AGENDA SHORT TITLE: Mental Health/AODS Intervention Team Feasibility Study

REQUESTED BOARD ACTION:
Authorize the Director of Health Services and Sheriff to conduct a feasibility study on the development of a Mental Health/AODS Intervention Team program in Sonoma County.

Resolution authorizing budgetary adjustments to the FY 09-10 Final Budget within the Special Revenue Fund – Department of Health Services and County General Fund Appropriations for Contingencies in the amount of $25,000 (requires 4/5ths vote).

CURRENT FISCAL YEAR FINANCIAL IMPACT

EXPENDITURES:  ADDITIONAL FUNDS REQUIRING BOARD APPROVAL:

<table>
<thead>
<tr>
<th>Estimated Cost</th>
<th>$25,000</th>
<th>Contingencies</th>
<th>$25,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amount Budgeted</td>
<td>$0</td>
<td>Unanticipated Revenue</td>
<td>$0</td>
</tr>
<tr>
<td>Other Available Appropriations</td>
<td>$0</td>
<td>Other Transfers</td>
<td>$0</td>
</tr>
<tr>
<td>Additional Requested</td>
<td>$25,000</td>
<td>Additional Funds Requested</td>
<td>$25,000</td>
</tr>
</tbody>
</table>

Explanation (if required): None.

Prior Board Action: None.

Alternatives – Results of Non-Approval: Lost opportunity to conduct a feasibility study on the development of a Mental Health/AOD Intervention Team in Sonoma County to improve response and access to services by individuals in mental health/substance abuse crisis.
Background:

Introduction.
Over the past years the Department of Health Services’ Mental Health division has transitioned its services to a “recovery-based” model that focuses on increased treatment partnerships with clients and families and outreach services that empower clients to become fully participatory in their local community. The venue where clients receive treatment has shifted from a restrictive inpatient setting to a community based approach that treats clients in their homes, under bridges, in homeless shelters and on the streets. The “recovery-based” model and community-based programs have been the practice for decades in alcohol and other drug services programs.

With the long-term downturn in the economy and decreased funding for core mental health services and substance abuse programs, the potential number of interactions between individuals in crisis and law enforcement/emergency medical personnel has increased. Consistent with recovery-based model and programs developed at the national level, the Department has implemented various programs designed to improve the capacity of emergency medical personnel and law enforcement to respond to individuals in mental illness and substance abuse crisis. As demand increases, it is imperative the Department continually identify new opportunities to ensure clients have access to the right care, at the right time, and at the right level. Support for individuals with mental illness and substance abuse disorders, their families and law enforcement has been a high priority for Supervisor Shirlee Zane.

Sonoma County – Current Efforts.
The prevalence of mental illness and substance abuse at the national, state and local level is well documented. One in four adults – approximately 57.7 million Americans – will experience a mental health disorder in any given year. According to the Sonoma County National Alliance for Mental Health, 26,000 family members in Sonoma County are impacted by mental illness. On an annual basis, the Sonoma County Department of Health Services’ Mental Health Division and contracted providers serve approximately 9,000 clients. In addition, annually over 400,000 people enter alcohol and other drug treatment in the state. Each year the Department of Health Services Alcohol and Other Drug Services (AODS) Division and its contracted providers serve approximately 14,000 Sonoma County residents, including approximately 1,000 adolescents. Mental health problems and substance abuse are often co-occurring issues. It is now generally agreed that 50 percent of the mentally ill population also has a substance abuse problem.

The Department of Health Services and the Sheriff’s Office have implemented various strategies to assist law enforcement agencies and emergency medical response providers in responding to individuals in crisis and linking them with appropriate treatment providers in the community.

Sonoma County Crisis Intervention Training Program: Recently the Department of Health Services, Mental Health Division (MHD), and Sonoma County Sheriff’s Office implemented the Crisis Intervention Training (CIT) program for Sonoma County law enforcement agencies. CIT is conducted by specially trained law enforcement personnel, mental health professionals, consumers and family advocates. It includes identification of the more common types of mental illness, skills for de-escalation of potentially violent situations, assessment of medication information, specifics on suicide intervention, and an overview of the Sonoma County mental health system, including visiting various treatment facilities. In addition, the CIT program includes a half-day training conducted by an AODS professional on the most commonly abused drugs, the signs and symptoms of addiction, and available AODS resources. This training greatly enhances the provision of services to mentally ill/substance abuse members of the community as well as citizens who are in crisis. Since the program’s inception, 120 police officers representing eight Sonoma County law enforcement jurisdictions have received training.
Figure 1 below provides a summary of Sonoma County law enforcement trainings conducted to date.

<table>
<thead>
<tr>
<th>Agency</th>
<th># of Officers Trained</th>
</tr>
</thead>
<tbody>
<tr>
<td>Santa Rosa Police Department</td>
<td>40</td>
</tr>
<tr>
<td>Santa Rosa Junior College Police Department</td>
<td>3</td>
</tr>
<tr>
<td>Sonoma County Sheriff’s Office</td>
<td>71</td>
</tr>
<tr>
<td>Cloverdale Police Department</td>
<td>1</td>
</tr>
<tr>
<td>Cotati Police Department</td>
<td>1</td>
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<tr>
<td>Healdsburg Police Department</td>
<td>1</td>
</tr>
<tr>
<td>Petaluma Police Department</td>
<td>2</td>
</tr>
<tr>
<td>Sebastopol Police Department</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>120</strong></td>
</tr>
</tbody>
</table>

The Department of Health Services conducts approximately 2 CIT trainings per year with 30 law enforcement participants per training. The MHD’s goal is to train 600 Sonoma County officers. The next CIT training is scheduled for February 2010.

**Community Intervention Program:** In November 2006, the MHD launched the Community Intervention Program (CIP), a collaboration between the MHD, law enforcement agencies and other community-based organizations to provide outreach and engagement services to mental health clients at homeless service centers, drug and alcohol programs and other sites. Services are provided by county staff at community agencies and health centers, including 7 shelters, 3 homeless service centers, 5 Federally Qualified Health Centers, Drug Abuse Alternatives Center and Orenda and crisis response with law enforcement agencies in the field. In FY 2007-2008 CIP and contract agencies provided service to 1,691 individuals and had over 7,600 visits.

One of CIP’s most successful partnerships has been with the Santa Rosa Police Department’s (SRPD) Downtown Enforcement Unit (DEU). CIP staff meet monthly with SRPD and are available to respond to calls from the SRPD DEU. Recently CIP staff, in concert with staff from the MHD’s Community Mental Health Centers (CMHC), expanded their collaborative efforts with other law enforcement agencies. CIP staff and CMHC staff recently spent half a day with two Petaluma Police Department officers doing outreach to mentally ill homeless individuals and will attend Petaluma Police Department training meetings to educate staff about the CIP and CMHCs. Meetings between CIP staff and Rohnert Park Police Department have also occurred.

**Coastal Valleys Emergency Medical Services (EMS) Sedation Policy:** The Coastal Valleys EMS Agency (CVEMSA) is the local EMS Agency responsible for planning, implementing, and evaluating the local emergency medical services system in Mendocino, Napa and Sonoma counties. CVEMSA has a sedation policy which allows emergency medical response personnel to administer sedation to an individual in mental health crisis. Strict protocols are in place regarding the administration of sedation. Use of sedation can potentially reduce the need to use other methods of restraint.

**Summary of Current Efforts**
Sonoma County – Learning from Other Models.
In an effort to improve the quality of care provided to the mentally ill and those with substance abuse disorders, as well as make the most efficient use of limited resources, many local communities have adopted practices which seek to achieve diversion of offenders with mental illness and/or substance abuse disorders from the criminal justice system to community-based treatment.

Models for Consideration. Nationally, primarily three models have been adopted by local communities to improve their response to individuals in crisis: 1) Mobile Crisis Intervention Teams programs which provide officers with specialized and advanced training to respond safely and quickly to people in crisis. Officers learn to recognize the signs of psychiatric distress; deescalate a mental health crisis; and how to link people with appropriate treatment; 2) System-Wide Mental Assessment and Referral Teams (SMART) programs developed and implemented by local jurisdictions and ambulance companies in which specially trained paramedics respond to law enforcement Code 2 EMS (non-emergency) requests for individuals having a behavioral crisis. SMART paramedics are trained to perform a mental health assessment, place an individual on an involuntary psychiatric hold and transport the client to psychiatric emergency services, or, in consultation with mental health staff, arrange for other services to meet the individual’s needs; and 3) Case Assessment Management Teams (CAMP) is a joint program of Department of Mental Health of Los Angeles County and the Los Angeles Police Department. CAMP teams, consisting of a mental health clinician, a patrol officer and a detective, focus on clients who pose the highest risk for violent confrontation with the police, and are the highest utilizers of all types of emergency services and are designed to reduce violent police encounters, arrests, jail time, psychiatric hospitalizations, and emergency mental health calls to all agencies.

Sonoma County – Proposed Mental Health/AODS Intervention Team (MIT) Program.
In early 2009, Supervisor Shirlee Zane convened staff from the Department of Health Services and the Sheriff’s Office to present research on what other jurisdictions are doing to provide mobile response to mental health and substance abuse crises and discuss how Sonoma County could improve upon its current efforts. Primary objectives of this dialogue were to help foster better outcomes for individuals in crisis and their families and provide support for law enforcement personnel confronting extremely difficult situations.

After conducting an initial assessment of various models adopted by other counties, the Department of Health Services and Sonoma County Sheriff’s Office request the Board approve a feasibility study on the development of a Mental Health/AODS Intervention Team program in Sonoma County.

The Department will conduct a feasibility study to assess the use of mobile teams composed of specially trained mental health and AODS staff who would respond to urgent situations involving individuals with various behavioral problems. In cases where the individual is exhibiting violent and/or dangerous behavior, MIT staff would wait until law enforcement personnel have mitigated the situation prior to providing on-scene mental health and/or AODS services. The study will assess peak time utilization to evaluate when services will be available.

The MIT teams would consist of licensed clinicians (i.e., Marriage Family Therapists, Licensed Clinical Social Workers, AODS certified counselors) who will provide assessment, management, transport, and referral as appropriate to individuals presenting with behavioral incidents. MIT team members would be authorized to place individuals on a psychiatric 72-hour hold under Welfare and Institutions Code section 5150 and would have access to Psychiatric Emergency Services (including psychiatrists) and AODS staff for consultation. In addition to the use of trained licensed clinicians, the Department of Health Services will explore the use of appropriately trained volunteers and interns.

While similar to existing SMART programs, the MIT program may be different in various aspects. First, the Department believes utilization of specially trained MHD and/or AODS staff would be preferable to training paramedics or Emergency Medical Technicians. Second, the MIT program would not operate on a 24/7 basis.
Instead an assessment of peak hours would be conducted to maximize program effectiveness. This is similar to the direction many SMART programs have taken (e.g. San Mateo County).

The goal of the program would be to foster relationships between MHD, AODS, law enforcement, courts, emergency medical services, hospitals, families and the mental health community to increase access to appropriate mental health and addiction treatment for individuals in crisis, with a corresponding benefit of reducing the burden on law enforcement.

Department requests the Board approve a $25,000 contribution from the General Fund to conduct a feasibility study. The contribution would be used primarily to assist the MHD and AODS in the development of the MIT feasibility study and retain a consultant as necessary. The MIT feasibility study would include:

1) MIT program description and proposed structure;
2) 3-Year budget including staffing and capital equipment requirements and potential funding sources;
3) Identifying roles and responsibilities of partners (e.g., law enforcement, emergency medical services, hospitals, etc.) and roles and responsibilities;
4) Training requirements for clinicians, law enforcement, dispatch staff;
5) Identifying required protocols and procedures for the MIT program;
6) Identification of projected financial savings the MIT program would generate (e.g., law enforcement, jail, emergency departments, litigation etc.); and
7) Development of a communication plan to educate the clients and public/stakeholders on the role of the MIT program.

Upon completion of the feasibility study in approximately 4 months, the Departments will return to the Board with the results of the study and a recommendation regarding implementation of a MIT program in Sonoma County prior to July 2010.

**Fiscal Impact:**
The Department is requesting a $25,000 contribution from the General Fund to conduct a feasibility study on the development of a Mental Health/AODS Intervention Team program in Sonoma County. This requested board action includes no use of realignment funds.

**Attachments:** Resolution authorizing budgetary adjustment in the amount $25,000.

**On File With Clerk:** None.