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STRENGTHENING CRIMINAL JUSTICE INFORMATION
AND STATISTICS: SOME PROPOSALS FOR ACTION

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A Paper prepared for the
Joint Meeting of Attorneys
General and Ministers
Responsible for Corrections,
June 28-29, 1977



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Joint Meeting of Attorneys
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Responsible for Corrections,
June 28-29, 1977



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EXECUTIVE SUMMARY

OF

STRENGTHENING CRIMINAL JUSTICE INFORMATION AND STATISTICS: SOME PROPOSALS FOR ACTION

Copies of the main document are
available for the information of
advisory staff, to place the contents
of this summary in deeper perspective

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STRENGTHENING CRIMINAL JUSTICE INFORMATION
AND STATISTICS: SOME PROPOSALS FOR ACTION

1. BACKGROUND

Administering criminal justice programs is a tough job. In fact, with the growing complexity of the CJS, it is getting tougher. And while demands grow for increasingly difficult decision-making (which includes the question of allocation of scarce resources), so also does the gap between the information that is needed to make those decisions and the information that is actually available. To avert an information vacuum crisis, bold initiatives are needed, and needed urgently, to strengthen criminal justice information and statistics.

Since the Ministers' Meeting in 1973, there has been increased federal-provincial dialogue on the tools - systems, information and statistics - needed to close the gap. Most recently, for example, both the Continuing Committee of Deputy Ministers Responsible for Corrections (CCDM) and the National Task Force on the Administration of Justice have addressed the question.

The needs have been comprehensively identified, as well as many solutions. Some limited action - noticeably the establishment of the Federal-Provincial Advisory Committee on Justice Information and Statistics (FPAC) - has been possible. But the governing question remains: to assign responsibility and obtain the resources to do the job. And it is this major question that the Joint Meeting of Ministers is invited to address.

2. APPROACHING THE JOINT MEETING OF MINISTERS

This Executive Summary: first identifies actions proposed to strengthen criminal justice information and statistics,

along with their benefits; continues with a proposed division of responsibility for committing the necessary resources; and concludes with specific proposals to meet the expenditures.

The objective is to achieve Ministerial support for each proposal and, accordingly, to assure both direction and substance for future federal-provincial initiatives.... Initiatives that would strengthen management information within operating ministries and, from this base, potentially upgrade national statistics as well.

3. ACTIONS PROPOSED TO STRENGTHEN CRIMINAL JUSTICE
INFORMATION AND STATISTICS

The following actions are proposed:

- (a) - To strengthen the Federal-Provincial Advisory Committee, by promoting the active involvement and support of top level administrators that is necessary if the Committee is to receive recognition within operational ministries through the sustained commitment of sufficient resources to do the job, and through use of its products:
 - by establishing that, henceforth, FPAC membership will be at the Assistant Deputy Head level or equivalent. These senior administrators could, of course, be accompanied by officers of their choosing;
 - by establishing that the FPAC report formally to the Continuing Committee of Deputy Ministers Responsible for

Corrections, with full documentation and solicitation of views going to Deputy Ministers responsible for areas of Criminal Justice who are not members of the Committee. The attached chart shows that some 60% of the ministries concerned with the various segments of criminal justice administration are represented on the CCDM. This proposal would, of course, be inapplicable in the event that an overall CJS coordinating body was established, as this would then likely be the senior committee;

- by requesting Statistics Canada to strengthen the FPAC Secretariat to enable the provision of comprehensive, consistent and timely support compatible with an upgraded level of FPAC activity;

(b) - To establish or revitalize inter-ministry Advisory Committees within each province to define needs, coordinate efforts, and to advance the priority of criminal justice information and statistics through delegates to the Federal-Provincial Consultative Council on Statistical Policy;

(c) Under the aegis of the Federal-Provincial Advisory Committee (FPAC):

- to create and maintain inventories of the Criminal Justice Information Systems that exist in Canada, and of the resources committed to Criminal Justice information and statistics. These inventories would

DIVISION OF DEPARTMENTAL RESPONSIBILITY FOR CRIMINAL JUSTICE ADMINISTRATION IN CANADA, MAY, 1977

JURISDICTION	POLICE	COURTS	CORRECTIONS	
			ADULT	JUVENILE
FEDERAL	SOLICITOR GENERAL	JUSTICE	SOLICITOR GENERAL	SOLICITOR GENERAL
BRITISH COLUMBIA	ATTORNEY GENERAL	ATTORNEY GENERAL	ATTORNEY GENERAL	HUMAN RESOURCES
ALBERTA	SOLICITOR GENERAL	ATTORNEY GENERAL	SOLICITOR GENERAL	SOCIAL SERVICES AND COMMUNITY HEALTH
SASKATCHEWAN	ATTORNEY GENERAL	ATTORNEY GENERAL	SOCIAL SERVICES	SOCIAL SERVICES
MANITOBA	ATTORNEY GENERAL	ATTORNEY GENERAL	CORRECTIVE & REHA- BILITATIVE SERVICES	CORRECTIVE & REHA- BILITATIVE SERVICES
ONTARIO	SOLICITOR GENERAL	ATTORNEY GENERAL	CORRECTIONAL SERVICES	COMMUNITY AND SOCIAL SERVICES (July 1)
QUEBEC	JUSTICE	JUSTICE	JUSTICE	SOCIAL AFFAIRS
NEW BRUNSWICK	JUSTICE	JUSTICE	JUSTICE	SOCIAL SERVICES
NOVA SCOTIA	ATTORNEY GENERAL	ATTORNEY GENERAL	ATTORNEY GENERAL	SOCIAL SERVICES
PRINCE EDWARD ISLAND	JUSTICE	JUSTICE	JUSTICE	JUSTICE
NEWFOUNDLAND	JUSTICE	JUSTICE	JUSTICE	REHABILITATION AND RECREATION
NORTHWEST TERRITORIES	COMMISSIONER/ SOLICITOR GENERAL OF CANADA	COMMISSIONER/ ATTORNEY GENERAL OF CANADA	SOCIAL DEVELOPMENT	SOCIAL DEVELOPMENT
YUKON	COMMISSIONER/ SOLICITOR GENERAL OF CANADA	LEGAL AFFAIRS/ ATTORNEY GENERAL OF CANADA	HEALTH, WELFARE AND REHABILITATION	HEALTH, WELFARE AND REHABILITATION

MEMBER OF CONTINUING COMMITTEE
OF DEPUTY MINISTERS RESPONSIBLE
FOR CORRECTIONS

cut costs through technology transfer, provide comparative data to strengthen submissions for increased funding of criminal justice information, and better enable the FPAC to match available resources to its projects;

- to review and evaluate prescripts relating to the privacy of individuals, the confidentiality of records, and the security of systems, to ensure that required standards are met in FPAC initiatives. The benefits include recognition of human rights questions at the outset and avoidance of the costly systems modifications which otherwise would be involved;
- to centrally develop model information systems that provinces could then tailor to their own needs and circumstances to provide their managers with detailed, accurate and timely information in areas of priority to them. Such an approach, utilizing technology transfer, would eliminate costly duplication of systems development effort, keep the operational ministries in the driver's seat, and also meet national reporting requirements. For example, one such model could be tailored to provide individual provinces with the management and evaluation information they identify as needing to administer the new

Young Offenders legislation. And another could provide similar information for adult offenders, responding to a priority need evident in recent CCDM discussions;

- to create a technical task force to undertake each of the above activities, with total membership drawn from all provinces and territories, as well from the federal level, and with activities scheduled, coordinated and directed through an integrated FPAC technical level workplan;
- to hold annual Technical Workshops, to exchange technology and thereby cut costs.

4. A PROPOSED DIVISION OF RESPONSIBILITY FOR RESOURCE COMMITMENT

It is proposed:

- (a) That the division of responsibility between levels of government for the commitment of resources to support activity relating to criminal justice information and statistics be the same as the division for the activities themselves.

The latter division was generally agreed to in 1975. Essentially, it involves local justice authorities developing administrative information, the provinces aggregating the data, and the federal government developing national information needs (including the furnishing of technical and support facilities to the provinces);

- (b) That each federal, provincial and territorial jurisdiction participating in activities of the FPAC commit resources to support these activities.

5. MEETING THE COST OF THE ACTIONS PROPOSED

- (a) The Ministry of the Solicitor General is prepared to commit resources to support the collaborative federal-provincial initiatives proposed above. Such action is compatible with both the Ministry's role of promoting cooperation and communication within the Criminal Justice System and the federal role of furnishing technical support to the provinces in the development of criminal justice information and statistics.

These resources, then, would be employed in supporting the activities of the FPAC and, by definition, it follows that their actual disbursement would be contingent upon provincial and territorial participation in these activities. It is not the Ministry's intention to directly finance implementation of specific information systems in any particular province or territory but, rather, to commit its resources where they can be of greatest benefit to all;

- (b) Correspondingly, it is proposed that each operating ministry commit the additional resources necessary to enable the FPAC and its Task Forces to undertake the activities summarized above, and commit the resources internally to apply the products of FPAC activities, consistent with local priorities.

6. STEPS TOWARD IMPLEMENTING THE ACTION

It is proposed that the Joint Meeting of Ministers establish a consensus on the above proposals and that - following completion of preparatory groundwork - the upgraded and revitalized FPAC meet to develop a workplan to undertake the agreed-upon actions towards strengthening Criminal Justice Information and Statistics in Canada.



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AND STATISTICS: SOME PROPOSALS FOR ACTION

AN EXECUTIVE SUMMARY OF
THIS PAPER IS AVAILABLE

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Responsible for Corrections,
June 28-29, 1977

"One condition appearing consistently in clearly successful systems was that someone, or some group, fairly high in administration, was deeply committed to seeing the system succeed - a person or group with the ability to expend the funds, time and staff to make the system work."

- "Juvenile Justice Information Systems: A National Assessment", 1976.

U.S. National Council of
Juvenile Court Judges

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STRENGTHENING CRIMINAL JUSTICE INFORMATION
AND STATISTICS: SOME PROPOSALS FOR ACTION

SECTION A

INTRODUCTION

Administering criminal justice programs can be a tough job. In fact, there are indications it is getting even tougher. Budgets are not keeping up with costs. Values and priorities are shifting and new issues are coming to the fore. Old programs are being attacked and discarded; new programs often do not seem to work.

Each day, the Criminal Justice Administrator faces progressively more difficult decisions. The gap has widened between what administrators and planners need to know to make a sound decision and what information is actually available to make that decision.

Since 1973, the years have witnessed increasing federal-provincial dialogue on the tools - systems, information and statistics - required to close the gap. Most recently, for example, the Continuing Committee of Deputy Ministers Responsible for Corrections, and the National Task Force on the Administration of Justice have both addressed the question.

The discussions have built a broad consensus on needs, and the principles that should apply in meeting them. Significant progress has been made in identifying appropriate solutions and, in some areas, concrete action has been possible. However, the governing question remains: to obtain the funds to do the job.

The Joint Meeting of Ministers is an appropriate occasion to bring it all together - to affirm the needs and governing principles, to identify the priorities and to fund the solutions.

It is to this end that the present paper is written. At the outset, it draws together and categorizes, in a logical sequence, the already-identified needs. It sets out the principles and, consistent with these and the needs, makes concrete proposals for action. It then concludes with further proposals to meet the costs involved.

It might be noted that while the paper's progression through Needs, Principles, Proposed Actions and Resources enables a systematic approach to the issues, in a few instances it also necessitates some repetition.

Finally, a word on definitions. To reduce the need for repetition, two terms have special meaning when used in this paper:

- "Ministry" means the various federal, provincial and territorial ministries and departments that operate criminal justice programs, research and development complements;
- "Jurisdiction" means a federal, provincial or territorial government, each comprised of "ministries", as defined above, among others.

SECTION B

AN INVENTORY OF NEEDS

This section provides a distillation of needs that have been identified in recent years in federal-provincial discussions relating to the strengthening of criminal justice information and statistics.

The sources of the needs that are drawn together include the following:

- 1973 - Meeting of Ministers Responsible for Corrections;
- 1974 - Federal-Provincial Conference on Criminal Information and Statistics;
- 1975 - Formal Federal and Provincial responses to "Resolution 14" concerning the division of responsibility for federal-provincial statistical activities;
- 1977 - Technical Workshop on Correctional Information Systems;
 - Justice Medium Term Plan, by Statistics Canada;
 - Report of the National Task Force on the Administration of Justice;
 - Meeting of the Continuing Committee of Deputy Ministers Responsible for Corrections;
 - Meeting of Attorneys General on the National Task Force on the Administration of Justice.

A further, and most significant, source is business conducted by the Federal-Provincial Advisory Committee on Justice Information and Statistics at its meetings in 1974, 1975 and 1976, as well as by its Task Forces.

While diverse, each of these sources has said essentially the same things: there are needs for strengthened management information within operational ministries, improved national statistics, upgraded coordination of effort, established divisions of responsibility, and so forth. Moreover, there is a strong consensus evident on how these needs should be met.

To provide a single point of departure for the balance of the paper, this section draws the wide-ranging needs together, categorizes them, and attempts to place them in some degree of logical order:

1. MINISTRY INFORMATION AND STATISTICS

- There is a need for ministries responsible for the administration of justice to jointly identify and prioritize the PURPOSES for which there is a requirement for the collection, processing and reporting and/or continuing application of data.

These purposes may be operational, managerial, evaluational, developmental or research in orientation. They may involve the use of data relative to: justice policy and legislation; resources, costs and caseloads in operational justice programs; payroll, personnel, finance, budgets, and so forth;

- There is a need for ministries to define precisely what DATA are to be gathered, according to the purposes identified, and their priorities;

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- There is a need for ministries to define precisely what DATA are to be gathered, according to the purposes identified, and their priorities;

- There is a need for the ministries to prescribe data STANDARDS (e.g. scope in time and space, depth of detail, compatability, uniformity, adaptability, accuracy and currency), according to their purpose;
- There is a need for ministries to determine the most appropriate SOURCES of the data, according to the prescribed data standards and the purpose in collecting the data.

The sources may be intra- or inter-ministry, national, international, or some combination;

- There is a need for the ministries to conduct continuing EVALUATION of the usefulness of the data collected, in the light of costs and changing circumstances in both its generation and application, and to determine what modifications are necessary;
- There is a need for ministries responsible for the administration of justice to establish, maintain, and modify SYSTEMS to generate data meeting the prescribed standards, from the appropriate sources. The systems may be manual or automated;
- There is a need to involve certain PERSONS in the development of each system: the people who are going to use it, to ensure it will be used; the people who are developing similar systems elsewhere, to reduce duplication of effort, cut costs, and promote standardization; and, where the purposes include national statistics, Statistics Canada.

2. NATIONAL STATISTICS

- There is a need to more clearly define the content and objectives of "national statistics" as the term relates to the MANDATE of Statistics Canada, and for the bureau: to identify and prioritize the purposes for which national statistics are required; to define the data required; to prescribe necessary standards; and to determine most appropriate sources;
- There is a need to base PLANNING for national statistics on the understanding that operational ministries are responsible for the development of their own management information systems, each tailored to meet specific local requirements while, at the same time, reporting data for national statistics;
- There is a need, where the purpose of national statistics is to meet the NEEDS TO USERS WITHIN THE CRIMINAL JUSTICE COMMUNITY, for Statistics Canada to increase its consultation with the users, both individually and collectively, in order to determine systematically the community's planned uses, priorities and related costs, as well as to justify the priorities eventually set by the bureau in its justice statistics program.

Included here is consultation on Statistics Canada's Justice Medium Term Plan. And the community's needs would, for example, likely include the need to compare caseloads, resources and expenditures on a national basis;

- There is a need for Statistics Canada to advise operating agencies in cases where such agencies are the most appropriate data source for national statistics,

but where the purpose is to meet NEEDS OTHER THAN THOSE OF THE CRIMINAL JUSTICE COMMUNITY, and for the parties involved to establish agreement governing data availability and standards, and the commitment of resources.

Included here are national statistics required by the following users: government (legislative, judicial and administrative branches) outside the criminal justice community; the academic community; the public; and the international community;

- There is a need for Statistics Canada, in collaboration with users, to conduct continuing and systematic EVALUATION of the usefulness of its national criminal justice statistics, in the light of cost and changing circumstances, in both their generation and application, and to determine what modifications are necessary;
- There is a need to develop and implement a JOINT PLAN for gathering the required information and statistics, processing data and publishing reports using the resources of both the operational ministries and Statistics Canada;
- There is a need to increase MANAGEMENT OF, AND LINKAGES BETWEEN, DATA BASES held by the operating ministries and Statistics Canada (the linkages to be compatible with expressed needs for preserving individual privacy and the confidentiality of information), to enable the exchange of clean micro-data, to build historical files and, in general, to maximize their overall cost-effectiveness;

- There is a need for jurisdictions and Statistics Canada to increase the rationalization of their respective RESOURCE COMMITMENTS to the collection, processing and reporting of criminal justice information and statistics.

Wherever possible, this should be in the light of resource commitment in other areas of responsibility, particularly where these relate to information and statistics.

3. COORDINATION OF EFFORT

- Generally, there is a need to increase the scope and frequency of DISCUSSION to identify common problems and mutual needs in the development of compatible justice information systems, and to implement mechanisms for their solution. This increased level of discussion is required between operating ministries within a jurisdiction as well as between jurisdictions;
- There is therefore a need for each jurisdiction as earlier agreed to expedite the formation of its inter-ministry ADVISORY GROUP to discuss and attempt to define its particular needs and coordinate effort regarding statistical and information systems, as well as to define available resources to do the work;
- There is a related need for Advisory Groups to establish and maintain coordination with the OFFICIAL STATISTICAL SPOKESMAN for their respective jurisdictions, to further the interests of justice information and statistics in the broader statistical framework.

Central statistical spokesmen are often located in central statistical agencies, or in economic departments, and will likely be members of the Federal/Provincial Consultative Council on Statistical Policy;

- There is a need for Advisory Groups to increasingly coordinate contributions from their respective jurisdictions to inter-jurisdiction discussion at the FEDERAL/PROVINCIAL ADVISORY COMMITTEE ON JUSTICE INFORMATION AND STATISTICS (FPAC);

- There is a need to identify a REPRESENTATIVE AND SENIOR BODY to which the FPAC can report, to enable the FPAC to secure the necessary resources, to provide authority for its activities and, upon agreement, implementation of its recommendations;
- There is a need for all jurisdictions to declare their support for the objectives of the FPAC and to strengthen their participation in its activities. Strengthening is needed through the active INVOLVEMENT AND SUPPORT of top level administrators, commitment of personnel to staff Task Forces and to otherwise involve themselves meaningfully, and upgrading attendance at meetings. In addition, there is a need for greater visibility within ministries for, and application of, the work of the FPAC;
- There is a need for jurisdictions to allocate FUNDS to support a higher level of involvement by their representatives in the work of the FPAC, as well as to fund special studies and contracts that the Committee enters into;
- There is a need for the FPAC SECRETARIAT to be strengthened to provide the comprehensive, consistent and timely support compatible with an upgraded level of FPAC activity;
- There is a need to coordinate FPAC activity with PARALLEL ACTIVITY elsewhere, e.g. the National Task Force, regarding Information Exchange, especially concerning principles developed and recommendations made;

- There is a need for the FPAC to develop an overall WORKPLAN - including schedules, target dates and specific, agreed-upon priorities and objectives - to strengthen continuity and increase the coordination of effort between jurisdictions;
- There is a need for the present FPAC emphasis on COORDINATION AND LINKAGE to be strengthened, and for cooperative efforts towards standardization to be increased.

The need for increased STANDARDIZATION flows, especially, from the increasing information demands created by inter-jurisdiction partnership programs (e.g. female offenders, violent offenders); the need to cut costs by avoiding duplication of effort; the need for uniform interpretation in both national-level aggregations and cross-system comparisons; the need to permit data use for other than the original need; and to enable more effective use of EDP technology;

- There is a need to expedite initiatives to create and maintain a series of uniform DATA ELEMENT DEFINITIONS, each data element so defined as to allow each jurisdiction to tailor its systems to its own needs while providing uniformity for all jurisdictions;
- There is a need to develop - compatible with prevailing standards for the maintenance of the individual privacy - UNIQUE PERSONAL IDENTIFIERS to enable the linkage of individual records. Such linkages should be between: police - court - corrections within a particular jurisdiction; justice systems in different jurisdictions; and social systems within and between several jurisdictions. There is a related need for regular and reciprocal exchange of offender profiles from one jurisdiction to another;

- There is a need to monitor and disseminate details of unfolding trends in the protection of the individual's PRIVACY, maintenance of CONFIDENTIALITY or records, and upgrading of physical system SECURITY and, for economic reasons among others, to build these into systems from the start;
- There is a need to increase communication between operating ministries on the status of existing, developing and planned systems, to promote TECHNOLOGY TRANSFER and, through it, standardization of systems and components. It is important that this be done before the systems get too large;
- There is a need to create and maintain a Canadian justice information systems INVENTORY detailing the systems and their characteristics, as well as their products;
- There is a need for operating ministries and Statistics Canada to collaboratively construct and maintain a RECORD OF EXPENDITURES in the area of criminal justice information and statistics, to serve as a base for collective planning.

This is especially needed in order to examine the cost of collecting data as compared to the cost of its processing and dissemination.

4. DIVISION OF RESPONSIBILITY

- There is a need to give practical effect to the general IN-PRINCIPLE AGREEMENT by federal and provincial Ministers responsible for the administration of justice concerning the division of responsibility between levels of government for information and statistical activity.

This agreement, relating to a resolution of the Federal-Provincial Advisory Committee ("Resolution 14"), provides for the following division of responsibility:

<u>LEVEL OF GOVERNMENT</u>	<u>RESPONSIBILITY</u>
LOCAL AUTHORITIES RESPONSIBLE FOR THE ADMINISTRATION OF JUSTICE	- DEVELOPMENT OF ADMINISTRATIVE INFORMATION AND LINKAGES FOR THEIR OWN NEEDS
PROVINCIAL (THROUGH AN AGENCY/AGENCIES TO BE DETERMINED WITHIN EACH PROVINCE)	- AGGREGATION OF DATA - STRUCTURING AND PLANNING OF MANAGEMENT DATA
FEDERAL	- DEVELOPMENT OF NATIONAL INFORMATION NEEDS

STATISTICS CANADA:

- compilation and publication of annual reports
- clearing-house for shorter-term national information requests

IN CONSULTATION WITH THE PROVINCES:

- setting standards for data aggregation and quality control
- technical and support facilities for provincial level aggregation

5. MODELS

- There is a need to recognize that, by definition, no MODEL SYSTEM could be designed or implemented that would meet all the requirements for management information and statistics in all the jurisdictions;
- There is, however, a need to develop broad, general purpose model system FRAMEWORKS, each to provide a basic foundation upon which a jurisdiction can build a manual or automated system tailored to its own specific needs, while providing uniformity across all jurisdictions.

Based on proven results in the United States (such as OBSCIS) these model frameworks would have two basic components: a package of applications (each a function in which data is collected, processed and reported), from which a jurisdiction can select what it wants; and a structured data base consisting of uniform data element definitions, defined at a number of levels to allow the necessary flexibility;

- There is a need, generally, for TECHNOLOGY TRANSFER to review the technical "state of the art", to compare systems and discuss approaches to resolving technical problems.

6. YOUNG OFFENDERS

- There is a need to determine how the federal Ministry of the Solicitor General can best ASSIST THE PROVINCES in preparing for implementation of the Young Offenders legislation by means of developing an information system.

This need is pursuant to the approval in principle of the Solicitor General of Canada that such assistance through this means, among others, shall be undertaken;

- There is a need to obtain the agreement of NON-JUSTICE MINISTRIES to provide justice-related information and statistics.

SECTION C

PRINCIPLES TO GUIDE ACTION

This section contains a set of principles drawn largely from the federal-provincial needs detailed in the previous section. Some of the principles are already agreed-upon, others are compatible.

The objective is to enhance the appropriateness of the proposals for action that follow in the next section. Each proposal is consistent with the principles and, therefore, with points of view that are already largely shared.

The principles:

- (1) That the division of responsibility between levels of government for activity relating to criminal justice information and statistics is:
 - (a) Local authorities responsible for the administration of justice are responsible for the development of administrative information and linkages for their own needs;
 - (b) Provinces and territories, through an agency/agencies to be determined within each province or territory, are responsible for the aggregation of data, and the structuring and planning of management data;
 - (c) The federal government is responsible for the development of national information needs. In consultation with

the provinces, it should be engaged in setting standards for data aggregation, quality control, and furnishing technical and support facilities for provincial level aggregation.

In particular, Statistics Canada is responsible for the compilation and publication of annual reports, while acting as a clearing house for shorter-term national information requests.

(Per the Resolution generally agreed-upon in principle by federal and provincial departments responsible for the administration of justice, in 1975).

- (2) That the division of responsibility between levels of government for the commitment of resources to support activity relating to criminal justice information and statistics is the same as for the activities themselves;
- (3) That the Federal-Provincial Advisory Committee on Justice Information and Statistics is the focal point for coordination of effort between levels of government in activity relating to Criminal Justice Information and Statistics;
- (4) That each jurisdiction participating in activities of the Federal-Provincial Advisory Committee will commit resources to support those activities;

- (5) That the Federal-Provincial Advisory Committee will concentrate its attention on the question of developing and standardizing operational management information systems, as well as continuing to consider the development of national statistics.

(From Proceedings of the Meeting of the Continuing Committee of Deputy Ministers Responsible for Corrections, held in March, 1977).

SECTION D
PROPOSALS FOR ACTION

This section contains a set of proposals for action. Each is designed to meet needs listed in Section B, employing means compatible with the principles set forth in Section C.

Each proposal, then, has its roots in general federal-provincial consensus on where the criminal justice information and statistics community needs to go, and the general direction. The present section proposes the appropriate vehicles. And the next addresses the essential question of resources.

The proposals are as follows:

(1) ADULT OFFENDER CORRECTIONAL INFORMATION SYSTEM
TECHNICAL TASK FORCE

- (a) Proposal: That the Federal-Provincial Advisory Committee on Justice Information and Statistics (FPAC) establish an Adult Offender Correctional Information System Task Force.

This task force would develop tools for organizing and managing offender information essential for Canadian ministries responsible for adult correctional programs. Its focus, therefore, would be to meet a need high in the priorities of the Continuing Committee of Deputy Ministers Responsible for Corrections;

- (b) Proposal: That the Task Force determine the feasibility of adapting for Canadian use the OBSCIS model developed in the United States.

The OBSCIS (Offender Based State Correctional Information System) model would provide operating ministries with a tool that enables each to create, organize and manage information on offenders according to its own special needs and circumstances, through either manual or automated systems. And at the same time, the tool provides uniformity across all jurisdictions for comparison and national reporting purposes.

OBSCIS is a United States' wide project of SEARCH Group Incorporated, a consortium of 50 states, which is funded by grants from the U.S. Law Enforcement Assistance Administration.

If such feasibility is assumed, the Task Force's objective would then be to make the OBSCIS model available to all interested operating ministries in Canada, thus eliminating costly duplication of effort and, at the same time, benefitting from the experience gained in the model's usage in some 23 States comprising half the United States' population.

There are three basic components to the OBSCIS model: Application Modules; Data Dictionary; and Implementation plan. The details:

1. Application Modules

(Each a function within Corrections that involves the collecting, processing and reporting of information).

Each operating Ministry could choose from among 20 applications available according to its management priorities:

ADMISSION

1. Establish Offender Record
 - basic information on the offender
2. Admission Reporting
 - periodic administrative summaries of admission activity
3. Cross Index Retrieval
 - master record is related to files maintained throughout the criminal justice system

ASSESSMENT

4. Offender Profile
 - combines admitting and assessment data
5. Diagnostic Problem Reporting
 - significant items affecting assignment
6. Test Scoring
 - automated scoring of clinical tests
7. Test Scheduling
 - additional test scheduling

INSTITUTIONS

8. Program Reporting

- information on assignment, progress and termination of program participation for offenders

9. Disciplinary Incident Reporting

- information on disciplinary infractions

PAROLE

10. Parole Status Reporting

- information on status of individual parolees, including violations

11. Parole Case Load Analysis

- information on case loads of parole offices and officers

MOVEMENT STATUS

12. Offender Tracking

- updates record on changes in the status and location of offenders

13. Population Movement Reporting

- periodic reports on movement of offenders between institutions and between status categories

LEGAL STATUS

14. Parole/Discharge Eligibility Date Calculation

- computes dates on which individual offenders are eligible for parole or discharge

15. Legal Status Reporting

- listings of offenders meeting certain criteria

MANAGEMENT AND RESEARCH

16. Population Statistical Reporting and Trend Analysis

- statistics on offender population status and location, and trends

17. Population Prediction

- projections on any trends bearing on requirements for handling and treating offenders

18. Program Evaluation

- framework for measuring extent of change realized through correctional programs (including recidivism)

19. Research and Inquiry

- special reports for specific needs

20. NATIONAL REPORTING

- information required for national-level reporting

The basic OBSCIS package, usually consists of three Application Areas: Admissions, Movement Status and National Reporting. Operating Ministries could add others according to their local priorities.

2. Data Dictionary

This defines the data elements required for comprehensive offender records in such a way as to allow each Ministry to tailor its systems to its own needs while providing uniformity for all jurisdictions. It does this by defining data elements at three levels: Core, to meet national reporting requirements, among others; Recommended and Optional, according to local ministry requirements. And, of course, a Ministry could have any other data elements on its data base as required.

3. Implementation Plan

This is a step-by-step plan that advises the operating ministry on earlier tested approaches to implementing OBSCIS, constructed in such a way as to ensure that the local corrections administrator maintains full control of the development and implementation of the OBSCIS system in his ministry.

While it would be the Task Force's job to organize itself and establish a workplan, the following initial needs, among others, could likely be considered:

- liaison with the Coordinator of the OBSCIS Project for SEARCH Group Incorporated;
- liaison with OBSCIS projects in the various states that proxy provinces participating in the project;
- a Co-ordinator to act as an advisor to operating ministries on their use of their model;

- Task Force membership comprised of the Co-ordinator, a Statistics Canada representative, and representatives from each operating ministry involved in the project;
- Determination of modification of the OBSCIS package necessary to meet Canadian needs;
- Taking on the duties of the present Data Element Dictionary Task Force, which would cease to exist;
- Contracting a consultant to undertake the detailed work of any modifications seen necessary;
- Establishment of Planning Teams in each of the operational ministries participating in the project to establish the extent of any changes needed to existing systems, to decide on priorities between the 20 different applications, and to plan for the implementation of the ministries own OBSCIS-based system.

(2) YOUNG OFFENDER INFORMATION SYSTEM (YOIS) TECHNICAL TASK FORCE

- (a) Proposal: That the FPAC establish a Young Offender Information System (YOIS) Task Force.

This task force would develop tools for organizing and managing information essential to provincial ministries responsible for administering the new Young Offender's legislation.

It would, accordingly, give collaborative effect to the in-principle approval of the Solicitor General of Canada that his Department should through a number of means, of which an information system is one, assist the provinces to prepare for implementation of the Young Offender's legislation;

- (b) Proposal: That the Task Force determine the feasibility of developing a model of a system that could be tailored by each province to meet its own needs and circumstances while, at the same time, providing uniformity across all jurisdictions for evaluation and national reporting purposes.

Envisaged here, therefore, is the same type of tool as proposed above for the Adult Offender Information Task Force to develop.

However, while the approach is the same, the scope of the YOIS model, as envisaged, would be appreciably larger. It is anticipated that it would report upon:

- involvement by Young Offenders with police, prosecutors, courts, post-dispositional community supervision (including probation), and both open and secure correctional settings. Accordingly, there would seem to be three sub-components to the model: Police, Courts and Corrections.

It is anticipated that the YOIS package would offer the same three basic tools to its users as OBSCIS does, as discussed above: A set of applications to choose from according to local priorities, including national level reporting; a data dictionary; and a guide to implementation;

- pre-dispositional diversion, especially where community solutions to juvenile problems are mobilized (but not tracking juveniles beyond the point at which they exit from the formal justice process);
- such aspects of disposition review mechanisms as the number of reviews, reasons for review, the disposition reviewed and the outcome, time spent under various dispositions, and so forth;
- the use of legal assistance and the provision of legal aid services.

It is anticipated that among points considered by the Task Force would be the following:

- collaborative activity with the proposed Privacy and Linkages Technical Task Force;
- the interface between YOIS and existing systems that report Juvenile Delinquency data;
- the interface between YOIS and special surveys required as interim measures to provide data while YOIS is being established, as well as to fill statistical gaps later in areas where serial data would be cost-ineffective or otherwise inappropriate;

- a Coordinator to advise operating ministries on their use of the YOIS model;
- the task force membership, likely comprised of the Coordinator, a Statistics Canada representative, and representatives from each operating ministry involved in the project;
- contracting a consultant to undertake the detailed work;
- establishing a Planning Team in each of the participating operational ministries, as well as a mechanism at the provincial level to coordinate between the Police, Courts and Corrections sub-components of the model.

(3) INVENTORIES TECHNICAL TASK FORCE

Proposal: That the FPAC establish an Inventories Technical Task Force.

This Task Force would create and maintain two inventories:

- Inventory of Canadian Criminal Justice Information and Statistical Systems

A basic technology transfer reference tool, this inventory would also present the factual foundation for any initiatives to upgrade uniformity and compatibility between systems to increase their overall cost-effectiveness.

Each System Description might include: name and jurisdiction; type of criminal justice activity; population served; present status; projected cost (planning, designing and implementing) as well as operating cost for computer time and maintenance; sources of funding; planned additions; software, hardware and environment; interfaces; narrative description; and contact personnel.

- Inventory of Expenditures in Canadian Criminal Justice Information and Statistics

This uniform and continuing record of manpower and money expended by operational ministries, and Statistics Canada, on Criminal Justice Information and Statistics would:

- provide a factual base for each contributor to compare their resource commitment for criminal justice information and statistics in two ways. The first way would be to

compare their commitment against that for information and statistics in other subject matter areas within their own jurisdiction. The second would be to compare their commitment against that for criminal justice information and statistics in other jurisdictions. Both standards of comparison would offer potential for factually strengthening submissions to Treasury Boards, and their equivalents, for increased resources to strengthen Criminal Justice Information and Statistics;

- strengthen the capability of operating ministries and Statistics Canada to evaluate the cost of both management information and national statistics against their respective benefits. Within this, the cost of collecting data could be compared against the cost of its processing and dissemination;
- provide a basic tool for the upgraded FPAC proposed in later pages to match available resources to initiatives in the agreed-upon and systematically-derived workplan that is also proposed.

(4) PRIVACY AND LINKAGES TECHNICAL TASK FORCE

Proposal: That the FPAC establish a Privacy and Linkages Technical Task Force.

This task force would review and evaluate existing and proposed prescripts at all levels of government governing such aspects as the access, dissemination, use and accuracy of information identifiable to the individual. This would ensure that required standards to protect the privacy of individuals, the confidentiality of records, and the security of systems would be initially identified and fully reflected in FPAC initiatives: especially those relating to the use of unique personal identifiers and data linkages.

This task force force would replace the Identifiers and Juvenile Privacy Task Forces;

(5) DATA GENERATION TECHNICAL TASK FORCE

Proposal: That the FPAC expand the role of the Data Generation Technical Task Force.

This task force's review and evaluation of existing Statistics Canada series makes it, upon revitalization, an appropriate location for coordinating FPAC input into the forthcoming annual reviews of the Justice Medium Term Plan.

(6) TECHNICAL TASK FORCE MEMBERSHIP

(a) Proposal: That membership of each task force approximate the following:

- * Adult Correctional Information System Task Force
- * Young Offenders Information System Task Force

- each operating ministry that is participating in the development or use of the model system frameworks involved, plus the federal Solicitor General and Statistics Canada

- * Inventories Task Force
- * Privacy and Linkages Task Force
- * Data Generation Task Force

- a total of about six members on each task force: Statistics Canada - 1; other federal - 1; and four from the provinces and territories. This would involve a total of twelve nominations from the twelve provinces and territories, or about one each.

(b) Proposal: That membership, wherever possible, be drawn from personnel offering specific professional and/or technical expertise in the subject involved.

This would, in most cases, be distinct from FPAC membership, where the proposed emphasis is representation by senior management.

(7) ANNUAL TECHNICAL WORKSHOPS

Proposal: That the FPAC sponsor the holding of annual Technical Workshops.

Technology transfer would be their principal objective: to draw together the work of the Technical Task Forces; to provide enrichment from outside the Canadian Criminal Justice System; and to arrange relevant on-site system reviews.

Each year, there might be a particular theme, with an operating ministry that has special interest or capabilities in the area offering to plan and to host the event;

(8) FEDERAL PROVINCIAL ADVISORY COMMITTEE

(a) Proposal: That FPAC membership be at the Assistant Deputy Head level or equivalent.

This would promote the active involvement and support of top level administrators that has been recognized as a pre-requisite to any effective operating ministry commitment to FPAC objectives, the strengthening of participation in Task Forces, and the greater visibility within ministries for both the work and products of the FPAC. These senior administrators could, of course, be accompanied by any officers of his/her choosing.

- (b) Proposal: That the FPAC report formally to the Continuing Committee of Deputy Ministers Responsible for Corrections (CCDM), with full documentation and solicitation of views going to Deputy Heads Responsible for Criminal Justice who are not on the Committee.

Such a relationship would better enable the FPAC to secure necessary resources, would provide authority for FPAC activities and, upon agreement, implementation of its recommendations. And it would be compatible with FPAC membership at the Assistant Deputy level.

The attached chart shows that some 60% of the ministries concerned with the various segments of criminal justice administration are represented on the CCDM.

This proposal would, of course, be inapplicable in the event that an overall CJS coordinating body was established, as this would then likely be the senior committee;

- (c) Proposal: That the FPAC Secretariat be strengthened to provide comprehensive, consistent and timely support compatible with an upgraded level of FPAC activity.

Three basic Secretariat functions are envisaged: the organization of meetings; the creation and maintenance of a standardized system for document creation, categorization, dissemination, coordination and control; and periodical publication of a Newsletter, to include progress reports, technological developments, personnel changes, parallel activity, and the like. A full-time Secretary would likely become necessary.

TABLE 1: DIVISION OF DEPARTMENTAL RESPONSIBILITY FOR CRIMINAL JUSTICE ADMINISTRATION IN CANADA, MAY, 1977

JURISDICTION	POLICE	COURTS	CORRECTIONS	
			ADULT	JUVENILE
FEDERAL	SOLICITOR GENERAL	JUSTICE	SOLICITOR GENERAL	SOLICITOR GENERAL
BRITISH COLUMBIA	ATTORNEY GENERAL	ATTORNEY GENERAL	ATTORNEY GENERAL	HUMAN RESOURCES
ALBERTA	SOLICITOR GENERAL	ATTORNEY GENERAL	SOLICITOR GENERAL	SOCIAL SERVICES AND COMMUNITY HEALTH
SASKATCHEWAN	ATTORNEY GENERAL	ATTORNEY GENERAL	SOCIAL SERVICES	SOCIAL SERVICES
MANITOBA	ATTORNEY GENERAL	ATTORNEY GENERAL	CORRECTIVE & REHABILITATIVE SERVICES	CORRECTIVE & REHABILITATIVE SERVICES
ONTARIO	SOLICITOR GENERAL	ATTORNEY GENERAL	COMMUNICATIONAL SERVICES	COMMUNITY AND SOCIAL SERVICES (July 1)
QUEBEC	JUSTICE	JUSTICE	JUSTICE	SOCIAL AFFAIRS
NEW BRUNSWICK	JUSTICE	JUSTICE	JUSTICE	SOCIAL SERVICES
NOVA SCOTIA	ATTORNEY GENERAL	ATTORNEY GENERAL	ATTORNEY GENERAL	SOCIAL SERVICES
PRINCE EDWARD ISLAND	JUSTICE	JUSTICE	JUSTICE	JUSTICE
NEWFOUNDLAND	JUSTICE	JUSTICE	JUSTICE	REHABILITATION AND RECREATION
NORTHWEST TERRITORIES	COMMISSIONER/ SOLICITOR GENERAL OF CANADA	COMMISSIONER/ ATTORNEY GENERAL OF CANADA	SOCIAL DEVELOPMENT	SOCIAL DEVELOPMENT
YUKON	COMMISSIONER/ SOLICITOR GENERAL OF CANADA	LEGAL AFFAIRS/ ATTORNEY GENERAL OF CANADA	HEALTH, WELFARE AND REHABILITATION	HEALTH, WELFARE AND REHABILITATION

MEMBER OF CONTINUING COMMITTEE OF DEPUTY
MINISTERS RESPONSIBLE FOR CORRECTIONS

- (d) Proposal: That the FPAC develop and manage an integrated technical level workplan.

Such a workplan would: mesh the various Technical Task Force activities together; avoid duplication of effort; better enable the realization of shared and tangible objectives; match time-frames with resources in inventory and with priorities; and accommodate meaningful evaluation. It would strengthen continuity of FPAC effort and increase the coordination of effort between jurisdictions.

(9) PROVINCIAL AND TERRITORIAL ADVISORY COMMITTEES

- (a) Proposal: That the earlier agreed-upon inter-ministry Advisory Committees in each province be established or revitalized to define needs and coordinate efforts to meet them.

In each jurisdiction, the Advisory Committee would therefore promote within each of the operating agencies identification of the following: Purposes for which data is needed; What data is needed; Required data standards (e.g. scope in time and space, depth of detail, compatibility, uniformity, adaptability, accuracy and currency); Appropriate sources; Procedures to conduct continuing evaluation of the data's cost-effectiveness; Required systems; and parties to be contacted in the system's development process.

- (b) Proposal: That Advisory Groups establish and maintain coordination with the Official Statistical Spokesman for their respective jurisdictions.

Central statistical spokesmen are often located in central statistical agencies, or in economic departments, and will likely be members of the Federal-Provincial Consultative Council. Contact with them affords an opportunity to advance the interests of justice information and statistics in a broader statistical framework.

(10) STATISTICS CANADA*

- (a) Proposal: That, within the Medium Term Plan framework, Statistics Canada define the content and objectives of "national statistics" as the term relates to the bureau's mandate.

There is a need to base planning for national statistics on the understanding that operational ministries are responsible for the development of their own management information systems, each meeting specific and perhaps unique local requirements, while, at the same time, uniformly reporting data for national statistics.

(*) It should be noted that the thrust of this paper is to promote initiatives by CJS operating ministries to strengthen management information. The relative lack of emphasis on national statistical needs is in part a result of this concentration, and in part a recognition of the fact that Statistics Canada's Medium Term Plan exercise is the appropriate forum for the identification of these needs.

- (b) Proposal: That Statistics Canada conduct continuing and systematic evaluation of its national criminal justice statistics.

This evaluative research would be in collaboration with users, with the Data Generation Technical Task Force assuming a central position in the process. The exercise would be to determine the use of the available data in the light of cost and changing circumstances, in both their generation and application, and to also assess that modifications are necessary.

SECTION E

PROPOSALS TO MEET THE EXPENDITURES

This section contains a set of proposals to meet the expenditures to be incurred in undertaking the action proposed in Section D, and utilizing funding sources compatible with the principles set forth in Section C.

It flows from Principles (1) and (2) in Section C that:

- local authorities responsible for the administration of justice are responsible for committing the resources necessary for the development of administration information and linkages for their own needs.

Such local authorities would include the operating ministries - federal, provincial, and territorial - that have been referred to throughout this paper, as was defined at its outset;

- provinces and territories, through an agency/agencies to be determined within each province or territory, are responsible for committing the resources necessary for the aggregation of data, and the structuring and planning of management data;
- the federal government is responsible for committing the resources necessary for the development of national information needs. It would, therefore, be responsible for committing funds necessary for, in consultation with the provinces, setting standards for data aggregation, quality control, and furnishing technical and support facilities for provincial level aggregation. And Statistics Canada would be responsible for funding its national statistical activities.

It remains, then, to apply the foregoing division of responsibility for resource commitment to each of the proposals for action contained in Section D. The specifics, in the light of best available information, are detailed in Table 2.

This table concludes that, given the federal support indicated therein, operating ministries could each meet their resource-commitment responsibilities through use of existing staff augmented by their commitment of funds in the same order of magnitude as funds committed for proxy systems developed in the United States. Such OBSCIS systems are identified in Annex 1 and systems proxying YOIS requirements are presently being identified.

For its part, this Ministry is prepared to commit manpower and funds to support the collaborative federal-provincial initiatives proposed above. Such action is compatible with both the Ministry's role of promoting cooperation and communication within the Criminal Justice System and the federal role of furnishing technical support to the provinces in the development of criminal justice information and statistics.

These resources, then, would be employed in supporting the activities of the FPAC and, by definition, it follows that their actual disbursement would be contingent upon provincial and territorial participation in these initiatives. It is not the Ministry's intention to finance directly implementation of specific information systems in any particular province or territory but, rather, to commit its resources where they can be of greatest benefit to all.

Each of the initiatives - and particularly the two proposed model information systems - would result in a considerable saving of resources by operating ministries through the subsidization of planning and development, and the consequent elimination of any need for duplication of effort.

TABLE 2

PROPOSED RESOURCE COMMITMENT RELATED TO IMPLEMENTATION OF PROPOSALS

PROPOSAL		OPERATING MINISTRIES	FEDERAL SOLICITOR GENERAL SECRETARIAT	STATISTICS CANADA ⁽¹⁾
NO.	CONTENT			
1(a)	Establish FPAC Adult Offender Correctional Information Task Force	See Proposal (6)	See Proposal (6)	Existing Staff
(b)	Determining feasibility of adapting OBSCIS	See Proposal (6)	See Proposal (6)	Existing Staff
	Adapting and Applying	See Proxy Expenditures	Contract Coordinator Contract technical support for model adaptation and data dictionary generation (over two years)	Existing Staff
2(a)	Establish FPAC Young Offender Information System Task Force	See Proposal (6)	See Proposal (6)	Existing Staff
(b)	Determining feasibility of developing model	See Proposal (6)	Contract technical support	Existing Staff
	Developing and Applying YOIS model	See Proxy Expenditures	Contract Coordinator Contract technical support for model development (over three years)	Existing Staff
3	Creation and Maintenance of two Inventories by Invent Inventories Task Force	See Proposal (6)	Existing Staff Contract technical support (over two years)	Existing Staff

TABLE 2 - CONTINUED

PROPOSAL		OPERATING MINISTRIES	FEDERAL SOLICITOR GENERAL SECRETARIAT	STATISTICS CANADA ⁽¹⁾
NO.	CONTENT			
4	Privacy and Linkages Task Force	See Proposal (6)	Existing Staff Contract technical support	Existing Staff
5	Data Generation Task Force	See Proposal (6)	Existing Staff Contract technical support	Existing Staff
6	Technical Task Force Membership	Existing Staff, augmented per proxy expenditures for Proposals 1(b) and 2(b)	Assistance to each province and territory declaring its intention to participate in FPAC meetings and Task Forces	Existing Staff
7	Annual Technical Workshop	Existing Staff	Assistance to hosting ministry	Existing Staff

TABLE 2 - CONCLUDED

PROPOSAL		OPERATING MINISTRIES	FEDERAL SOLICITOR GENERAL SECRETARIAT	STATISTICS CANADA (1)
NO.	CONTENT			
8	Federal-Provincial Advisory Committee			
(a)	Membership at Assistant Deputy Head level	Existing Staff	Existing Staff	Existing Staff
(b)	Report to CCDM plus solicitation of views of balance of Deputy Heads	Existing Staff	Existing Staff	Existing Staff
(c)	Strengthened Secretariat	-	-	Permanent Secretary - 1 MY, or contract equivalent support - extra staff or contract equivalent
9	Provincial and Territorial Advisory Committees	Existing Staff	-	-
10	Statistics Canada	-	-	Existing Staff
<u>TOTAL</u>		Existing Staff augmented per proxy expenditures for Proposals 1(b) & 2(b)	Existing Staff, Contracted Manpower and other assistance	Existing Staff, plus Man-Years or contract equivalent

(1) See footnote on page 37.

Such planning and development support would therefore leave each operating ministry free to assume total initiative and funding responsibility in system implementation and operation. While it is envisaged that a Ministry-funded Project Coordinator would be available to advise operating ministries on their tailoring of a system model to enable each to meet their particular requirements, the actual tailoring process itself and those subsequent to it would, compatible with the principles framed above, remain the responsibility of the operating ministry concerned.

In summary, and maintaining the earlier format, the following proposals are made:

(11) PROPOSALS TO MEET EXPENDITURES

- (a) Proposal: That the above division of responsibility for the commitment of resources be the basis for funding future Criminal Justice Information and Statistics activities in Canada
- (b) Proposal: That each operating ministry, and Statistics Canada, commit the resources necessary to enable the Federal-Provincial Advisory Committee and its Task Forces to undertake the activities reflected in Proposals 1-9 above;
- (c) Proposal: That Statistics Canada commit the resources necessary to implement Proposal 10;
- (d) Proposal: That each operating ministry, and Statistics Canada, commit the resources necessary internally to apply the product of FPAC activities in their own program, consistent with local priorities.

SECTION F

STEPS TOWARD IMPLEMENTING THE ACTION

This final section contains proposals to initiate the implementation of the proposed activities to strengthen Criminal Justice Information and Statistics. Using the proposed funding resources, the activities are directed towards the satisfaction of a set of needs through a set of principles, both of which are generally agreed-upon.

The proposals are as follows:

(12) PROPOSED STEPS TO IMPLEMENT THE ACTION

- (a) Proposal: That the Joint Meeting of Ministers establish a consensus on the content of the proposals;
- (b) Proposal: That, following the completion of preparatory groundwork, the upgraded and revitalized FPAC meet to develop a workplan to undertake the agreed-upon actions toward strengthening Criminal Justice Information and Statistics in Canada.

ANNEX 1

LIST OF PROPOSALS CONTAINED IN THE REPORT

(1) ADULT OFFENDER CORRECTIONAL INFORMATION SYSTEM TECHNICAL TASK FORCE

- (a) That the Federal-Provincial Advisory Committee of Justice Information and Statistics (FPAC) establish such a Task Force;
- (b) That the Task Force determine the feasibility of adapting for Canadian use the OBSCIS model developed in the United States.

(2) YOUNG OFFENDER INFORMATION SYSTEM (YOIS) TECHNICAL TASK FORCE

- (a) That the FPAC establish such a Task Force;
- (b) That the Task Force determine the feasibility of developing a model of a system that could be tailored by each province to meet its own needs and circumstances while, at the same time, providing uniformity across all jurisdictions for evaluation and national reporting purposes.

(3) INVENTORIES TECHNICAL TASK FORCE

That the FPAC establish such a Task Force, to create and maintain two inventories: Inventory of Canadian Criminal Justice Information and Statistical Systems; Inventory of Expenditures in Canadian Criminal Justice Information and Statistics.

(4) PRIVACY AND LINKAGES TECHNICAL TASK FORCE

That the FPAC establish such a Task Force, to review and evaluate existing and proposed prescripts and ensure that required standards are reflected in FPAC initiatives.

(5) DATA GENERATION TECHNICAL TASK FORCE

That the FPAC expand the role of this Task Force to include co-ordination of FPAC input into forthcoming annual reviews of the Justice Medium Term Plan, prepared by Statistics Canada.

(6) TECHNICAL TASK FORCE MEMBERSHIP

(a) That membership of each Task Force approximate the following:

- * Adult Correctional Information System Task Force
- * Young Offenders Information System Task Force

- each operating ministry that is participating in the development or use of the model system frameworks involved, plus the federal Solicitor General and Statistics Canada

- * Inventories Task Force
- * Privacy and Linkages Task Force
- * Data Generation Task Force

- a total of about six members on each task force: Statistics Canada - 1; other federal - 1; and four from the provinces and territories. This would involve a total of twelve nominations from the twelve provinces and territories, or about one each.

(b) That membership, wherever possible, be drawn from personnel offering specific professional and/or technical expertise in the subject involved.

(7) ANNUAL TECHNICAL WORKSHOP

That the FPAC sponsor the holding of annual Technical Workshops.

(8) FEDERAL PROVINCIAL ADVISORY COMMITTEE

- (a) That FPAC membership be at the Assistant Deputy Head level or equivalent;
- (b) That the FPAC report formally to the Continuing Committee of Deputy Ministers Responsible for Corrections (CCDM), with full documentation and solicitation of views going to Deputy Heads Responsible for Criminal Justice who are not on the Committee;
- (c) That the FPAC Secretariat be strengthened to provide comprehensive, consistent and timely support compatible with an upgraded level of FPAC activity;
- (d) That the FPAC develop and manage an integrated technical level workplan.

(9) PROVINCIAL AND TERRITORIAL ADVISORY COMMITTEES

- (a) That the earlier agreed-upon inter-ministry Advisory Committees in each province be established or revitalized to define needs and coordinate efforts to meet them;
- (b) That Advisory Groups establish and maintain coordination with the Official Statistical Spokesman for their respective jurisdictions.

(10) STATISTICS CANADA

- (a) That, within the Medium Term Plan framework, Statistics Canada define the content and objectives of "national statistics" as the term relates to the bureau's mandate;
- (b) That Statistics Canada conduct continuing and systematic evaluation of its national criminal justice statistics.

(11) PROPOSALS TO MEET EXPENDITURES

(a) That the division of responsibility for the commitment of resources to be the basis of funding future Criminal Justice Information and Statistics in Canada be:

- local authorities responsible for the administration of justice are responsible for committing the resources necessary for the development of administration information and linkages for their own needs.

Such local authorities would include the operating ministries - federal, provincial, and territorial - that have been referred to throughout this paper, as was defined at its outset;

- provinces and territories, through an agency/agencies to be determined within each province or territory, are responsible for committing the resources necessary for the aggregation of data; and the structuring and planning of management data;
- the federal government is responsible for committing the resources necessary for the development of national information needs. It would, therefore, be necessary for committing funds necessary for, in consultation with the provinces, setting standards for data aggregation, quality control, and furnishing technical and support facilities for provincial level aggregation. And Statistics Canada would be responsible for funding its national statistical activities;

- (b) That each operating ministry, and Statistics Canada, commit the resources necessary to enable the FPAC and its Task Forces to undertake the activities reflected in Proposals 1-9 above;
- (c) That Statistics Canada commit the resources necessary to implement Proposal 10;
- (d) That each operating ministry, and Statistics Canada, commit the resources necessary to internally apply the products of FPAC activities, consistent with local priorities.

(12) PROPOSED STEPS TO IMPLEMENT THE ACTION

- (a) That the Joint Meeting of Ministers establish a consensus on the content of the proposals;
- (b) That, following the completion of preparatory groundwork, the upgraded and revitalized FPAC meet to develop a workplan to undertake the agreed-upon actions toward strengthening Criminal Justice Information and Statistics in Canada.

ANNEX 2

TOWARD PROXYING COSTS LIKELY TO BE INCURRED BY OPERATING
MINISTRIES IN TAILORING AND APPLYING THE OBSCIS MODEL AS
MODIFIED TO MEET CANADIAN NEEDS

The purpose of this annex is to offer each ministry operating correctional programs a preliminary base for developing a closer appreciation of the general order of magnitude of the costs that it might likely incur in the light of Proposal 1(b).

To do this, each province and its adult correctional program is compared with a number of U.S. States that have developed, or are in the process of developing, their own systems based on the OBSCIS model. There are four bases for comparison utilized: Total Provincial/State Population; Province/State Square Mileage; Average Number of Felons (prisoners under sentence); and Number of Adult Correctional Institutions holding felons.

Tables 1-4 indicate the closeness of each match, while Table 5 brings the matches together to identify trends. And Table 6 then indicates the scope of OBSCIS implementation in each of the states concerned.

There are obvious limitations to such an approach, and these increase in moving to the final logical step: to apply the development and operational costs of the state systems to those that might be developed in Canada. At this point, other system characteristics come to bear that impact importantly upon the costs experienced.

These additional characteristics include: whether the system mode is batched, on-line or mixed and, if on-line, line charges and the number of terminals; whether the hardware is leased or purchased and whether a computer or mini-computer is used; whether development personnel are in-house or contracted, the extent of their experience

and, if contracted, whether this was at "big city" rates; whether the computer facility is in-house or located in a central data centre and, if the latter, whether or not this is government operated; whether interfaces are necessary with existing systems and, if so, their extent and the conditions they impose. And, among the most significant, whether software is transferred from a similar system elsewhere, or package programs, and modified for local needs, or is custom written.

The utilization of proxy systems as a base for estimating the cost of similar systems possibly to be developed in the future is an imprecise science: one that is compounded by the affects of inflation. At the same time, such an approach does afford a basis for comparison once detailed cost-breakouts are determined to establish a relationship between the characteristics of the proxy systems involved and their respective costs. For the potential system developer, this exercise has the additional benefit in that it highlights the relative costs of alternative models for the envisaged new system.

TABLE 1

COMPARISON OF CANADIAN JURISDICTIONS WITH SELECTED
OBSCIS STATES ON THE BASIS OF TOTAL JURISDICTION POPULATION

TOTAL POPULATION (000'S)	OBSCIS STATES	CANADA
10-20		YUKON
20-30		
30-40		N.W.T.
100-200		P.E.I.
500-600		NEWFOUNDLAND
600-700	MONTANA	NEW BRUNSWICK
700-800	HAWAII	
800-900		NOVA SCOTIA
900-1,000		SASKATCHEWAN
1,000-1,100	NEW MEXICO	MANITOBA
1,700-1,800	ARIZONA	ALBERTA
2,000-3,000	COLORADO/ S. CAROLINA	BRITISH COLUMBIA
3,000-4,000		
4,000-5,000	GEORGIA	
5,000-6,000		
6,000-7,000		QUEBEC
7,000-8,000		
8,000-9,000	MICHIGAN	ONTARIO
9,000-10,000		
10,000-11,000		
11,000-12,000	ILLINOIS	
23,000-24,000	-	FEDERAL

SOURCES: OBSCIS STATE DATA: OBSCIS PROJECT,
SEARCH GROUP INCORPORATED

CANADIAN DATA: CANADIAN ALMANAC, 1976

TABLE 2

COMPARISON OF CANADIAN JURISDICTIONS WITH SELECTED OBSCIS STATES
ON THE BASIS OF NUMBER OF ADULT CORRECTIONAL INSTITUTIONS HOLDING FELONS⁽¹⁾,

1974

NO. OF INSTNS	OBSCIS STATES	CANADA
1	MONTANA	NEWFOUNDLAND
2	NEW MEXICO	
3		P.E.I./SASK.
4		
5	HAWAII	YUKON
6	ARIZONA	MANITOBA
7	COLORADO	N.W.T.
8		ALBERTA
9		B.C.
10		NEW BRUNSWICK
11		
12		
13		
14		
15	ILLINOIS	
16		
17	S. CAROLINA	NOVA SCOTIA
18		
19		
20		
21		
22		
23		
24		
25		
26		
27		FEDERAL
28		
29		
30	GEORGIA	
31		
32		
33		QUEBEC
55		ONTARIO

(1) FOR PRESENT PURPOSES, MEANS OFFENDERS UNDER SENTENCE

SOURCES: OBSCIS STATE DATA: OBSCIS PROJECT,
SEARCH GROUP INCORPORATED

CANADIAN DATA: STATISTICS CANADA, CORRECTIONAL INSTITUTION
STATISTICS, 1974 CATALOGUE (85-207)

TABLE 3

COMPARISON OF CANADIAN JURISDICTIONS WITH SELECTED OBSCIS
STATES ON THE BASIS OF TOTAL JURISDICTION SQUARE MILES

SQUARE MILES (000's)	OBSCIS STATES	CANADA
1		
2		P.E.I.
3		
4		
5	HAWAII	
20-30		N.S./N.B.
30-40		
40-50	S. CAROLINA	
50-60	{ ILLINOIS	
60-70	{ GEORGIA	QUEBEC
70-80	{ MICHIGAN	
80-90		
90-100		
100-110	COLORADO	
110-120	ARIZONA	
120-130	NEW MEXICO	
130-140		
140-150	MONTANA	NEWFOUNDLAND
200-210		YUKON
210-220	-	MANITOBA
220-230	-	SASKATCHEWAN
230-240		
240-250	-	ALBERTA
340-350	-	ONTARIO
350-360	-	BRITISH COLUMBIA
OVER 500	-	QUEBEC/N.W.T.

SOURCES: OBSCIS STATE DATA: OBSCIS PROJECT
SEARCH GROUP INCORPORATED

CANADIAN DATA: CANADIAN ALMANAC, 1976

TABLE 4

COMPARISON OF CANADIAN JURISDICTIONS WITH SELECTED
OBSCIS STATES ON THE BASIS OF AVERAGE FELON⁽¹⁾ POPULATION, 1974

FELON POPULATION	OBSCIS STATES	CANADA
1-50	HAWAII/MONTANA	P.E.I.
51-100		YUKON/N.W.T.
101-150		
151-200		NEWFOUNDLAND
201-250		NEW BRUNSWICK
251-300		NOVA SCOTIA
301-350		
351-400		
401-450		
451-500		MANITOBA
501-550		SASKATCHEWAN
601-650		
651-700		
701-750		
751-800	NEW MEXICO	
801-850		
851-900		
901-951		
951-1,000		
1,000-1,500		ALBERTA
1,500-2,000	ARIZONA	QUEBEC/B.C.
2,000-2,500		
2,500-3,000		
3,000-3,500		
3,500-4,000	S. CAROLINA	ONTARIO
4,000-4,500		
4,500-5,000		
5,000-5,550		
5,500-6,000	ILLINOIS	
6,000-6,500		
6,500-7,000		
7,000-7,500		
7,500-8,000	GEORGIA	
8,000-8,500		
8,500-9,000	MICHIGAN	FEDERAL

(1) FOR PRESENT PURPOSES, MEANS ADULT OFFENDERS UNDER SENTENCE

SOURCES: OBSCISS STATES DATA: OBSCIS PROJECT,
SEARCH GROUP INCORPORATED

CANADIAN DATA: CANADIAN ALMANAC, 1976

TABLE 5

OBSCIS STATES THAT PROXY CANADIAN JURISDICTIONS ON THE BASIS OF
TOTAL POPULATION, SQUARE MILES, AVERAGE FELON POPULATION
AND NUMBER OF INSTITUTIONS

CANADA	TOTAL POPULATION (000'S)	SQUARE MILES (000'S)	AVERAGE FELON POPULATION	NO. OF INSTITUTIONS HOLDING ADULT FELONS
YUKON	-	MONTANA	-	HAWAII
N.W.T.	-	-	-	COLORADO
P.E.I.	-	HAWAII	-	NEW MEXICO
NEWFOUNDLAND	MONTANA	MONTANA(*)	HAWAII/MONTANA	MONTANA
NEW BRUNSWICK	MONTANA	S. CAROLINA	HAWAII/MONTANA	COLORADO
NOVA SCOTIA	HAWAII	S. CAROLINA	HAWAII/MONTANA	S. CAROLINA
SASKATCHEWAN	NEW MEXICO	-	HAWAII/MONTANA	NEW MEXICO
MANITOBA	NEW MEXICO(*)	-	HAWAII/MONTANA	ARIZONA(*)
ALBERTA	ARIZONA(*)	-	ARIZONA	COLORADO
BRITISH COLUMBIA	COLORADO(*) S CAROLINA(*)	-	ARIZONA(*)	COLORADO
QUEBEC	GEORGIA MICHIGAN	-	ARIZONA(*)	GEORGIA
ONTARIO	MICHIGAN(*)	-	S. CAROLINA(*)	-
FEDERAL	-	-	MICHIGAN(*)	GEORGIA

(*) FALL WITHIN SAME CATEGORY, FOR A CLOSEST MATCH

SOURCES: COMPOSITE OF CONTENT OF TABLES 1-4

TABLE 6

CURRENT STATUS OF OBSCIS IMPLEMENTATION IN
SELECTED OBSCIS STATES, JUNE, 1977

SELECTED OBSCIS STATES	OBSCIS APPLICATION AREA							
	ADMISSION	ASSESSMENT	INSTITUTIONS	PAROLE	MOVEMENT STATUS	LEGAL STATUS	MANAGEMENT & RESEARCH	NATIONAL REPORTING
ARIZONA	0	0	0	0	0	0	0	0
COLORADO	0	0	0	0	0	0	0	0
GEORGIA	0	0	0	0	0	0	0	0
HAWAII	0	P	P	0	0	0	I	0
ILLINOIS	0	0	P	0	0	0	I	0
MICHIGAN	0	0	P	0	0	0	P	0
MONTANA	I	NP	NP	P	P	I	NP	P
NEW MEXICO	0	I	0	I	0	0	0	I
SOUTH CAROLINA	0	I	0	NOT APPL	0	P	P	P

KEY O OPERATIONAL
 I IMPLEMENTED, BEING TESTED
 P PLANNED
 NP NOT PLANNED

SOURCE: OBSCIS PROJECT, SEARCH GROUP INCORPORATED

END