



Justice Center


THE COUNCIL OF STATE GOVERNMENTS

New Hampshire's High Utilizer Justice Reinvestment Initiative

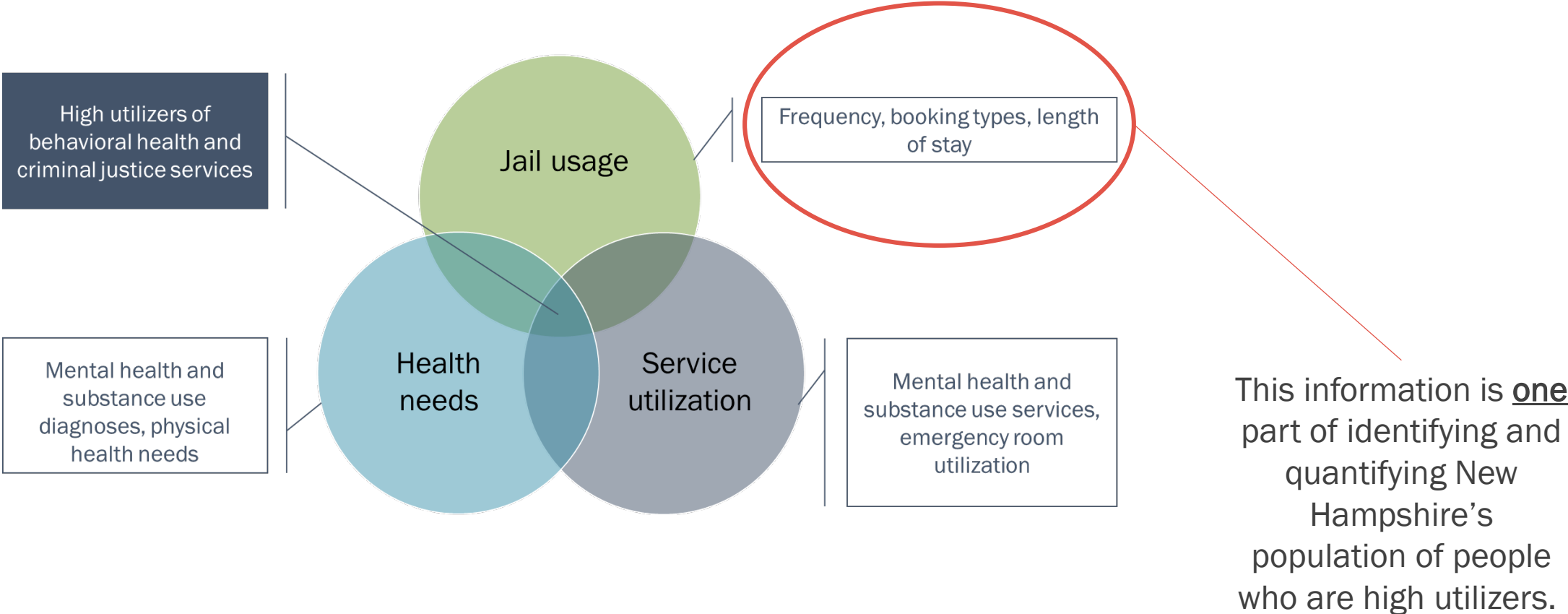
November 3, 2022

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

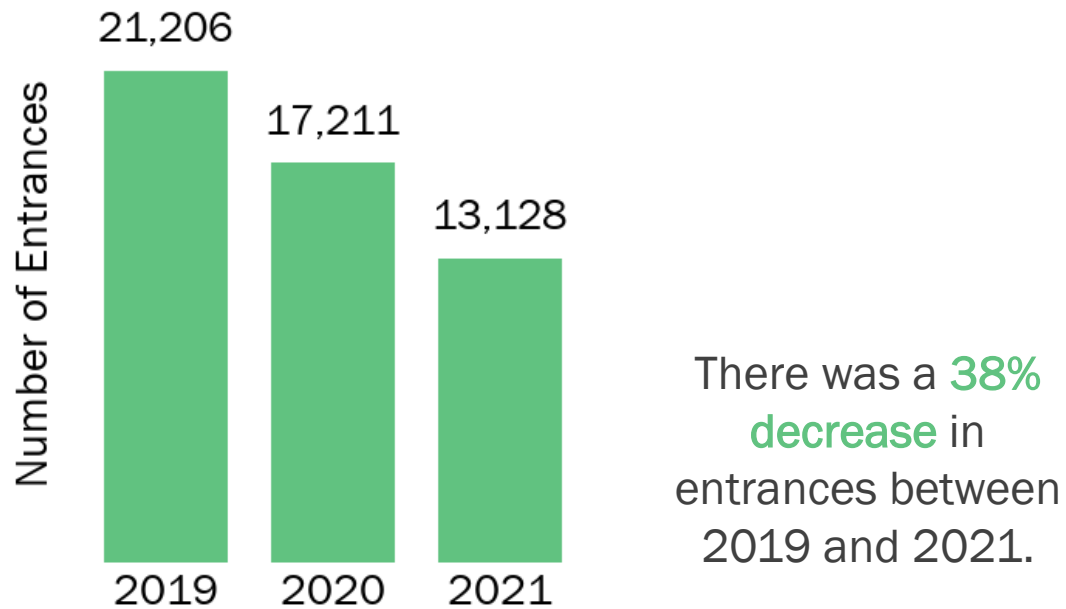
Does Not Include: PC holds

Counties:

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

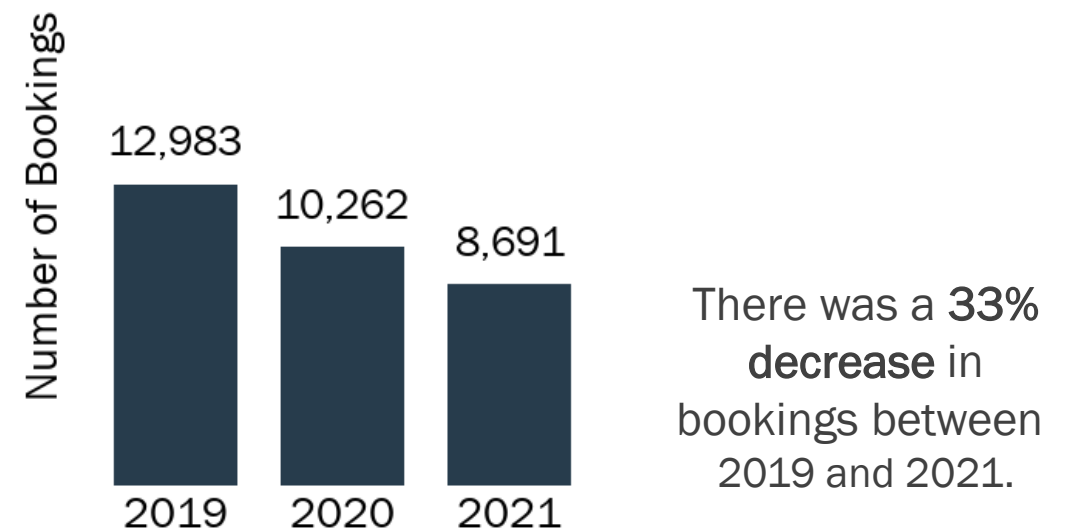
Both the number of jail entrances and the number of jail bookings have decreased in recent years.

Number of Entrances (including PC holds), 2019–2021



Total Entrances = 51,545
Individuals = 32,177
Counties = All except Grafton

Number of Bookings, (not including PC holds), 2019–2021

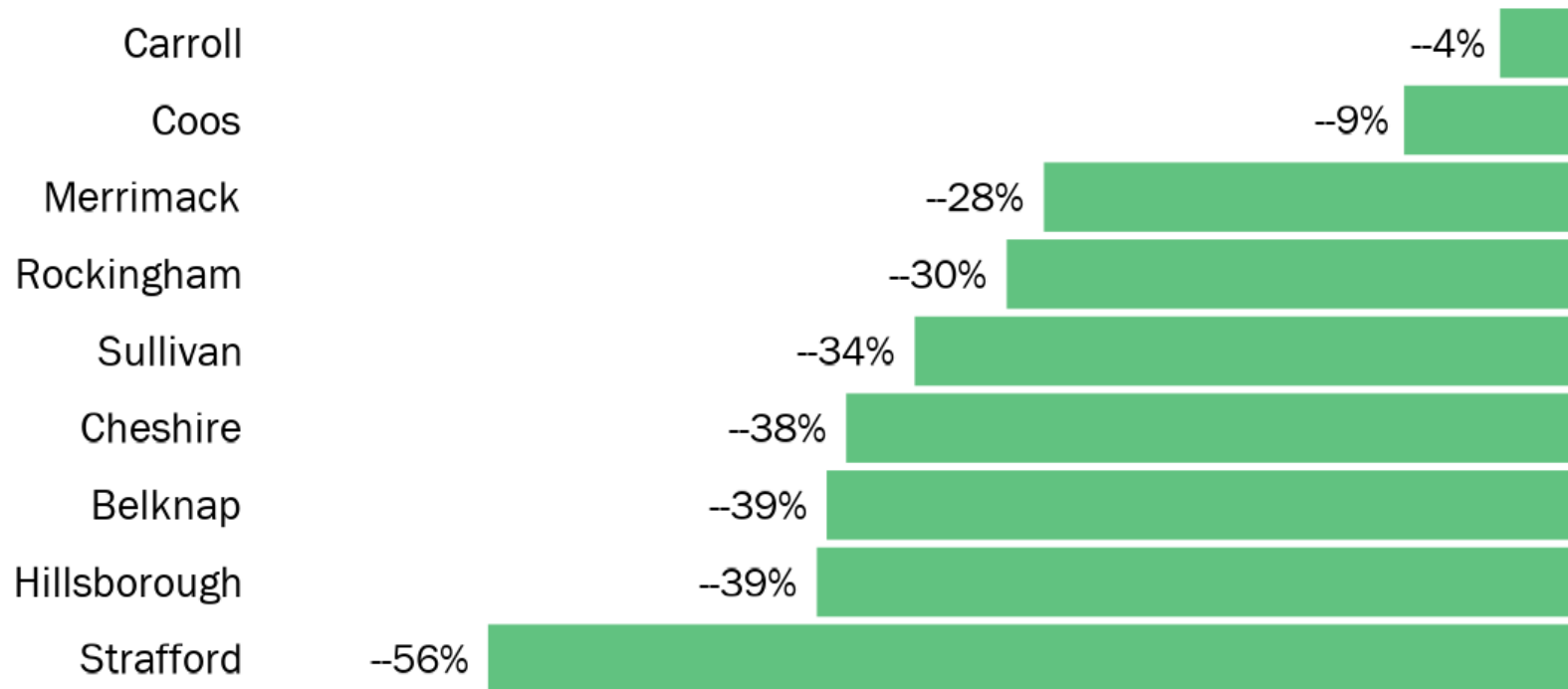


Total Bookings = 31,936
Individuals = 19,024
Counties = All except Grafton and Strafford

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.

While all jails saw a decrease, there were wide variations in the size of the decrease between counties.

Change in the Number of Entrances (Including PC Holds), 2019–2021

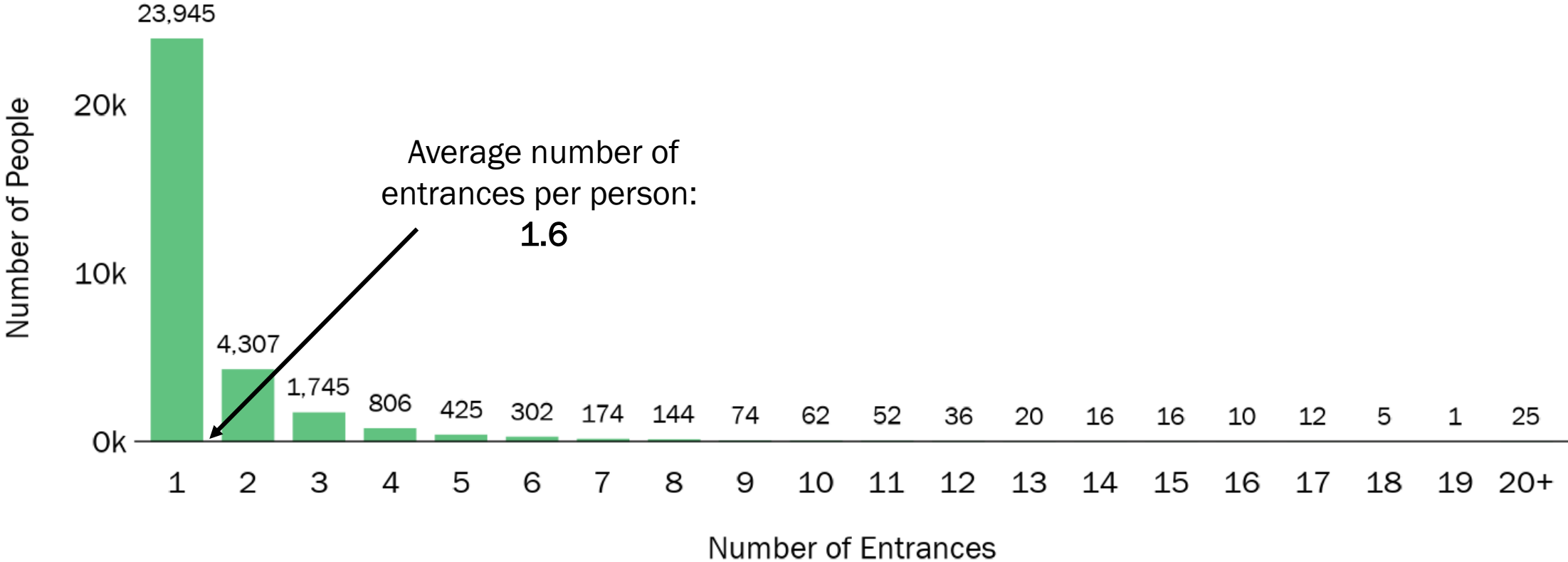


Decrease in Jail Entrances Between 2019 and 2021

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

People entered New Hampshire jails on average 1.6 times from 2019 to 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 jail data excluding Grafton County.

Between 2019 and 2021, protective custody holds accounted for an average of 20 percent of all NH jail entrances.

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



Note: Coos does not retain PC hold data. Strafford data do not differentiate between PC holds and bookings.
Source: CSG Justice Center analysis of New Hampshire jail data excluding Grafton County.

How have we defined people who are jail high utilizers?



By percentiles of total entrances (i.e., 90th percentile or the top 10% of people entering jail):

- Allows us to identify the people coming into the jails the most and how many times they are coming in
- Accounts for variations at each jail

Limitations with jail administrative data:

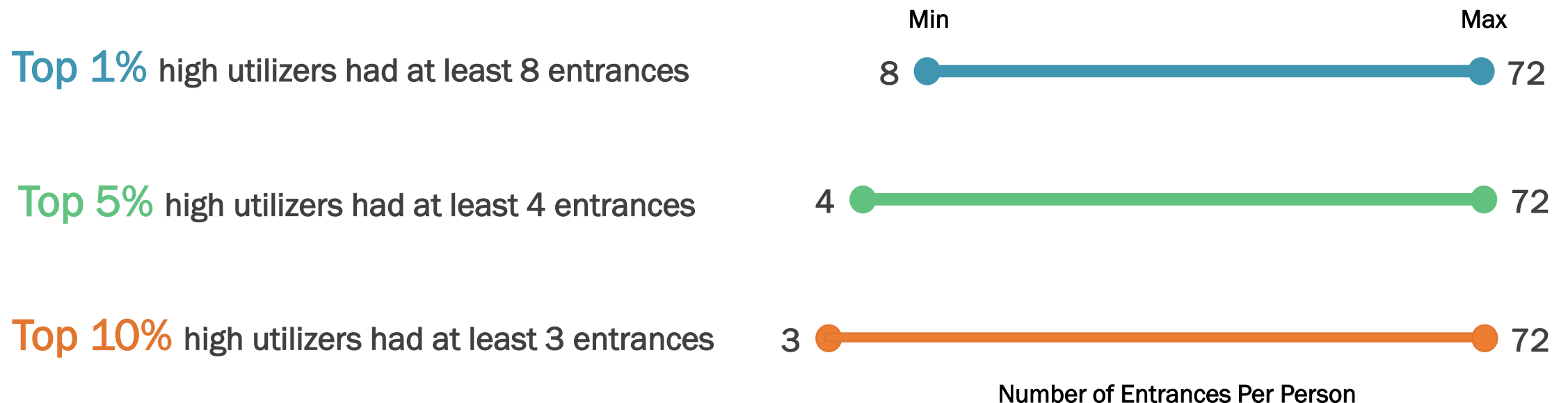
- Does not account for people moving between jails.

Reminder:

Medicaid data coming soon.

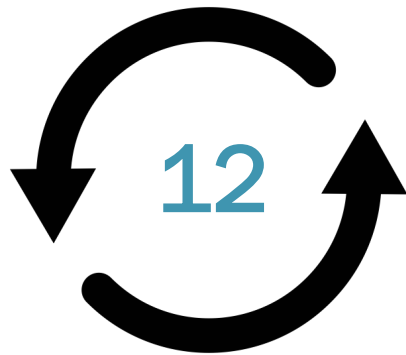
CSG Justice Center staff examined the characteristics of people in the top 1 percent, top 5 percent, and top 10 percent of entrances in each county from 2019 to 2021.

Number of Jail Entrances for Top Percentiles of People Who Are Jail High Utilizers, 2019–2021



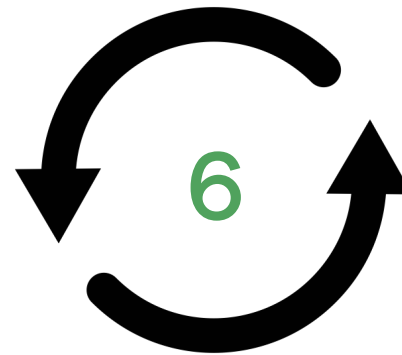
Between 2019 and 2021, people who were jail high utilizers had up to 12 more entrances on average than people who were not high utilizers.

Top 1%



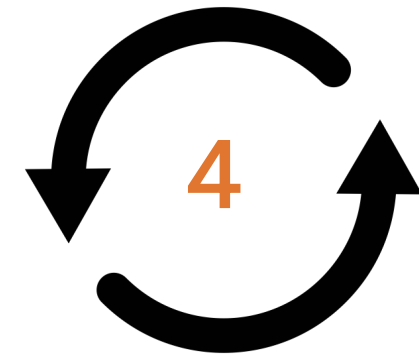
more entrances on average than people who were not high jail utilizers

Top 5%



more entrances on average than people who were not high jail utilizers

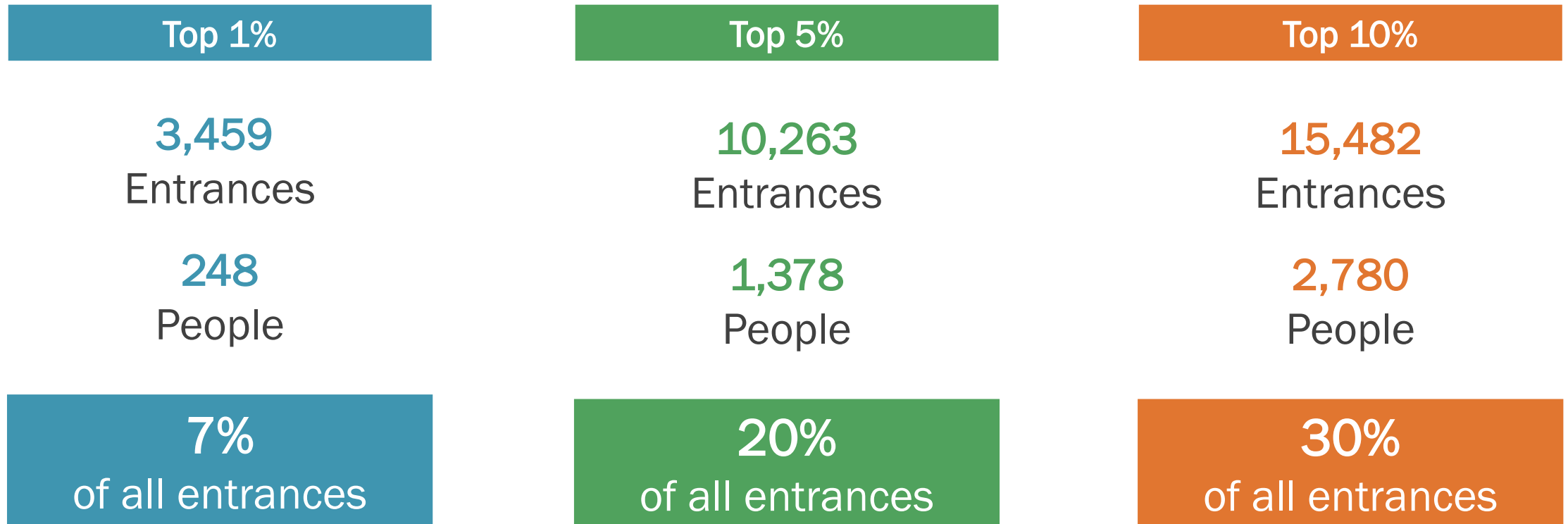
Top 10%



more entrances on average than people who were not high jail utilizers

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

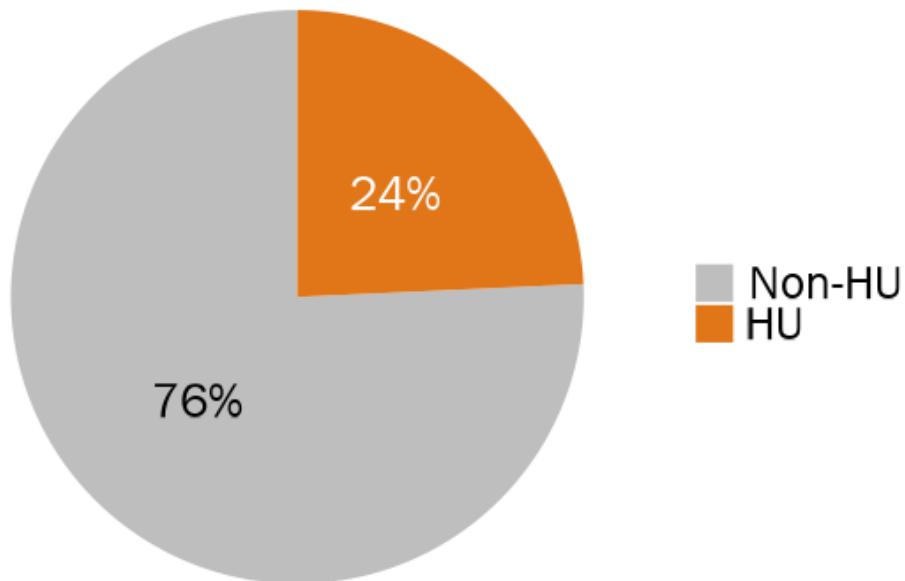
From 2019 to 2021, the top 10 percent of people who were jail high utilizers accounted for 30 percent of all New Hampshire jail entrances.



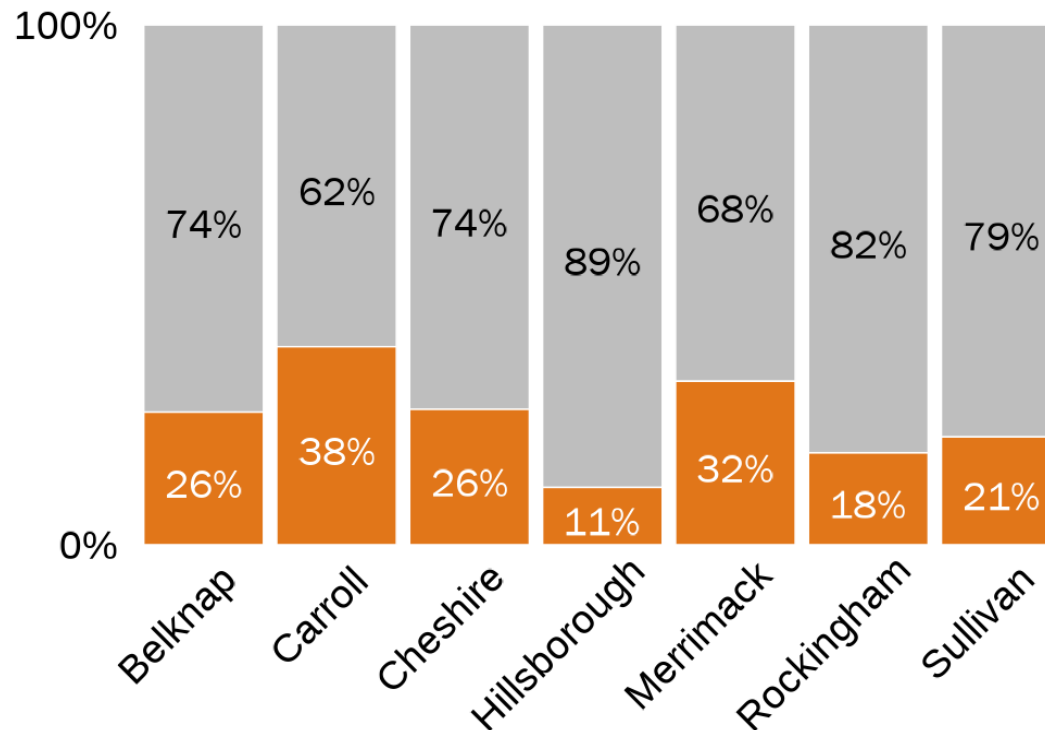
Note: Coos does not retain PC hold data, but their bookings are included in jail entrances.
Source: CSG Justice Center analysis of New Hampshire jail data excluding Grafton County.

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 Top 10% High Jail Utilizers, 2019–2021



Proportion of PC Holds that Are Top 10% High Jail Utilizers by County, 2019–2021

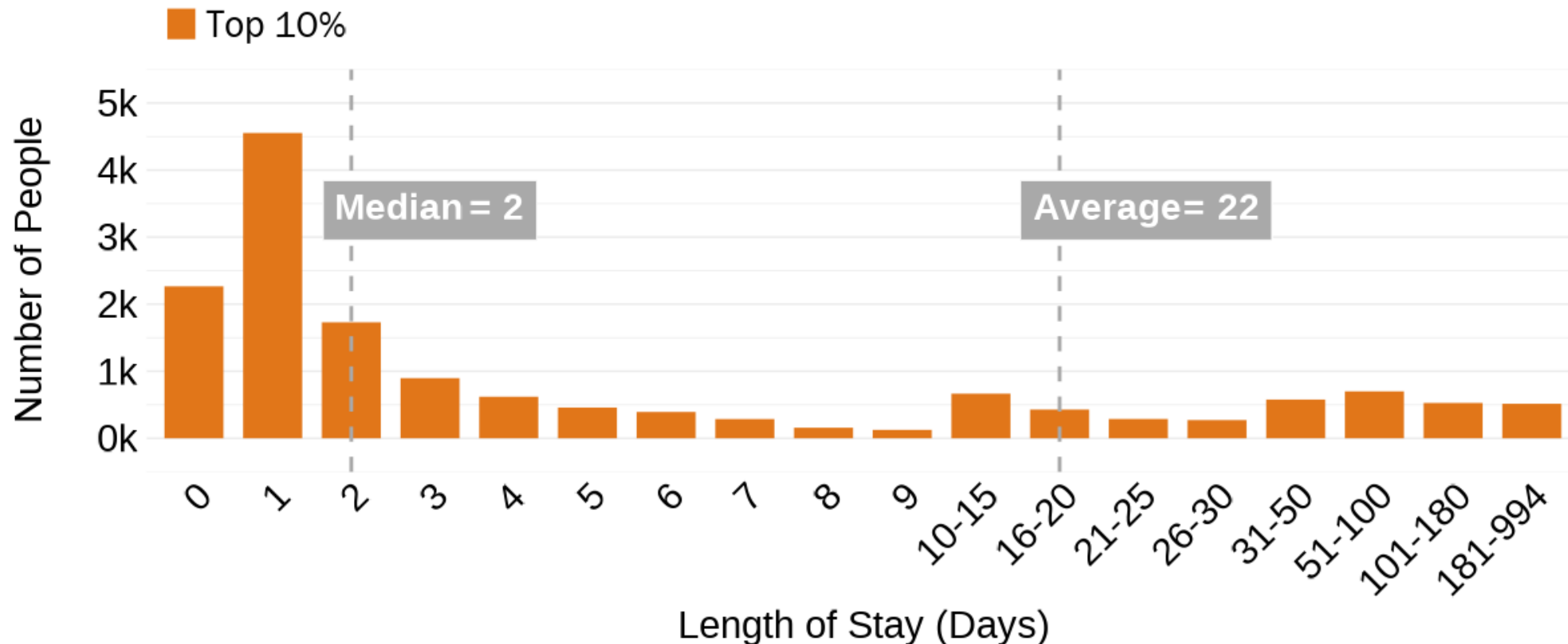


Note: Coos and Strafford bookings are not included when calculating the proportion of bookings that are PC holds due to missing data.

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

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

Length of Stay for Top 10% High Utilizers, 2019–2021



Note: Strafford bookings are not included due to missing data.
Source: CSG Justice Center analysis of New Hampshire jail data excluding Grafton County.

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: Jail Entrances by County (including PC holds), 2019–2021

County	2019	2020	2021	Total	Change from 2019 to 2021
Belknap	1,720	1,372	1,052	4,144	-38.8%
Carroll	1,263	1,276	1,207	3,746	-4.4%
Cheshire	1,670	1,361	1,038	4,069	-37.8%
Coos (bookings only)	226	240	205	671	-9.3%
Hillsborough	4,588	3,256	2,783	10,627	-39.3%
Merrimack	2,347	1,941	1,698	5,986	-27.7%
Rockingham	3,239	2,733	2,280	8,252	-29.6%
Strafford	5,404	4,456	2,373	12,233	-56.1%
Sullivan	749	576	492	1,817	-34.3%
State	21,206	17,211	13,128	51,545	-38.1

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

Appendix B: Protective Custody Holds by County, 2019–2021

County	Total Entrances	PC Holds (Entrances)	PC Holds (People)	Proportion of PC Holds
Belknap	4,144	1,478	1,086	35.7%
Carroll	3,746	567	414	15.1%
Cheshire	4,069	1,094	865	26.9%
Coos (bookings only)	671			
Hillsborough	10,627	390	358	3.7%
Merrimack	5,986	1,494	1,034	25.0%
Rockingham	8,252	2,383	2,014	28.9%
Strafford	12,233			
Sullivan	1,817	381	294	21.0%
State	51,545	7,787	6,065	20.2%

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

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

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

County	Total People	Total Entrances	Average Number of Entrances per Person
Belknap	2,396	4,144	1.7
Carroll	1,868	3,746	2
Cheshire	2,809	4,069	1.4
Coos (bookings only)	471	671	1.4
Hillsborough	6,019	10,627	1.8
Merrimack	3,449	5,986	1.7
Rockingham	5,608	8,252	1.5
Strafford	8,449	12,233	1.4
Sullivan	1,108	1,817	1.7
State	32,177	51,545	1.6

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

Appendix D: Top 1 Percent, 5 Percent, and 10 Percent Average Jail Entrances, 2019–2021

	Top 1%		Top 5%		Top 10%	
	Avg Number of Entrances Per Person	Min - Max Number of Entrances Per Person	Avg Number of Entrances Per Person	Min - Max Number of Entrances Per Person	Avg Number of Entrances Per Person	Min - Max Number of Entrances Per Person
Belknap	18.5	10-42	8.3	5-42	6.5	4-42
Carroll	13.7	12-21	9.2	7-21	7.2	5-21
Cheshire	12.5	9-25	6.5	4-25	4.9	3-25
Coos (bookings only)	9.0	8-10	5.8	4-10	4.5	3-10
Hillsborough	13.6	11-24	8.4	6-24	5.9	4-24
Merrimack	15.2	10-35	8.5	6-35	6.2	4-35
Rockingham	12.1	8-29	6.1	4-29	4.5	3-29
Strafford	14.5	10-72	7.3	4-72	5.5	3-72
Sullivan	11.8	9-18	7.2	5-18	5.7	4-18
State	14.0	8-72	7.5	4-72	5.6	3-72

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

Appendix E: Top 1 Percent, 5 Percent, and 10 Percent Proportion of Jail Entrances, 2019–2021

County	Top 1%			Top 5%			Top 10%		
	HU's (Entrances)	HU's (People)	Proportion of HU Entrances	HU's (Entrances)	HU's (People)	Proportion of HU Entrances	HU's (Entrances)	HU's (People)	Proportion of HU Entrances
Belknap	408	22	9.8%	990	119	23.9%	1,326	203	32.0%
Carroll	151	11	4.0%	609	66	16.3%	1,046	146	27.9%
Cheshire	250	20	6.1%	810	125	19.9%	1,137	234	27.9%
Coos (bookings only)	27	3	4.0%	111	19	16.5%	162	36	24.1%
Hillsborough	598	44	5.6%	1,899	226	17.9%	3,419	577	32.2%
Merrimack	392	26	6.5%	1,138	134	19.0%	1,870	302	31.2%
Rockingham	580	48	7.0%	1,584	259	19.2%	2,391	528	29.0%
Strafford	983	68	8.0%	2,817	387	23.0%	3,672	672	30.0%
Sullivan	70	6	3.9%	305	43	16.8%	459	82	25.3%
State	3,459	248	6.7%	10,263	1,378	19.9%	15,482	2,780	30.0%

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