Transforming Services for Persons with Mental Illness in Contact with the Criminal Justice System

Introduction

This report summarizes the Cross-Systems Mapping & Taking Action for Change workshop held in Marion County, Florida on December 10 and December 11, 2008. The workshop was facilitated by the Florida Criminal Justice Mental Health and Substance Abuse (CJMHSA) Technical Assistance Center at Florida Mental Health Institute (FMHI), University of South Florida (USF). This report includes:

- **A brief review of the origins and background for the workshop**
- **A summary of the information gathered at the workshop**
- **A cross-systems intercept map as developed by the group during the workshop**
- **An action planning matrix as developed by the group**
- **Observations, comments, and recommendations from the Florida CJMHSA Technical Assistance Center to help Marion County achieve its goals**

Recommendations contained in this report are based on information received prior to or during the Cross-Systems Mapping & Taking Action for Change workshop.

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support of multiple local stakeholders requ
Center facilitate the Cross-Systems Seque
Change in Marion County, Florida to provid

Creation of a map of the points of in
Identification of resources, gaps, an
Development of a strategic actio
address the criminal justice diversio

The participants in the workshop include
systems, including mental health, substa
advocates, family members, consumers,
participants is available at the end of thi
Engelhardt, MS, ACSW, Associate Direc

The following information reflects the notes taken during the *Cross-Systems Mapping* Exercise. These notes include a description of the map at each intercept point in the Sequential System Map by the Marion County CJMHSA Planning Council participants. Gaps in service delivery are identified at each intercept point. These notes may be used as a reference in reviewing the Marion County Cross-Systems Map and as a tool in developing a formal strategic plan and future Memorandum of Understanding among the CJMHSA Management Team members and other community stakeholders.

Intercept I: Law Enforcement / Emergency Services

Overview

A person in need of mental health and substance abuse treatment in Marion County can access crisis services either voluntarily of voluntarily. The Centers (community mental health and substance abuse provider) is the primary point of contact for voluntary care and involuntary care for persons who are not involved in the criminal justice system at the initial point of contact by law enforcement. The Centers has an adult Crisis Stabilization Unit of 24 licensed beds; five of which can be used as detoxification treatment beds. Ten Broeck Hospital has a total of 78 private, voluntary psychiatric inpatient beds, but anticipates having secure treatment capability after January of 2009.

The CJMHSA Management Team described a system whereby 60-70% of people who are in need of involuntary care, come into contact with four or more law enforcement agencies, with the Marion County Sheriff's office transporting most of the persons to either The Centers, hospital emergency rooms for medical clearance or directly to the Marion County Correctional Facility or Marion County jail, especially for those in need of secure detoxification. Initial referrals for emergency behavioral health services also come from crisis calls to 911, First Call for Help, emergency rooms, directly from families, the courts or law enforcement. When The Centers is at full capacity for detoxification (Marchman Act) or "Baker Act" with criminal charges, persons are typically brought to jail. In addition, the Sheriff's office has a team of five civilian mental health counselors who act as a "Crisis Intervention Specialists" that are an adjunct mental health resource for the Sheriff's De,6 (10.5 (m0.6 (c39 -1.152.6 (e,63 (W)-36.2 (h)10.5 c)-2 (al10.5 ((e

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Marion County has an established Drug Court with a range of a range of 140 -170 persons referred to the court on an annual basis. A significant amount of preliminary work has been completed on the development of policies and procedures for a new Marion County Mental Health Court. The initial plan is to create a pre-booking court that would serve 25 persons with mental health disorders with a misdemeanor violations and 1 full time case manager to link persons for treatment and other health and social services in the community. On an annual basis, 15,000 persons with misdemeanant charges go through the Marion County Court judicial process and 9,000 felony charges go through the Circuit 5 Court.

As previously mentioned, the Sheriff's office contracts with Ocala Community Care (OCC) for in-jail healthcare services and OCC has a behavioral health subcontract with The Centers. With a typical daily population of 1,650 inmates and a limited budget, it is difficult to meet the intensive mental health and substance abuse treatment needs of the entire inmate population. Although, 10% are currently on psychiatric medication and there has been a reduction of the "use of force" for behavioral health reasons in the past year. The Sheriff's Office has engaged the local chapter of the National Alliance on Mental Illness (NAMI) to come into the jails and support person with mental illnesses through education and training. Besides the general population housing units, the jail has an "administrative unit" and a suicide prevention unit.

Strengths:

If a person is a current client of The Centers, there is a pre-discharge face-to-face meeting with a licensed mental health counselor or psychiatrist.
OCC staff has the ability to write a 30 day prescription for medication (financial barriers)
Crisis Intervention Specialists are used for discharges occasionally.
Faith-based providers are a safety net for many inmates.

Gaps:

Limited discharge planning processes or best practices in policy or procedures.
Forensic case management upon pre-or post discharge is a major gap in service delivery.
Soar training (Social Security SSI/SSDI Outreach Access and Recovery) for healthcare and other benefits (Medicaid) is needed across the community system and in-jail prior to discharge
Transitional housing needs to be developed.

Intercept V: Community Corrections / Community Support

The range of community-based mental health and substance abuse services dedicated to post discharge is very limited in Marion County. The array of residential or supportive housing options typically serves a "civil' mental health population and there are no specialized community probation mental health resources or programs designed for this subpopulation. The lack of financial resources or "erosion" of community mental health services is evident with high caseloads at The Centers for existing mental health consumers and limited substance abuse detoxification or outpatient services. The CJMHSA Management Team has identified future advocacy as a key role they can play in accessing needed resources in the community.

Strengths:

Collaboration among providers is strong.
The Centers Crisis Stabilization Unit is available in the event of relapse.
Law enforcements' knowledge of "high utilizers" of services across systems.

Gaps:

Accessible housing for person with felonies.
Accessible and affordable permanent supportive housing for person with mental illnesses.
Limited employment training, skill building and dedicated programs.
Transportation (rural nature of Marion County)
Forensic case management

The Marion County Action Plan

Priority Area 1: Pre-Booking Alternatives				
Objective		Action Step	Who	When
1.1	To establish a jail diversion program	• Obtain "buy in" and achieve consensus from community-wide stakeholders • Finalize the CJMHSA needs assessment	Management Team – Matt Mathews, Judge McCune	March 2009
1.2	To create a pre-booking option for law enforcement	• Expand Crisis Intervention Training to law enforcement agencies in Marion County	CIT Trainers, Sheriff's Office	On-going
1.3	To develop a jail diversion treatment program	• To examine national programs and design a local program • Invite other providers, such as the VA	Robin Lanier Provider Committee	January 2009
1.4	To e36l3e 6396478 (8284(			

4.4	To finalize the CJMHSA Strategic Plan	• Develop a written plan using the Mapping as a tool • Execute a cross-systems Memorandum of Understanding	Management Team	March 2009

Priority Area 5: Emerging Priorities: To be developed by Marion County			
Objective	Action Step	Who	When
Open for further discussion			

Conclusions and Recommendations: Marion County Summary

A process such as the Cross-Systems Mapping & Taking Action for Change workshop resulted in a challenging list of service gaps, jail diversion planning and implementation. In this respect, Marion County like many Florida counties and indeed like many jurisdictions in the United States. At the same time, Marion County has important strengths and opportunities

First, the individuals who participated in this workshop represented most of the major stakeholders necessary to accomplish change in this area and the planning meetings that have occurred over the last few months have opened up communications across agency boundaries. This is a pre-requisite for system planning and change.

Second, the discussion and comments during the day and a half were open and not defensive, but rather were focused on identifying problems, solutions and opportunities

Third, the active involvement of local law enforcement, the courts, the state attorney's office, as well as the city council and Senator Lynn's office, creates a political foundation for change that is very well-developed and provides the basis for incremental change, over time.

As Marion County moves forward in addressing the issues identified during this process, there are several issues in particular that may be of particular importance.

As discussed during Action Planning, it is imperative that the CJMHSA Management Team continue to meet on a regular basis and that standing committees, such as the Program/Provider Committee and new Data collaborative meet more frequently or monthly.

There seems to be some unfinished business with regards to "gaining community consensus" for a formal jail diversion and re-entry system in Marion County. The final strategic plan, including the needs assessment and *signed* Memorandum of Understanding among all parties will be important products and commitments.

In the area of community support, there are numerous national best practices and

Resources

Website Resources and Partners	
Florida Criminal Justice Mental Health and Substance Abuse Technical Assistance Center	www.floridatac.org
Louis de la Parte Florida Mental Health Institute Department of Mental Health Law and Policy	http://mhlp.fmhi.usf.edu
Florida Partners in Crisis	http://www.flpic.org
Justice Center	www.justicecenter.csg.org

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Sequential Intercept Mapping: Attached