

REPORT TO THE LEGISLATURE

Plan for a Forensic Teaching Service at Western State Hospital: Report on Progress of Stage I Milestones

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Section 2 (Office of Forensic Mental Health Services and Western State Hospital progress reports) was prepared by David D. Luxton, PhD., M.S. of the Office of Forensic Mental Health Services, Behavioral Health Administration.

TABLE OF CONTENTS

EXECUTIVE SUMMARY	3
BACKGROUND	3
SECTION 1. PROGRESS UPDATE PROVIDED BY UNIVERSITY OF WASHINGTON	4
SECTION 2. PROGRESS UPDATES PROVIDED BY OFFICE OF FORENSIC MENTAL HEALTH SERVICES AND WESTERN STATE HOSPITAL	8
ADDENDUM A: STAGES, MILESTONES AND COST IMPLICATIONS	11
ADDENDUM B: STEERING COMMITTEE AND STAKEHOLDER GROUP	15
ADDENDUM C: LAUNCH MEETING ATTENDEES	16
ADDENDUM D: STAGE 1 ENVIRONMENTAL FOUNDATION MILESTONES BY INSTITUTION	17
ADDENDUM E: PROGRESS OF STAGE I MILESTONES SUBMITTED BY UNIVERSITY OF WASHINGTON	

EXECUTIVE SUMMARY

The 2016 Washington State Legislature directed the University of Washington Department of Psychiatry and Behavioral Sciences (UW), in collaboration with the Behavioral Health Administration (BHA) and Western State Hospital (WSH), to conduct an analysis and develop a plan to create a high-quality forensic teaching service in collaboration with WSH.

This report is submitted as a progress report in response to the first stage of the multi-year plan that was funded by ESSB 6032. Specifically, \$140,000 of the general fund—state appropriation for fiscal year 2019 was provided solely for the Department of Social and Health Services (Department) and the University of Washington to begin implementation the first stage of a collaborative plan for a high-quality forensic teaching service. This stage entails the Department and the University of Washington to research and identify behavioral health workforce education grants from federal or private foundations that could be used in support of this project. This report includes a progress update from each institution (University of Washington in Section 1 and Office of Forensic Mental Health Services and Western State Hospital in Section 2) regarding readiness to proceed to the second stage of the project, a detailed cost analysis of the second stage, and identification of any federal or private grants identified and the status of those applications.

BACKGROUND

To advance education, to create a sufficient workforce of clinicians trained in forensic mental health, and to respond to the needs of persons with mental illness involved in the criminal justice system, the 2016 Washington State Legislature directed the UW, in collaboration with the state's DSHS and WSH, to develop a proposal for a jointly-sponsored high-quality teaching service in forensic mental health at WSH (Washington State Legislature, 2016). The proposal was submitted to the Washington State Legislature in October 2017.

A summary of the full proposal is outside the scope of this report, but is available at - <https://sites.google.com/uw.edu/uw-wshforensic> (Piel, Kopelovich, Michaelsen, Reynolds & Cowley, 2017). The proposal focuses on the development of a high-quality forensic teaching service for three primary groups of trainees: psychiatry residents, forensic psychiatry fellows, and forensic psychology postdoctoral fellows. Although WSH maintains a postdoctoral fellowship in forensic psychology, the program is not co-sponsored by the UW. At present, there are no UW sponsored forensic training programs at WSH. In addition to training itself, the proposal describes specific benefits to establishing a jointly-sponsored forensic teaching service. Benefits include increased quality and timeliness of care and forensic evaluations; expanded research and use of research-based interventions at the hospital; opportunities for cross-discipline training; and new avenues for workforce recruitment, development and retention.

The proposal for a forensic teaching service outlines a step-wise training development plan and timeline for implementation. The proposal is characterized by a series of stages, from establishing the needed infrastructure and supporting the existing WSH postdoctoral fellowship in forensic psychology, to faculty/staff development, to adding general psychiatry resident rotations at WSH,

and then to developing joint State-University sponsored forensic psychiatry and psychology fellowships to form an integrated and comprehensive teaching service. Each stage is contingent on meeting the benchmarks of the previous stage. A stepwise rollout of a WSH-DSHS-UW forensic teaching service permits continued monitoring of progress toward agreed-upon milestones. The first stage largely focuses on the environment of care at WSH and acquisition of federal certifications necessary for graduate medical programs. A summary chart of the proposed stages, minimum time projections, and initial cost considerations is provided in Addendum A.

The 2018 Washington State Legislature directed DSHS, in collaboration with UW, to provide a progress update by November 1, 2018 on the readiness to proceed to the second stage of the project, a detailed cost analysis of the second stage, and identification of any federal or private grants identified and the status of those applications (Washington State Legislature, 2018).

SECTION 1. PROGRESS UPDATE PROVIDED BY UNIVERSITY OF WASHINGTON

The UW, in collaboration with DSHS and WSH, convened an in-person meeting in June 2018 to review the charge from the legislature and to establish plans for stage one. The UW, in consultation with administrators from DSHS and WSH, proposed members of a steering committee comprised of leadership from the three institutions and a stakeholder group of experts (see Addendum B). All members of both groups were invited to attend the meeting by phone or in-person. Members from each institution were represented (see Addendum C for a list of meeting attendees). Agenda items included a review of the proposal and timeline by the UW workgroup, an update from DSHS and WSH regarding the pending de-certification of the hospital, discussion of the scope and functions of the steering committee and stakeholder group, and a review of the milestones associated with the first stage of the proposal for a high-quality forensic teaching service.

At the June 2018 meeting at WSH, members of the UW workgroup presented an historical overview of the proposed plan for a high-quality forensic teaching service and reviewed the plan's model components and anticipated partner commitments. The workgroup reviewed the progressive stages of the plan with special attention to the stage one milestones and timeline. Attached as Addendum E are the slides from the background presentation given at the June 2018 meeting.

The UW workgroup convenes weekly to develop and implement plans to advance the proposed forensic teaching service. The workgroup has connected with other stakeholders as needed and has invited contributing stakeholder members to participate in conference calls or meetings. The workgroup provided its contact information to the stakeholder members and is available to answer questions via email or phone, as needed.

Based on the information learned in analyzing and proposing the 2017 plan for a jointly-sponsored forensic teaching service, the UW team has provided consultation to national leaders in forensic education about our methodologies and findings. This includes the process, benefits, and barriers to establishing a high-quality forensic teaching service and state-university partnership for forensic education. The consultation both creates interest in the Washington State model and helps further refine how to best design a forensic teaching service in the State. In a similar vein, members of

the UW workgroup have drafted three manuscripts for submission to refereed journals about the novel opportunity presented in Washington to research and design a forensic teaching service tailored to the resources and needs of the state and best practices for forensic mental health education.

PLANNING FOR A UW CENTER OR MENTAL HEALTH, POLICY, AND THE LAW

The UW has begun investigating resources and structure for a Center in Mental Health, Policy, and the Law. We envision the Center as a hub for Washington State for education, research, mental health policy, and select clinical or evaluation services related to mental health and the law. The Center would support and advance a high-quality forensic teaching service by fostering joint efforts among forensic clinicians, evaluators, educators, trainees, and researchers, as well as persons in related disciplines such as law, criminal justice, public policy, and public health. In addition to a forensic teaching service at WSH, the Center is likely to foster broader forensic mental health education, research, and practices in the state.

The UW workgroup is using several strategies to learn how to structure and support a UW Center in Mental Health, Policy, and the Law. The team reviewed the literature and online sources to identify programs with national reputations and academic affiliations to provide models for program work and funding. The UW workgroup consulted with leaders in academic divisions or centers in schools of medicine, psychology, and law across the country. We created an informal semi-structured interview to collect data on existing programs. In addition, members of the UW workgroup completed a site visit to The University of Virginia Institute of Law, Psychiatry, and Public Policy, which serves as a particularly compelling model program.

ADDITIONAL AVENUES TO ADVANCE FORENSIC MENTAL HEALTH TRAINING IN THE STATE

Besides planning for a UW Center for Mental Health, Policy, and the Law, members of the UW workgroup continue to meet with stakeholders at the intersection of mental health and the criminal justice system in Washington State to assess the needs of community programs and institutions and to explore additional partnerships and opportunities to advance forensic teaching for psychiatry and psychology trainees. These include representatives from jail diversion programs, law enforcement, mental health courts, and local jails. The UW is interested in exploring further how residential competency restoration programs (such as those operated by the Office of Forensic Mental Health Services) could be investigated as potential training sites for prospective UW psychiatry trainees.

FEDERAL AND PRIVATE GRANTS TO FUND A FORENSIC TEACHING SERVICE

The UW conducted a literature review and review of online resources to gather published information about grant resources and programs for graduate medical education and psychology training. The UW workgroup also contacted the following professional associations to inquire about their awareness of any grant funding for training programs: American Academy of Psychiatry and the Law, American Psychology-Law Society, American Academy of Forensic Sciences, the American Psychiatric Association, and the American Psychological Association. Finally, the UW workgroup queried a subsample of training directors of forensic psychiatry fellowships and forensic psychology postdoctoral fellowships with whom we had consulted for our 2017 report to the legislature.

Although there are grant sources for singular projects for programs or individuals (e.g., to fund completion of doctoral research or fund a research project), the workgroup identified no grant support that would provide ongoing funding to support a training program. Starting and maintaining a high-quality forensic teaching service requires a committed funding stream. Existing model programs in other parts of the country are typically funded through a combination of training sites to cover trainee salaries and state funding for faculty, staff, and administrative infrastructure. Once the institutions are prepared to proceed with a forensic teaching service and have an updated plan, pursuing grant support will be an option to supplement a committed funding stream.

A first step in establishing a high-quality forensic teaching service at WSH is WSH's meeting national certification and accreditations standards. Since WSH is decertified by the Center for Medicare and Medicaid Services (CMS), this suspends the jointly-sponsored forensic teaching service at WSH until such time as this, and accreditation by the Joint Commission on the Accreditation of Healthcare Organizations (JCAHO) (or equivalent) are obtained. A detailed cost analysis of the second stage is, accordingly, premature and not presented at this time.

Thus far in stage one, the UW consulted with the participating institutions on developing a training service jointly with WSH and the Department of Social and Health Services' (DSHS) Office of Forensic Mental Health Services (OFMHS); reviewed models for developing a UW Center for Mental Health, Policy, and the Law; explored additional ways to develop and support forensic mental health training in Washington State; and investigated alternative sources of funding for a training service. These UW Stage 1 Milestones are described in more detail below.

Although we cannot progress at this time to stage two of the proposal for a high-quality forensic teaching service at WSH, the UW continues to believe that State-University sponsorship of a forensic teaching service is worthwhile and advancing education in forensic mental health is vital to recruitment and retention of a workforce that has the appropriate skills to provide clinical and evaluation services to justice-involved persons with mental illness.

The lack of CMS certification stalls progress on a UW co-sponsored forensic teaching service located at WSH. However, the UW is invested in pursuing other opportunities to partner with the state to support the growth and professional development of the forensic mental health workforce, as was described briefly in this progress report. Our collaborations with forensic mental health scholars and training directors across the United States has provided us with a good grasp of practices and programs that could be adopted and adapted in Washington State. We believe that a UW Center for Mental Health, Policy, and the Law housed within the Department of Psychiatry and Behavioral Sciences will provide an exceptional vehicle for partnering with state agencies to support education, continued training, and workforce development efforts in the state, in addition to increasing the state's capacity to respond to the psychological, medical, and legal needs of justice-involved individuals with mental illness.

COST ANALYSIS

No funding is requested for Stage 2 for a co-sponsored forensic teaching service at WSH until foundational milestones are met, including the appropriate certifications and accreditations.

In the meantime, continued consultation as well as planning and development of a UW Center for Mental Health, Policy and Law that works in partnership with state entities to meet the needs of the forensic mental health workforce would require salary support (30% FTE total) for UW faculty and staff involved in ongoing consultation and planning activities.

Acknowledgement

Members of the UW workgroup thank the steering committee and contributing stakeholder members for their involvement with this project.

SECTION 2. PROGRESS UPDATES PROVIDED BY OFFICE OF FORENSIC MENTAL HEALTH SERVICES AND WESTERN STATE HOSPITAL

STAFFING, TRAINING, AND PROFESSIONAL DEVELOPMENT

The Department continues to maintain and develop initiatives to improve staffing and training at WSH, which provides the foundation for a future Teaching Service.

The hospital has maintained consistent staffing levels for the last two years with an overall 10% vacancy rate. As part of the staffing plan, several initiatives are in place to improve recruitment of psychiatrists and other staff. For example, DSHS Talent Acquisition has existing relationships with state and local government partners, Employment Security, the University of Washington, Office of Financial Management (OFM), and several state located military branches for outreach. Workforce engagement tools to attract potential candidates have also been developed.

Staff and patient safety continue to be a priority at WSH. As part of a plan to address safety concerns, Advance Crisis Intervention Training (ACT) and Crisis Prevention Training (CPI) are presently provided to direct care staff.

The OFMHS maintains an active postdoctoral Psychology fellowship, providing weekly didactics and other training opportunities. Moreover, the OFMHS hosts “Masters Training Series” workshops that bring in expert national-level trainers several times a year. The OFMHS has also expanded its testing materials and library at WSH to support forensic evaluation services. Support for postdoctoral Psychology fellowship program director and fellows to attend AP-LS national meeting is established.

The OFMHS has developed a proposed plan for a forensic evaluator certification and training program. The proposed plan was not moved forward by the Behavioral Health Administration for funding in 2017. In 2018, the OFMHS has reconvened an action committee for the certification and training program.

The Department also continues to explore forensic evaluation opportunities for psychiatrists. In the past, forensic fellows in psychiatry that completed the postdoctoral training and residency at WSH had the opportunity to continue forensic evaluation work as part of their duties. With the discontinuation of the previous psychiatry fellowship, and staff shortages for treatment psychiatrists at the hospital, WSH administration has been unable to support the participation of current psychiatrists to carry a forensic evaluation caseload given the priority for treatment and clinical needs at the hospital.

The proposed Trueblood Settlement, while presently pending approval by the Court, calls for several Workforce Development related efforts including degree and certification programs. Specifically, the Settlement states that the State will seek funding to hire, or contract with, workforce development specialists. These positions will be assigned to specific workforce functional areas to include community (e.g., crisis response, homeless, in-home, residential, and clinic based services), in-patient, including residential treatment facilities, private hospitals, and state hospitals, and law enforcement and corrections, including jails and prisons. The Settlement also states that: “The State will assess the need and target areas for training programs, certification

programs, and possible degree programs. The State may collaborate with colleges, including community and technical colleges, and universities to accomplish this task, but shall also have discretion to accomplish this task through other means.”

The ABFP 5-year experience waiver was requested in July 2018 and received given the strong training program within the Fellowship in Forensic Psychology at WSH.

READINESS TO PROCEED - CMS WSH CERTIFICATION

A decision was issued by Centers for Medicare and Medicaid Services (CMS) in July 2018 to decertify WSH. Certification by CMS and accreditation by JCAHO, or equivalent, are required for the UW to sponsor graduate medical education programs at WSH. Without these, UW psychiatry residents and fellows cannot train at WSH. What is more, maintenance of these federal standards signifies a certain level of compliance with safety and patient care standards, without which the UW will not co-sponsor the postdoctoral program in forensic psychology.

Western State Hospital may pursue partial CMS certification. The aging building infrastructure was the primary reason for decertification in 2018, thus, an assessment of current buildings is underway to identify which wards are appropriate candidates for possible re-certification. While pursuing certification, oversight of Federal standards is currently being accomplished by a contractor - Clinical Services Management (CSM). West Pierce Fire has jurisdiction to oversee WSH life safety / fire safety and is onsite weekly. The Department of Health (DOH) has signed a memorandum of understanding (MOU) to provide oversight of the patient neglect and abuse investigation process currently being temporarily filled by Residential Care Services (RCS). DOH also has oversight of the WSH kitchen/food services.

REFERENCES

- Piel, J., Kopelovich, S., Michaelsen, K., Reynolds, S., & Cowley, D. (2017). *Analysis and proposed plan for forensic mental health teaching services at Western State Hospital*. Retrieved from <https://sites.google.com/uw.edu/uw-wshforensic>
- Washington State Legislature. (2016) Laws of 2016 Specisal Session: Operating budget-Supplementa (ESSB 2376). Ch 36 § 204 2 (g). Olympia, WA. Office of the Code Reviser. Retrieved from <http://leg.wa.gov/CodeReviser/documents/sessionlaw/2016pam2.pdf>.
- Washington State Legislature. (2018) Laws of 2018 Specisal Session: Operating budget-Supplemental (ESSB 6032). Ch 299 § 204 2 (m) Olympia, WA. Office of the Code Reviser. Retrieved from <http://leg.wa.gov/CodeReviser/documents/sessionlaw/2018pam3.pdf>.

ADDENDUM A: STAGES, MILESTONES AND COST IMPLICATIONS

Stage	Description	Time Projection	Major Milestones	Cost Considerations
1	Environmental Foundation	FY2019 Estimated 2 years	<ul style="list-style-type: none"> • WSH accreditation • WSH staff recruitment and retention efforts • UW consultation • WSH environment of care benchmarks • Forensic evaluator certification program • FTE for postdoctoral fellowship director and supervisors • Dedicated training program support staff at WSH, suggested 0.1 FTE • WSH explores and establishes roles for forensic psychiatrists in forensic evaluation service • Planning for joint UW-WSH forensic psychology postdoctoral fellowship 	<ul style="list-style-type: none"> • UW-based costs include faculty consultants' FTE, copying/parking/supplies, mileage reimbursement to/from WSH, and 10% indirect costs • WSH-based costs include personnel (Psychology TD and supervisors FTE) and professional development funds

Stage	Description	Time Projection	Major Milestones	Cost Considerations
2	Educational Foundation	FY2020 Estimated 1 year	<ul style="list-style-type: none"> • Negotiate and formalize contract structure for UW Teaching Service • UW consultation • Search and hire two forensic psychiatrists into faculty appointments • Initiate search and hire forensic faculty with research focus • Focus on QI projects, evidence-based practice, education planning • Recruitment of forensic psychology postdoctoral fellowship position #2 • Preliminary planning for UW Center for Psychiatry and Law 	<ul style="list-style-type: none"> • UW-based costs include personnel (consultants and new faculty FTE); services and supplies, travel, overhead associated with faculty hiring, and indirect costs • WSH-based costs include personnel and facilities

Stage	Description	Time Projection	Major Milestones	Cost Considerations
3	Integrated Forensic Mental Health Educational Programs	FY2021 Estimated 6 months	<ul style="list-style-type: none"> • Develop UW Center for Psychiatry & Law • Increase FTE for dedicated program coordinator to support forensic training programs (0.5 FTE) • UW consultation • Notify ACGME of WSH as a training site for general psychiatry training • Initiate general psychiatry residents elective rotation, fund salary and benefits • Launch joint UW-WSH forensic psychology postdoctoral fellowship (2 positions) 	<ul style="list-style-type: none"> • UW-based costs include personnel (6 months consultation; 3 faculty hired in Stage 2), training program marketing, travel to/from WSH, professional development, overhead for faculty and general psychiatry residents, and 10% indirect costs • WSH-based costs include personnel (continuation from Stage 2, postdoc #2), professional development and facilities expenses, and travel

Stage	Description	Time Projection	Major Milestones	Cost Considerations
4	General Psychiatry Residency Elective and Preparation for UW-WSH Psychiatry Fellowship	FY2021-FY2022 Estimated 18 months	<ul style="list-style-type: none"> • Name forensic psychiatry fellowship program director • Dedicated program coordinator staff • Forensic psychiatry fellowship curriculum development • Application for accreditation of new forensic psychiatry fellowship; review by ACGME 	<ul style="list-style-type: none"> • UW-based costs include personnel (previously hired faculty; fellowship training director; program coordinator; general psychiatry residents); services (e.g., ACGME application fee, website development), travel, overhead, and 10%% indirect costs • WSH-based costs are continuations from Stage 3
5	Introduce UW-WSH Forensic Psychiatry Fellowship	FY2022, Q4 and beyond	<ul style="list-style-type: none"> • Recruit forensic psychiatry fellows (2) • Fellows start July 2023 	<ul style="list-style-type: none"> • UW-based costs include personnel (positions and effort continued from Stage 4, with addition of .2 FTE for forensic psychiatry supervisors; 2 forensic psychiatry fellows; and UW Education Program Coordinator .15 FTE), consultation in advance of ACGME site visit, ACGME fee, fellows' medical license fees, recruitment costs, supplies, travel, overhead, and 10% indirect costs • WSH-based costs are continuations from Stage 4

ADDENDUM B: STEERING COMMITTEE AND STAKEHOLDER GROUP

Steering Committee

Ken Taylor, MSW

Assistant Secretary, Behavioral Health Administration (BHA), DSHS

Thomas Kinlen, Ph.D.

Director, Office of Forensic Mental Health Services (OFMHS), BHA, DSHS

David L. Holt

CEO, Western State Hospital (WSH)

Jürgen Unützer, MD, MPH, MA

Chair, Department of Psychiatry and Behavioral Sciences (PBSCI), University of Washington (UW)

Stakeholder Group

OFMHS

David D. Luxton, PhD, M.S., Workforce Development Administrator

Jacqueline Means, PhD, Director of Postdoctoral Fellowship in Forensic Psychology

UW

Jennifer L. Piel, JD, MD, Assistant Professor

Sarah Kopelovich, PhD, Assistant Professor

Katherine Michaelsen, MD, MASc, Acting Assistant Professor

WSH

Katherine Raymer, MD, Chief Medical Officer, WSH

Renee Fenton, Director of Organizational Development, WSH

ADDENDUM C: LAUNCH MEETING ATTENDEES

**Forensic Teaching Service Stage 1 Launch Meeting
June 29, 2018 2:00 – 4:00 pm
Western State Hospital (Fitzgibbons Conference Room)**

Attendees

Renee Fenton (WSH)
David Holt (WSH) (representative attended)
Tom Kinlen (OFMHS)
Sarah Kopelovich (UW)
David D. Luxton (OFMHS)
Jacqueline Means (OFMHS/WSH)
Katherine Michaelsen (UW)
Jennifer Piel (UW)
Katherine Raymer (WSH)
Susan Reynolds (UW)
Greg Roberts (BHA Consultant)
Jürgen Unützer (UW)

ADDENDUM D: STAGE 1 ENVIRONMENTAL FOUNDATION MILESTONES BY INSTITUTION

WSH reports on:

- Work toward obtaining hospital certification, plans for moving forward (CMS, JCAHO)
- Leadership and staff recruitment and retention efforts, current staffing levels
- Establishing environment of care benchmarks
 - o Staff training needs
 - o Safety concerns and measures taken to address these
 - o Initiatives addressing staff morale and professional development

OFMHS reports on:

- Staff recruitment and retention efforts, current staffing levels
 - o Including staff training and professional development activities
- Explore, establish role for psychiatrists in forensic evaluation service
- Compliance with Trueblood
- Forensic evaluator certification program
- Psychology postdoctoral fellowship
 - o Providing protected time to program director and primary supervisors
 - o Providing administrative support to the program
 - o Updating WSH/OFMHS testing library for evaluators and trainees
 - o Support for program director and fellow to attend AP-LS national meeting
 - o Researching path to ABFP 5-year experience waiver

UW reports on:

- Consultation on Stage 1 and beyond as needed
- Progress toward establishing a Center for Mental Health, Policy and the Law
- Investigating additional ways to contribute to advanced forensic mental health training in the state
- Exploring additional sources of funding for a teaching service, including private and federal grants

On hold for now, pending further certification developments:

- Planning for joint UW-WSH forensic psychology postdoctoral fellowship
- Exploring and negotiating contract structure for UW Teaching Service at WSH/OFMHS

ADDENDUM E

Plan for a Forensic Teaching Service at Western State Hospital: Report on Progress of Stage I Milestones from the University of Washington

This section of the report is submitted on behalf of the University of Washington

Workgroup members from the University include:

Jennifer L. Piel, JD, MD

Sarah L. Kopelovich, PhD

Katherine Michaelsen, MD, MASc

Susan E. Reynolds, BS

Plan for a Forensic Teaching Service at Western State Hospital: Report on Progress of Stage I Milestones from the University of Washington

Brief Summary

This portion of the Report is submitted from the University of Washington (UW) as directed by the Washington State Legislature to provide an update on progress toward establishing a jointly-sponsored forensic teaching service at Western State Hospital (WSH) and a cost analysis for the second stage of the plan. A first step in establishing a high-quality forensic teaching service at WSH is WSH's meeting national certification and accreditations standards. Since WSH is decertified by the Center for Medicare and Medicaid Services (CMS), this puts on hold the jointly-sponsored forensic teaching service at WSH until such time as this, and accreditation by the Joint Commission on the Accreditation of Healthcare Organizations (JCAHO) (or equivalent) are obtained. A detailed cost analysis of the second stage is, accordingly, premature and not presented at this time.

Thus far in stage one, the UW consulted with the participating institutions on developing a training service jointly with WSH and the Department of Social and Health Services' (DSHS) Office of Forensic Mental Health Services (OFMHS); reviewed models for developing a UW Center for Mental Health, Policy, and the Law; explored additional ways to develop and support forensic mental health training in Washington State; and investigated alternative sources of funding for a training service. These UW Stage 1 Milestones are described in more detail below.

Although we cannot progress at this time to stage two of the proposal for a high-quality forensic teaching service at WSH, the UW continues to believe that State-University sponsorship of a forensic teaching service is worthwhile and advancing education in forensic mental health is vital to recruitment and retention of a workforce that has the appropriate skills to provide clinical and evaluation services to justice-involved persons with mental illness.

Background

To advance education, to create a sufficient workforce of clinicians trained in forensic mental health, and to respond to the needs of persons with mental illness involved in the criminal justice system, the 2016 Washington State Legislature directed the UW, in collaboration with the state's DSHS and WSH, to develop a proposal for a jointly-sponsored high-quality teaching service in forensic mental health at WSH (Washington State Legislature, 2016). The proposal was submitted to the Washington State Legislature in October 2017.

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are no UW sponsored forensic training programs at WSH. In addition to training itself, the proposal describes specific benefits to establishing a jointly-sponsored forensic teaching service. Benefits include increased quality and timeliness of care and forensic evaluations; expanded research and use of research-based interventions at the hospital; opportunities for cross-discipline training; and new avenues for workforce recruitment, development and retention.

The proposal for a forensic teaching service outlines a step-wise training development plan and timeline for implementation. The proposal is characterized by a series of stages, from establishing the needed infrastructure and supporting the existing WSH postdoctoral fellowship in forensic psychology, to faculty/staff development, to adding general psychiatry resident rotations at WSH, and then to developing joint State-University sponsored forensic psychiatry and psychology fellowships to form an integrated and comprehensive teaching service. Each stage is contingent on meeting the benchmarks of the previous stage. A stepwise rollout of a WSH-DSHS-UW forensic teaching service permits continued monitoring of progress toward agreed-upon milestones. The first stage largely focuses on the environment of care at WSH and acquisition of federal certifications necessary for graduate medical programs. A summary chart of the proposed stages, minimum time projections, and initial cost considerations is provided in Addendum A.

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In July 2018, a decision was issued by CMS to decertify WSH. Certification by CMS and accreditation by JCAHO, or equivalent, are required for the UW to sponsor graduate medical education programs at WSH. Without these, UW psychiatry residents and fellows cannot train at WSH. What is more, maintenance of these federal standards signifies a certain level of compliance with safety and patient care standards, without which the UW will not co-sponsor the postdoctoral program in forensic psychology.

Methods

The UW, in collaboration with DSHS and WSH, convened an in-person meeting in June 2018 to review the charge from the legislature and to establish plans for stage one. The UW, in consultation with administrators from DSHS and WSH, proposed members of a steering committee comprised of leadership from the three institutions and a stakeholder group of experts (see Addendum B). All members of both groups were invited to attend the meeting by phone or in-person. Members from each institution were represented (see Addendum C for a list of meeting attendees). Agenda items included a review of the proposal and timeline by the UW workgroup, an update from DSHS and WSH regarding the pending de-certification of the hospital, discussion of the scope and functions of the steering committee and stakeholder group,

and a review of the milestones associated with the first stage of the proposal for a high-quality forensic teaching service.

In reviewing the milestones and timeline, the group determined that the appropriate approach would be for each institution to focus efforts on milestones specific to its institution, to collaborate as appropriate, and to then report on its own progress.

A summary of milestones, by institution, is available in Addendum D. Milestones for the UW include: (1) Provide consultation to the other institutions to further a high-quality forensic teaching service; (2) Plan for a UW Center for Mental Health, Policy, and the Law; (3) Investigate additional ways to contribute to advanced forensic mental health training in the state; (4) Explore federal and private grants to fund a forensic teaching service. We summarize UW's progress in meeting stage one milestones in the next section.

UW Milestones

Consultation

As noted above, the UW workgroup, in collaboration with DSHS and WSH, convened a meeting in June 2018 at WSH to review the 2017 analysis and proposal for a jointly-sponsored forensic teaching service at WSH and coordinate efforts to meet the current legislative directive. Members of the UW workgroup presented an historical overview of the proposed plan for a high-quality forensic teaching service and reviewed the plan's model components and anticipated partner commitments. The workgroup reviewed the progressive stages of the plan with special attention to the stage one milestones and timeline. Attached as Addendum E are the slides from the background presentation given at the June 2018 meeting.

The UW workgroup convenes weekly to develop and implement plans to advance the proposed forensic teaching service. The workgroup has connected with other stakeholders as needed and has invited contributing stakeholder members to participate in conference calls or meetings. The workgroup provided its contact information to the stakeholder members and is available to answer questions via email or phone, as needed.

Based on the information learned in analyzing and proposing the 2017 plan for a jointly-sponsored forensic teaching service, the UW team has provided consultation to national leaders in forensic education about our methodologies and findings. This includes the process, benefits, and barriers to establishing a high-quality forensic teaching service and state-university partnership for forensic education. The consultation both creates interest in the Washington State model and helps further refine how to best design a forensic teaching service in the State. In a similar vein, members of the UW workgroup have drafted three manuscripts for submission to refereed journals about the novel opportunity presented in Washington to research and design a

forensic teaching service tailored to the resources and needs of the state and best practices for forensic mental health education.

Planning for a UW Center for Mental Health, Policy, and the Law

The UW has begun investigating resources and structure for a Center in Mental Health, Policy, and the Law. We envision the Center as a hub for Washington State for education, research, mental health policy, and select clinical or evaluation services related to mental health and the law. The Center would support and advance a high-quality forensic teaching service by fostering joint efforts among forensic clinicians, evaluators, educators, trainees, and researchers, as well as persons in related disciplines such as law, criminal justice, public policy, and public health. In addition to a forensic teaching service at WSH, the Center is likely to foster broader forensic mental health education, research, and practices in the state.

The UW workgroup is employing a number of strategies to learn how to structure and support a UW Center in Mental Health, Policy, and the Law. The team reviewed the literature and online sources to identify programs with national reputations and academic affiliations to provide models for program work and funding. We consulted with leaders in academic divisions or centers in schools of medicine, psychology, and law across the country. We created an informal semi-structured interview to collect data on existing programs. In addition, members of the UW workgroup completed a site visit to The University of Virginia Institute of Law, Psychiatry, and Public Policy, which serves as a particularly compelling model program.

Investigate Additional Avenues to Advance Forensic Mental Health Training in the State

Besides planning for a UW Center for Mental Health, Policy, and the Law, members of the UW workgroup continue to meet with stakeholders at the intersection of mental health and the criminal justice system in Washington State to assess the needs of community programs and institutions and to explore additional partnerships and opportunities to advance forensic teaching for psychiatry and psychology trainees. These include representatives from jail diversion programs, law enforcement, mental health courts, and local jails. The UW is interested in exploring further how residential competency restoration programs (such as the one proposed to open in Spring 2019 at the Ft. Steilacoom location) could be investigated as potential training sites for prospective UW psychiatry and psychology trainees.

Explore federal and private grants to fund a forensic teaching service

The UW conducted a literature review and review of online resources to gather published information about grant resources and programs for graduate medical education and psychology

training. The UW workgroup also contacted the following professional associations to inquire about their awareness of any grant funding for training programs: American Academy of Psychiatry and the Law, American Psychology-Law Society, American Academy of Forensic Sciences, the American Psychiatric Association, and the American Psychological Association. Finally, the UW workgroup queried a subsample of training directors of forensic psychiatry fellowships and forensic psychology postdoctoral fellowships with whom we had consulted for our 2017 report to the legislature.

Although there are grant sources for singular projects for programs or individuals (e.g., to fund completion of doctoral research or fund a research project), the workgroup identified no grant support that would provide ongoing funding to sustain a training program. Starting and maintaining a high-quality forensic teaching service requires a committed funding stream. Existing model programs in other parts of the country are typically funded through a combination of training sites to cover trainee salaries and state funding for faculty, staff, and administrative infrastructure. Once the institutions are prepared to proceed with a forensic teaching service and have an updated plan, pursuing grant support will be an option to supplement a committed funding stream.

Readiness to Progress

The lack of CMS certification stalls progress on a UW co-sponsored forensic teaching service located at WSH. However, the UW is invested in pursuing other opportunities to partner with the state to support the growth and professional development of the forensic mental health workforce, as was described briefly in this progress report. Our collaborations with forensic mental health scholars and training directors across the United States has provided us with a good grasp of practices and programs that could be adopted and adapted in Washington State. We believe that a UW Center for Mental Health, Policy, and the Law housed within the Department of Psychiatry and Behavioral Sciences will provide an exceptional vehicle for partnering with state agencies to support education, continued training, and workforce development efforts in the state, in addition to increasing the state's capacity to respond to the psychological, medical, and legal needs of justice-involved individuals with mental illness.

Cost Analysis

No funding is requested for Stage 2 for a co-sponsored forensic teaching service at WSH until foundational milestones are met, including the appropriate certifications and accreditations.

In the meantime, continued consultation as well as planning and development of a UW Center for Mental Health, Policy and Law that works in partnership with state entities to meet the needs

of the forensic mental health workforce would require salary support (30% FTE total) for UW faculty and staff involved in ongoing consultation and planning activities.

Acknowledgment

Members of the UW workgroup thank the steering committee and contributing stakeholder members for their involvement with this project.

References

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- Washington State Legislature. (2018) Laws of 2018 Special Session: Operating budget-Supplemental (ESSB 6032). Ch 299 § 204 2 (m) Olympia, WA. Office of the Code Reviser. Retrieved from <http://leg.wa.gov/CodeReviser/documents/sessionlaw/2018pam3.pdf>.

Addendum A Stages, Milestones and Cost Implications

Stage	Description	Time Projection	Major Milestones	Cost Considerations
1	Environmental Foundation	FY2019 Estimated 2 years	<ul style="list-style-type: none"> • WSH accreditation • WSH staff recruitment and retention efforts • UW consultation • WSH environment of care benchmarks • Forensic evaluator certification program • FTE for postdoctoral fellowship director and supervisors • Dedicated training program support staff at WSH, suggested 0.1 FTE • WSH explores and establishes roles for forensic psychiatrists in forensic evaluation service • Planning for joint UW-WSH forensic psychology postdoctoral fellowship 	<ul style="list-style-type: none"> • UW-based costs include faculty consultants' FTE, copying/parking/supplies, mileage reimbursement to/from WSH, and 10% indirect costs • WSH-based costs include personnel (Psychology TD and supervisors FTE) and professional development funds
2	Educational Foundation	FY2020 Estimated 1 year	<ul style="list-style-type: none"> • Negotiate and formalize contract structure for UW Teaching Service • UW consultation • Search and hire two forensic psychiatrists into faculty appointments • Initiate search and hire forensic faculty with research focus • Focus on QI projects, evidence-based practice, education planning • Recruitment of forensic psychology postdoctoral fellowship position #2 • Preliminary planning for UW Center for Psychiatry and Law 	<ul style="list-style-type: none"> • UW-based costs include personnel (consultants and new faculty FTE); services and supplies, travel, overhead associated with faculty hiring, and indirect costs • WSH-based costs include personnel and facilities

Stage	Description	Time Projection	Major Milestones	Cost Considerations
3	Integrated Forensic Mental Health Educational Programs	FY2021 Estimated 6 months	<ul style="list-style-type: none"> • Develop UW Center for Psychiatry & Law • Increase FTE for dedicated program coordinator to support forensic training programs (0.5 FTE) • UW consultation • Notify ACGME of WSH as a training site for general psychiatry training • Initiate general psychiatry residents elective rotation, fund salary and benefits • Launch joint UW-WSH forensic psychology postdoctoral fellowship (2 positions) 	<ul style="list-style-type: none"> • UW-based costs include personnel (6 months consultation; 3 faculty hired in Stage 2), training program marketing, travel to/from WSH, professional development, overhead for faculty and general psychiatry residents, and 10% indirect costs • WSH-based costs include personnel (continuation from Stage 2, postdoc #2), professional development and facilities expenses, and travel
4	General Psychiatry Residency Elective and Preparation for UW-WSH Psychiatry Fellowship	FY2021- FY2022 Estimated 18 months	<ul style="list-style-type: none"> • Name forensic psychiatry fellowship program director • Dedicated program coordinator staff • Forensic psychiatry fellowship curriculum development • Application for accreditation of new forensic psychiatry fellowship; review by ACGME 	<ul style="list-style-type: none"> • UW-based costs include personnel (previously hired faculty; fellowship training director; program coordinator; general psychiatry residents); services (e.g., ACGME application fee, website development), travel, overhead, and 10%% indirect costs • WSH-based costs are continuations from Stage 3
5	Introduce UW-WSH Forensic Psychiatry Fellowship	FY2022, Q4 and beyond	<ul style="list-style-type: none"> • Recruit forensic psychiatry fellows (2) • Fellows start July 2023 	<ul style="list-style-type: none"> • UW-based costs include personnel (positions and effort continued from Stage 4, with addition of .2 FTE for forensic psychiatry supervisors; 2 forensic psychiatry fellows; and UW Education Program Coordinator .15 FTE), consultation in advance of ACGME site visit, ACGME fee, fellows' medical license fees, recruitment costs, supplies, travel, overhead, and 10% indirect costs • WSH-based costs are continuations from Stage 4

Addendum B Steering Committee and Stakeholder Group

Steering Committee

Ken Taylor, MSW

Assistant Secretary, Behavioral Health Administration (BHA), DSHS

Thomas Kinlen, Ph.D.

Director, Office of Forensic Mental Health Services (OFMHS), BHA, DSHS

David L. Holt

CEO, Western State Hospital (WSH)

Jürgen Unützer, MD, MPH, MA

Chair, Department of Psychiatry and Behavioral Sciences (PBSCI), University of Washington
(UW)

Stakeholder Group

OFMHS

David Luxton, PhD, Workforce Development Administrator

Jacqueline Means, PhD, Director of Postdoctoral Fellowship in Forensic Psychology

UW

Jennifer L. Piel, JD, MD, Assistant Professor

Sarah Kopelovich, PhD, Assistant Professor

Katherine Michaelsen, MD, MASc, Acting Assistant Professor

WSH

Katherine Raymer, MD, Chief Medical Officer, WSH

Renee Fenton, Director of Organizational Development, WSH

Addendum C Launch Meeting Attendees

**Forensic Teaching Service Stage 1 Launch Meeting
June 29, 2018 2:00 – 4:00 pm
Western State Hospital (Fitzgibbons Conference Room)**

Attendees

Renee Fenton (WSH)
David Holt (WSH) (representative attended)
Tom Kinlen (OFMHS)
Sarah Kopelovich (UW)
Dave Luxton (OFMHS)
Jacqueline Means (OFMHS/WSH)
Katherine Michaelsen (UW)
Jennifer Piel (UW)
Katherine Raymer (WSH)
Susan Reynolds (UW)
Greg Roberts (BHA Consultant)
Jürgen Unützer (UW)

Addendum D Stage 1 Environmental Foundation Milestones by Institution

WSH reports on:

- Work toward obtaining hospital certification, plans for moving forward (CMS, JCAHO)
- Leadership and staff recruitment and retention efforts, current staffing levels
- Establishing environment of care benchmarks
 - o Staff training needs
 - o Safety concerns and measures taken to address these
 - o Initiatives addressing staff morale and professional development

OFMHS reports on:

- Staff recruitment and retention efforts, current staffing levels
 - o Including staff training and professional development activities
- Explore, establish role for psychiatrists in forensic evaluation service
- Compliance with Trueblood
- Forensic evaluator certification program
- Psychology postdoctoral fellowship
 - o Providing protected time to program director and primary supervisors
 - o Providing administrative support to the program
 - o Updating WSH/OFMHS testing library for evaluators and trainees
 - o Support for program director and fellow to attend AP-LS national meeting
 - o Researching path to ABFP 5-year experience waiver

UW reports on:

- Consultation on Stage 1 and beyond as needed
- Progress toward establishing a Center for Mental Health, Policy and the Law
- Investigating additional ways to contribute to advanced forensic mental health training in the state
- Exploring additional sources of funding for a teaching service, including private and federal grants

On hold for now, pending further certification developments:

- Planning for joint UW-WSH forensic psychology postdoctoral fellowship
- Exploring and negotiating contract structure for UW Teaching Service at WSH/OFMHS

Addendum E Presentation Slides June 29, 2018

**OVERVIEW OF STATE-FUNDED
FORENSIC PSYCHIATRY AND
PSYCHOLOGY TRAINING
ANALYSIS**

JUNE 29, 2018

LW Medicine

AGENDA FOR THIS MEETING

- Overview: Background, Stages, and Milestones
- Charge from the legislature
- Steering Committee and Stakeholder groups
- Exploring next steps
 - CMS
 - BHA plans
 - OFMHS plans
 - WSH plans
 - UW plans
- Strategy for reporting to the legislature

LW Medicine

BACKGROUND

- WSH and UW formerly co-sponsored psychiatry and psychology training programs.
- 2016 - Washington state legislature directed UW to conduct an analysis and develop a plan to create a high-quality forensic teaching service in collaboration with WSH
- 2017
 - UW workgroup presented the proposal to SCQISH
 - Legislature approved funding for FY19 as part of the first stage for developing teaching services

LW Medicine

VALUE STATEMENT

- Investment in workforce development
 - Focus on forensic psychiatry & psychology
 - Opportunity to grow-our-own
- Investment in quality and timeliness of care at WSH
 - Focus on evidence-based practice
 - Expanded expertise for complex cases
 - Positive impact of trainees in clinical environment
- Better care, better outcomes

LW Medicine

MISSION STATEMENT

1. Emerge as a national leader in forensic mental health education through excellent and accredited programs for teaching, research, and clinical service
2. Produce graduates that are well-trained to practice independently and become future leaders in the field
3. Provide evidenced-based and patient-centered clinical care to improve the mental health of forensic patients
4. Support staff with time and resources to provide the highest level of teaching and service
5. Enhance the hospital's role in the justice system through quality evaluations and clinical services

LW Medicine

PHASE 1

Description excerpted from DSHS budget allocation for FY 2019

(m) \$140,000 of the general fund—state appropriation for fiscal year 2019 is provided solely for the department and the University of Washington to begin implementation the first phase of a collaborative plan for a high-quality forensic teaching service. Indirect charges for amounts contracted to the University of Washington must not exceed ten percent. The department and the University of Washington must research and pursue behavioral health workforce education grants from federal or private foundations that could be used in support of this project. By November 1, 2018, the department, in collaboration with the University of Washington, must submit a report to the office of financial management and the appropriate committees of the legislature with a progress update, readiness to proceed to the second phase of the project, a detailed cost analysis of the second phase, and identification of any federal or private grants identified and the status of those applications.

(ESSB6032, p 104, lines11-25)

LW Medicine

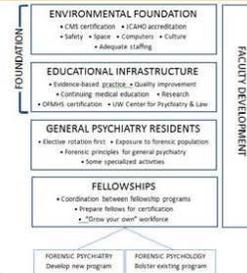
CHARGE FROM THE LEGISLATURE

The legislature has funded one year under the current proposal for pursuing high-quality forensic psychiatry and psychology training.

- Report due to legislature by November 1, 2018
- Progress update
 - Readiness to proceed to the second phase of the project
 - Detailed cost analysis of the 2nd phase
 - Identification of any federal or private grants and the status of those applications

UW Medicine

MODEL COMPONENTS



UW Medicine

STAGE 1: ENVIRONMENTAL FOUNDATION

Initially Estimated 2 Years: 07/2017- 06/2019

WSH

- Hospital accreditation, staffing, safety
- Staff support (0.1 FTE) for training program

OFMHS

- Protected time for psychology fellowship director (0.3 FTE), supervisors (0.1 FTE)

UW

- Ongoing consultation; plan Center for Psychiatry & Law

All

- Quarterly review of progress

UW Medicine

STAGE 1: ENVIRONMENTAL FOUNDATION

2 Years: July 2017-June 2019?

WSH

- Obtains and maintains hospital accreditation
- Staff recruitment and retention efforts
- Focus on environment of care benchmarks
- With new funding (FY2019), provide dedicated staff support (min 0.1 FTE) to training program
- With OFMHS, explore roles for forensic psychiatrists in forensic evaluation services
- With UW, explore contract structure for a UW teaching service at WSH

UW Medicine

STAGE 1: ENVIRONMENTAL FOUNDATION

2 Years: July 2017-June 2019?

OFMHS

- With new funding (FY 2019), provide protected time for fellowship director and supervisors
- With WSH, explore roles for forensic psychiatrists in forensic evaluation services

UW

- Consultation and preliminary planning for a center of psychiatry and law
- With WSH, explore contract structure for UW teaching service at WSH

UW Medicine

STAGE 1: ENVIRONMENTAL FOUNDATION

2 Years: July 2017-June 2019?

All (WSH, OFMHS, UW)

- Quarterly review of progress toward benchmarks and program implementation
- Planning for a joint UW-WSH forensic psychology postdoctoral fellowship

UW Medicine

PROJECT STAGES 2-5

Stage 2: Educational Foundation (1 year)

- Recruit and hire 3 faculty (2 forensic psychiatrists and 1 with research-focus) to work at WSH
- Focus on QI projects, evidence-based practice, and education program planning
- Initiate recruitment for forensic psychology postdoctoral fellowship position 2

Stage 3: Integrated Programs (6 months)

- Elective rotation for General Psychiatry Residents
- Forensic Psychology Fellowship 2nd position

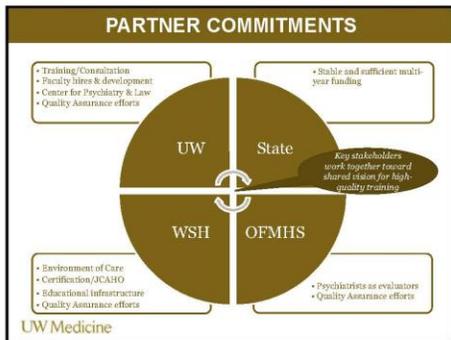
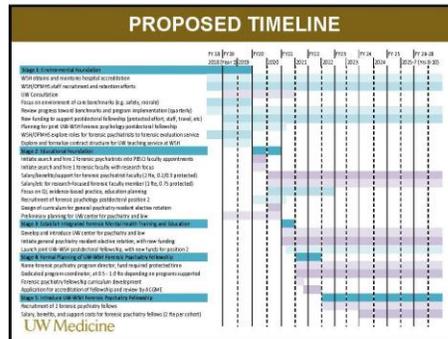
Stage 4: Psychiatry Fellowship Planning (18 months)

- Director named; program application and review

Stage 5: Introduce Forensic Psychiatry Fellowship

- Recruit, hire, and train the 1st cohort of 2 fellows

UW Medicine



- ### PROPOSED STEERING COMMITTEE
- Ken Taylor, Assistant Secretary, BHA
 - David L. Holt, Interim CEO, WSH
 - Thomas Kinlen, Director, OFMHS
 - Alternate: David D. Luxton, PhD.
 - Jürgen Unützer, Chair, Psychiatry & Behavioral Sciences, UW
 - Alternate: Deborah Cowley, Vice Chair for Education
- UW Medicine

- ### PROPOSED STAKEHOLDER TEAM MEMBERS
- WSH Core Team: Raymer, Fenton, [security]
 - OFMHS Core: Luxton, Means
 - UW Core Team: Piel, Kopelovich, Michaelson
 - Consultant: Roberts
- UW Medicine