




MEMORANDUM

Date: May 6, 2021

To: The Honorable Chair and Members
Pima County Board of Supervisors

From: C.H. Huckelberry
County Administrator 

Re: **Pima County Behavioral Health Department's INVEST Program - May 18, 2021 Board of Supervisors Agenda Item**

When detainees of the Pima County Adult Detention Center (PCADC) with co-occurring mental health and substance use disorders return to the community, they must navigate a complex network to access or continue care, at the same time lacking the social support, resources, job skills and the education needed to meet their basic needs. Many end up on the streets, in emergency rooms, and back in jail. Pima County Behavioral Health Department's INVEST (Inmate Navigation, Enrollment, Support and Treatment) Program to break that cycle. On September 22, 2019 Pima County Behavioral Health was awarded \$1,000,000 by the Department of Justice to design and implement the INVEST program.

The approach proposed by INVEST is two-fold: to identify and support individuals needing coordination of mental health, substance use, and enrollment in community services; and, to support longer-term detainees to access vocational training, education and sustained supports that will prevent individuals with mental health and co-occurring disorders from recidivating in the future. A comprehensive, collaborative case management model combining peer support with stakeholders from criminal justice, social support services and the medical community is the glue for this approach.

The Pima County Behavioral Health Department has identified a subrecipient, Community Bridges, Inc. (CBI), to implement a Critical Time Intervention (CTI) for INVEST participants released from the jail. The Department of Justice granted prior approval for Pima County to move forward with CBI as a subrecipient in March, 2021. The CTI is meant to provide INVEST participants additional support for 90-180 days' post-release to build stability and resilience. The CTI includes timely psychiatric assessment, ongoing care, coordination of justice obligations and addressing the social determinants of health. All services utilize motivational interviewing and are evidence-based and trauma-informed.

CBI provides critical services to the residents of Pima County. The strategic partnership between Pima County Behavioral Health and CBI will ensure that grant activities will be carried out timely in the manner committed to the Department of Justice, and help test strategies

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designed to improve quality of life for individuals with co-occurring substance abuse and mental health disorders who become involved with the legal system. I recommend this item be approved by the Board of Supervisors.

CHH/dym

Attachment

c: Jan Leshar, Chief Deputy County Administrator
Francisco García, MD, MPH, Deputy County Administrator & Chief Medical Officer,
Health and Community Services
Paula Perrera, Director, Pima County Behavioral Health

To: C.H. Huckelberry
County Administrator

Date: April 29, 2021

CC: Jan Leshar
Chief Deputy County Administrator

From: Paula Perrera *PP*
Director, Pima County Behavioral Health

Via: Francisco Garcia, MD, MPH *FG*
Deputy County Administrator *05/04/21*

Re: Pima County Behavioral Health Department's INVEST Program

Problem Statement:

Detainees of the Pima County Adult Detention Center (PCADC) with co-occurring mental health and substance use disorders returning to the community from incarceration must navigate a complex network to access or continue care, whilst also often lacking the social support, resources, job skills and the education needed to meet their basic needs and compete for sustained employment. Many end up on the streets, in emergency rooms, and back in jail. Pima County Behavioral Health Department's INVEST (Inmate Navigation, Enrollment, Support and Treatment) Program is designed to break the cycle of crisis experienced by adult detainees with co-occurring substance use and mental disorders. INVEST seeks to disrupt this cycle by providing the person with more intensive support and treatment through a targeted set of screenings, interventions and navigation to services, that will allow the participant to gradually transition to mainstream recovery, wellness and advancement over the long term.

Access to and the coordination of services for complex individuals that are cycling through jails, hospitals, homelessness and behavioral health services, remain a continued challenge. Complexities of coordinating services are exacerbated when there are gaps in case management and lapses in treatment. While there is a robust network of community based organizations and medical providers offering assistance with substance abuse counseling and Medication Assisted Treatment (MAT), housing, and employment training, these organizations rarely communicate directly with each other and it is up to the individual to conduct extensive self-advocacy.

Each INVEST participant will develop an individualized reentry plan to balance their healthcare needs with their justice obligations upon release. The INVEST program has built an early intervention screening where each participant's unique needs will be identified. To meet these care needs INVEST participants will have multiple peer supports providing hands on navigation. INVEST has built in several quality control measures to ensure care needs are met, including referral tracking and comprehensive and collaborative case planning. These measures keep accountability on both participants and program staff.

INVEST does not rely on referrals to identify and engage participants. This approach maximizes existing screening done as a part of the jail intake process. It also should prevent racial and ethnic disparities that often plague programs where conscious or unconscious bias has been demonstrated. Once enrolled with INVEST, participants benefit from built in redundancies that ensure INVEST participants are identified and engaged early in detainment at the PCADC. INVEST has been designed to be easy for participants to enter into and utilize multiple engagement strategies, which can make it hard to leave or be overlooked.

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Grant Application, Award, and Design:

On September 22, 2019 Pima County Behavioral Health was awarded \$1,000,000 (2019-RW-BX-0007) by the Department of Justice's Office of Justice Programs (OJP), Bureau of Justice Assistance, to design and implement the INVEST program beginning in 10/1/2019 and ending on 9/30/2023.

After delays associated with the COVID-19 pandemic, participants can begin enrolling in INVEST by June 2021. INVEST will utilize a rigorous randomized control trial (RCT) design to evaluate program effectiveness. Pima County Behavioral Health is working with LeCroy & Milligan Associates to design and implement the RCT.

What makes INVEST different:

Pima County has been an innovator in the space of justice reform. Pima County has embarked on a broad criminal justice reform initiative and in 2016 was selected by the John D. and Catherine T. MacArthur Foundation for the Community Safety and Justice Challenge Grant designed to reduce jail numbers and over representation of minorities. This effort has convened a Community Collaborative including judges, law enforcement officials, prosecutors, corrections representatives and those with lived experience who established a shared vision, and prompted a deep dive focused on identifying the system's "High Utilizers.;" those who repeatedly engage with law enforcement and crisis systems at much higher frequency than their peers. Pima County also created a Housing First program that was unique in that it only accepted referrals from justice partners, a first for our community. This program has housed over 150 people since implementation began in April 2019.

It is in this larger system context that Pima County Behavioral Health convened a multi-agency work group to begin designing a Detainee Enrollment and Engagement Pilot project, the foundation for INVEST, focused on serving 150 jail inmates with "pre" and "post" release services that will create a bridge from jail to community recovery and treatment resources.

The local jail system is a key place to institute effective reentry strategies to prevent recidivism and serious violent crime. The approach proposed by INVEST is two-fold: to identify and support individuals needing coordination of mental health, substance use, and enrollment in community services; and to support longer-term detainees to access vocational training, education and sustained supports that will prevent individuals with mental health and co-occurring disorders from recidivating in the future. A comprehensive, collaborative case management model combining peer support with stakeholders from criminal justice, social support services and the medical community is the glue for this approach.

Simply put, INVEST is a treatment reform effort designed to complement the ongoing justice reform efforts in our community.

INVEST Program Goals, Description and Public Benefit:

Program Goals:

The INVEST program operates off the assumption that under or often untreated mental health or substance use conditions are driving involvement in the justice system. Based on that assumption the goals of INVEST are to:

- Reduce recidivism and break a cycle of crisis by stabilizing people with co-occurring mental illness and substance use disorders.
- Identify and address system gaps and develop and test protocols to construct a continuous pipeline from jail to post-release to mainstream community service providers.

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- Establish an evidence-base for a cost-effective model of treatment reform with potential to be scaled nationally.

Description of Services:

The INVEST program has both in-custody and post-custody services. The in-custody program is located on the grounds of the PCADC. The in-custody program's primary service is forensic peer support focused on psychoeducational services and support. Forensic peer support is a recognized promising practice that involves support from people with lived justice involvement. INVEST's Reentry Manager has designed a 32 module cognitive skills course called Freedom Management. The Pima County Sheriff's Department has approved the Freedom Management curriculum to be taught in the PCADC and to be uploaded on the jail tablets.

Another unique feature to INVEST is the Justice & Workforce Navigator position. This position is jointly supported by Pima County Behavioral Health and Pima County Community & Workforce Development and is currently filled by someone with lived justice experience. The Justice & Workforce Navigator acts as a link between in-custody and post-custody services to reduce the likelihood that INVEST participants "slip through the cracks." The Justice and Workforce Navigator coordinates jail discharge, including setting up transportation from jail and post-custody housing. The Justice and Workforce Navigator assists INVEST participants to enroll in the Pima County OneStop system.

The Pima County Behavioral Health Department has identified a subrecipient, Community Bridges, Inc. (CBI), to implement a Critical Time Intervention (CTI) post-release. The Department of Justice granted prior approval for Pima County to move forward with CBI as a subrecipient in February, 2021. The CTI is meant to provide INVEST participants additional support for 90-180 days' post-release to build stability and resilience. The CTI includes timely psychiatric assessment, ongoing care, coordination of justice obligations and addressing the social determinants of health. All services utilize motivational interviewing and are evidence-based and trauma-informed.

INVEST would not be possible without the buy-in from justice, health and housing partners. To that end INVEST created an Advisory Committee to help guide design and implementation. INVEST Advisory Committee members are:

- Chief David Sanders, Adult Probation Department
- Kim Crowel, Health Services Administrator, Centurion (Contracted Medical Provider at PCADC)
- Liz Morales, Director, City of Tucson Housing & Community Development
- Dr. Margie Balfour, Chief of Quality & Clinical Innovation, Connections Health Solutions
- Paula Perrera, Director, Pima County Behavioral Health
- Dan Sullivan, Director, Pima County Community & Workforce Development
- Capt. Robert Koumal, Pima County Sheriff's Department
- Domingo Corona, Director Pretrial Services

The Advisory Committee has specifically helped INVEST Design & Implementation in several way including:

- Adult Probation has dedicated probation officers to work with INVEST participants, both on standard and intense supervision; assisting with eligibility screening
- Centurion has assisted in identifying a like population to calculate a baseline recidivism rate
- City of Tucson Housing & Community development have agreed to provide housing vouchers
- Pima County Community & Workforce Development are jointly funding the Justice & Workforce Navigator position
- Pima County Sheriff's Department has allowed us to hire a Corrections Officer dedicated to INVEST, provided us with office space in the jail, allowed us to upload the Freedom Management curriculum onto the tablets and have created an INVEST flag in their inmate tracking system

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- Pretrial Services is assisting with eligibility screening

Public Benefit:

First and foremost, improving the quality of life for INVEST participants. Pima County spends millions annually on the care of those with mental health and substance use conditions.

Pima County Behavioral Health has chosen to partner with CBI to implement the INVEST program. CBI's mission is to maintain the dignity of human life, making them the ideal partner for this treatment reform initiative. CBI provides comprehensive, medically integrated behavioral health programs that use evidence-based treatment models in the prevention, education and treatment of individuals experiencing crisis, substance use disorder, and mental illness in Arizona. CBI offers diverse specialty programs that focus on homelessness, Veterans, women and children, and criminal justice. CBI employs nearly 1,500 full time staff throughout seven counties in Arizona. By enhancing care access and delivery, we believe we can improve the individual outcomes and reduce costly jail bookings and emergency health care visits.

Establishing data-driven solutions adapted to the needs of our community ensures cost-effective programs that enhance equitable access to care, are morally responsible, and economically sustainable. A recent study of 18 individuals, who are INVEST eligible, showed they accounted for a cumulative 1101 jail bed days and 24 jail bookings from 11/24/20-3/1/21. This represents a significant cost savings opportunity if we can get these individuals to more efficient care settings. A better understanding of this population and their barriers to success, providing them better care and collaborating with justice, health and housing partners will lead to other funding and cost savings opportunities to our community.