

Psychiatric Advanced Directives Multi-County Collaborative

INNOVATION PLAN ANNUAL UPDATE

FY 2020-2021



Department of
Behavioral Health



Introduction

This is the Annual Update for Fresno County’s Statewide Psychiatric Advanced Directive (PAD) Innovation project. Fresno County has been a part of this statewide project since 2019. For the first year and 10 months, Fresno County was the only county approved and participating in what was intended to be a statewide Innovation plan sponsored by the California Mental Health Services Oversight and Accountability Commission (MHSOAC). As with many things in the past year, the project was delayed due to the COVID-19 global pandemic.

The PADs program, as it is known, is now a five-county collaboration to develop a standard statewide PAD which will empower persons served; and through that empowerment, improve engagement in care, and reduce hospitalization, incarcerations, and other negative outcomes during times when individuals in crisis are unable to advocate for themselves.

NAMI defines PADs as “...a legal document that details a person’s preferences for future mental health treatment or names an individual to make treatment decisions if the person is in a crisis and unable to make decisions.”

In addition to the statewide PAD document, this project seeks to develop a system for housing and accessing the PAD. In order to ensure the effectiveness of this system, participating project counties will conduct local pilots with different populations to better understand factors such as training peers and professionals in developing person centered PADs; how to implement a PAD with different populations; whether PADs can help reduce hospitalizations, crisis calls, emergency room visits, arrests, and jail detentions; whether providers in the crisis system of care adhere to PADs; and whether PADs accessible when needed.

Background

Fresno County’s PADs INN plan was approved in June 2019 for a total of \$950,000 over three years. While several counties expressed interest in the project, Fresno County was the only county approved to be a part of an MHSOAC-sponsored statewide PADs project for quite some time. The MHSOAC’s sponsorship included some training, project development, and technical assistance provided by the Saks Institute, Burton Blatt Institute, and Laurie Hallmark of the Texas RioGrande Legal Aid. The assistance intended to assist interested counties in developing a Statewide PADs Innovation plan, with hopes that other interested counties would join the effort over time. Fresno County’s plan was approved prior to the completion of a statewide PADs Innovation Plan, so Fresno County was already approved for the project when the work began; however, as there was not a formal statewide PADs plan to guide and drive the efforts, Fresno County’s ability to work was limited. Uncertainty around the final project budget and direction resulted in the delay of project implementation.

Fresno County hosted a statewide PADs meeting in February 2020 to gauge interest from other counties, elaborate upon its own interests, and envision what a statewide project may look like. That meeting included the Saks Institute, BBI and Ms. Hallmark, as well as a few other county representatives via call and in-person. During that initial year, Fresno County had identified three possible populations to explore offering and implementing PADs with. Those three populations were:

- 1) *Homeless Individuals who were not yet enrolled in care services.* This application will explore if development and possession of a PAD and its ability to empower individuals could increase one's willingness to engage in behavioral health care services.
- 2) *Individuals under current conservatorship participating in services with the Fresno County.* This approach was designed with two goals in mind: 1) to assist individuals in directing their own care in times when they are unable to, and 2) to examine if PADs can help reduce emergency room visits, hospitalizations and/or arrests and jail detention (or other negative encounters).
- 3) *Foster Youth ages 17 who are in care but would be turning 18 within the next six months,* and therefore are more likely to discontinue services. The target learning with this population would examine if a PAD could be developed as a legal support for this population, and if having such a tool/resource would assist those youth to remain in care.

Over the past year, Fresno County has intentionally evaluated its capacity to implement local interventions for all three of these populations. The County has determined that delays in the statewide project (due to COVID) and the legal challenges to try and implement a PADs program for TAY Foster Youth (ages 17-18) are beyond the project and County's capacity at this time. Thus, due to the time and other constraints, the project's target population will be narrowed to focus on just two populations and leave the opportunity to reach foster youth for a future project.

Fresno County's INN PADs project was approved for three years. As of July 2020, one year of this time limit had elapsed and the County was only able to identify project populations. Delays to the project due to COVID-19, and uncertainty regarding the status of the statewide project (when others would join the project, when work could resume, and the eventual scope of the project) created significant angst for Fresno County. As the pandemic worsened, the County worried that COVID-19 would continue to limit the project in the second year, resulting in a rush to complete the project and expend \$900,000 during the final project year. In July of 2020 Fresno County formally sought an extension from the MHSOAC to change its program from a three-year plan to a five-year plan, allowing more time for an actual statewide project to develop which would then inform Fresno County's efforts and requirements.

Fresno County remained the only approved PADs project until a Statewide Plan was approved by the OAC in May of 2021 which included participation by Monterey, Mariposa, Orange, and Shasta counties. Through the planning for a statewide project with four counties, Fresno County was able to start to plan for next steps of this project. As the project evolved, total project costs finally began to emerge and at that time Fresno identified a need to allocate more funding to the project to meet some of the statewide goals for the project while also maintaining its ability to conduct local efforts.

Project Activities

After identifying its two main target populations for the PADs program application and implementation, Fresno County has worked with Laurie Hallmark to help understand the how to implement this portion of the project locally. Fresno County intends to contract with Ms. Hallmark to assist in coordinating the local Fresno County work around PADs. In the past year Ms. Hallmark has met regularly with Fresno County staff even though an agreement has not yet

been established with her. Ms. Hallmark has met and explored partnerships and possible program designs with local organizations such as the Central California Legal Services (CCLS) and other homeless advocate organizations to assess the feasibility of utilizing PADs as an engagement tool with local homeless populations.

Ms. Hallmark has concurrently worked and strategized with the Department's clinical managers who provide oversight and render services for our Conservatorship case individuals, assessing the number of individuals who could receive a PAD (approximately 200 individuals), and whom would need to ensure a PAD is honored.

Additionally, Ms. Hallmark assisted in supporting Fresno County's desire to have peer involvement in the process, including exploring types of training that could be provided to peers and professionals; sustainability through the use of master trainers; and possible service programs which may be engaged to provide PADs, such as the peer run wellness center (Blue Sky), and the Lodge with its near zero barrier, peer staff-driven, engagement lodging.

Fresno County will seek to have Ms. Hallmark lead its local efforts of implementing PADs with the two identified populations. In addition to providing PADs to target populations, Fresno County will have to collect data and monitor if and how many individuals access the PAD, whether the PADs (an empowerment tool) assist/increase the number of individuals that engage and remain in care, and whether PADs reduce hospitalizations and incarcerations. Lastly, the County will also collect data to assess if the PADs are honored locally by crisis workers, service providers, and emergency rooms.

As part of the statewide project planning and the statewide Innovation Plan development, participating counties examined the need for a database where PADs could be stored. The statewide project is seeking to utilize *Chorus* to create a specific database (web-based tool) to house and access PADs. While Fresno County will work with its stakeholders to participate in the Chorus community planning process, Fresno County will not sign an ongoing contract until all options have been considered. The eventual, permanent database will need to meet project needs while also incorporating the voices and needs of stakeholders and individuals served.

To initiate this inclusive planning process, Fresno County hosted meetings and presentations to discuss the Chorus aspect of the project with the community. Some stakeholders raised the issue of a need for a viable database for PADs that is user friendly enough to facilitate independent use of the database by individuals served and their supporters/caregivers. There was a great level of interest from stakeholders to be able to provide input into development of a tool. The statewide project seeks to have such engagement with Chorus.

Thus far the department has examined current databases used, for example with its current Multi-agency Access Point (MAP) program, which is not viable. There are access and security issues with current electronic health record. Fresno County has explored some options such as *Unite Us* platform. A data base for PADs needs to be something which can be used by all participating counties and be able to be expanded statewide. Thus, examination of costs, customization, security, accessibility, and navigation all are factors that are in consideration.

Fresno County is approaching the development of a database for storage and access of PADs as a parallel process with the development of PADs and engagement and implementation. Without a means to store and access the document as needed, the effectiveness of PADs will be severely impaired. On the other hand, a robust PADs database without community engagement and education would result in an underutilized tool. Taking care to develop these project components in tandem will provide the most learning and insight for this project, and allow the development of an effective, statewide PADs system.

Fresno County and the other project counties worked with University of Southern California, Concepts Forward, and Laurie Hallmark to facilitate several webinars this past spring to help inform individuals served, families and supporters, peer advocates, and institutional organizations about PADs and the project as part of on-going community education involvement. Locally, Fresno County worked to have members from providers, Behavioral Health Board, NAMI-Fresno, and others participate in the webinars to learn more about PADs and their functions.

Fresno County actively participated in county-to-county (Monterey, Mariposa, Orange and Shasta) calls with the Statewide Project Manager (Concepts Forward) and to help identify statewide learning goals and activities for the implementation of the statewide Innovation Plan. During these discussions, Fresno County determined that it would need to allocate another \$500,000 to the project in order to adequately support statewide and local efforts. The MHSOAC approved this modification in May 2021, bringing Fresno County's total project allocation to \$1,450,000 dollars over the next three years.

Increasing Fresno County's total allocated project funding will allow the County to increase its local investment by \$300,000 (for a total of \$550,000) for local work on target populations, engagement, coordination of local/departmental efforts, and project implementation. In addition to these local activities, Fresno County will contribute to all parts of the statewide effort including project management, training, marketing, evaluation, and technology exploration through community planning and engagement.

COVID-19

The emergence of the COVID-19 Global Pandemic occurred a few weeks after the Fresno County hosted a kick-off meeting with Modoc County, Orange County, Saks Institute, Burton Blatt Institute and Laurie Hallmark. During that meeting Fresno County identified several target populations for which it would examine application of a PAD and some possible ideas for next steps. However, COVID-19 put a halt to those activities for the remainder of FY 2019-2020.

Much of the activity of the program during this reporting period (FY 2020-2021) was impacted by COVID-19 closures, changes in service delivery, and counties limiting themselves to emergency operations. Fresno County continued to work with partners to try and move the statewide project forward; however, until a clear statewide project with input from participating counties could be developed, Fresno County was limited in options of advancing the work related to PADs.

As the state of California "re-opened" following the pandemic at the end of FY 2020-2021, counties and providers have been returning to regular operations. Despite these changes, it is not yet viable to travel for in-person meetings. Fresno County will continue to adhere to the most

current COVID-19 guidelines and reduce program expenditures by limiting travel to future statewide learning community meetings, if and when they resume. It is also working to ensure that engagement and outreach for the PADs project will be conducted in a manner that safeguards public health according to up-to-date state guidelines.

Next Steps

Currently the Department is working with the other project counties and statewide partner agencies to develop and execute an agreement for a fiscal intermediary, Syracuse University. This agreement will have no cost and will ensure that there is a fiscal intermediary who can then contract and pay the project's trainers, project manager, evaluator, technology provider, and any other contractors for the project. The counties' joint powers authority, California Mental Health Services Authority (CalMHSA) was not able to facilitate this multi-county project at this time. Thus, the Burton Blatt Institute at Syracuse University, who was initially involved with the planning of the project with the MHSOAC, accepted the role of fiscal intermediary.

Fresno County is seeking to allocate approximately \$550,000 of the total project for local project activities over the remaining three years. This will include establishing an agreement with Laurie Hallmark to be the local project lead for Fresno County. Ms. Hallmarks' local work in Fresno County will range from coordination of key sectors (legal aids, public defenders, the department, care providers, and advocates) and partners, assisting with training and education around PADs, and assisting with the planning for local implementation and facilitation of the project. Ms. Hallmark will work with specific legal organizations whose work (free legal services, legal consulting, workshops, and clinics) can be used to help implement the PADs. She will also work with local providers and DBH programs to help implement PADs with targeted and already identified populations.

Fresno County will allocate just under \$860,000 to the statewide efforts for overall project management, evaluation, training, PADs development, marketing, and technology development.

Fresno County, in collaboration with the other project counties, will provide training and community planning related to this project. These will include actual PADs training and development of PADs documentation to be used and applied statewide. Additionally, Fresno County will participate in stakeholder planning and development of potential database and/or systems for electronic storage of PADs, accessibility of PADs, and ensuring that the system is user friendly and driven by stakeholders. Fresno County is contributing \$370,000 to the community planning/stakeholder engagement for the database development over the next three years. Each county will conduct community training and technology planning sessions to help inform wider statewide technology needs for PADs.

Budget

Fresno County accrued virtually no expenses for this project in the past year due to the limited work conducted during the COVID-19 pandemic, and Fresno County's commitment to allocate the majority of funding to project activities, rather than County staff time.

Fresno County Department of Behavioral Health
 Annual Update – Innovation Plan: Psychiatric Advance Directive

<i>Fresno</i>	<i>Total</i>	<i>Fresno's Share</i>
<i>Project Mgr.</i>	\$ 735,406	\$ 154,436
<i>Trainer</i>	\$ 298,500	\$ 62,685
<i>Evaluation</i>	\$ 617,630	\$ 129,702
<i>Media</i>	\$ 500,000	\$ 105,000
<i>5 county admin 9%</i>	\$ 193,638	\$ 40,664
<i>Sub Total</i>		\$ 492,487
<i>4 county cost</i>		
<i>Tech Stakeholder + 9% admin</i>	\$ 1,090,000	\$ 371,331
<i>Total:</i>		\$ 863,818

To Date Fresno County has expend only \$3,754.25 over the past two years.

Appendix

PAD Budget Modification Analysis.



**Fresno County Psychiatric Advance Directive (PAD) Innovation
Budget Modification Plan
September 3, 2021**

Statement of Need

Fresno County is part of a statewide Innovation funded program to help create standard Psychiatric Advanced Directives (PADs) to be used across California as an empowerment tool for those who are living with a serious mental illness, and thus reduce hospitalization, crisis, incarceration and other adverse experiences.

At its core, a PAD should move beyond just a legal tool; it should be an empowerment tool for those who have a serious mental illness which at times interferes with their own ability to direct and guide their care, wellness, and recovery. The statewide cohort foresees a twofold challenge in implementing this project. First, if an individual is unfamiliar with the concept and benefits of PADs, they may be apprehensive in obtaining a PAD. Thus, there has to be education around PADs, and training on how to implement a PAD. Persons with lived experience can provide insights to the individual developing a PAD on things that should be considered for PADs based on past lived experience.

Second, the cohort seeks to determine whether having a PAD actually helps improve engagement in care and services, as well as reduces instances where a person may experience hospitalization, emergency room visits or incarceration due not having a PAD to help guide support services during a possible crisis. Fresno County's local effort will allow these questions to be tested with specific target populations, which can yield information relevant to local and statewide learning for engagement strategies, training, implementation, and/or effective approaches.

Fresno County's innovation plan allocates a total of \$1,450,000 to these efforts. Fresno County is slated to contribute \$863,818 to the statewide effort/overall plan. The plan also includes localized work for counties to assist in testing and applying efforts around PADS and their utilization.

On the local level, Fresno County seeks to understand if PADs can be accessed by crisis response services, first responders, emergency room and/or crisis staff. Fresno County has a number of high intensity services and programs including the Crisis Stabilization Center, Crisis Residential Treatment Facility, Urgent Care Wellness Center, and (for now) Crisis Intervention Teams (CIT). It would be important for these responders to be able to check for a PAD when a person with whom they are engaging is in crisis.

Ability to access a PAD in a timely, secure and respectful manner is vital. Additionally, efforts must be made to ensure that PADs are honored by care providers, including those in the emergency department and psychiatric settings.

Fresno County views the statewide and local efforts not as separate projects, but as work to occur in a parallel process. Work has to be done to develop and test the use of the PADs on an individual level. On the



other hand, staff across the system of care must be able to access the PAD. Using a parallel process will allow us to ensure that PADs are accepted by the individuals receiving services as well as widely used throughout Fresno County.

In the long run, the project cohort hopes that having statewide PADs will be contribute to increased engagement in care and care coordination through empowerment and the reduction of adverse experiences (such as hospitalization and incarceration).

The Local Program

It is vital for the PADs to be tested with a variety of populations, in various settings and various structures. California's 58 counties are different for a variety of reasons, and the populations in those counties also differ based on local factors and structures. Fresno County wanted to learn how to implement PADs, and almost a year and a half ago, it along with other community stakeholders, worked to identify target populations for PADs.

Those two populations (which are included in Fresno County's INN annual updates) are:

- *Homeless Individuals- with the goal of having an empowerment legal tool such as a PAD help increase a willingness to engage in care and services.*
- *Individuals under a Public LPS Conservatorship- as an empowerment tool to assist in wellness and recovery, and to minimize future hospitalizations and incarcerations.*

Fresno County does not have the capacity to operate the program independently of this project without incurring additional cost for staffing, etc. As this is one-time funding and the Department would prefer the monies to go to direct services (including training and peer support), and it is not hiring any staff for the implementation. Instead, the Department will be contracting with Laurie Hallmark to be the local project lead for Fresno County. Ms. Hallmark's work will include continuing to work on education of local partners; assisting in coordination of PADs implementation for Fresno County; and working with local organizations including Central California Legal Services (local legal aid), local homeless advocates, the local peer run wellness center, the local law school, crisis service programs and DBH staff.

Ms. Hallmark will be both the local project lead for Fresno County and also Fresno County's local technical assistance for local coordination.

Organizations such as CCLS will be involved to support training legal and paralegal staff, using its various legal clinics for persons experiencing homelessness to offer PADs development. CCLS will employ peers to assist in the development of individual PADs and implementations.

Local Cost

Fresno County local costs for implementation of PAD with target populations were initially estimated to be over \$750,000. That was for the local project lead, legal aid and peer involvement for close to four years.



That was deemed not be feasible as there are also the critical statewide work that has to occur. However, as it's taken a full year for the statewide project to get up and running, Fresno County has under three years remaining on the project vs four at the time of cost estimate. Thus, local budget was adjusted to reflect the remaining term, which has reduced costs.

The local budget will be an estimated at a maximum of \$550,000. Close to \$50,000 will be used for administrative costs to develop and execute the various local agreements. This will allocate \$500,000 for the local implementation. The exact budget is to be developed, but the estimates are:

- Estimated \$400,000 will be used for funding paralegal and peer support work for two and a half years (supporting two FTEs) through CCLS.
- Approximately \$100,000 will be paid to Laurie Hallmark to compensate her work and time in developing and coordinating the local, Fresno-specific PADs implementation with targeted populations, including work the Department's populations of conservatees.

In the current approved statewide INN plan, only \$230,000 is allocated for local efforts, which would prevent Fresno County from conducting any local efforts beyond community surveys. Meaningful work to explore engagement and use of PADs with specific populations would not be feasible. The delays in the statewide project to have also resulted in less time to implement project activities. Thus, Fresno County is working to stretch a smaller budget over fewer years to make it viable. Fresno County is seeking to use \$550,000 over the remaining three years for local project implementation.

Proposal

Over \$670,000 had been allocated as Fresno County's contribution to the statewide project's community planning for technology. It is the belief of Fresno County, bases on similar past projects that the allocation will not be fully spent during its available project term. Thus, Fresno County believes it prudent to reallocate some of the funds from the statewide community planning process (CPP) to support its local PAD implementation efforts.

Fresno County has successfully conducted robust in-person CPP meetings in the past. In 2019 it successfully facilitated over 20 in-person community forums at a variety of times, including mornings, afternoons, evenings, and weekends. The CPP included technology costs, staff cost (time and travel), food, incentives for participants, venues, threshold language interpreters at each session, translation of material (surveys), and promotion of the events for less than \$100,000. In years past, in-person CPPs we also completed for less than \$100,000. Based on past experience and successes, the Department believes it can successfully complete the technology based CPP for about \$100,000 a year, or \$300,000 over the next three years (which is the time it has remaining on the project).

Based on past costs for successful CPPs, Fresno County projects that most of the allocation for the technology CPP component will be unspent if the process is completed effectively. At the same time, a shortage in the funds for local implementation work will prevent the county from implementing local



County of Fresno
DEPARTMENT OF BEHAVIORAL HEALTH
Dawan Utecht, Director

activities identified in its plans or contributing to the larger learning. Thus, Fresno County is seeking to move \$330,000 of the currently allocated \$670,000 from the technology based CPP, to be used for the project's local implementation efforts. This would still leave \$340,000 for the tech based CPP (more than double the cost that has been used in the past to successfully complete CPPs). There would be \$170,000 a year for two years of community and stakeholder input and support of tech development, or \$113,000 each of the remaining three years.

Fresno County has discussed with its local stakeholders the need for both local application and testing of successful engagement of persons developing a PAD and having the PAD honored. It also has discussed the need and equal importance of a parallel process for technology (database) and information development. Stakeholders are interested in exploring the Chorus option and/or any other database systems for PADs storage and access, to help develop a system that is user friendly, and can be used and updated by the person and/or their approved support systems. There is great interest from local peers and stakeholders to be able to assist and provide feedback on such an effort. They also agree that it is important for PADs to be developed locally and to have an opportunity implement PADs locally. Fresno County feels confident that it can successfully conduct, or assist Chorus in conducting, the technology based, local CPP for a \$100,000 a year. If the effects of the pandemic persist and continue to limit in-person event, Fresno County is sure that the process will remain especially cost effective.

Due to its close proximity to Mariposa County, there may be opportunity to leverage some of the technology focused CPP efforts and funds on a regional approach to community planning. This process might allow more support for Mariposa County stakeholders than would otherwise be available.

Action

Fresno County shall re-allocate \$330,000 of the \$670,000 of the line item for local technology stakeholder input to the local project implementation. The County will contribute \$340,000 to the project's technology (database) CPP efforts in Fresno County. Of Fresno County's approved INN plan total of \$1,450,000, Fresno County will be investing \$863,818 (nearly 2/3 of the County's project budget) to the statewide efforts. Fresno County will invest \$550,000 to local efforts, including local project development, implementation, coordination, and application.

This is the only budget change Fresno County anticipates at time and will ensure Fresno, as the second largest county on the project, pays its share for statewide costs.