



Annual Report on the Screening of Offenders with Mental Illness

**As Required by
House Bill 1, 84th Legislature,
Regular Session, 2015 (Article II,
Department of State Health
Services, Rider 35)**

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Executive Summary

The 2016-2017 General Appropriations Act, House Bill 1, 84th Legislature, Regular Session, 2015 (Article II, Department of State Health Services [DSHS], Rider 35) requires an *Annual Report on the Screening of Offenders with Mental Illness* summarizing the exchange of information between agencies to:

- support continuity of care services for individuals with mental illness involved with the criminal justice system; and
- supplement local post-booking jail diversion activities.

The Health and Human Services Commission (HHSC) and Texas Department of Public Safety (DPS) developed the Texas Law Enforcement Telecommunications System (TLETS), a real-time identification and data exchange system for special needs offenders. TLETS matches county jail inmates' personal information with records of mental health services from state-funded mental health and substance use services providers to HHSC's Clinical Management for Behavioral Health Services (CMBHS) database. The TLETS data exchange includes an individual for whom criminal charges are pending or who, after conviction or adjudication, is in custody or under any form of criminal justice supervision.

Between September 1, 2016, and June 22, 2017, 858,028 requests for matches using TLETS were made. Of those, 59,233 were exact matches and 277,588 were probable matches. Matched individuals were screened to ensure they were still eligible for state-funded mental health and substance use services and linked to community-based mental health services.

TLETS facilitated collaboration and communication between local jails and state-funded mental health and substance use services providers for jail diversion.

1. Introduction

Rider 35 requires DSHS to submit the *Annual Report on the Screening of Offenders with Mental Illness* to the Legislative Budget Board by September 1 annually.

Effective September 1, 2016, Senate Bill (S.B.) 200, 84th Legislature, Regular Session, 2015, transferred responsibility for submitting the report from the DSHS to HHSC.

The report must discuss the exchange of information between agencies to support jail diversion and continuity of care for individuals with mental illness involved with the criminal justice system, including but not limited to the:

- manner in which information is exchanged between agencies;
- frequency with which the information is exchanged;
- type of information most frequently exchanged; and
- agencies frequently involved in the exchange of information.

The fiscal year 2017 report summarizes data sharing between HHSC and other participating agencies using TLETS.

2. Background

The following agencies have a Memorandum of Understanding (MOU) to exchange information to support jail diversion and continuity of care for individuals with mental illness involved with the criminal justice system:

- HHSC and DSHS
- Community centers, as defined in Health and Safety Code Section 534.001(b)¹
- DPS Bureau of Identification and Records²
- Texas Department of Criminal Justice
- Local mental health authorities (LMHAs)
- Local behavioral health authorities (LBHAs)
- Community supervision departments
- Community corrections departments

Data sharing under the MOU is used to:

- identify offenders with mental impairments in the criminal justice system;
- collect and report prevalence data; and
- accept and disclose information relating to a special needs offender if the disclosure serves the purpose of Health and Safety Code, Chapter 614.

HHSC annually updates the MOU to institute a continuity of care and services program for individuals with mental illness involved in the criminal justice system.

HHSC and DPS developed TLETS, the information sharing system used by the agencies to support continuity of care and jail diversion. HHSC developed the data exchange process in collaboration with the Texas Correctional Office on Offenders

¹ Per the 2016-2017 General Appropriations Act, House Bill 1, 84th Legislature, Regular Session, 2015 (Article II, Department of State Health Services, Rider 35) and Health and Safety Code Section 614.013 and Section 614.017.

² Per Chapter 614 of the Health and Safety Code, as amended by S.B. 839, 80th Legislature, Regular Session, 2007.

with Medical or Mental Impairments and the Texas Commission on Jail Standards. DPS operates the system.

In addition to promoting the sharing of information between agencies, HHSC provides ongoing technical assistance to LMHAs and LBHAs in engagement, jail diversion, and other evidence-based practices.

3. Data Exchange System

To facilitate information sharing between the agencies, S.B. 839, 80th Legislature, Regular Session, 2007, amended Health and Safety Code, Section 614.017, to require DSHS and DPS to develop a real-time identification and data exchange system. As a result, DSHS and DPS developed TLETS.

TLETS replaced a 72-hour manual data exchange process and is designed to efficiently match county jail inmates' personal information with records of mental health services from state-funded mental health providers in HHSC's CMBHS system.

Matching

When individuals are booked into a county jail, the TLETS tracking system matches their information (i.e., last name, first name, date of birth, social security number, sex, and race) against HHSC's CMBHS database. CMBHS is a web-based integrated electronic clinical management system for state-funded mental health and substance use providers. CMBHS serves as the primary system of record for state-funded mental health and substance use services and includes LMHAs and LBHAs.

Texas Health and Safety Code, Section 533.035(a), defines LMHAs as a local component of the mental health system designated to carry out the legislative mandate for planning, policy development, coordination, resource development, allocation, and supervision of the provision of services to individuals with mental illness in one or more local service areas.

In accordance with Texas Health and Safety Code, Section 533.0356, an LBHA provides mental health and chemical dependency services.

Offenders identified through the match request process are those who, within the last three years, have been:

- hospitalized in a state psychiatric hospital;
- admitted to an HHSC-funded contracted psychiatric hospital bed; or
- assessed, authorized, or received a mental health community service by an LMHA or LBHA.

Matching Criteria

HHSC uses the following criteria to identify offenders with a history of mental illness:

- Exact match: the data inquiry matches last name, first name, date of birth, sex, social security number, and race.
- Probable match: the data inquiry matches a minimum of five of six exact match items (e.g., last name, first name, date of birth, sex, race) and seven of nine digits in the social security number.
- Possible match: the match is based on one of the following:
 - ▶ Option 1: last name, first initial, date of birth, and sex;
 - ▶ Option 2: last name, first initial, birth year, sex, and social security number;
 - ▶ Option 3: the first three letters of the last name, first initial, the year and month of birth, sex, or social security number; or
 - ▶ Option 4: last name matches against any of the other variables, first initial matches any other criteria found, age is within five years, sex, and social security number matches to any other criteria found.

Information Exchanged

If an exact or partial match is identified, the match is compared to CMBHS and yields a report with the individual's name and location of the last LMHA, LBHA, or BHO through which a service was provided or authorized. HHSC distributes the report to jails and authorized TLETS users the next day.

The report includes the following additional elements.

- Data inquiry match type
- Unique client identification numbers for each match
- Last and first name
- Social security number or match
- Date of birth
- Gender
- Race
- County of residence code
- Local authority component number
- Local authority phone number
- Client's local case number

- Time CMBHS received and replied to the data inquiry

Continuity of Care

After receiving the matching report, jail staff contact the LMHA or LBHA to request a screening. During the screening, the LMHA or LBHA ensures matched individuals are eligible for continued services through their respective agencies and links them to community-based mental health services.

4. Prevalence Rates

For the adult population, county jails and detention facilities in 235 counties³ initiated 843,329 match requests between September 1, 2016, and June 22, 2017. Of the 843,329 requests, there were:

- 58,666 exact matches, and
- 272,063 probable matches.

During the same time period, there were 14,699 match requests for the adolescent population. Of the 14,699 requests, there were:

- 567 exact matches, and
- 5,525 probable matches.

³ Of the 254 counties in Texas, per the Texas Commission on Jail Standards (August 2015), 19 counties do not participate in the Continuity of Care Queries. Of the 19, 11 counties do not operate a county jail facility, and 8 counties have privately operated facilities.

5. Conclusion

Between September 1, 2016, and June 22, 2017, 858,028 requests for matches using TLETS were made. Of those, 59,233 were exact matches and 277,588 were probable matches. Matched individuals were screened and linked to community-based mental health services.

TLETS facilitated collaboration and communication between local jails and state-funded mental health and substance use services providers for jail diversion.

List of Acronyms

Acronym	Full Name
CMBHS	Clinical Management for Behavioral Health Services
DSHS	Department of State Health Services
DPS	Department of Public Safety
HHSC	Health and Human Services Commission
LBHA	Local Behavioral Health Authority
LMHA	Local Mental Health Authority
MOU	Memorandum of Understanding
S.B.	Senate Bill
TLETS	Texas Law Enforcement Telecommunications System