

SEQUENTIAL INTERCEPT MAPPING

FOR INTELLECTUAL AND DEVELOPMENTAL
DISABILITIES IN BEXAR COUNTY


AACOG
Alamo Area Council
of Governments

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INTRODUCTION

Background

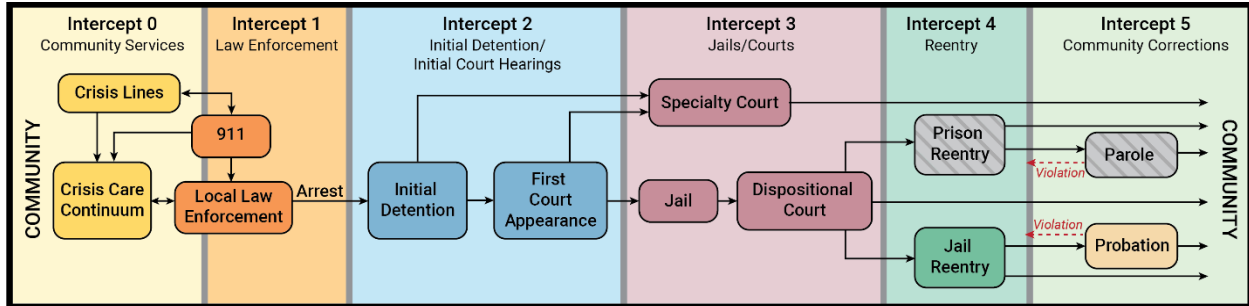
The Sequential Intercept Model, developed by Mark R. Munetz, M.D. and Patricia A. Griffin, Ph.D. in conjunction with SAMSHA's GAINS Center, provides a detailed methodology for describing how individuals interact with and move through the criminal justice system. The Sequential Intercept Model (SIM) mapping assists communities to identify resources and gaps at each point of criminal justice system interaction, called an intercept. Through the work of the mapping process, communities can then identify local actions plans, enhance strengths, and address weaknesses. This work is completed through the use of mapping workshops, which bring together community leaders and subject matter experts from a variety of agencies and systems of care to work collaboratively in an effort to divert people away from the justice system and into treatment programs.

The purpose of a SIM mapping workshop is to create a structured, visual illustration of how people interact with and flow through the criminal justice system. Through the workshop participants work to identify how a person comes into contact with the criminal justice system, opportunities to link people to existing community-based services and supports in order to prevent further engagement with criminal justice systems.

The SIM mapping workshop has the following primary objectives:

- Development of a comprehensive, customized, local picture of how people flow through the criminal justice system along six distinct intercept points: (0) Mobile Crisis Outreach Teams/Co-Response, (1) Law Enforcement and Emergency Services, (2) Initial Detention and Initial Court Hearings, (3) Jails and Courts, (4) Reentry, and (5) Community Corrections/Community Support.
- Identify resources and gaps at each intercept.
- Introduce community system leaders and staff to evidence-based practices and emerging best practices related to each intercept.
- Enhance relationships across systems and agencies.
- Develop opportunities, and priorities for future action in order to improve the local service systems.

While initially developed for use with the mental health and substance use populations, precedent exists for application of the framework to other specialty populations such as veterans (Blue-Howells, J. H., Clark, S. C., van den Berk-Clark, C., & McGuire, J. F., 2013) and trauma-impacted youth (Folk, J. B., Kemp, K., Yurasek, A., Barr-Walker, J., & Tolou-Shams, M., 2021).



People with Intellectual and Developmental Disabilities conservatively compose 485,000 of the Texas population according to data from the Texas Council of Community Centers. Based on data provided by the 2019 US Census Bureau American Community Survey 5-year Estimate, the trends indicated that in Bexar County 14.1% of the population live with a disability. The data further states that 6% of the population living with a disability identify as having a cognitive disability.

The mental health needs of individuals with intellectual and developmental disabilities (IDD) are often overlooked or ignored. Adults and children with intellectual disabilities experience abuse, neglect, institutionalization, abandonment, bullying and other types of traumatic abuse and neglect at rates much higher than the general population. A 2013 report by the Spectrum Institute found that 70 percent of respondents with disabilities reported that they had been a victim of abuse and of those 90 percent had experienced such abuse on multiple occasions. Other studies show that children with disabilities are two to ten times more likely to be victims of child abuse compared to children without disabilities.

According to the Texas Council for Developmental Disabilities people with developmental disabilities make up 4 to 10 percent of people in prison, with higher numbers in juvenile facilities and jails. Data from the Bureau of Justice Statistics found that among prisoners and jail inmates, cognitive disabilities stood out as the most commonly reported disability with about 20 percent of prisoners and 30 percent of jail inmates reporting this type of disability. In addition, People with IDD often have complex needs that require a coordinated array of treatment interventions and supports (e.g., criminal justice, special education, aging, housing, and medical). The intricacies of support systems call for enhanced communication and coordination across multiple systems to ensure services and supports are uninterrupted.

ABOUT THE WORKSHOPS

Alamo Area Council of Governments

Alamo Area Council of Governments (AACOG) defined as a political subdivision of the State of Texas, was established in 1967 under Chapter 391 of the Local Government Code as a voluntary association of local governments and organizations that serves its members with the mission to enhance the quality of life of all residents of the Alamo Region in partnership with elected and appointed officials, funders, community partners and beneficiaries. AACOG serves the Alamo Area/State Planning Region 18, which covers 13 counties and 12,582 square miles. Comprising the area planning region are Atascosa, Bandera, Bexar, Comal, Frio, Gillespie, Guadalupe, Karnes, Kendall, Kerr, Medina, McMullen, and Wilson counties.

AACOG provides general technical assistance to member governments in their planning functions, preparation of applications, and the administration of area-wide programs. In addition, program specific technical assistance for regional planning in the areas of aging services, economic development, 9-1-1 systems, homeland security, criminal justice, resource recovery, air quality, transportation, and weatherization is also offered.

In 2006, AACOG was certified by the Texas Department of Aging and Disability Services (DADS) as the official operator of the Bexar County Local Authority for persons with Intellectual and Development Disabilities (IDD), pursuant to Texas Health and Safety Code (THSC) §533.035 (a) and §534.054, whereas the Health and Human Services Commission (HHSC) delegated the state's authority and responsibility within a specified region for planning, policy development, coordination, and resource development / allocation / supervision to ensure the provision of services for intellectual and developmental disabilities. The acquisition of this program has allowed AACOG to incorporate these services and seek out opportunities to better serve intellectual and developmental disabilities with access to specialized services throughout the coverage area. Since 2006, AACOG has functioned as a part of a statewide network of 39 Local Intellectual and Developmental Disability Authorities who serve as the single point of access and "front door" to publically-funded services and supports for persons with developmental disabilities in Bexar County. Since 2010, AACOG has been engaged with aspects of the criminal justice system to support the criminal justice needs of persons with intellectual and developmental disabilities.

Acknowledgement

The Sequential Intercept Mapping for Intellectual and Developmental Disabilities in Bexar County was made possible by a Court Improvement Capacity Building grant from the *Judicial Commission on Mental Health*. Through the grant,

AACOG received training and certification to conduct and facilitate Sequential Intercept Model Mapping. The training was provided by Policy Research Associates, Inc. (PRA) through a joint engagement with *Judicial Commission on Mental Health* and *Texas Health and Human Services Commission* (HHSC).

Workshop Sessions

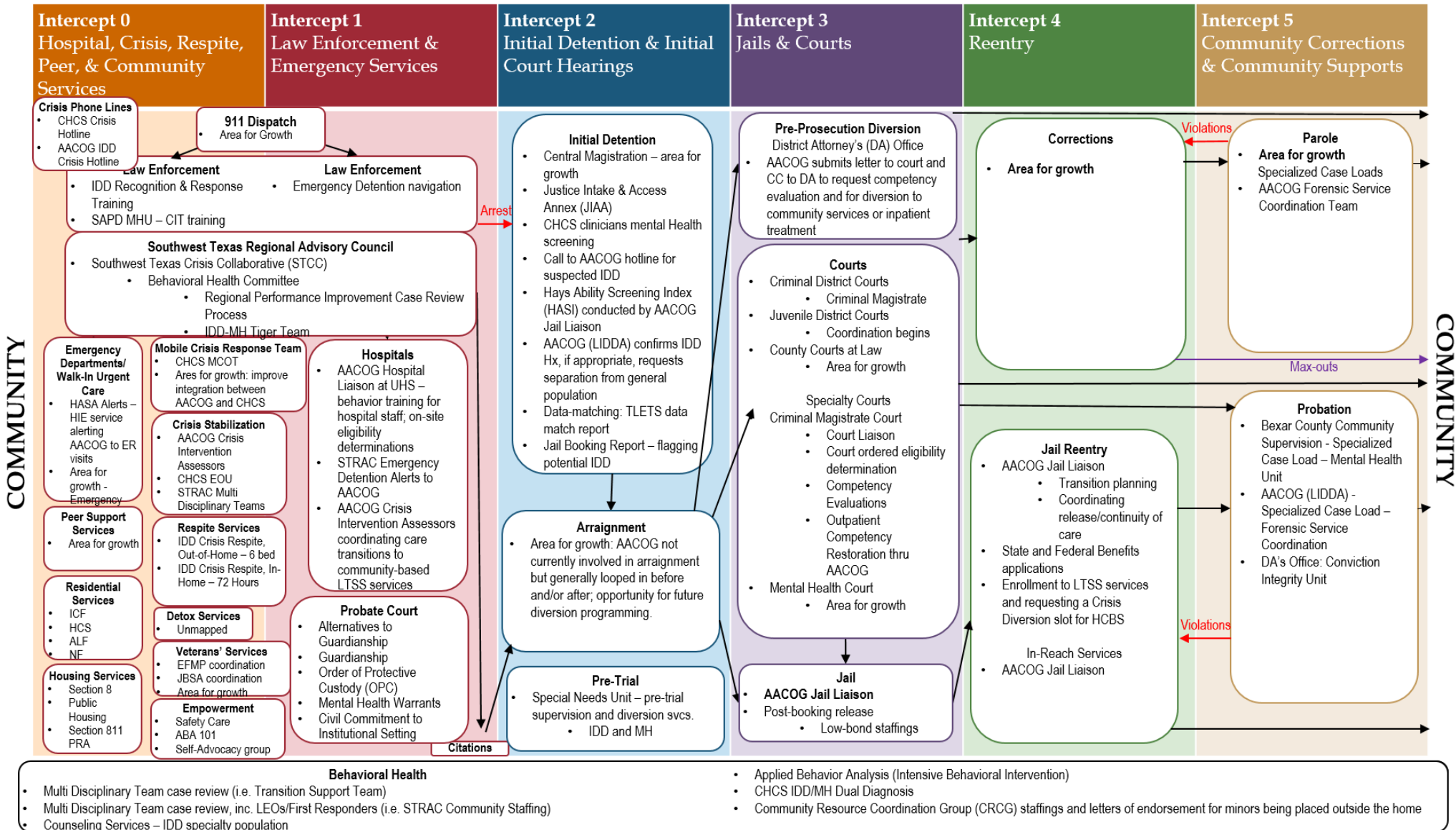
The workshops were held on June 29, August 18, and August 23 and represented the next step of local planning and policy development in order to effectively serve and support Bexar County's intellectual and developmental disability population. The workshops aimed to:

- Develop a local map of how persons with intellectual and developmental disabilities interact with the criminal justice system, and how these persons are identified
- Identify local strengths, resources, gaps, and opportunities for enhancing the local service system.
- Incorporate the mapping results into a strategic plan to guide future actions and priorities.

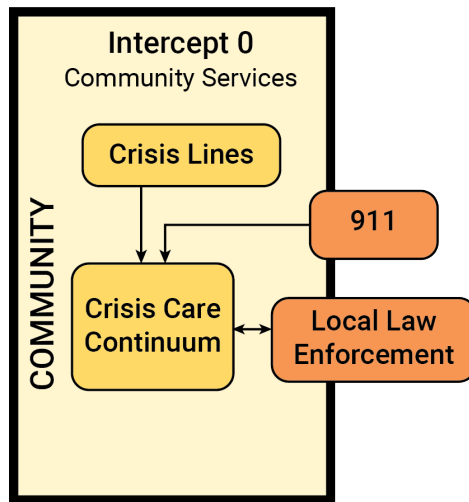
36 stakeholders participated in the workshops and represented local police departments, adult probation, children's probation, criminal courts, probate courts, public defender's office, district attorney's office, local hospital district, local mental health authority, local intellectual and developmental disability authority, LIDDA planning and network advisory committee, local state supported living center, IDD provider agencies, substance use disorder providers, behavioral health facilities, and local regional advisory council/emergency healthcare system.

The workshop was facilitated by Jacob Ulczynski, Sr. Director of IDD Services & Agency Coordination, Alamo Area Council of Governments, with support from Virginia Charles, Assistant Director of IDD Services, Alamo Area Council of Governments, and multiple additional AACOG staff.

SEQUENTIAL INTERCEPT MODEL MAP FOR IDD IN BEXAR COUNTY



RESOURCES AND GAPS AT EACH INTERCEPT



Intercept 0

Crisis Phone Lines

- The Center for Health Care Services (CHCS), local mental health authority, operates the local 24/7 crisis hotline in Bexar County.
- ACOG also operates an IDD crisis hotline. This hotline is available during extended business hours, but is not 24/7.
- The CHCS crisis hotline will refer calls to the ACOG hotline that clearly present as having an IDD origin.
- Area for growth – integration of the mental health crisis hotline and IDD crisis hotline in order to make simplify community access and eliminate any actual or perceived duplication.
- Area for growth – There was discussion that additional training is needed for guardians to help prevent a crisis and to assist the guardian in understanding their role in a crisis and when the guardian needs “to step in.” This has potential impact to the initial call for help through 911. Guardians need support to be able to better identify a crisis and know how to interact with the system.
- Area for growth – Training to support medical and clinical staff during an IDD crisis in order to increase medical and clinical staff competency and comfort level with the IDD population.

911 Dispatch

- Area for growth – there are no known collaborations between 911 dispatch and the IDD community at this time. Potential future initiatives include:
 - Dispatcher training about the IDD population; and,

- Data sharing/data matching between local 911 call data and local IDD service data to identify high utilizers.

Regional Advisory Council

- The Southwest Texas Regional Advisory Council (STRAC) is designated by the Texas Department of State Health Services (DSHS) to develop, implement and maintain the regional trauma and emergency healthcare system for the 22 counties in Trauma Service Area - P (TSA-P). STRAC operates the Southwest Texas Crisis Collaborative (STCC), which is an effort focused on ending ineffective utilization of services for the safety net population at the intersection of mental illness, homelessness, and high utilization in Southwest Texas. STCC is committed to improvement by developing a comprehensive, integrated crisis system across all major public payers, hospital providers, philanthropy, public safety (Fire/EMS and Law Enforcement) and behavioral health providers. In addition to the programs operated, STCC also facilitates multiple committees and workgroups:
 - Behavioral Health Workgroup
 - Intellectual and Developmental Disability-Mental Health Tiger Team
 - Regional Performance Improvement Case Review Process

Law Enforcement

- San Antonio Police Department has a dedicated Mental Health Unit. These officer have extensive Crisis Intervention Training through Texas Commission on Law Enforcement and work collaboratively with the community and crisis response teams.
- AACOG has an IDD Recognition & Response Training program designed for law enforcement officers and certified for continuing education credits by Texas Commission on Law Enforcement.
 - SAPD's full mental health unit and many other officers have been trained in IDD recognition and response.
 - Bexar County has been training deputies in IDD Recognition and Response as part of their police academy

Emergency Departments/ Walk-In Urgent Care

- HASA Alerts – AACOG participates as a member of the local Health Information Exchange (HIE), and receives a service alerting AACOG to Emergency Room visits by a person with IDD who is enrolled in LIDDA services. This allows prompt follow up by a service coordinator/case manager to help address the need prompting the emergency room visit and pre-empt or minimize potential crisis.
- Area for growth – Training to support medical and clinical staff during presentation of a person with IDD to emergency departments, urgent care clinics, and routine medical examinations. Many people with IDD report being turned away or denied care due to diagnostic overshadowing.

- Area for growth – Emergency Department diversion. Improving access to routine healthcare treatments for people with IDD will serve to divert people from over utilization of urgent and emergent care settings due to the Fatal Five:
 - 1) aspiration/gastroesophageal reflux disease (GERD)
 - 2) bowel obstruction,
 - 3) dehydration,
 - 4) seizures,
 - 5) infection/Sepsis

Peer Support Services

- Area for growth – Peer Support services do not currently exist in Texas as part of the IDD service array. There have been several pilot programs funded by Texas Council for Developmental Disabilities. While Mental Health peer supports are currently available, there is limited experience working with the IDD population. Georgia and Michigan both have successful IDD Peer Support services and their work may provide beneficial information.

Residential Services

- The Intermediate Care Facilities for Individuals with an Intellectual Disability or Related Conditions program provides residential and habilitation services to people with intellectual disabilities or a related condition. There are Intermediate Care Facilities of multiple sizes located throughout Bexar County.
- The Home and Community-based Services (HCS) program provides individualized services and supports to persons with intellectual disabilities who are living with their family, in their own home or in other community settings, such as small group homes. There are HCS group homes and host homes located throughout Bexar County. The HCS program does have a statewide interest list as demand for services exceeds immediate availability.
- Assisted living facilities provide individualized health and personal care assistance in a homelike setting with an emphasis on personal dignity, autonomy, independence and privacy. Facilities can be large apartment-like settings or private residences. There are Assisted Living Facilities located throughout Bexar County.
- The Nursing Facility program provides institutional care to individuals whose medical condition regularly requires the skills of licensed nurses. There are Nursing Facilities throughout Bexar County for individuals who require a medical level of need.

Housing Services

- The Housing Choice Voucher (HCV) Program, commonly known as the “Section 8” program, offers the opportunity for low-income families to rent from a landlord in the private rental market. A family issued a housing

voucher is responsible for finding a suitable housing unit where the owner agrees to rent under the program. San Antonio Housing Authority's program includes a Set Aside for non-elderly persons with disabilities.

- Public Housing is housing assistance at Housing Authority-owned apartment communities. Rental units are located in 71 communities throughout the City of San Antonio.
- The Section 811 Project Rental Assistance (PRA) program provides project-based rental assistance for extremely low-income persons with disabilities linked with long term services. The program is made possible through a partnership between Texas Department of Housing and Community Affairs (TDHCA), the Texas Health and Human Services Commission (HHSC) and eligible multifamily properties. The Section 811 PRA program creates the opportunity for persons with disabilities to live as independently as possible through the coordination of voluntary services and providing a choice of subsidized, integrated rental housing options.
- AACOG serves as a referral agent for Section 8, Public Housing, and Section 811 PRA.

Empowerment

- Safety Care is a crisis management training provided by AACOG for families and direct support personnel who work with a person with IDD who has complex behaviors; it provides the skills and competencies necessary to effectively prevent, minimize, and manage behavioral challenges with dignity, safety, and the possibility of change using up-to-date and effective technologies from Applied Behavior Analysis (ABA) and Positive Behavior Interventions & Supports (PBIS).
- ABA 101 is a training course provided by AACOG for families who work with a person with IDD who has complex behaviors; it provides the family members an introduction to the tenets and concepts of Applied Behavior Analysis.
- The San Antonio League of Self Advocates (SALSA) is the local chapter of the Texas Advocates, the state self-advocacy organization that encourages people with disabilities to advocate for their own rights and interests.

Mobile Crisis Response Team

- The Center for Health Care Services (CHCS) has a Mobile Crisis Outreach Team (MCOT). The mobile crisis services collaborate with AACOG's Crisis Intervention on persons with a potential dual IDD/MH Diagnosis.
- Area for growth – Improve integration between AACOG's IDD Crisis Intervention and CHCS MCOT services.

Crisis Stabilization

- AACOG Crisis Intervention Assessors, funded by Health and Human Services Commission, work with individuals with IDD that are experiencing

a crisis or are at risk of crisis to offer de-escalation services or referrals for respite. Individuals and families can choose between out-of-home respite services or in-home respite services as temporary relief for the duration of 14 days or until such time the individual in crisis reaches stabilization.

- CHCS Crisis Care Center is an Extended Observation Unit and can provide up to 48 hours of emergency services to individuals in a mental health crisis who might pose a high to moderate risk of harm to themselves or others.
- STRAC operates several Multi Disciplinary Response Teams. Each of these teams targets a different population subset and may include different partner agencies with the intent of providing the right care, in the right time, and the right place, while offering diversionary opportunities from 911, emergency departments, and the criminal justice system.
 - Program for Intensive Care Coordination,
 - Specialized Multidisciplinary Alternate Response Team,
 - Chronic Crisis Stabilization Initiative.

Respite Services

- AACOG operates a 6-bed, Out-of-Home, IDD Crisis Respite service. Out-of-home crisis respite provides therapeutic support in a safe environment with staff on-site providing 24-hour supervision for a person who is demonstrating a crisis that cannot be stabilized in a less intensive setting. Out-of-home crisis respite is provided in a setting for which the state provides oversight (for example, an intermediate care facility (ICF), a Home and Community-based Services (HCS) group home, a Department of State Health Services (DSHS)-authorized crisis respite facility or crisis residential facility);
- AACOG also provides up to 72 consecutive hours of in-home IDD Crisis Respite. In-home crisis respite provides therapeutic support to a person who is demonstrating a crisis in the person's home when it is deemed clinically appropriate for the person to remain in his or her natural environment and it is anticipated the crisis can be stabilized within a 72-hour period.

Detox Services

- Area for growth – Bexar County has many detox and substance use disorder service providers; however, it is unknown at this time which, if any, of these service providers have experience, subject matter expertise, or specialty programs for the IDD population.

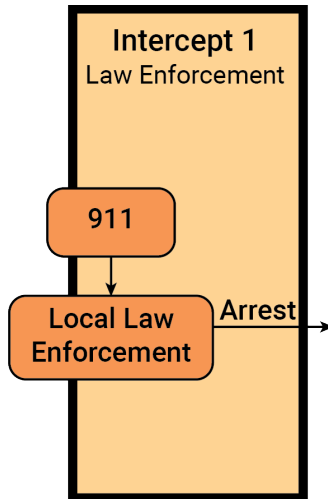
Veterans' Services

- Bexar County is home to Joint Base San Antonio (JBSA), the largest joint base in the Department of Defense. As such, the City of San Antonio and Bexar County are home to many active duty personnel and veterans. AACOG partners with JBSA to support persons with IDD through both:
 - Coordination with the 3 JBSA school districts, and

- Coordination with the Exceptional Family Member Program
- Area for growth – providing training to San Antonio Military Medical Center (SAMMC) staff regarding community-based IDD long term services and supports.

Probate Court

- The Bexar County Probate Court system is divided into two separate courts with each Probate Court headed by an elected judge. The Bexar County Probate Courts are tasked with:
 - Probating the wills of deceased persons
 - Declaring the heirs of deceased persons who die without a will
 - Establishing guardianships for incapacitated persons
 - Handling court-ordered mental health cases (Probate Court 1)
- The Bexar County Probate courts strongly encourage the use of Alternatives to Guardianship
- AACOG coordinates with the probate courts regarding guardianships and civil commitments to State Supported Living Centers.
- Area for Growth – Training for guardians on identifying a crisis and knowing how to interact with the system, and guardian's role in a crisis.



Intercept 1

911 Dispatch

- Area for growth – there are no known collaborations between 911 dispatch and the IDD community at this time. Potential future initiatives include:
 - Dispatcher training about the IDD population; and,
 - Data sharing/data matching between local 911 call data and local IDD service data to identify high utilizers.

Regional Advisory Council

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 - Behavioral Health Workgroup
 - Intellectual and Developmental Disability-Mental Health Tiger Team
 - Regional Performance Improvement Case Review Process
- STRAC also operates a MEDCOM Law Enforcement Navigation of Emergency Detention program. Patients who are placed into emergency detention by law enforcement for their acute psychiatric needs and are medically stable are navigated to the appropriate psychiatric facility versus

area emergency departments. This decompresses local emergency departments, where psychiatric patients were often boarded for hours awaiting a more appropriate facility. All behavioral health facilities with inpatient beds are reporting their diversion status, and MEDCOM, a 24/7 dispatch center currently routing all trauma patients in the region, is also routing medically stable psychiatric patients to an appropriate facility.

- When a person who is being navigated under Emergency Detention is also suspected of having IDD, an alert is generated to AACOG for follow up with the receiving behavioral health facility.

Law Enforcement

- Law enforcement officers in Bexar County voluntarily contact STRAC's MEDCOM when conducting an Emergency Detention. MEDCOM navigates the officer to the nearest appropriate facility.
- Area for Growth – improved utilization of IDD flag by law enforcement in the Emergency Detention process.

Hospitals

- AACOG currently operates a Hospital Liaison pilot program at the local hospital district, University Health System. The Hospital Liaison is co-located along the medical team and provides behavior training for hospital staff, conducts intake activities for IDD long term services and supports, coordinates on-site eligibility determinations for those same IDD services, and conducts care coordination activities to assist the facility with transitioning the person from the hospital setting to the most appropriate community-based setting.
- AACOG conducts follow up activities with behavioral health facilities in Bexar County after receiving an IDD alert from a STRAC navigated Emergency Detention.
- AACOG Crisis Intervention Assessors coordinate care transitions to community-based LTSS services for persons with IDD when notified by a hospital that a person with suspected IDD is “stuck” in a hospital bed or emergency department.
- Area for Growth – Expanded hospital liaison program to meet the demand of challenging behaviors involving persons seen in emergency departments and behavioral health units.
- Area for Growth – Training for clinicians that focuses on understanding IDD and behavior.

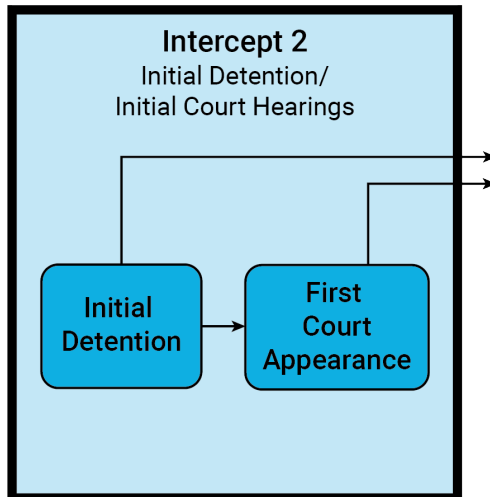
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 - Establishing guardianships for incapacitated persons

- Handling court-ordered mental health cases (Probate Court 1)
- The Bexar County Probate courts strongly encourage the use of Alternatives to Guardianship
- AACOG coordinates with the probate courts regarding guardianships and civil commitments to State Supported Living Centers.
- Area for Growth – Training for guardians on identifying a crisis and knowing how to interact with the system, and guardian’s role in a crisis.

Citations

- Area for Growth – There was discussion of potential opportunity for IDD identification and referral to AACOG to occur at City of San Antonio Central Magistration for Class C misdemeanor offenses. In addressing this gap it will be important to consider that the person is generally at Central Magistration for only 24-72 hours and given time served.



Intercept 2

Initial Detention

- Bexar County has a single jail. Regardless of the detaining law enforcement agency, all arrested persons eventually reach the Justice Intake & Access Annex (JIAA), co-located on the same property as the county jail, for magistration. CHCS clinicians, contracted by Bexar County conduct the mental Health screening. Currently CHCS clinicians have a hotline to call to AACOG for suspected IDD.
- AACOG operates a Jail Liaison program, funded by Bexar County. The jail liaison conducts a secondary screening using the Hays Ability Screening Index (HASI) to determine likelihood of potential IDD diagnosis, conducts intake activities, as needed, for IDD long term services and supports, coordinates eligibility determination for the same IDD services, provides case management activities, and collaborates with all appropriate entities to: clarify the status of the person; make a recommendation regarding classification (location) within the jail; identify treatment or service needs; and, coordinate collaborative post release re-entry and diversion initiatives to assist the person in discharging from the correctional institution.
- Daily AACOG receives the TLETS report, which data matches between criminal justice databases and HHSC databases and provides an alert to the Jail and AACOG of potential IDD service history.
- Bexar County provides AACOG's Jail Liaison with a daily Jail Booking Report which also flags people with potential IDD and informs AACOG of the person's classification (location) in the jail.
- Area for Growth – Currently there is minimal coordination between AACOG and City of San Antonio Central Magistration
- Area for Growth – There was discussion of a needed commitment to a policy shift where IDD is discussed independently of, and not as a footnote to, mental health.

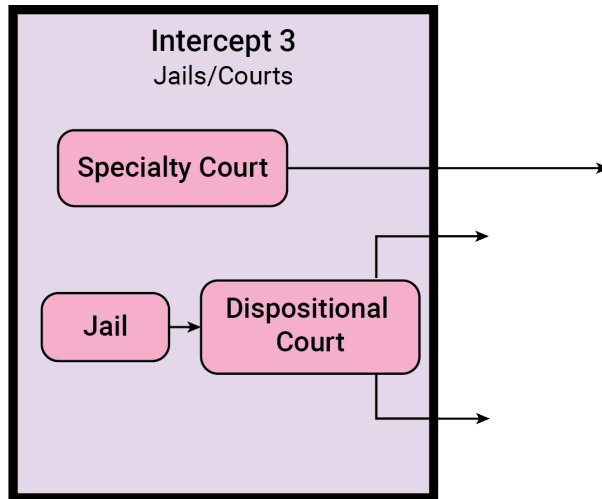
- Area for Growth – There was discussion that every mental health assessment conducted during initial detention should include a screening for IDD. There was discussion that this could potential be improved through use of a scientifically validated instrument to screen IDD, such as the Hayes Ability Screening Index (HASI).

Arraignment

- Area for growth: AACOG is not currently involved in arraignment but generally looped in before and/or after; this is an opportunity for future diversion programming.

Pre-Trial

- Bexar County has a Pre-Trial Services team which is a division of the Justice Services department. Within Pre- Trial services there is an organizational unit for specialized caseload called the Special Needs Unit. The Pre- Trial Special Needs Unit provides pre-trial supervision and diversion services for both the IDD and Mental Health populations.



Intercept 3

Pre-Prosecution Diversion

- Bexar County District Attorney's (DA) Office has a designated Assistant District Attorney for competency and sanity cases.
- Bexar County Public Defender's Office is authorized to represent indigent defendants in Bexar County charged with committing both felony and misdemeanor crimes and has designated defense counsel for competency and sanity cases.
- When the AACOG Jail Liaison identifies a person as being eligible for IDD Services, AACOG submits a letter to court and copies both the District Attorney's Office and Public Defenders Office to: 1) request a competency evaluation for persons with IDD; and, 2) recommend diversion to community services or inpatient treatment, as appropriate.

Courts

- Bexar County Criminal District Courts refer IDD and MH competency and sanity cases to the Criminal Magistrate.
- AACOG is in the beginning stages of coordinating with the Juvenile District Courts for referral/diversion to community-based IDD services and fitness assessments. The Juvenile District Courts, AACOG, and local hospital district, are currently exploring the use of a single psychological evaluation that could serve the purpose of both the fitness assessment and the IDD eligibility determination.
- Area for growth – There is currently minimal coordination on IDD with the County Courts at Law.
- Area for growth - There was continued discussion of the need for a commitment to a policy shift where IDD is discussed independently of, and not as a footnote to, Mental Health. A successful policy shift would mean

that persons would not go through the system inappropriately and without the supports that are needed to support them.

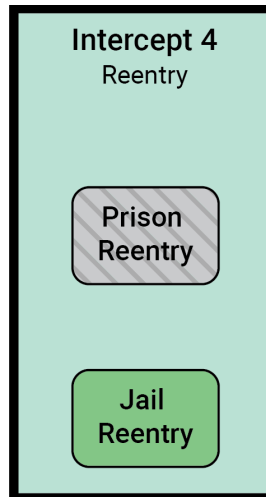
- An additional side note discussed was that IDD is big enough to be a problem, and resources intensive, but not big enough to have its own court or specialty court. As a result, the opportunity is with training in the specific courts to identify and respond appropriately.
- Additional discussion occurred around the need for an IDD oriented assessment during the criminal justice process.

Specialty Courts

- Bexar County's Criminal Magistrate Court hears all competency and sanity cases as referred from the Criminal District Courts. Once a person has been returned to competency, the case is sent back to the originating court.
 - AACOG operates a designated Court Liaison for the Criminal Magistrate Court. The Court Liaison coordinates all Court ordered eligibility determinations, receives the competency evaluation from the court, and coordinates any outpatient competency restoration services ordered to AACOG.
- Area for growth – Bexar County Courts at Law run a specialty Mental Health Court. There is currently limited coordination between AACOG and the Mental Health Court.

Jail

- AACOG operates a Jail Liaison program, funded by Bexar County. The jail liaison conducts a secondary screening using the Hays Ability Screening Index (HASI) to determine likelihood of potential IDD diagnosis, conducts intake activities, as needed, for IDD long term services and supports, coordinates eligibility determination for the same IDD services, provides case management activities, and collaborates with all appropriate entities to: clarify the status of the person; make a recommendation regarding classification (location) within the jail; identify treatment or service needs; and, coordinate collaborative post release re-entry and diversion initiatives to assist the person in discharging from the correctional institution.
- Bexar County Jail in conjunction with other criminal justice entities conducts Post-booking release efforts. AACOG participates in "Low-bond Review" meetings to identify if any persons who were initially booked into jail might be eligible for release to the community and community-based IDD services programs.
- Area for growth - Training detention officers on IDD recognition & Response; and potential for policy change to require such training.



Intercept 4

Corrections

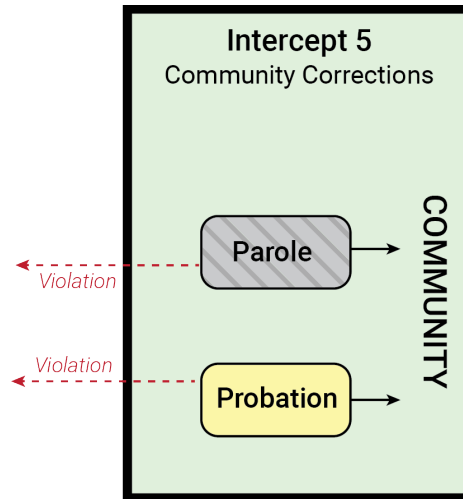
- Area for growth – There is currently no formal and limited informal coordination for prison re-entry for persons with IDD in Bexar County.

Jail Reentry

- AACOG's Jail Liaison performs re-entry services at the Bexar County Jail through transition planning and coordinating release/continuity of care
- Upon release, AACOG provides benefits assistance to support the individual to apply for State and Federal Benefits.
- Depending on the person's unique circumstances, AACOG can submit an application to Health and Human Services Commission for a Crisis Diversion slot for Home and Community based Services, and conduct enrollment activities into long term services and supports.

In-Reach Services

- AACOG's Jail Liaison program performs In-Reach at the Bexar County Jail for IDD long term services and supports.



Intercept 5

Parole

- Area for growth – There is currently no formal and limited informal coordination with Parole for persons with IDD in Bexar County.
- Specialized Case Loads
 - AACOG operates a specialized caseload “Forensic Service Coordination” team to provide ongoing case management to criminal justice involved persons with IDD. If AACOG became aware of person with IDD on Parole, they would be served by this specialized caseload team.

Probation

- Bexar County Community Supervision and Corrections Department provides Community Supervision (Probation) in Bexar County. Community Supervision is the supervised release of a defendant within the community in lieu of incarceration in jail. Bexar County Community Supervision operates a specialized caseload Mental Health Unit. People with IDD in Bexar County who are ordered to probation are on this specialized caseload.
- Area for Growth – Training for community supervision staff for recognition & referral to appropriate supports for a person with IDD. This will eliminate cases being sent back to the court from Community Supervision Office when the officers feel the person is inappropriate for probation.
- Area for growth – There was discussion on the need for improved communication between the Court, Community Supervision Office, and Local IDD Authority. When an individual is adjudicated and now has community supervision, AACOG should communicate the person’s needs to the Community Supervision Office. The Community Supervision Office also has liaison in every court that can be provided information about the

person's IDD status to close the gap. Information that AACOG has provided to the courts should be provided to the Community Supervision Court Liaison at that court.

- There was also discussion that Community Supervision needs to be aware if a person has IDD and/or has a guardian.
- Area for Growth – Potential for Community Supervision Office to conduct HASI in conjunction with T-RAS assessment pre/post sentencing to identify and support an IDD persons whose identification may have been previously missed.
- Area for Growth – Training for probation officers on identification of person with IDD and appropriate response when identified such as referral to AACOG/LIDDA, checking with AACOG to verify diagnosis, establish a relationship to have timely conversations about the probationers needs.
 - There was discussion regarding the opportunity to identify someone in regular unit to be moved to specialty caseload.
 - There was also discussion about improving communication and information sharing for the purposes of continuity of care. There is opportunity to develop a formal process for information sharing of treatment and goals for the person that is receiving AACOG services and also on probation. There is opportunity to share the IDD Services Person Directed Plan with Community Supervision and to invite the Community Supervision Officer to Interdisciplinary Team meetings and to be a part of the persona's planning process.
- Specialized Case Loads
 - AACOG operates a specialized caseload "Forensic Service Coordination" team to provide ongoing case management to criminal justice involved persons with IDD. All persons which AACOG is aware are on probation receive their case management services through this specialized caseload team.
- Bexar County District Attorney's Office operates an independent Conviction Integrity Unit (CIU). The CIU handles all post-conviction reviews, writs of habeas corpus, Chapter 64 motions, and clemency and commutation petitions. The mission of the Conviction Integrity Unit (CIU) is to conduct objective reviews of final convictions to determine whether there is some manifest injustice that may be corrected by the procedures provided by post-conviction law. AACOG refers IDD cases, as appropriate to the Conviction Integrity Unit for review.

Community

The following resources were identified in the Bexar County community; however, workshop participants identified the resources as being applicable across the spectrum of all intercepts, and not applicable to a single intercept. As a result, these resources were consolidated and captured here for clarity.

Behavioral Health

- ACOG operates a Multi Disciplinary Team case review process made available through the Transition Support Team program, funded by Texas Health and Human Services, Money Follows the Person. The Transition Support Team offers educational activities, technical assistance and case review to LIDDAs and community IDD waiver providers. The teams have licensed medical staff, such as physicians, registered nurses, psychiatrists and psychologists, with experience working with people with IDD. The case reviews provide an action plan to help support people with IDD who have major medical, behavioral, and psychiatric needs that may keep them from living successfully in community settings or creating a risk for re-institutionalization.
- STRAC operates a Multi Disciplinary Team case review, called a Community Staffing. This is an additional layer of case review that is available in incorporates a broader array of mental health professionals, First Responders, and law enforcement officers.
- ACOG operates Counseling Services program that specializes in serving the IDD population.
- Texas Medicaid now offers an Applied Behavior Analysis (Intensive Behavioral Intervention) benefit for children with autism.
- CHCS operates an IDD/MH Dual Diagnosis psychiatric clinic for medication management.
- Bexar County is the site of a Children's Community Resource Coordination Group (CRCG). CRCGs are county-based groups of local partners and community members that work with parents, caregivers, youth and adults to identify and coordinate services and supports, including behavioral health, basic needs and caregiver support. They help people whose needs can't be met by one single agency and who would benefit from interagency coordination.

PRIORITIES FOR CHANGE

Priorities

During a typical Sequential Intercept Mapping exercise the priorities for change are determined through a voting process. Following the mapping, workshop participants define specific areas of activity that could be implemented to address the challenges and opportunities highlighted in the discussion. Bexar County, however, has a long history of using the Sequential Intercept Model for the mental health and substance use disorder populations. Through this past work the county has established an existing Criminal Justice & Behavioral Health Taskforce to improve the effectiveness of criminal justice and behavioral health interventions for persons suffering from behavioral health issues.

The Taskforce seeks to gather input and foster multisystem approaches for improving the administration of justice in cases involving mental illness, substance abuse, and intellectual and developmental disability. Further the Taskforce identifies and develops strategies, maps system gaps, merges process where possible, leverages resources and tracks data such that these efforts meet critical justice and treatment needs for the residents of Bexar County. This report and the recommendations developed from the IDD mapping exercise will be incorporated into AACOG's IDD Strategic Plan; as well as, shared with and escalated through the Bexar County Criminal Justice and Behavioral Health Task Force for prioritization, and further escalation to the Commissioners Court, as needed and appropriate.

Recommendations

The following recommendations were developed in response to the SIM mapping discussion.

Recommendation #1 *Develop a commitment among local leaders for a policy shift in which IDD is discussed and considered independently of, and not a footnote to, the mental health system.*

Throughout the workshop the need for further discussions on IDD was noted. There was a recognition that IDD is a subpopulation separate and distinct from mental health, but where there may, at times, be overlap. A successful policy shift would mean that persons would not go through the system inappropriately and without the supports that are needed to support them. While the IDD population may not be large enough in size to necessitate fully separate criminal justices process, the needs of IDD should be discussed exclusive to mental health and unique processes created where necessitated. The criminal justice system needs a more effective screening process to identify IDD at the point of intake.

Recommendation #2 *Establish a robust technical assistance and training curriculum to increase criminal justice and healthcare professionals specialized knowledge of intellectual and developmental disabilities, mental health and IDD laws, and applicable practices.*

Throughout the workshop requests for training in regards to the IDD population were prolific. While the population of persons with intellectual and developmental disabilities is not large in size compared to other population groups, the level of stigma, lack of recognition, and lack of comfort in how to respond to this population leaves dedicated professionals unsure how to proceed. The development of a robust and prolific curriculum of training opportunities would assist criminal justice entities and other stakeholders be more successful at providing inclusive support for persons with IDD.

Recommendation #3 *Evaluate and enhance local efforts to coordinate cross-system care for persons with IDD*

There is significant work yet to be done to coordinate the IDD service system with the mental health, substance use disorder, and criminal justice system. Continuing discussions to prioritize opportunities to grow and fill gaps will benefit the IDD population in Bexar County.

APPENDICES

Appendix A: Workshop Invitation

PROVIDE YOUR EXPERTISE

to develop the Bexar County
Sequential Intercept Model (SIM)
for justice-involved individuals with
intellectual & developmental disabilities (IDD)

Help us develop a comprehensive picture of how people with IDD flow through the criminal justice system along six distinct intercept points.

Meeting Date (virtual option also available) :

August 18th from 1pm to 3pm to include catered lunch

[Click here to log into Zoom meeting](#)

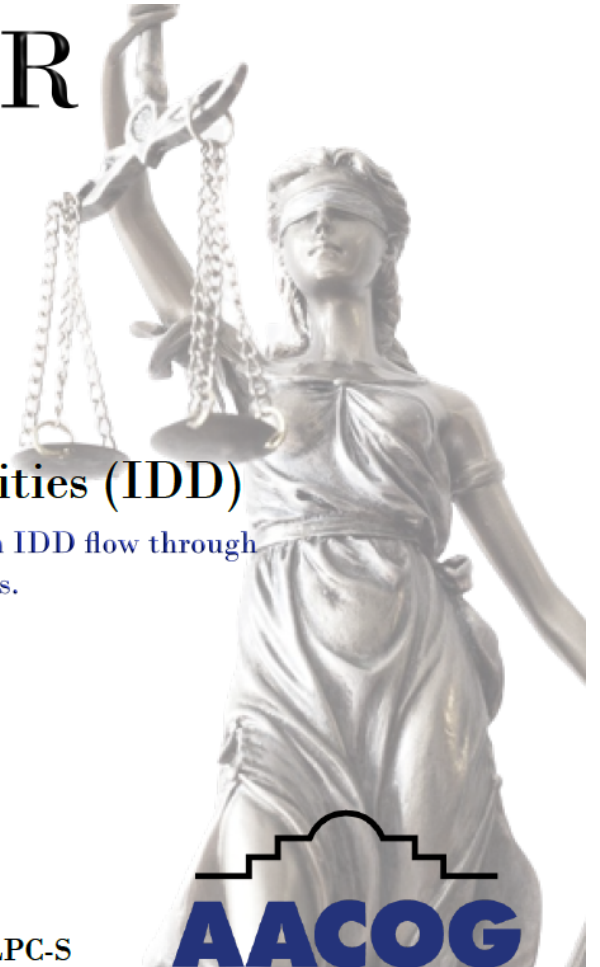
Zoom Meeting Passcode: 2700

Location:

2700 NE Loop 410
San Antonio TX 78217
Main Boardroom

To RSVP contact:

Virginia Charles, M.Ed., LPC-S
Assistant Director, IDD Services
(210) 832-5021
vcharles@aacog.com



AACOG
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of Governments

Appendix B: Workshop Power Point



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Sequential Intercept Model-Mapping and Strategic Planning Workshop

Presented by: Jacob Ulczynski, LPC, NCC, CHP, CCSA
Sr. Director, IDD Services & Agency Coordination
Alamo Area Council of Governments



This workshop was developed by
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POLICY RESEARCH ASSOCIATES

About Policy Research Associates, Inc.

- A national leader in behavioral health technical assistance and research, Policy Research Associates, Inc. (PRA) is a Women-Owned Small Business that was founded in 1987.
- In partnership with our sister non-profit, Policy Research, Inc. (PRI), we offer four core services: policy, research, technical assistance, and training.
- Through our work, we enhance systems that assist individuals with behavioral health needs on their journey to recovery.

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Introductions

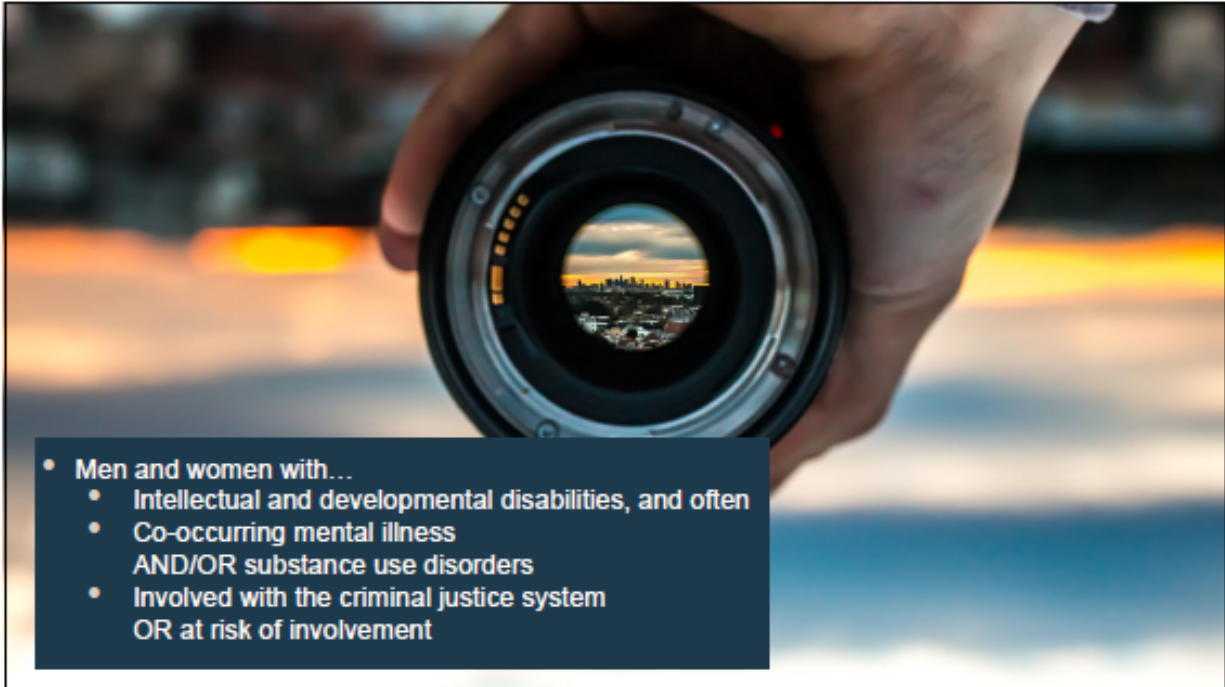


Workshop Tasks

- 1 Collaborate Across Systems
- 2 Map the Local System
- 3 Agree on **Priorities**
- 4 Develop an **Action Plan**

Working Together

 Logistics and Courtesies	 Parking Lot
 Values	 Processes




- Men and women with...
 - Intellectual and developmental disabilities, and often
 - Co-occurring mental illness AND/OR substance use disorders
 - Involved with the criminal justice system OR at risk of involvement

Goals

- Promote and support **recovery**
- Provide **safety**, quality of life for all
- Keep out of jail, in **treatment**
- Provide **constitutionally adequate** treatment in jail
- Link to comprehensive, appropriate, and integrated **community-based services**

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Exchange of Information

- Texas Health and Safety Code §614.017
- Accept and Disclose information
- Special needs offenders^s AND
- Juveniles with mental impairment
- Purposes of continuity of care and services

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Exchange of Information

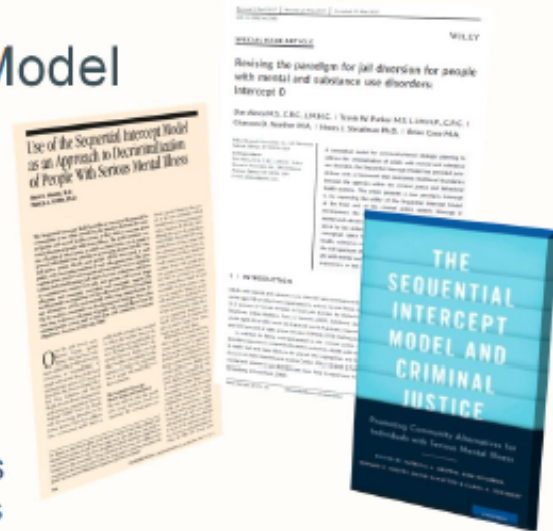
- Community supervisions and corrections and local juvenile probation departments
- Personal bond pretrial release office
- Local jails
- Municipal or county health departments
- Hospital districts
- Judges with jurisdiction over juvenile or criminal cases
- Attorneys appointed or retained
- Health and Human Services Commission
- Department of Information Resources
- Department of Family and Protective Services
- Department of State Health Services
- Department of Criminal Justice
- Board of Pardons and Paroles
- Department of Juvenile Justice
- Texas Workforce Commission – Vocational Rehabilitation
- Texas Education Agency
- Commission on Jail Standards
- Any agency who contracts with the above

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Sequential Intercept Model

- People move through the CJS in predictable ways
- Illustrates key points, or intercepts, to ensure:
 - Prompt access to treatment
 - Opportunities for diversion
 - Timely movement through the CJS
 - Engage community with resources



Sequential Intercept Model

