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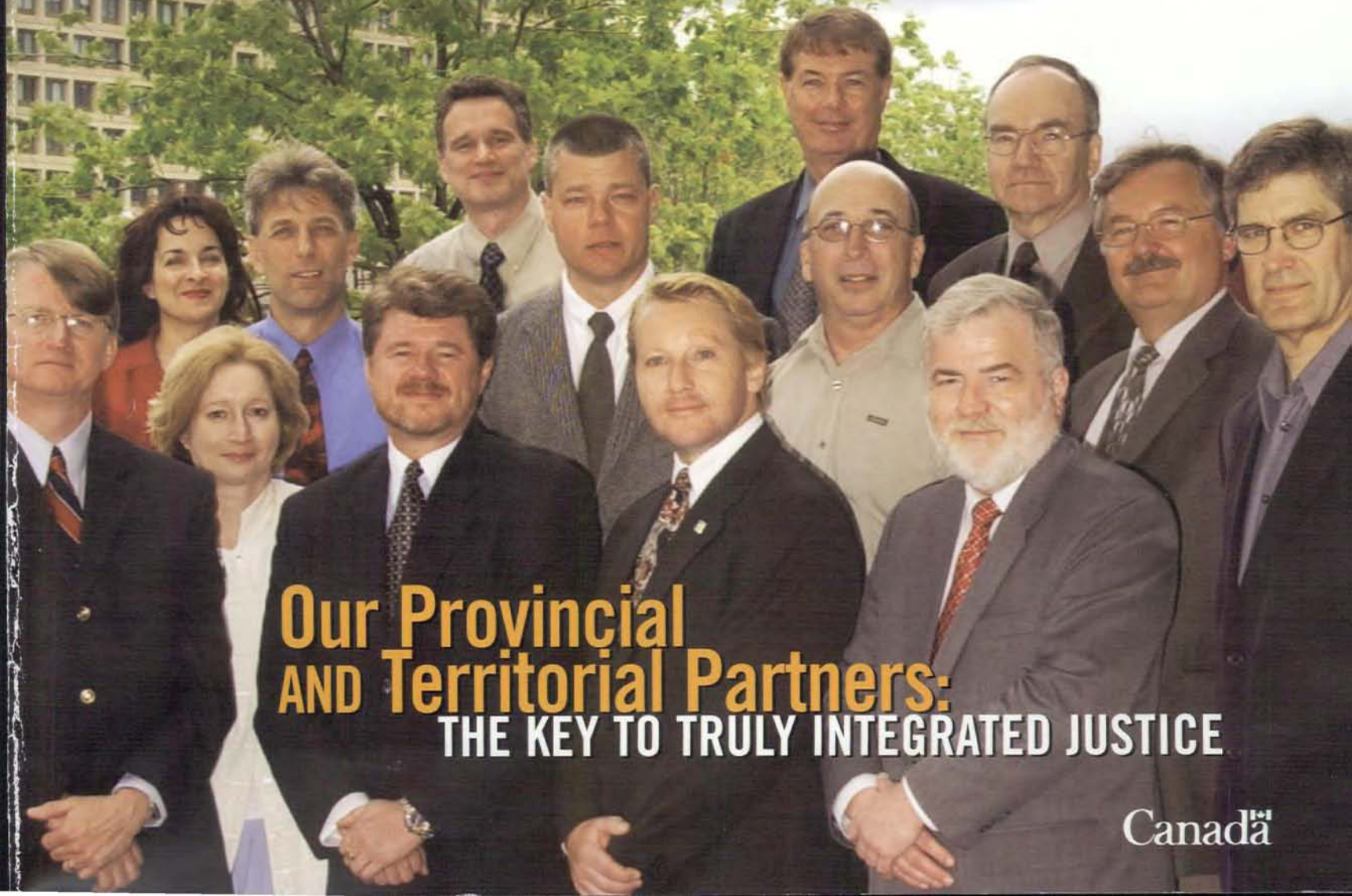
A SEMI-ANNUAL MAGAZINE ABOUT THE CANADA PUBLIC SAFETY INFORMATION NETWORK

IJI@WORK

FALL 2002 VOL. 1 ISSUE 2

PARTNERS IN PROFILE

A LOOK AT INTEGRATED JUSTICE
INFORMATION PROJECTS IN
BRITISH COLUMBIA
AND QUEBEC



**Our Provincial
AND Territorial Partners:**
THE KEY TO TRULY INTEGRATED JUSTICE

Canada

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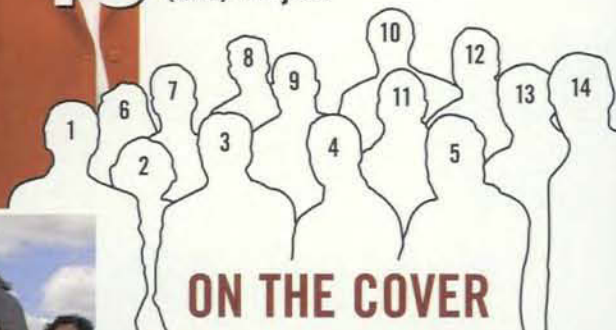


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PICTURED ON COVER: 1. JEROME CONNORS (NEW BRUNSWICK), 2. VIRGINIA DAY (BRITISH COLUMBIA), 3. THOMAS BURNS (ONTARIO), 4. JOHN STEVENSON (SASKATCHEWAN), 5. BRYAN WHITFIELD (NEW BRUNSWICK), 6. CÉLINE JACQUES (QUEBEC), 7. DAVE BRICKWOOD (MANITOBA), 8. COLIN MACDONALD (NOVA SCOTIA), 9. PETER DEER (YUKON), 10. MIKE HENNESSEY (NEW BRUNSWICK), 11. JACQUES FORTIER (NUNAVUT), 12. GUY MARTIN (QUEBEC), 13. BRUCE CHARNEY (MANITOBA), 14. DON MOTTERSHEAD (ALBERTA). **MISSING FROM THE PHOTO ARE:** JOAN MCCARTHY WISEMAN (NEWFOUNDLAND), CHARLIE THOMPSON (PRINCE EDWARD ISLAND), DENISE ANDERSON (NORTHWEST TERRITORIES).



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ABOUT IJI@WORK

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FOREWORD



A message from Senior Assistant Deputy Solicitor General (National Security and Integrated Justice Information), Paul E. Kennedy

of the National Coordinating Committee on Organized Crime, as Co-Chair of the Canada-U.S. Cross Border Crime Forum, as Chair of the Assistant Deputy Minister's Committee on Public Safety, among others.

At these gatherings, participants all agree that technology and enhanced information sharing are *key functions* in relation to public safety. From public safety to border security, from corrections to law enforcement, stakeholders in this community value IJI as a vital tool that will help them carry out their work. Through our department's Integrated Justice Information Secretariat—created to lead, facilitate, coordinate and support information sharing in the criminal justice system—we have already enjoyed much success in advancing the IJI initiative in Canada.

Technology has changed not only how law enforcement conducts its activities; it has changed the nature and scope of crime itself. Crime has become increasingly sophisticated and transnational. New crimes have emerged, such as computer hacking, and old crimes are being committed in new ways. To address these challenges, law enforcement needs to reach out to departments and agencies that possess information and expertise.

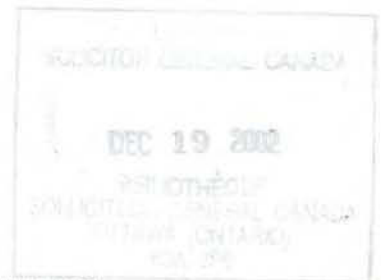
ABOUT PAUL E. KENNEDY

Mr. Paul E. Kennedy is the Senior Assistant Deputy Solicitor General responsible for national security and integrated justice information for the Department of the Solicitor General Canada. Mr. Kennedy is the Ministry representative to the Interdepartmental Intelligence Policy Group, chaired by the Privy Council Office. He also chairs the Assistant Deputy Minister Public Safety Committee, a forum of federal departments that promotes coordination of public safety activities, policies, consultations and priority-setting efforts. Mr. Kennedy co-chairs the Canada-United States Cross Border Crime Forum, established in 1997 by the Solicitor General of Canada and the United States Attorney General. He is also Canada's principal delegate to the Inter-American Drug-Abuse Control Commission (CICAD), a group established by the Organization of American States. In addition, Mr. Kennedy chairs the Canadian National Coordinating Committee on Organized Crime, a multi-jurisdictional group aimed at advancing the domestic fight against organized crime.

That's why our first challenge with integrated justice information is to establish a model that works for all stakeholders. Once this has been accomplished, we can consider expanding to include others. Along with Greg Wright and his staff and all IJI stakeholders, I look forward to working together to achieve this goal.

Welcome to the Fall 2002 issue of *IJI@Work*. As the Senior Assistant Deputy Solicitor General for National Security, I was pleased recently to incorporate Integrated Justice Information (IJI) responsibilities into my broader portfolio, working with Greg Wright (Executive Director) and his team in the IJI Secretariat. In doing so, I would like to take this opportunity to introduce myself to the readers of this publication as well as to all stakeholders involved in this exciting initiative, and share some thoughts on the challenges that await us on the road ahead.

While my association to IJI is relatively new, I have been involved in the work of this initiative for many years. In fact, it is an issue that has surfaced regularly in the work of many of the interdepartmental and intergovernmental committees in which I am involved—as Chair





A NOTE FROM THE EDITOR-IN-CHIEF

Welcome to the second issue of *IJI@Work*—a magazine that profiles the people and the initiatives that comprise the Canada Public Safety Information Network (CPSIN). Our newest issue of the magazine is a reflection of the kind of year it has been for all IJI partners and stakeholders—one that has been enriched by a diversity of activities and by the people who make it all happen.

In this issue, we are giving special emphasis to three key areas of IJI-related activity: partnerships, policy, and technology. These are key components of the Canada Public Safety Information Network and will help to propel all of us toward enhanced public safety, improved information sharing, and better interoperability between systems.

Through partnerships, we are seeing the emergence of leaders in the field, such as British Columbia's JUSTIN project, as well as the development of newer initiatives such as Quebec's IJIS. We've chosen to profile both these initiatives as the cover story of this edition—and for good reason. Both initiatives tell a compelling story. Complemented by articles that highlight recent IJI-related gatherings, this section demonstrates the range of partnership-related activities that are currently underway across Canada.

The second section of this edition highlights the important policy-related work underway. These are the nuts-and-bolts issues of IJI; you'll see for yourself that policy is all about deciding how we are going to achieve a justice information system that is truly integrated.

Technology is where the IJI vision takes flight—that's what we want to illustrate in the third section of this issue of *IJI@Work*. We're featuring two success stories as well as updates on technology initiatives, including the Common Offence Library and data standards.

Together, these articles offer an interesting bird's-eye view of what we've achieved together so far. I think you'll agree: it's a record of achievement of which we can all be proud.

Eleanor Willing

Eleanor Willing
Editor-in-Chief, *IJI@Work*

P.S. As Editor-in-Chief, I'm always interested to hear your impressions about *IJI@Work*, so feel free to share your thoughts by contacting me at the address listed on the inside cover of this publication.

PARTNERS

A LOOK AT THE MANY WAYS THAT PARTNERSHIPS ARE HELPING TO BUILD THE CANADA PUBLIC SAFETY INFORMATION NETWORK

IN PROFILE

OVERVIEW

INTEGRATED JUSTICE INFORMATION IS ABOUT MORE THAN MODERNIZING SYSTEMS. IT'S AN OPPORTUNITY TO *REVOLUTIONIZE* THE WAY THAT STAKEHOLDERS WORK TOGETHER IN CANADA'S CRIMINAL JUSTICE SYSTEM—CHANGING THE WAY CRIMINALS ARE TRACKED AND HOW DAY-TO-DAY DECISIONS ARE MADE. PARTNERSHIPS PLAY A KEY ROLE IN ACHIEVING THIS UNDERTAKING. THROUGH THEIR WORK, AS WELL AS THROUGH THEIR VALUABLE CONTRIBUTIONS AND WIDE-RANGING INSIGHTS, THE CANADA PUBLIC SAFETY

INFORMATION NETWORK IS EVOLVING INTO AN ENVIRONMENT THAT WILL HELP SHAPE A VIBRANT, SHARING BUSINESS-CULTURE IN CANADA'S CRIMINAL JUSTICE COMMUNITY.

HOW DID ALL OF THIS COME TO BE? READ ON. THIS SECTION OF *IJI@WORK* OFFERS EXAMPLES OF PROVINCIAL INITIATIVES UNDERWAY, AS WELL AS HIGHLIGHTS OF THE COLLECTIVE EFFORTS OF CPSIN PARTNERS TO PROMOTE AND PURSUE PARTNERSHIP OPPORTUNITIES AMONG STAKEHOLDERS.

PARTNERS
IN PROFILE

VIRGINIA DAY, DIRECTOR
OF BUSINESS DEVELOPMENT,
B.C. MINISTRY OF ATTORNEY
GENERAL.

British Columbia's

**JUSTICE INFORMATION
SYSTEM (JUSTIN):**

LESSONS LEARNED FROM A LEADER IN INTEGRATED JUSTICE INFORMATION

AS EFFORTS TO INTEGRATE CRIMINAL JUSTICE INFORMATION CONTINUE TO GROW IN NUMBERS ACROSS CANADA, FEDERAL, PROVINCIAL AND TERRITORIAL GOVERNMENTS KNOW THAT THEY CAN LOOK TO THE GOVERNMENT OF BRITISH COLUMBIA FOR A WEALTH OF INSIGHT AND EXPERIENCE IN THIS FIELD. "WE WERE ONE OF THE FIRST JURISDICTIONS IN NORTH AMERICA TO LEVERAGE TECHNOLOGY SO THAT WE COULD INTEGRATE AND SHARE CRIMINAL JUSTICE INFORMATION," SAYS VIRGINIA DAY, DIRECTOR OF BUSINESS DEVELOPMENT AND CHANGE MANAGEMENT (COURT SERVICES BRANCH) WITH B.C.'S MINISTRY OF ATTORNEY GENERAL. OVER THE COURSE OF THE LAST DECADE, DAY AND HER COUNTERPARTS WITHIN THE MINISTRIES OF ATTORNEY GENERAL AND PUBLIC SAFETY & SOLICITOR GENERAL HAVE LEARNED THAT WHEN IT COMES TO INTEGRATING JUSTICE INFORMATION, SUCCESS HINGES NOT ONLY ON TECHNOLOGY, BUT ON HOW PROJECTS ARE PLANNED, AS WELL AS ON THE WAY NEW SYSTEMS ARE INTRODUCED TO THE PEOPLE WHO HAVE TO USE THEM.

British Columbia's comprehensive integrated justice information project began with the development of the Justice Information System (JUSTIN)—an integrated case management system for the province's courts and criminal justice agencies. Starting with a single pilot project in 1995, JUSTIN has grown into a completely integrated system that supports over 3,000 users in over 400 office locations across B.C., including court registries, provincial and federal Crown offices, correctional facilities, probation offices, judiciary and police detachments.

JUSTIN consists of six modules: police leave availability, Crown Counsel, courts, judiciary, corrections (i.e., reports to Crown Counsel), and public inquiry. As this comprehensive list suggests, these modules comprise the core-service areas of the province's criminal justice system. Since July 2001, all information and activities in this system have been handled exclusively by JUSTIN: from reports to Crown Counsel, police-staffing assignments, and case status tracking, to courtroom scheduling, witness and victim management information, and electronic generation of court documents as well as serving

as the electronic court record. Data entered into any one of JUSTIN's six modules can be shared effortlessly with other modules in the system. As a result, authorized users can access a wide array of criminal justice information via a single query, instead of having to conduct multiple searches.

LESSONS LEARNED

Like any large-scale information technology project that breaks new ground, JUSTIN's success didn't occur overnight. In fact, the system today is the product of a generous handful of lessons learned. Prior to JUSTIN, the B.C. government tried unsuccessfully to integrate all parts of the criminal and civil justice systems at once. "The 'big bang' approach to integrated justice case-management systems failed miserably," explains Day. "It was too big, too aggressive and when it failed, we learned to try and not do too much too soon."

Undeterred, officials with the B.C. Ministry of Attorney General began planning a new approach to integrate the province's criminal justice information. But this time, they adopted

an approach that was altogether different—modular, methodical, and incremental instead of all-in-one, all-at-once. The first step was to build JUSTIN as a case management system for use by the crown and courts, yet shared with correctional workers and police.

Officials began their work with a pilot project in 1995, focused strictly on Crown Counsel staff in Kelowna, B.C., first as a stand-alone system and subsequently in tandem with a newly developed courts module. At the end of the pilot phase, officials took great care to evaluate this new system. Explains Day: "a great deal was learned from this pilot about what worked well...we spent a lot of time redeveloping those two modules and adding new functions to ensure that workflow could be integrated between the modules." Over the course of the next two years (1997–1998) a series of newer modules was introduced. As each module was developed, it was fully integrated with the existing modules and JUSTIN became fully operational.

JUSTIN—PART OF A LARGER UNDERTAKING

JUSTIN is part of a larger undertaking to integrate criminal justice information. While it handles court-case information, it is joined by two other initiatives that manage respectively all police and corrections information in the province—the Police Records Information Management Environment (PRIME BC) and the Corrections Offender Management System (CORNET).

With respect to PRIME BC, when it is completed (the initial pilot begins in Fall 2002, followed by a Spring 2005 implementation), it will be the operational and records management system used by all police in the

JUSTIN supports over 3,000 users in over 400 office locations across British Columbia.

PARTNERS IN PROFILE

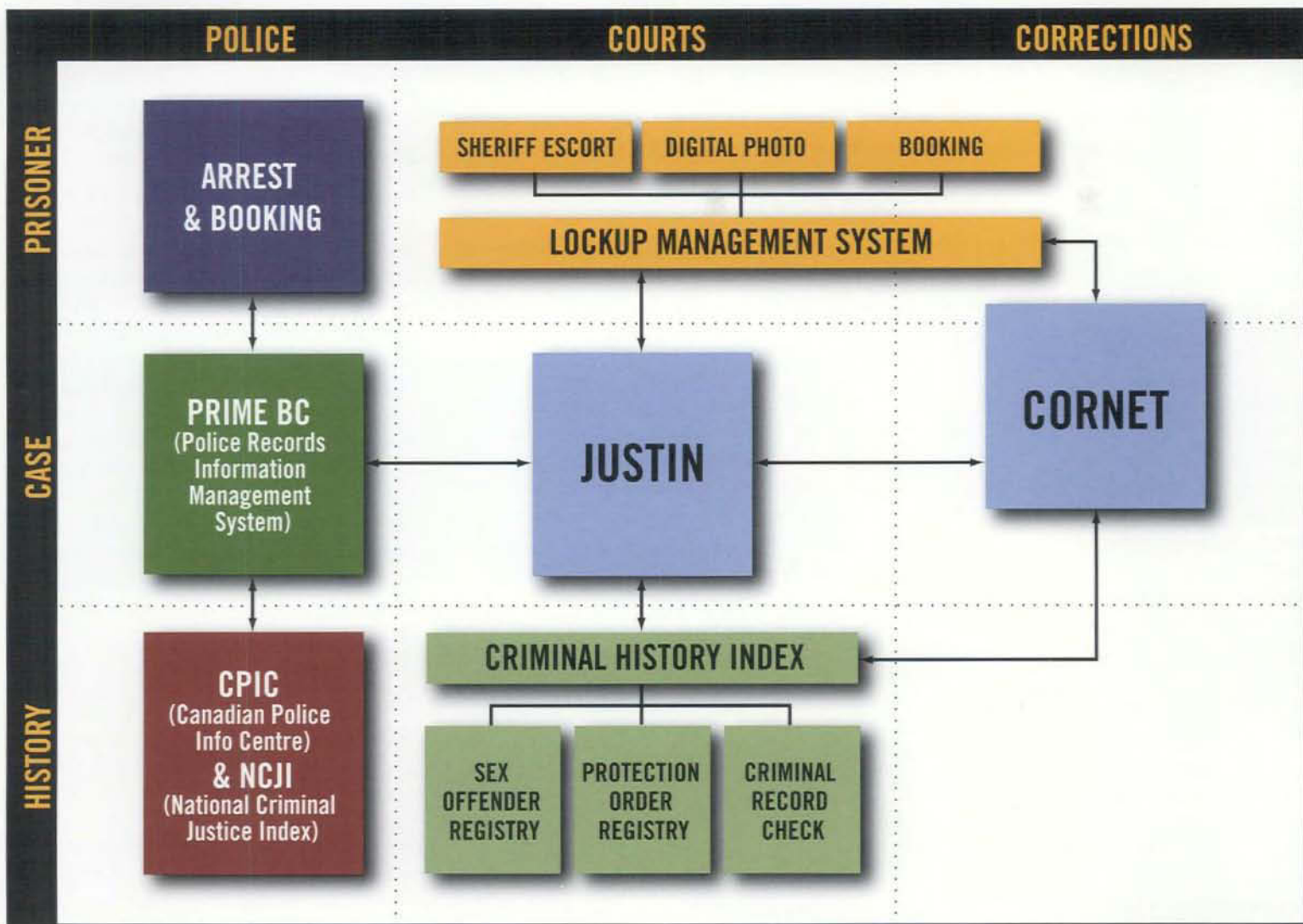


FIGURE: THE FUTURE OF INTEGRATED JUSTICE IN B.C. (SOURCE: B.C. MINISTRY OF ATTORNEY GENERAL)

province. It will provide officers with an in-car computer system that gives them access to a host of case-file information on suspects, including photos, vehicle licence registration, and criminal history. There are also longer-term plans to share and integrate data in this system into the RCMP's Canadian Police Information Centre (CPIC). As for CORNET, it

has a case-file management function similar to JUSTIN and PRIME BC, and provides workers at provincial correctional and probation facilities with information on individuals who are in their custody.

With these three systems either in place or in development, efforts are now underway to link and share specific functions and

information. "We've already created a bridge between CORNET and JUSTIN," notes Day, "so we will soon feed the court disposition information (bail and custody orders) electronically to provincial corrections employees."

A project is also underway to establish an interface between JUSTIN and PRIME BC, based on XML (extensible markup language)

"...we learned to try and not do too much too soon."

to allow for secure, two-way exchanges of information between police and the courts. The initial phase will be one-way information flow—Crown-brief data from PRIME to JUSTIN. According to Day: “further integration of the systems will provide data flow from JUSTIN to PRIME. This is one example where the federal National Criminal Justice Index (NCJI) could have a role to play.”

And there are other developmental areas being considered, including the introduction of document management capacity and enhanced two-way information flows. By Fall 2002, on-line video conference scheduling through JUSTIN will also be implemented. Another initiative being considered to facilitate the flow of information across the systems is a sheriff-escort tracking system (known as the Prisoner Information Management, or PIMS), that would be linked to both CORNET and JUSTIN.

THE ROLE OF CHANGE MANAGEMENT

There is another important lesson that Day and her colleagues have learned about implementing integrated justice information systems in B.C., and that’s the role that change management can play. “If you look at the reasons why large technology projects fail,” observes Day. “It’s rarely because of the technology, it’s because change management wasn’t properly addressed.”

When work began on JUSTIN, it became apparent that changing the business culture was one of the biggest obstacles they faced. So they began by developing best-practice models and ensuring that a change management process was entrenched. Day explains that a “six-month exercise was started, in which we looked at what kind of business model would be required so information could be shared among JUSTIN modules.” Staff training was also developed and implemented, with courses ranging from five to seven days in duration.

The pace of change was also considered. “We learned that efforts to change a business culture often necessitate moving at a careful, slow pace,” says Day. She contends that under JUSTIN, the police and Crown modules were the most challenging modules to implement because of the business practices and values that are ingrained in these professions. “We encountered a lot of resistance at first, because these groups had their own way of doing things, and that’s where our change management process became quite helpful.”

Prior to JUSTIN, court and Crown employees generally never met, and worked independently. Each group had its own way of organizing its work and staff. But as Day points out, “that can’t happen under JUSTIN—groups have to work cooperatively to develop common business processes and standards.” As a result of the change management process implemented, many practices had to be revised or changed altogether. For example, case-file numbering—once handled by the court staff—was assigned to the staff of Crown Counsel.

There were other examples where it became apparent that business operations were best kept apart rather than shared. When JUSTIN was still in the planning stage, it was thought that police would use a JUSTIN module to send data/electronic reports to Crown Counsel. But it soon became apparent this approach had serious shortcomings, since it meant police would have to enter data twice so that they would have a copy on their legacy systems. Instead, they opted to build a system separate from JUSTIN (i.e., PRIME BC) and share information between the two systems.

With all the pieces in place to create a fully integrated justice information system for B.C., provincial officials are now considering how JUSTIN and its sister components—PRIME BC and CORNET—can support the federal integrated justice information initiative via the National Criminal Justice Index (NCJI). “When you look at what we’ve done in B.C.,” says Day, “it’s not a far stretch to say that we really have the working model at the provincial scale of what will one day be the NCJI at the national scale.” She adds that: “it is anticipated that court information will flow to the NCJI through PRIME.” However, she maintains that NCJI, rather than JUSTIN, will determine the timetable for such activities.

With almost a decade of project experience behind them, officials with the B.C. ministries of Attorney General and Public Safety & Solicitor General are proud of what they’ve achieved with JUSTIN—a fully integrated information sharing system that helps to enhance public safety through accurate and comprehensive access to information. “It’s been a learning experience,” concludes Day. “And it’s an experience that we’re eager to share with our partners in other provinces and territories and with the Government of Canada.”

The B.C. JUSTIN initiative recently won two awards, a silver medal at the GTECH 10th anniversary distinctions award gala in the national e-government category of innovative cross-jurisdictional e-government projects and a Provincial Public Sector Technology Transformation award for leading an e-service initiative.



"IF YOU LOOK AT THE REASONS WHY LARGE TECHNOLOGY PROJECTS FAIL, IT'S RARELY BECAUSE OF THE TECHNOLOGY. IT'S BECAUSE CHANGE MANAGEMENT WASN'T PROPERLY ADDRESSED."

PARTNERS
IN PROFILE

Quebec's

**INTEGRATED JUSTICE
INFORMATION SYSTEM
(IJIS) PROJECT:
BUILDING A NEW SYSTEM
FROM THE GROUND-UP**

GUY MARTIN, TECHNOLOGY ADVISOR TO THE
GOVERNMENT OF QUEBEC'S INTEGRATED JUSTICE
INFORMATION SYSTEM (IJIS) PROJECT AND
CÉLINE JACQUES, ASSISTANT PROJECT MANAGER,
IJIS QUEBEC

WHEN OFFICIALS WITH THE GOVERNMENT OF QUEBEC BEGAN WORKING ON A PLAN TO IMPROVE THE LEVEL OF INFORMATION SHARING AMONG PARTNERS WITHIN THE PROVINCE'S JUSTICE SYSTEM, THEY DIDN'T JUST LOOK FOR WAYS TO ADD NEW SERVICES TO AN EXISTING INFRASTRUCTURE.

According to Guy Martin, Technology Advisor to the Government of Quebec's Integrated Justice Information System (IJIS) Project, officials had a much bolder vision in mind. "We're aiming for nothing short of a *comprehensive transformation* of the way that Quebec's justice system is administered," says Martin. "When we're finished, information in Quebec's justice system will be all-digital and accessible around-the-clock."

That's a tall order indeed.

And adding to the complexity of this initiative is the number of groups involved. Officials with the IJIS Project—a core group comprised of Quebec's Ministry of Justice, Ministry of Public Security, and Ministry of Health and Social Services—sought out the support, participation and input of over 45 different organizations in Quebec who play a role in the province's justice system. From police services, courts, crown prosecutors, lawyers, and legal clerks, to provincial parole, bailiffs, as well as corrections, youth and social service organizations...everyone has a role to play under IJIS.

The IJIS Project is still in the early stage of development—the stage where meticulous planning is required for a very good reason.

Early on, project planners recognized that before efforts could get underway to solve the challenge of province-wide information integration, they needed a better understanding of the *depth* of the challenge at-hand.

That's why a plan was established in 2000 to help guide IJIS through the preliminary analysis of the project. Project officials conducted an inventory of existing information technologies and began mapping all the functions, roles and services provided by the partners in Quebec's justice system. Céline Jacques, Assistant to the Project Manager with the IJIS Project, explains what happened next: "we gathered several groups totalling over 150 users from all fields of Quebec's justice system and asked them to describe their services and identify which of those services had an information-sharing element. Every paper, every legal-brief, every court document had to be accounted for." Project objectives, barriers and key strategic considerations were also identified.

A BOLD VISION OF INTEGRATED INFORMATION SHARING

Next, officials undertook to develop an overall vision for the IJIS Project. When completed, IJIS will deliver a reliable electronic information-exchange among all partners responsible for the administration of Quebec's justice system. From criminal to civil, from youth to penal matters, IJIS will offer information and services in real-time. "Our vision is a totally digital system," says Martin, "Courts will no longer be bound by paper transcripts: instead, stakeholders in Quebec's justice system will have access to multimedia data.

Everything that happens in court will be available in digital-audio format." Digital recording equipment will be installed in over 400 courtrooms across Quebec. This equipment is currently being tested in two projects in Longueuil and Saint-Jérôme. In addition, video evidence—when provided by defence or prosecution attorneys—will be included in the court records.

SUBSYSTEMS AND COMMON ARCHITECTURE

Quebec is a stakeholder and partner in the Canada Public Safety Information Network and a member of the Federal Provincial Territorial Integrated Justice Leadership Network. The province recognizes that criminal justice information is most effective when it can be shared in a seamless, efficient, secure manner among all partners. With this in mind, an important component of IJIS is the development and refinement of individual systems used by each stakeholder group in Quebec, as well as the design of a common architecture for the project.

Where there were once a handful of subsystems handling information exchanges in a bilateral manner between one or two partners in Quebec's justice system, IJIS will construct subsystems between all partners in the province, so that all services can be shared and accessed via a common interface. The IJIS Project is covering the costs associated with the development of this common interface. Next, these subsystems will be hooked into a common-architecture hub, through which other information-sharing partners (e.g., municipal, federal, professional associations) will access information in Quebec's criminal justice system.

"Our vision is a totally digital system... courts will no longer be bound by paper transcripts: instead, stakeholders in Quebec's justice system will have access to multimedia data. Everything that happens in court will be available in digital-audio format."

PARTNERS IN PROFILE

Despite the ambitious reach of the new integrated justice information system, information architecture for IJIS cannot be planned based on a legacy system. According to Martin: "with so many stakeholders involved in this project, we found that some partners didn't have an existing or legacy system to speak of. Instead, they are still relying on a strictly paper-based system to manage their information." With this in mind, IJIS officials opted to start from scratch and build a new system from the ground-up. "Each subsystem has to be examined individually," adds Martin. "We looked at workflows and that will help us to determine the best software solution to deal with the needs of each stakeholder group."

Building a new system in this manner offers an important advantage as far as security is concerned. It means that planners can design the best security system possible, especially at

the common architecture hub. Security will be managed and implemented using Public Key Infrastructure and will offer a level of controlled access that was previously unattainable.

MILESTONES

The fourth quarter of 2002 features two important milestones for IJIS. In October 2002, a technical report was tabled, featuring recommendations on the information technology infrastructure that the IJIS will require. This step will be included in a preliminary analysis, due in December 2002, that was commissioned to review the entire IJIS process. It will also propose a technology solution and make recommendations on the development of information infrastructure. "This is the point of the preliminary study where the project either does or does not proceed," explains Martin.

Should the study recommend that work proceed—and officials are quietly confident that it will—it will serve as the roadmap by which the IJIS Project team can fine-tune deadlines and timelines. Pending this report, work would start in early 2003 to develop the subsystems required, including an e-filing project, youth registry, a detailed analysis of correctional services in the province, the appeal court system, among others.

The promise of Quebec's integrated justice information project is that citizens will benefit from having a more efficient justice system, one that provides justice professionals with better access to information. Not only will it help bolster public confidence in the justice system, it will help ensure that decisions are well informed and made quickly.

Already, the IJIS team is finding supporters among stakeholders in Quebec's justice system—there are encouraging signs that this community is ready to embrace technology in a manner previously thought to be out of reach. Notes Martin: "the criminal justice community is fairly conservative by nature, so any talk about them being involved in a digital future represents major progress." He contends that since work first began on the IJIS Project, there has been a major change in Quebec in the way that the justice community looks at technology and its place in the courtroom. "In fact," he adds, "we're now encountering judges who are asking us to develop the kinds of electronic infrastructure and services that we once thought were too close to the leading edge for this community. Suddenly everything seems possible."

As the IJIS Project nears completion of the preliminary planning stage in 2002, it will begin the next phase of its work next year. Issues, stakeholders, challenges...all have been identified. "We have all the pieces of the puzzle on the table," concludes Martin. "Our task at hand is to start putting those pieces together and ensure that we have a good fit."

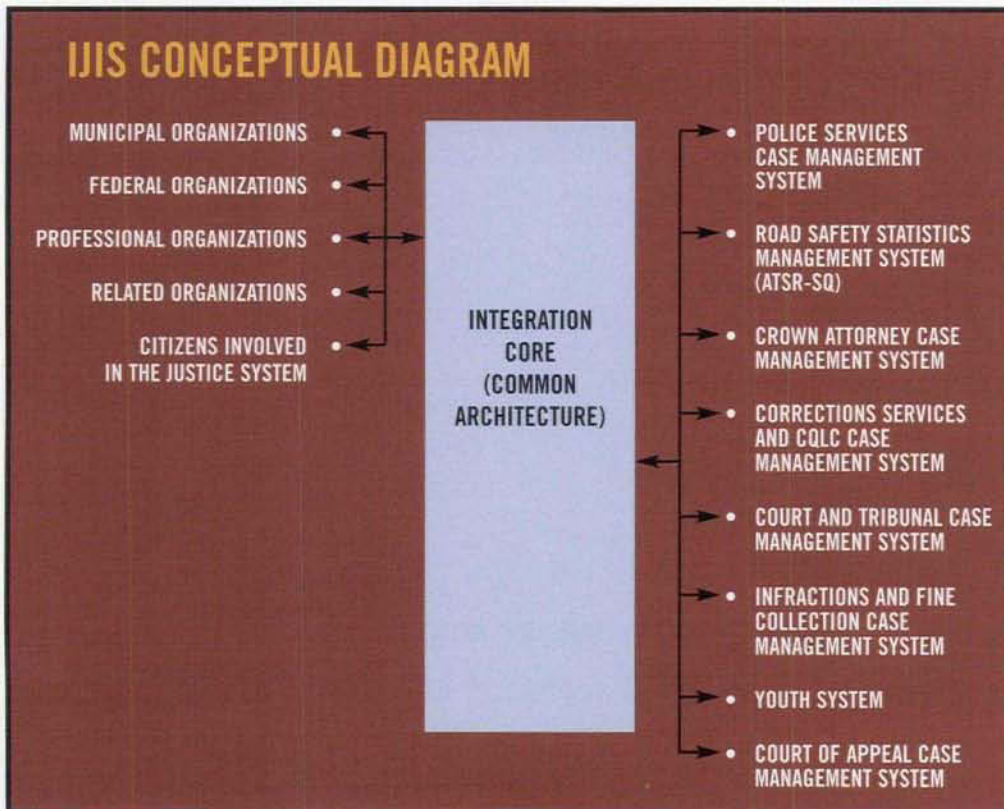


FIGURE: IJIS CONCEPTUAL DIAGRAM
SOURCE: GOVERNMENT OF QUEBEC



A MEETING OF THE FEDERAL-PROVINCIAL- TERRITORIAL Leadership Network

Taking stock of achievements and looking at ways to move ahead with integrated justice information at the national level were key items on the agenda at the most recent meeting of the Federal-Provincial-Territorial Leadership Network (FPT-LN), which met in Ottawa on June 17–18, 2002. Attendees were provided with a status update on each of the Canada Public Safety Information Network components under development, an overview of the Information Architecture project (*for more information, see page 32*), as well as a demonstration of a prototype National Criminal Justice Index. Governance was discussed and consensus was reached on the need to prepare a range of governance models over the coming months. Another area of discussion was data standards—representatives agreed in principle that this matter was important to pursue. This issue will be on the agenda of the upcoming Meeting of Federal, Provincial and Territorial Ministers Responsible for Justice, scheduled for November 2002 in Calgary, Alberta.

Ensuring that the IJI momentum is sustained was also a key point of discussion. Representatives were encouraged to adopt a coordinated approach and assist in the development of an Information Management Policy (*for more information, see Partners in Policy, page 17*). Presentations were also made on funding assistance and public opinion surveys, with the group agreeing to consider the development of a practitioners' survey. In addition, a proposed model for a national accord on integrated justice was discussed.

A revised document—to be known as the Joint Statement on a National Approach to Integrated Justice Information—is being developed by the FPT-LN.

OUR PROVINCIAL AND TERRITORIAL PARTNERS.

PICTURED ABOVE (SEE DIAGRAM, PAGE 2): JEROME CONNORS (NEW BRUNSWICK), VIRGINIA DAY (BRITISH COLUMBIA), THOMAS BURNS (ONTARIO), JOHN STEVENSON (SASKATCHEWAN), BRYAN WHITFIELD (NEW BRUNSWICK), CÉLINE JACQUES (QUEBEC), DAVE BRICKWOOD (MANITOBA), COLIN MACDONALD (NOVA SCOTIA), PETER DEER (YUKON), MIKE HENNESSEY (NEW BRUNSWICK), JACQUES FORTIER (NUNAVUT), GUY MARTIN (QUEBEC), BRUCE CHARNEY (MANITOBA), DON MOTTERSHEAD (ALBERTA). **MISSING FROM PHOTO:** JOAN MCCARTHY WISEMAN (NEWFOUNDLAND), CHARLIE THOMPSON (PRINCE EDWARD ISLAND), DENISE ANDERSON (NORTHWEST TERRITORIES).

PARTNERS IN PROFILE



A COMMON WILL TO SHARE

INFORMATION

THE INTEGRATED JUSTICE INFORMATION SECRETARIAT'S PARTNERSHIPS DIVISION

SHARING INFORMATION IS NOT AN EASY TASK TO UNDERTAKE, AND IT'S EVEN MORE DIFFICULT TO COMPLETE SUCCESSFULLY. CANADA'S CRIMINAL JUSTICE SYSTEM IS NOT IMMUNE TO THIS REALITY. IT IS A SYSTEM CHARACTERIZED BY MULTIPLE-USER ORGANIZATIONS, A MULTI-LAYERED LEGISLATIVE FRAMEWORK, AS WELL AS DIFFERING RESOURCE CAPACITIES, TECHNOLOGIES AND PRIVACY RULES AMONG GROUPS RESPONSIBLE FOR MAINTAINING AND ADMINISTERING CRIMINAL JUSTICE IN CANADA.

That's why partnerships play such an important role in this system—it is crucial that all stakeholders be involved in decision-making about criminal justice information systems.

With this in mind, Solicitor General Canada's Integrated Justice Information Secretariat recently created a new Partnerships Division. It plays a vital facilitation role with stakeholders.

(LEFT TO RIGHT) RICHARD SAULNIER, ROBERT ABRAMOWITZ, ELEANOR WILLING, LOUIS BERGERON, SIMON RAINVILLE. MISSING FROM PHOTO: ROBERT GRABS, SYLVAIN CÔTÉ.

Since March 2002, when the group was established, it has been working with provincial, territorial and other federal organizations currently engaged in integrated justice initiatives, and forging partnerships with potential new stakeholders interested in participating in the IJI initiative. Attention is being given to partnerships for good reason: they are the glue that holds the IJI initiative together. The output of the work of partners represents a common will to share information in an efficient, reliable and secure manner.

Information sharing and interoperability are about *finding a balance*—seeking out and obtaining agreement on common practices, yet respecting the independence, technical requirements and legal jurisdictions of individual members. Canada's efforts to integrate criminal justice information are proceeding in a manner that respects this balance.

Work is being undertaken without a command-and-control framework, or a central governing authority (*for more information, see page 24*). Instead, emphasis is placed on holding meetings regularly with stakeholders, sharing best practices and seeking out common principles.

Partnerships are about building a sharing culture among the groups and individuals responsible for running Canada's criminal justice system. The Partnerships Division

recognizes that it has to do more than just talk to these groups; it has to listen carefully to what partners want, and learn from the experience they've accumulated so far. There are a host of provincial IJI initiatives underway; these are ideal opportunities from which all stakeholders can learn.

PARTNERSHIP OPPORTUNITIES

With the assistance of Solicitor General Canada's Integrated Justice Information Secretariat, as many opportunities as possible are being sought out to establish partnerships and reinforce existing ones in Canada's criminal justice community. A host of initiatives have been undertaken recently, from the development of a Joint Statement on a National Approach to sharing criminal justice information, to ongoing meetings of the Federal Provincial Territorial Leadership Network (FPT-LN), as well as national and international gatherings to discuss information sharing strategies.

OUTREACH EFFORTS

Canada's criminal justice community has accomplished a great deal thus far—both in terms of developing information-sharing systems as well as seeking out other stakeholders and creating an IJI community. Many partners are on-board, but there are many

ATTENTION IS BEING GIVEN TO
PARTNERSHIPS FOR GOOD REASON:
THEY ARE THE GLUE THAT HOLDS THE IJI
INITIATIVE TOGETHER.

other groups and organizations who play a role in Canada's security who have yet to take up membership in IJI's information-sharing community. Recognizing that there is still room to grow, new partners will be added at the right time. Until then,

there's plenty of work to do in the area of stakeholder outreach. Outreach is increasingly important. It is undertaken so that the Integrated Justice Information Secretariat can inform stakeholders, and so it can learn from them and share ideas on how to avoid incompatibilities down the road.

International efforts are also underway to increase stakeholder involvement in IJI. While other countries are not direct partners to the Canada Public Safety Information Network, countries such as the United States share issues of common concern with Canada. And there is growing interest abroad in Canada's efforts. "More and more, we're being asked to participate at international conferences, so we can share a Canadian perspective with audiences," says Bergeron.

Over the coming months the IJI Secretariat will be participating in a number of international forums, including a conference on counter-terrorism, technology and integrated justice information scheduled for March 2003 in Florida. This gathering will serve as a follow-up to the very successful conference on counter-terrorism (*Strategies for Public Safety Transformation—Terrorism and Technology: Prevention, Protection and Pursuit*) that was held in Whistler, B.C., in April 2002 (*see story on page 16*).

Canada's criminal justice community has accomplished a great deal thus far—both in terms of developing information-sharing systems as well as seeking out other stakeholders and creating an IJI community.



International Conference on Integrated Justice Information and Counter-Terrorism

“THIS WAS MORE THAN A GET-TOGETHER: THIS WAS EXACTLY WHAT THE PUBLIC SAFETY COMMUNITY NEEDED.” THAT WAS THE IMPRESSION OF AT LEAST ONE DELEGATE WHO PARTICIPATED AT THE WELL-ATTENDED CONFERENCE, ENTITLED: *STRATEGIES FOR PUBLIC SAFETY TRANSFORMATION—TERRORISM AND TECHNOLOGY: PREVENTION, PROTECTION AND PURSUIT*, APRIL 29–30, 2002, IN WHISTLER, BRITISH COLUMBIA. THE GATHERING WAS A FIRST-OF-ITS-KIND EVENT, CO-SPONSORED BY SOLICITOR GENERAL CANADA’S INTEGRATED JUSTICE INFORMATION SECRETARIAT, THE GOVERNMENT OF BRITISH COLUMBIA, AS WELL AS BY A HOST OF PRIVATE-SECTOR FIRMS.

“The conference and exposition was a rare opportunity for professionals responsible for national security and integrated justice information to meet and exchange ideas on public safety,” says Eleanor Willing, Senior Advisor (Marketing and Communications) with Solicitor General Canada’s Integrated Justice Information Secretariat. “In view of the attendance numbers we saw (over 300 delegates), this event was very much a coming-together of this community.” Specifically, delegates discussed how national security has been transformed over the course of the past year since September 11, 2001, and about the role that integrated justice information can play in ensuring better decision-making among front-line workers in this field.

In keeping with the international flavour of the conference, delegates were treated to two special keynote addresses. The first was by Janet Reno, former U.S. Attorney General, who told a standing-room only crowd that Canada, the U.S. and other countries must take steps to safeguard vital technologies against what she called a “cyber-space Pearl Harbour.” Louis Freeh, former Director of the U.S. Federal Bureau of Investigation, also addressed delegates and talked about the importance of partnerships between Canada and the United States, as well as between the public and private sectors.

In addition to the keynote speeches, over thirty unique presentations were made in just two days—offering delegates a wide range of perspectives on the work underway among various criminal justice organizations across Canada. These included presentations by federal officials from Solicitor General Canada, the Canadian Security Intelligence Service, the Office of Critical Infrastructure Protection and Emergency Preparedness, the Department of Justice, and the Financial Transactions and Reports Analysis Centre of Canada.

Presentations were also made by provincial officials, (e.g., B.C. Solicitor General Rich Coleman), as well as by police (including RCMP Deputy Commissioner Bev Busson, and Roger Ham, the Chief Information Officer and Deputy Chief of the Los Angeles Police Department). The conference also featured key remarks by various private-sector firms (e.g., Nortel, Sierra, and Microsoft), as well as by senior officials who each play a key role in public safety.

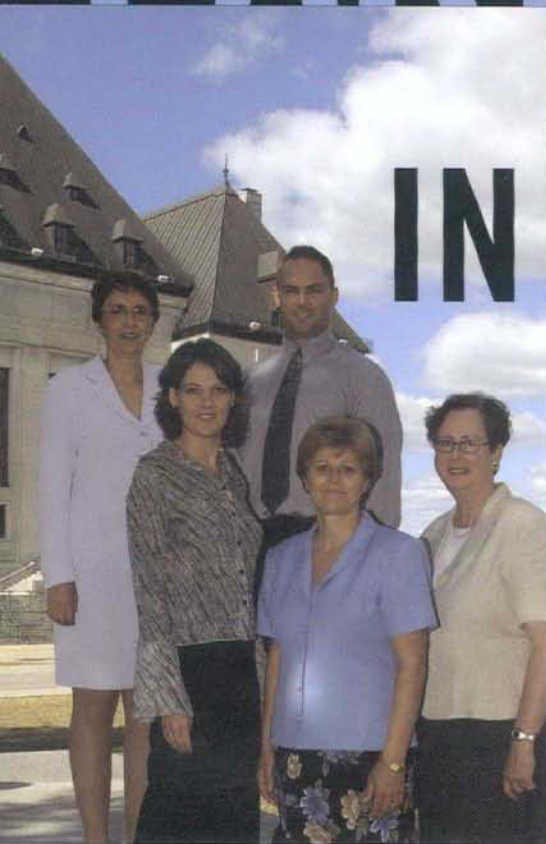
In all, the conference was an unprecedented success. Plenary and breakout sessions were well attended, keynote speakers were thought-provoking, and shared important insight on what they viewed as the key challenges on the road ahead for public safety in countries around the world. But more than anything, the success of this conference is owed to the hard work and dedication of conference sponsors and organizers, who worked for many months planning and preparing for this event.

Based on the success of this gathering and the positive feedback received from delegates, future public-safety related conferences are being planned for 2003–2004.

FORMER FBI DIRECTOR LOUIS FREEH AND FORMER US ATTORNEY GENERAL JANET RENO WERE THE FEATURED KEYNOTE SPEAKERS AT THE *TERRORISM AND TECHNOLOGY: PREVENTION, PROTECTION AND PURSUIT* CONFERENCE HELD IN WHISTLER LAST APRIL.

“As soon as you get into policy, people’s eyes glaze over. But these are important public policy issues, and getting the answers right is absolutely essential to the effectiveness of our operations.”

PARTNERS IN POLICY



THE TECHNOLOGY SIDE OF INTEGRATED JUSTICE INFORMATION CAPTURES A GREAT DEAL OF ATTENTION—AND UNDERSTANDABLY SO. NEW SYSTEMS HAVE A CERTAIN APPEAL. THEY CONTAIN THE PROMISE OF TANGIBLE AND MUCH-APPRECIATED BENEFITS: THEY’RE FAST, THEY’RE SMART, THEY’RE EASY TO USE. YET TECHNOLOGY IS JUST ONE PART OF IJI. IN ESSENCE, IT’S THE ‘HOW’.

THE ‘WHAT’ IS EQUALLY IMPORTANT. WHAT INFORMATION WILL THESE SYSTEMS SHARE? WHAT RULES WILL GOVERN INFORMATION EXCHANGES?

POLICY SHAPES THE ANSWERS TO THESE QUESTIONS.

(LEFT TO RIGHT) FRANCINE FRAPPIER, JO-ANNE VALLÉE,
GREG KENNEY, GISÈLE PARENT, MADELEINE BETTS.
MISSING FROM PHOTO: HOLLY HARRIS, VERENA CANTIN,
SUSAN BERNHARDT.

PARTNERS IN POLICY


"It doesn't have the appeal of technology," laughs Gisèle Parent, Director of the Policy Division of the IJI Secretariat. "As soon as you get into policy, people's eyes glaze over. But these are important public policy issues, and getting the answers right is absolutely essential to the effectiveness of our operations."

Parent heads a multi-disciplinary team at IJIS that includes information-management specialists, criminologists, economists, and a senior legal counsel seconded from the Department

of Justice. This team is currently being expanded from five members to nine as its work intensifies—work on key issues ranging from culture change, information management and privacy to performance measurement and governance. In each case, the goal is to create conditions in which information can be shared among CPSIN partners easily, effectively and within clear parameters.

"We see it this way," Parent explains, "when you build a highway, for example, you need

some accepted standards for making it reliable and safe. You also need some accepted rules of the road once you allow vehicles to use it. Well, the Canada Public Safety Information Network is a highway of sorts, and to make our vision of information sharing happen, we need to work with our partners to develop both the construction standards and the rules of the road. This is the primary focus of my policy team."



THE GOODS ON GOVERNANCE: A CANDID CONVERSATION WITH GISELE PARENT

GIVEN THE IMMENSE SCOPE OF IJI AND THE NUMBER OF PARTNERS INVOLVED—FEDERALLY, PROVINCIALLY, TERRITORIALY AND BEYOND—IT'S LITTLE WONDER THAT THE QUESTION OF GOVERNANCE IS AMONG THE MOST COMPLEX FACING POLICY MAKERS. WE SAT DOWN WITH GISELE PARENT TO GET HER SENSE OF HOW THAT QUESTION IS BEING APPROACHED—WHAT'S BEING DONE ABOUT THE 'G'-WORD.

IJI@Work: *Part of what makes governance such a complicated issue seems to be the fact that it applies to so many different levels of government and different agencies. Is that a fair assessment?*

Gisèle Parent: That is certainly part of the challenge. To effect the changes needed to meet our IJI vision, we are proposing to the criminal justice system and its partners that they change the way they do business—that they consider information in a business-flow context, each agency having a role in helping another. For example, this means that systems development and information management in any one agency of the CPSIN partnership recognize and validate the requirements of other agencies in their policies, practices and procedures. Working in partnership to this

GISELE PARENT, DIRECTOR, POLICY DIVISION, IJI SECRETARIAT.

“Whatever the governance structure we adopt—and the *status quo* is not an option—it has to build bridges between a lot of agencies, to see and enable the systemic connections between them. That’s the approach we’re taking.”

extent is definitely a big leap forward. We believe it has to be supported by a governance structure that brings all of the players together into a focused approach. We are currently looking at how we can do this. We are not trying to re-engineer government or agencies, but we are trying to better define the information relationships of partners working toward public safety and to ensure that we have a coherent and coordinated approach to those relationships. CPSIN governance would achieve this.

IJI@Work: *So what have you done so far?*

GP: Until recently we’ve concentrated on the operational end of things, on project governance related to the technology initiatives of CPSIN. These are obviously important building blocks and they need continued attention right up to completion. But now we’re also looking toward the longer term and the bigger picture—CPSIN governance. A great deal of development work has been done with respect to the governance of the operational component—the National Criminal Justice Index (NCJI)—and a number of models are on the table for discussion and further development. We’ve funded research into best practices. We’ve looked into success criteria: what’s necessary for success. We have developed a number of CPSIN conceptual models. There is no perfect model, and each has some strengths and some weaknesses.

IJI@Work: *The next step would be to choose a model?*

GP: Not immediately. We’ll report back to the Steering Committee and seek their direction regarding preferred aspects of the models we are developing. Then, we’ll move from conceptual models to more detailed proposals walking through the legal, constitutional, financial, representational aspects of each and see how they shape up. Then we’ll be in a position to determine which is the most sustainable option to recommend.

IJI@Work: *What qualities are you looking for in a governance solution?*

GP: Well, it’s important to remember that governance is really an enabler, something that should help us deliver programs in an effective way. Whatever structure we adopt—for NCJI, for CPSIN—this quality will have to be at the heart of it. It all comes down to seeing the criminal justice system as a system. For this to happen, we will need to get it right regarding roles and responsibilities, who should be represented, the authority we give this structure, and appropriate resourcing at each level of governance. Given the complexity and nature of the issues and the number of players involved in the administration of the criminal justice system, we favour a multi-level governance structure for CPSIN, with each tier responsible for certain roles and responsibilities. These would cover leadership and direction right down to operational implementation and ongoing management.

IJI@Work: *Are you confident that this can be done?*

GP: Whatever the governance structure we adopt—and the *status quo* is not an option, in my view—it has to build bridges between a lot of agencies, to see and enable the systemic connections between them. That’s the approach we’re taking. It’s a long process. It demands a lot of consultation and also a shift in the culture of the criminal justice community. But, you know, we’re aggressively driving that consultation process. We’re taking the message of IJI out to the community and people are legitimately excited about the possibilities. So, while it’s hard work and it will not happen overnight, I know the team here at IJIS is committed and enthusiastic about getting this done. Our success factor is that this is a collective effort. When CPSIN governance takes shape, it will not be because IJIS has done the leg work, but because the partners recognize its benefits and want to make it happen. Am I confident this can be done? Yes, and I believe it’s going to be worth all those lost nights of sleep.



MADELEINE BETTS,
SENIOR POLICY ADVISOR,
IJI SECRETARIAT.

PRIVATE BUSINESS:

PROTECTING PERSONAL INFORMATION IN CPSIN

PRVACY IS ONE OF THE MOST CRITICAL CONSIDERATIONS OF INFORMATION MANAGEMENT FOR CPSIN. AFTER ALL, CRIMINAL JUSTICE DEALS WITH SOME OF THE MOST PERSONAL DETAILS OF PEOPLE'S LIVES—AND WHILE THOSE DETAILS MUST AT TIMES BE SHARED AMONG POLICE AND LAW ENFORCEMENT OFFICIALS, THE COURTS, AND CORRECTIONS OFFICIALS, THE RULES GOVERNING SUCH INFORMATION EXCHANGES MUST MEET LEGAL OBLIGATIONS FOR PRIVACY, ACCESS, AND THE SAFEGUARDING OF GOVERNMENT INFORMATION. THE NEED TO PROTECT PERSONAL INFORMATION IS ALSO A MATTER OF PERSONAL SAFETY FOR THOSE PROCESSED THROUGH THE CRIMINAL JUSTICE SYSTEM, FOR CRIMINAL JUSTICE PRACTITIONERS, AND FOR THOSE WHO ASSIST THEM AND THEIR FAMILIES.

Consequently, privacy for CPSIN has two distinct but related aims:

- 1) Enhance the protection of personal information in a connected environment; and
- 2) Build confidence and trust among partners and the Canadian public that sufficient protections are in place to encourage information-sharing as envisioned by CPSIN partners.

In March 2002, federal and provincial officials met in Ottawa for a workshop on privacy strategies for CPSIN. They discussed a set of principles prepared by IJIS as the foundations for a privacy strategy. Those principles were derived largely from internationally accepted best practices in the private sector, and adapted to suit a criminal-justice-sector context.

The March workshops revealed a number of issues to be addressed in the development of a full-fledged privacy standard—and produced a series of important next steps to be taken, all of which are under way today. Among these, specialists and senior officials in all jurisdictions are reviewing the original set of privacy principles to provide more detailed feedback; once that feedback has been received, the IJI Secretariat will develop a new version for further discussion. Further consultations will also include other key stakeholders, such as municipal law enforcement agencies.

New Privacy Impact Assessment (PIA) guidelines issued by the federal Treasury Board Secretariat in May 2002 are also being integrated in the IJIS work. These assessments seek to ensure that privacy considerations are included in all new IT system development.

“There are great advantages to going electronic. It’s much easier to audit and track information, for example. In fact, with the right approaches and the right tools, electronic information can be made every bit as secure as paper-based files are today.”

This aim is consistent with IJI goals and IJIS is preparing to assist departments as they determine the privacy implications of their IJI projects and initiatives.

In line with its approach to information management, the IJI Secretariat aims to set the bar for protecting specific types of operational information by establishing standards that departments will integrate in their own information management regimes.

“There are great advantages to going electronic,” observes Madeleine Betts, Senior Policy Advisor. “It’s much easier to audit and track information, for example. But there’s a perception—a false perception—that it’s harder to control distribution. In fact, with the right approaches and the right tools, electronic information can be made every bit as secure as paper-based files are today.”

In fact, the privacy standards proposed by IJIS have the potential to strengthen the protection of information because users would be able to access only the information for which they’re authorized.

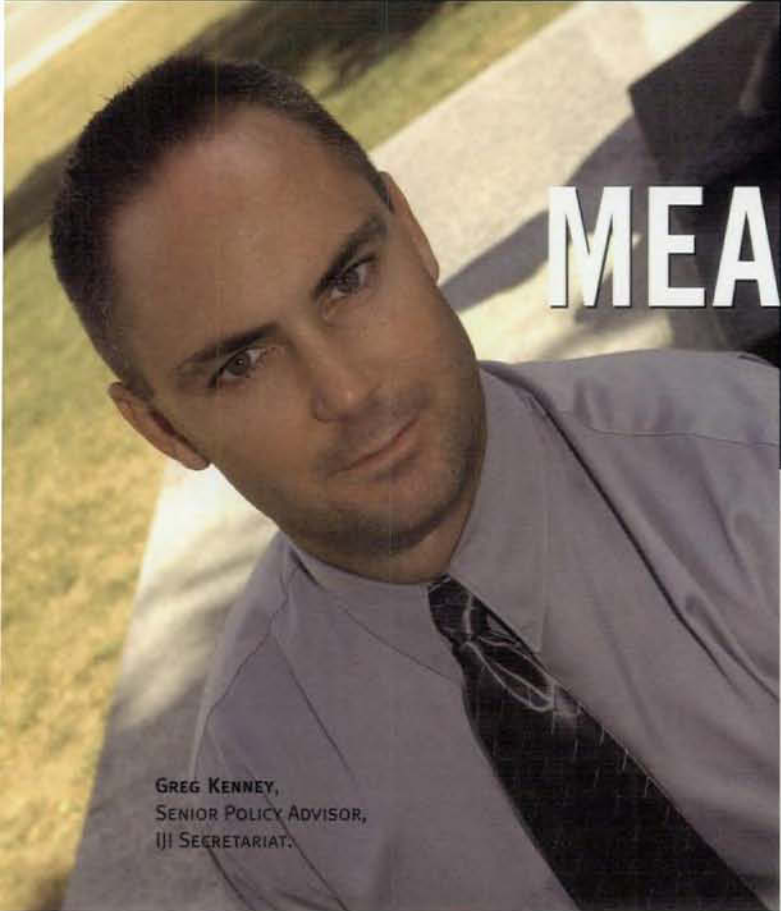
While some participants in the March workshops wondered if taking a legislative tack wouldn’t be the best approach to resolving questions about privacy, the IJIS team is proposing the adoption of common principles and standards first.

“Once you have a standard and organizations begin responding to it,” says Gisèle Parent, “it clarifies what needs to be done. Organizations can assess how much change is required, and you can move on to negotiate realistic timeframes. I think it’s likely a legislative component will emerge from our standards work. But by taking this approach—leading with the voluntary adoption of standards—it’s a better way for everyone.”

The IJIS team is proud of its privacy work to date, continuing to measure success in each small step forward, and hoping at some time to emerge as a source of best practices that other government sectors and other countries might emulate.

PRIVACY DESIGN PRINCIPLES

- **Accountability**—control and custody of personal information must be properly determined
- **Identifiable Purpose**—the authority to collect personal information must be verified
- **Consent**—individual permission for information to be collected; this varies considerably depending on a person’s relationship to the justice system
- **Limitations on collection**—the amount of personal information to be collected if multiple programs draw on the same information sources
- **Limitations on Use, Disclosure and Retention**—preventing unauthorized data-matching activities and establishing retention and disposal schedules
- **Accuracy**—processes to maintain accurate and up-to-date information
- **Safeguards**—security procedures for protecting personal information throughout its life-cycle
- **Openness**—determined through privacy impact assessments with publicly documented outcomes
- **Individual Access**—procedures to facilitate access to personal information contained within a system
- **Challenging Compliance**—ensuring that individuals are aware of their rights and that processes are in place allowing them to exercise those rights



MEASURING UP:

CPSIN PERFORMANCE MEASUREMENT FRAMEWORK

GREG KENNEY,
SENIOR POLICY ADVISOR,
IJI SECRETARIAT

“IT’S ALWAYS INTERESTING WHEN YOU GO TO THE PUBLIC AND FIND OUT WHAT PEOPLE THINK,” SAYS GREG KENNEY, SENIOR POLICY ADVISOR AT THE IJI SECRETARIAT. “IT POINTS THE WAY PRETTY CLEARLY TO WHERE YOU NEED TO GO.” HAVING RECENTLY COMPLETED A PUBLIC SURVEY GAUGING PUBLIC ATTITUDES ON INFORMATION SHARING IN THE CRIMINAL JUSTICE SYSTEM, KENNEY IS SPEAKING FROM EXPERIENCE. THAT SURVEY—TO DETERMINE BOTH THE LEVEL OF PUBLIC CONFIDENCE IN THE ABILITY OF CRIMINAL JUSTICE AGENCIES TO SHARE CRITICAL INFORMATION AND THE LEVEL OF AWARENESS OF INTEGRATED JUSTICE INFORMATION INITIATIVES—IS PART OF KENNEY’S ONGOING WORK TO ESTABLISH A PERFORMANCE-MEASUREMENT FRAMEWORK FOR CPSIN. FOCUS GROUP SESSIONS WERE ALSO HELD TO BETTER UNDERSTAND SOME OF THE CONCERNS EXPRESSED REGARDING PRIVACY AND COMMUNICATIONS.

Among other things, the survey and subsequent focus groups revealed a surprisingly high level of support for Integrated Justice Information—in the region of 96 percent; and a not-so surprising lack of awareness about specific IJI activities. To this point, IJI hasn’t been promoted publicly to any great extent, largely because most of the work until recently has been preparatory.

That’s all changing.

“Once you’ve got plans and projects underway, once you’re taking steps forward, it very quickly becomes important to be able to see the progress you’re making,” he explains. “And to see progress, you need a starting point, a baseline. That’s what we’re establishing now.”

The results of Kenney’s surveys will contribute to that baseline. Each corresponds to one of

the six performance indicators short listed by the CPSIN Performance Measurement Framework Working Group—a body representing all nine federal partners in CPSIN.

The original list of potential indicators was much longer: 91 in total. Kenney explains that duplications and overlaps were weeded out, and that the final six were chosen because they mirror the six key activity groups of the IJI Action Plan.

“I think it was a tremendous accomplishment on everyone’s part,” says Kenney. “The Working Group sat down with 91 possible indicators, and two-and-a-half days later walked out with this list of six.”

The Deputy-level Steering Committee on IJI approved four of the six indicators this spring, requesting more specific development of the

final two. That refinement is taking place right now.

So how will the measurement process work once the indicators have been adopted? According to Kenney, every partner in CPSIN commits to specific activities in support of IJI, whether modernizing their records management systems or case management tools, or adopting common IM or IT standards. Each will collect information to monitor progress. The IJI Secretariat will gather that information from each agency, analyze it against overall plans, measure indicators such as the level of confidence of both the public and of practitioners in the ability of criminal justice agencies to share information effectively, and report the results.

“As time goes by, more indicators may be added to the list,” Kenney notes. “Some that

“Once you’ve got plans and projects underway, once you’re taking steps forward, it very quickly becomes important to be able to see the progress you’re making, and to see progress, you need a starting point, a baseline. That’s what we’re establishing now.”

PERFORMANCE INDICATORS

- 1) Public Confidence
- 2) Practitioners’ Confidence
- 3) Signatures & Agreements
- 4) Number of Partners (Active, Agreement, Adoption and Sharing)
- 5) Allocated IJI Dollars
- 6) Number of Users with Electronic Access

are more systems-based will be developed as technology projects are completed. Eventually, the goal is to have quite specific data on how successful we are at improving information sharing.”

In addition to refining and expanding the roster of performance indicators, Kenney is looking to conduct more surveys.

“We’re turning our attention to practitioners next. We want to know their perspective on the system today—how well information is shared and what they want from IJI. They are key clients in our IJI efforts and I’m looking forward to working with them in measuring our progress.”

Culture Shift:

CHANGE AND THE CRIMINAL JUSTICE COMMUNITY

MOST ORGANIZATIONS WOULD FREELY ADMIT TO SOME TREPIDATION AT THE THOUGHT OF CHANGING THEIR INTERNAL CULTURE. IT’S A BIG JOB—ONE THAT DEMANDS A GREAT DEAL OF ENERGY AND LONG-TERM COMMITMENT.

But what about bringing change to the culture of an entire *community* of organizations? The prospect might be enough to turn even the most seasoned corporate executive weak in the knees.

Yet this is exactly the kind of change Gisèle Parent and her policy team are working to foster within Canada’s criminal justice community.

“The scope is huge,” she acknowledges. “IJI is all about getting organizations to talk and relate to each other in new ways. The challenge arises because so many organizations are involved, and because sometimes those new ways of relating aren’t obvious at first.”

To date, three principal areas of focus have been determined with regard to culture change:

1. **Identifying mutual interests:** every criminal justice agency collects information that’s important to its own functions and processes; but it’s not always clear that *other* organizations might benefit from that information as well. Part of IJI is about helping agencies realize how the data they collect may be useful to others—and to facilitate an exchange.
2. **Removing hidden barriers:** Many types of barriers exist throughout the criminal justice community; an important part of culture change involves discovering and addressing them.

3. **Building trust:** for people to feel comfortable about sharing information, they need to trust that the recipient will treat that information appropriately, securely and responsibly. In the criminal justice community, the need for this kind of reassurance is paramount, as people’s lives can quite literally be at stake. Developing an effective information-management framework—which the IJI policy team is currently doing—will go a long way toward building trust. The CPSIN Charter is another vehicle for providing this kind of reassurance. By signing the Charter, organizations agree to share information, to work toward a common approach to its stewardship, and to submit their relevant information-management procedures for auditing, for monitoring. Participants in CPSIN then know that their expectations of responsible information handling will be met.

The IJI Policy team performed a Barrier Analysis in September 2000, and has since participated in ongoing consultations. The team has also developed a multifaceted culture-change strategy to address the three key points mentioned above.

Gisèle Parent is quick to point out that this strategy recognizes inherently the individuality and autonomy of all partners in CPSIN.

continued on page 24

PURPOSE-FULL: A PIONEERING APPROACH TO INFORMATION MANAGEMENT

continued from page 23

“It would be inappropriate,” she says flatly, “if you came at it thinking you could dictate to all these agencies—RCMP, CCRA, CIC, Corrections, Justice, the Parole Board—exactly how they have to change. It would also be impossible to try to manage this change centrally. We have no intention of doing that. Working as partners, each agency will have to determine how best to get this done. We’re simply pointing the way to the benefits of changing the information cultures in our organizations, and trying to facilitate the process where we can by documenting best practices and assisting with the development of useful tools.”

An important element of the strategy is the production of educational materials for use by CPSIN member agencies. These materials would foster understanding of CPSIN and its purpose, and would provide a broad perspective on the criminal justice system *as a system*, helping participants appreciate the importance and relevance of the information they gather—outside of their own operations.

WITH TECHNOLOGY ENABLING MASSIVE QUANTITIES OF INFORMATION TO BE GENERATED IN A VAST VARIETY OF FORMATS, INFORMATION MANAGEMENT HAS BECOME A HUGE PRIORITY FOR GOVERNMENT AND INDUSTRY ALIKE.

Policy is the most common tool for governing how information is managed, enforcing standardized approaches within an organization, or within a level of government whether federal, provincial/territorial or municipal. But increasingly—as is the case with CPSIN and other IJI initiatives—programs and services are being delivered by multiple organizations acting in partnership across jurisdictions.

In these circumstances, imposing a one-size-fits-all standard practice for information management across agencies within a jurisdiction simply won’t work, because the organizations involved deliver different programs, each with their own drivers and characteristics. For example: the mandate, responsibilities and operational realities of front line workers in the criminal justice system differ considerably from those in the health system.

Fortunately, the policy team at the IJI Secretariat has struck upon an alternative approach.

The Secretariat is proposing a framework based on best practices that can be adopted, adapted and implemented on a sector-by-sector basis.

“It’s a pioneering direction to take,” explains Parent “one that is supported by many of the departments involved in CPSIN because it treats information management as more than an administrative responsibility. It is also a success factor in the ongoing delivery of programs and services. Its added value is that it also supports the objective of developing knowledge workers.”

Senior managers often say that people and information are an organization’s most valuable resources, yet front line workers often feel their ability to do their jobs is hindered by

the information infrastructures in place. The CPSIN approach aims at ensuring that operational information, in today’s connected world, gets to where it’s needed to support public safety decisions.

Following this direction, IJIS has developed a CPSIN Framework for managing information.

The framework has four components. These reflect the needs of CPSIN as a functional network while recognizing the diverse business requirements within each agency or jurisdiction involved.

Policy: the policy component provides high-level guidance that applies to all CPSIN member jurisdictions and organizations.

Standards: these describe, in detail, the practical objectives of the information-management policy, objectives that must be met consistently across jurisdictions and between organizations for information to be shared. These cover areas such as privacy, the safeguarding of information, records management, availability, accuracy and timeliness, governance and auditing.

Operational Procedures: these are the processes that each organization will develop to support effective information exchange, in keeping with the standards and policies established.

Technical Library: a repository available to CPSIN members, this part of the framework provides a national information base informing CPSIN partners about standards, procedures, business processes and best practices.

All of these components are important, and all are inter-related. At present, however, the IJI Secretariat’s policy group is concentrating on the first two. Once the policies and standards are in place, departments can begin to develop the necessary operational procedures and participate effectively in CPSIN.



**A FRAMEWORK FOR SUCCESS
IN INFORMATION SHARING**

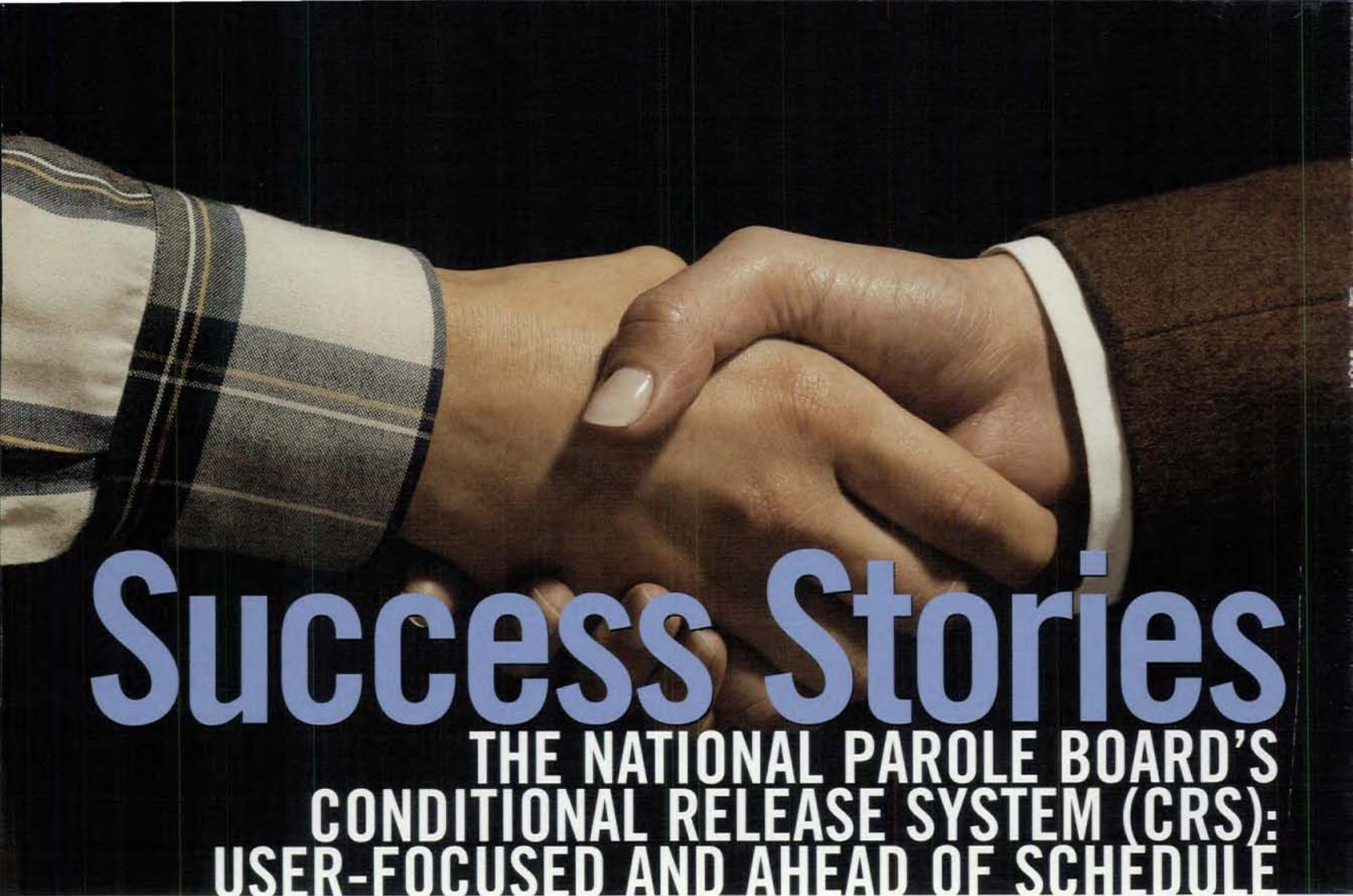
PARTNERS

BRINGING INFORMATION
SHARING TO LIFE

IN TECHNOLOGY

OVERVIEW

DRAWING ON THE INSIGHT AND EXPERTISE FROM PARTNERSHIPS, AND BUILDING ON THE POLICY UNDERTAKINGS THAT ARE THE NUTS-AND-BOLTS OF INTEGRATED INFORMATION SHARING, THE WORK UNDERWAY ON TECHNOLOGY IS THE POINT WHERE THE CPSIN VISION *TAKES FLIGHT*. THIS SECTION OF *IJI@WORK* HIGHLIGHTS TWO TECHNOLOGY INITIATIVES UNDERWAY. THESE ARE SUCCESS STORIES OF WHICH ALL CPSIN MEMBERS CAN BE PROUD. ALSO PROFILED ARE UPDATES ON OTHER KEY TECHNOLOGY INITIATIVES. THESE WORKS OFFER A GLIMPSE AT HOW THE CPSIN VISION IS TAKING SHAPE AND HOW, TOGETHER, THEY ARE HELPING TO REVOLUTIONIZE THE WAY INFORMATION IS MANAGED AND SHARED IN CANADA'S CRIMINAL JUSTICE SYSTEM.



Success Stories

THE NATIONAL PAROLE BOARD'S CONDITIONAL RELEASE SYSTEM (CRS): USER-FOCUSED AND AHEAD OF SCHEDULE

SUCCESS STORY

AT THE NATIONAL PAROLE BOARD (NPB), WHEN DON TULLY AND HIS TEAM TALK ABOUT THE AGENCY'S CONDITIONAL RELEASE SYSTEM (CRS)—A CUSTOMIZED CASE-FILE MANAGEMENT SYSTEM CURRENTLY UNDER DEVELOPMENT—THE DISCUSSION TENDS TO BE LESS ABOUT THE TECHNOLOGY THAN ABOUT THE PEOPLE WHO WILL BE USING THIS NEW SYSTEM. "OUR USERS SEE THIS PROJECT AS BEING ALL ABOUT THEM, AND IT IS," SAYS TULLY, WHO IS THE AGENCY'S DIRECTOR OF POLICY, PLANNING AND OPERATIONS. "THAT'S SOMETHING THAT HAPPENED BY DESIGN WHEN WE FIRST BEGAN WORK ON THIS PROJECT," ADDS TOM BLACK (MANAGER, CONDITIONAL RELEASE OPERATIONS). AS A RESULT OF THIS CAREFULLY CONSIDERED APPROACH, THE TEAM WAS ABLE TO BENEFIT FROM A COUPLE OF PLEASANT SURPRISES THAT WERE NOT PART OF THE ORIGINAL PROJECT PLAN. FIRST, THE SYSTEM WILL ARRIVE ON USERS' DESKTOPS WELL AHEAD OF SCHEDULE AND WELL WITHIN THE ORIGINAL BUDGET. SECOND, THE CRS WILL HAVE A MORE SIGNIFICANT DEGREE OF TECHNICAL INDEPENDENCE THAN ORIGINALLY ENVISIONED.

The Conditional Release System is being introduced to users in two phases: a technical migration release, and an enhancement release. With the technical migration release, all the functions related to the National Parole Board that reside on the Offender Management System (OMS) will have been moved to a stable, vendor-supported platform. To help ease the transition for users, the technical migration release was built using modern technology, based on the legacy Offender Management System, along with interface improvements. The business rules and functionality have not changed. According to Black: "from the user's perspective this release will have the same functionality as OMS, but with a more efficient interface."

The next step will be the enhancement release. "This is where users will start to see the bulk of the changes and improvements that they've been asking for," adds Black. At this stage, the CRS team will be able to address issues that National Parole Board users have identified, such as improved data quality, client photos, improved access to information, and other efficiencies. It will be during the enhancement stage that the

Board will be able to adopt standards that adhere to the Canada Public Safety Information Network (CPSIN).

The technical migration release is expected no later than Spring 2003. The enhancement release will follow in Summer 2003, several months ahead of schedule. So how did the CRS team manage to accelerate its work? There are two key reasons, according to Annette Golding of Heuriskien Consulting Inc., the Project Advisor: "The team made sure the project was driven by the business needs of users rather than the technology itself, and they stuck to the original scope of the project, focussing strictly on priority issues."

Fully defining the business needs was the job of the National Parole Board's CRS Operational Users' Working Group. This group is comprised of over two-dozen National Parole Board employees, from a number of positions in the regions and the National Office. Through a number of consulting sessions, the group looked at all business processes and sought ways to improve and streamline the way that tasks are conducted at the National Parole Board. To date, this group has made over 700 recommendations, of which over 400 have already been implemented. Work on the remaining recommendations will continue throughout the project.

Unlike some projects—where users have to wait a long time to see results—the CRS project approach has been successful in maintaining an open line of communication with users, so they can see the results of their feedback quickly. In fact, Golding points out, work was proceeding so smoothly that users requested the project approach continue as part of the Board's regular operations, even

after the project is completed. Early in the project a decision was made to run phases in parallel. "Running a parallel process helped to shave quite a bit of time off of the project," says Golding. "But it has also helped to protect project integrity, and let us fast-track recommendations...this has helped motivate people and ensure their commitment to achieving project objectives."

The special emphasis given to users and to their feedback underlines how the CRS team was able to remain focused on the original scope of the project—to build a system driven by the business needs of users rather than technology itself. "We were adamant about following this approach," says Tully. "We didn't get bogged down in side issues, and our users played a key role in that respect, too."

The National Parole Board was originally a partner to OMS, and was served quite well by the system for a number of years. The Board decided—with the agreement of the Correctional Service of Canada (CSC)—that its priorities and plans were better addressed by assuming more control of its conditional release information system. This in turn would allow CSC to focus on their priorities within OMS. Under the previous arrangement with respect to OMS, the National Parole Board received information technology (IT) services from CSC. The development of CRS for the agency will help the National Parole Board further develop its own IT department. Staffing is already underway and is expected to be completed by early 2003. "It makes sense for NPB to have more control of the automated system supporting conditional release, the Board's major program," says Tully.

The new system requires a technology that is different from what was used under OMS.

While the legacy OMS was based on older technology—"with cumbersome blue screens," notes Black—the CRS is a three-tiered web-based system, consisting of an ORACLE database as the foundation, applications and business rules as the middle tier, and a graphical user interface as the third tier. Moreover, the CRS will employ XML, or extensible markup language, so users can communicate in a seamless manner with the other kinds of databases being used by partners in the Canada Public Safety Information Network, including the RCMP and the Correctional Service of Canada.

Over and above the technical advantages that the Conditional Release System will deliver, users will also enjoy a host of simple system changes. "Sometimes it's the little things that a new technology can do that make the most lasting impression on people," explains Black. He offers the following example. "Documents will be printed with the Canadian flag—this is impossible on the old OMS as it is not graphics capable—but with CRS, this will be integrated right into the interface during the technical migration. We were surprised at the efficiencies this seemingly small change will provide; users will no longer need to order or use paper with the flag pre-printed."

People are at the core of the CRS project. This is reflected not only in the *volume* of work that has been undertaken by the CRS team, but in *how* the CRS team has accomplished its objectives. "Users made a significant difference in how this project has turned out," concludes Tully. "And we couldn't be more pleased with the results to date. We are looking forward to enhancing the system to better meet user needs as soon as possible."

"Our users see this project as being all about them, and it is."

PARTNERS
IN **TECHNOLOGY**

RENEWING
CORRECTIONAL
SERVICE OF CANADA'S
OFFENDER MANAGEMENT
SYSTEM:

the migration challenge



CORRECTIONAL SERVICE OF
CANADA'S OMS RENEWAL
PROJECT STAFF, OTTAWA, ONTARIO.

SUCCESS STORY

PLANNING AND DESIGNING AN INFORMATION SYSTEM IS A CHALLENGING TASK, ESPECIALLY WHEN YOU'RE DEVELOPING ENTIRELY NEW COMPONENTS AND PROCESSES TO REPLACE A LEGACY SYSTEM. THAT'S THE CHALLENGE THAT THE OFFENDER MANAGEMENT SYSTEM (OMS) RENEWAL TEAM HAS BEEN CON- TENDING WITH AT THE CORRECTIONAL SERVICE OF CANADA (CSC).

Since early 2001, work has been proceeding at full-speed to renew the OMS—the system that gathers, stores and retrieves information on offenders in Canada's federal correctional system. When completed, the renewed OMS will result in a system transformed: more connectivity with partners; improved security; a user-friendly interface; easier manageability; better fault tolerance; and simplified screen navigation.

“Renewing the Offender Management System is about pursuing a vision of better, more efficient, secure information sharing,” says Richard Harvey (Project Manager, OMS Renewal). “But most of all, OMS renewal is about ensuring and enhancing *public safety*.” OMS Renewal plays a key role in helping to reintegrate offenders safely into society—a core function of the Correctional Service of Canada.

The success of the OMS Renewal project hinges on building improved information sharing and interoperability into the new system. By renewing the OMS—which is by definition the federal offender management system—CSC staff can continue to assess the needs and provide appropriate programs and interventions for offenders in federal facilities and in the community in collaboration with CSC's criminal justice partners. This includes provincial and territorial corrections officials, community supervision agencies, community residential facilities, and provincial parole boards.

Connecting these partners is a major undertaking. It will involve connecting over 2,000 new external users to the system by 2005. To minimize the impact of this work on daily operations, connecting these users will be done over a three-year period—approximately 700 users will be connected each year.

Beyond its relationship with these partners, the OMS is an important part of a larger universe of criminal justice information systems in Canada—it was identified as one of the key information hubs as part of the Canada Public Safety Information Network (CPSIN). According to Harvey: “we want to improve the way, the speed, the scope and the degree of accuracy that all OMS users can access and share criminal justice information with other CPSIN partners.”

Earlier this year, a key milestone of the OMS Renewal project was reached with the development of *Release 6.3*, the last building block of the original OMS that had to be renewed. “OMS Release 6.3 was delivered on schedule on March 4, 2002,” says Harvey, “and as soon as we finished this task, our team started work on the next phase of the project—migration and renewal activities.”

Of course the new phase of the OMS Renewal project comes with its own unique set of challenges. The renewed system has to be rolled-out in a smooth, organized manner at all 53 CSC institutions across Canada and 71 parole offices, for close to 9,000 staff who have daily contact with over 12,700 federal offenders currently incarcerated in CSC institutions, along with 8,500 who are under supervision in the community.

To assist the OMS Renewal team with this task, regional consultations have been undertaken with CSC users across Canada. Regional workshops are underway involving institutional and community staff as well as staff with CSC's criminal justice partners. These workshops began in 2002 and will be ongoing until the winter of 2003.

“These are helping us design a renewed system that is responsive to the needs of all users,” says Harvey. “In turn, the migration phase won't be so much about implementing something that is foreign to users; instead it'll be the point where we deliver the features and improvements that users have been asking for.”

The work of the OMS Renewal team will not end there. Following the migration phase, an Application Renewal phase will commence. At this point, a series of new modules will be added onto the existing renewed modules, including a more comprehensive jail-management module that will be significantly more comprehensive than the existing one.

“When we're finished,” concludes Harvey, “we'll have a modernized, correctional operation system that will allow for a two-way exchange and sharing of criminal justice information with partners in a controlled, secure environment.”

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Technology updates



ALISTAIR RONDEAU, MANAGER,
DATA STANDARDS SECRETARIAT.

WHAT'S IN A NAME? NAILING DOWN DATA STANDARDS

Last fall, the Data Standards Secretariat released a draft version of its data dictionary, marking the culmination of many long months of work. Appropriately, the occasion was observed with a celebration.

"We held a party," says Alistair Rondeau, Manager responsible for DSS, "for two reasons. One, because that first version was a great accomplishment; and two, because we needed to build up our energy for what was coming next."

In the months since, the initial draft has been developed into a full-blown beta version.

Released in April 2002, the beta dictionary is a CD ROM containing definitions of 450 elements common to criminal justice information systems—developed collaboratively by representatives of all nine CPSIN partners.

Arriving at agreements on terms and definitions is, in Rondeau's words, "long, challenging work." He adds, "It can sometimes take hours to come to a resolution over a single word, because everyone involved is committed to a quality product, and every shade of meaning is important."

"A big part of our work," says Rondeau, "is keeping things focused on common exchange points—on only those data elements that need to be shared. We need to make sure that partners can understand each other and that the accuracy and integrity of the information is maintained."

The beta version of the dictionary provides a strong foundation on which to build and expand. Present efforts concentrate on incorporating code table values—for example, the values that are used in drop-down menus—to enable the rapid input of information.

Many of these tables, such as those listing car makes, have already been established by accepted international standards and need simply to be built in. Others are being created specifically for CPSIN.

Of course, even once the initial code values have been incorporated, the work on the data dictionary isn't over—new information requirements continually emerge. As a result, a further emphasis in the coming months will be on developing a long-term strategy for maintaining and updating the standards.

At the same time, the team at DSS is looking to put its dictionary to work. It has already achieved some success, supporting the Streamlining Service Delivery Using E-forms (SSDUE) pilot project involving RCMP, CCRA and Health Canada and has been adopted by the National Criminal Justice Index (NCJI) development team. As the various partners in CPSIN look to complete their various IJI-related technology projects, the DSS team will have the opportunity to demonstrate its value and effectiveness at enabling information exchange many times over.

COMMON OFFENCE LIBRARY: READING OFF THE SAME E-PAGE



LAURA FUSTER,
MANAGER, COMMON OFFENCE LIBRARY,
DEPARTMENT OF JUSTICE

LAW IS SOMETIMES DESCRIBED AS A LIVING THING—LARGELY BECAUSE, IN RESPONDING TO SOCIAL CHANGE, IT IS CONSTANTLY CHANGING ITSELF. THIS, OF COURSE, IS CRUCIAL TO THE WELFARE OF OUR CIVILIZATION, BUT IT NEVERTHELESS PRESENTS SOME PRACTICAL CHALLENGES TO ADMINISTERING THE LAW CONSISTENTLY AND ACCURATELY.

Integrated Justice Information initiatives around the world have worked to address these challenges.

In Canada, the Common Offence Library promises to support criminal justice practitioners across the country. It will provide a structured and standardized database of all federal offence statutes and it will eliminate the need for each partner within the criminal justice system to maintain an individual electronic library of federal offence statutes. It will also greatly enhance electronic information sharing.

Functional specifications for a prototype were completed earlier this year; the prototype itself was developed in June. While the Common Offence Library will eventually be a comprehensive database of all federal offences, prototype development will be limited to five during the testing phases, including the criminal code. Once developed,

the prototype will be tested in two proof of concept projects: one in a court setting, the other in a police environment.

By providing law-enforcement practitioners, lawyers and the courts with a definitive, standardized and up-to-date source of all federal offences, the Common Offence Library will help ensure consistent, accurate laying of charges and simplify electronic case management throughout the criminal justice system.

At the same time, it promises to improve the collection of accurate statistics on criminal justice by standardizing the ways crimes are reported, recorded and prosecuted.

The prototype and proof-of-concept phases are two in a series of six. The others include national consultations, development of a business case, data development and major pilot implementation, and national implementation.

By providing law-enforcement practitioners, lawyers and the courts with a definitive, standardized and up-to-date source of all federal offence statutes, the Common Offence Library will help ensure consistent, accurate laying of charges and simplify electronic case management throughout the criminal justice system.

PARTNERS IN TECHNOLOGY



TOM LOCKETT, SENIOR TECHNICAL
POLICY ANALYST, IJI SECRETARIAT.

IN SIMPLE TERMS, AN INFORMATION ARCHITECTURE (IA) SHOWS THE CURRENT STRUCTURE OF HOW INFORMATION FLOWS WITHIN ANY KIND OF SYSTEM. IT IS A DETAILED MAP THAT INDICATES WHAT AND HOW INFORMATION IS CURRENTLY EXCHANGED AND WHAT TRIGGERS THAT EXCHANGE.

One can easily imagine how complex and intricate such a structure might become when the system described is something the magnitude of CPSIN: a multi-agency multi-jurisdictional, multi-platform environment for exchanging information throughout Canada's criminal justice community.

Tom Lockett, Senior Technical Policy Analyst with IJIS acknowledges that mapping out the flows of information between criminal justice organizations is complicated and intensive work.

"You have to get all the details," he observes. "It takes time. And you need people at the table who really understand how their business works."

THE SHAPE OF

things to come

DEVELOPING AN INFORMATION ARCHITECTURE FOR CPSIN

“You have to get all the details. It takes time. And you need people at the table who really understand how their business works.”

Fortunately, Lockett and his colleagues have been able to sit down with exactly those kinds of knowledgeable people. As a result, the CPSIN IA team was able to release a proof-of-concept earlier this year.

Consultations have proved key to the development process. The proof of concept was based on the outcome of talks with Citizenship and Immigration Canada and Ottawa Police. Further discussions are taking place now with CIC, CCRA, police, courts, crown officials and Correctional Services Canada.

Lockett says getting a front-line perspective is essential. “I spent the first twenty years of my career with Citizenship and Immigration,” he notes. “I remember what those front-line pressures were like. We need to hear from people who are in that position today, because they’re the ones who feel the pain if some part of the business process isn’t quite working.”

For Lockett, understanding where improvements are needed is key to designing an effective IA. From his perspective, engineering a system and re-engineering workflow within an organization go hand in hand.

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TIMES THE SAME INFORMATION IS KEYED
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AN OFFICER HAS TO CALL TO DIG UP ONE PARTICULAR
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AMAZING OPPORTUNITY.”

“When you see the number of times the same information is keyed into a system,” he cites as an example, “or the number of contacts an officer has to call to dig up one particular fact, you realize CPSIN presents an amazing opportunity. Instead of automating the *status quo*, we have a chance to make things better.”

That opportunity has created a good deal of excitement among the front-line workers he’s met. Going through the exercise of mapping out information flows between agencies has helped partners gain a better understanding of what their cohorts do—and what they need to do it well. Lockett looks to a three-day June workshop in London, Ontario, as an example.

There, he was able to map out the entire information exchange for a drug seizure at the border—from customs, immigration and police through to courts. And at the end of it, many of the participants made a point of saying, ‘Now I understand what other people do, and why the information I have is important to them.’

The IA proof-of-concept belongs to the third tier of a three-tier development process. Tier 1 took a high-level look at the criminal justice

system; who’s involved and what they’re responsible for. Tier 2 provided more details on the flow of information between agencies and systems associated with criminal justice.

Under way today, the Tier 3 work will articulate a current picture of how information flows horizontally between agencies according to specific activities. Each event that triggers an exchange of information is being identified, along with details about how the exchange takes place, as well as the data set associated with the exchange. In addition, Tier 3 identifies areas in which public safety might be enhanced if new electronic information exchanges were to be established.

This final tier requires the most intensive consultations of the three, which makes Tom Lockett perfectly happy.

“The people I’ve been talking to are very seasoned, very dedicated. They want CPSIN to be great, and they really believe it can be. It’s inspiring.”

PARTNERS
IN **TECHNOLOGY**



SSDUE:

**POWERFUL TEAMWORK
SCORES
WAY-AHEAD
RESULTS**

SSDUE STANDS, LITERALLY, FOR “STREAMLINING SERVICE DELIVERY USING E-FORMS.” BUT AS A PATHFINDER PROJECT THAT SUCCESSFULLY DEMONSTRATED THE VALUE OF IJI AT WORK, IT ALSO STANDS FOR A WHOLE LOT MORE.

THE SSDUE PATHFINDER PROJECT WAS INITIATED TO ASSESS AND ENHANCE THE DRUG OFFENCE AND DISPOSITION PROCESS USING AN E-FORMS-BASED WORKFLOW APPROACH. ITS GOAL WAS TO CREATE A TRUSTED DIGITAL RELATIONSHIP BETWEEN THREE DEPARTMENTAL PARTNERS (RCMP, CCRA, HEALTH CANADA), AND TO EXPLORE AND ESTABLISH A SET OF REUSABLE, STANDARDS-BASED BUSINESS TRANSFORMATION PROCESSES AND METHODOLOGIES.

The particular emphasis of SSDUE was to design, develop and implement a pilot software solution that would provide a secure, E-form-enabled system that could support the largely manual drug-seizure and disposition process in which the RCMP, CCRA, and Health Canada engage.

That process is as follows. When Customs agents seize drugs from persons entering the country, all records of the seizure—and the drugs themselves—must be shipped to police. Once police have investigated and laid charges, and once the evidence is no longer required, Health Canada is consulted for approval to destroy the drugs.

It all seems fairly straightforward—except that every single drug seizure can require the creation of anywhere from three to 15 forms. Annually, that adds up to as many as 1.5 million pieces of paper—with a conservative estimate of the personnel time at 3.5 hours per transaction.

“With three federal departments involved, six technology vendors, and just 15 months from start to finish, a few imperatives were clear to us right from the get-go,” says Susan Berg, SSDUE Project Manager at RCMP. “First and foremost, we knew the project needed to take an intensive partnership approach.”

That approach also allowed RCMP, CCRA and Health Canada to involve technology vendors and business-process consultants directly and intimately in the quest for unfettered interoperability. Working with the draft Data

Dictionary prepared by the Data Standards Secretariat, these vendors contributed significant time and software without compensation.

“That dictionary made our work a lot simpler,” says Andrew Robinson, the project’s Business Transformation Architect. “We wanted to invent as little as possible, for economy’s sake, and having those data elements ready for use was priceless.”

Proceeding in three demonstration phases, the SSDUE team successfully developed a system that enabled information to flow between CCRA, RCMP and Health Canada, each using a different e-form and business process tool. The information was secured, transported, received by the next party in the workflow and reused without having to be re-keyed. The key to this interoperability was the agreement between the agencies to use a *common* data standard and to implement it using a *common* XML schema definition.

Simulations and role-playing exercises helped illustrate the procedures involved in SSDUE throughout its development. For the final demonstration—prior to the project’s close in March 2002—all the vendors and departmental partners came together and ran through a simulated drug-seizure process from start to finish. Roughly 60 times faster than the previous paper-based method, SSDUE reduces (at a conservative estimate) the administrative effort involved by 30 percent.

While the project provided strong evidence of the efficiency gained by using a business-driven approach enabled by technology, it was also a real-world vindication of the partnership approach to CPSIN.

“The bottom line is this,” says Susan Berg, “When analyzing business processes it is imperative that the big picture be understood. No organization operates in a vacuum. And no organization is wholly unique. The manner in

(STANDING, FROM LEFT TO RIGHT) ANDREW ROBINSON, KATIE GREENWOOD, BRADLEY PERZUL.
(SEATED) ED BUCHINSKI, SUSAN BERG, JACK LINDSEY.

THE SPIRIT OF EXPLORATION

The SSDUE team subscribed to the following principles in carrying out the project:

- *Avoid predetermined solutions—work to make discoveries*
- *Continuously reframe problems based on what you've learned*
- *Create an environment in which it's safe to express differing points of view, admit mistakes, ask for help, and take risks*
- *Go against the norm*
- *Take responsibility for making things happen*
- *Always assume there's a better way*

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The management challenge of **BUILDING** a Public Safety Information **NETWORK**

TO BEGIN WORK ON ANY LARGE-SCALE INFORMATION TECHNOLOGY PROJECT, THERE ARE A HOST OF MANAGEMENT CHALLENGES THAT HAVE TO BE CONSIDERED. THE CANADA PUBLIC SAFETY INFORMATION NETWORK IS NOT IMMUNE TO THIS FACT. IT IS AN UNDERTAKING THAT WILL TAKE TIME TO DEVELOP AND IMPLEMENT AND WILL BE THE PRODUCT OF CAREFUL PLANNING.

According to the Secretariat's Executive Director, Greg Wright: "a very deliberate part of our strategy was to manage scope. The issues and the technological challenges at hand are just too large and would have been at risk of collapsing." Instead, the initiative started out with modest goals and built on early successes.

The technological challenges are daunting. Criminal justice information systems that extend across departments, jurisdictions—even levels of government—need to be brought together so that they can talk to and understand each other. This means solutions are needed to connect many different kinds of systems, from state-of-the-art to legacy systems, from off-the-shelf to custom designs. A fully integrated justice

information system will involve some 200 discrete business processes and literally hundreds of partner agencies—no small task, indeed.

Yet the technological barriers are only part of a much greater set of challenges. There is a human element, not to mention jurisdictional considerations that must be addressed. Neither of these barriers can be overcome with high-tech solutions. "At this juncture, we are, in fact, more concerned about systemic issues," says Wright. "We're mindful that there is a traditional stovepipe mentality that tends to occur in hierarchies. Add to this the fact that policing and the legal profession are, by nature, cautious and risk-averse, and you can appreciate the business culture that we are up against."

In fact, managing the people issues is just as important as the technology objectives themselves.

"With this initiative, what sets Canada apart from other countries who have tried this is that we have chosen to not have a central point of command-and-control," Wright explains. "Our Secretariat doesn't serve this function. Instead, it is shared by the partners."

This approach comes with its own set of challenges. "Getting all these agencies and partners to work together won't happen overnight," says Wright. "We can't just expect to link our computers together and hope that our troubles go away." Change management and fostering a climate for a sharing culture will both play a role in ensuring the success of IJI. Then there are the jurisdictional issues

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GREG WRIGHT, EXECUTIVE DIRECTOR, INTEGRATED JUSTICE INFORMATION SECRETARIAT.

that must be addressed. “There’s a paradox in the criminal justice system between interdependence and independence,” notes Wright.

The police, the courts, and the correctional system each have a job to do—each has to be undertaken without undue influence from other groups. But to do their jobs

properly, each partner must rely on other partners for reliable, accurate information. Concludes Wright: “as long as partners are sharing information, this paradox is something we will always have to manage. It’s simply a fundamental characteristic of this kind of work.”

“There’s a paradox in the criminal justice system between interdependence and independence...as long as partners are sharing information, this paradox is something we will always have to manage.”

which we collect, use, share, transport, secure and save information is by and large the same. The *nature* of the information may be different according to the department and the program but the need to manage it is not. Yet we continue to devise strategies and develop systems for running individual programs. Instead of focusing on how we’re unique, we should be focusing on how we’re the same. Because the opportunities for partnering and reuse are phenomenal.”

For Berg, taking advantage of those opportunities means taking a new look at the ways projects are overseen. While many so-called ‘departmental business process’ are in fact shared among departments, issues of governance, funding and ownership, cause them to be analyzed from a purely departmental perspective—with little if any consideration given to partner departments’ business requirements.

Speaking from the success of SSDUE, Berg notes that a much more holistic approach is required—one supported by open standards as advocated by the Government of Canada’s Federated Architecture Program. She’s happy to add that the number of interdepartmental working groups and initiatives has undeniably increased over the past few years.

“We have to keep going in this direction,” she concludes. “If we really want to become more efficient, if we want to reduce duplications of effort and eliminate redundancy, we have to look at how we each fit into the overall criminal justice process—to understand what our partners need from us, and what we can gain from working more closely with them.”

EVENTS

November 1, 2002:

PUBLIC SAFETY PORTAL LAUNCH

On November 1, 2002, federal Solicitor General Wayne Easter launched a new Web site, the Public Safety Portal, at an elementary school in Souris, P.E.I.

The Portal, at www.safecanada.ca, provides single-window access to federal government safety and security information. This Government-On-Line initiative gives Canadians access to information and services organized by subject rather than by department and/or level of government.

The site features a wide range of topics relevant to the daily lives of Canadians, such as product and consumer protection, transportation and travel safety, family and home safety, and what to do in case of emergencies.

Currently, there are 25 federal partners involved in this Government-On-Line initiative. The Portal will eventually expand to include information from provincial, territorial, municipal, and international levels of government; as well as non-government organizations.

For more information, visit the Portal Web site at:
www.safecanada.com

MARCH 10–11 2003:

STRATEGIES FOR PUBLIC SAFETY TRANSFORMATION 2003— TECHNOLOGY & COUNTER TERRORISM: PREVENTION, PROTECTION, AND PURSUIT

Strategies for Public Safety Transformation will be held in Bal Harbour, Florida, USA on March 10–11, 2003. This international conference and exposition will focus on: the sharing of law enforcement information, integrated justice information, border security, and the use of biometrics and data standards.

The targeted audience is primarily; law enforcement officials, senior policy makers, practitioners in the public safety sector as well as specialists from the technology sector. Delegates will hear what federal, provincial and state governments are doing to advance integrated justice information and discuss how the concept can improve public safety everywhere.

Key note speakers at the conference include: John Walsh (*America's Most Wanted*) and Richard Holbrook (former US Ambassador to the United Nations).

For more information, visit the conference Web site at:
www.rebootworldwide.com

Want to know more?
Visit us online at www.sgc.gc.ca
(under the link: Integrated Justice Information)