STATES SUPPORTING FAMILIAR FACES

LEGISLATIVE HEALTH AND HUMAN SERVICES COMMITTEE

Hallie Fader-Towe & Amy Button

July 12, 2022

Agenda

I. Introduction

II. States Supporting Familiar Faces Project Overview

III. Opportunities in New Mexico

IV. Discussion

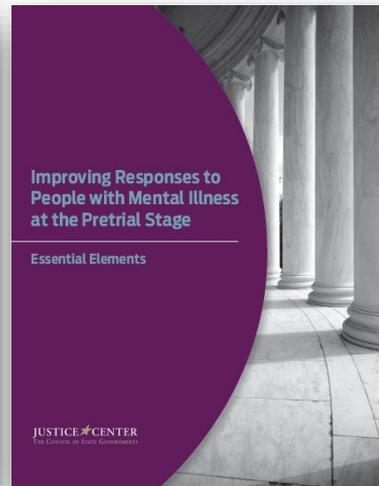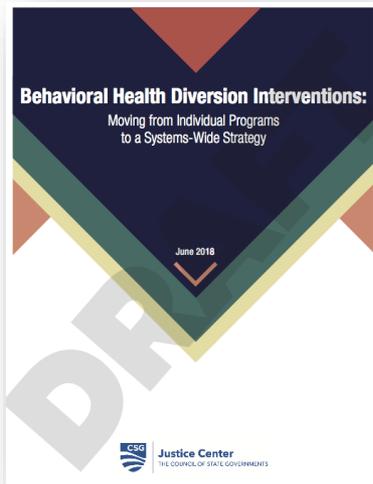CSG | Justice Center

The CSG Justice Center

We are a national nonprofit, nonpartisan organization that combines the power of a membership association, serving state officials in all three branches of government, with policy and research expertise to develop strategies that increase public safety and strengthen communities.

The CSG Justice Center

Justice and Mental Health Collaboration Program

National Estimates of This Crisis

Of the **11 million** jail bookings annually...

...approximately **2 million** involve a person with a serious mental illness (SMI).
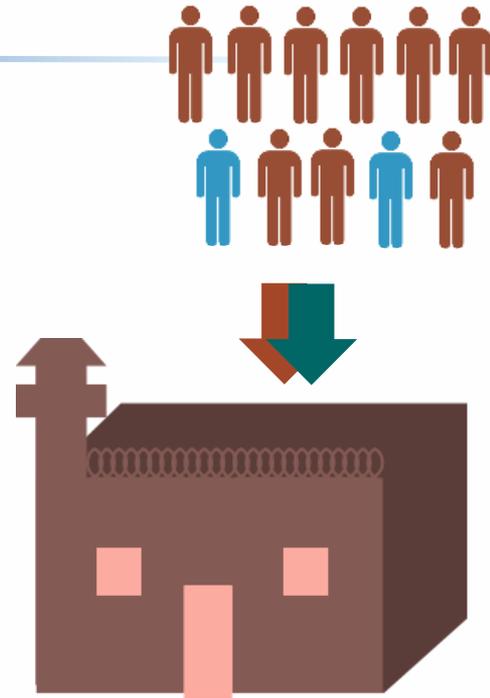
Steadman, HJ, Osher, FC, Robbins, PC, Case, B., and Samuels, S. Prevalence of Serious Mental Illness Among Jail Inmates, Psychiatric Services, 6 (60), 761-765, 2009.

Overrepresentation of SMI in Jails

General Population

4% Serious Mental Illness
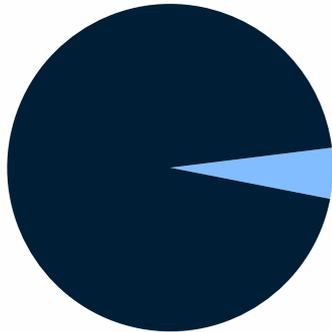
Jail Population

17% Serious Mental Illness

72% Co-occurring Substance Use Disorder
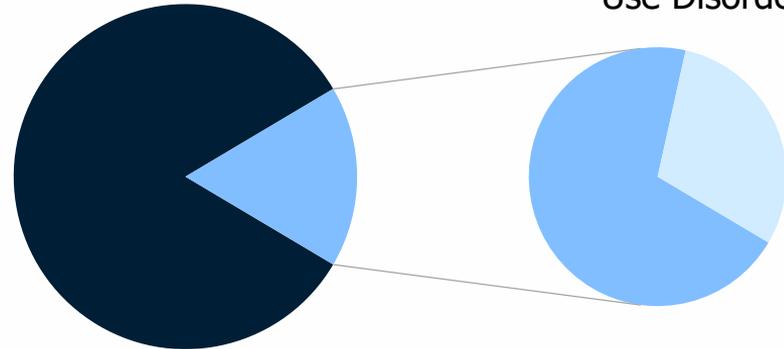
Source: Steadman, HJ, Osher, FC, Robbins, PC, Case, B., and Samuels, S. Prevalence of Serious Mental Illness Among Jail Inmates, Psychiatric Services, 6 (60), 761-765, 2009.; Center for Behavioral Health Statistics and Quality, *Key substance use and mental health indicators in the United States: Results from the 2015 National Survey on Drug Use and Health,* 2016 (HHS Publication No. SMA 16-4984, NSDUH Series H-51), http://www.samhsa.gov/data/.; Abram, Karen M., and Linda A. Teplin, "Co-occurring Disorders Among Mentally Ill Jail Detainees," American Psychologist 46, no. 10 (1991): 1036–1045.

CSG | Justice Center

Stepping Up is a national initiative reducing overincarceration of people with mental illnesses.

#StepUp4MentalHealth
www.StepUpTogether.org

THE STEPPING UP INITIATIVE

1. Reduce the number of people with mental illnesses booked into jails

2. Shorten the length of stay in jails for people who have mental illnesses

3. Increase connection to treatment for people who have mental illnesses
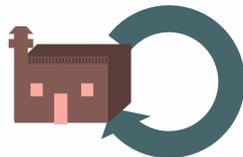
4. Reduce recidivism rates for people who have mental illnesses

States Supporting Familiar Faces: Legislative Health and Human Services Committee

CSG | Justice Center

THE STEPPING UP INITIATIVE

JANUARY 2017

Reducing the Number of People with Mental Illnesses in Jail
Six Questions County Leaders Need to Ask

Risë Haneberg, Dr. Tony Fabelo, Dr. Fred Osher, and Michael Thompson

1 Is our leadership committed?

2 Do we conduct timely screening and assessments?

3 Do we have baseline data?

4 Have we conducted a comprehensive process analysis and inventory of services?

5 Have we prioritized policy, practice, and funding improvements?

6 Do we track progress?

CSG Justice Center

Leadership to Overcome Siloes
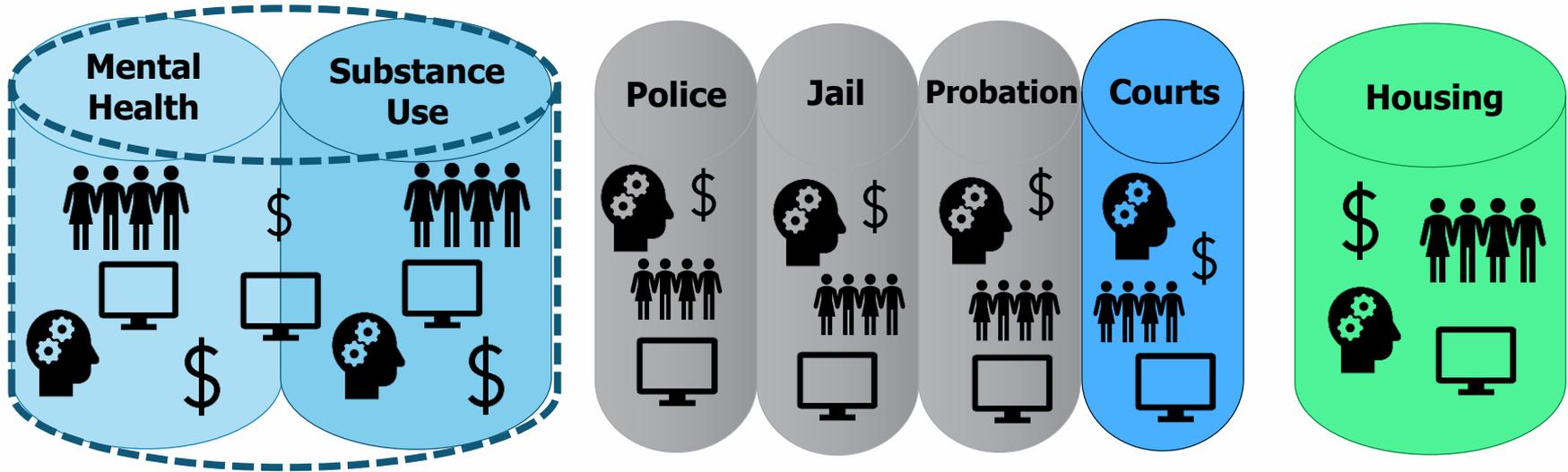
Reducing Inconsistency: Shared Definitions, Screening, Assessment, Data Collection

Definition of SMI:
Local shared definition

SCREEN

- At booking
- Brief Jail Mental Health Screen (validated)
- Corrections officers
- Funded by county jail

Owner: **County Jail**
Access: **All jail staff**
Reports/Query: **Both**

ASSESS

- < 72 hours
- County-developed mental health assessment
- Jail behavioral health provider
- Re-assess < 14 days

Owner: **Contractor**
Access: **Mental health professionals**
Reports/Query: **Query only**

CSG | Justice Center

Comprehensive Process Analysis and Service Inventory

- System-wide process review
- Inventory of services and programming
- Identified system gaps and challenges
  - Process problems
  - Capacity needs
  - Population projections
- Identified evidence-based practices

States Supporting Familiar Faces: Legislative Health and Human Services Committee

CSG | Justice Center

Diversion: An Off-Ramp from the Criminal Justice System to the Community

Sheila Tillman, Sarah Wurzburg, and Hallie Fader-Towe, *Behavioral Health Diversion Interventions: Moving from Individual Programs to a Systems-Wide Strategy* (New York: CSG Justice Center, 2019), https://csgjusticecenter.org/mental-health/publications/behavioral-health-diversion-interventions-moving-from-individual-programs-to-a-systems-wide-strategy/.
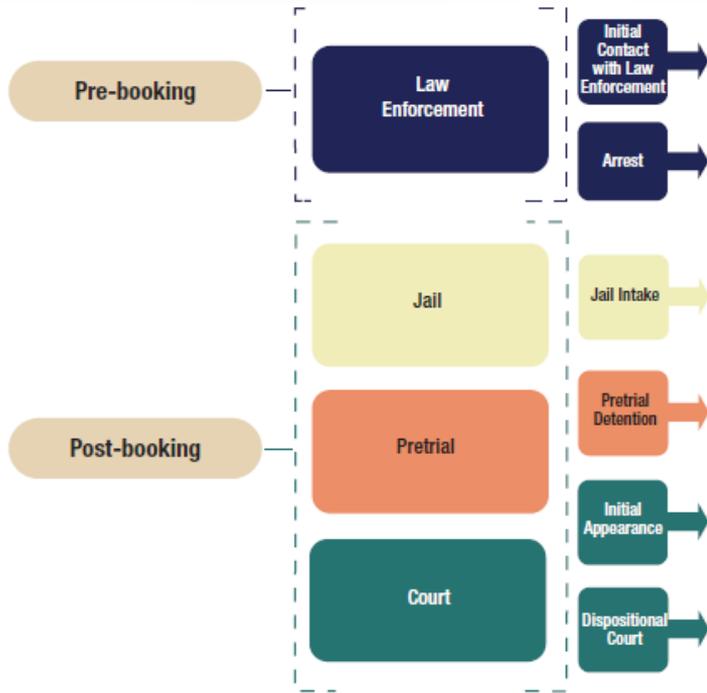
This Photo by Unknown Author is licensed under CC BY-NC-ND

Sequential Intercept Map: LA County, CA (2014)

Process Map: Yolo County, CA (2016)

Mashan Wolfe, Planning & Research Manager, Yolo County Sheriff's Office (approx. 2016)
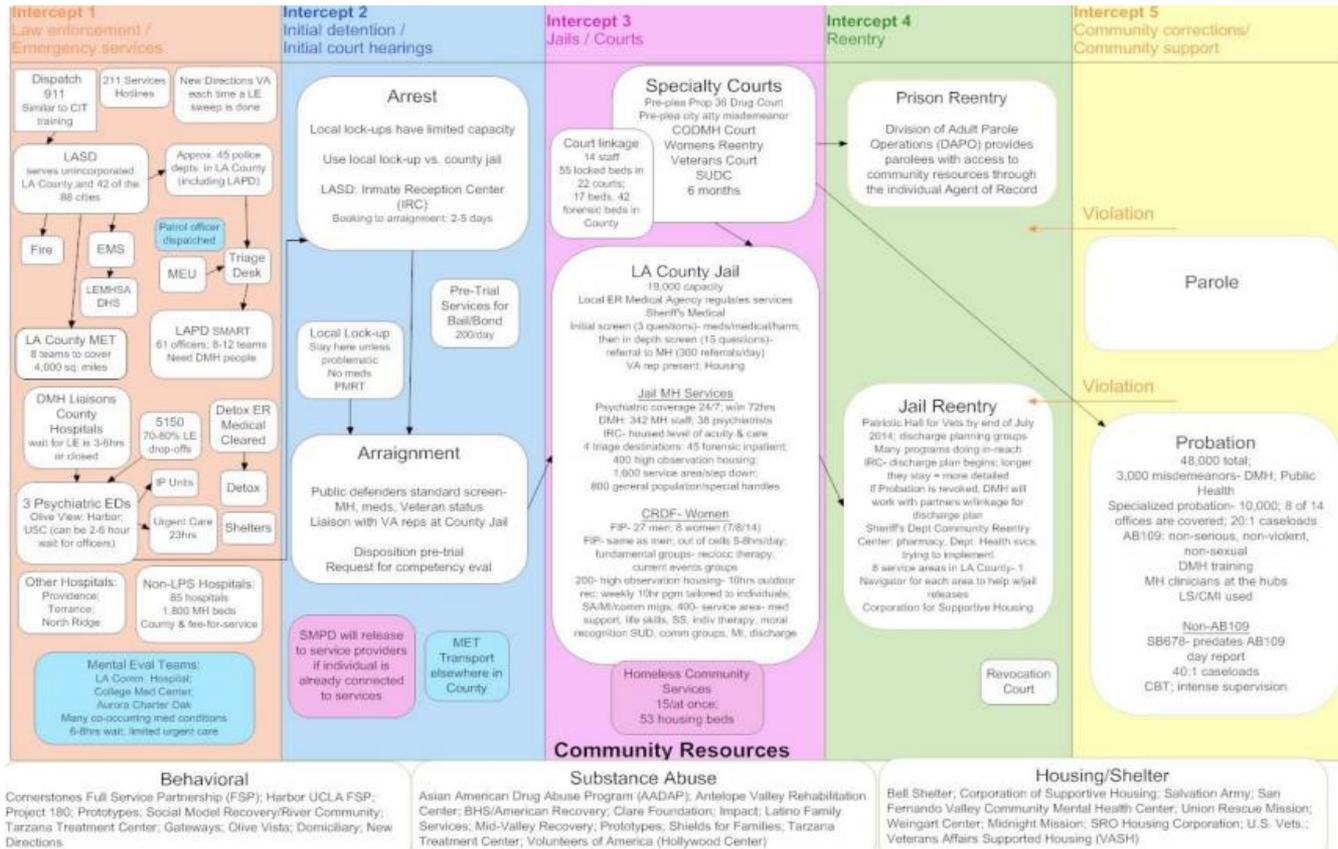
Bernalillo County Process Map
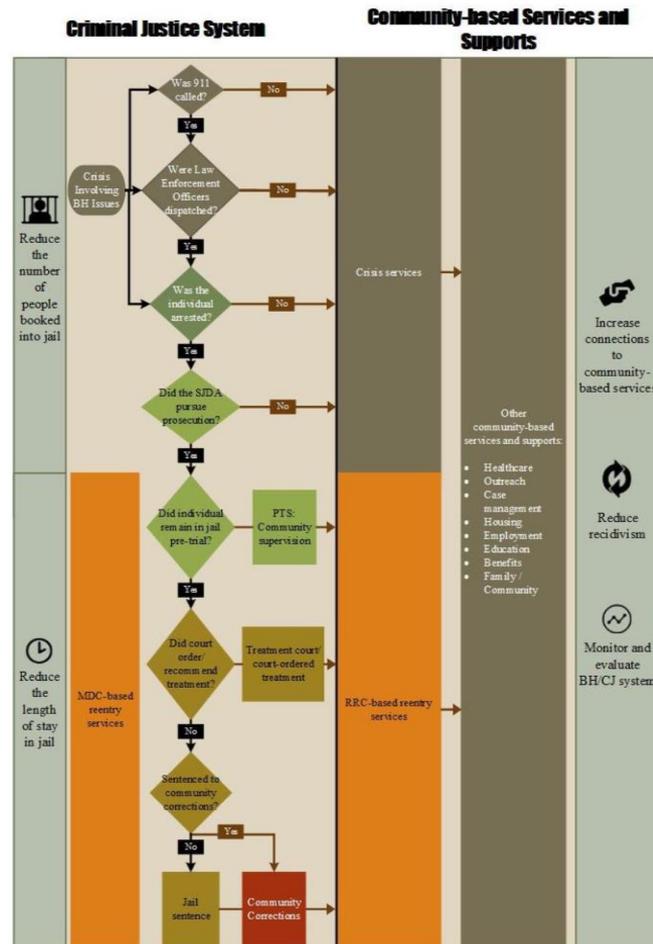
Judiciary Behavioral Health Projects

- Sequential Intercept Mapping for Taos County – February 2022

- Sequential Intercept Mapping for Union & Colfax County – March 2022

- Justice and Mental Health Collaboration Program – Pilot Projects

- New Mexico Supreme Court Commission on Mental Health and Competency – April 2022

- States Supporting Familiar Faces Initiative – July 2022

- Improving the Court and Community Response to Those with Mental Illness in New Mexico Summit – October 2022

For more information on Judiciary Behavioral Health projects, please contact **Scott J. Patterson, Statewide Behavioral Health Manager**, NM Administrative Office of the Courts at aocsjp@nmcourts.gov.

CSG | Justice Center

Justice and Mental Health Collaboration Program
Administrative Office of the Courts Pilot Projects

Law Enforcement Crisis Intervention and Mental Health Training and Support – Grant and Roosevelt Counties

Mental Health Treatment Court – Eighth Judicial District Court, Raton

Navigation Services for Individuals with Justice System Involvement and Mental Health Challenges – Hidalgo, Lincoln, and Otero Counties

Service Connection for Individuals at Risk for Inclusion in **Missing & Murdered Indigenous Women** – Bernalillo County

Telehealth Screening and Assessment for Individuals Experiencing a Mental Health Crisis and **Law Enforcement Contact** – Sierra County

Cross System Stakeholder **Rural Mental Health Training** utilizing ECHO Model – Raton

Housing and Transportation Service Connection for Individuals Exiting Detention – Sandoval County

BJA
Bureau of Justice Assistance
U.S. Department of Justice
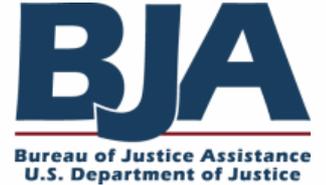
Justice and Mental Health
Collaboration Program (JMHCP)

CSG | Justice Center

Builds on County-Level Work in NM and Nationally

"Familiar Faces"

Frequent contact with **homelessness systems**

Frequent contact with **behavioral health and emergency medical systems**

Frequent contact with **the criminal justice system**

CSG | Justice Center

Small Group of People, High Volume of Contact with Health and Justice Systems

Bernalillo County's 2020 priority population of 216 people:

- **69% had been assigned to the MDC psychiatric unit** in the previous 18 months. **30% of those were designated as having a mental illness or suicidal.**

- **92% had been to the Emergency Department (ED) more than once in the previous 18 months**, with one person going 228 times in that period.

- **The 216 people in the priority population accounted for 4,657 visits to hospital EDs across the state** between February 2019 and August 2020.

- 203 people had appeared on six or more priority population lists; **20 people had been on every list.**
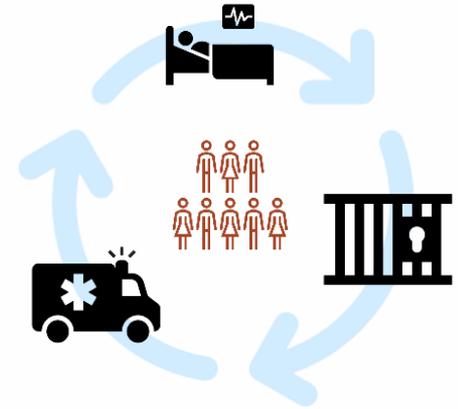
Bernalillo County, "High Utilizer List Facts for CSG." Email to Mark Stovell. September 2020.

States Supporting Familiar Faces: Legislative Health and Human Services Committee

CSG | Justice Center

Bernalillo County's Familiar Faces Work

- **Created a priority population tool** to identify priority population and pair them with intensive case management.

- Priority population includes people with multiple jail bookings within the past 18 months *and* at least one visit to the CARE campus' detox or public inebriate program within the past 3 months.

- Recently developed a **cloud-based, HIPAA-compliant** system to house its priority population list, enabling data sharing across agencies and systems.

- **PERSISTENT CHALLENGE:** Insufficient resources to provide appropriate interventions for priority population.

CSG | Justice Center
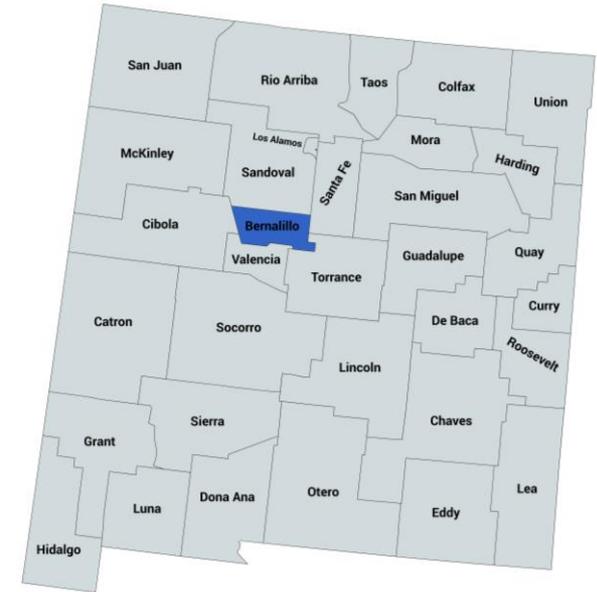
Familiar Faces Strategies in Rural Areas

- **Doña Ana County** has developed a release of information to allow information exchange between Assisted Outpatient Treatment (AOT) and Law Enforced Assisted Diversion (LEAD) programs

- **Otero County** has a shared electronic records system among law enforcement and the detention center that documents Crisis Intervention Team (CIT) referrals.

- Expanding the **Alamogordo** mobile crisis program countywide will expand data collection capacity to include HIPAA-protected mental health information.

A State and Local Approach

States Supporting Familiar Faces: Legislative Health and Human Services Committee

What We've Learned

- Keeping people with behavioral health needs out of the system **as early as possible yields better outcomes and use of resources.**

- **No one system or agency can solve the problem alone.** Public health and public safety must align funding, staff, and priorities to meet the challenge.

- **Local problems need local solutions.** There is no one-size-fits-all approach, so flexibility is needed to adequately meet local needs.

- **States are central to accelerating progress at the local level** and enabling the shift from stand-alone programs to systems transformation.

- To take up this mantle effectively, **state policymakers need locally informed guidance** on where and how to target their actions to meet a wide range of community needs.

CSG Justice Center

How States Support Local Efforts

A coordinated statewide strategy can advance local efforts by:

- Advancing policy change to reduce barriers to local reforms
- Unlocking and aligning resources to bridge persistent funding gaps
- Facilitating collaboration across communities, systems, sectors, and levels of government
- Setting shared goals, definitions, and metrics at scale
- Scaling programs that work to neighboring communities
- Ensuring outcomes are realized equitably

CSG | Justice Center

Coordinated Responses Across Branches
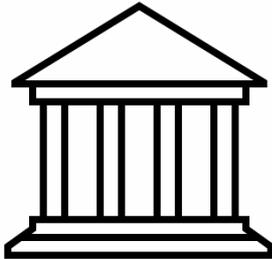
Legislation
Budgetary action
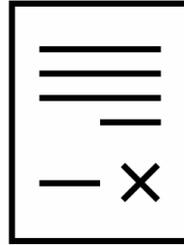
Administrative action
Executive orders

Judicial champions
Rules of Court

States Supporting Familiar Faces: Legislative Health and Human Services Committee

CSG | Justice Center

Strengthening the Foundations for Coordinated Cross-system Efforts

Key Focus Areas for State Action

Housing, Crisis Systems, Diversion

Data Collection and Information Sharing

Collaboration

Funding

States Supporting Familiar Faces: Legislative Health and Human Services Committee

CSG | Justice Center

States Supporting Familiar Faces

Project Overview

CSG | Justice Center
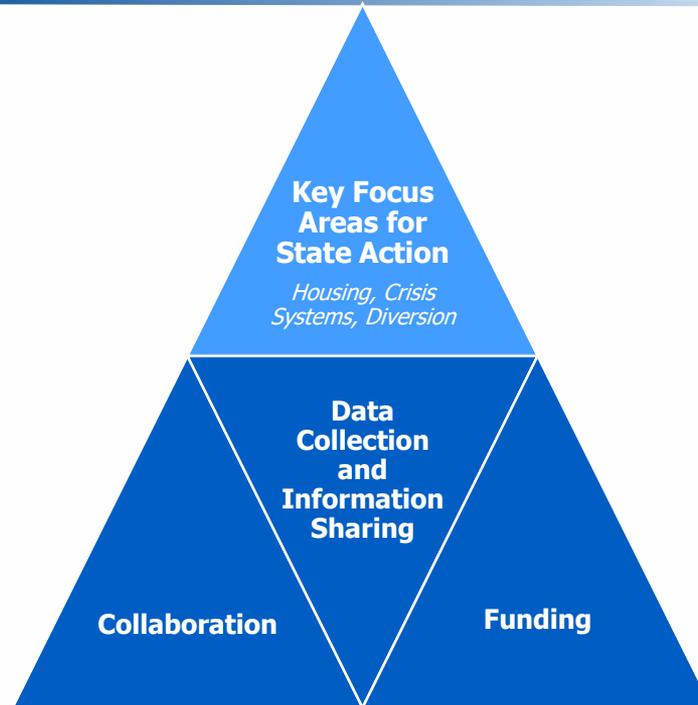
States Supporting Familiar Faces

This project will position two states to enact policy changes that build local capacity to improve responses to high utilization by

Using data to identify and better serve this population;

Promoting the use of pre-arrest diversion; and

Building and scaling community-based behavioral health services, crisis systems, and housing.

CSG | Justice Center

State Policy Examples: Familiar Faces

Using data to identify and serve population

- **Michigan**: Care Connect 360 facilitates care coordination across programs and payment systems. Data matching informs state policy and funding decisions.

Promoting pre-arrest diversion

- **Arkansas:** Criminal Justice Efficiency and Safety Act funded CIT and CSUs to promote pre-arrest diversion for people in crisis.

Building and scaling community-based care

- **Oregon:** Justice Reinvestment Initiative legislation created a new permanent supportive housing benefit for familiar faces population.

States Supporting Familiar Faces: Legislative Health and Human Services Committee

States Supporting Familiar Faces: At-a-Glance

- Bring together cross-system leadership group
- Review local "familiar faces" strategies, as well as innovative and best practices nationally, to
  - Inform state policy recommendations and
  - Provide peer-to-peer learning opportunities for counties
- Support implementation of at least two adopted policy recommendations

Three-Branch Approach

Legislature:
Coordination with LHHS Committee

Task Force Home:
New Mexico Supreme Court Commission on Mental Health and Competency

Executive:
New Mexico Behavioral Health Collaborative

County Engagement to Date
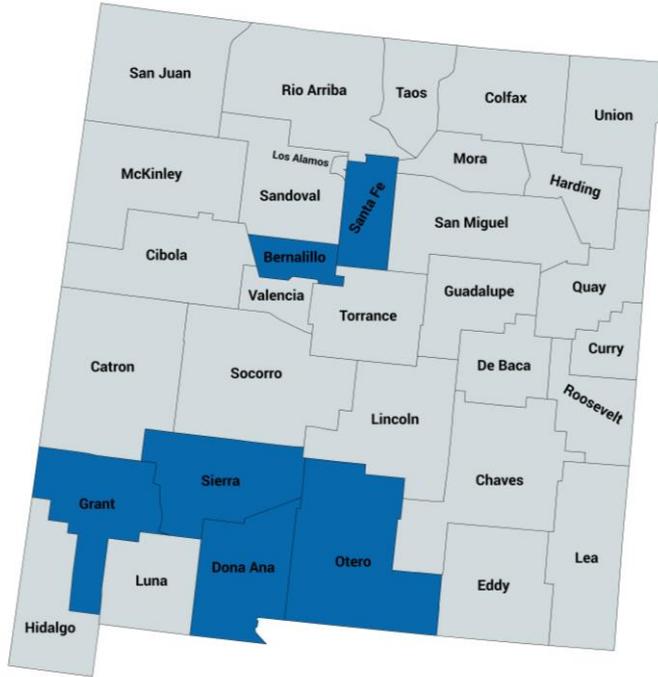
- Bernalillo County
- Doña Ana County
- Grant County
- Otero County
- Santa Fe County
- Sierra County

CSG | Justice Center

2022 Activities and Outputs

Winter/Spring	• Initial stakeholder engagement • Request for SSFF technical assistance from state leaders

Summer	• Estimated 3 task force meetings
	   • Review local lessons learned from NM counties.
	   • Present initial findings and draft policy recommendations.
	   • Deliver final presentations and discuss policy recommendations.
	• Local engagement and peer learning sessions
	• Introduction of project/findings to relevant additional stakeholders, including legislative committees and NM counties conference

Fall	• Ongoing stakeholder engagement to refine recommendations and position them for adoption • Report with policy recommendations

States Supporting Familiar Faces: Legislative Health and Human Services Committee

CSG | Justice Center

Opportunities in NM

Seeding ideas for impactful policy action

States Supporting Familiar Faces: Legislative Health and Human Services Committee

CSG | Justice Center

Opportunities for State Action in New Mexico

- Collaboration

- Data collection and information sharing

  - Issue common definitions

  - Promote collection of key metrics

- Behavioral health workforce

- Housing

- Rural and frontier access to care

- Pretrial diversion strategies

- Connections to care and supports upon reentry

CSG | Justice Center

POLICY AREA: Strengthening Collaboration

Communities are facing public health and safety challenges no one system has the resources, ability, or responsibility to solve alone.

Successful change hinges on **intentional and meaningful collaboration** on many levels, including

- **Between states and localities;**

- **Across branches of government;**

- **Within and across systems;**

- **Across sectors (public and private); and**

- **With community members.**

States Supporting Familiar Faces: Legislative Health and Human Services Committee

Support local collaboration.

Local cross-system collaboration is critical yet challenging to actualize without state support.

States can fund the creation of local councils and support operations with guidance and training.

- **Strengthen county and regional planning**.
- Conduct **local systems assessments** (i.e., SIM Mapping) to identify and bridge gaps.
- Serve as **local laboratories for innovation**.
- Align and secure additional **funding**.
- Formalize and facilitate **state-local coordination**.

Pennsylvania CJABS, State TA Center

CSG | Justice Center

POLICY AREA: Data Collection and Info Sharing

Current data on behavioral health needs of people in the criminal justice system are often disjointed.

Many communities lack needed infrastructure to collect, share, and analyze data.

Effective state policymaking hinges on understanding the following:

- **The nature and extent of the challenges**

- **What strategies can best address them**

- **How well these strategies are working, including if outcomes are being realized equitably**

- **What services and supports are available locally**

CSG | Justice Center

Set, understand, and use common definitions.

States can play a vital role in setting and promoting use of shared definitions across agencies and levels of government.

Important terms: Severe mental illness, substance use disorder, homelessness, recidivism, and high utilization

Common definitions **consistently used** by state and local entities can do the following:

- Identify a **common population** for cross-agency efforts.

- Ensure that **eligibility for services is consistent** across agencies.

- Establish a **common metric for tracking outcomes** of policy and practice change.

⭐ **Washington, DC, defines homelessness in statute.**

CSG | Justice Center

Promote collection and reporting of key metrics.

Providing specific metrics and protocols for tracking metrics at the state level can

- Ensure **consistency and accuracy** in collecting data;

- Establish **baseline** measures and help **set reduction targets** against which progress can be measured;

- Provide vital information to local policymakers on **whether strategies and investments are achieving intended outcomes;** and

- Supply **aggregate data** to inform state-level policies, determine capacity needs, and identify efficiencies through shared resources.

Florida passed legislation requiring all counties to collect key metrics pertaining to courts, jails, and prisons.

States Supporting Familiar Faces: Legislative Health and Human Services Committee

CSG | Justice Center

Key Policy Areas to Support Familiar Faces

Growing a culturally responsive behavioral health workforce

Increasing the supply of permanent housing for familiar faces

Expanding community-based care in rural and frontier areas

Scaling effective pretrial diversion & reentry strategies

Discussion

Planning for the legislative session

CSG | Justice Center

Discussion

- Where do you see alignment with existing priorities?
- What policy or funding strategies to strengthen local capacity to improve outcomes for familiar faces could be achievable in the coming year?
- How can States Supporting Familiar Faces help bolster and align existing efforts?
- What information is still needed?

States Supporting Familiar Faces: Legislative Health and Human Services Committee

Thank You!

Join our distribution list to receive updates and announcements:

https://csgjusticecenter.org/resources/newsletters/

For more information, please contact Amy Button
at abutton@csg.org or Hallie Fader-Towe at hfader@csg.org

The presentation was developed by members of The Council of State Governments Justice Center staff. The statements made reflect the views of the authors, and should not be considered the official position of The Council of State Governments Justice Center, the members of The Council of State Governments, or the funding agency supporting the work.

© 2022 The Council of State Governments Justice Center