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7/12/2024

To the Clerks of the Senate and House of Representatives:

Pursuant to Chapter 69 of the Acts of 2018, "An Act Relative to Criminal Justice Reform," please find enclosed the annual report of the Justice Reinvestment Policy Oversight Board (JRPOB).

The enclosed report details the progress made toward the goals of the JRPOB in Fiscal Year 2024. If you have any questions about this report, please do not hesitate to reach out to Christopher Smith at [christopher.t.smith@mass.gov](mailto:christopher.t.smith@mass.gov).

Sincerely,

A handwritten signature in blue ink, appearing to read "J-Snyder".

Jason Snyder  
Secretary and Commonwealth Chief Information Officer

# A Report of the Justice Reinvestment Policy Oversight Board

## Data Collection and Reporting in the Massachusetts Criminal Justice System

### Members of the Board

Member	Affiliation
<i>Secretary Jason Snyder, Chair</i>	Executive Office of Technology Services and Security
<i>Amanda Hainsworth</i>	Office of the Attorney General
<i>Honorable Jeffrey Locke (retired in 2024) Honorable Heidi Brieger (beginning May 2024)</i>	Executive Office of the Trial Court
<i>Assistant General Counsel Arielle Mullaney</i>	Executive Office of Public Safety and Security
<i>Deputy Commissioner Michael Coelho</i>	Massachusetts Probation Service
<i>James Dixon</i>	Committee for Public Counsel Services
<i>Acting Commissioner Shawn Jenkins</i>	Department of Correction
<i>District Attorney Timothy Cruz</i>	Massachusetts District Attorneys Association
<i>Sheriff Peter J. Koutoujian</i>	Massachusetts Sheriffs Association
<i>Senator William N. Brownsberger</i>	Massachusetts State Senate
<i>Representative Carole A. Fiola</i>	Massachusetts House of Representatives
<i>Michael Molloy</i>	Massachusetts Bar Association
<i>Benjamin Forman (appointed May 2022)</i>	American Civil Liberties Union of Massachusetts
<i>Brook Hopkins</i>	Criminal Justice Policy Program, Harvard Law School (appointed expert in addressing racial, ethnic, gender, or age bias)
<i>Dr. Rhiana Kohl</i>	Department of Correction (appointed expert in data collection and analysis)
<i>Gina Papagiorgakis</i>	Executive Office of Public Safety and Security (appointed expert in data collection and analysis)

## 1. Introduction

The Justice Reinvestment Policy Oversight Board (the “Board”) was created in April 2018 with the passage into law of Chapter 69 of the Acts of 2018, [“An Act Relative to Criminal Justice Reform.”](#) The Board, chaired by the Secretary of the Executive Office of Technology Services and Security (EOTSS) and comprised of a broad spectrum of criminal justice agency heads and stakeholders inside and outside of state government, is charged with monitoring the development and implementation of justice reinvestment policies relative to the collection, standardization, and public availability of data to ensure they achieve anticipated goals.

The legislation requires that the Board file a report with the clerks of the Massachusetts House of Representatives and the Senate annually by July 1 that reviews the compliance of the criminal justice agencies and the Trial Court, including the Probation Service, the Parole Board, the Executive Office of Public Safety and Security (EOPSS), the Department of Correction, houses of correction, and county jails, with:

1. Collecting and submitting to EOPSS data required by section 18 ¾ of chapter 6A of the Massachusetts General Laws in the form of a cross-agency tracking system that uses a unique state identification number assigned to each person who enters the criminal justice system;
2. Making said data available to the public through the use of an application programming interface (API), as required by paragraph 12 of section 18 ¾;
3. Establishing data collection and reporting standards relative to recidivism rates for re- arraignment, reconviction, and reincarceration; and
4. Establishing data collection and reporting standards to standardize the methods of reporting race and ethnicity data to facilitate assessment of the racial and ethnic composition of the criminal justice population.

This is the Board’s sixth annual report and will address the progress made to-date towards compliance with M.G.L. c. 6A, § 18 ¾.

The Board convened three times in FY 2024 and continued its work to research, describe, and identify the current landscape with respect to data collection and reporting across criminal justice agencies pursuant to M.G.L. c. 6A, § 18 ¾. The Board’s purpose is to aid the agencies and offices subject to M.G.L. c. 6A, § 18 ¾ with furthering their efforts toward statutory compliance.

The following sections present the Board’s findings in each of the four areas listed above. The final section presents recommendations and additional considerations raised by the Board.

## 2. Cross-Tracking Data Collection System

M.G.L. Chapter 6A, section 18 ¾ (the “statute”), Paragraph (12)(i), mandates the collection of at least seventeen (17) distinct categories of data by criminal justice agencies and the Trial Court, including but not necessarily limited to: (1) a unique statewide identification number assigned

to each person who enters the criminal justice system; (2) the offense for which the person has been incarcerated; (3-4) the date and time of the offense; (5) the location of the offense; (6-9) the race, ethnicity, gender, and age of the person; (10) whether the person is the primary caretaker of a child; (11) the status of the person's reproductive health needs; (12-13) risk and needs assessment scores; (14- 15) participation in and completion of evidence-based programs; and (16-17) entry and exit/release dates from a jail or house of correction.

Under the definition of "criminal justice agencies" adopted in 501 CMR 18.00: Data Collection and Reporting Standards for Criminal Justice Agencies, EOPSS's goals for the platform are to ultimately ingest data from the custodial agencies—DOC and Massachusetts Sheriffs—and the Trial Court, as well as the Massachusetts Probation Service, Massachusetts Parole Board, Massachusetts State Police, the Commonwealth's 350+ local police departments, the Offices of the District Attorneys and the Attorney General's Office.

The below accomplishments demonstrate an evolution of the cross-tracking system. Since 2021, cross-tracking has not only expanded to include more data sets and more agency ingestion, but also expanded to include more real time data that is continuously refreshed with up-to-date information. In June 2022, the platform displayed data from the Department of Correction (DOC) and the Massachusetts Sheriffs that hold incarcerated individuals within the Houses of Correction (HOCs) and county jails from 2017 to 2022. In fiscal year 2023, new data from the Trial Court, Probation Service, and Parole Board was ingested into the platform and those ingestion jobs were automated, refreshing with new data weekly. In Fiscal Year 2024, additional data from the DOC, HOCs, and the Trial Court was ingested into the platform including programs data, recidivism data, and charges and convictions data. Fiscal Year 2024 also saw the creation of a pilot law enforcement program, discussed in more detail later in this report.

The program has achieved the following key statutory milestones:

1. December 2021: Standardized definitions (includes race, ethnicity, and gender) across criminal justice organizations [501 CMR 18](#)
2. August 2022: Public release of Cross Tracking Platform – [Custodial Agencies Population reporting](#) (1st release of Sheriff/DOC data jointly)
3. March 2023: Publicly released [Admissions & Release reporting](#)
4. June 2023: Publicly released [Recidivism reporting](#)
5. June 2023: All DOC, HOC, and numerous law enforcement record management systems updated to collect all statutorily required data fields
6. November 2023: Publicly released [Programs reporting](#)
7. March 2024: Publicly released [Charges & Convictions reporting on sentenced offenders](#)
8. May 2024: Programs dashboard updated
9. June 2024: Publicly release Charges & Convictions reporting on pre-trial detainees

To ensure coordination and track the progress of the data collection system implementation, EOPSS also created and leads a cross-tracking Executive Governance Council (EGC) – which replaced the former Executive Steering Committee (ESC) – and Data Governance Council. EOPSS and its stakeholders chose to replace the ESC with the newly formed EGC as they felt it was a better representation of cross-tracking as a program that will continue and evolve, rather than a project with an end date.

Comprised of key stakeholders and subject matter experts, these councils are forums for data experts and workstream leads to discuss their efforts, identify any roadblocks, collaborate on solutions, and seek guidance and clarification. The EGC addresses high level topics that affect the platform as a whole and

agencies generally. It is tasked with providing clarification and feedback to ensure the program is running smoothly and efficiently. The DGC is intended to enhance the collaboration between all agencies and entities that support the technical components of the platform and meets to discuss specific data questions that may arise and work together to achieve resolution and consistency across the different agencies.

During Fiscal Year 2024, EOPSS created the law enforcement pilot program comprised of three (3) local law enforcement agencies and the Massachusetts State Police (MSP). The main goal of the pilot program is to understand law enforcement data in the individual record management systems (RMS) and how that data can be ingested into the cross-tracking system. This required reviewing additional systems that included the LiveScan, which is used by law enforcement agencies to take fingerprints, and the Electronic Application for Criminal Complaints (EACC), which is used by law enforcement to transmit data to the Trial Court.

In the next fiscal year, the cross-tracking program will focus on:

- Continuing to work with the Trial Court to update the EACC to capture statutorily required fields
- Completing interface between record management systems and EACC
- Ensuring LiveScan machines are operational at all law enforcement agencies with integration updates completed
- Developing an anonymized, linked dataset through an application programming interface (API)
- Training and onboarding additional law enforcement agencies

The next major data ingestions will be from the Commonwealth's 350 + local police and State police agencies. EOPSS plans to dedicate most of its resources during fiscal year 2025 to training and onboarding law enforcement agencies. Based on the outcomes of the law enforcement agency pilot program, EOPSS will work with law enforcement agencies to begin ingesting their data.

The cross-tracking platform is built to grow and ingest more criminal justice agency data. To better facilitate the platform growth, EOPSS will continue working with the Trial Court to finalize the EACC updates and the law enforcement agencies to update LiveScan devices and finalize integration allowing for an automated flow of data.

While law enforcement data is the focus of the next major data ingestion, EOPSS is prepared to work with the District Attorneys and Attorney General's Office when those agencies are prepared to contribute data.

## Statewide Unique Identification Number

Paragraph (12)(ii) of the statute further mandates that data shall be collected in the form of a cross-tracking system that tracks individuals through a unique, fingerprint-supported, statewide identification number (SID).

Previous reports noted some of the technical and statutory challenges inherent to the adoption of the SID across constituent agencies. To summarize, some agencies' record management systems were not configured to communicate with the Massachusetts State Police Onelli

system through which SIDs are generated and stored, and fingerprinting is not mandated in Massachusetts for all offenses. Additionally, updates to the EACC and integration with police departments’ record management systems and the EACC have contributed to the delays in achieving full compliance with collection and transmission of SIDs. These system updates and enhancements are imperative in ensuring good, reliable data across the Commonwealth and also in ensuring different agency systems are communicating and receiving/sending information correctly and smoothly. Without completing these steps first, SID compliance is not possible.

Table 1 shows the major milestones completed and yet-to-be-completed in the SID adoption work, along with their target dates. Items related to LEAs—implementation of LiveScan machines across all local police departments and upgrades to records management systems (RMS) to interface with LiveScan machines to auto-ingest SIDs—have been updated to reflect operational delays due to larger-than-anticipated technical, logistical, and coordination challenges of coordinating across many agencies with disparate systems and business processes.

**Table 1: Adoption of the State Identification Number (SID): Milestones and Targets**

Milestone	Expected delivery date	Status
Fingerprinting and booking process training complete with DOC/Massachusetts Sheriffs; training schedule established	December 2021	Complete
IMS (DOC) accepts SID through Onelll	March 2022	Complete
OMS/JMS (Sheriffs) accept SID through Onelll	March 2022	Complete
MassCourts (Trial Court) accepts SID	December 2023	Complete
Develop goals/metrics for improving/ tracking SID capture and booking compliance at criminal justice agencies	June 2023	Complete
Report out the proportion of ingested records (2010-present) from Trial Court, DOC, and Massachusetts Sheriffs that include a true, correct SID on a periodic basis	October 2023	Complete
LiveScan machines operational at all relevant Law Enforcement Agencies (LEA)	December 2024	Updated—Delayed
EACC update complete	August 2024	Updated—Delayed
RMS interface with EACC complete (LEA)	Ongoing (dependent on EACC Update Complete)	Updated
RMS accepts SID (LEA)	TBD (dependent on EACC Update Complete)	Delayed
Spirit II (Parole) accepts SID through Onelll	September 2024	Updated

### 3. Public Availability of Data

Paragraph 12(ii) of the statute requires that anonymized, cross-agency data be made available to the public for analysis through an application programming interface (API) which allows access to all electronically available records.

EOPSS informed the Board at its April 2023 meeting that it is working towards the creation of this dataset, but the completion date for this work, originally scheduled for December 2023, has been pushed out to December 2024 due to challenges around source system upgrades, SID adoption, and data anonymization. Specifically, as noted in the previous section, efforts to bring LEAs into compliance with fingerprinting and data collection standards, SID capture, and EACC utilization requires overcoming previously unforeseen technical and logistical challenges around LiveScan adoption and upgrades to records management systems, as well as training a large number of agencies on new processes.

Work this year with data across the Custodial agencies also suggests that the standardization of historical data across local agencies will require more time than originally anticipated. In parallel, EOPSS has started its work to develop a data anonymization strategy that will meet the reporting requirements of paragraph 12(ii) while protecting individual privacy.

In the meantime, EOPSS made some data available this year through public-facing dashboards. A first phase of dashboards, released in August 2022, shows the supervised populations of the DOC and Massachusetts Sheriffs by Pre-Trial and Sentenced status. Data is available by key demographics, including race, ethnicity, gender, and age. Importantly, these dashboards are designed to meet the statute’s requirements for race and ethnicity reporting, discussed in more detail in section 5 below. A second phase of dashboards, released in March 2023, reports on admissions and releases from these same institutions over time and by reason for release. A third phase released in June 2023, meets the statute’s requirements for recidivism reporting and is discussed in more detail in section 4. In November 2023, EOPSS released another public dashboard consisting of programs reporting information from custodial institutions. The Commonwealth has a rich display of offender programming information across all of its custodial agencies; program data is often limited to state agencies and is usually only available at the general program category level. In March 2024, EOPSS released another public dashboard reporting on Charges and Convictions data for sentenced individuals. For the first time, this dashboard displays aggregated and organized information on charges and convictions. This combines data from many different state agencies and required a lengthy, detailed review to match the data across the agency systems. In June 2024, EOPSS will release a similar dashboard on Charges and Convictions for Pre-Trial detainees. All of these dashboards allow users to filter by demographics, institution, year, etc. and allow for the public to download data sets for their own review and study to deepen their understanding of the Commonwealth criminal justice system.

All available dashboards are published on mass.gov: [Commonwealth of Massachusetts | Criminal Justice Cross-Tracking System | Mass.gov](#)

Table 2 shows the major milestones completed and yet-to-be-completed in the public reporting work, along with their target dates.

**Table 2: Public Data Reporting: Milestones and Targets**

Milestone	Expected delivery date	Status
Standard data values/definitions adopted across source datasets	December 2021	Complete
Data Governance Council (DGC) established	November 2022	Complete
Publish phase 1 and phase 2 dashboards showing populations by demographics (1) and admissions and	August 2022; March 2023	Complete

releases (2) for DOC and the Massachusetts Sheriffs		
15 of 17 data elements required under M.G.L. c. 6A, § 18 ¾ from DOC and Massachusetts Sheriffs ingested into the cross-tracking platform at the person-level back to 2017. Ingestion of data related to reproductive health needs and whether an individual is the primary caretaker of a child has not been ingested due to data quality concerns but is expected prior to the release of the cross-tracking dataset in December 2024.	June 2022 (15 indicators); December 2024	On Track
Publish recidivism dashboards on rearraignment, reconviction, and reincarceration	June 2023	Complete
Report released on risk/needs program participation by race/ethnicity	December 2023	Complete
Identify data elements and data quality standards for the cross-tracking public-facing dataset	December 2023	Complete
Initial data anonymization and testing	December 2023	Complete
Report released on charges and convictions for sentenced offenders	March 2024	Complete
Report released on charges and convictions for pretrial offenders	June 2024	Complete
API requirements, development, testing, and release	December 2024	On Track
Final anonymized data set release	December 2024	On Track

## 4. Collection and Reporting Standards for Recidivism

Paragraph (13) of the statute requires the Secretary of Public Safety to establish data collection and reporting standards for criminal justice agencies and Trial Court relative to recidivism rates for re-arraignment, reconviction, and reincarceration with data tracked over 1, 2, and 3-year periods. Recidivism rates must be tracked by race, ethnicity, gender, and age and reported annually to the Secretary of Public Safety.

At the time of writing, EOPSS reports that recidivism reports for re-arraignment, re-conviction, and reincarceration are on mass.gov, the Commonwealth’s website, since June 2023. As required, reports, in the form of interactive dashboards, track recidivism over 1, 2, and 3-year periods, by key demographics: race, ethnicity, gender, and age, and use standard recidivism calculation and reporting protocols developed in an earlier phase of the cross-tracking effort. The dashboards are updated regularly to comply with the statute.

Working with stakeholders during the development phase of 501 CMR 18 in 2021 and over this past year, EOPSS has developed two recidivism measures that will be reflected in the dashboards.

The first, in line with the CMR, tracks recidivism from date the individual completes their full term of supervision, including any Parole or Probation supervision, while the second tracks recidivism from the date an individual is released from their sentence with the DOC or Massachusetts Sheriffs into the community, whether or not the individual continues to be under Parole or Probation supervision. The publicly available dashboards display data for both metrics from the DOC, Massachusetts Sheriffs, Parole



Board and Probation Service, and the Trial Court. EOPSS worked with its partner agencies to expand the data available in the platform this year to include demographic data from the DOC, Massachusetts Sheriffs, Parole Board and Probation Service, as well as arraignment data from the Trial Court.

Table 3 shows the major milestones completed and yet-to-be-completed in the recidivism reporting work, along with their target dates.

**Table 3: Recidivism Reporting: Milestones and Targets**

Milestone	Expected delivery date	Status
Establish recidivism definitions and reporting standards	December 2021	Complete
Re-incarceration dashboard published on mass.gov; release schedule established	June 2023 initial October 2024 updated	Complete
Re-conviction dashboard published on mass.gov; release schedule established	June 2023 initial October 2024 updated	Complete
Re-arraignment dashboard published on mass.gov; release schedule established	June 2023 initial October 2024 updated	Complete

## 5. Reporting Standards for Race and Ethnicity

Paragraph (14) of the statute mandates that EOPSS establish data collection and reporting standards for criminal justice agencies and the Trial Court to standardize methods of reporting of race and ethnicity data to facilitate assessment of the racial and ethnic composition of the criminal justice population of the Commonwealth. The criminal justice agencies and the Trial Court, including houses of correction and county jails, must further coordinate to ensure that racial and ethnic data related to populations, trends and outcomes is reported accurately to the Secretary of Public Safety and the public.

After establishing regulations and consolidating correctional data from the DOC and county sheriffs, EOPSS worked with agencies to update systems, as needed, to comply with the new standardized race and ethnicity reporting requirements. If this required training, EOPSS also assisted, as needed. Through this training and updates, the cross-tracking system was able to ingest the standardized race and ethnicity data.

The inaugural dashboard debuted online in 2022 and reflects this standardized race and ethnicity data. Subsequent dashboards display admission and release data from the DOC and county sheriffs; evidence-based programming from the DOC and county sheriffs; recidivism rates for re-incarceration, re-conviction, and re-arraignment; and most recently all charges and convictions for those sentenced and pre-trial individuals in the DOC and county sheriffs. All of these dashboards include data received by way of a data flow between partner agency record management systems to a centralized system. This required extensive upgrades to comply with the new data standards.

As new agencies are onboarded to the system and their data is ingested, EOPSS will work with them to provide training and system upgrades to allow for standardized data collection. In partnership with EOPSS, the DOC and Massachusetts Sheriffs adopted standard booking processes and completed staff training in December 2022. Delivery of similar efforts with local law enforcement agencies (LEAs) originally scheduled to be completed in June 2023, have been pushed out to December 2024 due to challenges putting in place LiveScan fingerprinting machines at LEAs and working with police departments and their vendors to make necessary changes to their record management systems, as discussed in section 2.

Data dashboards can be found below:

[Commonwealth of Massachusetts | Criminal Justice Cross-Tracking System | Mass.gov](#)

Table 4 shows the major milestones completed and yet-to-be-completed in the race/ethnicity standardization work, along with their target dates.

**Table 4: Reporting Standards for Race and Ethnicity: Milestones and Targets**

Milestone	Expected delivery date	Status
Publish standard definitions and classifications to capture data about individuals' race and ethnicity (501 CMR18)	December 2021	Complete
Agencies' current classifications mapped to standard classifications in cross-tracking system	July 2022	Complete
Fingerprinting and booking process complete with DOC/Massachusetts Sheriffs to ensure race/ethnicity data is captured correctly and completely at booking; training completed	December 2022	Complete
Report released on incarcerated populations by race/ethnicity; release schedule established	August 2022	Complete
Report released on recidivism by race/ethnicity; release schedule established	June 2023 initial June 2024 annual report	Complete
Publish SOP and training materials for fingerprinting and booking process for LEAs to ensure race/ethnicity data is captured correctly and completely at booking	December 2024	Updated
Report released on risk/needs program participation by race/ethnicity	December 2023	Complete
All RMS upgraded to support new cross-tracking data standards	Ongoing	Updated

## 6. Recommendations and Considerations of the Board

Progress continues to be made towards compliance with M.G.L. c. 6A, § 18 ¾. The Board remains invested in monitoring progress and supports the overarching goal of improving the criminal justice system by enhancing the integrity, accuracy, consistency, and transparency of information. To that end,

the Board recommends particular attention to the following items in FY 2025:

- The Board requests that EOPSS brief on the outcomes of the law enforcement agency pilot program on data ingestion from the Commonwealth's 350+ local police departments and the State Police, as well as efforts to train and onboard law enforcement agencies.
- The Board will continue to request that EOPSS provide a plan and schedule for integrating data from the 11 District Attorneys' Offices and the Attorney General's Office into the platform and report on progress at the Board's FY 2025 meetings.
- The Board recommends continued investment in infrastructure to ensure completion of the statutory requirements and to ensure full integration from the District Attorneys' Offices and the Attorney General's Office. In FY25, the Board should conduct a financial assessment to support pursuit of additional funding allocations.