



**Criminal Justice Coordinating Council**  
**Data Sharing/Outcomes, Trends and Indicators Subcommittee**  
**Meeting Minutes**

Tuesday, April 16, 2024, 2:30 pm – 4:30 pm Virtual (Zoom)

Co-Chairs **Connie Kostelac** and **Ashley Billig**

<b>Subcommittee Members Present:</b>	Connie Kostelac, Charles Vear, Tim Duggan, Laura Ninneman, Chris Henning, Bryan Huebsch, Ellie Hartman, David Harvey, Brenda Ray, Ashley Billig, Zach Baumgart, Tyler Brandt, Tom Flitter
<b>Subcommittee Members Not Present:</b>	Sara Ward-Cassady
<b>DOJ Staff:</b>	Lara Kenny, Ryan Anderson, Phil Zell, Brad Kelly, Katie Snell, Sabrina Gentile, Christine Schulz, David Rinderle
<b>Other Agency Staff:</b>	

**Welcome and Opening Comments**

Subcommittee Co–Chair Ashley Billig welcomed members to the meeting at 2:30 pm.

**Approval of Meeting Minutes for January 16, 2024**

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A motion was made by Laura Ninneman and seconded by Ellie Hartman to approve the January 16, 2024, meeting minutes. The motion was approved.

**Agency Data Initiative Updates**

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The following agency updates were provided:

**Department of Health Services (DHS) – Laura Ninneman**

- DHS is actively working on the Data Modernization Initiative. They have collected, organized, and reviewed the business requirements with the collaboration and input from their stakeholders. Currently DHS is working with procurement staff to determine what is next in the process. Ideally, DHS will identify a vendor within the state to work with, however, if they don't find one, they will complete and request for proposal (RFP).
- DHS is collecting business requirements for a separate metadata project, working with various bureaus for input.
- DHS is continuing to work on their data interoperability project, which focuses on linking internal data sources to better leverage for decision-making and analytical capacity. They have their business requirements and are starting to explore what vendors will meet their needs.

**Department of Transportation (DOT) – Mike Schwendau**

- State Patrol is focusing on a TraCS form for Place of Last Drink, working alongside the Wisconsin Alcohol Policy Project at the Medical College of Wisconsin, TraCS being a natural fit since law enforcement is typically the first responder for impaired driving events. The Sheriff's association has given recommendations for what variables to collect out of TraCS (only three new data points). Currently, there are 38 agencies doing this data collection ad hoc. This initiative will make it a more uniform process which will provide data access improvements.
- DOT is finishing up their E-citation process with DOJ and they should start getting test feeds going into the courts by June, which will allow them to track the outcomes of traffic safety initiatives and assign them to crash and customer IDs from the DMV.

#### **Department of Corrections (DOC) – Zach Baumgart**

- DOC finished an MOU with DHS to collect Vital Records Data to improve reporting of overdose and opioid-related data.

#### **Department of Workforce Development (DWD) – Ellie Hartman**

- DWD is working to put data agreements into Google Vertex to be able to catalog what is available. DWD is also working on evidence playbook, which organizes current literature. The AI feature, which enables staff to go directly to the data source, is seemingly working well so far.
- DWD's recently published an article (shared with the group) that shows a positive relationship to connecting teenagers with disabilities with their workforce innovation and opportunities act job center and Title I services, both for the youth and parents. The study showed higher employment rates and wages. DWD is also working on a longitudinal workforce database project analyzing what training and services help for their overall population.
- DWD received new funding from rehabilitation services administration. Some priorities include connecting youth with disabilities with advanced technology careers, improving services and support for recently incarcerated individuals with employment, and better connection for disconnected youth and adults with employment.
- [WDIS Resources \(wisconsin.gov\)](https://wdis.wisconsin.gov/)
- <https://rcej.scholasticahq.com/article/92939-the-influence-of-demographics-and-workforce-innovation-opportunity-act-wioa-employment-and-training-services-on-employment-outcomes-for-teenagers-re>

#### **District Attorney Information Technology (DAIT) – Brenda Ray**

- DAIT received budget approval and started the PROTECT Modernization effort. The project has moved forward, adding project managers and contractors, and is progressing with a proof of concept and the next iteration of the effort.

#### **Court Operations – Tom Flitter**

- Court Operations is continuing its regular work. As they move forward over the next year, they will work with partners on updating their REST agreements to increase efficiency. The updates are part of ongoing quality improvement and to ensure there is a standard REST API. They want to ensure the design is the most effective, efficient, secure, and sustainable. With the number of stakeholders, the process can take time.

#### **Department of Justice (WI DOJ) – Ashley Billig**

- DOJ is discontinuing the collection of summary-based reporting Uniform Crime Reporting (UCR). Historically, law enforcement agencies supplied crime data to the WI DOJ in two ways, one as the summary-based reporting (old way) as aggregate counts, and the second way, the NIBRS format, which is a flat file submitted once a month. The new incident-based reporting is much more granular. Over the last few years, the DOJ has maintained both systems, and encouraged agencies to shift to incident-based reporting. Starting in 2024, the WI DOJ will exclusively accept incident-based reporting, while still maintaining historical records of the summary-based records because all agencies have the capability to submit NIBRS data through a TraCS incident form. Currently, 97% of agencies across the state submit to DOJ using the incident-based system, with some small agencies needing help to make the transition.
- The WI DOJ Bureau of Computing Services (BCS) is collaborating with the Bureau of Justice Information and Analysis (BJIA) to develop a module for the Comprehensive Outcome Research and Evaluation (CORE) system. The CORE reporting system is currently used for participant information in treatment court and diversion programs, and the new module will allow for the collection of participant information from pretrial sites. The module is on schedule to be completed by September 30, 2024.
- DOJ is collecting search warrant data, with an annual report due by July 1 (by statute). Over the next couple of weeks, the DOJ will send out a survey for agencies to fill out their 2023 search warrant incidents.

#### **Meta Data Discussion**

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- As DHS gets closer to approaching procurement and purchasing, they are increasingly interested in learning from other agencies regarding meta data products being used. DHS connected with the WI DOC, WI DOT, and the WI DWD to learn about their meta data products, and the DWD 'playbook.'
- The WI DOJ doesn't have a robust tool but one area they are focused on exploring is a tool that can document process workflows.
- MCW is on a similar journey and wants to learn from other agencies what they are doing and identifying what is meant by meta data and standardizing definitions.
- DHS has a current environment of dozens of different systems with various levels of documentation. DHS is looking at creating data dictionaries/catalog for all their systems that can be available to internal and external stakeholders and is starting to document data flows (from start to dissemination), including touch points and transformations/manipulations, and data lineage. Currently, DHS has limited

consistency across systems for definitions and is interested in looking holistically at meta data.

- DWD has had discussions with the DCF and they use Collibra. DWD looked into that software but they outlined a policy and structure within Microsoft Azure analytics to document.
- DOJ is interested in whether data custodianship is included in meta data that other agencies collect and document.
- DOC has been using Alation for a few years after a lengthy implementation process.
- State Courts use Tableau for data warehouse presentation, etc. and ERD could be Power Designer and ERWin, but there are some web-based options that are good starting points but are more basic. The following hyperlink was provided:  
<https://www.gartner.com/reviews/market/active-metadata-management>
- DOJ shared <https://open-metadata.org/> , which may offer a free trial:  
<https://sandbox.open-metadata.org/signin>

## Data Request Process

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- DHS is actively working to improve their current data request tracking system. Right now, they track through SharePoint with a tool called InfoPath. InfoPath will not be available following DOA's transition to get users online. DHS tracks who is requesting, what data sources they are asking for, project aims, upload signed documents, applications for data, publications, and presentations. DHS currently uses an electronic form that they share to the user and the user sends back and are trying to be more forward facing and move to an online process where requestors can track the status.
- DOJ (BJIA) uses a REDCap form (internally), which includes information about the requestor and what is being requested. Most of the requests to BJIA do not go through the DOJ's Office of Open Government (which has their own process). The fulfillment status can be tracked internally through the REDCap form.
  - Because the majority of the data requests to BJIA are deidentified or aggregated, these typically don't need to go anywhere else for approval. However, with the new Consolidated Research Data Warehouse BJIA will have to update processes to address more granular level data. BJIA is hoping to tie meta data of what is available in the warehouse eventually into a request form such that requestor can select the variables they want, providing transparency to the end-user on what can be requested, per certain polices or laws. DHS and BJIA are interested in continued collaborative conversations about meta data and data request processes.
- In 2020-2021, DWD created a longitudinal workforce database, which is a data warehouse with multiple disparate data sources across the department. They provided an opportunity for researchers, both internally and externally to access data through a request form. They can run the request form through all the data owners, research and evaluation team, steering team, and a management board. Each of the partners have a chance to sign off on the request. They evaluate the use case, cost, security, and the

systems that will be ingested. This process has been successful for the last three years, and they are striving to get connected to the national networks, recently signing an MOU with the Midwest Collaborative. The Midwest Collaborative is now part of the multi-state collaborative. This consortium has an RFI process, and this allows outside state users an opportunity to submit requests. The consortium then can review these requests, allowing for more comprehensive datasets.

- <https://www.naswa.org/partnerships/multi-state-data-collaboratives/multi-state-data-collaboratives#:~:text=Multi-state%20data%20collaboratives%20are%20coalitions%20of%20state%20workforce%2C,can%20use%20to%20answer%20questions%20critical%20to%20society.>
- Are agencies tracking both data requests and requests when you are preparing/analyzing the data?
  - DHS internal requests are tracked through their system if the data is not regularly used/accessed, but not tracked for regularly used data. DHS is interested in giving data owners greater insight into where the data is going and the status of requests.
  - MCW recently created a tracking mechanism through REDCap that travels through various paths depending on the nature of the request for data, analysis, mapping, biostatistical support, etc.

#### **Justice Reinvestment Initiative (FY19) (JRI-19) – David Rinderle (DOJ/BJIA)**

- The JRI-19 grant ends September 30, 2024. DOJ is working on multiple fronts in parallel, including collaborative work with the Bureau of Computing Services (BCS) on configuring and setting up the Amazon Web Services (AWS) cloud environment. They anticipate the environment will be set up within the week, with BJIA able to start working on transformations and ingestion processes afterward.
- JRI-19 project partners are working on finalizing and signing the data use agreements. The State Courts REST agreement is signed by DOJ and awaiting final execution from the Courts. Additionally, the standard MOU for the Department of Corrections (DOC) is nearly finalized and the BJIA will follow up with DOC on the data elements to include.
  - The operating rules document that is tied to the data use agreements are also being reviewed.
- DOJ is also working on the outgoing sharing component of the project.

#### **Consolidated Research Data Warehouse (CRDW) Operating Rules (Chris Henning)**

- DOJ described and shared the operating rules document that accompanies the data use agreements for the JRI-19 warehouse. The purpose of the document is to be a

collaborative policy document that outlines how contributors (sources) of data want the DOJ to manage the CRDW. Some of the sections will need to be finalized when the AWS environment is complete. DOJ is seeking feedback on the operating rules document from the group. The document is shared in the subcommittee Teams folder.

- The first part of the document is outlining the **vision and purpose**. The goal is to outline why the CRDW exists and what will be the guiding principles for how it is run.
  - Discussion on whether the vision statement is too narrow and will ultimately lead to limited scope. DOJ wants to adapt the document with the group and is open to changes in the operating rules document.
- The next section (**Scope**), outlines the foundation for data sources. Additionally, it outlines the BJIA as the data custodian and the rules they (BJIA) will abide by. The Steering Committee (agencies that contribute data – 1 member per agency) will ensure there are proper operational rules for the BJIA to follow. They can approve, recommend, and provide feedback as a continuous process loop.
- The **Operating Guidelines for Data Usage section** outlines two main categories; Confidential/Personally identifiable Information (PII) and De-identified and/or aggregate level data. The main purpose for obtaining data from the CRDW is for research and statistical analysis; due to limitations in the linking methodology operational uses of the data could be problematic; however, when using the data for research purposes, the small percentage of matches that may be false matches or matches that should be made but are not should still be within the margin of error for statistical analyses.
- Does the use include program evaluation?
  - There are definitions we want to ensure everyone agrees on and that as written, yes, evaluation is included.
    - per the federal regulation, a **research or statistical project** is *"any program, project, or component thereof which is supported in whole or in part with funds appropriated under the Act and whose purpose is to develop, measure, evaluate, or otherwise advance the state of knowledge in a particular area. The term does not include "intelligence" or other information-gathering activities in which information pertaining to specific individuals is obtained for purposes directly related to enforcement of the criminal laws."* BJIA believes that this includes program evaluation.
- The next section (**Procedures**) attempts to outline the steps for how to programmatically do various steps. For example, the data request form, the operating rules goes into detail the process that the BJIA follows for each data request.
- For discussion: if all the data is in the warehouse and all the PII data is stripped out on ingestion and we receive a request for all the data, is there a point that these operating rules should specify the sample size specifications? Overall, what is the group's ideal suppression standard?

- DWD has a standard for one of their programs of  $N < 6$ .
  - a specific combination of data elements that results in  $N < 6$ ?
    - For DWD it is  $N < 6$  with anything. They followed some of the FedRAMP standards and the techniques they suggest.
    - Department of Labor provides Individual Performance Records publicly. They encrypt the individual identifier.  
<https://www.dol.gov/sites/dolgov/files/ETA/Performance/pdfs/PY2022/WIOA%20Performance%20Records%20Public%20Use%20File%20Record%20Layout%20PY2022Q4.pdf>
- Geographical granularity for the CRDW?
  - It would depend on the source of the data.
  - DHS tried to create a public use dataset for death records data and used the Council of State and Territorial Epidemiologists (CSTE) anonymization procedures. The process allows for the data owner to set their own thresholds, and this may be useful for the CRDW.
- The operating rules document is saved in the Teams folder and BJIA is requesting feedback that will ensure there are rules and procedures for how the CRDW is administered.

### **Justice Counts (Chris Henning)**

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- The project is fully staffed as of next week, with a new Research Analyst starting.
- There is a standard source to warehouse MOU saved on the Teams site. This includes new versions that include the new Justice Counts data elements.

- Since last meeting the Justice Counts team finished their data collection project on jail management systems (JMS) and produced an infographic (Shown in Figure 1). They had a 100% response rate, and their collection shows which JMSs are most prevalent across the state. The data collection also included questions on whether the county has access to the back end data and whether the county can create a report with the data. The majority of respondents answers YES to both questions. The purpose of this survey was to determine whether getting jail data directly from the jails is a feasible option for Justice Counts.

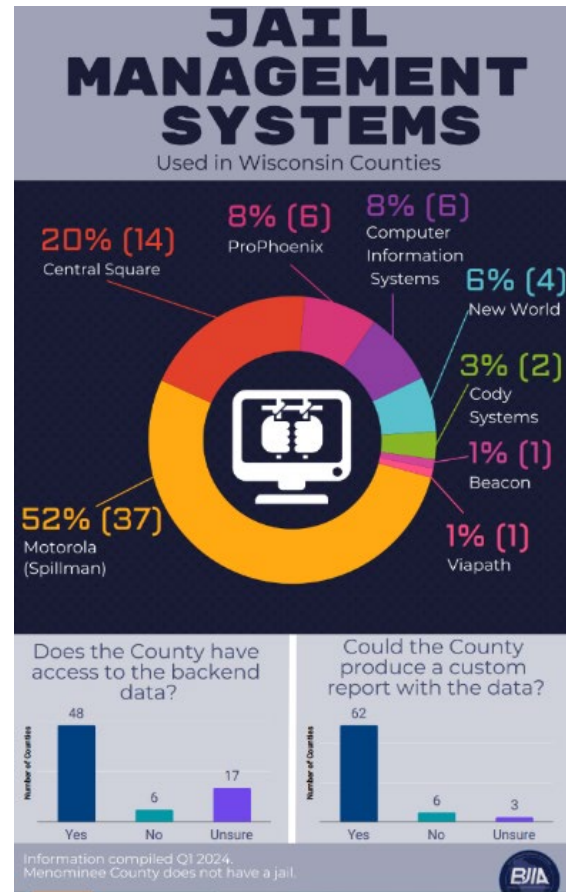


Figure 1

- Question for group: Dependent on circumstances, do some agencies not release any line level data but only data that are pre-aggregated?
  - DHS releases line level data if it's requested but the requestor must fill out a specific request form and they may need to go through an Institutional Review Board (IRB). There must be a public health use case and sign a data use agreement.

## Public Comment

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## Adjourn

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A motion was made by Connie Kostelac and seconded by Laura Ninneman to adjourn the meeting. The motion was approved. The meeting adjourned at 4:26 pm.