

**ADAMS COUNTY CRIMINAL JUSTICE COORDINATING COUNCIL (CJCC)-
Justice and Health Dashboard with an Analytics Toolset, SIM 0&1**

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PROJECT CHARTER

Version 1.0

**ADAMS COUNTY CRIMINAL JUSTICE COORDINATING COUNCIL (CJCC)-
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VERSION HISTORY

Version#	Revised By	Revision Date	Notes
1.0	Debbie Allen		

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Introduction

The Project Charter for Adams County Criminal Justice Coordinating Council (CJCC) Justice and Health Dashboard with an Analytics Toolset is intended to document the scope, justification, and resource requirements of this project.

In 2016, the CJCC developed and launched a Justice and Health Dashboard which was funded through a grant from the Laura and John Arnold Foundation to the Open Justice Broker Consortium (OJBC). The data driven project focused the CJCC Behavioral Health Subcommittee to measuring the outcomes on particular research questions that they developed. With a particular focus on Intercept II of the Sequential Intercept Model (SIM)¹, these questions focused on how to best serve justice-involved individuals at less cost without increased risk to public safety by addressing their risk-relevant needs and improving their opportunities for recovery.

The project defined in this Project Charter expands upon the knowledge and efforts of the initial Dashboard project, i.e., Sequential Intercept II, and focuses on SIM Intercepts 0&1.

Project and Product Overview

The purpose of this project is to create a repository for storing and managing anonymized data on an enterprise level to allow authorized personnel from the following entities to access aggregated data for the purpose of strategic decision making:

1. The Adams County Sheriff's Office (ACSO);
2. The Community Reach Center (CRC);
3. The Thornton Police Department (TPD);
4. Adams County;
5. The Adams County Chief Justice Planning Officer (CJPO);
6. Member agencies, as defined by the Adams County CJCC By-laws, of the Adams County CJCC; and,
7. Other appropriate criminal justice and service providers that are approved by the CJCC.

The CJCC, through its chair, must approve the generation and release of any data outputs and/or use of the data outputs for any publications or medium. Authorized usage must attribute the CJCC and any related funding agency.

The project is scheduled to last 12 months (February 2017- March 2018). (*See page 8*).

The long term vision is to invite other law enforcement agencies located within Adams County to participate in this project, or any of the CJCC sponsored information sharing projects. The project defined in this document is limited by time and current funding.

¹ Developed by Mark R. Munetz, MD, and Patricia A. Griffin, PhD, the Sequential Intercept Model (SIM) provides a conceptual framework for communities to organize targeted strategies for justice-involved individuals with serious mental illness and/or co-occurring substance use disorders. Within the criminal justice system there are numerous intercept points — opportunities for linkage to services and for prevention of further penetration into the criminal justice system. *See Appendix B*.

Justification

3.1 Business Need

In January 2016, and in concert with the Adams County CJCC, and its Behavioral Health Subcommittee, the TPD, and CRC began discussions regarding gaps in service for members of the community who are seeking behavioral health services. This review confirmed several crucial information gaps: Adams County lacks comprehensive information on neither the volume nor the connection between law enforcement and provider in SIM Intercepts 0&1, what kinds of services this population is accessing, and impacts on law enforcement staffing and call-for-service volume. In response, the stakeholders launched a pilot project between TPD and CRC to establish a statistical base of information that would identify possible solutions to close these information gaps and improve service delivery. A lack of automated exchange of information about these calls and individuals forced the stakeholders to establish this base of information through manual linking of records in excel spreadsheets.

Through this effort, the CJCC will develop the technical means to securely pass information between TPD, CRC and the ACSO in a timely, efficient, and accurate manner that conforms to national justice information sharing standards. The CJCC will use these information exchanges to develop a dashboard and analytics tool to monitor progress on diverting people with mental illness from incarceration to treatment. This new solution aims to reduce the unnecessary use of first responders, 911 service calls for behavioral health crisis needs as well as to reduce the likelihood of unintentional criminalization, i.e., jail.

3.2 Business Impact

Analysis of three years' worth of data, using the existing CJCC's Justice and Health analytics toolset, indicates that the Severely Mentally Ill (SMI) population has a higher one-year rebooking rate and Average Length of Stay (ALOS) in (48% and 40 days, respectively) than the jail population overall (29% and 31 days, respectively). Thus, any innovation that reduces the arrest and detention of SMI individuals—the individuals who are the focus of the CIT program—will reduce the jail population.

The CIT program is intended to intervene within Intercept I in the justice involvement of SMI individuals. Directing citizens with SMI towards treatment and other services, and then measuring the future progress of these individuals as they receive treatment, will help Adams County reduce law enforcement encounters and jail episodes for these individuals and increase treatment success.

Scope

4.1 Objectives and Goals

The objectives of this project are as follows:

1. Develop lawful and effective justice and health dashboards and analytic tools to be shared among law enforcement, criminal and juvenile justice, health and mental health providers, human/social services agencies, including substance abuse treatment agencies, and other government and community organizations

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that desire anonymized level data to ensure continuity of care and to apply resources based on data;

2. To support the administration of justice, public safety, and public policy decisions across key decision points with local, state and national agencies;
3. Improve collaboration and information sharing between justice and health systems within Adams County;
4. Ensure immediate availability of complete, accurate and timely data and information for quality decision-making, reporting, analysis and research;
5. Build upon, leverage and enhance the existing administrative data systems currently deployed by each CJCC member;
6. Use best practices and adopt the use of national justice information sharing standards. e.g., NIEM, GRA, GFIPM), where applicable; and
7. Reduce recidivism by helping to ensure that individuals—whether in a community or incarcerating setting—receive education, vocational, rehabilitation and/or treatment services matched to evidence.

The goals of this project are as follows:

1. Reduce the number of overall clients accessing and/or repeat use of behavioral health services via 911 dispatch calls;
2. Reduce the amount of time law enforcement officers spend on these calls;
3. Reduce the number of Emergency Department visits by clients under treatment;
4. Increase the number of clients staying in voluntary treatment programs;
5. Improve and sustain continuity in services provided to justice involved individuals as they move between arrest and re-entry; and,
6. Identify specific training that officers need in order to deal with specific mental health issues.

The BHS has developed a set of initial research questions and performance measurements, *See Appendix A*, to help them understand how well, where and what changes are needed to be made in order to improve services to justice-involved individuals at less cost without increased risk to public safety by addressing their risk-relevant needs and improving their opportunities for recovery.

4.2 High-Level Requirements

The following table presents the requirements that this project must meet in order for the project objectives and goals to be satisfied.

Req.#	Requirement Description
1	The Dashboard and Analytics Toolset must allow for distributed user management. The tools must allow authorized users to login to the web based application using credentials supplied by the user’s “native” agency, i.e., no department will be required to provision new credentials to use the system.
2	The architecture must provide role-based access to ensure that individuals only access that information to which they are authorized.
3	The architecture must maintain transaction logs sufficient to allow the CJCC to measure utilization.
4	The architecture must be scalable to allow for the addition of more data sources, users and application modules on an ongoing basis.

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5	The architecture must consist of Global Reference Architecture (GRA).
6	The architecture must consist of Global Federated Privilege and Identity management (GFIPM).
7	The architecture must include Entity Resolution and Data Quality Algorithms to Measures Key Research Questions/Performance Measures.
8	The architecture must be secure to protect Criminal Justice Information (CJI), Criminal History Record Information (CHRI), Health Insurance Portability and Accountability Act (HIPPA), Substance Abuse and Confidentiality: 42 CRF Part 2, Personally Identifiable Information (PII) and Protected Health Information (PHI) in order to prevent inappropriate access and to prevent intrusions.

4.3 Major Deliverables

The following table presents the major deliverables that the project’s products, services or results must meet in order for the project objectives and goals to be satisfied.

Major Deliverables	Deliverable Description
Governance Documentation	Executed Memorandum of Agreement, Business Associate Agreement and Project Charter.
Access Control Documentation	Global Federated Privilege and Identity Management (GFIPM) assertions to govern exchange.
Architecture Documentation	Agreement on .csv file content and a flowchart that shows how data moves from Thornton to CRC to the County.
Dashboard and Analytics Tool	Operational web portal that allows authorized users to access anonymized data for purpose of strategic decision making.
Community Reach Center Services	Receives the incident information from Thornton PD, and then runs the anonymization algorithms and attach any diagnostic information to the record, and then send the matched, anonymized information to Adams County dashboard with analytics tool.
Thornton RMS Connector	Automate the reporting of incidents to the Community Reach Center.

4.1 Boundaries

The primary purpose of this project is to develop and deliver a dashboard with an analytics toolset. To the extent that time and resources are available for other purposes/enhancements, e.g., geocoding, they may be added to the project scope upon approval of the CJCC. Further, the dashboard and toolset will be extensible so that other capabilities and datasets may be added as future resources allow.

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Duration

5.1 Project Timeline

The table below represents a detailed, project timeline that will be managed throughout the project lifecycle. The project began in February 2017 and will end February 2018, and the timelines for each task expressed below will be fluid throughout that time.

Task Name	Estimated Duration	Start	Finish
Finalize Interagency Agreements	3 months	July 2017	
Finalize Project Charter	6 months	Feb 2017	
Conduct Project Meetings	12 months	Feb 2017	
Determine Data Requirements	5 months	Feb 2017	
Create a User Role Matrix to Manage Access to both the Dashboard and Analytics Toolset	3 months	July 2017	
Update staging adapter to record new information in analytics database	3 months	July 2017	
Document and Develop Agency Specific Identity Providers	3 months	September 2017	
Adopt Project Privacy Policy	3 months	July 2017	
Define GFIPM Assertions	3 months	July 2017	
Create a Data Workgroup to Affirm Data Quality and to Create a Master Data Dictionary	5 months	July 2017	
Document Security Requirements	1 months	July 2017	
Stand Up Dashboard and Analytics Toolset Development Environment	1 month	September 2017	
Develop Dashboard and Analytics Toolset	4 months	July 2017	
Deploy Dashboard and Analytics Toolset to Testing Environment	1 month	October 2017	
Create Dashboard and Analytics Toolset Test Plan	1 month	October 2017	
Test Dashboard and Analytics Toolset	1 month	October 2017	
Create Training Manuals	4 months	October 2017	
Privacy and Security Training	1 month	November 2017	
Deploy Dashboard and Analytic Tool to Production Environment	1 month	December 2017	
Deploy Dashboard and Analytics Toolset for Authorized Use	1 month	December 2017	
Conduct Final Project Evaluation	1 month	January 2018	
Create Project Documentation			
Budget Administration	12 months	February 2018	
Multi-Agency, Multi-Disciplinary Training	2 months	January 2018	

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5.1 Executive Milestones

The table below represents the Executive Milestones that will be managed throughout the project lifecycle.

Milestones	Estimated Completion Date
Finalize Interagency Agreements	September 2017
Finalize Project Charter	July 2017
Sign BAA between TPD and CRC	August 2017
Begin Dashboard and Analytics Toolset Development Work	July 2017
Deploy Dashboards and Analytics Toolset to Testing Environment	October 2017
Launch Dashboard and Analytics Toolset	November 2017
“Burn-In” Dashboard and Analytics Toolset	December 2017
Accept Dashboard and Analytics Toolset	January 2018

Funding

6.1 Funding Source

The MacArthur Foundation engaged the Urban Institute to administer the *MacArthur Foundation, Safety and Justice Challenge Innovation Fund*, including issuing the grants to the selected sites. In 2017, Adams County, on behalf of the Adams County CJCC, was selected as an Innovation Site, and was awarded \$50,000 to develop a Justice and Health Dashboard with an Analytics Toolset. These tools will have a particular focus on SIM Intercepts 0&1, and will be used to monitor progress on diverting people with mental illness from incarceration to treatment. This new solution aims to reduce the unnecessary use of first responders, 911 service calls for behavioral health crisis needs as well as to reduce the likelihood of unintentional criminalization, i.e., jail.

The funding amount limits the scope of this project to TPD; however, it is the desire of the CJCC to encourage other law enforcement agencies within Adams County to participate, as time and resources become available.

The table below represents the approved budget. Any variation in scope or requests to deviate from the approved budget, whether the deviation falls within the overall scope of the project, must be pre-approved by the Urban Institute, the non-profit organization executing the Safety and Justice Challenge Innovation Fund on behalf of the MacArthur Foundation. The named Project Sponsor/Project Manager will advance any and all change requests to the Urban Institute.

The Community Reach Center (CRC) and the Open Justice Broker Consortium (OJBC) shall submit quarterly fiscal and programmatic reports from January 2017-June 2018. All reports should be submitted in a timely fashion to the named Project Sponsor/Project Manager. Submissions should be sent via email.

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Data Enhancements	Amount	Narrative
Dashboard w/ Analytics Toolset	\$20,000	Inclusive of development hours provided by the CRC, a non-profit behavioral health agency, to develop the interface to ingest and match data. Development hours are inclusive of technical, legal, financial and program oversight hours.
Dashboard w/ Analytics Toolset	\$25,000	Develop and implement a dashboard with analytic toolset; inclusive of professional services by OJBC.
Hardware/Software	\$5,000	To purchase any software/hardware for this project
Total	\$50,000	

Assumptions, Constraints and Risks

7.1 Assumptions

The following statements are believed to be true and form the basis upon which this project charter was developed:

1. Interagency Agreements will be signed between each partner agency.
2. Data are available electronically

7.2 Constraints

This following identify the limitations that must be taken into consideration prior to the initiation of the project:

1. Availability of ACSO, CRC, TPD and Adams County to participate as subject matter experts (SMEs) during the course of the project.
2. Availability of staff to conduct user acceptance testing.

7.3 Risks

The table below represents the types of risks being managed for this project.

Risk	Mitigation
Interagency Coordination	
Full Participation of Staff	
Key Personnel Remaining on Project	
User Acceptance	
Public/Community Acceptance	

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Project Organization

8.1 Roles and Responsibilities

This table below represents the key roles supporting the project.

Name, Title & Organization	Project Role	Project Responsibilities
<p>Michael McIntosh, Sheriff, Adams County Sheriff's Office (ACSO) and Chair of the Adams County Criminal Justice Coordinating Council (CJCC)</p> <p>Rick Doucet, Chief Executive Officer, Community Reach Center (CRC)</p> <p>Raymond H. Gonzales, Interim County Manager, Adams County</p> <p>Chief Randy Nelson, Chief of Police, City of Thornton Police Department (TPD)</p>	<p>Authorizing Officials</p>	<p>Persons having the authority to enter into, terminate, or change an agreement.</p>
<p>Debbie Allen, Chief Justice Planning Officer, CJCC</p>	<p>Project Sponsor/Project Manager</p>	<p>Person responsible for acting as the project's champion and providing overall direction and support to the team. Person who performs the day-to-day management of the project and has specific accountability for managing the project within the approved constraints of scope, quality, time and cost, to deliver the specified requirements, deliverables and customer satisfaction.</p>
<p>Andrew Owens, Executive Director for the Open Justice Broker Consortium.</p>	<p>Primary Technical & Security Steward</p>	<p>Person who is responsible for the technical day-to-day aspects of the system including the details of system development and deployment. The Technical Steward is responsible for</p>

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		<p>providing technical direction to the project.</p> <p>Person who is responsible for playing the lead role for maintaining the project's information security.</p>
Abigail Tucker, Psy.D., Clinical Director, CRC	CRC Project Officer	Representative responsible for providing input relative to the business needs of CRC, and coordinating the BAA between TPD and CRC.
Werner Hoellerbauer, CIO, CRC	CRC Project Officer	Representative from CRC responsible for coordinating CRC IT activities associated with the project.
Christi Mecillas, Chief Financial Officer, CRC	CRC Project Officer	Representative responsible for approving invoices and ensuring fiscal responsibly.
Rose Kelley, Records Manager	TPD Project Officer	Representative responsible for informing the project team of the data elements and data quality related to the data harvested out of the TPD Record Management (RMS) System and Commuter Assisted Dispatch (CAD).
Brandon Rowley, Network Engineer, City of Thornton	TPD Project Officer	Person responsible for coordinating City of Thornton/TPD IT activities associated with the project.
Cliff Brown, Deputy Chief of Police - Administration, TPD	TPD Project Officer	Person responsible for informing the project team of the business nature of a law enforcement officer's interactions with the target population. Responsible for informing and coordinating the adoption of the project with TPD LEOs.
Leroy Cross, Deputy Chief of Police-Patrol, TPD	TPD Project Officer	Person responsible for informing the project team of TPD LEOs interactions with the target population, and what can be expected from the LEO.
Lee Vitgeros, CIT LEO, TPD	TPD Project Officer	Person responsible for

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		coordinating the Behavioral Health and the LEO on a day-today basis.
Tonya Herman, Police Services Administrator, TPD	TPD Project Officer	Person coordinating all the data and communication from TPD.
Kevin Beach, IT Director, Adams County	TPD Project Officer	Person responsible for coordinating Adams County IT activities associated with the project.
Susan Argo, Support Services Manager, ACSO	ACSO Project Officer	Person responsible for informing the project team of the data elements and data quality related to the data harvested out of the to the ACSO Jail Management System (JMS).

8.2 Stakeholders

- CJCC
- CRC
- ACSO
- TPD
- Adams County
- CRC Clients/Consumers

8.3 Advisory Board

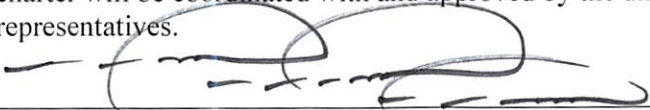
The CJCC Behavioral Health Subcommittee (BHS) will work with the project team to provide input and guidance. The BHS meets monthly and consists of the following members:

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1. Abigail Tucker, Psy.D., Clinical Director, Community Reach Center, BHS Chair
 2. Patrick Costigan, Chief Deputy District Attorney, 17th Judicial District, BHS Vice-Chair
 3. Patty Boyd, RD, MPH, Strategic Partnerships Manager, Tri-County Health Department
 4. District Court Judge Kathy Delgado, 17th Judicial District
 5. Stefanie Gaffigan, Deputy Public Defender, Colorado State Public Defender's Office (Brighton Office)
 6. Chief Roger Kelly, Division Commander, Adams County Sheriff's Office
 7. Chief Randy Nelson, City of Thornton
 8. Beth Torgersen, Community Corrections Specialist, Community Corrections, 17th Judicial District
 9. Eric Wulf, Probation Supervisor, Probation Department, 17th Judicial District
 10. Andrea Zugschwert, Manager, Adams County Department of Human Services
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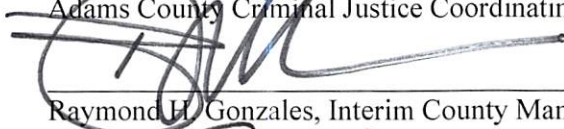
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Project Charter Approval

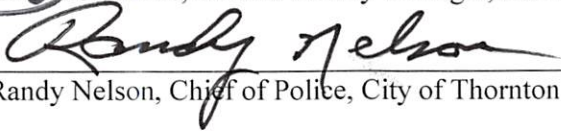
The undersigned acknowledge they have reviewed the project charter and authorize the Justice and Health Dashboard and Analytics Toolset project. Changes to this project charter will be coordinated with and approved by the undersigned or their designated representatives.



8-17-17 (Date)
Michael McIntosh, Sheriff, Adams County Sheriff's Office (ACSO) and Chair of the
Adams County Criminal Justice Coordinating Council (CJCC)



8-17-2017 (Date)
Raymond H. Gonzales, Interim County Manager, Adams County



8-17-17 (Date)
Chief Randy Nelson, Chief of Police, City of Thornton Police Department (TPD)