Funding and Sustaining Mental Health and Criminal Justice Collaborations: Building Strong Programs 101

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Justice and Mental Health Collaboration Program
National Training and Technical Assistance Event
Friday, March 1, 2013 – Washington, DC
Maryland A: 10:45 – 11:45 am
Today’s Presentation

- About the CSG Justice Center
- Program Capacity for Sustainability
- Effective Leadership & Cross-Agency System Collaboration
- Demonstrated Outcomes
- Marketing Strategies
- Funding Opportunities
CSG Justice Center: Services
• National non-profit, non-partisan membership association of state government officials
• Represents all three branches of state government
• Provides practical, non-partisan advice informed by the best available evidence
CSG Justice Center Services

- Consensus Project Report
- TA to Sites Receiving Federal Grants
- Information Sharing in Criminal Justice – Mental Health Collaborations
- Online Curriculum for Mental Health Courts
- Webinars
- Consensus Project Newsletter
Resources on MH Program Funding


  [https://www.nttac.org/index.cfm?event=trainingHighlightsBuildSustOrg](https://www.nttac.org/index.cfm?event=trainingHighlightsBuildSustOrg)
Program Capacity for Sustainability
The Secrets of Sustainability

- Staying attuned to shifting trends and working on maintaining your program, as well as improving it
- Involving your entire program/intervention team
- Main objectives:
  - Clearly defining your program’s goals and mission
  - Involving key stakeholders and finding a champion
  - Building cross-agency collaborations
  - Collecting “data” to make the case for sustaining the program over the long-term
  - Marketing your program
  - Identifying potential funding streams
Program Capacity for Sustainability

- Are the program’s mission, goals, and objectives clearly articulated and specified?
- Are the key components and procedures of the program detailed in a manual?
- Has there been recognition of the need for such a program in the community?
- What aspects of the program are most important to sustain if it is not possible to maintain the entire program?

What are your costs?

What are the true costs for a mental health program / criminal justice collaboration? Which costs are one-time start-up costs, and which are ongoing costs?

- **Staff**: Do you need new staff, or are you reassigning people from other responsibilities?
  - Judges / Attorneys
  - Community supervision officers
  - Different types of treatment providers
  - Program staff
  - Boundary spanner types/case managers
What are your costs?

What are the true costs for a mental health program / criminal justice collaboration? Which costs are one-time start-up costs, and which are ongoing costs?

- **Treatment:**
  - What will be covered by insurance/benefits?
  - What can be done to ensure that those who are eligible are signed up for Medicaid?
  - Do individuals need to pay for their own testing?
  - How will ability-to-pay considerations be taken into account? What about nonpayment?

- **Facilities:**
  - Do you need offices? Computers? Databases?
What are your costs? A Worksheet . . .

WORKSHEET #1

What comes to mind if you were asked what specifically do you want to sustain and how long?

1. Keep ______________ in existence for ______________ months/years.
2. Help ______________ endure for ______________ months/years.
3. Be able to anticipate and withstand changes and shift in ________________________________,
   _______________________________ and _______________________________ + _______________.
4. Keep ______________________________ from falling for _______________________________.
5. Renew ______________________________ (funding source) at ______________ level for __________ period of time.

Starting Small: Pilot Programs

- Keep the numbers small
- Get all of the procedures and processes worked out
- Slowly build capacity
- First year is an evolution year for the program
- Figure out if what we put on paper works in practice
THINK BIG
“Unsequential” Model

Community Supervision

Initial Hearings

Jail

Prison

Community

Arrest

VA

Courts

Mental Health

Substance Abuse

Reentry
Sequential Intercept Model
CASES TCM Stakeholders Group

Diagram:
-琨nation
-24 hrs
-Belevue Ct. Clinic
-Arraignment Court
-Plea
-Intermit Sent. Compliance Date
-EOR, Bail Dismissal
-CASES TCM Axis I
-30 days
Morphing

Transitional Case Management Stakeholder Group

New York County Criminal Court Mental Health Diversion Group

New York County Behavioral Health Diversion Forum
Morphing

Changed Mission → Changed Leadership → Changed Membership
Effective Leadership & Cross-Agency System Collaboration
Effective Leadership

- Is leadership committed to long-term involvement with the program?
- Is there support from key stakeholders in the community and among relevant agencies and providers?
- Is there a champion who can publicly advocate for the continuation of the program?

Cross-Agency System Collaboration

- Are the relevant treatment and justice agencies involved with collaborating on the program?
- Are there formal interagency agreements in place that can be used as building blocks for maintaining the program?
- Are collaborators adequately involved in program design, implementation, and evaluation?
- Are there opportunities to integrate the program into other key program areas already in place in other agencies?

Before Your Program Starts: MOUs

- New programs should establish memoranda of understanding (MOUs) to clearly delineate each program partner’s responsibilities for committing staff and services and sharing information.
New programs should identify the legal documents they require for an individual to be accepted into the program, including signed confidentiality waivers and appropriate motions and court orders.
Demonstrated Outcomes
Demonstrated Outcomes

- What data exist that can be used to assess program effectiveness?
- What other information can be used to support the need for and effectiveness of the Program?
- Have the evaluation findings been written up in an easy-to-read format?
- Have outcomes been communicated to stakeholders, collaborators, and potential funders?

Listening to

Dr. Henry J. Steadman
President, Policy Research Associates (NY)

*I can't overemphasize collecting data from the beginning.*
Why Collect Data Early?

“I can’t overemphasize collecting data from the beginning. Because over and over and over again when we’ve done research projects with specialty courts, mental health courts or other types of jail diversion programs people tell us, well this is how many cases we have annually and this is what they look like. And then we design a research project around that and then we actually collect the information it turns out they weren’t right.”

- Dr. Henry (Hank) J. Steadman
  President, Policy Research Associates, NY
Recording Program’s Activities: From the Beginning

- Time spent at the beginning of the program to think about necessary data and collection strategies can save significant time and energy later on.
- Understanding the different uses for data helps you plan for how to collect, manage, and analyze it.
  - Program operations
  - Performance measurement
  - Program evaluation
Program Operations

Sample questions that help with program operations:

- Who is being referred and accepted/rejected from the program?
- What does program participation entail, and this includes length of participation and significant “events” during participation (e.g., jail time, warrants, significant changes in treatment)?
- Who completes the program successfully and who does not?
Performance Measurement

- Data are also used to measure the program’s performance on an ongoing basis.
- Performance measurement data may be required by your program’s funders.
- For courts programs, you may also decide to measure your program’s performance against standard measures used to assess how well courts operate, such as the Mental Health Court Performance Measures developed by the National Center for State Courts or problem-solving court standards developed by your own state.
You will also use data to determine whether your program is operating as you intended (process evaluation) and having the intended results (outcome evaluation).

Although evaluations will not be conducted until the program has been operating for some time, identifying and beginning to collect the needed data at the beginning can greatly facilitate this process.
Funding
SHOW ME THE MONEY!
Availability of Funding

- Has there been an analysis of the funding needed to maintain the program?
- Have potential funding sources been identified and researched?
- Are there available funding streams that can help to sustain the program in the future?
- Has a plan been developed to lay out funding strategies and evaluate options?

Identifying Initial Program Funding

- Mental health / criminal justice initiatives support their activities through a variety of types of funding.
- Many of the core functions are already being done by team members (e.g., monitoring supervision conditions).
  - For these activities, starting a new program does not require new funding; it simply involves re-ordering existing processes and workloads.
Identifying Initial Program Funding

- **Salaries for program staff:**
  - Will each agency/organization fund its own staff members (e.g., the courts will support the judge’s time)?
  - Who will pay for “boundary spanners,” such as the program coordinator?
  - Will peer specialists be paid? If so, by whom?

- **Services/treatment:**
  - How will program participants pay to access treatment and services in the community?
  - Will the mental health court program connect participants to additional treatment and services? If so, how will the program pay for these treatment and services (e.g., grants, new line items in budgets, private sources)?
  - How will support services, such as housing and transportation, be made available?
Identifying Initial Program Funding

- Additional considerations:
  - Who will cover IT costs, including the development of an MIS?
  - Will the program make certain “rewards,” such as movie tickets or meal coupons, available to participants, and if so, who will pay for them?
  - Will the program organize activities, such as graduation ceremonies, that will require supplies?
Contributions From Stakeholders

Listening to

Judge Tamara Curry
Associate Probate Judge, Judge, Charleston Mental Health Court (SC)

We've attempted throughout our mental health court to allow other agencies to assist us
In-Kind Services

- Shelter designates program beds
- Dedicated public defender and solicitor’s office
- Victim advocates
- Dedicated probation agents
- Veteran’s Affairs office
Sustainability Funding

- Federal funding, including grants through the U.S. Department of Justice (Bureau of Justice Assistance) and the U.S. Department of Health and Human Services (Substance Abuse and Mental Health Services Administration)
- State funding, including through block grants received
- State or county funding through money saved from other policy changes (e.g., “justice reinvestment”)
- County funding
- Private foundations
- Goods and services donated by local non-profits, civic associations, religious groups, and businesses
- Program fees by participants
- Braided funding
- Improve benefit access (e.g., Medicaid suspension, SOAR)
Overall

- These supplemental funding strategies do five things:
  - Provide funds for sustainability
  - Provide bridging services between institution and community until Medicaid and other benefits can be obtained
  - Broaden the target population expanding diagnostic or functional categories served
  - Supplement existing community services where there are capacity issues
  - Pay for services not available from Medicaid or other health insurers (e.g., transportation, gap funding for medication)
Agencies and Grant Programs

Government Sources
- Grants.Gov: [http://grants.gov/applicants/find_grant_opportunities.jsp](http://grants.gov/applicants/find_grant_opportunities.jsp)
- Department of Justice Open Solicitations: [http://www.ojp.usdoj.gov/funding/solicitations.htm](http://www.ojp.usdoj.gov/funding/solicitations.htm)
  - Justice and Mental Health Collaboration Program (JMHCP)
  - Second Chance Act (SCA)

Private Foundations
- Robert Wood Johnson Foundation
- The Jacob & Valerie Langeloth Foundation
- Open Society Foundations

Regional (State / County) Foundation Examples
- Tow Foundation – Connecticut
- Cincinnati Health Foundation – Ohio
- Hogg Foundation for Mental Health – Texas

The Foundation Center
Agencies and Grant Programs: Juvenile

- **Government Sources**
  - Formula Grant Programs – OJJDP
  - Juvenile Accountability Block Grant Programs – OJJDP
  - Community Prevention Grants Programs – OJJDP

- **Private Foundations**
  - The John D. and Catherine T. MacArthur Foundation
  - Annie E. Casey Foundation
  - Eckerd Family Foundation
  - The McConnell Clark Foundation
The Patient Protection and Affordable Care Act of 2010 (ACA)

Major Features as of January 1, 2014

Note: 90% of jail admissions have no health care (Wang, 2008)

All individuals at or below 133% of federal poverty level ($14,400) eligible for Medicaid regardless of disability status.
Section 1312(f)(1)(B) INCARCERATED INDIVIDUAL EXCLUDED – “An individual shall not be treated as a qualified individual if, at the time of enrollment, the individual is incarcerated, other than incarceration pending the disposition of charges.”
Some Implications of ACA

- 16 million newly eligible individuals (Congressional Budget Office, March 20, 2010)
- With mental health and substance abuse treatment subject to physical health parity, huge expansion of justice – involved eligible males
- Local jails become key enrollment point
- Need for better integration with primary care (e.g. health homes / federally qualified health center)
- Better get to the table NOW
Resources


Marketing Strategies

- What products are available or could be developed that would help to disseminate information about the program?
- Have the target audience been identified for any marketing efforts?
- Has a marketing plan been developed?

Court Promotion Through Stakeholders

- Provide stakeholders with presentation materials, news articles, opportunities, and the chance to meet participants to encourage and help them to champion the program’s work.
- Ask stakeholders to help identify additional professional and community groups who will be interested in learning about the new program.
- Educate the community on the work of the mental health court and how it contributes to public health and public safety.
  - Brown bag lunches that offer continuing education credits
  - Articles in the local paper or news
  - Presentations at community events
Why It Matters?

- **Prevalence**
  - People with incarceration histories have higher rates of health conditions (BJA)
  - People with mental illness have higher rates of health conditions (NASMHPD)
  - Justice involved persons with mental illness
  - People with trauma histories have higher rates of health conditions (ACE Study)
  - Justice involved persons with mental illness have rates of trauma (GAINS Center)
Why It Matters?

- **Cost**
  - Most justice involved persons with mental illness do not have health coverage (BJA)
  - Justice involved persons with mental illness utilize crisis and emergency health services anyway (FUSE Studies) which are more expensive than prevention services.
Expand Benefits and $ave Paradox

- 35 percent lower ER (Nordlund, Mancuso, & Felver, 2004)
- $2,500 average medical cost savings annually per person treated—regardless of whether the person achieved sobriety (Wickizer et al., 2006)
- 21 to 33 percent lower rearrest in three groups
- $5,000 to $10,000 per person savings for public safety agencies (Mancuso & Felver, 2009; Shah, Mancuso, Yakup, & Felver, 2009)
- $2,000 to $3,000 annual income increase for treated persons in in Washington State and in California, respectively (Ettner et al., 2009; Shah et al., 2009)
# Rhode Island Housing First Study

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<tr>
<th>Cost Category</th>
<th>Year Prior</th>
<th>Year Post</th>
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<td>Hospital Overnight</td>
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<td>MH Overnight</td>
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<td>Program Savings</td>
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N=48
Sustaining Our Mental Health Court Since 2004

Listening to

Linda Richmond-Artimesz
Director of Mental Hygiene and Treatment Court Services, Administrative Counsel, West Virginia Supreme Court of Appeals (WV)

And we didn't cross anything off the list, we still don't
A tremendous amount of footwork on the ground, shaking hands, going out to lunch with people, selling the program, telling them about what they were seeing happening in the courtroom to these people, I mean changes in their lives. From the first graduation on inviting anyone and everyone who we thought might be interested to come and over the years a lot of different folks in key positions come to congratulate your graduates and to learn about the problem and to learn about the solution with mental health court. We've invited legislators, justices, the county commissioner, I mean whoever you can get around the table. There's a lot of “Let me just sit down and tell you about this program and how it works.” If you want to sustain it, you have to let people know the successes you are doing, and of course, it helps as well to keep data and be able to show them, here's our percentage of recidivism, here's our percentage of success, this is the percentage of those that have dropped out. That type of thing. And in the beginning, we did a minimal amount of data but on the key things policy makers wanted to hear about. And so it's really a combination of a lot of ground work, a lot of foot soldier work with every agency and every political entity and every person in a position, local, or circuit level or state level, or federal that we could potentially get financing from. And we didn't cross anything off the list, we still don't. We still look wherever we can to get that financing, because you can't just rely on the federal dollars, they do dry up.
Additional Resources: Websites

- SAMHSA’s GAINS Center: [http://gainscenter.samhsa.gov/](http://gainscenter.samhsa.gov/)
Questions . . . .

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