

Factoring in Homelessness in Designing Jail Diversion Programs for Persons with Mental Illness

Henry J. Steadman, Ph.D.

**Center for Homelessness Prevention Studies
October 5, 2006**

Basic Goals

- **Keep people out who do not need to be there**
- **Provide constitutionally adequate services when incarcerated**
- **Link people to services to keep them from coming back because of mental illness**

Diversion = avoiding or radically reducing jail time by using community-based treatment as an alternative.

Admission to U.S. Jails (2003)

12.5 million

Proportion of Jail Inmates With Severe Mental Disorder

Men = 6.4%

Women = 12.2%

Number of Annual Admissions to U.S. Jails with Severe Mental Disorder

886,000

Prevalence of Current Substance Abuse Among Jail Detainees with Severe Mental Disorders

Disorder	Males		Females	
	Alcohol Abuse/ Dependence	Drug Abuse/ Dependence	Alcohol Abuse/ Dependence	Drug Abuse/ Dependence
Schizophrenia	59%	42%	56%	60%
Major Depression	56%	26%	37%	57%
Mania	33%	24%	39%	64%
Any Severe Disorder	58%	33%	40%	60%

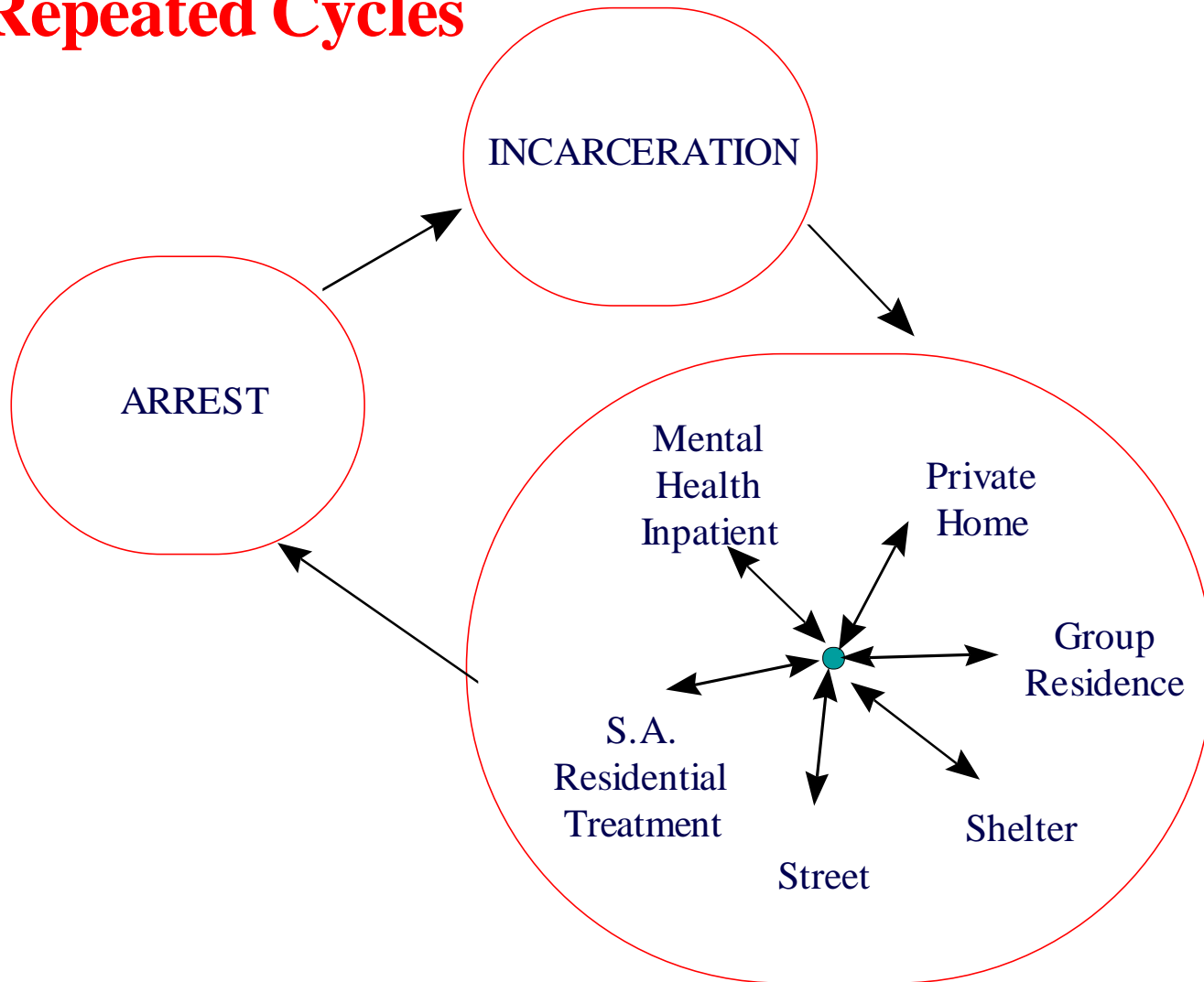
Detainees with severe
mental disorder plus
either alcohol or drug
abuse/dependence

= 72%

= 72%

Adapted from: Abram, K.M. and Teplin, L.A. "Co-Occurring Disorders Among Mentally Ill Jail Detainees: Implications for Public Policy." *American Psychologist*, 46(10):1036-1045, 1991 and Teplin, L.A. "Personal Communication."

Repeated Cycles



**“Treatment-Resistant”
Clients**

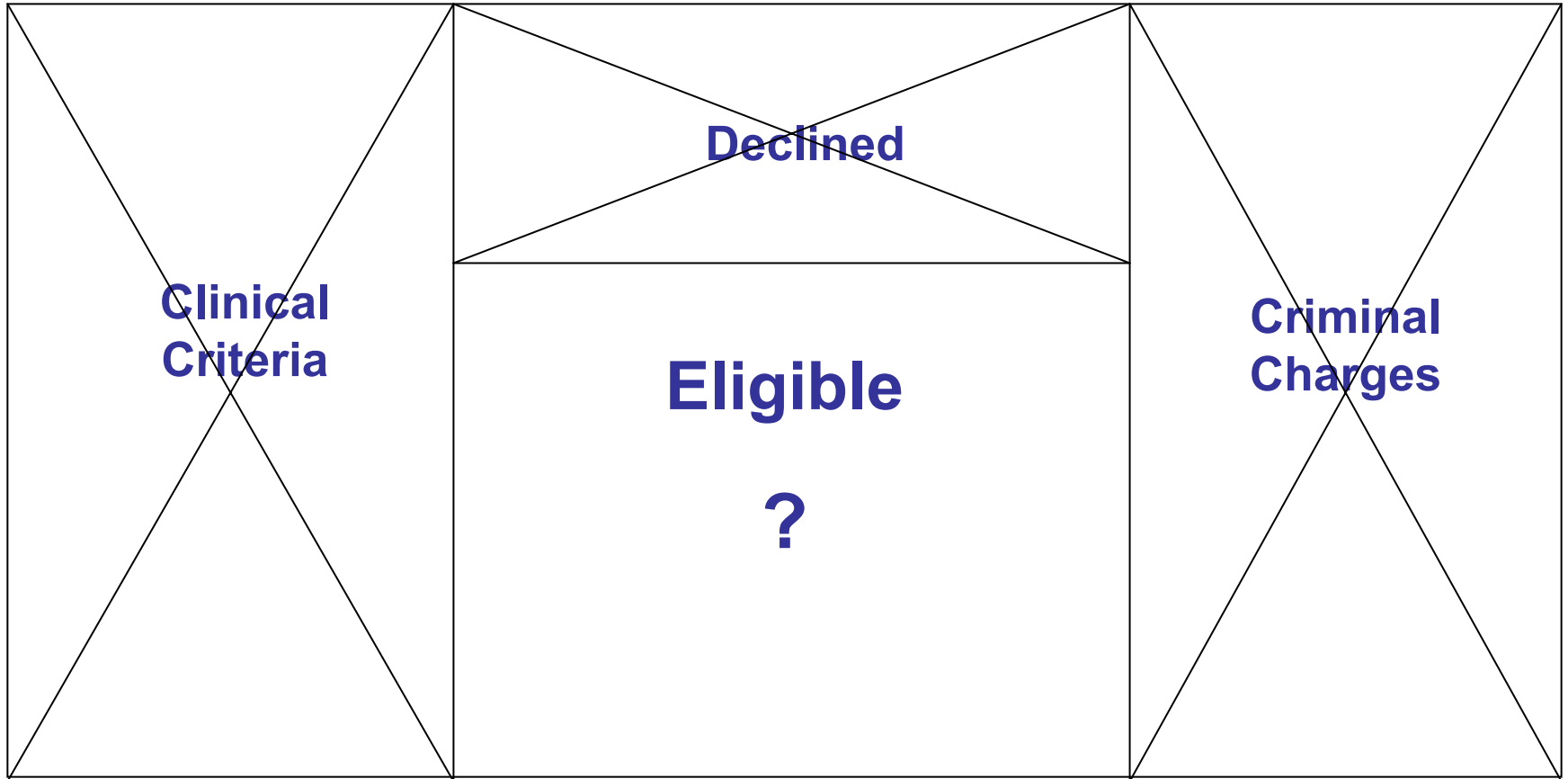
OR

**“Client-Resistant”
Services**

Diversion

- Specified target group

Mentally Ill Jail Detainees



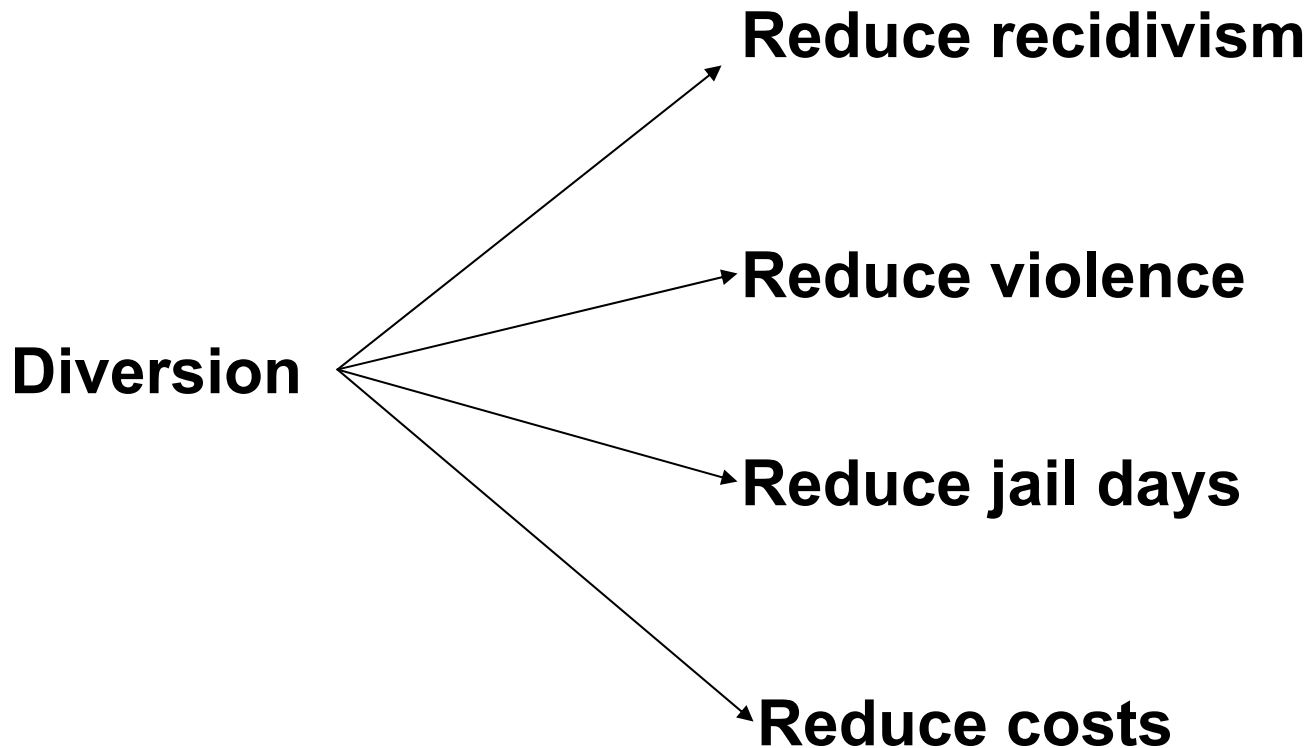
Diversion

- Specified target group
- Specific program/dedicated staff for diversion
 - Not usual emergency mental health crisis response
- Out of the criminal justice system to community-based mental health and substance abuse services
 - In lieu of arrest/jail
 - Radically reduced jail time
 - Non-sentence serving target group (NOT discharge planning)
- Criminal charges
 - Not filed
 - Dropped
 - Condition of bail
 - Deferred prosecution
 - Condition of probation
 - Deferred sentencing

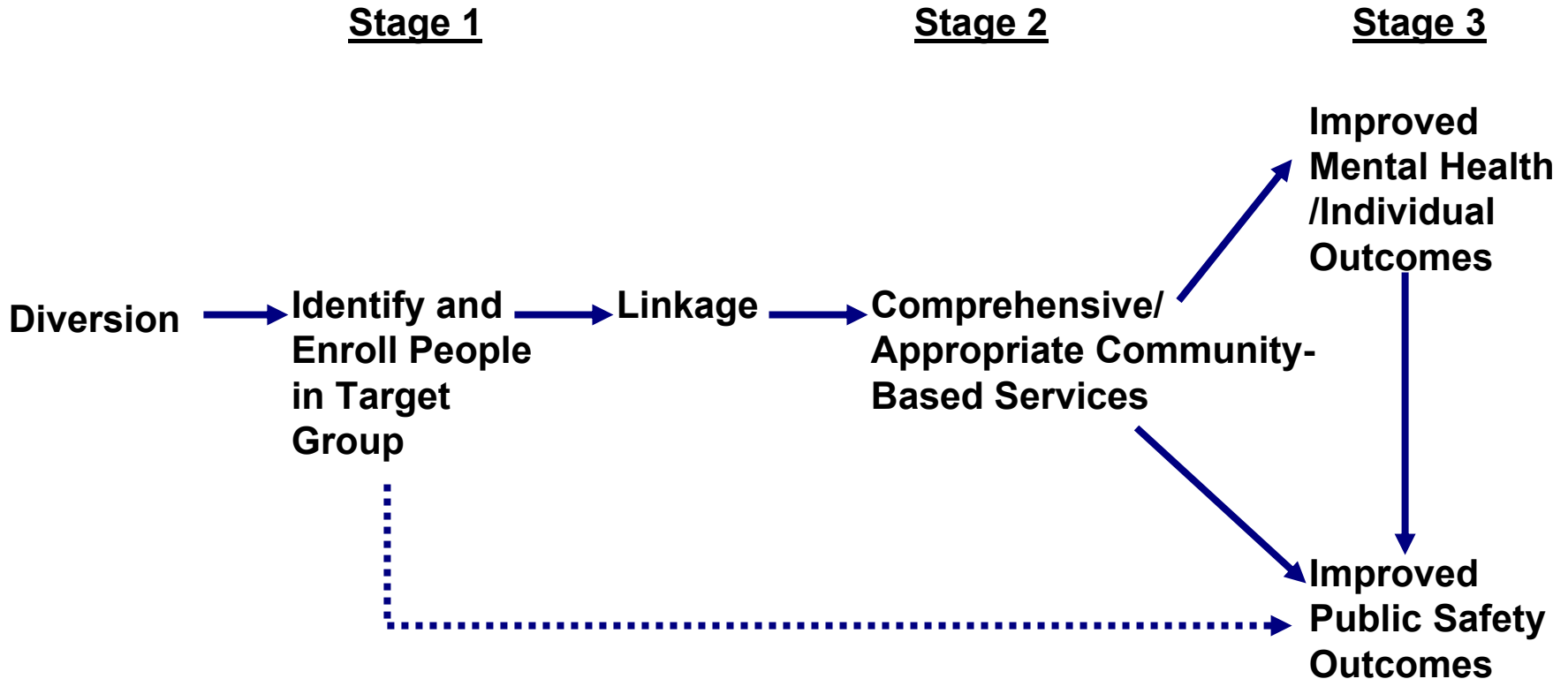
Diversion: Basic Tasks

- **Know who you are looking for** → **Eligibility Criteria**
- **Find them** → **Screen/Assess**
- **Engage them** → **Services Plan**
- **Cut a deal** → **Negotiate the terms and conditions**
- **Make it stick** → **Linkage**

Public's Expectations



Diversion Logic Model



Mental Health Diversion Options

- **Pre-Booking**
 - **Police-Based**
- **Post-Booking**
 - **Court-Based**
 - **Jail-Based**

Jail Diversion Programs (n=403)

- **Pre-booking (n=117)**
- **Post-booking (n=286)**
 - **Mental Health Courts (n=139)**
 - **Other (n=147)**

Mental Health Diversion Options

Pre-Booking

- **Police-Based**
 - **Memphis Crisis Intervention Team (CIT)**
 - **Birmingham (AL) Community Service Officers (CSO)**
 - **LA Systemwide Mental Assessment Response Team (SMART)**

Mental Health Diversion Options

Post-Booking

- **Court-Based**
 - **First appearance regular court (Bail bond)**
 - **First appearance specialty court (Mental Health Court)**
 - **Drop charge → community-based treatment**
 - **Continue charge → Prosecution deferred with terms and conditions**
 - **Plead → Probation with terms and conditions**
 - **Plead → Sentence deferred with terms and conditions**
 - **Disposition specialty court (Mental Health Court)**
- **Jail-Based**
 - **Case finding in jail and disposition in regular criminal court**

Does diversion reduce recidivism?

Mental Health Court Outcome Studies

<u>Location</u>	<u>Results</u>
Broward County, FL	Diverted median jail days for index arrest: 3 Non-diverted: 12 Percent of diverted rearrested within 12 months of initial court appearance: 47% Non-diverted: 56%
Santa Barbara County, CA	Mean jail days for diverted receiving ACT: 24 months prior to treatment: 39.44 24 months in treatment: 24.55
Clark County, WA	Mean arrests, pre-enrollment: 1.99 Post-enrollment: 0.48 Mean inpatient treatment days, pre-enrollment: 144.7 Post-enrollment: 37.0
Butte County, CA	Mean days in jail, 12 months prior to entry: 17.88 6 months from point of exit: 12.56

Single Site Diversion Outcome Studies (Non-Mental Health Courts)

<u>Location</u>	<u>Program Type</u>	<u>Results</u>
LA	Police	2/151 Jailed
CT	Jail	Diverted: ☐ = 41 jail days over 1 year Non-diverted: ☐ = 173 jail days over 1
Cincinnati	Regular Criminal Court/Jail	year Diverted and non-diverted same on arrests with more time in community for diverted
Rochester, NY	Court/Jail	Jail days: ☐ = 108 → 46 Hospital days: ☐ = 166 → 77
New York City	Jail	Arrests of 53 subjects: 101 → 7

Multi-Site Diversion Outcome Studies (Non-Mental Health Courts)

Locations	Program Type	Results
Memphis (TN) Birmingham (AL) Knoxville (TN)	Police	2% arrested 13% arrested 5% arrested
		Vs. 16% non-specialized (Chicago)
Memphis (TN) Montgomery County (PA) Portland (OR) Hartford/New Haven/Bridgeport (CT) Lane County (OR) Phoenix/Tucson (AZ)	Police (n=3) Court (n=2) Jail (n=4)	SAMHSA KDA
New York (NY) Honolulu (HI) Wicomaco County (MD)		

KDA Sites (N=6) 12-Month Outcomes (N=1185)

	Total Diverted	Total Not Diverted
Number of Arrests Since Intake	1.03	1.20
Community Days **	303	245
ER Use *	31.3%	23.9%
Hospitalization**	31.7%	18.7%
Any Medication *	81.7%	73.7%
Any Counseling *	62.6%	56.8%

*p<.05, **p<.001 for overall difference between “Diverted” and “Non-Diverted”

Homelessness in Diversion Studies

Homeless at Intake

NYC Nathaniel Project

92%

Rochester, NY Project Link

27%

St. Louis JDP

23%

(+ 33% “doubled-up”)

TCE Jail Diversion Sites (N=20)

In the past 30 days [before your arrest] where have you been living most of the time?

	<u>Percent (%)</u>
Housed	74
Street/Outdoors	14
Shelter	7
Institution	4
Missing	1
<hr/>	
Total	100%

Housing Initiatives for Justice-Involved Persons with Mental Illness

- Thresholds (Chicago)
- CA AB2034 – Housing First enhances residential stability and successful community integration
 - Subjects NOT under CJ supervision
- Reentry Programs (N=7) - Housing Ready is dominant model

Homelessness Outcomes

	<u>Intake</u>	<u>Follow-Up</u>	<u>Time</u>
NYC Nathaniel Project	92%	12%	1 YR
Rochester, NY Project Link	27%	NA	NA
St. Louis, JDP	55%	44%	1 YR

Implications of Being Homeless for Diversion Programs

- Many release plans require housing before the court will approve – especially so with Mental Health Courts
- Homelessness increases probability of subsequent CJ involvement
- Among least available supports