

State of Illinois
Rod R. Blagojevich, Governor

Illinois Integrated Justice Information System
Lori G. Levin, Chairperson

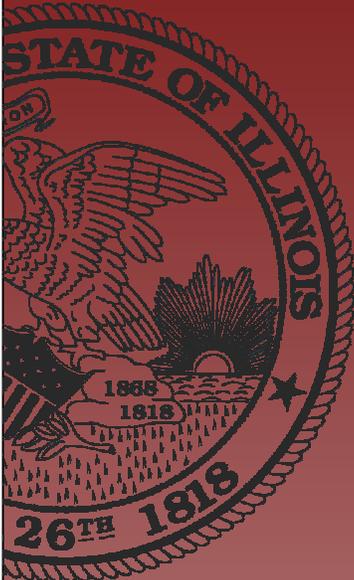


2005 Annual Report

IIJIS Implementation Board



**ILLINOIS
INTEGRATED
JUSTICE
INFORMATION
SYSTEM**
Implementation Board



120 S. Riverside Plaza
Suite 1016
Chicago, Illinois 60606

Tel: (312) 793-8550
Fax: (312) 793-8422
TDD: (312) 793-4170

www.icjia.state.il.us/ijjis

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 2005 Annual Report. This report outlines the current activities of the Board in the development of an integrated justice solution for Illinois.

Improved information sharing throughout the justice community is a national priority. An ever-increasing number of organizations are developing programs to electronically share information. These efforts are driven, in part, by the development of new technologies that have the ability to enhance communication between units of municipal, county, and state government. Not all integration efforts are the same. Some focus on a specific problem. Others focus on building systems that address a wide variety of issues. As a result, the form that integration takes varies by jurisdiction. In order to build a system that effectively serves the Illinois justice community, the IJIS Board has embarked upon a strong business-case analysis identifying integration needs, inventorying available resources, and outlining practical solutions.

This course of action is a result of a review of the Illinois integration effort by a team of national experts employed by the IJIS Institute and SEARCH. The IJIS Institute is a federally funded program that enables private industry to assist justice agencies in the use of advanced technologies to better share information. SEARCH, the National Consortium for Justice Information and Statistics, is a nonprofit organization dedicated to improving the criminal justice system through better information management.

In addition, the Board has been working to develop a privacy policy that observes constitutional rules in the collection, use, and disclosure of information about individuals. Both the National Governors' Association and the Global Privacy and Information Quality Working Group, of the U. S. Department of Justice, have recognized the contributions of the Illinois effort.

Both the reports of the Technology Assistance Team and the Privacy Subcommittee are available to the justice community and the public alike, on 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

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.

Contents

Overview.....	1
Mission.....	3
Composition and Membership.....	4
Committee Reports	6
Planning & Policy Committee	6
Technical Committee	7
Outreach Committee	8
Funding Committee	9
Technology Assistance Report	10
Nature of the Assistance	10
Information Provided to the Technology Assistance Team.....	11
Observations	11
Findings and Recommendations	12
Response to Technology Assistance Report.....	15
Assess and Fine-Tune Governance.....	15
Define System Roles.....	15
Complete Detail Planning	16
Develop Standards and Policies.....	18
Create a Project Management Office	18
Future Activities and Goals	19
The Development of a Business Case.....	19

Overview

Over the past 12 months, significant progress has been made in several areas of the IIJIS initiative. Based on concerns of how enhanced information sharing could affect citizens' privacy rights, an IIJIS Privacy Policy is being developed. The first phase of the privacy policy will address the sharing of traditional justice information in Illinois and include recommendations regarding the appropriate use of victim and witness information. The IIJIS Privacy Policy Subcommittee is working closely with the Department of Justice, GLOBAL Advisory Committee's Privacy and Information Quality Working Group. Once completed, the Illinois privacy policy will be offered as an example to other states and, therefore, has the potential to affect the development of privacy policies throughout the nation.

The IIJIS Technical Committee has developed an innovative methodology for the review and adoption of standards for interagency exchanges of justice information, and has identified categories of standards that are needed for the common justice data exchanges documented in the IIJIS Strategic Plan. These exchanges consist primarily of those used by justice decision-makers to access offender record information, and those that are part of conventional county workflow exchanges that proceed from the point of arrest to subsequent stages of offender processing.

Also in 2004, the Homeland Security Workgroup developed the *Concept of Operations for an Illinois Homeland Security Scenario* to help identify the future functions, range of information exchanges, and interactions needed among Illinois' public safety and private partners to prevent and respond to homeland security events.

The Outreach Committee, established to communicate the goals, objectives, and vision of the IIJIS initiative, made great strides in 2004. Through the work of their subcommittees, they launched a campaign to recruit members of the justice community to champion the integration cause for their respective agency and/or jurisdiction, using print and audio materials designed to communicate the vision of the IIJIS effort to justice stakeholder groups. They also developed and released an electronic IIJIS Newsletter, identified media and print outlets for the marketing of IIJIS, and began planning an integrated justice summit scheduled for Summer 2005. The summit will include stakeholders from across Illinois, guest speakers lecturing about best practices in the field, vendors providing demonstrations of the newest technological solutions, and executives and project managers networking with others, sharing experiences about the integration projects under way in their respective jurisdictions.

In 2004, the IIJIS Board invited the IJIS Institute and SEARCH to evaluate the progress of the IIJIS effort. Board members felt that a review was necessary to ensure that specific project implementation efforts were properly focused on the state's most critical integration needs. As part of the IIJIS Strategic Plan, IIJIS staff and committee members identified gaps between the desired future state of justice information sharing in Illinois and the current state of information exchange. IIJIS staff then presented the board with a range of integration solutions developed in other jurisdictions across the nation. The board, in response, recommended that technical assistance be acquired to develop an approach to bridge the gap between issues identified in the strategic plan and current technology. In addition to advice on creating a tactical plan, the IIJIS Board also sought suggestions on methods for determining the sufficiency of existing network infrastructure and data systems being used throughout the state – based on the desire to minimize costs wherever possible by leveraging existing technology.

The IJIS/SEARCH technical assistance team reviewed the progress and status of the IJIS project, and commended several accomplishments – an exemplary strategic plan and governance structure, a model for the review and adoption of justice integration standards, the development of a homeland security scenario, and effective outreach efforts with county-level integrators. Based upon their analysis, the advisors made the following recommendations concerning justice integration in Illinois:

Assess and Fine-Tune Governance

The consultants recommended that additional state court representation be added to the Implementation Board; that the executive steering committee serve a more decisive role; and that an operational committee be developed that focuses on justice related business requirements.

Define System Roles

The consultants recommended that state and local roles with regard to the exchange of justice information be defined more clearly. In particular, the consultants suggested that IJIS focus its attention on fostering the key state-level information exchanges that enable all jurisdictions to share subject identification, status, and history information.

Complete Detail Planning

It was also recommended that a tactical plan be developed to build integrated justice in Illinois.

Develop Standards and Policies

It was recommended that standards and policies be developed as part of the detail planning process.

Create a Project Management Office (PMO)

The report recommended the development of a Project Management Office to design, budget, track, and implement the IJIS tactical plan.

The IJIS Board has voted to accept these recommendations and has begun their implementation. Detail planning, in particular, has reshaped the scope of work now taking place. This process will eventually lead to the implementation of specific projects that will enhance justice information sharing throughout the state.

Mission

Created in 2003 by Executive Order No. 16, the 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 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 make justice information readily accessible to justice agencies.

The responsibilities of the IIJIS 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 in Chicago. They are supplemented by additional staff assigned to the Illinois State Police.

A chairperson, who was elected by its membership, leads the Board. The current chairperson of the Illinois Integrated Justice System Implementation Board is the executive director of the Illinois Criminal Justice Information Authority.

Implementation Board members include:

Lori G. Levin

Executive director of the Illinois Criminal Justice Information Authority and chair of the IIJIS Implementation Board.

Ken Bouche

Vice chair of the IIJIS Implementation Board, serving on behalf of Larry Trent, Director of the Illinois State Police.

Ellen Mandeltort

Serving on behalf of Attorney General Lisa Madigan.

Irene Lyons

Serving on behalf of Secretary of State Jesse White.

James Matthews

Serving on behalf of Michael Rumman, director of the Illinois Department of Central Management Services.

Sharon Shipinski

Serving on behalf of Roger Walker, Director of the Illinois Department of Corrections.

Ellen Scrivner

Serving on behalf of Phillip Cline, superintendent of the Chicago Police Department.

Adrienne Mebane

Serving on behalf of Richard A. Devine, Cook County State's Attorney.

Marjorie O'Dea

Serving on behalf of Michael Sheahan, Cook County Sheriff.

Membership 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 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

Dorothy Brown

Clerk of the Circuit Court of Cook County.

Catherine Maras O'Leary

Cook County Chief Information Officer.

Edwin Burnette

Cook County Public Defender.

Rod Ahitow

Representing the Illinois Juvenile Justice Commission.

Gary O'Rourke

Representing the Illinois Association of Chiefs of Police.

Robert Howlett

Representing the Illinois Sheriffs' Association.

Michael Waller

Representing the Illinois State's Attorneys Association.

Pamela McGuire

Representing the Illinois Association of Court Clerks.

Michael Torchia

Representing the Illinois Probation and Court Services Association.

Ronald Lewis

Representing the Illinois Public Defender Association.

Michael Tardy

Judicial branch liaison.

Skip Robertson

Judicial branch liaison.

Katherine Kirby

Representing the Chicago Crime Commission.

Committee Reports

The work of the Implementation Board has been divided among four committees: (1) the Planning and Policy Committee; (2) the Technical Committee; (3) the Outreach Committee; and (4) 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.

Planning & Policy Committee

The IIJIS Planning & Policy Committee has been focused on developing the IIJIS Privacy Policy, identifying high-level business issues, developing the business case to resolve those issues, and prioritizing the resulting projects. In order to accomplish this work, the IIJIS Planning & Policy Committee has established the following subcommittees: the Privacy Policy Subcommittee, the Homeland Security Workgroup, the Law Enforcement Agencies Data System (LEADS) Improvements Subcommittee, the Criminal History Improvements Subcommittee, and the Incident Level Data Subcommittee. A brief description of the work of each of these subcommittees follows:

Privacy Policy Subcommittee

Over the past 12 months, the Privacy Policy Subcommittee has made great progress in the development of the IIJIS Privacy Policy. After reviewing how the criminal history repository currently implements fair information practices, the subcommittee transitioned to identifying privacy issues that should be addressed in the final policy. These issues were then compiled into a twenty-page itemized list of the privacy challenges facing the integration initiative.

Currently in draft form, the issues document raises privacy concerns ranging from how information on police contact cards and incident reports should be used, to determining just how open justice information management practices should be. Once completed, the issues document can help guide the development of an IIJIS privacy policy as well as the policies of other states engaged in similar integration initiatives. To our knowledge, no other state has compiled a similar listing of privacy challenges that confront the enhanced sharing capabilities of an integrated justice information system.

At the time of this report, the Privacy Policy Subcommittee is drafting the first phase of the privacy policy that will be presented to the Implementation Board on May 9, 2005. This first phase of the policy will address the sharing of traditional justice information in Illinois and include the subcommittee's recommendations regarding the appropriate use of victim and witness information. This phase will serve as the foundation for subsequent phases of policy development that will address other more diverse issues.

The subcommittee has also been working closely with the Department of Justice, GLOBAL Advisory Committee's Privacy and Information Quality Working Group. IIJIS Privacy Policy Subcommittee members are drafting sections of a GLOBAL workbook to help policy makers create a privacy policy for their jurisdiction. The workbook will contain a case study that explains how the IIJIS initiative is developing its privacy policy. Additionally, GLOBAL would like to offer the IIJIS privacy policy as an example to other states. Because of the subcommittee's work with the GLOBAL group, the IIJIS privacy policy has the potential to affect the development of privacy policies throughout the nation.

Homeland Security Workgroup

In 2004, the Homeland Security Workgroup developed the *Concept of Operations for an Illinois Homeland Security Scenario*. It is also developing the Illinois homeland security scenario for information sharing to identify the future functions, range of information exchanges, and interactions needed among Illinois' public safety and private partners to prevent and respond to homeland security events.

LEADS Improvements Subcommittee

This subcommittee was established in November 2004, based on SEARCH and IJIS Institute recommendations, to identify needed improvements to LEADS. The subcommittee has begun its work by examining issues related to the issuance of warrants and orders of protection.

Criminal History Improvement Subcommittee

This subcommittee was established in November 2004, based on SEARCH and IJIS Institute recommendations, to identify needed Criminal History Record Improvement System enhancements. The subcommittee has begun its work by examining arrest booking and rap sheet issues.

Police Incident Level Data Subcommittee

This subcommittee was established in November 2004, based on SEARCH and IJIS Institute recommendations, to identify police incident reporting issues, and to develop a business case to resolve those issues.

Technical Committee

The IJIS Technical Committee has set about the process of adopting standards for interagency exchanges of justice information. Committee members have identified categories of standards (e.g., data formats, communications, and security) that are needed for the common justice data exchanges documented in the IJIS Strategic Plan. These exchanges consist primarily of those used by justice decision-makers to access offender record information, and those that are part of conventional intra-county workflow exchanges that proceed from the point of arrest to agencies at subsequent stages of offender processing (prosecution, bond/detention, adjudication, corrections, etc.). A work group was formed to begin inventorying the standards that are already actively in use as industry-accepted standards or are endorsed by criminal justice oversight groups and standards-setting organizations.

A framework was subsequently created and approved for a standards review process and the establishment of criteria for adoption. The committee then voted to recommend that the full IJIS Implementation Board adopt three sets of justice exchange standards. One is the Global Justice XML Data Model, a multi-use standard for data formatting, which was recommended as a best practice. The other two are specifications for submitting fingerprints to the state criminal history repository and for interfacing to Illinois State Police LEADS. Both require mandatory compliance by participating agencies.

Outreach Committee

The Outreach Committee, established to communicate the goals, objectives, and vision of the IIJIS initiative, has made great strides in 2004. Its strategy has focused on disseminating information about integration to the Illinois justice community. The following is a review of the Committee's 2004 activities and accomplishments. The report is by subcommittee. In addition, the proposed 2005 Illinois Integrated Justice Summit is discussed.

Presentations Subcommittee

The Presentations Subcommittee has launched a campaign to recruit members of the justice community to champion the integration cause for their respective agency and/or jurisdiction, using print and audio materials developed by the Outreach Committee. These include an IIJIS PowerPoint presentation about justice integration, a champion letter, and a response card – materials designed with the purpose of communicating the vision of the IIJIS effort to justice stakeholder groups. Members of the Outreach Committee have also made several presentations to various groups including the Illinois State's Attorneys Association and the Illinois Association of Court Clerks.

Educational Materials Subcommittee

The Educational Materials Subcommittee, in conjunction with IIJIS staff, developed and released the first electronic issue of the IIJIS Newsletter in June 2004. The distribution included all justice associations in Illinois, those on the IIJIS mailing list, and others who have signed up to become champions for integration. The subcommittee has since started work on the next issue, and has enlisted the support of the other committees—Technical, Planning and Policy, and Funding – to help develop their respective sections in the IIJIS E-Newsletter.

The subcommittee is also developing two marketing pieces, a one-page bulletin on local and national integration efforts, and a one-page handout on the cost/benefit of integration, to add to existing marketing materials. In addition, the Subcommittee is in the beginning stages of developing marketing material directed at other target groups including potential funding sources and civic groups, in accordance with the marketing plan.

Media Strategy Subcommittee

As part of the media strategy plan, the Media Strategy Subcommittee has identified media and print outlets for the marketing of the Illinois integrated justice initiative. This subcommittee has identified several television programs that could provide exposure for the Illinois integration initiative. The Cook County Circuit Court Clerk offered to dedicate the quarterly Cable Access Network Television (CAN-TV) Show, *Clerk of the Court Live*, to the Illinois integrated justice effort. A proposal was drafted, with information about the possible program dates, interviewers, guests, interview questions, transparencies, and other projector materials.

Additionally, subcommittee members researched opportunities for taping five-minute spots on *Newsmakers*, a news segment that feeds into CNN Headline News. The air times and markets can be controlled by the IIJIS Implementation Board. Additionally, there are 30- or 60-minute forum style programs available to IIJIS for discussions about integrated justice. The program would be produced and distributed through Comcast Cable.

2005 IIJIS Summit

To further reach out to the Illinois justice community, the Outreach Committee has proposed an integrated justice summit to bring awareness to various stakeholders about the importance of improving the quality, accuracy, accessibility, and timeliness of criminal justice information.

The summit will include: stakeholders from across Illinois, guest speakers lecturing about best practices in the field, vendors providing demonstrations of the newest technological solutions, and executives and project managers networking with others, sharing experiences about the integration projects currently underway in their respective areas.

With approval from the Implementation Board, an IIJIS Summit Planning Group was formed and has begun working out the details for the summit. The committee has organized itself into several workgroups: publicity and promotions, program development, financial, registration, and volunteer and setup. To date, these workgroups have identified potential dates and locations for the event, and program content including discussions about integration with national, state, and local experts. These workgroups have also outlined a marketing strategy for communicating the event to justice stakeholders across the state.

Funding Committee

The Funding Committee is continuing to identify potential sources of revenue. It is expected that the work of the Funding Committee will take on increased significance once the tactical plan is completed and specific projects are identified.

Technology Assistance Report

Nature of the Assistance

In early 2004, the IJIS Board requested that the IJIS Institute, as part of a technical assistance project, review and assess the integrated justice project in Illinois. At the Implementation Board's request, and for the first time, the IJIS Institute and SEARCH collaborated in conducting a site visit and in drafting recommendations regarding the Illinois integrated justice initiative.

The IJIS Institute is a federally funded program that enables private industry to assist justice agencies in the use of advanced technologies to better share information. SEARCH, the National Consortium for Justice Information and Statistics, is a nonprofit organization dedicated to improving the criminal justice system through better information management. These organizations were asked to assist the IJIS initiative in its transition from strategic planning to project implementation.

In its formal request letter to the IJIS Institute, the Board asked for guidance concerning the development of an integration tactical plan. It also sought direction on how to take into account the prioritization of information needs, funding restrictions, and the need to leverage existing data and telecommunications capabilities when coordinating separate integration projects. Advice on several project management issues was also requested.

The technology assistance team, consisting of advisors from SEARCH and the IJIS Institute, conducted a four-day site visit in June 2004. Presentations were made to team members, and IJIS representatives answered the advisors' questions. The technology assistance team included:

- Redha Morsli, IJIS Institute
- Matthew A. D'Alessandro
IJIS Institute/Motorola
- Dave Usery, IJIS Institute/URL Integration
- Fred Lengerich, IJIS Institute/SAIC
- Dale Good, SEARCH
- Peter McNair, SEARCH

The Board's Technical Assistance request

In its request for technical assistance, the Board sought:

- (a) A review of available integration technologies that could achieve IJIS's goals.
- (b) Recommendations for staffing qualifications and work descriptions needed to complete integration projects.
- (c) Information about the components of a tactical plan.
- (d) Information concerning the risks and benefits of various integration architectures including those designs potential impact on issues of data ownership and stakeholder input into system operations.
- (e) Methods for determining the sufficiency of existing network infrastructure and data systems
- (f) Suggestions for managing and coordinating multiple projects and vendors.
- (g) Advice on how to put the Global Justice XML Data Model to use in integration projects.
- (h) Suggestions on strategies to resolve disagreements between project principals.
- (i) Instructions on developing realistic budgets for various system development and interface projects.

Information Provided to the Technology Assistance Team

Before conducting the site visit, the technology assistance team reviewed the project documentation contained on the IIJIS website. The team members also observed presentations on state-supported systems that are critical to the Illinois integration efforts. These presentations included reviews of the:

- Law Enforcement Agencies Data System (LEADS)
- Illinois-Citizen and Law Enforcement Analysis and Reporting System (I-CLEAR) [under development]
- Police Incident Management System Network (PIMSNet)
- Illinois Wireless Information Network (IWIN)
- Probation On-Line Automated Reporting Information System (POLARIS) [under development]
- Automated Victim Notification System (AVN)
- Criminal History Record Information System (CHRI)
- Area-Wide-Law Enforcement Radio Terminal System (ALERTS)

In addition, technology assistance advisors were provided with brief descriptions of the major county integration initiatives occurring around the state including Cook, Lake, McLean, DuPage, Champaign, and McHenry Counties.

Observations

The technology assistance team noted several aspects of the IIJIS initiative that were of a best-practice nature. The team specifically called attention to the Board's formal governance structure and its articulated powers, duties, and responsibilities. The technology assistance team also noted the completion of the strategic plan and efforts made at addressing several key issues. They additionally commented on the existing committee structure and team members said they sensed a commitment to integration, a high level of energy, and a strong buy-in on the part of IIJIS participants.

After a strong beginning, however, the technology assistance team noted that the project had seemed to stall and that it lacked a clear sense of direction. The advisors believe that the lack of consensus on direction was related to a number of factors. These include: the uncertain relationship between the I-CLEAR and PIMSNet projects; confusion over a proposed Illinois Justice Network portal; an uncertainty about the role of the state in local integration; and an uncertainty about the role of the IIJIS Board in setting standards for justice integration.

“After a solid beginning and the successful development of a strategic plan, the IIJIS Board is faced with the daunting task of translating strategic vision into a tactical plan.”
TECHNOLOGY ASSISTANCE
REPORT

Findings and Recommendations

The recommendations of the technical assistance team can be grouped into five general areas:

- (1) Assess and fine-tune governance
- (2) Define system roles
- (3) Complete detail planning
- (4) Develop standards and policies
- (5) Create a project management office

Assess and Fine-tune Governance

After pointing out that it is common for large statewide integration projects to continually adjust governance structures as they proceed from stage to stage, the technology assistance team made the following observations and recommendations with respect to governance:

1. There are no voting state court members.

Over one-half of all data exchanges within the justice system are from or to the courts. Warrants, no-contact orders, convictions and criminal case dispositions, as well as conditions of release and probation are all examples of justice information generated by the courts and used by other justice decision makers. Because integration will involve business practice changes and will generate data policy and data ownership issues, it is critical to have near-equivalent representation by the judicial branch on statewide initiatives.

2. The Implementation Board is too large.

At twenty-six members, the board is an unwieldy executive body poorly posed to make decisions. The current structure in which the Executive Steering Committee coordinates the IIJIS effort and the Implementation Board makes final decisions may result in slow decision-making and may be problematic in the end. A new governance structure, charging the executive committee with final approval, is recommended to facilitate decision-making.

3. An operational committee with a strong business focus is lacking.

Integration focuses on improving business operations and solving operational problems. Having an understanding of justice operations is vital if detailed tactical planning is to be successful. As such, it is recommended that the Board establish an operational/user committee that focuses on justice and public safety operations in order to provide a “business architecture” perspective.

Define System Roles

The Technology Assistance Report called for the IIJIS initiative to clearly define state and local roles with regard to the exchange of justice information. The advisors from SEARCH and the IIJIS Institute explained the characteristic differences between state and local exchanges:

- **Local exchanges**

Local exchanges tend to focus on efficiently enabling the everyday workflow between local entities, as well as response to and prevention of crimes and incidents, and case processing.

- **State exchanges**

State exchanges are primarily focused on maintaining statewide information on subject identification, status, and history that are consumed by all agencies making decisions during critical events. Examples of state exchanges include: (a) biometric identification, (b) warrant issuance and recall, (c) disposition and conviction reporting, and (d) access to probation conditions.

Though local and state information needs are compatible, it is important to remember that state and local governments have different roles to play. The compelling state interest is not in the local business process, but in those relatively few key business events that cause exchanges that initiate or change subject statewide identification, status, and history.

The technical assistance advisors argue that the primary role of the state is to set policy and standards for the exchanges of information with state repositories. Local entities should retain the freedom to implement local exchanges in the most efficient way for their local area.

Complete Detail Planning

Detail planning is a process that identifies high-level business issues, defines the business case for addressing these issues, and prioritizes resulting projects. This process begins with identifying a candidate list of issues to address. The advisors recommended that the IIJIS Board begin detail planning by identifying a candidate project list from the issues examined in the Scenario for Information Sharing Gap Analysis, and a review of the Justice Information Exchange Points analysis. Both were conducted as part of the original Strategic Plan.

“The state’s interest is in those relatively few key business events that cause exchanges that initiate or change subject statewide identification, status, and history.”

TECHNOLOGY ASSISTANCE
REPORT

Under this operational perspective, the information needs themselves develop into the business issues to be addressed. For each of these issues, a business case should be developed that explains the issue in more detail, justifies addressing the issue, and provides potential solutions. For each business issue under consideration, a gap analysis should be performed that compares each business need with how current systems are addressing the need, if at all.

Once the business planning process is complete and business case is developed, technical planning should begin. The goal of technical planning is to develop alternative strategies for accomplishing specific business outcomes (i.e., the business issues identified during the business planning phase). These strategies will likely utilize different technologies and carry with them various costs and risks. The technology assistance team offered a methodology for prioritizing projects based upon business return, cost, and various risk factors.

Develop Standards and Policies

The report demonstrated that Illinois has an important role to play in setting key statewide standards that will enable the sharing of information. This is the case especially in the areas of subject identification, status, and criminal history. These business standards fall into four categories: (a) business practices, (b) business rules, (c) documents, and (d) data policy.

The advisors also recommended the development of technology standards. A system architecture that builds upon existing standards offers the best opportunity to take advantage of the accumulated experience of others. However, agencies must recognize that utilizing standards may carry significant costs. Thus, to minimize costs and maximize benefits, standards should only be established at the point they become relevant.

For instance, industry standards tend to be established and utilized in many different domains and should be adopted because of their universal nature. Additionally, domain specific standards seek to extend the functionality provided by industry standards by addressing the unique issues confronting that domain. The Global Justice XML Data Model is a good example of extending an industry standard (XML) and applying it to the needs of the justice community as a domain-specific standard. Finally, enterprise standards should be adopted that meet the specific business needs of the Illinois justice system.

The advisors explained that standards should be developed as opportunities for sharing data between organizations are identified. They cautioned that the majority of standards will be established at the local level and will allow agencies within the same county or jurisdiction to share information among them. These standards, however, should build upon and extend the functionality offered at the state (enterprise) and domain levels, and they should be developed at the point where they are relevant to a specific business need.

In addition to business and technology standards, project management standards are recommended in order to improve consistency and reduce risk across IIJIS's integration projects. Project management standards also enhance communication between project executives and stakeholders helping to ensure that everyone is aware of the project's objectives, its progress, and its risks. The availability of this information is crucial if early corrective action becomes necessary.

“Standards should only be established at the point they become relevant... and as opportunities for sharing data between organizations are identified.”

TECHNOLOGY ASSISTANCE
REPORT

Create a Project Management Office

Due to the breadth, duration, and impact of the IIJIS initiative, the technology assistance team recommended that IIJIS adopt very strong program management practices. Project management tools, techniques, and skills will be essential in the design, budgeting, and implementation of IIJIS projects. Typical PMO responsibilities include: (a) project portfolio management, (b) performance monitoring, (c) financial monitoring, (d) technology guidance, and (e) stakeholder communication. The current project management team should be trained in these skills or a professionally certified project manager could be retained on contract.

Response to Technology Assistance Report

The Technology Assistance Report drafted by the advisors from SEARCH and the IJIS Institute provided recommendations in the areas of governance, role definition, planning, standards, and project management. Each of these areas included several recommendations for the Implementation Board's consideration. In October 2004, the IJIS Implementation Board convened to discuss the report's findings and address each of its recommendations. The report's recommendations and the Board's responses to each of them follow.

Assess and Fine-Tune Governance

There were three recommendations under the report section addressing IJIS's governing structure. Specifically, the report suggested that: (1) additional representation from the state courts be added to the board, (2) the executive steering committee serve a more decisive role, and (3) that an operational committee be developed that focuses on justice and public safety operations and business requirements.

1. In response to the report's first recommendation, Chairperson Levin sent a letter to Chief Justice Mary Ann McMorrow of the Illinois Supreme Court concerning judicial participation on the IJIS Board. Additionally, the Chair contacted Paul P. Biebel Jr., chief judge of the Circuit Court of Cook County, Criminal Division, who agreed to assist the Implementation Board as a non-voting participant.
2. After some discussion regarding the role of the Executive Steering Committee, the Board empowered the committee to make operational decisions, but retained the power to make policy decisions. Furthermore, decisions made by the steering committee, along with minority reports, will be communicated in a timely manner to board members to keep them informed and to provide them with an opportunity to object.
3. While the Board agreed with the concept of focusing on justice and public safety operations and business requirements to develop a tactical plan for the integration of information systems, it was the consensus of board members that an additional committee was not necessary. Rather, the board retained the current committee structure with the understanding that additional working groups would be created to focus on specific business case issues. These issues would eventually form the basis of the tactical plan recommended by the report.

Define System Roles

The report recommended that IJIS, as a state-level initiative, focus its attention on fostering those key state-level information exchanges that help all jurisdictions share subject identification, status, and history information. Specifically, the state should set policy and standards for state-level exchanges while the local entities remain free to implement local exchanges in the most effective way to meet their needs.

The Implementation Board adopted the technology assistance report's recommendation regarding differing state and local roles in justice integration planning. The Board will use that explanation to

help frame integration business requirements that will comprise the tactical plan, and ultimately guide the development of integrated systems in Illinois.

Complete Detail Planning

In response to this recommendation, the Board directed its committees to move forward with the development of a detailed tactical plan to take the project into its implementation phase. As one of the first steps, the Planning and Policy Committee was instructed to examine the specific information sharing needs identified in the Scenario Gap Analysis and to determine whether there is justification for developing more detailed implementation plans and investing resources in actual projects to address those specific gaps.

Scenario for Information Sharing Gap Analysis

The Scenario for Information Sharing outlined IIJIS's vision for the future of justice information sharing in Illinois. Crafted by representatives from all segments of the Illinois justice community, the scenario identifies the range of information exchanges necessary to ensure justice decision makers have the information they need. After its completion, IIJIS staff validated the information needs contained in the scenario with justice practitioners throughout the state. Once validated, state supported justice information systems were examined for their ability to satisfy the scenario's information needs. Several gaps between existing information systems and the scenario were identified. The advisors recommended using these gaps as guidelines for the development of a business case for information sharing in Illinois.

The Implementation Board charged the Planning & Policy Committee with examining the specific information sharing needs identified in the Scenario Gap Analysis to determine whether there is justification for developing more detailed implementation plans and investing resources in actual projects to address those specific gaps. After reviewing the needs, the committee members grouped those needs into four primary functional areas: (1) information needs that can be met with improvements to LEADS; (2) information needs that can be satisfied through criminal history record improvements; (3) enhancing access to incident-level information; and (4) improving access to justice information by improving infrastructure. The Planning & Policy Committee created workgroups to address the first three functional areas concerning LEADS, criminal history improvement, and incident-level information, but recommended postponing work regarding infrastructure improvements.

The workgroup focusing on LEADS improvements began identifying information needs and the accessibility of warrant and order of protection data in order to build a business case to address those issues. With regard to criminal history improvements, a workgroup was convened to address improvements to booking procedures and criminal history generation. Finally, the committee concentrating on enhancing access to incident-level information is exploring the standardization of police reports throughout the state. Each of these workgroups will be designing a business case to address the issues identified within their respective functional areas in the upcoming year.

The gap analysis identified the following needs that will serve as the basis for the development of IIJIS business plans.

Candidate business issues identified in the gap analysis grouped according to functional area.

LEADS Improvements

- Ensure the “10-28” vehicle registration response contains driver’s license numbers
- Ensure 10-second response to inquiries
- Ensure 24-hour currency of information
- Interface the “10-28” vehicle registration inquiry to computerized hot files
- Improve “CQH” criminal history format and create one inquiry for subject history and status
- Develop an initial response that highlights officer safety information
- Ensure that all orders of protection and warrants are entered into LEADS
- Provide access to conditions of parole and probation as well as immigration status information
- Provide access to digital photographs

Criminal History Improvements

- Ensure felony upgrades are posted to CHRI
- Ensure juvenile station adjustments and dispositions are posted to CHRI
- Improve disposition reporting to the Bureau of Identification
- Convert the CHRI repository into a relational database to facilitate inquiries
- Eliminate the separate functions for Fingerprint Inquiry and Booking
- Eliminate the separate LEADS “SID” (state ID#) Inquiry after posting arrest to CHRI
- Provide access to CHRI Live Scan photos
- Develop a system to transfer Live Scan booking data to counties to facilitate integration (Core Data Transfer)
- Create a means for court clerks to transmit electronic documents to other justice agencies

Incident Level Data

- Create access to statewide incident-level information
- Develop and adopt a standard incident report
- Develop and adopt a standard field contact report
- Develop and adopt a standard intelligence report
- Develop and adopt a standard traffic accident report
- Develop and adopt a standard traffic citation
- Develop a standard computer-aided dispatch (CAD) interface to records management systems

Infrastructure Improvements

- Ensure that all police vehicles in the State have Mobile Data Computers
- Ensure that all mobile data systems have sufficient bandwidth to carry photos and incident data
- Ensure that all police departments have access to Live Scan technology
- Rationalize the number of data networks

Other initiatives to facilitate the sharing of justice information

- Utilize digital signature and electronic filing technologies
- Increase the use of video bond hearings
- Explore public defender and defense bar’s access to information in an integrated justice environment
- Convert Secretary of State vehicle files into a relational database to facilitate inquiries

Develop Standards and Policies

The technology assistance team confirmed in its report that Illinois has an important role to play in setting key statewide standards that will enable the sharing of information.

The IIJIS Board agreed and integration standards and policies will be developed as part of the detailed planning process. Furthermore, once a tactical plan outlining potential integration projects is created, standards will also be developed to facilitate the implementation of those projects.

Create a Project Management Office

The report recommended the development of a project management office to design, budget, track, and implement the IIJIS tactical plan. The PMO was suggested to improve coordination of statewide integration projects and to align them with the strategic goals of the state. As envisioned by the technical advisors, the PMO would assist in detailed planning efforts, monitor the progress of integration projects over time, and guide any necessary changes in the implementation efforts to better satisfy the state's needs.

Because of the IIJIS initiative's scope and complexity, the Board agreed that project management efforts were indeed necessary. While project management reports and functions were initially generated during the development of the Strategic Plan, those efforts had, in recent months, been absent from the project. It was the Board's position that the IIJIS initiative already had a PMO in the form of IIJIS staff. The Board directed project staff to perform the functions of the PMO by more closely following the instruction of the technology assistance report.

Future Activities and Goals

The Development of a Business Case

One of the most important recommendations contained in the Technology Assistance Report was that IIJIS develop a tactical plan for integration through the development of business cases to address the information sharing needs envisioned in the Scenario for Information Sharing. Each of the functional areas identified contain several discrete information needs that must be met if Illinois is to realize the IIJIS vision for the future of information sharing throughout the State. The Planning & Policy Committee's four workgroups will continue to address these needs by developing a business case for each that: (a) clearly defines each problem or issue; (b) validates the need to resolve the issue; and finally (c) identifies and evaluates potential solutions. This last component of developing the business case will involve an analysis of current practices and planned improvements as well as exploring best practices.

This series of business cases will be incorporated into a broader tactical plan that will ultimately produce a candidate list of projects that together will build an integrated justice system for Illinois.

