

4C-1

**PALM BEACH COUNTY
BOARD OF COUNTY COMMISSIONERS
AGENDA ITEM SUMMARY**

Meeting Date: May 5, 2015

[] Consent [X] Regular
[] Ordinance [] Public Hearing

Department: Criminal Justice Commission
Submitted By: Criminal Justice Commission
Submitted For: Criminal Justice Commission

I. EXECUTIVE BRIEF

Motion and Title: Staff recommends motion to: Adopt a Resolution of the Board of County Commissioners of Palm Beach County, Florida, to support a new initiative to reduce the number of people with mental illnesses housed in local jail.

Summary: The National Association of Counties (NACo), the Council of State Governments (CSG) Justice Center, and the American Psychiatric Foundation (APF), in partnership with the U.S. Justice Department's Bureau of Justice Assistance, will launch a new initiative to support counties of all sizes in reducing the number of people with mental illnesses in jails. *Stepping Up: A National Initiative to Reduce the Number of People with Mental Illnesses in Jails* will provide assistance to counties that want to see better results—in diversion, reduced recidivism and recovery—for people with mental illnesses by drawing on the expertise and experiences of state and local policymakers, criminal justice and behavioral health professionals, and individuals with mental illnesses and their families. As part of the Call to Action for *Stepping Up*, NACo and partners are calling on counties to pass a resolution to reduce the number of people with mental illnesses in the county jail. Statistically, county jails spend 2 to 3 times more on adults with mental illnesses that require interventions compared to those without those treatment needs. **Countywide (JB)**

Background and Justification: Recently, the Palm Beach County Sheriff's Office, State Attorney's Office, Public Defender and the Criminal Justice Commission have committed resources towards reducing the jail population. In addition, the Criminal Justice Commission has created a Behavioral Health Task Force that is chaired by the Public Defender and State Attorney. Palm Beach County Sheriffs Office is one of the largest providers of mental health services. The County hopes to achieve lower incarceration costs, better public safety returns, and better social outcomes.

Attachments

- 1) Resolution of the Board of County Commissioners to reduce the number of people with mental illnesses housed in local jails
- 2) The Stepping Up Initiative pamphlet

Recommended by:

Department Director

Date

4-28-15

Approved By:

Assistant County Administrator

Date

4/29/15

II. FISCAL IMPACT ANALYSIS

A. Five Year Summary of Fiscal Impact

Fiscal Years	<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>	<u>2019</u>
Capital Expenditures	_____	_____	_____	_____	_____
Operating Costs	_____	_____	_____	_____	_____
External Revenues	_____	_____	_____	_____	_____
Program Income (County)	_____	_____	_____	_____	_____
In-Kind Match (County)	_____	_____	_____	_____	_____
Net Fiscal Impact	<u>0</u>	_____	_____	_____	_____

ADDITIONAL FTE

POSITIONS (Cumulative) 0 0 0 0 0

Is Item Included In Current Budget? Yes _____ No _____

Budget Account Exp No: Fund _____ Department _____ Unit _____ Object _____
Rev No: Fund _____ Department _____ Unit _____ RevSc _____

B. Recommended Sources of Funds/Summary of Fiscal Impact:

No Fiscal Impact

Departmental Fiscal Review: _____

III. REVIEW COMMENTS

A. OFMB Fiscal and/or Contract Dev. and Control Comments:

Sherry Brown
4/28/15
OFMB *AKA* 4/28/15

Dr. J. Jacobson 4/29/15
Contract Administration
4-29-15 B. Wheeler

B. Legal Sufficiency:

James Brink
Assistant County Attorney

C. Other Department Review:

Department Director

This summary is not to be used as a basis for payment.

RESOLUTION NO. R-2015-_____

**RESOLUTION OF THE BOARD OF COUNTY COMMISSIONERS
OF PALM BEACH COUNTY, FLORIDA, TO SUPPORT A NEW
INITIATIVE TO REDUCE THE NUMBER OF PEOPLE WITH
MENTAL ILLNESSES HOUSED IN LOCAL JAILS**

WHEREAS, counties routinely provide treatment services to the estimated two million people with serious mental illnesses booked into jail each year; and

WHEREAS, prevalence rates of serious mental illnesses in jails are three to six times higher than for the general population; and

WHEREAS, almost three-quarters of adults with serious mental illnesses in jails have co-occurring substance use disorders; and

WHEREAS, adults with mental illnesses tend to stay longer in jail and upon release are at a higher risk of recidivism than people without these disorders; and

WHEREAS, county jails spend two to three times more on adults with mental illnesses that require interventions compared to those without these treatment needs; and

WHEREAS, without the appropriate treatment and services, people with mental illnesses continue to cycle through the criminal justice system, often resulting in tragic outcomes for these individuals and their families; and

WHEREAS, Palm Beach County, Florida takes pride in its responsibility to protect and enhance the health, welfare and safety of its residents in efficient and cost-effective ways; and

WHEREAS, the Palm Beach County Criminal Justice Commission has established a Behavioral Health Task Force, co-chaired by the State Attorney and Public Defender, to identify and initiate specific treatment programs which help people stay out of jail and prisons; and

WHEREAS, through the Stepping Up initiative, the National Association of Counties, the Council of State Governments Justice Center and the American Psychiatric Foundation are encouraging public, private and nonprofit partners to reduce the number of people with mental illnesses in jails;

NOW, THEREFORE, BE IT RESOLVED, BY THE BOARD OF COUNTY COMISSIONERS OF PALM BEACH COUNTY, FLORIDA, that:

Palm Beach County supports the Call to Action to reduce the number of people with mental illnesses in local jails commit to sharing lessons learned with other counties in the State of Florida, and across the country to support a national initiative and encourage all county officials, employees and residents to participate in Stepping Up. We resolve to utilize the comprehensive resources available through Stepping Up to:

1. Draw on a diverse team of leaders and decision makers from multiple agencies committed to safely reducing the number of people with mental illnesses in jails.
2. Collect and review prevalence numbers and assess needs to better identify adults entering jails with mental illnesses and their recidivism risk, and use that information to guide decision making.
3. Examine treatment and service capacity to determine which programs and services are available in the county for people with mental illnesses and co-occurring substance abuse disorders, and identify state and local policy and funding barriers to minimizing contact with the justice system and providing treatment and supports in the community.
4. Develop a plan with measurable outcomes that draw on the needs and prevalence assessment data and examination of available treatment and service capacity, while considering identified barriers.
5. Implement research-based approaches that advance the plan.
6. Create a process to track progress using data and information systems, and to report on successes.
7. This Resolution shall take effect immediately upon its adoption by the Board of County Commissioners.
8. If any section, sentence, clause, phrase or word of this Resolution is held invalid or unconstitutional by a court of competent jurisdiction, then said holding shall in no way affect the remaining portions of this resolution.

The foregoing Resolution was offered by Commissioner _____ who moved its adoption. The motion was seconded by Commissioner _____, and upon being put to a vote, the vote was as follows:

SHELLEY VANA, MAYOR	_____
MARY LOU BERGER, VICE MAYOR	_____
COMMISSIONER HAL R. VALECHE	_____
COMMISSIONER PAULETTE BURDICK	_____
COMMISSIONER STEVEN L. ABRAMS	_____
COMMISSIONER MELISSA MCKINLAY	_____
COMMISSIONER PRISCILLA A. TAYLOR	_____

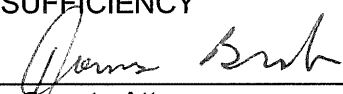
The Mayor thereupon declared the Resolution duly passed and adopted this _____ day of May, 2015.

PALM BEACH COUNTY, FLORIDA, BY ITS
BOARD OF COUNTY COMMISSIONERS

SHARON R. BOCK, CLERK & COMPTROLLER

By: _____
Deputy Clerk

APPROVED AS TO FORM
AND LEGAL SUFFICIENCY

By: 
County Attorney

STEPPING UP: A National Initiative to Reduce the Number of People with Mental Illnesses in Jails

THERE WAS A TIME WHEN NEWS OF JAILS serving more people with mental illnesses than in-patient treatment facilities was shocking. Now, it is not surprising to hear that jails across the nation serve an estimated 2 million people with serious mental illnesses each year¹—almost three-quarters of whom also have substance use disorders²—or that the prevalence of people with serious mental illnesses in jails is three to six times higher than for the general population.³ Once incarcerated, they tend to stay longer in jail and upon release are at a higher risk of returning than individuals without these disorders.

The human toll—and its cost to taxpayers—is staggering. Jails spend two to three times more on adults with mental illnesses that require intervention than on those without those needs,⁴ yet often do not see improvements in recidivism or recovery. Despite counties' tremendous efforts to address this problem, they are often thwarted by significant obstacles, such as coordinating multiple systems and operating with minimal resources. Without change, large numbers of people with mental illnesses will continue to cycle through the criminal justice system, often resulting in missed opportunities to link them to treatment, tragic outcomes, inefficient use of funding, and failure to improve public safety.

The National Initiative

Recognizing the critical role local and state officials play in supporting change, the [National Association of Counties \(NACo\)](#), the [Council of State Governments \(CSG\) Justice Center](#), and the [American Psychiatric Foundation \(APF\)](#) have come together to lead a national initiative to help advance counties' efforts to reduce the number of adults with mental and co-occurring substance use disorders in jails. With support from the U.S. Justice Department's [Bureau of Justice Assistance](#), the initiative will build on the many innovative and proven practices being implemented across the country. The initiative engages a diverse group of organizations with expertise on these issues, including those representing sheriffs, jail administrators, judges, community corrections professionals, treatment providers, people with mental illnesses and their families, mental health and substance use program directors, and other stakeholders.

The initiative is about creating a long-term, national movement—not a moment in time—to raise awareness of the factors contributing to the over-representation of people with mental illnesses in jails, and then using practices and strategies that work to drive those numbers down. The initiative has two key components:

1. **A CALL TO ACTION** demonstrating strong county and state leadership and a shared commitment to a multi-step planning process that can achieve concrete results for jails in counties of all sizes.

The Call to Action is more than a vague promise for reform; it focuses on developing an actionable plan that can be used to achieve county and state system changes. As part of this Call to Action, county elected officials are being asked to pass a resolution and work with other leaders (e.g., the sheriff, district attorney, treatment providers, and state policymakers), people with mental illnesses and their advocates, and other stakeholders on the following six actions:

- **Convene or draw on a diverse team** of leaders and decision makers from multiple agencies committed to safely reducing the number of people with mental illnesses in jails.

- **Collect and review prevalence numbers and assess individuals' needs** to better identify adults entering jails with mental illnesses and their recidivism risk, and use that baseline information to guide decision making.
- **Examine treatment and service capacity** to determine which programs and services are available in the county for people with mental illnesses and co-occurring substance use disorders, and identify state and local policy and funding barriers to minimizing contact with the justice system and providing treatment and supports in the community.
- **Develop a plan** with measurable outcomes that draws on the jail assessment data and inventory of available treatment and service capacity, while considering identified barriers.
- **Implement research-based approaches** that advance the plan.
- **Create a process to track progress** using data and information systems, and to report on successes.

In addition to county leaders, national and state associations, criminal justice and behavioral health professionals, state and local policymakers, others with jail authority, and individuals committed to reducing the number of people with mental illness should sign on to the Call to Action. Stepping Up participants will receive an online toolkit keyed to the six actions, with a series of exercises and related distance-learning opportunities, peer-to-peer exchanges, and key resources from initiative partners.⁵ The online toolkit will include self-assessment checklists and information to assist participants working in counties in identifying how much progress they have already made and a planning template to help county teams develop data-driven strategies that are tailored to local needs.

2 A NATIONAL SUMMIT to advance county-led plans to reduce the number of people with mental illnesses in jails.

Supported by the American Psychiatric Foundation, a summit will be convened in the spring of 2016 in Washington, DC, that includes counties that have signed on to the Call to Action, as well as state officials and community stakeholders such as criminal justice professionals, treatment providers, people with mental illnesses and their advocates, and other subject-matter experts. The summit will help counties advance their plans and measure progress, and identify a core group of counties that are poised to lead others in their regions. Follow-up assistance will be provided to participants to help refine strategies that can be used in counties across the nation. After the 2016 summit, participants will be notified of potential opportunities for sites to be selected for more intensive assistance through federal and private grant programs.

Although much of the initiative focuses on county efforts, states will be engaged at every step to ensure that their legislative mandates, policies, and resource-allocation decisions do not create barriers to plan implementation.

To learn more about the initiative, go to www.StepUpTogether.org.

Endnotes

1. Steadman, Henry, et al., "Prevalence of Serious Mental Illness among Jail Inmates." *Psychiatric Services* 60, no. 6 (2009): 761–765. These numbers refer to jail admissions. Even greater numbers of individuals have mental illnesses that are not "serious" mental illnesses, but still require resource-intensive responses.
2. Abram, Karen M., and Linda A. Teplin, "Co-occurring Disorders Among Mentally Ill Jail Detainees," *American Psychologist* 46, no. 10 (1991): 1036–1045.
3. Steadman, Henry, et al., "Prevalence of Serious Mental Illness among Jail Inmates."
4. See, e.g., Swanson, Jeffery, et al., *Costs of Criminal Justice Involvement in Connecticut: Final Report* (Durham: Duke University School of Medicine, 2011).
5. Among the key partners are the [National Alliance on Mental Illness](#); [Major County Sheriffs' Association](#); [National Association of County Behavioral Health & Developmental Disability Directors](#); [National Association of State Alcohol and Drug Abuse Directors](#); [National Association of State Mental Health Program Directors](#); [National Council for Behavioral Health](#); [National Sheriffs' Association](#); and [Policy Research Associates](#).