

SENATE BILL REPORT

SB 5025

As Reported by Senate Committee On:
Human Services, January 26, 2023
Ways & Means, February 24, 2023

Title: An act relating to implementation of technology systems at the department of corrections.

Brief Description: Concerning implementation of technology systems at the department of corrections.

Sponsors: Senators Dozier, Boehnke, Gildon, Padden, Wagoner and Wilson, J..

Brief History:

Committee Activity: Human Services: 1/19/23, 1/26/23 [DP-WM].
Ways & Means: 2/20/23, 2/24/23 [DPS, DNP].

Brief Summary of First Substitute Bill

- Requires the Department of Corrections (DOC) to use a competitive request for proposal process to replace the Offender Management Network Information (OMNI) data system.
- Requires DOC to first replace the OMNI sentencing calculation module.
- Requires DOC to implement an electronic health records (EHR) system that can communicate with data systems used by managed care systems for purposes of care coordination.
- Requires that DOC's EHR system complies with the statewide electronic health records plan and leverages shared business processes and data across the state in support of client services.

SENATE COMMITTEE ON HUMAN SERVICES

Majority Report: Do pass and be referred to Committee on Ways & Means.

This analysis was prepared by non-partisan legislative staff for the use of legislative members in their deliberations. This analysis is not part of the legislation nor does it constitute a statement of legislative intent.

Signed by Senators Wilson, C., Chair; Kauffman, Vice Chair; Boehnke, Ranking Member; Frame, Nguyen, Warnick and Wilson, J..

Staff: Kelsey-anne Fung (786-7479)

SENATE COMMITTEE ON WAYS & MEANS

Majority Report: That Substitute Senate Bill No. 5025 be substituted therefor, and the substitute bill do pass.

Signed by Senators Rolfes, Chair; Robinson, Vice Chair, Operating & Revenue; Wilson, L., Ranking Member, Operating; Gildon, Assistant Ranking Member, Operating; Schoesler, Ranking Member, Capital; Rivers, Assistant Ranking Member, Capital; Warnick, Assistant Ranking Member, Capital; Billig, Boehnke, Braun, Conway, Dhingra, Hasegawa, Hunt, Keiser, Muzzall, Nguyen, Saldaña, Torres, Van De Wege, Wagoner and Wellman.

Minority Report: Do not pass.

Signed by Senator Pedersen.

Staff: Sarian Scott (786-7729)

Background: Offender Management Network Information System. The Offender Management Network Information (OMNI) system was custom developed for the state in 1998 through contracts with IBM and Sierra Systems. The first phase was put into production in March 2003 and the final phases went live in 2008. Five other systems, together with OMNI, support the full scope of the offender management functions at the Washington State Department of Corrections (DOC). There are 17 common functional areas for corrections management systems, which among others includes sentence calculation, classification, caseload management, security, discipline, health care, programs, release and discharge, and community supervision. DOC's OMNI system covers 13 of the 17 functional areas and uses additional systems that perform the other functions that interoperate with OMNI.

Sentence Calculation Function. The sentence calculation function of OMNI is where DOC enters court commitments and calculates when the inmate will be eligible for release. The sentence calculation function also automatically recalculates release dates when an inmate's rate of earned time changes or after a gain or loss of good behavior credits. It determines programming eligibility based on offense, sentence, and time to serve factors, and enforces court orders such as restitution payments and victim notification. OMNI produces invalid results, requiring a team of DOC records staff to hand calculate and verify each change in sentence to prevent unintentional early release of or extended time for incarcerated individuals. The system is difficult to modify and slow to respond to new requirements and changes in legislation.

DOC completed feasibility studies in 2020 and 2021. The first evaluated and identified

viable alternatives for potentially replacing OMNI. The second focused on whether DOC should replace or modernize only the sentence calculation function of OMNI as the first phase of replacing OMNI. Funding was provided in the 2022 supplemental budget for a commercial off-the-shelf software solution to update the sentencing calculation module of OMNI.

Early Release Due to System Error. In December 2015, the state and public learned that, due to a misinterpretation of the requirements in OMNI's sentence calculation functionality, nearly 3200 convicted felons had been released too early over the course of 13 years, and that at least two of these individuals had committed violent crimes while released resulting in the death of two individuals. The defect was due to incorrect requirements coded into the Offender Based Tracking System (OBTS), OMNI's predecessor, in 2003 after a Washington Supreme Court ruling required DOC to apply good time credits earned in a county jail to state prison sentences. DOC changed its sentence computation coding to comply with the ruling, however, the programming fix contained an inaccurate sequencing that over-credited good time for those with sentencing enhancements. The calculation error was carried forward from OBTS into OMNI when the function was replicated in OMNI's software. The fix to OMNI was implemented in January 2016. Of those released early, 116 were required to return to prison due to subsequent crimes or parole violations committed after their release. At least 60 of the early released incarcerated individuals were returned to custody.

Electronic Health Records. DOC currently uses a predominantly paper medical records system. Per DOC, the incarcerated population is highly mobile with individuals often being transferred between several facilities during their incarceration. Physical medical charts and files must be stored, transported between facilities, and pulled and delivered daily for provider appointments. Despite the extensive movement, paper medical records must be managed to ensure the safe keeping of protected health information. Maintaining continuity of care presents a challenge for DOC Health Services.

In 2013, DOC completed a feasibility study to outline system specification and business requirements needed to implement an electronic health record (EHR) system. DOC completed a request for information process, submitted a December 2020 report to the Governor and Legislature outlining basic system specifications, and recommended next steps necessary for implementation of EHR. According to this report, an EHR system would improve health care delivery, improve accessibility to medical records, provide health care data analytics and informatics, enhance security, produce cost savings and efficiencies, and improve community health and continuity of care for reentry. DOC received funding in the 2022 supplemental budget to continue progress towards EHR, and the request for proposal release is scheduled for January 2023.

Summary of Bill (First Substitute): DOC must use a competitive request for proposal process to replace the OMNI system with a more efficient and technologically advanced system. DOC must first replace and implement the OMNI sentencing calculation module

before replacing other modules, and implement the sentencing calculation module by June 30, 2025. DOC must ensure a full and open vendor competition. DOC must leverage existing resources, development plans, and funding.

DOC must also implement a comprehensive electronic health records system that can communicate with information and data systems used by managed care organizations for purposes of care coordination activities. DOC must ensure the solution complies with the statewide EHR plan that must implement a common technology solution to leverage shared business processes and data across the state in support of client services. DOC must collaborate with at least Consolidated Technology Services, Department of Social and Health Services (DSHS), and the Health Care Authority (HCA), and requirements are coordinated with, and similar to, at least those for DSHS and HCA.

For both the OMNI replacement and the EHR systems, DOC must ensure all software solutions:

- are capable of being continually updated as necessary;
- use an agile, not waterfall, development model with software demonstration delivery at the end of two-week sprints based on iterative user experience research;
- deploy usable functionality into production for users within 180 days from the date of funding provided; and
- use quantifiable deliverables that must include live, accessible demonstrations of software in development to program staff and end users at each sprint or at least monthly.

DOC must work with the Office of Equity to implement this act.

EFFECT OF CHANGES MADE BY WAYS & MEANS COMMITTEE (First Substitute):

- Requires DOC to first replace the OMNI sentencing calculation module before other modules, and requires the sentencing calculation module be implemented by June 30, 2025.
- Requires that the electronic health record (EHR) system complies with the statewide (EHR) plan, uses a common technology solution to leverage shared business processes and data across the state in support of client services, and is coordinated with DSHS and HCA.
- Adds a requirement that DOC ensure a full and open vendor competition with best value analysis to allow for technology solutions that meet DOC requirements when the DOC replaces OMNI.
- Adds requirements that DOC must ensure software solutions for both OMNI replacement solutions and EHR.
- Requires DOC to work with the Office of Equity to implement the act.

Appropriation: The bill contains a null and void clause requiring specific funding be

provided in an omnibus appropriation act.

Fiscal Note: Available.

Creates Committee/Commission/Task Force that includes Legislative members: No.

Effective Date: Ninety days after adjournment of session in which bill is passed.

Staff Summary of Public Testimony (Human Services): PRO: The paper medical records system at DOC is not keeping up with the times. When an incarcerated individual needs to be transported to the hospital, they have to bring their paper medical records with them, often in banker boxes, and the hospital has to go through them and transcribe everything on paper records for the individual. In order for individuals to be able to get the right care in a timely manner, DOC needs to have medical records in digital format.

From an education perspective, OMNI is used by education navigators and educational corrections staff to manage reentry plans, enroll students in classes, and track student progress. The staff are frequently confronted by the limited capabilities of OMNI, which can be time consuming and frustrating. Therefore, having a more efficient electronic management system will enable more collaboration with individuals on the inside and outside to support education and smooth transitions so individuals have the best opportunities to create healthy communities and reduce recidivism.

Persons Testifying (Human Services): PRO: Senator Perry Dozier, Prime Sponsor; Pat Seibert-Love, SBCTC; Hanan Al-Zubaidy, SBCTC.

Persons Signed In To Testify But Not Testifying (Human Services): No one.

Staff Summary of Public Testimony on Original Bill (Ways & Means): *The committee recommended a different version of the bill than what was heard.* None.

Persons Testifying (Ways & Means): No one.

Persons Signed In To Testify But Not Testifying (Ways & Means): No one.