

1 **Public Health Actions That Support Implementation of the 988 Suicide and Crisis Lifeline**

2

3 **Policy Date:** November 8, 2022

4 **Policy Number:** LB22-01

5

6 Abstract

7 The 988 Suicide & Crisis Lifeline (988) took a bold step in July 2022 and launched an easy-to-remember
8 three-digit number for accessing around-the-clock behavioral health crisis care. The 988 lifeline will
9 connect those experiencing a suicide or behavioral health crisis to crisis counselors, provide timely
10 referrals to treatment, and reduce reliance on law enforcement for behavioral health crisis response. In
11 2021 APHA adopted Policy Statement 20213, A Comprehensive Approach to Suicide Prevention within a
12 Public Health Framework, which calls for public health actions to address suicide in the United States.
13 This late-breaker policy statement builds on that call for action by responding to the July 2022 activation
14 of 988 as a significant advancement in the national suicide prevention strategy. Public health actions
15 support 988 implementation and the federal government’s significant funding commitments and efforts to
16 employ broad-based interventions and public health approaches to reduce suicide. This policy statement
17 identifies action steps that embody the 10 Essential Public Health Services (EPHS) and illustrate the
18 broad range of actions across core functions of assessment, policy development, and assurance. These
19 actions infuse public health tenets into the 988 implementation and into development of expanded crisis
20 response services. The action steps reflect the 10 EPHS framework’s centering principle by explicitly
21 integrating equity across the EPHS domains. The 988 implementation intends to accelerate transition to a
22 more robust and comprehensive system of behavioral health crisis response nationwide. These action
23 steps will inform the implementation by incorporating critical public health approaches in large-scale
24 national-level suicide prevention efforts.

25

26 Relationship to Existing APHA Policy Statements

27 This proposed policy statement addresses how public health might support crisis services in general and
28 the 988 Suicide & Crisis Lifeline in particular. In 2020, Congress designated 988 as the new dialing code
29 to be operated through the existing National Suicide Prevention Lifeline to address situations involving
30 people in suicidal crisis or emotional distress. This policy statement builds on the recognition in 15
31 current policy statements that suicide and suicidal ideation are socially determined and, in six statements,
32 that there are specific groups at high risk of suicide. The statement extends Policy Statement 20213, A
33 Comprehensive Approach to Suicide Prevention within a Public Health Framework, which calls for
34 adoption of evidence-based suicide care practices and policies that support those in crisis, including a

35 strategic plan to support the implementation of 988 as a behavioral health crisis line. The additional 22
36 existing policy statements listed below are also relevant to this policy statement.

37

38 Policy Statements Related to Suicide Prevention in a Public Health Framework

- 39 • APHA Policy Statement 201415: Support for Social Determinants of Behavioral Health and Pathways
40 for Integrated and Better Public Health
- 41 • APHA Policy Statement 20179: Reducing Income Inequality to Advance Health
- 42 • APHA Policy Statement 20184: Reducing Suicide by Firearms
- 43 • APHA Policy Statement 20185: Violence is a Public Health Issue: Public Health is Essential to
44 Understanding and Treating Violence in the U.S.

45 • APHA Policy Statement 201912: Addressing Alcohol-Related Harms: A Population Level Approach
46 Policy Statements Related to Suicide and Social Determinants of Health

- 47 • APHA Policy Statement 200712: Toward a Healthy Sustainable Food System
- 48 • APHA Policy Statement 20095: The Role of Public Health Practitioners, Academics, and Advocates
49 in Relation to Armed Conflict and War
- 50 • APHA Policy Statement 200914: Building Public Health Infrastructure for Youth Violence Prevention
- 51 • APHA Policy Statement 20101: Public Health and Education: Working Collaboratively Across
52 Sectors to Improve High School Graduation as a Means to Eliminate Health Disparities
- 53 • APHA Policy Statement 20123: Cessation of Military Recruiting in Public Elementary and Secondary
54 Schools
- 55 • APHA Policy Statement 20178: Housing and Homelessness as a Public Health Issue
- 56 • APHA Policy Statement 201810: International Food Security and Public Health: Supporting Initiatives
57 and Actions
- 58 • APHA Policy Statement 201811: Addressing Law Enforcement Violence as a Public Health Issue
- 59 • APHA Policy Statement 20196: Addressing the Impacts of Climate Change on Mental Health and
60 Well-Being
- 61 • APHA Policy Statement LB20-04: Structural Racism is a Public Health Crisis: Impact on the Black
62 Community

63 Policy Statements Related to Suicide and Administrative Data and Language

- 64 • APHA Policy Statement 20086: Patients' Rights to Self-Determination at the End of Life
- 65 • APHA Policy Statement 201513: Improving Availability of and Access to Individual Worker Fatality
66 Data

67 Policy Statements Related to Suicide and Vulnerable Populations

- 68 • APHA Policy Statement 20142: Reduction of Bullying to Address Health Disparities Among LGBT
69 Youth
- 70 • APHA Policy Statement 201411: Removing Barriers to Mental Health Services for Veterans
- 71 • APHA Policy Statement 20169: Promoting Transgender and Gender Minority Health through
72 Inclusive Policies and Practices
- 73 • APHA Policy Statement 20192: A Global Call to Action to Improve Health Through Investment in
74 Maternal Mental Health
- 75 • APHA Policy Statement LB-18-01: APHA Opposes Separation of Immigrant and Refugee Children
76 and Families at U.S. Borders

77 Problem Statement

78 On July 16, 2022, the 988 Suicide & Crisis Lifeline was activated in a transition to a three-digit, easy-to-
79 remember, around-the-clock access number for suicide and behavioral health crisis care, replacing the
80 former 10-digit National Suicide Prevention Lifeline number.[1] Improved behavioral health crisis
81 response in the United States has become imperative. There are alarming statistics that call for evaluation
82 of how current crisis response activity has affected behavioral health treatment. Between 2015 and 2020,
83 one in every four fatal police shootings involved a person with a mental illness. The rate of incarceration
84 is also higher for this population, with an estimated 2 million people with mental illness jailed and
85 imprisoned each year.[2] In addition, overutilization of emergency health care services for behavioral
86 health crises often results in poor-quality care, longer wait times to access treatment, higher health care
87 costs, and forced medical treatment.

88

89 The 988 Suicide & Crisis Lifeline seeks to provide immediate and trauma-informed crisis intervention
90 and support. When people contact 988 via call, text, or chat, they will reach a crisis counselor who is
91 trained to understand how their problem is affecting them, provide support, and share resources as
92 needed. For most, 988 contact will be the intervention. Crisis counselors are expected to resolve the
93 urgent needs of most 988 callers, thereby reducing the overall need for an in-person response.[2]

94

95 Suicide is a major public health problem in the United States, with nearly 46,000 suicide deaths in 2020
96 and suicide ranking as the 12th leading cause of death overall. Suicide was the second leading cause of
97 death among individuals 10–14 and 25–34 years of age, the third leading cause among those 15–24 years
98 of age, and the fourth leading cause among those 35–44 years of age. In addition, there were nearly twice
99 as many suicides (45,979) as homicides (24,576).[3]

100

101 In 2021 APHA adopted Policy Statement 20213, A Comprehensive Approach to Suicide Prevention
102 within a Public Health Framework, which calls for public health actions to address suicide in the United
103 States. Within the policy statement’s 23 action steps, five call for adopting evidence-based suicide care
104 and policies that support those in crisis.[4] Thus, a significant number of actions in APHA’s policy
105 statement to advance public health contributions to suicide prevention address gaps in responding to those
106 in suicidal crisis. One of the action steps specifically addresses 988 by calling for the “creation of a
107 strategic plan for implementing the 988 mental health crisis line through a collaboration of public health
108 agencies, health and behavioral health care systems, and advocates.” This late-breaker policy statement
109 elaborates public health roles that support 988 implementation.

110
111 Public health approaches to suicide prevention apply public health tenets and principles while fostering
112 novel and innovative interventions and methods developed within public health science.[5] Although the
113 federal government has identified best practice guidelines for behavioral health crisis care, they are
114 clinically oriented; indeed, the term “public health” appears only twice within the 80-page guidelines.[6]
115 Many of the best practices actions and concepts will be familiar to public health professionals, but the
116 guidelines do not explicitly represent a public health perspective. As 988 implementation proceeds, it will
117 be important to utilize public health methods to strengthen U.S. suicide prevention efforts. The 988
118 Suicide & Crisis Lifeline is expected to significantly increase demand for crisis call support even though
119 many 988 crisis centers are currently falling below the 90% answer rate goal.[7] Transparent monitoring
120 of data such as these embodies public health principles of assessment to identify needs for program
121 improvement and resourcing for sustainment that will be critical for 988 success.

122
123 The 988 Suicide & Crisis Lifeline is recognized for its important promise in addressing suicide risk
124 among historically underserved and marginalized populations.[8] Ensuring that key public health
125 concepts of diversity, equity, and inclusion are central to implementing 988 throughout the United States
126 will be needed to optimize access for those experiencing a suicide or behavioral health crisis. Likewise,
127 efforts to address barriers that limit access to crisis care for those who are referred from 988 for services
128 must include assessments of disparities in behavioral health and crisis care interventions. Principles of
129 inclusion are also evident when planning 988 implementation among American Indian and Alaska Native
130 indigenous populations to address their unique crisis care challenges and barriers.[9] Trust in the 988
131 response system will be critical to gain the confidence of 988 callers across the country; employing
132 trauma-informed strategies and reducing reliance on 911-style law enforcement responses to behavioral
133 health crises are key goals for a more effective crisis response system.[10] Community engagement in
134 implementing 988 is another key public health tenet to ensure that crisis care is culturally sensitive and

135 equitably accessible. Effective messaging about suicide, grounded in public health communication
136 research, has been developed by the National Action Alliance for Suicide Prevention and applied to a
137 framework for 988 messaging to facilitate reach across communities.[11]

138

139 Given that suicide is a major public health problem, APHA is committed to supporting a comprehensive
140 public health approach to suicide prevention, and 988 implementation is intended to be a significant
141 component of U.S. national suicide prevention efforts, it is incumbent upon APHA to explicate public
142 health tenets and principles that map to 988 implementation and expansion of the suicide and behavioral
143 health crisis response system.

144

145 Evidence-Based Strategies to Address the Problem

146 The 10 Essential Public Health Services (EPHS) as a best practice: Historically, suicide and crisis
147 response has predominantly been viewed as a clinical behavioral health issue. However, evidence-based
148 research supports the accompanying need for public health interventions to mitigate upstream factors that
149 contribute to suicide risk. APHA Policy Statement 2021³ recognizes that suicide is a public health
150 challenge and recommends addressing root causes that adversely affect mental and behavioral well-being
151 and exacerbate health inequities.[4] The public health profession's 10 EPHS inform best practices for the
152 public health community to respond to emerging and persistent public health threats.[12] This framework
153 is applicable to suicide prevention efforts, including those that reduce the prevalence of behavioral health
154 crises. By utilizing this framework, the public health community can identify intersectional activities that
155 complement and strengthen the efforts of 988 and the existing crisis response network.

156

157 Equity as an overarching guideline of best practices in crisis services: In 2020, the 10 EPHS were revised
158 to place equity at the center of the framework and ensure that all essential services address health
159 disparities.[12] With a reenvisioned framework to guide public health practice, efforts to address public
160 health challenges should immediately follow the updated guidance to ensure that consistent equity efforts
161 are present throughout the public health arena. A public health response to 988 will require an equity-
162 centered approach for serving all communities, especially historically underserved populations, and
163 achieving better health outcomes. The Kennedy-Satcher Center for Mental Health Equity at the
164 Morehouse School of Medicine and Beacon Health Options have drafted recommendations to embed
165 equity into 988 and crisis response.[13] This toolkit outlines where crisis response inequities exist and
166 recommends strategies to reduce adverse impacts. Key strategies include prioritizing historically invisible
167 communities, limiting law enforcement interactions during crisis response, and delivering comprehensive
168 training to grow and sustain a strong and equitable crisis response network.

169

170 Core functions of the 10 Essential Public Health Services: The 10 EPHS span three core functions,
171 assessment, policy development, and assurance, that inform the action steps of this policy statement.
172 These action steps are organized around the 10 EPHS framework core functions and call on relevant
173 entities to apply core public health principles for implementing the 988 Suicide & Crisis Lifeline.

174

175 Assessment as a core function: Ongoing assessment of 988 outcome data will be critical to understanding
176 the success of the system and identifying gaps in service capacity and equity. Evidence-based research is
177 needed to improve data on behavioral health crises. Important lessons learned from research into the
178 existing 911 crisis system support the need for improved crisis response data for decision making, system
179 improvement, transparency, and accountability across the crisis response network. A 2021 survey showed
180 that while 911 can record calls as related to behavioral health or substance use in its electronic data
181 system, there are no overarching policies to guide consistent data collection.[14] For example, some
182 centers rely on National Incident-Based Reporting System or Unified Crime Reporting codes, which
183 provide only limited information on behavioral health crises. Others indicate whether a call is related to
184 behavioral health or substance misuse in a text field, making this information challenging to aggregate.
185 Without consistent data that can be aggregated and compared, little can be known about the full scope of
186 behavioral health crises or 911 crisis system response in any given community.[14] Consistency can be
187 established through the use of standardized tools that identify calls related to behavioral health crises.
188 Codes such as “suspected suicide” have been associated with a greater likelihood of a person being
189 transported to treatment than codes such as “suspicious person” and “calls for assistance.”

190

191 Consistency can also be established through standardized data collection, ensuring that systems record
192 quantitative data on behavioral health crises. Aggregated national data can provide a more accurate
193 account of system functioning, allowing for better directed quality improvement efforts. To this effect,
194 consistent data collection must account for and acknowledge factors that substantially contribute to
195 inequities, including race, ethnicity, and zip code, to preserve and foster equity-informed and equity-
196 centered data collection, assessment, analysis, and policy development. Consistent data would also
197 improve public-facing reporting, an essential element to build trust in an accountable crisis system.
198 Building upon the lifeline’s suicide risk assessment standards,[15] assessment of a caller’s risk at the
199 point of connection can help provide an understanding of which levels of crisis present to the lifeline and
200 which strategies have proven most effective during crisis intervention. Research also indicates that
201 upstream prevention strategies are critical for mitigating crisis risk, especially in the case of strategies
202 targeting youth.[16] Identifying which upstream measures are most effective at reducing suicide risk can

203 help inform the public health community about the prominent intersectionality between social health
204 determinants and suicide and crisis intervention. In addition, assessing barriers that prevent callers from
205 accessing continuing care can help identify gaps in services.[17]

206
207 Policy development as a core function: Effective policy directives ensure that the public is informed about
208 critical health services, and consistent communication about 988 is key to public acceptance. The
209 Substance Abuse and Mental Health Services Administration (SAMHSA) has published information for
210 988 messaging including a toolkit, key message guidance, fact sheets, and outreach materials.[18] While
211 these resources serve as important backbones for communication about 988, more resources will be
212 needed to tailor messages to diverse communities, especially those that may be reluctant to use 988
213 services. Effective communication about a culturally responsive 988 system is key to building trust in
214 communities, especially those with previous traumas related to 911 interactions. The National Action
215 Alliance for Suicide Prevention has produced the evidence-based 988 Messaging Framework for
216 effectively communicating about suicide.[11] The framework, which is grounded in public health
217 communication research, evidence from studies of suicide contagion, and public opinion polls, outlines
218 principles of effective communication campaigns, safe messaging guidelines, and the importance of
219 promoting hope, healing, and recovery through positive narratives. The framework builds on previous
220 best practices guidance and stresses the importance of developing strategic goals for 988 messaging and
221 the need to engage community members, especially those with lived experience, in message
222 development.[11] It also provides guidance on working with local media to ensure that their coverage of
223 988 and suicide is informed by consensus guidelines for safe reporting on suicide.[19]

224
225 Many individuals who reach out to crisis hotlines find that the services provided are helpful in reducing
226 suicidal ideation, feelings of hopelessness, and other psychological pain without the need for further
227 engagement with other crisis care.[20,21] When crisis hotlines have offered follow-up services to callers,
228 research has shown that these services can be effective in positively influencing clients with suicidal
229 ideation.[22] These findings highlight the important role of crisis hotlines in the pathway to crisis
230 services.

231
232 SAMHSA's 2020 National Guidelines for Behavioral Health Crisis Care emphasize how crisis hotlines
233 can play a critical role in crisis services with state and regional crisis centers serving as a coordinating hub
234 for additional services beyond clinical care from crisis counselors.[6] The implementation of 988 also
235 serves as a potential catalyst for improvements in the overall crisis service system. For those who could
236 benefit from additional services, crisis hotlines are a bridge to additional resources, although research has

237 shown that only half of callers given resource referrals actually use these services.[17] In the case of those
238 needing emergency services, crisis hotlines can coordinate immediate trauma-informed responses with
239 local mobile crisis teams, law enforcement, and emergency medical services. The 988 Suicide & Crisis
240 Lifeline has imminent risk standards to which all 988 crisis centers must adhere, and these standards aim
241 to provide the least restrictive care possible to those in crisis.[23] However, in areas where mobile crisis
242 services are not available, law enforcement and 911 may respond to people in crisis, which can be
243 traumatic for these individuals. Policies that build trust in communities, especially those with previous
244 traumas related to 911 interactions, will be critical for creating an equitable trauma-informed crisis
245 response system.

246
247 Services provided must respond to the unique needs of each respective community. The Kennedy-Satcher
248 Center highlights the importance of placing mobile crisis units at local medical and behavioral health
249 clinics.[13] Positioning mobile crisis units in settings where response teams reflect the population served
250 helps achieve equitable access to crisis services. Data also show that placement of mobile crisis units in
251 non-health care settings has been successful with respect to offering culturally responsive services to
252 communities experiencing homelessness and tribal and LGBTQIA+ (lesbian, gay, bisexual, transgender,
253 queer or questioning, intersex, and asexual) communities. Response services must be cohesive for those
254 seeking help during crises. The goal of these partnerships should be to extend the continuum of care
255 beyond crisis response.

256
257 The implementation of the new 988 Suicide & Crisis Lifeline has already significantly increased and
258 expanded demand for crisis response services and significantly expanded the venues for delivering crisis
259 response care. Since 988's national implementation on July 16, 2022, the lifeline has seen a 45% increase
260 in call volume, necessitating a scale up in crisis services.[24,25] To support the implementation, the U.S.
261 Department of Health and Human Services and SAMHSA have announced grant funding to scale up
262 response efforts. Specific grant actions include mobilizing crisis response services, specifically in tribal
263 communities where access to 988 technologies may be limited. In addition, funding will support youth
264 and school-based interventions and public health strategies to bolster the impact of comprehensive
265 services. Continued legislation and policies that ensure 988 sustainment and service expansion will be
266 critical to support the increased volume of service provision.

267
268 Accessibility measures are essential to make the 988 Suicide & Crisis Lifeline an equitable system that
269 serves all communities. The lifeline is actively working to address barriers present in the current system,
270 including those that affect individuals with disabilities and non-English-speaking communities.[26]

271 Federal, state, and local government statutes, regulations, and institutional policies must also address
272 barriers to accessing 988 and crisis response services when planning for crisis response system expansion
273 and seeking continuous funding to support the lifeline. The World Health Organization has embraced the
274 Institute for Human Centered Design’s Principles of Inclusive Design as the best measure to incorporate
275 accessibility measures into public health practice.[27] Through adoption of these principles, 988 and the
276 crisis response network can build equitable strategies to ensure that accessibility is embedded in the
277 operations of the lifeline, mobile crisis units, and policy development.

278

279 Assurance as a core function: Assurance surrounding 988 and crisis response is critical to building,
280 sustaining, and continuously strengthening the 988 and crisis response network to ensure an informed and
281 comprehensive system for years to come. In order to secure trust within communities, 988 and crisis
282 response services must be immediately, effectively, and equitably responsive to those who need
283 services.[28] Public health professionals involved in crisis response should be informed of the system’s
284 current equity gaps and should aim to close the gaps by responding to upstream preventable factors that
285 contribute to crises. Centering equity measures within public health’s 988 and crisis response operations
286 includes building a responsive public health workforce that represents and reflects all communities,
287 especially those that have been historically underrepresented, invisible, or excluded.[13]

288

289 Given that the crisis response network is rapidly growing to support the expanded need for a larger
290 system, the lack of a sufficient number of crisis response workers remains a barrier and potential threat to
291 providing immediate response to crises.[22,25] It is imperative for the lifeline and the crisis response
292 network, including public health personnel, to quickly recruit and train a new workforce and identify
293 strategies to retain workers. The 10 EPHS can inform best practices to build, support, and maintain a
294 responsive, sustainable, and equity-centered public health workforce. Key parties in the crisis response
295 network have defended the importance of having communities with lived experience lead suicide and
296 crisis response efforts, including SAMHSA,[29] Vibrant,[28] and the Kennedy-Satcher Center.[13]
297 Ensuring an existing platform for people with lived experience to guide 988 and crisis response system
298 development and evaluation is a critical step for embedding equity and cultural awareness into quality
299 improvement processes. The Suicide Prevention Resource Center explains why inclusion of communities
300 with lived experience is important and provides user guidance on how to identify and include community
301 members in suicide prevention and crisis response efforts.[30]

302

303 Collectively, a public health framework to support and augment the 988 and crisis response system
304 should be informed by data, driven by communities, and adequately funded to support a continuous and

305 comprehensive system. An effective system of crisis response care must link clinical crisis interventions
306 to a continuum of services spanning upstream prevention to postintervention maintenance. It is imperative
307 for health equity to remain the centripetal force that drives public health interventions in crisis response
308 and beyond.

309

310 Opposing Arguments/Evidence

311 Opponents of engaging the U.S. public health system in crisis response will be concerned about large and
312 unnecessary costs for interventions that may not be effective in preventing suicide. Public health
313 interventions would require resources to be applied to indirect and diffuse population-level factors
314 embodied by a public health approach in contrast to clinical behavioral health interventions that directly
315 mitigate an individual's known suicide risk.[4] A large body of research has described effective clinical
316 behavioral health treatments for those in suicidal crisis, with considerably less evidence that public health
317 approaches will yield cost-effective gains in reducing suicide.

318

319 Public health infrastructure is often a low funding priority at the federal, state, and local levels[31] and
320 has not received consistent federal financial support.[32] At the same time, behavioral health services
321 have been woefully underfunded.[33] As a result of chronic underfunding, both public and behavioral
322 health fields struggle with demand for services, and this has been even more evident with the COVID-19
323 pandemic. The tremendous need for services has undermined public health and behavioral health system
324 efforts to maintain a sufficient workforce, avoid service fragmentation, and address service inequities.[34]
325 Opponents of a public health presence in crisis response will be concerned that pressure for an
326 underfunded public health system to divert scarce resources to support 988 would be a misplaced priority
327 that further limits its ability to prepare for and respond to unforeseen large-scale service emergencies.

328

329 A public health approach to crisis response is being developed in various forms across the country.[35–
330 37] Conducting research and developing training for applying public health principles to crisis response
331 would require valuable time and scarce resources to address an urgent problem. Opponents of a public
332 health presence in crisis response will contend that the highest priority in terms of time and resources
333 should be research on and development of evidence-based curricula that effectively train crisis counselors
334 and crisis response teams.

335

336 Opponents of an expanded public health presence in crisis response will also be concerned about negative
337 publicity related to poorly handled response. There is already skepticism regarding 988's ability to
338 employ trauma-informed approaches during response.[38] Unnecessary deployment of law enforcement

339 or forced behavioral health treatment through crisis response will undermine public health credibility and
340 risk public health's overall ability to build and maintain trust within communities.

341

342 In general, opponents of applying public health principles to 988 implementation will argue that there is
343 little evidence warranting the cost and resources to engage the public health system in crisis response. In
344 essence, such arguments seek to maintain the status quo for suicide and behavioral health crisis response.
345 However, recent advances in public health methods that contribute to suicide prevention and increasing
346 engagement by the U.S. public health system are consistent with the APHA policy statement for adopting
347 a comprehensive public health approach to suicide prevention, including 988 implementation and more
348 robust crisis response capabilities.[4]

349

350 Action Steps

351 APHA calls for public health actions reflecting cross-cutting principles of equity and aligned with the
352 core public health functions of assessment, policy development, and assurance to support implementation
353 of the 988 Suicide & Crisis Lifeline and improved crisis response services in the United States.

- 354 • APHA calls on federal, state, territorial, tribal, and local public health departments, agencies, and
355 organizations to proactively engage with behavioral health and emergency response systems at all
356 levels to fund, create, continuously strengthen, and sustain a robust, consistent, cohesive, and equity-
357 centered infrastructure for crisis response nationwide. APHA urges parties at all system levels to use
358 the Kennedy-Satcher Embedding Equity into 988 policy brief to ensure consistent elevation of equity
359 priorities throughout 988 implementation.

360 Assessment

- 361 • APHA calls on 988 and crisis response system funding entities, system proponents, and data owners at
362 the federal, state, territorial, tribal, and local levels to ensure transparent processes for assessing and
363 monitoring the implementation of 988, allowing the public access to data that indicate where the
364 system is working well and for whom and where there may be gaps in services.
- 365 • APHA urges parties invested in 988 and the crisis response system to collect and apply 988 utilization
366 data to identify salient social determinants and inequities contributing to crises and support
367 development of effective upstream intervention strategies.
- 368 • APHA urges parties invested in 988 and the crisis response system to identify evidence-informed,
369 culturally responsive, and person-centered strategies that support people recovering from crisis and
370 continuously strengthen their emotional and overall well-being.

371 Policy Development

- 372 • APHA calls on parties invested in 988 and the crisis response system at the federal, state, territorial,
373 tribal, and local levels to incorporate consistent, coordinated, culturally sensitive, and inclusive
374 messaging to ensure widespread awareness of the 988 number and encourage all populations to access
375 crisis services when needed. APHA urges messaging campaigns to use the SAMHSA Partner Toolkit
376 and the Action Alliance 988 Messaging Framework to ensure accurate and consistent 988 public
377 education.
- 378 • APHA calls on 988 and crisis response system proponents at the federal, state, territorial, tribal, and
379 local levels to ensure consistent, coordinated, and culturally sensitive messaging that emphasizes
380 alternative strategies to relying on 911 and law enforcement response to crises.
- 381 • APHA calls on 988 funding entities, legislative bodies, and policy proponents to ensure that 988 is
382 seamlessly integrated into cohesive partnership collaborations with health care and nonmedical entities
383 that provide robust crisis response services embedded in settings where people work, live, and play.
- 384 • APHA calls on public health entities to engage with community partners to create mobile crisis units
385 and other strategies that strengthen 988 impact by reaching individuals in crisis in their cultural,
386 linguistic, and unique environments.
- 387 • APHA urges federal, state, territorial, tribal, and local funding entities to commit robust resources for
388 988 implementation and sustained operation and adopt legislative and policy directives to scale up
389 crisis response services within their jurisdictions.
- 390 • APHA urges health care systems and public health entities to enact policies and provide operational
391 support to ensure that primary and emergency behavioral health services are evaluated for outcomes
392 and achieve systemic parity with primary and emergency medical services.
- 393 • APHA calls on parties invested in 988 and the crisis response system at the federal, state, territorial,
394 tribal, and local levels to employ trauma-informed strategies when responding to crises. These entities
395 are called on to promote least restrictive care; to avoid actions that evoke or reinforce previous
396 traumas, including those related to 911 law enforcement interactions; and to build a trusted 988 and
397 crisis response system within communities.
- 398 • APHA urges legislative bodies and policymakers to apply principles of inclusive design in governing
399 codes and organizational directives for 988 and crisis response services that address and mitigate
400 physical, functional, psychological, cultural, or other barriers to full and inclusive access to services.
- 401 • APHA calls on state governments to utilize legislative authority, budgetary action, and governmental
402 influence to ensure adequate funding to expand crisis call center networks that provide comprehensive
403 statewide 988 and crisis response coverage.
- 404 Assurance

- 405 • APHA calls on federal, state, territorial, tribal, and local level authorities to resource the building of
406 988 and crisis response infrastructure in historically underserved communities. The workforce should
407 include those with lived crisis experience and those who reflect and effectively respond to the
408 linguistic and cultural needs of historically underserved populations.
- 409 • APHA urges all parties responsible for 988 and crisis response service implementation to immediately
410 enact plans to recruit and train an expanded crisis care workforce.
- 411 • APHA calls on researchers and 988 and crisis response program developers to generate innovative
412 evidence-based models for training and sustaining a crisis response workforce that is technically
413 proficient, culturally sensitive to all communities, and emotionally sound in delivering crisis response
414 services. Training and retention strategies should include specific crisis response training along with
415 wellness strategies that prevent workforce burnout and retraumatization.
- 416 • APHA calls on federal and state governments, academic institutions, public agencies, and private
417 enterprises to prioritize research grants that develop and test equity-centered crisis response
418 interventions. Unified research strategies should identify diverse and inclusive protective factors,
419 upstream prevention methods, and gaps in service capacity in the communities served.
- 420 • APHA calls on parties invested in 988 and the crisis response system to fully incorporate the
421 perspectives of those with lived experience into all aspects of program evaluation, design, and
422 development and continuous quality monitoring. In this process, valued recognition should be ensured
423 and retraumatizing or exploitative exposures should be avoided.

424

425 References

- 426 1. Substance Abuse and Mental Health Services Administration. 988 Suicide & Crisis Lifeline. Available
427 at: <https://988lifeline.org/>. Accessed October 3, 2022.
- 428 2. National Alliance on Mental Illness. 988: reimaging crisis response. Available at:
429 <https://nami.org/Advocacy/Crisis-Intervention/988-Reimagining-Crisis-Response>. Accessed September
430 26, 2022.
- 431 3. National Institute of Mental Health. Suicide. Available at:
432 <https://www.nimh.nih.gov/health/statistics/suicide>. Accessed September 26, 2022.
- 433 4. American Public Health Association. A comprehensive approach to suicide prevention within a public
434 health framework. Available at: <https://apha.org/Policies-and-Advocacy/Public-Health-Policy-Statements/Policy-Database/2022/01/07/A-Comprehensive-Approach-to-Suicide-Prevention-within-a-Public-Health-Framework>. Accessed September 26, 2022.
- 435 436 5. Cramer RJ, Crow BE, Kaniuka AR. Introduction to the public health approaches to suicide prevention
437 special issue. *Suicide Life Threat Behav.* 2021;51(2):185–188.

- 439 6. Substance Abuse and Mental Health Services Administration. National Guidelines for Behavioral
440 Health Crisis Care: a best practice toolkit. Available at:
441 [https://www.samhsa.gov/sites/default/files/national-guidelines-for-behavioral-health-crisis-care-](https://www.samhsa.gov/sites/default/files/national-guidelines-for-behavioral-health-crisis-care-02242020.pdf)
442 [02242020.pdf](https://www.samhsa.gov/sites/default/files/national-guidelines-for-behavioral-health-crisis-care-02242020.pdf). Accessed October 3, 2022.
- 443 7. Vibrant Emotional Health. 988 Suicide Crisis Lifeline: in-state answer rate by originating state 2022-
444 08-01 to 2022-08-31 Eastern Time. Available at: [https://988lifeline.org/wp-](https://988lifeline.org/wp-content/uploads/2022/09/2022-08_988-Monthly-State-Report.pdf)
445 [content/uploads/2022/09/2022-08_988-Monthly-State-Report.pdf](https://988lifeline.org/wp-content/uploads/2022/09/2022-08_988-Monthly-State-Report.pdf). Accessed October 3, 2022.
- 446 8. Gordon J. 988: suicide prevention research in a rapidly changing world. Available at:
447 <https://directorsblog.nih.gov/tag/988/>. Accessed September 26, 2022.
- 448 9. National Association of State Mental Health Program Directors. 988 convening playbook states,
449 territories, and tribes. Available at:
450 https://www.nasmhpd.org/sites/default/files/988_Convening_Playbook_States_Territories_and_Tribes.pdf
451 [f](https://www.nasmhpd.org/sites/default/files/988_Convening_Playbook_States_Territories_and_Tribes.pdf). Accessed September 26, 2022.
- 452 10. Krass P, Dalton E, Candon M, Doupnik S. Implementing the 988 hotline: a critical window to
453 decriminalize mental health. Available at:
454 <https://www.healthaffairs.org/doi/10.1377/forefront.20220223.476040/#:~:text=Rather%20than%20forcing%20families%20to,support%20without%20involving%20law%20enforcement>. Accessed September 26,
455 2022.
- 456 11. National Action Alliance for Suicide Prevention. 988 Messaging Framework. Available at:
457 <https://suicidepreventionmessaging.org/988messaging/framework>. Accessed September 26, 2022.
- 458 12. Centers for Disease Control and Prevention. 10 Essential Public Health Services. Available at:
459 <https://www.cdc.gov/publichealthgateway/publichealthservices/essentialhealthservices.html>. Accessed
460 September 14, 2022.
- 461 13. Kennedy-Satcher Center for Mental Health Equity. Embedding equity into 988: imagining a new
462 normal for crisis response. Available at: [https://kennedysatcher.org/wp-content/uploads/2022/06/988-](https://kennedysatcher.org/wp-content/uploads/2022/06/988-Policy-Brief_Final.pdf)
463 [Policy-Brief_Final.pdf](https://kennedysatcher.org/wp-content/uploads/2022/06/988-Policy-Brief_Final.pdf). Accessed October 3, 2022.
- 464 14. Pew Charitable Trusts. New research suggests 911 call centers lack resources to handle behavioral
465 health crises: training, emergency response options, and data reporting are key areas for improvement,
466 says Pew study. Available at: [https://www.pewtrusts.org/en/research-and-analysis/issue-](https://www.pewtrusts.org/en/research-and-analysis/issue-briefs/2021/10/new-research-suggests-911-call-centers-lack-resources-to-handle-behavioral-health-crises)
467 [briefs/2021/10/new-research-suggests-911-call-centers-lack-resources-to-handle-behavioral-health-crises.](https://www.pewtrusts.org/en/research-and-analysis/issue-briefs/2021/10/new-research-suggests-911-call-centers-lack-resources-to-handle-behavioral-health-crises)
468 Accessed October 3, 2022.
- 469 15. National Suicide Prevention Lifeline. Suicide risk assessment standards. Available at:
470 <https://988lifeline.org/best-practices/>. Accessed October 3, 2022.
- 471

- 472 16. Wyman P. Upstream Youth Suicide Prevention Expert Panel meeting summary. Available at:
473 [https://sprc.org/sites/default/files/migrate/library/Upstream_Youth_Suicide_Prevention_Expert_Panel_M](https://sprc.org/sites/default/files/migrate/library/Upstream_Youth_Suicide_Prevention_Expert_Panel_Meeting%20Summary.pdf)
474 [eeting%20Summary.pdf](https://sprc.org/sites/default/files/migrate/library/Upstream_Youth_Suicide_Prevention_Expert_Panel_Meeting%20Summary.pdf). Accessed October 3, 2022.
- 475 17. Gould MS, Munfakh JLH, Kleinman M, Lake AM. National Suicide Prevention Lifeline: enhancing
476 mental health care for suicidal individuals and other people in crisis. *Suicide Life Threat Behav.*
477 2012;42(1):22–35.
- 478 18. Substance Abuse and Mental Health Services Administration. 988 Partner Toolkit. Available at:
479 <https://www.samhsa.gov/find-help/988/partner-toolkit>. Accessed October 3, 2022.
- 480 19. Reporting on Suicide. Homepage. Available at: <https://reportingonsuicide.org/>. Accessed October 3,
481 2022.
- 482 20. Gould MS, Kalafat J, HarrisMunfakh JL, Kleinman M. An evaluation of crisis hotline outcomes part
483 2: suicidal callers. *Suicide Life Threat Behav.* 2007;37(3):338–352.
- 484 21. Gould MS, Chowdhury S, Lake AM, et al. National Suicide Prevention Lifeline crisis chat
485 interventions: evaluation of chatters’ perceptions of effectiveness. *Suicide Life Threat Behav.*
486 2021;51(6):1126–1137.
- 487 22. Gould MS, Lake AM, Galfalvy H, et al. Follow-up with callers to the National Suicide Prevention
488 Lifeline: evaluation of callers’ perceptions of care. *Suicide Life Threat Behav.* 2018;48(1):75–86.
- 489 23. National Suicide Prevention Lifeline. Policy for helping callers at imminent risk of suicide. Available
490 at: [https://988lifeline.org/wp-content/uploads/2016/08/Lifeline-Policy-for-Helping-Callers-at-Imminent-](https://988lifeline.org/wp-content/uploads/2016/08/Lifeline-Policy-for-Helping-Callers-at-Imminent-Risk-of-Suicide.pdf?_ga=2.12656631.1957195039.1663436458-675343618.1663436458)
491 [Risk-of-Suicide.pdf?_ga=2.12656631.1957195039.1663436458-675343618.1663436458](https://988lifeline.org/wp-content/uploads/2016/08/Lifeline-Policy-for-Helping-Callers-at-Imminent-Risk-of-Suicide.pdf?_ga=2.12656631.1957195039.1663436458-675343618.1663436458). Accessed
492 October 3, 2022.
- 493 24. Manderscheid R. 988 shows promise, room to improve a month after launch. Available at:
494 [https://www.hmpgloballearningnetwork.com/site/bhe/perspectives/988-shows-promise-room-improve-](https://www.hmpgloballearningnetwork.com/site/bhe/perspectives/988-shows-promise-room-improve-month-after-launch)
495 [month-after-launch](https://www.hmpgloballearningnetwork.com/site/bhe/perspectives/988-shows-promise-room-improve-month-after-launch). Accessed October 3, 2022.
- 496 25. Substance Abuse and Mental Health Services Administration. HHS secretary: 988 transition moves us
497 closer to better serving the crisis care needs of people across America. Available at:
498 [https://www.samhsa.gov/newsroom/press-announcements/20220909/hhs-secretary-988-transition-moves-](https://www.samhsa.gov/newsroom/press-announcements/20220909/hhs-secretary-988-transition-moves-closer-to-better-serving-crisis-care-needs)
499 [closer-to-better-serving-crisis-care-needs](https://www.samhsa.gov/newsroom/press-announcements/20220909/hhs-secretary-988-transition-moves-closer-to-better-serving-crisis-care-needs). Accessed October 3, 2022.
- 500 26. Substance Abuse and Mental Health Services Administration. 988 frequently asked questions.
501 Available at: <https://www.samhsa.gov/find-help/988/faqs>. Accessed October 3, 2022.
- 502 27. Institute for Human Centered Design. Principles. Available at:
503 <https://www.humancentereddesign.org/inclusive-design/principles>. Accessed October 3, 2022.
- 504 28. Vibrant Emotional Health, Mental Health America. FAQ for understanding 988 and how it can help
505 with behavioral health crises. Available at:

- 506 <https://mhanational.org/sites/default/files/FAQ%20with%20vibrant%20FINAL%20COPY.pdf>. Accessed
507 October 3, 2022.
- 508 29. Substance Abuse and Mental Health Services Administration. Lived Experience Committee.
509 Available at: <https://988lifeline.org/lived-experience-committee/>. Accessed October 6, 2022.
- 510 30. Suicide Prevention Resource Center. How can we find people with lived experience? Available at:
511 <https://www.sprc.org/livedexperientoolkit/finding>. Accessed October 3, 2022.
- 512 31. Baker EL, Potter MA, Jones DL, et al. The public health infrastructure and our nation's health. *Annu*
513 *Rev Public Health*. 2005;26:303–318.
- 514 32. Maani N, Galea S. COVID-19 and underinvestment in the public health infrastructure of the United
515 States. *Milbank Q*. 2020;98(2):250–259.
- 516 33. Cunningham P, McKenzie K, Taylor EF. The struggle to provide community-based care to low-
517 income people with serious mental illnesses. *Health Aff (Millwood)*. 2006;25(3):694–705.
- 518 34. Van Beusekom M. Understaffed, underfunded, under siege: US public health amid COVID-19.
519 Available at: [https://www.cidrap.umn.edu/news-perspective/2021/10/understaffed-underfunded-under-](https://www.cidrap.umn.edu/news-perspective/2021/10/understaffed-underfunded-under-siege-us-public-health-amid-covid-19)
520 [siege-us-public-health-amid-covid-19](https://www.cidrap.umn.edu/news-perspective/2021/10/understaffed-underfunded-under-siege-us-public-health-amid-covid-19). Accessed October 3, 2022.
- 521 35. Reed J, Quinlan K, Labre M, Brummett S, Caine ED. The Colorado National Collaborative: a public
522 health approach to suicide prevention. *Prev Med*. 2021;152:106501.
- 523 36. May PA, Serna P, Hurt L, DeBruyn LM. Outcome evaluation of a public health approach to suicide
524 prevention in an American Indian tribal nation. *Am J Public Health*. 2005;95(7):1238–1244.
- 525 37. Carroll D, Kearney LK, Miller MA. Addressing suicide in the veteran population: engaging a public
526 health approach. *Front Psychiatry*. 2020;11:569069.
- 527 38. Pattani A. Social media posts warn people not to call 988. Here's what you need to know. Available
528 at: [https://www.npr.org/sections/health-shots/2022/08/11/1116769071/social-media-posts-warn-people-](https://www.npr.org/sections/health-shots/2022/08/11/1116769071/social-media-posts-warn-people-not-to-call-988-heres-what-you-need-to-know)
529 [not-to-call-988-heres-what-you-need-to-know](https://www.npr.org/sections/health-shots/2022/08/11/1116769071/social-media-posts-warn-people-not-to-call-988-heres-what-you-need-to-know). Accessed October 14, 2022.