## DRAFT

## FOR APPROVAL

## UNIFORM CRIMINAL RECORDS ACCURACY ACT

# NATIONAL CONFERENCE OF COMMISSIONERS ON UNIFORM STATE LAWS

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# UNIFORM CRIMINAL RECORDS ACCURACY ACT

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#### DRAFTING COMMITTEE ON UNIFORM CRIMINAL RECORDS ACCURACY ACT

The Committee appointed by and representing the National Conference of Commissioners on Uniform State Laws in preparing this Act consists of the following individuals:

ROBERT J. TENNESSEN, 2522 Thomas Ave. S., Minneapolis, MN 55405, Chair

W. MICHAEL DUNN, 62 Ridge Rd. Concord, NH 03301

MARK F. GLASER, 54 State St., 6th Floor, Albany, NY 12207

ERIC HOUGLAND, Texas Legislative Council, P.O. Box 12128, Austin, TX 78711-2128

JAMES C. KENNEDY, Massachusetts House of Representatives, State House, Room 139, Boston, MA 02133

H. LANE KNEEDLER, Office of the Attorney General of Virginia, 202 N. 9th St., Richmond, VA 23219

THEODORE C. KRAMER, 42 Park Pl., Brattleboro, VT 05301

JOHN J. MCAVOY, 3110 Brandywine St. NW, Washington, DC 20008

LOUISE M. NADEAU, Connecticut General Assembly, Legislative Office Bldg., Room 5500, Hartford, CT 06106-1591

ANNE H. REIGLE, Court of Common Pleas, Kent County Courthouse, 38 The Green, Dover, DE 19901-3602

JACOB T. RODENBIKER, 2037 Rose Creek Blvd S., Fargo, ND 58104-6878

MICHAEL S. SCHWOYER, Pennsylvania House of Representatives, Room 423, Main Capitol Building, Harrisburg, PA 17120

BRANDON C. SHAFFER, 1154 Twin Peaks Cir., Longmont, CO 80503

SAMUEL A. THUMMA, Arizona Court of Appeals, State Courts Bldg., 1501 W. Washington St., Phoenix, AZ 85007

RUSSELL G. WALKER, P.O. Box 2422, Jamestown, NC 27282

STEVEN L. CHANENSON, Villanova University Charles Widger School of Law, 299 N. Spring Mill Rd., Villanova, PA 19085, *Reporter* 

JORDAN M. HYATT, Drexel University, Department of Criminology & Justice Studies, 3141 Chestnut St., Philadelphia, PA 19104, *Associate Reporter* 

## **EX OFFICIO**

ANITA RAMASASTRY, University of Washington School of Law, William H. Gates Hall, Box 353020, Seattle, WA 98195-3020, *President* 

CAM WARD, 124 Newgate Rd., Alabaster, AL 35007, Division Chair

## AMERICAN BAR ASSOCIATION ADVISORS

STEVE SALTZBURG, George Washington University Law School, 2000 H St. NW, Washington, DC 20052-0026, *ABA Advisor* 

MICHAEL AISENBERG, 7515 Colshire Dr., MS T320, McLean, VA 22102-7538, ABA Section Advisor

STEPHANIE DOMITROVICH, Erie County Courthouse, 140 W. 6th St., Room 223, Erie, PA 16501-1030, *ABA Section Advisor* 

## **EXECUTIVE DIRECTOR**

LIZA KARSAI, 111 N. Wabash Ave., Suite 1010, Chicago, IL 60602, Executive Director

# Copies of this Act may be obtained from:

NATIONAL CONFERENCE OF COMMISSIONERS ON UNIFORM STATE LAWS 111 N. Wabash Ave., Suite 1010 Chicago, Illinois 60602 312/450-6600 www.uniformlaws.org

## UNIFORM CRIMINAL RECORDS ACCURACY ACT

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1	UNIFORM CRIMINAL RECORDS ACCURACY ACT
2	[ARTICLE] 1
3	GENERAL PROVISIONS
4	SECTION 101. SHORT TITLE. This [act] may be cited as the Uniform Criminal
5	Records Accuracy Act.
6 7	Comment
8 9 10 11 12 13 14 15 16	<ul> <li>Principles. This [act] is premised on three principles:</li> <li>(1) Society at large has a vital interest in the accuracy of criminal-history-record information.</li> <li>(2) Subjects are entitled to have the information kept about them under this [act] be accurate criminal-history-record information.</li> <li>(3) The government has an obligation to ensure that the criminal-history-record information that it collects, stores, maintains, submits, and disseminates is accurate.</li> </ul>
17 18 19 20 21	Previous act. The Uniform Law Commission adopted the Uniform Criminal History Records Act in 1986. See <a href="http://www.uniformlaws.org/shared/docs/criminal%20history%20records/uchra_final_86.pdf">http://www.uniformlaws.org/shared/docs/criminal%20history%20records/uchra_final_86.pdf</a> .  SECTION 102. DEFINITIONS. In this [act]:
22	(1) "Accurate criminal-history-record information" means criminal-history-record
23	information that correctly reflects all reportable events relating to a subject.
24	(2) "Administration of criminal justice" means one or more of the following: the
25	detection, apprehension, detention, pretrial release, post-trial release, prosecution, adjudication,
26	correctional supervision, or rehabilitation of a subject. The term includes criminal-identification
27	activities and collection, storage, maintenance, submission, and dissemination of criminal-
28	history-record information.
29	(3) "Biometric information" means fingerprints and other unique biological or physical
30	characteristics of an individual that a contributing justice agency is required or permitted by law
31	other than this [act] to use for the purpose of identification.

- 1 (4) "Central repository" means the single, coordinating entity of this state with the duty to 2 collect, store, maintain, and disseminate criminal-history-record information.
- 3 (5) "Contributing justice agency" means a court, political subdivision or agent of a 4 political subdivision, governing entity of this state, or any governmental agency designated by 5 the [responsible agency or individual], that is authorized to engage in the administration of 6 criminal justice. The term does not include the central repository.

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- (6) "Criminal-history-record information" means information collected, stored, maintained, submitted, or disseminated by a contributing justice agency or the central repository, consisting of a description of an identifiable subject, and notation of a reportable event. The term includes biometric information. The term does not include noncriminal-history-recordinformation.
- (7) "Dissemination" means oral, written, or electronic transmission or other disclosure of criminal-history-record information to a person other than the central repository. "Disseminate" has a corresponding meaning.
  - (8) "Noncriminal-history-record information" means information collected:
- (A) as a result of an inquiry about an activity, habit, practice, possession, association, or financial status of an individual; and
  - (B) to anticipate, prevent, monitor, or investigate criminal activity.
- 19 (9) "Person" means an individual, estate, business or nonprofit entity, public corporation, 20 government or governmental subdivision, agency, or instrumentality, or other legal entity.
  - (10) "Reportable event" means any of the following relating to a felony or misdemeanor, other than a [noncriminal offense,] [summary offense,] [petty offense,] traffic violation, or offense under [insert citation to juvenile law of this state]:

1		(A) arrest resulting in booking into a detention facility or collection of biometric
2	information;	
3		(B) disposition after an arrest without initiation of a criminal proceeding;
4		(C) initiation of a criminal proceeding;
5		(D) disposition of a criminal proceeding, including diversion, dismissal, indefinite
6	postponement,	acquittal, guilty plea, conviction, sentencing, and modification, reversal, and
7	revocation of t	he disposition;
8		(E) commitment to or release from a place of detention or custodial supervision;
9		(F) commencement or conclusion of noncustodial supervision;
10		(G) completion of a sentence;
11		(H) expungement, sealing, or setting aside of criminal-history-record information;
12		(I) grant of clemency, including pardon or commutation, or restoration of rights;
13	and	
14		(J) finding of mental incompetence by a court at any stage of a criminal
15	proceeding.	
16	(11) "S	tate" means a state of the United States, the District of Columbia, Puerto Rico, the
17	United States V	Virgin Islands, or any territory or insular possession subject to the jurisdiction of
18	the United Stat	tes. The term includes a federally recognized Indian tribe.
19	(12) "S	ubject" means an individual about whom criminal-history-record information is
20	collected, store	ed, maintained, submitted, or disseminated as required or permitted by this [act] or
21	law other than	this [act].
22 23 24 25	or a misdemea	te: A reportable event relates to an offense that is typically categorized as a felony nor. Some jurisdictions have other categories of offenses that merit inclusion, ass misdemeanor." This is a decision left to the enacting state.

appropriate agency or individual charged with responsibilities under this act in light of its own constitutional structure and political landscape. In some states this may be the Attorney General; in others, a different officer or entity. A state may designate a different agency or individual for different functions under this act.

Legislative Note: For the responsible agency or individual, a state should designate the

#### Comment

 Administration of criminal justice. The definition of "administration of criminal justice" is largely based upon the language found in 28 C.F.R. §20.3.

Biometric information. The definition of "biometric information" focuses on – but is not limited to – fingerprints, which are the current gold standard for ensuring that a particular subject is linked to the correct and complete arrest and disposition information. The definition of "biometric information" is designed to allow the act to simultaneously remain consistent with other law about identification procedures and to adapt as technology evolves without requiring a revision to the act itself. The use of the term "biometric information" emphasizes the importance of using something beyond an exact or approximate name match to ensure the accuracy of criminal-history-record information during the record location, linking and retrieval processes. Biometric information is available from all subjects because the criminal-history-record information maintained pursuant to this act relates exclusively to individuals. This is consistent with current practice.

Central repository. The definition of "central repository" leaves to the enacting state the decision whether this is a police function, often through the state police, or an independent function. Given the central repository's coordinating role, the definition does require the central repository to be operationally independent from contributing justice agencies or other repositories, although it can exist within the structure of an agency, such as the state police, that also contains a separate repository.

Contributing justice agency. The definition of "contributing justice agency" is intentionally broad. The goal is to widely distribute the duty to provide information on "reportable events" – such as arrests, charges, and dispositions of all types – to the central repository. This also allows for the collection and inclusion of reportable event and biometric information throughout the process of adjudication and punishment, thereby allowing for multiple opportunities to collect data and resolve issues. The term includes an organized state or municipal police department, sheriff's department, local detention facility or department, county, regional or state correctional facility or department, probation agency, office of Attorney General, district or prosecuting attorney, court with criminal jurisdiction, parole board, pardon board, and any agency or sub-unit designated as a contributing justice agency by the responsible agency or individual.

Courts are included in a "contributing justice agency" because their participation is crucial to the success of the effort to promote the accuracy of criminal records. An enacting state concerned about including courts because of separation of powers concerns may want to add language either exempting courts or allowing courts themselves to opt-out. Statutory language

authorizing a judicial opt-out could take this form: "The [state Supreme Court], or a judicial entity authorized to act on its behalf, may remove the courts of this state from this sub-section under its rulemaking authority." The court should be included as a contributing justice agency to the extent constitutionally permissible. Including courts will materially enhance the accuracy of criminal-history-record information.

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Noncriminal-history-record information. This definition clarifies that information may be held by a contributing justice agency that is not deemed to be criminal-history-record information.

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Reportable event. The definition of a "reportable event" is designed to capture all of the significant moments in the life of a criminal case that future actors in the criminal justice system would want to know about that defendant and that case. Though the nomenclature may vary by jurisdiction, these are almost universal in their presence and importance.

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Reportable Event – Disposition. The examples of disposition are designed to be inclusive yet manageable. If more detail is desired, enacting states could include the current definition found at 28 CFR § 20.3(i), which provides:

Disposition means information disclosing that criminal proceedings have been concluded and the nature of the termination, including information disclosing that the police have elected not to refer a matter to a prosecutor or that a prosecutor has elected not to commence criminal proceedings; or disclosing that proceedings have been indefinitely postponed and the reason for such postponement. Dispositions shall include, but shall not be limited to, acquittal, acquittal by reason of insanity, acquittal by reason of mental incompetence, case continued without finding, charge dismissed, charge dismissed due to insanity, charge dismissed due to mental incompetency, charge still pending due to insanity, charge still pending due to mental incompetency, guilty plea, nolle prosequi, no paper, nolo contendere plea, convicted, youthful offender determination, deceased, deferred disposition, dismissed-civil action, found insane, found mentally incompetent, pardoned, probation before conviction, sentence commuted, adjudication withheld, mistrial-defendant discharged, executive clemency, placed on probation, paroled, or released from correction supervision.

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http://www.gpo.gov/fdsys/pkg/CFR-2002-title28-vol1/pdf/CFR-2002-title28-vol1-sec20-3.pdf.

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**SECTION 103. PUBLIC RECORDS.** In this [act], the court docket, court file, and

- information contained in a docket or file, are public records except as otherwise provided by law
- 37 other than this [act] or court order.
- 38 Legislative Note: This section is designed to ensure that this act is not interpreted as limiting
- 39 access to court records. It provides that information in court dockets and files not under seal,
- 40 remain public records to the extent provided by existing law. An enacting state should examine
- its public records access laws to determine whether conforming revisions are required to ensure 41
- 42 that this act does not limit access to public records.

## 1 SECTION 104. DISSEMINATION LOG. 2 (a) A dissemination log under Section 205 or 304 must include each request for and 3 dissemination of criminal-history-record information, other than a request made under [public 4 records access laws of this state]. 5 (b) A dissemination log under Section 205 or 304 must be separate from non-criminal-6 history record information and criminal-history-record information. The log must include: 7 (1) the name of the subject about whom the information is requested; (2) the name of the person making the request and its associated address; 8 9 (3) the name of the individual making the dissemination; 10 (4) the date of the request; 11 (5) the date of the dissemination; and 12 (6) a statement of whether the information was disseminated for a purpose other 13 than the administration of criminal justice. 14 (c) A dissemination log under section 205 or 304 is available to the public only as 15 provided by law other than this [act]. 16 (d) An entry in the dissemination log under Section 205 or 304 must be maintained as 17 long as the associated criminal-history-record information is maintained. 18 Legislative Note: An entry in a dissemination log is maintained as long as the associated 19 criminal-history-record information is maintained. In a jurisdiction in which records retention 20 provisions address this issue, the language specifying duration of record maintenance should be 21 adjusted appropriately. 22 23 Legislative Note: The specific terminology for the legislation regarding public records access 24 laws, those rules that govern the ability of average citizens to review public records, may vary 25 among jurisdictions. An enacting state should reference its public records access laws however 26 denominated in light of its legal landscape. An enacting state should consider whether the 27 dissemination logs should be made public at all and, if so, which elements of the logs should be 28 accessible, when they should be accessible, and for what purposes. A state should therefore 29 consider if its public records access laws need to be adjusted to meet its goals concerning these

1 logs. 2 3 Comment 4 5 Dissemination logs. These logs include a record of the nature and timing of information 6 requested and disseminated pursuant to this act. These logs do not include information obtained 7 under provisions of public records access laws, in part because some of that information is not 8 functionally trackable. For example, some information may be obtainable anonymously through the Internet or through computer terminals provided by the court for this purpose. The public will 9 10 have access to dissemination logs in a fashion consistent with existing public records access laws 11 in the jurisdiction. This includes exclusions necessary to insulate the investigative actions of 12 justice agencies from unintentional disclosure through these processes. 13 14 [ARTICLE] 2 CONTRIBUTING JUSTICE AGENCY 15 SECTION 201. COLLECTION AND SUBMISSION OF INFORMATION TO 16 17 **CENTRAL REPOSITORY.** A contributing justice agency that has custody of or control, 18 authority, or jurisdiction over an individual for a reportable event shall collect, store, and 19 maintain criminal-history-record information on the event. Not later than [five] days after the 20 agency collects the information, the agency shall submit the information to the central repository 21 consistent with the procedures established by the central repository pursuant to Section 306. SECTION 202. COLLECTION AND SUBMISSION OF BIOMETRIC 22 23 INFORMATION. 24 (a) A contributing justice agency that has custody of or control, authority, or jurisdiction 25 over an individual for a reportable event shall determine whether biometric information about the 26 individual has been collected and submitted to the central repository for the event. If the 27 contributing justice agency is a court, the contributing justice agency representing this state 28 before the court shall make the determination and report the results of its determination to the 29 court.

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(b) If a contributing justice agency determines under subsection (a) that biometric

- 1 information has not been collected and submitted to the central repository, the individual shall
- 2 permit collection of the missing biometric information. The agency, using any legal procedure
- 3 available to it, including a court order if authorized, shall collect the missing biometric
- 4 information. Not later than [five] days after collection, the agency shall submit the information to
- 5 the central repository consistent with the procedures established by the central repository
- 6 pursuant to Section 306.

7 Comment

Mandatory duty to collect biometric information. Widely distributing a mandatory duty to collect biometric information is vital to the effectiveness of the act. Biometric information, in the form of fingerprints, is currently the gold standard for positive identification for law enforcement purposes. If this information is not used to link an arrest to a charge to a disposition, significant inaccuracies may and do result. In most cases, close matches using name and date of birth are the alternative. This is a clear and common source of inaccuracies – both in the failure to link related reportable events and in the misidentification of the subject. The act puts the primary responsibility for this task on the arresting contributing justice agency, which will typically be a police department. The lack of collection on the "front line" of processing is a significant impediment to the accuracy of criminal records. In some jurisdictions, this appears to be unrelated to funding for equipment, and instead turns on the enforcement of mandatory collection procedures. See, e.g., Jeffrey Benzing, Fingerprint Hearing: Best and Worst Pa. Counties Have Same Equipment, available at <a href="http://www.pennlive.com/midstate/index.ssf/2014/07/fingerprint hearing">http://www.pennlive.com/midstate/index.ssf/2014/07/fingerprint hearing best and w.html</a> (July 23, 2014).

Accuracy Improvement. Nothing in the act is designed to expand the ability of the government to collect information to which contributing justice agencies are not otherwise entitled to collect. The goal of the act is to ensure that the information that jurisdictions do collect is done in a regular and reliable way that improves the accuracy of the criminal-history-record system.

Collection of Biometric Information. Section 202 requires individuals to permit the collection of their biometric information if it is determined at any point after the occurrence of a reportable event that biometric information for that individual is missing. Not only does this section put the obligation on individuals to provide biometric information, it makes that obligation enforceable by court order. The drafters believe that this approach may avoid potential separation-of-powers issues that could have arisen in some jurisdictions if the act directed courts to obtain this information directly. This section is designed to include, *inter alia*, when an individual, who has not been arrested, is charged by complaint, information, or indictment and appears in court pursuant to summons. The drafters encourage judges in these situations to make providing biometric information a condition of any pretrial release.

Duty of other contributing justice agencies. If the arresting agency fails to obtain fingerprints, the act provides a backstop by requiring other, typically chronologically downstream, actors in the contributing justice system to fingerprint the subject. The drafters believe that this "belt-and-suspenders approach" is warranted given the wide variation of fingerprint compliance rates between and within states. For example, the drafters learned that in one large state, there are tens of thousands – if not hundreds of thousands – of essentially orphaned files in the central repository because disposition information cannot be definitively linked by fingerprint to a subject. Furthermore, in that state, the state prison receiving center felt the need to install a Livescan machine (a common biometric data collection station) because of the number of sentenced offenders arriving without fingerprints in the system. This section neither mandates nor prohibits the repeated collection of biometric information during the life of a criminal case. Rather, the act sets a floor of at least one collection of biometric information and leaves enacting states free to do more if they so choose. The goal of this approach is to ensure that, in any given case, the necessary case information and biometric data will be available and linked, thereby limiting the possibility that unrelated records will be linked or records relating to the same individual or event will be appropriately connected.

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Duty to report reportable events. The act requires contributing justice agencies to submit information on reportable events – such as arrests, charges, convictions, sentences, commitments, etc. – with which they were involved to the central repository. If followed, this mandate should go a long way towards solving the problem of missing dispositions. The act takes a "belt-and-suspenders approach" by putting this responsibility broadly on multiple actors, even if that means some duplicative reporting to the central repository. Given the large and growing use of electronic records, this should not be burdensome on the contributing justice agencies and may help to reduce inaccuracies.

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## SECTION 203. ACCURACY AND CORRECTION OF INFORMATION.

- (a) A contributing justice agency shall maintain and store accurate criminal-history-record information in compliance with procedures established by the central repository.
- (b) Not later than [14] days after a contributing justice agency discovers that it possesses inaccurate criminal-history-record information, the agency shall:
- 32 (1) correct its records;
- 33 (2) notify the central repository of the inaccuracy and the required correction; and
- 34 (3) on request of the subject, provide the subject at no cost one certified, corrected
- 35 copy of the information.

1	Comment
2 3 4 5 6	Duty to correct. The act requires a contributing justice agency that learns of inaccurate criminal-history-record information – regardless of how it learns of it – to fix it in its own records and to pass along the corrected information to the central repository. This will allow for more effective correction, as well as providing essential process data for the audit, discussed <i>infra</i> .
7 8 9 10	Accuracy remains the overriding goal of the act. Of course, procedures relating to the mechanics of how criminal-history-record information will be corrected and in what form are left to the state and its central repository.
11 12 13 14	<i>Procedures</i> . The central repository, pursuant to Section 306, will adopt procedures providing for the procedures used and the form of the required correction, including whether certified copies may be provided entirely electronically.
15	SECTION 204. DISSEMINATION OF CRIMINAL-HISTORY-RECORD
16	INFORMATION.
17	(a) Except as otherwise provided in subsection (b), a contributing justice agency may
18	disseminate criminal-history-record information only as required or permitted by this [act] or by
19	law other than this [act].
20	(b) A contributing justice agency may disseminate criminal-history-record information to
21	another contributing justice agency on request of the other agency in connection with the duties
22	of the requesting agency.
23	SECTION 205. DISSEMINATION LOG OF CONTRIBUTING JUSTICE
24	AGENCY. A contributing justice agency shall create, store, and maintain a dissemination log
25	complying with Section 104. Not later than [14] days after the agency disseminates criminal-
26	history-record information, the agency shall enter the required information in the dissemination
27	log.
28	Comment
29 30 31	Authority to disseminate and duty to log. The act allows contributing justice agencies to disseminate criminal-history-record information to other contributing justice agencies and requires those agencies to keep track of those disseminations. The central repository, as part of

1 its duties, will set reasonable standards and procedures for this process, ensuring a degree of 2 uniformity in the requesting and dissemination processes. 3 4 [ARTICLE] 3 5 CENTRAL REPOSITORY 6 SECTION 301. DUTY OF CENTRAL REPOSITORY. 7 (a) The central repository shall collect, store, maintain, and disseminate criminal-history-8 record information reported to it under this [act]. 9 (b) The central repository may disseminate criminal-history-record information only as 10 required or permitted by this [act] or by law other than this [act]. 11 (c) The central repository shall collect, store, maintain, and disseminate accurate 12 criminal-history-record information in compliance with procedures adopted by the [responsible 13 agency or individual] under Section 702. 14 (d) The central repository shall establish procedures to resolve data conflicts and discover 15 missing data for accurate criminal-history-record information. 16 Legislative Note: For the responsible agency or individual, a state should designate the 17 appropriate agency or individual charged with responsibilities under this act in light of its own 18 constitutional structure and political landscape. In some states this may be the Attorney General; 19 in others, a different officer or entity. A state may designate a different agency or individual for 20 different functions under this act. 21 22 Comment 23 Role of the central repository. The central repository is the hub into and out of which criminal-24 history-record information will flow. It serves this role, as it does in many jurisdictions, for both 25 intra-state and inter-state purposes, as well as for communication with the myriad federal 26 agencies and systems involved in the management of criminal-history-record information. The 27 accuracy, logging, and correction provisions are similar to the ones provided for contributing 28 justice agencies. The central repository is also the primary contact for other states and the 29 federal system, allowing it to serve as a clearing house for the management of the universe of 30 criminal-history-record information that may be fed into the databases held within that 31 jurisdiction. 32

2	(a) Not later than [14] days after the central repository receives a request from the subject
3	for a subject's criminal-history-record information, the central repository shall:
4	(1) disseminate the criminal-history-record information to the subject; or
5	(2) if a good-faith search identifies no criminal-history-record information about
6	the subject, notify the subject of the fact.
7	(b) Criminal-history-record information disseminated under this section must include a
8	conspicuous notification that it is provided solely for review by the subject and may not be relied
9	on or considered current for another use.
10	Comment
11 12 13 14 15 16 17 18 19 20 21 22 23	Verification of identify and authorization. The central repository may require verification of identity of the subject, which may include biometric information, pursuant to implementing regulations under this act.  Use by the Subject. This section is intended to provide the subject with a copy of their upto-date criminal-history-record information to facilitate the review-and-challenge process. It was not designed to allow either the subject or a third-party, including potential employers and landlords, from avoiding the records request and processing procedures outlined in Section 303. Therefore, the version produced by the central repository under this section is marked in a manner that deters the wide usage of the criminal-history-record information. The central repository bears the responsibility for determining what this notice must include.  SECTION 303. DISSEMINATION OF INFORMATION TO PERSON
24	AUTHORIZED BY SUBJECT.
25	(a) A subject may authorize another person to receive the subject's criminal-history-
26	record information from the central repository for a purpose other than the administration of
27	criminal justice.
28	(b) Before the central repository disseminates criminal-history-record information for a
29	purpose other than the administration of criminal justice pursuant to a request not made under

SECTION 302. DISSEMINATION OF INFORMATION TO SUBJECT.

1	[public records access laws of this state] to a person other than the subject, the central repository
2	shall determine whether the information contains:
3	(1) a disposition after an arrest without initiation of a criminal proceeding; or
4	(2) a disposition of a criminal proceeding, including diversion, dismissal,
5	indefinite postponement, acquittal, guilty plea, conviction, and sentencing, and modification,
6	reversal, and revocation of the disposition, for every arrest or initiation of a criminal proceeding.
7	(c) If information under subsection (b) does not contain a disposition, the central
8	repository shall make a good-faith effort to determine the disposition and, if the central
9	repository determines the disposition, include that disposition in:
10	(1) the relevant records maintained by the central repository; and
11	(2) the information to be disseminated.
12	(d) After making the good-faith effort under subsection (c) and before the central
13	repository disseminates information under subsection (b), the central repository shall remove
14	from the report or summary to be disseminated the notation of an arrest or initiation of criminal
15	proceedings if:
16	(1) [18] months have elapsed since the later of the date of the arrest or initiation of
17	criminal proceedings;
18	(2) no disposition has been identified with respect to the arrest;
19	(3) no warrant is outstanding with respect to the arrest; and
20	(4) no proceeding is pending with respect to the arrest that may result in a
21	conviction.
22	(e) Not later than [five] days after the central repository disseminates information under
23	subsection (d), the central repository shall send the same information to the subject, based on the

1 contact information provided by the person requesting the information.

2 Legislative Note: The specific terminology for the legislation regarding public records access laws, those rules that govern the ability of average citizens to review public records, may vary among jurisdictions. An enacting state should reference its public records access laws however denominated in light of its legal landscape.

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Comment

Role in employment and related checks. The central repository's primary function is to act as the hub for criminal-history-record information used for contributing justice agency purposes. There is, of course, a growing use of this information for purposes of governmentmandated and voluntary employment, licensing, etc. Accuracy concerns are heightened in this context in part because there is no related adversarial proceeding before a neutral magistrate. Inspired in part by efforts in California that many consider successful, this section requires the central repository to make a good-faith effort to ensure that disposition information is connected to arrests and charges. See CAL. CODE. REGS. tit. 11, § 720 (2017). Senator Grassley and others introduced the Sentencing Reform and Corrections Act of 2015 ("SRCA") on October 1, 2015. Although Congress did not pass the SRCA, it is worth noting that SRCA's Section 213, which was entitled "Ensuring Accuracy of Federal Criminal Records," provided that certain arrests without disposition information that were more than two years old could not be disseminated. Cf. IDAHO CODE ANN. § 67-3008(2)(b)(iv) (2015) ("A record of an arrest that does not contain a disposition after twelve (12) months from the date of arrest may only be disseminated by the department to criminal justice agencies, to the subject of the record, or to a person requesting the criminal history information with a signed release from the subject of the record.").

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## SECTION 304. DISSEMINATION LOG OF CENTRAL REPOSITORY. The

central repository shall create, store, and maintain a dissemination log complying with Section 104. Not later than [14] days after the central repository disseminates criminal-history-record information, it shall enter the required information in the dissemination log.

**SECTION 305. CORRECTION OF INACCURATE INFORMATION.** Not later than [14] days after the central repository discovers that it possesses inaccurate criminal-history-record information, the central repository shall correct its records and follow the procedures set forth in paragraphs 2-4 of Section 403.

33 Comment

*Duty to correct*. The act requires a central repository that learns of inaccurate criminal-history-record information – regardless of how it learns of it – to fix it in its own records and to

pass along the corrected information to whomever it has provided the inaccurate information 1 2 within stated limits. That latter process is facilitated by the maintenance of dissemination logs. 3 Thoroughly tracking the information will allow for more effective correction, as well as 4 providing essential process data for the audit, discussed *infra*. 5 6 *Procedures.* Accuracy remains the overriding goal of the act. Of course, procedures 7 relating to the mechanics of how criminal-history-record information will be corrected and in 8 what form are left to the state and its central repository. The central repository, pursuant to 9 Section 306, will adopt procedures to be used, including whether certified copies may be 10 provided entirely electronically. 11 12 **SECTION 306. ESTABLISHMENT OF PROCEDURES.** The central repository 13 shall establish procedures: 14 (1) necessary to carry out its powers and duties under this [act]; 15 (2) for the manner and form in which a contributing justice agency collects, stores, 16 maintains, and disseminates criminal-history-record information, including biometric 17 information, to the central repository; 18 (3) to ensure that all criminal-history-record information for the same subject is linked 19 appropriately; and 20 (4) for reporting, exchanging, and seeking correction of criminal-history-record 21 information under this [act], including the adoption of forms. 22 Comment 23 Adoption of procedures. Central repositories must be able to draft and implement a wide 24 range of procedures to ensure effective and efficient processes for data collection and the 25 resolution of errors. Therefore, and where consistent with relevant state law, the procedures developed under this act are not intended to be subject to the requirements of the Administrative 26 27 Procedures Act or other analogous state law. 28 29 SECTION 307. DISSEMINATION OF INFORMATION FOR STATISTICAL OR 30 **RESEARCH PURPOSE.** Consistent with the law of this state other than this [act] and of the 31 United States, the central repository may: 32 (1) subject to paragraph (2), disseminate criminal-history-record information, including

1	personally identifiable information, for a statistical or research purpose; and
2	(2) limit the use and subsequent dissemination of information disseminated under this
3	section and the procedures established by the central repository.
4	Comment
5 6 7 8 9	Statistical and Research Disseminations. Research, whether done by governmental agencies or independent academics, can provide vital insight into how the criminal justice system, including the criminal-history-record system, operates. This section is designed to allow for meaningful research in a way that protects personally identifiable information.
10	SECTION 308. PUBLIC INFORMATION.
11	(a) The central repository shall inform the public of the existence and accessibility of
12	criminal-history-record information collected, stored, maintained, and disseminated by
13	contributing justice agencies and the central repository.
14	(b) The central repository shall inform the public, at least annually, concerning the:
15	(1) extent and general nature of criminal-history-record information collected,
16	stored, maintained, and disseminated in this state;
17	(2) number of corrections to criminal-history-record information made by the
18	central repository;
19	(3) results of audits under Section 602 and the status of any correction of
20	deficiencies; and
21	(4) requirements and forms for a subject to access, review, and seek correction of
22	criminal-history-record information collected, stored or maintained by the central repository,
23	including the right to appeal an adverse determination.
24	Comment
25 26 27	Outreach to the public and contributing justice agencies. This section assigns the central repository educative and supportive roles. It will try to raise public awareness about the importance of criminal-history-record information and how individuals can access their records

to check for accuracy. The drafters envision a system of web-based postings and webinars though the central repository has the flexibility to conduct this outreach in the manner determined to be most effective in that jurisdiction. This same system could be used to update the public on the audit results and subsequent remediation. Existing central repository websites could satisfy these requirements.

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## **SECTION 309. TRAINING.**

- (a) The central repository shall provide regular training to contributing justice agencies concerning submitting information on a reportable event and the importance of the information to subjects, the public, and the criminal-justice system.
- (b) The central repository shall periodically identify any contributing justice agencies that do not meet the requirements of this [act] and provide remedial training.

13 Comment

*Training.* The central repository has the responsibility to train contributing justice agencies and focus on those agencies that are not reporting as required because those agencies present significant accuracy risks to the entire system. The central repository is free to design this training in the manner it believes will be the most effective in that jurisdiction.

## [ARTICLE] 4

#### CORRECTION OF CRIMINAL-HISTORY-RECORD INFORMATION

SECTION 401. REQUEST TO CORRECT. A subject may seek correction of criminal-history-record information by sending the contributing justice agency storing the information or the central repository a request for correction specifying the information alleged to be inaccurate and providing the allegedly correct information. A contributing justice agency that receives the request shall inform the subject that only the central repository can act on the subject's request and that the contributing justice agency will forward the request to the central repository. Not later than [five] days after receiving the request, the contributing justice agency shall forward to the central repository the request and any criminal-history-record information relating to the subject.

1 Comment

*Subject may be represented by counsel.* The subject may be represented by counsel or an attorney-in-fact for the purpose of this Article.

Concerns about abusive filings. The act does not limit the number requests for correction that a subject may make in any given year because current practice does not indicate that frivolous requests are a significant problem. A subject who is abusing the system will, of course, be subject to other legal process.

## **SECTION 402. REVIEW OF REQUEST.**

- (a) Not later than [40] days after receipt of a request under Section 401, the central repository shall review and approve or deny the request. The director of the central repository may extend the time to review and act on the request for up to [21] days if the director certifies that there is good cause for an extension and notifies the subject. The extension may not be renewed.
- (b) If the central repository does not act within the time provided in subsection (a), the request is deemed denied.
- (c) [Cite to the state administrative procedure act] governs administrative and judicial review of action or nonaction by the central repository on a request under Section 401.

  Notwithstanding [Cite to the state administrative procedure act], if the request is deemed denied under subsection (b), the central repository has the burden of proof in the immediately subsequent review.

23 Comment

Forms. The central repository will provide clear, plainly worded instructions to subjects who express an interest in seeking a correction to their criminal-history-record information. Those instructions include information about seeking further review as set forth in this section. The [responsible agency or individual] has the authority, pursuant to Section 702, to adopt appropriate procedures in this regard.

Access, review, challenge, correction and appeal. This article provides subjects rights to challenge the criminal-history-record information about them for the explicit purpose of ensuring

that all of the criminal-history-record information managed by the state, regardless of its source, 1 2 is correct and up-to-date. While section 402(c) largely defers to the state's administrative 3 procedure act, the draft requires that the government will have the burden of proving the 4 accuracy of the challenged information by a preponderance of the evidence in an administrative 5 review following an automatic denial triggered by governmental unresponsiveness. 6 7 **SECTION 403. CORRECTION OF RECORD.** If the central repository approves a 8 request under Section 401, not later than [14] days after the decision under Section 402 becomes 9 final and not subject to appeal, the central repository shall: 10 (1) correct its records; 11 (2) disseminate a notice of the inaccuracy and the required correction to the subject and 12 each person that received from the central repository inaccurate information for a purpose of 13 administration of criminal justice within [one] year before the date of approval of the correction; 14 (3) notify the contributing justice agency that provided the inaccurate information of the 15 inaccuracy and the required correction; and (4) on request of the subject: 16 17 (A) disseminate a notice of the inaccuracy and the required correction to each 18 person the subject identifies as having received the inaccurate information pursuant to a request 19 not made under [public records access laws of this state] for a purpose other than administration 20 of criminal justice within [one] year before the date of approval of the request; and 21 (B) provide to the subject at no cost one certified, corrected copy of the accurate 22 information. 23 Legislative Note: The specific terminology for the legislation regarding public records access 24 laws, those rules that govern the ability of average citizens to review public records, may vary 25 among jurisdictions. An enacting state should reference its public records access laws however 26 denominated in light of its legal landscape.

1	Comment
2 3 4 5 6 7	<i>Procedures</i> . Accuracy remains the overriding goal of the act. Of course, procedures relating to the mechanics of how criminal-history-record information will be corrected and in what form are left to the state and its central repository. The central repository, pursuant to Section 306, will adopt procedures to be used, including whether certified copies may be provided entirely electronically.
8	[ARTICLE] 5
9	MISTAKEN-IDENTITY-PREVENTION REGISTRY
10	SECTION 501. CREATION AND MAINTENANCE OF REGISTRY. The central
11	repository shall create and maintain a mistaken-identity- prevention registry:
12	(1) consisting of information voluntarily provided by:
13	(A) a victim of mistaken identity; or
14	(B) an individual whose name or other identifying characteristic is similar to that
15	of another individual who is the subject of criminal-history-record information; and
16	(2) designed to prevent:
17	(A) creation of inaccurate criminal-history-record information;
18	(B) inaccurate modification of criminal-history-record information;
19	(C) mistaken arrest; and
20	(D) confusion of an individual with another individual when criminal-history-
21	record information is searched.
22	SECTION 502. REQUIREMENTS FOR REGISTRY.
23	(a) The central repository shall establish procedures for entry of information concerning
24	an individual in the mistaken-identity-prevention registry. The procedures must require:
25	(1) submission by the individual of a request to be entered in the registry; and
26	(2) collection of biometric information from the individual.

1 (b) The central repository shall enter in the mistaken-identity-prevention registry 2 information concerning an individual who satisfies the requirements under subsection (a). If the 3 central repository excludes entry in the registry of information concerning an individual, the 4 individual may seek relief under [cite to the state administrative procedure act] as a contested 5 case. 6 **SECTION 503. CERTIFICATION.** Not later than [14] days after entering information 7 concerning an individual in the mistaken-identity-prevention registry, the central repository shall 8 provide the individual a certification that the individual is not a specified individual with a 9 similar name or identifying characteristic who is the subject of criminal-history-record 10 information. The certification is prima facie evidence of the facts certified. SECTION 504. DISSEMINATION OF REGISTRY INFORMATION. 11 12 (a) The central repository may not use or disseminate information from the mistaken-13 identity-prevention registry except as provided in this [article]. 14 (b) The central repository shall disseminate information from the mistaken-identity-15 prevention registry to a contributing justice agency if there is reason to believe that identifying 16 information on a reportable event may be inaccurate or incorrectly associated with an individual. 17 (c) The central repository may disseminate information from the mistaken-identity-18 prevention registry to a national mistaken-identity-prevention registry if the national registry is 19 created and maintained by a federal law-enforcement agency with a purpose and protections 20 similar to the registry created in this [article]. 21 **Legislative Note:** This section is designed to ensure that information from the mistaken-identity-22 prevention registry is used exclusively for its intended purpose. An enacting state should examine 23 its public records access laws to determine whether conforming revisions are required.

1	SECTION 505. VERIFICATION OF IDENTITY. If a contributing justice agency
2	seeks to establish the identity of an individual and the individual presents a certification issued
3	under Section 503, the agency shall accept the certification of the individual's identity unless the
4	agency has a reasonable basis to doubt the individual's identity or the authenticity of the
5	certification, in which case the agency shall contact the central repository to verify the
6	authenticity of the certification using the procedures established by the central repository.
7	SECTION 506. LIMITATION ON USE OF REGISTRY INFORMATION.
8	(a) A contributing justice agency and the central repository may access or use
9	information from the mistaken-identity-prevention registry only to:
10	(1) identify accurately an individual about whom the agency has requested or
11	received registry information; or
12	(2) investigate, prosecute, or adjudicate an individual for an offense relating to
13	participating in, using, or operating the registry.
14	(b) If information in the mistaken-identity-prevention registry is accessed or used for a
15	purpose other than permitted under subsection (a):
16	(1) the information and any information acquired as a result of the improper
17	access or use is not admissible in any criminal or civil action; and
18	(2) the central repository shall notify the individual whose information was
19	accessed or used improperly not later than [five] days after it discovers the access or use.
20	SECTION 507. REMOVAL OF INFORMATION FROM REGISTRY.
21	(a) The central repository shall establish procedures regarding a request to remove
22	information from the mistaken-identity-prevention registry.
23	(b) Not later than [14] days after receiving a request from an individual for removal of

2 shall remove the information from the mistaken-identity-prevention registry. 3 Comment 4 Mistaken-identity-prevention Registry. Identification mistakes can lead to inaccurate 5 criminal-history-record information and erroneous arrests. See, e.g., Stephanie Chen, Officer, 6 You've Got the Wrong Person, cnn.com (Feb. 15, 2010), available at 7 http://www.cnn.com/2010/CRIME/02/15/colorado.mistaken.identity.arrest/ ("A mistaken 8 identity arrest occurs almost every day, said policing experts and officials at the National 9 Association of Criminal Defense Lawyers."); Christopher N. Osher, Wrongfully Jailed: Records 10 Details More Than 500 Mistaken-Identity Arrests in Denver in Seven Years, 11 www.denverpost.com (Jan. 7, 2012), available at http://www.denverpost.com/2012/01/07/wrongfully-jailed-records-detail-more-than-500-12 13 mistaken-identity-arrests-in-denver-in-seven-years/. This article, which is inspired in part by a 14 Minnesota provision, is designed to proactively help individuals who are the victim of identity theft, while also improving the accuracy of the criminal record system more broadly. It allows 15 for these individuals to voluntarily provide information about themselves, including biometric 16 17 information, to a restricted registry which would be used to verify whether a particular person truly is the subject of a reportable event. There are also analogies to the Voluntary Appeals File 18 19 ("VAF") program associated with the FBI's National Instant Criminal Background Check 20 System. See https://www.fbi.gov/about-us/cjis/nics and https://www.fbi.gov/about-21 us/cjis/nics/appeals/nics vaf brochure eng.pdf. 22 23 This article provides for the creation of certification for relevant individuals who choose 24 to be proactive about limiting damaging errors in their own criminal record. This article 25 envisions that this certification will help an individual without a particular criminal record from 26 suffering adverse consequences of being confused with the individual who actually has that 27 record. At the same time, the drafters seek to balance these considerations with the burdens imposed on law enforcement during the identity verification process. It is up to the individual 28 29 state to determine requirements and procedures, but the drafters encourage states to consult with 30 law enforcement and look to NLETS as a potential partner. See <a href="http://www.nlets.org">http://www.nlets.org</a>. 31 32 [ARTICLE] 6 33 SYSTEMS SECURITY AND AUDITS 34 SECTION 601. SECURITY REQUIREMENTS. To ensure the confidentiality and security of criminal-history-record information collected, stored, maintained, and disseminated 35 36 by a contributing justice agency and the central repository, they shall: 37 (1) establish procedures for the protection of information that is stored or maintained

information the individual voluntarily submitted under Section 502(a), the central repository

1	from loss of damage;
2	(2) ensure that only an authorized person has access to the information;
3	(3) select, supervise, and train individuals authorized to have access to the information;
4	(4) if computerized data processing is used, ensure that the equipment maintaining the
5	information meets the technical guidance for the security of systems adopted by the [responsible
6	agency or individual]; and
7	(5) maintain an index of each data breach and make the index available on request to the
8	[title of senior elected or appointed official responsible for governmental oversight, audit, or
9	integrity] and the [responsible agency or individual].
10 11 12 13 14 15	Legislative Note: For the responsible agency or individual, a state should designate the appropriate agency or individual charged with responsibilities under this act in light of its own constitutional structure and political landscape. In some states this may be the Attorney General; in others, a different officer or entity. A state may designate a different agency or individual for different functions under this act.
16 17 18 19 20 21	Legislative Note: The senior elected or appointed official responsible for governmental oversight, audit, or integrity should be an individual outside the day-to-day operation of the criminal-history record-information system who is qualified to conduct these audits. Depending on the state structure, potential appropriate individuals to fill this role might be the Attorney General, the Auditor General, the Ombudsperson, the Inspector General, or other officer.
22	Comment
23 24 25 26 27	Data Security. In an effort ensure accuracy, the act requires that basic security measures be in place given the sensitive nature of criminal-history-record information. These provisions of the act should be more than satisfied by compliance with current federal regulations.
28	SECTION 602. AUDIT.
29	(a) The [title of senior elected or appointed official responsible for governmental
30	oversight, audit, or integrity] shall cause an audit to be conducted annually of a sample of
31	contributing justice agencies and at least once every [three] years of the central repository.
32	(b) If the [title of senior elected or appointed official responsible for governmental

- oversight, audit, or integrity] certifies that an audit required by an entity of the United States satisfies the requirements of this section, no additional audit is required.
  - (c) An audit under this section must:

- 4 (1) assess the operational practices of the central repository for consistency,
  5 efficiency, and security;
- 6 (2) assess the integrity of each computerized system and database and each 7 physical location where criminal-history-record information is stored;
  - (3) assess any data breach in the central repository and response to the breach; and
    - (4) review a representative sample of criminal-history-record information stored by a contributing justice agency or the central repository and determine the number of missing reportable events and amount and nature of missing biometric information in the sample, in part by examining public records of the courts of this state.
    - (d) A contributing justice agency and the central repository shall give the [title of senior elected or appointed official responsible for governmental oversight, audit, or integrity] access to the records, reports, listings, and information required to conduct an audit under this section. An officer, employee, or contractor of this state or a political subdivision of this state with relevant information shall cooperate with the [title of senior elected or appointed official responsible for governmental oversight, audit, or integrity] and provide information requested for an audit.
    - (e) The [title of senior elected or appointed official responsible for governmental oversight, audit, or integrity] shall prepare and make available a public report containing the results of audits under this section and a list of any deficiencies and recommendations for correction of deficiencies.

1 Comment 2 Mandatory audits. This section provides for mandatory audits. Audits are essential to 3 understanding how the criminal-history-record information structure is actually working and to 4 prevent the automatic replication of systematic errors. If policy makers do not understand the 5 nature and prevalence of the inaccuracies, they cannot address them effectively. The public 6 distribution of the results of the audit alone may serve to increase system-wide compliance. 7 8 [ARTICLE] 7 9 ENFORCEMENT AND IMPLEMENTATION 10 **SECTION 701. REMEDIES.** 11 [(a)] The [responsible agency or individual], the central repository, or a subject, in 12 addition to other remedies provided by this [act] and law other than this [act], may commence an 13 action to compel compliance with or enjoin a violation of this [act]. The court may award 14 reasonable fees and expenses of attorneys, and court costs to a subject who prevails in the action. 15 [(b) A subject injured by an intentional or reckless violation of this [act] or procedures 16 adopted or procedures established under this [act], in addition to other remedies as provided by 17 this [act] and by law other than this [act], may commence an action for actual damages. If the 18 court finds by a preponderance of the evidence that the subject was injured by an intentional or 19 reckless violation, the court shall award the greater of \$[500] for each violation up to \$[2,000] in 20 the action or actual damages, in addition to reasonable fees and expenses of attorneys, and court 21 costs.] 22 Legislative Note: For the responsible agency or individual, a state should designate the 23 appropriate agency or individual charged with responsibilities under this act in light of its own 24 constitutional structure and political landscape. In some states this may be the Attorney General; 25 in others, a different officer or entity. A state may designate a different agency or individual for different functions under this act. 26 27 Comment 28 29 Existing administrative sanctions. An enacting state likely already has an array of 30 sanctions and administrative remedies for government officials who misuse their position. As 31 such, the act does not provide for such mechanisms. Additionally, there are federal regulations

that can limit access to the Interstate Identification Index for users or entities that do not follow proper procedures.

Existing criminal sanctions. The act does not include a criminal sanction, in part because existing criminal statutes likely cover behavior that warrants a response by the criminal justice system. While anyone can report a suspected criminal violation to the appropriate prosecutorial authorities, the responsible agency or individual and the senior elected or appointed official responsible for governmental oversight, audit, or integrity should be particularly attentive to such circumstances. Of course, the act does not limit the prosecutorial power of any individual or entity to enforce existing law.

Remedies. This section allows for injunctive relief and monetary damages when the act is violated. Concerning monetary damages, this section affords a subject who is injured by a violation of the act a remedy with a modest minimum (\$500 per violation up to \$2,000 for related violations) and a provision that shifts reasonable fees and expenses of attorneys plus court costs to the prevailing subject on the theory that the true extent of actual damages may be difficult to prove. This language is modeled on some existing provisions, and is limited in scope. Cf. 18 U.S.C. § 2724(b). All of this, of course, is also designed to serve as a clear and enforceable incentive to minimize inaccuracies.

## SECTION 702. DUTIES AND AUTHORITY OF [RESPONSIBLE AGENCY OR

## INDIVIDUAL].

- 23 (a) The [responsible agency or individual] shall adopt procedures necessary to implement 24 this [act]. The procedures must include a provision that:
  - (1) governs the accuracy, dissemination, and review of, and individual access to, criminal-history-record information;
    - (2) ensures that electronic data, including biometric information, are stored in a manner that reflects best practices for personally identifiable information;
    - (3) provides for the establishment of technical procedures for the security of systems described in paragraphs (1) and (2); and
  - (4) sets a reasonable maximum fee for the cost of disseminating criminal-historyrecord information and provides a subject free access to the subject's information at least once each calendar year.

1	(b) The [responsible agency or individual] may designate any governmental agency, other
2	than the central repository or a court, as a contributing justice agency.
3	(c) The [responsible agency or individual] may investigate any matter relating to the
4	administration and enforcement of this [act].
5	ARTICLE] 8
6	MISCELLANEOUS PROVISIONS
7	SECTION 801. UNIFORMITY OF APPLICATION AND CONSTRUCTION. In
8	applying and construing this uniform act, consideration must be given to the need to promote
9	uniformity of the law with respect to its subject matter among states that enact it.
10	[SECTION 802. SEVERABILITY. If any provision of this [act] or its application to
11	any person or circumstance is held invalid, the invalidity does not affect other provisions or
12	applications of this [act] which can be given effect without the invalid provision or application,
13	and to this end the provisions of this [act] are severable.]
14 15	<b>Legislative Note:</b> Include this section only if this state lacks a general severability statute or a decision by the highest court of this state stating a general rule of severability.
16	SECTION 803. REPEALS; CONFORMING AMENDMENTS.
17	(a)
18	(b)
19	(c)
20	SECTION 804. EFFECTIVE DATE. This [act] takes effect