



Data Collection and Reporting in the Massachusetts Criminal Justice System

A Report of the Justice Reinvestment Policy Oversight Board

June 2025

Members of the Board

Member	Affiliation
<i>Secretary Jason Snyder, Chair</i>	Executive Office of Technology Services and Security
<i>Vacancy (AGO member vacated seat in June 2025)</i>	Office of the Attorney General
<i>Honorable Heidi Brieger</i>	Executive Office of the Trial Court
<i>Assistant General Counsel Arielle Mullaney Poncia</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>Commissioner Shawn Jenkins</i>	Department of Correction
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<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</i>	American Civil Liberties Union of Massachusetts
<i>Vacancy (Appointed member vacated seat December, 2024)</i>	(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-arrest, 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 seventh 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 2025 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 (FY23), 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 FY24, 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. In FY25, the Programs and Recidivism dashboards were refreshed to include current data, and a risk and needs assessments dashboard was created with initial data from Parole, DOC, and Probation. Additionally, an API (Application Programming Interface), as required by the statute, was published with data from the custodial cohort. In FY25, Parole’s record management system, the State Parole Integrated Records and Information Tracking (Spirit II) was fully integrated with the Onell system, which generates State Identification Numbers.

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 refreshed
9. June 2024: Publicly release Charges & Convictions reporting on pre-trial detainees
10. September 2024: Programs dashboard refreshed
11. November 2024: Recidivism dashboard refreshed
12. December 2024: Publicly released risk and needs assessments dashboard (Parole, DOC, and Probation data)
13. January 2025: Application programming interface (API) published for the custodial cohort (Populations; charges and convictions; programs)
14. March 2025: Completion of integrating the State Parole Integrated Records and Information Tracking (SPIRIT II) system with Onell, generating State Identification Numbers.
15. June 2025: Recidivism API cohort published.

Due to the maturity of Cross-Tracking and to ensure coordination, improve efficiency and track the progress of the data collection system implementation, EOPSS replaced the Executive Governance Council (EGC) with the Data Governance Council (DGC). EOPSS and its stakeholders chose to replace the EGC with the established DGC as both councils were comprised of the same stakeholder representatives and the DGC 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, the DGC is a forum for data experts and workstream leads to discuss their efforts, identify any roadblocks, collaborate on solutions, and seek guidance and clarification. The DGC addresses identified roadblocks with data standardization 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. Further, 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.

Fiscal Year 2025 saw the publication of the Application Programming Interface (API) which will serve as a platform for standardizing data sets and presentation across cohorts, enabling research across populations. EOPSS also completed the Spirit II integration project with the Onell system, and ensured that LiveScan machines were made operational at all law enforcement agencies with integration updates completed. Additionally, efforts were made to expand upon the work completed with the law enforcement pilot program including updating the Law Enforcement Data Collection Model Policy and Procedures along with compiling and preparing the relevant data for corresponding dashboards once the EACC and LiveScan updates are completed.

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

- Developing an anonymized, linked dataset at an individual level for public consumption
- Expanding the program's Application Programming Interface (API) with new cohorts
 - Publishing the Admission and Release cohort
- Updating the Risks and Needs Assessment Dashboards with Sheriff Office data
- Publishing the Primary Caretaker and Reproductive Needs Dashboard
- Publishing local Law Enforcement Agency Dashboards

The cross-tracking platform is built to grow and ingest more criminal justice agency data. EOPSS will continue updating previously released dashboards with up-to-date information and publish new public-facing data dashboards and application programming interfaces in Fiscal Year 2026 to ingest more cross tracking data into the platform. The public-facing State and County Correctional Populations and Admissions and Release dashboards will continue to be refreshed in weekly intervals, while other public dashboards will have yearly updates.

[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).

There remain technical and statutory challenges with the adoption of the SID across constituent agencies. To summarize, some agencies' record management systems (RMS) were not configured to communicate with the Massachusetts State Police Onell system through which SIDs are generated and stored, and fingerprinting is not mandated in Massachusetts for all offenses. Additionally, updates to the Electronic Application for Criminal Complaints (EACC), which is used by law enforcement to transmit data to the Trial Court have contributed to the delays in achieving full compliance with collection and transmission of SIDs. Although the EACC does not generate or store 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. In an effort to upgrade their systems all at once for both EACC and Onell integration, many departments are waiting until EACC upgrades are finalized.

While departments await the EACC update to begin RMS upgrades, since the last report, EOPSS has completed updates to Parole's RMS, Spirit II, to allow for integration with Onell, representing a major operational milestone. Now, SIDs are automatically generated into Parole's RMS from Onell. Additionally, the MassCourts system has completed SID integration.

Table 1 shows the major milestones completed and yet-to-be-completed in the SID adoption work, along with their target dates.

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	Delayed
EACC update complete	August 2024	Delayed
RMS interface with EACC complete (LEA)	Ongoing (dependent on EACC Update Complete)	Updated-Delayed
RMS accepts SID (LEA)	TBD (dependent on EACC Update Complete)	Delayed
Spirit II (Parole) accepts SID through Onelll	March 2025	Complete

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.

In the last year, EOPSS has made progress on publicly-available data through the launch of the Risk and Needs Assessment dashboards in December 2024, and published the API for data concerning the custodial cohort. Work this year across the custodial agencies will continue to focus on further API publication, including the Recidivism cohort and the Admission and Release cohort APIs.

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. This dashboard displays aggregated and organized information on charges and convictions, combining data from many different state agencies. This required a lengthy, detailed review to match the data across the agency systems. In 2024, EOPSS released similar dashboards on risk and needs assessments for the Parole, Probation and DOC populations. Additionally, major statutory annual updates to public data dashboards were made on recidivism and programs. In January 2025, EOPSS published the API with the first cohort containing custodial data which includes populations, charges and convictions, and programs. With this, users can access anonymized criminal justice data with the ability to apply filters and select desired metrics across the Cross-Tracking dashboards. API cohorts for recidivism and admissions and releases are expected in early FY26 and EOPSS expects the fully anonymized integration to be completed in 2025. This integration will apply the API to all published Cross-Tracking dashboards creating cohorts for all publicly available Cross-Tracking information. The API promotes the transparency of the criminal justice system, informs the public, policy makers and researchers about the criminal justice system, allows for monitoring and accountability of the system, and furthers the ability to identify trends

and issues that will inform the development of effective public policy. Using the API allows users to customize data extracts that span the dashboards. The integration of final anonymized data cohorts with the API is ongoing to ensure that the trajectory shown for an individual through the API cannot be used to reveal the identity of an individual. 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 releases (2) for DOC and the Massachusetts Sheriffs	August 2022; March 2023	Complete
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 in December 2025.	June 2022 (15 indicators); December 2024; December 2025	Delayed
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	January 2025 May 2025 (Recidivism; Admissions & Releases cohorts)	Complete
API Custodial Cohort	January 2025	Complete
API Recidivism Cohort	June 2025	Complete
API Admissions and Releases Cohort	September 2025	Ongoing
Risk and Needs Assessment (Sheriffs), Reproductive Health, and Primary Caretaker	October 2025 – February 2026	Ongoing
Final anonymized data set release	TBD	Ongoing

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.

Recidivism reports for re-arraignment, re-conviction, and re-incarceration 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. As of June 2025, public-facing recidivism dashboard data has been ingested into the Application Programming Interface.

EOPSS has developed two recidivism measures that are reflected in the dashboards.

The first, in line with the CMR, tracks recidivism from the 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 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 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
API for Recidivism cohort	June 2025	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 updated 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; charges and convictions for those sentenced and pre-trial individuals in the DOC and county sheriffs; and most recently risk and needs assessments for DOC, Parole and Probation. 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 of this writing, work is ongoing to harmonize records management systems with the LiveScan fingerprinting machines within local law enforcement agencies (LEAs).

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	April 2025	Complete
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

Based on the reports provided to the Board this fiscal year, EOPSS is nearing full compliance with M.G.L. c. 6A, § 18 ¾. Throughout this past year, several Board Members have noted the progress being made has met or exceeded expectations and the information being shared to the board and surfaced publicly has represented considerable progress and alignment with the goals of the legislation.

As we look to FY2026, 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:

- The Board should discuss ways to call attention to and highlight the progress being made via this Cross-Tracking System, with consideration paid to current usage, consumption and viewing rates of the publicly available dashboards and other information shared on mass.gov.
- The Board requests EOPSS provide an update to the Board in FY26 relative to the continued progress of the API development and the public sharing of anonymized data sets.
- The Board requests EOPSS, or its relevant agencies, provide an update as to how these linked data sets are being used internally to inform policy and program development.
- The Board requests additional updates relative to the integration of critical data from the Attorney General's Office and the District Attorney's Offices, including the pursuit of new case management infrastructure necessary to facilitate said integration and/or improve data sharing.

Finally, the Board should consider and discuss its role once statutory compliance has been achieved, as anticipated in FY26.