

AGENDA
Joint Meeting of the
**COMMUNITY CORRECTIONS PARTNERSHIP/
COMMUNITY CORRECTIONS PARTNERSHIP
EXECUTIVE COMMITTEE**

September 7, 2018

8:00 A.M. to 11:00 A.M.

50 Douglas Drive, 2nd Floor, Martinez
Probation Department

1. Welcome / Announcements
2. Public comment on any item under the jurisdiction of the Committee and not on this agenda (speakers may be limited to two minutes).
3. CONSIDER approving Record of Action from the June 1, 2018 meeting. **(Page 4)**
4. CONSIDER accepting the FY 2017/18 Fourth Quarter Financial Report for the Community Corrections allocation of AB 109 Public Safety Realignment revenue. **(Paul Reyes, Committee Staff) (Page 12)**
5. CONSIDER adopting a Reserve Policy regarding the maintenance of sufficient reserves to ensure continuity of operations and programming funded by the Community Corrections allocation of AB 109 Public Safety Realignment funds. **(Timothy Ewell, Chief Assistant County Administrator) (Executive Committee vote) (Page 14)**
6. RECEIVE information about the "Sequential Intercept Mapping Workshop" being conducted in Contra Costa County on September 19 and 20, 2018, in furtherance of the County's Stepping Up initiative efforts. **(Lare DeLaney, Office of Reentry and Justice) (Page 16)**
7. REVIEW the list of research and evaluation related projects to be undertaken in the Office of Reentry & Justice and provide direction to staff on the prioritization and scope of projects. **(Lara DeLaney, Office of Reentry and Justice) (Page 18)**

8. CONSIDER accepting the report from Tetra Tech International Development on "Reentry Data Management" and PROVIDE direction to staff on the recommendations in the report, as needed. **(Donte Blue, Office of Reentry and Justice) (Page 20)**
 9. CONSIDER accepting a report on the AB 109 Capacity Building Program, and PROVIDE input to staff as needed. **(Donte Blue, Office of Reentry and Justice) (Page 64)**
 10. CONSIDER accepting the FY 2018-19 Work Plan for the Office of Reentry & Justice and provide direction to staff. **(Lara DeLaney, Office of Reentry and Justice) (Page 66)**
 11. Update from the Community Advisory Board. **(Jason Schwarz, CAB Chair) (Page 73)**
 12. Next meeting - Friday, November 2, 2018 at 8:00 AM
 13. Adjourn
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The Community Corrections Partnership (CCP) will provide reasonable accommodations for persons with disabilities planning to attend CCP Committee meetings. Contact the staff person listed below at least 48 hours before the meeting. Any disclosable public records related to an item on a regular meeting agenda and distributed by staff to a majority of members of the CCP Committee less than 96 hours prior to that meeting are available for public inspection at 50 Douglas Drive, Suite 201, Martinez, CA, during normal business hours, 8 am - 12 Noon and 1-5 pm. Materials are also available on line at

<http://www.co.contra-costa.ca.us/3113/Community-Corrections-Partnership-CCP>

Public comment may be submitted via electronic mail on agenda items at least one full work day prior to the published meeting time.

For additional information, contact: Cindy Nieman, Committee Staff, Phone (925) 313-4188 cindy.nieman@prob.cccounty.us

Glossary of Acronyms, Abbreviations, and other Terms (in alphabetical order):

Contra Costa County has a policy of making limited use of acronyms, abbreviations, and industry-specific language in its Board of Supervisors meetings and written materials. Following is a list of commonly used language that may appear in oral presentations and written materials associated with Board meetings:

AB	Assembly Bill	HIPAA	Health Insurance Portability and Accountability Act
ABAG	Association of Bay Area Governments	HIV	Human Immunodeficiency Syndrome
ACA	Assembly Constitutional Amendment	HOV	High Occupancy Vehicle
ADA	Americans with Disabilities Act of 1990	HR	Human Resources
AFSCME	American Federation of State County and Municipal Employees	HUD	United States Department of Housing and Urban Development
AICP	American Institute of Certified Planners	Inc.	Incorporated
AIDS	Acquired Immunodeficiency Syndrome	IOC	Internal Operations Committee
ALUC	Airport Land Use Commission	ISO	Industrial Safety Ordinance
AOD	Alcohol and Other Drugs	JPA	Joint (exercise of) Powers Authority or Agreement
BAAQMD	Bay Area Air Quality Management District	Lamorinda	Lafayette-Moraga-Orinda Area
BART	Bay Area Rapid Transit District	LAFCo	Local Agency Formation Commission
BCDC	Bay Conservation & Development Commission	LLC	Limited Liability Company
BGO	Better Government Ordinance	LLP	Limited Liability Partnership
BOS	Board of Supervisors	Local 1	Public Employees Union Local 1
CALTRANS	California Department of Transportation	LVN	Licensed Vocational Nurse
CaiWIN	California Works Information Network	MAC	Municipal Advisory Council
CaiWORKS	California Work Opportunity and Responsibility to Kids	MBE	Minority Business Enterprise
CAER	Community Awareness Emergency Response	M.D.	Medical Doctor
CAO	County Administrative Officer or Office	M.F.T.	Marriage and Family Therapist
CCCPCD	(ConFire) Contra Costa County Fire Protection District	MIS	Management Information System
CCHP	Contra Costa Health Plan	MOE	Maintenance of Effort
CCTA	Contra Costa Transportation Authority	MOU	Memorandum of Understanding
CDBG	Community Development Block Grant	MTC	Metropolitan Transportation Commission
CEQA	California Environmental Quality Act	NACo	National Association of Counties
CIO	Chief Information Officer	OB-GYN	Obstetrics and Gynecology
COLA	Cost of living adjustment	O.D.	Doctor of Optometry
ConFire	(CCCPCD) Contra Costa County Fire Protection District	OES-EOC	Office of Emergency Services-Emergency Operations Center
CPA	Certified Public Accountant	OSHA	Occupational Safety and Health Administration
CPI	Consumer Price Index	Psy.D.	Doctor of Psychology
CSA	County Service Area	RDA	Redevelopment Agency
CSAC	California State Association of Counties	RFI	Request For Information
CTC	California Transportation Commission	RFP	Request For Proposal
dba	doing business as	RFQ	Request For Qualifications
EBMUD	East Bay Municipal Utility District	RN	Registered Nurse
ECCPCD	East Contra Costa Fire Protection District	SB	Senate Bill
ECCRPC	East Contra Costa Regional Planning Commission	SBE	Small Business Enterprise
EIR	Environmental Impact Report	SRVRPC	San Ramon Valley Regional Planning Commission
EIS	Environmental Impact Statement	SWAT	Southwest Area Transportation Committee
EMCC	Emergency Medical Care Committee	TRANSPAC	Transportation Partnership & Cooperation (Central)
EMS	Emergency Medical Services	TRANSPLAN	Transportation Planning Committee (East County)
EPSDT	State Early Periodic Screening, Diagnosis and Treatment Program (Mental Health)	TRE or TTE	Trustee
et al.	et alii (and others)	TWIC	Transportation, Water and Infrastructure Committee
FAA	Federal Aviation Administration	VA	Department of Veterans Affairs
FEMA	Federal Emergency Management Agency	vs.	versus (against)
F&HS	Family and Human Services Committee	WAN	Wide Area Network
First 5	First Five Children and Families Commission (Proposition 10)	WBE	Women Business Enterprise
FTE	Full Time Equivalent	WCCTAC	West Contra Costa Transportation Advisory Committee
FY	Fiscal Year		
GHAD	Geologic Hazard Abatement District		
GIS	Geographic Information System		
HCD	(State Dept of) Housing & Community Development		
HHS	Department of Health and Human Services		

County of Contra Costa
OFFICE OF THE COUNTY ADMINISTRATOR
MEMORANDUM

COMMUNITY CORRECTIONS PARTNERSHIP

3.

Meeting Date: 09/07/2018
SUBJECT: RECORD OF ACTION - June 1, 2018
FROM: David Twa, County Administrator
DEPARTMENT: County Administrator

RECOMMENDATION:

APPROVE Record of Action from the June 1, 2018 meeting.

BACKGROUND:

County Ordinance requires that each County body keep a record of its meetings. Though the record need not be verbatim, it must accurately reflect the agenda and the decisions made in the meeting.

DISCUSSION:

Attached for the Partnership's consideration is the Record of Action for its June 1, 2018 meeting.

FISCAL IMPACT (if any):

No fiscal impact. This item is informational only.

Attachments

June 2018 - Record of Action

*****RECORD OF ACTION*****

Joint Meeting of the
COMMUNITY CORRECTIONS PARTNERSHIP/
COMMUNITY CORRECTIONS PARTNERSHIP
EXECUTIVE COMMITTEE

June 1, 2018

8:00 A.M. to 10:00 A.M.

50 Douglas Drive, 2nd Floor, Martinez
Probation Department

Present: Todd Billeci, County Probation Officer
Matthew White, Acting Behavioral Health Services Director
Diana Becton, District Attorney
Donna Van Wert, Executive Director-Workforce Dev
Fatima Matal Sol, Alcohol & Other Drugs Director
Guy Swanger , Concord Police Chief
Lynn Mackey (for Sakata), County Superintendent of Schools Representative
Robin Lipetzky, Public Defender
Jim Paulsen, Superior Court Designee

Absent: David Livingston, Sheriff-Coroner
Devorah Levine, Zero Tolerance Program Manager
David J. Twa, County Administrator
Kathy Gallagher, Employment & Human Services Director

Staff Present: Timothy M. Ewell, Committee Staff
Lara DeLanry, Office of Reentry and Justice
Donte Blue , Office of Reentry and Justice

1. Welcome / Announcements

Convene - 8:00 am

2. Public comment on any item under the jurisdiction of the Committee and not on this agenda (speakers may be limited to two minutes).

No public comment

3. APPROVE Record of Action from the December 1, 2017 meeting. Attached for the Partnership's consideration is the Record of Action for its December 1, 2017 meeting.

Approved as presented

Motion: District Attorney Diana Becton, **Second:** Public Defender Robin Lipetzky

AYE: County Probation Officer Todd Billeci, Acting Behavioral Health Services Director Matthew White, Alcohol & Other Drugs Director Fatima Matal Sol, Concord Police Chief Guy Swanger, County Superintendent of Schools Representative Lynn Mackey (for Sakata), District Attorney Diana Becton, Executive Director-Workforce Dev Donna Van Wert, Public Defender Robin Lipetzky, Superior Court Designee Jim Paulsen

Other: County Administrator David J. Twa (ABSENT), Employment & Human Services Director Kathy Gallagher (ABSENT), Sheriff-Coroner David Livingston (ABSENT), Zero Tolerance Program Manager Devorah Levine (ABSENT)

Passed (9-0-4)

4. ACCEPT the FY 2017/18 Third Quarter Financial Report for the Community Corrections allocation of AB 109 Public Safety Realignment revenue.

Approved as presented

Motion: Public Defender Robin Lipetzky, **Second:** District Attorney Diana Becton

AYE: County Probation Officer Todd Billeci, Acting Behavioral Health Services Director Matthew White, Alcohol & Other Drugs Director Fatima Matal Sol, Concord Police Chief Guy Swanger, County Superintendent of Schools Representative Lynn Mackey (for Sakata), District Attorney Diana Becton, Executive Director-Workforce Dev Donna Van Wert, Public Defender Robin Lipetzky, Superior Court Designee Jim Paulsen

Other: County Administrator David J. Twa (ABSENT),
Employment & Human Services Director Kathy
Gallagher (ABSENT), Sheriff-Coroner David
Livingston (ABSENT), Zero Tolerance Program
Manager Devorah Levine (ABSENT)

Passed (9-0-4)

5.
 1. ACCEPT the FY 2016/17 AB 109 Annual Report; provide input to staff on any additional information to be included; and
 2. RECOMMEND its acceptance by the Board of Supervisors.

Approved as presented

Motion: District Attorney Diana Becton, **Second:** County Superintendent of Schools Representative Lynn Mackey (for Sakata)

AYE: County Probation Officer Todd Billeci, Acting Behavioral Health Services Director Matthew White, Alcohol & Other Drugs Director Fatima Matal Sol, Concord Police Chief Guy Swanger, County Superintendent of Schools Representative Lynn Mackey (for Sakata), District Attorney Diana Becton, Executive Director-Workforce Dev Donna Van Wert, Public Defender Robin Lipetzky, Superior Court Designee Jim Paulsen

Other: County Administrator David J. Twa (ABSENT),
Employment & Human Services Director Kathy
Gallagher (ABSENT), Sheriff-Coroner David
Livingston (ABSENT), Zero Tolerance Program
Manager Devorah Levine (ABSENT)

Passed (9-0-4)

6.
 1. APPROVE the ORJ's proposal to consolidate the five contracts that make up the East and Central Country Reentry Network, into a single contract of \$978,200,

to be awarded to HealthRIGHT 360 with the Network services sub-contracted to the current providers.

Approved as presented

Motion: Public Defender Robin Lipetzky, **Second:** Alcohol & Other Drugs Director Fatima Matal Sol

AYE: County Probation Officer Todd Billeci, Acting Behavioral Health Services Director Matthew White, Alcohol & Other Drugs Director Fatima Matal Sol, Concord Police Chief Guy Swanger, County Superintendent of Schools Representative Lynn Mackey (for Sakata), District Attorney Diana Becton, Executive Director-Workforce Dev Donna Van Wert, Public Defender Robin Lipetzky, Superior Court Designee Jim Paulsen

Other: County Administrator David J. Twa (ABSENT), Employment & Human Services Director Kathy Gallagher (ABSENT), Sheriff-Coroner David Livingston (ABSENT), Zero Tolerance Program Manager Devorah Levine (ABSENT)

Passed (9-0-4)

7.
 1. ACCEPT a report written by Dr. Michael Jones, on behalf of Justice System Partners, after an assessment of the County's pretrial justice system and Pretrial Services program. Experienced prosecutors and public defenders provide information to the judge for pretrial decision-making.

Approved as presented

Motion: Concord Police Chief Guy Swanger, **Second:** District Attorney Diana Becton

AYE: County Probation Officer Todd Billeci, Acting Behavioral Health Services Director Matthew White, Alcohol & Other Drugs Director Fatima Matal Sol, Concord Police Chief Guy Swanger, County Superintendent of Schools Representative Lynn Mackey (for Sakata), District Attorney Diana Becton, Executive Director-Workforce Dev Donna Van Wert, Public Defender Robin Lipetzky, Superior Court Designee Jim Paulsen

Other: County Administrator David J. Twa (ABSENT), Employment & Human Services Director Kathy Gallagher (ABSENT), Sheriff-Coroner David Livingston (ABSENT), Zero Tolerance Program Manager Devorah Levine (ABSENT)

Passed (9-0-4)

8. APPOINT a member of the Community Corrections Partnership to fill a vacancy on the Quality Assurance standing committee.

Approved as presented with the following direction:

1. Appoint Dr. Matthew White to the Quality Assurance standing committee.

Motion: County Probation Officer Todd Billeci, **Second:** Concord Police Chief Guy Swanger

AYE: County Probation Officer Todd Billeci, Acting Behavioral Health Services Director Matthew White, Alcohol & Other Drugs Director Fatima Matal Sol, Concord Police Chief Guy Swanger, County Superintendent of Schools Representative Lynn Mackey (for Sakata), District Attorney Diana Becton, Executive Director-Workforce Dev Donna Van Wert, Public Defender Robin Lipetzky, Superior Court Designee Jim Paulsen

Other: County Administrator David J. Twa (ABSENT), Employment & Human Services Director Kathy Gallagher (ABSENT), Sheriff-Coroner David

Livingston (ABSENT), Zero Tolerance Program
Manager Devorah Levine (ABSENT)

Passed (9-0-4)

9.
 1. APPROVE the Incentives Program policy to be used by the ORJ in managing contracts for the community programs.

Approved as presented with the following direction to staff:

1. Discuss the limit identified in the Incentives Policy with the AB109 Administrators Group to gain consensus on how best to implement without unduly burdening community program contractors.

Motion: Public Defender Robin Lipetzky,
Second: Concord Police Chief Guy Swanger

AYE: County Probation Officer Todd Billeci, Alcohol & Other Drugs Director Fatima Matal Sol, Concord Police Chief Guy Swanger, County Superintendent of Schools Representative Lynn Mackey (for Sakata), District Attorney Diana Becton, Executive Director-Workforce Dev Donna Van Wert, Public Defender Robin Lipetzky, Superior Court Designee Jim Paulsen

Other: Acting Behavioral Health Services Director Matthew White (ABSENT), County Administrator David J. Twa (ABSENT), Employment & Human Services Director Kathy Gallagher (ABSENT), Sheriff-Coroner David Livingston (ABSENT), Zero Tolerance Program Manager Devorah Levine (ABSENT)

Passed (8-0-5)

10. Next Meeting - Friday, September 7, 2018 at 8:00 AM
11. Adjourn

Adjourned - 9:49 AM

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For additional information, contact: Cindy Nieman, Committee Staff, Phone (925) 313-4188 cindy.nieman@prob.cccounty.us

County of Contra Costa
OFFICE OF THE COUNTY ADMINISTRATOR
MEMORANDUM

COMMUNITY CORRECTIONS PARTNERSHIP

4.

Meeting Date: 09/07/2018
SUBJECT: FY 2017/18 Fourth Quarter Financial Report
FROM: David Twa, County Administrator
DEPARTMENT: County Administrator

RECOMMENDATION:

ACCEPT the FY 2017/18 Fourth Quarter Financial Report for the Community Corrections allocation of AB 109 Public Safety Realignment revenue.

BACKGROUND:

At the March 1, 2013 meeting the Partnership changed the process for reviewing and approving reimbursement requests by departments. Specifically, reimbursement requests now receive administrative review by the County Administrator's Office and are reimbursed with the Partnership receiving quarterly financial reports summarizing revenue and reimbursements for review. The quarterly reports are to coincide with the quarterly meeting schedule of the Partnership.

DISCUSSION:

Below is a summary of FY 2017/18 Fourth Quarter Revenue, Expenditures and Fund Balance for the community corrections portion of AB 109 Public Safety Realignment funding:

Revenue

For FY 2017/18, the County has received **twelve allocations** of community corrections funding from the State totaling **\$23,054,154** and the **FY 2016/17 Growth allocation of \$1,195,045**. Of the Growth Amount, **\$119,505, or 10% of the amount received, was transferred to the Local Innovation Sub-Account** pursuant to statute. In Contra Costa County, the Office of Reentry and Justice makes recommendations to the Board of Supervisors as to how the Local Innovation Sub-Account is allocated. The County began the year with a fund balance of **\$27,402,385**.

Expenditures

To date, **\$26,287,435** in expenditure reimbursements have been made for AB109-related programming and capital projects, including \$2,500,000 for the West County Reentry, Treatment and Housing Facility project. A summary of claim requests by department is included in **Attachment A**.

FISCAL IMPACT (if any):

No impact. This report is informational only.

Attachments

Attachment A: FY 2017/2018 Q4 Financial Report

FY 2017/18 Q4 FINANCIAL REPORT SUMMARY

**FUND 115300 COUNTY LOCAL REVENUE FUND
2982 LOCAL COMMUNITY CORRECTIONS**

ATTACHMENT A

Prepared on 8/30/2018

SOURCES:	<u>PROJECTED</u>	<u>YTD</u>	
BEGINNING FUND BALANCE FY 2017/18	\$ 27,402,385	\$ 27,402,385	
REVENUES FY 2017/18:			
2017/18 Base Allocation	\$ 23,342,798	\$ 23,054,154	12 Payments Received
2016/17 Growth Allocation	\$ 1,195,045	\$ 1,195,045	Rec'd 11/20/17
10% Growth transfer to Local Innovation	\$ (119,505)	\$ (119,505)	Trsf'd 1/8/2018
2017/18 TOTAL SOURCES	\$ 51,820,723	\$ 51,532,079	
 USES:			
DISBURSEMENTS: Reimbursements To Depts.		\$ 23,787,435	
PENDING CLAIMS: Submitted, Not Yet Processed		\$ -	
ONE-TIME: West County Reentry Treatment & Housing Facility		\$ 2,500,000	
2017/18 TOTAL USES		\$ 26,287,435	
2017/18 FUND BALANCE AVAILABLE		\$ 25,244,643	

Realignment Plan Budget Status

	<u>FY 17/18 Budget</u>	<u>FY 17/18 Claimed/Received</u>	<u>FY 17/18 Pending Claims</u>	<u>Budget Balance</u>	<u>Variance</u>
Sheriff's Office	\$ 8,244,697	\$ 7,064,765	\$ -	\$ 1,179,932	86%
Probation <i>(includes Pre-Trial)</i>	\$ 3,586,920	\$ 3,150,360	\$ -	\$ 436,560	88%
Behavioral Health Services	\$ 2,379,668	\$ 2,085,190	\$ -	\$ 294,478	88%
Detention Health Services	\$ 1,097,784	\$ 1,097,784	\$ -	\$ -	100%
District Attorney	\$ 1,665,973	\$ 1,602,901	\$ -	\$ 63,072	96%
Public Defender <i>(includes Pre-Trial & Stand Together CoCo)</i>	\$ 2,668,083	\$ 2,517,413	\$ -	\$ 150,670	94%
Workforce Development Board	\$ 208,000	\$ 208,000	\$ -	\$ -	100%
CCC Police Chief's Association	\$ 542,880	\$ 542,880	\$ -	\$ -	100%
County Administrator	\$ 717,600	\$ 717,600	\$ -	\$ -	100%
Community Programs	\$ 4,867,201	\$ 4,592,122	\$ -	\$ 275,079	94%
Superior Court	\$ 208,421	\$ 208,421	\$ -	\$ 0	100%
	\$ 26,187,227	\$ 23,787,435	\$ -	\$ 2,399,792	91%

County of Contra Costa
OFFICE OF THE COUNTY ADMINISTRATOR
MEMORANDUM

COMMUNITY CORRECTIONS PARTNERSHIP

5.

Meeting Date: 09/07/2018
SUBJECT: ADOPTION OF A RESERVE POLICY FOR THE COMMUNITY CORRECTIONS PARTNERSHIP
FROM: David Twa, County Administrator
DEPARTMENT: County Administrator

RECOMMENDATION:

ADOPT a Reserve Policy regarding the maintenance of sufficient reserves to ensure continuity of operations and programming funded by the Community Corrections allocation of AB 109 Public Safety Realignment funds.

BACKGROUND:

For the past several years, the Community Corrections Partnership has recommended an annual budget that relies on significant one-time financial resources to balance. This is in addition to major one-time funding allocations for capital improvements to the the County's adult detention system.

This practice is primarily due to a change in the statewide formula that allocates AB109 Public Safety Realignment funds to counties. At the time, and in the years following, the CCP decided that it would be in best interest of returning citizens and service providers (both public and private) to continue recommending funding annual at or above the level in place at the time of the formula using reserves.

DISCUSSION:

As the years go by, this practice will continue to reduce fund balance. Today's recommendation sets a 50% floor for the level of fund balance to be maintained to ensure availability of funds in case of emergency (such as another negative change to the allocation formula) or need for one-time dollars. The proposed policy would allow for the use of funds resulting in a fund balance below the 50% threshold, but would require that a justification statement accompany that recommended to the Board of Supervisors and its Public Protection Committee.

FISCAL IMPACT (if any):

The proposed Reserve Policy would require annual fund balance to be equal to 50% of the estimated revenue to be received from the State in a given year.

Attachments

Proposed Reserve Policy

COMMUNITY CORRECTIONS PARTNERSHIP

RESERVE POLICY

1. In recognition of the need to ensure continuity of operations and programming, it is the policy of the Community Corrections Partnership to maintain a reserve balance equal to or above 50% of the estimated annual state revenue allocated to the County pursuant to Government Code section 30029.05 (c)(2) from year-to-year.
2. Reserves may be drawn below the minimum level in order to address one or more of the following issues upon notification to the Board of Supervisors and its Public Protection Committee as to the specific circumstances that justify the recommendation:
 - a. an unforeseen emergency;
 - b. to fund a non-recurring expense; or,
 - c. to fund a one-time capital cost.

County of Contra Costa
OFFICE OF THE COUNTY ADMINISTRATOR
MEMORANDUM

COMMUNITY CORRECTIONS PARTNERSHIP

6.

Meeting Date: 09/07/2018
SUBJECT: Sequential Intercept Mapping Workshop
FROM: David Twa, County Administrator
DEPARTMENT: County Administrator

RECOMMENDATION:

RECEIVE information about the "Sequential Intercept Mapping Workshop" being conducted in Contra Costa County on September 19 and 20, 2018, in furtherance of the County's Stepping Up initiative efforts.

BACKGROUND:

This unique workshop focuses on people with mental illness and co-occurring disorders involved with the criminal justice system. **Sequential Intercept Mapping** helps communities develop and implement plans for community change through cross-system collaboration, organizational change, and enhancing practice, utilizing innovative and dynamic tools to map systems, identify gaps in service, and clarify community resources.

Goals

- Further the delivery of appropriate services to people with mental illness and/or substance use disorders involved in the criminal justice system
- Assist Contra Costa County in identifying gaps in service
- Optimize use of local resources

Topics and Activities

This program is customized to the very specific needs and desired outcomes of Contra Costa County.

- Sequential Intercept Mapping to Identify Cross-Systems Gaps in Service and Collaboration
- Identifying and Setting Community Priorities
- Making Recommendations for a Local Action Plan

About Policy Research Associates, Inc.

Policy Research Associates, Inc. (PRA) is located in Delmar, NY. PRA's primary focus is on expanding access to community based services for adults diagnosed with co-occurring mental illness and substance use disorders at all points of contact with the justice system. PRA emphasizes the provision of consultation and technical assistance to help communities achieve integrated systems of mental health and substance abuse services for individuals in contact with the justice system.

DISCUSSION:

On December 8, 2015, the Contra Costa County Board of Supervisors adopted a resolution affirming the County's commitment to the national **Stepping Up Initiative** to reduce incarceration of people with mental illness. As a reflection of the inter-agency commitment to this work, the Stepping Up Resolution is co-sponsored by County Supervisor Candace Andersen and County Sheriff David Livingston, and is fully supported by both the Mental Health Commission and other County Supervisors.

In recent years, Contra Costa has devoted substantial leadership, resources, and expertise to develop a host of initiatives to interrupt the costly, ineffective, and unjust dependence on criminal prosecution and

incarceration of the mentally ill rather than effective prevention, identification, diversion, and recovery.

Deeply committed to developing the leadership and infrastructure necessary to push this work forward, the County is both eager and ideally poised to use both the Sequential Intercept Mapping (SIM) and Stepping Up models to map intercepts, gaps, and needs; develop shared goals; establish coordinated strategies and approaches; and raise awareness, funds, and political will to implement effective solutions through an integrated, coordinated, whole-system plan.

The SIM workshop will take place on September 19, 2018 from 8:30 a.m. to 4:30 p.m. and on September 20, 2018 from 8:30 a.m. to noon. The workshop can accommodate up to 50 invited stakeholders.

With input from Workshop participants, the contractor, Policy Research Associates, shall develop a local "systems map" that illustrates how people come in contact with, and flow through, the criminal justice system in Contra Costa County. PRA shall design the local "systems map" utilizing the framework of the SIM. PRA shall ensure that the local "systems map" is comprehensive and includes resources available at each intercept to assist people and opportunities to divert people out of the criminal justice system and into community-based treatment.

Following the Workshop and mapping exercise, PRA shall also prepare a community-specific report that documents the following:

1. Critical gaps in services for people within the County's criminal justice system at each of the intercepts.
2. Resources available to people within the County's criminal justice system at each of the intercepts.
3. Opportunities for systems change and practice improvements to divert people out of the criminal justice system and into a more cohesive, integrate approach to delivering behavioral and/or mental health services;
4. Recommendations for systems change and practice improvements to improve outcomes for people within the County's criminal justice system.

FISCAL IMPACT (if any):

The cost of contract with PRA, Inc. is \$21,750 and is funded by AB 109.

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County of Contra Costa
OFFICE OF THE COUNTY ADMINISTRATOR
MEMORANDUM

COMMUNITY CORRECTIONS PARTNERSHIP

7.

Meeting Date: 09/07/2018
SUBJECT: Research and Evaluation Manager and Projects for the Office of Reentry & Justice
FROM: David Twa, County Administrator
DEPARTMENT: County Administrator

RECOMMENDATION:

REVIEW the attached list of research and evaluation related projects to be undertaken in the Office of Reentry & Justice and provide direction to staff on the prioritization and scope of projects.

BACKGROUND:

The FY 2018-19 AB 109 Public Safety Realignment budget allocation for the County Administrator's Office of Reentry & Justice included funding for 1.0 FTE Research and Evaluation Manager.

A recruitment process was conducted by County Human Resources in April and May; 31 applications were received, 16 were accepted, and an eligibility list of 14 was established. Final candidates were interviewed by Todd Billeci, Chief of Probation, Daniel Peddycord, Public Health Director, along with the acting Director of the Office of Reentry & Justice, Lara DeLaney, and Deputy Director of the ORJ, Donte Blue.

DISCUSSION:

The Office of Reentry & Justice is pleased to announce our newest staff addition. Denise Zabkiewicz has been selected for the position of Research and Evaluation Manager. Ms. Zabkiewicz will be responsible for the management of the SAFE, the database utilized by reentry service providers in Contra Costa County, and for the research and evaluation projects undertaken by the ORJ.(See attached.)

Ms. Zabkiewicz, PhD, is an epidemiologist from the University of California, Berkeley, with research expertise in the social and economic factors that influence mental health. During her career, Denise has conducted longitudinal research surrounding welfare receipt, employment, homelessness, criminal justice involvement, and parenting among disadvantaged populations, particularly low-income women and individuals with mental health conditions. She joins the ORJ after 10 years with Simon Fraser University in British Columbia.

Her contact information is:

Denise.Zabkiewicz@cao.cccounty.us

(925) 335-1038

Attachments

Attachment A



Research and Evaluation Projects in the Office of Reentry & Justice

1. **Youth Justice Initiative (YJI) Quantitative Analysis**: *Reentry services for juveniles, pilot project. Due to State on March 30, 2019.*
2. **Salesforce Database Administration** (*training, Help Desk, report generation, programming*) *Bob Kliger providing support for 3 months*
3. **Racial Justice Oversight Body (RJOB) Data Analysis/Group Facilitation**
4. **SAFE (Salesforce Platform) Memorandum of Understanding (MOUs)**
5. **AB 109 Data Dashboard Maintenance** (*Probation, Sheriff, BHS*)
6. **Development of a Data Warehouse/cloud-based relational database**
7. **Development of Unique Identifier to cross-system identify participants**
8. **AB 109 Annual Report and Quarterly Report Review**
9. **Recidivism Analysis** (*for General Supervision and AB 109*)
10. **Program Evaluation of CBOs providing AB 109 Reentry services**
11. **Evaluation of AB 109-funded County services**
12. **Quality Assurance Committee (QAC) Staffing**
13. **Central-East County Ceasefire Program Evaluation**
14. **Public Policy Institute of California (PPIC) Multi-County Study collaboration**
15. **Pre-Trial Services Program evaluation**
16. **CoCo LEAD + /Diversion program support/collaboration**
17. **Stepping Up Initiative** (*data support*)
18. **Grant Development**
19. **Collaboration with Public Health, Behavioral Health**

County of Contra Costa
OFFICE OF THE COUNTY ADMINISTRATOR
MEMORANDUM

COMMUNITY CORRECTIONS PARTNERSHIP

8.

Meeting Date: 09/07/2018
SUBJECT: Tetra Tech International Development Report on Reentry Data Management in Contra Costa
FROM: David Twa, County Administrator
DEPARTMENT: County Administrator

RECOMMENDATION:

1. ACCEPT report as submitted.
2. DIRECT staff on next steps to take regarding the report's recommendations.

BACKGROUND:

Since the establishment of AB 109, the County has included substantial amounts time and revenue to provide some level of evaluation of program implementation, outcomes and recidivism. For FY 2013-14 the County allocated \$246,000 to Resource Development Associates (RDA) for the assessment of the County's reentry system, and assistance preparing for long term evaluation. This culminated in a report entitled "AB 109 Data Capacity Assessment and Infrastructure Recommendations," that was presented and accepted by the Partnership on June 6, 2014.

In FY 2014-15, there was an additional \$225,000 allocated to RDA for the development of data dashboards, the evaluation of AB 109 contracted service providers, and to conduct a recidivism analysis. In February 2015, the dashboards were demonstrated to the Quality Assurance Committee of the Partnership. In June 2015, RDA presented their report, "Contra Costa County: Evaluation of AB 109 Programs," that was ultimately accepted by the Partnership. Then in August 2015, the Partnership accepted RDA's final document of FY 2014-15 entitled "Contra Costa County AB 109 Recidivism Memo."

In FY 2015-16, another \$225,000 was allocated to RDA for continued support updating the data dashboards and transition of the dashboard maintenance to the County, review and recommendations around the quarterly reporting process of funded AB 109 agencies, development of an annual report and template for AB 109 programs, review of the AB 109 programs of the County Departments, and support implementing recommendations from previous RDA reports. In October 2015, RDA presented their "Contra Costa County Summary of AB 109 Quarterly Reports" to the Partnership's Quality Assurance Committee (QAC). In January 2016, the Partnership accepted a report from RDA's titled "Review of AB 109 Funded Department Performance." In March 2016, the Partnership accepted a FY 2014-15 Annual Report from RDA. Finally, in August 2018, the Partnership accepted a "Pre-Release Planning Pilot" proposal from RDA.

Since FY 2016-17 the \$225,000 previously used for data collection and program review services has been used to fund the Office of Reentry and Justice (ORJ) pilot. In August 2018, the ORJ hired a Research and Evaluation Manager to lead the ORJ's evaluation and data collection activities.

DISCUSSION:

In July 2017, the ORJ was approached by CAB Chair Jason Schwarz about the possibility of working with the County on a small project. Jason informed the County that while his firm, Tetra Tech International development (Tetra Tech), usually did most of its business outside of the United States, they were looking to pick up more domestic projects in the near future and wanted to begin exploring this possibility with some pro bono consultation work. In thinking about how a challenge related to justice work could receive a technical solution, ORJ and Tetra Tech decided that finding a way to collectively examine the data from the multiple data systems used by various partners could have large long term benefits. To help solve this, Tetra Tech hired two IT consultants who worked with the County and its various stakeholders to examine the problem and ultimately provide a report with recommendations towards a solution.

REPORT SUMMARY:

The overall objective of the project was to make analytics of reentry indicators easier to improve reentry outcomes over the long term. Because the data needed to do these analytics live on disparate and disconnected systems, in the past any type of analysis has been costly and limited in the conclusions that could be made. The proposed system as designed would link data from Probation, Superior Court, Sheriff, and contracted service providers in a secured environment. This linked data would allow researchers to more easily access and analyze justice system data that is anonymized, but still rich enough to provide deep insights about the local justice system in an ongoing fashion.

To develop the system, the consultants conducted multiple interviews of representatives from each of the agencies who would be expected to contribute data or were otherwise knowledgeable about the data systems used in the County. They also kept in close contact with ORJ to ensure the utility of the solution as the project developed. Before finalizing their report, the consultants also had the report reviewed by an expert on ethics to ensure that the solution as designed was consistent with established protocols and industry standards on the ethical uses of data.

To accomplish this, a monthly predetermined data dump would be uploaded by each participating agency to a secure local server. The ORJ would then run a program that combine each of these individual files into a single merged master database before deleting each source file. This merged file will then be transformed and loaded into a processed database in a secure cloud based compute environment where all further analysis will be done. No personal identifying information will be stored in the process data based stored in the cloud.

Further discussed in the report are ways to ensure that concerns around both privacy and ethics are both considered and addressed. While the various security features, restricted access, and storing only as much data as necessary help to address many of the privacy concerns, the recommended establishment of a governance body would further serve to cull concerns that may exist related to other ethical considerations. Lastly, while the document does give some high level examination of costs, it should be noted that this was done to identify the feasibility of the proposed technical solution to the stated problem, and not to the preciseness needed to develop a project budget. This type of financial analysis is likely better suited for someone with more intimate knowledge of the County's procurement practice, staffing costs, and the capacities of County personnel.

Attachments

[Tetra Tech Report on Reentry Data Management
May 10, 2018, Presentation to CAB](#)

**Reentry Data Management in Contra Costa:
Analysis and Recommendations**

**Contra Costa County
Office of Reentry and Justice**

March 2018



**Reentry Data Management in Contra Costa:
Analysis and Recommendations**

Responsibility Matrix

We provide a responsibility matrix demonstrating the various groups who were consulted, and the levels of responsibility accruing to each individual. The potential levels of responsibility are:

- **Responsible:** conducted the research, wrote the report.
- **Accountable:** accountable for the content and recommendations of the report.
- **Consulted:** had input as stakeholders into the content of the report; provided information to the project team.
- **Informed:** were aware of the project while underway, or key recipients of the deliverable

Name	Title / Role	R	A	C	I	Date signed off:
Donte Blue	Deputy Director Office of Reentry and Justice (ORJ) Contra Costa County	X	X			
Aman Ahuja	Data Systems Consultant Fenris Technologies Inc.	X	X			March 25th, 2018
Louis Potok	Data Systems Consultant Fenris Technologies Inc.	X	X			March 23rd, 2018
Jacob Metcalf	Data Ethics Review Ethical Resolve			X		February 20th, 2018
Greg Kurlinski	Probation Department Contra Costa County			X	X	
Nicholas Alexander	Reentry Success Center (RSC) Contra Costa County			X	X	
Chrystine Robbins	Sheriff's Office Contra Costa County			X	X	
Bruce Prell	County Administrator's Office Contra Costa County			X	X	
Scott Sullivan	Department of Information Technology Contra Costa County			X	X	
Laura Kopylovksy	Department of Information Technology Contra Costa County			X	X	
Lara Delaney	Director Office of Reentry and Justice (ORJ) Contra Costa County				X	

**Reentry Data Management in Contra Costa:
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Reentry Data Management in Contra Costa: Analysis and Recommendations

Executive Summary

The [Office of Reentry and Justice](#) (ORJ) is a pilot project under the County Administrator's Office in Contra Costa County which seeks to advance the county's programs and initiatives around realignment and reentry. ORJ would be better enabled to fulfill its mission if it had increased access to data about how individuals move through the criminal justice system in Contra Costa County (CCC), but the necessary data is today fragmented across multiple different stakeholders and is therefore difficult to access and use. This report proposes a technical system that would improve ORJ's capacity to use data, and describes some of the important non-technical considerations should such a system be implemented.

If the proposed system were implemented, questions offering insights into countywide reentry and recidivism would become easier to answer. We will explore these questions in more detail, including here just two illustrative examples:

1. *What percent of individuals currently on probation received services from CBOs or county providers during their probation?*
2. *Of individuals who are convicted of a crime and are then released on probation, is a pre-trial detention period negatively associated with subsequent attainment of housing and employment?*

Under the proposed system, data owners would transfer certain data to ORJ periodically, approximately once a month. ORJ would maintain scripts to ingest that data into a cloud-hosted database, which would support automated quarterly reporting as well as other analyses. We consider in detail four data owners within CCC: the Probation Department, the Court, and the Reentry Success Center (which houses data for community and county providers of reentry services), and the Office of the Sheriff. Through the periodic data transfer, records would be linked in the new ORJ database, and ORJ would have data describing how individuals move through the entire county criminal justice and reentry ecosystem. ORJ would be able to analyze this data to uncover insights into best practices within the county, and possible improvements in the existing ecosystem and in initiatives around realignment, reentry and justice.

There are important considerations to be addressed before this system is implemented. ORJ will be responsible for the protection of and proper utilization of private data, and we recommend that ORJ develop administrative and governance structures to supplement the proposed technology and tools. The proposed data pipeline depends on ongoing coordination with the data owners who will be submitting data to ORJ, and it will be important for ORJ to maintain trust and provide ongoing incentives to these data owners to ensure that they have a stake in the maintenance and development of the system. ORJ will need to understand and comply with agreed restrictions on use of data, and put into place data use agreements (DUAs) with each data owner. We discuss in this document considerations around privacy and the ethical use of this data. We also estimate implementation and maintenance costs for the system.

Implementing this technical system would advance the County's ability to understand and improve criminal justice outcomes and recidivism. To our knowledge, it would be an innovation in the realignment and recidivism field, which could serve as a model for other counties across the state and the country.

Reentry Data Management in Contra Costa: Analysis and Recommendations

I. Introduction

What is ORJ and what are its goals?

The [Office of Reentry and Justice](#) (ORJ) is a pilot project under the County Administrator's Office in Contra Costa County (CCC). ORJ's mission is to advance the county's programs and initiatives around realignment and reentry. To do so effectively requires understanding of existing program operations and client outcomes as individuals interact with various aspects of the criminal justice and reentry systems. Different research methods are appropriate for answering different questions, and quantitative data analysis has an important part to play in ORJ's research and evaluation efforts.

Project background

Data is hard to access

Existing data is scattered across multiple computer systems owned by different stakeholders such as the Superior Court, Probation Department, Sheriff's Office, and individual CBOs. The existing data landscape was created ad hoc over time by different entities, without extensive coordination, in the service of specific, and often independent, operational efforts. ORJ seeks, rather, a unified, coherent view of the justice landscape to enable better analytics and understanding of the journey each individual client takes through that landscape. If this view were provided, it would assist multiple organizations across the ecosystem in achieving their objectives, including ORJ.

Prior work

In 2014, Resource Development Associates (RDA) conducted a research project within the county focusing on AB109 programs. They also evaluated the overall data capacity of the criminal justice system within the county. We have been informed by that work and its recommendations.

Project goal: Make analytics easier, improve reentry.

This report is the final deliverable for a project aiming to bridge the current data gap. We have proposed a design for a technical system, and process around the system, which will allow new questions to be answered. As these questions are answered, they will provide ORJ and other organizations throughout the county with insights that can help improve policy and programming across realignment and reentry.

This project sought to design a technical system and raise related concerns and considerations. It is not a contracting proposal to build that system, nor is it a thorough and comprehensive analysis of all the implications should ORJ (or other system actors) choose to build this system. It is meant to provide directional guidance for further planning and discussion within ORJ and across relevant stakeholders.

Vision of success

If the ORJ initiative is successful, researchers within the county and external researchers will more easily be able to access and analyze data related to the criminal justice system, with a specific focus on recidivism, within Contra Costa County. This data will be protected and anonymized, but rich enough to provide deep insights that inform efforts to reduce recidivism and improve the outcomes of individuals across the county as well as improve the efficiency of county programming.

Reentry Data Management in Contra Costa: Analysis and Recommendations

II. About this project

Who's who

The project was led by Donte Blue, ORJ Deputy Director, with consultants from Tetra Tech DPK. The project team included individuals with background in criminal justice, as well as individuals with extensive experience in the design and development of data systems.

Methodology

The project team reviewed previous research and analysis performed within the county, including previous reports generated by RDA. This was taken as input into the types of questions that would be useful to answer. Other research included detailed interviews with various stakeholders knowledgeable about the existing county justice data systems, and consultation with outside experts. A responsibility matrix, with the project team and consults, is included.

III. The existing landscape

Criminal justice system within CCC

The exact scope of ORJ's purview is difficult to define, given the complexities of the criminal justice system and the various jurisdictions that may be at play. The broad scope of the County's law enforcement and criminal justice system includes:

- Arrest by law enforcement
- Pre-trial detention
- Judicial interactions, including pleas and trial
- Incarceration
- Reentry programming while incarcerated or while in detention
- Reentry programming after release
- Post-release supervision

However, various steps in this process may include non-county actors. An individual may interact with the county system at only a few points in this flow. Individuals may be arrested or detained by local or state law enforcement, incarcerated in state or federal prison, etc. In addition, there are different flows for the juvenile justice system versus adult criminal justice system.

Policy context and AB109

In 2011, California passed a new law, AB109, which transfers incarceration and supervision responsibilities for people convicted of certain low-level felonies to the county level, and provides funding to counties to fulfill these responsibilities. This initiative is known as "realignment". Specifically, this covers felonies that are "non-serious, non-violent, and non-sexual".¹

AB109 is an important focus for ORJ, but it is not the only population of interest. Much of the county's most recent analytics efforts have focused on the AB109 population due to the fact this is a very new initiative, and the financial incentives the state has put in place to reduce recidivism in this population. ORJ's mandate, however, is clearly broader than this. We focus on AB109 only to the extent that existing

¹ We will describe individuals who have been convicted of one of these crimes as "AB109-eligible", "AB109-relevant", or we will use the term "AB109 population".

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data collection is already focused on these individuals, but our system design is meant to help better understand the entire criminal justice system.

IV. Analytics questions

Designing a technical system requires consideration of the end uses of that system. The system we propose will be used for data analytics, so we began by understanding the kinds of questions that researchers may wish to ask, and what data is required to answer those questions: which records, refreshed how often, with what fields and what metadata. We considered the needs of several types of researchers, such as academics, policy-makers, system managers, and operational analysts within the county. However, we did not explore each of their needs in depth. Rather, we developed an understanding of the desired analytics questions based on reviewing previous research in the county and discussions with ORJ. We then incorporated our professional experience with conducting analytics elsewhere in the social service and private sectors.

This system we are proposing would provide an enhanced, unified view of the criminal justice ecosystem within Contra Costa County. It would tie together actions taken, and outcomes observed, by various stakeholders; in so doing it would furnish rich material for a variety of actors to assess and improve their programming, priorities, and decisions as they uphold their respective missions.

Many questions could be answered using the data available in this system. We describe some questions here not to be comprehensive about the world of possibilities, but to rather illustrate the potential breadth of considerations that could be made.

We consider two types of questions. First, descriptive questions that provide an overall summary of criminal justice outcomes within the county. These questions will inform, give a sense of scale, and show major trends. For a sample of questions, we show a breakdown of the different data sources necessary to answer each question, which helps explain why these questions are complex to answer now. Second, we explore a more actionable and precise kind of question, whose answers may have specific ramifications for actions that ORJ or other stakeholders will take. These two categories are not completely distinct, but rather illustrate two ends of a spectrum.

Descriptive Questions

Descriptive questions tell us what happened, when, and how often. These are relatively simpler to answer, but still contain hidden complexities in definition and data sources. We will provide a few examples, then walk through one question to show examples of latent complexity.

Example questions:

- Has recidivism increased in Contra Costa County from five years ago?
- How many individuals were on Probation in CCC in 2017?
- What percent of individuals on Probation received services from CBOs or county providers during their term of probation?
- Are AB109 individuals more or less likely to uptake pre-release CBO services, compared to other individuals incarcerated in county jail?
- Of individuals detained by the County Sheriff's Office, what percent are ever charged with a crime? How long are these individuals detained prior to being charged with a crime?

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Let's take one of these as an example to illustrate the complexity of even these simpler descriptive questions:

Has recidivism increased in Contra Costa County from five years ago?

This question seems simple. Answering it requires comparing two numbers: the recidivism rate today, and the recidivism rate five years ago. But there is hidden complexity in the definition of recidivism, and different analysts may be interested in different definitions. Recidivism is a rate: the number of people who recidivate, divided by the overall population that could have recidivated. In the below figure, we show some complexities in defining both groups.

	Questions
Numerator (number of people who do recidivate)	<ul style="list-style-type: none"> • What level of crime? (misdemeanor, felony, AB-109 eligible) • What level of "involvement"? Criminal Act, Arrested, charged, convicted (plea/trial), returned to county jail? • Similarly, which event in the process needs to happen within the time period to be counted? • When does the "eligibility period" end? (Recidivism within what time frame?)
Denominator (number of people who could have recidivated, or the "population of interest")	<ul style="list-style-type: none"> • What level of crime? (misdemeanor, felony, AB-109 eligible) • What age (adult or juvenile)? • What level of "involvement"? Arrested, charged, convicted (plea/trial), imprisoned? • When does the "eligibility period" start (released from prison? After ending supervision?) • Distinction between federal crimes and state crimes? Distinction between incarceration in state prison vs county jail?
Other	<ul style="list-style-type: none"> • Can an individual be counted twice if they recidivate twice?

Now, suppose we construct one definition of recidivism:

- The *population of interest* is all individuals who were:
 - In custody in Contra Costa County jail,
 - Due to a felony conviction,
 - Tried and convicted as an adult,
 - Released to county supervision under AB-109, and
 - Released from custody in a given year.
- And the *numerator* is, of the individuals in the *population of interest*, how many were:
 - Convicted of a felony,

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- Within Contra Costa County,
- Where the conviction date is within 3 years of their custody release date.

Constructing this measure requires a data set containing individuals who were released from custody in Contra Costa County. The dataset must have fields with information about AB-109 status, date of release, and adult status at trial (no juvenile convictions). This also requires a second data set including all felony convictions within the county, with fields on conviction date. This dataset must also contain identifiers, allowing these individuals to be joined to a record of all convictions within the county.

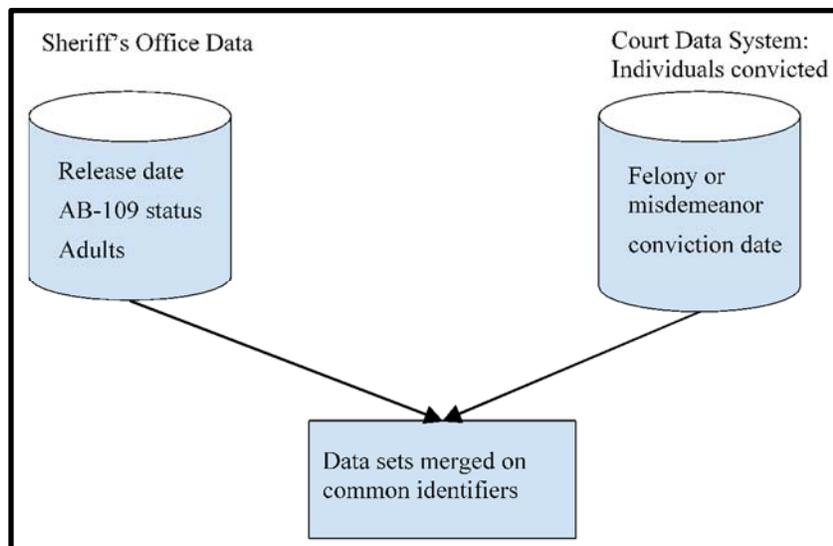


Figure 1: Merging data from the court system and the Sheriff's office requires appropriate identifier fields

Note that the analysis must be delayed because of the 3-year definition. In 2018, the latest year for which the recidivism rate may be computed is 2014. Many of the questions we look at will also have a similar time delay.

In Contra Costa County, our proposed data system makes this question easy to answer compared to existing capabilities.

Previously	Under the proposed system
<ul style="list-style-type: none"> • Analysis triggered by ad-hoc request • Analyst requests access to three data sets: <ul style="list-style-type: none"> • Sheriff's Office JMS system • Sheriff's Office Excel sheet tracking AB109 individuals • Court System records on convictions • Analyst, using previous knowledge or their own notes, writes code linking the 	<ul style="list-style-type: none"> • Analysis performed automatically each quarter • All data already hosted and available • Queries and code are hosted and stable; modifications can be made easily • Clear defined record of how previous analysis was performed, making results reproducible

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Previously	Under the proposed system
<p>data sets</p> <ul style="list-style-type: none"> If, a few months later, a different stakeholder requests a similar analysis using a slightly different metric, the full process must be re-performed 	

It is instructive to compare this exercise with the California Department of Corrections and Rehabilitation (CDCR) [2014 report on recidivism](#) within the state. This report considers similar issues:

- Multiple working definitions of the key recidivism metric.
- Multiple sources of data; CDCR leverages a data-sharing agreement with the California Department of Justice for information about arrests within the state.
- Choices about time frame.
- Choices about exclusions (which kinds of convictions are not counted).
- Results may change every time analysis is run: “these data are routinely updated in accordance with criminal justice system processing” (page 5).

The proposed system would vastly increase the ability of county entities to perform descriptive analyses. By gathering and merging the data in one place, it would allow an analyst to quickly explore multiple questions and concept definitions, and use the results of one analysis to plan future work. This would lead ORJ to build detailed understandings of the quantitative aspects of the county criminal justice system. Even more exciting, there is a second kind of question that the proposed system will be able to answer for ORJ.

Actionable Questions

Better data capacity unlocks new kind of questions which can drive improved decision-making throughout the county criminal justice system, in alignment with ORJ’s mission. In this section, we describe “Actionable Questions”, whose answers have implications that can drive operational actions, policy decisions, funding allocations, and programming priorities. These answers alone should not form those determinations; but they should be one input into these decisions, along with legal considerations, operational constraints, expert judgment, and careful ethical deliberations.

Again, the space of possible questions is vast. Here we list a few realms of decision-making, and for each, demonstrate a few questions that the new data system can answer which could inform decision-making. Note that these are not meant to be conclusive ideas about decisions ORJ should take; rather they are examples of how to use data to inform decision-making throughout the justice system.

Area 1: Probation Officer decision-making.

Probation officers face many decisions when supervising individuals. In coming up with a treatment plan, they must assess the major factors driving the individual’s rehabilitation, efforts to reintegrate into society, and risk to recidivate. Knowing which risks are most likely for a given individual, and what treatment paths are most likely to be successful, require effective use of professional judgment and adherence to best practices; decisions ideally informed by data from other individuals who have previously gone through probation in the County.

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For example, a Probation Officer may be working with a client and assess that their major needs are stable housing and behavioral counseling to improve cognitive skills. Which service programs should they refer the individual to? Should they attempt to address both issues at once, or should the individual focus on one issue at a time? Will the individual be more likely to attend and have a successful outcome if attendance is compulsory or optional? Currently, POs must use their judgment, in the abstract, on a case-by-case basis, or they may follow untested rules of thumb in such situations. In the future, ORJ could perform analysis on the data and ask:

For individuals on Probation, who need both housing and behavioral counseling, what percent attain these two goals, and how does that vary based on which programs they were referred to, and in what order they were referred?

The answer to this question could be used by all POs moving forward. This analysis could be performed by ORJ, or as part of a joint project with Probation, or by Probation on its own. Later in the report we will discuss how non-ORJ analysts will be able to gain access to this data to perform their own analysis.

Area 2: Pre-trial detention

At present, County law enforcement and courts have some discretion about whether to detain individuals awaiting trial, or whether to release them and set a court date [source]. These decisions are governed by the judgment of individual officers or justices, and by county-level guidelines or recommendations. Analysis using these new capabilities could further inform county guidelines or policies, by providing statistical evidence about recidivism rates of populations upon pre-trial release and the effect of pre-trial detention on individuals' life outcomes. A few actionable pretrial questions are presented here as an example:

1. *For individuals arrested on different charges (e.g. misdemeanors, less-serious felonies, property crimes), what percent are formally charged with a crime? What percent of those are ultimately convicted?*
2. *Of individuals not detained pre-trial, what percent have another arrest while awaiting trial? What percent of those are formally charged or found guilty?*
3. *Of individuals who are found guilty and are then released on probation, is a pre-trial detention period negatively associated with subsequent attainment of housing and employment?*

Questions (1) and (2), taken together, illustrate the core tradeoff of pretrial detention: detaining individuals who may not have committed a crime, as weighed against detaining crime-prone individuals. The answers to questions (1) and (2) will help inform the tradeoff that CCC is making, and may lead to decisions that allow the county to maximize detention of those who truly exhibit the highest risk to public safety.

Question (3) addresses another potential cost of pretrial detention. If individuals are in custody from the time of their initial arrest, they may be less likely to have the capacity to get their affairs in order. They may be unable to notify their landlord and employer, move possessions to a safe place, and so forth. This could plausibly lead to a series of collateral consequences that were unintended, increase the burden on other public systems, and inherently reduce the effectiveness of other reentry efforts. Question (3) would begin to provide quantitative evidence which ORJ could leverage to recommend adjustments to pretrial detention policy or procedures with an eye towards improving systemic outcomes in the County.

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Area 3: Pre-release programming

Contracted and county service providers have some capacity to serve incarcerated individuals prior to release from custody. Evidence from outside the county suggests that pre-release programming improves an individual's chances for successful reentry and reduces recidivism, but there is not a specific evidence base within Contra Costa County.

Do individuals with access to pre-release services recidivate less often than individuals who did not have that access?

While the data cannot prove that pre-release services reduce recidivism, stronger within-county evidence could provide impetus for increased funding for such services, or reallocation of funding towards services the data suggest are most correlated to recidivism reductions.

Advanced Analytics

The proposed system will address infrastructure and pipelines for the aggregation of key data sources, making possible additional advanced studies and analytics in the future. These studies will depend on the expertise of analysts, and the governance structures discussed in this paper. They may include: measuring the treatment effect of interventions using counterfactual techniques; incorporating study selection controls using propensity score matching; and understanding predictive bias in recidivism prediction instruments (RPIs) using existing and emerging fairness criteria.

V. Technical recommendation

Overview

To create an enhanced, unified view of the criminal justice ecosystem and enable the types of research and analysis outlined above, we propose that ORJ procure and maintain a cloud-based relational database and compute environment. Source data for this system will come from other county data systems on a monthly cadence, and data will be transferred to an ORJ-maintained server. Personal information will be encrypted and protected. Once the raw data has been transferred, ORJ will ingest this data into its database using a series of scripts running in a cloud compute environment. These scripts will store the raw source data in a cloud-based relational database, and also process the source data into a normalized database that will link records across the different source systems. ORJ can build quarterly reports based on the ingested and processed data, and this data will also be easily exportable for further exploration or ad-hoc analysis.

Design Considerations and Requirements

Our system design is meant to address a number of constraints, requirements, and considerations. One major concern was ensuring cost-effectiveness, and we tried to minimize the time and financial cost of implementing and maintaining the system. Where possible, we tried to ensure that expertise would be required during implementation, rather than for ongoing maintenance. This allows the use of contractors for a one-off project, and maintenance using in-house resources, which is likely to be less expensive.

Another consideration was security, privacy and dignity of the persons whose data is being gathered and stored. Personally Identifiable Information (PII) will be encrypted in transit and at rest, and will be kept in secure environments. Even so, there is risk associated with a system that holds PII; to minimize this risk, our system adopts a data minimization approach, where we store the absolute minimum amount of data

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necessary to answer our analytics questions. In the event of a breach or other risk event, this minimizes the damage.

System Architecture

The system architecture incorporates a number of components. Heterogeneous input systems maintained by other entities transfer data into the ORJ system. These systems must have access to a server which can receive files through SFTP; we believe that the CCC Department of Information Technology can provide this. ORJ must maintain a cloud compute environment to perform the ETL (Extract Transform Load) step of the process, to pull information from the ORJ server into the cloud based database, on a monthly basis. ORJ must also maintain a cloud-based relational database cluster to store the data. The cluster will have two databases. One will maintain a raw version of all the input data, and will have a schema matching the input schema. The second will contain the processed, merged and normalized data to be used for analysis. We separate these into two databases to enable separate access and retention policies.

Cloud computing environments

To support the data pipeline and analysis of data, the proposed system architecture includes:

- a secure remote file store, used by data owners to periodically transfer data exports, supporting secure file transfer protocol (SFTP) or appropriate equivalent.
- a secure data storage layer, which contains the “raw” import database, the primary data store, the data schema and any necessary log files.
- an ETL compute environment, which holds and executes the data loading and data transformation scripts. Import scripts are responsible for transferring desired data from the export files in the SFTP environment to the import database. Processing scripts are responsible to transforming and merging data into the appropriate schema.
- an analytics compute environment, which enables users with appropriate access to perform analysis on the processed data in the primary database. This may include a baseline analytics codebase, as well as analytics helper scripts and notebooks.

The diagram on the next page shows a schematic of the proposed system architecture.

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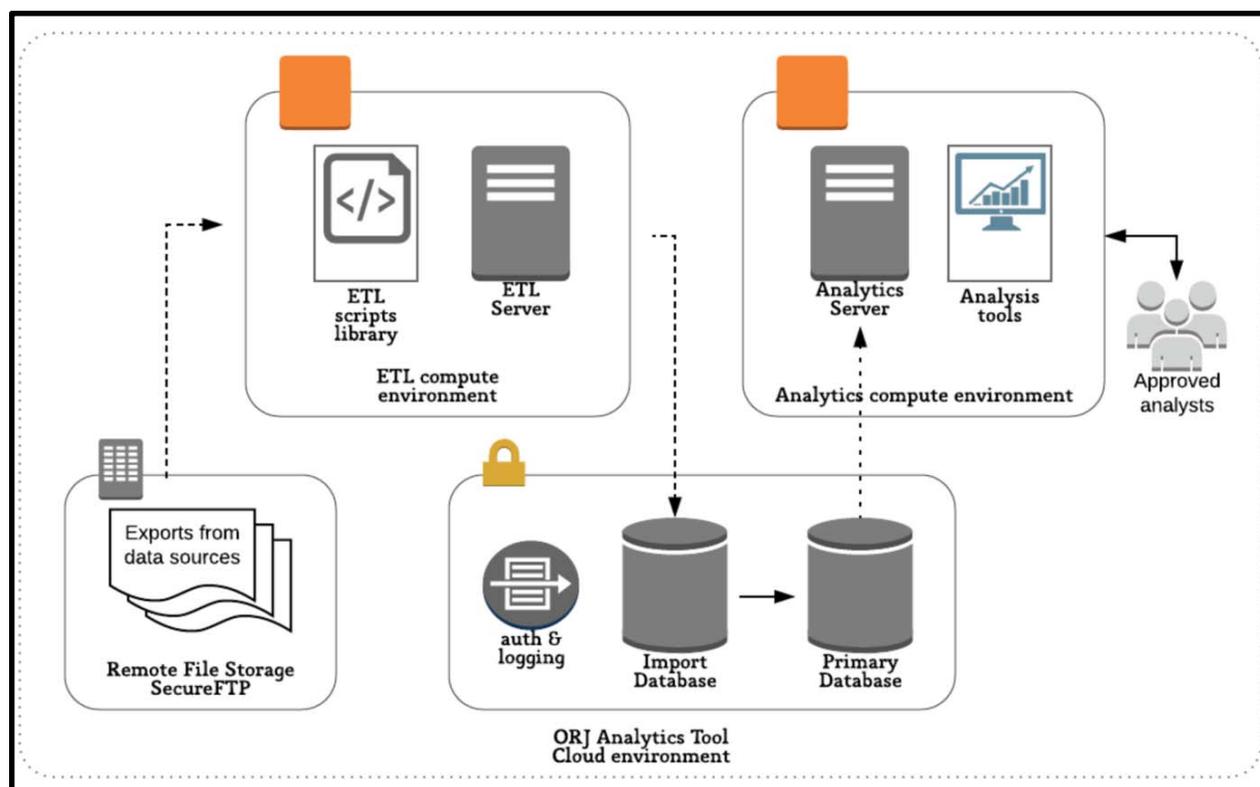


Figure 2: Schematic of the proposed system architecture

Data flow

Each data provider will export data from their system on a monthly cadence in an agreed schema. The schema and format will be different for each provider based on the schema of their own data systems. The exports will consist of one or several files. These files will be transferred via SFTP (Secure File Transfer Protocol) to an ORJ server. We have not researched county capabilities deeply, but we believe that the county Department of Information Technology will be able to provide an appropriate resource. Each data provider may choose to automate this process or use a manual process.

The diagram on the next page shows a simplified schematic of the data flow.

Reentry Data Management in Contra Costa: Analysis and Recommendations

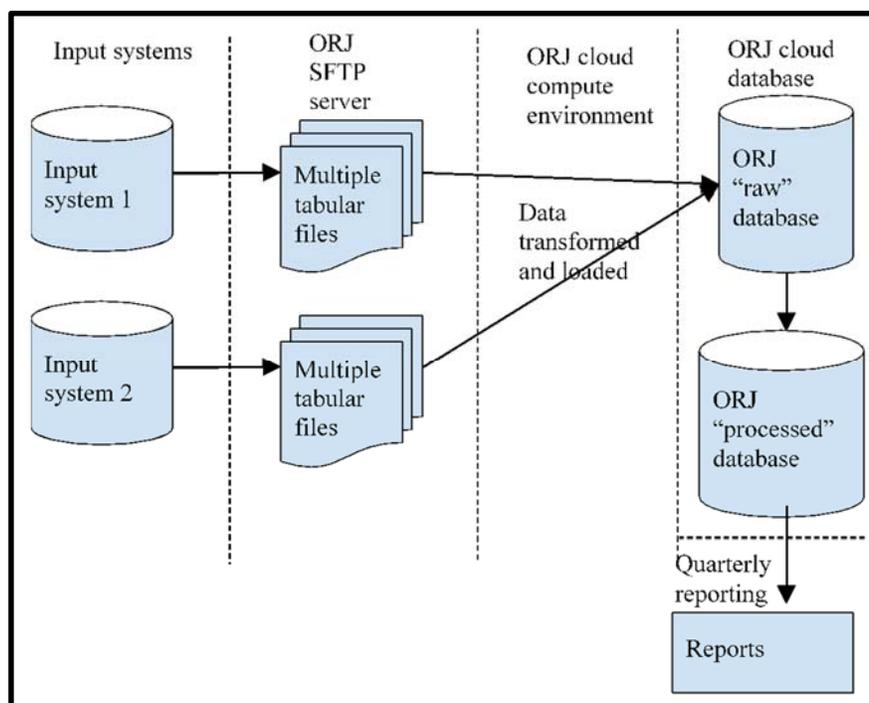


Figure 3: Conceptual view of the proposed data pipeline

For each data provider, once the files have been transferred, an ORJ employee will trigger a script that will run in the compute environment. There will need to be one data loading script for each input provider. This script will load the input files from the SFTP location, and perform a series of checks on the raw data: for example, that the files cover the expected time range, that they have the expected fields and data types, that they contain roughly the same number of records as previous transfers. The data will then be stored into the raw database in ORJ’s relational database. For each input file, there will be a table in the raw database and the script will append all new records from the input file into the corresponding table. The script will then delete the source files from the SFTP server.

Once all the input systems have their monthly records uploaded into the “raw” database, an ORJ employee will trigger a “master” script which will load and transform data from the raw database into the “processed” database. This script will merge and normalize input data, update existing records in the “processed” database where appropriate, and add new records. The data in the “processed” database will be used for all analysis; the “raw” database stores data only for audit and debugging purposes. The “processed” database will not contain PII; all PII will be removed in the transformation stage.

The schema of the processed database is important. However, note that the processed database can be completely reconstructed from the raw database, so its schema is fairly easy to change. The processed database should contain the minimal set of data to answer analytics questions, in order to protect the privacy and security of persons whose PII is being analyzed. Its schema must be simple enough to be used by relatively untrained data analysts, but also rich enough to answer detailed questions. Its schema should be driven primarily by the analytics questions that will constitute the quarterly reports, and so it would be premature to recommend a particular schema before the reports are defined. As a baseline, the schema should include:

- Unique individuals, linking all identifiers used across the input data sets and adding a new unique identifier

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- All law enforcement touchpoints, including arrests, charges, sentencing, probation start and end. Each event listed should link via foreign key to the previous event in the chain where appropriate. For example, the “probation start” touchpoint should link to the sentencing decision which mandated probation.
- All servicing touchpoints, including meetings and case notes across probation, attendance at service provider activities, etc.
- Referrals from Probation to service providers and from service providers to each other.

ORJ will also need a script that downloads an anonymized version of the processed database for ad-hoc analysis. We recommend that the system not allow personally identifiable information to be downloaded.

Ongoing and Ad-Hoc Processes

Each quarter, ORJ will trigger a script that will output, based on the latest data, a predefined report with analytics of interest. Yearly, ORJ will revisit the analytics questions that the quarterly reporting answers, identify any desired changes, and implement those changes. This may also include changes to the input from data providers, the loading scripts, and the database schema. When ORJ has additional ad-hoc analysis it wishes to perform, it can create a new analytics and reporting script to answer questions based on the stored data. It will be possible for ORJ’s internal resources to develop new query scripts in an ongoing way. If ORJ receives data requests from external researchers, it can review those requests, and after a Data Use Agreement (DUA) is signed, provide an anonymized form of the relevant data to the researcher. This process may be slightly different for other County or State agencies, who may have ongoing DUAs in place with ORJ, but it is still generally good practice, for the purposes of client privacy and security, to review all research requests and require that data be deleted after the research project concludes.

Timing

We propose a monthly cadence for data transfer, with quarterly scheduled reporting. The goal is to ensure that any bugs or schema issues that emerge during a transfer and data loading, are caught within a month. This way they can be mitigated quickly and are less likely to delay the quarterly reporting. If, while operating the system, ORJ determines that such bugs are rare, they can change data transfer to be quarterly; alternately, they may discover that they need the reporting to be refreshed more often, in which case the reporting cadence can be adjusted.

Input data

Each input system will transfer several tabular files monthly. Below we briefly describe each input system and the desired data transfer from that system.

Probation

Probation is currently implementing a new case management system from a vendor called C5. We describe desired data transfer from the new C5 system, which is expected to launch in Q1 of 2018 for adults, and a year later for juveniles. Probation’s data transfer will consist of three files: clients, dockets, and referrals, as described in the table below.

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File	Description of data model	Key fields
Clients	One record for each individual who has been on Probation in the county.	Name Age Race Person identifiers (SSN, state and federal corrections identifiers)
Dockets	One record for each time a client is granted a term of Probation in Contra Costa County. The same client may have multiple dockets.	Criminal charges Classification of case (including AB109 status) Sentence information Probation start/end dates Probation officer case notes Risk scores Treatment plan/Supervision Strategy Type of case closure Violations Client identifier (foreign key)
Referrals	One record for each time a Probation Officer refers a client to a service provider.	Whether referral was court ordered Attendance/Participation Program outcome Docket identifier (foreign key)

SAFE

The SAFE system is a Salesforce-based Client Relationship Management (CRM) system maintained by the Reentry Success Center (RSC) which centralizes case management data from a variety of service providers. RSC was created in 2011 as a brick-and-mortar reentry center serving primarily West County, and there is no comparable physical location in East County. In our experience, it is common for small organizations to experience difficulties exporting data from Salesforce, and we expect that this will be true for SAFE as well.² There is a plan for the County to take over maintenance of the SAFE system in the near future. If this plan is implemented, it should not materially change the requirements of this specification.

File	Description of data model	Key fields
Clients	One record for each individual.	Personal details Identifiers Demographic information Information gathered from standardized program intake form

² There is a plan for the County to take over maintenance of the SAFE system in the near future. If this plan is implemented, it should not materially change the requirements in this specification.

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File	Description of data model	Key fields
Custom Objects	RSC implements a Custom Object to track the change history of certain data points about an individual. Each record here will be a change to a single data point. For example: new living situation for a certain client.	Client identifier Field which is changing Timestamp New value of the field
Referrals	Each record is one referral from a service provider to another (or itself).	Client identifier Timestamp Referring provider identifier Referred provider identifier Outcome of referral Any notes or contextual information.
Goals	RSC has modeled about 40 goals in 8 domains to track client progress. These are child objects to a referral.	Referral identifier Start date End date Goal outcome (successful?)
Sessions	Used for workshops and tracking attendance. One record for each individual attendance at a session.	Date Client identifier Session information

Sheriff's Office

The Sheriff's Office maintains two data stores, a Jail Management System (JMS) and an Excel sheet that tracks AB109 status of inmates. The fields described below represents the most crucial data transfer from the Sheriff's Office. We believe there may be richer data available that should also be incorporated into the ORJ system, but were unable to create an explicit list of other fields during the course of this project.

File	Description of data model	Key fields
AB109 Status	One record for each individual who is under AB109.	Individual identifier (booking number).
Bookings	One record for each booking, including pre-trial and post-sentencing incarceration.	Personal information (name, DOB, other identifiers such as State Bureau of Investigation (SBI) if available) Entry and exit date Reason for booking (arrest vs incarceration)

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Court System

The Superior Court maintains a mainframe-based system with two main types of records: cases (which can have more than one defendant) and individuals. The court system is the system of official record in the county, so effort is expended in the completeness and accuracy of records.

File	Description of data model	Key fields
Cases	One record for each case, which can have multiple defendants.	Custodial status Court appearances and outcomes Disposition (finding) Sentencing and outcomes Subsequent actions Information from police report about the arrest Arresting agency Complaining agency
Individuals	One record for each individual defendant in a case.	Case identifier Name Race Age SSN Gender Vehicle information (if applicable) CII number

Alternate Possibilities

While developing this recommendation, we considered several alternate proposals before choosing one. Here we briefly describe a few alternatives and the reasons we did not choose them. While we believe that our recommendation is the best course for ORJ at this time, we list these alternate possibilities in case changes lead ORJ to re-evaluate the options and reprioritize different concerns.

Summary of Alternate Approaches		
Alternate Approach	Alternate Approach	Alternate Approach
Leverage existing database (probably probation)	Series of ad-hoc scripts at time of analysis (similar to RDA in the past)	Self-hosted IT system
Pros Will require less resources May take less time to development	Pros Less upfront cost Minimally disruptive Low sustainability risk	Pros Higher perceived security

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Summary of Alternate Approaches		
Alternate Approach	Alternate Approach	Alternate Approach
Leverage existing database (probably probation)	Series of ad-hoc scripts at time of analysis (similar to RDA in the past)	Self-hosted IT system
Cons Creates significant dependency Less reliable governance model Would require postponing development until Probation's new system is operational	Cons Not a stable solution Does not address data storage needs Lack of security Duplication of effort	Cons High cost in implementation and maintenance.

One possibility is to leverage an existing database within the county, and augment that database with new data sources until it is sufficient to meet ORJ's analytics needs. Probation's new system (expected to go live in early 2018) would be the most promising candidate, because its development is well-resourced and it already pulls in data from disparate sources. This would have the advantage of minimizing development time and cost. However, it would add a large amount of risk to the project by creating a single point of failure. If Probation withdrew support for the project, ORJ would suffer a disruption of analytics capability. It also presents a potential (or perceived) conflict of interest for community-based organizations to provide client data to a law enforcement agency, even if that data is supposed to be used only for analytics. In doing our investigations to develop these recommendations, we heard from community representatives that this would be troubling, could have a negative impact on client trust, and might therefore prevent these organizations from being full participants in this initiative. Finally, Probation's data system has an existing development roadmap for 2018, and waiting for resources to be available might delay the ORJ project.

Another possibility is to maintain a series of scripts that run on a local laptop, and request data ad-hoc from stakeholders to perform one-off analysis. This is similar to how RDA performed their analysis when developing the reports we reviewed. This has the advantage of a reduced upfront cost. The drawbacks of this approach include additional security risk, and likely reduced use of the analytics compared to the other approaches. This is because there will be an increased amount of work required for the same level of inquiry each time an updated analysis is performed. Moreover, without the technical and process infrastructure we propose, it is more likely that data partners will withdraw participation over time.

Finally, a third possibility is a system similar to the main recommendation, but self-hosted instead of hosted on a cloud provider. While the other two possibilities we describe could be successful if conditions on the ground at ORJ change, we strongly recommend against this last solution. Compared to the cloud approach, this incurs significant additional cost, both up-front and in an ongoing way, and provides little-to-no marginal benefit aside from a slight potential increase in security.

VI. Scope / Impact / Risk

We address here multiple considerations concerning the cost of the proposed system, the process and administration required to support it, and some relevant risks along with strategies for mitigation.

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Total cost of ownership

A total cost of ownership for the proposed system will include both internal and external costs for ORJ.

Internal resourcing	External expenses
<ul style="list-style-type: none"> Ongoing maintenance and support for the tool and data pipeline Internal resourcing for administrative and governance functions 	<ul style="list-style-type: none"> Upfront costs for technical build of the analysis tool and data pipeline, as well as expected iterations in the roadmap Ongoing technical infrastructure costs Third party software licensing costs

Internal resourcing requirements

The internal requirements may be fulfilled by allocating time of existing or planned resources at ORJ. There are already plans at the organization to hire individuals with skills closely aligned with those required to support this analytical tool.

The individual(s) responsible for these tasks must have the technical and administrative skills necessary to support the functions, as described in this document.

Internal costs:

Initial: N/A

Year 1: 35 person days

Year 2: 20 person days

Ongoing: 10 person days/year

Internal resourcing: Scope

Technical Infrastructure
Systems Administration
Business continuity
Governance and Process
Administrative functions
Technical and process documentation
Training for administrators
Training for analysts
Query and export support (for non ORJ entities)

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External costs

The external expenses include two categories: A) Build and B) Infrastructure.

Category A: Build

Initial build and planned upgrades of the system over the first two years will include costs that are dependent on the specific vendor selected for implementation. Provided here are high level estimates of the effort involved based on industry standard providers.

Detailed technical design specifications are not available. The selected service provider would need to allocate capacity for both requirement specification and technical implementation costs during the build phase. This expense is incorporated into the estimates provided.

Estimated effort for build

Initial: 80-100 person-days

Year 1: 20-30 person-days

Year 2: 20-30 person-days

External costs: Build Scope

Data pipeline and ETL
Source system query and export
Data transfer pipeline design
Data transfer implementation
Cloud Infrastructure, storage
Data model / db schema design
AWS Setup and configuration
Business continuity
Base scripts and codebase for analytics
Data dictionary
KPI & key analytics design
Baseline analytics codebase
Analytics helper scripts and notebooks

Category B: Infrastructure and licensing

Ongoing infrastructure costs of cloud compute and storage, which will depend on cloud infrastructure provider, usage, and the volume of data. Estimates here are based on expected system size and usage,

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and the Amazon Web Services (AWS) cloud computing services, an industry standard provider that would meet the technical and compliance requirements for the system.

ORJ may also consider supplementing the use of the analytical pipeline with third party reporting or visualization software.

Estimated costs for infrastructure & licensing:

Initial: N/A

Ongoing: \$500-\$1000 / year

+ Licensing costs of third-party software.

External costs: Infrastructure Scope

Cloud Infrastructure, storage
Compute, pipeline, and related services
Storage

Other Cost Considerations

Our total cost of ownership calculation does not include the up-front or ongoing cost for the data providers to support the system. We have not conducted a detailed estimation for this, but we expect that it will take between two and four weeks (FTE equivalent) of dedicated technical support when the system is implemented. We expect that the first few monthly transfers will require one to two days of support, and that this time will be reduced to a few hours moving forward as any issues are resolved. We have also included in our cost estimates an external resource to support the partners' development efforts.

As mentioned above, the SAFE system may be moving to ORJ's stewardship in the near future. If this happens, ORJ will assume the cost of implementing and supporting that data transfer, which is not accounted for in our estimates.

Users

The system design addresses several groups of users who will interact with the system.

1. For each input system, a technical user will need to export data to match a given schema and transmit it to an ORJ system. Based on our interviews with technical administrators for these systems, we are confident that they can accomplish these tasks given their existing tools and knowledge.
2. There will need to be technical employees who administer the ORJ system and execute the monthly import process. The cloud providers we recommend have user interfaces that simplify system maintenance and administration. We also recommend investment at implementation time to develop the ingestion and reporting scripts with an eye towards robustness, to minimize the required tasks each month associated with the ingestion process. However, these users will need to be able to troubleshoot and debug any issues that arise during the ingestion or reporting process.

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3. Internal or external analysts and researchers working with the data will need to specify their required data, and be provided with data exports that do not contain PII. We do not at this time recommend developing or purchasing a dedicated interface for these users, aside from the regularly scheduled report which will be delivered quarterly.

Broadly, we recommend that the system be designed using role-based permissions. Each user group above would have a designated role in the system and associated permissions.

Governance

Building and operating the proposed system will require ongoing governance decisions. The system will be most effective in the long run if these decisions are made or at least informed by a governance board. The governance board.

Who should participate in governance?

This project will require cooperation from several different stakeholders, and their continued participation presents a major risk for the success of this system. We recommend that the governance board provide a voice for these stakeholders, meets their continuing (and possibly changing) needs, and incentivizes their continued participation in this system.

Who are the relevant stakeholders? First, and most critically, any entity that is feeding data into the system. To start, this will be the Probation Department, the Court, the Office of the Sheriff, and any community and county providers of reentry services whose data is flowing into the SAFE system. (If the SAFE system is moved under the stewardship of another organization, that entity would also be a stakeholder.) Second, any external users of the data. No external researchers are described here, but it is possible that in the future ORJ will have continuing relationships with other entities who may make use of the data; these will then be system stakeholders. Third, any entity providing funding, support, or other resourcing to the system for development or maintenance, including Contra Costa County and its elected officials. Fourth, the individuals whose data is present in the system are stakeholders; we recommend that representatives from this community participate in the governance of the system. Finally, we recommend that at least one member of the governance board have expertise in ethics. As we lay out elsewhere, there are a variety of ethical issues associated with the operation of this system.

How can the data providers be incentivized to continue providing data into the system?

This system requires that the data providers provide accurate, regular data feeds into the ORJ system. Expansion of the analytics questions that the system can address will rely on further adjustments by the data providers to begin providing new data. This work will either require automation, a one-time investment with minimal maintenance costs, or an ongoing operational effort to provide data manually each month. These costs are not trivial, and the data providers may need to be incentivized to participate in the system. ORJ should think through how best to incentivize these stakeholders. Likely this would consist of sharing the analysis that results from this system, and extending the planned analysis to provide additional value by addressing questions of interest to the data providers. ORJ could also consider providing resourcing to stakeholders to alleviate their cost of integrating with the ORJ system and reflecting the stake that ORJ now has in the provider systems.

Respecting Constraints

The data providers may have data use agreements (DUAs) or other policies in place that limit the use of data in their own systems, and they will likely want to establish new DUAs with ORJ before sharing data

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into the ORJ system. The governance structure should provide a forum for discussing restrictions on use of data, and for suggesting changes to the DUAs. We also recommend that ORJ implement its own restrictions in its DUAs with both data providers and researchers, making explicit that these entities are not permitted to use the data in this system in any way other than aggregated analysis.

Administrative Considerations

Ownership and maintenance

We propose that ORJ own and maintain this new data system. ORJ's mandate calls for working across county and private entities to improve criminal justice outcomes and address recidivism, which gives them a unique position for maintaining and operating this new shared data system. This means that ORJ will need to hire or assign the relevant resources in-house, or contract out some of the work of building and maintaining this system.

Ethical ramifications

The creation and use of data systems often has ethical ramifications, especially within the criminal justice domain. Too often, technical designers imagine that they have a kind of neutrality, and do not concern themselves with ethical considerations. They assume that end users will address these concerns. Rather, our vision of ethics requires thinking through these ramifications at each step of the design process. Ethics is a process, not an outcome [\[source\]](#). To that end, we propose that the governance board described above be mandated to consider issues around ethics, privacy, and to interface with stakeholders and the public around these issues. It should include an expert in data ethics and it should implement a periodic review process to re-evaluate these issues.

To explore more fully the ethical considerations in this system, we had our proposal reviewed and analyzed by a data ethics expert, excerpts of which are reproduced as an Appendix.

The governance board should review requests for new analysis with these considerations in mind. No new analysis should be performed on the data of this system without review of the ethics board, similar to the way an IRB functions in scientific research.

It is easy to imagine that data is neutral, and data analysis uncovers truth and leads only to increased efficiency. However, data often reflects existing bias, and its use often reinforces unfairness in society. These guidelines would help ensure that the system is being used in ways that take these concerns into account and is serving the interests of fairness and justice.

Legal / policy / privacy

It will be critical for ORJ to comply with an assortment of regulatory, contractual, and privacy-related requirements when building and operating this system. ORJ will likely need to sign data use agreements (DUAs) with the data providers. Moreover, some of the data entering the system may be health-related and fall under additional requirements outlined in the Health Insurance Portability and Accountability Act (HIPAA). Criminal justice data is also highly sensitive from a general consideration of individual privacy and dignity.

These are addressed to some extent by design features described earlier, such as: the security design of the system, the data minimization policy, role-based access, and policies restricting export of raw data to external users. However, we also recommend that the governance board conduct regular reviews of all

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privacy and data use requirements to ensure continued compliance. These reviews will likely recommend terms of use for all individuals with access to the data, including ORJ staff.

We also recommend that ORJ implement a data retention policy, which would serve to limit the risk that an individual's records are breached or otherwise exposed to misuse. Specifically, ORJ should define a data lifecycle, where individual records are only retained for a limited time before being archived or eventually deleted.

Finally, there are existing policies and regulations at various levels of government which must be complied with, such as the CJIS standard [\[source\]](#) for FBI related data. ORJ should work closely with County Counsel to ensure compliance with all applicable standards and legal requirements.

Flexibility

We consider three ways that the data system might require future flexibility: new analytics questions, new input systems, and scale of the data.

New analytics questions

The new data system will be built to address a certain subset of analytics questions. Over time, ORJ or other system stakeholders may determine that they are interested in answering additional questions. If these questions are possible to answer using the data already being stored, it will be straightforward to add new analysis to the quarterly reporting. If the new questions require new data to be gathered from the source system, ORJ will need to make several adjustments. First, the data providers will need to adjust the schema of the data transfer. Second, ORJ will need to adjust the schema of the "raw" database and the "processed" database. Third, ORJ will need to adjust the ETL scripts to include the new data that is being stored. Finally, ORJ may desire to backfill the new data fields from previous time periods in the input systems rather than only collecting the new fields moving forward. It is also possible that ORJ will recommend that relevant partners begin collecting and reporting new data.

Adding new input systems

ORJ may determine that they want to add data from new providers into their system. To do this, they will need to define schemas for the new transfer, add tables to the "raw database", and adjust the ETL scripts to account for this.

Data size and scalability

We do not expect scalability to present an issue for the designed system unless major changes are made in the size of data being collected and stored; the data being transferred is quite small relative to the capacities of the systems being used. We expect each transfer to consist of no more than a few thousand records, each of which has a small number of fields. This should not put a strain on any of the system components during transfer, ETL processing, storage or analysis.

VI. Next steps / Conclusion

Building a new data system would represent a major effort in time and resourcing for ORJ, which is a relatively small office within the county. However, we believe it would have large returns. It would improve ORJ's ability to understand patterns within the county, make analysis and program evaluation cheaper moving forward, and generally act as a force multiplier for all county efforts to improve reentry outcomes and reduce recidivism. Furthermore, if implemented successfully, this could serve as a model for other counties across the state.

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Appendices

Appendix A: Technical Notes

Cloud Computing

Cloud computing is a relatively new option within the technology world, and government has been slower than the private sector to adopt it widely. CCC to our knowledge does not currently use cloud computing. However, we believe it is the right technical choice for this project, and we recommend that it be used. Using cloud computing, instead of maintaining dedicated hardware, removes large costs and expertise requirements, and provides flexibility to changing requirements of the system.

Multiple vendors offer integrated cloud computing platforms. Our leading choice would be Amazon Web Services, due to its stability, performance, platform maturity, and pricing. Comparable alternatives include Microsoft Azure and Google Cloud Platform. No matter which platform is chosen, two specific services are likely to be required:

- **Compute environment:** If AWS is chosen, we recommend Elastic Compute Cloud (EC2) on-demand instances. This compute environment will only be used for ETL processing and will only be running a few times each month, so a dedicated instance is not required.
- **Database cluster:** If AWS is chosen, we recommend Relational Database Service (RDS), since the data stored will be relational. We do not have a strong recommendation as to the database engine. In our experience, PostgreSQL is a sensible default but we do not think this is a highly consequential choice. This system has modest technical requirements which can be easily satisfied by any of the major database engines.

Security

Throughout the report, we mention security concerns that should be accounted for in implementation and operation of the new system. The ultimate purpose of these suggestions is to increase the privacy of the persons whose data is being gathered, and to minimize the risk of harms to them. We list them together here, and briefly describe them, for convenience:

- **Encryption:** All data must be encrypted according to best practice in transit and at rest.
- **CJIS:** ORJ should consult with County Counsel to understand whether CJIS (or similar standard) compliance is relevant, and if so, what is needed to comply with all requirements.
- **PII:** No personally identifiable information (PII) should ever be on local machines such as a personal laptop or desktop computer.
- **Access logs and audit trail:** All access to the database and computing environments must be logged, and there must be a log retention and review policy. The cloud provider should be able to provide this service for access to the cloud environment, and we expect that something similar exists for the ORJ SFTP server.
- **MOUs:** All users who are provided with access to the data must sign a Memorandum of Understanding (MOU) which would outline conditions under which the data would be accessed, the specific research questions for which authorization has been provided, and any constraints around duplicating or deleting the data, and otherwise acting as a good steward for the data which has been provided.
- **Role based access:** All access to the system should be restricted to the minimum necessary set of capabilities, using role-based access.

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Appendix B: Ethics Analysis and Recommendations

Appendix B is an excerpt from an Ethics Analysis of the proposal by an expert in data ethics, Jacob Metcalf. This content adds framing and detail to our discussion of ethics in the main text.

Jacob Metcalf, PhD
Ethical Resolve
Data Ethics Review
<http://ethicalresolve.com/jacob-metcalf-phd/>

Overview

This proposal is well-constructed to handle relevant data ethics concerns. The technical components are capable of addressing the significant privacy and dignity concerns that are brought up by this sensitive data. Most of the relevant governance issues are effectively raised and for the most part are well-tailored to the system's use context.

Communicating values

The purpose of this system is to analyze aggregated re-entry outcomes in order to provide a reflexive view of the justice system. In other words, this data system helps the justice system develop a more robust view of itself. Yet, the raw dataset in the backend of this system could provide an invasive, integrated view of an incarcerated individual's life and medical status. The core risk of this system is that it will be turned *against* individuals rather than be used for aggregated, reflexive purposes. The *when, who, and why* of access to the integrated raw data is actually a matter of values. Therefore, the question of whether this system harms individuals or serves the public is therefore *primarily* a matter of governance and only *secondarily* a matter of technical design.

Even if CCC ORJ adopts a technical solution that deviates from this proposal substantially they will still face more or less the same ethics issues. Ethical values should not come and go with ephemeral design choices. For example, when proposing that the ORJ system only make use of the minimal information necessary to answer a query, the proposal indicated that this is because it reduces the chances that privacy or dignity harms will be committed.

Additionally, I suggest that the future designers and governance committees that may be guided by this report, should be clearer about the values this project is attempting to fulfill. Is the purpose/product metric of this system to *reduce recidivism*, or *maximize public safety*, or is to *provide optimal outcomes for incarcerated clients reentering society*? Data systems—particularly if paired with advanced analytics tools such as deep learning in the future—will tend to maximize the values for which they are built. Reading this report I can see how this data system would achieve some of each of these goals in tandem, but it is important to consider in advance how these values could conflict in the future and indicate which value is most important.

Governance

There are 3 primary areas of governance where I think the governance aspects of this system could be improved.

- 1) Reciprocity with data providers: The report correctly indicates that it is important to incentivize data providers to participate through providing them a stakeholder role and access to the ORJ

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analytics. It is reasonable to assume that more stakeholders supplying data to the raw dataset would result in more accurate and useful analytics. However, this also arguably poses the most substantial downstream risk. Research indicates that public services analytics that integrate law enforcement datasets and social services datasets create a troublesome loop. Providing law enforcement (including officers, district attorneys and judges) access to social service data sets that include case histories and mental health assessments creates an unintended increased contact between social service clients and the judicial system. Inversely, systematically providing law enforcement data sets to social service providers can cause clients to be unfairly denied access to service or increase punitive contact with social service providers (such as child welfare agencies). This creates a loop of burdensome surveillance across agencies, disincentivizing clients from seeking voluntary support to which they are entitled and increasing the chances they will be re-arrested for minor offenses. In other words, used incorrectly this ORJ system could *increase* recidivism by making it easier for law enforcement to focus on the client population to the exclusion of other law enforcement priorities. Designers should assume that whatever is made visible by data will get more attention. In this case, ask whether the people that are made more visible would benefit or be harmed from more attention. Ask whether the public would be better served by public agencies attending more closely to the types of incidents that integrated data streams make visible.

As proposed, this system has appropriate technical responses to this risk: 1) no access to PII in the processed database, and 2) structuring the analytics processes to perform only a specific set of scripts on a delayed interval. In other words, this is not a system designed for easy access to integrated data about individuals in real time. However, it's not *impossible* to use the system that way if the governance system does not explicitly disallow access to the integrated raw dataset. There needs to be clear advice that DUA's with cooperating agencies should explicitly exclude the possibility of any stakeholder from using the raw data in that fashion.

- 2) Governance committee: The report proposes creating a standing governance committee for ORJ. I suggest that the ORJ needs a "governance committee" with a broader mandate to consider privacy, DUA's, and interface with stakeholders and the public in addition to addressing ethics issues.

It is advisable that at least one person on a governance committee have expertise in data ethics and/or governance. Additionally, the report is correct to identify one of the most important moments for ethical governance: the creation of new analytics queries. A major risk for this project in the long run is mission drift through change in the permitted scripts. The governance committee could be charged with providing annual or semi-annual "algorithmic impact assessment," a method that [has been proposed](#) for public agencies to make any automated systems transparent and accountable to the public, similar to the familiar environmental impact statements that accompany any major physical development project.

- 3) Future-proofing: the most substantial downstream risk in creating an integrated database is what will happen with it 10, 20, or 30 years later. For example, what happens when new leadership in Contra Costa County decides it wants to connect this dataset to inexpensive machine learning tools and automate judicial decisions? When the government keeps an integrated and invasive dataset of individuals then the one outcome we can be sure of is that all those individuals will receive more attention than people whose troubles don't rise to the attention of the public. Designing data systems with forbearance—deciding up front not to know some features of some

**Reentry Data Management in Contra Costa:
Analysis and Recommendations**

individuals or populations—will determine whether these data systems improve or exacerbate social inequality. In this case, the designers should consider whether the data kept in the cloud should be retired on a specified timespan. If the genuine purpose of the proposed analytics tools is to measure recidivism—which is always defined within a timespan—then there should be no reason to maintain raw data about individuals far beyond that timespan.



Reentry Data Management in Contra Costa: Analysis and Recommendations



Prepared for the Office of Reentry and Justice
April 2018

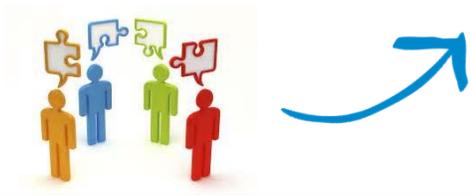
Consultants: Louis Potok
Aman Ahuja




Background and what we did...

ORJ determined it can fulfill its mission better with increased access to data about how individuals move through the criminal justice system in CCC

Necessary data is currently fragmented across multiple stakeholders and is therefore difficult to access and use



What we did....

Identified questions ORJ would like to answer but currently cannot

Analyzed current systems and the data they track

Proposed a technical system to improve ORJ's capacity to use data + considerations to be able to implement the system

To what end...



Proposed system would vastly increase the ability of county entities to perform descriptive analyses.

By gathering and merging the data in one place, it would allow an analyst to quickly explore multiple questions and concept definitions, and use the results of one analysis to plan future work.



To what end...



Vision for success: If successful, researchers within the county and external researchers will more easily be able to access and analyze data related to the criminal justice system, with a specific focus on recidivism, within Contra Costa County. This data will be protected and anonymized, but rich enough to provide deep insights that inform efforts to reduce recidivism and improve the outcomes of individuals across the county as well as improve the efficiency of county programming.



Types of questions ORJ wants to be able to answer...



Descriptive vs. Actionable Questions

Descriptive Questions

Has recidivism increased in Contra Costa County since five years ago?

How many individuals were on Probation in CCC in 2017?

What percent of individuals on Probation received services from CBOs or county providers during their probation?

Descriptive Questions

- Tell us what happened, when, and how often
- Relatively simpler to answer, but still contain hidden complexities in definition and data sources

Types of questions ORJ wants to be able to answer...



Descriptive Questions (Cont.)

Are AB 109 individuals more or less likely to uptake pre-release CBO services, compared to other individuals incarcerated in county jail?

Of individuals arrested by the County Sheriff's Office, what percent are ever charged with a crime?

What is the average time between arrest and being charged?

Descriptive Questions

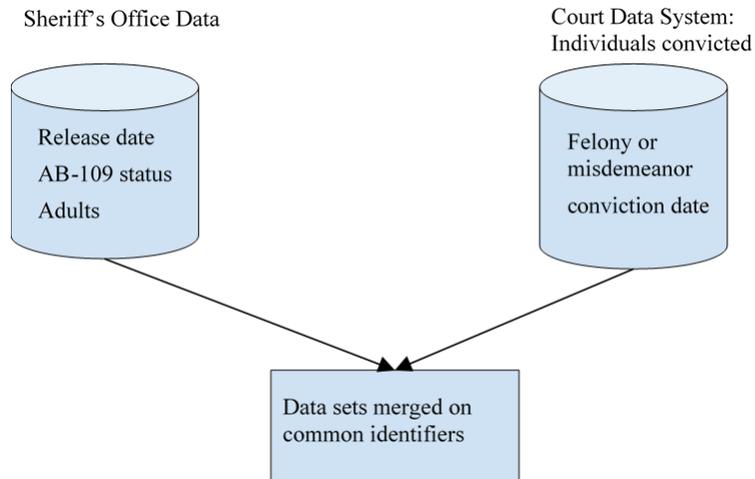
- Tell us what happened, when, and how often
- Relatively simpler to answer, but still contain hidden complexities in definition and data sources

Types of questions ORJ wants to be able to answer... TETRA TECH

Complexities *Has recidivism increased in Contra Costa County since five years ago?*

	Questions
Numerator (number of people who do recidivate)	<ul style="list-style-type: none"> • What level of crime? (misdemeanor, felony, AB-109 eligible) • What level of "involvement"? Arrested, charged, convicted (plea/trial), imprisoned? • When does the "eligibility period" end? (Recidivism within what time frame?)
Denominator (number of people who could have recidivated, or the "population of interest")	<ul style="list-style-type: none"> • What level of crime? (misdemeanor, felony, AB-109 eligible) • What age (adult or juvenile)? • What level of "involvement"? Arrested, charged, convicted (plea/trial), imprisoned? • When does the "eligibility period" start (released from prison? After ending supervision?) • Adults? Juveniles? • Distinction between federal crimes and state crimes? Distinction between incarceration in state prison vs county jail?
Other	<ul style="list-style-type: none"> • Can an individual be counted twice if they recidivate twice?

Recidivism... 3 year time lag TETRA TECH



Recidivism... 3 year time lag



Previously	Under the proposed system
<ul style="list-style-type: none"> ● Analysis triggered by ad-hoc request ● Analyst requests access to three data sets: <ul style="list-style-type: none"> ○ Sheriff's Office JMS system ○ Sheriff's Office Excel sheet tracking AB109 individuals ○ Court System records on convictions ● Analyst, using previous knowledge or their own notes, writes code linking the data sets ● If, a few months later, a different stakeholder requests a similar analysis using a slightly different metric, the full process must be re-performed 	<ul style="list-style-type: none"> ● Analysis performed automatically each quarter ● All data already hosted and available ● Queries and code are hosted and stable; modifications can be made easily ● Clear defined record of how previous analysis was performed, making results reproducible



Types of questions ORJ wants to be able to answer...



Actionable Questions

Area 1: Probation Officer decision-making

Probation Officer working with a probationer assesses that their major needs are stable housing and behavioral counseling:

- Which service programs should they refer the individual to?
- Should they try to address both issues at once, or should the individual focus on one issue at a time?
- Will the individual be more likely to attend and succeed if attendance is compulsory or optional?

Actionable Questions

- Answers have implications that can drive operational actions, policy decisions, funding allocations, and programming priorities

Types of questions ORJ wants to be able to answer...



Actionable Questions

Area 1: Probation Officer decision-making

In the future, to help POs, ORJ and Probation could perform analysis on the data and ask:

For individuals on Probation, who need both housing and behavioral counseling, what percent attain these two goals, and how does that vary based on which programs they were referred to, and in what order they were referred?

Actionable Questions

- Answers have implications that can drive operational actions, policy decisions, funding allocations, and programming priorities

Types of questions ORJ wants to be able to answer...



Actionable Questions

Area 2: Pre-trial detention

- For individuals arrested on different charges (e.g. misdemeanors, less-serious felonies, property crimes), what % are formally charged with a crime? What percent of those are found guilty?
- Of individuals not detained pre-trial, what % have another arrest while awaiting trial? Fail to appear?
- Of individuals found guilty and then released on probation, is a pre-trial detention period negatively associated with subsequent attainment of housing and employment?

Actionable Questions

- Answers have implications that can drive operational actions, policy decisions, funding allocations, and programming priorities

Types of questions ORJ wants to be able to answer...



Actionable Questions

Area 2: Pre-trial detention

The answers to questions above will help inform the tradeoff that Contra Costa County is making in pre-trial detention decisions, and may lead to a decision to adjust the tradeoff that is being made.

Actionable Questions

- Answers have implications that can drive operational actions, policy decisions, funding allocations, and programming priorities

Types of questions ORJ wants to be able to answer...



Actionable Questions

Area 3: Pre-release programming

- Do individuals with access to pre-release services recidivate less often than individuals who did not have that access?

While the data cannot prove that pre-release services reduce recidivism, stronger within-county evidence could provide impetus for increased funding for such services, or reallocation of funding to the individual service providers which the data suggest are most effective at reducing recidivism.

Actionable Questions

- Answers have implications that can drive operational actions, policy decisions, funding allocations, and programming priorities



Proposed technical solution and what it would deliver...

ORJ to procure and maintain a cloud-based relational database and compute environment

Source data will come from other county data systems on a monthly cadence, to be transferred to an ORJ-maintained server.

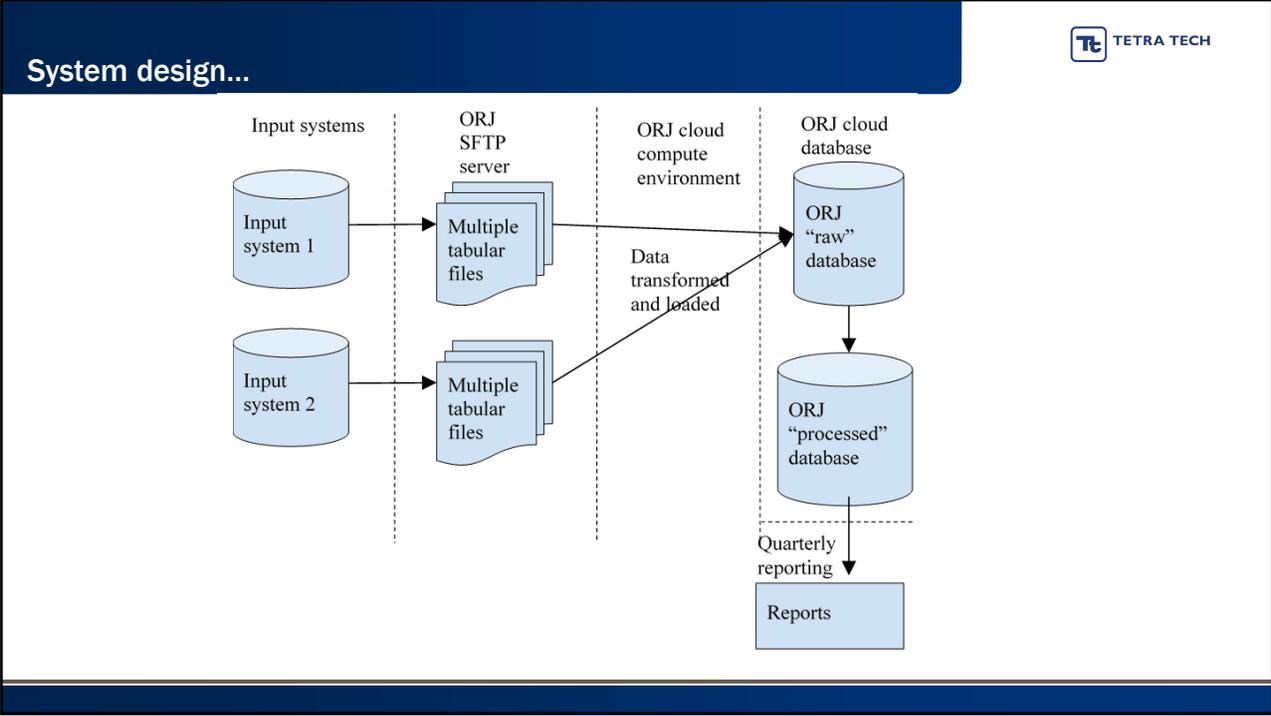




Once the raw data is transferred, ORJ will ingest into its database using a series of scripts running in a cloud compute environment.

Personal information will be encrypted and protected.







Proposed technical solution and what it would deliver...

Each quarter, ORJ can trigger a script that will output, based on the latest data, a predefined report with analytics of interest.





When ORJ has additional ad-hoc analysis it wishes to perform, it can create a new analytics and reporting script to answer questions based on the stored data. It will be possible for ORJ's internal resources to develop new query scripts in an ongoing way.



Yearly, ORJ can revisit the analytics questions that the quarterly reporting answers, identify any desired changes, and implement those changes. May include changes to the input from data providers, the loading scripts, and the database schema.



The proposed system will address infrastructure and pipelines for the aggregation of key data sources, making possible additional advanced studies and analytics in the future.





They may include: measuring the treatment effect of interventions using counterfactual techniques; incorporating study selection controls using propensity score matching; and understanding predictive bias in recidivism prediction instruments (RPIs).



These studies will depend on the expertise of analysts, and governance structures.





Example of data to be transferred - Probation...

File	Description of data model	Key fields
Clients	One record for each individual who has been on Probation in the county.	Name Age Race Person identifiers (SSN, state and federal corrections identifiers)
Dockets	One record for each time a client is on Probation in Contra Costa County. The same client may have multiple dockets.	Criminal charges Classification of case (including AB 109 status) Sentence information Probation officer case notes Risk scores Treatment plan Close of the case Client identifier (foreign key)
Referrals	One record for each time a Probation Officer refers a client to a service provider.	Whether referral was court ordered Attendance Program outcome Docket identifier (foreign key)



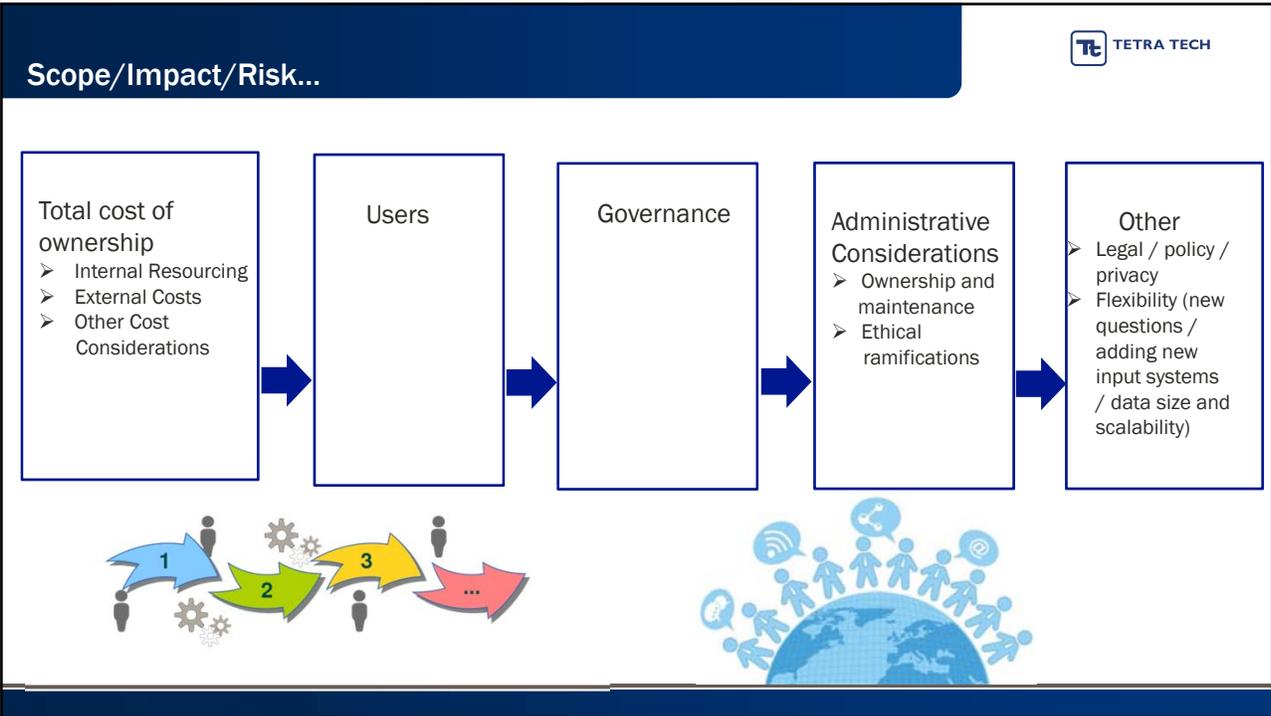


Benefits of this solution ...

- **Cost effectiveness:** minimize time/cost, use CCC Dept. of IT server
 - Reduce or eliminate cost of outside consultants for *ad hoc* data analysis
- **Ease of use:** reduce reliance on outside contractors after implementation
 - Almost real-time access to data for wide range of analytical purposes
- **Security and privacy:** (1) encryption of personal data, (2) data minimization



Alternative Approaches ...		
Summary of Alternate Approaches		
Leverage existing database (probably probation)	Series of ad-hoc scripts at time of analysis (similar to RDA in the past)	Self-hosted IT system
<p>Pros Will require less resources May take less time to development</p> <p>Cons Creates significant dependency Less reliable governance model Would require postponing development until Probation's new system is operational</p>	<p>Pros Less upfront cost Minimally disruptive Low sustainability risk</p> <p>Cons Not a stable solution Does not address data storage needs Lack of security Duplication of effort</p>	<p>Pros Higher perceived security</p> <p>Cons High cost in implementation and maintenance.</p> 



Where to next...



step 1

ORJ to collect stakeholder / community feedback.

step 2

Future ORJ Research/Data Analyst to offer inputs, support next steps.



The End



Any questions?



County of Contra Costa
OFFICE OF THE COUNTY ADMINISTRATOR
MEMORANDUM

COMMUNITY CORRECTIONS PARTNERSHIP

9.

Meeting Date: 09/07/2018
SUBJECT: AB 109 Capacity Building Program
FROM: David Twa, County Administrator
DEPARTMENT: County Administrator

RECOMMENDATION:

ACCEPT this report on the AB 109 Capacity Building Program.

BACKGROUND:

With the passage of SB 1020 in 2012, the County was required to create a Local Innovation Subaccount intended to promote local innovation in County decision making. Revenue deposited in this "Local Innovation Fund" must be used to support local needs, and the law provides the Board of Supervisors with the authority to fund any activity that is otherwise allowable for revenue in any of the underlying accounts that fund the innovation subaccount. Beginning with fiscal year 2015-16, any revenue deposited in the Local Innovation Fund each year will come from transferring 10% of the revenue received from the State in the form of growth allocations for the 1) Community Corrections, 2) Trial Court Security, 3) District Attorney and Public Defender, and 4) Juvenile Justice Subaccounts (these are the four source accounts for the Local Innovation Fund).

Because each year's growth revenue is allocated to the County in the subsequent fiscal year, in FY 2016-17 the County's first deposit of \$119,186 was made into the Local Innovation Fund from the requisite FY 2015-16 growth allocations. In FY 2017-18 the County received growth funding from FY 2016-17 that amounted to another \$186,607 that was deposited in the Local Innovation Fund. This meant the County had accumulated a \$305,793 Local Innovation Fund balance for innovation projects.

In September 2016, the Quality Assurance Committee (QAC) of the Community Corrections Partnership (CCP) discussed the development of recommendations for the use of Local Innovation Fund revenue. This matter was then forwarded to the CCP Community Advisory Board (CAB) for their input on the recommendations. The matter was considered once more by the QAC in November 2016 as CAB continued to formulate its input on the recommendations.

After the County Administrator's Office of Reentry and Justice (ORJ) was created in January 2017, the ORJ began working with CAB to determine recommendations for the use of revenue in the Local Innovation Fund. In June 2017, CAB recommended that this revenue be used to fund a capacity building project. CAB recommended a project where a cohort of AB 109 funded community based service providers would be guided through a self-assessment of needs related to organizational development. The cohort would then be provided individualized assistance to help participating agencies build capacity in the critical areas identified through the self-assessment process.

The ORJ received CAB's input, developed additional considerations, and returned to the QAC in September 2017 where it was agreed that the ORJ would conduct a Request for Proposals (RFP) process for the allocation of up to \$250,000 to be split between a capacity building project as envisioned by CAB, and an innovative reentry program to compliment the array of reentry services currently offered. On October 4, 2017, the ORJ published RFP #1709-252 for "Local Innovation Fund Projects." The RFP provided up to \$75,000 in funding for a "Capacity Building Project" to be implemented from January 2018 – December 2018, and for up to \$175,000 for an "Innovative Reentry Program" that would start in

January 2017 and could end as late as December 2019.

Ultimately, instead of recommending an award for a Capacity Building Project, the review panel recommended that \$175,000 be awarded to the Richmond Workforce Development Board over two years for employment development focused on the construction trades, and \$75,000 be awarded to Fast Eddies for a correspondence automotive repair training curriculum for individuals incarcerated in the county jail. These recommendations were adopted by the Public Protection Committee on December 7, 2017, with direction to use any remaining Local Innovation Fund revenue for a Capacity Building Program.

DISCUSSION:

On April 13, 2018, the ORJ released RFQ #1803-283 for "Management Consulting to Reentry Service Programs for Capacity Building." Through this process, the ORJ selected Jeweld Legacy, LLC, to facilitate the capacity building project during FY 2018-19. On July 26, 2018, the ORJ published a page for the Capacity Building Project on its website (<http://www.cccounty.us/7030/Capacity-Building-Program>) that included a link to an online application for interested agencies to apply to be a part of the capacity building cohort. This initial application closed on August 8, 2018, and the ORJ received 5 applications for 6 openings. When one of the applicants choose to withdraw themselves from consideration, the ORJ opened the application process again on August 20, 2018, and it closed on August 24, 2018. During this second application process another four applications were received by the ORJ.

After discussions with Jeweld Legacy, the ORJ has decided to move forward with an initial Capacity Building Cohort of seven agencies consisting of the following (in alphabetical order):

1. Back on Track Expungements
2. Bay Area Community Resources
3. Building Opportunities for Self Sufficiency
4. Fast Eddie's Automotive Training
5. Goodwill Industries
6. Juvenile Hall Auxiliary
7. KP's Barbershop

Jeweld Legacy is now in the process of setting up initial site visits with each of the agencies for self-assessments, and orientation to the project. The project will include the development of agency specific development plans, at least 20 hours of individual consultation for each cohort member, two full-day group trainings, and at least one individualized training session with each cohort member. Cohort members are also expected to be connected to other resources that can further assist with their capacity development.

The capacity building program will continue through FY 2018-19, and Jeweld will present the ORJ with a detailed evaluation report at the conclusion of the project.

Attachments

No file(s) attached.

County of Contra Costa
OFFICE OF THE COUNTY ADMINISTRATOR
MEMORANDUM

COMMUNITY CORRECTIONS PARTNERSHIP

10.

Meeting Date: 09/07/2018
SUBJECT: Office of Reentry & Justice Work Plan for FY 2018-19
FROM: David Twa, County Administrator
DEPARTMENT: County Administrator

RECOMMENDATION:

RECEIVE and ACCEPT the FY 2018-19 Work Plan for the Office of Reentry & Justice and provide input and direction to staff as needed.

BACKGROUND:

At its May 6, 2016 meeting, the CCP received a proposal from its Community Advisory Board (CAB) to establish a County Office of Reentry and Justice (ORJ) in the Probation Department. The CAO indicated that the proposal for an ORJ was under consideration for establishment in the County Administrator's Office. Over the course of two months, the CAO's office consulted with the CAB in the development of a proposal, which built on the work of the CAB and provided for a 2.5 year pilot project during which the ORJ would be established and implemented.

The Board of Supervisors approved the establishment of the Office of Reentry & Justice as a 2.5 year pilot project of the County Administrator's Office on October 18, 2016. The Office was formally established on January 3, 2017. With the designation of a Senior Deputy County Administrator as the acting Director of the ORJ (Lara DeLaney), the hiring of the ORJ Deputy Director (Donte Blue), the reassignment of a Senior Management Analyst from the CAO's office (Kevin Corrigan), and clerical support from a shared position in the CAO's office, the office began operations at the former Crime Lab. In February 2018, the office was re-established at 1236 Escobar Street. A Research and Evaluation Manager was hired, effective August 20, 2018. In anticipation of a staff retirement, a Management Analyst position is currently in recruitment.

The scope and responsibilities of the ORJ include:

- coordinating a broad array of reentry, public safety realignment, and justice-related services;
- facilitating collaborative efforts around policy development, operational practices and supportive services;
- advancing knowledge of relevant issues, research and best-practices in the fields of reentry, public safety realignment, and justice;
- fostering capacity-building and partnership development;
- leading the procurement process and contract management for community-based reentry service providers;
- identifying and developing new initiatives and funding opportunities to support the work;
- supporting legislative advocacy;
- managing data and evaluation of funded services; and
- conducting public outreach, information sharing and community engagement.

DISCUSSION:

The Work Plan for the Office of Reentry & Justice for FY 2018-19 is Attachment A.

Attachments

Attachment A

Office of Reentry & Justice (ORJ)
FY 2018-19 Work Plan

I. ORJ:

A. **Administration (1216):**

1. Research & Evaluation Manager (REM): *Hired.*
2. ORJ Director: *need to establish class, job specification, P300*
3. Management Analyst (MA): P300 approved July 24 by BOS. *In recruitment*
4. Intern opportunity: *In development*
5. Grant Development
6. Communications/Outreach Plan: *In development*
 - a. Mayors Conference Presentation Nov. 1, 2018--*scheduled*
 - b. Email Newsletter
 - c. Webpage maintenance

B. **Office Establishment:**

1. Office needs at Morrow House, 1236 Escobar Street:
 - a. Furniture for REM
 - b. Statistical analysis program for REM
 - c. Furniture/Space/computer for Management Analyst

C. **FY 2019-20 Budget:** *In development.* Need BOS determination of Pilot Project final status for FY 19-20.

II. REENTRY

A. **AB 109 Community Programs (1215):** *On-going contract management for FY 18-19.*

1. **Contract Renewals for AB 109 Community Programs for FY 18-19:**
 - a. Reentry Network services included in HR 360 Contract
 - b. Contract renewals in process:
 - i. Goodwill Industries (Central and portion of East County)
 - ii. Rubicon (Reentry Success Center, Employment Program)
 - iii. SHELTER Inc. (countywide housing)
 - iv. Reach Fellowship—*uncertain about renewal*
 - v. Bay Area Legal Aid (civil legal services)
 - vi. Men & Women of Purpose (mentoring)
 - vii. Center for Human Development (family reunification)
 - viii. HealthRight 360 (Reentry Network and services)
 - c. Embed *Salesforce* component for cost of licenses

2. Procurement process for FY 2019-20 contracts: *to be conducted Feb/March 2019_(except Reentry Success Center); 3 or 5 year contracts?*
3. Contracts with Police Departments for FY 2018-19: *On-going management*
 - a. AB 109 Officers (4 at \$141,149 each): Antioch, Concord, Pittsburg, Richmond
 - b. Mental Health Evaluation Team (MHET) Officers (3 at \$141,149 each): Walnut Creek, Pittsburg, Richmond -- *Need Service Plan development*
 - c. Central & East County Ceasefire contract with Pittsburg
4. Quality Assurance Committee (QAC) Meeting: *Staffing support. Schedule next meeting for November before CCP.*
5. The Safe (Salesforce) Implementation and Database Management:
 - a. Purchase Order for 1/23/18 BOS Agenda: \$41k
 - b. Develop MOU and incorporate into contracts.
 - c. Determine pricing structure for beyond FY 18-19
 - d. Database Management at ORJ beginning 7/1/18
 - e. Short-form contract with Bob Kliger through Sept. 30
6. AB 109 Annual Report: FY 16-17 report accepted by BOS on 7/24. *FY 2017-18 report to be developed.*
 - a. Quarterly Report review
 - b. Data Dashboards: *maintenance?*
 - c. Data Warehouse Development
7. Coordination with Prop. 47 Grant “CoCo LEAD +” Project: *on-going*
8. AB 109 Administrators Quarterly Meeting: *Nov. 7, 2018 next mtg.*
9. Community Advisory Board (CAB)/Subcommittee Meetings: *on-going*

B. AB 109 Innovation/Capacity Building Funding (1218)

1. Innovation Program: *On-going contract management for FY 18-19*
 - a. Richmond Workforce Development Board (\$175k)
 - b. Fast Eddie’s Correspondence Program (\$75k)
2. Capacity Building: contractor Jeweld Legacy Group (\$75k)
 - a. On-line Solicitation developed by Donte
 - b. Soliciting for program participants—*conducted twice*
3. Procurement Process for FY 2019-20—*spring 2019*

- C. **Reentry Strategic Plan 2018-2023**
 - 1. BOS accepted July 24, 2018
 - 2. Implementation discussion at PPC regarding Reentry Council
 - 3. Implementation oversight by ORJ

- D. **Pre-Release Planning Pilot Project:** *On-going staff support for project*
 - 1. Memorandum of Agreement for project partners
 - 2. Intake Form development
 - 3. Data tracking

- E. **Smart Reentry:** (Federal grant held by Probation.) Contract development by ORJ for funded contractors.

- F. **CoCo Sustainable Occupational Advancement and Reentry Success (SOARS):**
 - 1. Collaboration on Workforce Development Board grant. Successful “Fair Chance Employer Summit” on May 24 in PH; Oct. 18 in El Cerrito; May 16, 2018 in Antioch.
 - 2. Collaboration on *Prison to Employment Initiative*: \$100k planning

- G. **Stepping Up Initiative:**
 - a. In contract with PRA, Inc. for Sequential Intercept Mapping—\$21,750
 - b. Workshop to be held Sept. 19-20.
 - c. Planning Group developed and meeting to plan event
 - d. Project Coordination needed
 - e. Value Stream Mapping conducted by Health Services Department
 - 1. Rapid Improvement Events conducted:
 - a. 10/23-10/27 on Intake,
 - b. 11/27-12/1 on care for patients in Detention with acute mental/behavioral health issues
 - c. 1/22-1/26 on Improving Specialty Care
 - d. Reentry
 - e. 6/11-15 Mental Health Services

- H. **Central & East County Ceasefire Program:**
 - 1. Contract renewal with Pittsburg Police for program coordination/implementation for FY 18-19.
 - a. Conduct RFP in spring 2019
 - 2. Sgt. Cassie Wilkerson establishing and facilitating Working Groups.
 - 3. Pamphlets printed. Forums being conducted. Night Walks being conducted.
 - 4. Call-ins planned.

I. **Pre-Trial Program:**

1. Justice Systems Partners conducted review of current system policies and practices and a comparison to legal and evidence-based practices. Report prepared and distributed.
 - a. Report went to CCP for June 1, 2018 meeting.
 - b. SB 10 (Hertzberg): Bail Reform, signed by Governor.

III. **JUSTICE**

A. **Racial Justice Task Force:**

1. Recommendations from Task Force to the BOS on July 24, 2018.
2. Recommendations back to PPC on August 6 for refinement
 - a. Oversight Body Formation/Selection: *staffing support*
 - b. Facilitation Resources: *will include REM*
 - c. Prioritization of Recommendations
 - d. Sheriff related recommendations
3. Referred back to RJTF for further refinement of recommendations regarding policies #18 (independent jail grievance process) and #19 (a monitoring body to oversee conditions of confinement in jails)

B. **Government Alliance on Race & Equity (GARE):**

- a. 2018 Cohort in training
- b. Racial Equity Action Plan: *In development*
- c. Procedural Justice and Implicit Bias Training: *Fogbreak Justice.*
 1. In contract development.
 2. Invited Justice Leaders to curriculum development on Aug. 15
 3. Curriculum development and training scheduling in process

IV. **JUVENILE JUSTICE**

A. **Youth Justice Initiative (YJI)**

1. On-going staff support for project through March 31, 2019
2. Contract amendments for RYSE, BACR for remaining fund balance
3. Meeting regularly with IJ on evaluation plan.
4. Evaluation Plan due March 30, 2019
 - a. REM to conduct quantitative analysis for Reentry Pilot

B. Georgetown Center for Juvenile Justice Reform:

1. Application for submitted for “Reducing Racial and Ethnic Disparities in Juvenile Justice Certificate Program.” Accepted for March 2019.
2. Cohort identified: DA Diana Becton, Public Defender Robin Lipetzky, RYSE Stephanie Medley, Probation John Ebrahimi, ORJ Donte Blue, and Richmond PD Bisa French. Recommended to add School person.
3. Funding needs to be identified (approx. \$35k)

C. Juvenile Justice Coordinating Council (JJCC): new Consolidated Annual Plan for FY 2019-20. *On-going staff support.*

V. OTHER

- A. Recidivism Analysis
- B. Grant development/assistance

County of Contra Costa
OFFICE OF THE COUNTY ADMINISTRATOR
MEMORANDUM

COMMUNITY CORRECTIONS PARTNERSHIP

11.

Meeting Date: 09/07/2018
SUBJECT: Update from the Community Advisory Board (CAB)
FROM: AB109 CAB, Community Advisory Board on Public Safety Realignment
DEPARTMENT: County Administrator

RECOMMENDATION:

Update from the Community Advisory Board (CAB).

BACKGROUND:

The Community Advisory Board (CAB) was established by the Community Corrections Partnership (CCP) Executive Committee to provide input on community needs; assess implementation of the realignment plan; review data on realignment outcomes; advise the CCP on community engagement strategies; offer recommendations for ongoing realignment planning; advise County agencies regarding programs for implementation in the County; and encourage outcomes that are consistent with the County's Reentry Strategic Plan.

The Community Advisory Board generally meets on the second Thursday of the month from 10:00 AM to 12:00 PM at the Probation Department (50 Douglas Drive, Second Floor Martinez, CA). However, the next meeting of the Community Advisory Board will be Friday, September 14, 2018, from 10:00 AM to 12:00 PM at the Probation Department (50 Douglas Drive, Second Floor Martinez, CA).

DISCUSSION:

See attached documents.

FISCAL IMPACT (if any):

No fiscal impact. This report is informational only.

Attachments

CAB Memo to CCP
CAB Proposed Budget Request Template

TO: Contra Costa County Community Corrections Partnership

FROM: Community Advisory Board to the Contra Costa County Community Corrections Partnership

DATE: August 24, 2018

SUBJECT: Request to Authorize Use of CAB Recommended Budget Request Template Form

Summary

Over the last several years, the Community Advisory Board (CAB) has worked diligently to realize the intention of AB 109 Public Realignment by advocating for increased community-based reentry services, supporting the expansion and enhancement of our reentry system, and ensuring our criminal justice partners and the broader community work together to end the cycle of recidivism and mass incarceration.

Some of our accomplishments include successful increases in funding for community-based reentry services; participation in the strategic planning process for the County's Reentry system; successful procurement of high-quality reentry services in key areas such as housing, employment, legal aid, family reunification, vocational training, and mentoring; directed investments in innovative reentry solutions and building capacity of community-based service providers; and the creation of the Office of Reentry Justice pilot project.

Over the last year, CAB members and members of the community have come together to "make real" a set of values that we believe **MUST** be at the center of **ALL** justice-system related decision-making and policies enacted by the County.

As County residents and representatives of the community, **we want a fair and effective justice system in Contra Costa County. Our approach to policy rests on four pillars:**

- **We want to invest in what works.**
- **We believe that true justice requires social justice.**
- **We believe that incarceration should serve as a last resort.**
- **We believe that safety for all depends on justice for all.**

While accounting for these four guiding pillars, CAB believes one of the ways to achieve a fair and effective justice system is by increasing budget transparency and accountability of AB 109 funds.

Background

In December 2016, CAB presented to the CCP its key findings on uses of AB 109 funding with a set of recommendations to improve budget planning and reporting and encourage analysis and public discussion of AB 109 fund uses. The intention of our analysis and recommendations was to foster public trust by ensuring AB 109 funding is applied with the same objectives in mind as articulated in the AB 109 Public Realignment legislation. Key findings included:

- **Over and Under Spending.** There were many examples of agencies under spending approved line items and yet receiving the same or higher approved budgets in the subsequent year as result of the *status quo* approach to budgeting
- **Supplantation.** The *status quo* directive has resulted in substantial spending other than as approved e.g., use of AB109 funds to offset costs of existing staff and positions
- **Inconsistent financial recording** and tracking practices for reporting and inconsistent uses of approved funds.
- **No linking to outcomes and impacts.** The *status quo* directive has prevented linking of funding to outcomes/impacts.

Though our report was accepted, there was no further action taken on any of the proposed recommendations. CAB presented again a condensed version of the recommendations to the CCP in November 2017. To date, no further action, exploration, or implementation of our recommendations has been taken.

Proposed Action: Adoption of Budget Request Template Form (Attachment A)

After hearing the deep concerns and discontent from various members of the community following the Board of Supervisors’ decision to allocate \$1.3 million from AB 109 fund reserves to the Sheriff’s Office as a result of the termination of the federal ICE contract, we believe, now more than ever, that there is a loud call from the community to honor the current AB 109 budgeting process, improve transparency, and provide a fair opportunity for public debate on the ways in which these unique set of funds are to be distributed.

In order to do this, CAB is requesting that the CCP take action by directing staff to replace the current “status quo” budget request form with CAB’s proposed budget request template (see Attachment A) as a standardized form for all agencies funded by or applying for AB 109 funding.

CAB’s proposed form instructs agencies to produce due-diligence renewal requests based on prior-year budget-to-actual reporting (including any unspent balances) and offer justification for requests of changes in funding allocation. Additionally, this form includes an updated budget narrative section for gathering supplemental information to assist in tracking use of approved funds. Additional information may include a more detailed explanation of costs calculations, justifications for staffing levels, quantification of funded services, existing service utilization rates, etc.

Rationale

The information gathered by adopting our template will not only increase fiscal transparency, but will also fully inform CCP Executive Committee members as they take part in budget planning and decision-making for future fiscal years, provide direction for course-correction if necessary, and ultimately, fulfill their fiduciary duty to ensure AB 109 funds are managed responsibly and effectively.

CAB recognizes that as agencies become more responsive to the calls for greater transparency, the County’s overall commitment to reducing recidivism, expanding opportunities for justice-involved residents to successfully reintegrate back into the community, and maintaining public safety, can be achieved while simultaneously demonstrating a fervent effort to advance efficient and effective use of public funds.

PROGRAM NARRATIVE:

Please provide a narrative describing the programming being proposed on the AB 109 Budget Proposal Form. Include all underlying information, including (but not limited to) staff purpose and justification, identification and quantification of funded services, and the rationale of programmatic, operating, and capital cost calculations.

DEPARTMENT: Community Advisory Board

2018/19 Baseline Request

Enter narrative information here. If applicable, please provide additional information relating to changes in prior year budgeted allocations and actual expenditures, and remaining balances.

2018/19 Program Modification Request

Please provide a narrative describing your agency's request to cancel existing programs, establish funding for new programs, and or increase funding or changes to line items. All proposed changes must include justification in the narrative.