# Sequential Intercept Mapping
# Polk County, Florida

May 18-19, 2017

Facilitated by:

The Criminal Justice, Mental Health, and Substance Abuse Technical Assistance Center

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Criminal Justice, Mental Health, and Substance Abuse Technical Assistance Center

# Polk County Sequential Intercept Mapping Report Abbreviations

Below is a list of abbreviations that may be helpful when reading the Polk County Sequential Intercept Mapping (SIM) narrative and map.

## General List of Abbreviations

| | |
|---|---|
| ACT | Assertive Community Treatment Team |
| ADC | Average Daily Census |
| ADP | Average Daily Population |
| ALF | Assisted Living Facility |
| ARF | Addictions Receiving Facility |
| BA | Baker Act |
| CIT | Crisis Intervention Team |
| CJMHSA | Criminal Justice, Mental Health, and Substance Abuse |
| CJMHSA TAC | Criminal Justice, Mental Health, and Substance Abuse Technical Assistance Center |
| CoC | Continuum of Care |
| CRS | Central Receiving System |
| CRF | Central Receiving Facility |
| CSU | Crisis Stabilization Unit |
| DCF | Department of Children and Families |
| EBP | Evidence-Based Practice |
| EMS | Emergency Medical Services |
| ER | Emergency Room |
| FACT | Forensic Assertive Community Treatment |
| FDC | Florida Department of Corrections |
| FDLE | Florida Department of Law Enforcement |
| FICM | Forensic Intensive Case Management |
| HCV | Housing Choice Voucher |
| HIPAA | Health Insurance Portability and Accountability Act of 1996 |
| HUD | U.S. Department of Housing and Urban Development |
| HUD-VASH | U.S. Department of Housing and Urban Development- Veterans Affairs Supportive Housing |
| LE | Law Enforcement |
| LMHP | Licensed Mental Health Professional |
| MA | Marchman Act |
| MD | Medical Doctor |
| MH | Mental Health |

| | |
|---|---|
| MHFA | Mental Health First Aid |
| MOU | Memorandum of Understanding |
| NAMI | National Alliance on Mental Illness |
| RNP | Registered Nurse Practitioner |
| SAMH | Substance Abuse and Mental Health |
| SIM | Sequential Intercept Mapping |
| SMI | Serious Mental Illness |
| SOAR | SSI/SSDI Outreach, Access, and Recovery |
| USF | University of South Florida |
| VA | U.S. Department of Veterans Affairs |
| VOP | Violation of Probation |

## Polk County Abbreviations

| | |
|---|---|
| ACTS | Agency for Community Treatment Services, Inc. |
| APD | Auburndale Police Department |
| BHC | Behavioral Health Court |
| BPD | Bartow Police Department |
| CDBG | Community Development Block Grant |
| CFBHN | Central Florida Behavioral Health Network, Inc. |
| CRT | Crisis Response Team |
| DOD | Department of Detention |
| DPD | Davenport Police Department |
| FIT | Family Intensive Treatment Team |
| HCPD | Haines City Police Department |
| JASA | Jail Alternatives for Substance Abuse |
| LAPD | Lake Alfred Police Department |
| LHPD | Lake Hamilton Police Department |
| LPD | Lakeland Police Department |
| LWPD | Lake Wales Police Department |
| PATH | Project for Assistance in Transition from Homelessness |
| PCSO | Polk County Sheriff's Office |
| PRC | Peace River Center |
| PTS | Pretrial Services Program |
| SAMHSA OAT | Substance Abuse and Mental Health Services Administration's Online Application Tracking |
| SRT | Short-Term Residential Treatment |
| VTD | Veterans Treatment Docket |
| WHPD | Winter Haven Police Department |

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# Polk County, Florida: Transforming Services for Persons with Mental Illness and Substance Use Disorders in Contact with the Criminal Justice System

## Introduction

This report provides a summary of the *Sequential Intercept Mapping* (SIM) held in Polk County, Florida on May 18 and 19, 2017. The SIM provided a strategic plan for a targeted population, namely adults with substance abuse and/or mental health disorders (SAMH) involved in the criminal justice system in Polk County, FL. However, the SIM is an integrated tool that can facilitate other community plans, such as behavioral healthcare, criminal justice, or plans to end homelessness. Polk County Board of County Commissioners hosted the SIM. The Circle B Bar Reserve (4399 Winter Lake Rd., Lakeland FL 33803) was the site of the mapping.

This report includes:

- A brief review of the background for the SIM
- A detailed summary of the information gathered at the SIM, presented by intercept
- A sequential intercept map developed by the SIM participants
- An action planning matrix developed by the SIM participants
- Recommendations to assist Polk County in achieving its goals

### Background

The Polk County Board of County Commissioners, Criminal Justice, Mental Health, and Substance Abuse (CJMHSA) Reinvestment grantee requested the SIM as a top priority in the implementation of a new three-year grant awarded by the Florida Department of Children and Families (DCF) SAMH. The SIM will assist Polk County with the activities and products listed below.

- Creation of a map of the current criminal justice system indicating points of "interception" where jail diversion or reentry for individuals with SAMH disorders can be developed and implemented
- Identification of resources, gaps in services, and opportunities within existing systems of behavioral healthcare, law enforcement, and the judiciary
- Development of a strategic action plan to address the criminal justice diversion and treatment needs of adults (18+) with SAMH disorders involved with the criminal justice system

The SIM was comprised of 35 participants representing cross-systems stakeholders including SAMH treatment providers, human services, corrections, advocates, family members, consumers, law enforcement, county courts, and the judiciary. A complete list of participants is available in Appendix A at the end of this report. Mark Engelhardt, Karen Mann, Katelind Halldorsson, and consultant Michele Saunders from the University of South Florida (USF) Criminal Justice, Mental Health, and Substance Abuse Technical Assistance Center (CJMHSA TAC) facilitated the mapping. Cathy Hatch representing the Polk County Board of County Commissioners, Anne Weeks representing the 10th Judicial Circuit, and Bennie Allred representing Peace River Center (PRC) organized the logistics of the mapping and provided valuable background information.

## Objectives of the Sequential Intercept Mapping

The SIM has three primary objectives:

- Development of a comprehensive map of how people with SAMH disorders flow through five distinct intercept points of Polk County's criminal justice system:
    - Intercept 1: Law Enforcement and Emergency Services,
    - Intercept 2: Initial Detention and First Appearance,
    - Intercept 3: Jails and Courts,
    - Intercept 4: Reentry, and
    - Intercept 5: Community Corrections.
- Identification of resources, gaps in services, and opportunities at each intercept for individuals (18+) with SAMH disorders involved in the criminal justice system (target population).
- Development of priorities to improve the system and service-level responses for individuals in the target population.

The Polk County SIM map is on page 21.

## Keys to Success

### Existing Cross-Systems Partnerships

Polk County's history of collaboration between the behavioral healthcare and criminal justice systems is reflected in a number of existing local efforts that were identified prior to and during the SIM. Examples include:

- Criminal Justice, Mental Health, and Substance Abuse Planning Council
- Public Safety Coordinating Council
    - Collaborative Justice Committee
- Baker Act and Marchman Act Committee
- Polk Vision
- Polk's Forensic Intensive Case Management (FICM) project
- Polk SOAR Steering Committee
- Tenth Judicial Circuit Problem-Solving Courts
    - Behavioral Health Court (BHC)
        - Veterans Treatment Docket (VTD)
    - Post-Adjudication Drug Court (misdemeanor and felony)
    - DUI Drug Court
    - Adult Drug Court Diversion

### Consumer Involvement

- Four individuals at the mapping represented SAMH consumers in Polk County and shared their perspectives, including experiences with barriers in the behavioral health and criminal justice systems.

### Representation from Key Decision Makers

The SIM included broad cross-systems representation and involved many key decision makers. Opening remarks by the Honorable Judge Robert Williams and Commissioner John Hall set the stage and established a clear message as to the importance of the SIM and commitment to an action plan.

### Data Collection

Cathy Hatch, Polk County Health and Human Services Division, organized the gathering of data prior to the mapping to complete the SIM Planning Data Collection Tool. Information and data contained in this report was derived from that tool and from participants during the mapping. Recommendations contained in this report are based on information shared by participants during the SIM.

## Polk County Sequential Intercept Map Narrative

The SIM is based on the Sequential Intercept Model developed by Patricia Griffin, Ph.D. and Mark Munetz, MD for the National GAINS Center for Behavioral Health and Justice Transformation funded by SAMHSA. During the mapping, the facilitators guided participants to identify resources, gaps in services, and opportunities at each of the five distinct intercept points of the criminal justice system. Additionally, there was a brief discussion regarding Intercept "0" or early intervention services, which addresses prevention and the civil, voluntary, and involuntary Baker Act and Marchman Act systems.

This narrative reflects information gathered during the two-day mapping and often verbatim from the participants or local experts. This narrative is a reference guide to navigate the Polk County SIM map, especially with regard to acronyms used on the map. The county's CJMHSA Planning Council may choose to revise or expand information collected and presented during the mapping.

### Intercept 1—Law Enforcement & Emergency Services

#### Emergency Services and 911

*911*

- If an individual is in an apparent behavioral health crisis and involved with a possible law violation, the 911 center is the first point of emergency contact and system response.
- The following law enforcement agencies have their own 911 centers (dispatch):
    - Polk County Sheriff's Department (PCSO)
    - Lakeland Police Department (LPD)
    - Bartow Police Department (BPD)
    - Lake Alfred Police Department (LAPD)
- PCSO operates the primary dispatch center for the county.
    - If the PCSO dispatch experiences a system error, LPD operates the secondary dispatch center for the county.
- Prior to dispatching a law enforcement officer to the location, the dispatcher asks the caller a series of questions and notes if the call involves a suicide attempt or overdose.

- For calls in which a possible injury has occurred, Emergency Medical Services (EMS) accompanies law enforcement to the scene.

*Initial Contact*

- In most instances, PCSO sends one officer in response to a call. LPD dispatches two officers, one of which is Crisis Intervention Team (CIT) trained.
- Upon arrival to the scene, the law enforcement officer must determine if the individual in crisis meets the standard for involuntary commitment in accordance with the Baker Act (Chapter 394, F.S.) or Marchman Act (Chapter 397, F.S.). This determination is often at the discretion of the officer.
- When an officer takes an individual to a Baker Act receiving facility (Peace River Center CSU, Winter Haven Hospital, Lakeland Regional Health), the "hand-off" takes approximately five minutes. At an emergency room, it takes approximately 30 minutes.
- If an individual does not meet the Baker Act or Marchman Act criteria, but meets the criteria for an arrest, law enforcement transports the individual to the Polk County Jail.
- If an individual meets criteria for a Baker Act and a misdemeanor arrest, the individual is transported to the nearest receiving facility.
- If an individual meets criteria for a Baker Act and a felony arrest, the individual is transported to jail and arrangements are made by jail personnel to have the person evaluated under the Baker Act.
- If an individual does not meet the Baker Act or Marchman Act criteria and a crime has not been committed, law enforcement provides a list of specific referral services.
    - United Way maintains the referral services and resource list.
    - The resource list includes a number of substance use and mental health service providers, and various other social services.

*Crisis Response Team (CRT) operated by Peach River Center (PRC)*

- The CRT operates 365-days-a-year (24/7) with funding from Central Florida Behavioral Health Network (CFBHN).
- Crisis counseling services are provided to Polk County residents by phone and in-person (mobile services in the field).
- The CRT is supported by licensed mental health professionals.
- CRT members are CIT-trained.
- Any citizen can call the CRT for assistance.
- The CRT and law enforcement have a collaborative relationship.
- The CRT often receives requests from law enforcement to perform a mental health evaluation.
    - The CRT has responded to more than 14,000 crisis calls during the past 12 months and conducted more than 4,000 on-site mental health evaluations.
- The average response time of the CRT varies due to the size of the county and sparsely populated areas.
    - With the opening of Peace River Center's new crisis stabilization unit (CSU) in Lakeland, scheduled for fall 2017, an additional CRT will be in place.
- The CRT provides assistance on the telephone if necessary.

*Transportation*

- The transportation plan (and MOU) covers three counties: Polk, Highlands, and Hardee.
- Law enforcement provides the majority of Baker Act and Marchman Act transports in the

county.
- EMS provides transportation for Baker Act and Marchman Act on occasion.
- Law enforcement's policy is to handcuff an individual during transportation to a Baker Act receiving facility or Marchman Act facility (Mary Lyons Center operated by TriCounty Human Services, Inc.).
- Polk County does not contract with a private transportation provider for Baker Act or Marchman Act in lieu of law enforcement.
- The transportation plan stipulates that an off-duty law enforcement officer may provide transportation in order to allow on-duty officers to remain available for other official business.

*Baker Act*

- Law enforcement transports individuals under a Baker Act to the nearest Baker Act receiving facility.
- Law enforcement transports individuals requiring medical clearance to a hospital.
    - The emergency room physician may initiate the Baker Act examination process at the hospital.
- Polk County had 5,399 adult involuntary Baker Act examinations in FY2015-16 (Baker Act Reporting Center, USF).
- The Polk County Clerk's Office reported 1,857 unduplicated Baker Act filings in FY2015-16.
- The Polk County Clerk's Office reported 389 unduplicated Marchman Act filings in FY2015-16.

*Marchman Act*

- Marchman Act initiations in Polk County occur infrequently.
- Law enforcement transports adults (18+) under a Marchman Act to TriCounty Human Services Inc.'s (TriCounty) detoxification facility in Bartow for screening, assessment, and treatment.
- Law enforcement transports juveniles to the Agency for Community Treatment Services, Inc. (ACTS), located in Tampa, FL.

## Law Enforcement

*Sheriff's Office*

- Polk County Sheriff's Office (PCSO)
- PCSO has a contract to provide law enforcement services in the following municipalities:
    - Dundee
    - Eagle Lake
    - Frostproof
    - Ft. Meade
    - Mulberry
    - Polk City

*Municipal Law Enforcement*

- Auburndale Police Department (APD)
- Bartow Police Department (BPD)
- Davenport Police Department (DPD)
- Haines City Police Department (HCPD)

- Lakeland Police Department (LPD)
- Lake Alfred Police Department (LAPD)
- Lake Hamilton Police Department (LHPD)
- Lake Wales Police Department (LWPD)
- Winter Haven Police Department (WHPD)

*Crisis Intervention Team (CIT) Training*

- One-hundred and eighty-seven (187) officers in the nine municipal police departments are CIT-trained.
- The PCSO, in conjunction with providers, trains all officers, in the jail and on the street, in the 40-hour CIT program.
- There are four CIT classes scheduled for 2017.
- In the year 2016, PCSO held a one-and-a-half-hour refresher course for all sworn and certified CIT officers.
- PCSO hosts the 40-hour CIT training and invites all local municipalities. PCSO has a goal to maintain CIT training among 100 percent of its officers.
- All members who work at the Sheriff's Office receive two-hours of mental health training during their orientation program (including Florida Department of Law Enforcement (FDLE), Polk County Department of Detention (DOD), reserves, and alumni).

*Number of CIT-trained officers:*

| Municipality/Sheriff's Office | Number(#) of CIT-trained Officers |
|---|---|
| Polk County Sheriff's Office (PCSO) | 1,014 |
| Auburndale Police Department (APD) | 9 |
| Bartow Police Department (BPD) | 2 |
| Davenport Police Department (DPD) | 8 |
| Haines City Police Department (HCPD) | 39 |
| Lakeland Police Department (LPD) | 93 |
| Lake Alfred Police Department (LAPD) | 2 |
| Lake Hamilton Police Department (LHPD) | 0 |
| Lake Wales Police Department (LWPD) | 4 |
| Winter Haven Police Department (WHPD) | 30 |

## Crisis Services

*Peace River Center (PRC) Crisis Stabilization Unit (CSU) (Bartow)*

- The PRC CSU in Bartow is a 30-bed facility (22 adult beds, eight youth beds).
- The average daily census is approximately 22 individuals.
- The average length of stay is just under four days.
- PRC CSU is at capacity about 36 percent of the time and on emergency status more than 50 percent of the time.
    - The PRC CSU may exceed capacity by ten percent (per Agency for Health Care Administration (AHCA) licensure).
    - If the PRC CSU is on emergency status, the CSU will continue to receive law enforcement

Baker Acts (LE-52s); however, transfers from other receiving facilities will be suspended until emergency status has ended. Efforts to prevent the PRC CSU from exceeding capacity include: temporarily moving patients to PRC's Short-term Residential Treatment facility (which is located on the same campus) and evaluating/assessing individuals' need for continued involuntary status.
    - When necessary, Winter Haven Hospital receives the overflow patients in their 30-bed in-patient psychiatric unit.
- The PRC CSU has a 30-bed short-term residential treatment (SRT) center at the same site.
    - The average length of stay is approximately 120 days for individuals who are at risk of state hospitalization.
    - The SRT cannot operate without the CSU.

*Peace River Center (PRC) Crisis Stabilization Unit (CSU) (Lakeland)*

- This facility will open in the fall 2017.
- PRC's Lakeland CSU is planned to be a 20-bed facility (10 youth beds, 10 adult beds).

*Winter Haven Hospital (ER) operated by BayCare*

- The Winter Haven Hospital psychiatric unit is a 30-bed, in-patient acute facility for ages 18 and older.
- Winter Haven Hospital is consistently at capacity (28-to-29 beds are occupied at any given time).
- The average length of stay is approximately three-to-four days.
- Individuals who are indigent and require medical care may remain in the facility.

*Lakeland Regional Health*

- Lakeland Regional Health has 52 adult and nine youth in-patient psychiatric beds.
- The average length of stay is approximately three days (3.2) for adults and two days (2.3) for youth.
- Lakeland Regional Health is consistently at capacity.
- This facility receives individuals from out of county (Pinellas, Volusia).

## Detoxification

*Mary Lyons Center operated by TriCounty Human Services, Inc.*

- The Mary Lyons Center is a licensed 20-bed detoxification facility.
- The average length of stay is approximately five days.
- The average daily census is 17 individuals.

## Diversion Options

*Mobile Crisis Team operated by PRC*

- Non-profit

## Gaps

- There is no secure addictions receiving facility (ARF) in Polk County.
- There is a need to identify available resources for individuals with substance use and mental

health disorders.

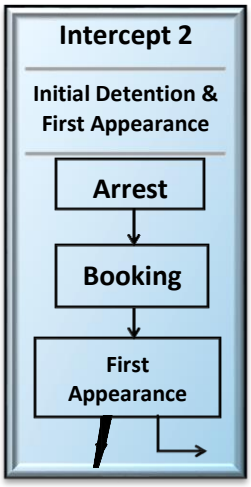
- There is a need for education in the community about the availability of a CIT officer and general community knowledge on CIT.
- There is no data collection regarding CIT diversions to treatment in lieu of jail. Nor is data collected to indicate if the individual in crisis has mental health issues.

Opportunities

- The Polk County Jail does not receive individuals who need detoxification only.
- The new PRC CSU in Lakeland, opening in fall 2017, will provide an additional 20 beds (10 adult beds and 10 youth beds).
- The central receiving system remains a future possibility.

## Intercept 2—Initial Detention & First Appearance

### Arrest and Booking




*Booking and Intake*

- An individual who does not meet the admission criteria for the CSU or detoxification facility, but has committed an offense, is arrested and taken to central booking at the Polk County Jail.
- PCSO contracts with Corizon Correctional Healthcare (Corizon) to provide all medical services at the Polk County Jail.
- The Corizon personnel conduct a medical and mental health screening on all individuals booked into the jail.
    - Corizon's screening tool includes questions regarding suicidal thoughts, pharmacy and medical provider information, mental health history, and prior involuntary commitments (under the Baker Act).
- PRC is contacted if an individual is confirmed to be receiving mental health treatment and on medication (to ensure medication stability).
- An estimated 25 percent of individuals self-report mental health problems at intake.

*10th Judicial Circuit Pretrial Services Program (PTS)*

- PTS interviewers are present at the jail twenty-four hours a day, seven days-a-week to meet detainees, review arrest histories, and make recommendations.
- PTS completes background investigations on defendants. These background investigations, provided to judges, are useful tools used for decision-making. PTS can order a psychological evaluation if deemed necessary.

### First Appearance

- The first appearance hearing occurs within 24 hours of booking.
- Individuals attend the first appearance hearing through a video conference.
- The public defender is made aware of acute mental health issues through visits with their clients and access to information and communication with the forensic team or behavioral health court.

- If the individual is on pretrial release, the judge reviews the PTS information packet to identify if there are mental health issues. If the individual is not on pretrial release, the judge observes the individual's behavior for signs of mental illness.
- When a defendant presents with a mental health issue, the bailiff notifies the judge, who will then hear the case immediately.
- Mental health service providers are not present at first appearance.

Gaps

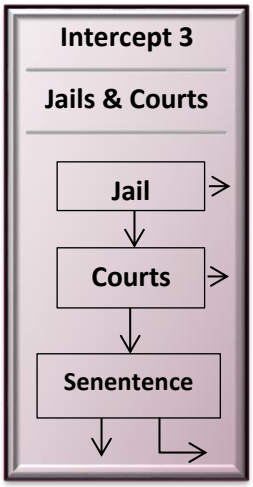
- PTS officers may miss the opportunity to interview individuals at booking because individuals cycle through quickly.
- The judge does not receive Corizon screening information at first appearance.
- Mental health service providers are not available at first appearance.
- Funding is no longer available to allow PRC personnel to visit the jail to identify clients.
- At the time of the mapping, the jail did not share client information with PRC on a regular basis.
- There is a need for dedicated peer navigators.

Opportunities

- CFBHN plans to collect daily booking data (public information) from the jail in conjunction with PCSO and send it to providers.
- Polk County has an accomplished Pretrial Services Program (PTS).

## Intercept 3—Jails & Courts

Polk County Jail




- In FY15-16, there were 28,528 individuals (27,242 adults and 1,286 pre-adjudicated juveniles) booked into the Polk County Jail.
- The FY15-16 average daily census in the jail is approximately 2,518 individuals.
- An estimated 20 percent of the individuals in the jail are female.
- The average length of stay is approximately 35 days.

*Psychiatric Services (within the jail)*

- Individuals transferred from the state hospital to the jail receive close monitoring.
- The jail convenes a monthly meeting with the Public Defender's Office and State Attorney's Office to discuss cases involving individuals determined to be incompetent to stand trial and other high profile inmates.
- Corizon's mental health personnel communicate with families of inmates and with the Forensic Assertive Community Treatment (FACT) Team.
- Individuals who are in jail and considered to be eligible for a Baker Act assessment are transported to the PRC CSU or Lakeland Regional Health's CSU for assessment and subsequently returned to jail when stabilized.

*In-Jail Medications*

- Jail personnel link individuals with community pharmacies through a release of information.
- The jail will provide medication if the prescriptions are filled within 30 days.
- Individuals transferred to jail from a state hospital continue to receive the same medication initiated at the hospital.
- Medications for individuals admitted to jail from the community (not a state hospital) are verified by community pharmacies or providers and may be subject to change or substitution if the medications are not on the Corizon formulary.

*Prevalence of Mental Illness and Co-occurring Disorders*

- Corizon's mental health personnel in the jail includes one part-time psychiatrist (or psychiatric advanced registered nurse practitioner) and three licensed clinical social workers.
- During the months of January, February, and March 2017, Corizon's mental health personnel provided services to 2,799 individuals in jail.
- Co-occurring disorders is prevalent among 78 percent of the jail population (as identified by the psychiatrist).
- In FY2015-16:
    - Approximately 902 adults and 190 juveniles received mental health assessments by licensed mental health staff.
    - Approximately 164 adults received mental health assessments by a psychiatrist.
- In May 2017, there were 2,618 individuals in jail.
    - Approximately 12 percent (318 individuals) were on psychotropic medications.

*Additional In-Jail Services*

- Alcoholics Anonymous
- Narcotics Anonymous

## Specialty Courts

*Behavioral Health Court (BHC)*

- The BHC is a case management program.
    - There are two case managers (court administration employees) who can oversee a caseload of 60 clients each.
    - The BHC links clients to available providers (PRC, Winter Haven Hospital operated by BayCare, TriCounty Human Services).
    - Individuals are able to receive services sooner than the average client due to ongoing criminal justice/service provider partnerships.
    - Winter Haven BayCare provides psychological services within seven days.
    - Many of the individuals served in this court are indigent.
- The BHC can serve up to 120 individuals per year.
- In FY 2015-16, the BHC served 26 clients.
- In FY 2015-16, 15 individuals graduated from the BHC.
- The average program duration for misdemeanor cases is six months and 12 months for felony cases.
- Veterans Treatment Docket (VTD) is a specialized docket within the BHC.

- The VTD is seeking to gain additional referrals from attorneys.
- An estimated ten percent of the population in Polk County are veterans.
- The Polk County Jail is in the process of implementing additional screening questions at intake to identify veterans.

*Post-Adjudication Drug Court (felony)*

- The Post-Adjudication Drug Court can serve up to 150 individuals at a time.
- In FY 2015-16, this court admitted 40 individuals.
- In FY 2015-16, 20 individuals graduated from this court.

*Post-Adjudication* Drug Court (Misdemeanor)

- The Post-Adjudication Drug Court can serve up to 50 individuals per year.
- In FY 2015-16, this court admitted 21 individuals.
- In FY 2015-16, nine individuals graduated from this court.

*DUI Drug Court*

- The DUI Drug Court can serve up to 60 individuals per year.
- In FY 2015-16, this court admitted 28 individuals.
- In FY 2015-16, 20 individuals graduated from this court.

*Adult Drug Court Diversion*

- The Adult Drug Court Diversion can serve up to 40 individuals per year.
- In FY 2015-16, this court admitted seven individuals.
- In FY 2015-16, seven individuals graduated from this court.

Gaps

- There is no mental health training available for attorneys in Polk County.
- There is a need for more veteran outreach to identify clients for the Veterans Treatment Docket of the Behavioral Health Court.
- Limited or no funding for female-specific programming in the jail.
- Medications are costly and, in some instances, lead to restricted access.

Opportunities

- The jail convenes a monthly meeting with the Public Defender's Office and State Attorney's Office to discuss cases involving individuals determined to be incompetent to stand trial and other high profile inmates.
- All detention deputies are CIT-trained.
- The Public Defender's Office, in conjunction with TriCounty Human Services, evaluates individuals and makes recommendations for diversion (if pre-trial) and sentencing (if post-trial). These evaluations are primarily for individuals with substance use issues.

## Intercept 4—Reentry

### Jail Reentry/Discharge Planning

*Jail Alternatives for Substance Abuse (JASA) operated by TriCounty Human Services, Inc.*

- JASA is a program focusing on males who have a substance use or co-occurring SAMH disorder.
- JASA is a formalized in-jail treatment program providing transition assistance to male inmates.
- Community providers, such as New Beginnings, serves clients post-release.
- There is a 12-week reentry preparation component to JASA.
- JASA makes referrals to community providers.

*New Beginnings operated by TriCounty Human Services*

- New Beginnings is a 30-bed co-occurring residential treatment facility, located on jail property, for males.
- New Beginnings is a transition program assisting individuals during reentry.
- Peer specialists are on staff.

*Peace River Center (PRC)*

- PRC provides case management and discharge planning for individuals soon to be released from jail who will be served by Forensic Assertive Community Treatment team (FACT), Forensic Intensive Case Management team (FICM), or Family Intensive Treatment Team (FIT).

*Veterans*

- Veterans receive discharge planning including assistance applying for and obtaining benefits with the assistance of a SOAR-trained professional.

### Gap

- A substantial number of individuals with mental illness do not have transition or discharge plans.

### Opportunities

- Corizon works with individuals who are nearing discharge and who are on psychotropic medications to make referrals to TriCounty Human Services, PRC, and Winter Haven Hospital (operated by BayCare) to continue their care regimen.
    - Due to a lack of insurance, most individuals are “walk-ins” at Winter Haven Hospital Center for Behavioral Health post-release.
- There is an opportunity to implement an evidence-based practice or best practice, such as the APIC Model (Assess, Plan, Identify, Coordinate), during jail transition and reentry planning.

## Intercept 5—Community Corrections

### County Probation

- At the time of the mapping, there were approximately 2,000 individuals on County Probation.
- The county probation caseload varies between 90 and 120 individuals per probation officer.
- There were 900 violations of probation among inmates in jail in May 2017.
- Each week, there are approximately 25-to-30 probationers in jail awaiting violation of probation (VOP) hearings (county probationers).
- Of the 2,000 county probationers, approximately 50-to-60 probationers have had their probation status revoked resulting in a sentence averaging between 30 and 60 days in jail. The majority of VOP inmates are felony offenders.
- There is a specialized caseload for probationers participating in a specialty court. There are two county probation officers assigned to those cases.
- County Probation is considering expanding their caseload specializations.
- If mental health evaluation/treatment is a condition of probation, officers make a referral to PRC. Probation officers will make such a referral even if a VOP order has been filed. Probation officers refer individuals to PRC in order to assist the probationer to become compliant prior to the VOP hearing.
- County Probation does not ask probationers about their health insurance.

### Supportive Housing

- Non-profit entities, such as Lake Wales Care Center, provide supportive housing.
- Talbot House and Lighthouse Ministries provide shelters and temporary housing.

### Additional Resources

*Benefits (SOAR—SSI/SSDI Outreach, Access, and Recovery)*

- The Polk SOAR Steering Committee meets once a month after the Homeless Coalition meeting.
- SOAR Training:
  - Winter Haven Hospital Specialized Community Care Team is SOAR trained.
  - FICM case managers are SOAR-trained (four staff).
  - PATH team members are SOAR-trained.
  - Specialized Community Care Team (SCCT) staff is SOAR trained. SCCT is located at Winter Haven Hospital's Center for Behavioral Health.
- SOAR applications are tracked through the SAMHSA's Online Application Training (OAT).
  - In 2016, the Social Security Administration approved nine out of 15 SOAR applications.

*Polk HealthCare Plan (PHP)*

- Polk County offers indigent health care to residents at or below 200 percent of the Federal Poverty Level (FPL). Individuals at or below 100 percent of FPL who meet eligibility requirements may qualify for Polk HealthCare Plan membership. This plan provides basic dental

and primary care services with linkage to other specialty care and free clinics.
- Behavioral health services are available via the county's Indigent Health Care program to residents at or below 200 percent of the FPL.

Gaps

- There is no follow-up or tracking for county probationers with mental health issues.
- The county needs additional supportive housing options for SAMH individuals aged 18 to 55.
- There is a need to expand employment opportunities for the target population.
- The county should collaborate with NAMI to utilize more peer supports.

Opportunities

- The Specialized Community Care Team, operated by BayCare, serves Polk County residents who are uninsured and have serious mental health needs and/or are on psychotropic medication.
    - The program serves Florida Department of Corrections (FDC) probationers and county probationers and accepts self-referrals.
    - The program is funded through the half-cent sales tax designated to fund health care for uninsured residents.

# Polk County Priority Areas

Based on the SIM discussion, the participants developed a list of five priorities that will become the focus of the action plan.

Top Priorities

1. Leadership and Implementation
2. Community Education
3. Supportive Housing
4. Central Receiving System
5. Evidence-Based Diversion Models

# Polk County Action Plan

## Action Planning Process

The stakeholders were enthusiastic participants in the development of a strategic action plan. The action planning process promotes the development of specific objectives and action steps related to each of the priority areas. The plan specifies the individuals responsible for implementation of each action step and a reasonable timeframe for completion of identified tasks.

The Action Plan is presented on the following pages (one priority described on each page).

| Priority Area 1: Leadership and Implementation | | | | |
|---|---|---|---|---|
| Objective | | Action Step | Who | When |
| 1.1 | Integrate the SIM into the Collaborative Justice Committee | • To invite all mapping participants into the Collaborative Justice Committee<br>• To identify leaders and committee members<br>• To invite county probation to participate in planning | Collaborative Justice Committee (sub-committee of the Public Safety Coordinating Council)<br>Desiree Meaton-Francisco (10th Judicial Circuit)<br>Cathy Hatch (Polk County BoCC)<br>Central Florida Behavioral Health Network (CFBHN) | Next meeting-(Collaborative Justice Committee is meeting quarterly) |
| 1.2 | Ensure coordination with other county committees | • To communicate with the Baker Act and Marchman Act Committee | | Ongoing |
| 1.3 | Identify data and gaps—across intercepts | • To examine the Veterans Treatment Docket referrals | | |
| 1.4 | Execute the daily transfer of data from the jail to providers | • To contact CFBHN | | |
| 1.5 | Ensure community-based resources are updated for law enforcement | • To contact United Way, 211, CFBHN, and Heartland to discuss available resource list | | Resource list—ongoing |

| Priority Area 2: Community Education | | | | |
|---|---|---|---|---|
| Objective | | Action Step | Who | When |
| 2.1 | Create a community education initiative within the Collaborative Justice Committee | • To identify the training needs of multiple organizations<br>• To educate the community about CIT training (and alternative options to contacting law enforcement)<br>• To promote awareness of CIT training among community members<br>• To expand Mental Health First Aid (MHFA) training in the community<br>• To explore opportunities for MH training for lawyers (CLE)<br>• To expand SOAR training and track outcomes (SAMHSA OAT System) | NAMI of Polk County<br>Polk Vision<br>Monthly meeting with Corizon, the Public Defender's Office, State Attorney's Office, and CFBHN (SOAR) | Next NAMI meeting<br>Statewide SOAR meeting in Tampa |

| Priority Area 3: Supportive Housing | | | | |
|---|---|---|---|---|
| Objective | | Action Step | Who | When |
| 3.1 | Expand supportive housing for the target population (adults with SAMH disorders) | • To learn about funding and support services funding | Polk County Board of County Commissioners—Housing and Neighborhood Development Program<br>Laura Lee Gwinn (Executive Director of the Homeless Coalition of Polk County)<br>Cedric Cox (Peace River Center)<br>Jason Saffels (CFBHN)<br>Collaborative Justice Committee should oversee overall progress on this priority. | Next Collaborative Justice Committee meeting |
| 3.2 | Learn the evidence-based models of permanent supportive housing | • To understand the research on what models may work best for the target population | | |
| 3.3 | Expand supported employment | • To examine evidence-based models on supported employment (SAMHSA Toolkits) | | |
| 3.4 | Communicate with the Public Housing Agencies | • To conduct a supportive housing inventory | | |

| Priority Area 4: Central Receiving System (CRS) | | | | |
|---|---|---|---|---|
| Objective | | Action Step | Who | When |
| 4.1 | Pursue Central Receiving System (CRS) funding | • To review the previous CRS grant proposal<br>• To determine availability of state funding<br>• To identify levels of funding<br>• To visit existing central receiving facilities | Peace River Center (lead applicant on the previous CRS grant proposal)<br>TriCounty Human Services<br>Polk County Government<br>Lakeland Regional Health<br>BayCare Winter Haven Hospital<br>Lake Wales Medical Center<br>Heart of Florida Regional Medical Center<br>Law Enforcement in Polk, Highlands, and Hardee County<br>Emergency Medical Services<br>Rural Health Workgroup | Next grant cycle |
| 4.2 | Expand access to treatment | • Review gaps in the service array and waiting lists to care | | |
| 4.3 | Improve coordination of care and access to care (due to the large geographic area and limited transportation resources) | • To educate DCF and legislators about the needs of this rural community | | |
| 4.4 | Address limited secure transportation | • To explore secure transportation options | | |

| Priority Area 5: Evidence-Based Diversion Models | | | | |
|---|---|---|---|---|
| Objective | | Action Step | Who | When |
| 5.1 | Research the literature on effective diversion models at each intercept | • Visit the CJMHSA TAC website—floridatac.org<br>• Before/at the first appearance hearing, identify misdemeanor pending charges that have recently been found incompetent to proceed | Collaborative Justice Committee | Ongoing |
| 5.2 | Implement the Forensic Intensive Case Management Team (FICM) | • To obtain information on FACT/FICM teams and other team models<br>• To link FICM program with individuals diverted from jail | | |

## Recommendations

The two-day Sequential Intercept Mapping was an excellent example of community collaboration and a focused approach to addressing the needs of this target population. To that end, as discussed and observed during the SIM, the USF CJMHSA TAC recommend the following actions:

1. Based on existing collaborations, clearly identify leaders who will implement the SIM Action Plan (priorities).
2. Transition and discharge planning from the jail to behavioral health services in the community can be strengthened by establishing daily communication between the jail and providers. CFBHN has indicated that they are in the process of sending daily arrest data to their network providers. There needs to be a regular interagency discharge-planning group with Corizon.
3. Consider alternative transportation contracts of Baker Act and Marchman Act clients to ease demand from law enforcement for individuals who are nonviolent.
4. Community education and service expansion should identify evidenced-based models (e.g., CIT – More than Training, Permanent Supportive Housing, Supported Employment).

In summary, it is encouraging to observe the local leadership and commitment to taking the criminal justice and behavioral healthcare systems to a new level" in Polk County. This plan, like other plans, requires follow through.

For information or clarification regrading this Sequential Intercept Mapping, action plan, and report, contact:

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Please visit the USF CJMHSA Technical Assistance website at www.floridatac.org

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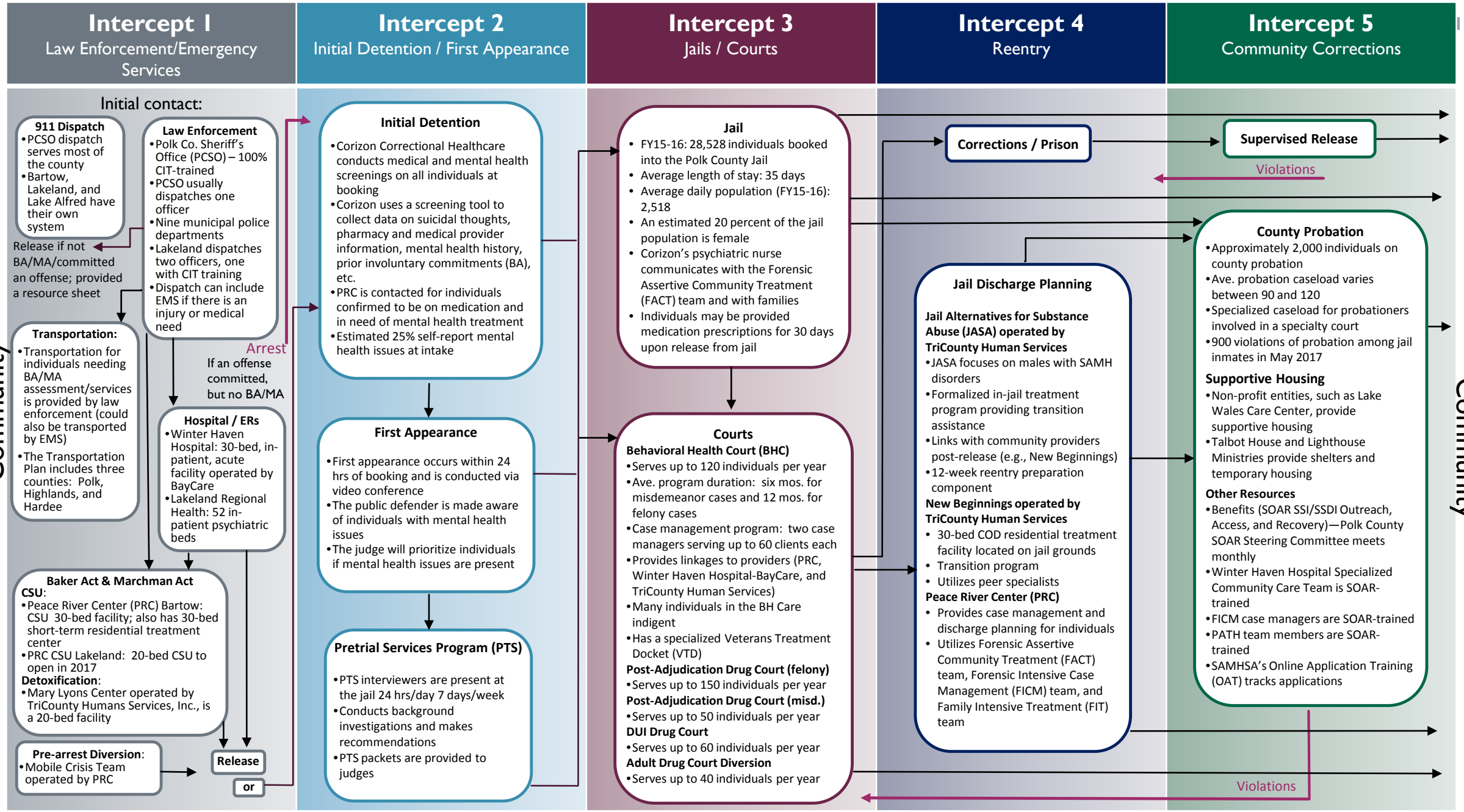
Intercept 1
Law Enforcement/Emergency Services
Intercept 2
Initial Detention / First Appearance
Intercept 3
Jails / Courts
Intercept 4
Reentry
Intercept 5
Community Corrections
Initial contact:
911 Dispatch
•PCSO dispatch serves most of the county
•Bartow, Lakeland, and Lake Alfred have their own system
Release if not BA/MA/committed an offense; provided a resource sheet
Law Enforcement
•Polk Co. Sheriff's Office (PCSO) – 100% CIT-trained
•PCSO usually dispatches one officer
•Nine municipal police departments
•Lakeland dispatches two officers, one with CIT training
•Dispatch can include EMS if there is an injury or medical need
Arrest
If an offense committed, but no BA/MA
Transportation:
•Transportation for individuals needing BA/MA assessment/services is provided by law enforcement (could also be transported by EMS)
•The Transportation Plan includes three counties: Polk, Highlands, and Hardee
Hospital / ERs
•Winter Haven Hospital: 30-bed, in-patient, acute facility operated by BayCare
•Lakeland Regional Health: 52 in-patient psychiatric beds
Baker Act & Marchman Act
CSU:
•Peace River Center (PRC) Bartow: CSU 30-bed facility; also has 30-bed short-term residential treatment center
•PRC CSU Lakeland: 20-bed CSU to open in 2017
Detoxification:
•Mary Lyons Center operated by TriCounty Humans Services, Inc., is a 20-bed facility
Pre-arrest Diversion:
•Mobile Crisis Team operated by PRC
Release
or
Initial Detention
•Corizon Correctional Healthcare conducts medical and mental health screenings on all individuals at booking
•Corizon uses a screening tool to collect data on suicidal thoughts, pharmacy and medical provider information, mental health history, prior involuntary commitments (BA), etc.
•PRC is contacted for individuals confirmed to be on medication and in need of mental health treatment
•Estimated 25% self-report mental health issues at intake
First Appearance
•First appearance occurs within 24 hrs of booking and is conducted via video conference
•The public defender is made aware of individuals with mental health issues
•The judge will prioritize individuals if mental health issues are present
Pretrial Services Program (PTS)
•PTS interviewers are present at the jail 24 hrs/day 7 days/week
•Conducts background investigations and makes recommendations
•PTS packets are provided to judges
Jail
•FY15-16: 28,528 individuals booked into the Polk County Jail
•Average length of stay: 35 days
•Average daily population (FY15-16): 2,518
•An estimated 20 percent of the jail population is female
•Corizon's psychiatric nurse communicates with the Forensic Assertive Community Treatment (FACT) team and with families
•Individuals may be provided medication prescriptions for 30 days upon release from jail
Courts
Behavioral Health Court (BHC)
•Serves up to 120 individuals per year
•Ave. program duration: six mos. for misdemeanor cases and 12 mos. for felony cases
•Case management program: two case managers serving up to 60 clients each
•Provides linkages to providers (PRC, Winter Haven Hospital-BayCare, and TriCounty Human Services)
•Many individuals in the BH Care indigent
•Has a specialized Veterans Treatment Docket (VTD)
Post-Adjudication Drug Court (felony)
•Serves up to 150 individuals per year
Post-Adjudication Drug Court (misd.)
•Serves up to 50 individuals per year
DUI Drug Court
•Serves up to 60 individuals per year
Adult Drug Court Diversion
•Serves up to 40 individuals per year
Corrections / Prison
Jail Discharge Planning
Jail Alternatives for Substance Abuse (JASA) operated by TriCounty Human Services
•JASA focuses on males with SAMH disorders
•Formalized in-jail treatment program providing transition assistance
•Links with community providers post-release (e.g., New Beginnings)
•12-week reentry preparation component
New Beginnings operated by TriCounty Human Services
• 30-bed COD residential treatment facility located on jail grounds
• Transition program
• Utilizes peer specialists
Peace River Center (PRC)
• Provides case management and discharge planning for individuals
• Utilizes Forensic Assertive Community Treatment (FACT) team, Forensic Intensive Case Management (FICM) team, and Family Intensive Treatment (FIT) team
Supervised Release
Violations
County Probation
•Approximately 2,000 individuals on county probation
•Ave. probation caseload varies between 90 and 120
•Specialized caseload for probationers involved in a specialty court
•900 violations of probation among jail inmates in May 2017
Supportive Housing
•Non-profit entities, such as Lake Wales Care Center, provide supportive housing
•Talbot House and Lighthouse Ministries provide shelters and temporary housing
Other Resources
•Benefits (SOAR SSI/SSDI Outreach, Access, and Recovery)—Polk County SOAR Steering Committee meets monthly
•Winter Haven Hospital Specialized Community Care Team is SOAR-trained
•FICM case managers are SOAR-trained
•PATH team members are SOAR-trained
•SAMHSA's Online Application Training (OAT) tracks applications
Violations
Community
Community

## Appendix A: Participant List

| Last Name | First Name | Organization | Email |
|---|---|---|---|
| Allen | Chief Mike | Polk County Sheriff's Office | mallen@polksheriff.org |
| Allred | Bennie | Peace River Center | ballred@peacerivercenter.org |
| Anderson | Andrea | TriCounty Human Services | aanderson@TCHSonline.org |
| Barfield | Karen | CFBHN | kbarfield@cfbhn.org |
| Bishop-Arrindell | Arlene | Corizon Health | Arlene.Bishop-Arrindell@corizonhealth.com |
| Even | Teresa | BayCare Winter Haven Hospital | Teresa.Even@baycare.org |
| Gardam | Bill | Peace River Center | bgardam@peacerivercenter.org |
| Gonzalez | Carlos | Polk County BoCC | carlosgonzalez@polk-county.net |
| Hall | Commissioner John | Polk County BoCC | johnhall@polk-county.net |
| Hatch | Cathy | Polk County BoCC | cathyhatch@polk-county.net |
| Helms | Larry | Department of Children and Families | Larry.Helms@myflfamilies.com |
| Henderson | Jacque | TriCounty Human Services | jhenderson@tchsonline.org |
| Henry | Jeff | Polk County Sheriff's Office | jhenry@polksheriff.org |
| Hoffman | Pamela | Office of the Public Defender | phoffman@pd10.org |
| Hoobin | Lieutenant Shawn | Polk County Sheriff's Office | shoobin@polksheriff.org |
| Horstman | Steve | Polk County Sheriff's Office | shorstman@polksheriff.org |
| Howell | Staci | Lakeland Regional Health | staci.howell@mylrh.org |
| Johnson | Joy | Polk County BoCC | joyjohnson@polk-county.net |
| Lehman | Hans | Lakeland Police Department | hans.lehman@lakelandgov.net |
| Marcum | Major Kim | Polk County Sheriff's Office | kmarcum@polksheriff.org |
| Marron | Fran | Problem-Solving Court | fhparrow@hotmail.com |
| Mason | Sergeant Christopher | Polk County Sheriff's Office | cmason@polksheriff.org |
| McGhee | Paula | Polk County BoCC | paulamcghee@polk-county.net |
| Meaton-Francisco | Desiree | 10th Judicial Circuit | dfrancisco@Jud10.flcourts.org |
| Moore | MaryBeth | Polk County BoCC | MarybethMoore@polk-county.net |
| Ortiz | Judy | Homeless Coalition of Polk County | judy@polkhomeless.org |
| Piecora | Beth | CFBHN | cpiecora@cfbhn.org |
| Richardson | Lisa | DACCO | lisar@dacco.org |

| Last Name | First Name | Organization | Email |
|---|---|---|---|
| Rihn | Robert | TriCounty Human Services | rrihn@TCHSonline.org |
| Silverstein | Phil | 10th Judicial Circuit | psilverstein@jud10.flcourts.org |
| Sweat | Nichole | Lakeland Regional Health | nicole.sweat@myLRH.org |
| Weeks | Anne | 10th Judicial Circuit | aweeks@Jud10.FLCourts.org |
| Weems, Jr. | John | Problem Solving Court | johnwylieweemsjr@yahoo.com |
| Whitford | Kristi | Tampa VA | kristi.whitford@va.gov |
| Williams | The Honorable Judge Robert | 10th Judicial Circuit | rwilliams@jud10.flcourts.org |

## Appendix B: Resources page

**Web Resources and Partners**

| | |
|---|---|
| Criminal Justice, Mental Health, and Substance Abuse Technical Assistance Center (CJMHSA TAC) | http://www.floridatac.org/ |
| Louis de la Parte Florida Mental Health Institute- Department of Mental Health Law and Policy (MHLP) | http://www.usf.edu/cbcs/mhlp/ |
| Florida Department of Children and Families (DCF)- Mental Health and Substance Use | http://www.myflfamilies.com/service-programs/mental-health |
| Policy Research Associates (PRA) | https://www.prainc.com/ |
| SAMHSA's GAINS Center for Behavioral Health and Justice Transformation | https://www.samhsa.gov/gains-center |

**The Substance Abuse and Mental Health Services Administration (SAMHSA) Web Resources**

| | |
|---|---|
| The Substance Abuse and Mental Health Services Administration (SAMHSA) | https://www.samhsa.gov/ |
| Center for Mental Health Services | https://www.samhsa.gov/about-us/who-we-are/offices-centers/cmhs |
| Center for Substance Abuse Prevention | https://www.samhsa.gov/about-us/who-we-are/offices-centers/csat |
| Center for Substance Abuse Treatment | https://www.samhsa.gov/about-us/who-we-are/offices-centers/csat |
| Homelessness Programs and Resources | https://www.samhsa.gov/homelessness-programs-resources |
| National Center for Trauma Informed Care (NCTIC) | https://www.samhsa.gov/nctic/about |
| National Clearinghouse for Alcohol and Drug Information | https://www.addiction.com/a-z/samhsas-national-clearinghouse-for-alcohol-and-drug-information/ |
| National Registry of Evidence-based Programs and Practices (NREPP) | http://www.nrepp.samhsa.gov/01_landing.aspx |
| Partners for Recovery | https://www.samhsa.gov/partners-for-recovery |

| | |
|---|---|
| SAMHSA Grant Announcements | https://www.samhsa.gov/grants/grant-announcements-2017 |

**Other Web Resources**

| | |
|---|---|
| Baker Act Reporting Center | http://bakeract.fmhi.usf.edu/ |
| Council of State Governments (CSG) | http://www.csg.org/ |
| Florida Partners in Crisis | http://flpic.org/ |
| CSG Justice Center | https://csgjusticecenter.org/ |
| Grant Opportunities | http://www.grants.gov/ |
| National Alliance for the Mentally Ill (NAMI) | http://www.nami.org/ |
| National Alliance to End Homelessness | http://www.endhomelessness.org/pages/housing_first |
| National Center for Cultural Competence | https://nccc.georgetown.edu/ |
| National Criminal Justice Reference Service | https://www.ncjrs.gov/ |
| National Institute of Corrections | http://nicic.gov/ |
| National Institute on Drug Abuse | https://www.drugabuse.gov/ |
| Office of Justice Programs | https://ojp.gov/ |
| Office of Juvenile Justice and Delinquency Prevention (OJJDP) | https://www.ojjdp.gov/mpg |
| U.S. Department of Health and Human Services - Mental Health | https://www.mentalhealth.gov/index.html |
| U.S. Department of Veterans Affairs - Mental Health | http://www.mentalhealth.va.gov/ |
| United State Interagency Council on Homelessness | https://www.usich.gov/ |