



COUNTYWIDE CRIMINAL JUSTICE COORDINATION COMMITTEE



October 11, 2016

TO: Supervisor Hilda L. Solis, Chair
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FROM: Mark Delgado *MD*
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SUBJECT: Data-Driven Justice Initiative (Item No. 13, Agenda of May 31, 2016)

On May 31, 2016, your Board approved a motion authorizing Los Angeles County to participate in the White House Data-Driven Justice Initiative (DDJ). The Initiative – joined by multiple jurisdictions throughout the country – promotes the use of real-time data to support decision-making processes within the justice and treatment delivery systems.

DDJ's focus areas include the identification of high system utilizers and use of appropriate rehabilitative services and diversion opportunities to support them. These areas are aligned with the County's justice system priorities, and the data sharing infrastructure developed through the DDJ effort can ultimately support additional areas of the justice system, as well.

To launch the initiative, your Board directed CCJCC, in collaboration with the Chief Executive Office (CEO), Information Systems Advisory Body (ISAB), Chief Information Office (CIO), County Counsel, and Office of Diversion and Reentry (ODR) to assess the County's current data sharing capacity and challenges and to develop a strategy for implementing the initiative's goals by December 2017. This report back reflects the collective effort of these agencies and partnering departments to develop initial data sharing plans that support DDJ goals.

Assessment of Current Data Sharing Capacity

Several County initiatives facilitate the exchange of data across agencies. This report focuses on data sharing efforts within both the criminal justice and health arenas – specifically, criminal justice data exchanges developed by ISAB and health data exchanges/record matching processes through the County Wide Master Data Management (CWMDM).

Criminal Justice Data Exchange

ISAB – a subcommittee of CCJCC – supports automated data exchanges among its member justice agencies. With the commitment of partnering departments, ISAB implemented in 1989 the Proactive Information Exchange enterprise messaging platform (PIX). PIX supports operational processes for the full justice lifecycle by transmitting and monitoring near real-time data on case transactions among 100-plus systems across over 60 agencies and departments. Approximately 1.3 million datagrams are exchanged through PIX each day.

PIX is also the vehicle for the aggregation of criminal history information on individuals who have come into contact with the County's justice system. This dataset, the Countywide Criminal History Reporting System (CCHRS), is used daily by justice agencies throughout the County.

Leveraging PIX and the CCHRS dataset, ISAB has now developed the Justice Automated Information Management System (JAIMS) to support real-time data sharing and analytics. JAIMS incorporates data from CCHRS, as well as from Court, countywide booking, Sheriff custody, Probation, and District Attorney's Office systems. JAIMS matches records through common identifiers and generates ongoing, real-time justice data sets.

The guiding principles of JAIMS include:

- Establishing a "Single Source of Truth" for criminal justice data analytics and reporting;
- Developing a consistent business glossary and taxonomy of terms for data objects in JAIMS; and
- Developing dashboard solutions for real-time data access and analytics and a more efficient model for making microdata available for research purposes.

JAIMS is built with data analytics and information management for policy analysis and program evaluation as its primary focus, and its data is ultimately anonymized to serve this purpose. However, its architecture also allows the system to share non-anonymized information among authorized agencies to support decision-making processes at an operational level.

Master Data Management

CWMDM system is being developed to provide a Countywide Person Registry in order to identify common clients among department systems. CWMDM will launch in November 2016 with three initial participating departments: Department of Health Services (DHS), Department of Mental Health (DMH), and Department of Children and Family Services. Additional departments will be added over time.

CWMDM utilizes a probabilistic algorithm to match and link records across data sources in real time (Attachment A). CWMDM does not contain administrative information, such as system utilization. It is focused only upon establishing a registry of unique County clients. The goal is to proactively identify individuals who are being served by multiple county agencies so that linkages can be made and services enhanced.

Challenges Presented

With PIX, JAIMS, and the CWMDM initiative, the justice system and health services system each have implemented robust data sharing and record matching platforms. The focus of the DDJ Initiative work is now determining how justice and health datasets can be bridged together, particularly in a real-time fashion that can support both outcome measurement and operational needs.

As the county continues to explore this area, navigating the privacy and confidentiality rules that apply to both health and justice data – including the Health Insurance Portability and Accountability Act (HIPAA) and Criminal Offender Records Information regulations – will be critical. While DDJ's focus is to improve services and implement more effective treatment programs, the effort must be balanced with the protection of privacy and confidentiality rights.

DDJ Implementation Strategy

The initial DDJ implementation strategy includes a two-phase process. This will allow departments to identify and implement early opportunities for data sharing, while accommodating continued research and analysis on future data sharing opportunities.

Phase I

Phase I of the DDJ strategy focuses on the transmission of limited and specific justice-related data to CWMDM for matching and identification of high system utilizers.

As part of the County's Health Agency, the Office of Diversion and Re-Entry (ODR) is responsible for coordinating and overseeing a system of integrated mental, physical and public health care. ODR also provides supportive housing for homeless persons or persons at risk of homelessness who are diverted from the criminal justice system or re-entering the community after incarceration and who have a mental illness or substance use disorder.

The health agency can already identify individuals who are high utilizers of the health system services, such as those with frequent emergency room visits and/or medical response calls. With specified justice records for individuals also added to CWMDM, ODR can access information on individuals who are high system utilizers from a combined health/justice system perspective. This will enable ODR and other clinical personnel to offer enhanced outreach efforts and services coordination to high utilizers in jail, emergency rooms, and other venues.

To accomplish this, a list of high justice system utilizers will be transmitted by ISAB to CWMDM on a monthly basis. The list – generated in an automated fashion based on criteria such as days in jail, number of arrests, and/or other justice metrics – will not include criminal history data but only personal identifying information for the selected records.

Those records will then be matched with CWMDM records to identify super utilizers of justice and health system resources. It is important to emphasize that only personal identifying information will be included on the super utilizer list. A person's utilization of services and/or criminal history will not be visible to authorized ODR staff accessing the list.

Attachment B illustrates the data sharing and matching planned for Phase I.

HIPAA provisions do not preclude this data sharing model, as sharing protected health information is permissible for health care "treatment, payment and operations" and for quality assessment and improvement activities, including case management and care coordination. The Public Defender's Office wants to ensure that privacy rights of justice-involved individuals is also maintained, and the details of the information sharing process will be worked out with partnering stakeholders.

Santa Clara County, another DDJ participating jurisdiction, has implemented a data sharing concept similar to this Phase I approach, and departments will continue to confer with them to explore and learn more about their model. It is hoped that this concept can ultimately offer improved treatment outreach and coordination to high utilizers in our county.

Phase II

Phase I implements a one-way exchange of justice data for matching with health records; Phase II will explore potential opportunities for a two-way exchange of data. That is, efforts will focus on whether limited health information can be matched with the justice data set to help inform decision-making processes within the justice system. Among the initial areas that will be explored are:

- Can the matched list of “high utilizers” resulting from Phase I be made available to justice system personnel?
- Can non-clinical treatment data (e.g. treatment engagement, retention, and/or completion data) be shared with JAIMS when participation in treatment was court-ordered?

With guidance from County Counsel and information gathering on data-sharing models implemented by other DDJ jurisdictions, departments continue to explore such opportunities for health and justice data linkages.

In addition, departments will continue to work closely with the White House staff spearheading the initiative to identify potential opportunities to enhance our efforts. In fact, lead staff from the White House visited the County on October 5th and participated in discussions that helped refine this phased approach.

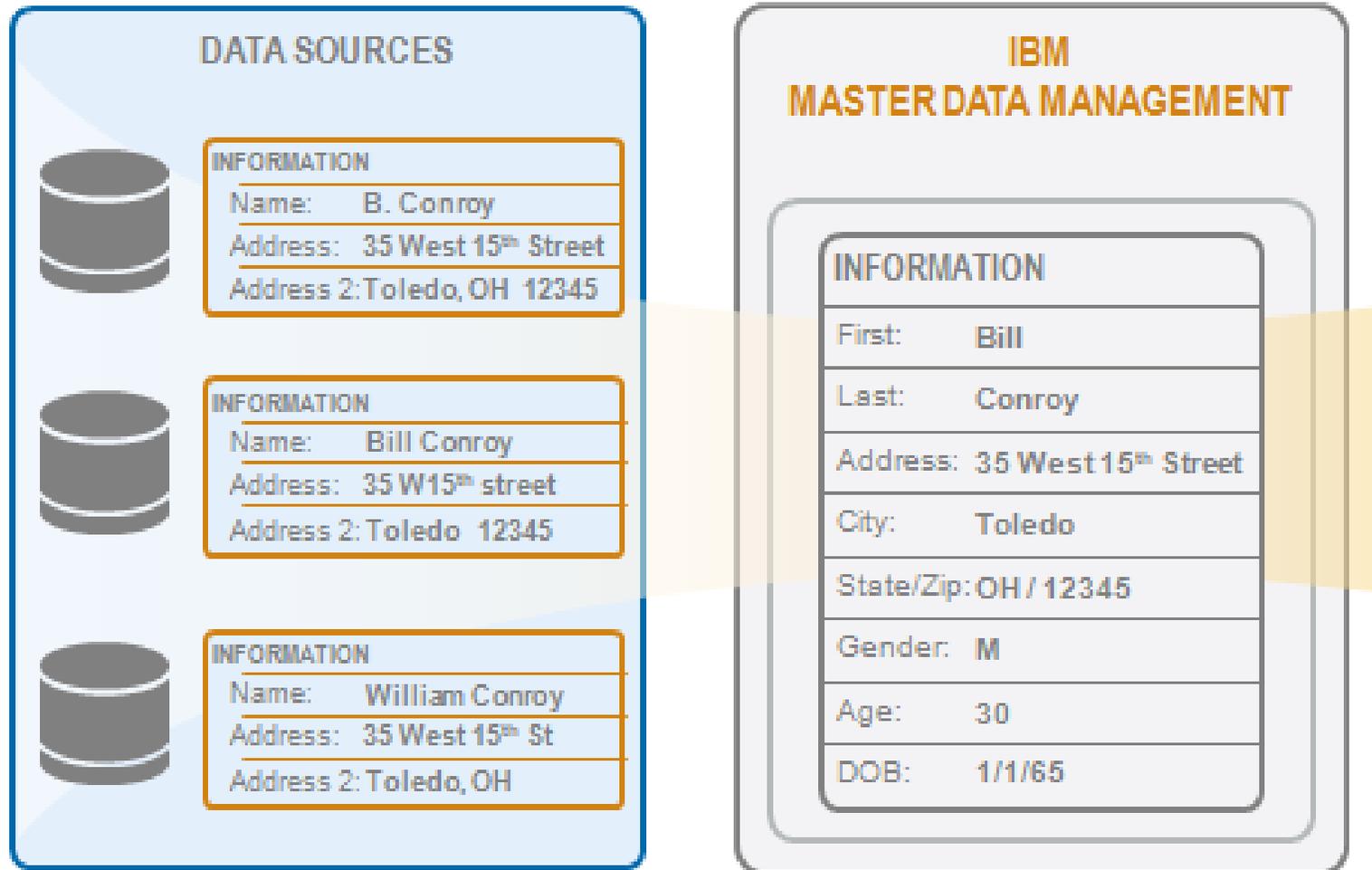
Summary and Next Steps

The planned approach outlined in this report leverages existing data sharing platforms within the justice and health arenas and charts a viable framework for identifying high system utilizers and supporting services outreach and coordination.

With CWMDM’s anticipated launch in November, it is expected that Phase I – the provision of select lists of high justice utilizers for matching purposes within CWMDM – can begin by the end of the year.

Finally, it should be noted that this DDJ work relates to your Board’s September 20th motion on CWMDM. That motion instructs ISAB, in coordination with the CIO, to report back on the feasibility of developing an ISAB Master Person Index system to connect CCHRS to the CWMDM system, including an evaluation of the benefits and the drawbacks. Work on the DDJ initiative and this CWMDM motion is proceeding in a coordinated approach, and we will continue to keep your Board apprised of progress on both initiatives to enhance data sharing among agencies.

c: Chief Executive Office
Executive Office of the Board of Supervisors
County Counsel
Chief Information Office
Information Systems Advisory Body
Department of Health Services – ODR
District Attorney
Sheriff
Public Defender
Alternate Public Defender
Probation
Internal Service Department

Master Data Management – Sample Record Match

PHASE I MODEL

