The Case for Racial Profiling Prohibition, Part II

How Data is Collected and Analyzed

Connecticut's anti-racial profiling law, The Alvin W. Penn Racial Profiling Prohibition Act, was changed significantly during the 2012 and 2013 legislative sessions. Besides making funding contingent on data collection and submission, the revised law also directed law enforcement agencies to provide detailed data on race and ethnicity for analysis and training. Agencies have several options for submitting data, which is collected and stored in a database. Once the data is collected, analysts can employ several types of benchmarks and measurements to produce reliable methods of analysis.

Collection Methods

The project staff worked with the Criminal Justice Information System (CJIS) to develop procedures to universally collect traffic stop information. Five options have been developed and implemented for law enforcement to collect information and submit to CJIS electronically on a monthly basis. These options include:

1. Computer Aided Dispatch (CAD) or Records Management System (RMS). This required the CAD/RMS vendors to modify software to allow for the collection of new data elements.
2. A Web browser for the collection of information, including race and ethnicity data.
3. The Connecticut On-Line Law Enforcement Communications Teleprocessing system (COLLECT). This system now includes new racial profiling fields.
4. Police officers can fill out a hard copy and later transfer the information into an XML schema and submit it to CJIS.
5. Electronic citation system (E-Citation). This program is still in the process of being adapted to include the new traffic stop data elements.

Early Traffic Analysis

Analyzing traffic data to evaluate racial profiling and other types of discriminating behavior is a fairly new concept. Early studies began in the late 90s using racial and ethnic demographic breakdowns to measure police data. Later studies by Northeastern University's Institute on Race and Justice developed a new benchmark using an estimated driving population that was derived from both census demographic data and commuter driving patterns. This benchmark was used by Rhode Island and

CJIS Academy

OBTS Certification Classes

CJIS offers certification classes three times a year for OBTS. The classes will continue to be conducted at 99 East River Drive, 7th floor, East Hartford, CT 06108. For more information and to sign up, visit the CJIS Academy Webpage. ❖

CJIS Support Group:
860-622-2048
CJIS Website: www.cjis.ct.gov

OBTS Training Date

• October 16, 2014, 9 AM to 12 PM

For more information on CJIS and for additional publications, go to www.ct.gov/cjis

In This Issue

CJIS Roadmap

Massachusetts to assess traffic stop data.

Connecticut's Approach to Traffic Analysis

Connecticut's analysis will use existing and new sources of data and multiple benchmarks and analysis methods, including US Census Bureau databases and surveys and models that compare day and nighttime hours and post traffic stop details. Agency data will be compared to overall state averages and rates to provide a broad comparison of communities.

In recent years, the US Census Bureau is able to provide more detailed information for analyzing weekday and daytime traffic stops. Using a database known as Local Employer Household Dynamics Origin-Destination Employer ((LEHD) LODE), analysts can produce an accurate picture of where people work and live. LEHD is a partnership between states and the Census Bureau to share Unemployment Insurance earnings data and Quarterly Census of Employment and Wages data. Besides employment data, LEHD provides information on workers' residential patterns. The Census Bureau also collects demographic, social, economic, and housing information through an annual survey of 3.5 million households called the American Community Survey (ACS).

Using data from both LODE and ACS, a more advanced Estimated Driving Population (EDP) model evolved. CJIS and project staff worked together to develop a method to extract data from these two sources. This new EDP model was applied to each of the 169 towns in Connecticut, creating individual reports that represent estimated racial and ethnic demographic makeup of persons working in the community but residing elsewhere. Internally, a municipal police department can compare its data to its own municipal EDP. Information collected during daytime hours would especially reflect this population.

The "Veil of Darkness" model developed by Jeffrey Grogger and Greg Ridgeway provides an additional measurement

tool for data analysis. Veil of Darkness, a non-benchmark method of analysis, selects and compares data for daytime traffic stops and night time traffic stops, excluding twilight hours. This methodology assumes that police officers are less able to determine the race of drivers before making a stop at night, while during daylight hours, there is greater chance of stopping a driver due to racial profiling. Daytime and nighttime hours will be compared for data anomalies.

Addressing the concern that minorities may be unfairly targeted and subjected to repeated searches more than non-
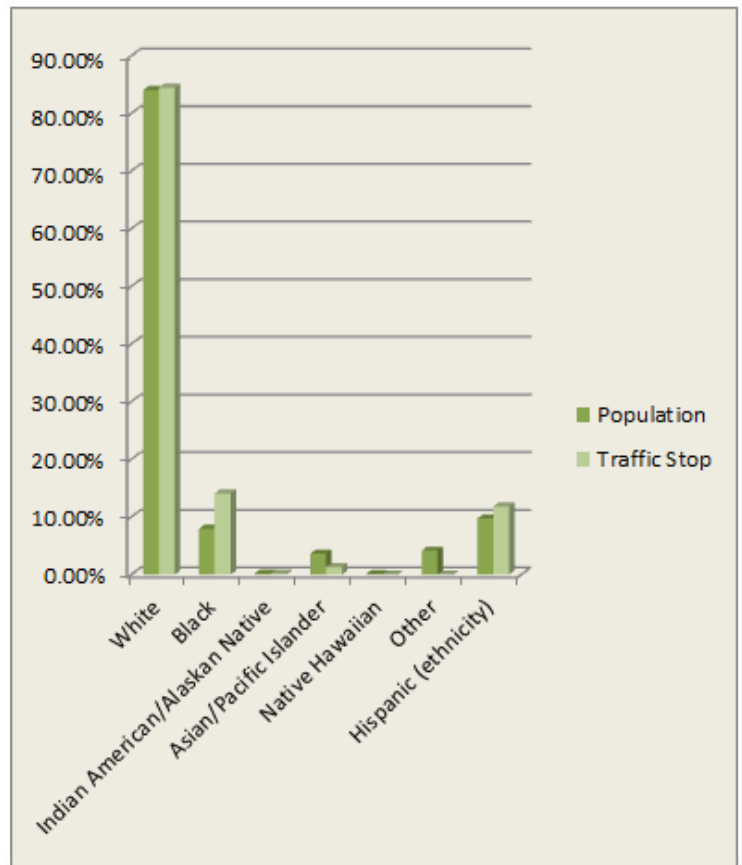
Figure 1. CT population figures and traffic stops, Oct. 1, 2013 to May 31, 2014.

minority drivers, a collection of additional traffic stop data tested using the KPT Hit Rate will now provide a more detailed basis for comparison. The KPT Hit Rate (named after Knowles, Persico, and Todd) measures post traffic stop factors, including length of time, authority for searches, additional violations, vehicle tow, and custodial arrests. The data will also include the outcome of the search and whether

RMS Certification and Network

The RMS certification process will allow our local law enforcement agencies (LEAs) to transmit arrest information to other agencies. In order to accomplish this, collaboration with other agencies is necessary.

Each Police Department in the State of CT is required to purchase a router that would give them access to the state's Public Safety Data Network (PSDN) that is connected to the CJIS infrastructure. CJIS is working closely with BEST and each IT department within the LEAs to get connectivity to the CJIS Infrastructure. To date, BEST has configured fifty out of ninety-two routers within the state. After BEST configures the router, the CJIS Technical team will assist the IT resources in each LEA to configure the network to connect to CJIS. The status of the other forty-two LEAs consist of the following:

- Waiting for BEST to configure the router
- Waiting to purchase the routers

- Waiting for the Phase 2 of the PSDN setup to connect to their locations

To aid the planning, communication and scheduling process, CISS is working on a charter for each RMS/CAD vendor. The RMS CJIS Charter was approved by the three pilot vendors. CJIS will now continue to work with each of those vendors during the Software Development Life Cycle (SDLC) to implement the requirements to meet RMS Certification.

CJIS and BEST will be working on completing five more LEAs for router configuration by mid-November.

CJIS will also work with the remaining LEAs on procuring the routers and planning configurations with each town as they receive the routers.

In October, the CJIS team will continue the Software Development Life Cycle partnership with each of the pilot RMS Vendors for the RMS Certification. ❖

Racial Profiling, continued from Page-3

it was legal.

Another benchmark for the analysis compares a town's traffic stop data to a peer group of five other towns that share similar demographics, including economic, social, and criminal characteristics. Comparisons would include time of day, day of week, and season of the year. Peer groups can be used independently and with non-benchmark based statistical analyses, such as Veil of Darkness and KPT Hit Rate. The study will also account for higher retail, recreational and entertainment traffic patterns.

Because their jurisdiction includes both limited access expressways and more than eighty local towns that do not have local police departments, State Police traffic stops must be managed differently than other police agencies. One of the changes made to the Alvin W. Penn Law requires the recording of the geographical location of the traffic stop or the location where a violation first occurred. With this

added detail, data from traffic stops can be pinpointed and studied in one of two ways. 1. Stops made on limited access highways will only be analyzed using post-stop analysis. 2. Analysis of State police stops occurring on other than limited access expressways will be performed using EDP and other benchmarks and tests appropriate to the municipality.

Though the law now includes agencies other than State and municipal police, each presents a challenge for designing benchmarks. Officials from other law enforcement agencies that enforce traffic laws, for example, the Department of Motor Vehicles, State Capitol Police, etc., are working with project staff to design a framework for procuring and analyzing data.

A key element in the new legislation shifts responsibility for its implementation to the Office of Policy and Management (OPM), in consultation with a newly established Racial Profiling Prohibition Advisory Board. With information col-

CJIS Roadmap

CISS Project Management Updates

Workflows and Information Exchanges
Automated transmittal of information between agencies

The CJIS team continues to gather feedback from Xerox on the workflows and information exchanges supporting Uniform Arrest Reports (UARs) and Misdemeanors that will be rolled out in Release 2 of CISS. CJIS received near complete feedback on UAR requirements from Xerox. This will allow for streamlined interaction with Xerox to complete the Requirements phase of Release 2 and move into system design upon execution of the contract amendment.

The CJIS project team has secured Judicial sign off on the Agency Interface Build Out Charter and is using that document format as a template for the creation of charters with the remaining agencies participating in the Release 2 workflows. Working sessions will continue with these groups in October to drive completion of all relevant charters.

In addition, complete work plans have been drafted for the remaining workflow releases, which are Release 6 for Arraignment and Post Arrest, Release 7 for Disposition and Post Judgment and Release 8 for Infractions. CJIS and Xerox will hold planning sessions to initiate requirements gathering activities for Release 6, once an amendment to the contract is complete. ❖

Accomplishments

1. Judicial endorsement of the Agency Interface Build Out Charter.
2. Development of draft project plans for Releases 6-8.
3. Near complete feedback from Xerox on UAR Requirements.

Next Month

4. Continuation of Agency Charter development process.
5. Obtain Xerox feedback on Misdemeanors.

Next Month (contin.)

6. Schedule planning sessions to initiate requirements gathering activities for Release 6, upon re-engagement of contract.

CJIS Roadmap
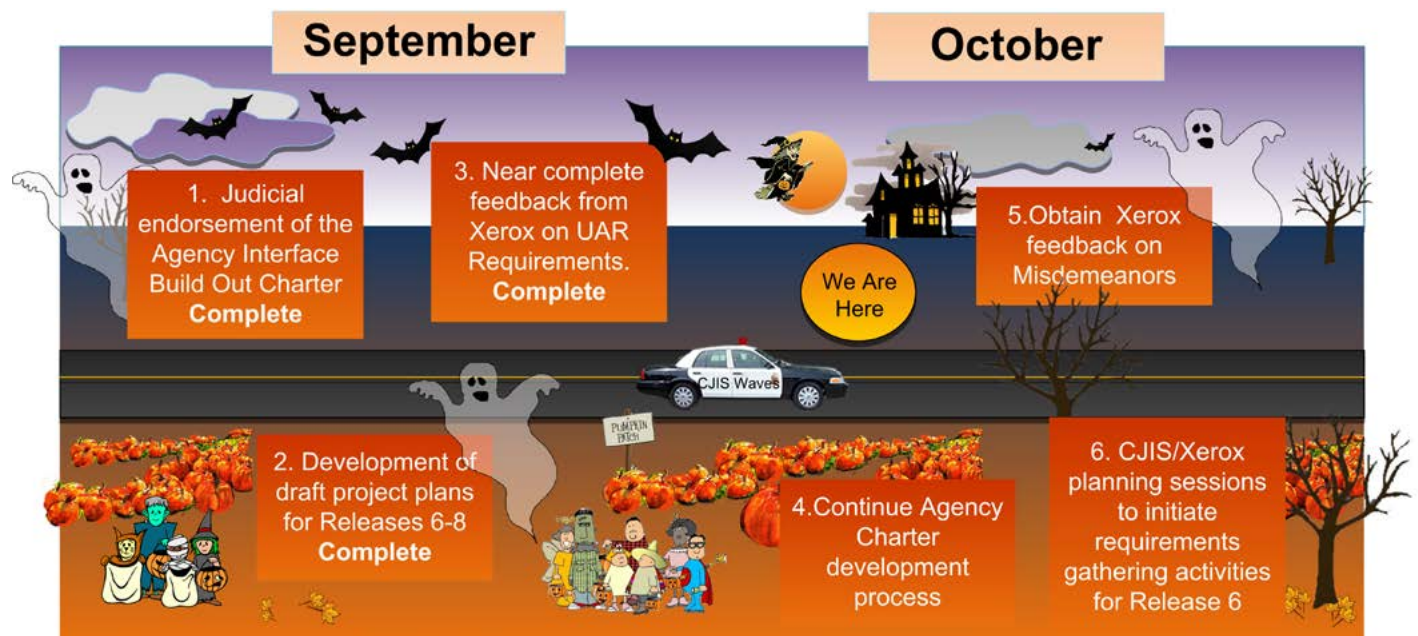
CISS Project Management Updates, continued from Page 5

Search Releases
User search of criminal justice agency data systems

In September, the CJIS Technical team completed a rebuild of the CONNX technical system that underlies the replication of Search sources in a way that is sufficiently stable and well documented for production use.

The CJIS Project Manager completed a draft of the Charter for Release 2. The Charter includes project overview, scope, assumptions, dependencies and constraints.

Also in September, the CJIS Support team began the search for a vendor that will provide professional services

for support and implementation of Moodle, a Learning Management System. Once a vendor is chosen, Moodle will reside within CJIS and CJIS will maintain it.

The CJIS Infrastructure team will develop the technical design specification that will identify the technical resources needed, both internal and external, to support Moodle.

The CJIS Business and Technical teams will be completing their analysis of the search sources for CISS Release 4, which will be included in Search

Release 3. This product will include law enforcement RMS data replicated at CJIS, as well as data from selected Information Exchanges.

A new stakeholder focus group will be formed to review the Search User Interface mock-up that the CJIS Business team and Public Safety Liaison created. Members will review the requirements and provide feedback on how information should be displayed. The resulting mock-up will be shared with Xerox. As the design evolves, Xerox will collaborate with CJIS and the stakeholder focus group. ❖
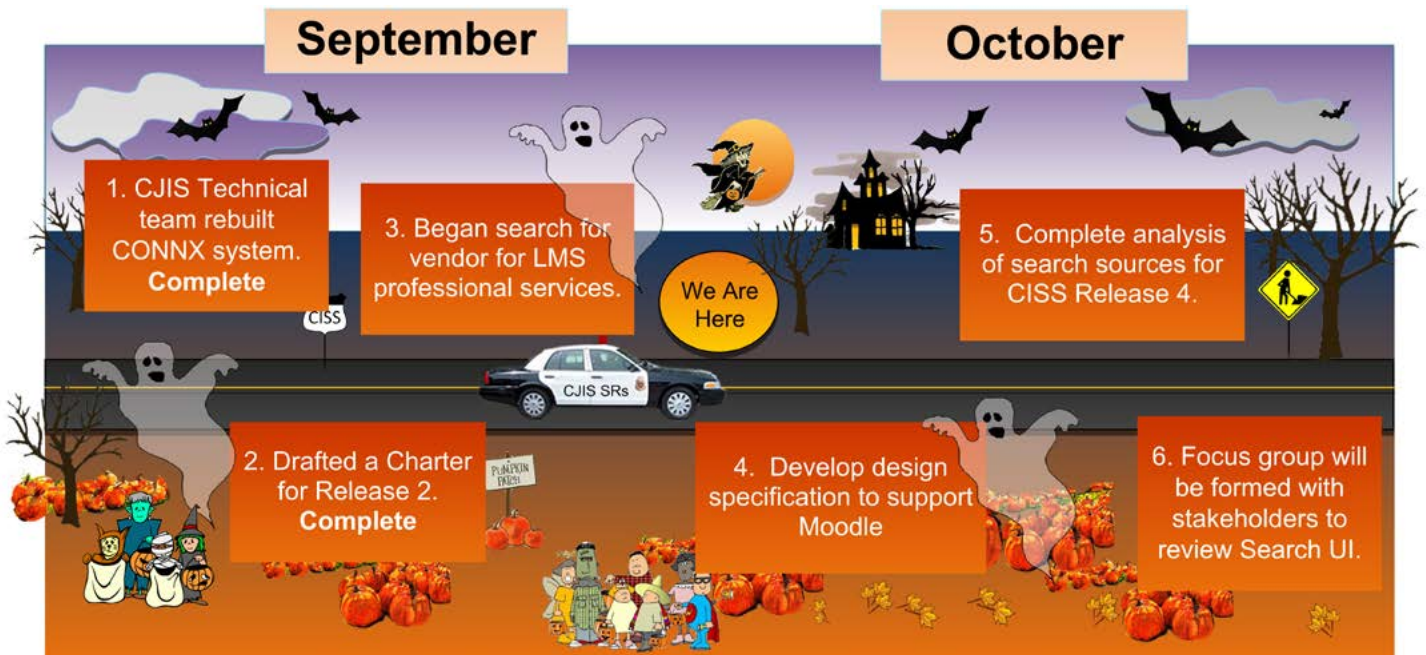
Accomplishments
1. CJIS Technical team rebuilt CONNX system.
2. Drafted a Charter for Release 2.
3. Began search for vendor for LMS professional services.

Next Month
4. Develop design specification to support Moodle.
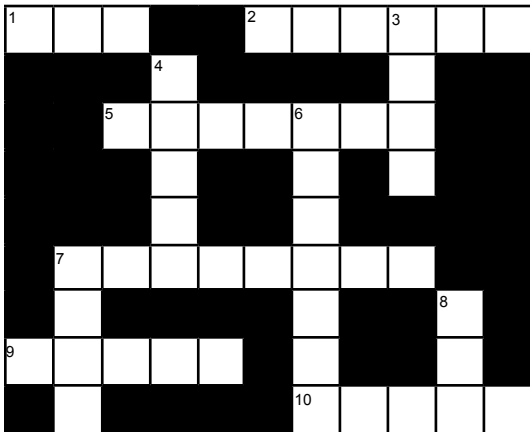5. Complete analysis of search

Next Month (contin.)
sources for CISS Release 4.
6. A focus group will be formed of stakeholders to review Search UI.

CJIS Crossword Puzzle

Test Your Knowledge and Skill on Criminal Justice Vocabulary!

Answers will appear in the November issue of the CJIS Roadmap Newsletter.
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Answers to the September CJIS crossword puzzle.

Across

1. Person who serves as point of contact at an agency for matters relating to CJIS information access.
2. To confirm and adopt the act of another even though it was not approved beforehand.
5. An official agreement or statement that makes rules for something.
7. Any way that a debtor disposes of or parts with his/her property.
9. Someone who is authorized to serve in one's place at a meeting, particularly with the right to cast votes.
10. The acronym for the Racial Profiling project.

Down

3. At CCSU, acronym for a non-partisan, University-based organization dedicated to enriching the quality of local, state and national public policy.
4. Acronym for organization dedicated to promoting motor vehicle and highway safety through education and research.
6. A flow of vehicles or pedestrians for travel purposes.
7. A period for which a court sits or a legislature is in session.
8. Acronym for when the freedom granted to a convicted defendant for good behavior is revoked.

September Answers Grid:

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~ Meetings ~

CJIS Governing Board Quarterly Meeting
October 16, 2014 at 1:30 pm
Office of the Chief State's Attorney
300 Corporate Place in Rocky Hill

CISS Monthly Status Meeting
October 22, 2014, 1:00 - 3:00 pm
Judicial Branch IT Division
7th floor, Room 707, Two Riverview Square
99 East River Drive, E. Hartford

*Racial Profiling, **Continued from Page–4***

lected and studied using benchmarks and data collected from a variety of sources, analysts can create a matrix that can serve as a reference for the OPM to determine if a law enforcement agency's performance needs further investigation.

Connecticut's approach to data collection and analysis is being considered for a comprehensive report due out in January 2015. It will provide statistics constructed from data collected from October 1, 2013 through September 30, 2014. ❖

Reference: State of Connecticut Traffic Stop Data Report October 1, 2013 – May 31, 2014, September 2014.