

**FINAL REPORT**

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**LEGISLATIVE COUNCIL INTERIM COMMITTEE**

**MENTAL HEALTH AND SUBSTANCE ABUSE  
TREATMENT DELIVERY SYSTEM  
2006**

**Mental Health and Substance Abuse Treatment  
Delivery System Interim Committee  
HCR 63 (2006)**

**Members**

Senator Joe Stegner, Co-chair  
Senator Dick Compton  
Senator Chuck Coiner  
Senator Joyce Broadsword  
Senator Elliot Werk

Representative Kathy Skippen, Co-chair  
Representative JoAn Wood  
Representative Sharon Block  
Representative Kathie Garrett  
Representative Margaret Henbest

Staff: Caralee Lambert, Amy Castro, Cathy Holland-Smith, Lisa Kauffman and Charmi Arregui

IN THE HOUSE OF REPRESENTATIVES

HOUSE CONCURRENT RESOLUTION NO. 63

BY STATE AFFAIRS COMMITTEE

A CONCURRENT RESOLUTION

STATING FINDINGS OF THE LEGISLATURE AND AUTHORIZING THE LEGISLATIVE COUNCIL TO APPOINT A COMMITTEE TO UNDERTAKE AND COMPLETE A STUDY OF THE CURRENT MENTAL HEALTH AND SUBSTANCE ABUSE TREATMENT DELIVERY SYSTEMS IN IDAHO AND TO REVIEW ALTERNATIVE WAYS TO PROVIDE THESE SERVICES.

Be It Resolved by the Legislature of the State of Idaho:

WHEREAS, the Department of Health and Welfare has grown too large as an agency to effectively manage substance abuse treatment and mental health services for children and adults; and

WHEREAS, the district and magistrate courts, the Department of Correction and the Department of Juvenile Corrections and counties are being adversely affected by our inability to address the needs of those with mental health or substance abuse issues and those who are dual-diagnosed; and

WHEREAS, the staggering cost of mental health and substance abuse treatment systems without accountability measures in either should not be sustained; and

WHEREAS, the Legislature has struggled to find methods to provide guidance for substance abuse and mental health treatment design, delivery and accountability;

WHEREAS, mental health services funded through Medicaid have been subject to some scrutiny through the pilot credentialing authorized by the Legislature in 2005 in the Department of Health and Welfare's appropriation; and

WHEREAS, there is a policy question as to whether substance abuse services and adult and children's mental health services ought to be removed from the Department of Health and Welfare and be combined into a new stand alone agency.

NOW, THEREFORE, BE IT RESOLVED by the members of the Second Regular Session of the Fifty-eighth Idaho Legislature, the House of Representatives and the Senate concurring therein, that the Legislative Council is authorized to appoint a committee to undertake and complete a study of the current mental health and substance abuse treatment delivery systems in Idaho and to review alternative ways to provide these services and make recommendations for any changes the committee would see as appropriate, with specific attention paid to a system that meets the needs of, and provides accountability to, Idahoans. The Legislative Council shall determine the number of legislators and membership from each house appointed to the committee and shall authorize the committee to receive input, advice and assistance from interested and affected parties who are not members of the Legislature.

BE IT FURTHER RESOLVED that nonlegislative members of the committee may be appointed by the cochairs of the committee who are appointed by the Legislative Council. Nonlegislative members of the advisory committee shall not be reimbursed from legislative funds for per diem, mileage or other expenses and shall not have voting privileges regarding the committee's recommendations or proposed legislation.

1        BE IT FURTHER RESOLVED that the committee shall report its findings, rec-  
2        ommendations and proposed legislation, if any, to the First Regular Session of  
3        the Fifty-ninth Idaho Legislature.

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**LEGISLATIVE COUNCIL  
MENTAL HEALTH AND SUBSTANCE ABUSE  
TREATMENT DELIVERY SYSTEM  
INTERIM COMMITTEE  
2006**

**FINAL REPORT**

***Charge***

The Mental Health and Substance Abuse Treatment Delivery System Interim Committee (“Committee”) was a one-year Committee formed in 2006 pursuant to the authority of HCR 63. The resolution authorized the Committee to undertake and complete a study of the current mental health and substance abuse treatment delivery systems in Idaho and to review alternative ways to provide these services. The Committee was also directed to make recommendations for any appropriate changes, with specific attention paid to a system that meets the needs of, and provides accountability to, Idahoans. The resolution further required that the Committee report its findings, recommendations and proposed legislation, if any, to the First Regular Session of the Fifty-ninth Idaho Legislature.

The members of the Committee were: Senator Joe Stegner (Co-chair), Representative Kathy Skippen (Co-chair), Senator Dick Compton, Senator Chuck Coiner, Senator Joyce Broadsword, Senator Elliot Werk, Representative JoAn Wood, Representative Sharon Block, Representative Kathie Garrett and Representative Margaret Henbest.

***Meetings***

The Committee held a total of four meetings from the date of its formation to its expiration in December 2006. Following is a list of the meeting dates and locations:

June 27, 2006	Idaho State School and Hospital, Nampa, Idaho
August 14, 2006	State Hospital South, Blackfoot, Idaho
September 19, 2006	State Hospital North, Orofino, Idaho

October 31, 2006

State Capitol, Boise, Idaho

### *Scope of Study*

The Committee reviewed the current mental health and substance abuse treatment delivery systems in Idaho and examined proposals designed to improve the system and the delivery of such services.

### *Presenters*

The Committee took testimony from a wide range of individuals and groups. Following is a list of people, groups or agencies that testified during one or more of the four interim Committee meetings:

Sue Broetje	Idaho State School and Hospital (ISSH)
Kathleen Allyn	Division of Behavioral Health, Idaho Department of Health and Welfare (IDHW)
Bethany Gadzinski	Substance Abuse Program, IDHW
Chuck Halligan	Children's Mental Health Care Program, IDHW
Anne Bloxham	Adult Mental Health Program, IDHW
Tom Beauclair	Department of Correction
Brent Reinke	Department of Juvenile Corrections (DJC)
John Triplett	Region 2 Juvenile Detention Center, Nez Perce County
Patti Tobias	Idaho Supreme Court
Justice Daniel T. Eismann	Idaho Supreme Court
Judge Brent J. Moss	District Judge, Seventh Judicial District
Judge John F. Varin	Magistrate Judge, Fifth Judicial District
Tony Poinelli	Idaho Association of Counties
Captain Dana Maxfield	Canyon County Sheriff's Office
Corporal Scott Booth	Canyon County Sheriff's Office
Tracy Farnsworth	State Hospital South
Leslie Clement	Division of Medicaid, IDHW
Judge Randy Smith	District Judge, Sixth Judicial District
Judge Bryan Murray	Magistrate Judge, Sixth Judicial District
Mary Beth Wells	Department of Education
Gary Crow	Division of Vocational Rehabilitation
Richard Sidwell	Division of Vocational Rehabilitation
Dr. John Hanks, D.O.	Pediatrician
Doug Call	National Alliance of Mental Illness (NAMI)
Lynne Whiting	Idaho Federation of Families for Children's Mental Health
Cynthia McCurdy	Idaho Council for Children's Mental Health (ICCMH)
Dr. Linda Hatzenbuehler	Idaho State Planning Council on Mental Health & Idaho Council on Children's Mental Health (ICCMH)

Christa Henderson	Mental Health Transformation Work Group
Rick Huber	Mental Health Transformation Work Group
Robert Bourassa	State Hospital North
Judge John Bradbury	District Judge, Second Judicial District
Teresa Wolf	Nez Perce County Indigency Program
Bud Langerak	Bonneville County Sheriff's Office
Carol Moehrle	North Central District Health Department
Mary Perrins	Department of Correction

***Recommendations***

The Committee voted in support of the following concepts:

1. Mandate that multiple agencies collaborate to develop standard statewide assessments for substance abuse and for mental health with such assessments to be determined by January 1, 2008.
2. Endorse the proposal by the Department of Correction for the establishment of a secure mental health treatment facility.
3. Support legislation to modify the regional mental health board grant program to broaden the scope of such grants to include multiple agency, multiple year programs to address mental health as well as substance abuse needs, provided such grants shall be made on a competitive basis on an accelerated timeframe.
4. Support increased funding and capacity for substance abuse services, and require the designated funding agency to track by individual spending and effectiveness through outcome-based measures for treatment based upon the various substance-addicted population.
5. Support legislation to allow judges to order community-based treatments from standard statewide assessments and provide for tracking of exceptions to assessments.
6. Request that the Department of Health and Welfare, Division of Medicaid, present in the 2007 legislative session to the Senate and House Health and Welfare Committees a cost analysis and consequences to include therapeutic foster care, residential care, respite care and family support services, as well as an analysis of Medicaid funding for juveniles in detention and any other federally-paid services not currently included in the Children's Mental Health treatment system.
7. Support ongoing efforts to improve and enhance psychiatrist residency programs in Idaho.
8. Support funding for an independent contractor to review Idaho's current mental health and substance abuse treatment delivery system. The contractor would assess treatment capacity, cost, eligibility standards, and areas of responsibility and would make recommendations for how to improve Idaho's current system by creating appropriate oversight and service levels for a state system. Study areas and

components would include but not be limited to:

- a. Creation of a mental health and substance abuse treatment system specifically designed for children and their families to receive immediate treatment.
- b. Determine whether there is a lead agency in Idaho responsible for paying for and coordinating services regardless of where an individual enters the mental health or substance abuse system and study the possibility of restructuring the current system via the creation of a separate agency combining mental health and substance abuse services in Idaho.
- c. Review capacity of the current state hospital system as well as the need for voluntary commitments, beds for children in psychiatric crisis, and the need for state hospital services in the Treasure Valley.
- d. The need for crisis intervention training at all levels of public safety.
- e. Regarding the offender population, creation of one specific agency responsible to conduct a range of assessments prior to sentencing in order to coordinate treatment and support alternatives to incarceration.
- f. Increase the number of probation officers so caseloads shrink and probation officers can more closely interact with the rehabilitated offenders.
- g. Evaluation of the concept of a regionally-based mental health and substance abuse treatment delivery system, including a review of other states with such a system and any positive results or shortcomings of such systems.

The legislative Health Care Task Force would be the oversight body for the study and the results of the study would be reported to the legislative Health & Welfare and Judiciary & Rules germane committees during the 2008 legislative session.