



HEALTH SERVICES AGENCY
ADMINISTRATION

COUNTY OF SANTA CRUZ

HEALTH SERVICES AGENCY

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September 12, 2000

AGENDA: September 26, 2000

BOARD OF SUPERVISORS

County of Santa Cruz
701 Ocean Street
Santa Cruz, CA 95060

SUBJECT: Approval to Submit a Grant Application to the California Department of Mental Health for Homeless Services.

Dear Members of the Board:

Background:

The Health Services Agency (HSA) and the Human Resource Agency have worked actively with community groups and other jurisdictions to address issues of homelessness. As part of this effort, HSA participates in the Continuum of Care Committee, which is a broad coalition of community groups doing planning for homeless services and grants. There remain many gaps in services for homeless individuals with psychiatric disabilities. HSA monitors grant opportunities to try to fill these treatment and support service gaps. This board letter discusses an exciting opportunity to improve local services for this special population.

The County Mental Health Directors recently received a letter from the California Department of Mental Health (DMH), requesting applications for additional funds in accordance with the applicable provisions of AB 2034. This legislation provides new monies for Counties to further develop adult system of care programs and to participate in demonstration projects addressing the long-standing problems of severely ill adults not getting treatment and being homeless. Up to 50 million dollars may be appropriated for the entire State. The State Department of Mental Health is responsible for making individual grants to the Counties based upon a competitive application process. The grant funds may be expended for a variety of activities and needs which address homelessness for this vulnerable population.

County Mental Health & Substance Abuse Services provides care and support to approximately 2500 psychiatrically disabled adults. It is estimated that at any given time 10% of this population is at imminent risk of becoming homeless in addition to the hundreds of mentally ill homeless on the streets of Santa Cruz County today. Other data strongly suggests that ethnic

minorities are over-represented in this group. Of particular concern are severely mentally ill young adults under age 25 who have unique needs and are particularly vulnerable.

Proposal:

County Mental Health and Substance Abuse Services is developing a grant proposal for 1.4 million dollars which would address treatment and a variety of supportive housing options for persons who have psychiatric disabilities. Some of these individuals would also have substance abuse issues, and so chemical dependency treatment and case management is also included in the proposal.

In light of the health issues identified in the recent United Way report, County staff feel this is an excellent opportunity to improve health services to this special population of homeless individuals. County Mental Health & Substance Abuse Services is well positioned to quickly and successfully implement new services if this grant is funded. This assertion is based upon an established and respected record of flexibility and adaptability, quality care, resource management, data/evaluation reporting, and interagency collaboration. The State also has rigorous research components to the project, which are part of the project evaluation. Mental Health has performed well with similar research grants in the past.

This effort to enhance homeless services is consistent with Mental Health's mission, vision and values. The total proposal for the submission to the State is \$1.4 million in funding. The official position is that the funding is one-time money; however, DMH has frequently converted grants to ongoing funding. The grant requires no new matching funds. Due to the tight timeline for submission, the full finished proposal will not be available at the time of the Board hearing, but the grant will return to your Board for approval if the State chooses to fund Santa Cruz County.

Recommendation:

It is therefore, RECOMMENDED that your Board:

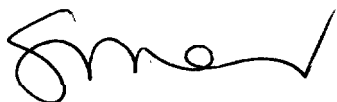
1. Approve the submission of the Department of Mental Health AB 2034 Grant Application by the Health Services Agency for new homeless services.

Sincerely,



Rama Khalsa, PhD.
Health Services Agency Administrator

RECOMMENDED:



Susan Mauriello
County Administrative Officer

cc: CAO
County Counsel'

Auditor-Controller
HSA Administration

MH Administration

BILL NUMBER: AB 2034 AMENDED
BILL TEXT

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AMENDED IN SENATE JUNE 22, 2000
AMENDED IN ASSEMBLY MAY 26, 2000
AMENDED IN ASSEMBLY APRIL 11, 2000
AMENDED IN ASSEMBLY MARCH 23, 2000

INTRODUCED BY Assembly Members Steinberg and Baugh
' (Principal coauthors: Assembly Members Scott and Shelley)
(Principal coauthors: Senators Burton and Perata)
(Coauthors: Assembly Members Alquist, Aroner, Bock, Cardoza, Cox,
Hertzberg, Honda, Keeley, Knox, Kuehl, Longville, Lowenthal, Machado,
Mazzoni, Pescetti, Strom-Martin, Thomson, and Torlakson)
(Coauthors: Senators Alpert, Chesbro, Rainey, Solis, and
Vasconcellos)

FEBRUARY 18, 2000

An act to amend Sections 5806, 5811, 5814, and 5814.5
of the Welfare and Institutions Code, relating to mental health
, and declaring the urgency thereof, to take effect immediately

LEGISLATIVE COUNSEL'S DIGEST

AB 2034, as amended, Steinberg. Mental health funding: local grants.

Existing law requires the State Department of Mental Health to establish service standards relating to mental health programs. These standards include plans for services and evaluation strategies to coordinate and provide access to housing assistance, vocational rehabilitation, and veterans' services.

This bill would ~~include transition youth, as defined, in~~ add to the target population and implement additional service standards ~~relating to outreach and diagnostic and assessment services~~.

Existing law requires the director to establish a methodology for awarding grants and to establish a designated advisory committee. The department is also required to select up to 3 counties for eligibility for demonstration grants to be used to provide comprehensive services to the severely mentally ill.

This bill would require the director to include additional advisory committee members. This bill would also require additional criteria to be used in awarding grants. The department would be authorized to continue funding previously selected counties and to select additional counties to provide comprehensive services to the severely mentally ill. The 3-county limitation would be deleted.

Existing law requires counties receiving grants to provide the department with program outcome data.

This bill would also require the counties receiving grants to provide the department with information relating to funding for housing.

Existing law reappropriates \$10,000,000 to the department from a specified item in the Budget Act of 1999 for the purpose of funding grants.

This bill would revise these provisions regarding the funding of grants.

The bill would require the department to conduct a review of published materials regarding certain early psychosis education programs. The bill would require the department to report to the Legislature on or before July 1, 2001, regarding the reviews and to

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make recommendations.

This bill would declare that it is to take effect immediately as an urgency statute.

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Vote: ~~majority~~ 2/3 .

Appropriation: no. Fiscal committee: yes. State-mandated local program: no.

THE PEOPLE OF THE STATE OF CALIFORNIA DO ENACT AS FOLLOWS:

SECTION 1. (a) The Legislature finds and declares as follows:

(1) In 1999, the Legislature recognized the longstanding problem of the underfunded community mental health care system and the consequences of severely mentally ill adults not getting treatment resulting in these adults being homeless, incarcerated in jails, and hospitalized.

(2) The Legislature began to address this problem by funding three pilot programs in Los Angeles, Sacramento, and Stanislaus Counties to provide extended community mental health services and outreach to mentally ill adults who are homeless or at risk of homelessness.

(3) The legislation, Chapter 617 of the Statutes of 1999 (AB 34), required the State Department of Mental Health to evaluate these programs and determine if they were effective in reducing the risk of continued homelessness, incarceration, or hospitalization.

(4) The 'response to the offer of outreach services to severely mentally ill-persons has been overwhelming, with more than 1,000 additional people now stabilized and in treatment with a greatly reduced risk of further homelessness, incarcerations, or hospitalizations.

(5) Based upon this success and the dramatic and unfortunate consequences of two decades of not providing adequate community mental health services, it is now time for the state to make a significant effort to substantially increase these programs and realize a measurable reduction in homelessness of people with mental illness by dramatically expanding these programs.

(b) It is the intent of the Legislature to enact legislation that will do all of the following:

(1) Provide funds in the 2000-01 fiscal year to allow the three counties that currently conduct programs to continue successful program expansions, based upon remaining unmet needs.

(2) Permit,-- in addition to the initial demonstration counties; counties that have or can develop adult system of care programs to have an opportunity to participate in these programs, based upon unmet needs, successful existing programs, and each county's capacity to increase services.

~~(3) Permit counties that do not yet have a system of care program to increase community mental health services by establishing an initial program that can be expanded upon in future years.~~

SEC. 2. Section 5806 of the Welfare and Institutions Code is amended to read:

5806. The State Department of Mental Health shall establish service standards that ensure that members of the target population are identified, and services provided to assist them to live independently, work, and reach their potential as productive citizens. The department shall provide annual oversight of grants issued pursuant to this part for compliance with these standards. These standards shall include, but are not limited to:

(a) A service planning and delivery process that is target population based and includes the following:

(1) Determination of the numbers of clients to be served and the programs and services that will be provided to meet their needs. The local director of mental health shall consult with the sheriff, the police chief, the probation officer, the mental health board, contract agencies, and family, client, ethnic and citizen

constituency groups--as-determined by the director.

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(2) ~~Plans for services, including outreach to transition youth and to families~~ whose severely mentally ill adult is living with them, design of mental health services, coordination and access to medications, psychiatric and psychological services, substance abuse services, supportive housing or other housing assistance, vocational rehabilitation, and veterans' services. Plans shall also contain evaluation strategies, that shall consider cultural, linguistic, gender, age, and special needs of minorities in the target populations. Provision shall be made for staff with the cultural background and linguistic skills necessary to remove ~~barriers~~ to mental health services due to limited-English-speaking ability and cultural differences.

(3) Provisions for services to meet the needs of target population clients who are physically disabled.

(4) Provision for services to meet the special needs of older adults.

(5) Provision for family support and consultation services, parenting support and consultation services, and peer support or self-help group support, where appropriate.

(6) Provision for services to be client-directed and that employ psychosocial rehabilitation and recovery principles.

(7) Provision for psychiatric and psychological services that are integrated with other services and for psychiatric and psychological collaboration in overall service planning.

~~(8) Provision for transition youth diagnostic and assessment processes and services designed specifically to meet the needs of 18 to 25 year-olds inclusive. These~~

(8) Provision for services specifically directed to seriously mentally ill young adults 25 years of age or younger who are homeless or at significant risk of becoming homeless. ~~These~~ provisions may include continuation of services that would still be received through other funds had eligibility not been terminated due to age.

(9) Services reflecting special needs of women from diverse cultural backgrounds, including supportive housing that accepts children, personal services coordinator therapeutic treatment, and substance treatment programs that address gender specific trauma and abuse in the lives of persons with mental illness, and vocational rehabilitation programs that offer job training programs free of gender bias and sensitive to the needs of women.

(10) Provision for housing for clients that is immediate, transitional, permanent, or all of these.

(b) ~~Each client shall have either~~ a clearly designated mental health ~~case manager or~~ personal services coordinator who may be part of a multidisciplinary treatment team who is responsible for providing or assuring needed services. Responsibilities include complete assessment of the client's needs, development of the client's personal services plan, linkage with all appropriate community services, monitoring of the quality and follow through of services, and necessary advocacy, to ensure each client receives those services which are agreed to in the personal services plan. Each client shall participate in the development of his or her personal services plan, and responsible staff shall consult with the designated conservator, if one has been appointed, and, with the consent of the client, consult with the family and other significant persons as appropriate.

(c) The individual personal services plan shall ensure that members of the target population involved in the system of care receive age, gender, and culturally appropriate services, to the extent feasible, that are designed to enable recipients to:

(1) Live in the most independent, least restrictive housing feasible in the local community, and for clients with children,

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to live in a supportive housing environment that strives for reunification with their children or assists clients in maintaining custody of their children as is appropriate .

(2) Engage in the highest level of work or productive activity appropriate to their abilities and experience.

(3) Create and maintain a support system consisting of friends, family, and participation in community activities.

(4) Access an appropriate level of academic education or vocational training.

(5) Obtain an adequate income.

(6) Self-manage their illness and exert as much control as possible over both the day-to-day and long-term decisions which affect their lives.

(7) Access necessary physical health care and maintain the best possible physical health.

(8) Reduce or eliminate serious antisocial or criminal behavior and thereby reduce or eliminate their contact with the criminal justice system.

(9) Reduce or eliminate the distress caused by the symptoms of mental illness.

(10) Have freedom from dangerous addictive substances.

~~—(d) For purposes of this section and Section 5814, "transition youth" are individuals 18 to 25 years old, inclusive, with the conditions described in paragraph (2) of subdivision (a) of Section 5600.3.~~

~~SEC. 3.~~

(d) The individual personal services plan shall describe the service array that meets the requirements of subdivision (c), and to the extent applicable to the individual, the requirements of subdivision (a).

SEC. 3. Section 5811 of the Welfare and Institutions Code is amended to read:

5811. The State Department of Mental Health shall provide participating counties all of the following:

(a) Request for proposals , application guidelines , and format, and coordination and oversight of the selection process as described in Article 2 (commencing with Section 5803).

(b) Contracts with each state funded county stipulating the approved budget, performance outcomes, and scope of work.

(c) Training, consultation, and technical assistance for county applicants.

SEC. 4. Section 5814 of the Welfare and Institutions Code is amended to read:

5814. (a) (1) This part shall be implemented only to the extent that funds are appropriated for purposes of this part. To the extent that funds are made available, the first priority shall go to maintain funding for the existing programs that meet adult system of care contract goals. The next priority for funding shall be given to counties ~~with highly urbanized areas, significant numbers of~~ with a high incidence 'of 'persons who are , ~~homeless or~~ severely mentally ill , ~~or both, and at high risk of losing federally funded Section 8 low-income housing.~~ and homeless or at risk of homelessness, and meet the criteria developed pursuant to paragraphs (3) and (4).

(2) The director shall establish a methodology for awarding grants under this part consistent with the legislative intent expressed in Section 5802, and in consultation with the advisory committee established in this subdivision.

(3) The director shall establish an advisory committee for the purpose of providing advice regarding the development of criteria for the award of grants, and the identification of specific performance measures for evaluating the effectiveness of grants. The committee shall review evaluation reports and make findings on

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evidence based on best practices and recommendations for grant conditions, The committee shall include, but not be limited to, representatives from state, county, and community veterans' services and disabled veterans outreach programs, supportive housing and other housing assistance programs, law enforcement, county mental health and private providers of local mental health services and mental health outreach services, the Board of Corrections, the State Department of Alcohol and Drug Programs, local substance abuse services providers, the Department of Rehabilitation, providers of local employment services, the State Department of Social Services, the Department of Housing and Community Development, a service provider to transition youth, the United Advocates for Children of California, the California Mental Health Advocates for Children and Youth, the Mental Health Association of California, the California Alliance for the Mentally Ill, the California Network of Mental Health Clients, and the Mental Health Planning Council.

(4) The criteria for the award of grants shall include, but not be limited to, all of the following:

(A) A description of a comprehensive strategic plan for providing outreach, prevention, intervention, and evaluation in a cost appropriate manner corresponding to the criteria specified in subdivision (c).

(B) A description of the local population to be served, ability to administer an effective service program, and the degree to which local agencies and advocates will support and collaborate with program efforts.

(C) A description of efforts to maximize the ~~utilization~~ use of other state, federal, and local funds or services that can support and enhance the ~~cost~~ effectiveness of these programs.

~~(D) A description of efforts to obtain health foundation charitable funds to expand and support these programs.~~

~~(5) In addition to the criteria specified in paragraph (4), counties seeking grants for expansion of programs that were funded pursuant to this part prior to January 1, 2001, shall provide:~~

~~(A) Data on the total number of adults and the total number of transition youth receiving extensive community mental health services including programs funded pursuant to this part and other programs. This information shall identify the number of persons served in programs that meet the criteria for adults system of care and the number in other structured programs.~~

~~(B) Data for each type of program on the amount of funding expended per person.~~

~~(C) To the extent available, outcome measures for other programs that serve populations similar to those served with funds provided pursuant to this part.~~

~~(D) An analysis that compares the cost and outcomes for services provided under the adults system of care programs with services provided under other programs for adults with similar needs.~~

~~(E) The reasons or other explanations for those receiving services outside of the adults system of care programs and, to the extent possible, the county's plan for expansion of system of care services to include persons not currently receiving services under this type of system of care program.~~

(b) In each year in which additional funding is provided by the State Budget the department shall establish programs that offer individual counties sufficient funds to comprehensively serve severely mentally ill adults who are homeless, recently released from a county jail or the state prison, or others who are untreated, unstable, and at significant risk of incarceration or homelessness unless treatment is provided to them and who are severely mentally ill adults. For purposes of this subdivision, "severely mentally ill adults" are those individuals described in subdivision (b) of Section 5600.3 ~~or transition youth~~. In consultation with the advisory committee established pursuant to

paragraph (3) of subdivision (a), the department shall report to the Legislature on or before May 1, ~~2000~~ of each year in which additional funding is provided, and shall evaluate, at a minimum, the effectiveness of the strategies in providing successful outreach and reducing homelessness, involvement with local law enforcement, and other measures identified by the department. The evaluation shall include, as much of the following as available information permits:

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(1) The number of persons served, and of those, the number who are able to maintain housing, and the number who receive extensive community mental health services.

(2) The number of persons with contacts with local law enforcement and the extent to which local and state incarceration has been reduced or avoided.

(3) The number of persons participating in employment service programs including competitive employment.

(4) The number of persons contacted in outreach efforts who appear to be severely mentally ill, as described in Section 5600.3, who have refused treatment after completion of all applicable outreach measures.

(5) The amount of hospitalization that has been reduced or avoided.

(6) The extent to which veterans identified through these programs' outreach are receiving federally funded veterans' services for which they are eligible.

(c) Each project shall include outreach and service grants in accordance with a contract between the state and approved counties that reflects the number of anticipated contacts with people who are homeless or at risk of homelessness, and the number of those who are 'severely mentally ill and who are likely to be successfully referred for treatment and will remain in treatment ~~until~~, successfully discharged.

~~(d) If sufficient funds have been made available to provide funding to all counties that are eligible as set forth in this section, additional funding may be made available for other counties, or groups of counties, that do not currently have an existing program of integrated services that meet adult system of care criteria. To the extent funds are available, those counties may apply for a start-up program to serve approximately 100 people in accordance with as necessary.~~

(d) All counties that receive funding shall be subject to specific terms and conditions of oversight and training which shall be developed by the department, in consultation with the advisory committee.

(e) (1) As used in this part, "receiving extensive mental health services" means having ~~a case manager~~ personal services coordinator as described in subdivision (b) of Section 5806, and having an individual personal service plan, as described in subdivision (c) of Section 5806.

(2) The funding provided pursuant to this part shall be sufficient to provide mental health services, medically necessary medications to treat severe mental illnesses, alcohol and drug services, transportation, supportive housing and other housing assistance, vocational rehabilitation and supported employment services, money management assistance for accessing other health care and obtaining federal income and housing support, accessing veterans' services, ~~and stipends~~ stipends, and other incentives to attract and retain sufficient numbers of qualified professionals as necessary to provide the necessary levels of these services. These grants shall, however, pay for only that portion of the costs of those services not otherwise provided by federal funds or other state funds.

(3) Methods used by counties to contract for services pursuant to paragraph (2) shall promote prompt and flexible use of funds,

consistent with the scope of **services** for which the county has contracted with each provider.

(f) Contracts awarded pursuant to this part shall be exempt from the Public Contract Code and the state administrative manual and shall not be subject to the approval of the Department of General Services.

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(g) Notwithstanding any other provision of law, funds awarded to counties pursuant to this part and Part 4 (commencing with Section 5850) shall not require a local match in funds.

SEC. 4. Section 5814.5 of the Welfare and Institutions Code is amended to read:

5814.5. (a) (1) Counties funded under this part in the 1999-2000 fiscal year are eligible for funding to continue ~~and expand~~ their programs if they have successfully demonstrated the ~~effectiveness~~ ~~effectiveness~~ of their grants received in that year and to expand their programs if they also demonstrate significant continued unmet need and capacity for expansion without compromising quality or ~~cost effectiveness~~ ~~effectiveness~~ of care.

(2) Other counties or portions of counties are eligible for funding to establish programs if a county demonstrates that it can provide comprehensive services, as set forth in this part, to a substantial number of adults who are severely mentally ill, as defined in Section 5600.3, and are homeless or recently released from the county jail or who are untreated, unstable, and at significant risk of incarceration or homelessness unless treatment is provided.

(b) (1) Counties eligible for funding pursuant to subdivision (a) shall be those that have ~~existing~~ or can develop integrated adult service programs that meet the criteria for an adult system of care, as set forth in Section 5806, and that have, or can develop, integrated forensic programs with similar characteristics for parolees and those recently released from county jail who meet the target population requirements of Section 5600.3 and are at risk of incarceration unless the services are provided. Local enrollment for integrated adult service programs and for integrated forensic programs funded pursuant to subdivision (a) shall adhere to all conditions set forth by the department, including the total number of clients to be enrolled, the providers to which clients are enrolled and the maximum cost for each provider, the maximum number of clients to be served at any one time, the outreach and screening process used to identify enrollees, and the total cost of the program. Local enrollment of each individual for integrated forensic programs shall be subject to the approval of the county mental health director or his or her designee.

(2) Each county shall ensure that funds provided by these grants are used to expand existing integrated service programs that meet the criteria of adults system of care to provide new services in accordance with the purpose for which they were appropriated and allocated, and that none of these funds shall be used to supplant existing services to severely mentally ill adults. In order to ensure that this requirement is met, the department shall develop methods and contractual requirements, as it determines necessary. At a minimum, these assurances shall include that state and federal requirements regarding tracking of funds are met and that patient records are maintained in a manner that protects privacy and confidentiality, as required under federal and state law.

(c) Each county selected to receive a grant pursuant to this section shall provide data as the department may require, that demonstrates the outcomes of these adult system of care programs, shall specify the additional numbers of severely mentally ill adults to whom they will provide comprehensive services for each million dollars of additional funding that may be awarded through either an integrated adult service grant or an integrated forensic grant, and shall agree to provide services in accordance with Section 5806. Each ~~county shall identify, as the department may require,~~

~~the amount of funding required for housing market conditions, the estimated number of people who will be eligible for income from Social Security, and types of housing and support services that will be required.~~ county's plan shall identify and include

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sufficient funding to provide housing for the individuals to be served, and shall ensure that any hospitalization of individuals participating in the program are coordinated with the provision of other mental health services provided under the program.

SEC. 5. (a) The State Department of Mental Health shall conduct a review of published materials regarding early psychosis education programs such as those operating in Melbourne, Australia ~~London, England, P.--r)u, ,~~ London, Canada; and Rogaland, Norway that utilize schools, primary care physicians, and a general public education campaign to ensure that people suffering from schizophrenia-related illnesses receive treatment within months of the onset of the symptoms as compared to several years in similar communities without these programs.

(b) The State Department of Mental Health, on or before July 1, 2001, shall report to the Legislature regarding the findings of the literature review and make recommendations as to whether such a program should be implemented in California. The report shall include, but not be limited to, information related to the costs and benefits to mentally ill persons and the society in which they live. The report shall also include an overview of the actions and resources necessary to implement such a program in California.

(c) The State Department of Mental Health shall report to the Legislature regarding the study and recommendations required under this section on or before July 1, 2001.

SEC. 6. This act is an urgency statute necessary for the immediate preservation of the public peace, health, or ~~safety~~, within the meaning of Article IV of the Constitution and shall go into immediate effect. The facts constituting the necessity are:

In order to maintain the pilot programs and funding for the homeless mentally ill as indicated within this act without disruption, it is necessary that ~~this~~ act go into effect immediately.