

Monthly and FY to Date (July 1, 2014-June 30, 2015)
Emergency Services Activity and Temporary Detention Order (TDO) Exception Report Summary
July 2014

Background:

On July 1, 2014, Community Services Boards/Behavioral Health Authority^[1] (CSB/BHA) began collecting data on exceptional events associated with the emergency custody, temporary detention and involuntary admission process under the new statutes effective July 1, 2014, and the factors contributing to these events.^[2] The Department of Behavioral Health and Developmental Services (DBHDS) requires this data to be submitted monthly, by region.^[3] DBHDS also requires CSB/BHAs to report within 24-hours any events of an individual determined to meet TDO criteria “*where a system or systems fail or are unable to meet the needs of an individual (e.g., TDO not executed within 24 hours after issuance or other significant sentinel event) determined to meet TDO criteria*” (Herr, n.d.). These events will also be included in this monthly report. However, none of these events was reported in July.

Since July 1, the new “facility of last resort” laws ensure that all individuals who meet the criteria for temporary detention will be admitted to a facility, so no direct comparison can be done with the former “Type 1” event data reported from January 1-June 30, 2014. The former “Type 2” event (TDO executed after expiration of the ECO time period) has been redefined to reflect the new 8-hour ECO period effective July 1, 2014.

This will be an ongoing report with data collected throughout the state fiscal year 2015. Each month will be calculated individually and within a quarter for ease of presentation, comparison and trend analysis. Over the course of the fiscal year, trend lines will be added to highlight changes over time. Data as reported by regions is located in Appendix C. Note: Percentages shown in the following graphs are rounded.

Graph 1. Emergency Contacts:

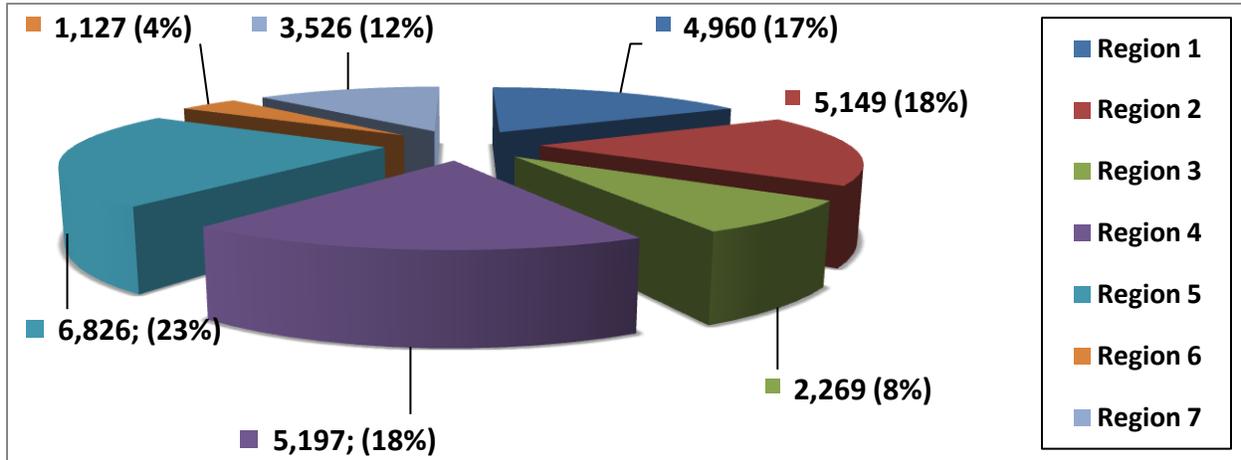
^[1] There are 39 Community Services Boards and 1 Behavioral Health Authority in the Commonwealth.

^[2] See Appendix A for complete detailed listing of these definitions.

^[3] See Appendix B for a complete listing of CSBs/BHA within each of the seven Partnership Planning Regions.

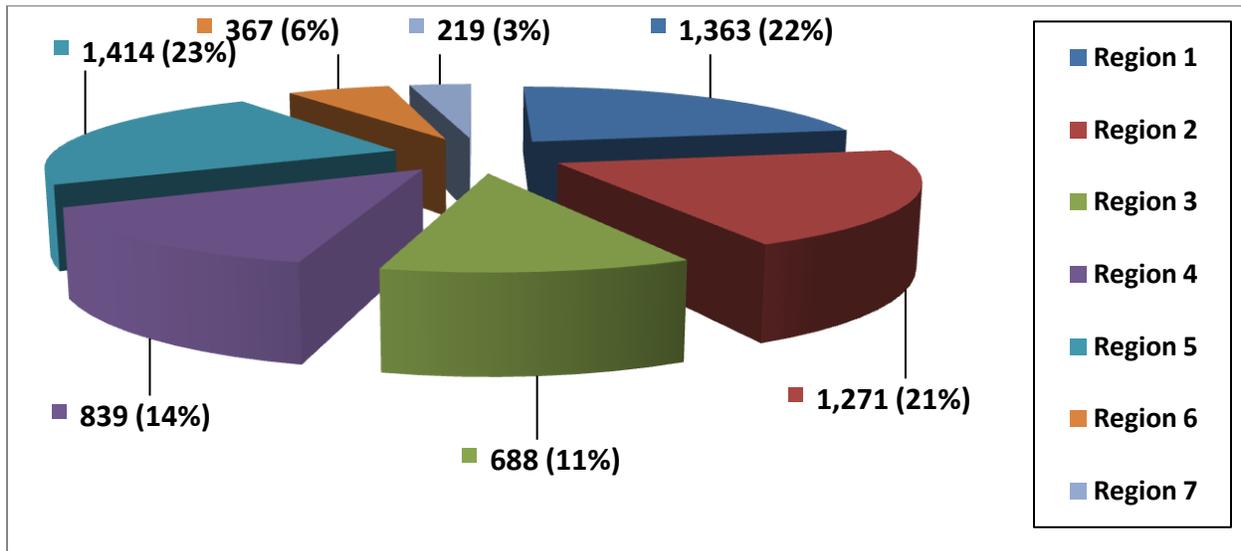
Monthly and FY to Date (July 1, 2014-June 30, 2015)
 Emergency Services Activity and Temporary Detention Order (TDO) Exception Report Summary
 July 2014

There were 29,054 emergency contacts^[4] reported during the month of July. Graph 1 display the breakdown by region (corresponds with Table 1, Appendix C).



Graph 2. Emergency Evaluations:

The total number of emergency evaluations^[5] reported was 6,161 (Graph 2 by region; Table 2, Appendix C). The emergency contact, emergency evaluation, and TDO figures are not unduplicated (or mutually exclusive) counts because an individual may have been seen on more than one occasion and could therefore be appropriately counted two or more times in any one of the categories.

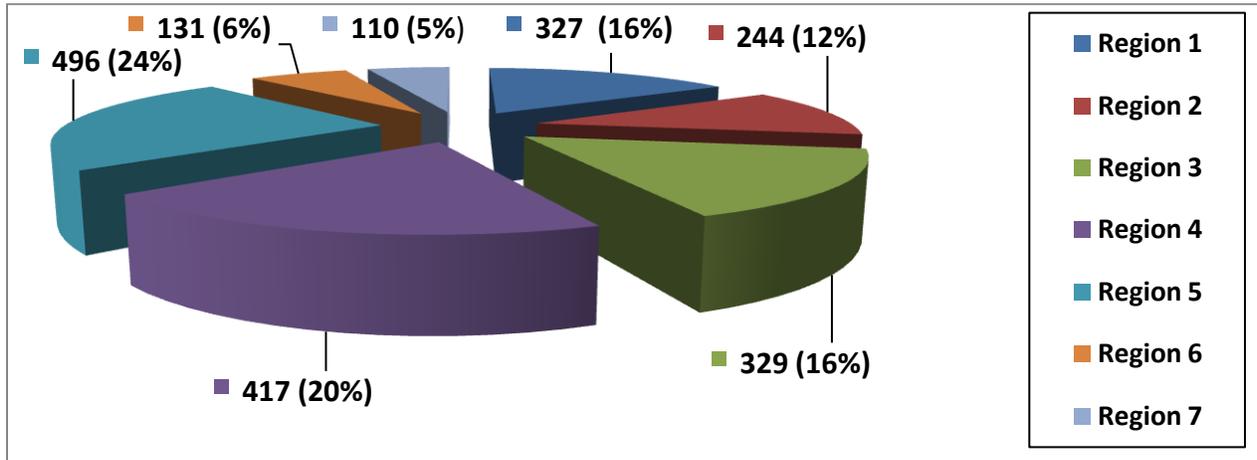


^[4] Emergency contacts are all calls and events requiring CSB-ES involvement.

^[5] Emergency evaluations are completed clinical evaluations.

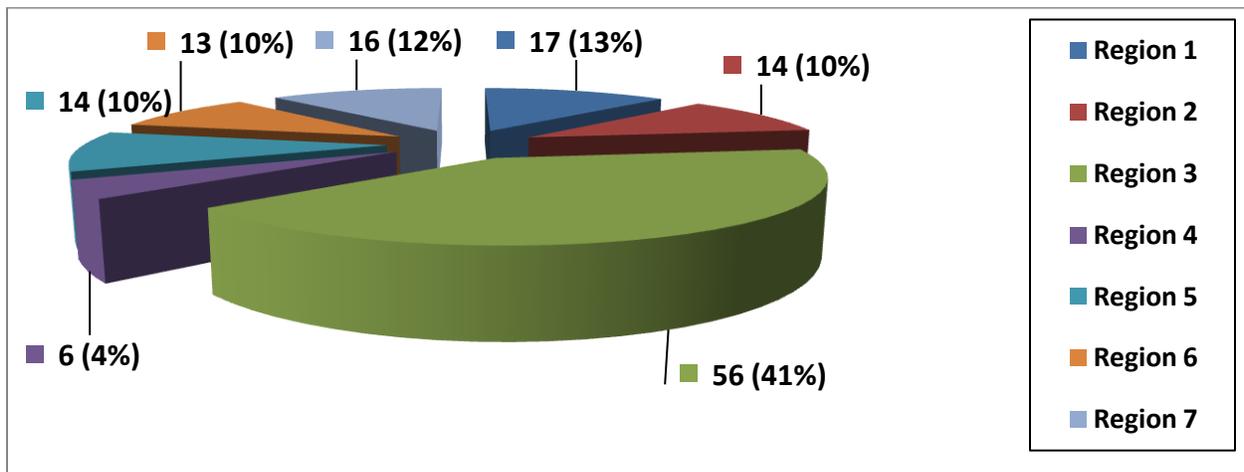
Graph 3. TDOs Issued and Executed:

There were 2,054 TDOs issued and executed as a result of an emergency evaluation (Graph 3 by region; Table 3, Appendix C). **Sixty six percent of emergency evaluations did not result in a TDO. In July, 2014, there were no reports of a TDO being issued and not executed.**



Graph 4. TDO Admissions to a State Facility:

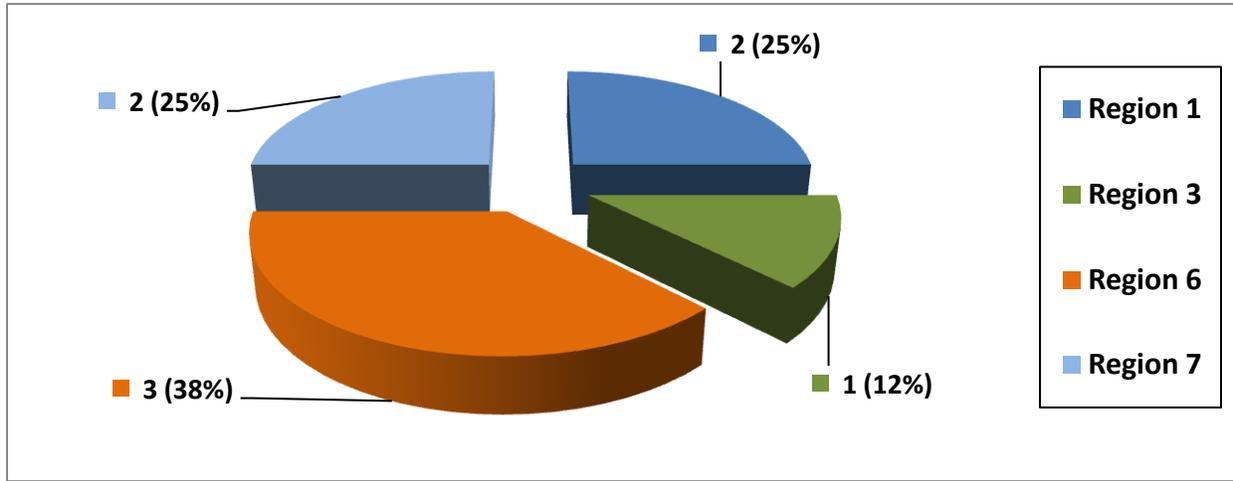
Of the 2,054 TDOs executed, 136 (6.6%) resulted in an individual being admitted to a state facility^[6] (Graph 4 by region; Table 4, Appendix C). In one instance, an admission was diverted from the state facility serving the region where the TDO was issued to a backup state facility, due to capacity issues.



^[6] Source DBHDS AVATAR admitting CSB Code

Graph 5. State Facility Admission Delayed/Refused:

There were eight events where the state facility was needed as the “last resort”^[7] but admission could not be accomplished prior to the ECO lapsing because of a medical or transportation issue (Graph 5 by region; Table 5, Appendix C). All individuals were admitted to the state facility when transportation arrived or when they were medically stable for transport.^[8] Regions 2, 4 and 5 did not have this type of incident in July.



Graph 6. TDO Executed after ECO Expired:

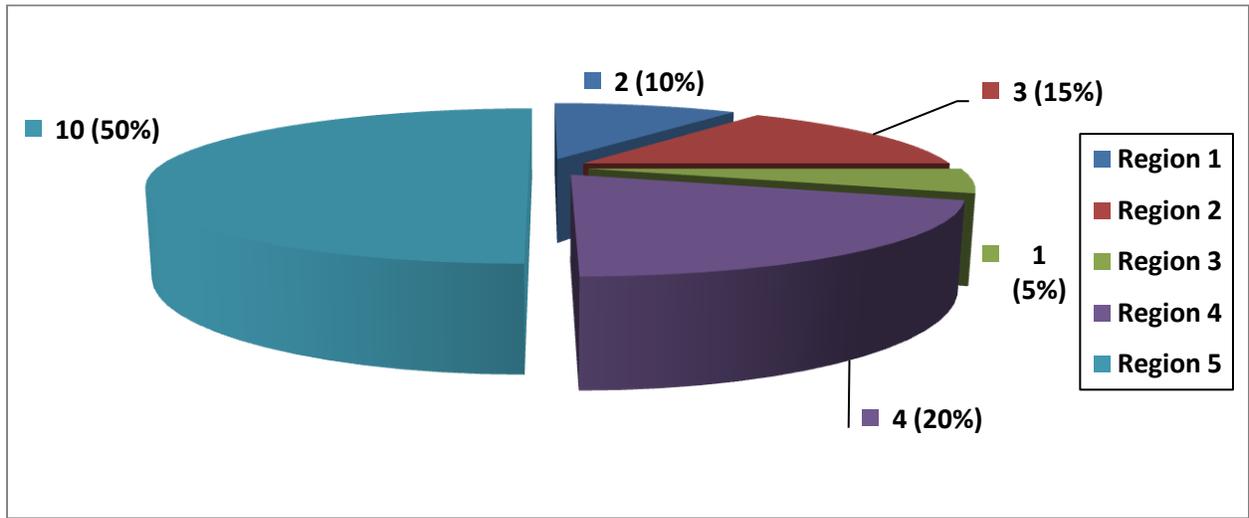
There were twenty (.9%) reported events of a TDO being issued but not executed until after the ECO period ended (Graph 6 by region; Table 6, Appendix C). This was due primarily to the fact that the TDO was issued just prior to the ECO expiration^[9]. In all of these cases the individuals were not released and were maintained in an emergency department, assessment center, or emergency department parking lot. Strategies used to maintain custody included verbal interventions, use of a secure environment such as a locked emergency department, or use of law enforcement presence. Regions 6 and 7 did not have this type of incident in July.

^[7] ECO expired; last resort admission delayed/refused due to medical, transportation or other issue.

^[8] The delays in admission to the state facility were due to high medical acuity, need for further medical treatment prior to transport, delayed transport due to law enforcement capacity or the CSB receiving delayed notification of ECO execution until the 5th hour.

^[9] In one instance, the issue involved the admission of a minor with complicating placement and DSS involvement.

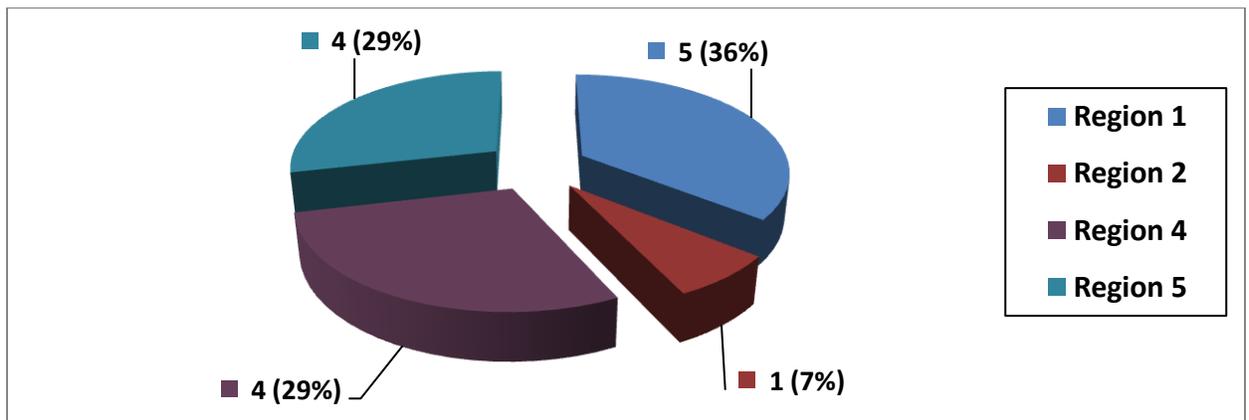
Monthly and FY to Date (July 1, 2014-June 30, 2015)
 Emergency Services Activity and Temporary Detention Order (TDO) Exception Report Summary
 July 2014



Graph 7. Transfers During Temporary Detention:

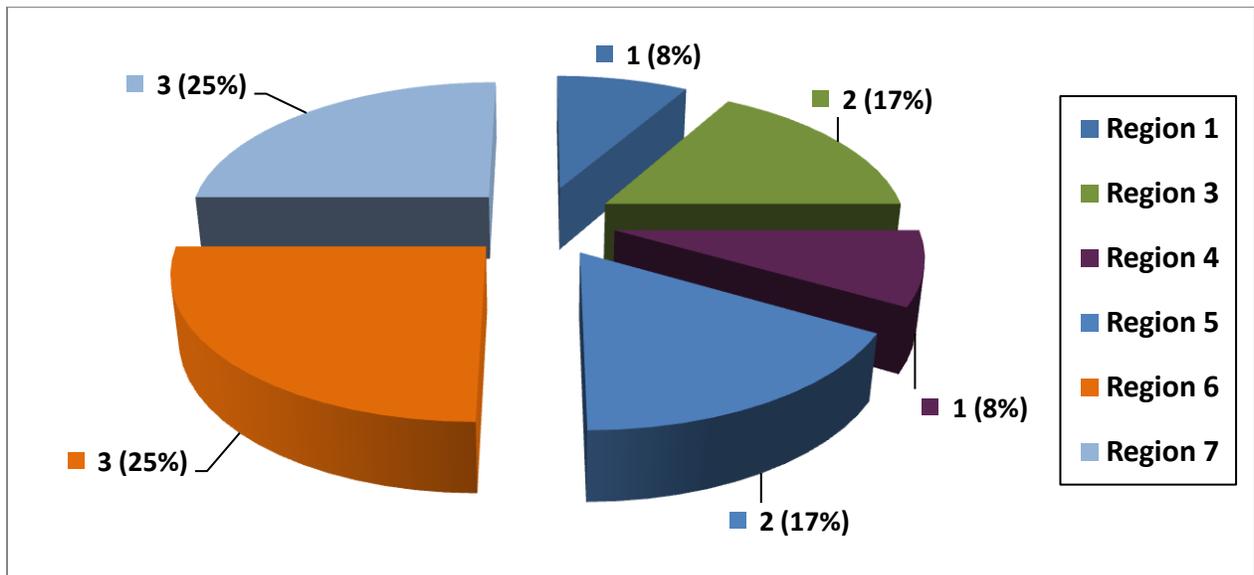
Section § 37.2-809 of the Code of Virginia allows an individual to be transferred from one temporary detention facility to another more appropriate facility to address an individual’s security, medical or behavioral health needs. This provision was used 14 times (.6%) during July, 2014 (Graph 7 by region; Table 7, Appendix C). Regions 3, 6 and 7 did not report any of these transfers in July.

- 7 were transfers from state facilities to private facilities to assist with managing state psychiatric bed resources
- 3 were transfers from a residential crisis stabilization (RCSU) program to either a private or a state facility due to behavioral needs exceeding the capacity of the RCSU
- 2 were transfers from a private facility to a state facility due to level of care needs.
- 2 were from transfers from state facilities to medical facilities due to medical needs.



Graph 8. State facility TDOs without ECOs

DBHDS facilities will provide access to inpatient psychiatric treatment for individuals meeting criteria for a TDO regardless of whether an ECO is issued^[10]. All state facilities accept individuals who meet the legal criteria for a TDO and for whom no alternative placement can be located. CSB/BHAs report each such event along with how many alternate facilities were contacted and the reason(s) for the inability to locate an alternate facility. In July, there were 12 of these admissions to state facilities. (Graph 8 by region; Table 8, Appendix C). An average of nearly 7 alternate facilities were contacted in each of these 12 instances (total contacts was 79; average was 6.58). Admissions to these alternate placements were not accepted due to their medical acuity, behavioral health symptoms, involvement with the legal system or having an intellectual disability or developmental disability with a co-occurring mental health diagnosis. Region 2 did not have this type of incident in July.



Discussion:

At the local and regional levels, DBHDS has continued to work closely with CSBs and other key system stakeholders on their responsibilities during the emergency custody and temporary detention process. This is essential to improving access to involuntary care for Virginians in crisis. In this effort, each region has been instructed to rely on the recently revised regional admission protocols. The monitoring and adjustments to the process, by DBHDS, will continue as part of our ongoing system performance and quality improvement activity.

^{10]} Cases where individuals are not under ECO, but needs TDO admission and no community facility is found for admission, resulting in state hospital admission as “last resort” facility.

Monthly and FY to Date (July 1, 2014-June 30, 2015)
Emergency Services Activity and Temporary Detention Order (TDO) Exception Report Summary
July 2014

Lastly, to emphasize the urgency of these evaluations, Commissioner Debra Ferguson and VACSB Executive Director Jennifer Faison issued a joint memorandum on August 20, 2014, to all CSB/BHAs stating, *“it is critical that our system treat every emergency presentation as an acute and urgent situation that requires persistent efforts to ensure individuals receive necessary and appropriate care. This is a standard of practice to which we must hold ourselves and our system. Those who rely on our emergency response system in times of crisis deserve nothing less than our most determined efforts”* (Ferguson and Faison, n.d.). The memorandum reminded CSB administration and all staff who work in the behavioral health emergency response system of the extreme importance of their work and nothing short of complete dedication to the citizens of Virginia during their times of need is acceptable.

References

Herr, D. *TDO Exception and Instruction* [Memorandum]. Richmond, VA: Department of Behavioral Health and Developmental Services.

Ferguson, D. and Faison, J. [Memorandum] Richmond, VA: Department of Behavioral Health and Developmental Services and Virginia Association of Community Services Boards.

Monthly and FY to Date (July 1, 2014-June 30, 2015)
Emergency Services Activity and Temporary Detention Order (TDO) Exception Report Summary
July 2014

APPENDIX A

Data Elements Reported Monthly by CSB/BHAs

Each CSB/BHA reports four data factors on volume to the region:

- 1. Emergency contacts:** This is the total number of calls, cases or events, each month, requiring any type of CSB/BHA emergency service involvement or intervention, whether or not it involves emergency evaluation, and regardless of disposition.
- 2. Emergency Evaluations:** This is the total number of emergency evaluations (conducted in-person or by means of a two-way electronic video and audio communication system as authorized in § 37.2-804.1), completed each month, regardless of the disposition
- 3. Number of TDOs Issued:** Monthly total of TDOs issued (TDOs are issued by a magistrate)
- 4. Number of TDOs Executed:** Monthly total of TDOs executed (TDOs are executed when the individual is served the TDO)

Each CSB/BHA also reports six data elements:

1. Cases where a TDO to a community facility was needed but the primary state hospital was used as a “last resort” because an alternative facility could not be found at the end of 8-hour ECO period.
2. Cases where the primary state hospital could not be used as a “last resort” when needed at the end 8-hour ECO period and a back-up state hospital was used instead.
3. Cases where the state hospital was needed as the “last resort” but admission could not be accomplished at the 8-hour expiration of ECO because of a medical or other issue (e.g., medical condition cannot be treated effectively in state facility, individual is not medically stable for transfer to state hospital, etc.).
4. Cases where a TDO was issued to a community or state facility but the TDO was not executed within the 8-hour ECO time period (i.e., individual no longer in ECO period but “not released” (per statute) pending execution of TDO).
5. Cases where individual was transferred from one TDO facility to another during the period of temporary detention.
6. Cases where individual is not under ECO, but needs TDO admission and no community facility is found for admission, resulting in state hospital admission as “last resort” facility.

For the six factors above, associated descriptor information is reported as well.

Monthly and FY to Date (July 1, 2014-June 30, 2015)
 Emergency Services Activity and Temporary Detention Order (TDO) Exception Report Summary
 July 2014

APPENDIX B

Partnership Planning Region	Community Services Board or Regional Behavioral Health Authority
1 Northwestern Virginia	Horizon Behavioral Health Services Harrisonburg-Rockingham CSB Northwestern Community Services Rappahannock Area CSB Rappahannock-Rapidan CSB Region Ten CSB Rockbridge Area Community Services Valley CSB
2 Northern Virginia	Alexandria CSB Arlington County CSB Fairfax-Falls Church CSB Loudon County CSB Prince William County CSB
3 Southwestern Virginia	Cumberland Mountain CSB Dickenson County Behavioral Health Services Highlands Community Services Mount Rogers CSB New River Valley Community Services Planning District One Behavioral Health Services
4 Central Virginia	Chesterfield CSB Crossroads CSB District 19 CSB Goochland-Powhatan Community Services Hanover CSB Henrico Area Mental Health & Developmental Services Board Richmond Behavioral Health Authority
5 Eastern Virginia	Chesapeake CSB Colonial Behavioral Health Eastern Shore CSB Hampton-Newport News CSB Middle Peninsula-Northern Neck CSB Norfolk CSB Portsmouth Department of Behavioral Healthcare Services Virginia Beach CSB Western Tidewater CSB
6 Southern	Danville-Pittsylvania Community Services Piedmont Community Services Southside CSB
7 Catawba Region	Alleghany Highlands CSB Blue Ridge Behavioral Healthcare

Monthly and FY to Date (July 1, 2014-June 30, 2015)
 Emergency Services Activity and Temporary Detention Order (TDO) Exception Report Summary
 July 2014

APPENDIX C

Table 1. Number of Emergency Contacts (corresponds with Graph 1, pg 2)

Region	Jul-14	Aug-14	Sep-14	Total
Region 1	4,960	0	0	4,960
Region 2	5,149	0	0	5,149
Region 3	2,269	0	0	2,269
Region 4	5,197	0	0	5,197
Region 5	6,826	0	0	6,826
Region 6	1,127	0	0	1,127
Region 7	3,526	0	0	3,526
Total	29,054	0	0	29,054

Table 2. Number of Emergency Evaluations (corresponds with Graph 2, pg 2)

Region	Jul-14	Aug-14	Sep-14	Total
Region 1	1,363	0	0	1,363
Region 2	1,271	0	0	1,271
Region 3	688	0	0	688
Region 4	839	0	0	839
Region 5	1,414	0	0	1,414
Region 6	367	0	0	367
Region 7	219	0	0	219
Total	6,161	0	0	6,161

Table 3. Number of TDOs Issued and Executed (corresponds with Graph 3, pg 3)

Region	Jul-14	Aug-14	Sep-14	Total
Region 1	327	0	0	327
Region 2	244	0	0	244
Region 3	329	0	0	329
Region 4	417	0	0	417
Region 5	496	0	0	496
Region 6	131	0	0	131
Region 7	110	0	0	110
Total	2,054	0	0	2,054

Monthly and FY to Date (July 1, 2014-June 30, 2015)
 Emergency Services Activity and Temporary Detention Order (TDO) Exception Report Summary
 July 2014

Table 4. TDO Admissions to a State Facility (corresponds with Graph 4, pg 3)

Region	Jul-14	Aug-14	Sep-14	Total
Region 1	17	0	0	17
Region 2	14	0	0	14
Region 3	56	0	0	56
Region 4	6	0	0	6
Region 5	14	0	0	14
Region 6	13	0	0	13
Region 7	16	0	0	16
Total	136	0	0	136

Table 5. State Facility Admission Delayed/Refused (corresponds with Graph 5, pg 4)

Region	Jul-14	Aug-14	Sep-14	Total
Region 1	2	0	0	2
Region 2	0	0	0	0
Region 3	1	0	0	1
Region 4	0	0	0	0
Region 5	0	0	0	0
Region 6	3	0	0	3
Region 7	2	0	0	2
Total	8	0	0	8

Table 6. TDO Executed after ECO Expired (corresponds with Graph 6, pg 4)

Region	Jul-14	Aug-14	Sep-14	Total
Region 1	2	0	0	2
Region 2	3	0	0	3
Region 3	1	0	0	1
Region 4	4	0	0	4
Region 5	10	0	0	10
Region 6	0	0	0	0
Region 7	0	0	0	0
Total	20	0	0	20

Monthly and FY to Date (July 1, 2014-June 30, 2015)
 Emergency Services Activity and Temporary Detention Order (TDO) Exception Report Summary
 July 2014

Table 7. Transfers During Temporary Detention (corresponds with Graph 7, pg 5)

Region	14-Jul	Aug-14	Sep-14	Total
Region 1	5	0	0	5
Region 2	1	0	0	1
Region 3	0	0	0	0
Region 4	4	0	0	4
Region 5	4	0	0	4
Region 6	0	0	0	0
Region 7	0	0	0	0
Total	14	0	0	14

Table 8. State Facility TDOs without ECOs (corresponds with Graph 8, pg 6)

Region	14-Jul	Aug-14	Sep-14	Total
Region 1	1	0	0	1
Region 2	0	0	0	0
Region 3	2	0	0	2
Region 4	1	0	0	1
Region 5	2	0	0	2
Region 6	3	0	0	3
Region 7	3	0	0	3
Total	12	0	0	12