***PROCEEDINGS OF THE CANADIAN ASSOCIATION OF CHIEFS OF POLICE
CONFERENCE
On
POLICE AND ENFORCEMENT PARTNERSHIPS: Making Information
Sharing Happen***

Held in Montreal, Québec

November 24-26, 2003

OVERVIEW

Background and Purpose

At its 2002 Annual General Meeting in Québec City, the CACP Board of Directors decided to conduct a Police and Technology Conference and Workshop modeled on the 2000 Cornwall Conference to advance information sharing and interoperability with technology as a key enabler. This was a strategic undertaking that recognized the extent to which the criminal justice environment was pervaded with longstanding information sharing and interoperability issues and costly initiatives to address them. These include recent provincial and federal information integration initiatives, CPIC Renewal, the publication of the Criminal Justice Data Standards by a permanent federal secretariat and the development of the Canadian Public Safety Information Network model. The urgency felt by the Association to make progress was underscored by the 911 tragedies, the war on terrorism and its impact on international relations. The Montreal conference was, therefore, designed with the following objective:

> ***To explore opportunities for overcoming barriers to effective
> interoperability and information sharing amongst police services and
> law enforcement agencies.***

Key Ideas

The following extracts speak to the importance of the issues discussed in the course of the conference. They also reflect the sense of urgency attached by participants to taking action to bring about effective interoperability and information sharing across all jurisdictions.

> "Jurisdictional boundaries and the inability of law enforcement agencies to communicate with each other allow transient killers to avoid identification and capture. … Paul Bernardo committed four rapes and three homicides in three years but it took six years to arrest him. … Had there been information sharing, two of the young victims would be alive.

… Interforce cooperation is easy to talk about but to bring it about in a routine way is tough. … Leadership requires not only that you motivate yourselves but also that you motivate your people to share information. You have to convince them that it is in their interests to do it."

Mr. Justice Archie Campbell, Ontario Superior Court

"Joseph Nye, a Harvard professor of political science said: 'Security is like oxygen. You do not tend to notice it until you begin to lose it. But once that occurs, there is nothing else that you will think about' the global threats of organized crime and terrorism have access to experts and modern technologies that are second to none. This creates challenges for the law enforcement community; we must organize ourselves to effectively respond to these threats. It is clear that we must stop working in "silos" and organize in a manner that will maximize our efficiency and speed up our reaction time."

The Hon. Marc Chagnon, Ministre de la Sécurité Publique de Québec

"After the 9-11 crises, we felt very vulnerable. We brought systems to one location and hard-wired them together. We were scared into cooperation and into beating down self-imposed cultural barriers. There will be other crises – we (police and law enforcement) are not in a fishbowl; we are under a microscope. There will be no forgiveness for not connecting the dots. In my world, it is all about risk management: how we deploy, use our intelligence and respond to threats. I have to demonstrate due diligence in protecting the public and assuring the safety of my officers"

Chief Julian Fantino, Toronto Police Service

"Based on these results*****, we can summarize that (criminal justice system) stakeholders are asking for:

- ❑ **Leadership:** To help move from grassroots efforts to more national, interjurisdictional and cross-agencies efforts like the National Strategy for Exploited Children.

- ❑ **Its not about technology – it's about information sharing:** police agencies are looking for solutions that help them do their jobs better. They don't want to become experts in technology, rather they would like to leverage technology to support their goals and focus on core competencies – intelligence-based policing, officer safety and safer communities. They are looking for solutions that leverage their existing investments regardless of the technology platform upon which those solutions are built and they favour solutions that allow them to control their information and

share "common" information through portals rather than mega-projects and huge databases.

❑ **Security:** Assurance that information is secure and that those agencies participating in information sharing all operate within an environment of common and agreed upon standards."

Alec Taylor, Senior Manager, Platform Strategy, Microsoft Canada

* Findings from research interviews and focus groups done by KPMG for the Integrated Justice Information Secretariat that were incorporated into "A Federal Perspective on Barriers to Information Sharing in the Criminal Justice System, September 2000"

"Turf protection is unacceptable. I don't care who is doing the investigating – give them the information. Will we have some misuse? Yes, but we get rid of those who do. The Canada Police Information Centre (CPIC) would never have happened if we hadn't been prepared to accept that risk."

Chief Brian Collins, London Police Service

"Information must be shared to develop knowledge and to achieve the power of that knowledge - you must share the information to get the power. … Standardization in the handling of information is critical to officers on the street who see their role as managers of information – they must be convinced through concrete demonstrations that additional information-sharing can be done without adding to the paper- burden and responsibilities of constables."

Professor Jean-Paul Brodeur, University of Montreal, Conference Commentator

'Frankly, I think most Canadians assume we are already doing this (sharing information). In fact, not just Canadians generally, but officials such as myself until we learned differently. But it is more difficult to achieve than it sounds. Although the concept may in fact be simple, in the end, what we are doing is revolutionizing the way we track individuals, and the way day-to-day decisions are made across the entire criminal justice system.

Nicole Jauvin, Deputy Solicitor of Canada

"To say that information sharing is important and that it can contribute to enhanced law enforcement and public safety seems to be almost a truism. For example, recently the Practitioners Survey on the Integrated Justice System Initiative demonstrated that 98% of all criminal justice practitioners believe that information sharing is important to public safety in Canada. …

Legal safeguards are needed to protect the rights of those affected by the information, and to ensure that information will be admissible as evidence. These safeguards, however, do not diminish the importance of the information sharing. Rather, they set out the parameters within which the information can be shared. This does not, however, exclude, where necessary, the possibility of reforming the law. … information sharing is important – essential even, but care must be taken to share information as permitted by law, observing the appropriate safeguards contained in our legal regime and cherished in our democratic society. If changing certain legislative provisions is mandated, reasonable and justifiable, then efforts may be undertaken to better harmonize the legal underpinning for increased information sharing initiatives."

> Douglas R. Breithaupt, Senior Counsel,
> Criminal Law Policy, Justice Canada

"The information that we hold is the property of the public and we (the police) must share it with other services and law enforcement organizations. There are many obstacles, such as obtaining the support of governments, but we must persevere to overcome them. … Issues such as government procurement rules are not going away and new models need to be adopted. In British Columbia we established the PRIME (Police Regional Information Management Environment) Corporation to overcome some of the obstacles – perhaps a similar model should be adopted at the national level. … It takes far less money to fund information sharing systems than dealing with the results of not sharing as illustrated by the Picton 'pig farm' case, the worst serial homicide in Canadian history."

> Deputy Constable Jim Chu, Vancouver Police Service

"Concentrate on information sharing and not on the technology – the technology is the easy part – taking the decision and resisting the internal

and external critics is the hard part. … When my officers became aware that I was working directly with Chief Bevan, the level of cooperation and communication between our services improved dramatically. Ways were found to work across the municipal and provincial boundaries that had previously been considered obstacles. Improved interoperability and information sharing starts at the top."

> Directeur Jean Janusz, Service de police de Gatineau

"This (interoperability and information sharing) requires the passion and commitment of a lifetime. We must be able to take up the challenge. No half measures – we can't fake it! … This is hard stuff and it is different from the world I thought would be three years ago. We can't delegate it. We are going to make mistakes and we will get over them. Whatever system you have, have a component of it dedicated to sharing information - link to the collective totality of police around the world. … I'm sick and tired of hearing people finding reasons not to act. … Just do it!"

> Commissioner Giuliano Zaccaradeli, Royal Canadian Mounted Police

"My point is that we must fundamentally recognize and agree on the value of interoperability. We must acknowledge the importance of information sharing, based on our local perspectives and responsibilities and act on that understanding. When we do that, we can achieve a broader and more comprehensive interoperability at the provincial and national levels. There is no doubt that there are obstacles within police and law enforcement organizations and culture that make interoperability and information-sharing a challenge. … But we are prepared, as key players responsible for public safety at the local community level land the regional, provincial and national levels, to address this challenge. It is the basis of our commitment to contribute fully to safety and security on an international and global level. We cannot, and will not, shirk this responsibility.

… Sheer goodwill and cooperation amongst law enforcement agencies is not, and will not, be enough. … If information sharing is expected at a national level, embracing all levels of policing and law enforcement, then a governance structure and adequate financial investment are required to enable and support the activities that take place with that framework.

> Chief Edgar MacLeod, Cape Breton Regional Police Service
> President of the Canadian Association of Chiefs of Police

FORMAT AND DYNAMICS

The conference was structured as a working event designed to enable chiefs and heads of law enforcement to take immediate steps to improve interoperability and information sharing capabilities. It was also designed to identify participants' issues and remedial measures that should be promoted by the CACP as an action agenda. Each conference participant was assigned to a numbered table for all of the plenary sessions to provide a good mix of executives from various police services and agencies, vendors and government officials to encourage discussion about the issues and opportunities presented on the first two days of the conference (November 24-25). Participant views issues and remedies were obtained through a questionnaire provided at the beginning of the conference that posed the following questions:

- ❑ WHAT CAN BE INITIATED BY CHIEFS AND HEAD OF LAW ENFORCEMENT ORGANIZATIONS?

  For example:

  - ❑ Review and update standard operating procedures to encourage both internal and external information-sharing with partner organizations
  - ❑ Update security and "trusted agent" regimes
  - ❑ Develop a plan for implementing Canada Public Safety Information Network data standards
  - ❑ Incorporate leadership and training initiatives
  - ❑ Identify external sources of information exchange
  - ❑ Determine an appropriate MOU to guide the development of information partnerships

- ❑ IS A MEMORANDUM OF UNDERSTANDING (MOU) A USEFUL TOOL FOR ENGAGING OTHER SERVICES / AGENCIES IN INTEROPERABILITY AND INFORMATION SHARING ARRANGEMENTS? WHAT ARE THE KEY CONSIDERATIONS THAT OUGHT TO BE INCLUDED IN AN MOU?

- ❑ WHAT ARE THE EXTERNAL FACTORS THAT LIMIT THE ABILITY OF INDIVIDUAL SERVICES / AGENCIES TO PURSUE INTEROPERABILITY AND INFORMATION SHARING WITH OTHER ORGANIZATIONS?

Twenty-five of the table groups provided their responses. The responses were analyzed at the end of the second day to provide a discussion menu. This menu was used by the facilitators for the discussion forums on the third day to develop consensus on an action agenda. The following action agenda emerged from the three hours of highly animated discussion. A summary of the views contained in the responses are provided

CONSENSUS ON ACTIONS TO BE TAKEN

The questionnaire results and their discussion held on the final day of the conference addressed a wide range of issues and both near and longer term remedial measures. In keeping with the "Just do it!" theme of the conference and the sense of urgency that was expressed, the following immediate action agenda was distilled from the proceedings:

By participants with their respective services / agencies

- ❑ Brief the executive committee on the conference

- ❑ Do an inventory of information holdings / systems and policies governing sharing the information and policies

- ❑ identify operational needs for information available from other services / agencies

- ❑ Engage immediately with others organizations to work out interoperability – information sharing arrangements using the model MOU as a guide

- ❑ Determine a migration plan for implementing CPSIN Data Standards

By the Association

- ❑ Develop a survey format and methodology for determining and updating the status of CPSIN Data Standards implementation for all police services and law enforcement organizations

- ❑ Establish an index of connectivity facilities / systems and a related contact list

- ❑ Distribute a CACP policy statement on interoperability and information sharing based on previous Association resolutions and the conference to all police services, governing authorities and conference participants

* SUMMARY OF RESPONSES TO THE *CAPTURING YOUR VIEWS* QUESTIONNAIRE

(The following consolidation reflects, primarily, what was written in the questionnaire but summarization of responses on similar points has required some editorial creativity.)

<u>**Steps That Can Be Initiated By Chiefs / Heads of Organizations**</u>

- ❑ Police and law enforcement executives must believe that this is about "sharing" and not about "disclosure".
- ❑ A national strategy is desirable but local policing can't wait for such an initiative – sharing from the ground up can be complementary to a national plan.
- ❑ Services and agencies must first Introduce genuine interoperability and information sharing internally.
- ❑ Information management improvement initiatives must be operationally driven and not IT driven.
- ❑ Internal directives and procedures require review and revision to ensure that they demand and promote interoperability and information sharing.
- ❑ Interoperability and information sharing objective ought to be mandated as performance dimensions for supervisors and commanders at all levels.
- ❑ The message has to be communicated to all levels of the organization through bulletins and in-service training.
- ❑ Information sharing should be adopted as an organizational objective and report on to your police services board.
- ❑ Chiefs should lobby their governing authority to support interoperability and information sharing, including provision of resources.
- ❑ All systems serving the organization should be catalogued and the results provided to CACP for inclusion in a national database.
- ❑ Each organization needs to Identify legislative inhibitors to sharing and to explore ways of sharing that will comply with the legislation.
- ❑ Develop a strategic intelligence plan that indicates requirements and potential information sources.
- ❑ Adopt a local / regional shared services approach with other partners that include infrastructure, communications centers, related personnel procurement and collaborative governance.
- ❑ Establish an RMS with a common data base accessible by operational staff that provides for:
  - ○ high quality control of inputs;
  - ○ links to other data bases;
  - ○ security and trusted agent requirements that focus on "how to share" rather than "how to protect"; and
  - ○ "Need to know" caveats are the exception, not the rule.
- ❑ Be prepared to use systems invented elsewhere.

- ❑ Build an internal culture of information sharing and integrate enforcement efforts with other partners.
- ❑ Proactively seek opportunities for greater interoperability and information sharing.
- ❑ Establish overall commitment to interoperability and develop both agency and regional plans for action with milestones and deadlines.
- ❑ Establish and internal task force to drive the transformation process and engage outside expertise to assist.
- ❑ Develop an internal plan for implementing CPSIN standards.
- ❑ Make no IT/IM procurements without ensuring that they comply with CPSIN Data Standards.
- ❑ Make greater use of pilot projects in working towards better information management processes that serve interoperability.
- ❑ Vendors should be included at the onset of initiatives.
- ❑ Communicate to vendors that interfacing is a key business requirement.

Steps That Ought To Be Taken At the National Level and Advocated By CACP

- ❑ Communicate the Association's interoperability and information sharing action agenda to national, provincial and local governing authorities and how critical it is to local and national public safety.
- ❑ Lobby on behalf of FPTM partners for the interoperability and information sharing action agenda.
- ❑ Identify a CACP champion to develop and implement an interoperability environment and to interact with federal, provincial and local governing authorities as an advocate and advisor.
- ❑ Carry out a "program review" of all information management systems to:
  - o reduce the overall number of systems;
  - o reconfigure existing information management processes and systems to bring about information sharing; and
  - o establish a national inventory of information systems.
- ❑ Develop a national action plan through CACP that can be implemented through National Police Services
- ❑ Engage the "innovation" community, not vendors, in assisting police and law enforcement to discover how IM and IT can be exploited for the betterment of public safety.
- ❑ Lead an initiative to standardize security levels and clearance procedures for both personnel and information.
- ❑ Establish standards for intelligence training and procedures.
- ❑ Facilitate standardization of the threat assessment process at local, provincial and national levels.
- ❑ Encourage partnerships with private organizations that can supplement police efforts in specific areas, including linking with private and public sector databases, such as Statistics Canada, that can provide supplemental information.

- ❑ Establish a body to govern national standards and oversee compliance that includes implementation with aggressive timelines.
- ❑ Form a national group of chiefs or designates to:
    - o develop national and provincial strategies with implementation targets;
    - o oversee the progress of provincial / regional implementation teams; and
    - o secure political support and unified, long term, sustainable funding.
- ❑ Develop a web-based, self-populating database of best practices and tools that can be accessed by the police and law enforcement community, its governing bodies and by the general public.
- ❑ Continue active sponsorship of learning sessions such as this conference – a sustained flow of information is essential rather than waiting three years for the next conference.
- ❑ Establish a collective view within the policing and law enforcement community about unreasonable privacy barriers.
- ❑ Propose and advocate for legislation that obligates police to share information with other police and law enforcement authorities.
- ❑ Develop a conceptual architecture for networking the various networks including incorporation of "one stop" query capability.
- ❑ Support specific "proven" information exchange systems.
- ❑ Sponsor a national consultation initiative on security platforms.
- ❑ Be the guardian of balance as between information security and operational feasibility.

Content and use of Memorandums of Understanding (MOUs)

- ❑ Development of an MOU is an essential step to interoperability and information sharing to:
    - o codify what information is to be shared at what frequency and with whom;
    - o drive implementation:
    - o address security, privacy and third party issues; and
    - o address costs, reporting and sanctions for breaches and related audit arrangements.
- ❑ MOUs ought to be premised on:
    - o "What can you do for your partners rather than what can your partners do for you."
    - o "Equality of receiving and contributing information will never be 100%; all organizations ought to accept the role of being a net contributor."
    - o "Current notions of control oriented leadership must give way to shared leadership"

- ❑ The MOU and the cooperative processes it covers should recognize that the arrangements must be dynamic and involve both development and experimentation – the MOU must be treated as a valuable and flexible tool.
- ❑ A national MOU template endorsed by CACP that can be adapted or customized for each organization should be a starting point for each initiative.
- ❑ Best practices in relation to MOUs should be promoted.
- ❑ An active oversight of the process is important to avoid the MOU development process being stalled by enertia.
- ❑ Create a joint team involving proposed parties to MOU at the outset to get faster, concurrent action.
- ❑ The MOU should provide for screening of information, not just full exchange.
- ❑ Amendment procedures need to be clear and approval arrangements practical so that the MOU can be kept current and support transformation objectives within the organizations that are party to the agreement.
- ❑ A provision for termination of the MOU is essential.
- ❑ MOUs should be long term and renewable.
- ❑ Boundaries established by privacy and access to information legislation must be explicitly referenced.
- ❑ Contact information for those responsible in each organization should be included and kept up-to-date.
- ❑ Implementation of MOUs requires comprehensive communication and training programs targeted on all potential users of the arrangement.
- ❑ CPSIN data standards and / or middleware adaptor standards need to be specified.

External Factors Limiting Organizations' Implementation of Interoperability and Information Sharing Arrangements

- ❑ Product vendors not proactively and willingly providing support for system interface arrangements.
- ❑ Vendors not adopting common data standards and / or services / agencies not stipulating the CPSIN data standards in the RFP process.
- ❑ Big egos – police leaders refusing to share information, in large measure, because of their focus on local needs
- ❑ Insufficient funding.
- ❑ Procurement processes, particularly when more than one jurisdiction is involved, present a very serious barrier to interoperability arrangements.
- ❑ NAFTA requirements increase the bureaucratic overheads and the costs of systems.
- ❑ Lack of informed and resourced support by governing authorities.

- Cultural differences, including language.
- Sub cultures within enforcement organizations.
- Lack of a strategic national vision of fully linked and interoperable policing and law enforcement entities.
- Insufficient public awareness and pressure to force interoperability
- Different approaches taken to information technology replacement cycles ("ever greening").
- Reluctance of police to share information – lack of trust
- Limited participation of Quebec services and agencies
- Lack of willingness / leadership in pooling funds both across and jurisdictions and between levels of government to minimize developmental costs and resourcing networking initiatives
- Vendor intransigence, individually and collectively
- Risk of media attention to issue resulting in fear-mongering that interoperability and information sharing initiatives are creating a police state

Police and Enforcement Partnerships
"Making Information Sharing Happen"
Montreal, Quebec
November 24 to 26, 2003

Daily Conference Notes:

<u>**MONDAY 24 Nov. 2003   'ENABLEMENT'**</u>

  The Conference, which was well attended by senior law enforcement personnel, commenced with an energetic opening by Chief Edgar Macleod, President of the Canadian Association of Chiefs of Police (CACP). The president welcomed all and praised the participation of the many attendees from Municipal, Regional, Provincial and Federal law enforcement agencies. He stressed the importance of rolling up our sleeves to work on the issues that are presently before the community. This conference was not "just another conference" where you can come and listen and go back home to wonder what you accomplished. If the law enforcement community is to achieve excellence in the profession, then everyone must be working towards inter-operability and information sharing. Technologies of today are very advanced and we should be using whatever we have at our disposition to handle all of the information that our agencies must deal with.

  Chief Macleod challenged the community to think about incidents in their jurisdictions where information was not shared and the results were disastrous. Interoperability goes hand in hand with interdependence and we owe it to the citizens and our colleagues nationally and internationally to share information for the greater good. In the global community we have "to swim with the tide or drown".

  Chief Macleod thanked the many sponsors and emphasized the need to work closely with them on systems and technologies that will make our collective work easier and more effective. He reiterated the Association's commitment to move ahead with the interoperability agenda and praised the Informatics Committee and the Co-chairs of this conference Mr.Peter Martin, Chief Vince Bevan and Chief John Janusz for putting together a very interesting and dynamic agenda.

  The participants were officially welcomed to the Province of Quebec and the City of Montreal by the Minister of public security for the Province of Quebec. Mr. Jacques Chagnon. The Minister congratulated the CACP for bringing together this group of senior officials to deal with the information sharing challenge. He emphasized the need to examine the obstacles that prevent information sharing and to find solutions to these barriers. In fact, he stressed the importance of overcoming such challenges in what he called the public security community of the 21st century.

Mr. Chagnon, when referring to the security experienced by citizens, went on to quote Joseph Nye, a professor of political science at Harvard University: "Security is like oxygen. You do not tend to notice it until you begin to lose it. But once that occurs, there is nothing else that you will think about". He also highlighted the need to continue working on the global threats of organized crime and terrorism. These criminals have access to experts and modern technologies that are second to none. This creates challenges for the law enforcement community. As such, "we must also organize ourselves to effectively respond to these threats". It is clear that we must stop working in "silos" and organize in a manner that will maximize our efficiency and speed up our reaction time. He highlighted examples of successful partnerships such as "Carcajou", operation Printemps 2001 and operation Ouragan just to name a few. Other successful initiatives such as the "Bureau de lutte au crime organize (BLACO)" sponsored by the Quebec Minister of Justice and project "COLT" which is an operational center investigating telemarketing fraud, were discussed.

The Minister gave several examples of co-operation between local, provincial and federal authorities and praised the work done by the Integrated Border Enforcement team working in Cornwall. He continues to work with colleagues in the federal government in the promotion and adoption of standards such as the "data standards" initiative led by the Integrated Justice Secretariat of the Solicitor General of Canada and urges everyone to follow suit.

In conclusion, the Minister urged everyone to put their minds to overcoming whatever barriers there are in information sharing and interoperability and to take from this conference a very proactive attitude.

Keynote address:

Justice Archie Campbell, a renowned jurist and author of the report on the Bernardo affair in Ontario was the next speaker. His dynamic and very provocative presentation started by stating that "information sharing is one of the toughest problems in law enforcement today. If you do not share information you will become weak and ineffective. If you do not share information much better than you do now, you will embarrass your police forces and your agencies."

Barriers to sharing of information are serious but he reminded the community that they handle serious issues every day and to take up the challenge. He cited things like, the desire to protect your own turf, your own mandate and your own information as barriers which must be overcome if information sharing is to happen. He reminded the community that a fundamental shift in attitude was necessary, "the future of policing and law enforcement requires from each of you a shift in thinking from a silo approach to a sharing approach". He also stressed that the goal of the conference is to kick start you're thinking from "can't do it" to "just do it".

Justice Campbell presented the attendees with many examples where information sharing did not happen and the results were disastrous. He also quoted the adage from the Ted Bundy case: "Jurisdictional boundaries and the inability of law enforcement agencies to communicate with each other allow transient killers to avoid identification and capture".

In capturing the attendee's attention Justice Campbell stated "When you think of barriers to sharing information, think of a big old beaver dam. One way to get water through a beaver dam is to make a small hole in it and then make the hole bigger. If you have to get water through a beaver dam, and you can't blow the dam up all at once, you don't walk away. You pull out a few sticks and smash a little gap in the dam until you get some water flowing and then the hole gets bigger and you remove more sticks and get more water flowing through. The water washes away more mud and you just keep that up bit by bit and stick by stick until the dam is destroyed. Don't think of the big dam, think of the little sticks you can pull out to get the information flowing over the dam and through the dam. And then, make sure the beavers don't come back at night and dam up the flow again. Because that is the remorseless tendency of those hard working rodents, just like so many people in the criminal justice system, they want to stop the flow of information and dam it up again. And those dam building rodents, those who want to stop up the flow of information, are everywhere in the beaver pond and everywhere in the administration of justice. Information sharing cannot be imposed on those who are determined to dam the flow of information. The same applies within your forces and your agencies. If your people don't want to share information, they won't share information. It's as simple as that. People who don't want to share information are like those busy rodents, they have more ways to dam the flow than you have to keep it flowing.
That is why you not only have to increase the flow of information but you also have to fight to keep it flowing. Leadership requires not only that you motivate yourselves but also that you motivate your people to share information. You have to convince them that it is in their interests to do it. You have to make them want to do it. Show them the dangers of failure to share. Give them incentives to share".

Throughout his presentation Justice Campbell emphasized the need to work with the justice community including lawyers and judges to effect the necessary changes needed to allow information sharing. He offered his advice on practical tools such as Memorandum of Understanding (MOU) and urged the community to look at the samples presented as part of the material distributed to attendees. He also advised the community to be careful on appeals, to choose the right cases because hard cases sometimes make bad law. He also reminded the community that there is a common sense balance between reasonable law enforcement and the reasonable privacy rights.

In conclusion, he urged the law enforcement community to use their strength to solve the major problem facing law enforcement today…that of information

sharing.   To do some hard thinking about how to share information and not to just think about it but just do it!

Legal Powers and Limitations Defining Information Sharing: Sifting Facts from Fiction and Legislative Remedies.

This session was moderated by Justice Archie Campbell and the panelists were Maurice Pilon, Deputy Commissioner, Ontario Provincial Police, Mr. Doug Breithaupt, Justice Canada and Mr. Mark Connolly Canada Customs and Revenue Agency.

Mr. Breithaupt stressed the importance of information sharing and the need to find a balance between information sharing and privacy rights. He commented on the use of technology by criminals and how they are getting better organized every day. As such it is important that the law enforcement and legal communities work together to promote reasonable information sharing. He emphasized that public security, national safety and the rights of citizens are not incompatible. There are legal requirements as set out in the Privacy Act that must be respected... Mr. Breithaupt discussed the "consistent use" dictum and also touched on the Electronics Document Act.

  Mark Connolly talked about the Canada Customs and Revenue mandate as it relates to collection of information for very specific purposes. If law enforcement requires this information as evidence in a criminal prosecution then a judicial warrant is needed. Mr. Connolly referred to Section 107 of the Customs Act and that information that is collected for customs purposes is restricted. However, information can be shared for enforcement purposes under their police powers. Third party information is not considered customs information. Mr. Connolly felt that recent changes to legislation did not hinder information sharing. He felt that standardized Memorandum of Understanding a (MOU) would be useful and that the drafts would be useful in furthering information sharing. His department is aware of the charter implications to sharing of information and is working very closely with all partners to ensure that Canadians are secure.

Deputy Commissioner Maurice Pilon discussed the practical issues that police agencies must deal with such as globalization and inter-jurisdictional crimes. He stressed that the fight against the criminal networks is not a fair fight. Criminals don't follow rules and do not have jurisdictions. They do not have limited budgets and use the most modern of technology. Issues that affect the ability of police to carry out their duties such as not having police powers in neighboring jurisdictions must be dealt with. There is a balance needed between local community policing and specialized areas because additional resources are not forthcoming. Terrorism is real, yet we have a multitude of rules and laws that make it difficult to share information. This however should not be a reason for doing nothing. If the police culture does not change then crime and criminals will prosper and we will not be protecting our citizens. Pilon reinforced the need for more agencies to share

information through a common point, that being Criminal Intelligence Services Canada (CISC). He also suggested that "firewall" security needs to be revisited if smaller services are expected to supply and use the information gathered. When discussing technology he stated that it is not reasonable to believe that everyone will use the same systems. The focus must change to a standards based philosophy where vendors will use these standards. Each system on the market today has its strengths and weaknesses so agencies will select the application that best serves its needs. Standardization will more easily allow information sharing. One example provided was the major case tool being used in Ontario. This tool, Xanalys Powercase has been extremely useful in solving a case related to 26 sexual assaults. In conclusion, Deputy Commissioner Pilon urges the law enforcement community to examine key beliefs and customs within their organization. Harmonization of policies among all, large and small would assist in interoperability. Everyone must stop saying it can't be done and must move forward on information sharing.

The Imperatives for Improving Horizontal Arrangements in Policing, Law Enforcement and Security.

Ms. Nicole Jauvin, Deputy Solicitor General of Canada.

Ms Jauvin discussed the Integrated Justice Vision of the Federal Government and stressed that this initiative has been expanded and supported by the Federal Government. Another issue being addressed by her department is the Integrated Border Enforcement Teams radio system. Much work is being done with the agencies involved and with Industry Canada to develop a radio system that will work in that environment. The ability to talk to each other is of primary importance not only to their security but that of the general public. The problems currently being discussed in this area relate to Standards and Radio Spectrum. Other issues such as data standards and data sharing also continue to be worked on within her area of responsibility. Ms Jauvin's presentation clearly explained that Privacy protection must be built into the information sharing issue. As policies and procedures are developed the privacy legislation at all levels must be considered. Citizens today require that their governments protect their privacy when collecting information for other uses.

Leaping Status Quo; Policy and Practice Barriers to Interoperability.

Panel chair Chief John Janusz, panelists Chief Julian Fantino, Mr. Alex Taylor and Mr.David Douglas.

This panel discussed many issues which were common in nature. Alex Taylor when an employee of KPMG did some work for the Federal government and found that Technology was having a great impact on Policing. New systems were being put in place which allowed the automation of many tasks that were paper driven. He also found that Barriers to information sharing related to accountabilities, skepticism,

responsibilities and liabilities. Many times legislation and court rulings affected the "vision" of information sharing. He suggested that as systems develop towards the XML standard information sharing will become technically easier. Still to be solved before information sharing can become a reality are priorities, lack of policies and the will to move forward.

Chief Julian Fantino. He finds that if the community is to move on information sharing you must bring to the table the folks that can lead change. We must also remember who we are, what we do and who we serve. As far as he is concerned there are hurdles that must be dealt with but there are no barriers. Often, the lack of co-operation is caused by entrenched cultures and not other things that are used as excuses. There is a lack of human and financial resources but this can only be addressed if we present a united front. Governments must put in policies and funding to carry these goals forward. Fantino believes that a seamless system must be created that will allow the sharing of information. In our business, policing, if it's predictable then it is preventable. There is a need for a short and long term strategy towards information sharing. Examples of doing it can be found with the Ottawa, London, Windsor and Toronto initiatives on information sharing. The private sector is also very involved. Microsoft will join the Toronto Police Service in working on ways to identify and prevent child pornography on the Internet. In conclusion Chief Fantino emphasized the need for a National records management system. The Status Quo means doing nothing. This is not what he is about and interoperability must happen. Law enforcement agencies need policies and financial resources to allow information sharing. He concluded by stating that "we cannot afford not to do it"

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Mr. David Douglas, Organized Crime Agency of British Columbia.
Mr. Taylor discussed his experience in managing in a project environment and supported many of the comments made by fellow panelists. He believes that the biggest barrier to information sharing is attitude. He gave several examples of the teams starting to create their own rules. Too much cohesion creates barriers. Leaders are responsible for the culture in their organization and it is their responsibility to ensure that information sharing happens.

<u>Are there any technology barriers to interoperability and information sharing?</u>

Panelists; Mr. Joe Santella, EADS; Mr. Evan Diamond Fujitsu and Brigadier Général Christian, Jean Auguste Brachet, Direction générale de la gendarmerie nationale, Paris.
Service des plans et moyens-
Sous-directeur des telecommunications et de l'informatique-

The General explained the organization of Policing in France and that there are two Forces responsible for policing in France. One organization is the Gendarmerie

Nationale and the other is the Police Nationale. In all there are approximately 240,000 officers patrolling the country. The Gendarmerie's approach to technology is that it is more of an aid than an encumbrance. In most projects or in the case of things like sharing there is more of an organizational issue rather than a technology question. Presently in France they have a radio system that covers all of the country and it has proven to be very useful. Other technology has been implemented to identify firearms. Some of the keys questions surrounding technology are;
Is the organization mature enough to accept the technology?
Does your organization have the maturity to manage large projects?
Do you have the necessary radio spectrum to implement radio systems that can not only transmit voice but data?

The general suggested that prior to embarking on technology improvements you should have a strategic plan that is linked to your business endeavors. Policies must also change to allow for the improvements in efficiency and effectiveness in the operations and also allow for input from partners.

Mr. Santella stated that from a radio perspective technology is not a barrier. Since September 11, 2001 the industry has focused on this issue. Clearly one solution does not meet all demands. One of the key factors that must be addressed is that of standards. This is common not only to radio but also to occurrence reporting systems. His advice is to focus on the best practices. Examples are those mentioned by General Brachet. Shared systems are presently in use in France, Spain, Romania and Mexico. These shared radio systems use the 380-400 megahertz band (the NATO band) and are good examples of integrated technologies that allow information sharing among partners. He believes that vendors and users must work together and that a National vision is required to be successful.

Mr. Evan Diamond talked about the new technologies that can make information sharing easier. Initiatives such as the Streamlined Service Delivery using e-collaboration with partners such as the RCMP, Health Canada, Canada Customs and the Solicitor General are all examples of movement towards information sharing. Mr. Diamond also talked about Enterprise Application Integration and the review of RCMP Work processes that are necessary to develop and Information Architecture.

Comments on the days proceedings by Professor J.P. Brodeur

The day started slowly with a lot of general comments and motherhood statements but progressively got better. Most of the presenters supported the idea of information sharing and uttered statements like "just do it" but very few examples were given of what they had been doing.

Justice Archie Campbell gave a very good explanation of the flow of information from the "beaver dam" and if the participants listened well he gave everyone a lesson on how to get the flow going.

There was also considerable discussion on leadership and vision and although this is a Chiefs conference I believe that much of the change required will have to come from the lower levels of your organizations.

Many comments made by the panelists revolved around the culture of secrecy within the police community. This is something that has been institutionalized and will require a great deal of attention to change.

The standards issue is again front and center and it must be recognized that police and law enforcement agencies do more than patrol but have become managers of information. Standardization of forms and electronic records, common methods of communication and use of modern internet protocols are needed and must be acted upon quickly. One must remember, however, not to add to the "paper" burden already thrust upon officers. Clearly, there is a need for standards, funding, policies and support from all levels of government.

Tuesday, 25 November 2003   "EXEMPLIFICATION'

The second day of the conference was designed to give the attendees examples of what some law enforcement agencies accomplished by getting together and actively doing something about the information sharing challenge.

The first panel discussed "The keys to Interoperability".

The panel , moderated by Chief Collins from London was made up of Chief Vince Bevan, Deputy Commissioner Maurice Pilon from the O.P.P., Chief Julian Fantino of the Toronto Police Service and Assistant Commissioner Gessie Clement from the RCMP.

All of the panelists discussed the desirability of being able to obtain occurrence information from the neighboring jurisdictions and felt that they should all participate in this challenge. Chief Collins and Chief Vince Bevan explained their initiative that would see the current Versadex users in Ontario exchange information via a Law Enforcement Information Portal. The RCMP, OPP and Toronto police service have agreed to participate and the afternoon session did provide for a demonstration and an open question and answer period.

The second panel of the day tilted "Interoperability and Information Sharing in the BC Lower mainland including the Canada-USA Border Operations" was moderated by Deputy Chief Constable Jim CHU from the Vancouver Police Service. The panelists were Mr. David Douglas from the British Columbia Organized Crime

Agency and Superintendent Dick Grattan from the Integrated Border Intelligence Team .

Each person explained the role of their respective agencies role and went on to share their experiences in the information sharing challenge. Jim Chu explained the BC Prime initiative which has been sanctioned by the Provincial Government in British Columbia and how this occurrence reporting system is being linked up to other agencies by the LEIP technology. Dick Grattan spoke about the challenges of information sharing in a multi national team and gave very good examples of Joint Management Team agreements. Dave Douglas also talked about how the BC Ops. Council came together to move ahead on the information sharing challenge. He provided the attendees with good examples of the partnership that exists between the private sector (Microsoft and the banks) that allows for enhanced information sharing on criminals. All panelists stressed the importance of interpersonal relations with their colleagues and that this was perhaps the key to information sharing success. Clearly, cultural integration is necessary among municipal, provincial, federal and international agencies if information sharing is to continue.

During General Brachet's key note address he reviewed the organization of the Police in France and went on to talk about the data network called "Saphir", and the telecommunications network called "Rubis". He stressed, as many of the previous panelists had, that crime and criminals do not respect borders and that crime today is global in nature. General Brachet reinforced the points made during his previous discussion that technology is not the problem. He believes that organizational issues are the real "roadblocks" and by solving these issues the information sharing agenda should be advanced.

The third panel of the day, tiltled "National initiatives Designed to Enable Interoperability and Information Sharing", was moderated by Mr. Greg Wright, Executive Director, Integrated Justice Information Secretariat, Solicitor General Canada. The panelists were Assistant Commissioner Rod Smith (RCMP) and Mr. Denis Methes, Correctional Services Canada.

This panel discussed the various initiatives being worked on under the Integrated Justice Information umbrella. Rod Smith gave a presentation on various National Police Service initiatives such as the Canadian Police Information Center renewal project and advised everyone that projects one and two are on target and the results are now apparent. The platform is more stable and the information is being sent to law enforcement agencies as fast as the technology will allow. He also mentioned the Real time Identification project and that the preliminary work was moving ahead.

Mr. Methe explained the Correction Services Initiative that will allow the exchanging of information from the Correctional Services data base to law enforcement agencies. There is presently a project in Montreal that allows Correctional Services Canada to advise the local law enforcement personnel of the

offenders released in their area. The systems described by the panelists were clearly initiatives that will allow information sharing.

The afternoon sessions, which were interactive in nature, proved to be very popular. The Ontario and BC teams were able to demonstrate the Versadex occurrence system which is being used by law enforcement in British Columbia in the Prime initiative. Other agencies such as London, Windsor, Ottawa and Gatineau also use this product. Because it is the same system the technology used is the same and therefore easier to link. There was also much discussion about the Law Enforcement Information Portal (LEIP) that allows information to be shared between agencies without compromising agency systems.
The Royal Canadian Mounted Police presented the Police Reporting Occurrence System that has been selected to replace their old legacy system (PIRS). The application selected is the product produced by NICHE . This product is also the occurrence reporting system presently being used by the Ontario Provincial Police.

At the end of the second day Professor J.P. Brodeur remarked that there was much work done by various agencies to move forward on the information sharing agenda. He felt that agencies should define their requirements and then get together with other agencies to ensure that everyone moves forward together. He encouraged the various agencies using Prime, LEIP, Niche and whatever applications to continue to work together to make information sharing happen. He also hoped that agencies would use properly trained analysts that could understand the true meaning of the information being shared.

Wednesday 26 November, 2003   "ENGAGEMENT"

This session which was facilitated by Mr. Geoff Grissom and Mr. Guy Brunet was interactive and allowed for the attendees to speak on issues discussed during the conference and breakouts.

The common issues and action items brought to the floor are;

  ➢ Law enforcement agencies must use the agreed upon data standards.
  ➢ Look at using the industry XML standard to allow information sharing
  ➢ Use the sample MOU when getting together with partners in information sharing.
  ➢ CACP should develop a "National Vision" on information sharing.
  ➢ CACP must develop a list of contacts and best practices that can be share with the community.
  ➢ Get the private sector involved to look at ways of linking systems.

The concluding key note address was made by Commissioner G. Zaccardelli. His very passionate address talked about the importance of information sharing in the global village that we all now live in. He also reinforced the need for strong partnerships that will allow law enforcement agencies around the world to be

interoperable. Organized crime, terrorists and criminals generally don't respect borders and unless we all work together we cannot serve the public as we have sworn to do. Let's all work together….."Just do it"!