

Description

From Words to Deeds is the result of a collaboration of leaders in criminal justice and mental health from throughout California who joined together to identify and advance strategies to effectively divert individuals with mental illness from jail.

Mission

The leaders in criminal justice and mental health participating in this effort strive to end the criminalization of individuals with mental illness by supporting proven strategies that promote early intervention, access to effective treatments, a planned re-entry and the preservation of public safety.

Vision

A true shift in the paradigm between criminal justice and mental health will embody an effective jail diversion system that fosters a successful and ongoing exchange of information among courts, criminal justice agencies, mental health professionals, government and nongovernment organizations, to achieve a substantial positive change in the way individuals with mental illness are treated within our communities.

For more information about the Mentally Ill Offender Crime Reduction Grant Program contact the Corrections Standards Authority at <http://www.cdcr.ca.gov/DivisionsBoards/CSA/index.html>.

For more information about the Mental Health Services Act/Proposition 63, contact the California Department of Mental Health at <http://www.dmh.ca.gov/mhsa/default.asp>.

To obtain more information about this effort, or the group of individuals who have joined together in this effort please call, e-mail or mail Perry Communications Group at:

925 L Street, Suite 1200

Sacramento, California 95814

(916) 658-0144

jaildiversion@perrycom.com

Published February 2007

The content and opinions expressed in this document are a record of discussions at the California State Sheriffs' Association Education Foundation's Words to Deeds III workshop on July 14, 2006. Eli Lilly and Company provided funds for the production of this document.

If you do not wish to receive this information, please call us at 1-800-318-4238 or write us at Perry Communications Group, Consultant to Eli Lilly and Company, 925 L Street, Suite 1200, Sacramento, CA 95814 to request to be removed from our mailing list. Once received by PCG, it may take up to 30 days to process your request. You may continue to receive information in the mail while your request is being processed.

From Words to Deeds III

Criminal Justice and Mental Health: Changing the Paradigm 2006-2007

California State
Sheriffs' Association

Lilly
Answers That Matter.

From Words to Deeds III

Criminal Justice and Mental Health Changing the Paradigm

2006-2007 Workshop Overview

From Words to Deeds: Changing the Paradigm is a series of interactive workshops for California leaders in law enforcement, corrections and mental health that reach across traditional public safety and clinical care boundaries. Now led by the California State Sheriffs' Association, these ongoing workshops seek to break the cycle of arrest and re-arrest for individuals with mental illness. Each workshop results in recommended concrete action steps for local implementation. On July 14, 2006, a group of more than 80 experts from varying disciplines and multiple jurisdictions gathered in Sacramento for a third time to move "From Words to Deeds."

The problem presented at Words to Deeds III included: How to identify ways to develop adequate funding to deal with mentally ill offenders. Even in the era of California's Mental Health Services Act (MHSA/Proposition 63), funding is scarce for services for mentally ill offenders. While arrests of individuals who have mental illnesses continue, and in some areas have increased, the burden of care continues to fall on public safety and criminal justice agencies that lack adequate resources to deal with the problem. Whether in the MHSA planning process or from more traditional sources of mental health funding, representatives from the criminal justice system still lack a "seat at the table" when funding decisions are made. Participants in Words to Deeds III sought specific actions to change the paradigm of criminal justice/mental health funding.

During the morning session, conference participants heard from a panel representing legislative, administrative and mental health experts on the topic of funding opportunities. In the afternoon, participants separated into four action groups to discuss specific opportunities arising from: 1) Strategic Collaborations; 2) Existing Funding Opportunities; 3) New Funding Sources; and 4) Effective Communications. The groups brainstormed the significant features of each area of concern and developed specific proposals for action to address them. In summary, the workshop revealed that while the challenges are deep and unyielding, solutions to the problems of individuals with mental illness in the criminal justice system do exist and can be replicated. Following is a summary of the workshop, and an outline of solutions developed by the experts to end the cycle of recidivism.

Strategic Collaborations

The Strategic Collaborations group was led by the California Corrections Standards Authority's Lynda Frost and Kathleen Connolly-Lacy, with the San Francisco Citywide Case Management Forensics Team. This group identified these entities as having the most potential for funding development: Courts/judges, local law enforcement, sheriffs and the Administrative Office of the Courts. The group discussed influential alliances that can be formed among the court system (judges, prosecutors, public defenders, probation), county mental health directors, advocacy and community groups (i.e., National Alliance on Mental Illness), clients/consumers and law enforcement.

Strategies to build effective alliances include:

- Identify and specify common goals and seek joint commitments to the goals
- Foster interdependence by illustrating why the entities need one another
- Build ongoing relationships through frequent and regular meetings
- Demand joint accountability and accept no excuses for not setting and pursuing goals

Successful strategies for collaboration in developing funding include:

- Identify and take advantage of the power of key influencers (i.e., sheriffs)
- Work as a team and speak with one voice to engage funding decision makers
- Develop achievable performance measures
- Capitalize on success, no matter where it is found or who is responsible

Next Steps

The recommendations of the four action groups can be translated into deeds. Collectively, the courts, criminal justice agencies, mental health agencies and nongovernmental organizations can join together to develop the necessary funding to achieve their joint goals. To support these joint actions and maintain momentum for change it is vital to hold additional workshops such as "From Words to Deeds: Changing the Paradigm."

Funding Sources and Opportunities

The Funding Sources and Opportunities group was led by San Francisco County Assistant Sheriff Jean Mariani.

This group identified three sources of funding that are most accessible and feasible:

- The Mentally Ill Offender Crime Reduction Grant Program
- Federal grant funding
- The Mental Health Services Act (MHSA)

For small and medium-sized counties, the most significant problem in accessing grant funding has been a lack of infrastructure to support grant management. In large counties, developing the data collection platform necessary for evidence-based practices has been difficult because of the size of the organizations involved. The MHSA has been problematic because of the intricacies and delays of the planning process.

The group determined that increased accessibility to current and new funding sources can be achieved by:

- Obtaining support or training from professional organizations to develop grant-writing expertise
- Refocusing efforts on the MHSA
- Educating key stakeholders and constituencies with activities such as jail tours and ongoing criminal justice agency participation in mental health boards and MHSA planning groups

Successful Community Reintegration

Effective Communications

The Successful Community Reintegration group was led by Jo Robinson, Director of San Francisco County's Jail Mental Health Services and the Orange County Health Care Agency's Kevin Smith. This group reviewed successful programs in seven counties to determine the elements of their success and the challenges faced in program implementation.

Effective strategies included:

- Maintain continuity of care through the utilization of discharge planners
- Encourage jail mental health staff to contact community providers prior to inmate release, and give them the authority to support reestablishment of services
- Provide jail mental health staff with access to community mental health data to ensure continuity of care
- Work to establish mental health courts in every county
- Establish manageable caseloads for probation officers in every county
- Pursue specialized training for law enforcement officers, such as Crisis Intervention Training
- Establish emergency care resources for acutely ill inmates being released
- Develop and use data and statistics to maintain support from policymakers, such as boards of supervisors, in funding resources for law enforcement, probation and mental health providers
- Ensuring that Social Security benefits are suspended, rather than terminated, when the client is in custody less than one year

Barriers to successful community reintegration include:

- Stigma
- Maintenance of clients on appropriate medications after release
- Reestablishment of benefits
- Involving the cities, including police agencies and city councils, in the challenges of reintegration

The Effective Communications group was led by San Benito County Sheriff Curtis Hill.

This group developed these key concepts for ensuring effective communications between disciplines and organizations:

- Identify those elements of communication that engender motivation for change
- Learn about and respect the organizational cultures of all involved groups and organizations
- Educate about the respective strengths and capabilities of individuals and organizations involved
- Start with "grassroots" types of communication
- Hold regular meetings
- Stay focused on common goals

The group also identified the following potential strategies to support action and maintain momentum through effective communication:

- Identify and stay focused on common interests and common goals
- Make sure that leaders and decision makers are "at the table" and committed to actions
- Close information gaps through liaisons between organizations or departments, and support ongoing communication through action plans

Keys to the development of and ongoing support for funding

Traditional sources of funding for law enforcement, corrections and the courts are simply not adequate to deal with the increasing pressure on criminal justice agencies to deal with mentally ill offenders. Many in the criminal justice system feel disadvantaged when it comes to support from the mental health system and some in the mental health system think that mentally ill offenders are simply "not their problem." New approaches to joint responsibility and common funding are called for. But how?

During the morning of the workshop, a panel of experts discussed funding development for mental health initiatives in the criminal justice system.

- Yolo County Supervisor and former Assembly Member Helen Thomson
- Los Angeles County Chief Administrative Officer David Janssen
- State Department of Mental Health Deputy Director Carole Hood
- Orange County Director of Behavioral Health Services Mark Refowitz
- San Francisco Citywide Case Management Forensics Team Assistant Director Kathleen Connolly-Lacy

The panel presented the workshop participants with concepts and approaches for obtaining and maintaining alternate sources of revenue while interacting with workshop participants to discuss their experiences and share best practices.

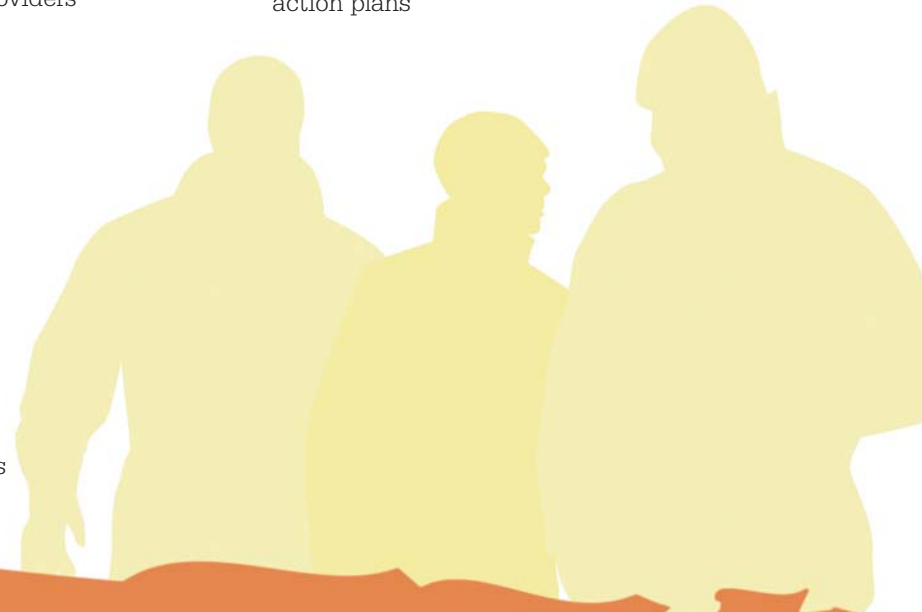
Jail Diversion

The term "jail diversion" refers to programs that divert individuals with serious mental illness (and often co-occurring substance use disorders) in contact with the justice system from jail and provide linkages to community-based treatment and support services. The individual thus avoids or spends a significantly reduced time period in jail and/or lockups on the current charge or on violations of probation resulting from previous charges.

(As defined by the National GAINS Center under the United States Department of Health and Human Services, Substance Abuse and Mental Health Services Administration.)



...while the challenges are deep and unyielding, solutions to the problems of individuals with mental illness in the criminal justice system do exist and can be replicated.



Several key points are apparent for accessing nontraditional sources of revenue

First, criminal justice representatives must get involved in the decision-making processes for social services, health and mental health funding. Plus, they must be persistent and stay involved in these processes over time, even when faced with initial failure. With respect to California's Mental Health Services Act (MHSA), participation in the local community planning process is essential. Even where criminal justice agencies are not part of existing mental health planning processes, they must participate in meetings and insist on inclusion in funding allocation.

Second, criminal justice representatives must take care to inform themselves of the limitations imposed by categorical funding restrictions in the mental health world. For example, the MHSA restricts funding for involuntary treatment and institutional care.

There is little point in requesting funding for prohibited services and there is much danger of alienating traditional mental health stakeholders.

Criminal justice is best served by focusing on the specific purposes underlying mental health

funding categories. The MHSA for example, focuses on expansion of mental health and related services and prohibits supplantation of existing programs. Several sources of mental health funding emphasize systems of care approaches and integration of social, housing, medical and mental health services.

A third key point for accessing nontraditional sources of funding is developing strategies to reconcile competition among government agencies for limited funds in city, county and state budgets. To accomplish this, agencies that serve or deal with the same individuals with mental illness must learn to collaborate and wisely spend the aggregate dollars available. For example, a non-dangerous individual who has a mental illness and is addicted, physically ill, homeless and repeatedly arrested is rightly the responsibility of several functions of government. Focusing services "integrated" from several funding categories is far more effective than passing the person and the problem through traditional funding silos.

Fourth, program effectiveness and optimal budget planning are dependent on meaningful performance measures and solid data, both process and outcomes data. Development of these data is essential to maximizing the effectiveness of limited funding and supporting joint efforts by different governmental entities.

Focusing services "integrated" from several funding categories is far more effective than passing the person and the problem through traditional funding silos.

During lunch, participants heard from San Diego County Sheriff William Kolender and Inmate Services Division Chief Ann Sasaki-Madigan, Ph.D. Sheriff Kolender is a member of the MHSA Mental Health Services Oversight and Accountability Commission and a longtime proponent of the development of services for mentally ill offenders. Dr. Sasaki-Madigan described collaborative efforts by multiple law enforcement, social service and nongovernmental agencies in San Diego County to serve the needs of inmates who have mental illnesses or substance abuse problems. Cooperation and shared responsibility have supported development of comprehensive services for both adult and juvenile offenders. These services are aimed at preparing inmates for linkage to community services after release. Dr. Sasaki-Madigan suggested several strategies that have led to success in San Diego County:

- Meet with local public safety groups, boards of supervisors, judges and others to garner support
- Educate these groups on the issues (i.e., public safety concerns, cost-effective programs, better consumer service, family and community impact)
- Provide evidence-based research and outcomes on successful programs
- Research and emulate successful programs; stop unproductive programs
- Evaluate funding opportunities: grants, Inmate Welfare Fund, shared funding, general funds

Words to Deeds: Action Steps

Actions speak louder than words. During the afternoon session, participants divided into four action groups, moderated by leaders in the field, to brainstorm the challenges and potential solutions related to the problems of people with mental illnesses becoming involved with law enforcement and the courts. Four components of Effective Jail Diversion (below), outlined at the Words to Deeds II workshop in 2005, served as the basis for group discussions. Following on Pages 6-7 is an overview of the groups' discussions and conclusions.

4 Components of Effective Jail Diversion

Pre-Incarceration	Diversion at Time of Arrest	In-Jail Treatment	Re-Entry
Outreach (full service partnership)	Contact with law enforcement <i>psychiatric emergency vs. jail home vs. jail</i>	Train officers in jail	Discharge, planning and follow through (e.g., MH courts)
Community Alliance (forum)	Mental Health Court	Train mental health staff in jail	Medications
	Mental health training for law enforcement	Transition planning for release	Housing
	Mobile crisis teams (CIT, PERT, SMART)	Specialty beds for inmates with mental illness	Connecting with treatment providers (new referrals)
	Social service/law enforcement eviction assistance program		Parole outpatient programs