


# Stepping Up - Fader-Towe



## Stepping Up California

Hallie Fader-Towe, Senior Policy Advisor, CSG Justice Center  
Peter Espinoza, Director, Office of Diversion and Re-Entry, LA County  
Words to Deeds Track, March 23, 2017

Forensic Mental Health Association of California-  
42nd Annual Conference  
1 Old Golf Course Rd, Monterey, CA 93940

**JUSTICE CENTER**  
THE COUNCIL OF STATE GOVERNMENTS  
*Collaborative Approaches to Public Safety*

---

---

---

---

---

---

---

---

### About CSG Justice Center

**CSG**

National non-profit, non-partisan membership association of state government officials that engages members of **all three branches** of state government.

**JUSTICE CENTER**  
THE COUNCIL OF STATE GOVERNMENTS

- Justice Center provides **practical, nonpartisan advice** informed by the best available evidence.

2

---

---

---

---

---

---

---

---

## Learning Objectives

By the end of this session, participants will be able to:

- Describe components of a successful [Stepping Up](#) plan
- Differentiate strategies for [screening](#) for mental illnesses in the jail setting and other justice system points
- Differentiate strategies for [measuring](#) the number of people with mental illnesses in jail and their outcomes

**LA County Case study**

Council of State Governments Justice Center | 3

---

---

---

---

---

---

---

---

### Overview

Introducing Stepping Up

Six Questions County Leaders Need to Ask

How Many People with Mental Illnesses Are in Your Jail?

4

---

---

---

---

---

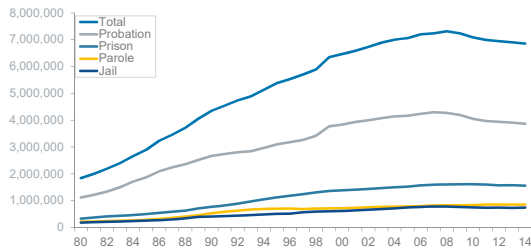
---

---

---

### Millions of Adults Now Under Correctional Supervision

Bureau of Justice Statistics 1980 - 2014



5

---

---

---

---

---

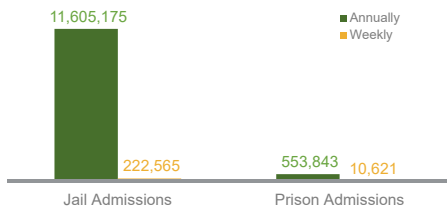
---

---

---

### Jails are Where the Volume is

Number of Admissions to Jail and Prison Weekly and Annually, 2012



6

---

---

---

---

---

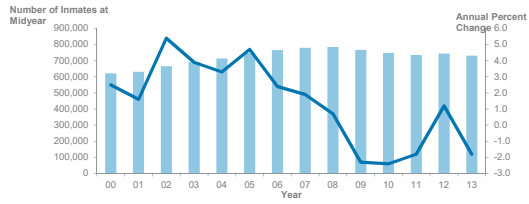
---

---

---

While Jail Populations Have Declined in Some Counties ...

Inmates Confined in Local Jails at Midyear and Percent Change in the Jail Population, 2000-2013




---

---

---

---

---

---

---

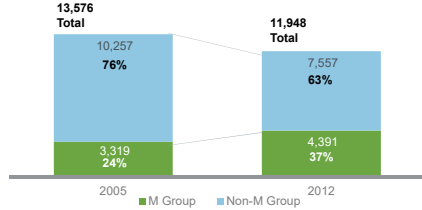
---

---

---

Jails Report Increases in the Numbers of People Mental with Illnesses

NYC Jail Population (2005-2012)  
Average Daily Jail Population (ADP) and ADP with Mental Health Diagnoses




---

---

---

---

---

---

---

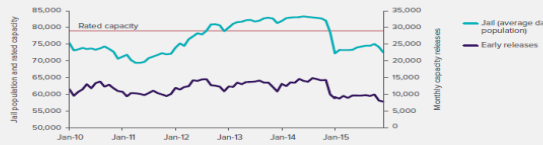
---

---

---

California's County Jail Population

THE COUNTY JAIL POPULATION AND CAPACITY RELEASES FELL SUBSTANTIALLY AFTER PROPOSITION 47



SOURCE: Board of State and Community Corrections (BSCC) monthly Jail Profile Survey.  
NOTE: As of December 2015, the BSCC sets the statewide rated jail capacity at nearly 80,000 inmates.

Public Policy Institute of California, California's Future: Corrections, January 2017.

---

---

---

---

---

---


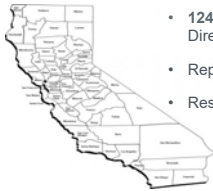
---

---

---

---

### Perception of Current Practices: Statewide Survey

- 124 Responses from Sheriffs, Behavioral Health Directors, Chief Probation Officers and designees
- Representing all 58 counties
- Responses to be grouped by: Region, Size, Profession
- Perceptions not "Proof"

<http://www.counties.org/general-information/california-county-map>

**JUSTICE CENTER**  
The Council of State Governments  
Collaborative Approaches to Public Safety

10

---

---

---

---

---

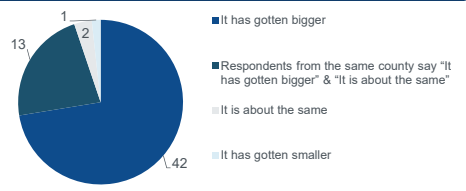
---

---

---

### Survey Results: Almost all counties report more people with mental illnesses in jail now than five years ago

Survey Question: What is your impression of the number of people with mental illnesses in your county's jails over the past five years?



- It has gotten bigger
- Respondents from the same county say "It has gotten bigger" & "it is about the same"
- It is about the same
- It has gotten smaller

**100% responding Sheriffs (14) said "It has gotten bigger."**

11

---

---

---

---

---

---


---

---

### Mental Illnesses: Overrepresented in Our Jails

General Population

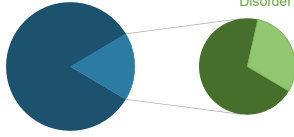
5% Serious Mental Illness



Jail Population

17% Serious Mental Illness

72% Co-Occurring Substance Use Disorder



12

---

---

---

---


---

---

---

---

**THE STEPPING UP INITIATIVE**



*There will be fewer people with mental illnesses in our jails tomorrow than there are today.*

13

---

---

---

---

---

---

---

---

<https://stepuptogether.org/>



Counties that have passed resolutions (247)



14

---

---

---

---

---

---

---

---

**Major Partners Rally Around a Common Goal**  
**Partners and Steering Committee Members**



**Federal Partners**

15

---

---

---

---

---

---

---

---

# Stepping Up - Fader-Towe




---

---

---

---


---

---

---

---

### 27 California Counties Have Stepped Up; More Engaged



Alameda	Kern	Orange	San Joaquin
Calaveras	Los Angeles	Plumas	Solano
Contra Costa	Madera	Riverside	Sonoma
Del Norte	Marin	Santa Barbara	Sutter
El Dorado	Mendocino	Santa Clara	Yolo
Humboldt	Merced	Santa Cruz	Yuba
Imperial	Nevada	San Diego	

Stepping Up counties represent 68% of the state's average daily jail population.

---

---

---

---

---

---

---

---

### Stepping Up: The California Summit

- Leadership teams from **53 counties**
- 400 people
- Plenaries focusing on:
  - Origins of the problem
  - How CA counties are doing system planning
  - Incorporating lived experiences
  - Information sharing
  - Financing
- Team work time
- Topical breakouts

➤ Launch of **Six Questions**

➤ **Statewide support**




---

---

---

---


---

---

---

---

How do we know whether a county is positioned to reduce number of people with mental illness in jail?



1. Is your leadership committed?
2. Do you have **timely screening and assessment**?
3. Do you have **baseline data**?
4. Have you conducted a comprehensive process analysis and service inventory?
5. Have you prioritized policy, practice, and funding?
6. Do you track progress?

---

---

---

---

---

---

---

---

Is Your Leadership Committed?

	Mandate from county elected officials	
	Representative planning team	
	Commitment to vision, mission and guiding principles	
	Designated project coordinator and organized planning process	
	Accountability for results	

---

---

---


---

---

---

---

---




---

---

---

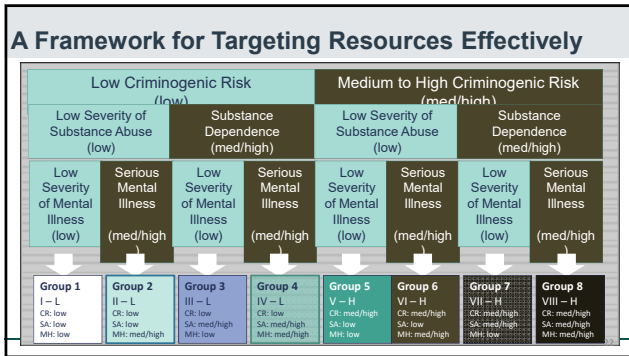
---

---

---

---

---




---

---

---

---

---

---

---

---

### Do You have Timely Screening and Assessment?

- Is there are system-wide definition of:
  - Mental illness
  - Substance use disorders
  - Recidivism
- Screening and assessment:
  - Validated screening & assessment tools
  - Efficient screening & assessment processes

---

---

---

---

---

---

---

---

### Do You have Baseline Data?

- Ability to measure:
  - Prevalence rate of mental illnesses in jail population
  - Length of time people with mental illness stay in jail
  - Successful connection to community-based treatment, services and supports
  - Recidivism rates
- Electronically collected and recorded data

---

---

---

---

---




---

---

---



### Have You Conducted a Comprehensive Process Analysis and Service Inventory?

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

25

---

---

---


---

---

---

---

### Have You Prioritized Policy, Practice and Funding?

- Consider a full spectrum of strategies 
- Strategies clearly focus on the four key measures 
- Costs and funding identified 
- County investments 

26

---

---

---





---

---

---

---

### Do You Track Progress?

- Reporting timeline of four key measures 
- Process for progress reporting 
- Ongoing evaluation of program implementation 
- Ongoing evaluation of program impact 

27

---

---

---

---

---

---

---

### Learn more!

The Stepping Up Resources Toolkit provides resources intended to assist counties with developing and implementing a systems level, data-driven plan that can lead to measurable reductions in the number of people with mental illnesses in local jails.

Reducing the Number of People with Mental Illnesses in Jail: Six Questions County Leaders Need to Ask serves as a blueprint for counties to assess their existing efforts to reduce the number of people with mental illnesses in jail by considering specific questions and progress tracking measures. The report also informs the Stepping Up

Next Webinar: April 6 Screening & Assessment Question #2

---

---

---

---

---

---

---

---

### Do You have Timely Screening and Assessment?

- Is there are system-wide definition of:
  - Mental illness
  - Substance use disorders
  - Recidivism
- Screening and assessment:
  - Validated screening & assessment tools
  - Efficient screening & assessment processes

---

---

---

---

---

---

---

---

### Who is “mentally ill”?

... Often depends on who you ask

---

---

---

---

---

---

---

---

## Developing a shared definition

### Serious Mental Illness

Welfare and Institutions Code, Section 5600.3(b)(2)

This definition is used by the BSCC's Mentally Ill Offender Crime Reduction (MIOCR) Grant Program; the Mental Health Service Act; DHCS 1915(b) Waiver

A serious mental disorder means "a mental disorder that is **severe in degree and persistent in duration**, which may cause behavioral functioning which **interferes substantially with the primary activities of daily living**, and which may result in an inability to maintain stable adjustment and independent functioning without treatment, support, and rehabilitation for a long or indefinite period of time. **Serious mental disorders include**, but are not limited to, schizophrenia, bipolar disorder, post-traumatic stress disorder, as well as major affective disorders or other severely disabling mental disorders."

21

---

---

---

---

---

---

---

---

## Developing a shared definition

### Other potential sources

- Medical Necessity Criteria for Medi-Cal Specialty Mental Health Services Title 9, California Code of Regulations, Chapter 11, Section 1830.205
- Mild to Moderate Treatment Provided by Medi-Cal Managed Care Plan
- A SHARED understanding between community behavioral health and jail staff (and other partners from the criminal justice system)
- Focus on "serious mental illness"

22

---

---

---

---

---

---

---

---

## Do We Conduct Timely Screening and Assessments?

Ideally, universal screening and follow-up assessment, as needed, is available in jail and on probation for all three dimensions

### Screen



#### Triage

- Short
- Universal
- Indicates need for follow-up

### Assessment



#### Diagnose, Plan, Repeat

- Lengthy
- Administered by MH professional
- Used to diagnose, develop case plan, monitor progress
- Iterative process

33

---

---

---

---

---

---



---

---



### Do We Conduct Timely Screening and Assessments?

**California Picture:**



- A handful of leads on small, medium, and large counties that report doing universal screening and assessment for all three dimensions either at the jail or on probation

- About 25% of counties report universal screening for mental health and substance use in the jail
  - 14% report it happens on probation

- About 17% of counties report assessment for all mental health and substance use in the jail
  - 5% report it happens on probation

- About 12% report universal assessment for risk of recidivism in the jail
  - 50% report it happens on probation

Survey results must be understood and interpreted in the context explained on slide 10 of this presentation

---

---

---

---

---

---


---

---

---

---

### “Screening” for mental health need



- Short
- Does not need a trained clinician to administer
- Determines whether a full assessment is warranted
- Validated**
- Clear scoring criteria**
- Training**

---

---

---

---

---

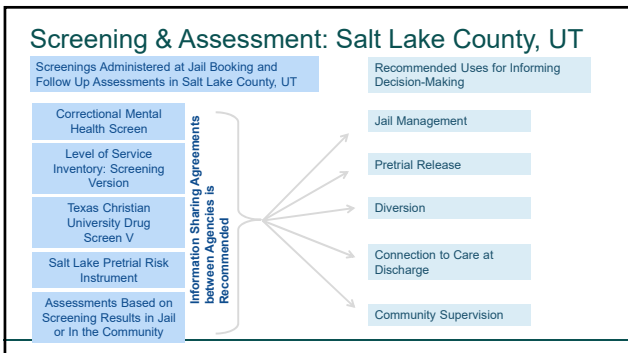
---

---

---

---

---




---

---

---

---

---

---

---

---

---

---

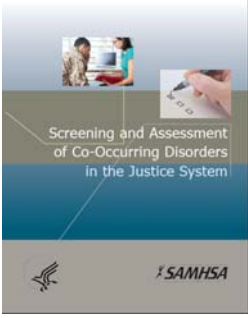
# Stepping Up - Fader-Towe

**Example Screening Tools\***

- Brief Jail Mental Health Screen
- Texas Christian University Drug Screen V (TCUDS V)
- Correctional Mental Health Screen
- Mental Health Screening Form III

\*Stepping Up does not endorse the use of any specific screening and assessment tools

Available online (free!) through SAMHSA



---

---

---

---

---

---

---

---

### Do You have Baseline Data?

- Ability to measure:
  - Prevalence rate of mental illnesses in jail population
  - Length of time people with mental illness stay in jail
  - Successful connection to community-based treatment, services and supports
  - Recidivism rates
- Electronically collected and recorded data

---

---

---

---

---

---

---

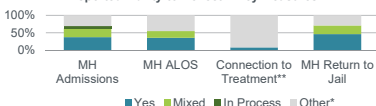
---

### Do We Have Baseline Data?

**California Picture:**

- **Most counties** report some way of measuring prevalence of people with mental illnesses in jail,
- Leads on small, medium, and large counties that report shared definitions and regular measurement for each of the outcomes

**Reported Ability to Collect 4 Key Measures**



Measure	Yes	Mixed	In Process	Other
MH Admissions	~45%	~15%	~15%	~25%
MH ALOS	~35%	~15%	~15%	~35%
Connection to Treatment**	~15%	~15%	~15%	~55%
MH Return to Jail	~45%	~15%	~15%	~25%

Mixed means that different respondents from the same county had different responses.  
 \*\* "Other" includes "We do not collect this data," "I don't know."  
 \*\* There were a variety of potential responses with a "check all that apply" for this question.  
 Survey results must be understood and interpreted in the context explained on slide 10 of this presentation

---

---

---

---

---

---

---

---

**Mental Health Counts:  
How many people are there with  
mental illness in your jail?**

- A **definition** for “mental illness” that everyone agrees on
- A **screening process** that catches everyone
- A **validated tool** that correctly identified people
- An **assessment** that correctly diagnoses
- A **system** that records this information

---

---

---

---

---

---

---

---

**Thank You!**

For more information, contact Hallie Fader-Towe, [hfader@csg.org](mailto:hfader@csg.org)

The American Psychiatric Association Foundation: [americanpsychiatricfoundation.org](http://americanpsychiatricfoundation.org)

The National Association of Counties: [naco.org](http://naco.org)

The Council of State Governments Justice Center: [csgjusticecenter.org](http://csgjusticecenter.org)



---

---

---

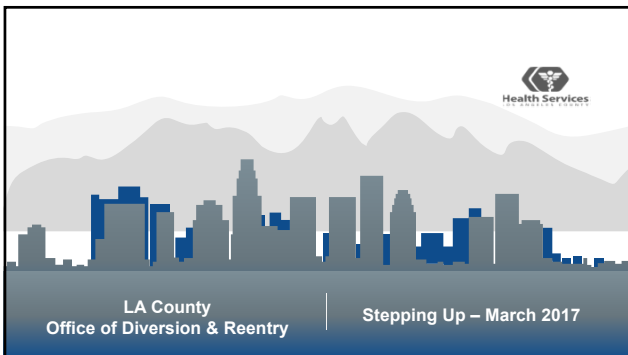
---

---

---

---

---



---

---

---

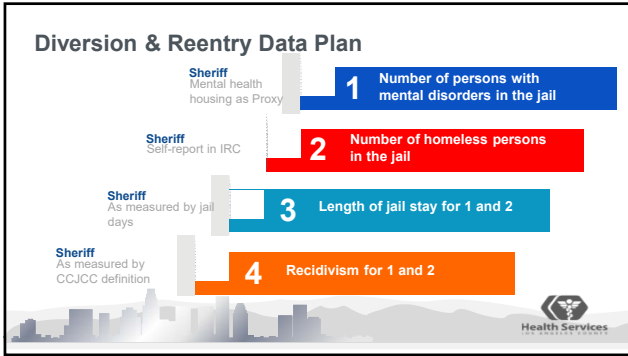
---

---

---

---

---



---

---

---

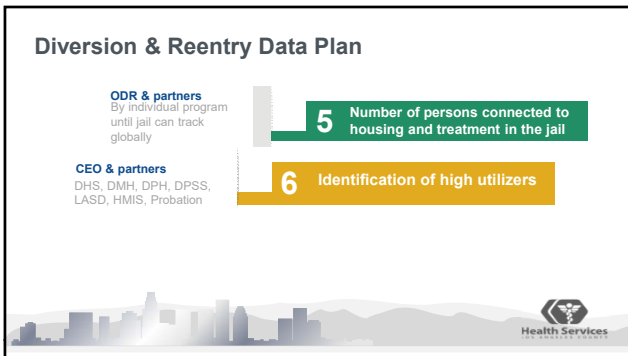
---

---

---

---

---



---

---

---

---

---

---

---

---

### Universal Screening and Assessment

**Intake Questions**

- Do you have a history of medical problems?
- Do you have any current medical problems now?
- Do you have any current open cuts, sores, boils, wounds or skin problems?
- Are you currently taking medication?
- Have you ever taken any psychiatric medication?
- Have you ever been mentally ill?

- "The 15 Questions"
- Asked of every person booked in inmate reception center
- Administered by custody staff
- If positive, persons with mental health needs seen within 72 hours

Health Services

---

---

---

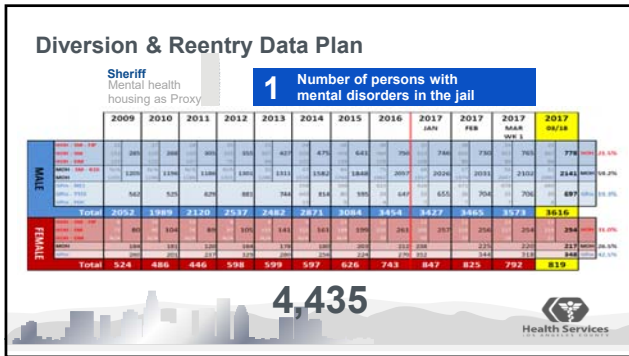
---

---

---

---

---




---

---

---

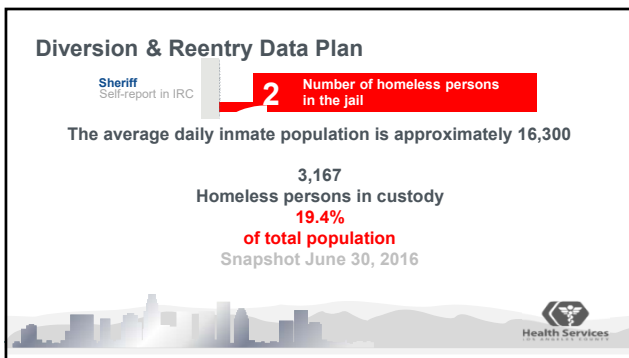
---

---

---

---

---




---

---

---

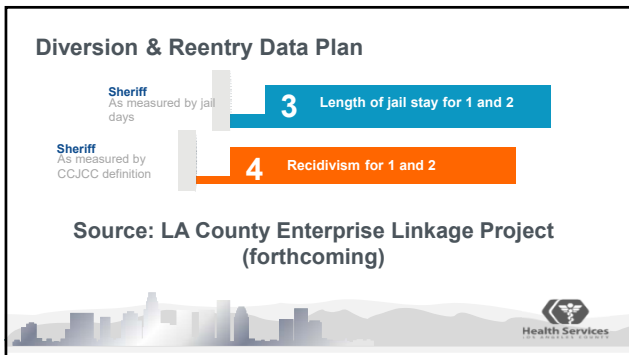
---

---

---

---

---




---

---

---

---

---

---

---

---



### Diversion & Reentry Data Plan

Sheriff  
As measured by  
CCJCC definition


**4** Recidivism for 1 and 2

Recent Data from the Enterprise Linkages Study (ELP)

Table 2. Cohort Health Conditions January 2013 through July 2016\*

Conditions	#	%
Behavioral or Serious Mental Health Diagnosis**	34,966	59.0
At Least One DHS or DMH Inpatient Episode	19,902	33.6
At Least Two Emergency or Crisis Stabilization Visits**	72,851	38.6
Use of Pregnancy Services	1,137	1.9
Receipt of SAPC services**	23,200	39.2
<b>Unique Total</b>	<b>59,223</b>	<b>100</b>

} 67.3% re-arrested




---

---

---

---

---

---

---

---


### Diversion & Reentry Data Plan

ODR & partners  
By individual program until  
jail can track globally

**5** Number of persons connected to  
housing and treatment in the jail

**MIST-CBR**  
Commencing October, 2015

**ODR housing**  
Commencing August, 2016




---

---

---

---

---

---

---

---


### Diversion & Reentry Data Plan

ODR & partners  
By individual program until  
jail can track globally

**5** Number of persons connected to  
housing and treatment in the jail

**Jail Linkage In-Reach Services**  
July - December 2016

Referrals from Mental Health Court Linkage Program (ERS)	108
Referrals from Mental Health Court Linkage Program (AB109 PSP)	521
Referrals from Men's Program(MFOP)	965
Referrals from Inmate Reception Center	474
AB109 N3 (Men)	287
Referrals for CRDF (FSP)	20
Referrals for CRDF (AB109 N3)	80
Vivitrol Program	100
Alternative to Custody	16
Community Reintegration Resource Center	1045
<b>Total</b>	<b>3616</b>




---

---

---

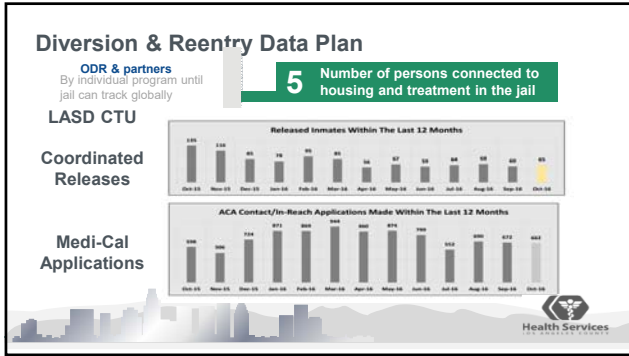
---

---

---

---

---




---

---

---

---

---

---

---

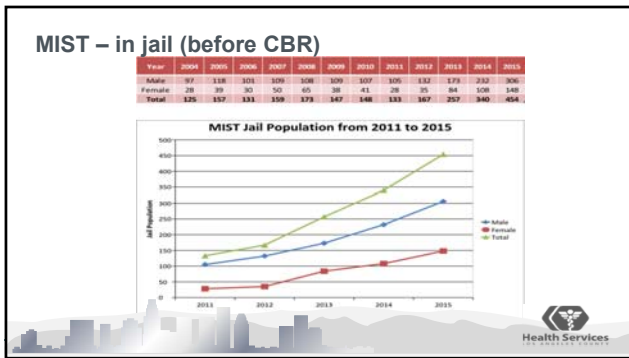
---

---

---

---

---




---

---

---

---

---

---

---

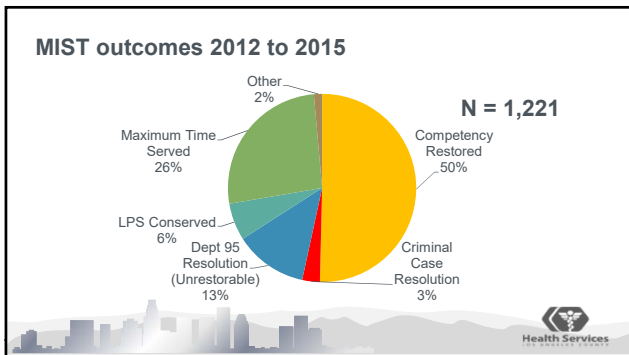
---

---

---

---

---




---

---

---

---

---

---

---

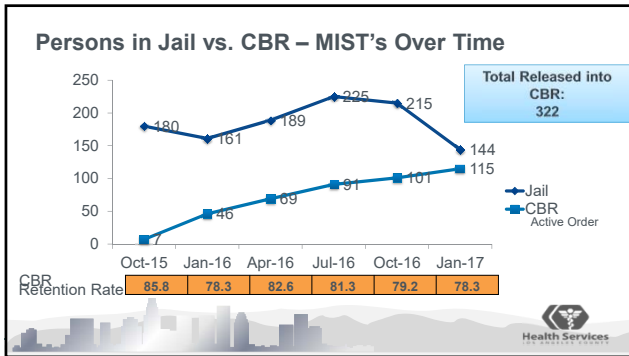
---

---

---

---

---




---

---

---

---

---

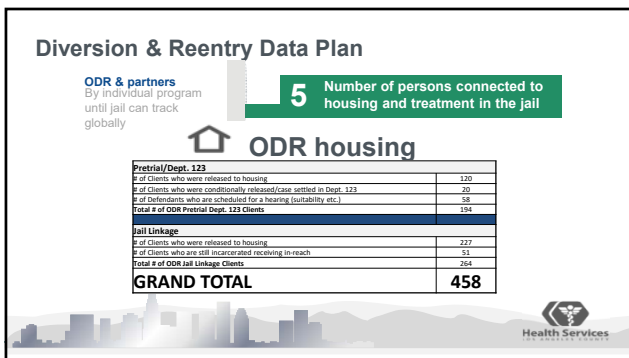
---

---

---

---

---




---

---

---

---

---

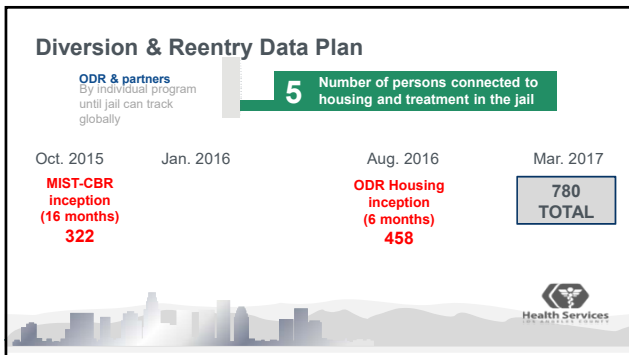
---

---

---

---

---




---

---

---

---

---

---

---

---

---

---

**Diversion & Reentry Data Plan**



CEO & partners  
DHS, DMH, DPH, DPSS,  
LASD, HMIS, Probation

**6 Identification of high utilizers**

**The 5% Project**

- Created via ELP in response to Board instructions to prioritize the most costly homeless single adults in the County for housing and supportive services.
- Clients in the file were identified as being homeless in FY 15-16 by DHS, DPSS and/or by virtue of having a service record in HMIS
- Cost calculations are based on FY 15-16 total combined expenditures through DHS, DMH, DPH (SAPC), Probation, LASD and DPSS

7,500 persons



---

---

---

---

---

---



---

---

**Health & Justice Data Governance**

ODR, CCJCC, ISAB, CEO, CIO, LASD

- Agreed upon methods of developing the data
- Combining expertise helps us develop the most accurate measure
- Establishing universal definitions  
Ex: How homeless persons in the jail are defined and counted
- Unified effort and standardized reporting
- Enterprise Linkages Project (ELP) as agreed upon vehicle



---

---

---

---

---

---

---

---

**Thank you**  
25



---

---

---

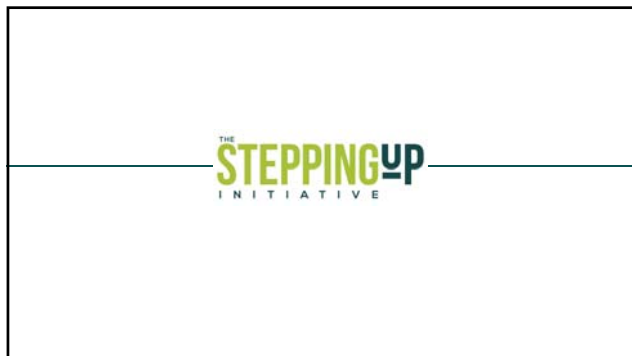
---

---

---

---

---



---

---

---

---

---

---

---