

Criminal Justice Coordinating Council (CJCC)

October 5, 2017

8:00 a.m.

VMCCCU-CC

CJCC Members Present: John F. Mauro, Angela Connolly, John Sarcone, Arthur Gamble, Bill McCarthy, Jerry Evans, Susie Osby, Dana Wingert, Gary Mikulec, Chad Jensen, Valorie Wilson.

Others Present: Sarah Boese, Joe Simon, Colleen Christopherson, Tom Jackowski, Clifford Leonard, Dillon Kraft, Marty Ryan, Greg Bellville, Annie Uetz, Roger Kuhle, Teresa Bomhoff, Jodi Urich, Matthew Phelps, Kyle Conway, Justin Hyde, James Cornick, Anna Hyatt, Jennifer Basinger, Kris Bell, Bob Glass, Dee Martin, Krystina Squire, Megan Maher, Steve Johnson, Betty Andrews, Jacob Lederman, David Lederman, Anne Sheeley.

Approval of August 10, 2017, Meeting Minutes:

Moved by McCarthy Seconded by Connolly to approve the August 10, 2017, CJCC Meeting Minutes.

Reports – Handouts:

Verbal presentations of ‘Reports’ (i.e., Jail Reports, Pretrial Release, Jail Diversion, Crisis Observation Center update, and Bridges Substance Abuse Treatment Program & St. Gregory update) will not be given. Please refer to handouts.

Community Services Plan – Susie Osby, Executive Director, Polk County Health Services:

The 2017 Legislative session passed Senate File 504 instructing Mental Health and Disability Service (MHDS) Regions to convene a Stakeholder Workgroup with representatives from hospitals, managed care organizations, mental health providers, law enforcement agencies, the judicial system, and other entities, as appropriate, to meet on a regular basis, and develop a Community Services Plan.

On June 28, 2017, MHDS Regions and the Iowa Law Enforcement Academy (ILEA) hosted a Roundtable with a variety of professionals to discuss ideas for improvement in the delivery of mental health services, and how to pay for those services. A common theme, and a major goal within the plan, was collaboration among stakeholders, including gathering and analyzing data from all entities. Secondly, they discussed the use of Data Driven Justice (DDJ) and the plan to develop a system to identify individuals that are ‘familiar faces’ to crisis services providers, hospitals, the jail system, etc. By identifying them and cross-checking data, even though a person is in the system, they hope to ensure that they are utilizing the mental health services available. The third major goal identified in the plan is looking at the feasibility of a Sobering Center. They looked at several different models, and will be working with law enforcement, providers, and hospitals to discuss exactly what the needs of a Sobering Center may be in our community. By gathering and analyzing data from the different entities involved, they can tell if someone is sitting in jail without anywhere to go, or in an emergency room for over 24 hours; they can determine if a person in the community doesn’t have an inadequate place to live, or is homeless. With this knowledge, they hope to reduce jail time, hospital stays, and homelessness.

The Plan will be submitted to the State on October 17, 2017. When asked what happens once the State receives them from each region, Susie replied "That's a good question!" They haven't been told if each regions' plan will be identified, or if they'll combine different plans. PCHS, however, developed their plan to be a 'working document', not just a State requirement, and will utilize it regardless. There is also a State workgroup with representatives from different areas working on similar issues, but directed at more specifics, such as complex clients that are seemingly 'stuck' in programs such as substance abuse treatment. Steve Johnson is on the committee for substance abuse thru the Iowa Hospital Association. Susie Osby requested approval of the plan from the CJCC.

Approval of the Polk County Regional MHDS Community Services Plan:

Moved by _____ Connolly _____ Seconded by _____ Wingert _____ to approve the MHDS Community Services Plan.

Data Driven Justice (DDJ) and Behavioral Health Design Institute--Annie Uetz, P.C. Health Services:

A brief history of Polk County's involvement with DDJ and the Behavioral Health Design Institute:

- April 2016: PCHS received call from White House asking about their crisis services and inviting them to join DDJ
- DDJ: Biweekly phone call with 67 jurisdictions (inc. Polk, Johnson, Black Hawk, Clinton)
- DDJ-Divert to What?: Biweekly phone call with a few jurisdictions; developed workbook; on web
- June 2016: DDJ Community Workshop at the White House complex
- January 2017: DDJ Convening – Introduction to LOOM, now administered by Laura and John Arnold Foundation and National Association of Counties
- January 2017: Monthly phone call with 141 jurisdictions
- September 2017: Data Driven Justice and Behavioral Health Design Institute; Polk County one of 14 jurisdictions invited to attend conference in Rockville, MD

Innovative Practices - DDJ has eight Innovative Practices, which are listed in the handout and have been discussed at previous CJCC meetings; PCHS has already accomplished most of them, but a few are still be worked on – Public Safety Assessment (PSA); Identifying high utilizers/familiar faces; Data-sharing; Determining what services still need to be developed.

Polk County Jurisdiction Services Map - Also in the handout and discussed at previous meetings is the P.C. Jurisdiction Services Map, color-coded to show what services are in place, and the desired services. The majority of services are already in place, including a 24-Hour Crisis Line, but it doesn't meet the States' guidelines as such.

Data Sharing Platform – The chart shows all the entities that can share data with each other (P.C. Jail, Crisis Services, Mental Health System Providers, Hospitals/ER, Primary Health Care, EMS/Fire, and Homeless Management Information System (HMIS); Police and other Law Enforcement can input data, but HIPAA protected information cannot be shared back to them.

Behavioral Health Design Institute – Nine individuals attended a conference at the Institute in Maryland in September (from Polk County - Supervisor Connolly, Sarah Boese, Susie Osby, Major Cory Williams, Pani Baruri, & Annie Uetz; from Des Moines - Assistant Police Chief Al Tunks; from Primary Health Care – Rachel Adams; and from Broadlawns - Steve Johnson. To attend, they had to create two case studies.

For one of the studies, the subject was a 37-year-old African-American male. Data pulled from the Polk County Jail, the Des Moines Police, and mental health and homeless services showed that he had 22 arrests, 506 jail days, and 17 homeless days in a 30-month period, but he was not connected to any behavioral health services, despite being identified by jail staff and police as having a mental health diagnosis. His arrests included charges of criminal mischief, as well as several for public intoxication.

A community example from San Diego County, CA, highlighted by Lynn Overmann at the August 10th meeting, involved a study of 28 chronically homeless individuals. They were collectively receiving \$3.4 million in services. Through the intervention of the programs 'Housing First' and 'Assertive Community Treatment', San Diego County saved \$3.7 million over two years by reducing jail, hospital and ER visits. Another example is Johnson County, IA, where 4 chronically homeless individuals were studied. They were receiving \$2.2 million in services from the county and other providers, yet still living under a bridge. That intervention is still in progress as the county decides what can be done with the money spent to provide a better quality of life for them.

While at the Design Institute, they also had to come up with an Action Plan. The Polk County Action Plan Priorities were identified as: 1. Data Sharing 2. HIPAA 3. Services and Housing. Goals discussed for each priority: 1. Data Sharing – Gain commitment from leaders/stakeholders by sharing vision and values. Redesign CJCC to add homeless providers, hospitals and information technology; Create subcommittees – work groups. Develop and execute MOAs and MOUs (to improve data sharing). Technology. Develop a 911 call cheat sheet for families (NAMI LA uses to ask the proper questions to determine action taken). 2. HIPAA – Obtain local HIPAA legal opinion. Convene attorney meeting to discuss how HIPAA supports the vision and value. 3. Service and Housing – Provide education to first responders on alternatives to incarceration. Determine if current services meet support needs. Track outcomes. Develop and implement a sobering center. Add Health Navigators for individuals leaving jail (someone to ensure they are connected to the resources needed to get their life on track, i.e., housing, employment, food, etc., and hopefully reduce recidivism). Explore 211 as a community resource. The Outcomes desired: Reduce jail time, reduce ER Visits, reduce hospital days, reduce EMS transports, increase Police drop offs to Crisis Observation Center, and improve collaboration between all entities.

Upon returning from the Design Institute, Pani Baruri with the Polk County I.T. Department, quickly got to work gathering data. Analyzing the data, 72 individuals were identified who had 5 or more bookings into the P.C. Jail within a certain time frame; of that 72, there were 21 who had self-reported a mental health diagnosis, yet only 6 were connected to mental health services (receiving long-term services and support). Then they looked at Des Moines Police Department data for individuals who had 3 or more arrests, and identified 52, of which only 5 were connected to services. Data from the jail and DMPD was combined to look for individuals that overlapped; there were 18 individuals that fell into that category, yet only 2 were connected, leaving 16 that should be receiving mental health treatment rather than going to jail. Angela Connolly stated that the conference in Maryland was a great experience, she thanked everyone that attended, and stressed how important the data is to see what is happening with people in the community that this affects. Stakeholders -- CJCC, Hospitals, Providers, Law Enforcement Leaders, Attorney's, etc., will be engaged by forming subcommittees to address the issues pertaining to them, such as Attorney's and HIPAA Laws. Education about the many programs that are available is important because many people aren't aware that they exist, or don't know where to go to find them. It will be very important to keep track of measurements and outcomes to know what is, and isn't, working.

Jerry Evans asked about using Data Driven Justice for tracking successes. He knows that 60% of mental health patients fail, but what about the 40% that succeed? What services did they receive? What are the stability factors that helped them get their lives' on track and keep them from returning to the system?

Annie shared a study where they identified individuals connected to long-term mental health services and supports; then, going back to FY15, they identified those that had 100+ jail days at that point in time; next, they determined which ones were still in the system in FY17, and found 16. They looked at their jail, homeless, and hospital days, and their E.R. visits. They also looked at what they call 'good outcomes', i.e., participation in some sort of education, employment, housing, and community involvement. They found that individuals whose jail days, homeless days, etc., were high, the 'good outcomes' were lower. Once they got them connected to services and started focusing on the good outcomes, they saw improvement.

Jerry Evans made the point that transportation is a real barrier for people trying to get into programming. Many of them don't have a Driver's License, and even with bus service, it makes it difficult. They're trying to figure out that issue. Angela suggested he attend the next DART meeting and explain to them that they need to have more transportation.

Sheriff McCarthy said if they want to get to the infrastructure of law enforcement, he thinks Polk County Emergency Management needs to be involved to work with the three communication centers to develop the language to be used to ensure that everyone is on the same path. A.J. Mumm, Director of Emergency Management, is on the list to be included in a subcommittee.

Pretrial Release Risk Assessment Update – Jerry Evans, Director, Fifth Judicial District Department of Correctional Services-

Jerry commented that in regard to programming, the D.O.C. is trying to figure out what the role of technology is for them. Besides the transportation issue he touched on earlier, they've recognized that another barrier to getting people into programming is that there aren't a lot of services in rural areas. A possible solution to that is to provide live streaming of classes and programs in Des Moines to rural locations such as community colleges.

Teri Sommerlot went on to give the update on the Pretrial Release Risk Assessment Tool they're hoping to implement. The possible November 1st launch date has been pushed back, but she's hopeful that it will still be sometime in November. The D.O.C. had a huge HTML change that delayed putting the assessment tool into their system, but the system is now being checked to see that the conversion is working properly; coding is being done and business rules are being created; they are in the process of scheduling 'Train the Trainer' classes in the use of the tool at the end of October or beginning of November; and they'll be hiring new staff. There's still a lot to do in the process so that once everything is in the system scoring can be done quickly and the risk assessment gotten to the judge in time for the initial appearance.

Through the Laura and John Arnold Foundation's DDJ Initiative and Annie Uetz, a San Francisco-based not-for-profit company will be providing a free text messaging service called 'Code for America' that will allow simple text messages to be sent to individuals that are on pretrial release. The messages will remind the individuals of court appearances, appointments, etc., and can be set up on a computer to be sent later, such as the day before they need to appear in court. Along with implementing the PSA, the Foundation has hired a team from Harvard to study it, and track the resulting outcomes. Although it may take a couple of years to track and analyze the data, it's very important to know the assessment tool is being used correctly and that it is working as it is intended.

To clarify, John Sarcone inquired about the PSA being just a tool used in making a decision, and not the only thing a judge would rely on when considering whether or not to release someone, especially after individuals in several jurisdictions were released under this tool and then committed murder. Teri replied that it is simply a tool to determine risk based on certain factors, and is just one of many things a judge can use in making their decision. She added that anyone that is released will be under some level of supervision, even if they post bond. Currently, if someone bonds out, they aren't under any supervision.

Sheriff McCarthy knows in his experiences that judges' have been making decisions based on knowledge, experience, recommendations from both sides, and other factors. He doesn't want to see it get to the point where they are stuck in a numbers game with the PSA and are fearful of making independent decisions. Judge Gamble agreed but doesn't see it coming to them relying totally on the PSA, but if the tool proves to be a reliable predictor, then it will be given the appropriate weight in the decision-making process. Teri also agreed but reiterated that the PSA is just a tool with additional information for the judge to consider to make the most informed decision. Des Moines Police Chief Dana Wingert asked if there is a point where Law Enforcement would be able to weigh in on the judge's decision when, for instance, an individual appearing before the judge will likely be charged for another crime that is still under investigation, but that information won't show up on their criminal history. Teri replied that the County Attorney and the Public Defender or Defense Attorney always have the right to communicate information to the judge at the initial appearance. The goal is not to put dangerous people back on the street, and if they bond out under the current system they are back there anyway, without supervision. Judge Gamble asked about any effect the PSA may have on the disproportionality of minorities in the jail? She believes that it does reduce the disproportionality but can't cite an exact source. The 9 factors used in the decision making framework are based solely on criminal history; they don't address employment, living situation, etc. The factors create a combined score which then corresponds to a recommendation for the level of supervision should they be released, which was decided on at the statewide level, however the level can be adjusted based on other factors. Chad Evans asked if there is a time frame once the tool is implemented that it could be judged on its effectiveness? Teri believes it will be at least a year.

Open Discussion –

Betty Andrews asked if the CJCC has specific objectives, time frames for meeting those, and how they are communicated? Angela noted the programs that have been created: Jail Diversion, Crisis Observation Center, Pre-Petition Screener, Rapid Rehousing, etc. Going forward the PSA implementation, Sobering Center, Data Driven Justice Initiative—all developed and implemented to meet the objective of reducing the jail population, while still keeping violent offenders in jail, and identifying high utilizers and getting them connected to services.

Betty announced the upcoming Iowa Summit on Justice & Disparity, created to discuss those issues and look for solutions. She has information about the summit, which will be held on October 10, and she encourages everyone to register and attend.

Jerry Evans stated the DOC will be measuring and tracking disparity through the use of algorithms, and making sure their programs are addressing that.

John Sarcone commented on what a great job has been done since CJCC began. A number of things have been developed to identify the jail population, why people are there, how long they are there, etc. He feels our community does a great job trying to keep people out of trouble. Our population is growing which causes an increase in problems such as crime, and public safety is necessary. We'll continue to fine tune programs and look for solutions, but he is proud of the job that is being done.

Move to adjourn: _____ Connolly _____ Second: _____ Mikulek _____ Meeting adjourned: 9:10 a.m.