

final minutes

Criminal Justice Policy Commission Meeting

9:00 a.m. • Wednesday, October 4, 2017

Senate Appropriations Room • 3rd Floor State Capitol Building

100 N. Capitol Avenue • Lansing, MI

Members Present:

Senator Bruce Caswell, Chair
Senator Patrick Colbeck
Representative Vanessa Guerra
D. J. Hilson
Kyle Kaminski
Sheryl Kubiak
Barbara Levine
Sarah Lightner
Laura Moody
Representative Jim Runestad
Sheriff Lawrence Stelma
Jennifer Strange
Judge Paul Stutesman (via teleconference)
Andrew Verheek
Judge Raymond Voet

Members Excused:

Senator Bert Johnson

I. Call to Order and Roll Call

The Chair called the meeting to order at 9:02 a.m. and asked the clerk to take the roll. A quorum was present, and absent members were excused.

II. Approval of September 6, 2017 CJPC Meeting Minutes

The Chair asked members if there were any corrections to the proposed September 6, 2017 CJPC meeting minutes. There were none. **Commissioner Hilson moved, supported by Commissioner Lightner, to approve the minutes of the September 6, 2017 meeting as proposed. There was no further discussion. The minutes were approved by unanimous consent.**

III. Comments from the Honorable Dorene S. Allen, Midland County Probate & Juvenile Court

The Chair asked Judge Dorene Allen of Midland County to share her concerns with the Hornby Zeller study. Judge Allen began by noting that the Michigan Probate Judges Association is very supportive of the Raise the Age issue, but proper funding is necessary. She testified that they have been providing feedback to Hornby Zeller since the beginning, but they are concerned that the Hornby Zeller survey is not adequately directed to the appropriate people in the courts who have the most accurate information on cost. Mr. Elvin Gonzales, Family Division Administrator of the Berrien County Trial Court, testified about the importance of keeping the concepts of financial stewardship and data driven decisions in mind and the need to collect data uniformly throughout the state. Senator Colbeck asked Mr. Gonzales to share more information on the recidivism data and the \$40K figure on juvenile vs adult housing costs he referenced. Commissioner Kubiak asked if they had any insight on how to obtain data from all counties. Questions about the types of crimes involved and parental rights followed. The Chair asked that Judge Allen's December 2015 Legislative Report be sent to all Commission members.

Judge John A. Gadola of the Family Division of the 7th Judicial Circuit, commented on the financial impact raising the age would have on his county and noted there are other elements that should be considered including the types of crimes committed.

IV. Update of Recommendation to the Legislature for Uniform Jail Management System

The Chair called on Senator Colbeck for an update on the data collection bill. Senator Colbeck provided the rationale behind the proposed changes and responded to questions raised at the last CJPC meeting regarding the requirement of a centralized data collection management system, who prioritizes the data for collection, and a number of FOIA issues. A discussion followed. The Chair asked the clerk to send a request to Tom Clement of SCAO to send the Commission's recidivism definition to all of the judges throughout the State.

V. Presentation on the Criminal Justice Administrative Records System (CJARS)

Michael Mueller-Smith, University of Michigan Associate Professor, and Keith Finlay, Labor Economist with the U.S. Census Bureau, presented information on the Criminal Justice Administrative Records System (CJARS). Details of their presentation are included in the slide presentation attached to these minutes.

VI. Progress Update from Hornby Zeller Associates, Inc. on Study of County Costs to Redirect 17-Year-Olds to Juvenile Justice System

Karen Hallenbeck from Hornby Zeller Associates, Inc. provided a recap of the data they have collected, how they are using it, and the shortfalls they are encountering. She acknowledged the concerns raised by Midland, Berrien, and Genessee counties and shared that she and Judge Allen have agreed to work together to get any data they have not receive from the juvenile courts. She added that SCAO has requested they be able to review the data before any results are presented to the Commission. Commissioner Lightner suggested the possibility of setting up a Zoom meeting to bring multiple participants together. Collecting data from Joe Ryan from U of M's Child Adolescence Data Lab was also discussed and Ms. Hallenbeck will follow up on this potential alternative data source and send an update to the Commission clerk so that it can be distributed to Commission members. The clerk will also send Judge Allen's Legislative Report to Ms. Hallenbeck when it is sent to Commission members.

VII. Data Subcommittee Update

Commissioner Kubiak provided a briefing of the conversation with Joe Ryan regarding assessing outcomes relative to recidivism, graduation and college enrollment. The Data Subcommittee will continue to explore this idea.

VIII. Mental Health Subcommittee Update

Commissioner Strange called on Grady Bridges for an update on the mental health services survey. Mr. Bridges shared some maps he provided to the subcommittee chairs and noted that a more detailed report will be presented at the next Commission meeting. Commissioner Strange shared that the Michigan Association of Community Mental Health Boards, in partnership with another organization, is conducting a similar mental health services survey. She has reached out to Robert Sheehan of the Association and will try to set up a conference call to put a pulse on their efforts to be aware of what else is happening. Commissioner Lightner shared she will be attending the National Stepping Up Initiative Mental Health Summit next month.

IX. Commissioner Comments

The Chair asked if there were any comments from the Commissioners. There were none. The Chair publicly thanked SCAO and MDOC for their cooperation in providing data to the Commission. He expressed his hope that DHHS would begin to cooperate as well.

X. Public Comments

The Chair asked if there were any public comments. There were no public comments.

XI. Next CJPC Meeting Date

The next CJPC meeting is scheduled for **Wednesday, October 4, 2017, at 9:00 a.m. in the Senate Appropriations Room, 3rd Floor of the State Capitol Building.**

XII. Adjournment

There was no further business. The Chair adjourned the meeting at 11:57 a.m.

(Minutes approved at the November 1, 2017 CJPC meeting.)

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CJARS Criminal Justice Administrative Records System

Criminal Justice Administrative Records System

Michael Mueller-Smith
University of Michigan

October 4, 2017

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CJARS Criminal Justice Administrative Records System

Overview

What is CJARS?
CJARS is the first nationally integrated criminal justice data repository that can follow individuals through the criminal justice system and integrates with existing social and economic data.

Who is involved in creating CJARS?
CJARS is a new joint collaboration between the University of Michigan and the United States Census Bureau with funding from the Laura and John Arnold Foundation.

What data is being collected?
We are collecting individual-level digitized administrative records from police, sheriffs, criminal courts, institutional facilities, and probation and parole programs.

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CJARS Criminal Justice Administrative Records System

Existing Data Resources

Group	Resource	Focus
National Landscape:		
BJS	Uniform Crime Reporting (UCR) Program	Crime, arrest tallies
	National Incident-Based Reporting System (NIBRS)	Crime incident details
	National Corrections Reporting Program (NCRP)	State prisoner records
	Censuses of Jails; Censuses of State and Federal Adult Correctional Facilities	Facility-level statistics
	Annual Probation, Parole Surveys	Agency-level statistics
FBI	Interstate Identification Index (III)	Criminal history repository
	National Crime Information Center (NCIC)	Crime-related databases
MFJ	Measures for Justice Court Data Portal	County-level evaluations
Michigan:		
SCAO	Judicial Data Warehouse	Court Records
MDOC	Offender Management Network Information (OMNI)	Prison, Parole, Probation
MSP	Criminal History Records (CHR) system	Arrests and Convictions

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CJARS Criminal Justice Administrative Records System

What can CJARS bring to Michigan?

Through collaboration with the relevant agencies, we hope to establish a unified data system covering:

- Arrests, Charges, Convictions
- Jails, Prisons
- Probation and Parole

The data system would be *statistical* in nature as opposed to *operational* with ability to contribute to:

- analysis of re-arrest, re-conviction, and re-incarceration recidivism
- caseload trends and trajectories
- examination of pre-trial detention
- risk-prediction validation
- evidence-based program evaluation

With the Census Bureau, CJARS can facilitate reporting based on linked social and economic data.

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CJARS Criminal Justice Administrative Records System

Mapping the CJARS project

The flowchart illustrates the data acquisition process across three levels:

- Data Providers:** Federal, State and Local Criminal Justice Agencies provide data to the U-M CJARS Repository.
- U-M CJARS Repository:** This level includes Administrative Data, Physical Archive, U-H CJARS Secure Enclave Server, U-H CJARS Roster File, and U-H CJARS Database. It also receives CJARS statistical reports.
- U.S. Census Bureau:** The repository files a request for data from the Census Bureau and RDCs. This process involves a Disclosure Review and Project Approval.
- External Researchers:** Data is made available through Non-CJARS internal publication and External research request.

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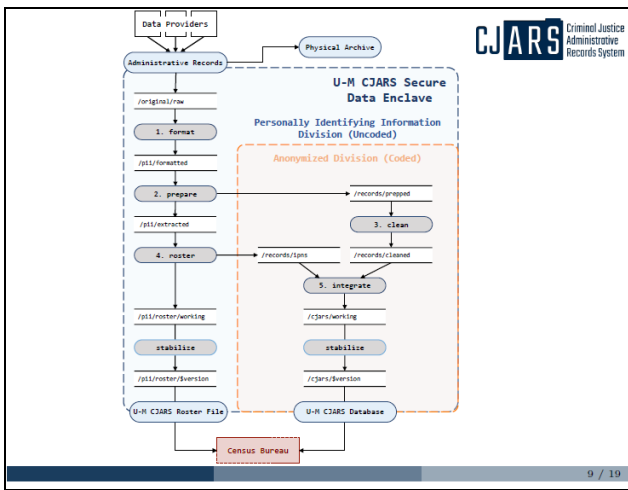
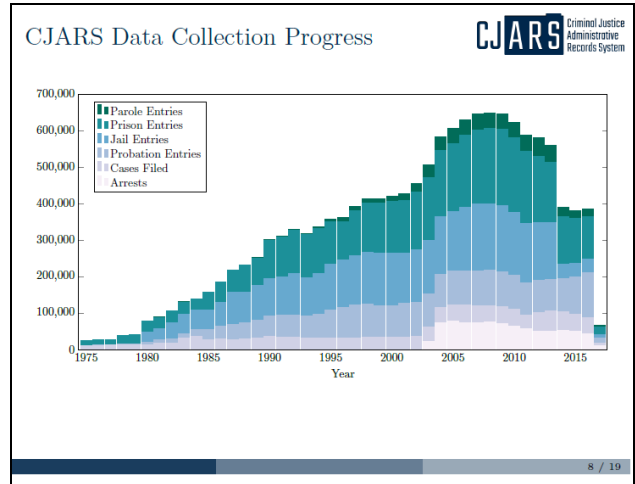
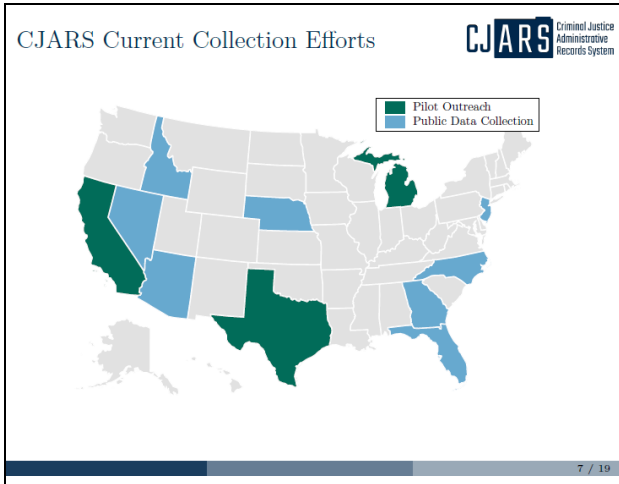
CJARS Criminal Justice Administrative Records System

Data Acquisition

Administrative Data is acquired through one of three channels:

- 1 Data Providers put information in the public domain (e.g., public websites or other public reports) and the U-M CJARS Repository collects the data from the public domain.
- 2 The U-M CJARS Repository files a Public Information Act or Freedom of Information Act (or other locally designated legal process) request for access to data deemed public by federal or state law but not already accessible in the public domain.
- 3 The U-M CJARS Repository establishes a Data Use Agreement with a Data Provider for the use of Administrative Records in the CJARS Project.

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Secure Data Enclave - Technical Specs

Per requirement of some data providers, enclave conforms to the FBI's Criminal Justice Information Services (CJIS) standard

Groundwork laid for eventually meeting FISMA Moderate standard

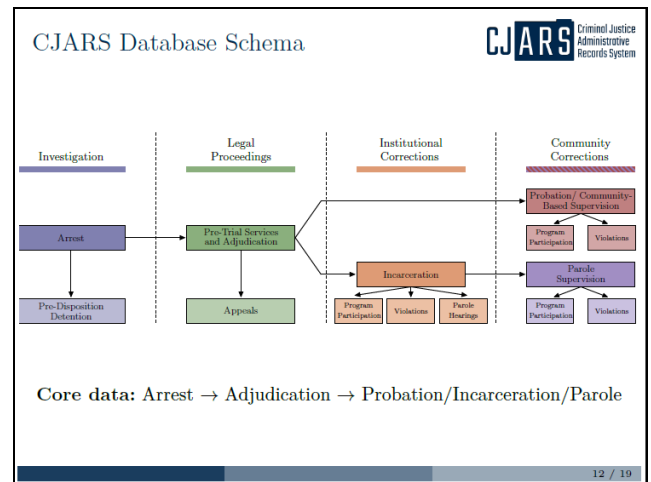
- Important if CJARS ever becomes funded through federal contracts

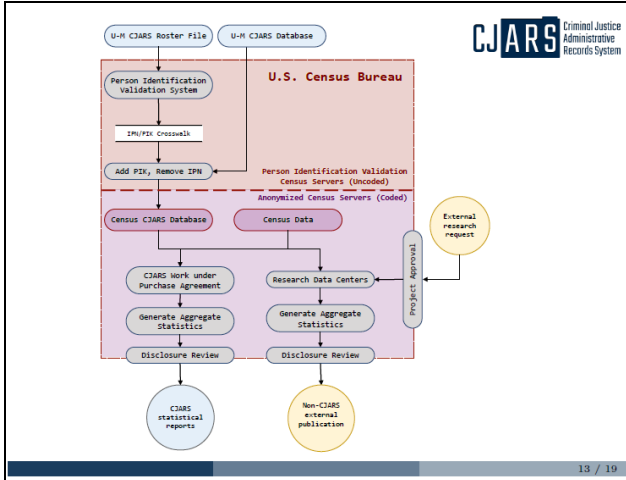
Security precautions include:

- Mandatory confidentiality and security training for staff
- Secured physical and electronic access
- Permissions-based access within server including full partition of PII
- Permanent log of all files added and removed from the server for audit purposes

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- ### Key tasks in Secure Data Enclave
- 1) Data Cleaning
 - ▶ Process raw data records in standardized database format
 - 2) Data Harmonization
 - ▶ Integrate processed records into a standardized content format
 - 3) Identity Resolution → CJARS Roster File
 - ▶ Determine which records (within and across jurisdictions) are attributable to the same individual
 - 4) Episode Resolution → CJARS Database
 - ▶ Link individual events (e.g., arrests, charges, sanctions) to identify what occurs over a complete criminal episode
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CJARS at the U.S. Census Bureau

Collaboration with Census Bureau supports integration of CJARS with:

- National Survey Data (Decennial Census, American Community Survey)
- Employment and earnings administrative records
- Social program data (e.g., SNAP, TANF, Medicaid, etc)
- Death records

Two goals:

- 1) Create statistical reports for data providers to support public administration
- 2) Support a new generation of empirical research on the criminal justice system in the United States
 - With safeguards in place to protect data providers' anonymity

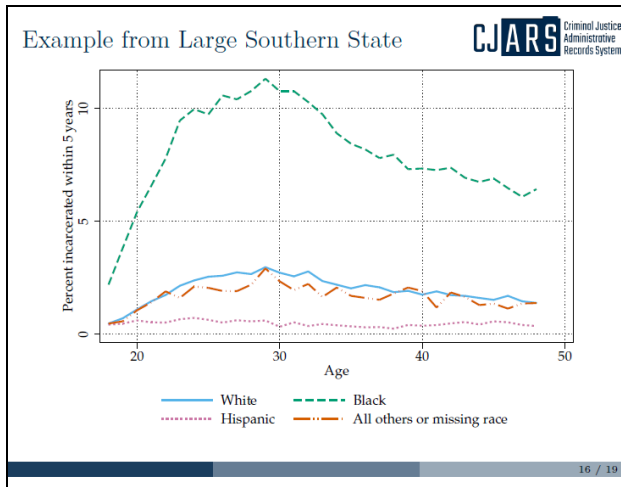
What can we offer data providers?

Statistical reports:

- "The State of Recidivism"
- "Caseloads in Context: Social and Economic Backgrounds"
- "Caseloads in Context: Reentry and Reintegration Challenges"
- "Caseloads in Context: The Geography of Offenders"
- "Caseload Trends and Projections"
- "Facility and Personnel Success"

Data and analysis services:

- Assessing Data Quality
- Cleaning and Harmonizing Data
- Supporting Mandated Reporting
- Evaluating Policies and Programs



CJARS Financial Status

Core Funding:

- One year into two-year \$922k pilot grant from LJAF (Sept. '16 - Aug. '18)
- LJAF funding renewal discussions in progress for an additional \$1.16 M (Sept. '18 - Aug. '20)

Pending Expansion Requests:

- Charles Koch Foundation, under review: ~\$662k (Aug. '18 - Jul. '20)
 - ▶ Launch CJARS research initiative: (1) scope, (2) methodology, (3) economic behavior
- NSF RIDIR, February 2018: ~\$1.5 M (Aug. '18 - Jul. '22)
 - ▶ Expand project capacity, diversify infrastructure support


CJARS Status in Michigan


CJARS has sought to engage MDOC, SCAO and MSP to launch data collection in Michigan.

Current status:

- MDOC currently reviewing proposal
 - ▶ Next meeting on 10/4
- SCAO reviewed proposal, substantial progress on DUA negotiation
 - ▶ Next meeting on 10/4
- MSP reviewed and discussed project
 - ▶ Next meeting on 10/9

Plan to shift focus to county and municipal resources once state-level agreements are in place.

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 Criminal Justice
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Records System

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Linking criminal history records
with Census microdata

Keith Finlay
US Census Bureau
October 4, 2017




Disclaimer: This presentation is released to inform interested parties of ongoing research and to encourage discussion of work in progress. The views expressed are those of the author and not necessarily those of the US Census Bureau.

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Administrative records at the Census Bureau


- ▶ Center for Admin. Records Research and Applications (CARRA)
- ▶ Reduce sampling costs and increase data quality
 - ▶ Coverage improvements
 - ▶ Survey item replacement
 - ▶ Imputation
- ▶ Murray-Ryan Evidence-Based Policy Commission Act
 - ▶ Federal admin. data: inventory and infrastructure
 - ▶ Program evaluation
 - ▶ Clearinghouse for program and survey data?



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Legal authority to collect records (13 US Code § 6)

- (a) The Secretary, whenever he considers it advisable, may call upon any other department, agency, or establishment of the Federal Government, or of the government of the District of Columbia, for information pertinent to the work provided for in this title.
- (b) The Secretary may acquire, by purchase or otherwise, from States, counties, cities, or other units of government, or their instrumentalities, or from private persons and agencies, such copies of records, reports, and other material as may be required for the efficient and economical conduct of the censuses and surveys provided for in this title.
- (c) To the maximum extent possible and consistent with the kind, timeliness, quality and scope of the statistics required, the Secretary shall acquire and use information available from any source referred to in subsection (a) or (b) of this section instead of conducting direct inquiries.




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Administrative data inventory

Excluding business data

Federal:	State:
▶ CMS: Medicaid and Medicare	▶ SNAP
▶ HUD: housing assistance	▶ UI (LEHD)
▶ IRS: 1040s and info. returns	▶ WIC
▶ SSA: Numident, program data	▶ LIHEAP
▶ DOJ: BJS and BOP records	▶ TANF
▶ USPS: moving records	▶ Child care subsidies
▶ OPM, Selective Service, etc.	▶ Alaska, Puerto Rico

Third-party: contact, households, housing



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Privacy protocols

- ▶ Incoming data with personally identifiable information (PII) are processed on secure servers separate from research servers
- ▶ PII is replaced with
 - ▶ Protected Identification Keys (PIKs) for individuals
 - ▶ Master Address File IDs (MAFIDs) for addresses
- ▶ IDs attached with prob. entity resolution against reference files:
 - ▶ Census Numident: synthetic file of SSN-/ITIN-holders
 - ▶ Master Address File (MAF): core address reference at Census
- ▶ Sensitive PII is removed
- ▶ Anonymized files are transferred to research servers
- ▶ Record linkage on research servers uses PIKs and MAFIDs



Census benefits under Title 13

- ▶ Improve coverage
- ▶ Group Quarters surveying
- ▶ Labor market statistics
- ▶ Program evaluation



CJARS at Census

- ▶ CJARS is an internal Census project
- ▶ Purchased services in 5-year renewable contract
- ▶ Build statistical products for data-providing agencies to encourage sharing
- ▶ Minimize the scope of work at Census



Thank you

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