

# Justice and Mental Health Collaboration Program Closeout Report— January–December 2011

*Prepared for:*

Bureau of Justice Assistance  
810 7th Street NW, Room 3623  
Washington, DC 20531

*Prepared by:*

CSR, Incorporated  
Suite 1000  
2107 Wilson Blvd.  
Arlington, VA 22201  
[www.csrincorporated.com](http://www.csrincorporated.com)

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## OVERVIEW

This document is the last of a series of reports on performance measures submitted by JMHCP grantees before the measures were revised in January 2012.

A recent review of performance data submitted by grantees of BJA's Justice and Mental Health Collaboration Program (JMHCP) grantees revealed a need to revise the measures, to reduce the burden placed on grantees to collect large amounts of data, and to increase clarity of understanding among all grantees. The ultimate goal of the revision process was to produce measures that accurately convey the value of JMHCP grants and improve the overall quality of programs.

Based on their experience as technical assistance provider to BJA's JMHCP grantees, the Council of State Governments Justice Center (CSG Justice Center) offered recommendations for revised performance measures for the JMHCP program. CSG developed these measures in cooperation with several 2008 and 2009 grantees. BJA leadership conducted focus groups with grantees as well as consensus-gathering sessions among themselves to ensure the revised measures addressed BJA's programmatic and reporting requirements. BJA then implemented the revised measures beginning with the January–March 2012 reporting period.

## ACCOMPLISHMENTS

In 2011, Justice and Mental Health Collaborative Program grantees noted many accomplishments:

- Planning grantees established over 3,000 partnerships, including 2,490 with government agencies.
- Implementation and Expansion grantees conducted over 200 training sessions on Specialized Police-based Responses (SPRs) to individuals with mental illness in crisis, and they trained more than 2,000 law enforcement and mental health providers and more than 1,300 other criminal justice personnel.
- Implementation and Expansion grantees had over 4,000 new admissions and over 1,000 program completions in court, corrections, and juvenile-based programs.

## INTRODUCTION

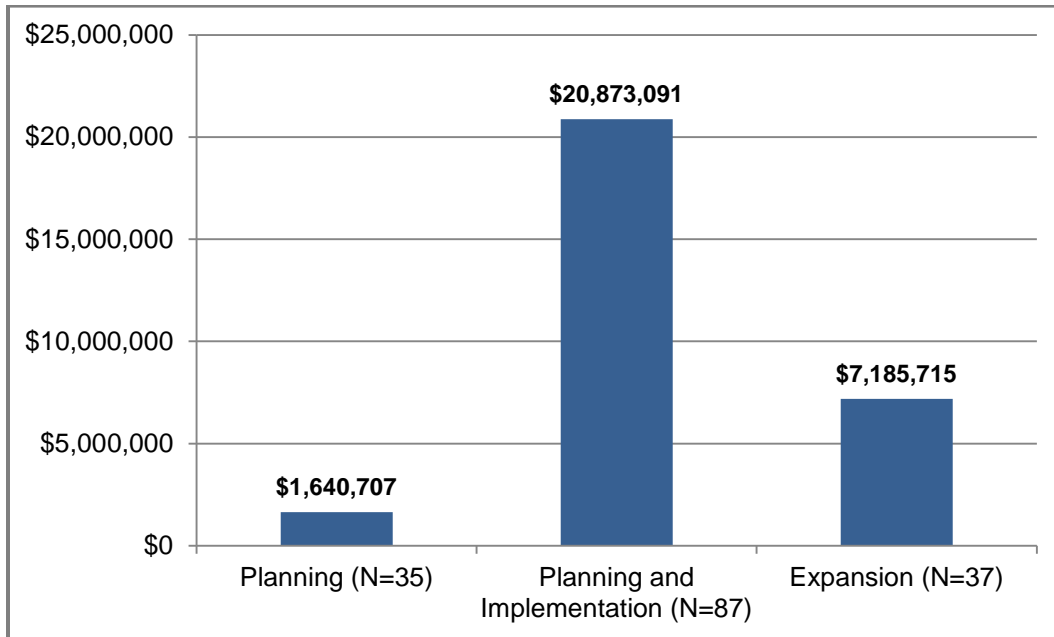
The Justice Mental Health and Collaboration Program (JMHCPC) was created in 2004 in response to a need to improve criminal justice services provided to individuals with mental illness. Administered by the Bureau of Justice Assistance, the JMHCPC offers financial and technical assistance to states, state and local courts, and Indian tribal governments to implement a project between criminal justice and mental health partners to plan, implement, or expand a justice and mental health collaboration program. The goals of the program include the following:

- Increasing public safety through establishing innovative collaborations between law enforcement, mental health providers/agencies, substance abuse treatment providers, and other ancillary service providers.
- Training law enforcement, mental health, and substance abuse personnel on evidence-based diversion strategies for individuals with mental illness who come into contact with the criminal justice system.
- Operating mental health courts that provide mental health, substance abuse, and ancillary services such as education, employment, and housing to individuals with mental illnesses.

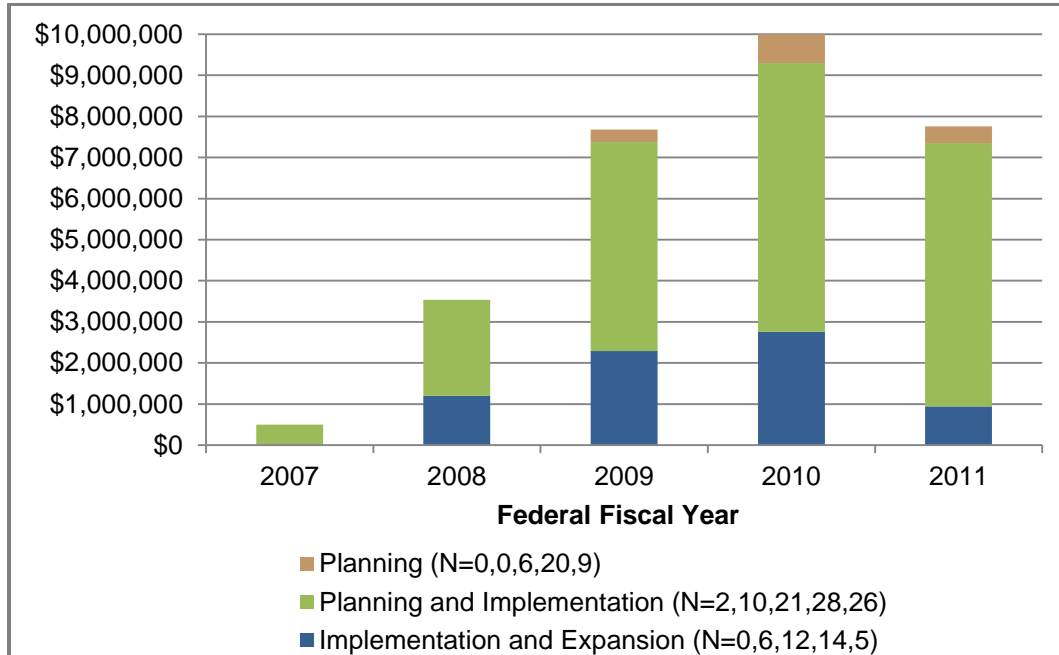
JMHCPC awards are divided into three grant categories: Planning, Planning and Implementation, and Expansion. Over the course of the award, recipients of Planning grants will design a collaborative plan to change the identification and treatment of criminal justice-involved individuals with mental illness. Activities under this category include identifying and establishing partnerships, and signing Memorandums of Understanding (MOU). Recipients of Planning and Implementation grants will begin implementing their collaboration plans during the award period. Activities under this category include providing specialized training to improve law enforcement responses to people with mental illness in crisis, as well as training to successfully implement a mental health court. Recipients of Expansion grants will expand or enhance an existing collaboration process. Activities under this category include increasing the capacity of mental health courts or alternative sentencing programs, and expanding ancillary services such as education, housing, and employment.

Between 2007 and 2011, 35 awards totaling \$1,640,707 were made to Planning grantees, 87 awards totaling \$20,873,091 to Planning and Implementation grantees, and 37 awards totaling \$7,185,715 to Expansion grantees (see Figure 1). The reporting cohort of this analysis included a number of JMHCPC grantees that were funded (see Figure 2 for the distribution of each grant category by Federal fiscal year and funding amount received). The project period typically is 12 months for Planning grantees and 24 months for Planning and Implementation and Expansion grantees. However, extensions may be granted.

**Figure 1. Justice and Mental Health Collaboration Program Funding Levels by Grantee Category (2007–2011)**



**Figure 2. Planning, Planning and Implementation, and Expansion Funding Levels by Federal Fiscal Year**



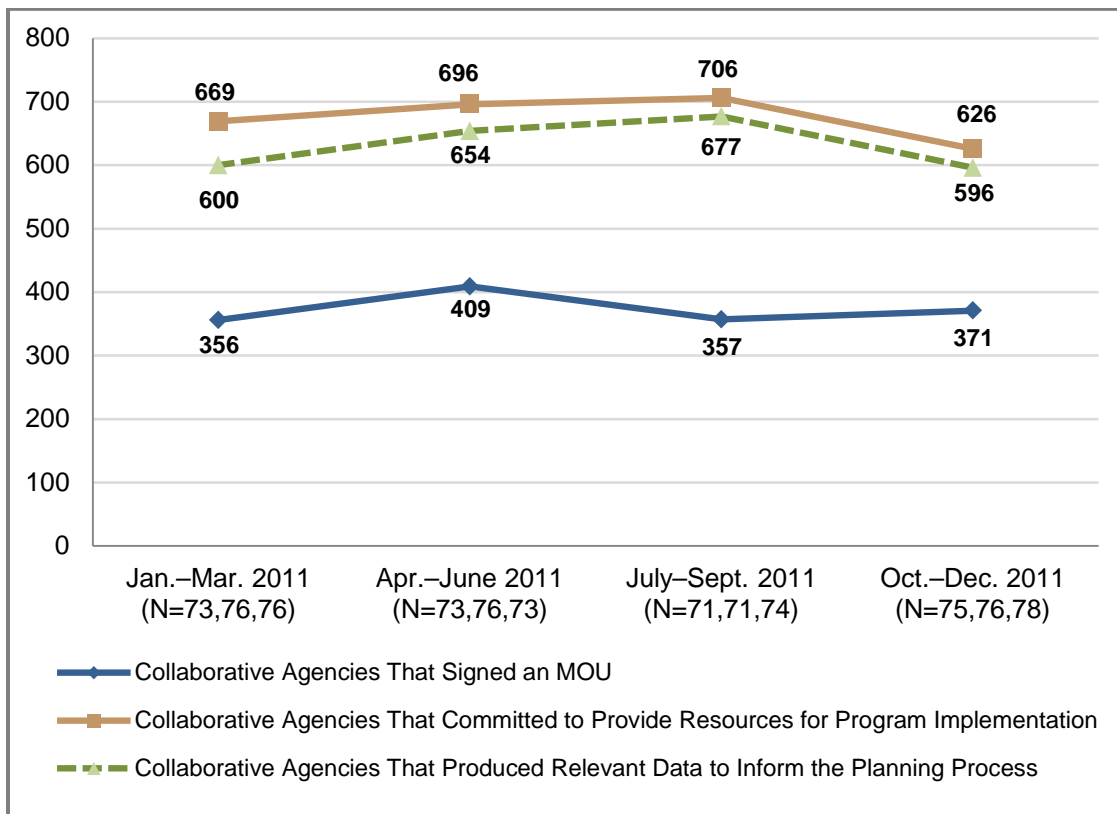
To fulfill reporting requirements of the Government Performance and Results Act (GPRA, P.L. 103-62), grantees were required to provide performance data measuring the results of their work. The descriptive analysis presented in this report is based on quarterly performance data submitted in the Performance Measurement Tool (PMT) by grantees with open and active awards from January to December 2011.

## Planning Grantees

Much of the work of Planning Grant recipients focuses on developing a collaborative plan with various agencies such as law enforcement, mental health agencies, and substance abuse treatment services. Specific milestones of collaborative planning may include having collaborative agencies sign Memorandums of Understanding (MOU), commit to provide resources for program implementation, and produce relevant data to inform the planning process.

Quarterly results for several planning performance measures are illustrated in Figures 3–5. Figure 3 reveals that across the four reporting quarters in 2011, 1,493 collaborative agencies signed Memorandums of Understanding (MOU), 2,697 collaborative agencies committed to provide resources for program implementation, and 2,527 collaborative agencies produced relevant data to inform the planning process.<sup>1</sup>

**Figure 3. Collaborative Agencies that Have Signed an MOU, Committed to Provide Resources, and/or Produced Relevant Data**



<sup>1</sup> Due to reporting inconsistencies, some duplicates may exist.

**Table 1. Number of Agency, Consumer, and Family Member Partners<sup>2</sup>**

|                        | Government Agency Partners | Community Service Agency Partners | Mental Health Advocacy Agency Partners | Consumer Partners | Family Member Partners |
|------------------------|----------------------------|-----------------------------------|--|-------------------|------------------------|
| Jan.–Mar. 2011 (N=78)  | 628                        | 336                               | 141                                    | 204               | 150                    |
| Apr.–June 2011 (N=81)  | 675                        | 380                               | 179                                    | 186               | 168                    |
| July–Sept. 2011 (N=77) | 594                        | 369                               | 150                                    | 133               | 168                    |
| Oct.–Dec. 2011 (N=82)  | 593                        | 349                               | 159                                    | 133               | 116                    |
| <b>Total</b>           | <b>2,490</b>               | <b>1,434</b>                      | <b>629</b>                             | <b>656</b>        | <b>602</b>             |

Table 1 presents information about the types of partnerships established during the planning process. The majority of partners established are government agency and community service agency partners. Government agencies would include organizations such as a police department, or a state government agency such as the Department of Health and Human Services. A community service agency would include a housing placement agency or an education center.

### Implementation and Expansion Grantees

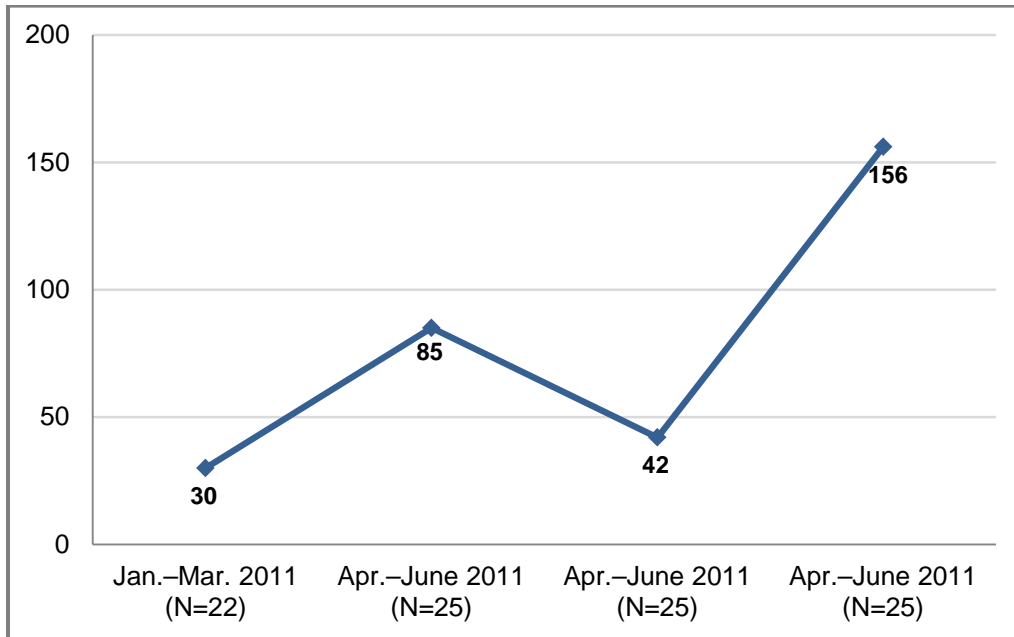
Implementation Grants were awarded to agencies that have completed development of a collaborative plan and were ready to begin implementing it. Expansion Grants were awarded to agencies that had already begun implementing their collaborative plan and were enhancing or expanding the services provided.

One goal of Implementation and Expansion Grants is to offer training to personnel, in particular on Specialized Police-based Responses (SPRs) to individuals with mental illness in crisis. SPRs can include diverting individuals with mental health needs from further penetrating the system by providing them with other types of treatment. Training would include identifying signs and symptoms of mental illness, practicing stabilization and de-escalation techniques, understanding community resources and legal needs, learning how to transport and transfer individuals with mental health needs, and other relevant topics.

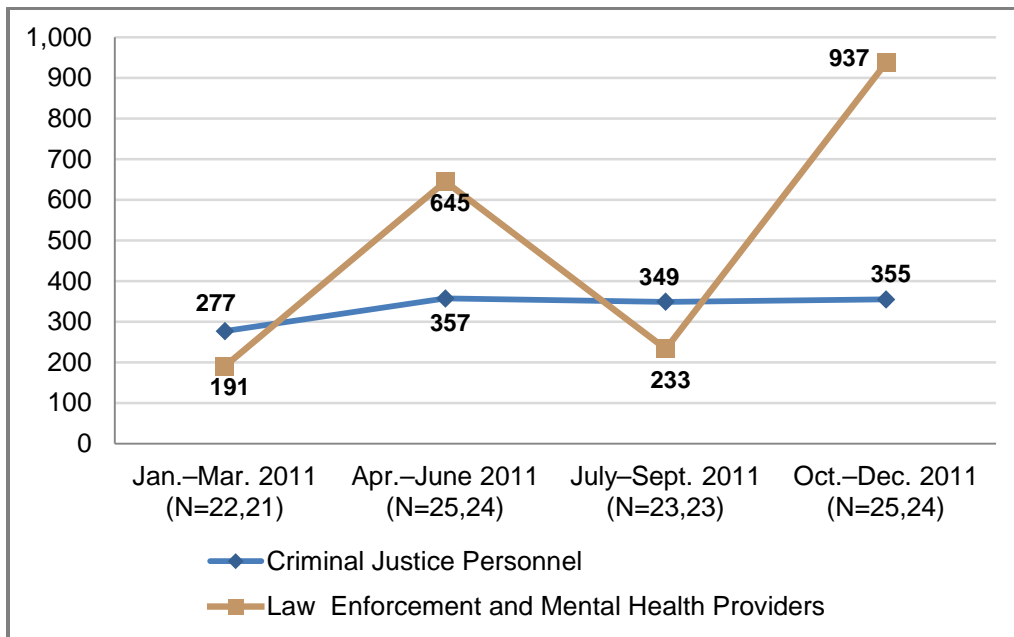
Quarterly results on performance measures related to training activities reported by grantees in the last four reporting periods are illustrated in Figures 4 and 5. PMT data revealed that 313 training sessions on SPRs were conducted in 2011 (Figure 4). As seen in Figure 5, 1,338 criminal justice personnel and 2,006 law enforcement and mental health providers have been trained during the past four quarters.

<sup>2</sup> Due to reporting inconsistencies, some duplicates may exist.

**Figure 4. Number of Training Sessions Conducted on Specialized Police-based Responses (SPRs)**



**Figure 5. Number of Other Law Enforcement and Mental Health Providers Trained**

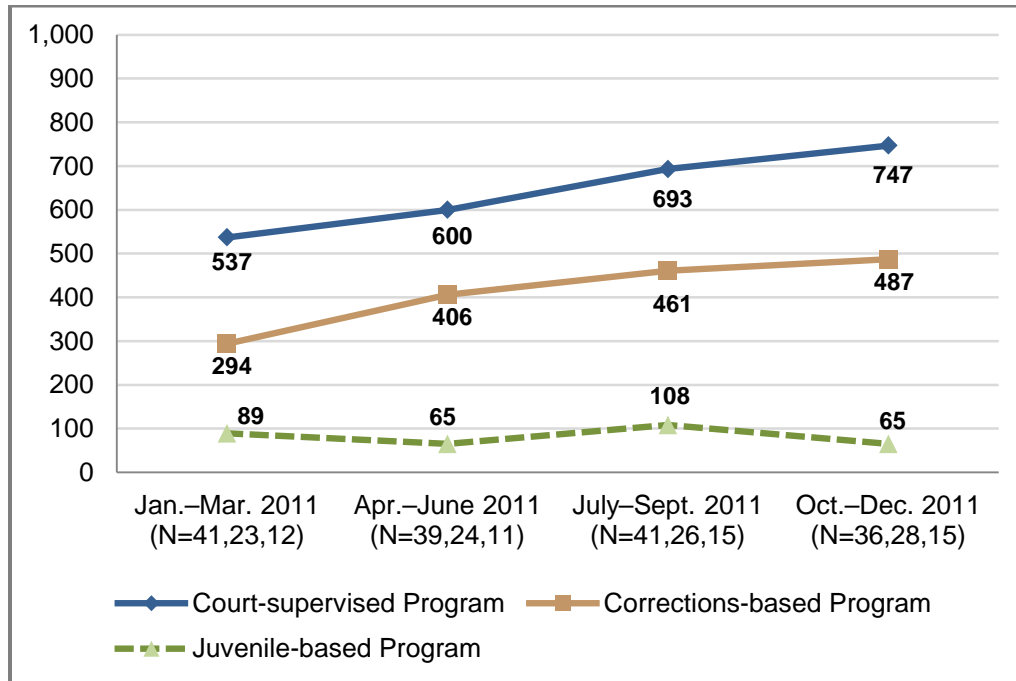


Many Implementation and Expansion grantees also support mental health court programs supervised by courts, corrections, or juvenile programs. The following information is presented based on those categories.



Grantees that provide direct services to individuals with mental illness report on performance measures related to new admissions, successful completions, technical violations and arrests during program participation, and arrests within 1 year after program completion. Quarterly results from these performance measures are illustrated in Figures 6–10.<sup>3</sup>

**Figure 6. Number of New Admissions by Program Category**



Overall, courts-supervised programs had 2,577 new admissions, corrections-based programs had 1,648, and juvenile-based programs had 327. It is important to note that the number of juvenile-based programs reporting ranged between 11 and 15, while the number of courts-supervised programs ranged from 36 to 41 (Figure 6).<sup>4</sup>

**Table 2. Number of Participants Referred to Services<sup>5</sup>**

|                 | Mental Health Services | Substance Abuse Services | Co-occurring Services | Housing Services | Employment Services | Education Services | Other Services |
|-----------------|------------------------|--------------------------|-----------------------|------------------|---------------------|--------------------|----------------|
| Jan.–Mar. 2011  | 1,486                  | 568                      | 699                   | 243              | 183                 | 216                | 504            |
| Apr.–June 2011  | 2,797                  | 838                      | 803                   | 437              | 252                 | 359                | 506            |
| July–Sept. 2011 | 2,732                  | 925                      | 936                   | 440              | 327                 | 465                | 704            |
| Oct.–Dec. 2011  | 3,191                  | 668                      | 847                   | 286              | 298                 | 361                | 535            |
| <b>Total</b>    | <b>10,206</b>          | <b>2,999</b>             | <b>3,285</b>          | <b>1,406</b>     | <b>1,060</b>        | <b>1,401</b>       | <b>2,249</b>   |

<sup>3</sup> Due to reporting inconsistencies, information reported by one of the grantees was not included in aggregate data.

<sup>4</sup> Due to reporting inconsistencies, duplicates across categories may exist.

<sup>5</sup> Duplicates may exist if one participant received a referral for the same service in multiple reporting periods.

Table 2 displays how many participants were provided with referrals for various services. The greatest number of participants received referrals to mental health, co-occurring, and substance abuse services. Fewer participants were referred to ancillary services such as housing, employment, and education. From the data collected, it is not known what “other” services were.

**Figure 7. Successful Completion by Category (Percent)**

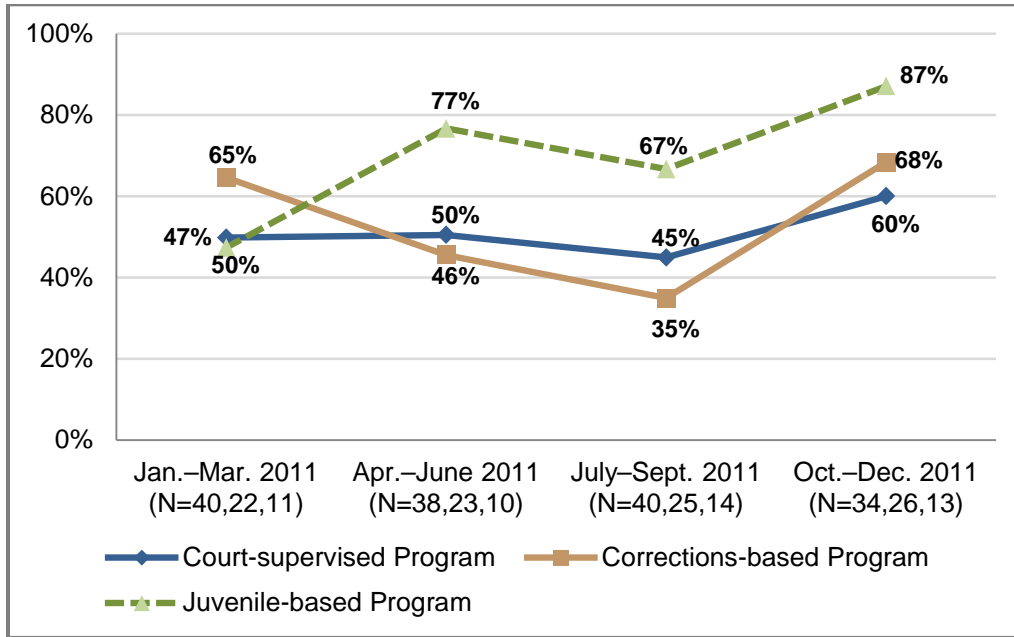
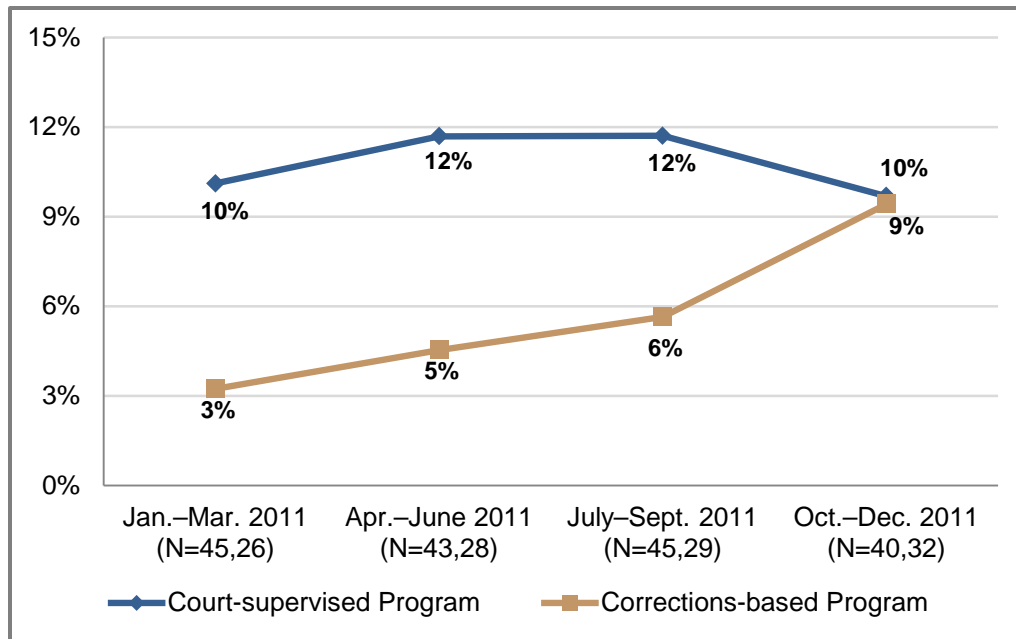


Figure 7 shows the percentages of participants who exited a program having successfully completed all program requirements. This rate appears to be more stable for court-supervised programs, which showed small variations in 2011. Corrections-based programs started with a completion rate of 65% in January–March 2011, dropping during the next two reporting periods before increasing in October–December 2011 to a completion rate of 68%. The sample size for juvenile programs is also small, which may account for the variations in completion rate (Table 3).

**Table 3. Successful Completion by Category (Number of Participants)**

|                              | Successful Completion |             |           | Total Exits  |             |            |
|------------------------------|-----------------------|-------------|-----------|--------------|-------------|------------|
|                              | Court                 | Corrections | Juvenile  | Court        | Corrections | Juvenile   |
| Jan.–Mar. 2011 (N=40,22,11)  | 138                   | 60          | 9         | 277          | 93          | 19         |
| Apr.–June 2011 (N=38,23,10)  | 155                   | 56          | 23        | 307          | 123         | 30         |
| July–Sept. 2011 (N=40,25,14) | 150                   | 59          | 32        | 334          | 169         | 48         |
| Oct.–Dec. 2011 (N=34,26,13)  | 156                   | 158         | 27        | 260          | 231         | 31         |
| <b>Total</b>                 | <b>599</b>            | <b>333</b>  | <b>91</b> | <b>1,178</b> | <b>616</b>  | <b>128</b> |

**Figure 8. In-Program Technical Violations (Percent)**



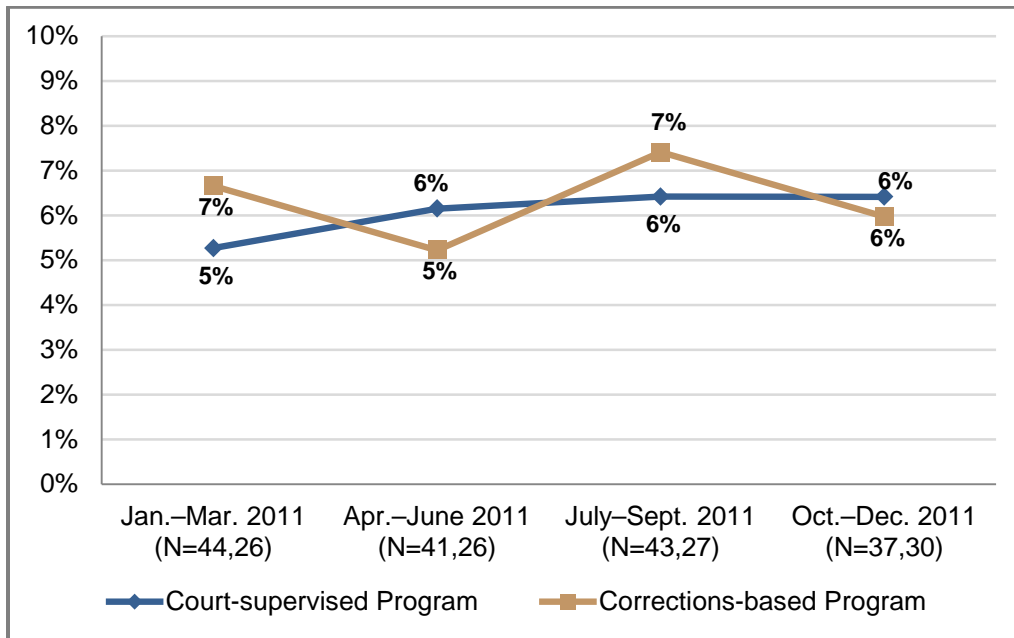
The percentage of participants who received technical violations while actively participating in the program was relatively low in 2011 (Figure 8 and Table 4). On average, 11% of participants had in-program technical violations while in court-supervised programs, and 6% did while in corrections-supervised programs.<sup>6</sup>

**Table 4. In-Program Technical Violations (Number of Participants)**

|                 | Court Technical Violation | Court Total Participants | Corrections Technical Violations | Corrections Total Participants |
|-----------------|---------------------------|--------------------------|----------------------------------|--------------------------------|
| Jan.–Mar. 2011  | 119                       | 1,177                    | 18                               | 556                            |
| Apr.–June 2011  | 173                       | 1,480                    | 33                               | 728                            |
| July–Sept. 2011 | 197                       | 1,683                    | 51                               | 904                            |
| Oct.–Dec. 2011  | 145                       | 1,497                    | 82                               | 871                            |
| <b>Total</b>    | <b>634</b>                | <b>5,837</b>             | <b>184</b>                       | <b>3,059</b>                   |

<sup>6</sup> Juvenile-based programs did not answer questions about performance measures related to technical violations and arrests.

**Figure 9. In-Program Arrests (Percent)**

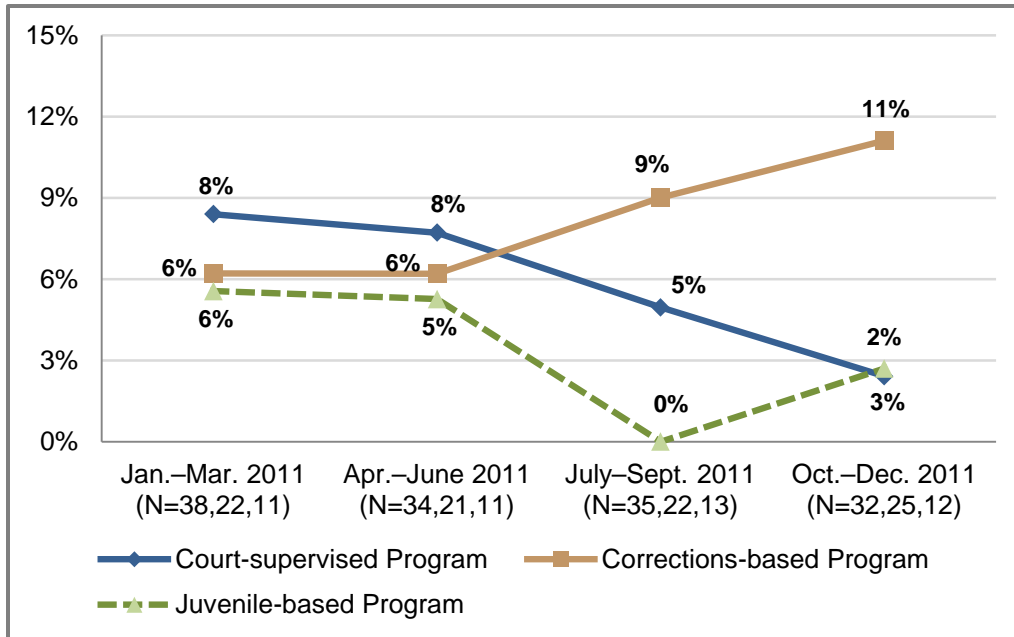


Overall, in-program arrests for new crimes were very low for program participants and steady for both courts and corrections programs (Figure 9 and Table 5). The average rate of participant arrests for both courts and corrections programs was 6%.

**Table 5. In-Program Arrests (Number of Participants)**

|                 | Court Arrests | Court Total Participants | Corrections Arrests | Corrections Total Participants |
|-----------------|---------------|--------------------------|---------------------|--------------------------------|
| Jan.–Mar. 2011  | 62            | 1,177                    | 37                  | 556                            |
| Apr.–June 2011  | 91            | 1,480                    | 38                  | 728                            |
| July–Sept. 2011 | 108           | 1,683                    | 67                  | 904                            |
| Oct.–Dec. 2011  | 96            | 1,497                    | 52                  | 871                            |
| <b>Total</b>    | <b>357</b>    | <b>5,837</b>             | <b>194</b>          | <b>3,059</b>                   |

**Figure 10. New Arrests within 1 Year of Program Completion (Percent)**



Reported arrests for new crimes committed within 1 year of program completion are reported in Figure 10 and Table 6. The average rate of arrest for those who completed a court-supervised program was 6%. For those who completed a corrections program, it was 8%; for those who completed a juvenile-based program, it was 3%.

**Table 6. New Arrests within 1 Year of Program Completion (Number of Participants)**

|                 | Court Arrest | Court Total Complete | Corrections Arrest | Corrections Total Complete | Juvenile Arrest | Juvenile Total Complete |
|-----------------|--------------|----------------------|--------------------|----------------------------|-----------------|-------------------------|
| Jan.–Mar. 2011  | 56           | 667                  | 10                 | 161                        | 2               | 36                      |
| Apr.–June 2011  | 57           | 739                  | 14                 | 226                        | 3               | 57                      |
| July–Sept. 2011 | 46           | 928                  | 10                 | 111                        | 0               | 73                      |
| Oct.–Dec. 2011  | 17           | 704                  | 17                 | 153                        | 2               | 74                      |
| <b>Total</b>    | <b>176</b>   | <b>3,038</b>         | <b>51</b>          | <b>651</b>                 | <b>7</b>        | <b>240</b>              |