



SUPREME COURT OF GEORGIA

Atlanta February 13, 2013

The Honorable Supreme Court met pursuant to adjournment.
The following order was passed:

It is ordered that effective July 1, 2013, the Jury Composition Rule shall provide as follows:

JURY COMPOSITION RULE

1. Purpose. The purpose of the rule is to set reasonable standards for the preparation, dissemination and improvement of inclusive statewide and county master jury lists.
2. Business Rules. The statewide and county master jury lists shall be compiled substantially in accordance with the business rules set forth in Appendix A.
3. Inclusiveness. Each county master jury list should be no less than 85% inclusive of the number of persons in the county population age 18 years or older as derived from the most recent decennial census or county population estimate (Table B01001 as of the date of this rule) from United States Census Bureau for the calendar year when the list is generated. The calculation shall be made by dividing the number of persons in such master list by the county population age 18 years or older according to the applicable census data. In the event that such percentage is less than 85%, the Council of Superior Court Clerks will provide the county data collected pursuant to OCGA § 15-12-40.1 and applicable census data so that the chief judge may make a prima facie determination whether the list is fairly representative based upon:¹
 - a. The findings of the Georgia Supreme Court in representativeness challenges;
 - b. The level of representativeness; and
 - c. The alternatives available to increase the inclusiveness of the list.
4. Certification.
 - a. Upon completion of the statewide and county master jury lists, the Council of Superior Court Clerks or its list vendor shall certify to the Supreme Court that it has complied with the business rules for preparation of the master jury list and that the county master jury lists do or do not meet the inclusiveness threshold.
 - b. The Council of Superior Court Clerks or its list vendor shall provide written certification of the county master jury list to each county after payment of the subscription

¹See National Center for State Courts, Trial Court Performance Standards & Measurement System, Standard 3.2.3: Representativeness of Final Juror Pool (last modified January 2005).

invoice presented to the county in conjunction with the delivery of the county master jury list as provided by OCGA § 15-12-40.1. This certification shall include:

- i. The year the list was created;
- ii. The name of the county;
- iii. Certification that the business rules established by this court rule have been followed; and
- iv. The percentage inclusiveness of the county master jury list as certified to the Supreme Court.

5. The written certificate shall be provided to the trial court and shall be included in the trial judge's report as required by OCGA § 17-10-35 (a).

6. Local clerks and jury commissioners shall not add or delete names from the county master jury list, but may excuse, defer, or inactivate names of jurors known to be ineligible or incompetent to serve pursuant to OCGA § 15-12-1.1. The clerk of the board of jury commissioners shall maintain a list of jurors excused, deferred or inactive who are not part of the eligible juror array derived from the county master jury list.

7. All other issues of local jury management shall be as authorized by law or by local court order.

8. In the promulgation of this rule, the Court does not express any advisory opinion on the legal sufficiency of compliance.

**APPENDIX A: INCLUSIVE SOURCE LIST:
PROCESS AND BUSINESS RULES**

PRIMARY RECORDS SOURCES

The following shall be used as the three sources of data for the creation of the statewide and county master jury lists. Such sources are hereafter referred to as “Primary Records Sources.”

Department of Driver Services (DDS)

Records shall be secured from the Georgia Department of Driver Services (DDS). Such records shall include data relating to all persons 18 years of age and older with any of the following:

- (a) valid and expired driver’s licenses,
- (b) state issued personal identification documents, or
- (c) records of in-state and out-of-state convictions for driving without a license, revocations, and suspensions.

Secretary of State Voter Registration Records

Voter registration records shall be secured from the Georgia Secretary of State. Such records shall include data relating to all persons registered to vote within the state, including persons identified by the Secretary of State as “active” and “inactive.”

Previous Year Statewide Master Jury List

The preceding year Statewide Master Jury List shall be used as a primary source record for the purposes of maintaining continuity of the Statewide Juror Number from year to year.

LIMITING RECORD SOURCES

The following record sources shall be used as sources of data to be applied to purge persons from the lists as indicated:

Department of Public Health Death Certificates

Death certification data shall be obtained from the Department of Public Health including data relating to all current and past (15 years) Georgia death certificates. Data shall include first name, last name, middle name, gender, date of birth, address/county of death, and address/county of residence.

Secretary of State: List of Convicted Felons and Persons Declared Mentally Incompetent

A list of persons shall be obtained from the Secretary of State for all persons who have been convicted of felonies in state or federal courts and who have not had their civil rights restored. Also included in such list shall be all persons who have been declared mentally incompetent.

County Exception Lists

A request shall be made of each Superior Court Clerk or county jury clerk for an electronic listing of all persons within such county who have been permanently excused or inactivated from jury service as follows:

- (a) Persons who have been permanently excused or inactivated due to mental and/or physical disability;
- (b) Persons who are 70 years of age or older and who have requested and been granted permanent excusals or inactivation from jury service as the result of their age;
- (c) Persons who have been identified by the clerk as being deceased;
- (d) Persons who have been identified by the clerk as having been convicted of a felony and who have not had their civil rights restored;
- (e) Persons who have been identified by the clerk as having been declared mentally incompetent by Order of a court;
- (f) Persons who have been determined by the clerk as having an address which is undeliverable after reasonable efforts have been made by the clerk to locate such person;
- (g) Persons who have been identified by the clerk as not being a resident of the county; and
- (h) Persons who have been identified by the clerk as not being a citizen of the United States.

The county exception lists shall include the data elements specified by the Council of Superior Court Clerks ("Council"). These listings shall be submitted by annual deadlines as determined by the Council for use in compiling the master jury lists.

TASK ONE

Removal of Ineligible Persons from Primary Sources

Department of Public Health Death Certificates

Records shall be purged from both the DDS and the Voter Primary Records Sources relating to all persons found in the death certification data file when such records match on each of the six fields stated below. Matching shall be made using deterministic matching methods and the following fields:

1. County of Residence
2. Last Name
3. First four characters of the first given name
4. First character of the second given name (middle name)
5. Sex
6. Date of Birth

List of Convicted Felons and Mental Incompetents

Records shall be purged from the DDS and the Voter Primary Records Sources relating to all persons found in the list of convicted felons and mental incompetents. Matching shall be made using deterministic matching methods and the following fields:

1. County of Residence
2. Last Name
3. First four characters of the first given name
4. First character of the second given name (middle name)
5. Sex
6. Date of Birth

County Exception Lists

1. Records shall be purged from the DDS and the Voter Primary Records Sources relating to all persons found in the County Exception lists for the following:

- (a) Persons who have been permanently excused or inactivated due to mental and/or physical disability;
- (b) Persons who are 70 years of age or older and who have requested and been granted permanent excusals or inactivation from jury service as the result of their age;
- (c) Persons who have been identified by the clerk as deceased;
- (d) Persons who have been identified by the clerk as having been convicted of a felony and who have not had their civil rights restored; and
- (e) Persons who have been identified by the clerk as having been declared mentally incompetent by Order of a court.

Matching shall be made using deterministic matching methods and the following fields:

1. County of Residence
2. Last Name
3. First four characters of the first given name
4. First character of the second given name (middle name)
5. Sex
6. Date of Birth

2. Records shall be purged from the DDS Primary Records Source relating to all persons found in the County Exception lists for the following:

- (a) Persons who have been identified by the clerk as not being a citizen of the United States.

To the extent that local listings are not timely submitted to the Council, the Council shall still provide a county master jury list.

This provision shall not limit the authority of the court to excuse or inactivate such persons locally pursuant to Paragraph 6 of the Jury Composition Rule.

TASK TWO

Source List Preparation

Data Filters

The next step is to purge records from the DDS source data.

Seven fields are used to purge ineligible DDS records:

1. License Status
2. Personal ID Flag indicating (1) License or (2) Personal State Issued Identification
3. DDS Driver's License #
4. Address Date
5. Date of Document Expiration (License/ID)
6. DDS Extraction Date
7. DDS Citizenship/Nationality Indicator (if available)

The DDS data extraction date is not included as a data field but is needed to filter expired licenses.

DDS Source Data Filter Rule #1:

Purge from the DDS data any record where the License Status equals "No License" and the Personal ID/Licenses Flag equals "L" (License).

Do not purge records where the Personal/ID field equals "I".

DDS Source Data Filter Rule #2:

Purge from the DDS data any record where:

- (a) License Status = Expired and days since the expiration date is greater than 730 days, and
- (b) Personal ID/License Field = "L" (License)

DDS Source Data Filter Rule #3:

Do not purge from the DDS data any record of a state issued ID even if it appears expired.

DDS Source Data Filter Rule #4:

Purge from the DDS data duplicate record(s) when two or more records have the same Driver's License ID #.

The single record retained shall be the record containing the most recent:

- (a) address date, or
- (b) expiration date, or
- (c) document issue date.

DDS Source Data Filter Rule #5:

Pending the availability of citizenship or nationality data from DDS, purge from the DDS data records of persons identified by DDS as not being a citizen of the United States.

DDS Source File Duplicate Removal

Identification of duplicates within the DDS file shall be performed using "Probability Linking Methods" ("PLM") as described below with a probability level of 90% or higher. Identified duplicates shall be removed.

Identifying Duplicate DDS Records: PLM Model Parameters

Blocking Fields:

1. County
2. Gender
3. Last Name (Soundex)
4. Year of Birth

Matching Fields:

1. Last Name
2. First Name (with one typo permitted)
3. Second given name (middle name) as follows:
 - (a) The record with the fewest characters in the middle name field is determined. This shall be known as the "first record."
 - (b) The number of characters of the "first record" middle name field is determined. This shall be known as the "character count."
 - (c) The middle name of the other(s) record is compared to the "first record" to the extent of the "character count."
 - (d) If the middle names of both records are identical to the extent of the "character count" the two middle names are considered as a match.
4. Birth Day
5. Birth Month

6. Birth Year

Voter Source File Duplicate Removal

Identification of duplicates within the Voter source file shall be performed using “Probability Linking Methods” as described below with a probability level of 90% or higher. Identified duplicates shall be removed.

Identifying Duplicate Voter Records: PLM Model Parameters

Blocking Fields:

1. County
2. Gender
3. Last Name (Soundex)
4. Year of Birth

Matching Fields:

1. Last Name
2. First Name (with one typo permitted)
3. Second given name (middle name) as follows:

- (a) The record with the fewest characters in the middle name field is determined. This shall be known as the “first record”.
- (b) The number of characters of the “first record” middle name field is determined. This shall be known as the “character count”.
- (c) The middle name of the other(s) record is compared to the “first record” to the extent of the “character count”.
- (d) If the middle names of both records are identical to the extent of the “character count” the two middle names are considered as a match.

4. Birth Day
5. Birth Month
6. Birth Year

TASK THREE

Address Standardization and Cleaning

Name and address standardization procedure shall be performed prior to submission to the National-Change-of-Address (NCOA) vendor or the vendor can authorize NCOA vendor to perform these data cleaning services.

1. Apply software algorithms to extract, parse, and standardize voter/driver address from text fields to ensure the address is consistent with the national United States Postal Service Address Information System (Postal Addressing Standards Publication # 28, April 2010).
2. Standardized addresses are matched to the USPS Address Information System to identify potentially invalid addresses.
3. If the address is missing a ZIP code or has the wrong county code, the USPS Automated Address System is used to correct address components if possible (5-digit ZIP Code, add 4-digit ZIP Code suffix, correct county code).
4. Although voter/driver records have separate first, last, and middle data elements, standardization algorithms standardize special cases (hyphenation, apostrophes).
5. Ensure Georgia DDS county codes correspond to Georgia voter registration county codes. Assign the Federal Information Processing Standards (FIPS) codes to all records (required in subsequent steps to reconcile NCOA returns to DDS/Voter county codes).

TASK FOUR

National-Change-of-Address (NCOA) Processing

NCOA Rule #1: NCOA Service

1. The NCOA vendor must use the 48-month USPS NCOA database.
2. The selected NCOA vendor must do all processing in-house and cannot outsource any or part of the DDS or voter file matching to other companies or entities.

NCOA Rule #2: NCOA Service

The NCOA vendor shall report whether a residence move is an out-of-state, intra-county, or inter-county move.

- All records indicating out-of-state moves shall be purged.
- All records indicating corrected intra-county moves shall be retained.
- All records indicating corrected inter-county moves shall be retained.

NCOA Rule #3: NCOA Service

If a NCOA match to the USPS valid address database indicates that an address is invalid or undeliverable:

- If there is only a single address in the record and that address is undeliverable the record shall be purged.

If there are two addresses in the record and both addresses are undeliverable the record shall be purged.

If there are two addresses in the record and one is undeliverable and one is deliverable the record shall be kept. The undeliverable address shall be removed from the record and the deliverable address shall remain in the record.

TASK FIVE

Identifying Duplicate Records in Merged DDS and Voter Files

Apply “Probability Linking Methods” as described below.

Unlike the deterministic approach which requires an exact match on some or all fields, Probability Records Linkage (PRL) methods use the statistical properties of a record pair to calculate the probability that the records apply to the same person.

Exact matches on all the fields are therefore not required. The PRL method allows for both agreements and disagreements among matching fields between two records. PRL takes into account the probability that the matching field, such as the birth month, agrees by chance alone, even if the record pair is not the same person.

For example, suppose birth month is used as one of the matching fields. What is the chance that any pair of records from the voter and driver’s license files will have same birth month, even if the two records are not the same person? For the sake of simplicity, let’s say that there is an 8% (1/12) chance of agreement on birth month by chance alone, even if the records belong to different people. The power behind PRL becomes more apparent when using a combination of matching fields, such as the surname. The somewhat unusual name “Wilenski” will carry a much higher matching weight than “Smith,” which is a very common name. For both the voter and driver’s license databases, the frequencies (probabilities) are computed for each value in each of the matching fields. When all agreements and disagreements among these fields and their corresponding weights are computed for each record pair, it is possible to make statements as to the likelihood that the record pair in fact represents the same person.

Identifying Duplicate Records: Methodology

The PLM methods to be used rely on the Fellegi-Sunter (1969) framework to compute odds ratios (see Section 2.1 in the attached article) and a limited Bayesian Model (see Section 3.1). The matching methodology does not apply the full Bayesian Model as described in Section 4.1.

Although the Fellegi-Sunter framework will provide an odds-ratio, it is very difficult to identify an optimal cutting point in terms of successful and unsuccessful matches without

manual review. Additionally, odds-ratios do not translate easily into practical interpretation, making it difficult to describe record matching success.

For this reason, the limited Bayesian Model shall be used to convert likelihood ratios (match weights) by converting these estimates into Bayesian posterior probabilities. The limited Bayesian formulae permit computation of an actual probability stating the likelihood that the record pair is indeed a link.

For a complete description, see the attached article: McGlincy, *A Bayesian Record Linkage Methodology for Multiple Imputation of Missing Links*. The references in this article also provide the citations for the supporting matching research (Felligi-Sunter, Newcombe, and Winkler).

Identifying Duplicate Records: PLM Model Parameters

Duplicate matching and elimination shall be performed on the merged DDS/Voter records files. Identification of duplicates shall be performed using “Probability Linking Methods” as described below with a probability level of 90% or higher.

Blocking Fields:

1. County
2. Gender
3. Last Name (Soundex)
4. Year of Birth

Matching Fields:

1. Last Name
2. First Name (with one typo permitted)
3. Second given name (middle name) as follows:
 - (a) The record with the fewest characters in the middle name field is determined. This shall be known as the “first record”.
 - (b) The number of characters of the “first record” middle name field is determined. This shall be known as the “character count”.
 - (c) The middle name of the other(s) record is compared to the “first record” to the extent of the “character count”.
 - (d) If the middle names of both records are identical to the extent of the “character count” the two middle names are considered as a match.
4. Birth Day
5. Birth Month
6. Birth Year

Identifying Duplicate Records: Selecting the DDS or Voter Registration

Records between Two Linked Records

Among record pairs that meet or exceed the 90% probability level, the following rule is used to select the record (DDS or Voter) with the best information.

Compare the DDS address-change date and/or date of license issue and SOS Voter date-of-last-contact date. The source record with the most current dates shall be selected.

TASK SIX

Removal of Ineligible Persons from Merged List

After removal of duplicate persons from the merged DDS and Voter list additional checks for ineligible persons shall be performed on the results as follows:

Department of Public Health Death Certificates

Records shall be purged relating to all persons found in the death certification data file when such records match on each of the six fields stated below. Matching shall be made using deterministic matching methods and the following fields:

1. County of Residence
2. Last Name
3. First four characters of the first given name
4. First character of the second given name (middle name)
5. Sex
6. Date of Birth

List of Convicted Felons and Mental Incompetents

Records shall be purged relating to all persons found in the List of Convicted Felons and Mental Incompetents. Matching shall be made using deterministic matching methods and the following fields:

1. County of Residence
2. Last Name
3. First four characters of the first given name
4. First character of the second given name (middle name)
5. Sex
6. Date of Birth

County Exception Lists

1. Records shall be purged relating to all persons found in the County Exception Lists for the following:

- (a) Persons who have been permanently excused or inactivated due to mental and/or physical disability;
- (b) Persons who are 70 years of age or older and who have requested and been granted permanent excusals or inactivation from jury service as the result of their age;
- (c) Persons who have been identified by the clerk as being deceased;
- (d) Persons who have been identified by the clerk as having been convicted of a felony and who have not had their civil rights restored; and
- (e) Persons who have been identified by the clerk as having been declared mentally incompetent by Order of a court.

Matching shall be made using deterministic matching methods and the following fields:

1. County of Residence
2. Last Name
3. First four characters of the first given name
4. First character of the second given name (middle name)
5. Sex
6. Date of Birth

TASK SEVEN

Linking Selected Records to Previous Year Master Jury List for Statewide Juror Number

The resulting records from Task Six shall be compared to the previous year Statewide Master Jury List for the purposes of linking the current year records to the previous year Statewide Juror Number.

Identifying Matching Records: PLM Model Parameters

Matching the records shall be performed on the DDS/Voter results and the previous year Statewide Master Jury List records. Matching shall be performed using “Probability Linking Methods” as described below with a probability level of 90% or higher.

Blocking Fields:

1. County
2. Gender
3. Last Name (Soundex)
4. Year of Birth

Matching Fields:

1. Last Name
2. First Name (with one typo permitted)
3. Second given name (middle name) as follows:
 - (a) The record with the fewest characters in the middle name field is determined. This shall be known as the “first record”.
 - (b) The number of characters of the “first record” middle name field is determined. This shall be known as the “character count”.
 - (c) The middle name of the other(s) record is compared to the “first record” to the extent of the “character count”.
 - (d) If the middle names of both records are identical to the extent of the “character count” the two middle names are considered as a match.
4. Birth Day
5. Birth Month
6. Birth Year

Assignment of Statewide Juror Number

The current year records from Task Six shall be selected as the final record as between matched pairs. The Statewide Juror number shall be assigned to the final record as follows:

- (a) The Statewide Juror Number in the previous year’s record shall be assigned to the final file for a single pair of matched records.
- (b) If there are multiple record matches the lowest Statewide Juror number in the previous year record shall be selected and assigned.
- (c) If there is no matching record(s) a new unique Statewide Juror Number shall be assigned to the new record. Such new Statewide Juror Number shall be the next incremental number greater than the highest number assigned to a record in the previous year master list.

TASK EIGHT

Purging nonresidents found in County Exception Lists from County Master Lists

Records shall be purged from resulting County Master Lists relating to all persons found in the corresponding County Exception List for the following identified persons. Persons shall be purged only from the County Master Lists of the county of origin of the Exception List and shall not be purged from other County Master Lists.

(a) Persons who have been determined by the clerk as having an address which is undeliverable after reasonable efforts have been made by the clerk to locate such person.

(b) Persons identified by the clerk as not being a resident of the county.

Matching shall be made using deterministic matching methods and the following fields:

1. County of Residence
2. Last Name
3. First four characters of the first given name
4. First character of the second given name (middle name)
5. Sex
6. Date of Birth

Master Jury List Fields of Data

The Statewide Master Jury List and the County Master Jury Lists shall contain at least the following fields:

1. Last Name
2. First Name
3. Middle Name
4. Birth Day
5. Birth Month
6. Birth Year
7. Deliverable Residence Address (including City, ZIP Code and County)
8. Deliverable Mailing Address (including City, ZIP Code and County)

SUPREME COURT OF THE STATE OF GEORGIA

Clerk's Office, Atlanta

I certify that the above is a true extract from the minutes of the Supreme Court of Georgia.

Witness my signature and the seal of said court hereto affixed the day and year last above written.

 Clerk