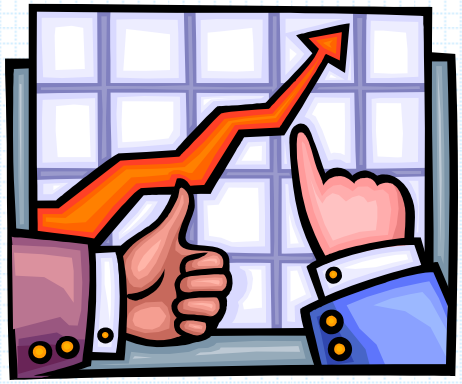

# Net Conference

## Evaluating Jail Diversion Outcomes: Making the Case for Jail Diversion

February 22, 2005

the GAINS TAPA Center for Jail Diversion

# TAPA Center for Jail Diversion

- **Funded by Substance Abuse and Mental Health Services Administration (SAMHSA) / Center for Mental Health Services (CMHS) since 2002**
- **National resource and TA center**
- **Coordinating center for 20 CMHS-funded jail diversion programs**
- **Along with the GAINS Center for Evidence-Based Programs (EBP) in the Justice System, comprises the National GAINS Center**

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# Resources

- GAINS Center: http://www.gainscenter.samhsa.gov

- Criminal Justice/ Mental Health Consensus Project: www.consensusproject.org

- Bureau of Justice Assistance Mental Health Courts Grant Program briefs (available in May 2005) at: http://www.consensusproject.org/mhcourts/)

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# Presenters

- **Henry J. Steadman, Ph.D.**
- **Judge Steven Leifman**

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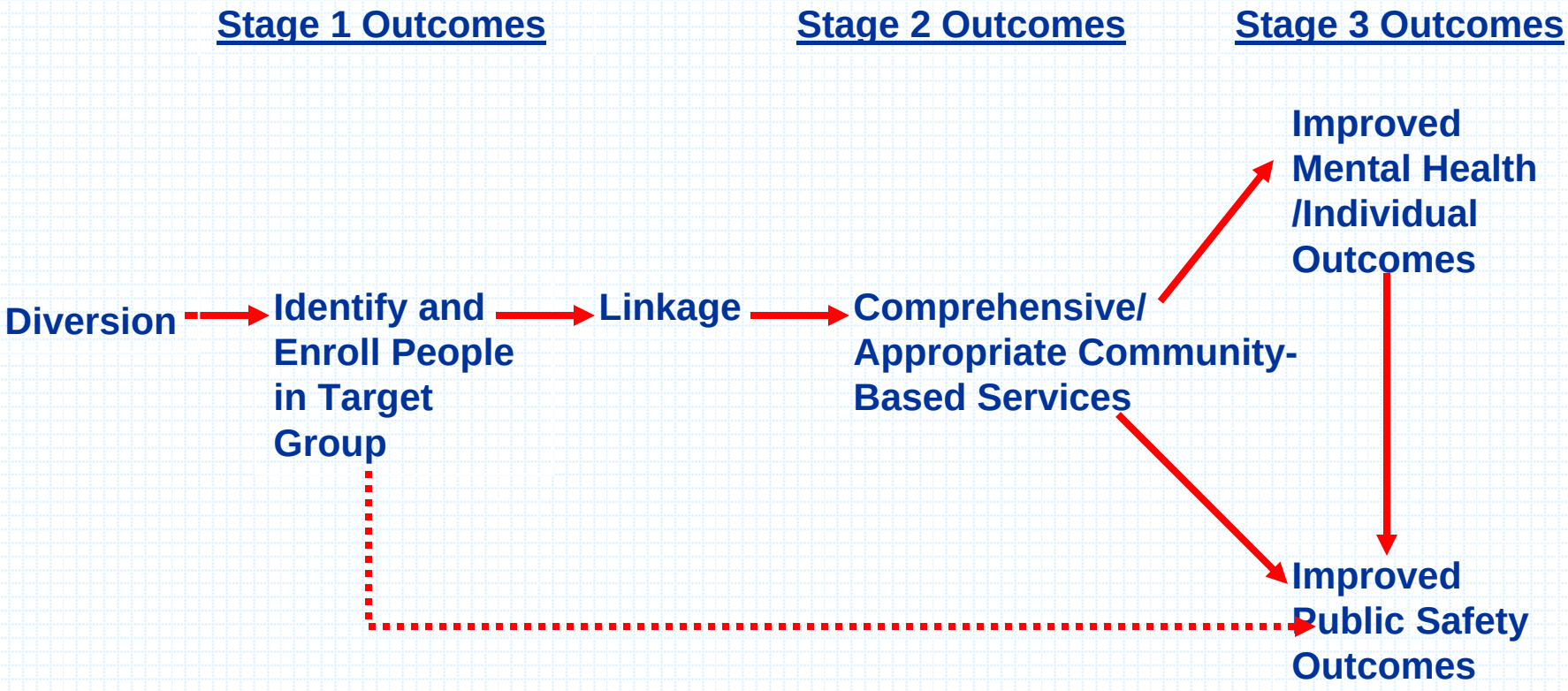
# Jail Diversion Logic Model



## Diversion Program

- Police
- Court
- Jail

Linkage

(Case Management)

## Community-Based Services

- MH — Outpatient, Residential
- SA — Outpatient, Residential
- Co-Occurring
- Housing
- Health
- Entitlements
- Employment

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# Basic Research Questions

- What types of diversion work?
- For whom?
- Under what circumstances?

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“What did I buy?”

“What good did it do?”

# Outcome Measures

1. How many and who served?
2. What services delivered?
3. With what effects?

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# Outcome Measures

1. How many and who served?
   - Number screened
   - Number eligible
   - Number accepted
   - Relevant characteristics of accepted and not accepted
   - Time between key decision points

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# Data

- **Most programs do not count number considered for diversion eligibility**
- **Compared to other jail detainees, divertees are more likely to be:**
  - **Women**
  - **White**
  - **Older**

# Outcome Measures

2. Got what services? (Before-After)
   - Case management
   - Medication appointments
   - Psychosocial rehabilitation
   - Housing
   - Residential substance abuse
   - Integrated services for co-occurring disorders
   - Supported employment/other vocational
   - Self-help groups
   - Etc.

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# Data from Where?

Services

- Computerized Records
- Provider Forms/Interviews
- Subject Interviews

# Outcome Measures

3. With what effects? (Before-After)
   - Criminal Justice System
   - Mental Health System
   - Client

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# Outcome Measures

- Criminal Justice System
  - Arrests (# / rate)
    - All
    - Violent
  - Incarcerations (#)
    - New offenses
    - Technical violations
  - Jail days

# Data

- **Reduced jail days**
- **Reduced rates of arrest**
- **Similar percentage arrested**

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# Data: Nathaniel Project (N=53)

| | Prior Year | Current Year |
|---|---|---|
| Number of Arrests | 101 | 7 |
| •Misd. | 35 | 5 |
| •Felonies | 66 | 2 |

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# Data: SAMHSA KDA (6 sites)

| | Diverted | Non-Diverted |
|---|---|---|
| Community days | 303 | 245 |
| # Arrests | 1.03 | 1.20 |
| Arrests/mo. | .11 | .15 |

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# Outcome Measures

- Mental Health System
  - Inpatient hospitalizations
  - ER evaluations/treatment

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# Data: SAMHSA KDA (6 sites)

| | Diverted | Non-Diverted |
|---|---|---|
| Hospitalization | 31.7% | 18.7% |
| ER | 31.3% | 23.9% |

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# Outcome Measures

**Client**

- **Symptoms**
- **Days homeless**
- **Victimization**
- **Service system satisfaction**
- **Quality of life**

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# Data: SAMHSA KDA (6 sites)

| | Diverted | Non-Diverted |
|---|---|---|
| Change in CSI (symptoms) | 8.21 | 7.19 |

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# Data: SAMHSA KDA Cost Studies

(Cowell et al, 2002)

| | OR | AZ | NYC | Memphis |
|---|---|---|---|---|
| **Costs** | Same | Same | -$6,260 | +$5,855 |
| **Outcomes** | Drug Use ↓ 80% | CSI + 4.5 | Non-viol. Victimization ↓ 70% | CSI + 2.4 |

# Case studies–a great complement!

# Key Evaluation Challenges and Some Solutions

**Key Challenges**

1. Money set aside to do evaluation
2. Being too ambitious
3. Documenting treatment services actually received
4. Thinking about these things soon enough
5. Cost data

**Solutions**

1a. Approach local foundations
1b. Involve local college students

2a. Less, done well = better
2b. Get pro bono evaluation help

3a. Doing #'s 1 & 2
3b. Hard work

4a. Just do it
4b. Line up a prime local evaluation ally

5. Fairly sophisticated or not at all

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# Evaluating Jail Diversion Outcomes: Making the Case for Jail Diversion

**Eleventh Judicial Circuit of Florida**
**Criminal Mental Health Project**

**Judge Steve Leifman, Miami-Dade County**
**Associate Administrative Judge**

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# Build It and They Will Come

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# In the beginning . . .

# We had nothing

- No Research
- No Data
- No Staff
- No Resources

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# The 2000 GAINS Summit

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# The Summit: Initial Data Gathering

- **Miami-Dade highest % of mental illnesses of any urban community (9.1%)**
- **800-1200 people with mental illnesses in jail (20%)**
- **Recidivism of defendants with mental illnesses > 70%**
- **Defendants with mental illnesses stay in jail 8 x longer at 7 x the cost**
- **7 people with mental illnesses killed during a police encounter (now 13)**

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# The Summit *continued…*

- **Analyzed existing system – concluded it was embarrassingly dysfunctional**
- **Produced GOALS – must develop a system that works for people with mental illnesses, not us**
- **Produced Cooperative Agreement – everything in writing**
- **Created the 11th Judicial Circuit Criminal Mental Health Project**
- **Motto "Diversion and Linkages to Comprehensive Care Makes Jail the Last Resort"**

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# 11th Judicial Circuit's Criminal Mental Health Project

- **Pre-Booking Diversion:**
  - **Crisis Intervention Team Policing (CIT)**
- **Post-Booking Diversion**
  - **County Court Jail Diversion Program**
- **Comprehensive Care Program**
- **Assisted Living Facility (ALF) Quality of Care Program**
- **Housing & Transition Program**
- **Identification Card Program**

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# 11th Judicial Circuit's Criminal Mental Health Project *continued*

- Stakeholders/Partnerships
- Planned Computer Linkage System
- Research – FIU/Dr. Jim Rivers & In-house

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**An excellent researcher from a University working on the project from the beginning is**

# CRITICAL

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# Why?

**We had a project, but still:**

- ❑ No Research
- ❑ Little Data
- ❑ Little Staff
- ❑ No Resources

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# Who?

## A Reputable Public Policy Researcher

- ✓You get along with
- ✓You trust
- ✓Adds credibility to the Project
- ✓Ability to produce practical, useful data
- ✓Ability to collaborate and write grants

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# How?

## Interview, Interview, Interview

- ✓ Go to different Universities/different departments
- ✓ Review past projects
- ✓ Check references/reputation

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# Research/Data Needs

- **Apply for grants**
- **Educate policy makers**
- **Increase public funding**
- **Educate community**
- **Justify continued funding**
- **Justify system/policy changes**

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# Required Research

- Jail mental health population survey
- National, State and local data on mental illness
- Costs of incarcerating people with mental illnesses
- Costs of acute care
- Recidivism studies
- Costs of forensic hospitalization
- Outcome data

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# Study of Mental Health Population at Miami-Dade Co. Jail

- **Data on jail mental health population needed for grant application**
- **With funding from the Health Foundation of S.F. and the Dept. of Children and Families, Dr. Rivers conducted first- ever study of the mental health population in Miami-Dade Co. Jail**
- **Provided critical data about mental health population: demographics, charges, and number of arrests**

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# Highest Utilizers Study

- **Examined costs associated with mental health acute service delivery for the recidivists of the Miami-Dade County Jail Diversion Program**

- **Highest utilizer defined as anyone who participated in the Jail Diversion Program more than one time within a calendar year**

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# Methodology

- Identified a one-year time period (1/1/01- 1/1/02)
- Identified the highest utilizers (recidivists) of the program for time period
- Collected data elements for each high utilizer
- Collaborated with multiple agencies to collect data elements
- Calculated total costs for group of highest utilizers
- Isolated costs for each service examined

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# Results

## 31 High Utilizers Identified

- **1,955 Jail Days**
- **830 Crisis Stabilization Days**
- **14 court ordered psychological evaluations**
- **138 Emergency Room & Inpatient Admissions**

| AGENCY | COSTS |
|---|---|
| Miami-Dade County Corrections | $228,735.00 |
| FL Department of Children & Families | $185,455.20 |
| JMH/Public Health Trust | $124,081.02 |
| Administrative Office of the Courts | $2,050.00 |

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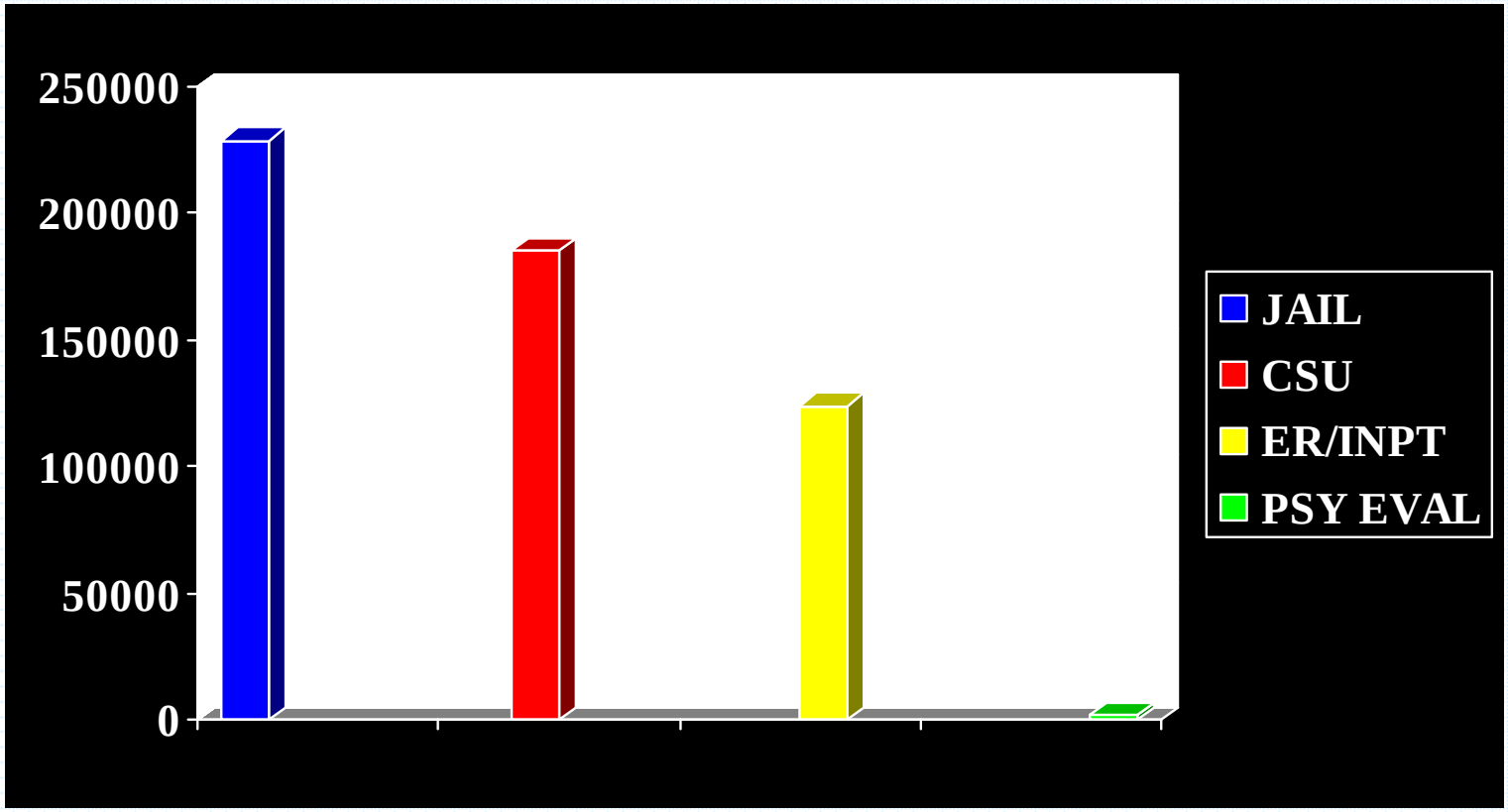
# Results

## GRAND TOTAL:
## $540,321.22



# Outcomes of Diversion Project

- **Misdemeanor recidivism reduced 70% to 18%**
- **Improved public safety**
- **Reduced police injuries**
- **Faster return to patrol**
- **Saving Miami-Dade Co. $2.3 million annually**
- **Saving lives – No deadly force by Miami Police Department – 2 yrs**
- **De-criminalization of mental illness**

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# Outcomes of Research

- **SAMHSA Targeted Capacity Expansion Jail Diversion Grant**
- **Funding for a Computer Linkage Program ($160,000)**
- **Commitment from County to continue funding 2 court staff positions and absorb all grant staff positions**
- **$22 million dollar Bond to build new County Forensic Facility**

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# Outcomes of Research *continued*

- **Miami-Dade County Grand Jury Report: "Mental Illness and the Criminal Justice System: A Recipe for Disaster/A Prescription for Improvement"**

- **Proposed legislation for a $1 million dollar revolving fund pilot program to provide gap funding for individuals with mental illnesses accessing federal entitlements after incarceration**

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# Packaging the Data

- Follow the money/Determine gov't interests
- County Govt's have little idea how much $ is spent on Corrections Mental Health and Liability
- The States are keenly aware of the amount of $ being spent on Forensic State Hospitals and are looking for ways to reduce costs
- The Police have little idea on the number of mental health calls they handle
- The public has no idea that more people with mental illnesses are in jail than hospitals

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# Packaging the Data: Audiences

***Everyone***

- **Using data, put the issue in context**
  - **How the problem began**
  - **The extent of the problem**
  - **Who's paying and who's suffering**

# Packaging the Data: Audiences

***The County/Law Enforcement***

- **Jail mental health population**
- **Costs of incarceration**
- **Liability costs**
- **Recidivism rates**
- **Savings from diversion**
- **Outcome data**

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# Packaging the Data: Audiences

***The State***

- **Forensic commitment costs vs. diversion costs**
- **Recidivism rates**
- **Highest Utilizer Study – Cost of doing nothing**
- **Outcome data**

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# The Messenger

- As a Judge, I invited non-traditional stakeholders to a MH Summit – <u>Everyone</u> Attended

- 10 years earlier as an Asst. Public Defender, I did the same and <u>No One</u> Attended

***<u>Other Viable Messengers</u>***

**Elected Officials**

**Police Chiefs**

**Sheriffs**

# FOR MORE INFORMATION CONTACT:

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# Questions?

**Please complete an evaluation of today's Net Conference at**

**http://www.surveymonkey.com/s.asp?u=9214856452**

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