The Dangerous and Promising Path: Using Citizen Panels to Enhance Outcomes for Behavioral Health Agencies

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A little bit about me

I am a …

Father and Husband

Professor/Researcher

Clinician

Program Coordinator

Musician

Son, Grandson, and Great Grandson of Musicians

Believer in the power of community service
“Never doubt that a small, dedicated group of citizens can make a difference. Indeed, it is the only thing that ever has...”

~ Margaret Mead
“How wonderful it is that nobody need wait a single moment before starting to improve the world.”

~Anne Frank
“Everybody can be great. Because anybody can serve. You don't have to have a college degree to serve.

You don't have to make your subject and your verb agree to serve.... You don't have to know the second theory of thermodynamics in physics to serve.

You only need a heart full of grace. A soul generated by love.” ~Martin Luther King, Jr.
“This whole damn citizen review thing is a joke! They (child protective services) don’t really want to hear what we want to say. We are just puppets to make them look good!”

~survey respondent
“Those people (Citizen Review Panel members) need to get a clue. They don’t know the first thing about what we do, but they want to judge us. They should just mind their own business!”

~ Child Welfare Administrator
“The idea of citizen participation is a little like eating spinach — no one is against it because it is good for you.”

~Sherry Arnstein
What I want to Accomplish this Session

- Overview of “Citizen Participation” or “Citizen Involvement”
- Discuss our work on Citizen Review Panels for Child Protective Services
- Apply our lessons learned to behavioral health agencies
- AND……
Answer the burning question: CAN Citizen Review Panels Enhance Outcomes for Behavioral Health Agencies?

It Depends......
Why is Citizen Participation Important?

- It prevents an agency from becoming a “system unto itself”
- It moves us toward “community based” services
- Citizen can be advocates for the agency
- It educates citizens about what is really happening with agencies
- It’s democracy in action....
Challenges to Collaboration

- Citizens have trouble understanding complexities of state agencies ("Feel like we’re treading water")
- Distrust from frontline workers and administrators
- Time lag between when new initiatives are launched and citizens are informed ("we had to read it in the paper…")
- Some members see Panels as a way to “stick it to” the system
“The Toad and the Kangaroo”
Shel Silverstein
A failure to communicate?

- Administrators often speak the language of:
  - Budget stress
  - Politics
  - “Circle the Wagons”
  - “We know best”
  - Incremental change

- Citizen groups speak the language of:
  - Personal passion
  - Personal experience
  - “We want change NOW!”
  - “Coalitions are best”
  - Ready to use public shame if necessary
Citizen Panels are Not New!

Public Administration (Buckwalter, 2013; Denhardt & Denhardt, 2000; Box, 1998; King, Feltey, & Susel, 1998, Thomas, 1995)

- Shift from “informing” citizens of government projects to “involving” them (i.e., “maximum feasible participation”)

- Mixed results (Big question for administrators to answer: WHY are citizens being used?)

Environmental Issues (Peelle, et al., 1996)

- “successful” citizen participation requires….
Agency **clarity on goals** and stakeholder roles in public participation

Top management **commitment** to the public participation process

Manager/leader **goes beyond legal minimum**

Agency **responsiveness** to stakeholders

**Two-way communication** and education

Adequate **resources**

Development of provisional **trust** between agency and public

Giving priority to **trust building actions**

**Openness** of the agency
Research on Citizen Review Boards and Behavioral Health Agencies
Arnstein’s Seminal “Ladder of Participation”

Citizen Review Panels for Child Protective Services

- Citizen Review Panels were formed through a 1996 amendment to the Child Abuse and Prevention Treatment Act (CAPTA)

- 3 panels per state by July, 1999 (some only needed one)

- Each panel has the responsibility to review compliance of state and local CPS agencies with respect to:
  - state CAPTA plan (basically ANY child protective services)
  - Other criteria the panel considers important, which may include coordination with foster care and adoption programs and review of child fatalities and near fatalities
Requirements for Citizen Review Panels

- Composed of volunteer members that
  - are broadly representative of the community in which they are operating
  - include individuals with expertise in the prevention and treatment of child abuse and neglect
- Meet at least quarterly
- Examine policies and procedures and, where appropriate, specific cases of both state and local agencies
- Maintain confidentiality
- Prepare an annual report with activities and recommendations
More Requirements

- Evaluate PRACTICES as well as policy and procedure

- Develop a means for public comment

- Child welfare agency is to respond in writing to annual report within six months**

- May include former victims of child abuse and neglect
Panels Can Examine Any of the Following Parts of the CPS System

- Intake and initial screening
- Investigation and/or assessment
- Case determination
- Service planning, implementation, and monitoring
- Case closure
- Crisis intervention; Emergency placement; Family stabilization
- Coordination of services
- Staff qualifications, training and workload
**How can a Panel Review these Things?**

- In-depth review of a small number of cases**
- Broader review of cases
- Analysis of statewide data systems
- Review of agency policy and procedures
- Targeted Surveys
- Quality assurance reviews
- Community forums
- Focus groups or interviews of staff, consumers, service providers, mandated reporters, foster parents, others
Models of Citizen Review Panels Nationally

- “Started from Scratch” in 1999 (KY, TN, MN, AK)

- Use of existing Boards (ID, FL, NC, AL, CO). This is COMMON. Common Boards used are Child Fatality, Foster Care Review, Children’s Justice Act, CPS Advisory Committees. Usually cover statewide issues.

- Panels created through state legislation (NY, ME, WY)
Examples of CRP Interests Nationally

- Relationship between CPS and foster parents (and how they are trained)
- Mandated reporters and how they are trained
- Caseloads of frontline workers
- Racial Disparity in Out of Home Care
- The use of kinship care in out of home care
- Training of CPS workers cases involving meth
- School system response to child abuse reporting
- Review of the system tracking fatalities and near fatalities
- Relationship of CPS and the court system
- Evaluation of differential response systems
Research on What Increases Perceptions of Effectiveness in Citizen Panels

- Access to information
- Clear goals and objectives (should be *congruent* with other entity)
- Ongoing Training
- Cohesion among members
- “Authentic” communication between agency and panel
- Opportunities to build trust
What have we learned about Citizen Review Panels?

- Ongoing and meaningful communication is critical (hold joint retreats/strategic planning sessions, potlucks, awards ceremonies)
- Think Quality, not Quantity.
- Set clear guidelines and goals, check in halfway through the year to make sure the group is “on track”
What have we learned from research?

- Clearly define roles of responsibilities of citizen group and agency (this should be spelled out in a Memo Of Agreement).

- Give feedback to Panels about what happens to their recommendations. If they are not feasible, say so, and explain why.

- Create consistent “point persons” within the agency to answer critical questions.

- Have a way for members to cycle on and off the Panel (i.e., by-laws).
Research tells us that Citizen Panels generally do better when they are…

- Given access to information
- Consulted EARLY in the policy development process
- Given FEEDBACK about their recommendations
- Provided staff and other logistical support
- Are part of a thoughtful, well-defined process rather than a “feel good” exercise
A Selection of CRP Successes Nationally

- **Wyoming** and **Minnesota** CRPs are performing “mini-CFSR” reviews

- **Jefferson (KY)** Panel is developing a “flow chart” of their recommendations from the previous three years to determine what has happened to their recommendations

- **Alaska** has made a concentrated effort to impact their legislators, resulting in a significant financial benefit

- **Tennessee** CRP developed an online training for mandated reporters
Kentucky CRP Outcomes of Recommendations (2007-09)

- **All Regions Combined 2007**: Implemented 16, Not Implemented 16
- **All Regions Combined 2008**: Implemented 29, Not Implemented 29
- **All Regions Combined 2009**: Implemented 33, Not Implemented 33

Legend:
- Implemented
- Not Implemented
Can Mercy Mericopa (or other behavioral agencies) travel the path of Citizen Review Panels?

“Community members support the goal of delivering quality health care”

“We will increase community based services”

“The TAC will be made up of a consortium of STAKEHOLDERS”
Issues that would have to be addressed for CRPs to be used in the behavioral health context

- Confidentiality (HIPAA, etc.)
- Organizational home and staff support
- Will you include consumers or former consumers?
- Is your agency open to criticism?
Working With Diverse Groups

Source: Brushy Fork Institute, Berea College, Berea, KY
Working with Volunteers
Source: Brushy Fork Institute, Berea College, Berea, KY

DON'T
 Just sign people up. . .
 Recruit people to come to meetings . .
 Make new volunteers work alone.
 Just tell them what to do. . .
 Ask people what they want to do. . .
 Use them up and burn them out. . .
 Ignore their suggestions. . .
 Let them starve for appreciation. . .
 Assume volunteers can only be "workers". . .
 Assume you don't have time to train volunteers. . .

DO
 Give them something to do!
 Recruit people to come to activities!
 Assign them a partner or put them on a team!
 Involve them in project planning!
 Ask them what they like to do!
 Keep expectations reasonable and keep adding new volunteers to share the work!
 Let them know you appreciate their input!
 Pay them with praise!
 Let them run projects or be trainers and coordinators for other volunteers!
# Elected Officials

**Ways to get me to your meeting**

- A personal invitation, visit or a phone call.
- Keep me informed of your issue.
- Send me copies of the minutes and agenda.
- Ask me for my input.
- Show me how the issue affects my district.

**What you'll miss if I don't come**

- My advice/insight into local government.
- My knowledge of federal and state grants.
- Awareness of my stand on the issue and opportunity to hold me accountable for my stand.
- My support on the issue and my representation to other officials.
<table>
<thead>
<tr>
<th>Ways to get me to your meeting</th>
<th>What you'll miss if I don't come:</th>
</tr>
</thead>
<tbody>
<tr>
<td>A personal invitation, visit or phone call</td>
<td>My time for volunteer service.</td>
</tr>
<tr>
<td>Provide transportation.</td>
<td>My experience, talent and knowledge.</td>
</tr>
<tr>
<td>Advertise your meeting at places I normally go.</td>
<td>My knowledge of the special needs of seniors.</td>
</tr>
<tr>
<td>Promote the meeting as a way to be socially active.</td>
<td>My contacts in the community.</td>
</tr>
<tr>
<td>Meet in a handicapped accessible location.</td>
<td>My knowledge of the community's history.</td>
</tr>
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# Low Income People

## Ways to get me to your meeting

- A personal invitation, visit or phone call.
- Make me feel accepted, sincerely welcome me.
- Provide child care.
- Pair me up with someone I know who can offer moral support.
- Offer me a ride or hold the meeting in a close, convenient location.

## What you'll miss if I don't come:

- My perspective on how to manage on a tight budget.
- A chance to change the stereotyped image of people in poverty.
- An idea of what low income people really need.
- A hard-working dedicated committee member.
Recruiting New Members

- Who is MISSING from your group?
- Think about what agencies often interact with behavioral health agencies
- Develop a PLAN for recruitment (press releases, targeted letters, guest speaking at community groups, church bulletins, etc.)
- Remember WHY people volunteer: to make a difference. Don’t waste their time


The Pearls

- IF you choose to do this, make sure you set up a GOOD system, not just a “feel good” system
- Give citizens plenty of training and clear direction about their mission
- Be open to feedback, even criticism
- Provide logistical support (preferably from outside of your agency)!
- Keep everyone focused on the goal: improved outcomes for your clients and staff
Questions?

For a copy of this PowerPoint, please email Blake Jones at Bljone00@uky.edu