

REPORT TO THE LEGISLATURE

**Forensic Admissions and Evaluations – Performance Targets 2019
Second Quarter (April 1, 2019-June 30, 2019)**

Substitute Senate Bill 6492, Section 2 (Chapter 256, Laws of 2012)
As amended by Substitute Senate Bill 5889, Section 1 (Chapter 5, Laws of 2015)
RCW 10.77.068(3)

August 31, 2019

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BACKGROUND

On May 1, 2012, Substitute Senate Bill (SSB) 6492 added a section to chapter 10.77 RCW that established performance targets for the “timeliness of the completion of accurate and reliable evaluations of competency to stand trial and admissions for inpatient restoration services related to competency to proceed or stand trial for adult criminal defendants.” These targets were codified under RCW 10.77.068 and phased in over six months to one year.

After full implementation of each performance target, the bill required the Department of Social and Health Services (DSHS) to report to the executive and the legislature following any quarter in which it does not meet the performance target. This reporting must address (1) the extent of the deviation, and (2) any corrective action being taken to improve performance.

On July 24, 2015, SSB 5889 amended RCW 10.77.068. The bill retained the performance targets for competency services but added to these a set of “maximum time limits” phased in over one year. After full implementation of the maximum time limits, SSB 5889 required DSHS to report to the executive and the legislature following any quarter in which it does not meet each performance target or maximum time limit.

As a result of these two bills, current performance targets and maximum time limits under RCW 10.77.068(1)(a) are as follows:

- (i) For a state hospital to extend an offer of admission to a defendant in pretrial custody for legally authorized evaluation services related to competency, or to extend an offer of admission for legally authorized services following dismissal of charges based on incompetence to proceed or stand trial:
 - (A) A performance target of seven days or less; and
 - (B) A maximum time limit of fourteen days;
- (ii) For a state hospital to extend an offer of admission to a defendant in pretrial custody for legally authorized inpatient restoration treatment related to competency:
 - (A) A performance target of seven days or less; and
 - (B) A maximum time limit of fourteen days;
- (iii) For completion of a competency evaluation in jail and distribution of the evaluation report for a defendant in pretrial custody:
 - (A) A performance target of seven days or less; and
 - (B) A maximum time limit of fourteen days, plus an additional seven-day extension if needed for clinical reasons to complete the evaluation at the determination of the department;
- (iv) For completion of a competency evaluation in the community and distribution of the evaluation report for a defendant who is released from custody and makes a reasonable effort to cooperate with the evaluation, a performance target of twenty-one days or less.

Section (1)(b) of RCW 10.77.068 establishes the beginning and end points for applying the performance targets and maximum time limits set forth above. Section (1)(c) identifies six conditions that shall serve as defenses to an allegation that the department has exceeded the maximum time limits.

As mandated by RCW 10.77.068(3), the following quarterly report explains the extent to which the hospitals deviated from performance targets in Quarter two of 2019 (April 1, 2019-June 30, 2019), and describes the plans to meet these performance targets.

COMPETENCY EVALUATION AND RESTORATION DATA

RCW 10.77.068(1)(a)(i)(A) and (ii)(A), as amended by SSB 5889, establishes a performance target of seven days or less for the state hospitals to:

- 1) Extend an offer of admission to a defendant in pretrial custody for legally authorized treatment or evaluation services related to competency; or
- 2) Extend an offer of admission for legally authorized services following dismissal of charges based on incompetence to proceed or stand trial.

RCW 10.77.068(1)(a)(iii)(A), as amended by SSB 5889, sets a performance expectation that competency evaluations for a defendant who is in jail will be completed and distributed within seven days or less.

RCW 10.77.068(1)(a)(iv), as amended by SSB 5889, sets a performance expectation that competency evaluations for a defendant who is released from custody and makes a reasonable effort to cooperate with the evaluation will be completed and distributed within 21-days or less.

DATA ANALYSIS AND DISCUSSION

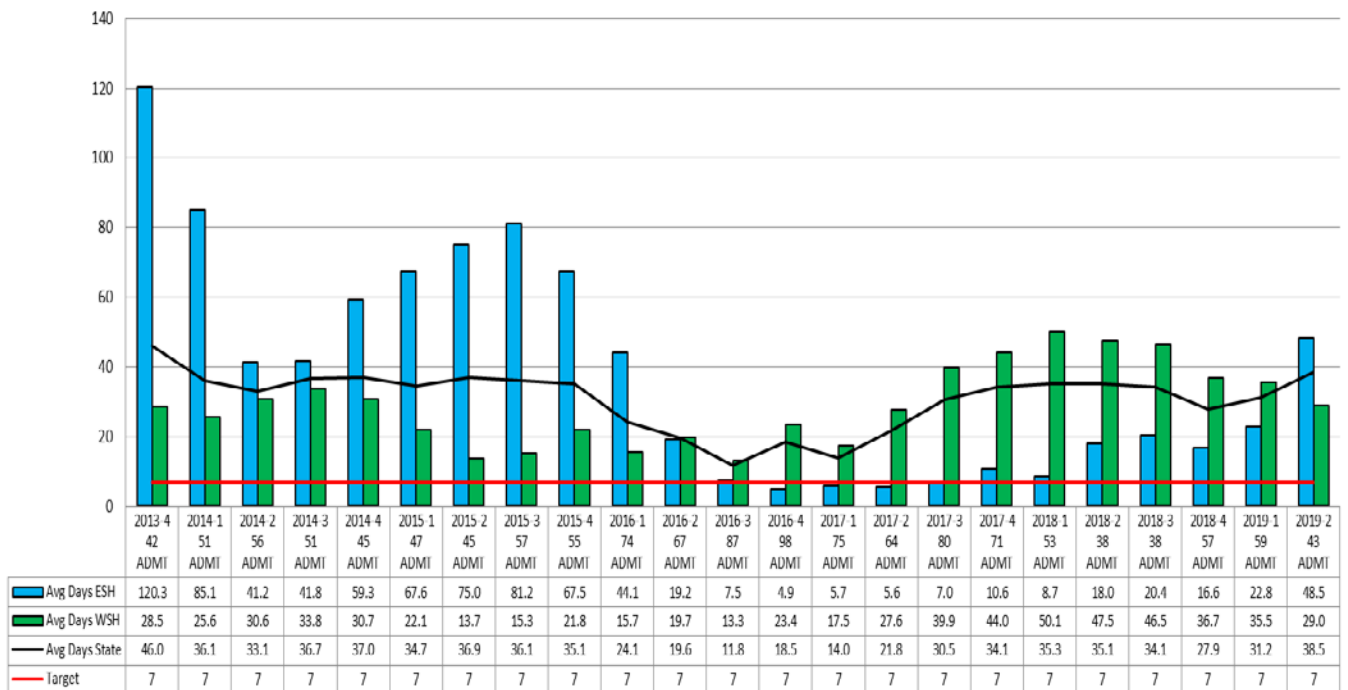
This section of the report provides visual representation of data from the Forensic Data System as well as outcomes and drivers analysis. Additional detailed data and information about timely competency services is available in monthly reports published by the Department of Social and Health Services in compliance with requirements established in the April 2015 *Trueblood* court order. These reports are available on the Office of Forensic Mental Health Services (OFMHS) website at:

<https://www.dshs.wa.gov/bha/trueblood-et-al-v-washington-state-dshs>

Please note that the data presented in this report differs slightly than in the *Trueblood* reports because the statute begins the count for timely service at the date of receipt of Discovery while the *Trueblood* order begins the count at the date the court order for services is signed, or the date the court order for services is received depending on the number of days between signature and receipt of the order.

Figure 1. Shows Results for Inpatient Competency Evaluation Cases

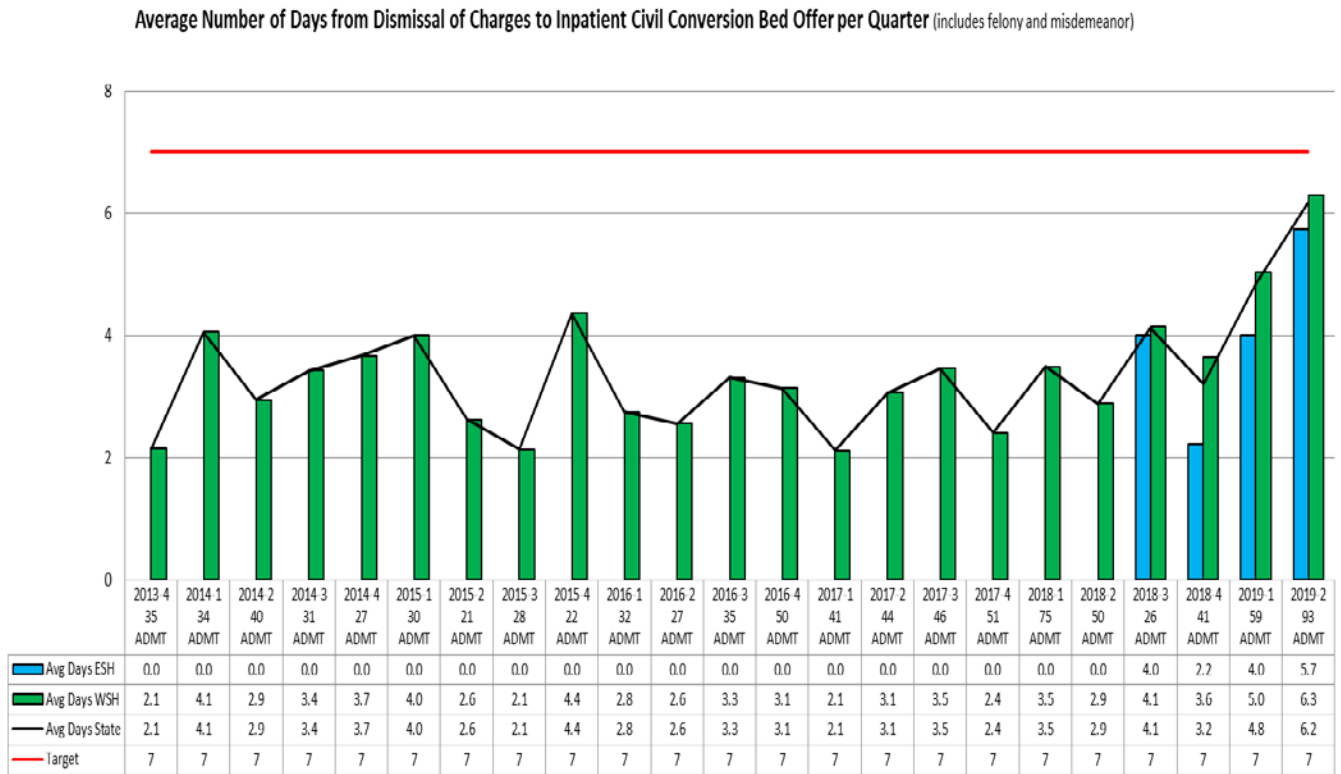
Average Number of Days from Completion of Inpatient Competency Evaluation Referrals (All Discovery Received) to Bed Offer Per Quarter (includes felony and misdemeanor)



Data Source: Prior to August 1, 2018: FFS at Western State Hospital and Mill O at Eastern State Hospital and Since August 1, 2018: BHA Forensic Data System; Data Analyst: Al Bouvier, Research & Data Analysis

- Figure 1.** These are the average wait times related to hospital admission for inpatient competency evaluations only (including defendants released on Personal Recognizance (PR)).
- Outcomes:** During the second quarter of 2019, the number of admissions fell sharply reversing the trend from the last two quarters. Wait times at WSH, between referral for evaluation and bed offer, fell for the fifth consecutive quarter. ESH wait times saw an increase again in Q2 2019 and is the longest wait time recorded in more than three years.
- Drivers:** During this quarter, WSH has seen its wait list consistently over 250 individuals on any given day. Despite this, WSH was able to decrease wait times for inpatient evaluations due to the continued efforts of hospital staff to implement the waitlist algorithm using a bed allocation approach to maximize bed turnover. In part, the waitlist algorithm balances utilization statewide, which has led to increases in ESH’s wait times while WSH’s have fallen in the last five quarters.

Figure 2. Shows Results for Post-Dismissal Referrals

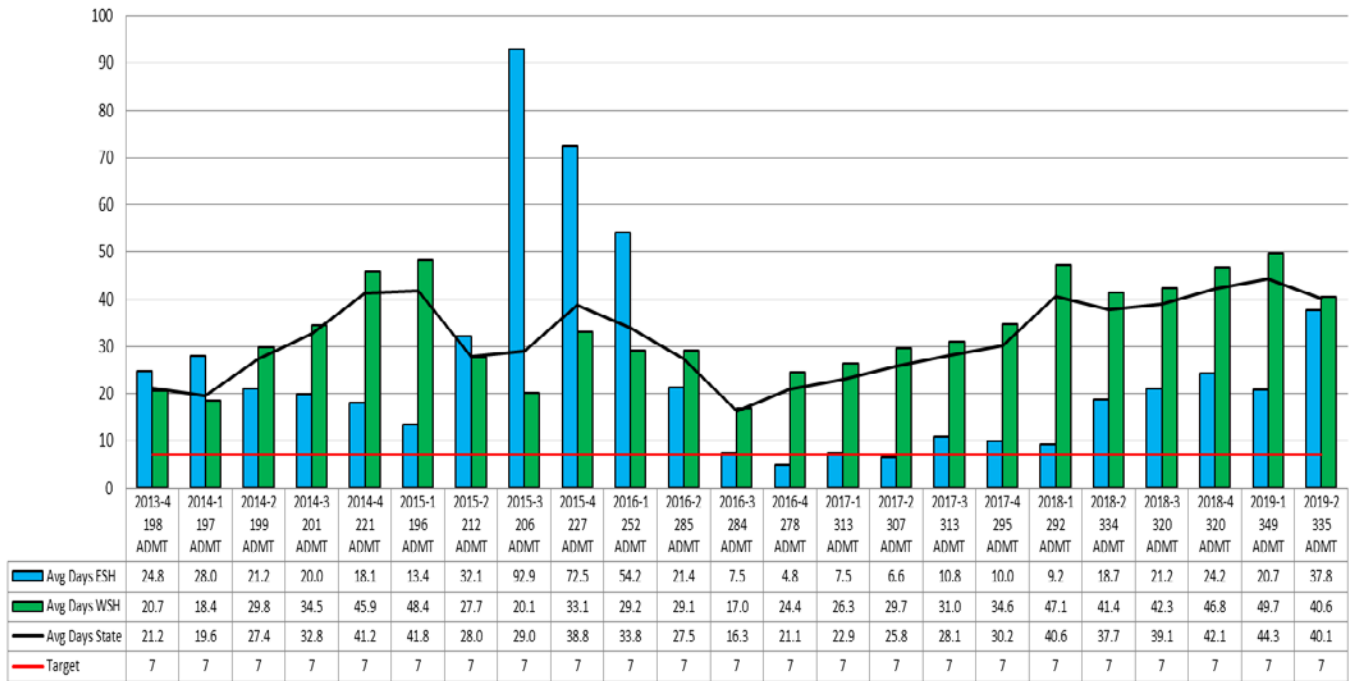


Data Source: Prior to August 1, 2018: FES at Western State Hospital and MILO at Eastern State Hospital and Since August 1, 2018: BHA Forensic Data System; Data Analyst: Al Bouvier, Research & Data Analysis

- Figure 2.** This chart reflects average days from dismissal of charges to an offer of admission at each State hospital and a combined State average.
- Outcomes:** During the reporting period both ESH and WSH remain below the seven day target, despite an increase in wait times.
- Drivers:** The continued positive performance at both hospitals is attributed to staff maintaining clear focus on prioritizing these beds for admissions. One caveat with this prioritization is that it comes with a cost in that *Trueblood* admissions are impacted negatively because of this prioritization. The decision to move to a Forensic Center of Excellence model should eventually yield greater stability in wait times for both forensic and civil clients.

Figure 3. Shows Results for Competency Restoration Cases

Average Number of Days from Completion of Inpatient Competency Restoration Referrals (All Discovery Received) to Bed Offer per Quarter (includes felony and misdemeanor)

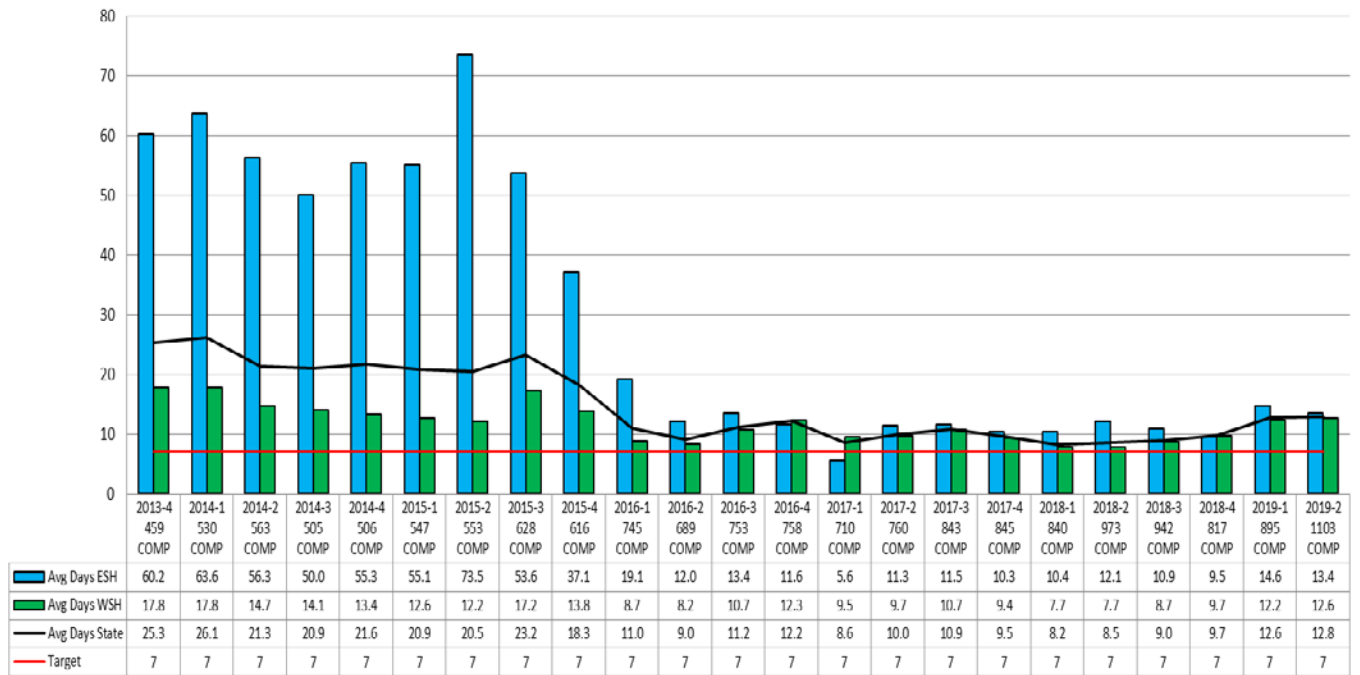


Data Source: Prior to August 1, 2018: FCS at Western State Hospital and MILO at Eastern State Hospital and Since August 1, 2018: BHIA Forensic Data System; Data Analyst: Al Bouvier, Research & Data Analysis

- Figure 3.** This chart reflects the average wait time for admission for competency restoration referrals only (including PRs).
- Outcomes:** During the reporting period, WSH had a significant decrease in wait times, reversing a nearly uninterrupted trend dating back to Q3 2016, while ESH had a substantial increase. Overall, the statewide average decreased by approximately four days.
- Drivers:** The 335 admissions completed during this reporting period marks the second highest number of admissions since reporting began though it is a slight decrease compared to Q1. A continued high volume of admissions represents significant progress in serving this population, despite an overall lack of capacity. However, such volumes as well as new processes to balance demand statewide may cause wait times to even out between hospitals, which is being reflected in the data to a degree.

Figure 4. Average Number of Days to Complete a Jail Based Evaluation

Average Number of Days from Completion of Jail Evaluation Referrals (All Discovery Received) to Completion of Evaluation per Quarter (includes felony and misdemeanor)

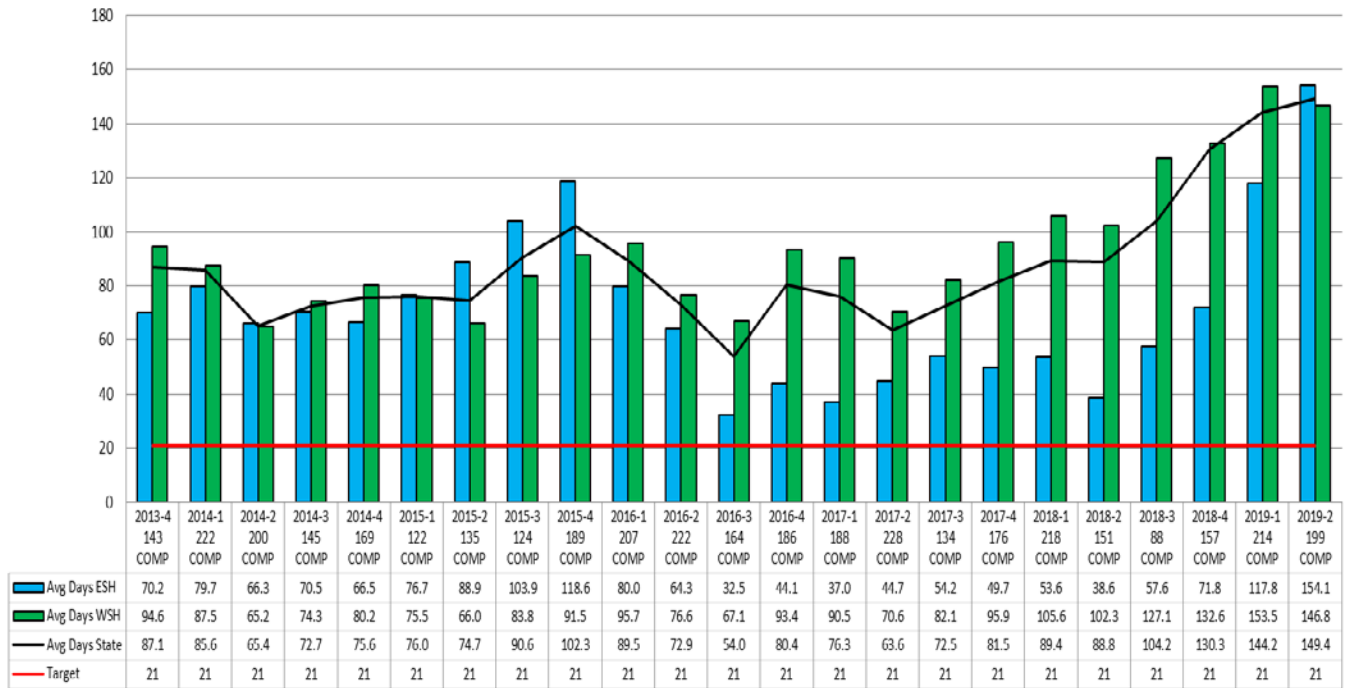


Data Source: Prior to August 1, 2018: FES at Western State Hospital and MILO at Eastern State Hospital and Since August 1, 2018: BHA Forensic Data System; Data Analyst: Al Bouvier, Research & Data Analysis

- **Figure 4.** This chart provides information on the average number of days to complete a jail-based evaluation from the receipt of all discovery.
- **Outcomes:** During the reporting period, WSH completion times increased slightly and ESH completion times decreased.
- **Drivers:** After a challenging first quarter impacted by severe winter weather, illness, and a high priority data-integrity assignment, processing times largely plateaued in Q2 as the Processing and Referral team caught up and returned to a standard referral environment. This will ensure evaluators are receiving assignments as quickly as possible as orders are processed. The Department has been approved to hire 13 additional forensic evaluators beginning July 1, 2019, which will assist in decreasing average number of days to complete jail-based evaluations.

Figure 5. Competency Evaluation Time Frame Completion for PR Cases

Average Number of Days from Completion of Community-Based (PR) Evaluation Referrals (All Discovery Received) to Completion of Evaluation per Quarter (includes felony and misdemeanor)



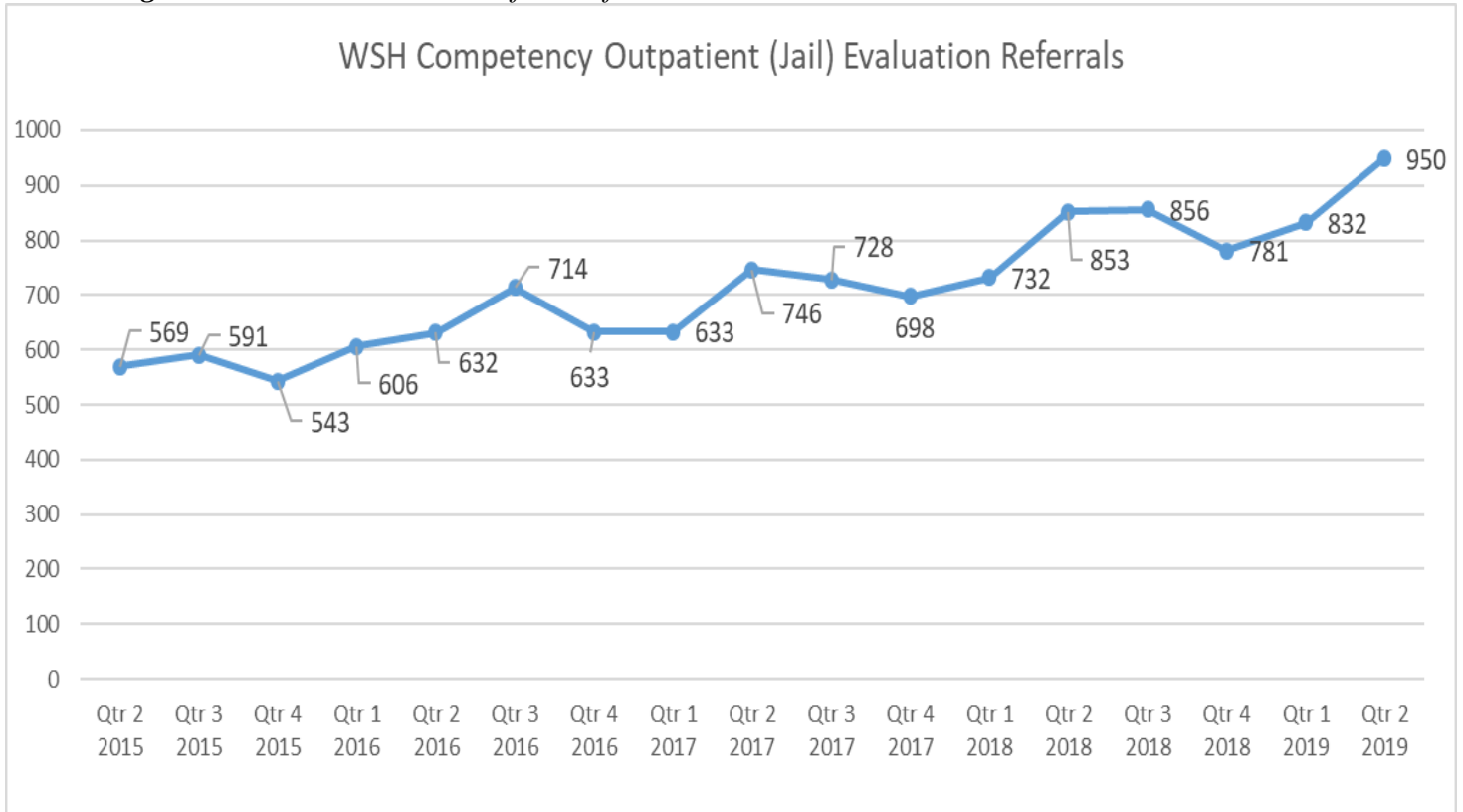
Data Source: Prior to August 1, 2018: FLS at Western State Hospital and MILO at Eastern State Hospital and Since August 1, 2018: BHIA Forensic Data System; Data Analyst: Al Bouvier, Research & Data Analysis

- Figure 5.** This chart provides information on the average number of days to complete PR evaluations from the receipt of all discovery.
- Outcomes:** During the reporting period, WSH saw a modest decrease in average completion times, and ESH saw another significant increase in average completion times from the previous quarter.
- Drivers:** The variability in completion times is attributed to resources having been directed to cases involving *Trueblood* class members as the number one completion priority based on established constitutional rights from the *Trueblood* Court Order. As such, resource allocation demands that DSHS/OFMHS focus its efforts in such a way as to mitigate, as much as possible, the impacts of these constitutional violations and related fines for jail-based evaluations. This has resulted in greater fluctuation with regard to performance measures in this category.

Global Referral Data

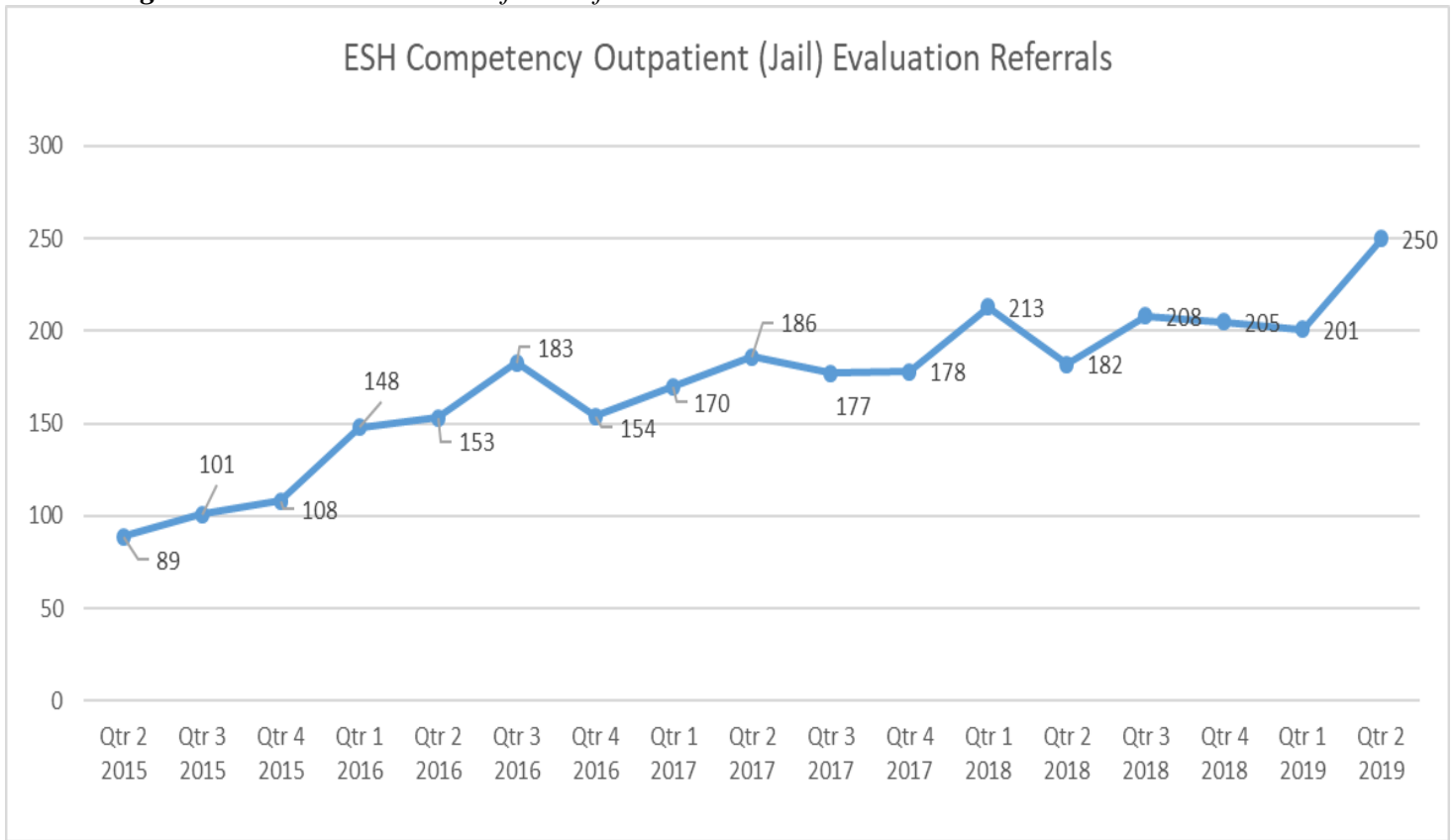
Figures 6-14 show global referral data to illustrate total orders signed by calendar quarter for jail-based evaluations, inpatient evaluations, and restoration services for WSH, ESH, and both hospitals combined.

Figure 6. Shows Total WSH Referrals for Jail-Based Evaluations



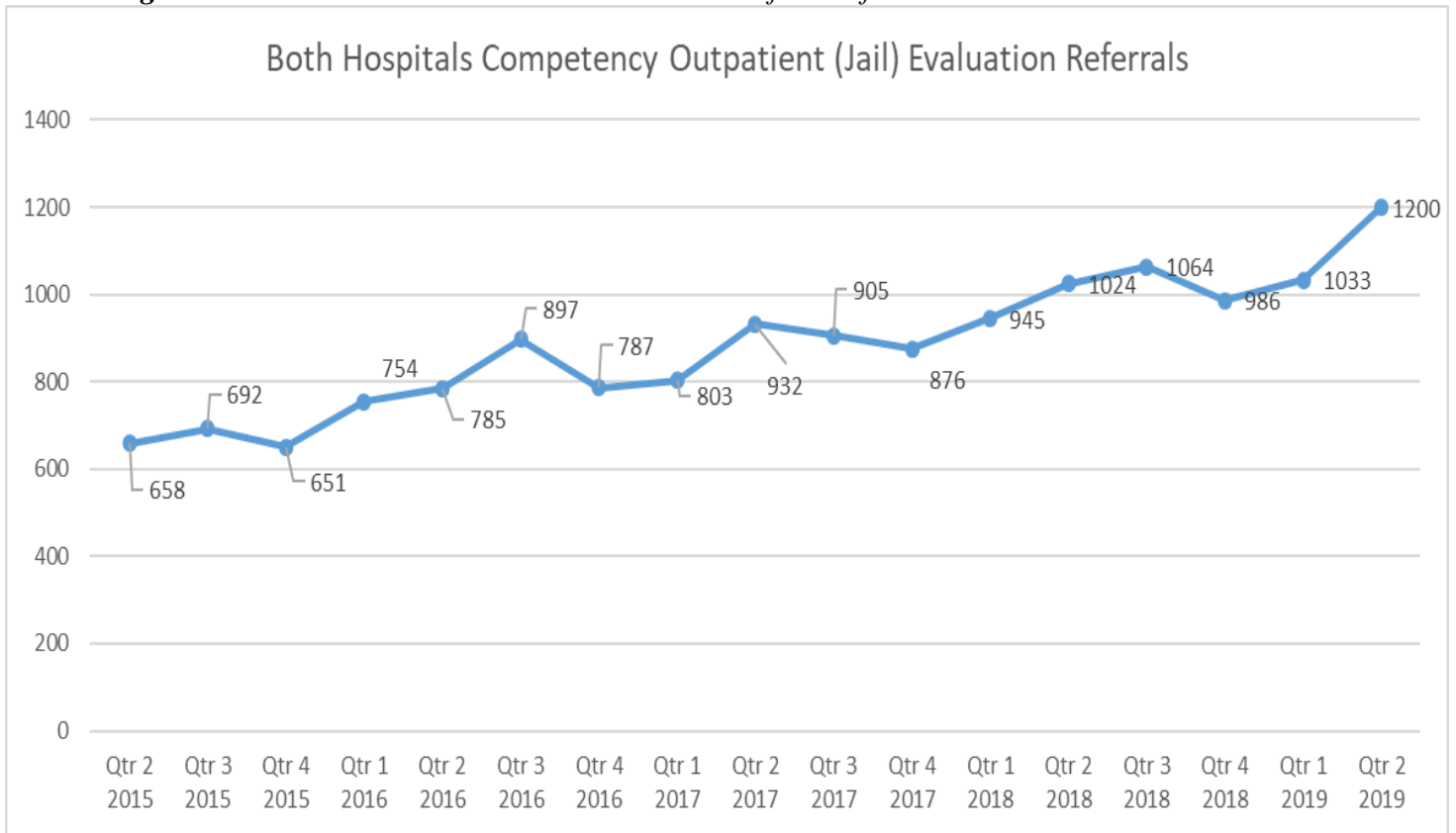
- Figure 6.** This chart illustrates WSH total quarterly referrals for jail-based evaluations.
- Outcomes:** During the reporting period, WSH hospital saw a substantial increase in referrals from the previous quarter. This number represents the continued year-over-year growth in referrals (annual averages: 2016 = 646.25; 2017 = 701.25; 2018 = 805.5).
- Drivers:** Referrals for competency evaluation have increased significantly over the period illustrated above. This strongly suggests a “build it and they will come” effect; improved efficiency in providing consumers with a highly valued forensic service has itself increased the demand for that service. This is a well-known effect also seen in other supply and demand phenomena, such as the energy industry.

Figure 7. Shows Total ESH Referrals for Jail-Based Evaluations



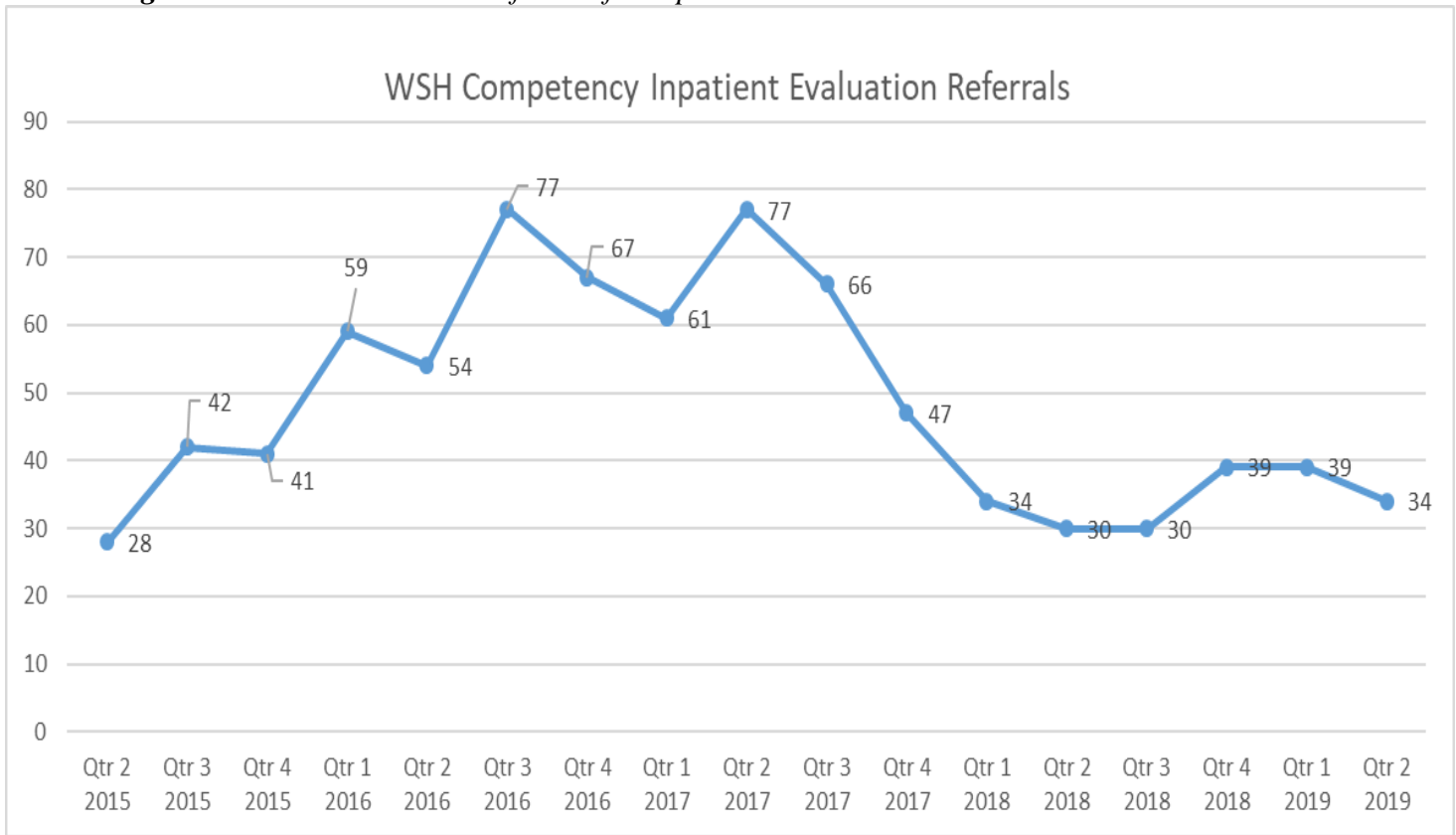
- **Figure 7.** This chart illustrates ESH total quarterly referrals for jail-based evaluations.
- **Outcomes:** During the reporting period, ESH saw a significant increase in referrals. The three quarters prior to the current reporting period saw slight decreases in referrals making Q2's 24% increase noteworthy.
- **Drivers:** The overall trend of increasing referral totals is driven by demand. As the Department has increased capacity and gained efficiencies in its processes, the criminal court system and mental health community have demanded the Department's services at a pace that has outstripped gains made in capacity and efficiencies.

Figure 8. Shows Total WSH and ESH Combined Referrals for Jail-Based Evaluations



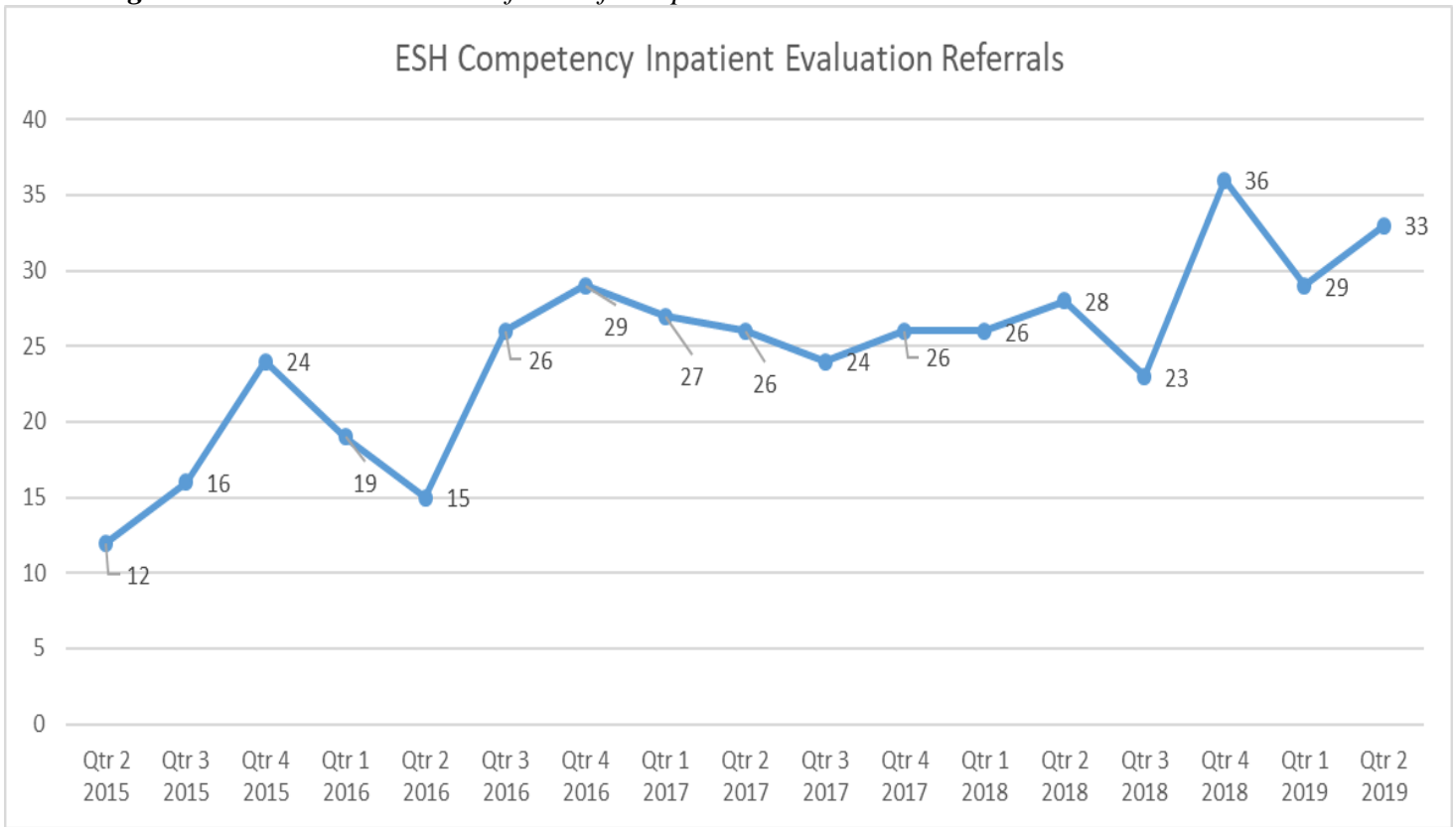
- Figure 8.** This chart illustrates the combined total quarterly referrals for jail-based evaluations.
- Outcomes:** During the reporting period, there was a significant increase in total referrals for both hospitals combined as compared with the previous quarter. Referrals for Q2 2019 increased 12.8% compared to the previous high mark and 16.2% compared to Q1. This number remains significantly higher than when reporting began (an 82% increase from Q2 2015).
- Drivers:** The combined number of jail-based referrals to the hospitals, again, strongly suggests a “build it and they will come” effect; improved efficiency in providing consumers with a highly valued forensic service has itself increased the demand for that service. Likewise, societal trends suggest a growing population of persons who could benefit from mental health services; thus, it is likely that both pent up and increasing demand are adding strain to our systems.

Figure 9. Shows Total WSH Referrals for Inpatient Evaluations



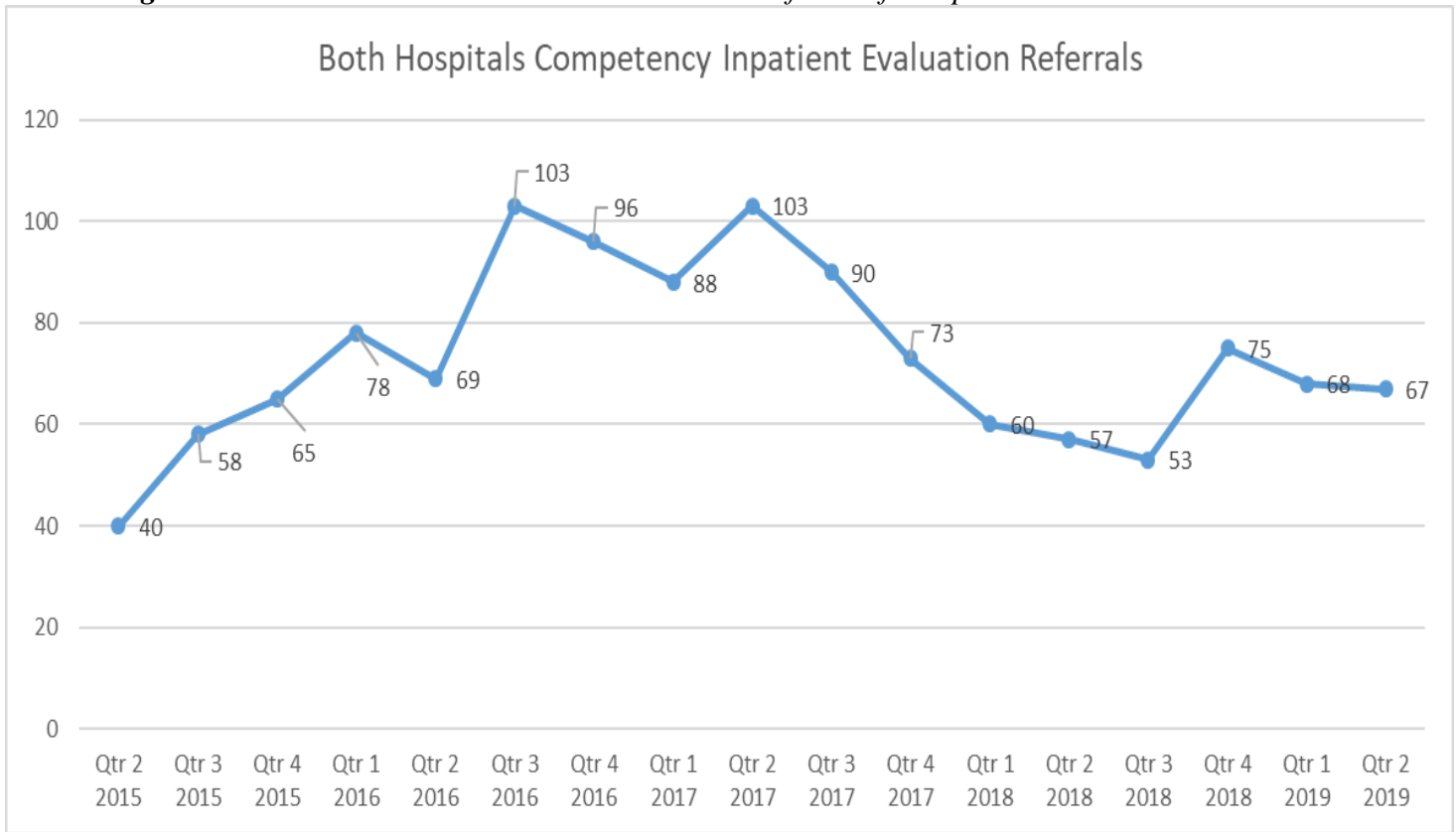
- Figure 9.** This chart illustrates WSH total quarterly referrals for inpatient evaluations.
- Outcomes:** During the reporting period, referrals to WSH decreased as compared to the previous quarter.
- Drivers:** The large decline in inpatient referrals seen from Q2 2017 through Q2 2018 may have been a rebound effect wherein courts had become aware of the fact that, previously, demand had outstripped capacity, which resulted in long wait times and completion times. Anecdotal information suggests that courts and defense attorneys are beginning to view the wait times for admission to the hospital for an inpatient evaluation to be so prohibitively long that it is not worth pursuing as an order. Some courts issued new orders that take the defendant off the inpatient wait list, directing DSHS to conduct the evaluation in the jail. In other cases, the defendant has waited for such an extended period for admission that defense counsel motions the court for dismissal of charges.

Figure 10. Shows Total ESH Referrals for Inpatient Evaluations



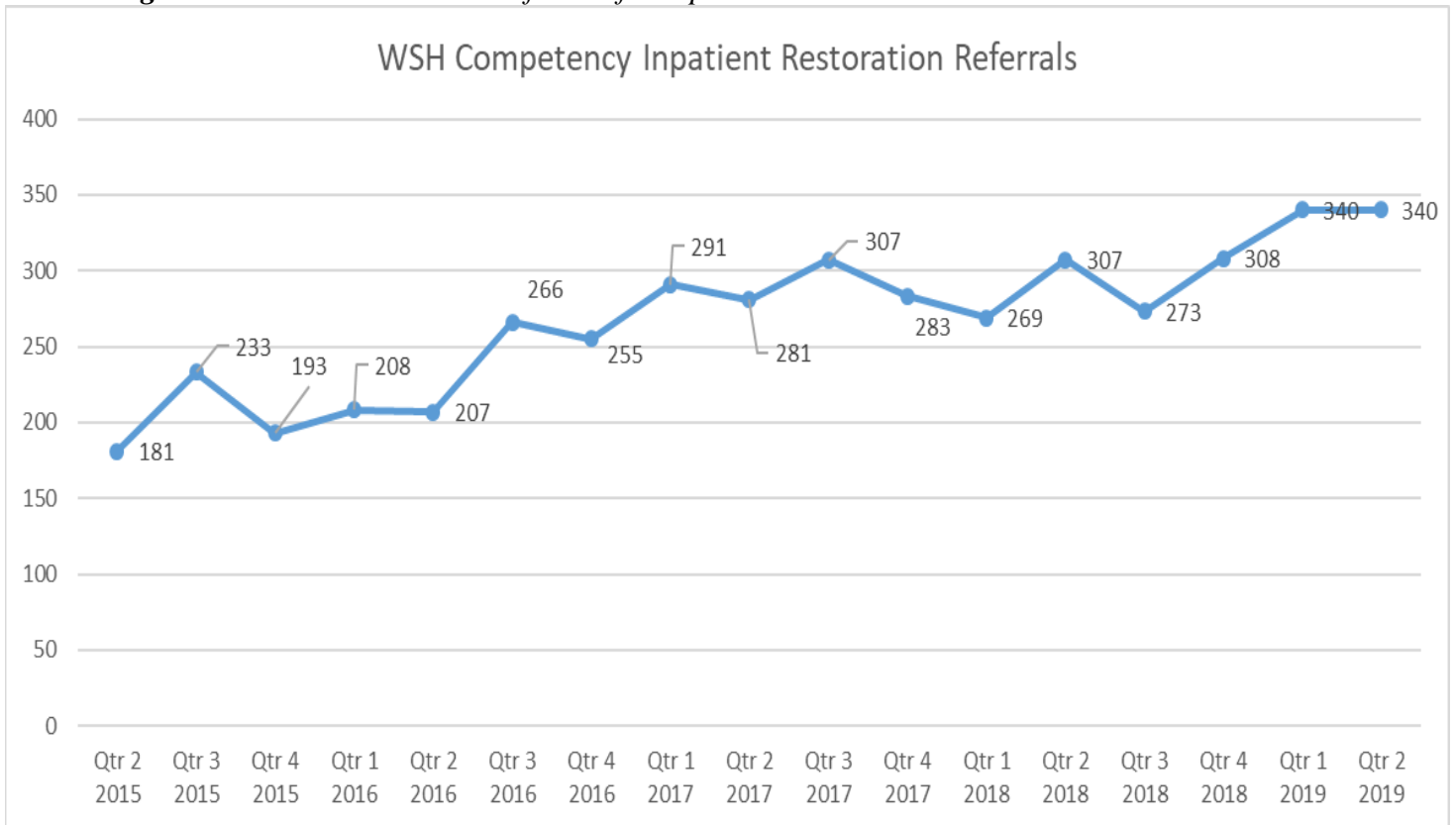
- Figure 10.** This chart illustrates ESH total quarterly referrals for inpatient evaluations.
- Outcomes:** During the reporting period, ESH saw an increase in referrals from the previous quarter, reverting back to the recent trend of referrals above the range established during the period from Q3 2016 through Q3 2018.
- Drivers:** The last three quarters, established a new trend starting at the upper end of the longer-term static trend that persisted from Q3 2016 through Q3 2018. It now appears less likely that the increase in referrals during Q4 2018 was anomalous. Increased referrals may be indicative of larger societal changes relating to mental health as well as a lack of referral capacity elsewhere in the system.

Figure 11. Shows Total WSH and ESH Combined Referrals for Inpatient Evaluations



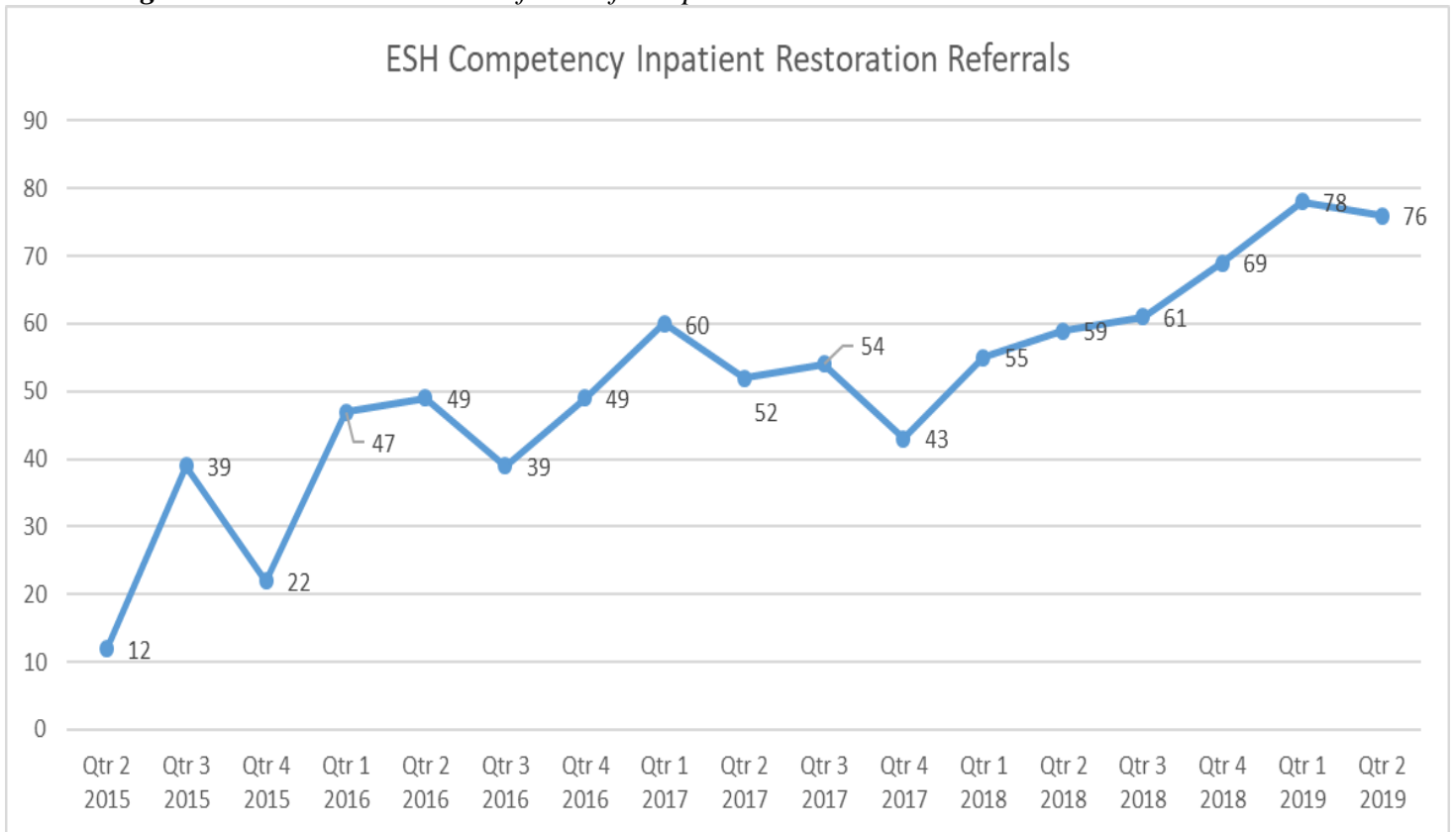
- **Figure 11.** This chart illustrates the combined total quarterly referrals for inpatient evaluations.
- **Outcomes:** During the reporting period, referrals for both hospitals combined were nearly static as compared with the previous quarter.
- **Drivers:** As contemplated in Figure 9, it appears as though an apparent preference by the courts and defense counsel, as it pertains to patient evaluations, to have the vast majority of evaluations completed in jail as opposed to inpatient, may have continued in Q2 2019.

Figure 12. Shows Total WSH Referrals for Inpatient Restoration



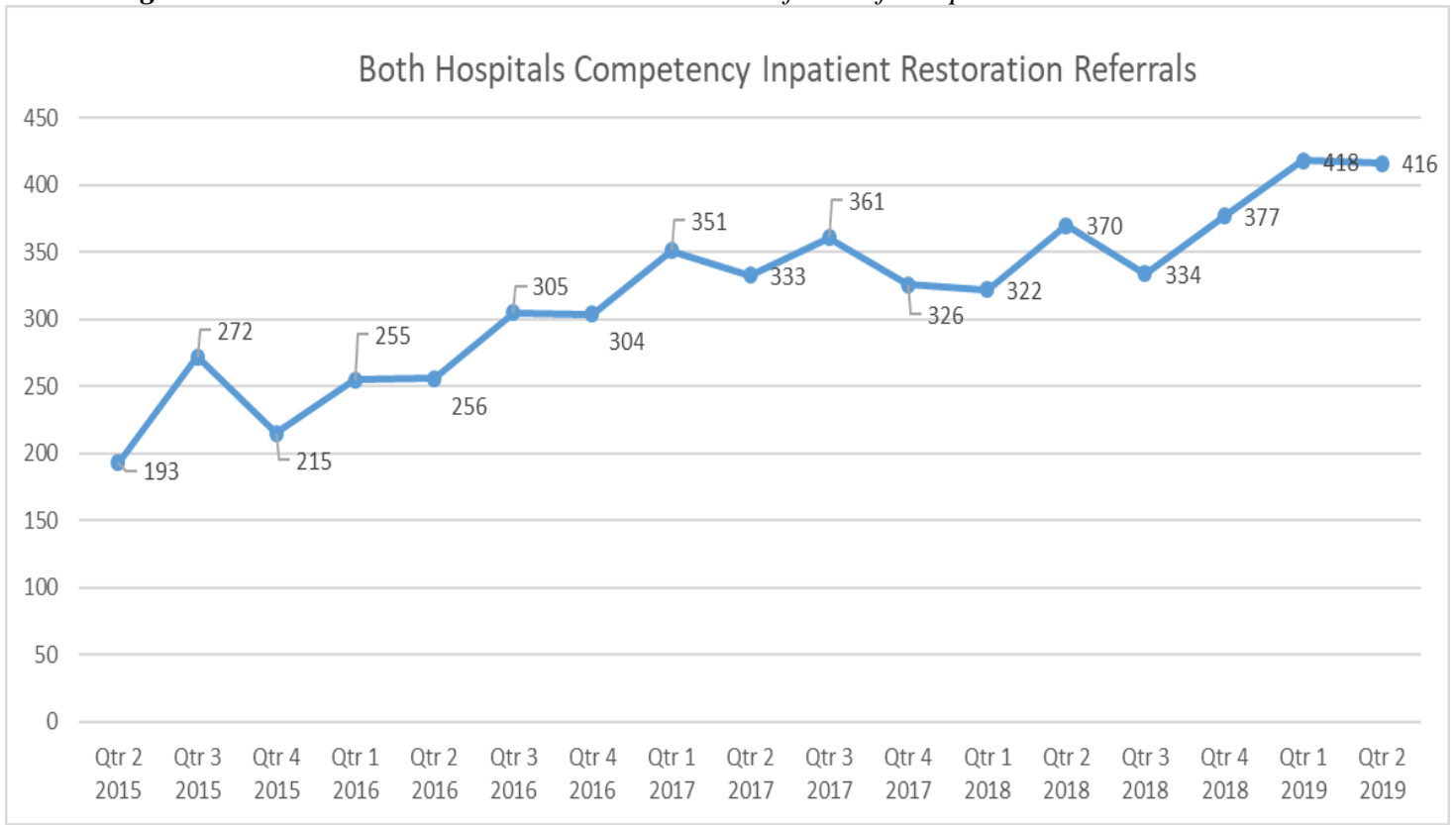
- **Figure 12.** This chart illustrates WSH total quarterly referrals for inpatient restorations.
- **Outcomes:** During the reporting period, WSH hospital saw flat referrals compared to the previous quarter. **The 340 referrals recorded in Q2 2019 ties with Q1 2019 as the highest yet recorded.**
- **Drivers:** Having seen a sharp increase in referrals since the *Trueblood* decision, the relatively flat number of referrals over the previous ten quarters, ending in Q1 2019, suggested that supply (bed capacity) had a leveling effect on demand (referrals). After a significant rise in referrals in Q1, flat numbers in Q2 give pause to consider whether a new plateau trend is being established or if further swings in referrals can be expected.

Figure 13. Shows Total ESH Referrals for Inpatient Restoration



- **Figure 13.** This chart illustrates ESH total quarterly referrals for inpatient restorations.
- **Outcomes:** After back-to-back quarters of 13% increases in referrals, Q2 saw a marginal decrease in referrals.
- **Drivers:** Evaluation referrals increased by 23% in Q2 (see Figures 7 & 10), while restoration referrals decreased slightly. The large increase in evaluation referrals suggests this quarter’s slight decline in restoration referrals is just a momentary pause as restoration referrals are likely to climb again in future quarters. During the entire period covered by Figure 13, a clear upward trend line presents itself in the data showing sustained demand increases that are outstripping capacity gains and adding strain to our systems.

Figure 14. Shows Total WSH and ESH Combined Referrals for Inpatient Restorations



- Figure 14.** This chart illustrates the combined total quarterly referrals for inpatient restorations.
- Outcomes:** During the reporting period, the two hospitals saw a slight decrease in restoration referrals from Q1’s record high referral numbers. The 2018 quarterly average was 350. The 2017 quarterly data (342.75 quarterly average), and the 2016 quarterly data (280 quarterly average) illustrate that, year-over-year numbers continue to climb, and are significantly higher than was seen in 2016. If the 2019 referral numbers from Q1 and Q2 hold, the 2019 quarterly average will again rise as compared to 2018.
- Drivers:** The overall trend of a spike in Q1 2019, after relatively flat restoration referral numbers over the previous two years seems to echo what has been seen throughout this report; that after appearing to reach a plateau, restoration referral numbers are again rising. As the Department has increased capacity and gained efficiencies in its processes, the criminal court system and mental health community have demanded the Department’s services at a greater pace. It is likely that both pent up and increasing demand are adding strain to our systems.

ACTIONS TAKEN

DSHS submitted a Long-Term Plan to the Court in July 2015, which outlines DSHS' plans for coming into compliance with the timelines established in the *Trueblood* decision. On February 8, 2016, the Court issued an order modifying the original April 2, 2015 order, providing a new timeline requiring full compliance as of May 27, 2016. Pursuant to the Court's February 8, 2016 order, DSHS revised the Long-Term Plan and submitted this plan to the Court on May 6, 2016. The Long-Term Plan can be found here:

<https://www.dshs.wa.gov/sites/default/files/BHSIA/FMHS/Trueblood/2016Trueblood/Combined-Long-Term-Plan-2016-05-06.pdf>

OFMHS is responsible for the leadership and management of Washington's forensic mental health care system and is addressing the increase in demand for mental health services for adults and youth in the criminal justice system. OFMHS provides forensic evaluations, competency restoration, Not Guilty by Reason of Insanity (NGRI) treatment services, and liaison services to effectively coordinate efforts with system partners to meet shared goals. OFMHS additionally provides ongoing training and technical assistance to improve quality and timeliness of forensic mental health services, data management and resource allocation, training and certification of evaluators, and quality monitoring and reporting. OFMHS works in collaboration with the Governor's office to lead and implement robust diversion efforts to prevent citizens with mental illness from entering the criminal justice system. Significant public resources have been invested in providing the high quality and empirically supported services of OFMHS. Three major goals for OFMHS during this period were to (1) best-utilize current bed capacity, (2) gain efficiencies in the process of evaluation delivery, and (3) prosecutorial diversion programs and implementation of five RFP's using *Trueblood* fines.

Below are the key actions that occurred during this period to decrease wait times.

Best-Utilize Current Bed Capacity

During this period, a focus on keeping beds full at all facilities (ESH, WSH, Maple Lane, and Yakima) was a continued key strategy.

A needs projection and bed capacity study was completed during Q4 2018 with TriWest Group, a consultancy organization, to determine the feasibility of and timeframe for compliance with court orders. The impact of community-based competency evaluation on the demand for inpatient competency evaluation and restoration beds were measured by TriWest Group. Results of this study were unable to identify any correlation (e.g. homelessness, arrest rates, etc.) to the increases in referrals.

The Community Liaison and Diversion Specialist continues OFMHS' efforts in reducing demand for beds by working with community stakeholders to find and utilize available resources outside the criminal court system that will meet the needs of this population while fulfilling OFMHS requirements under *Trueblood*.

Triage services have continued in an effort to identify individuals for whom expedited admissions may be appropriate. To date this program, called TCEA (Triage Consultation and Expedited Admissions), has identified and accepted requests for 223 individuals for expedited admissions, out of a total of 356 individual referrals.

Work will need to be undertaken to continue increasing capacity and reducing demand. Actions are anticipated to take place in the next reporting period to address these challenges, which will be included in the next report.

Gain Efficiencies in Process of Evaluation Delivery

During the period 2015-2017, 21 evaluators were added to current staff levels. Interviews are ongoing to hire additional forensic evaluator positions that are funded in FY 20. The legislature funded 13 new evaluator positions to begin after July 1, 2019 to further assist with competency evaluations to work toward substantial compliance and meet statutory targets.

Additional efforts have also been made in the area of workforce development. Specifically, staff evaluators were offered training, with national experts in the field of competency evaluations, as a part of ongoing efforts to create and maintain the most highly trained and efficient staffing possible. Furthermore, use of tele-video services for evaluations continue, with 50 of these evaluations having been conducted during the pilot phase of the program.

Fund Prosecutorial Diversion Programs & RFP's Using *Trueblood* Fines

During this reporting period, three State prosecutorial diversion pilot programs were funded. These programs allow a prosecutor to use their discretion to dismiss a non-serious charge without prejudice if the issue of competency is raised. The intent of these programs is to divert misdemeanor and low-level felony defendants from incarceration and hospitalization into needed behavioral health treatment.

Twelve State and *Trueblood*-fine funded programs are currently operating to include: King County (BHO); Sunrise Services, Inc.; Comprehensive Health Care; Great Rivers (BHO); Kitsap Mental Health Services; Catholic Charities; Pierce County; Thurston-Mason Behavioral Health Organization; Pacific County (program focused on diversion of misdemeanors); Spokane County (program focused on diversion of misdemeanor and low-level felonies); Greater Columbia (program focused on diversion of misdemeanors); and King County (program focused on diversion of misdemeanors and low-level felonies).

NEXT STEPS

Future reports will provide continued progress reporting, with a focus on efforts made in four main areas as it relates to compliance: (1) expanding and best-utilizing bed capacity, (2) increasing throughput for inpatient services, (3) managing in-custody evaluations to reduce barriers so compliance can be reached, and (4) decreasing demand for competency services.

The major focus for OFMHS in the future is to work on reducing demand for all competency services through implementation of the *Trueblood* contempt settlement agreement.

Additionally, OFMHS has taken steps to create specific standards and expectations for staff evaluators, in adherence with our principles of being the most well-trained and efficient staff possible.

SUMMARY

The Department and OFMHS continue to work on what impacts can be made on these four levers: (1) increase, and best-utilize, bed capacity, (2) increase throughput for inpatient services (quicker turnover in hospitals), (3) manage in-custody evaluations to reduce barriers so compliance can be reached, and (4) decrease demand for competency services.

Ensuring that every bed is best-utilized to meet requirements under *Trueblood*, by maintaining efficient referral and admission practices, is a major key to DSHS/OFMHS work toward achieving compliance.

Continued triage and diversion efforts will also facilitate and improve these efforts by managing the inpatient portion of *Trueblood* class members, while also finding acceptable alternatives for those class members deemed suitable for these alternative options.

With the settlement agreement in place, OFMHS continues to work with its partners (Health Care Authority, Criminal Justice Training Commission, and others) to implement and administer new programs.