

**DETENTION CENTER INMATE SUPPORT PROGRAM
DEMONSTRATION PROJECT**

RECOMMENDATION:

Support a bill requesting three-year funding for an “Inmate Support Program” demonstration project at the Grant, Luna, and Hidalgo County Detention Centers at a 3-year, 3-county cost of \$563,180. The project goals are: 1) decreased recidivism; 2) increased inmate success upon return to the community; 3) decreased detention center costs for behavioral health and substance abuse treatment services; and 4) increase public safety. This project will provide a) on-site comprehensive, behavioral health services; b) coordination of treatment with external community providers; c) supportive training to detention center personnel with linkage to community behavioral health providers; d) behavioral health aftercare services to released inmates; e) life skills planning and coordination, life skills classes and community case management upon release; and f) a Continuous Quality Improvement Plan.

RATIONALE:

The human and financial cost to communities of inmates who require behavioral and pharmaceutical services is high, well documented, and chronic. The House Joint Memorial 17 Task Force Recommendation Report released in November 2011 establishes a goal “..... to reduce the number of people with mental health disorders who are in detention or require law enforcement intervention”. It notes that current payment mechanisms “.... create a disincentive for providers to offer the needed services to address and prevent mental health crisis”. This demonstration project directly addresses these concerns and will provide a model which can be sustained and replicated throughout the state.

IMPLEMENTATION STEPS:

1. Present the proposal to Senators Morales and Smith and Representatives Hamilton, Martinez and Irwin.
2. Work with Senator Howie Morales and/or Senator John Smith to be on the agenda for the Interim Legislative Finance Committee, summer 2013.
3. Work with Susie Trujillo, LC6/CoCC Inmate Support Program subcommittee participant, to get on the agenda of the Health and Human Services Interim committee(s) and a visit with Senator Papan.
4. Find a bill sponsor for the 2014 legislative session and advocate for bill passage.

HUMAN IMPACT:

- *The October 2012 NM Behavioral Health Collaborative Substance Abuse Prevention Strategy cites increased crime as an outcome of untreated or ignored substance abuse issues.*
- *In the past few months..., “two students who started studying for their GEDs while in the GC Detention Center went on to receive their GEDs once they were released.”*

ADDITIONAL CONSIDERATIONS:

- 28% of the Luna County detention center population is either mentally ill or on psychotropic meds prior to incarceration and those with acute mental illness minimally stay 300 days in jail and then reoffend and return to the system
- 73% of inmates at the NM Women’s Correctional Facility spent time in prison or jail within the 12 mo. prior to current incarceration. Detention centers are intended as “shortest term stay” facilities, and Inmate Support Programs assist the inmate while in the facility, but more important get the inmate the appropriate care and supports on return to the community.
- Each dollar invested in substance abuse treatment yields a savings of \$12 in medical and criminal justice costs and each dollar invested in prevention yields a return of \$18 (SM 18 Drug Policy Task Force Final Report)
- Each dollar invested in mental health services saves \$10 in other social, governmental and economic costs.

For the 2014 NM Legislative Session
Behavioral Health Local Collaborative 6 (LC6) and SW Continuum of Care Coalition (CoCC)
Inmate Support Program

July 3, 2013

A. CONTACT INFORMATION

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B. SUMMARY

It is proposed that the provision of mental health treatment, treatment coordination and life skills development for inmates at the Luna, Hidalgo and Grant County Detention Centers will improve the mental and behavioral health status of inmates, reduce the number of acute care emergency room visits to Gila Regional Medical Center and Mimbres Memorial Hospital and increase the probability of successful community reintegration upon release.

In addition to formal mental health counseling, inmates would benefit from coordinated case management to improve a variety of life skills needed for successful reintegration into the community and follow up case management once inmates return to the community. Detention center staff will be provided assistance with counseling services and opportunities for training.

It is proposed that 2.5 FTE Program Coordinator/Licensed Mental Health Counselors be hired, with program costs shared by Grant County/GCDS, Luna County/LCDS, Hidalgo County/HCDS and a legislative appropriation.

Legislative appropriation requested for the three year, three county demonstration project is: \$563,180

C. NEEDS STATEMENT

Inmate Mental Health Counseling

While crisis counseling is provided on-site at the Detentions Centers, as possible, inmates are not able to access counseling services on a regular basis. Rather, upon request, inmates are transported to various behavioral and mental health providers within the region during times of acute need or when necessary to continue treatment established prior to incarceration. Currently, only the Luna County Detention Center has a contract for 20 hours a week of inmate counseling services within the actual detention center walls. Non-federal inmate populations have been averaging 110 (GC); 132 (LC); and 25 (HC).

During mental health crisis, the area hospital emergency rooms are used, taxing those resources while costing thousands in detention center personnel overtime. Examples of costs related to offsite behavioral health care include: monthly pharmacy costs average: \$10,000 (GC), \$2500 (HC), \$6,000 (LC); GC Officer OT for off-site medical and behavioral health visits for inmates: 2011 5-month average of \$3836.

Inmates who are released back into the community without having received necessary behavioral health intervention will often repeat those behaviors which have at their root unmet psychodynamic needs. In addition, inmates released into the community who have not had the benefit of engaging in reparative work with family and community members can find it difficult to not re-offend within the context of an un-changed setting and ongoing unhealthy or unresolved interpersonal relationships.

Detention Center Personnel Training

Employment in a detention facility can be stressful, anxiety-producing, and dangerous. Quick access to a mental health provider and training on-site can prevent acute stress from negatively impacting personnel, while providing additional communication and intervention skills. In addition, personnel may need facilitated linkage to community behavioral health providers contracted through their employee assistance programs (EAP).

Treatment Coordination and Aftercare

Inmates have a variety of mental health needs ranging from supportive counseling, substance abuse counseling, family counseling, sexual assault counseling, domestic violence education and counseling to acute care and psychotropic medication management.

Treatment coordination would provide inmates with a Mental Health Status Exam and Psychosocial Assessment, when warranted, to determine the risk of self-harm or harm to others and to identify any needed treatment interventions. A mental health treatment plan, to include a “release plan”, may be developed to include both on-site and external (community) behavioral health services.

The counselor serves as a treatment coordinator and “gatekeeper” to all the required behavioral health services. Better coordination with external providers, including collaboration on medication management, may reduce any misuse or overuse of psychotropic medication while providing a superior mental health outcome for the inmate.

An essential component of mental health counseling is aftercare that may stabilize clients with new insights and behavioral changes. Aftercare services for released inmates, made available either on-site at the facility or in the community, may help to ensure needed behavioral modifications are maintained and re-offense is avoided.

Life Skills Coordination and Case Management

An essential aspect of inmate rehabilitation is the development of appropriate and useful life skills. While a few life skills programs are currently available in the Luna, Hidalgo and Grant county facilities, a coordinated and comprehensive array of life skills is not available. The Coordinator/Counselor will help inmates to develop a life skills plan either as a stand alone approach or as a component of a behavioral health treatment plan.

A plan for successful reintegration into the community, to include job skills development, communication skills, interpersonal skills, parenting skills, financial literacy, and basic educational skills, decreases the chances for re-offense. Members of the inmate’s family and mentors may be included in the plan’s development. A life skills plan coupled with a behavioral health treatment plan can create the conditions for successful release.

Upon inmate release case management is vital to the success of ongoing life skills development. The Coordinator/Counselor may provide initial case management services, while assisting the inmate to link with community resources, such as Comprehensive Community Support Services at Border Area Mental Health Services, Family Support Services at Hidalgo Medical Services, Restorative Justice Circles, and other community resource providers.

D. GOALS AND OBJECTIVES

In collaboration with community members and behavioral health providers, and utilizing the four-county SW Continuum of Care Coalition (CoCC) as an Advisory Council,

The project goals are: 1) decreased recidivism; 2) increased inmate success upon return to the community; 3) decreased detention center costs for behavioral health and substance abuse treatment services; and 4) increased public safety.

This project will provide a) on-site comprehensive, behavioral health services; b) coordination of treatment with external community providers; c) supportive counseling and training to detention center personnel with linkage to community behavioral health providers; d) behavioral health aftercare services to released inmates; e) life skills planning and coordination, life skills classes and community case management upon release; and f) a Continuous Quality Improvement Plan.

E. SCOPE OF SERVICES

1. Inmate Mental Health Counseling, Treatment Coordination and Aftercare

Objectives

- To improve the mental health status of inmates through the provision and/or coordination of on-site comprehensive, behavioral health services within the Luna, Hidalgo, and Grant County Detention Centers.
- To provide a behavioral health treatment plan coordinating on-site services with external community treatment providers, physicians and other prescribing health professionals.
- To develop a re-entry plan and coordinate aftercare counseling and other treatments to inmates released from incarceration.

Activities

- Coordinate or provide Mental Health Status Exams / Mental Health Assessments for inmates in crisis.
- Coordinate or provide mental health counseling and crisis counseling while on duty and facilitate linkage to after-hours crisis counseling.
- Follow-up with emergency behavioral health providers, such as Gila Regional Medical Center, Mimbres Memorial Hospital, Border Area Mental Health Services, Hidalgo Medical Services, and Presbyterian Medical Services.
- Coordinate development of treatment plans, maintain progress notes, medication management notes, release plans and aftercare plans
- Coordinate treatment interventions and aftercare/ "release plans" with emergency/crisis service providers
- Coordinate medication management and behavioral health treatment with community health providers.
- Facilitate the development of inmate/family member treatment plans using the Wraparound or other appropriate model.
- Coordinate group counseling to inmates utilizing appropriate community facilitators to conduct groups within the facility. Groups may be psychotherapeutic or psycho-educational (anger management, IOP-Relapse Prevention, Circles, etc.), as needed.
- Provide or coordinate services for victims of sexual assault and partner violence
- Coordinate the integration of behavioral health treatment with primary care treatment.
- Coordinate with, and/or seek professional consultation, as needed from current detention center mental health service contractors and community behavioral health providers, including psychiatrists on staff at Gila Regional Medical Center, Mimbres Memorial Hospital and/or federally qualified health centers or private practice.
- Abide by all professional and ethical guidelines, including those of the New Mexico Counseling and Therapy Practice Board and the New Mexico Adult Detention Professional Standards and the Prison Rape Elimination Act Standards.

2. Detention Center Staff Training

Objective

- To improve mental health understanding of detention center personnel through education and training on communication and intervention with those incarcerated with a mental illness.

- If needed, provide personnel with a brief intervention and linkage to community behavioral health providers per their employee assistance program guidelines

Activities

- Provide Crisis Intervention Stress Management and link with State Crisis Intervention Team following a crisis in the facility.
- Provide or coordinate the provision of basic behavioral health trainings for detention center personnel, including Mental Health First Aid; anger management; active listening skills; inmate strengths and needs training; substance abuse relapse cycles; domestic violence-cycle of abuse; de-escalation techniques; and other relevant, requested trainings.
- Maintain appropriate records and abide by all professional and ethical guidelines, including those of the New Mexico Counseling and Therapy Practice Board and the New Mexico Adult Detention Standards and the Prison Rape Elimination Act Standards.

3. Life Skills Coordination and Case Management

Objectives

- To increase inmate self esteem and personal sense of value by developing individual and unique abilities, educational status, parent and other relational skills, vocational skills, financial literacy skills and other skills requisite to successful community membership and contribution.
- To provide life skills planning and coordination, life skills classes and community case management upon release.
- To work with the CoCC and community organizations to develop a coordinated plan to provide group skills building services for inmates, such as Literacy-Link Leamos; WNMU programs; Restorative Justice Circles; NM Department of Workforce Solutions, and other.

Activities

- Develop a Life Skills Plan with each inmate, to include Vision, Functional Strengths, Unmet Needs, Benchmarks, Strategies and Timelines.
- Identify potential family and community members to assist with the implementation of the Life Skills Plan. Facilitate planning meetings within the detention centers to implement Plan strategies.
- Develop a sense of accountability and responsibility through restorative justice practices. Coordinate restorative justice groups and individual sessions with community restorative justice providers. Work with victims, family members, community members.
- Develop community mentoring and peer mentoring programs. Recruit past offenders and other interested community members to mentor inmates on an individual basis and in groups.
- Develop a “Books to Inmates” program coordinated with county Friends of the Library groups or other interested community partners.
- Coordinate GED classes with WNMU or other educators. Assist inmates to register as WNMU students and, if possible, coordinate the provision of classes within the facility.

4. Develop, provide, and/or coordinate psycho-educational programs with group facilitation from external providers.

Activities

- Family violence/partner violence – victim and offender groups
- Parent skills training
- Financial literacy skills: household budgeting, money management, job interviewing skills, resume building, job coaching, professionalism on the job, time management skills
- Relationship skills, communication skills
- Anger management skills, impulse control skills

5. Recruit and coordinate a local Forensic Intervention Consortium to work with the detention centers and the CoCC for the purpose of advising on and overseeing community-inmate programs; funding and other resource development for programs; mentoring inmates; assisting inmates with community reintegration; purchasing goods, materials, and tools needed for inmate programs; advocacy for policy and system changes needed to sustain the program

6. Collaborate as appropriate with the Luna, Hidalgo and Grant County Drug Court programs.

F. CONTINUOUS QUALITY IMPROVEMENT (CQI) PLAN

Quality service reviews will be conducted at a minimum of once a year. Reviews will consist of detention center staff surveys, inmate and inmate family surveys and peer review. Other CQI measures may be identified and established to ensure the highest program integrity and quality possible.

G. DETENTION CENTERS' IN-KIND MATCH

In-Kind financial contribution will be in the form of:

- current contracts for mental health services in Luna county;
- Community Support Worker staff in each of the three counties (Core Service Agency)
- Mental Health training for certification of officers in all three counties;
- Master Trainer training for 2 officers per site (“train the trainer”);
- office space and standard supplies.

Total proposed In-Kind contribution for the three-year demonstration project is **\$495,589**.

H. BUDGET NARRATIVE

It is proposed that the 2.5 FTE for the Coordinator/Licensed Behavioral Health Counselor covering all three counties be employed as 1FTE, Grant County; 1FTE, Luna County; and .5FTE, Hidalgo County. Standard benefits, payroll taxes and administrative costs of approximately 26% will apply. Provider professional development costs are allowed and contractual costs with specialized community behavioral health providers are estimated for the three year demonstration project period. Travel and mileage costs are associated with community networking, family counseling and other program components. Also included in the budget is a line item for special office supplies and inmate programming supplies beyond those standard to the detention centers. Additional costs associated with case management, experiential programs, officer training and other programming will be obtained through detention center and community in-kind matching funds.

Total proposed legislative appropriation for the three-year demonstration project is **\$563,180 (approximately \$63,000 per county per year.)**

Luna, Hidalgo, Grant County Detention Center Inmate Support Program BUDGET PROPOSAL JUNE 13, 2013	
BUDGET ITEMS	TOTAL
I. Personnel	
A. Salaries Coordinator/Licensed Behavioral Health Counselor (2.5 FTE) \$25/hr. @ 5200 hours/yr x 3 project years	\$390,000
B. Benefits, taxes, admin. (26%) x 2.5 FTE x 3 project years	\$101,400
C. Professional development and training x 3 project years	\$5,000
II. Contractual	

A. Community Behavioral Health Providers / Consultants \$65/hr @ 300 hours per year x 3 project years	\$58,500
III. Travel and Mileage	
4000 miles @ .44/mile x 3 project years	\$5280
IV. Equipment and Supplies beyond those standard to detention centers	
Office supplies, inmate programming x 3 project years	\$3,000
TOTAL LEGISLATIVE REQUEST for the 3-YEAR PROJECT	\$563,180
IN-KIND BUDGET PROPOSAL	
I. Personnel Current behavioral health contracts will augment the project: Luna County contract with Presbyterian Medical Services (\$46,800/yr x 3 yrs) Community Support Workers x3 (\$28,000 x3 + 25% benefits x 3 years)	\$455,400
II. Officer training 8 hours of training at OT rate \$19.37/hr/officer x approximate 70 officers per detention center x 3 project years	\$ 32,541
III. Certified Master Trainers 2 officers per county x 40 hour certification training x OT rate \$19.37/hr/officer (6 officers)	\$ 4,648
IV. Standard Office Supplies and Office Space	\$ 3,000
TOTAL IN-KIND BUDGET for the 3-YEAR PROJECT	\$495,589