



Justice Center

THE COUNCIL OF STATE GOVERNMENTS




**Justice
Reinvestment
Initiative**
New Hampshire

New Hampshire's High Utilizer Justice Reinvestment Initiative

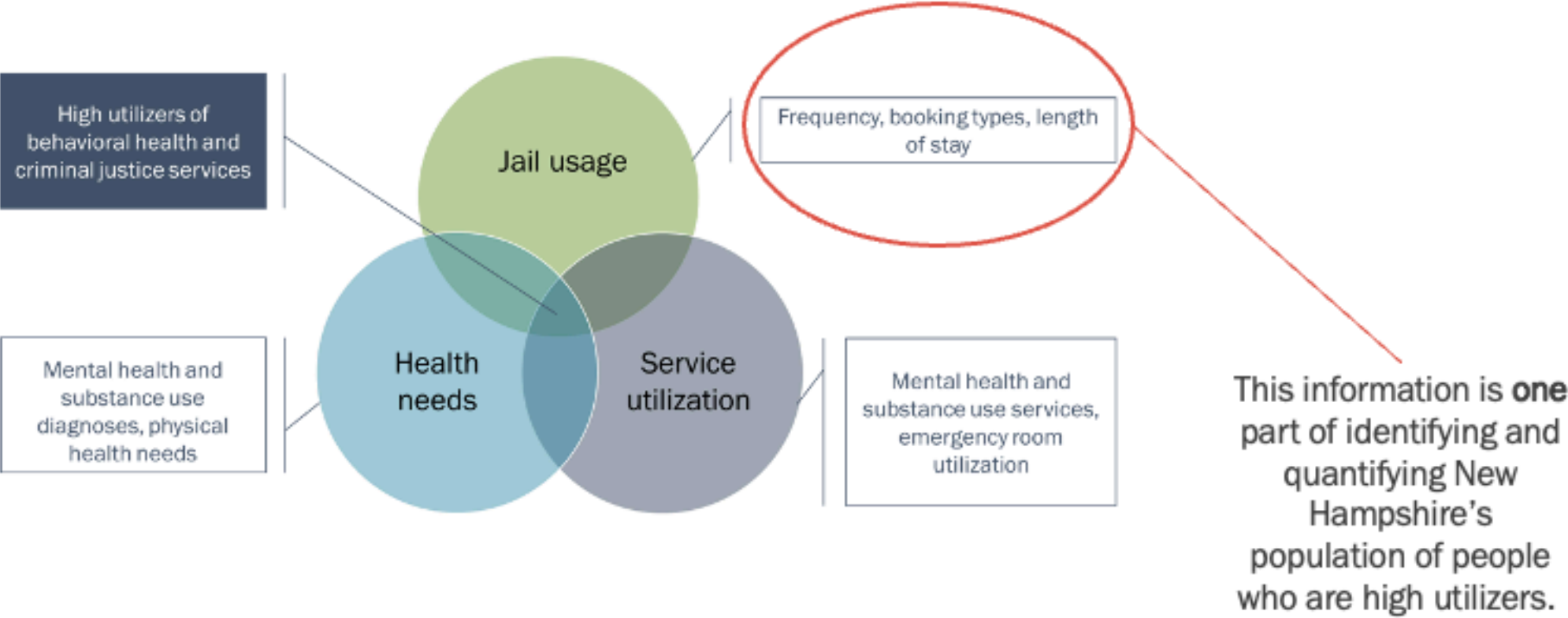
November 3, 2022

Project Update

Quantitative Analysis	
Jail incarceration trends	Today
Jail trends of people who are high utilizers	Today
Protective custody (PC) hold trends	Today
Frequent charges and booking types	Feb 2023
Medicaid match including behavioral health diagnoses and service utilization	Feb 2023

Qualitative Analysis	
Stakeholder outreach	 (June 2022)
County jail visits	Today
Behavioral health visits (preliminary)	Today
Policy Recommendations	
Administrative recommendations	Feb 2023

Today's presentation focuses on preliminary findings from county jail administrative data.



CSG Justice Center staff analyzed entrances and bookings in the jail administrative data.

Entrances

Includes: People booked into jail for a criminal charge (“bookings”) *and* protective custody (PC) holds*

Counties:

- All New Hampshire counties except Grafton
- Coos bookings, but not PC holds

*A person can be held on a protective custody hold for up to 24 hours for intoxication or incapacitation without being charged for a crime.

Note: Coos does not retain PC hold data, but their bookings are included in jail entrances. Strafford data do not differentiate between PC holds and bookings, so they are excluded from the bookings table.

Source: CSG Justice Center analysis of New Hampshire jail data excluding Grafton County.

Bookings

Includes: People booked into jail for a criminal charge only

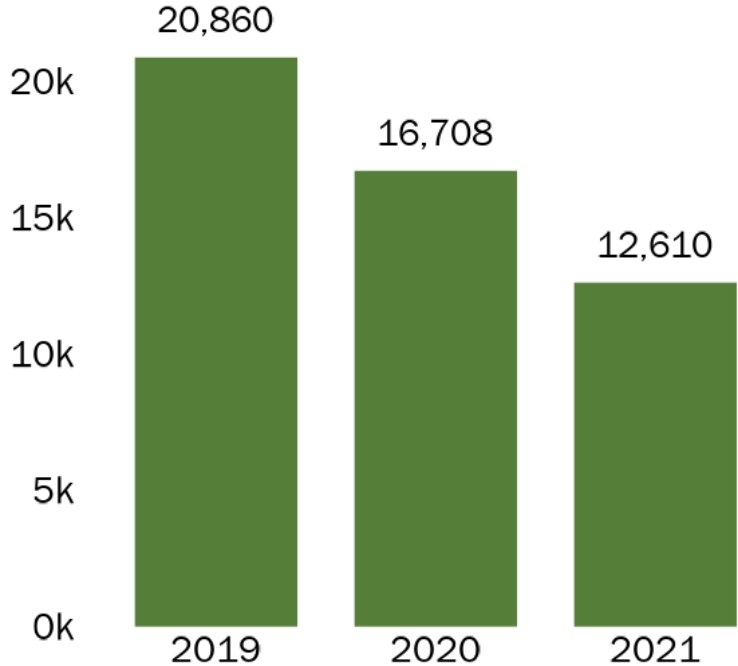
Does Not Include: PC holds

Counties:

- All New Hampshire counties except Grafton and Strafford
- Strafford is excluded because their data does not differentiate between bookings and PC holds.

Like other states, New Hampshire experienced a decline in jail admissions between 2019 and 2021. This is believed to be because of COVID-19, in part.

Number of Jail Entrances (including PC Holds), FY2019–2021



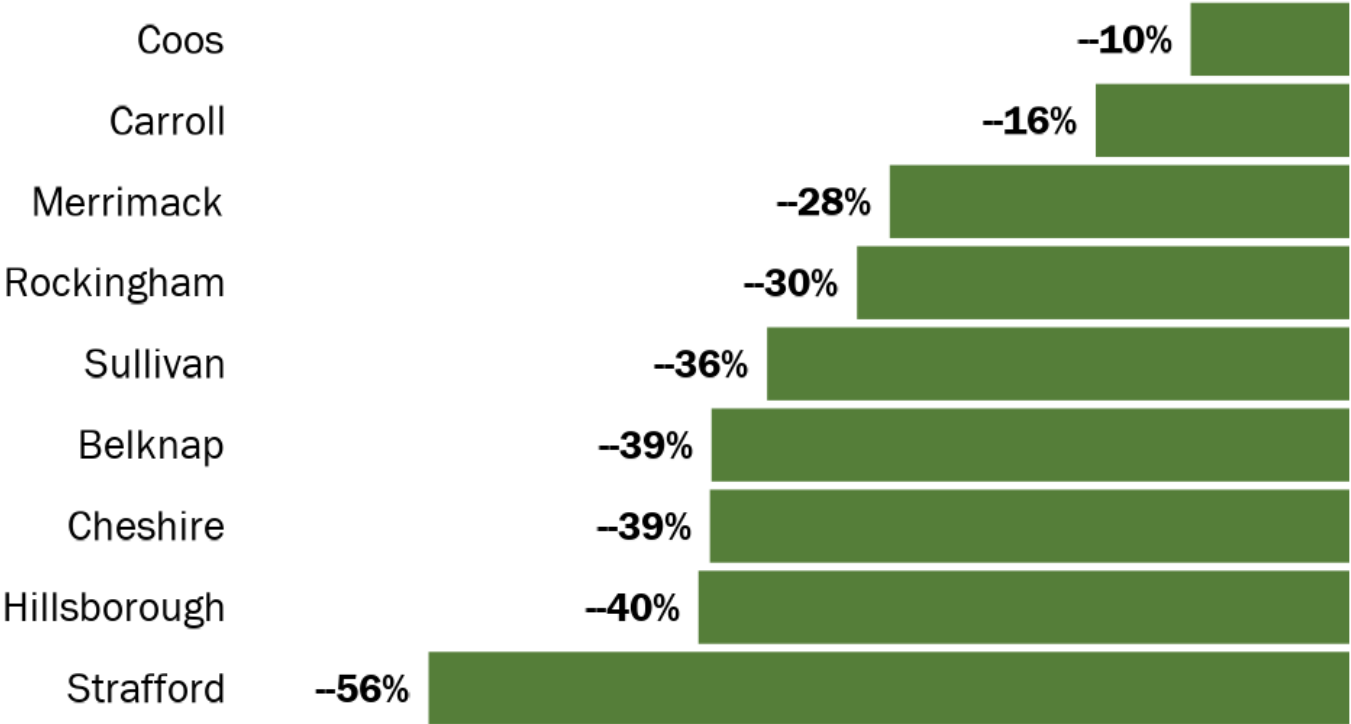
There was a **40 percent decrease** in entrances between 2019 and 2021.

Total Entrances = 50,178
Individuals = 27,897
Counties = All except Grafton

Note: Coos does not retain PC hold data, but their bookings are included in jail entrances.
Source: CSG Justice Center analysis of New Hampshire Medicaid and jail data excluding Grafton County, September 2022–March 2023; The Scale of the COVID-19-Related Jail Population Decline, 2020, Vera Institute of Justice.

All New Hampshire jails saw a decrease in entrances between 2019 and 2021.

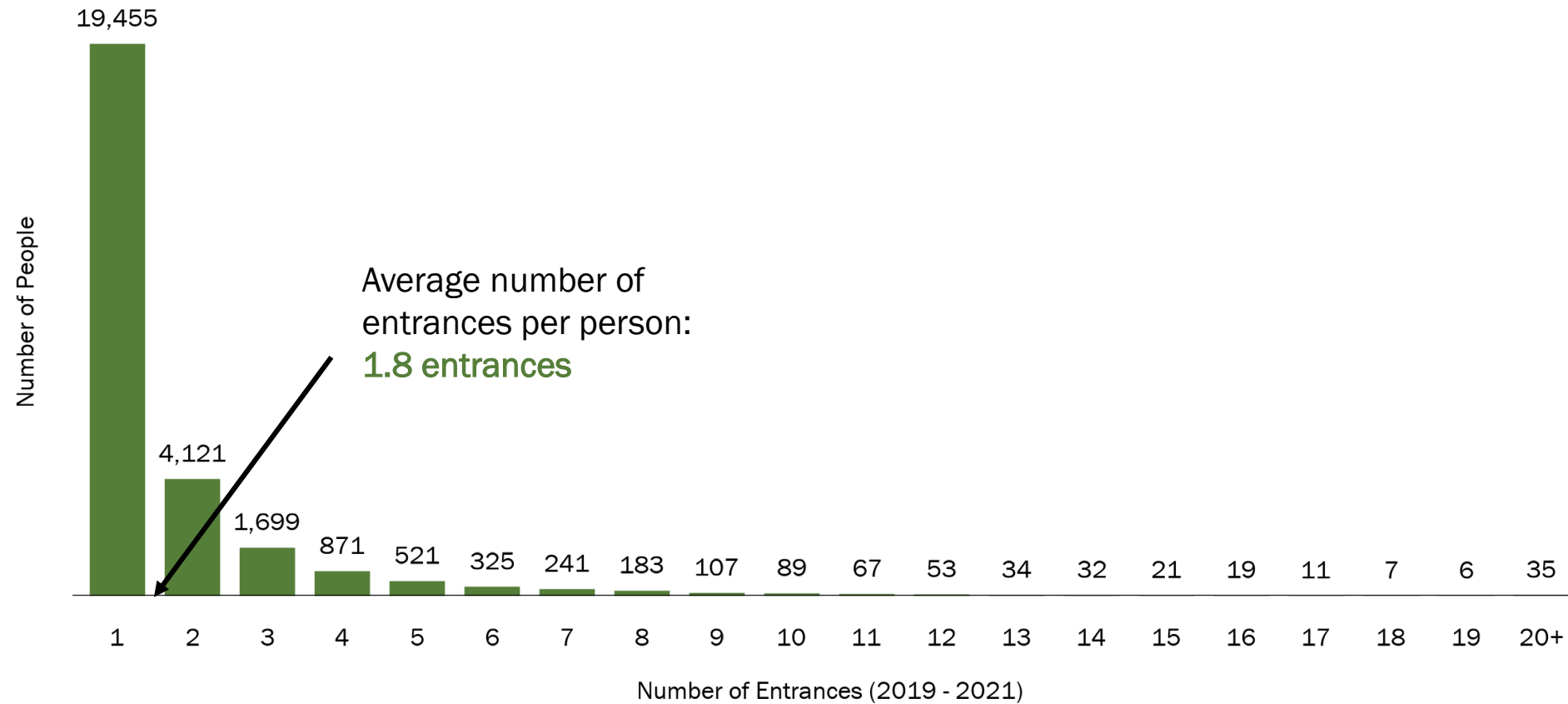
Change in the Number of Jail Entrances (including PC Holds), FY2019–2021



Note: Coos does not retain PC hold data, but their bookings are included in jail entrances.
Source: CSG Justice Center analysis of New Hampshire Medicaid and jail data excluding Grafton County, September 2022–March 2023.

People entered a New Hampshire jail on average **1.8 times** between 2019 and 2021.

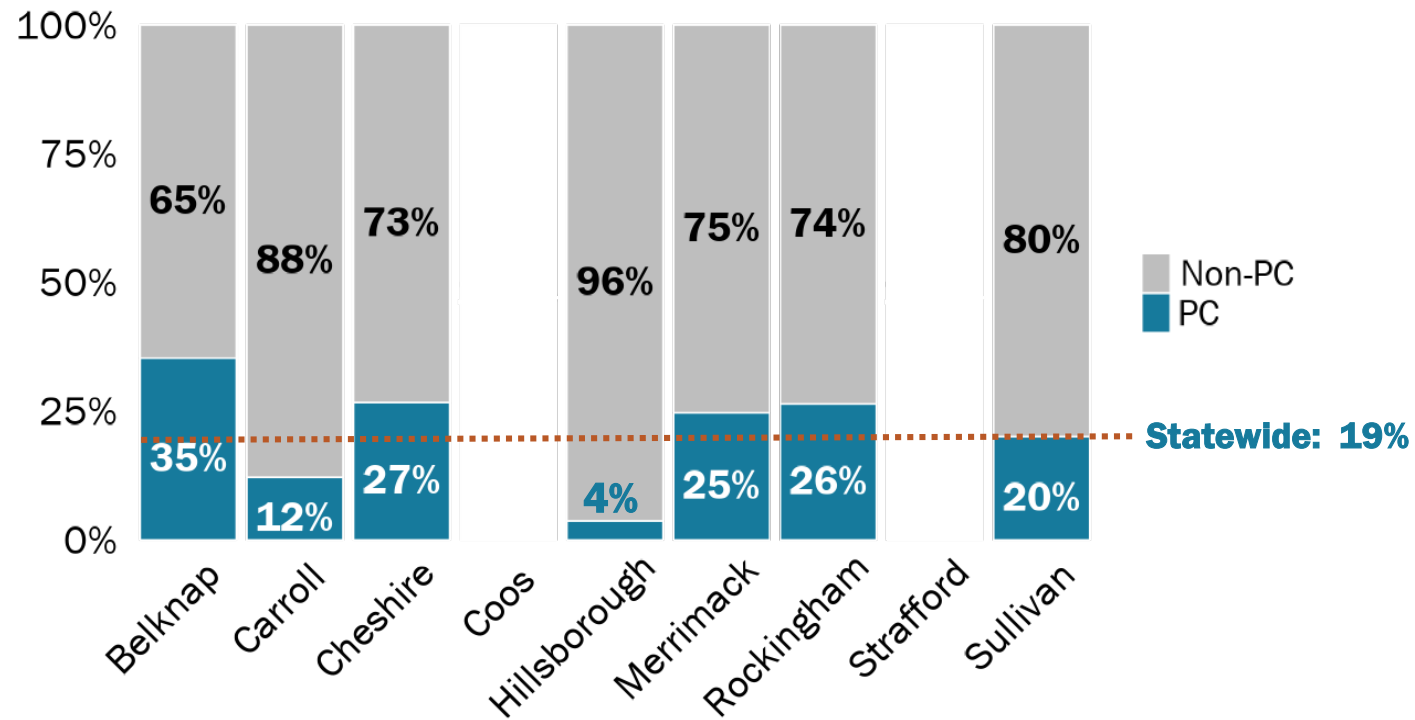
Number of Entrances per Person, 2019–2021.



Note: Coos does not retain PC hold data, but their bookings are included in jail entrances.
Source: CSG Justice Center analysis of New Hampshire Medicaid and jail data excluding Grafton County.

Between 2019 and 2021, protective custody holds (PC holds) accounted for an average of **19 percent** of all NH jail entrances.

Protective Custody Holds as a Proportion of Entrances by County, 2019–2021



Note: Coos did not provide data on PC holds. Strafford is not included in calculations for booking reason since they were not able to provide charge types or booking types.

Source: CSG Justice Center analysis of New Hampshire Medicaid and jail data excluding Grafton County.

People Who Are Jail High Utilizers (HU)

Individuals who have frequent contact with New Hampshire jails

Tier 1

Top 1%
99th Percentile

People in the top 1 percent of
jail entrances from FY2019 to
2021

Tier 2

Top 2–5%
95–98th Percentile

People in the top 2–5 percent
of jail entrances from FY2019
to 2021

Tier 3

Top 6–10%
90–94th Percentile

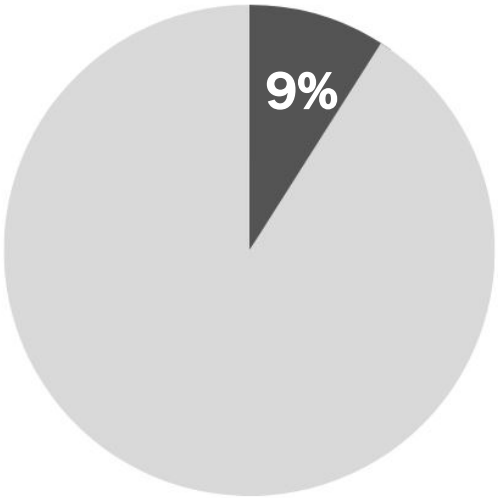
People in the top 6–10
percent of jail entrances from
FY2019 to 2021

Note: Coos does not retain PC hold data, but their bookings are included in jail entrances.
Source: CSG Justice Center analysis of New Hampshire Medicaid and jail data excluding Grafton County, September 2022–March 2023.

A small percentage of people create a large amount of traffic for NH jails. High utilizers had 5 more entrances on average than people who were not high utilizers.

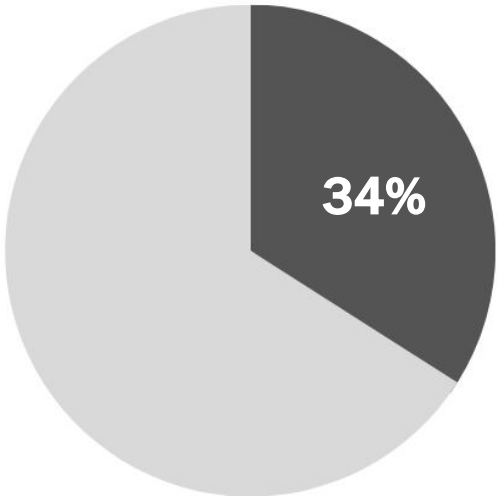
People (2,622)

Percentage of People Who Were Jail High Utilizers Who Entered Jail, FY2019–2021



Entrances (17,384)

Percentage of Entrances Due to People Who Were Jail High Utilizers, FY2019–2021



TIERS OF JAIL UTILIZATION

Tier 1 HU
 218 People | 3,604 Entrances
 12–72 Entrances per Person
Average 13x more entrances than non-HU

Tier 2 HU
 1,012 People | 7,691 Entrances
 6–11 Entrances per Person
Average 6x more entrances than non-HU

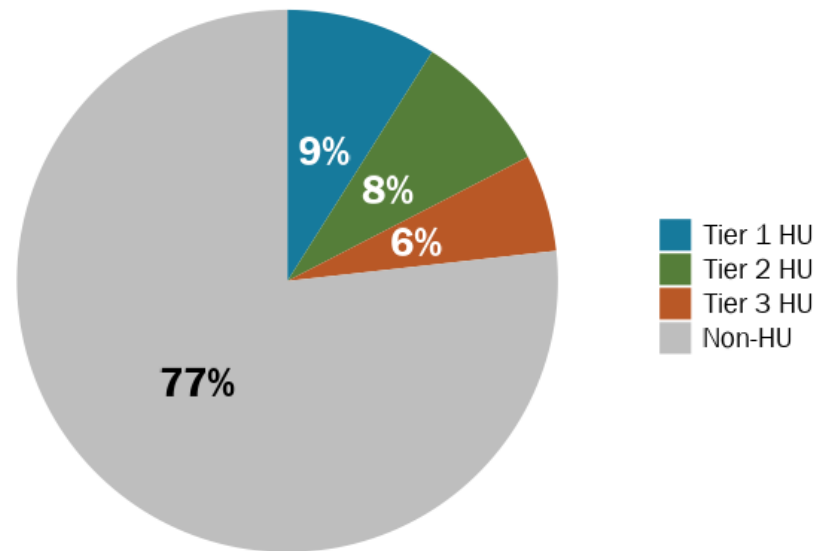
Tier 3 HU
 1,392 People | 6,089 Entrances
 4–5 Entrances per Person
Average 3x more entrances than non-HU

Non-HU
 25,275 People | 32,794 Entrances
 1–3 Entrances Per Person

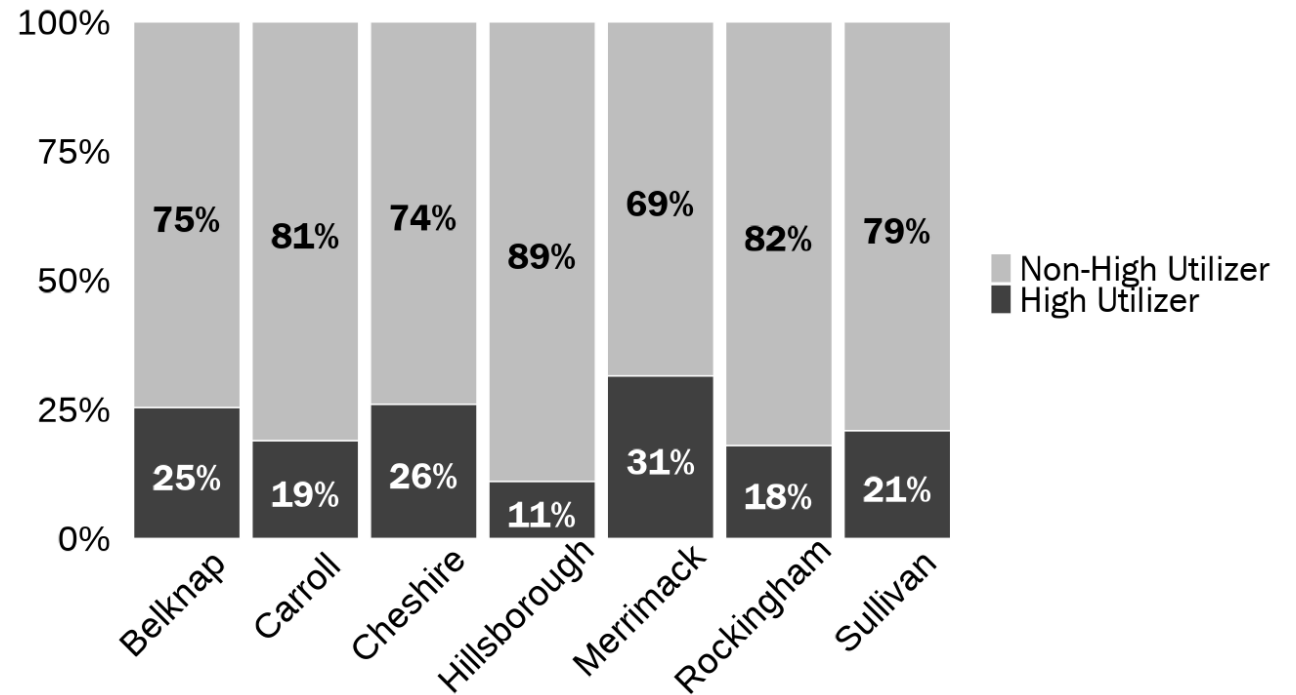
Note: Coos does not retain PC hold data, but their bookings are included in jail entrances.
 Source: CSG Justice Center analysis of New Hampshire Medicaid and jail data excluding Grafton County, September 2022–March 2023.

Between 2019 and 2021, the top 10 percent of people who were high jail utilizers also accounted for nearly a quarter of PC holds.

Proportion of PC Holds that Are High Jail Utilizers, 2019–2021



Proportion of PC Holds that Are High Jail Utilizers by County, 2019–2021

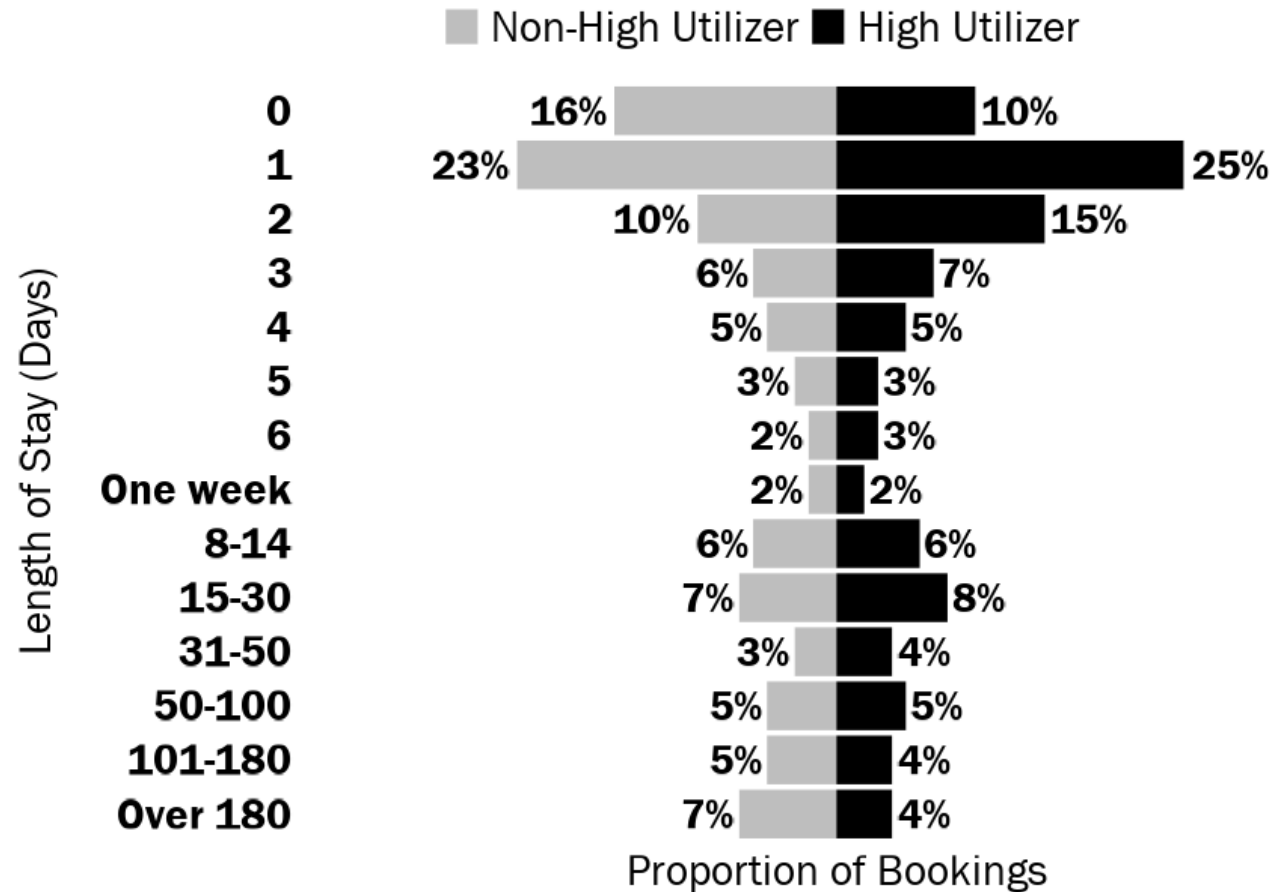


Note: Coos and Strafford bookings are not included when calculating the proportion of bookings that are PC holds due to missing data.

Source: CSG Justice Center analysis of New Hampshire jail data excluding Grafton County.

From 2019 to 2021, 35 percent of people who were jail high utilizers had a length of stay between 0 and 1 days.

Length of Stay for Non-High Utilizers and High Utilizers, 2019–2021



Note: Strafford bookings are not included due to missing data. Note: Coos does not retain PC hold data, but their bookings are included in jail entrances. Note: Coos does not retain PC hold data, but their bookings are included in jail entrances.

Source: CSG Justice Center analysis of New Hampshire Medicaid and jail data excluding Grafton County, September 2022–March 2023.

Key Findings

1

On average, protective custody holds account for **20 percent** of all New Hampshire jail entrances.

2

Although the number of jail entrances has decreased 38 percent, the **proportion of protective custody holds has remained consistent** since 2019.

3

People who were jail high utilizers accounted for **up to 30 percent of all entrances** from 2019 to 2021.

4

From 2019 to 2021, people who were jail high utilizers had **up to 12 more entrances** than people who were not high utilizers.

5

People who were jail high utilizers accounted for **24 percent** of all protective custody holds from 2019 to 2021.

6

From 2019 to 2021, **44 percent** of people who were jail high utilizers (top 10 percent) had a **length of stay between 0 and 1 days**.

Preliminary results from the CSG Justice Center's qualitative analysis identified **four** key systemic challenges.

1

Statewide variations in practice, resources, and staffing

- Inconsistent jail mental health and substance use screening and referral practices
- Wide variations in the availability and depth of reentry planning
- Community mental health wait lists from several weeks to months due to staffing shortages

2

Gaps in community resources

- Less access to mental health services than substance use services and almost no access to co-occurring services
- Not enough residential beds for people with high substance use and/or mental health needs
- Even the limited housing options available are not appropriate for people with complex needs who are not yet ready for recovery housing

Preliminary results from the CSG Justice Center's qualitative analysis identified **four** key systemic challenges.

3

System and funding silos

- Limited formalized relationships between jails and community providers to support shared populations particularly during reentry
- Inconsistent coordination between DHHS and counties, including during the Medicaid reinstatement process
- Significant issues with continuity of psychiatric medication as someone cycles through jail and back into the community
- Lack of flexible funding to serve people with complex needs including those with co-occurring issues

Preliminary results from the CSG Justice Center's qualitative analysis identified **four** key systemic challenges.

4

Use of protective custody holds

- People who do not meet the statutory definitions for PC holds are being brought to jails due to a lack of community services and substance use/mental health treatment options. Several sites indicated a lack of inpatient treatment is a significant issue.
- There are differences in how counties interpret PC hold statutory authority. While some jails refuse to take someone who does not meet criteria, others take anyone brought by law enforcement.
- In some cases, people who still do not appear safe to release are held beyond the statutory 24-hour period through various workarounds. This results in the misuse of the jails as mental health and substance use facilities.

Key Takeaways

- 1** Preliminary findings indicate that people cycling through jails in New Hampshire include both a **small population of the highest jail utilizers**, as well as a **larger population of less frequent (but still impactful) utilizers**.
- 2** The results of the Medicaid data match will help identify the extent to which these two populations are **composed of people with unmet behavioral health needs**.
- 3** It will be important for any recommendations for policy, practice, and/or funding changes to **identify a target population** to track and achieve intended outcomes.

Next Steps

Additional analysis on jail administrative data

- Demographics
- Length of stay
- Charge types
- Booking types

Medicaid analysis (once data are available in November 2022)

- Mental health and substance use diagnoses
- Mental health and substance use service utilization
- Top physical health diagnoses

Thank You!

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For more information, please email

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Appendix A: County-Level Changes in Jail Entrances by FY

County	2019	2020	2021	Total	Change from 2019–2021
Belknap	1,722	1,372	1,050	4,444	-39%
Carroll	953	888	805	2,646	-16%
Cheshire	1,576	1,264	959	3,799	-39%
Coos (bookings only)	226	241	204	671	-10%
Hillsborough	4,602	3,255	2,771	10,628	-40%
Merrimack	2,355	1,936	1,693	5,984	-28%
Rockingham	3,246	2,730	2,270	8,246	-30%
Strafford	5,419	4,441	2,368	12,228	-56%
Sullivan	761	581	490	1,832	-36%

Note: Coos does not retain PC hold data, but their bookings are included in jail entrances.

Source: CSG Justice Center analysis of New Hampshire Medicaid data excluding Grafton County, September 2022–March 2023.

Appendix B: Protective Custody Holds by County, FY2019–2021

County	Total Jail Entrances	Total PC Holds	Total People on PC Holds	Percentage of Entrances that Were PC Holds
Belknap	4,144	1,463	1,078	35.3%
Carroll	2,651	322	294	12.1%
Cheshire	4,069	1,085	858	26.7%
Coos (bookings only)	671			
Hillsborough	10,627	389	357	3.7%
Merrimack	5,986	1,477	1,026	24.7%
Rockingham	8,252	2,178	1,844	26.4%
Strafford	12,233			
Sullivan	1,817	364	280	20.0%
State	50,450	7,278	5,737	19.4%

Note: Coos does not retain PC hold data, but their bookings are included in jail entrances. There are small differences in the total number of jail entrances compared to other incarceration trends slides due to the use of the jail administrative data, which contains information about PC holds, instead of the jail data matched to Medicaid, which does not have any booking type information. This is due to small differences in the two data pulls by each jail and the identification of unique individuals through the Medicaid match.

Source: CSG Justice Center analysis of New Hampshire jail data excluding Grafton County, September 2022–March 2023.

Appendix C: Average Jail Entrances per Person by County, 2019–2021

County	Total People	Total Entrances	Average Number of Entrances per Person
Belknap	2,397	4,144	1.7
Carroll	1,825	2,646	1.4
Cheshire	2,475	3,799	1.5
Coos (bookings only)	462	671	1.5
Hillsborough	6,051	10,628	1.8
Merrimack	3,331	5,984	1.8
Rockingham	5,599	8,246	1.5
Strafford	8,361	12,228	1.5
Sullivan	1,045	1,832	1.8
State	31,546	50,178	1.8

Note: Coos does not retain PC hold data, but their bookings are included in jail entrances.
 Source: CSG Justice Center analysis of New Hampshire Medicaid and jail data excluding Grafton County, September 2022–March 2023.

Appendix D: Tier 1 High Utilizers

County	HUs (People)	HUs (Entrances)	Total Jail Entrances	Proportion of Entrances that were HU's	Median Number of Entrances Per HU	Average Number of Entrances Per HU
Belknap	47	476	4,144	11.5%	7	10.1
Carroll	33	99	2,646	3.7%	1	3.0
Cheshire	22	226	3,799	5.9%	10	10.3
Coos	3	17	671	2.5%	7	5.7
Hillsborough	74	651	10,628	6.1%	10	8.8
Merrimack	68	504	5,984	8.4%	5	7.4
Rockingham	87	581	8,246	7.0%	5	6.7
Strafford	84	987	12,228	8.1%	11	11.8
Sullivan	7	63	1,832	3.4%	5	9
State	218	3,604	50,178	7.2%	14	16.5

Note: Coos does not retain PC hold data, but their bookings are included in jail entrances. Certain individuals have entries in multiple counties, thereby resulting in higher total entrances at the state-level compared to any specific county.

Source: CSG Justice Center analysis of New Hampshire Medicaid and jail data excluding Grafton County, September 2022–March 2023.

Appendix E: Tier 2 High Utilizers

County	HUs (People)	HUs (Entrances)	Total Jail Entrances	Proportion of Entrances that were HUs	Median Number of Entrances Per HU	Average Number of Entrances Per HU
Belknap	170	652	4,144	15.7%	4	3.8
Carroll	146	410	2,646	15.5%	1	2.8
Cheshire	83	465	3,799	12.2%	7	5.6
Coos	20	74	671	11.0%	3	3.7
High Utilizers	407	1,912	10,628	18.0%	5	4.7
Merrimack	312	1,300	5,984	12.7%	4	4.2
Rockingham	311	1,019	8,246	12.4%	3	3.3
Strafford	297	1,563	12,228	12.8%	6	5.3
Sullivan	61	296	1,832	16.2%	6	4.9
State	1,012	7,691	50,178	15.3%	7	7.6

Note: Coos does not retain PC hold data, but their bookings are included in jail entrances. Certain individuals have entries in multiple counties, thereby resulting in higher total entrances at the state-level compared to any specific county.

Source: CSG Justice Center analysis of New Hampshire Medicaid and jail data excluding Grafton County, September 2022–March 2023.

Appendix F: Tier 3 High Utilizers

County	HUs (People)	HUs (Entrances)	Total Jail Entrances	Proportion of Entrances that were HUs	Median Number of Entrances Per HU	Average Number of Entrances Per HU
Belknap	217	607	4,144	14.6%	3	2.8
Carroll	135	303	2,646	11.5%	1	2.2
Cheshire	134	412	3,799	10.8%	4	3.1
Coos	25	55	671	8.2%	1	2.2
Hillsborough	467	1713	10,628	16.1%	3	3.0
Merrimack	378	953	5,984	15.9%	2	2.5
Rockingham	395	945	8,246	11.5%	2	2.4
Strafford	283	819	12,228	6.7%	3	2.9
Sullivan	91	282	1,832	15.4%	4	3.1
State	1392	6089	50,178	12.1%	4	4.4

Note: Coos does not retain PC hold data, but their bookings are included in jail entrances. Certain individuals have entries in multiple counties, thereby resulting in higher total entrances at the state-level compared to any specific county.

Source: CSG Justice Center analysis of New Hampshire Medicaid and jail data excluding Grafton County, September 2022–March 2023.