

The State of Georgia Data Sharing Initiative
Meeting Global Standards to Ensure Service Continuity for Returning Citizens

Lead Agency: Georgia's Criminal Justice Coordinating Council (CJCC), the State Administering Agency for Byrne-JAG, will act as lead criminal justice agency in the proposed initiative. CJCC also houses the state Statistical Analysis Center (SAC), which is currently working on a Master Data Sharing agreement and will provide staff support to the collaborative. For the proposed initiative, the partners will be Governor's Office of Transition, Support, and Reentry (GOTSR), the Georgia Technology Authority (GTA), the Georgia Department of Corrections (DOC), the Georgia Board of Pardons and Paroles (P&P), the Georgia Department of Behavioral Health and Disabilities (DBHDD), and its affiliated Community Service Boards (CSBs), and Applied Research Services (ARS).

Purpose Areas: The purpose areas to be addressed include "Justice and Health Collaboration" and "Offender Triage." The initiative will target the following topic areas: data linking, identity management, and data integrity.

Criminal Justice Problem Addressed: This information sharing initiative fits within the massive criminal justice reform effort in Georgia which Governor Nathan Deal has led with unanimous support from the Georgia legislature. The reform effort focuses on crime and recidivism reduction and improved outcomes for Georgia's returning citizens. The Governor initiated the development of a five year strategic plan, the *Georgia Prisoner Reentry Initiative* (GA-PRI), managed by GOTSR that creates a state/local partnership between state justice agencies and local reentry advisory councils to reduce returning citizen recidivism rates.

The GA-PRI is being implemented in 5 pilot sites in the state's urban counties, which will have an estimated 1,618 high risk returning citizens in the coming year alone. Among these, up to 50% are considered very high need in terms of elevated scores on criminal thinking, substance abuse, mental health, and prior trauma –which will require significant treatment and services from the local CSBs driven by the validated risk and needs assessments that have been developed in the state to drive case plans – called Transition Accountability Plans - that will reduce criminogenic tendencies.¹ The first problem the proposed initiative will address is the challenge of providing information to assist in triage for services. Currently, no mechanism exists to share information between the DOC and CSBs and their local human services/mental health service community to combat drug-related crime, promote holistic solutions to offender rehabilitation, and enable effective continuity of care for justice-involved individuals.

When a returning citizen is connected with a CSB, the service provider currently conducts its own assessment and largely relies upon self-reporting to determine the offender's needs and criminogenic risk. On October 1, 2014, DOC will launch the Next Generation Assessment (NGA) that ARS, DOC's research contractor, has developed and normed on Georgia's prison population. NGA is an evidence-based foundation for the development of individualized Transition Accountability Plans (TAPs) for returning citizens. The NGA combines traditional risk/needs assessment scales with known inmate criminal history data, as well as completed correctional programming to determine an inmate's static and ongoing risk score. The NGA includes 8 total scales measuring: substance abuse, criminal thinking, peer associates/family stability, education, employment, mental health, and trauma.² The proposed initiative seeks to share the dynamic risk/needs NGA data and the prisoners' in-prison TAP with the CSBs to which returning citizens will be connected in order to take the TAP to the next level of community service. Sharing the NGA and the TAP with CSBs will provide them with a reliable and objective measure of the offender's recidivism risk and treatment/criminogenic needs as well as provide a record of accomplishments during in-prison programming – an

important variable given the need to address proper dosage and the continuity of treatment and programming.

The second criminal justice problem to be addressed concerns the need for information sharing technology solutions to improve and automate the flow of offender information between corrections agencies and post-prison community service providers. Currently, the community service provider does not receive any assessment data, health data, or other information about a returning citizen. This creates a delay in “timely risk/need assessment data” and continuity of care from when the person leaves the prison system and starts community treatment with the provider. In addition to sharing this objective risk/need assessment information with CSBs, the proposed project will share pertinent mental health record information including: diagnosis, current medication load, and treatment or programming received while incarcerated.

Project Management Approach: As lead agency, CJCC will coordinate a Memorandum of Understanding between the previously identified project partners. Specific duties, deliverables, and tasks include: (1) As fiscal agent and project manager, CJCC’s SAC will staff the collaborative to ensure deliverables are timely, and leverage this data sharing initiative with others throughout the state. The SAC staff will also ensure all grant-related performance measures are collected, tracked, and reported timely to BJA; (2) GOTSR will hire a Project Coordinator who will report to the office’s Executive Director. The Coordinator will work hand-in-hand with CJCC’s SAC staff to collect performance measures and coordinate between P&P, DOC, GTA, ARS, and the CSB. The Project Coordinator will work with GTA to develop the business use cases and process design for data-linking between the CSB case management system and DOC. This oversight, combined with CJCC’s access to criminal justice system representatives through its 24 Council members³ will draw the subject necessary matter expertise to accomplish the initiative; (3) DBHDD will coordinate with the proposed pilot site – the Albany CSB, which currently uses a case management system developed according to Global Standards with BJA funds. The case management system will serve as the model system and be made available to CSBs at other pilot sites so they can access NGA and DOC health data. DBHDD will work with the remaining pilot sites to implement and use the augmented case management system for the GA-PRI project; (4) ARS worked with the Albany CSB to develop the case management system, Netsmart, and with DOC to design the NGA. As such, they will work with DOC and the programmer who designed Netsmart to augment the case management system to accommodate both NGA and the necessary SCRIBE health data. ARS and DOC will work closely with GTA on defining data elements in the NGA and the health data in SCRIBE to which the CSBs will have access; (5) GTA will leverage current connections into the DOC and P&P systems via the Enterprise Service Bus (ESB), described below. GTA will serve as the hub, via the state ESB, to link DOC data to the CSB case management system and, eventually, allow case notes in the case management system to flow back to P&P and DOC for offender management; (6) P&P will manage the up-scaling of Netsmart to other CSBs in the 5 GA-PRI pilot sites. The agency will manage the server or vendor in which the database will be housed and work on building the necessary securities and access for additional CSBs to use it.

Proposed Solution: The project’s ultimate goal is to share pertinent information regarding criminogenic risk, mental health status, and needs between the state prison system and local CSBs in a way that creates flexibility, interoperability and transferability while protecting the information sharing approaching using Global Standards – which the project is committed to achieving. To do so, the partners will create Global Standards approaches to data link the NGA risk/needs data and health data from DOC’s SCRIBE database, which houses all data for probationers and inmates under state supervision, to Netsmart⁴ in a global standard.

The first component of the proposed solution involves transporting the existing Netsmart case management system that Albany CSB uses to a new server environment. Albany CSB developed Netsmart under a previous Bureau of Justice Assistance (BJA) grant in partnership with ARS. Therefore, it is free to transport and already is built with the Global Standards Package in the National Information Exchange Model (NIEM). Netsmart will also be augmented with new fields to accept the relevant NGA risk/needs data and health data from SCRIBE related to returning citizens in their jurisdiction. P&P will procure the server and employee contractors as necessary to augment Netsmart with the necessary fields to accept the data linkages. P&P will also work with DBHDD/CSBs to make Netsmart useable in the other 5 GA-PRI pilot sites. Netsmart is readily available and useable to jurisdictions around the country. Currently 7-8 of Georgia's CSBs are using the system.

GTA will provide a secure data bus for the data linkages between DOC's SCRIBE to the CSB case management system, and then back to the SCRIBE and P&P databases to transport case notes. Daily P&P board decisions on offender release will trigger a data sharing event that will send identified NGA and health information about the returning citizen to their local CSB. These data exchanges will occur a month in advance of the offender's release to ensure the CSB has time to review the person's risk/needs and treatment profile. The linkages will meet and/or use the Global Privacy Technology Framework and the Global Federated Identity and Privilege Management. GTA owns and operates a well-established Enterprise Service Bus (ESB) that will provide secure data linking between authorized data exchange partners using non-proprietary, standards-based practices. Georgia ESB is housed inside a Tier IV data center in North Atlanta. ESB is fully redundant in operations and is part of the State's disaster recovery program whereby operations are restored from an alternate location. IBM is responsible for providing underlying computing infrastructure and AT&T is responsible for providing underlying networking.

GTA uses the webMethods product suite (parent company Software^{AG}), which fully supports important Justice and Public Safety standards such as Justice Reference Architecture (JRA), National Information Exchange Model (NIEM) and Global Federated Identity Privilege Management (GFIPM). Software^{AG} is a multi-national corporation and its webMethods suite is used to transfer data in Fortune500 companies and government agencies alike. Because the ESB is flexible and able to leverage data from various legacy systems, it adheres to Global Reference Architecture principles, and the business processes developed for this data-sharing initiative will be replicable in other jurisdictions. WebMethods is middleware and will be responsible for securely moving data from the DOC SCRIBE system to the CSB case management system which P&P or its vendor will house. All data and information that ingresses or egresses webMethods is at the "machine" level with no human intervention. Each interconnecting interface to GA ESB will be managed by webMethods Integration Servers along with IBM and ATT boarder protection which only permits data transfers between "pre-authorized" or "known" applications and systems.

WebMethods also employs various business rules that follow NIEM and rules found inside Global Standards Package. Public Health Information (PHI), HIPAA and Criminal Justice Information (CJI) already travel through the GA ESB, which currently has an interface to SCRIBE. webMethods will ultimately allow the project partners to connect case notes back from the CSB case management system to SCRIBE and P&P databases to ensure probation and parole officers are able to monitor offenders effectively and address issues before they lead to a recidivating event.

Budget Summary: The budget for the project, described below, meets the requirements of the solicitation and will be augmented with funding from the state as needed and as is available.

Personnel : 1 FTE for a Project manager at an annual gross Salary of \$45,000 which is \$72,000 for the 18 months of the project period. The Project Manager is based on the state system for a standard job description at a pay grade 16 midpoint salary for appropriate expertise and experience in coordinating and executing a project of this scope.

Fringe Benefits: \$26,393 annually, or \$42,228 for the 18 month project period, which is 58.65 % of gross salary. The standard fringe benefit rate in Georgia State government is comprised of social security and Medicare employer withholdings (FICA) at 7.65%, the Employer Share of State Health Benefit Program (SHBP) at 30.71%, and the Employer share of the Employee Retirement System (ERS) at 21% for a total of 58.65% of fringe.

Contractors: GTA and/or a combination of alternatively bid contractors \$14,730 : The authority will provide a variety of personnel, subcontract with state vendors, to provide the data linkages and data bus for the two disparate systems through contract.

Equipment: \$5,000 for the purchase of a server to house and host the project.

Budget Summary	Total Cost
Personnel and Fringe for 1 Case manager for 18 Months	\$114,228.00
Contracts - Contract Business Analyst @ 65 per hour times 1980 annual hours)	\$128,700.00
Contracts - 2 Contract Developers @ \$70 per hour times 1980 annual hours per person)	\$277,200.00
Supplies - Laptops with Productivity software (\$1100 each)	\$3,300.00
Mobile Phones (\$199 per device up front and \$720 per year recurring)	\$2,760.00
Google Apps for Government Accounts (\$45 per seat + \$45 per seat for Google Vault)	\$270.00
Travel and related costs	\$2,500.00
Total	\$528,938

ENDNOTES

¹ See Attachment C for GA-PRI Plan.

² See Attachment E for full description of the Next Generation Assessment.

³ See Attachment A for CJCC enabling statute and Council membership.

⁴ See Attachment F for description of Netsmart.