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INTEGRATED
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INFORMATION

INTÉGRATION
DE L'INFORMATION
DE LA JUSTICE

“Building Safer Communities:
...the Government will integrate information systems of all partners in the
criminal justice system”
--*Speech from the Throne, September 23, 1997*

This is the first report of the **Steering Committee on Integrated Justice Information**, created to respond to the Government’s Speech from the Throne commitment to improve information sharing between criminal justice agencies in order to enhance Canadians’ safety and security.

Chaired by the Deputy Solicitor General, it includes representatives from the Correctional Service of Canada, the National Parole Board, the Department of Justice, the Royal Canadian Mounted Police, the Canadian Centre for Justice Statistics and the Treasury Board Secretariat.

What follows is a strategic action plan to achieve the stated vision of “Integrated Justice Information” along with background, context and a summary of issues. This is still very much an evolving situation that centres on the key concept of a *Canada Public Safety Information Network (CPSIN)*. Work continues to refine, resource and implement the strategic plan to realize this concept.

The ultimate objective of the *CPSIN* is to improve Canadians’ safety and thereby increase their confidence in the criminal justice system. This report identifies several key deliverables to achieve this objective and focuses on the work accomplished as of March 1999.

This document is the original source document for *CPSIN*. The status of this action plan will be reported through annual progress reports.

Greg Wright
Executive Director
Integrated Justice Information
Solicitor General of Canada

Spring 1999

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<http://www.sgc.gc.ca>

Comments or questions can be directed to the SGC Internet site or to:
Integrated Justice Information Secretariat
Solicitor General of Canada
340 Laurier Ave. West
Ottawa, Ontario, Canada
K1A 0P8

Tel: (613) 991-4279
Fax: (613) 991-3306
E-mail: ijis-sij@sgc.gc.ca

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***Integrated Justice Information
Action Plan
1999 - 2004***

Steering Committee on Integrated Justice Information

March 31, 1999

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Executive Summary

The 1990's will be remembered for a number of significant world events. The geo-political arena changed forever with the end of the Cold War. Business markets worked with new rules governing the movement of goods and services across borders, and governments made difficult choices in the delivery of services to their citizens.

In Canada, accountability and transparency governed management approaches and decisions. Information management to support these decisions became a key business tool, assisted by computers manipulating data at impressive speeds. While we were accustomed to using highways to transport people and goods, we were introduced to information highways. New and expanding technology brought corresponding challenges and opportunities for information management.

The complex jurisdictional nature of the criminal justice system, which includes many agencies working within and across federal, provincial/territorial and municipal jurisdictions, offered its own challenges for moving information from one part of the system to another.

The criminal justice system in Canada, not unlike the health system, was one of many areas of government services coping with these changes. Fiscal restraint meant that information systems, either remained essentially paper-based, or were often only maintained, leaving necessary upgrades to a later date when the financial picture improved. The complex jurisdictional nature of the criminal justice system, which includes many agencies working within and across federal, provincial/territorial and municipal jurisdictions, offered its own challenges for moving information from one part of the system to another.

These challenges sometimes proved formidable. The lack of complete information for criminal justice decision-makers led to high profile cases where offenders either eluded custody, continuing to commit serious and violent crimes, or were released back into the community resulting in tragic consequences.

Such serious failings no doubt contributed to the findings of recent surveys showing a general and steady decline in the degree of public confidence in Canadian criminal justice institutions. Just as "ignorance of the law" has never proved to be a valid excuse for the speeding driver, Canadians found inexcusable a system which could not easily share crime and offender information to all those who required that information to protect Canadian communities from harm.

This public concern was reflected in a shifting policy agenda which, in the 1997 Speech from the Throne, spoke of “building safer communities”. Along with other important emerging criminal justice issues, the government recognized the need to remedy the criminal justice system’s information management shortcomings. It stated its commitment to working with the provinces to “integrate information systems of all partners in the criminal justice system.” A comprehensive strategy was required.

Leadership for this undertaking was provided by the Department of the Solicitor General, and took the form of an invitation to key partners in the federal criminal justice sphere to form a Steering Committee¹ on Integrated Justice Information. The collaborative effort of these partners has resulted in the development of the Integrated Justice Information (IJI) Action Plan for 1999-2004.

The Vision

The Plan has its underpinnings in a Vision which, “contributes to public safety in Canada by ensuring that all required information is available and accessible in an accepted format and on a timely basis, for use by criminal justice agencies in support of improved decision-making and collective effectiveness.”

The Canada Public Safety Information Network

The Plan recommends the creation of a Canada Public Safety Information Network (CPSIN) as the basis for a modern, national information network linking the various sources of information to the criminal justice practitioners.

To make this so, the Plan recommends the creation of a Canada Public Safety Information Network (CPSIN) as the basis for a modern, national information network linking the various sources of information to the criminal justice practitioners. In its initial five-year implementation phase, CPSIN involves the federal technology pieces necessary to enable national information sharing, and a comprehensive set of strategic, horizontal (interdepartmental and inter-jurisdictional) enabling elements that include senior commitment, governance, standards, policies, and partnerships so vital to the success of the initiative.

Key elements, which are foundational to the creation of CPSIN, include:

¹ Annex A contains a list of the Steering Committee Members

1) A *National Index of Criminal Justice Information* to replace the Canada Police Information Centre (CPIC) and provide a broader access to essential crime and offender information.

Building on the successful sharing of select crime and offender information among police agencies provided by CPIC for over 20 years, this initiative seeks to enhance the technical capabilities of this service including electronic messaging, and photo/video transmissions, as well as enable the electronic linking of new crime and offender information repositories held across the country. Use of these national links would be broadened to include prosecutors, court officials, corrections and parole officials, and others as needed. New security features would address access and privacy issues, as well as protect the integrity of the information shared through this system.

2) A police criminal case management system, the *Integrated Police Information Reporting System (IPIRS)* to strengthen criminal investigations by linking crime and offender information.

This initiative seeks to enhance the capability for the RCMP to deal with the effective and efficient electronic collection, analysis and linking of crime and offender information from different agencies and jurisdictions. Once established, the system would be available for other jurisdictions and agencies across the country to adopt as required.

3) A new *Offender Management/Conditional Release System* to replace the current Offender Management System serving federal corrections officials and National Parole Board officials, and supporting effective offender case management and reintegration programs.

This initiative aims to modernize the current federal offender management and conditional release system, providing more effective and efficient crime and offender information sharing through electronic means, and broaden its links to the criminal justice community nationally. Particular attention would be focused on building electronic capabilities with courts to facilitate timely access to crime and offender information.

4) A *Prosecution Connectivity initiative* to strengthen the effectiveness of federal prosecutors and become less reliant on paper-based systems.

Through this initiative, federal prosecutors are to be connected to the National Index of Criminal Justice Information/CPIC 2001

and receive police reports "on-line", facilitating timely analysis of evidence, bail and sentencing recommendations, and effective response to disclosure requirements.

5) *Standards, partnership development, and communication* initiatives devoted to the strategic horizontal (interdepartmental and inter-jurisdictional) enabling elements of CPSIN dealing with non-technical mechanisms for linking criminal justice agencies across Canada.

The glue that binds these technology investments into an effective tool for the delivery of criminal justice programs is the establishment of national standards and partnership agreements.

While building the Network is no trivial feat, the glue that binds these technology investments into an effective tool for the delivery of criminal justice programs is the establishment of national standards, partnership agreements, and a better understanding of the challenges that practitioners in the criminal justice system face in performing their duties. This initiative would establish an Integrated Justice Information secretariat function within the Department of the Solicitor General of Canada to facilitate, coordinate and support information sharing in the criminal justice system, including implementation of the IJI Action Plan.

Moving Forward

The IJI Action Plan is a means for the federal government to move forward, and is intended as a living document to be used in promoting future internal and external cooperation and collaboration.

Implementing the Plan requires a new way of working. The Agreement on a Framework to Improve the Social Union for Canadians, signed by most jurisdictions, speaks of a renewed partnership. The framework recognizes that the actions of one government often have significant effects on other governments, and that interdependence requires a commitment to notice and consultation. The IJI Action Plan is consistent with this thinking, and is dependent on joint commitment and action.

For criminal justice practitioners, adoption of the Plan signals changes in the way criminal justice information is managed to support program delivery. Collective success must be a priority, measured and managed as a joint venture.

Implementation of the Plan requires a major investment to deliver the expected benefits and is submitted with the recognition that financial resources are finite. It should be noted, however, that investments are being made today by various jurisdictions on an individual basis. In fact, there is much interest worldwide in the

pursuit of integrated justice initiatives. Small, local initiatives are giving way to larger, collaborative efforts. When successfully implemented, these initiatives are providing complete information concerning offenders, allowing sound decisions to be made at every stage of the criminal justice process.

British Columbia's JUSTIN and Ontario's Integrated Justice Project are two examples of the pursuit of integrated justice initiatives at the provincial level. The true potential of these provincial investments, however, is limited unless the federal government makes essential improvements to national criminal justice systems and builds the capacity for broad and efficient sharing of information horizontally among all jurisdictions.

What unites those behind the vision of the Canada Public Safety Information Network is the desire to see the benefits delivered in the near future.

What unites those behind the vision of the Canada Public Safety Information Network is the desire to see the benefits delivered in the near future. There is consensus that better sharing of information between agencies and an increased level of public safety is attainable. What is required is urgency and action - urgency, in view of the very real problems facing us today and recognition that the remedies proposed in this plan will take years to be fully implemented, and action, because inaction is no longer an option.

Preface

The 1997 Speech from the Throne addressed Canadians' rising concerns about public safety. It spoke of the federal commitment "to integrate information systems of all partners in the criminal justice system" under the banner of "building safer communities." To develop an appropriate response to this undertaking, the Ministry of the Solicitor General established the Steering Committee on Integrated Justice Information. The Deputy Solicitor General chairs the committee, whose seven members include the Deputy Minister of Justice, the Commissioner of the Correctional Service of Canada, the Commissioner of the RCMP, the Chairman of the National Parole Board, the Executive Director of the Canadian Centre for Justice Statistics, and the Chief Information Officer of the Treasury Board Secretariat. This is our first report on this important subject.

Mandate

To promote the principles and objectives of criminal justice by ensuring an integrated coordinated federal approach to the management and sharing of criminal justice information.

The Steering Committee was mandated to promote the principles and objectives of criminal justice by ensuring an integrated, coordinated federal approach to the management and sharing of criminal justice information in partnership with other criminal justice jurisdictions.

An Interdepartmental Working Group representing federal criminal justice agencies was formed to help carry out its mandate to develop a federal strategic action plan for *Integrated Justice Information*. This report constitutes the first published version of such a plan.

Process, Consultations, and Perspectives

The Steering Committee and its Working Group have spent two years studying the problem of information sharing in the criminal justice system. The vision of *Integrated Justice Information* was established. Guideposts describing essential needs were developed. Issues, challenges and barriers to the effective sharing of justice information were identified.

Initial discussions have taken place with provincial officials and key stakeholder groups.

In developing a response, it became very clear that a strategy for *Integrated Justice Information* could only be successful through consultation and collaboration with the extended family of stakeholders in the justice community. Initial discussions took place with provincial officials and key stakeholder groups, including the Coordinating Committee of Senior Officials, the National Joint Committee of Senior Criminal Justice Officials, the Canadian Association of Chiefs of Police, the Heads of Corrections, the Canadian Association of Paroling Authorities, the Directors of Prosecution, and others.

During the past year, four regional workshops on the management and sharing of justice information were organized and sponsored by the Canadian Centre for Justice Statistics and the Solicitor General of Canada. The workshops brought together representatives from federal, provincial, and territorial jurisdictions.

These consultations provided opportunities for the broader community of stakeholders to exchange views and perspectives on better information sharing between agencies. This dialogue has provided important input into shaping our strategic plan.

CHAPTER 1 Toward a Safer Canada

This chapter discusses Canadians’ growing concern with public safety. We introduce the concept of *Integrated Justice Information* and its emergence as a driving force toward a safer Canada.

Canadians are Concerned

As captured in a survey by Environics Forum Canada, there is a general decline in the degree of public confidence in Canadian criminal justice institutions (see Figure 1). Canadians were asked if they had ‘a lot of confidence’ in the various justice institutions. The survey indicates an alarmingly low percentage of respondents who were confident and a downward trend overall in confidence levels in the past 10 years. Despite data to the contrary, the vast majority of Canadians also believe that crime is on the rise.

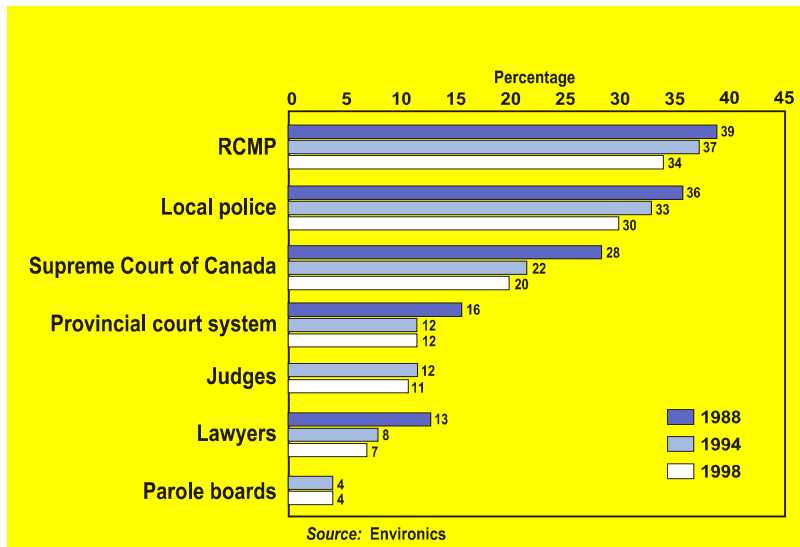


Figure 1: Confidence in the Justice System
A Lot of Confidence 1988-1998

This public concern is reflected in an emerging policy agenda, which speaks of “building safer communities” and focuses efforts on effective corrections and the elimination of organized crime.

Today, the capacity of Canada’s criminal justice system to maintain a high standard of public safety is in question. Governments face a growing challenge in ensuring the ongoing effectiveness of law enforcement, courts, correctional, and parole services.

High profile cases and the associated negative media reports have fueled public concern. There have been cases where systemic problems have allowed offenders to elude custody and continue to commit crimes; and cases where the release of an offender back into the community has led to tragic consequences. Judicial reviews of these high profile cases exhibit a common thread – in

virtually every instance, the underlying cause for concern relates directly to the lack of complete information. Information is the tie that binds these events – critical information that would have armed our officers and justice practitioners with the knowledge necessary to make decisions that result in keeping our streets safer.

A criminal justice system under strain creates an environment ripe for the emergence of threats to safe streets. Organized crime is such a threat. The enormous social and financial costs associated with organized crime threaten Canada's social fabric and economic well being. Many of the problems that Canadians see on a daily basis (illegal drugs, telemarketing scams, stolen cars, insurance fraud, etc.) can be linked back to organized crime. This criminal element has developed abilities to harness information technologies in sophisticated ways, which raise the stakes to a new level. Organized crime is not constrained by jurisdictional boundaries. Its activities spill over provincial and national borders, creating urgency for coordinated approaches to the sharing of information.

A gap exists between expectations of Canadians regarding information sharing, and the reality, a gap that manifests itself as decreasing public confidence with each incident where information is not utilized effectively. The public perception is of a single criminal justice entity. The average Canadian is not attuned to the fine distinctions of jurisdiction or multiple stakeholders, nor do they wish to be. Failures in the chain are seen as failures of the Canadian criminal justice system as a whole. Canadians expect police, prosecution, courts, corrections, and parole authorities to work in concert with one another, using and sharing the most current, most relevant, and most reliable information available.

Meeting these expectations is crucial to rebuilding Canadians' confidence in the ability of criminal justice institutions to provide a continuing high level of public safety and security. In order to meet the expectations for improved public safety, particularly in light of the rising threat of organized crime and the need for a modernized correctional system, Canadian criminal justice and law enforcement partners must strengthen existing linkages and forge new ones.

The key lies in developing a new coordinated approach to what at times seems like an intractable problem.

What is Integrated Justice Information?

It is first and foremost about enhancing public safety through elimination of obstacles to quick and effective sharing of information across the justice system. There are important distinctions concerning this definition in a national context. It is *not* about physically integrating system platforms or the wholesale reengineering of business processes.

Agencies involved in criminal justice working together to satisfy single agency needs and the common information needs, which brings them together.

Integrated Justice Information is about criminal justice agencies working together to satisfy both single agency needs and the common information needs that bring them together. These agencies recognize the importance of sharing critical information accurately and quickly.

Independence, interdependence, and reciprocity characterize the relationship among the agencies. Independence, in that each agency has unique legislated mandates, needs, priorities, and structures. Interdependence in that no single agency has within its own boundary access to all the relevant information needed. Reciprocity, in that each agency depends on the give and take of information exchange in order to maximize effectiveness and efficiency.

What might this future vision of *integrated justice information* look like in operation? The following scenario is a sample illustration of the vision in action.

In response to a service call, police using their mobile workstations immediately access up-to-date information on whether a suspicious vehicle is stolen or if there is an outstanding warrant. During the investigation, a running synopsis of the investigation is maintained using a case management tool. The information is captured in a form, which can be quickly adapted as a core document for the preparation of a search warrant and other legal documents. As more evidence is uncovered, the powerful search and retrieval capabilities assist the officer to easily update the case. The information is used in the preparation of a Crown brief, which is electronically shared with the Crown prosecutor. The prosecutor generates a disclosure file electronically and e-mails it to defence counsel. A court case management system increases court efficiency by automating the court proceedings and removing much of the burden associated with processing forms and documents by hand.

...

...

Following trial proceedings, the disposition and judge's reasons for sentencing, along with other pertinent information about the offender, are immediately transferred electronically to the correctional intake facility. While in custody, additional information on the management of the offender forms part of the file on the offender management system. At the time of parole eligibility, the decision to grant or deny parole is based on all information collected, from the time charges were laid by police, being easily accessible in electronic form.

All along the criminal justice system, from "dispatch to pardon", information is captured, shared, reused, and enriched to support the respective missions of criminal justice agencies. Access to this information is effectively controlled on a "need-to-know" and "right-to-know" basis respectful of privacy and security.

Is the vision achievable? There is no doubt that some within the justice community observe that these problems have been with us for decades and we will likely be discussing the same issues decades from now. True, the magnitude of the problem seems insurmountable at times, as significant, entrenched barriers loom large.

We only have to look at some of the early results from *Integrated Justice Information* projects to see that the vision is attainable and the benefits are achievable. The lessons learned suggest that achievement of these benefits is possible if:

- Federal/provincial/territorial (FPT) agencies collaborate;
- The federal government makes its contribution;
- The provinces and territories make their contributions;
- Technology investments are complemented with "people connectivity" investments;
- Time and resources are available; and
- The partners remain flexible.

Emergence of Integrated Justice Information Initiatives

There is much interest in the pursuit of IJI initiatives both worldwide and locally, including every province and territory in Canada.

*"We are inundated with talk these days about the information superhighway, but the justice system is still running on dirt roads."
George Lardner Jr.
Father of murder victim*

Colorado, Florida, Kansas, and Kentucky are representative of state governments in the U.S. which are at various stages of planning or implementing criminal IJI projects. Despite this growing sense of urgency, it is an unfortunate reality that it often takes a human tragedy to highlight a problem and be a catalyst for action. While investigating the murder of his daughter and the justice system which failed her, Pulitzer Prize-winning journalist George Lardner Jr., wrote about "the isolation of different parts of the justice system from one another, and their persistent, almost primitive failure to communicate." He observed that "We are inundated with talk these days about the information superhighway, but the justice system is still running on dirt roads."

In the UK, police forces and local governments have undertaken initiatives designed to comply with the Crime and Disorder Act. This act requires them to share information between agencies in an attempt to reduce crime.

British Columbia's JUSTIN and Ontario's Integrated Justice Project are two examples of the pursuit of integrated justice initiatives at the provincial level. Both provinces are working hard to design cost-effective, efficient, and streamlined systems, which will allow police to spend more time policing, and less on paperwork. The courts and corrections staff will have the information required to process cases more quickly and effectively.

A common driver behind IJI is the need to live with the fiscal reality that agencies must "do more with less". The integration of our collective justice systems and the sharing of the information are key to an effective solution. Technology itself has generally matured. Technology innovations are now available that can leverage existing investments in the criminal justice infrastructure. The Internet (the public network), intranets (internal company Internets), and extranets (cross-enterprise connected Intranets) provide a cost-effective plug-and-play, electronic information infrastructure, ready to connect agencies up and down the justice chain. There is a good understanding of the benefits, and a growing management and political will to make it happen. A similar set of factors is driving the emergence of *Integrated Justice Information* both internationally and in provincial jurisdictions.

The true potential of these investments, however, is limited unless the federal government makes essential improvements to national justice systems and builds the capacity for broad and efficient sharing of information horizontally amongst all jurisdictions.

*“All Ministers are committed
to working together to
establish a more effective
and more equitable justice
system...”*
*FPT Communiqué, Oct.
30/98*

Feedback from recent FPT discussions indicates support for collaboration and federal leadership, and facilitation of measures to strengthen and integrate criminal justice information.

CHAPTER 2 Current Criminal Justice Business Environment

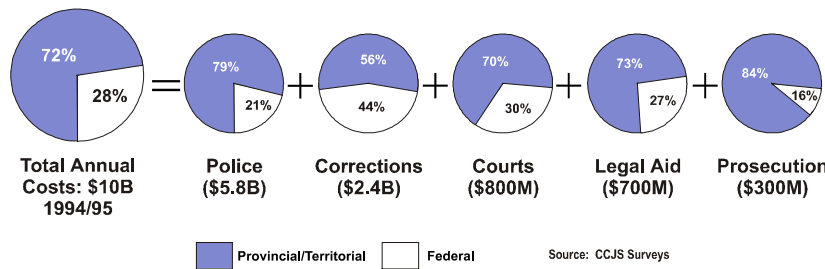
This chapter explains the business context within which the criminal justice system operates. It examines at a high level the criminal justice system as it exists today.

Criminal Justice at a Glance

Criminal justice in Canada is a major expense. The total annual amount of government spending on criminal justice is approximately \$10 billion. Figure 2 illustrates justice spending by justice service (police, corrections, courts, legal aid, and prosecution), including the federal portion of those costs. The federal portion represents 28 percent of the total annual costs. Police and Corrections services account for a large share of total costs by service.

In a 1996 Fraser Institute study, the annual cost of crime in Canada, including the emotional consequences, was \$40 billion.

The actual costs to Canadians, however, is much larger but difficult to quantify. Costs include pain and suffering of victims, loss of property, and medical costs. In a 1996 Fraser Institute study, the annual cost of crime in Canada was estimated at \$40 billion.



The criminal justice system responds to a great number of incidents or events. Each of these events becomes a case that must be managed through to completion. There has been a flood of information associated with each case, and agencies are generally straining to cope with this largely paper-

Figure 2: Annual Criminal Justice Costs

based workload.

Figure 3 shows this high level of annual workload activity by justice service, and depicts the usual flow of activity through the criminal justice system, beginning from the upper left-hand corner.

Every case is somewhat different, but the following simple example is illustrative of the typical flow.

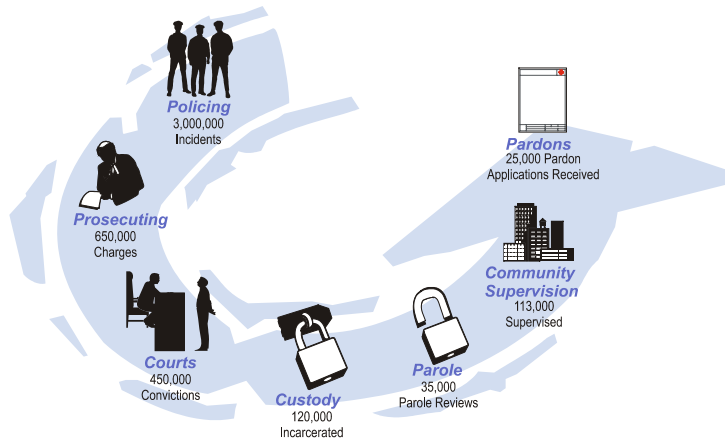


Figure 3: Criminal Justice Annual Workload at a Glance

The commission of a criminal offence triggers a series of interconnected criminal justice business processes, including crime investigations and reporting, laying of charges, disclosure to defence counsel, trials, sentencing, offender management during custody or supervision, and pardons. Each step in the process is linked to previous steps. Information collected at one step is vital later in the cycle. Information drives the criminal justice system.

We refer to this representation, illustrating the dependencies and linkages in the system, as the “justice chain”.

The simplicity of the justice workload illustration belies the reality. In reality there is no single, repeatable chain of activity. There are virtually hundreds of different paths through the system, which vary according to factors such as seriousness of the offence.

In an ideal world, information would flow seamlessly between and across each entity, having been entered only once and enriched through the process. This is far from today’s reality. Despite the fact that sometimes much of the data required by justice agencies is the same, it is redundantly and inconsistently captured many times along the chain. This situation also creates a problem with the quality of data available to the Canadian Centre for Justice Statistics and other agencies for use in supporting policy development and program evaluation activities. Significant technology and “people” barriers exist which inhibit the sharing of justice information between agencies.

Complex Jurisdictional Landscape

Significant technology and “people” barriers exist which inhibit the sharing of justice information between agencies.

The criminal justice system in Canada exists within a challenging jurisdictional landscape, which raises the complexity of the information-sharing problem.

Responsibilities and accountabilities for the various business processes and outcomes are spread across many agencies and jurisdictions, whether federal, provincial, territorial, or municipal. All have an important role to play in supporting a common body of criminal justice legislation starting with the Criminal Code and other federal statutes. These agencies and their members – police, Crown attorneys, courts, lawyers, corrections, parole, and pardons – must work together within and across jurisdictions, separate but interdependent, to maximize effectiveness and efficiency.

The federal government has many roles within the system, such as the drafting of legislation on criminal law and procedures, the prosecution of drug offences, the operation of correctional facilities for adults sentenced to imprisonment for two years or more, and the management of conditional release decisions.

The provinces are responsible for the administration of justice, including the administration of courts, the prosecution of criminal code offences, the appointment of provincial court judges, and the operation of correctional facilities for adults sentenced to imprisonment for less than two years. Adult community correctional programs, all young offender custody, and youth community correctional programs are provincial responsibilities.

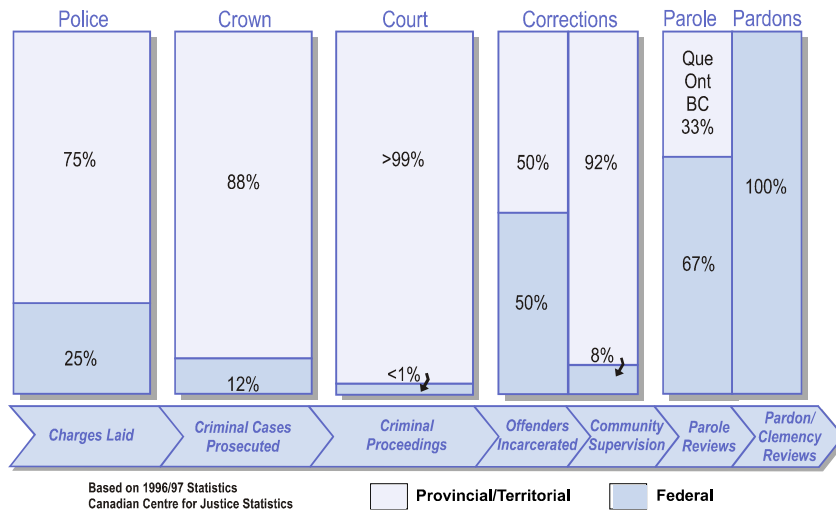


Figure 4: Relative Jurisdictional Roles – Criminal Justice System

Figure 4 illustrates simply by percentage some of the different and complex federal, provincial, and territorial roles and responsibilities within the Canadian criminal justice system.

The *Police* service is a shared responsibility between all three levels of government. The federal government is responsible for enforcing federal statutes in each province and

territory. Provinces and territories are responsible for enforcing the Criminal Code, provincial statutes, and municipal by-laws. In addition, a number of First Nation communities have taken responsibility for policing on their reserves. The RCMP provides contract police services to eight provinces, three territories, 203 municipalities, and to over 40 First Nations.

The Attorney General of Canada is responsible for *prosecuting* cases under Federal Statutes other than the Criminal Code (except in the territories where the prosecution of Criminal Code Offences in the territories is conducted by federal (DOJ) prosecutors.). Provincial Attorneys General prosecute cases under the Criminal Code and provincial penal codes.

In simple terms, there are three Provincial *Court* levels: Provincial/Territorial Court, Superior Court – Trial, and Superior Court – Appeals. All criminal cases are heard in provincial/territorial courts, except for a relatively small number of appeals, which make their way up to the Supreme Court of Canada.

The Correctional Service of Canada (CSC) is responsible for administering sentences of two or more years, including management of *correctional* institutions and supervision of offenders who have been conditionally released by the National Parole Board (NPB) and those on statutory release. Provincial/territorial governments are responsible for offenders serving sentences of less than two years, and have exclusive responsibility for offenders sentenced to probation, as well as for young offenders.

The National Parole Board makes all decisions on *parole* for federal inmates as well as inmates in provincial/territorial institutions where there are no provincial parole boards. British Columbia, Ontario, and Québec each operate their own parole boards, with jurisdiction over all inmates in their provincial correctional institutions. The National Parole Board is also solely responsible for granting or denying all *pardon* requests, and making recommendations to the Solicitor General of Canada for clemency requests.

Information sharing among agencies and across jurisdictions is a critical function to ensure the integrated delivery of criminal justice programs.

Information sharing among agencies and across jurisdictions is a critical function to ensure the integrated delivery of criminal justice programs, and, in particular, to ensure that decision-making and judgements by criminal justice agencies fully promote the objectives of criminal justice.

Criminal justice agencies and jurisdictions have rights and obligations with respect to criminal justice information sharing, the responsibility to ensure the timeliness, accuracy, and completeness of the information shared, and to ensure each understands the other's rights and obligations with respect to such information sharing. In practice, however, significant barriers exist that prevent agencies from meeting those obligations.

The Criminal Justice System is Challenged

*"...Because of the systemic weaknesses and the inability of the different law enforcement agencies to pool their information and cooperate effectively, [Paul] Bernardo fell through the cracks."
Mr. Justice Archie Campbell
Bernardo Investigation
Review June 1996*

While in many ways the criminal justice system is remarkably effective, there continues to be high profile cases which speak too eloquently on the failure of information management within the system. Justice Archie Campbell's report on the Bernardo case identified the lack of effective case management systems and the lack of systems to ensure communication and cooperation between agencies. Justice Campbell wrote, "Because of systemic weaknesses and the inability of the different law enforcement agencies to pool their information and cooperate effectively, Bernardo fell through the cracks."

There is a common set of persistent problems, and troubling examples of these problems at each and every step along the justice chain.

Justice agencies are immersed in paper. Arrest files may be photocopied over a dozen times for various uses² – this in an age of sophisticated office technology.

A high-profile case can fill a room with the large volume of paper-based discovery documents. Disclosure requirements can generate literally boxes of paper for perusal by defence attorneys.

The system can grind along. In recent years, a Supreme Court case resulted in almost 100,000 cases being stayed, some of them very serious, due to system delays which, in the Court’s opinion, prevented the dispensing of justice in a timely manner.

Key information is getting clogged up in the system. Correctional officials have serious difficulties in getting information on offenders from official sources such as police reports, Crown counsel briefs, and judge’s reasons. The 1996 Auditor-General Report criticized Correctional Service of Canada for a number of cases where important information about offenders is unavailable until weeks after they have entered the correctional facility.

*“Missing police and court information was listed ... as contributing to poor quality release decisions in 12 of 60 sensational cases”.
Auditor-General Report 1996*

Decisions are being made without the complete picture and full knowledge of the facts. Numerous reviews state that a lack of critical information has been a factor in tragedies involving violent offences by released offenders. Coroners’ inquests into these crimes reveal that, had information from other jurisdictions been shared with the National Parole Board and the Correctional Service of Canada, it could have resulted in denial of parole.

While in many ways the criminal justice system is remarkably effective, there is growing consensus among the stakeholders on what needs to be done to break down these barriers. Criminal justice agencies and jurisdictions must make every effort to collectively identify and overcome obstacles to effective information sharing. The inability so far to make this a reality is at the root of a growing concern among Canadians.

There is a common theme to each of these problems. Each highlights the inadequacies of the information management environment to support the business of criminal justice and points to a need for urgent and strategic investment in this area.

² Law and Disorder, *InfoSystems Executive*, April 1998

CHAPTER 3 Current Information Management Environment

This chapter examines problems with the existing federal justice infostructure. Infostructure combines the notion of infrastructure and information. It describes a foundation on which information can be collected, retrieved, analyzed, and shared. The infostructure is examined along two dimensions: technology connectivity, and people connectivity. It reviews what currently exists and assesses the quality and competency of these resources to support the administration of justice.

Technology Connectivity

Most systems are not interoperable, and there are increasing problems with the obsolescence or “rusting out” of the infostructure.

Inherent in the criminal justice environment is the volume of paperwork required to process a single case through its life cycle. Most systems are not interoperable, and there are increasing problems with the obsolescence or “rusting out” of the infostructure.

Certain core federal and national systems, such as the Canadian Police Information Centre (CPIC) and the Offender Management System (OMS), have served us well in the past, but are now outdated. Promising technologies such as electronic mug shots and electronic fingerprints are powerful weapons against crime, yet our existing justice infostructure is unable to effectively accommodate them. CPIC, our primary national network for criminal information, is plagued by frequent and lengthy outages. For every eight hours the system is down, some 100,000 queries go unanswered, putting officers and the public at risk all across this country.

Design problems exist with the current systems. No comprehensive, centralized index tool exists as a national horizontal linkage across agencies. Today, CPIC provides a limited subset of this capability, and it is under threat.

Applications do not meet current business needs. In the police and corrections environments, which cry out for powerful case management tools to assist the officer, existing tools have very limited capabilities for collecting and sharing information.

The lack of a common set of technology standards raises barriers and makes it difficult for agencies, such as federal prosecutors, to connect and exchange information. The lack of a common set of data standards presents significant challenges and burdens to correlating information and compiling a criminal history.

The inability to “e-file” documents within and among justice agencies results in the same data being entered multiple times, on multiple incompatible systems, across multiple jurisdictions, causing lengthy delays and mistakes, sometimes with tragic consequences.

People Connectivity

Just as our technology components have not traditionally been designed to enable information sharing across agencies, so too our people-based structures are not always used to cooperating with each other.

Silos in the justice system create major technology and project management challenges.

Our information systems and people have historically operated somewhat in a “stovepipe” environment. This situation has evolved over time due to differences in jurisdictions, mandates, funding levels, rules of governance, and concerns for security of and access to information. This separation sometimes results in interagency frictions and rivalries, solidifying resistance to operating outside the stovepipe. In light of this history of independence and autonomy, there naturally is a resistance to change.

This resistance is lessening somewhat in the face of the acute need to share information. Add to this the reported benefits of implemented integrated justice initiatives in other jurisdictions, and the result is a growing interest and consensus about the utility and cost-effectiveness of information sharing.

Effective mechanisms are required to foster interagency collaboration based on opportunities for all jurisdictions to learn about common information sharing needs.

It is clear that problems exist with people connectivity as well as technology connectivity. It is equally clear that any proposed solution would need to encompass both technology and people initiatives to be successful.

CHAPTER 4 Strengthening and Integrating Justice Information

This chapter weighs the options and makes recommendations for strengthening and integrating justice information.

Weighing the Options

Strategic Options

- *Maintain the Status Quo*
- *Provide a Standard National Application Suite*
- *Create a Canada Public Safety Information Network*

Three options were considered for their ability to meet the goals and objectives for *integrated justice information*:

1. Maintain the status quo
2. Provide a standard national application suite
3. Create a Canada Public Safety Information Network

Option 1, maintain the status quo, is defined as each agency maintaining their existing systems and limiting investments to current reference levels. This situation is analogous to municipalities that cannot perpetually defer upgrades to the bridges and roadways of their physical infrastructure without the costs eventually becoming unmanageable. Important elements of our justice infostructure are in disrepair. System failures and service interruptions continue to occur. Maintaining the status quo is a high-risk position with potentially high human costs attached. Based on these reasons, this option was not considered viable.

Option 2 is to implement a standard suite of criminal justice applications in all jurisdictions, referred to as the “mega-system” option. Certainly, most of the integration issues would disappear with a homogenous “one-size-fits-all” approach. A rough estimate of the cost for this option is approximately \$1.1 billion. The sheer magnitude, in terms of cost, multi-jurisdictional complexities, training requirements, and organizational change required makes this option unmanageable and unrealistic. In addition, this option does not leverage existing technology investments, which have been significant in some jurisdictions. For these reasons, Option 2 was not considered viable.

Option 3 is to implement a federal initiative leading to the creation of a new criminal justice infostructure entitled the Canada Public

Safety Information Network (CPSIN). The three major components of this recommended option are:

1. The creation of a horizontal backbone or pipeline to provide an interagency and cross-jurisdictional link for information sharing.
2. The modernization of a select number of key federal information systems.
3. The development of standards, partnerships, and communication initiatives, which is the glue holding the component pieces together.

Option 3 is the recommended option. It provides the most efficient mechanism of moving information from one part of the system to the other by linking the various sources of information to the criminal justice practitioners.

The Canada Public Safety Information Network

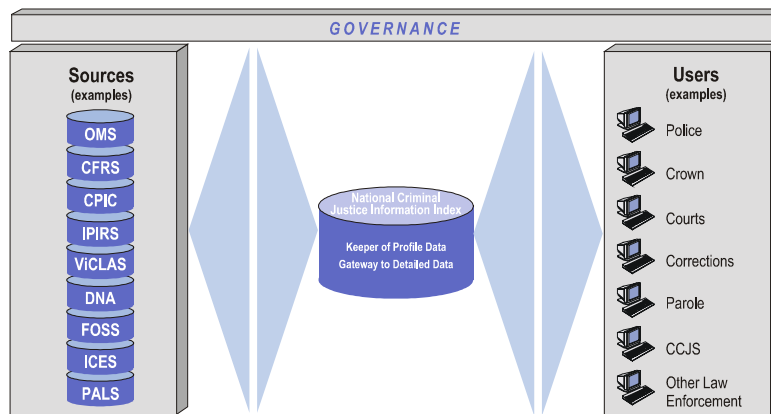


Figure 5: A View of CPSIN, Matching Resources to Users

Illustrated in Figure 5, CPSIN is a conceptual framework that provides a basis for a modern, national information network to link the various sources of information to the criminal justice practitioners.

Several strategic technology elements have been identified which are foundational to the creation of CPSIN.

The key strategic element, represented by the drum in the centre of the diagram, is a *national criminal justice index*, which would replace and augment the existing CPIC. The index would have two components: an index of criminal justice information across the system, and a portal to the indexed information sources. Access would potentially be available through Web technology to agencies that need it.

An *Integrated Police Information Reporting System (IPIRS)* would strengthen RCMP criminal investigations by linking crime with offender information with the use of a powerful criminal case management system.

A modernized and enhanced *Offender Management System* is recommended to support effective case management and offender reintegration activities within the Correctional Service of Canada as well as to support conditional release decision-making by the National Parole Board.

Prosecution Connectivity includes actions to increase the effectiveness of federal prosecutors. This would be achieved by providing online access to police reports to facilitate timely analysis of evidence, bail and sentencing recommendations, and effective responses to disclosure requirements.

In addition to the technology elements, CPSIN would include *standards, partnership development, and communication* initiatives. Resources would be devoted to the strategic, horizontal (interdepartmental and inter-jurisdictional) enabling elements of CPSIN dealing with non-technical mechanisms for linking criminal justice agencies across Canada. These actions would serve as the driving engine of federal leadership relating to CPSIN, and ensure that necessary policy, procedures, regulations, legislation and information-sharing arrangements are in place to leverage federal/provincial technology investments related to criminal justice. In addition, these initiatives would provide the coordinating and supporting mechanisms for information sharing by the broader criminal justice community. This would sustain the CPSIN vision through an outreach strategy, building federal and provincial senior management commitment to integrated justice information, and developing federal and provincial consensus regarding governance and funding models.

A Strategic Investment

The following key results underline the benefits associated with the CPSIN investment:

- Improved tracking of individuals through the criminal justice system.
- More complete data.
- More timely information.
- More uniform and standard data dictionaries.

- Improved activity reporting and decision support.
- Greater efficiency and information exchange.
- Data integrity, security and privacy.
- Electronic scheduling.
- Electronic notification and event triggers.
- Enhanced development and evaluation tools for criminal justice program delivery.
- Decreased case processing time.
- Decreased recidivism rates.

The recommended investment is comprised of five major activities:

1. Senior Commitment
2. Partnership Development
3. Standards and Common Tools
4. Technology
5. Communications

There are strong linkages and dependencies between each group. Within each group there is limited flexibility in investment priority and timing. However, all of the elements are indispensable. Singling out one particular technology project without matching it up with the related partnership and standards activities would result in failure to achieve the original benefits sought, thus perpetuating the problem.

CPSIN is a strategic investment. Funding strategies will need to be carefully coordinated.

CHAPTER 5 Strategic Framework

This chapter describes the elements of the strategic action plan including our vision, principles, strategic framework and the goals which we set out to achieve.

Vision and Principles

Integrated Justice Information contributes to public safety in Canada by ensuring that all required information is available and accessible in an accepted format and on a timely basis, for use by criminal justice agencies in support of improved decision-making and collective effectiveness.

An important element of the strategic action plan is to establish the vision for *Integrated Justice Information*. The plan reflects the following guiding principles or guideposts:

1. Enhances Canadians' sense of personal and community safety
2. Builds public confidence in the Canadian criminal justice system
3. Enables decision-making based on requisite information
4. Respects the unique jurisdictional landscape
5. Provides a responsible federal response to the issue
6. Gives stakeholders a real voice
7. Promotes a high degree of cohesion
8. Reflects best practices and operational priorities
9. Exploits benefits of information technology as a tool
10. Respects constitutional and other legal requirements including privacy and access to information.

The *Integrated Justice Information* vision flows from this set of principles:

Integrated Justice Information contributes to public safety in Canada by ensuring that all required information is available and accessible in an accepted format and on a timely basis, for use by criminal justice agencies in support of improved decision-making and collective effectiveness.

Strategic Framework

The plan supports our strategic framework:

- **An endorsed vision and target end-state** — The vision statement and target end-state will illustrate where the Steering Committee wishes to go in the foreseeable future.

- **Achievable scope** – The scope is limited to the criminal justice system, with initial priority to federal requirements.
- **Founded on information management principles** – Information is a corporate resource to be shared, enriched, gathered, massaged, consolidated, distributed, and accessed in a business-ready way. The duplication of work must be eliminated and replaced with an environment where information is shared with those who require it, when they need it, and in the form they need.
- **Dictated by a migration from analog to digital** – The most cost-effective way to share information is electronically, regardless of whether it is data, text, video, audio, or image.
- **Built on partnerships** – *Integrated Justice Information* by definition cannot be accomplished by a single organization. Within the Ministry of the Solicitor General, the partnership will focus on optimizing results through *direct* action to achieve a robust, interoperable, and shareable environment. Within the extended criminal justice community, progress will be nurtured through common standards and initiatives.
- **Pragmatic and focused on continuous improvement** – The key is to take small but significant steps while keeping the big picture in mind. As a general rule, preference will be given to “buying” solutions rather than “making” them.
- **Leverages emerging technologies** – Emphasis will be given to capitalize on recent technologies (e.g. Internet, PKI) which will support information sharing without necessitating expensive rebuilding of applications or databases.
- **Respectful of security and privacy** – Any action taken to promote information sharing must recognize the need to protect and secure various types of information. Attention must be paid to the principles of need-to-know, right-to-know, and data integrity.
- **Governed effectively** – Regular review and reporting mechanisms must be in place to ensure accountability. Stakeholders must be given a voice.

Progress will be nurtured through common standards and initiatives.

We believe that our strategic action plan will meet our goals.

Goal 1:

Contribute to the achievement of the government's public safety objectives by developing and implementing CPSIN, which will enable the sharing of information between criminal justice agencies.

Contribute to the achievement of the government's public safety objectives by developing and implementing CPSIN, which will enable the sharing of information between criminal justice agencies.

Goal 2:

Stimulate cooperation and agreement on horizontal issues and ensure a coordinated federal approach to the management and sharing of criminal justice information by securing senior commitment and by establishing an effective governance structure.

Goal 3:

Gain broad support for the overall integrated justice information effort by establishing mechanisms to facilitate, coordinate, support, and promote FPT stakeholder involvement and support.

Goal 4:

Support ongoing operations over the next five years by creating a prioritized list of actions that supports the criminal justice mission, and identifies any critical elements that require immediate and urgent attention.

Goal 5:

Facilitate cross-agency information sharing through the establishment and maintenance of national criminal justice standards and guidelines for data, security, and network interoperability.

CHAPTER 6 Strategic Actions

This chapter specifies the strategic actions, which will move federal justice agencies from the current to the future business environment.

The strategic actions have been arranged into five major groups, as outlined in the table below. Each group brings together related projects aimed at a specific business thrust.

Strategic Actions

- *Senior Commitment*
- *Partnership*
- *Standards and Common Tools*
- *Technology*
- *Communication*

Strategic Action
1. Senior Commitment
Federal Level
Federal, Provincial, Territorial Level
2. Partnership
Establishment of IJI Secretariat
Federal, Provincial, Territorial Outreach
Functional Community Development
Enhanced Stakeholder Involvement
Research and Development
Learning Programs
3. Standards and Common Tools
National Criminal Justice Standards
Common Offence Table
Offender Tracking
4. Technology
CPIC Renewal (National Criminal Justice Index)
Integrated Police Information Reporting System
Offender Management/Conditional Release System
Federal Prosecutors Connectivity
5. Communication
Communications Strategy

For each of these projects, we describe the specific objectives, expected benefits, and the planned components. Initial cost estimates are in the order of \$250 million over five years. Additional work will be required to refine these proposals, including costs, benefits, and possible enhancements.

6.1. Senior Commitment

This strategic initiative recognizes the critical importance of senior commitment and leadership. Strategies in support of the ongoing pursuit of the *Integrated Justice Information* vision, and strategies to garner the cooperation and collaboration across the federal, provincial, and territorial governments are included.

6.1.1 Federal Level

A modernized criminal justice system requires formal commitment to the plan and agreement on the pursuit of integrated justice in general.

Collectively, the Steering Committee and its Working Group need to be engaged in the ongoing evolution and implementation of the plan. Individually, actions will be required from each member agency to demonstrate formal commitment to the plan and commitment to pursue *Integrated Justice Information* in general. The Steering Committee will identify key stakeholders, deal with integration issues that arise, and be instrumental in breaking down barriers within the criminal justice system. The challenge will be to strike a balance that recognizes the organizational imperatives of independent agencies while encouraging a high degree of collaboration and cooperation.

Benefits

- Encourages a high degree of cooperation and collaboration
- Ensures formal commitment
- Accepts responsibility for pursuit of the plan as conceived
- Maintains the necessary momentum for success in the pursuit of *Integrated Justice Information*

Planned Components

1. *Collectively* -
 - Identify key stakeholders in *Integrated Justice Information*
 - Engage federal ministers
 - Direct the evolution of the IJI action plan
 - Resolve interagency IJI
2. *Agency Specific* -

- Designate a champion or lead for *Integrated Justice Information* at agency executive committees
- Align business, priorities and capital plans, and Information Management/Technology plans with the overall goals and objectives of IJI and CPSIN
- Provide secure resources to support CPSIN implementation
- Exert leadership on *Integrated Justice Information* issues in agency's functional community (see "Functional Community Development")
- Promote IJI actively

6.1.2 FPT Level

There will need to be a high degree of collaboration with federal, provincial, and territorial partners in keeping with the Social Union Framework.

The second strategic action under senior commitment is to gain and sustain senior commitment of federal, provincial, and territorial partners in the pursuit of the *Integrated Justice Information* initiative. This action recognizes that, in order for IJI to be successful, there will need to be a high degree of collaboration with FPT partners in keeping with the Social Union Framework. Gaining commitment from the deputy levels of our partners is an important first step.

Benefits

- Develops common purpose, shared need
- Communicates and aligns strategic plans
- Engenders cooperation at all levels
- Provides different perspectives on issues and alternative solutions

Planned Components

1. *Joint Action* – Agree to joint action and collaboration on *Integrated Justice Information*: e.g.:
 - Formally endorse IJI as a common priority, reflected by maintaining IJI as an agenda item for FPT meetings
 - Jointly endorse a common IJI vision and principles
 - Identify a champion or lead on IJI
 - Promote intra-provincial (territorial) collaboration on IJI

2. *Active Involvement* – Sponsor participation in FPT fora and working groups relevant to IJI
3. *Technology Connections* – Modernize and establish protocol standards for interfaces between information systems within respective criminal justice jurisdictions consistent with CPSIN
4. *Promotion of IJI* – Engage respective FPT Ministers to garner support and advocacy for *Integrated Justice Information*

6.2. Partnership

Effective cooperation, coordination and sharing of information among jurisdictions is key to developing and implementing successful strategies for public safety

Governments have recognized that effective cooperation, coordination, and sharing of information among jurisdictions is key to developing and implementing successful strategies for public safety. Meeting new challenges requires more frequent interaction with our partners, including increased consultation and partnerships with provinces and territories. Working in partnership introduces new perspectives on problems resulting in innovative solutions. Four components have been identified under the Partnership group.

6.2.1 Establishment of IJI Secretariat

There is a need for a dedicated body to be responsible for the achievement of *Integrated Justice Information*. The objective is to establish a Secretariat function to facilitate, coordinate, and support the overall federal initiative. The focus for this partnership initiative is within the Ministry of the Solicitor General.

Benefits

- Provides direct support to Steering Committee and Interdepartmental Working Group
- Establishes a continuous communication concerning the mission, scope, plan, and schedule of CPSIN
- Encourages consistent support and participation, including within the Ministry

Planned Components

1. *IJI Expertise* – Provide a centre of subject matter expertise on *Integrated Justice Information* initiatives; e.g.:

- Establish a resident body of subject matter expertise available to provide federal decision-makers with advice regarding FPT IJI initiatives, and their impact on federal public policy development
 - Develop a research/ scanning program to establish and maintain a central repository of current FPT IJI initiatives
 - Provide advice regarding best practices for criminal justice information sharing
2. *Steering Committee/Working Group Support* – Provide support and coordination to the Deputy-level IJI Steering Committee and its Working Group in fulfillment of their respective mandates:
- Chair IWG meetings, establish milestones, and monitor the progress of work under development
 - Organize meetings and materials, maintain and disseminate records of proceedings/ decisions, etc.
 - Coordinate and support technical sub-committees and sub-working groups
3. *Strategic IJI Policy Development* – Identify, coordinate and develop federal *Integrated Justice Information* policy regarding IJI matters:
- Legislative and policy requirements for information sharing across agencies and jurisdictions
 - Accountability and governance issues
 - The interpretation and application of federal and provincial policies and legislation, particularly with respect to privacy, security, and information management
 - Research and analysis regarding emerging criminal justice issues impacting on IJI policy
4. *IJI Portfolio* – Manage the *Integrated Justice Information* portfolio:
- Coordinate and facilitate the development of joint funding strategies for CPSIN, both short and long-term
 - Plan and coordinate the development and review of major long term IJI objectives
 - Develop performance measures related to IJI
 - Monitor and report on Ministry and federal IJI performance
5. *Technical Integration/Coordination IJI* – Facilitate and oversee the technical integration of CPSIN:

- Provide advice regarding the technological architecture for CPSIN to senior officials, and other interested parties
 - Pursue interoperability among IT systems in the criminal justice system
 - Facilitate and coordinate IJI project teams and chair technology sub-committees
 - Coordinate the development of data standards, and other essential standards for CPSIN interoperability
 - Promote the development of national tools such as a common offence table and offender identifiers
6. *Federal/Provincial/Territorial Outreach* – Support the FPT Outreach component of the IJI Action Plan through the development of an Outreach Strategy to broaden the involvement of federal, provincial/territorial, and municipal members of the justice community beyond the current Steering Committee membership
7. *Cultural Change Management* – Facilitate and encourage cultural changes required for information-sharing and collaboration:
- Research and analysis of existing cultural barriers to information
 - Development and promotion of organizational learning programs to be used by CPSIN partners, separately or together with technology training programs
8. *Advocacy/Communications* – Develop and jointly deliver the CPSIN communications plan with member agencies
9. *Corporate Management* – Manage day to day operations:
- Participate on various executive and policy committees
 - Provide IJI input to Departmental and Ministry business plans and priorities, Estimates, Performance reports, Briefing Books, Human Resource plans
 - Manage training, and other planning and reporting activities relating to IJI (CPSIN in particular)
10. *Strategic Assistance and Contributions* – Support the FPT Outreach component of the IJI Action Plan through the development and management of a strategic assistance and contributions program designed to enhance CPSIN partnerships, facilitate the timely implementation of CPSIN,

and ensure the successful integration of key functional communities

6.2.2 FPT Outreach

Jurisdictional assistance is needed to nurture and support increased connectivity between information technology systems in the criminal justice domain.

This element of the plan involves the implementation of an outreach strategy, designed to broaden the involvement of federal, provincial, and territorial members of the justice community beyond the current Steering Committee membership. A second thrust involves jurisdictional assistance, needed to nurture and support increased connectivity between information technology systems in the criminal justice domain.

Benefits

- Ensures common understanding and development of shared need
- Aligns plans and opportunities to leverage common solutions
- Increases buy-in or commitment to *Integrated Justice Information*
- Enables information sharing within the large criminal justice community

Planned Components

1. *National Involvement* – Coordinate and liaise with national criminal justice community:
 - Establish multidisciplinary group committees according to commonly identified needs
 - Facilitate discussions that would lead to appropriate governance of IJI
2. *National Dialogue* – Deliver national criminal justice community dialogue opportunities:
 - Coordinate national and regional workshops
 - Organize fora and working groups
 - Promote and support a network of IJI practitioners
3. *Technology Connections* – Provide jurisdictional assistance (subsidies) based on early successes integrating criminal justice systems

6.2.3 Functional Community Development

Strategic actions are required to promote common horizontal solutions within specific functional communities.

This initiative includes strategic actions necessary to promote common, horizontal solutions within specific functional communities. An example would be the RCMP taking the lead to promote IPIRS (Integrated Police Information Reporting System) as a police occurrence management tool with their partners within the policing community.

Benefits

- Key enabler for sharing information within the community

Planned Components (for each federal agency)

1. *IJI leadership and representation* –
 - Exert community leadership in respective functional domains (vis-à-vis electronic exchange of information)
 - Represent respective functional communities’ interest at the federal IJI table

2. *IJI Alignment* –
 - Ensure alignment of individual business and Information Management/Technology strategies/plans with the overall goals and objectives of IJI and CPSIN
 - Review and re-negotiate, as required, information sharing agreements

6.2.4 Enhanced Stakeholder Involvement

Providing stakeholders with a real voice.

The objective of this initiative is to increase stakeholder involvement in decisions relating to criminal justice systems, upon which stakeholders are dependent.

Benefits

- Enhances commitment by giving stakeholders a real voice
- Promotes a culture of cooperation, collaboration, and information sharing
- Ensures optimal system development over time

Planned Components

1. *Governance Policy* – Prepare a policy to guide the evaluation of the adequacy of information systems governance
2. *Governance Evaluation* – Review (by each agency) of current advisory committee/governance structures for the adequacy of stakeholder involvement
3. *Enhanced Stakeholder Involvement* – Introduce a new, broader stakeholder community for the key horizontal components (e.g., National Criminal Justice Index)

The rate of information technology change is increasing exponentially and the appropriate application of technologies to our mission must keep pace.

6.2.5 Research and Development

The rate of information technology change is increasing exponentially and the appropriate application of technologies to our mission must keep pace. Vigorous support of research and development is vital. A means of tracking absolute and relative progress in all jurisdictions is required.

Benefits

- Leverages new information technology developments
- Provides better information to help direct future *Integrated Justice Information* action
- Provides benchmark capability

Planned Components

1. *Benchmarking* – Establish baseline data on the current state of information sharing and issue “report cards” on progress made and roadblocks
2. *Research on IJI Issues* –
 - Conduct analyses of emerging issues such as criminal justice reform, legislative change, Bill C-54 (Personal Information Protection and Electronic Documents Act)
 - Research best practices for information sharing
 - Research systemic barriers to integration

3. *Performance* – Develop performance measures related to *Integrated Justice Information* as outlined in the Social Union Framework

6.2.6 Learning Programs

Analysis, development, and promotion of organizational learning programs for all criminal justice agencies to facilitate information sharing and collaboration within and among agencies and jurisdictions, and to support the migration to new technologies.

Benefits

- Increases willingness to share essential information
- Focuses on balance of people and technology actions
- Reduces risk

Planned Components

1. *Research* – Examine cultural barriers to information sharing
2. *Implement Findings* – Propose appropriate solutions that identify appropriate cultural levers to expedite increasing commitment and willingness to share essential information
 - Ensure technology projects allocate sufficient resources for technical training
 - Implement organizational learning programs and strategies

6.3. Standards and Common Tools

This strategic initiative involves actions to define data standards and common tools, which will ensure quality and consistency of meaning as information is exchanged between agencies. Additionally, interoperability standards will be defined to enable the technical connectivity necessary for information sharing. The initiative acknowledges the critical importance of standards development and implementation to the overall success of *Integrated Justice Information*. Tools will vary according to functionality. A variety of common tools will eventually be required. Common Offence Table and Offender Tracking are the first two proposed for consideration.

6.3.1 National Criminal Justice Standards

Standards are essential for transparent, interoperable connectivity and information exchange within the national criminal justice system.

Standards are essential for transparent, interoperable connectivity and information exchange within the national criminal justice system. The scope of this project includes data, network, and related technology standards. The intent is not to define requirements for all elements within an agency, but to focus on standards relating to areas where individual agency systems interface with CPSIN. The objective is to ensure that the proper standards foundation exists to provide for a seamless flow of information between criminal justice systems that exchange information electronically.

Benefits

- Enhances interoperability, or the ability to connect and share data and processes between justice agencies
- Enhances extensibility, or the capability to accept new functionality
- Increases manageability
- Increases usability of the justice applications with interfaces which are consistent in usage and purpose
- Reduces lapses due to data errors of commission or omission

Planned Components

1. *Working Group* – Establish a federal working group on criminal justice standards:
 - Develop a strategy for identification of common data standards
 - Identify other standards that promote interoperability (e.g., PKI, networking protocol)
 - Expand the Working Group to a National level partnering with provincial/territorial counterparts
2. *Administer Standards* –
 - Disseminate and promote standards to broader criminal justice community
 - Implement standards and monitor adherence
 - Review and update standards

6.3.2 Common Offence Table

To design and implement a centrally maintained common offence table allowing shared access by the entire justice community.

Automated criminal justice information systems include reference tables of value codes for data entry, verification, processing and report production. A table listing all sections, subsections, paragraphs and subparagraphs of the *Criminal Code of Canada* and other criminal statutes of importance, such as the Controlled Drugs and Substances Act and the Narcotic Control Act, is a highly used reference table. The objective is to design and implement a centrally maintained common offence table allowing shared access by the entire justice community. Currently, each jurisdiction handles this independently.

Benefits

- Improves productivity by reducing the duplication of effort
- Enables information sharing through a common, standard table
- Provides a potential “quick win” to set the stage for ever-increasing FPT collaboration

Planned Components

1. *Examine Feasibility* –
 - Conduct user requirements and feasibility studies
 - Consult FPT counterparts
2. *Implement Findings* –
 - Develop and promulgate Common Offence Table
 - Maintain Common Offence Table

6.3.3 Offender Tracking

Offender tracking and the justice system’s ability to determine recidivism rates are limited due to problems with unique personal identification and record-linkage capabilities. The objective is to determine the feasibility of a national offender identifier or set of identifiers for tracking purposes.

Benefits

- Links offender information to improve decision making
- Enables information sharing, reduces administrative burden, and reduces likelihood of error

Planned Components

1. *Examine Feasibility* –
 - Conduct user requirements and feasibility studies
 - Consult FPT counterparts
2. *Implement Findings* –
 - Develop a solution to implement an offender identifier or set of identifiers
 - Develop program for ongoing maintenance

6.4. Technology

Several substantive technology projects will be required to deliver the complete federal component of the CPSIN vision. In this first iteration of the plan we have focused on the elements which anchor the vision and serve to demonstrate in a substantial way the federal commitment to a national network of criminal justice information. The component projects are designed to close critical gaps and are linked to the goals that have been set for information sharing between agencies.

6.4.1 CPIC Renewal (National Criminal Justice Index)

National Criminal Justice Index and portal (gateway) as the pan-Canadian linkage mechanism to offender and event-related information for the criminal justice community.

The renewal is the critical first step in the commitment to link criminal justice information. CPIC Renewal is comprised of four projects, which will be delivered in phases over the next four years. Initial priority is given to the implementation of risk reduction improvements and new technologies to stabilize the existing environment. One of the objectives is to provide the basis for a National Criminal Justice Index and portal (gateway) as the pan-Canadian linkage mechanism to offender and event-related information for the criminal justice community. The National Criminal Justice Index would be a repository of “profile” data and a portal to detailed data residing elsewhere within CPSIN. The solution would be based on modern messaging technologies and a secure, robust platform. The renewed CPIC is regarded as the backbone or cornerstone of CPSIN and a replacement and augmentation of the existing CPIC.

Benefits

- Provides reliable, direct access to crime and offender data to all partners
- Increases availability due to more robust network
- Enables effective electronic sharing of mug shots and digital fingerprints, as well as other enriched functionality
- Makes critical decisions based on accurate and complete information
- Improves the quality of information with the single source of profile data

Planned Components

1. *Secure Communications* – Stabilize existing environment and implement improvements to keep front line service levels at the highest levels. Deliver a modern and secure communications capability to facilitate the transfer of operational information to the existing user community
2. *CPIC Modernization* – Delivery of a stable and modern hardware and software platform through re-platform and process improvement activities. Provision of access through a suite of modern interfaces to current information sources
3. *National Criminal Justice Index* – Build upon the modernization efforts to provide added features and a modern suite of improved capabilities to enhance inter-agency information sharing
4. *Outreach* – Broaden the user community to other agencies involved in the criminal justice system as well as provide access to new information sources

6.4.2 Integrated Police Information Reporting System

To provide the capability to electronically collect, analyze, and link crime and offender information from different agencies and jurisdictions.

The Integrated Police Information Reporting System (IPIRS) solution is seen as a suite of applications working with the same data and architectural standards. One-time data entry and data reuse will become a reality. The IPIRS approach is one of Occurrence Management from its initiation through to its final resolution in the justice process. The IPIRS solution will support the operational functions of the RCMP and, by extension,

horizontal Law Enforcement nationally, moving actively towards an *integrated justice information* environment.

Benefits

- Supports better decision making at all levels of the organization
- Strengthens criminal investigations by linking crime and offender information
- Enables information sharing among agencies through the use of electronic capture
- Enables improved statistical data for program evaluation and policy development
- Increases solve rate of criminal investigations through the enhanced ability to collect evidence, detect patterns, and share information

Planned Components

1. *Replace PIRS* – Replacing the existing Police Information Retrieval System (PIRS) with a new Occurrence/Records Management System
2. *Interface Development* – Develop interfaces to major systems (National Crime Data Bank, Canadian Firearms Registration System, the Violent Crime Linkage Analysis System, and the Automated Fingerprint Identification System, etc.)
3. *System Integration* – Integrate with key systems such as the Case Analysis Tracking System, and the Forensic Identification Section Computer Administration System (FISCASYS)
4. *System Enhancement* – Add enhancement modules (Major Case Management System, Criminal Intelligence, Contingency/Emergency Planning, Management Information System)

6.4.3 Offender Management/Conditional Release System

The objective is to modernize, and provide effective reintegration and case management tools to support CSC and NPB operations.

The existing Offender Management System (OMS) is based on obsolete technology. As a result, it is becoming increasingly difficult for the Correctional Service of Canada and the National Parole Board to support this critical environment. In addition, the current state of technology raises serious barriers for these agencies to meet the need for enhanced sharing of information with other justice partners. The objective is to modernize the system, and provide an effective reintegration and case management tool to support CSC operations, and conditional release decisions by NPB.

Benefits

- Provides support for enhanced information sharing
- Improves reliability of offender management information
- Eliminates system inefficiencies and duplication
- Increases productivity through elimination or streamlining of manual tasks
- Provides universal and easy access to decision-making data
- Reduces paper-intensive tasks
- Achieves quality at source
- Maintains integrity and security of offender management information

Planned Components

1. *Increased Functionality* – Replace obsolete system, develop electronic offender profile, and enhance case management, sentence management, and assessment functionality
2. *System Integration* – Provide full roles-based sharing of all offender information with criminal justice partners including the complete capability to receive information in multiple formats and allow for direct input of information into the system from other sources outside of the Correctional Service of Canada

6.4.4 Federal Prosecutors Connectivity

To strengthen the effectiveness of federal prosecutors...through the development and implementation of a robust, web-based federal prosecutor's connection to CPSIN.

The objective is to strengthen the efficiency and effectiveness of federal prosecutors by providing online access to police and other reports to facilitate timely analysis of evidence, bail and sentencing recommendations, and effective responses to disclosure requirements. This will be enabled through the development and implementation of a robust, web-based federal prosecutors' connection to CPSIN.

Benefits

- Provides fast, accurate information exchange between federal prosecutors and their criminal justice partners
- Increases efficiency through automation of manual processes and reduction of the paper burden
- Reduces delays in the system and the risk of offenders escaping sanction

Planned Components

1. *Connectivity* – Web-based federal prosecutors' connection to the National Criminal Justice Index (CPIC Renewal)

6.5. Communications

Effective communications throughout the development of CPSIN will be critical to the overall support for and ultimate success of the initiative. The first project to be initiated under this group is the development of a Communications Plan.

6.5.1 Communications Strategy

Increasing public confidence in the criminal justice system, underlining the federal government's action.

The purpose of this project is to create a communications plan that will describe how communications will occur throughout the development of CPSIN. Objectives include increasing public confidence in the criminal justice system, underlining the federal government's action on the initiative, and explaining the federal initiative to the justice community.

Benefits

- Increases public awareness and citizen engagement
- Provides a focus on integrated justice issues and solutions
- Clearly defines and establishes effective communication throughout the term of the integrated justice initiative
- Defines expectations, promotes coordination and cooperation between stakeholders
- Elicits feedback for continuously improving the initiative

Planned Components

1. *Strategy* – Develop and implement Communications Plan
2. *Communication Tools* –
 - Launch and maintain an IJI web-site to provide a national focus on issues and solutions
 - Prepare and disseminate supporting educational materials, publications, kits, and documentation
 - Develop evaluation tools, including surveys on public knowledge of *Integrated Justice Information* and reaction to IJI initiative

CHAPTER 7 Moving Forward

This action plan is offered as a means for the federal government to move forward. The *Integrated Justice Information* Action Plan is a living document to be used in promoting future internal and external cooperation and collaboration. There is still much work to do in refining the plan. The individual elements of the plan need to be prioritized and scheduled. Performance indicators to measure results are an important piece, and will be added to the plan.

Implementing the plan will require a new way of working. The Social Union Framework Agreement spoke of a renewed partnership. The framework recognized that the actions of one government often have significant affects on other governments, and that interdependence requires a commitment to notice and consultation. The *Integrated Justice Information* Action Plan is consistent with this thinking. For the people who work in the criminal justice system today, it will mean adjusting to working in a much more open rather than closed environment – working in concert with their justice colleagues.

Unless the bridges are built, the full benefits and returns on technology investments will never be realized.

The CPSIN recommendation requires a major investment to deliver the expected benefits and is submitted with the recognition that financial resources are finite. It should be noted though, that investments are being made today by various jurisdictions on an individual basis. Even if each agency could buy the most sophisticated technologies available for their own jurisdiction, unless there is integrated information across the criminal justice system – unless the bridges are built – the full benefits and returns on those investments will never be realized. The federal government needs to make essential improvements to national justice systems and build the capacity for broad and efficient sharing of information horizontally among all jurisdictions.

What unites those behind the vision of the Canada Public Safety Information Network is the desire to see the benefits delivered in the near future. There is consensus that better sharing of information between agencies and an increased level of public safety *is* attainable. What is required is urgency and action. Urgency in view of the very real problems facing us today and recognition that the remedies proposed in this plan will take years to be fully implemented. Action because inaction is no longer an option.

Glossary

* denotes IT System and/or Network

* AFIS	Automated Fingerprint Identification System
AG	Attorney General
CACP	Canadian Association of Chiefs of Police
* CAPS	Computer Aided Pardons System
CCJS	Canadian Centre for Justice Statistics
* CFRS	Canadian Firearms Registration System
CJS	Criminal Justice System
* CPIC	Canadian Police Information Centre
* CPSIN	Canada Public Safety Information Network
CSC	Correctional Service of Canada
* DNA	DNA Databank (deoxyribonucleic acid)
DOJ	Department of Justice
* FOSS	Field Operations Support System (Citizenship & Immigration)
FPT	Federal Provincial Territorial
* ICES	Integrated Customs Enforcement System (Revenue Canada)
IJI	Integrated Justice Information
* IPIRS	Integrated Police Information Reporting System
NJC	National Joint Committee of Senior Criminal Justice Officials
NPB	National Parole Board
* OMS	Offender Management System
* PADS	Pardon Application Decision System
* PALS	Primary Automated Lookout System (Revenue Canada)
* PIRS	Police Information Retrieval System
PKI	Public Key Infrastructure
RCMP	Royal Canadian Mounted Police
* ViCLAS	Violent Crime Linkage Analysis System

Annex A

Members of the Steering Committee on Integrated Justice Information

Mr. Jean Fournier, (Chair)
Deputy Minister, Solicitor General of Canada

Mr. Willie Gibbs
Chairman, National Parole Board

Mr. Ole Ingstrup
Commissioner, Correctional Service of Canada

Mr. Andy Kohut
Executive Director, Canadian Centre for Justice Statistics

Mrs. Linda Lizotte-MacPherson
Chief Information Officer, Treasury Board Secretariat

Mr. J.P.R. Murray
Commissioner, Royal Canadian Mounted Police

Mr. Morris Rosenberg
Deputy Minister of Justice and Deputy Attorney General of Canada

Annex B

Members of the Interdepartmental Working Group on Integrated Justice Information

Working Group Members

Greg Wright, Solicitor General Canada (Chair)
Bruno Kierczak, Correctional Service of Canada
Marc Séguin, National Parole Board
Steve Connolly, RCMP
Peter Bruce, Department of Justice
Rick Beattie, Canadian Centre for Justice Statistics
Havelin Anand, Treasury Board Secretariat

Other Contributors

Jane Karhi, Solicitor General of Canada
Jean-Pierre Morin, Solicitor General of Canada
Gisèle Parent, Solicitor General of Canada
Jim Poupore, Solicitor General of Canada
Mary Rounopoulos, Solicitor General of Canada
Greg Sweet, Solicitor General of Canada
Greg Thompson, Solicitor General of Canada

Brendan Devine, Correctional Service of Canada
Brian Eardley, Correctional Service of Canada
Joan Gibson, Correctional Service of Canada
Dick Johnston, Correctional Service of Canada
Jeffrey Jones, Correctional Service of Canada
Gerry MacDonald, Correctional Service of Canada
Doug McMillan, Correctional Service of Canada
Guylaine Montplaisir, Correctional Service of Canada

Arthur Boudreau, National Parole Board
Pierre Couturier, National Parole Board
Greg Edwards, National Parole Board
Eleanor King, National Parole Board
Gerry Lewis, National Parole Board

Gavin Bérubé, RCMP
Mike Carroll, RCMP
Gilles Charles, RCMP
Jim Cousins, RCMP
Bob Howe, RCMP
John L'Abbé, RCMP
René Labonté, RCMP
Pierre Lemieux, RCMP
Norman Malcom, RCMP
Jean Montplaisir, RCMP
Kirk Myelde, RCMP
Raymond Ouellet, RCMP
Ishmer Sharma, RCMP
Don Watson, RCMP

Aaron Caplan, Department of Justice
Peg Duncan, Department of Justice
Gilles LeVasseur, Department of Justice

Greg Clarke, Canadian Centre for Justice Statistics
Robert St-Laurent, Canadian Centre for Justice Statistics

Lise Lamadeleine, Treasury Board Secretariat
Joel Oliver, Treasury Board Secretariat
Gordon Ramsay, Treasury Board Secretariat