



MONTEREY COUNTY BEHAVIORAL HEALTH

Avanzando Juntos Forward Together

PSYCHIATRIC ADVANCE DIRECTIVES MULTI-COUNTY COLLABORATIVE INNOVATIONS REPORT FY 2022-2023

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EVALCORP
Measuring What Matters™

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Introduction

This is the second Annual Innovation Project Report for the Monterey County component of the Multi-County Psychiatric Advance Directives (PADs) Innovation Project. On June 24, 2021, the Mental Health Services Oversight and Accountability Commissions (MHSOAC) approved the use of Mental Health Services Act Innovation Component funding for Monterey County Behavioral Health (MCBH) and four other counties to implement the PADs Innovation Project (two additional entities have since joined the project, Contra Costa County and Tri-City Mental Health Authority). This report pertains to activities that took place during FY 2022-2023.

In accordance with Title 9 California Code of Regulations (9 CCR § 3580.010), a report is to be submitted to the MHSOAC each year. This report has been developed to provide the MHSOAC and Monterey County stakeholders with a status update on this project. Per Title 9 California Code of Regulations (9 CCR § 3580.010), the contents of this Annual Innovation Report shall include updates on the following:

- Whether and what changes were made to the Innovation Project during the reporting period and the reasons for changes.
- Available evaluation data, including outcomes of the Innovation Project and information about which elements of the Project are contributing to outcomes.
- Program information collected during the reporting period, including the number of participants and demographics of participants served.
- Any other data the County considers relevant.

Project Overview

The PADs Innovation Project is a multi-county collaboration that aims to improve the quality of mental health services by altering an existing practice in the mental health field. Specifically, the PADs Innovation Project is partnering with stakeholders, advocacy groups, peers, and others to develop training resources and a “toolkit” in multiple languages, a standardized Psychiatric Advance Directive (PAD) template, a PAD accessibility platform, and recommendations for statewide PAD legislation, policy, and procedures. Counties have identified priority populations to utilize PADS and are working towards implementation.

The Problem

Californians with mental illness face high recidivism rates, non-voluntary hospitalization, homelessness, and incarceration. In psychiatric emergencies, it may be challenging or impossible to engage with individuals in even the most basic conversations about symptoms, diagnosis, treatment, and care preferences. Psychiatric Advance Directives (PADs) are legal tools that may be used in these instances to ensure a person’s preferences are honored and increase the quality of care within mental and physical health and justice-involved settings. A PAD allows a person in a mental health crisis to legally retain their decision-making capacity by choosing supporters to help advocate for their choices. PADs are legal documents in which a

supporter is identified and entrusted with upholding the decisions and directions in the event the individual experiences a mental health crisis.

Despite the federal Center for Medicare and Medicaid Services recommendation that PADs be used as part of psychiatric care, California does not currently have a specific statute encouraging or recognizing PADs. There is no standardized PAD template, and PADs are often written with a focus on physical rather than mental health. Moreover, inconsistencies make the process confusing for consumers and pose challenges to compliance for providers.

The Solution

Since the 1990s, PADs have been implemented to various extents throughout the US and worldwide. This tool has been shown to improve outcomes, treatment satisfaction, and recidivism rates while also boosting community collaboration, increasing trust in mental health care services, and providing consumers with greater self-determination. However, PADs remain underutilized, and there are barriers to widespread adoption, including a general lack of awareness, perceptions of the process as cumbersome, skepticism that a PAD will be honored, and the absence of a central portal for PADs storage, access, and retrieval.

The PADs Innovation Project is a multi-county collaboration that expands a prior PADs project to address unmet needs across California. The project seeks to foster community collaboration, develop standardized training and templates, facilitate the creation and utilization of PADs, and lay the groundwork for legislative changes.

Project Goals

This multi-county collaborative project aims to establish the infrastructure for sustainable PADs usage in California. Project goals are described below:

- Engage the community, consumers, peers, families, consumer advocacy groups, law enforcement (LE), emergency departments, inpatient units, and the judicial system.
- Develop community-wide standardized training for understanding, accessing, recognizing, and implementing PADs within the Mental Health Plan, crisis centers, hospitals, LE, homeless services, and transitional-aged youth (TAY) services.
- Create a standardized PAD template.
- Train clinicians, community providers, peers, and others; and create standardized training for future use.
- Draft and advocate for legislation enabling PAD use, accessibility, adherence, and sustainability.
- Create a statewide PADs Technology Platform.
- Evaluate the impact of PADs on consumer outcomes.

Monterey County also identified project goals specific to the County's needs:

- Increase consumers’ individual wellness through the use of PADs.
- Reduce incarceration/criminal justice involvement resulting from a crisis.
- Reduce long-term hospitalization rates by increasing adherence to treatment plans.
- Reduce recidivism among clients by minimizing gaps in care.
- Reduce high utilization of services.
- Increase coordination of resources (e.g., warm hand-offs, clear communication).

Resources

The PADs Innovation Project plan indicates the following personnel will be used to execute the project in Monterey County:

Job Title	Responsibilities
Program Coordinator	Project coordination, PADs product development review, and project evaluation and reporting
Clinical Therapist	PADs Team implementation
Administrative Management Intern	Administrative support, evaluation, and reporting
Behavioral Health Bureau Administrator	Implementation planning, vendor procurement, and PADs project development review
Behavioral Health Services Manager	Implementation planning, clinical staff oversight, PAD product development review
Quality Improvement Services Manager	Implementation planning, technology integration coordination, and evaluation
IT Services Manager	Technology integration planning and oversight, and PAD product development review
Behavioral Health Unit Supervisor	Implementation planning, clinical staff coordination, and PAD product development review
Accountant	Fiscal accounting and reporting
Epidemiologist	Project evaluation

Timeline

The PADs Innovation Project is planned to span four years, in accordance with the Title 9 California Code of Regulations (9 CCR § 3910.010). The original timeline for key phases is described below.

Year One	Year Two
<p>Concepts Forward Consulting</p> <ul style="list-style-type: none"> · Organize all counties’ efforts · Identify Scope of Work tasks for all contractors to complete within year one · Interface with counties and contractors · Conduct and participate in all Stakeholder meetings · Mitigate challenges · Create Scope of Work, Performance Agreements and financial oversight as needed · Assist counties with decision making · Report out to counties, state, and stakeholders as needed 	<p>Concepts Forward Consulting</p> <ul style="list-style-type: none"> · Organize all counties’ efforts · Identify Scope of Work tasks for all contractors to complete within year two · Interface with counties and contractors · Conduct and participate in all Stakeholder meetings · Mitigate challenges · Enforce all scope of work and performance agreements. · Assist counties with decision making · Report out to counties, state, and stakeholders as needed
<p>Laurie Hallmark (Hallmark Compass)¹</p> <ul style="list-style-type: none"> · Participate in statewide meetings · Lead the discussion to create a PAD template · Participate in discussion for "Informational Training Videos" · Assist in identifying PADs Teams · Present Statewide informational sessions · Present county-specific informational sessions · Assist in legislation advocacy · Training on how to obtain PADs clients · Participate in training material creation (Train the Trainer) · Assist with standardized training materials · Participate in data integration discussion 	<p>Laurie Hallmark (Hallmark Compass)¹</p> <ul style="list-style-type: none"> · Participate in statewide meetings · Lead the training of PAD Teams · Lead Train the Trainer for Peers/PADs Implementation · Continue county-specific informational sessions · Micro-train county-specific providers (peers, clinicians, contractors) to provide PADs · Assist in legislation advocacy · Provide 1:1 technical support to counties · Assist with data integration discussion

¹ Laurie Hallmark of Hallmark Compass resigned from the project in September 2022. Their work is instead divided among Painted Brain, CAMPHRO, and Concepts Forward Consulting. See the New Contractors and Collaborations section on page 9.

<p>Idea Engineering</p> <ul style="list-style-type: none"> · Participate in statewide meetings · Assist with PADs Identity & Guidelines · Create Introductory Videos · Create Training Videos · Create Form Design 	<p>Idea Engineering</p> <ul style="list-style-type: none"> · Participate in statewide meetings · Finalize Communications Package · Create PADs Identification Materials for consumers · Provide county-specific technical support
<p>RAND</p> <ul style="list-style-type: none"> · Participate in stakeholder meetings · Participate in statewide meetings · Provide 1:1 technical support to counties for evaluation priorities 	<p>RAND</p> <ul style="list-style-type: none"> · Participate in stakeholder meetings · Participate in statewide meetings · Conduct focus groups with county implementors and Train the Trainer/Peers · Create an interim report · Provide technical support
<p>Technology Platform</p> <ul style="list-style-type: none"> · Engage in technology conversations and planning · Lead robust Stakeholder meetings · Identify interoperability, access needs · Identify what the platform backend, front end, and user interface will be · Provide additional information to all counties as requested 	<p>Technology Platform</p> <ul style="list-style-type: none"> · Begin to build the PADs Platform · Identify PADs template and video upload needs

Year Three	Year Four
<p>Concepts Forward Consulting</p> <ul style="list-style-type: none"> · Organize all counties' efforts · Identify Scope of Work tasks for all contractors to complete within year three · Interface with counties and contractors · Conduct and participate in all Stakeholder meetings · Mitigate challenges · Assist counties with decision making · Report out to counties, state, and stakeholders as needed · Lead legislative efforts, working with interested agencies and community groups 	<p>Concepts Forward Consulting</p> <ul style="list-style-type: none"> · Organize all counties' efforts · Identify Scope of Work tasks for all contractors to complete within year four · Interface with counties and contractors · Conduct and participate in all Stakeholder meetings · Mitigate challenges · Assist counties with decision making · Report out to counties, state, and stakeholders as needed · Follow legislative efforts · Write Phase Two Innovations PADs Statewide Cloud-based Data project

Laurie Hallmark (Hallmark Compass)¹ <ul style="list-style-type: none"> · Participate in statewide meetings · Provide 1:1 technical Support to counties · Assist in legislation advocacy 	Laurie Hallmark (Hallmark Compass)¹ <ul style="list-style-type: none"> · Participate in statewide meetings · Provide 1:1 technical Support to counties · Participate in the final report development and statewide presentations
Idea Engineering <ul style="list-style-type: none"> · Provide county-specific technical support 	Idea Engineering <ul style="list-style-type: none"> · Provide county-specific technical support · Create a Project Documentary video · Participate in the final report development and statewide presentations
RAND <ul style="list-style-type: none"> · Conduct focus group(s) with consumers · Conduct survey(s) to assess consumer experience · Aggregate data · Conduct analysis · Provide technical support · Participate in statewide meetings 	RAND <ul style="list-style-type: none"> · Aggregate final data · Conduct final analysis · Provide final evaluation report · Participate in the final report development and statewide presentations
Technology Platform <ul style="list-style-type: none"> · Upload all templates and videos · Meet with consumer groups to discuss access and consent needs and parameters · Test Beta platform examples · Upload PADs on a pilot basis (Quarter 4) 	Technology Platform <ul style="list-style-type: none"> · Continue to upload PADs on a pilot basis · Identify ongoing needs to complete statewide access · Pilot QR Code and webpage portal · Seek and/or obtain licensing fees/funding for sustainability

Budget

The PADs Innovation Project has a total approved budget of \$16,515,147.00, with \$1,978,237.00 approved in Monterey County specifically. The local county budget was allocated as follows:

Budget Category	Year 1	Year 2	Year 3	Year 4	Total
Personnel Salaries	\$115,827	\$119,302	\$122,881	\$126,568	\$484,578
Direct Costs	\$371,563	\$357,706	\$353,857	\$353,427	\$1,436,552
Indirect Costs	\$12,455	\$12,829	\$13,214	\$13,610	\$52,107
Equipment	\$5,000				\$5,000
Total	\$504,845	\$489,837	\$489,952	\$493,605	\$1,978,237

Project Updates in FY 2022-2023

The PADs Innovation Project made considerable progress across many goals this fiscal year. Described below are activities relative to new contractors and collaborations, marketing and branding, the PAD technology platform, and meetings and communication. Curriculum development, facilitator training, and legislative efforts are set to occur in FY 2023-2024.

New Contractors and Collaborations

Early in the fiscal year, it became apparent that The Hallmark Compass was not the right fit for the parameters of the Innovation project, and the subcontractor chose to resign. On September 1, 2022, an RFP was posted to identify a contract for a Peer SME to provide the statewide “Peer voice.” Painted Brain and their subcontractor, CAMHPRO, were awarded the contract on October 14, 2022.

To meet the ethnic and cultural diversity requirement, the counties and subcontractors identified the need for ongoing translation and interpretative services that would fall outside of the scope of work and funding allocated by the counties. The project repurposed funding remaining from FY 2021-2022 to hire Alpha Omega to create multi-lingual documents, provide interpretation, and take part in interviews throughout the project. Alpha Omega ensures the ability to address the multiple threshold languages identified within the participating counties through professional translation services.

Marketing and Branding

In September 2023, the new project website, www.PADsca.org, was launched to provide the public with ongoing information on the project. In addition, Idea Engineering worked with the marketing workgroup, counties, and community members to create a PAD logo. This logo has been added to all print material and the public-facing website, providing a recognizable symbol for PADs.

PAD Technology Platform

In FY 2022-2023, much of the project was focused on building the PAD technology platform. Painted Brain and CAMPHRO completed a series of listening sessions, ongoing workshops, and cross-contractor collaborations to review the PADs template and provide guidance on important components. Workgroups were created with specific audiences in mind, including peers, family members and caregivers, and first responders and professionals. MCBH made continuous efforts to encourage the participation of these various audiences by outreaching to local providers and resource groups, such as Interim and NAMI, as well as to local hospitals and law enforcement agencies. Insights gained from these workgroups and workshops were submitted to Chorus Innovations for integration into the platform build. Chorus completed a mock design to show how the PAD could look in the digital format.

In addition to building the PAD technology platform, the flow of use and Terms of Services need to be developed. A county workgroup was created to identify appropriate language for these

components. Monterey County participants include the core project team, County Counsel, Compliance Officer, and a Patient Services Representative. Meetings begin in FY 2023-2024.

Meetings and Communication

Frequent and ongoing meetings continued at multiple levels. Monthly participatory and community-centered stakeholder workgroups, continued throughout FY 2022-2023. Counties also met monthly, with bi-monthly workgroup for all participants, a monthly subcontractor meeting, and several meetings that included the collaboration between subcontractors, meetings with stakeholders, and one-on-one calls with the counties.

Throughout the project, the importance of in-person discussions, learning, and planning has been executed through bi-annual convenings. In FY 2022-2023, two in-person convenings were held. Fresno County hosted in August and Monterey County hosted in March. Both convenings were showcased on the project website, www.padsCA.org.

Evaluation

RAND and the Burton Blatt Institute began work as the multi-site evaluators for this project. Monterey County continued working with Evalcorp to support county-specific evaluation needs. Evaluation activities for FY 2022-2023 are described next.

RAND

RAND developed and finalized an evaluation protocol and workflow for the Peer Specialists' training. This evaluation will use a two-level approach to assess Peer Specialists' knowledge, attitudes, and perceptions regarding the PADs, and obtain feedback on training satisfaction and acceptability:

- Level 1: Embedded in the PAD platform will be a mini-survey that collects demographic and satisfaction information. Then, the Peer Specialist can elect to be contacted in the future for participation at Level 2.
- Level 2: RAND will reach out to interested Peer Specialists to participate in a longer survey or a focus group.

The mini-survey has been developed and plans to be implemented in 2024, followed by a focus group(s) or lengthier survey with Peer Specialists that self-selected in to this option.

RAND also plans to collect quantitative data on PADs completion, and conduct focus groups with County implementors to assess barriers, facilitators, and lessons learned.

Burton Blatt Institute (BBI)

BBI is focused on the evaluation of the PADs web-based platform. They plan on taking a qualitative research approach to examine the overall organization and implementation of the PADs project, and the process of developing the PADs template, its content, and PADs branding and marketing. In FY 2022-2023, BBI:

- Conducted a comprehensive literature review to inform the evaluation
- Developed an evaluation plan
- Observed PADs project on-site, semi-annual, all-county, county-specific subcontractor, and workgroup meetings (in-person and virtually)
- Conducted a series of semi-structured interviews with county staff and community partners to gather perceptions on the web platform

Monterey County

Monterey County Behavioral Health staff developed a plan to collect important county-specific evaluation metrics. The county will try to work with NetSmart, the provider of the Avatar electronic health record system used in Monterey County, to include a field to signify that a client has completed a PAD. This will allow the county to pull information on clients with a PAD in the future (e.g., Reaching Recovery level, service utilization). Additional local evaluation strategies and tools are under development in collaboration with Evalcorp, to be deployed in 2024.