integration in Illinois will be expanded.

Integrating the flow of information throughout Illinois' criminal justice system will allow police officers, prosecutors, and judges to share critical data electronically. Increased information sharing will improve decision-making, raise the quality of justice, enhance public safety and security, and, with the proper safeguards, ensure the privacy and confidentiality of the people of Illinois.

The task will now be to address the primary challenges to justice information integration outlined in the IIJIS Strategic Plan. These include the establishment of standards for data sharing and infrastructure development, adequate security requirements for interagency data transfers, privacy protections to prevent unauthorized disclosures of subject records, and strategies for rapid identification of subjects through biometric technologies.