

Marion County, Florida: Improving Services for Adults with Mental Illnesses in Contact with the Criminal Justice System

Sequential Intercept Mapping

Introduction

This report summarizes the Cross-Systems Sequential Intercept Mapping workshop held in Marion County, June 14th, 2012. The workshop was facilitated by the Florida Criminal Justice Mental Health and Substance Abuse (CJMHS) 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
- ❖ Information gathered at the workshop based the Sequential Intercept Model or Cross-Systems Mapping
- ❖ An action planning matrix as developed by the group
- ❖ Summary, consensus and observations by the Florida CJMHS Technical Assistance Center to assist Marion County achieve its goals
- ❖ A cross-systems intercept map based on the perceptions of the Marion County participants

Background

The Honorable Judge McCune, along with the full support of multiple local stakeholders and Marion County Criminal Justice and Behavioral Health Planning Council requested that the Florida CJMHS Technical Assistance Center facilitate the Cross-Systems Sequential Intercept Model Mapping in Marion County, Florida to provide assistance with:

- ❖ Creating an updated map of the points of interface among all relevant systems
- ❖ Identification of resources, gaps, and barriers in the existing systems
- ❖ Development of an initial strategic action plan to promote progress in addressing the criminal justice diversion and treatment needs of the target population

The participants in the workshop included 38 individuals representing multiple stakeholder systems, including leadership from mental health, substance abuse treatment, human services, corrections, law enforcement, advocates, county government, and the courts. A complete list of participants is available at the end of this document. John Petril J.D., LL.M. and Jessica Mitchell Ph.D. (c) from USF-FMHI facilitated the workshop session.

Objectives of the Cross-Systems Mapping Exercise

The Cross-Systems Mapping Exercise had three primary objectives:

1. The development of a comprehensive picture of how juveniles with mental illness, substance abuse and co-occurring mental health and/or substance use disorders flow through the Marion County criminal justice system along five distinct intercept points: Law Enforcement and Emergency Services (Intercept 1), Initial Detention/Initial Court Hearings (Intercept 2), Jails and Courts (Intercept 3), Community Re-entry (Intercept 4), and Community Corrections/Community Support (Intercept 5).
2. The identification of gaps, resources, and opportunities at each intercept point for individuals in the target population.
3. The development of priority areas for activities designed to improve system and service level responses for individuals in the target population.

The Marion County Cross-Systems Map created during the workshop is on the last page of this document.

Resources and Opportunities

There are several features of the Marion County Systems Map that are particularly noteworthy. These include, but are not limited to the items listed below.

Existing Cross-Systems Partnerships include:

- ❖ Crisis Intervention Specialists (CIS), dedicated to accompany law enforcement
- ❖ Diversion Programs
 - Drug Court
 - Mental Health Court
 - Alternative Referral Path
- ❖ Development of a Veterans Court

Marion County Strengths Identified

- ❖ Long history of working together in multiple planning committees
- ❖ Emphasis on diversion of those with co-occurring disorders from the criminal justice system
- ❖ Implementation of mental health screening at the jail by the Sheriff's Department and their health and behavioral healthcare contractor, Ocala Community Care (OCC)
- ❖ Strong working relationship between local jail and local mental health provider, The Centers
- ❖ On-going Crisis Intervention Team (CIT) training for multiple law enforcement offices in Marion County
- ❖ Secured funding for establishing a centrally located, pre-booking facility to provide officers with an option to take persons with mental health and/or substance use problems

Marion County Cross-Systems Map Narrative

The following information reflects the information gleaned during the *Cross-Systems Mapping* Exercise. These participant notes include a description of potential

interventions at each intercept point in the Criminal Justice and Behavioral Health System as perceived by the participants during the mapping process. Gaps in service delivery and resource opportunities 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 action plan and/or future Memorandum of Understanding among community stakeholders and local planning entities.

Intercept I: Initial Contact w/ Law Enforcement, Prevention Programs, or Emergency Services

- Identified Gaps – Law Enforcement / Emergency Services (Intercept 1)
 - Need for increased CIT training among law enforcement, but costs time for officers to be taken off streets for training
 - Communication within the department of officers who are CIT trained
 - SO internally tracks type of service utilization on calls – information not shared or used
 - The Centers does not share whether or not a person has been in treatment or their history with officers
 - Lack of information sharing
 - Do not have CIT teams – lack of support and funding in county for this idea
 - Lack of training among 911 and 211 operators

- Identified Strengths
 - CIS available to go with LEO to emergency calls – operate 24/7
 - Working relationship with The Centers (officers can call to determine Baker Act criteria)
 - Two receiving facilities for Baker Act, The Vines and The Centers 24/30 and 15 private beds
 - Licensed detox facility available for Marchman Acts – if full, they are taken to jail. Then contact Centers for avail bed and sent there for treatment.
 - Refuge (private facility) able to take Marchman Acts once seen by courts (no Medicaid or Medicare clients)

Intercept II: Initial Detention / Initial Detention and Court Appearance

- Identified Gaps – Initial Detention and Court Appearance (Intercept 2)
 - Need release of information to get treatment/medication history or communication with treatment providers
 - Lack of information sharing
 - Verifying medications is a lengthy process and clients go without meds for days – discontinuity is medication administration
 - No peer specialist in jail (maybe via NAMI?)
 - Lack of communication among community – has possibility to alleviate issue of medication
 - Need for practical early interventions

- Over 40% bond out before any treatment can go into effect or can be followed up
- Identified Strengths
 - A number of community resources available for special needs
 - Family members can contact jail staff regarding medical concerns or medication information via website – but this option may not be known
 - MH and veterans questions in jail screen

Intercept III: Jails / Courts

- Identified Gaps – Jails/Courts (Intercept 3)
 - Need more information when determining if MHC is appropriate
 - Need to determine how to differentiate for MHC, DC, and VC – potential need to change screening process
 - 3 day supply of medication
 - Medication management issues (getting to dr. visits, dr. availability, etc.)
 - Homeless shelters require picture ID
 - Sustainability of MHC – funding ends in a year
- Identified Strengths
 - Initial issue with timeliness of application being approved to send person to MHC and then person is no longer interested, but now process is quick and communication is strong.
 - Availability of free drugs via Drug companies – The Centers aware and can coordinate (jail was not aware)
 - Moving towards integration of physical and mental services
 - Part-time volunteer staff have “reentry building” that allows for released to apply for social services/benefits
 - Homeless shelters available: Salvation Army, Interfaith
 - Community networking meeting each month to bring together resources

Intercept IV: Re-Entry

- Identified Gaps – Re-entry (Intercept 4)
 - Access to entitlements
 - Lack of housing options upon release
 - Medication availability upon release
- Identified Strengths
 - Ability to write prescriptions for inmates upon release for up to 30-day supply
 - OCC staff make efforts to connect those released with community resources

Intercept V: Home and Community Supervision and Support

- Identified Gaps - Community Corrections / Community Support (Intercept 5)
 - VA has abundance of services, but there it is very difficult to navigate the VA system – need for dedicated staff/peer specialist to assist
 - Lack of aftercare post MHC
 - Lack of funding in services that clients are referred to
 - Employment opportunities
- Identified Strengths
 - Variety of community resources available
 - Collaboration among providers is strong.

The Marion County Action Plan

Subsequent to the completion of the Systems Mapping exercise, the assembled stakeholders began to define specific steps that could be taken to address the gaps identified in the group discussion about the systems map. Four priority areas were identified, including opportunities for tactical interventions to promote “early, quick victories” and more strategic interventions to stimulate longer-term systems changes. These priority areas are outlined on the following pages. The Marion County Criminal Justice and Behavioral Health Planning Council will need to refine the persons responsible for implementation, action items and longer term timetable.

**Priority Area: Pre-booking Center
[Intercept 1]**

Objective	Action Step	Who	When
Starting some semblance of pre-arrest program	Complete building renovations	Alina Stoothoff - The Centers	Oct. 31, 2012
Identify funding sources to fund pre-arrest program	Write grants	Management Team	Ongoing
Identify and recruit community stakeholders that will provide in-kind support	Recruit in-kind and cash donors	Alina Stoothoff – The Centers Management Team	Oct. 1, 2012

**Priority Area: CIT Training
[Intercept 1]**

Objective	Action Step	Who	When
Create a CIT team that can document the issues of the high utilizers and propose how to deal with them	Formulate team once CIT is fully implemented	Law enforcement officers and providers	Jan. 1, 2013
Investigate the potential of abbreviated CIT training to overcome barrier of insufficient capacity of patrol officers to attend 40-hour training period (i.e. develop a short course)	Research best practices from other communities Research best practices within Marion County Alter and implement best practices accordingly	Alysha Walker – Marion County Sheriff’s Office Alina Stoothoff – The Centers Crisis Intervention Specialists	Nov. 30, 2012

**Priority Area: Peer Support
[Intercept 2]**

Objective	Action Step	Who	When
Investigate a peer support program	Investigate state and national best practices Determine feasibility of peer support within Intercept 2 (might be more effective as part of Intercept 4) Investigate potential of inmate-to-inmate peer support within the jail	John Podkomorski - NAMI Management Team	TBD

**Priority Area: Sustainability
[Intercept 3]**

Objective	Action Step	Who	When
<p>Marketing and outreach campaign</p> <p>Seek community/governmental funding</p> <p>Seek additional grant funds</p>	<p>Conduct cost-benefit analysis</p> <p>Tell success stories through case study analysis</p> <p>Create messages for diverse constituencies: gov't, funders, general public</p> <p>Investigate how other communities have successfully secured community and government funding for diversion services</p> <p>Develop sustainability committee from Management Team and other key partners to guide studies and craft messages and outreach efforts</p>	<p>Management Team</p> <p>USF</p> <p>Evaluation Team</p> <p>Matt Matthews</p> <p>Sustainability Committee</p>	<p>Jan. 31, 2013</p>

**Priority Area: Entitlements
[Intercept 4]**

Objective	Action Step	Who	When
<p>Maximize enrollment of re-entrants into social service entitlement programs</p> <p>Link re-entrants to peer supports</p>	<p>Evaluate links to the development of a Peer Support capability</p>	<p>Salvation Army</p> <p>NAMI</p>	<p>Feb. 1, 2013</p>

Conclusions: Summary

A process such as the Cross-Systems Mapping workshop can result in the acknowledgment of a challenging list of service gaps. In this respect, Marion County is much like most Florida counties and indeed like many jurisdictions in the United States. At the same time, Marion County is very unique and has important strengths.

- ❖ First, the individuals who participated in this workshop represented most of the major stakeholders necessary to accomplish change in this area.
- ❖ Second, participants were enthusiastic and frank in their comments and observations. This spirit of collegiality and willingness to discuss limitations as well as strengths is an important part of being able to work across systems, as is necessary in improving the lives of adults with mental illnesses/substance abuse disorders in or at risk for entering the criminal justice system.

As Marion County moves forward with its strategic planning process, there are several issues that may be of particular importance.

- ❖ The planning process over time needs to identify the specific points in the process where intervention is possible and might have the biggest impact. It is impossible within existing resources to resolve every problem identified in a planning process, but it is possible to identify the potential points where an intervention might make the most difference. There seems to be consensus that the opening of a pre-booking center may have the greatest immediate impact on keeping adults with co-occurring disorders in the community and out of a cycle of jail time.
- ❖ There was a significant discussion concerning enhancing the CIT program, which appeared to be a combination of increased communication processes, potential for grant development and expansion of available services or resources.
- ❖ Planning and implementing a peer support program with the Marion County stakeholders was cited as a priority.
- ❖ Observation: It would be very helpful to utilize the data collected by varying entities in Marion County to better understand the scope of the problem in regards to those who are in need of continuing mental health and substance abuse services within the community. Utilization of this readily available data may also assist in strengthening future grant applications to assist in sustainability of current programs and specialty courts.
- ❖ It is critical that the planning process not lose the momentum created to date. Planning meetings involving all relevant stakeholders should be conducted on a regular basis and assigned priority by stakeholders. This effort needs to be focused on the target population and the action plan needs to be refined with concrete assignments and timetables. In addition, there are a number of resources available to Marion County to accomplish some of the tasks identified during the workshop as next steps.
- ❖ Leadership – It will be incumbent upon the Marion County Criminal Justice and Behavioral Health Planning Council to provide the leadership needed to keep “decision makers” at the

table, especially with state-wide policy changes occurring with the administration and potential privatization or local control of the juvenile justice system.

In closing, we would like to thank the Marion County Criminal Justice and Behavioral Health Planning Council and its' partners for allowing the CJMHSA Technical Assistance Center to facilitate this workshop. In particular, we would like to thank Judge Jim McCune and Regina Lewis for their organizing and leadership efforts. Finally, we would like to express a great gratitude to all the local stakeholders who took the time to share their experiences throughout the workshop. We look forward to continuing to work with Marion County.

Please contact petrila@usf.edu for any clarification or questions regarding this report.

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
Policy Research Associates	www.prainc.com
National GAINS Center/ TAPA Center for Jail Diversion	www.gainscenter.samhsa.gov

Other Web Resources	
Center for Mental Health Services	www.mentalhealth.samhsa.gov/cmhs
Center for Substance Abuse Prevention	www.prevention.samhsa.gov
Center for Substance Abuse Treatment	www.csat.samhsa.gov
Council of State Governments Consensus Project	www.consensusproject.org
National Alliance for the Mentally Ill	www.nami.org
National Center on Cultural Competence	www11.georgetown.edu/research/gucchd/nccc/
National Clearinghouse for Alcohol and Drug Information	www.health.org
National Criminal Justice Reference Service	www.ncjrs.org
National Institute of Corrections	www.nicic.org
National Institute on Drug Abuse	www.nida.nih.gov
Office of Justice Programs	www.ojp.usdoj.gov
Partners for Recovery	www.partnersforrecovery.samhsa.gov
Substance Abuse and Mental Health Services Administration	www.samhsa.gov

List of Workshop Participants

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