

Path to Integration

**The History of Criminal Justice
Information Integration in Minnesota**

**Criminal and Juvenile Justice Information
Advisory Group**

November 2019

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Executive Summary

Public safety has always been a primary role of government – whether at the federal, state or local level. How government has fulfilled that role has evolved over time. With the influx of technology over the past two decades, administering public safety has changed at an increasingly rapid pace. Technology now makes information available at the push of a button – something once thought to be impossible. There is now the ability to share and integrate significant amounts of criminal justice information electronically to enhance public safety. Sharing and integrating criminal justice information originally seemed to be fairly simple and a positive solution to improving public safety; however, Minnesota has learned over the past 26 years that figuring out how to share information among criminal justice professionals, while definitely worth the effort, has not been easy or without challenges.

Path to Integration, an historical timeline and account of integration activities, is meant to paint a picture of Minnesota’s journey to information integration for new policymakers – the successes realized, the lessons learned, and what lies ahead.

Justice and public safety services in Minnesota are provided by more than 1,100 local, state and federal criminal justice agencies (prosecution, judicial, probation, law enforcement, public defense, corrections etc.). These agencies are generally autonomous, individually funded, and each has its’ own priorities. The constant decisions each agency makes along the way are often times critical and cannot be made in a vacuum – whether it’s a judge hearing a case in a courtroom, a probation officer working on a pre-sentence investigation, a defense attorney preparing a case, an officer making a stop on the street, or a prosecutor making a charging decision - decisions must be made within a bigger, more complete picture. Who is this individual? What have they done? Where are they in the criminal justice process (past, present and future)? The questions go on and on, so the need for complete, timely and accurate data is critical. That’s where criminal justice information integration comes in.

Criminal justice information integration is getting the right information into the hands of the right people at the right time and in the right place to make key decisions throughout the criminal justice process. This could be the officer checking an individual's identification on a traffic stop; the prosecutor deciding whether to charge an individual; the judge determining whether to hold an individual in custody at an arraignment or if bail is appropriate; or the probation officer recommending a sentence for an individual. **These decisions are critical because the correct individuals are held accountable and public safety is increased, which is the ultimate goal – keeping people safer.**

While getting the right information to the right people at the right time in the right place may sound like a straightforward goal, the challenges are numerous and complex. There are issues of data privacy, collaboration among independent entities, disparate funding, different business processes among agencies etc.

One of the biggest challenges is the perception that information integration has an ending. It's been difficult to communicate that integration is an ongoing effort – it will never be complete as technology and business processes are constantly evolving. Similar to road construction - bridges and roads continuously need to be maintained and replaced – criminal justice information systems and infrastructure continuously need to be maintained, replaced and improved.

Another significant challenge is that there is no model to follow - Minnesota is a national leader in information sharing. Other states recognize the importance of integrating criminal justice information, but most haven't taken the steps or risks that Minnesota has taken - Minnesota has been a pioneer in information sharing.

Minnesota's effort began in the early 1990's when Minnesota criminal justice professionals recognized major gaps in criminal justice information and the inability to share information. There were incomplete electronic records on warrants and felony convictions. There was incomplete sex offender information. There were no electronic booking photos or "mug shots". Criminal histories were incomplete because nearly 40% of the records were in limbo due to missing fingerprints (referred to as "suspense" records) – the impact of this was that half of the convicted felony charges were not getting into the criminal history system. There was no detention or probation data available electronically. All fingerprints were ink and rolled and submitted to the

Bureau of Criminal Apprehension (BCA) on paper cards, with a three- to four-month delay in confirming a person's identity and criminal history (over 60,000 cards per year).

To that end, the Legislature created the Criminal and Juvenile Justice Information Policy Group and Task Force (Minn. Stat. 299C.65) in 1993. The [Policy Group](#) was responsible for the overall statewide integration of criminal justice information. The [Task Force](#) assisted and advised the Policy Group.

As data integration needs have changed, so has the structure and function of this group. In 2016, the Minnesota Legislature replaced the Policy Group and Task Force with the Criminal and Juvenile Justice Information Advisory Group. The Legislature made the move which was recommended by the Policy Group following a lengthy strategic planning process. The Advisory Group has continued the prior groups' efforts to identify and address information integration issues and opportunities.

Despite some of the challenges, there have been a number of major successes since the inception of integration activities in 1993. A few examples are: time reduced to accurately identify an individual during the booking process from months to minutes; restraining orders electronically available to dispatchers and officers in squad cars; status of any offender's sentence or release electronically available statewide; charging documents and citations filed electronically eliminating manual paper processes, etc.

Other successes include the milestones listed below. Some of these efforts built on each other and have provided the foundation for future integrations. They have collectively improved the completeness, timeliness, and accuracy of criminal justice information.

- **Minnesota Court Information System (MNCIS)** - This Minnesota Judicial Branch system contains public data from adult felony and misdemeanor court cases that are open, closed, or archived as well as civil data.
- **Statewide Supervision System (S³)** - The Department of Corrections system includes information regarding juveniles currently or previously on probation or in detention.
- **Minnesota Criminal Justice Statute Service** – A central database for Minnesota criminal justice statutes, allowing searches for specific criminal statutes by statute number, offense level, effective date, function or key word.

- **Integration Cookbook** – A “how-to” manual for smaller or mid-sized criminal justice agencies to assist them in their integration planning.
- **Identification Protocol and Roadmap** – The standards for who, what, where, and when identity should be captured, with the goal that all records should be linked to a biometric such as fingerprints.
- **Integrated Search Service (ISS)** – An interface that allows a user to search multiple criminal justice databases in one location (databases noted previously).
- **Suspense Record Reduction and Prevention** – A combination of technical and business solutions to reduce and prevent records from going into suspense – when a court disposition cannot be matched to an arrest record with a fingerprint.
- **Technical and Business Standards** – Security and connectivity standards to define the format for data exchanged from system to system based on best business practices and statutory data practices requirements (Minnesota complies with the national data exchange model).
- **Booking Notification Project** – Service that utilizes the Statewide Supervision System to electronically notify probation officers if one of their clients is booked.
- **Predatory Offender Registry (POR)** – BCA central repository of information on predatory offenders, including sex offenders, who are required to register. Deployment of a new POR database, law enforcement website and public non-compliant website is scheduled to be completed in 2020.
- **Local County Integration Planning and Implementation Projects** – Various projects at the county level that received state grants to plan for integration or to integrate systems (primarily the five largest counties as previously noted).
- **Minnesota Repository of Arrest Photos (MRAP)** – BCA central repository of booking and arrest photos, including scars, marks, tattoos and other descriptive information.
- **Secretary of State Voting Rights** – An electronic notification from the Court’s information system (MNCIS) to the Secretary of State’s voter registration system regarding the suspension and restoration of voting rights based on convictions or completion of sentences.

- **Electronic Fingerprint Capture (Livescan Deployments and 2-Finger Rapid Identification)** – Electronic fingerprint devices deployed in booking, detention and court facilities all over the state that send fingerprint data directly to BCA (the Livescans capture 10-finger and palm prints while the 2-finger devices can be used in certain circumstances such as in the squad car and are smaller, more mobile, and less costly).
- **MNJIS Reports on Demand (MROD)** – Tool that allows criminal justice users to print consolidated and comprehensive reports on individuals from the Courts' MNCIS system.
- **Policy Studies (background checks, expungements, warrant process, data harvesting, fingerprinting process, juvenile decision points)** – The Policy Group and Task Force identified, studied, and made recommendations on a number of criminal justice information policy issues.
- **eCharging Service** – Electronic charging service that moves criminal complaint data between law enforcement, prosecution and the Courts. eCharging also processes citations, DWI search warrant applications and DWI administrative forms electronically.
- **Crime Reporting System (CRS)** – A uniform, electronic process for law enforcement agencies to submit data about incidents to meet state and federal reporting requirements. A new system, implemented in 2016, allows the collection of more detailed and accurate crime data than the original system and positions the state to meet the FBI's requirement for transitioning to the National Incident-Based Reporting System by 2021.
- **Criminal History System (CHS)** – A central repository for arrest and conviction data on persons arrested for felony, gross misdemeanor and some misdemeanor offenses. A new system implemented in 2018 improved security controls for data access, is easier to integrate with other systems, and reduced manual processes and the risk of data entry errors.

These accomplishments have truly revolutionized the criminal justice system and public safety in Minnesota. The primary keys to success have been collaboration, prioritization, and a commitment to continue on the path. Path to Integration details many of the accomplishments to date and provides further insight into the integration

process and path taken. Some of the key points and lessons learned along the way are as follows:

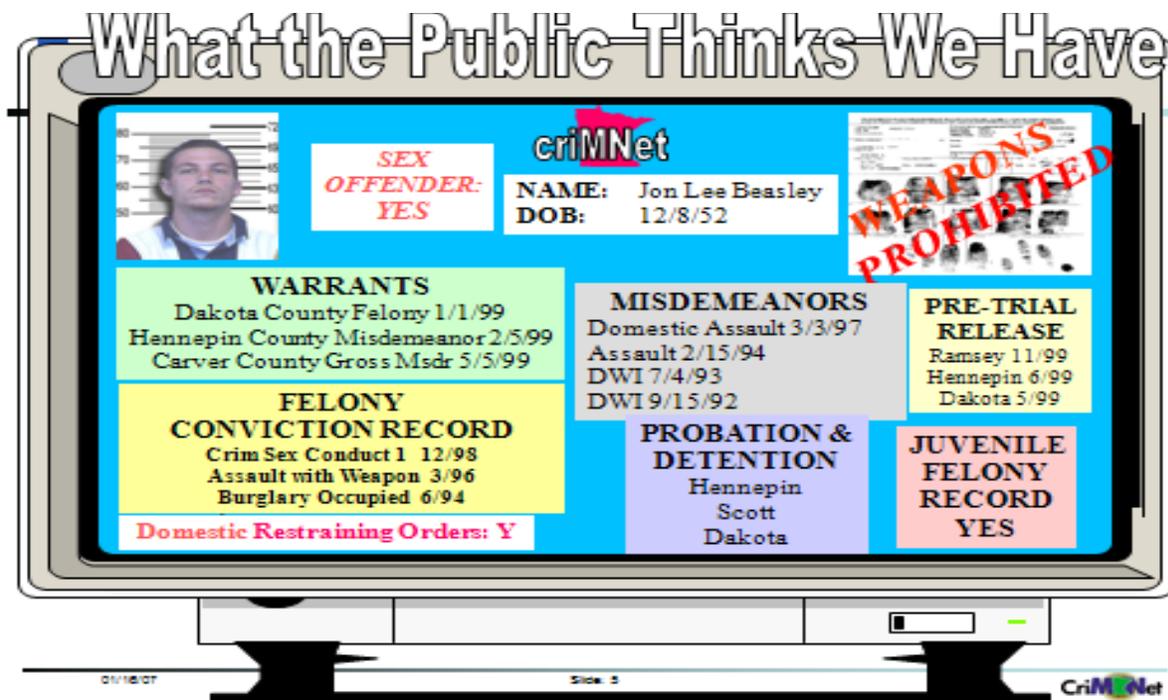
- Public safety is the ultimate goal.
- Minnesota is a national leader in integration efforts.
- Technology is not the sole solution – the business processes are just as critical.
- The state must lead the coordination and funding of integration efforts.
- Collaboration between state and local agencies is essential.
- There has been tremendous progress made with measurable results.
- There will always be a need for oversight and prioritization of integration activities.
- Criminal justice information integration is ongoing and will never be complete.

Ongoing legislative, executive, and judicial branch support is essential for criminal justice information integration to move forward. It is imperative that policymakers have an understanding of criminal justice information integration and why it is critical to public safety in Minnesota.

Integration Historical Timeline: 1993 - 2020

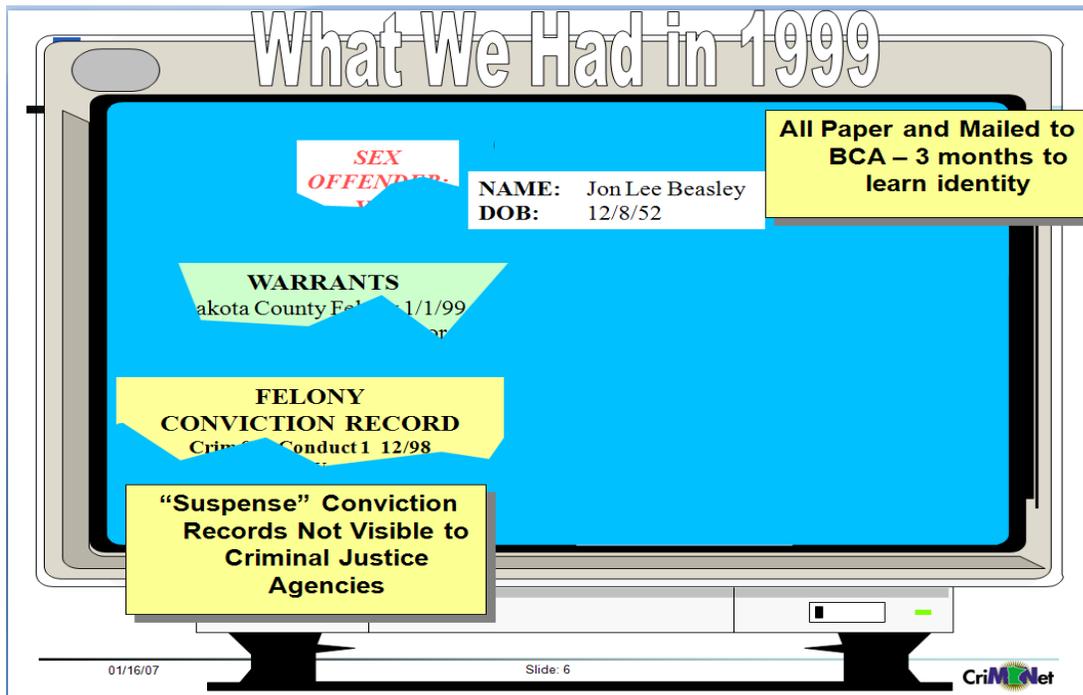
1990's

With the 1990's came the first recognition that information should be integrated and shared to allow better decision-making throughout the criminal justice system, to hold people accountable for their actions, and to improve public safety. Until then, very little criminal justice information was shared or available electronically; however, the public perception was very different. The public assumed that criminal justice professionals had complete information on all convictions of an individual, if an individual was on probation or serving detention somewhere, if there were any domestic abuse restraining orders, if an individual had any warrants, if an individual was a sex offender, the correct identity including the full name and date of birth of an individual (including fingerprints) etc.



The reality was that there were incomplete electronic records on warrants and felony convictions. There was incomplete sex offender information. There were no electronic booking photos or “mug shots.” Criminal histories were incomplete because nearly 40% of the records were in limbo due to missing fingerprints (referred to as “suspense” records) – the impact of this was that half of the convicted felony charges were not

getting into the criminal history system. There was no detention or probation data available electronically. All fingerprints were ink and rolled and submitted to the Bureau of Criminal Apprehension (BCA) on paper cards, with a three- to four-month delay in confirming a person's identity and criminal history (over 60,000 cards per year). Following is really what was available to criminal justice professionals.



- An independent audit conducted in 1992 of the state's criminal history system demonstrated that final court dispositions were missing from the criminal history record in nearly half of the cases where a disposition was known to have occurred. The audit determined that this was due to missing fingerprint cards, missing or inaccurate identification numbers, information backlog, and inaccurate sentencing information.
- In 1993, the Legislature had the foresight to create the Criminal and Juvenile Justice Information Policy Group and Task Force to begin to address these information-sharing issues. The primary mission was to create a statewide plan for criminal justice information integration.
- The first integration project – historic because it was one of the first such systems in the nation - was a domestic abuse Order for Protection (OFP) system developed by the Courts and BCA to make restraining orders available to

dispatchers and officers in squad cars. This first effort also heightened the awareness of the complexities of integrating information.

- In the late 1990's, the high-profile, tragic murders of Katie Poirier and Cally Jo Larson created a heightened awareness of the gaps in information sharing and got the attention of policymakers as well as the public. The missing data compounded the tragedy of the lives lost because their deaths may have been preventable or solved more quickly with accurate criminal justice data. It was also the first coordinated effort from the private sector (groups such as the Minnesota Business Partnership and Target Corporation) to get involved in this public policy issue.

2000 – 2001

In 2000, in response to the data gaps recognized in the late 90's through the deaths of Katie Poirier and Cally Jo Larson, the Legislature dedicated \$40 million in state funding (Katie's Law) to fill the information gaps. In 2001, the Legislature also adopted a formalized, structured approach to addressing integration gaps – the effort was known as "CriMNet". A CriMNet Program Office was created to coordinate criminal justice information integration issues.

The first electronic fingerprint devices (Livescans) were deployed throughout Minnesota – eliminating over 90% of the paper, ink-rolled fingerprint cards decreasing the time to identify individuals from months to hours and increasing the accuracy of the prints.

- The first statewide system with digital booking and arrest photos was developed – replacing, in many instances, agencies' shoebox of Polaroid mug shots (Minnesota Repository of Arrest Photos – MRAP).
- The first statewide database for probation, prison, jail, and release data was implemented by the Department of Corrections (Statewide Supervision System).
- The first statewide database of predatory offenders was developed (Predatory Offender Registry – POR).
- A comprehensive, statewide Court information system was developed – replacing multiple regional systems - (Minnesota Court Information System – MNCIS).

- The BCA launched an effort to match court dispositions with fingerprints to reduce those records already in “suspense” (not visible in the criminal history) and to prevent future records from going into suspense. There were over 560,000 records not available in the criminal history – which resulted in significant amounts of missing information on individuals who had been convicted of crimes.
- The Policy Group awarded the first CriMNet grants for integration planning to Anoka, Dakota, Hennepin and St. Louis Counties (a total of just over \$900,000).

2002

The good news was that much had been accomplished during the previous two years to fill the information gaps, and many lessons had been learned to set the stage for future successes. Those lessons included that the state cannot dictate integration; integration is never-ending; and that the focus must also be on business, not just technology. The bad news was that the gaps were filled with “silo”, stand-alone systems. It soon became apparent to the Policy Group, Task Force, CriMNet Program Office and other criminal justice stakeholders that the gaps had been filled at the expense of a comprehensive, statewide strategy for integrating data. There had been an exclusive focus on the “technology” pieces of integrating data with minimal stakeholder involvement or input. There had been little effort to look at the business needs or processes driving the technology or the implications of data practices policies related to information sharing.

“CriMNet” was oversimplified. The initial perception was that it was a pure technology solution – a system or database that would link all information systems together – which resulted in unmet expectations by the Legislature, Policy Group, Task Force, criminal justice partners, and the public.

Also during this time period, the Policy Group and Task Force began to look more closely at local integration efforts. They adopted a county-centric integration model to allocate grant funds to counties for integration planning and implementation – with the idea that the work done in individual counties could be replicated in other counties statewide.

The first counties to receive a total of \$2.4 million in CriMNet grants to implement integration projects were Anoka, Dakota and St. Louis (subsequent to planning grants awarded in 2000).

2003 - 2004

Due to the challenges in 2002, the credibility of CriMNet leadership and the current status of the program were in question, but a strong resolve for the overall mission of integrating information remained along with renewed motivation from the lessons learned. The Policy Group and Task Force recognized the need to make a mid-course correction and get the CriMNet Program focused and back on track. The Policy Group and Task Force took a very active role in managing the day-to-day activities of the CriMNet Program for a period of time. There was even a small group of key stakeholders (representing the Policy Group and Task Force) who met on a weekly basis to create short-term action items and to track progress.

- The Office of the Legislative Auditor (OLA) conducted a comprehensive program and financial audit of CriMNet. The audit findings were highly critical of program management and practices but supportive of the CriMNet vision and mission.
- The Policy Group took specific action to address the findings and recommendations of the OLA and to implement changes.
- A new executive director and management team were appointed at the CriMNet Program Office and began to implement changes recommended by the OLA report.
- The Policy Group and Task Force, with input from stakeholders, adopted a CriMNet Strategic Plan.
- The CriMNet Program Office built organizational infrastructure to strengthen program management and to implement best practices.
- There was a shift in emphasis from simply “building systems” to “integrating systems”, developing business and technical standards, planning, analysis and gathering user requirements.
- The CriMNet Program Office was relocated to the BCA – which provided day-to-day supervision of activities and more accountability.

- At the direction of the Legislature, the Policy Group and Task Force performed extensive work on data practices issues resulting in some legislative recommendations.
- A searchable interface (Integrated Search Service - ISS) was designed and implemented, allowing criminal justice users to access multiple statewide databases in one place – another key integration. Databases available through ISS included: Minnesota Hot Files (wanted persons, stolen property, gang data, missing persons etc.); Minnesota Repository of Arrest Photos (MRAP); Predatory Offender Registry (POR); Statewide Supervision System (S³); Computerized Criminal History System (CCH); Minnesota Court Information System (MNCIS); and Court Web Access (CWA).
- An additional \$4.8 million in local grants were allocated by the CriMNet Program Office, primarily to the five largest counties (Anoka, Dakota, Hennepin, Ramsey and St. Louis) and to two criminal justice consortiums, Minnesota Counties Computer Cooperative – MCCC and Local Government Information Systems – LOGIS (consortiums of county and local governments, respectively).

2005 - 2006

With the strategic direction determined (by the Strategic Plan) and a solid program management foundation in place, progress continued with a renewed emphasis on the business needs and collaboration. Recognizing the progress made by the CriMNet Program Office, the Policy Group shifted its focus back to the strategic vision and oversight of CriMNet, leaving the day-to-day program management to the CriMNet Program Office management team. The Policy Group, Task Force and CriMNet Program Office participated in an extensive prioritization process to identify short- and long-term integration priorities.

Given the new direction in priorities, a new strategy for allocating grant funding to local jurisdictions was also adopted. The Policy Group reiterated its commitment to funding local costs for integration, but changed the focus from a county-centric model to a targeted approach to specific statewide priorities. Previously, \$7.2 million in grants to local jurisdictions was administered from 2002 – 2005. These funds were used for specific planning and implementation projects, primarily at the county level. The philosophy at the time was that integration should start at the local level in each county

and that the county integrations could be replicated in other counties throughout the state. While some very good work was produced at the county level, it was not replicated in other parts of the state, so in 2006, the CrimNet Program Office recommended targeting grant funds to a specific statewide purpose. The Task Force and Policy Group agreed with the strategy and \$1 million was targeted specifically to get local agencies submitting to the Comprehensive Incident-Based Reporting System (CIBRS). The targeted statewide strategy has continued to be the focus of integration funding to locals.

- The Policy Group directed the Task Force to do a comprehensive policy study on background checks and expungements.
- The Office of the Legislative Auditor released a follow-up report indicating successful progress on the areas previously cited as problems.
- A new law enforcement incident database was developed, taking into consideration data practices policy (Comprehensive Incident-Based Reporting System – CIBRS).
- An “Identification Roadmap” was created detailing the standards for identifying individuals and linking individuals in multiple data sources biometrically (primarily through fingerprints). Accurate identification is critical to holding the right people accountable and ensuring the correct data is available on individuals.
- The Minnesota Criminal Justice Statute Service was developed – providing accurate charging and sentencing information in a flexible web service format. While the service is available to anyone interested in charging and sentencing information, the Statute Service is also base table for use by all prosecutors in Minnesota, so charging is done accurately and consistently.
- An audit of criminal justice system security architecture was conducted – providing the foundation for the security of integrating data for the future.
- A framework of integration priorities was adopted by the Policy Group and Task Force – the framework identified current and future priorities with detailed planning and budget estimates.

- An integration to electronically notify counties about the release of offenders from state prison facilities into the community was completed between the Department of Corrections and the Minnesota Counties Computer Cooperative.
- The local planning and implementation grant projects were all completed with many significant accomplishments such as development of a data exchange hub, a court services tracking system, an interface with the court information system, among many other local integrations.
- The Policy Group defined its role, as well as the role of the Task Force and executive director, in the CriMNet governance structure by creating new charters for the Policy Group and Task Force. There was also a statutory change to add the Task Force chair and first vice chair as members on the Policy Group. This was another demonstration of the shift to be more collaborative between the state and locals.

2007 - 2010

As work continued on the framework of priorities, three projects emerged as the top priorities and were eventually approved by the Policy Group as the “core priorities”:

1. **Comprehensive Incident-Based Reporting System (CIBRS)** - Statewide database of law enforcement incident data – accessible only by law enforcement. As of December 2010, 114 law enforcement agencies submitted data.
2. **Electronic Charging Service (eCharging)** - Electronic workflow of charging documents from law enforcement to prosecution to courts which replaces the manual paper process – also includes the electronic filing of citations and DWI forms (eliminating significant amounts of paperwork and manual data entry for these two high-volume processes).
3. **Name Event Index Service (NEIS)** - A “back-end” search engine that links names and events from multiple criminal justice systems. Pieces of data on an individual in separate systems will be linked to give criminal justice professionals a more complete picture of that individual as they make critical decisions affecting public safety. A proof of concept was completed in 2009 and historical data from the different data sources were loaded.

These core priorities were identified as the statewide integration initiatives that would bring the most value to the criminal justice system. In a show of support for the progress made and the commitment to the overall vision and mission of information integration, the Governor and Legislature agreed with the Policy Group's recommendation to provide additional funding for these core priorities and approved a \$2 million increase to the CriMNet general fund appropriation beginning in state fiscal year 2008.

Unfortunately, due to the overall economic conditions and budget reductions throughout state government, the integration general fund budget was reduced by \$1.265 million beginning in fiscal year 2009; an additional \$495,000 in fiscal year 2010; and an additional \$90,000 in fiscal year 2011 – thus almost eradicating the \$2 million increase approved in 2008.

Another major event during this period was the creation of Minnesota Justice Information Services (MNJIS). To support the Policy Group's strategic vision for information integration, the information technology and services sections of the BCA underwent a structural reorganization which included combining the CriMNet Program Office, which focused on planning, analysis and creation of standards, with the BCA's Criminal Justice Information Services (CJIS) division, which developed and maintained systems. The new, single unit is now MNJIS. A revised governance structure and portfolio management process has resulted in more collaboration and more streamlined delivery of integration services to customers.

- The Policy Group submitted a report and made final recommendations to the Legislature on background check and expungement issues.
- The Policy Group passed a resolution supporting the MNJIS reorganization in 2008.
- The Courts completed the rollout of the new Court Information System (MNCIS) to all 87 counties.
- The Policy Group and Task Force completed policy studies with recommendations on the warrant process, the harvesting of public data by private entities, and fingerprinting processes. The Legislature passed the fingerprint language recommended by the Policy Group.

- A new automated fingerprint identification system (AFIS) was implemented – with a response time of three minutes – which means that accurate identification is determined before an individual is released. Over 150,000 prints were processed in 2009 compared to 60,000 in 1999. AFIS has greater ability to match fingerprints and can match latent prints left at crime scenes. This was also a significant state and local partnership between the state and St. Louis County utilizing Homeland Security funds.
- An electronic tool was acquired and customized to create concise, comprehensive reports from Courts' MNCIS data (MNJIS Reports on Demand – MROD).
- The number of criminal history records going into suspense dropped from more than 35% in September 2002 to fewer than 10% in September 2010. The number of records in suspense was reduced from over 560,000 in the early 2000's to just over 160,000 in 2010.
- Probation officers now receive automatic notification when one of their clients is booked and fingerprinted on a new charge.
- Development began on an enhanced version of the Integrated Search Service – the “google” for state criminal justice systems. By serving as the interface for NEIS data, this version will provide more comprehensive search results. Additionally, this version will enhance security and improve system access.
- Department of Corrections (DOC), in collaboration with the Courts, developed a message switch and correlating website to receive immediate electronic notification when the Court sentences an individual to prison. This allows for more effective planning and case management by DOC and reduces errors that sometimes occurred with the manual process.

2011 – 2014

Significant progress was made in the development and implementation of several key systems. In 2013, the Policy Group removed CIBRS as a core priority and added two new priorities: a new criminal history system and a new crime reporting system. eCharging and CIBRS transitioned from project to product status. In addition, the Office of the Legislative Auditor (OLA) in 2013 conducted an audit of law enforcement's use of state databases, focusing on CIBRS and DVS' license database. Auditors found the state had a “reasonable” approach to balancing law enforcement's need for information

with privacy laws. However, auditors made recommendations related to appropriate use training for local law enforcement agencies and strengthening the processes for accessing, monitoring, and auditing data.

In 2014, the Policy Group and the Task Force participated in strategic thinking retreats to examine their future role in the development of criminal justice information integration policy, direction and laws. Many of the integration goals identified in the early days of the Policy Group and Task Force had been met, and without ongoing dedicated integration funding, the groups sought a renewed purpose. They created sub-committees to develop action proposals in four areas determined to be of ongoing importance during the strategic thinking retreats: data practices, collaborative relationships, education and innovation, and data and identification standards.

- **eCharging** – The service gained incredible momentum and was deployed county-by-county. Deployment to 70 counties had completed by 2014. Acting on a Policy Group recommendation, the Minnesota Legislature in 2011 expanded the legal definition of eCharging to include citations and DWI forms. Carver County estimated just over half a million dollars in cost savings in its first five years using eCharging. In 2011, eCharging won the International Association of Chiefs of Police’ Excellence in Technology Award.
- **Name Event Index Service (NEIS)** – This behind-the-scenes service links name and event data from multiple source systems for use by other MNJIS applications. Work to continue development of this service was put on hold due to other priorities.
- **Comprehensive Incident-Based Reporting System (CIBRS)** - CIBRS saw growing participation in 2011 and 2012 with some larger metro agencies adding significant amounts of data. In 2013, CIBRS participation began to decline. Only 50 agencies continued to submit and only a small portion of those agencies accessed data for investigative purposes.
- **DVS Access for law enforcement** - In response to the OLA recommendations, starting during the first quarter of 2014, law enforcement personnel may only access DVS data through the BCA.
- **New Crime Reporting System (CRS)** – Eighteen months of analysis began in 2012 to identify the requirements for a new crime reporting system. In 2013, the

Minnesota Legislature fully funded the development and implementation of a new system for all state crime reporting and statistical data. The new system would collect more detailed and accurate crime data than the original system was capable of collecting, and will allow the state to meet the FBI's requirement for transitioning to National Incident-Based Reporting System requirements by 2021. System deployment was planned starting in 2016 with full NIBRS deployment planned by 2020. The funding did not include money to integrate local systems. The original system was deployed in 1972 and was built on outdated technology that could not be integrated with other systems.

- **New criminal history system** – The Legislature in 2013 fully funded the development and implementation of a new criminal history system. The BCA in 2012 completed analysis of what would be involved in replacing the system. That work was paid for by a federal grant. Development began on a new system designed to improve security controls for data access, be easier to integrate with other systems, and reduce manual processes and the risk of data entry errors. It will replace the original system that had been in place for more than 20 years.
- **Single Sign-On** – MNJIS launched the Single Sign-On tool in Integrated Search Service (ISS) in 2012. This is the infrastructure which will eventually provide a single access (one password and entry point) to all state criminal justice systems (with appropriate security and user identification protocols).
- **MyBCA** – The MyBCA Applications Page was created in conjunction with ISS in 2012. It shows each individual user what systems they're allowed to access and includes security components and technology to ensure appropriate access limits.
- **Electronic Worksheet System (EWS)** – The Electronic Worksheet System (EWS) application helps probation agents complete sentencing worksheets – a required part of pre-sentence investigations. This project moved the system from the old Statewide Supervision System (S³) to the new S³, integrating EWS with MNCIS to pull in case information, copy offenses from previously reviewed worksheets and calculate presumptive sentences. This move allowed the Department of Corrections to retire the old S³ system.
- **License Plate Reader (LPR) Delivery Team and recommendations** – A Task Force delivery team studied how data collected by License Plate Reader

technology is classified and for how long it should be kept by Minnesota law enforcement agencies. The Policy Group provided information to the governor's office on two recommendations that resulted: 1) a data purge requirement after 180 days unless it's an active case, and 2) the classification of the data as private or nonpublic. The House took action related to LPR data but the Senate did not and so a temporary classification issued by the Commissioner of Administration remains in effect.

- **N-DEx Delivery Team and recommendations** – In 2011, a Task Force delivery team examined the variables that would be involved in state or local participation in the FBI's National Data Exchange, or N-DEx. The Task Force recommended statewide participation, setting parameters for data submissions and identifying audit requirements. The Policy Group drafted legislation but the Legislature did not take it up during the 2012 session.
- **Orders for Protection Project** – In 2011 the Minnesota Judicial Branch received a \$1 million federal grant to develop a new Orders for Protection system to replace outdated technology. The Courts and the BCA collaborated on system development.
- **Statewide Standard Citation** – A new statewide standard citation was implemented in 2012. This move consolidated the 128 variations of the paper citation in use in Minnesota into a single, standard citation.
- **Statute Service Enhancement** – The enhancement makes it possible for users to search by statute ID number or by statute reason (e.g., offenses that must be reported to the DNR).
- **eCourts** – Work began on the eCourts project in 2012, which would change how criminal justice agencies and the courts interact by switching from a paper-based to an electronic-based method.
- **Electronic Exchange Task Force Delivery Team** – In 2013, the Task Force established a delivery team to develop an electronic method for exchanging court-related documents including discovery materials.
- **Databases report** – At the request of the Legislature, the Policy Group in 2013 drafted a report on possible room for improvement of BCA databases that are used to conduct background checks for firearms permits. The Policy Group

included a list of recommendations for changes to statutes and business processes.

- **Statute change recommendation** – In 2013, the Policy Group recommended a technical change be made to Minnesota Statutes, section 609.344, relating to penalty language for third degree criminal sexual conduct. The statute was changed.

2015-2020

A new era for the Policy Group and Task Force began in 2015. Following a 2014 strategic thinking retreat and a year of examining its ongoing place in criminal justice information integration efforts, the Policy Group and Task Force drafted proposed statutory amendment language that would combine the two groups into a single Advisory Group. The legislature passed the proposed amendment and the Criminal and Juvenile Justice Information Advisory Group was created on August 1, 2016.

In its early stages, the new Advisory Group focused on completing some of the remaining work left by the Policy Group and Task Force while at the same time charting its own new path. In 2017, the group developed bylaws and took on new membership. While a few large scale system builds were ongoing, work focused on refining and improving access to existing systems.

- **Civil Commitment Delivery Team & Feasibility Study** – In 2015, the Task Force established a delivery team to look at what changes would be necessary to add public civil commitment data to a QDP query response. QDP is the primary query run by law enforcement for information about individuals. In 2016, the Task Force approved the delivery team recommendation to support building a data pass to make this possible. The BCA and the Minnesota Judicial Branch received a state technology grant to study the feasibility of the proposal. The BCA presented its findings to the Advisory Group in 2018 and the Advisory Group voted to support building a path to make the data available.
- **Electronic search warrants** - With complaints, citations and DWI form processing already part of the eCharging suite, the BCA completed development of a search warrant component in 2016. The electronic method for law enforcement to submit warrant applications and affidavits for judicial review via eCharging was deployed statewide in 2017.

- **Electronic lab kit forms** - The BCA implemented a new eCharging process in 2018 that eliminated the need for officers to fill out a lengthy form when submitting DWI blood or urine samples to the BCA for testing. The new process saves time and reduces data entry errors.
- **Funding requests for integration systems** – In 2016, the Task Force approved three legislative funding proposal recommendations by its Collaborative Relationships and Funding Subcommittee.
 - \$4.1 million for the BCA to redesign and develop a new predatory offender registration system.
 - \$1,250,000 to build an electronic document pass from courts to county attorneys and public defenders.
 - \$200,000 for a software build to help manage an offender’s release from prison into community supervision.
- **Name-Event Index Service (NEIS)** –The decision was made to discontinue this behind-the-scenes matching system. NEIS had not been expanded to include as many systems as originally projected and would have required significant work for newer systems to send data to NEIS. Potential for NEIS-like functionality exists but is currently not live in the Criminal Reporting System.
- **Data laws surveys** – In 2015 and 2016, the Task Force Data Practices Subcommittee began gathering information from criminal justice practitioners and the public about what is and isn’t working with Minnesota data practices laws. The Advisory Group’s Data Practices Subcommittee completed a report summarizing survey results in 2017. The intent is to share reports developed from the practitioner and public responses with the legislature to deepen their understanding of public and stakeholder reaction to current laws.
- **Data and identification standards proposal and stakeholder meetings** – To reduce the potential for intentional or unintentional misidentification of individuals in the criminal justice system, the Task Force in 2016 recommended to the Policy Group a proposal for identification standards beyond name and date of birth, including photos for citations and fingerprints for misdemeanors and more serious crimes. They also recommended vetting the proposal with the public and advocacy groups. Public and practitioner hearings held in 2018 by an

Advisory Group subcommittee helped the Advisory Group better understand the broader challenges with public trust and acceptance of law enforcement and how a lack of trust it can hinder the public's acceptance of efforts to improve criminal justice processes. Stakeholders also recommended additional public engagement.

- **Electronic Exchange Delivery Team** – Task Force recommendations that resulted from the Delivery Team's work guided the development of an electronic document exchange system that allows prosecutors and probation to submit documents to public defenders' content management systems. Pilot testing began in 2016 and the systems was deployed statewide in 2017. With the system complete, the Delivery Team disbanded.
- **Predatory Offender System** – The BCA began work on a new predatory offender system in 2017, including a new database, law enforcement website, and public non-compliant offender website. The legislature approved \$4.1 million for the new system. Phased implementation began in 2018. Development of the full system is expected to take two years.
- **Advisory Group as Advocates** – In 2017, the Advisory Group developed a method for criminal justice agencies, associations and organizations to bring integration proposals before the group. As the Policy Group had done in the past, the Advisory Group would advocate on behalf of certain projects with the legislature and the Governor's office.
- **Criminal History System** – Statewide deployment of the new Criminal History System (CHS) was completed in 2018.
- **Single Certification** – The BCA in 2017 developed new single certification that eliminates the need for users to complete separate appropriate use and data security exams for multiple applications.
- **CIBRS** - The decision was made to discontinue CIBRS as a separate system due to waning use by local agencies. Also, with the deployment of the new Criminal History System (CHS), investigative data once captured in CIBRS is now captured in CHS and then passed to the FBI's Law Enforcement Investigative Search (LEIS) database.

- **Crime Reporting System (CRS)** - The 2015 crime book (published in 2016) was the first created using the new system. Pilot testing for NIBRS began in 2016 with full NIBRS deployment planned by 2020.
- **Gun Permit Background Check** – The Policy Group supported development of a new system for firearms background checks. Deployed in 2016, the system improves efficiency and readability and highlights potential permit disqualifiers.
- **Orders for Protection** – The Minnesota Judicial Branch and the BCA developed a new Order for Protection (OFP) system that was pilot tested and deployed statewide in 2015. The new system provides real time delivery of OFP information and saves duplicative data entry in multiple systems. The BCA implemented additional functionality in 2016. This was a Policy Group priority project.
- **eCourts** - eFile and eService components of the Minnesota Judicial Branch’s eCourtsMN application were made available statewide in 2015. The final piece, the Minnesota Government Access portion of eCourtsMN, was deployed 2016. eCourts takes all court data exchange into a paperless environment.

Roles and Responsibilities of the Policy Group, Task Force and Advisory Group

As stated above, the Legislature created two separate, distinct bodies (defined in Minn. Stat. 299C.65) to govern statewide criminal justice information integration – the Policy Group and the Task Force. The Policy Group provided overall strategic and policy direction from a state perspective. The Task Force provided input and recommendations to the Policy Group on integration issues from a stakeholder or user perspective. The key difference between the two bodies was that the Policy Group was more strategic and the primary decision-making body. The Task Force was more tactical and advisory to the Policy Group.

In 2016, Minnesota Statute 299C.65 was amended to create the Criminal and Juvenile Justice Advisory Group. The Advisory Group is comprised of 36 individuals including criminal justice professionals, legislators, state agency representatives, local municipal representatives and citizen members. It is led by a chair, vice-chair and second vice-chair. As defined in statute and its bylaws, the Advisory Group is responsible for:

- Serving as the state Advisory Group on statewide criminal justice information policy and funding issues.
- Studying criminal justice information funding and policy issues.
- Making recommendations to the governor, the supreme court, and the legislature on criminal justice information funding and policy issues such as related data practices, individual privacy rights, and data on race and ethnicity; information-sharing at the local, state, and federal levels; technology education and innovation; the impact of proposed legislation on the criminal justice system related to information systems and business processes; and data and identification standards.
- Providing expertise and support to the state of Minnesota, including the governor, legislature, courts and other stakeholders, in policies and issues related to criminal justice information data, integration, and resourcing.
- Filing a biennial report with the governor, Supreme Court, and chairs and ranking minority members of the Senate and House of Representatives committees and divisions with jurisdiction over criminal justice funding and policy by January 15 in each odd-numbered year. The report will provide a status and review of current statewide criminal justice information systems; any recommendations concerning legislative changes or appropriations that are needed to ensure that the criminal justice information systems operate accurately and efficiently, and a summary of the activities of the Advisory Group, including any funding and grant requests.

The Advisory Group meets quarterly. Meetings are open to the public. More information on the Advisory Group can be found by visiting the Advisory Group section of the Bureau of Criminal Apprehension Website at <https://dps.mn.gov/divisions/bca/boards-committees/cji-advisory-group/Pages/default.aspx>.

Integration Milestones

Below is a listing of the major integration milestones, most of which have been mentioned in the historical timeline section with more detail. Some of these efforts built on each other and have provided the foundation for future integrations. They have

collectively improved the completeness, timeliness, and accuracy of criminal justice information.

- Minnesota Court Information System (MNCIS) - This Minnesota Judicial Branch system contains public data from adult felony and misdemeanor court cases that are open, closed, or archived. It also contains civil data.
- Statewide Supervision System (S³) - The Department of Corrections system includes information regarding juveniles currently or previously on probation or in detention.
- Minnesota Criminal Justice Statute Service – A central database for Minnesota criminal justice statutes, allowing searches for specific criminal statutes by statute ID number, offense level, effective date, function or key word.
- Integration Cookbook – A “how-to” manual for smaller or mid-sized criminal justice agencies to assist them in their integration planning.
- Identification Protocol and Roadmap – The standards for who, what, where, and when identity should be captured, with the goal that all records should be linked to a biometric such as fingerprints.
- Integrated Search Service (ISS) – An interface that allows a user to search multiple criminal justice databases in one location (databases noted previously).
- Suspense Record Reduction and Prevention – A combination of technical and business solutions to reduce, prevent and resolve suspense records – when a court disposition cannot be matched to an arrest record with a fingerprint.
- Technical and Business Standards – Security and connectivity standards to define the format for data exchanged from system to system based on best business practices and statutory data practices requirements (Minnesota complies with the national data exchange model).
- Booking Notification Project – Service that utilizes the Statewide Supervision System to electronically notify probation officers if one of their clients is booked.
- Predatory Offender Registry (POR) – BCA central repository of information on predatory offenders, including sex offenders, who are required to register.

- Local County Integration Planning and Implementation Projects – Various projects at the county level that received state grants to plan for integration or to integrate systems (primarily the five largest counties as previously noted).
- Minnesota Repository of Arrest Photos (MRAP) – BCA central repository of booking and arrest photos, including scars, marks, tattoos and other descriptive information.
- Secretary of State Voting Rights - An electronic notification from the Court's information system (MNCIS) to the Secretary of State's voter registration system regarding the suspension and restoration of voting rights based on convictions or completion of sentences.
- Electronic Fingerprint Capture (Livescan Deployments and 2-Finger Rapid Identification) – Electronic fingerprint devices deployed all over the state in booking, detention and court facilities that send fingerprint data directly to BCA (the Livescans capture 10-finger and palm prints while the 2-finger devices can be used in certain circumstances such as in the squad car and are smaller, more mobile, and less costly).
- MNJIS Reports on Demand (MROD) – Tool that allows criminal justice users to print consolidated and comprehensive reports on individuals from the Courts' MNCIS system.
- Policy Studies (background checks, expungements, warrant process, data harvesting, fingerprinting process, juvenile decision points) – The Policy Group, Task Force and Advisory Group have taken the lead on identifying, studying, and making recommendations on a number of criminal justice information policy issues.
- eCharging Service – Electronic charging service that moves criminal complaint data between law enforcement, prosecution and the Courts. eCharging also processes citations, DWI administrative forms and DWI search warrants electronically.
- Single Sign-On – A single entry point for appropriate and secure access to all state criminal justice systems. This work is ongoing.
- MyBCA Applications – Shows individual users what systems they're allowed to access and ensures appropriate data access limits.

- Statewide Standard Citation – Consolidated 128 variations of paper citations into one standard citation.
- Electronic Worksheet System (EWS) - Helps probation agents complete sentencing worksheets, integrated with MNCIS and S³ to pull in case information and offenses from previously reviewed worksheets, and calculates presumptive sentences.

These milestones have resulted in what is now available to criminal justice professionals: sex offender status, domestic abuse restraining orders, probation and detention data, electronic fingerprints, 94% of conviction records, the majority of warrants, pre-trial release data etc.

What We Have Today

SEX OFFENDER: YES

NAME: Jon Lee Beasley
DOB: 12/8/52

WEAPONS FORBIDDEN

WARRANTS
Dakota County Felony 1/1/99
Hennepin County Misdemeanor 2/5/99
Dakota County Gross Misd. 5/5/99

MISDEMEANORS
Domestic Assault 3/3/97
Assault 2/15/99
Viol. Restraining Order 7/4/98

PRE-TRIAL RELEASE
Ramsey 11/03
Hennepin 6/02
Dakota 5/04

FELONY CONVICTION RECORD
Crim Sex Conduct 1 12/98
Assault with Weapon 3/96
Burglary Occupied 6/94

PROBATION & DETENTION
Hennepin
Scott
Dakota

JUVENILE FELONY RECORD

Domestic Restraining Orders: Y

Suspense Records Visible to Criminal Justice Agencies

All electronically Captured and sent to BCA – identity returned in hours, soon to be in minutes

Ongoing Commitment to Integration Funding

How much has “integration” cost and how has the money been spent? These are questions that are always at the forefront when discussing the history of integration to date. In the 1990’s, there was no mechanism in place to track the dollars spent on “integration” as what was included as an integration cost was somewhat obscure. Some estimates of “integration funding” spent in the 1990’s include basic criminal justice

information system improvements and infrastructure such as getting computers in courtrooms, the secure state Criminal Justice Data Network (CJDN), and portions of the state's data network (MNET).

In CriMNet's first ten years, just over \$96 million in state and federal integration funding was spent on all of the statewide systems developed and maintained (including local costs for building adaptors and interfaces to the statewide systems), electronic fingerprint devices (Livescans), business process improvement projects, policy studies, development of technical and business standards, and support activities for these efforts. These funds were allocated to the CriMNet Program Office, Judicial Branch, Department of Corrections and the BCA. An additional \$7.2 million in grants was distributed to local jurisdictions (primarily the five largest counties in Minnesota – Anoka, Dakota, Hennepin, Ramsey and St. Louis) to implement their own local integrations.

Since then, the Judicial Branch, Department of Corrections, and BCA absorb the maintenance costs of integrated systems into their normal operating budgets. There is a \$4.1 million state general fund appropriation each year (administered by MNJIS) dedicated to integration funding (in addition to any federal funding available which varies from year to year). This funding is dedicated to staffing costs to develop, implement, and maintain integration systems and services. In the 2013 legislative session, the Legislature approved approximately \$14 million to fund the development of new crime reporting and criminal history systems.

There is still much being accomplished and there remains a commitment to integration efforts. It's the recommendation of the Advisory Group that all branches of government commit to the ongoing funding of criminal justice information integration – not only to sustain the current infrastructure – but to expand with new integrations that will provide timely, accurate and complete data to improve public safety.

Challenges Facing Minnesota's Integration Efforts

While many challenges have been overcome over the past 26 years, integration of criminal justice information remains complex and multi-faceted. It takes time and resources from all levels of government to work together to resolve issues as they arise.

Following are just some of the major challenges that Advisory Group members and policymakers will need to consider and address as the integration effort moves forward.

Funding

The continued development, deployment and maintenance of criminal justice information integration projects is highly dependent on the availability of funding. This will continue to be a major challenge dependent on the overall economic condition of the state.

Role of Advisory Group

The role of the Advisory Group has fostered a unique opportunity to bring stakeholders together to collaborate and to collectively communicate to policymakers. To maintain viability, Advisory Group members need to continue to evaluate the role of this governance body and how to be most effective.

Balance of Privacy and Public Safety

The challenge is no longer the technology itself, but how sharing the data impacts individuals' privacy rights. More and more integration issues revolve around security of the data and making sure only those who are authorized have access to certain data based on their role in the criminal justice system. Also, while more data available has led to increased public safety, some argue that it has had an adverse effect on some individuals with a criminal record as they try to obtain employment and housing. This balance between privacy and public safety continues to be debated.

Aging Systems

While the Legislature's decision to fund the replacement of several primary aging systems (the criminal history system, the crime reporting system, the predatory offender system and S³) is significant, there are several additional old statewide criminal justice systems in need of replacement.

For example, the Minnesota Repository of Arrest Photos (MRAP) is more than a decade old and includes no modern facial recognition capabilities. Replacing MRAP would cost \$1.5 million to \$2 million.

Continued Commitment to Integration

Those working on integration efforts have always resisted the perception that integration has an end. Policymakers, members of the media, the public and even some in the criminal justice system want to know “when will it be finished?” There has always been the challenge to communicate that integration is much like road construction - as long as there are roads, there will be a need for road construction. As long as there is a need for criminal justice information, integration will need to continue.

Conclusion

As the Advisory Group looks to the future, it is focused on improving data and identification standards; building collaborative relationships within the criminal justice community and identifying funding opportunities for future information integration efforts; and delving into the future evolution of and public and practitioner appetite for changes to Minnesota data laws.

As in the past, additional future priorities and direction will be somewhat dependent on policy issues that arise and state and federal legislative mandates related to criminal justice information. The Advisory Group will continue to monitor progress and adjust future direction as needed to move forward with priorities that provide the biggest impact to improving public safety.

APPENDICES

MINNESOTA STATUTES 2018 299C.65

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299C.65 CRIMINAL AND JUVENILE JUSTICE INFORMATION ADVISORY GROUP.

Subdivision 1. [Repealed by amendment, 2016 c 116 s 1]

Subd. 1a. **Membership; duties.** (a) The Criminal and Juvenile Justice Information Advisory Group consists of the following members:

- (1) the commissioner of corrections or designee;
- (2) the commissioner of public safety or designee;
- (3) the state chief information officer or designee;
- (4) three members of the judicial branch appointed by the chief justice of the supreme court;
- (5) the commissioner of administration or designee;
- (6) the state court administrator or designee;
- (7) two members appointed by the Minnesota Sheriffs Association, at least one of whom must be a sheriff;
- (8) two members appointed by the Minnesota Chiefs of Police Association, at least one of whom must be a chief of police;
- (9) two members appointed by the Minnesota County Attorneys Association, at least one of whom must be a county attorney;
- (10) two members appointed by the League of Minnesota Cities representing the interests of city attorneys, at least one of whom must be a city attorney;
- (11) two members appointed by the Board of Public Defense, at least one of whom must be a public defender;

(12) two corrections administrators appointed by the Association of Minnesota Counties representing the interests of local corrections, at least one of whom represents a Community Corrections Act county;

(13) two probation officers appointed by the commissioner of corrections in consultation with the president of the Minnesota Association of Community Corrections Act Counties and the president of the Minnesota Association of County Probation Officers;

(14) four public members appointed by the governor representing both metropolitan and greater Minnesota for a term of four years using the process described in section 15.059, one of whom represents the interests of victims, and one of whom represents the private business community who has expertise in integrated information systems and who, for the purposes of meetings of the advisory group, may be compensated pursuant to section 15.059;

(15) two members appointed by the Minnesota Association for Court Management, at least one of whom must be a court administrator;

(16) one member of the house of representatives appointed by the speaker of the house, or an alternate who is also a member of the house of representatives, appointed by the speaker of the house;

(17) one member of the senate appointed by the majority leader, or an alternate who is also a member of the senate, appointed by the majority leader of the senate;

(18) one member appointed by the attorney general;

(19) two members appointed by the League of Minnesota Cities, one of whom works or resides in greater Minnesota and one of whom works or resides in the seven-county metropolitan area, and at least one of whom is an elected official;

(20) two members appointed by the Association of Minnesota Counties, one of whom works or resides in greater Minnesota and one of whom works or resides in the seven-county metropolitan area, and at least one of whom is an elected official; and

(21) the director of the Sentencing Guidelines Commission or a designee.

(b) The chair, first vice-chair, and second vice-chair shall be elected by the advisory group.

(c) The advisory group shall serve as the state advisory group on statewide criminal justice information policy and funding issues. The advisory group shall study and make recommendations to the governor, the supreme court, and the legislature on criminal justice information funding and policy issues such as related data practices, individual privacy rights, and data on race and ethnicity; information-sharing at the local, state, and federal levels; technology education and innovation; the impact of proposed legislation on the criminal justice system related to information systems and business processes; and data and identification standards.

Subd. 2. [Repealed by amendment, 2016 c 116 s 1]

Subd. 3. [Repealed, 2005 c 136 art 11 s 18]

Subd. 3a. **Report.** The advisory group shall file a biennial report with the governor, supreme court, and chairs and ranking minority members of the senate and house of representatives committees and divisions with jurisdiction over criminal justice funding and policy by January 15 in each odd-numbered year. The report must provide the following:

(1) status and review of current statewide criminal justice information systems;

(2) recommendations concerning any legislative changes or appropriations that are needed to ensure that the criminal justice information systems operate accurately and efficiently; and

(3) summary of the activities of the advisory group, including any funding and grant requests.

Subd. 4. [Repealed, 2005 c 136 art 11 s 18]

Subd. 5. **Review of funding and grant requests.** Any funding requests submitted to the advisory group shall be reviewed by members of the advisory group to ensure compatibility with the mission of the advisory group. The advisory group shall

establish specific criteria and a review process for awarding and distributing any grant funding to other entities.

Subd. 6. [Repealed, 2005 c 136 art 11 s 18]

Subd. 7. [Repealed, 2005 c 136 art 11 s 18]

Subd. 8. [Repealed, 2005 c 136 art 11 s 18]

Subd. 8a. [Repealed, 2005 c 136 art 11 s 18]

Subd. 9. [Repealed, 2005 c 136 art 11 s 18]

History: 1993 c 266 s 33; 1994 c 576 s 41; 1997 c 239 art 8 s 17; 1999 c 216 art 2 s 14-19; 2000 c 311 art 5 s 1-4; 1Sp2001 c 8 art 6 s 5,6; 2005 c 136 art 11 s 12-15; 2005 c 156 art 5 s 19,20; 2006 c 212 art 1 s 26 subd 6; 2006 c 260 art 3 s 17; 2007 c 54 art 7 s 8,9; 2009 c 59 art 6 s 15,16; 2009 c 83 art 3 s 18; 2009 c 101 art 2 s 109; 2013 c 134 s 26; 2016 c 116 s 1

Criminal Justice System and Events

- The criminal justice system in Minnesota includes the following (not an exhaustive list):
- More than 10,500 licensed peace officers
- 87 county sheriffs' offices
- More than 350 police departments
- Minnesota Supreme Court, Minnesota Court of Appeals and State Court Administration
- 10 judicial districts with 294 judges
- More than 2,500 court administration employees
- More than 350 public defenders
- 237 Department of Corrections' licensed facilities – these facilities include 10 prisons, 79 jails, and four workhouses
- 32 community corrections' agencies
- 27 county probation offices with more than 200 probation officers
- 56 Department of Corrections' probation and supervised release offices
- 87 county attorney offices
- More than 400 city attorneys
- Minnesota Department of Corrections
- Minnesota Department of Public Safety (includes Minnesota Bureau of Criminal Apprehension)
- The Minnesota Attorney General's Office
- Minnesota Sentencing Guidelines Commission
- Victim advocacy groups
- Federal agencies represented in Minnesota such as: Federal Bureau of Investigation (FBI), Drug Enforcement Agency (DEA), Immigration and Customs Enforcement (ICE), Secret Service, United States Attorney, Alcohol, Tobacco and Firearms (ATF), United States Department of Agriculture (USDA), United States Border Patrol, and all branches of the military

There is a distinct flow within the criminal justice system that most events follow. The list below documents that flow and further documents the various state systems that are used or accessed at each point in the criminal justice process.

- An "incident" that constitutes a crime occurs in a community. This "incident" is reported to or observed by law enforcement and a report with basic fact-finding occurs. A number of systems are or can be accessed to assist in this process. That "incident" is then forwarded for "investigation."

- "Investigation" seeks data and information from the various systems indicated. When the "investigation" is complete and person(s) responsible for the crime(s) are identified, those person(s) are subject to "arrest".
- The "arrest" process (which includes booking at a detention facility) includes the access or use of information from various systems. Individuals under "arrest" are subject to the criminal "charging" process by a prosecutor.
- The "charging" process also includes access or use of information from various systems. Once charged, the individual will go on to the "court/trial" processes.
- During the "court/trial" process, information from various systems is accessed or used. An individual who pleads guilty or is found guilty of a criminal charge is then subject to a "sentence".
- The "sentence" process then uses information from various systems. The "sentence" could include a period of "incarceration" in a state or county detention facility.
- Information from various systems is accessed and used for and during "incarceration". Finally, the flow of events ends with an individual being released from "incarceration" and placed on "probation".
- Again, information from various systems is accessed or used for and during "probation".

State of Minnesota

Criminal and Juvenile Justice Information Advisory Group Bylaws

PURPOSE:

The Criminal and Juvenile Justice Information Advisory Group serves as Minnesota's advisory group on statewide criminal justice information policy and funding issues. The group will study and make recommendations to the governor, the courts, the legislature, and other key stakeholders on criminal justice information policy and funding issues. The scope of criminal justice policy issues includes data practices, individual privacy rights, and data on race and ethnicity; information-sharing at the local, state, and federal levels; technology education and innovation; the impact of proposed legislation on the criminal justice system related to information systems and business processes; and data and identification standards.

RESPONSIBILITIES:

1. The Advisory Group exists to provide expertise and support to the state of Minnesota, including the governor, legislature, courts and other stakeholders, in policies and issues related to criminal justice information data, integration, and resourcing.
2. The Advisory Group is also responsible for filing a biennial report with the governor, Supreme Court, and chairs and ranking minority members of the Senate and House of Representatives committees and divisions with jurisdiction over criminal justice funding and policy by January 15 in each odd-numbered year. The report must provide the following:
 - (1) status and review of current statewide criminal justice information systems;
 - (2) recommendations concerning any legislative changes or appropriations that are needed to ensure that the criminal justice information systems operate accurately and efficiently; and
 - (3) summary of the activities of the Advisory Group, including any funding and grant requests.
3. The Bylaws will be reviewed, as needed, on a biennial basis. Any proposed changes will require 30 days' notice to membership.

MEMBERSHIP AND OFFICERS:

The Advisory Group is authorized under Minnesota Statutes § 299C.65 and consists of members identified in the statute. Minn. Stat. 15.059 applies to members appointed by the Governor.

The Advisory Group shall elect a chair, first vice-chair, and second vice-chair. Officers shall serve two-year terms. The elected chairs shall serve as an Executive Board. Terms shall continue until approval of the new chairs by the Advisory Group at the biennial election. Chair may be removed from office for good cause by a three-fifths vote of the entire Advisory Board. If a chair is so removed, the Executive Board may appoint a replacement chair that must be approved by a simple majority vote of the entire Advisory Group. For any other vacancy on the Executive Board, the Executive Board may appoint a replacement that must be approved by a simple majority vote of the entire Advisory Group.

The Executive Board is responsible for developing meeting agendas and identifying applicable issues for the Advisory Group to consider. Only members of the Executive Board, or their designee, may speak on behalf of the Advisory Group when needed.

Officer responsibilities are as follows:

- Chair – The Chair shall serve on the Executive Board of the Advisory Group, facilitate the Advisory Group meetings and approve the agenda. If no Executive Board members of the Advisory Group are able to attend an Advisory Group meeting, the Chair shall designate an Advisory Group meeting to serve as Acting Chair.
- First Vice-Chair – The First Vice-Chair shall serve on the Executive Board of the Advisory Group and preside at meetings of the Advisory Group when the Chair is unavailable. The First Vice-Chair shall become the Chair when the present Chair's term is completed.
- Second Vice-Chair – The Second Vice-Chair shall serve on the Executive Board of the Advisory Group and preside at meetings of the Advisory Group when the Chair and First Vice-Chair are unavailable. The Second Vice-Chair shall become the First Vice-Chair when the present First Vice-Chair becomes Chair. A new Second-Vice Chair shall be elected at the biennial elections.

MEETINGS:

- Quorum

A quorum is a majority of voting members; more than one-half.

Changes in the number of vacant positions will result in a change in the definition of “majority.” “Majority” is defined as a simple majority of non-vacant positions.

- Designees/Proxies

In keeping with statutory provisions, certain Advisory Board positions may have designees appointed to represent the position and serves until such time as an official replacement is appointed. In addition, Advisory Board members may appoint a proxy to represent them if they are unable to attend (whether in person or virtually) a scheduled Advisory Committee meeting. Proxies may vote; however, if an appointed member sends a proxy more than two meetings in a row, the Chair will contact the member and/or their appointing/designating authority regarding the Member’s continued participation.

- Schedule

The Advisory Group will meet quarterly, with additional meetings scheduled as needed. Quarterly meeting dates and times are specified one year in advance. Advisory Group meetings are subject to the state Open Meeting Law.

DELIVERY TEAMS:

- Advisory Group may approve by a majority vote of the members present at a meeting the formation of Delivery Teams.
- The Advisory Group may delegate certain decision-making power to the Delivery Teams, who will study specific issues and make recommendations to the Advisory Group for possible action to be taken.
- The Executive Board shall solicit participation and appoint members of Delivery Teams to ensure appropriate representation and expertise.
- Delivery Team members need not be members of the Advisory Group and the participation of non-Advisory Committee members is strongly encouraged.

- Delivery Teams shall report their activity, progress and timeline to the Advisory Group quarterly, or as requested by the Advisory Group.
- An Advisory Group member shall serve as Delivery Team chair.

Advisory Group Bylaws adopted May 2017 v. 1.0