

**Data Sharing Task Force  
Colorado Commission on Criminal and Juvenile Justice**

**Minutes**

November 4, 2015, 9:30 AM – 11:30 PM  
700 Kipling, 3rd Floor Chief's Conference Room

**ATTENDEES:**

**CHAIR**

Jeanne Smith (Chair), Division of Criminal Justice

**TASK FORCE MEMBERS**

Chris Nash, for Eric Philp, Division of Probation Service

Kevin Paletta, Lakewood Police Department

Maureen Cain, Defense Attorney

Meg Williams, Juvenile Parole

Scott Turner, Attorney General's Office

**ABSENT**

**STAFF**

Christine Adams, Division of Criminal Justice

**Guest**

Debbie Allen, Adams County Planner

Peggy Heil, Division of Criminal Justice

<p style="text-align: center;"><b>Issue/Topic:</b></p> <p>Welcome and Introductions</p>	<p style="text-align: center;"><b>Discussion:</b></p> <p>Ms. Smith welcomed the group and introduced our first guest.</p>
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<p style="text-align: center;"><b>Issue/Topic:</b></p> <p>County Updates</p> <p style="text-align: center;"><b>Action</b></p>	<p style="text-align: center;"><b>Discussion:</b></p> <p>Ms. Debbie Allen, Adams County planner, presented a summary of the work done in the 17<sup>th</sup> Judicial District to create a criminal justice data sharing systems (see slides following these minutes).</p> <ul style="list-style-type: none"> <li>• It is often not the technology that gets in the way but who has access to the data and the politics around this. These politics inform the technologists on how to build the system solution.</li> <li>• Adams County is building a system that others can use but they are piloting a system first.</li> <li>• Ms. Allen’s experience in Colorado and North Carolina (where a similar, now bigger system has been created) is to pilot small (not statewide) to build trust before moving onto more sensitive areas. <ul style="list-style-type: none"> <li>○ The North Carolina system is now what Colorado hopes to develop.</li> </ul> </li> <li>• It is important to start small. Adams County tried to do this before on a larger scales but it was too much, too fast. <ul style="list-style-type: none"> <li>○ People didn’t agree on what was attempted.</li> <li>○ Money was lost but many important lessons were learned.</li> </ul> </li> <li>• One important question is “who owns the data?” <ul style="list-style-type: none"> <li>○ You need to consider the cost of each exchange and the cost of maintenance.</li> <li>○ When the data follows NIEM, the National Information Exchange Model, it can be shared easily due to the use of common protocols.</li> </ul> </li> <li>• Adams County is also collecting municipal data (there are 9 municipalities in the 17<sup>th</sup> JD). <ul style="list-style-type: none"> <li>○ Thornton is their biggest city and will be their most complete data system (we’ll collect 300 data sets from Thornton alone).</li> <li>○ Commerce City and Westminster will be collected next.</li> <li>○ We’re focused on arrest through release.</li> <li>○ Eventually we’ll be getting into community corrections but for now we’re waiting for them to get their new system set up.</li> <li>○ We’ve been working with Chris Wallner (CIJIS) because ultimately, if we want this to go statewide it needs to be managed by the state.</li> </ul> </li> <li>• We are not looking to create a data warehouse. <ul style="list-style-type: none"> <li>○ But our system will touch all criminal justice systems and will</li> </ul> </li> </ul>
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	<p>address who should and should not have access at each point.</p> <ul style="list-style-type: none"> <li>○ We will use multiple attributes to make sure we are correctly matching individuals.</li> </ul> <ul style="list-style-type: none"> <li>● The Adams County system is modeled after North Carolina and will aggregate the information for the viewer with a summary page and then more detail on each category tab. <ul style="list-style-type: none"> <li>○ Also interested in a criminal history timeline</li> </ul> </li> </ul> <p>Dashboard project (also included in slides, below) is a separate data store project that will include analytical tools and will only available internally.</p> <ul style="list-style-type: none"> <li>● Don't want to come in line with discovery laws, investigations and strategic decision making. <ul style="list-style-type: none"> <li>○ This can and may be done, just not at this time.</li> </ul> </li> <li>● Industry standards state that dashboards should include no more than 5 widgets (i.e., charts/sections). <ul style="list-style-type: none"> <li>○ The chosen widgets for our dashboard can be seen in the slides below.</li> <li>○ Chosen sections are based on findings from focus group conducted with officer and jail personnel. <ul style="list-style-type: none"> <li>▪ The research questions used during these focus groups can be found in the slides below.</li> </ul> </li> </ul> </li> <li>● These dashboards are intended to meet a tactical need as well as a strategic decision making need.</li> <li>● It's important to note that all of this work, the governance agreements, the data portals, and the dashboards, have all been worked on through the CJCC which started us (Adams County/the 17<sup>th</sup> JD) in a collaborative mindset from the beginning.</li> </ul> <p>Ms. Allen also provided a brief update on Larimer County who has been working with Adams County (See handout below).</p> <ul style="list-style-type: none"> <li>● They have also addressed who owns the data but their portal will be slightly different because their primary focus is on arrest.</li> <li>● They will be able to share their data. <ul style="list-style-type: none"> <li>○ But open source is not always best for everyone, it depends on how your system is built and for what purpose.</li> </ul> </li> <li>● Their project is separate from Adams County but they will be able to link with each other.</li> <li>● Larimer is also becoming members of the OJBC. <ul style="list-style-type: none"> <li>○ Adams was the first county to become a member. Other members are all states (Maine, Michigan, Vermont, and Hawaii).</li> <li>○ If Colorado became a member would Adams County still need to be a member? Would everything you need be</li> </ul> </li> </ul>
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	<p>covered?</p> <ul style="list-style-type: none"> <li>▪ Not necessarily.</li> <li>○ How much does membership cost? Approximately \$85k/year</li> </ul> <ul style="list-style-type: none"> <li>• Mesa County is philosophically in a similar place regarding data.</li> </ul>
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<b>Issue/Topic:</b>	<b>Discussion:</b>
<p>Mental Health Project/Grant Update Peggy Heil</p> <p style="text-align: center;"><b>Action</b></p> <ul style="list-style-type: none"> <li>• Ms. Heil will send Dr. Adams information on the webinar which will then be sent to this group for further disbursement to any and all interested parties.</li> </ul>	<p>Ms. Heil updated the group on the status of the statewide health and justice information sharing system project.</p> <ul style="list-style-type: none"> <li>• The intent of this system will be to share data between health providers in the jail and community to improve continuity of care.                             <ul style="list-style-type: none"> <li>○ We know people stay in prison/jail longer and return more without continuity of care.</li> </ul> </li> <li>• We need a statewide definition of <u>serious mental illness</u> and a statewide definition of <u>recidivism</u>.</li> <li>• An information gathering webinar will be conducted for an information gathering webinar focused on data sharing between criminal justice agencies and community mental health centers.                             <ul style="list-style-type: none"> <li>○ This webinar is be conducted by the Department of Health Care Policy and Financing, in partnership with the Governor’s Office, the Division of Criminal Justice, and CORHIO.</li> </ul> </li> <li>• We are hoping to be invited to apply for implementation funding for up to \$1M/year for 3 years.</li> <li>• Hopefully we’ll be working closely with Adams County who will already be underway sharing information.</li> <li>• Who will be sharing data with whom?                             <ul style="list-style-type: none"> <li>○ Health provider ←→ Health provider</li> <li>○ Health providers in jails ←→ community providers and DOC providers.</li> <li>○ Will have to follow all regulations for sharing (CORHIO).</li> </ul> </li> <li>• Right now people are just asked what their needs/meds are. If they’re unstable or if they are dishonest decisions will still have to be made.                             <ul style="list-style-type: none"> <li>○ Use of an electronic system that accurately matches people will help make sure they receive the correct service.</li> </ul> </li> </ul> <p>BHTC is also trying to come up with a statewide formulary and cost effective purchasing for medications so people aren’t forced to change medications with each transfer.</p> <ul style="list-style-type: none"> <li>• One piece of this is the ability to accurately exchange information.</li> </ul>

	<ul style="list-style-type: none"> <li>• Theoretically DHS/OBH has crisis centers statewide but in practice this isn't true for rural areas (can take 2+ hours in some locations).</li> <li>• Is it true that it's not just a continuity of care issue but that hospitals may not speak to the officers who bring someone in?             <ul style="list-style-type: none"> <li>○ People are often hesitant to share behavioral health information even though they legally can.</li> <li>○ This is why we're initially starting with provider to provider sharing.</li> </ul> </li> </ul> <p>Related to this, Ms. Smith, Kim English and Peg Flick (both from DCJ, Office of research and Statistics) sat down with Rebecca Spiess, Deputy Executive Director of the Department of Public Safety, who shares a seat with Stan Hilkey (Executive Director) on the CICJIS (Colorado Integrated Criminal Justice Information System) Board.</p> <ul style="list-style-type: none"> <li>• Historically there has been a barrier to using CICJIS for anything more than it was originally intended but there is some excitement about possibilities and that attitude may be changing due to how useful it may be for things like the Adams County system.</li> </ul>
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<b>Issue/Topic:</b>	<b>Discussion:</b>
<p>Task Force Roll/Legislative Updates</p> <p><b>Action</b></p>	<p>Ms. Smith asked the group what they believed the roll of this task force is. She stated that we knew going in that we wouldn't be able to solve all data sharing problems but that it would be nice to have a data portal.</p> <p>A couple of ideas have been drafted by members of the legislative PICLE (Profiling Initiate Contacts with Law Enforcement) committee regarding race and ethnicity, suggesting DCJ produce a profile report. These items didn't pass but they may have provided an opportunity for us to make a recommendation about the process (not a legislative recommendation). With money and expertise a bigger system could be created that would allow many questions to be answered rather than doing it piecemeal because something happens.</p> <ul style="list-style-type: none"> <li>• Would it make sense for this to be done with CICJIS and added members?</li> <li>• We could build off of the Adams County model to create a group of expert to address the system.             <ul style="list-style-type: none"> <li>○ Need to make sure this group of experts includes individuals from the juvenile system.</li> </ul> </li> <li>• It was questioned how a system that is paid for by tax payer money has restricted access.             <ul style="list-style-type: none"> <li>○ A bigger system may be good by some of this data already exists and these problems would be solved if we shared what we have. It is a silos issue, in part. But what is it that</li> </ul> </li> </ul>

	<p>stops these silos from sharing?</p> <ul style="list-style-type: none"> <li>○ Some (if not all) of these restriction issue could be addressed with your governance agreement.</li> <li>○ Sometimes there are concerns that data will be misunderstood but this too could be addressed with a governance agreement.</li> </ul> <p>Ms. Smith asked the group if there was an opportunity here for this task force to recommend a group be created to work on a strategic plan to address these data issues.</p> <ul style="list-style-type: none"> <li>● If there was a statute, like other states have, to better direct counties and cities it would make data sharing more doable and individual MOUs would be unnecessary.</li> <li>● This could extend what CICJIS already is.             <ul style="list-style-type: none"> <li>○ Groups would have permission to share but they would not be mandated to share.</li> </ul> </li> </ul> <p>We like the idea of making a recommendation to create a group that may extend what we already have but will create a governance structure.</p>
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Issue/Topic:	Discussion:
<p>Next Meeting/Next Steps</p> <p><b>Action</b></p>	<p>Ms. Smith and Dr. Adams will draft a recommendation and send it to the group to discuss at our next meeting.</p> <ul style="list-style-type: none"> <li>● Ms. Allen will send Ms. Smith and Dr. Adams legislation from other states to assist.</li> <li>● Our current goal is to present this recommendation to the Commission in January.</li> <li>● We will meet on December 9<sup>th</sup> at 9:30 a.m. (700 Kipling, 4<sup>th</sup> Floor Training Room).</li> </ul>

Adjourned at 11:15 AM

## Adams County CJCC Project

1. Developing and Implementing a Justice and Behavioral Health Federated Query Portal.
2. Developing and Implementing Two Dashboards.
3. Developing and Implementing Two IGA's.

## Governance Framework

1. Manages Access to the Portal & Dashboards.
2. Establishes the Rules for Use of Portal & Dashboards.
3. **Builds Trust.**

## Stakeholders

- Judges
- Prosecutors
- Law Enforcement
- Community Corrections
- Probation
- Courts
- Public Defender
- Pretrial
- Juvenile Justice
- Victim Services
- Service Providers
- Etc....

## Phase I | Datasets

- Jail Custody and Booking Photo Images.
- Medical and Behavioral Health Info from the Jail EHR and the Community Reach Center.\*
- Municipal Courts.

### Phase II

- Community Corrections.
- CIT Forms.\*

\*For use in the Dashboards only.



## Justice & BH Federated Query Portal

1. We are working to build a technological solution that improves access to information about defendants/offenders throughout the justice process.
2. The solution also aims to improve accuracy and efficiency throughout the workflow and decision making process from arrest to release.

**Timeline: September 30, 2016. DCJ Grant Funded.**

## Portal | Criminal History Lookup

The screenshot displays a web application interface for a criminal history lookup. At the top, there is a navigation bar with links for Alerts, Search, My Watchlist, Reports, My Activity, Links, AOC Offense Codes, Logout, Preferences, Announcements, System, and Help. Below this is a search area with tabs for Standard and Advanced. The search criteria include Plate (PCK4358), VIN, Make, Year, and Body Style. The search results are displayed in a list format, showing offender details such as name, address, SSN, SID, DOC ID, DL, Birth Date, Age, Gender, Race, Eyes, Hair, and Most Recent Update. The results are filtered by offense codes: AWC, METH, ASLT, VARR, OFA, ESO, ABO, SOR, CC, GNO, WPN, DR, CHP, and DECEASED. The results list includes:

- JOHN JULIAN PORTER** (AWC, OFA, SOR, GNS, CHP): Address (83 01 2011): 801 N OAK STREET, DURHAM, NC 27707. SSN: 000-00-1111, SID: NC988978A, DOC ID: 0327401, DL: NC-1840000. Birth Date: 01/01/1976, Age: 34, Gender: MALE, Race: WHITE, Eyes: BLACK, Hair: BROWN, Most Recent Update: 03/01/2011.
- JAMES ANDREW PORTER**: Address (82 15 2011): 22 South Main Street, WYOMING, NC 27544. SSN: 000-00-2222, SID: NC11111111, DOC ID: 0504033, DL: . Birth Date: 01/01/1950, Age: 59, Gender: MALE, Race: BLACK, Eyes: BLUE, Hair: BLACK, Most Recent Update: 02/02/2011.
- JOHN C PORTER** (ASLT, WARR, WPN): Address (82 15 2011): 443 EAST WASHINGTON ST, DURHAM, NC 27544. SSN: 000-00-6789, SID: . DOC ID: 0303030, DL: . Birth Date: 01/01/1976, Age: 34, Gender: MALE, Race: WHITE, Eyes: BLACK, Hair: BROWN, Most Recent Update: 02/15/2011.
- MARK ISSAC PORTER** (CC, DECEASED): Address (82 15 2011): 1200 Southway Drive, Westover Hills, NC 27832-0000. SSN: 000-00-4444, SID: NC22222222, DOC ID: 3333333, DL: NC-899999999. Birth Date: 04/25/1954, Age: 55, Gender: MALE, Race: BLACK, Eyes: BROWN, Hair: BLACK, Most Recent Update: 01/01/2011.

# Portal | Criminal History Overview

Offender info for: JOHN JULIAN PORTER

**JOHN JULIAN PORTER** AWC OFA SOR GNG CHP [Lookup](#) [Report](#) [Watch](#) [Merge](#)

SSN: 3000061111 FBI ID: 12223JB1 SID: NC9988776A Age: 34 DOC ID: 0327401 DL: NC-16400000

**JOHN JULIAN PORTER** AWC OFA SOR GNG CHP [Lookup](#) [Report](#) [Watch](#) [Merge](#)

Address (03/01/2011): 801 N OAK STREET, DURHAM, NC 27707  
Birth Date: 01/01/1976 FBI ID: 12223JB1  
Age: 34 SID: NC9988776A  
Race: WHITE SSN: 3000061111  
Gender: MALE DL: NC-16400000  
Height: 5'7" DOC ID: 0327401  
Weight: 219  
Eyes: BROWN SRN ID: 3456701  
Hair: BLACK Occupational: [Merge](#) DOC 03/09/2009

<b>Outstanding Processes</b> Unserved Processes - 0 Felony - 0 Misdemeanor - 0 Infraction - 0 Traffic - 2	<b>NC Court Records</b> Pending - 2 Disposed - 64	<b>Jail</b> Current - No Previous - Yes Escaped - No
<b>Prison</b> Current - Yes Previous - Yes Escaped - No	<b>Community Corrections</b> Current - No Previous - Yes Absconded - No	<b>Sex Offender Registry</b> Pending Registration - No Active Registration - Yes Prior Registration - Yes Registration Type - AGGRAVATED OFFENDER Registration Contact Agency - Wake
<b>Marks / Scars</b> Yes	<b>Gang Affiliations</b> Yes	<b>Domestic Violence</b> Case(s) - 3

# Portal | Criminal History Timeline



# OJBC & Arnold Foundation Dashboard Project



## What is Involved?



1. BUILDING A DATA STORE.
  - No PII or PHI
2. DEVELOPING AND IMPLEMENTING TWO DASHBOARDS WITH ANALYTICAL TOOLS.
3. DEVELOPING TWO DASHBOARD PAGES, EACH PAGE CONSIDERING RESEARCH QUESTIONS THAT ARE ALIGNED WITH THE SEQUENTIAL INTERCEPT MODEL (SIM).

**Timeline: by July 2016. Funded by the Arnold Foundation.**

## Who has the Data & Triggering Events

Booking	Assessments	Release
Demographics, Charges	Types of Illness/Disorder	Why & Time

## LE Dashboard | Research Questions

BASED ON DATA COLLECTED FROM CIT FORMS:

1. WHAT IS THE VOLUME OF SMI and/or CO-OCCURRING BH HEALTH ENCOUNTERS?
2. WHAT IS THE NATURE OF THE ENCOUNTERS (TYPE OF ILLNESS/DISORDER)?
3. WHAT IS THE FREQUENCY OF ENCOUNTERS BASED ON TIME AND DATE?

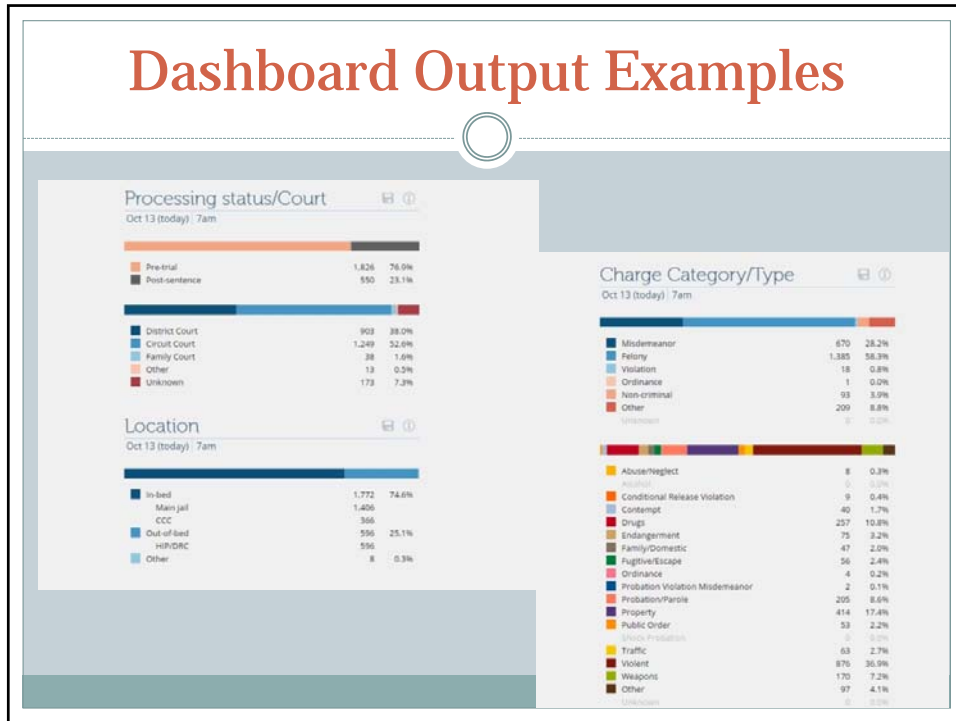
## Jail Dashboard | Research Questions

4. DOES OUR TARGET POPULATION HAVE CONSISTENTLY LONGER LENGTHS OF STAY IN JAIL COMPARED TO INDIVIDUALS WITHOUT SMI and/or CO-OCCURRING BH DISORDER?
5. IS OUR TARGET POPULATION LESS LIKELY TO MAKE BAIL, AND DO THEY STAY IN JAIL CONSIDERABLY LONGER BEFORE MAKING BAIL?
6. DOES THE AVERAGE LENGTH OF STAY VARY BASED ON SEVERITY OF MENTAL ILLNESS and/or CO-OCCURRING BH DISORDER?
7. WHAT IS THE DAILY MENTAL HEALTH/BEHAVIORAL JAIL POPULATION?
8. WHAT ARE THE COMMON TYPES OF ILLNESSES/DISORDERS WITHIN THE JAIL POPULATION?

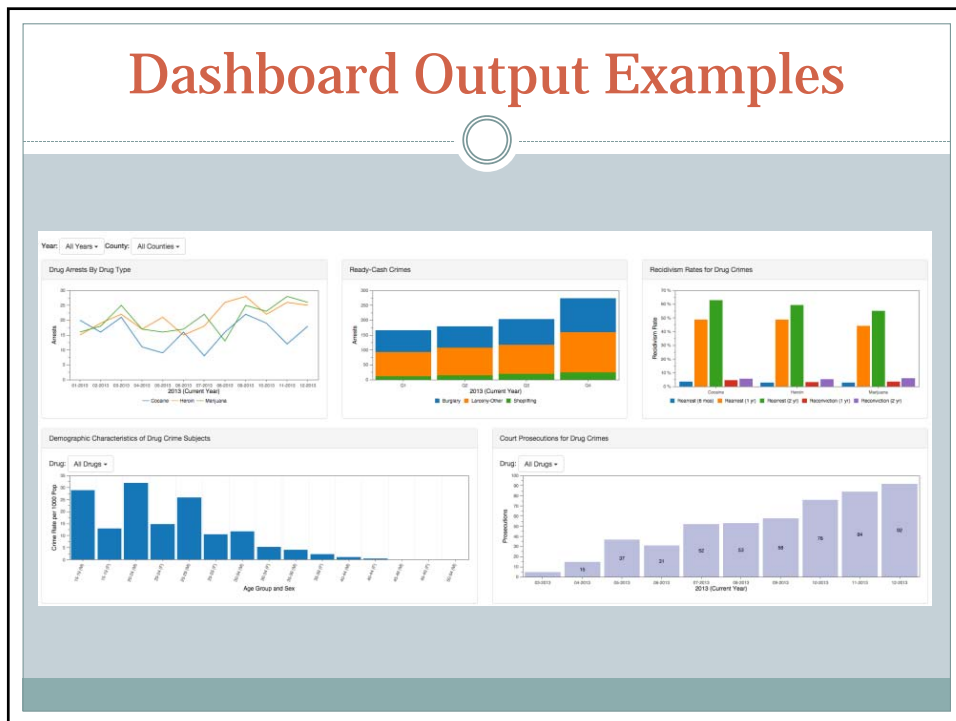
## Jail Dashboard | Research Questions

9. WHAT ARE THE CHARGE CATEGORIES/TYPES (MISDEMEANOR, FELONY, VIOLATIONS; DRUGS, PROPERTY, TRAFFIC, PROBATION VIOLATION) BROKEN DOWN TO THOSE WITH SMI and/or CO-OCCURRING BH DISORDERS?
10. WHAT IS THE DAILY GENDER AND RACE OF THE JAIL POPULATION BROKEN DOWN TO THOSE WITH SMI and/or CO-OCCURRING BH DISORDERS?
11. WHAT IS THE DAILY JAIL POPULATION COMPARED TO JAIL POPULATION FOR THOSE WITH SMI and/or CO-OCCURRING BH DISORDERS?

# Dashboard Output Examples



# Dashboard Output Examples



## MULTIPLE REGRESSION ANALYSIS

```
. regress VO2max age weight heart_rate i.gender
```

Source	SS	df	MS	
Model	4196.48274	4	1049.12069	Number of obs = 100
Residual	3076.77786	95	32.3871353	F( 4, 95) = 32.39
Total	7273.2606	99	73.4672787	Prob > F = 0.0000

				R-squared = 0.5770
				Adj R-squared = 0.5592
				Root MSE = 5.691

VO2max	Coef.	Std. Err.	t	P> t	[95% Conf. Interval]
age	-.1651375	.0627244	-2.63	0.010	-.2896612 -.0406138
weight	-.3845712	.0433226	-8.88	0.000	-.4705773 -.2985651
heart_rate	-.1179705	.0321695	-3.67	0.000	-.181835 -.0541061
gender					
Male	13.20788	1.344397	9.82	0.000	10.53892 15.87685
_cons	87.8303	6.384743	13.76	0.000	75.15498 100.5056

# Larimer County Update

1. Larimer received a technical assistance grant through BJA for SEARCH to support us in our data-sharing initiative, focusing in the areas of governance and requirements (ala Adams County). SEARCH is currently onsite (Oct. 27-29).

2. Additionally, our BOCC approved 2016 funding to:

- a) contract with the Open Justice Data Consortium (SEARCH) and*
- b) secure our internal IT resources*

to implement a Justice Portal integrating data from at least three Criminal Justice systems (Tiburon- Sheriff's Office & other local law enforcement, Action- District Attorney, & Larimer Offender Information System- Criminal Justice Services Division).

3. Utilizing SEARCH's experience, standardized methodology, & open source broker will allow us to be on the same page with what is being done in Adams County and in line with the vision we have discussed for Colorado.

- Note: Although Larimer will be able to connect to the Action system (CDAC's system), we can only access the info for our jurisdiction (which does have quite a bit of value).



## Grant Summary

**Grant:** Second Chance Act Statewide Adult Recidivism Reduction Strategic Planning Program

**Award Period:** October 1, 2015 to September 30, 2016

**Grant Amount:** \$95,350

**Grant Match Requirements:** 100% match

**Solicitation Overview:** This solicitation provides funding for a 12-month strategic planning process that targets recidivism reduction for a high risk adult population. Upon the completion of the Statewide Recidivism Reduction Strategic Plan, BJA will invite states to submit applications for implementation grants of up to \$1 million with the potential for two subsequent supplemental awards of \$1 million each.

**Proposal:** This grant will facilitate recidivism reduction of justice involved individuals with behavioral health needs by initiating an interagency planning process to develop a statewide justice to health information exchange infrastructure. Health providers in the community and criminal justice agencies will be able to access prior assessment and treatment data to ensure evidence based treatment and continuity of care as offenders transition to different systems. It is anticipated that this infrastructure will reduce gaps in service, facilitate evidenced-based treatment, and ultimately reduce recidivism of offenders with serious mental illness.

**Goal 1:** Define the grant high risk target population of offenders with serious mental illness, the majority of which have co-occurring substance use disorders

**Goal 2:** Identify electronic information exchange needs and opportunities for the statewide grant planning process

**Goal 3:** Develop a statewide justice to health information exchange system plan to improve triage, assessment, treatment and continuity of care for individuals with mental illness or substance use disorders whether they are in the criminal justice system, newly established mental health crisis system or community reentry.

**Collaborating Agencies:** Governor's Office, Department of Healthcare Policy and Finance (HCPF), Department of Human Services (DHS), Department of Corrections (DOC), Judicial Branch, Department of Public Safety (DPS), Colorado Integrated Criminal Justice Information System (CICJIS), County Sheriffs of Colorado, Colorado Regional Health Information Organization (CORHIO), Colorado Behavioral Healthcare Council (CBHC), National Alliance on Mental Illness (NAMI), Mental Health America, Prescription Drug Monitoring Program, Denver Crime Commission, and Adams County Criminal Justice Planner.

**Proposal supported by the following Colorado policy planning groups:** Commission on Criminal and Juvenile Justice (CCJJ), Task Force Concerning Mental Illness in the Criminal Justice System (MICJS), and the Behavioral Health Transformation Council (BHTC)