Review of Data Collection, Analysis and Application in the Second Judicial District
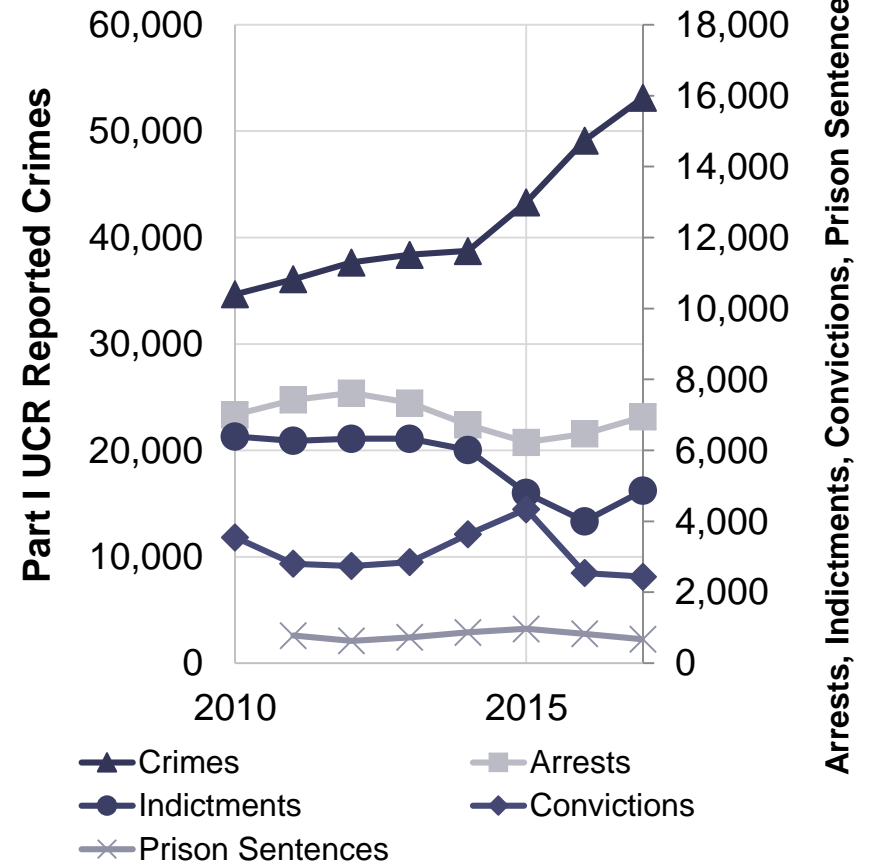
NEW MEXICO
LEGISLATIVE
FINANCE
COMMITTEE

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New Mexico Legislative Finance Committee
Presentation to the Courts, Corrections, and Justice Committee
10/19/2018

Review of Criminal Justice System in Bernalillo County

- ▶ Deteriorating social conditions exacerbated system failures to hold offenders accountable and address root causes
  - ◦ Improving swiftness and certainty and addressing root causes are key to reducing crime
  - ◦ Small number of offenders responsible for large share of arrests
  - ◦ Offenders pick up more violent offenses over time

**ABQ/Bernalillo CJ System - Felonies**

Source: APD, BCSO, UNMPD, NMCD, AOC, NMSC

2

Crime trends across New Mexico differ

▸ Cities across the state exhibit differing crime trends

Percent Change in Criminal Offenses per 100 Thousand Persons from 2010 to 2017

2017 Total Reported Crimes
- 9
- 10,000
- 20,000
- 30,000
- 40,000
- 49,036

Percent Change
-100.00%   100.00%

The rest of the state...

When ABQ is considered separately, NM crime combined is decreasing

However, some communities in NM have higher crime rates than ABQ

Total crime rate per 100,000

Source: FBI UCR Part 1 Reported Crimes
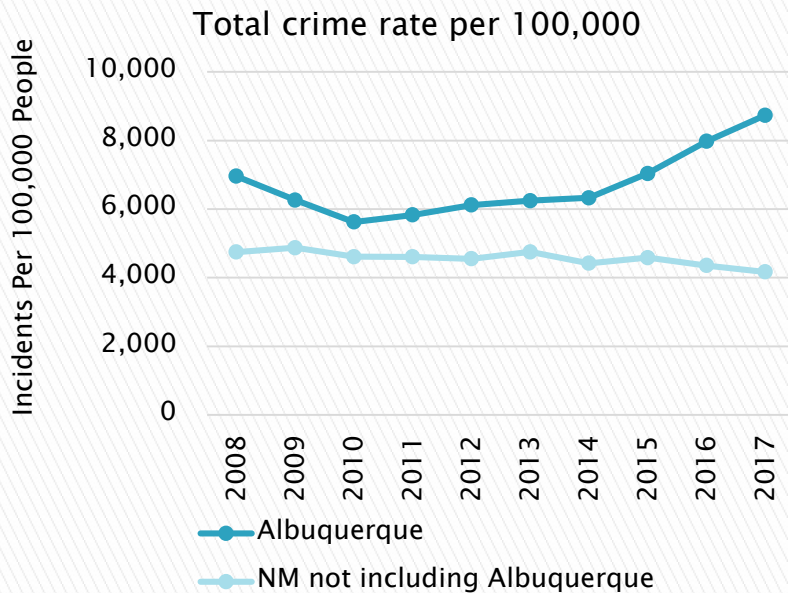
NM Cities With Highest Violent Crime Rate 2017	
City	Rate Per 100K
Espanola	2,934
Cuba	2,564
Belen	2,030
Magdalena	1,682
Gallup	1,543

NM Cities With Highest Property Crime Rate 2017	
City	Rate Per 100K
Taos	8,889
Belen	8,118
Albuquerque	7,366
Gallup	6,544
Hope	5,607

NM Cities With Highest Crime Rate 2017	
City	Rate Per 100K
Belen	10,148
Taos	9,513
Albuquerque	8,735
Gallup	8,087
Espanola	7,687

The Legislature has made progress toward evidence-based policymaking

Steps in Evidence-Based Policymaking

- Two steps/strategies:
  - 1) High-level policy-makers adopt broad and general polices that authorize and drive administrative actions
  - 2) Agency management and front line staff implement evidence into practice and monitor progress

Source: Lester (2018)
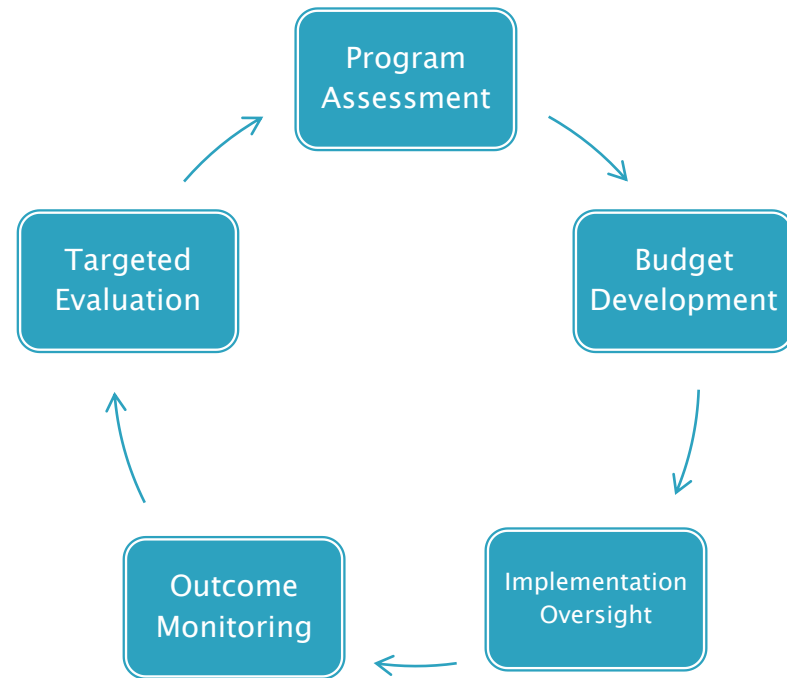
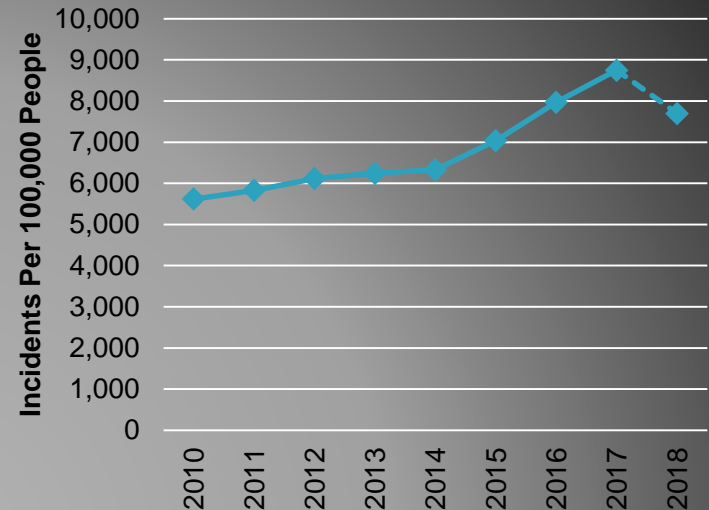Source: Evidence-Based Policymaking, Pew-MacArthur Results First Initiative (2014)

Bernalillo County Criminal Justice System Data Related Issues and Findings

- Need for system wide goals or performance monitoring and performance management
- Existence of numerous data silos
- Obstacles to data sharing
- Need for coordination

What does success look like?

Albuquerque total crime rate and significant system events

Source: LFC analysis, APD. The 2018 crime rate is projected from APD crime

▸ Finding
  ◦ System wide goals for the Bernalillo County CJ system are lacking
  ◦ The state (AOC) lacks knowledge on specialty courts
  ◦ Entities are not reporting or meeting a number of federal data requirements (e.g. NIBRS, UCR, SORNA)
  ◦ The entity that should be responsible for coordination (BCCJCC) is poorly attended, understaffed and lacks a comprehensive performance management system

▸ Effect
  ◦ Bernalillo County stakeholders aren't working toward collective goals or being evaluated on a consistent set of measures

▸ Recs
  ◦ BernCo and the City of ABQ should staff the BCCJCC
  ◦ BCCJCC should
    • Develop a set of performance metrics to better track system performance
    • Coordinate unified use of resources among partner agencies
    • Foster the use of evidence-based programs and practices
  ◦ Multiple agencies need improved performance metrics and a culture of performance management

Implementation of evidence-based programming highly dependent on good data

- Program inventory
  - Cost of program
  - Number of Participants
  - Graduation Rate
  - Long-term outcomes (return to prison)
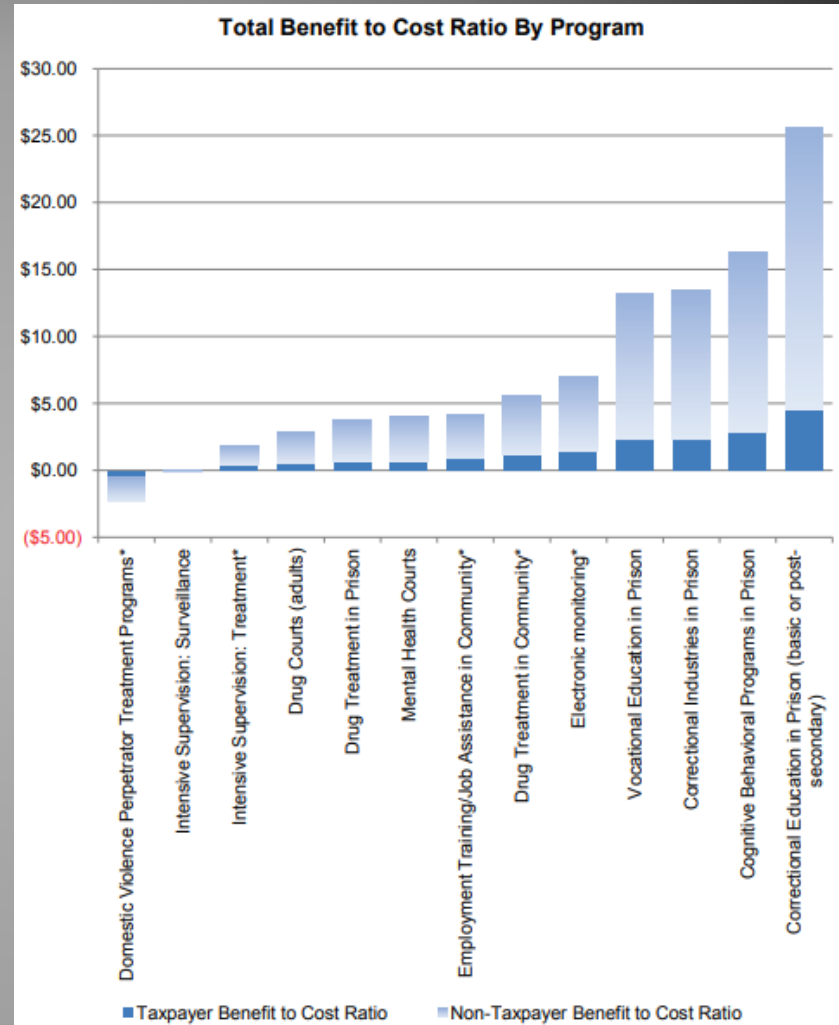
Source: LFC Results First

# Multiple data efforts in Bernalillo County should be coordinated

- Finding:
  - LFC report identified multiple data efforts at the time of reporting
    - BernCo, City of ABQ and 2nd DA (CSU), APD RTCC, CJ Task Force and U of Cincinnati
  - LFC found APD RTCC has capabilities that are not well known and underutilized
    - Mapping of crimes, predictive analytics, lists of persons of interest (ALeRT)
- Effect:
  - Potential for lack of coordination, cooperation and duplication of efforts

RTCC can map micro areas and crime (hot spot analysis) and provide predictive analytics
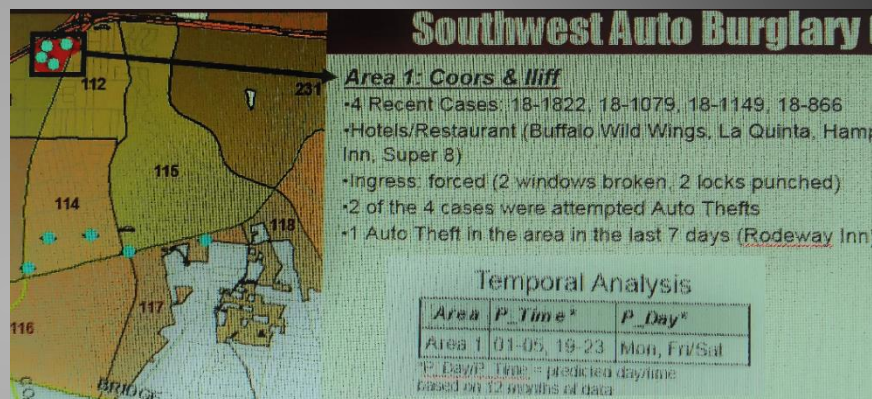
- Recs
  - Agencies should fully utilize existing tools and data
  - BCCJCC should lead coordination of efforts to improve data collections and analysis

Bernalillo County Criminal Justice System Silos

- Finding
  - LFC staff found dozens of siloed databases across multiple agencies
  - Each database often need to be searched to build a complete picture of the current situation
- Effect:
  - Problems around collection and completion of evidence
  - Staff/resource intensive
  - Difficulties in performance management

2nd District Attorney Bridge Process: shows 2nd District Attorney Office staff simultaneously looking for information from multiple databases.
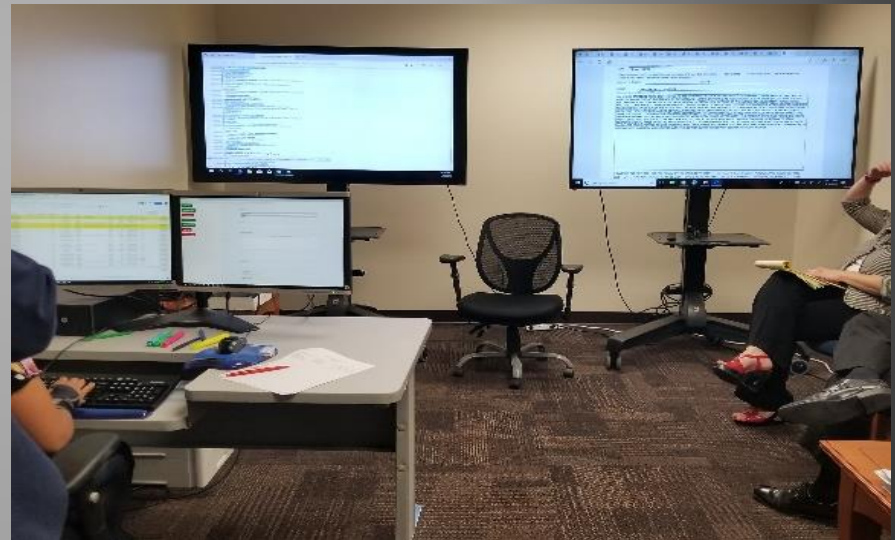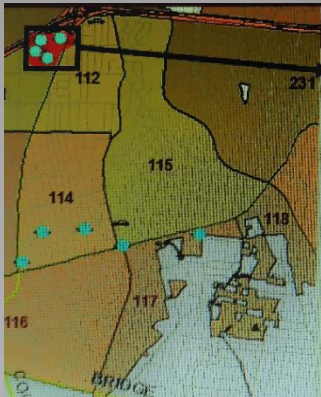
Bernalillo Criminal Justice Data Sharing

- Finding
  - State law is more restrictive than federal law for sharing data
  - CSG reports NM is 1 of 12 states that do not consistently use a unique ID
  - Previous projects to share data have been short lived
- Effect
  - Difficulties in matching datasets
  - Potential gaps in information to criminal justice partners and researchers

- The Legislature should consider
  - Requiring state and local government agencies to use a common ID numbering system
  - Developing reporting standards and requirements for data (including UCR and NIBRS)
  - Bringing state law into agreement with federal law and other states regarding PII
  - Implementing law to increase data use and data sharing (e.g. Florida SB 1392)
  - Expanding the responsibilities of the NMSC to include added powers of obtaining and reporting data

Additional Recommendations

- **Merging or search of siloed systems**
  - Examples that this can be done
    - Bloomberg I-Team Effort
    - Paralegal effort at APD
    - Data matching and analysis at LFC, New Mexico Sentencing Commission, Institute for Social Research, Statistical Analysis Center
- **Developing goals for use of data**
  - Validating Arnold tool in BernCo
  - Tracking programs, money, participation rates and outcomes
  - Using data to strategically focus on people and places

- **Hot spots policing best practice**
  - Select 2-5 crime concentrations in specific places
  - Go to these locations when not answering calls for service and patrol for 10-15 minutes
  - In violent crime micro locations consider conducting traffic and pedestrian stops in a legal and professional manner

Source: The Center for Evidence-Based Crime Policy

Integrated Data Systems (IDS)

- The state's track record with IDS
  - P-20 data system
    - Data governance established, data system not built
  - Early Childhood Integrated Data System (ECIDS)
    - Millions of dollars spent resulting in a strategy to establish a unique identifier
  - HHS2020 and the MMIS system
    - MMIS, the largest component of HHS 2020 is currently rated red by LFC

- Lessons learned and best practices
  - Assistance and resources: Actionable Intelligence for Social Policy (AISP), MacArthur Foundation
  - Planning: Establishing user needs and getting feedback early to ensure use of data and dashboards
  - Implementing in stages: Use of pilots to identify potential issues when scaling up
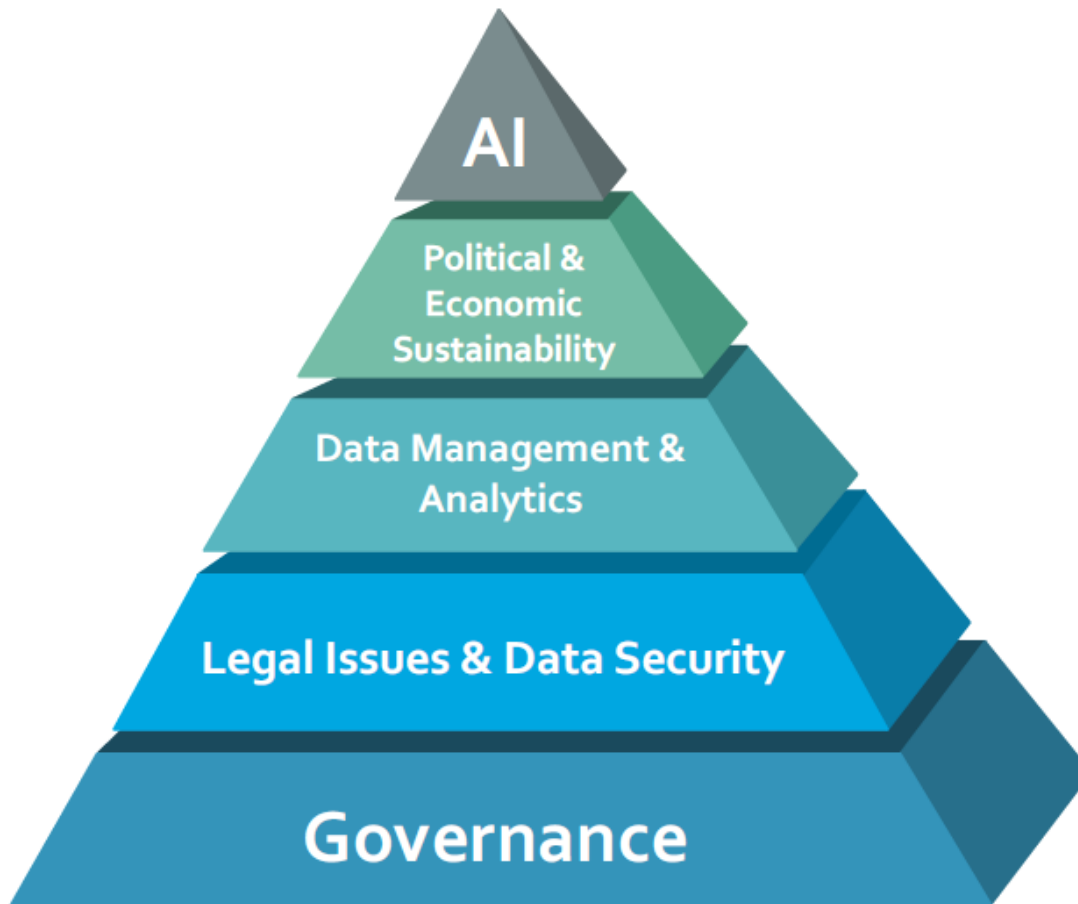
Figure 2. Core components of the infrastructure of the IDS approach.

Source: AISP–https://www.aisp.upenn.edu/

- Additional ethical considerations
  - Integrity around data quality and usage
  - Protection of personal privacy
  - Protection against unintentional perpetuation of discriminatory patterns of behavior

Updates

- APD continues to make progress with evidence-based policing efforts
- 2nd Judicial District Attorney's Office stood up a Crime Strategies Unit, is exploring social network analysis and has received a $500 thousand grant from DOJ to consolidate crime and offender data
- Stakeholders have been discussing data integration solutions with a number of potential partners (NM Tech, SAS, U of Cincinnati)
- BCCJCC has established a Data and Technology Subcommittee
- BCCJCC continues to have attendance issues
  - August BCCJCC meeting minutes indicate the absence of key partners including BCSO, APD, and the City of Albuquerque.

Final thoughts

- The central Rio Grande corridor is driving the crime increase in NM
- There is a need for system wide strategic planning and performance management
- Some of the recommendations on improving data sharing and coordination could also help larger data integration efforts
- Policymakers should consider the state's previous attempts with IDS and utilize lessons learned and available resources if considering similar efforts