

SHERIFF - CORONER



COUNTY OF SANTA CRUZ

MARK TRACY
SHERIFF-CORONER

701 OCEAN ST., RM. 340
SANTA CRUZ, CALIFORNIA 95060

PHONE (408) 454-2985
FAX (408) 454-2353

November 17, 1998

Agenda: November 24, 1998

BOARD OF SUPERVISORS
County of Santa Cruz
701 Ocean Street
Santa Cruz, CA 95060

**MENTALLY ILL OFFENDER CRIME REDUCTION GRANT
PHASE I - PLANNING GRANT**

Dear Members of the Board:

The State Board of Corrections (BOC) has announced Phase I of a grant process for counties to develop a Local Plan to reduce crime and criminal justice costs related to Mentally Ill Offenders. The local plans are developed in conjunction with a local Strategy Committee that is named in the attached resolution (Attachment A). The Sheriff requests the Board to adopt the attached resolution authorizing the Sheriff to be the Chair of the Mentally Ill Offender Crime Reduction (MIOCR) Strategy Committee and to submit an application to the Board of Corrections for funds for a planning grant (BOC application included as Attachment B).

The BOC has set the maximum award of the planning grant funds for Santa Cruz County at \$31,500. These funds will be awarded to the County on a non-competitive basis. These funds would be used for the costs of a professional consultant to assist in the development of a Local Plan for the treatment of mentally ill offenders in jail and to prepare a response to the actual grant RFP, county staff costs, travel and per diem costs, and administrative overhead. Counties are not required to provide a local match for the planning grant. The planning grant will identify a strategy for a comprehensive continuum of responses by the County to address the needs of the mentally ill offender while incarcerated and upon release so as to reduce the likelihood of the offender returning to jail. The application for this planning grant is due to the BOC by November 27, 1998.

Upon receipt of the Phase I/Planning Grant responses, a BOC committee will award at least \$23,650,000 to counties on a competitive basis as part of MIOCR Demonstration Grant process. The Demonstration Grant RFP is due to the BOC by March 10, 1999 and is a four year grant

project

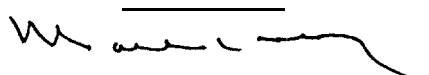
Members of the Sheriff's Department, Mental Health, the Probation Department, the Criminal Justice Council, and the County Administrative Office have met to discuss the benefits of applying for this planning grant and are in agreement that proceeding with this process could be advantageous for the County and this client population. The grant application was written through the joint efforts of HSA's Mental Health Division and the Sheriff's Office.

Mental Health and the Sheriff's Office have achieved an excellent working relationship in addressing some of the mental health needs of Mentally Ill Offenders while incarcerated at Santa Cruz County Main Jail and with some discharge planning. With other MIOCR committee members, the Sheriff's Office and Mental Health anticipate the development and enhancement of a viable program that is built on an existing treatment system with proven successful results.

It is therefore RECOMMENDED that your Board:

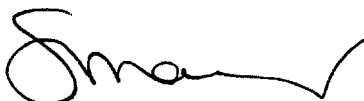
- 1 Authorize the Sheriff-Coroner to submit the attached application to the Board of Corrections for a Mentally Ill Offenders Crime Reduction (MIOCR) Planning Grant in the maximum amount of \$31,500; and
- 2 Adopt the attached resolution allowing the Sheriff-Coroner to Chair the County MIOCR Strategy Committee, appointment of the various committee members, and assurance that the County will adhere to the requirements specified in the grant contract by the Board of Corrections and State of California.

Sincerely,



MARK S. TRACY, Sheriff-Coroner

RECOMMENDED;



SUSAN A. MAURIELLO
County Administrative Officer

MST:sr
Attachments

cc: Sheriff-Coroner
CAO
Mental Health

BOARD OF CORRECTIONS
600 BERCUT DRIVE
SACRAMENTO, CALIFORNIA 95814-0185

TELEPHONE (916) 445-5073
FACSIMILE (916) 327-3317 OR 322-5036

PHASE I - PLANNING GRANT
MENTALLY ILL OFFENDER CRIME REDUCTION (MIOCR)

For Instructions on completing the Planning Grant - Mentally Ill Offender Crime Reduction - See Attachment A

SECTION 1 - COUNTY INFORMATION

Date: 11-16-98

County: SANTA CRUZ

Sheriff or Director, Department of Corrections: Mark S. Tracy

Department: Santa Cruz County Sheriff's Office

Address: 701 Ocean Street, Room 340
Santa Cruz, CA 95060

Telephone: (831) 454-2964 Facsimile: (454) 2353

E-Mail: shf001@co.santa-cruz.ca.us

Contact Person: Steve Robbins

Title: Chief Deputy

Department: Santa Cruz County Sheriff's Office - Detention Bureau

Address: 259 Water Street

Santa Cruz, CA 95060

Telephone: (831) 454-2834 Facsimile: (831) 454-2864

E-Mail: shf530@co.santa-cruz.ca.us

SECTION 2 - COST SUMMARY

STATE FUNDING REQUESTED

\$ 31,50082 %

MATCH (NOT REQUIRED - SEE INSTRUCTIONS):

, Hard

\$ _____

_____ %

In Kind

\$ 6,700% 18

Any Other

\$ _____

_____ %

TOTAL\$ 38,200100 %

SECTION 3 - DETAILED BUDGET

STATE FUNDS

MATCH OR
OTHER*

TOTAL

COUNTY STAFF

\$ _____

\$ 6,700 (I)\$ 6,700

TRAVEL/PER DIEM

\$ 500

\$ _____

\$ 500

ADMINISTRATIVE OVERHEAD

\$ 2,205

\$ _____

\$ 2,205

PROFESSIONAL CONSULTANT SERVICES

\$ 28,795

\$ _____

\$ 28,795OTHER - DESCRIBE ON A SEPARATE
ATTACHMENT TO THE APPLICATION

\$ _____

\$ _____

\$ _____

TOTAL \$ 31,500\$ 6,700\$ 38,200

*If you are including match funding (optional) - please identify next to dollar amount for each category (H) Hard Match, (I) In Kind, or (0) Other; No such designation is necessary for the TOTAL section in this column.

SECTION 4 – MIOCR STRATEGY COMMITTEE

<u>NAME</u>	<u>TITLE</u>	<u>ORGANIZATION</u>
<u>Mark S. Tracy</u>	SHERIFF OR DIRECTOR, DEPARTMENT OF CORRECTIONS	<u>Santa Cruz Co. Sheriff</u>
<u>John Rhoads</u>	CHIEF PROBATION OFFICER	<u>Santa Cruz Co. Probation</u>
<u>Steve Belcher</u>	LOCAL LAW ENFORCEMENT AGENCY	<u>Santa Cruz Police Department</u>
<u>Rama Khalsa</u>	COUNTY MENTAL HEALTH DIRECTOR	<u>Mental Health Services</u>
<u>Judge Robert Atack</u>	SUPERIOR COURT JUDGE	<u>Santa Cruz Co Superior Court</u>
<u>Ellen Jennings</u>	CLIENT – MENTAL HEALTH TREATMENT FACILITY	<u></u>
<u>Terry Moriarty</u>	REPRESENTATIVES FROM ORGANIZATIONS THAT CAN PROVIDE OR HAVE PROVIDED TREATMENT OR STABILITY INCLUDING INCOME, HOUSING, AND CARE TAKING FOR PERSONS WITH MENTAL ILLNESS	<u>Santa Cruz Community Counseling Center</u>
<u>Larry Biggam</u>	OPTIONAL MEMBER	<u>Public Defender</u>
<u>Bob Watson</u>	OPTIONAL MEMBER	<u>County Administrative Office</u>
<u>Maria Verdugo-Oaks</u>	OPTIONAL MEMBER	<u>Co. Alcohol & Drug Services (Health Services Agency)</u>

If there are additional Strategy Committee members, please attach a separate sheet identifying them by name, title and organization.

*SECTION 5 - ABSTRACT AND
NARRATIVE*

Abstract:

Provide an abstract, limited to one page, summarizing the key points of the planning activities associated with the development of the LOCAL PLAN.

Narrative:

Provide a narrative limited to not more than 10 pages, double spaced (assumes a 12-point font), addressing each of the elements set forth in Attachment A "Instructions for Completing the Planning Grant - Mentally Ill Offender Crime Reduction."

SECTION 6 - BOARD OF SUPERVISORS RESOLUTION

Attach a Board of Supervisors Resolution for the Planning Grant - Mentally Ill Offender Crime Reduction (see Attachment B). The resolution shall contain, at a minimum, the following:

- Identification of the Sheriff or Director, Department of Corrections,
- Authorization of Sheriff or Director, Department of Corrections to sign application for funding as well as grant contract, amendments, and/or extensions.
- Identification of the MIOCR Strategy Committee.
- Assurances that the County will adhere to Board of Corrections requirements and terms of contract in expenditure of grant funds.
- Assurances that **final** planning products will be developed and provided to BOC in a format determined by the BOC not later than March 10, 1999.
- Assurances that the County will invoice the Board of Corrections for all grant costs not later than June 30, 1999.

◆◆◆◆◆◆◆◆◆◆

SECTION 5 - ABSTRACT AND NARRATIVE/MIOCR PLANNING GRANT**ABSTRACT:**

Santa Cruz County, with the leadership from the MIOCR Strategy Committee, will hire a consultant with expertise in designing effective strategies for mentally ill offenders. This consultant, with the MIOCR Strategy Committee, shall do in-depth analysis of the criminal histories of persons with serious mental illness who have gone through the county's jail since July 1997. This data shall be provided from the Mental Health and Jail database systems and associated court records. The data analysis will look at the following: cost of mentally ill offenders to the criminal justice system, number and type of arrests, length of stay in jail, types of sentences imposed, how many were on the County's Probation mental health caseload, and finally the difference in criminal patterns between those on Probation, those on LPS Conservatorship, and those who have no legal mandates to participate in treatment. In addition, diagnosis, co-existing substance abuse problems, willingness to accept treatment voluntarily, ability to manage money, ability to live independently, and willingness to take medication as prescribed will also be assessed. Each of these factors must be considered in designing a effective system of graduated responses for mentally ill offenders in Santa Cruz County. It is anticipated these graduated responses will be needed in both mental health and criminal justice - moving from voluntary prevention and support to a set of involuntary treatment and criminal justice options. These responses will also be coordinated with the new local Drug Court as many of the mentally ill offenders also have serious drug and alcohol addiction issues. The services and legal responses will be added to an existing set of special services for jail discharge planning and a special Probation officer. Finally, a research design will be developed which looks at reduced crime and reduced Criminal Justice costs as outcomes.

NARRATIVE:

PROBLEM STATEMENT:

Santa Cruz County has experienced serious overcrowding in its jail system for some time with an increasing Average Daily Population. In 1996, ADP was 341 at the Main Jail facility which is rated by the Board of Corrections for 249 inmates. In 1997, ADP increased to 374. In 1998, year-to-date ADP is approximately 390 inmates. The Santa Cruz County Main Jail continues to follow the state-wide trend of an increasing felony population and about 50% of the inmates needing maximum security housing.

Part of this overcrowding problem has been large numbers of mentally ill offenders in the jail system. The majority of mentally ill offenders have misdemeanor criminal charges with multiple arrests using large numbers of jail days. Using daily census information for past month, the average number of persons on psychiatric medication in the jail was 44. While not all of these individuals have serious mental disorders, they place a large burden on medical, detention, and mental health staff in terms of costs and management. Pharmacy costs as well as staffing is affected by these types of inmates. Of the 44 inmates in the daily snap shot, 22 were on anti-psychotic medications. In addition , a report on jail caseloads from 1997 and 1998 showed 273 unduplicated inmates with a diagnosis of a serious mental disorder over the last 18 months (PSP report 501/Jal). The problem appears to be increasing as costs of local housing escalate and mental health programs for adults with serious mental illness have had limited growth over the last decade. Many of these offenders also have substance abuse problems which complicates treatment while in custody and when released to the community.

METHODOLOGY:

This planning grant provides an opportunity to refine our understanding of the problem with managing mentally ill offenders in the community so that they do not commit crimes, and there is a reduction in associated costs in the criminal justice system. The methodology proposed begins with hiring of a consultant specially training in issues related to mentally ill offenders and the criminal justice system. Once the consultant is hired, a thorough analysis of the current problem shall be done. This includes taking data from two sources and court records to understand the current levels of crime, associated costs, legal history, and mental health/substance abuse history. Mental Health Services has a long standing and extensive data system for all patients including those in the jail. This includes all their services in the criminal justice system and community, their diagnosis and treatment issues, medications, and legal issues related to LPS Conservatorship and Public Guardian **payeeship** (involuntary money management of SSI funds). In addition this database includes history of benefit status, homelessness, and substance abuse issues. The Jail track system and court records have available another set of important data for the analysis - history of incarceration, legal charges, legal dispositions, and Probation status. Once this data from July 1997 to current is available, it shall be analyzed to answer the following questions:

- What were the events leading up to the arrests for these individuals? Some of the issues to be reviewed here are medication compliance, homelessness, willingness to participate in treatment programs, type and intensity of services, drug abuse, etc.
- What supports, incentives, and services would be needed for inmates who are willing to accept treatment to be successful in the community **after** release? Are services not available, are there long waiting lists for critical services, etc.

- What controls and consequences are needed for treatment resistant inmates who will not cooperate with **aftercare** services voluntarily? What level of graduated monitoring and controls are needed to insure the person remains crime free and stable mentally.

Looking At Successful Models for MIO Population:

There is a successful model in California for managing these types of patients. It is through the Conditional Release Program (**CONREP**) which is operated by the State Department of Mental Health Forensics division (DMH). DMH is responsive for community treatment and management of individuals found “Not Guilty By Reason of Insanity” (NGI) for serious felony offenses. The program staff has special legal powers in state law related to control and monitoring of the clients in the program which combines “Probation” **functions** and controls with clinical care and supervision by licensed mental health professionals. While most of the mentally ill offenders who go through the County Jail do not qualify for the Conditional Release program, it does provide a successful model to consider. After analysis of the offender data, County staff will be reviewing this with assistance and consultation from the regional **CONREP** office. The **CONREP** program includes lots of structure and specific standards for levels of monitoring and aftercare depending on **MIO** response to requirements of living in the community.

Building on Current Services: Some of the current difficulty with management of this population when they return to the community has been the lack of intensive supervision options from both mental health case management and/or Probation. While the County has a special federal block grant for a jail discharge planning position, the case numbers are very high and do not allow this

person to follow up in the community or have time for intensive supervision of treatment compliance once the inmate is out of a locked setting. This position does a good job arranging for clinical **aftercare**, benefits, and specific terms of Probation or Conservatorship which support successful placement in the community. There is also currently one special Probation Officer position which is assigned the mentally ill offender caseload. This person has a cap of 80 cases, but many more qualify for the caseload. This caseload does not allow for the intensive supervision, drug testing, and monitoring of treatment compliance needed to minimize re-arrests. There are many more cases needing services and intensive monitoring by a specially trained Probation Officer who might be able to be successful in the community if intensive monitoring and additional treatment access and housing was available. Individuals who are not put on Probation or Conservatorship (or both) are more likely to be rearrested, become homeless, abuse drugs, and return to jail.

The Mental Health system has benefit advocates, residential treatment, inpatient care, case management, medication management (including mobile nursing), outpatient therapy, money management, a homeless shelter and **vocational** rehabilitation. Waiting lists for some services has been an issue, but generally the range of services and proximity to public transportation is good. These resources are available to mentally ill offenders, but many refuse to participate unless court ordered. Even with this leverage, some offenders need weekly or daily contact to keep them medication compliant and not using drugs.

Outcomes & Performance Measures:

The measures to be used to determine whether the proposed strategy reduces crimes and associated costs will be refined with the research consultant. However, the overall goals will

be:

Reduce average daily census in the jail of mentally ill offenders by 25%

1. Reduce new criminal offenses by the MIO group by 35% for one year **after** release
2. Track reduced costs associated with reduced arrests and jail/court days by setting up baseline cost data for current population and tracking arrests, jail days, and felony versus misdemeanor charges.

Collaborative Responses to Management of Mentally Ill Offenders:

Through the County Criminal Justice Council and the MIOCR Strategy Committee, County staff shall utilize and if appropriate modify the existing services and responses by both mental health, law enforcement, courts, and alcohol and drug programs to provide the maximum support, supervision, and structure to any mentally ill inmate returning to the community. In mental health, there are a full range of services from benefits assistance to locked inpatient care, but the capacity of the services is strained, particularly in terms of residential treatment beds. In criminal justice, mental health shall work with the courts on treatment options for community placement for inmates, terms of Probation, and where legally appropriate Conservatorship and payeeship for control of SSI and case management. In addition, the project through these interagency partners will explore legal options to use maintain treatment compliance especially to medication for persons who commit criminal acts when psychotic or manic. Any funds provided through the grant will be leveraged using Medical match to provide treatment services targeted for this population. Benefit advocacy and assistance shall be available to put benefits back in place when inmates are being released. Probation and law enforcement activities shall focus on enforcement of terms of Probation and early

identification of mentally ill persons in the community who might benefit from treatment and supports before getting involved with the criminal justice system. One local model exists for this outreach partnership in the city of Santa Cruz where a special mental health outreach worker is assigned to work full time with Santa Cruz City staff and merchants on identifying persons with mental illness or substance abuse in need of help.

Information and Data Systems:

There are two different data systems tracking this group of individuals - Jail Track and Mental Health Data System. The mental health system has a special component to track jail patients and could be modified to add a special **aftercare** tracking module for this group. The system has a rich data base for services, clinical profiles, costs, and progress or failure by the client over time in community living. This system does not link easily to the Jail Track system which has more of the legal history and incarceration data. It has been proposed that a unique identifier be added to Jail Track to allow for linkage to the Mental Health Database in downloads so special analysis can be done to track outcomes and manage care and supervision. Downloads from these large systems can be done into an Access, SPSS, or FoxPro database. Probation is also working on another system and linkage to that system is very desirable for community management.

Strategy Committee and It's Work:

The Strategy Committee includes key leaders from Superior Court, Mental Health, Probation, the Sheriffs Department, the Public Defender's Office, Alcohol & Drug Services, City Police, a mental health client, and mental health/substance abuse agencies. The majority of this

group has worked together successfully in the Criminal Justice Council on other projects and will be expanded with county staff **working** with the consultant to provide quality data for decisions in design and cost effectiveness. Santa Cruz County has a long history with successful interagency collaboration. The Federal System of Care Grant for youth, AB 377 State Systems of Care, a Dual Diagnosis Treatment Demonstration Grant, and the Sexual Assault Nurse Examiner's Program are just a few examples of **successful** models.

Aftercare Resources:

The services available are inclusive of all levels of care for persons with mental illness, but caseloads are high and special skills and programs are needed for some offenders with dangerous profiles. Currently these unique resources are not available, but access to other resources is given to these inmates and clients coming out of inpatient hospitalization because of their high risk profiles. The substance abuse system also has detox, a **30** day program, and long term residential, but capacity and thus access has been difficult. Waiting lists can be long and expanded service capacity is needed. In addition, it is not always possible for some of the more threatening clients to participate in some of the treatment programs. Again, there appears to be some need for intensive supervision and some special forensic beds.

Low Term Stability:

Using the CONREP program as a model, an effective local model for long term stability will be developed. This program model includes intensive supervision, drug testing where appropriate, benefits, money management, mandatory treatment participation, and flexible funds to access additional needed services for the inmate. Treatment services continue when

the person is in jail to try to insure or re-establish stability and continued progress on goals.

The program funds the services at approximately \$20,000 per person in treatment and housing resources per year. This includes some federal Medical matching funds for appropriate treatment. While this may not be appropriate for the population served at the County level, this will be one of the key decisions related to the design.

DESCRIPTION OF PLANNING ACTIVITIES:

As discussed above, the Strategy Committee will meet monthly with subcommittees working in between with the consultant to produce key work products for the Committee to take action on.

<u>Activities</u>	<u>Timeline</u>
Submit Grant Application	11/27/98
Notification of Approval	12/18/98
Review Demonstration Grant RFP	12/20/98
Hire Special Consultant	1/2/98
Complete Data Downloads	1/9/98
Complete Analysis/	2/10/98
Complete Consultation CONREP	2/10/98
Complete Research Design	2/25/98
Complete Demonstration Grant	3/4/98
Complete Board Approval	3/9/98
Submit to BOC	3/10/98
Do Presentation to BOC	4/15/98

The tasks listed above have special work products associated with them leading up to a quality demonstration proposal which builds on a strong and innovative system and understanding what key interventions will achieve and sustain the outcomes discussed. The key products will be quality data analysis to understand the profiles of the inmates, key gaps in the enforcement and mental health systems, mechanisms for the court to support compliance with critical treatment, and possibly recommended legislative changes. The other critical products include the research design and program models using **CONREP** as a excellent beginning for service design. Linkage to existing systems was part of this service design. Out of these will come the budget, revenues, and matching funds. At each stage decisions will be made by the Strategy Committee for proceeding to the next step. The success of the planning process will be evaluated by meeting timelines with quality products which can lead to important design decisions leading to the submission of the demonstration grant.

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BEFORE THE BOARD OF SUPERVISORS
OF THE COUNTY OF SANTA CRUZ, STATE OF CALIFORNIA

RESOLUTION NO.

On the motion of Supervisor
Duly seconded by Supervisor
The following resolution is adopted

RESOLUTION AUTHORIZING APPLICATION FOR PLANNING GRANT -
MENTALLY ILL OFFENDER CRIME REDUCTION GRANT FROM THE STATE
CALIFORNIA, BOARD OF CORRECTIONS AND RELATED CONTRACTS,
AMENDMENTS AND EXTENSIONS; APPOINTING MEMBERS OF SANTA CRUZ
COUNTY MENTALLY ILL OFFENDER CRIME REDUCTION STRATEGY COMMITTEE;
AND APPOINTING SHERIFF-CORONER AS CHAIR.

WHEREAS, Chapter 501 and 502 of the Statutes of 1998 provide funds for planning grants and competitive demonstration grants for the development of a continuum of graduated responses, including prevention, intervention and incarceration for mentally ill offenders; and,

WHEREAS, the proposed planning grant of \$31,500.00 is recommended to assist the development of a Local plan to reduce crime and criminal justice costs related to mentally ill offenders; and,

WHEREAS, the Board of Corrections requires, as a condition of the grant approval process, that the Board of Supervisors of Santa Cruz County adopt a resolution making certain commitments.

NOW, THEREFORE, BE IT FURTHER RESOLVED that the Sheriff-Coroner is authorized to sign the Santa Cruz County application for Mentally Ill Offender Crime Reduction Strategy planning grant, as well as related contracts, amendments or extensions, with the State of California.

NOW, THEREFORE, BE IT FURTHER RESOLVED that the following individuals are appointed as members of the Santa Cruz County Mentally Ill Offender Crime Reduction Strategy Committee:

<u>Name</u>	<u>Organization</u>
Mark S. Tracy	Santa Cruz County Sheriff
John Rhoads	Santa Cruz County Probation
Steve Belcher	Santa Cruz Police Department
Rama Khalsa	Mental Health Services
Judge Robert Attack	Santa Cruz County Superior Court
Ellen Jennings	Community Member
Terry Moriarty	Santa Cruz Community Counseling Center
Larry Biggam	Public Defender
Bob Watson	County Administrative Office
Maria Verdugo-Oaks	Santa Cruz County Health Services Agency
	Alcohol and Drug Services

12013

NOW, THEREFORE, BE IT RESOLVED by the Board of Supervisors of the County of Santa Cruz that Sheriff-Coroner Mark S. Tracy is hereby appointed as the chairperson of the Santa Cruz County -Mentally Ill Offender Crime Reduction Strategy Committee.

NOW, THEREFORE, BE IT FURTHER RESOLVED that the County of Santa Cruz will adhere to the requirements of the Board of Corrections and all conditions specified in the grant contract with the State of California in the expenditure of State funds received pursuant to said application.

NOW, THEREFORE, BE IT FURTHER RESOLVED that the County of Santa Cruz certifies that all final planning products will be developed and provided to the Board of Corrections by no later than March 10, 1999.

NOW, THEREFORE, BE IT FURTHER RESOLVED that the County of Santa Cruz certifies that it will invoice the Board of Corrections for all costs approved in the grant by no later than June 30, 1999.


PASSED AND ADOPTED by the Board of Supervisors of the County of Santa Cruz, State of California, this 24th day of November, 1998, by the following vote:

AYES:	SUPERVISORS
NOES:	SUPERVISORS
ABSENT:	SUPERVISORS
ABSTAIN:	SUPERVISORS

Chair of the
Board of Supervisors

ATTEST: _____
Clerk of the Board

Approved as to form:



HARRY A. OBERHELMAN III
Assistant County Counsel

DISTRIBUTION: County Administrative Office
Sheriff-Coroner
Detention Bureau
County Counsel
Auditor-Controller

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