

# Criminal and Juvenile Justice Information Advisory Group Strategic Planning Summary

January 29, 2024

## Executive Summary

The Criminal and Juvenile Justice Information Advisory Group (AG) first convened in 1993 with the purpose to integrate and fund various sources of justice information.

Integration is a continuous process based on user need, technological changes, and information system lifecycles. Possible uses for this information include supporting youth and prevent criminal behavior, creating a complete picture of an individual's legal and criminal history, providing law enforcement information to make informed decisions, and analyzing trends

Changes to the AG scope, membership, and technology prompted AG leadership to convene the AG between June and December of 2023 to develop a 5-year strategic plan.

## Advisory Group Recommendations

The AG recommends the following activities to address recent legislative and technological changes and further integrate the justice information system. They are characterized as short-term (6 to 9 months) and long-term (1 to 5 years) and are listed in no particular order.

### Short-term

1. Strengthen AG influence by:
  - Filling AG senate member seat
  - Increasing member participation
  - Inviting and convening discussions with subject matter experts for the current data systems to establish a baseline understanding. Examples of subject matter experts includes counties, Sentencing Guideline Commission, Bureau of Criminal Apprehension, and other entities at the request of the AG.
2. Engage in the 2024 legislative process to:
  - Support AG initiatives, including filling the AG senate seat.
  - Build understanding of the AG's role when making changes across the justice information system.

3. AG members provide input and support to increase the effectiveness of the Violent Crime Initiative.

## Long-term

4. Provide staff and budget to support the AG efforts.
  - Bureau of Criminal Apprehension (BCA) includes funding request in annual budget.
  - Hire staff to support the direction of the AG.
5. Develop and communicate new system protocol to ensure integrity when any part of the system changes.
  - Conduct comparison research on other state and national systems to inform protocol.
  - Survey national group to identify best practices
6. Review and advise the BCA on:
  - audits, accreditation reports, and internal reviews of bureau operations
  - emerging technologies in the law enforcement and forensic science fields
  - policies and practices that impact individual privacy interests
  - other programmatic and operational initiatives of the bureau at the request of the superintendent, i.e., Violent Crime Initiative
7. Conduct a data system audit.
  - Secure funding and hire contractor to inventory all “in scope” data systems.
8. Develop a roadmap to inform the modernization of the information system.
9. Fund stakeholder grants to improve system their specific problems.
  - Develop a Request for Proposal (RFP) and grant award process timeline.

# Background

The AG began their strategic planning efforts in May 2023, and, through a series of three meetings, developed high level strategies and action plan.

## Strategic planning process

### Survey

The AG strategic planning process began with a AG member survey in May 2023 to collect responses to the following questions:

1. What are your organization's main interests when it comes to the work of the AG?
2. What current concerns or issues do you see that need to be addressed in the criminal system related to information sharing? Why is it important to address?
3. What opportunity or emerging issue would you like the AG to explore?
4. If you could do one thing to make a difference for Minnesota's statewide criminal justice information sharing, what would you do and why?

The results indicate most participant's main interests in the work of the AG fall into three categories: 1) Criminal justice information policy (sharing race and ethnicity standards) 2) Criminal justice data collection, and 3) Criminal justice information funding.

The concerns or issues that need to be addressed according to the AG members fall into two categories: Data system and Data use.

### Data system

- Systems do not talk to each other.
- Need to share information across jurisdictional boundaries, i.e., firearms restrictions for DV related offenses.
- Determine what personal information is shared or accessible.
- Electronic data storage costs.
- Integration of data.
- Talking about what is new in the data system.
- All voices in Minnesota are included when discussing criminal justice data sharing.

### Data use

- Information sharing and use in criminal investigations and crime prevention.
- Use to craft legislation.
- Facilitate school and community violence prevention efforts.
- Sharing information across jurisdictional boundaries. The same people are committing crimes in multiple jurisdictions.

A summary of the survey responses is included in Appendix A.

## High-level strategies

Over the course of three meetings, AG members suggested and refined multiple strategies to inform the direction of the AG. A more detailed account of the formation and description of these strategies can be found in Appendix B. These strategies are:

- Dedicate staff and budget to implement AG direction.
- Leverage the system to increase the AG’s system influence.
- Review and advise the BCA on evolving BCA data policy and practices.
- Audit the data systems to inventory all “in scope” data systems.
- Develop a system modernization roadmap to bring the current system into the future.
- Improve the system by providing stakeholder grants to solve problems.

## 5-year action plan

The following table includes actions for each of the high-level strategies as described by AG members. The AG adopted the action plan to inform future discussions and decisions.

High level strategy: Dedicated Staff and Budget			
Result: Resourced to implement AG direction			
Activities	Timeframe	Lead	Progress notes
1. Suggest funding for AG resources: a. Administrator/staff	Oct. 2023	BCA Superintendent	Complete
2. Identify needs, determine number and of nature of positions	Oct. 2023	AG/Chair	Complete
3. Write position description - define position responsibilities and skills	April 2024	BCA/HR	
4. Hire staff	July 2024	BCA/HR	

**High level strategy: Increase AG system influence**

**Result: Leverage the system to increase the AG's influence**

Activities	Timeframe	Lead	Progress notes
1. Development of new system protocol <ul style="list-style-type: none"> <li>a. AG sub team meet to identify suggested changes.</li> <li>b. Conduct comparison research on other systems and survey national group.</li> <li>c. AG sub team present to AG for approval</li> </ul>	January 2024	AG/Chair	<ul style="list-style-type: none"> <li>• Develop process</li> <li>• Cross agency roadmap communication</li> <li>• Forums- Criminal agencies present</li> </ul>
2. Active and influential membership <ul style="list-style-type: none"> <li>a. Fill AG senate member seat.</li> <li>b. Bring in experts and those responsible for implementation.</li> <li>c. Increased participation</li> </ul>	January 2024	AG/Chair	Meeting notification for attendance

**High level strategy: Reviewing and advising BCA**

**Result: Providing input/feedback on evolving BCA data policy and practices**

Activities	Timeframe	Lead	Progress notes
1. As needed	TBD	BCA/MNJIS	

<b>High level strategy: System data audit project</b>			
<b>Result: Inventory all “in scope” data systems</b>			
<b>Activities</b>	<b>Timeframe</b>	<b>Lead</b>	<b>Progress notes</b>
1. Define project by developing charter, including what is and is not in scope, objective of the effort, and steps	Sept 2024	BCA/MNJIS	AG subgroup reviews and AG approves
2. Identify project budget and include in Governor’s budget	Oct. 2024	BCA/MNJIS	
3. Collect project proposals (RFP, Interagency contract, state contracting process)	July 2025	BCA/MNJIS	
4. Decide on contractor	Sept 2025	BCA/MNJIS	AG subgroup reviews and AG approves
5. Execute project	Oct 2025	BCA/MNJIS	AG subgroup updates and steers project. Brings decisions and updates to the AG

<b>High level strategy: Develop system modernization roadmap</b>			
<b>Result: Roadmap to inform the modernization of the information system</b>			
<b>Activities</b>	<b>Timeframe</b>	<b>Lead</b>	<b>Progress notes</b>
1. Develop a project plan for the system modernization roadmap project	January 2026	BCA/MNJIS	AG approves

<b>High level strategy: Stakeholder grants to fund projects to solve problems</b>			
<b>Result: System improvements</b>			
<b>Activities</b>	<b>Timeframe</b>	<b>Lead</b>	<b>Progress notes</b>
1. Develop RFP and grant award process timeline	Fall of 2024	AG staff	AG approves

# Appendices

## Appendix A

### Criminal and Juvenile Justice Information Advisory Group Survey Summary

#### Overview

MAD sent the survey to 25 members of the Criminal and Juvenile Justice Information Advisory Group (AG) in May 2023. Twelve members responded. This appendix provides a summary of their responses.

#### 1. What are your organization’s main interests when it comes to the work of the Advisory Group?

(sorted by number of responses)

Option	Count
Criminal justice information policy (sharing, race and ethnicity, standards	9
Criminal justice data collection	8
Criminal justice information funding	8
Emerging technologies	4
Individual privacy interests	2
Bureau Operations	0
Other	0

#### 2. What current concerns or issues do you see that need to be addressed in the criminal justice system related to information sharing? Why is it important to address?

- *Information sharing and use in criminal investigations and crime prevention*
- *The issue of "where do we draw the line?" as to what personal information is shared, or is accessible even if not actively shared, between the BCA and the judicial branch is a big one. Not every piece of information within an individual's "sphere of privacy" is one that both the BCA as well as the judicial branch have a legitimate interest in accessing. For example, I'm not sure that the judicial branch has a legitimate interest in having anybody's social security number, but the BCA and the judicial branch very much do have an interest in accessing every name that a person has held himself/herself out as in the past, particularly if they've ever been charged with Giving a False Name to a Peace Officer. Biometrics are also something that the BCA probably does have a legitimate interest in (e.g., giving peace officer a false name) but I'm not sure the judicial branch does. There ought to also be a process by which a person could petition to have prior names expunged from judicial-branch records if he/she has gained citizenship and had not gained it at points in time that he/she held himself/herself out as having different names.*

- *All of our system tend to not "talk to each other" so our information sharing is difficult. Additionally, some organizations do work where there is confidential information that cannot be shared with each other.*
- *I don't feel as though there is any focus on the sharing of information pertaining to new database/systems between agencies. I also don't feel as though some of the main issues regarding electronic storage/access of data is being addressed. The costs for data storage are astronomical and the cost is being incurred by law enforcement; prosecutors and public defenders for the same files - costing the taxpayers millions of dollars. It's not only costly but also inefficient in how files are being shared between the agencies which can result in delays with court proceedings as well.*
- *We need to focus on integrations between agencies that would lower costs, increase the sharing of information, and be more efficient with how we gather data in order to make policy changes.*
- *Understanding how we can use data to craft effective legislation and policy.*
- *Clearer/definitive info on firearms restrictions for DV related offenses*
- *Information sharing that can facilitate school and community violence prevention efforts.*
- *Sharing information across jurisdictional boundaries. The same people are committing crimes in multiple jurisdictions.*
- *making sure that all voices in Minnesota are included when discussing criminal justice data sharing.*

### 3. What opportunity or emerging issue would you like the AG to explore?

(sorted by number of responses)

Option	Count
Artificial Intelligence (AI)	4
Justice Counts	3
Department of Corrections (DOC) public data infrastructure	1
Stakeholder representation/perspectives that are not represented on the group, i.e., Legislative representation	1
Clean Slate automatic expungements realities	0
Other: <ul style="list-style-type: none"> <li>• Data storage of the same documents by several agencies</li> <li>• Statewide data systems</li> <li>• having a purpose for the group</li> </ul>	3

### 4. If you could do one thing to make a difference for Minnesota’s statewide criminal justice information sharing, what would you do and why?

- *Open up criminal information systems and utilize private databases for crime prevention.*
- *Create a set of triggering events and a set of scopes of information particular to each triggering event, that will permanently be expunged, conditionally be expunged, or will be "resuscitated" (the opposite of expunged) if the triggering event occurs. There are people who once had, still have, or have a recurrence of indicia of compelling mental-health concerns that impact public safety vs. 2d Amendment. There are people who in the past felt (justifiably or not) compelled to use a false name but now no longer have any*

*such compunction. In decades and eras gone by, there was less fluidity in these regards, and so the system did not need to evolve and adjust for that fluidity.*

- *Create a system that everyone uses so that it is compatible. Duplicative work is a waste of time*
- *Find one common system in which discovery information is saved and shared between the necessary agencies without having each individual agency incur outrageous costs and wasted time by staff uploading and downloading the same data.*
- *Increased integrations to reduce efficiencies and increase access to justice.*
- *Restorative Justice*
- *Please see #2 [Clearer/definitive info on firearms restrictions for DV related offenses]*
- *Allow police to see all non-confidential police data. Allow all dispatch to see all non-confidential dispatch data.*
- *I think our group needs to have stronger ties to the executive and legislative branches of government to determine what information they need.*

## Appendix B

### Group suggested actions

1. Fund data audit to inventory relevant data sources.
  - a. Data to inform the group of the problems that need to be addressed.
    - i. Example: mental health data
2. AG dedicated staff and budget
  - a. Secure funding (through legislation/Governor's Office) for an administrator and staff to support the direction set by the AG.
3. Membership
  - a. Legislative representation- Increase the influence of the AG at the legislature by filling all legislative rep. seats.
  - b. Data practices expert/representation.
  - c. As stated above, consider expanding membership to include those who can implement.
  - d. Increase member participation/attendance at AG meetings.
4. Data practices policy changes to support access, modernization, and standardization.
5. AG presence and influence in system development.
  - a. Be a relevant voice in DOC Data sharing project.
  - b. How can we ask other govt/agencies to leverage us and utilize us as best as possible?
6. Stakeholders present projects and ideas to solve problems.
7. Reviewing and advising the bureau superintendent (expanded scope in 2023 legislation).

## Information system modernization and standardization

Members the AG proposed a sequence of activities and improvements to increase the reliability and accessibility of criminal and juvenile justice data.

### Characteristics of the new data use process

- Modernization and standardization resulting in:
  - A more centralized public information hub, well marketed.
  - Codified process for public, private, and confidential access to data, state-wide.
  - Single sign up - Access based on policy.
    - Data access knowledge to make data request(s)
      - Clarity about who has/can have access to specific data.
        - i.e., authorization
- Public use- Public facing functionality.
  - Transparency – via data communicated through understandable language.
  - Understand the stories that we need to tell from the data that we collect.
  - When to aggregate for public use.
    - Ex. Nosy neighbor
- More complete picture: on individuals, diversion programs and history, mental health determinations (will require HIPAA Information).
  - Civil commitment resource center.
  - OMHDD-Ombudsperson.
    - How do we protect individual's rights without victims falling through the cracks and potential victims?
- Process modernization/standardization steps.
  - Research into what works.
  - Project list with priorities, timelines, and measurable outcomes
  - Have a master plan but start with small bites, small victories.
  - Systems to clean up bad data.

### Additional characteristics of the system

- Copy Uber, other private sector solutions.
- Systems talk back and forth in real-time.

- Ex. Warrants/sexual assault process updates
- Currently, the # code for alleged crime is wrong.
- Common data gathering and sharing.
- Unified fields.