

GOB Project 193 – Mental Health Diversion Facility
 Service Capacity and Fiscal Impact Estimates
 June 9, 2016

I. SUMMARY

The purpose of the Mental Health Diversion Facility (Facility) is to create a comprehensive and cost-effective system of care for individuals with serious mental illnesses who account for disproportionate public expenditures in the criminal justice, homeless services, and acute care medical and mental health treatment systems.

Services will focus on the unique treatment needs and crime-related risk factors associated with this population; as well as strategies for cost containment that reduce recidivism and leverage state and federal resources to pay for services.

Anticipated outcomes include decreased reliance on local taxpayer dollars, improved public safety and health, decreased chronic homelessness, and improved quality of life for county residents and visitors.

Fiscal impact estimates are as follows:¹

A. Existing diversion capacity:

- Estimated annual jail cost avoidance from pre-booking diversion: \$4.3 million
- Estimated annual jail cost avoidance from post-booking diversion: \$1.7 million
- Estimated reduction in annual jail bookings: 1,182
- Estimated reduction in annual jail days (equivalent to 93 beds/year): 34,079
- **Total existing annual cost avoidance: \$6 million**

B. New diversion capacity:

- Estimated annual jail cost avoidance from post-booking diversion: \$6.4 million
- Estimated annual JMH cost avoidance from uncompensated care: \$1.8 million
- Estimated reduction in annual jail bookings: 1,428
- Estimated reduction in annual jail days (equivalent to 99 beds/year): 36,176
- **Total new annual cost avoidance: \$8.2 million**

C. Total diversion capacity (existing + new):

- Estimated annual jail cost avoidance from pre-booking diversion: \$4.3 million
- Estimated annual jail cost avoidance from post-booking diversion: \$8.2 million
- Estimated annual JMH cost avoidance from uncompensated care: \$1.8 million
- Estimated reduction in annual jail bookings: 2,610
- Estimated reduction in annual jail days (equivalent to 192 beds/year): 70,255
- **Total estimated annual county cost avoidance: \$14.3 million**

¹ Estimates do not anticipate additional staffing needs across the Courts, MDCR, SAO, PDO, and CoC to facilitate operations.

II. BACKGROUND

Prevalence of Serious Mental Illnesses among the General Population:

- Miami-Dade County is home to the largest percentage of people with serious mental illnesses of any urban community in the United States.
- It has been estimated that 9.1% of the population (192,000 adults) experience serious mental illnesses, yet only 1% (24,000) receive treatment in the state funded community mental health system.
- Rates of serious mental illnesses are two to three times the national average in Miami-Dade County,² however per capita state spending for community-based treatment ranks 49th nationally among all states and the District of Columbia.³
- Individuals unable to access treatment in the community are at increased risk of becoming involved in the criminal justice system.

Miami-Dade Corrections and Rehabilitation Department:

- Nearly 11,000 jail bookings per year involve people with serious mental illnesses who require treatment while in custody.⁴
- On any given day, approximately 1,400 of the 4,600 (30%) individuals detained in county jail facilities receive psychiatric medications.⁵
- The county jail serves as the largest psychiatric institution in Florida housing more than half as many individuals with mental illnesses as all state psychiatric hospitals combined.⁶

² Based on prevalence rates of serious mental illnesses reported by the National Institute of Mental Health:
<http://www.nimh.nih.gov/health/statistics/prevalence/serious-mental-illness-smi-among-us-adults.shtml>
<http://www.treatmentadvocacycenter.org/storage/documents/smi-prevalence-chart.pdf>

³ Based on report of per capita expenditures for community-based programs, by state for 2012:
<http://www.nri-incdata.org/RevExp2012/T12.pdf>

⁴ Based on an average of 174.4 jail bookings per day between June 1, 2015 and May 31, 2016, resulting in roughly 64,000 bookings annually; and an estimated prevalence of serious mental illnesses among jail detainees of 16.9% as reported by Steadman and colleagues (2009):
<https://opendata.miamidade.gov/Corrections/Jail-Bookings-Rolled-up-By-Day/9zc6-3y4m>
<http://ps.psychiatryonline.org/doi/abs/10.1176/ps.2009.60.6.761>

⁵ Number of individuals receiving medication is based on information provided by MDCR. Total number of individuals in jail facilities is based on average daily population over the last 180 days reported in MDCR Daily Jail Population Statistics:
<http://www.miamidade.gov/idwdashboard/statistics-en-us.pdf>

⁶ According to the Department of Children and Families, there are approximately 1,500 civil beds and 1,100 forensic beds divided among 7 state funded treatment facilities, for a total of 2,600 state hospital beds:
<http://www.dcf.state.fl.us/admin/publications/docs/quickfacts.pdf>

- The estimated county taxpayer cost to house people with mental illnesses in jail is \$250,000 per day, or \$90 million annually.⁷

Impact of Recidivism – 97 Heavy Users:

Analysis by the *Louis de la Parte Florida Mental Health Institute* at the *University of South Florida* examined patterns of arrest and inpatient treatment among 97 “heavy users” of acute care and institutional services in Miami-Dade County. Most individuals were homeless and most were diagnosed with schizophrenia. Over a five-year period, these individuals accounted for:

- 2,200 county jail bookings.
- 27,000 days in county jail.
- 13,000 days in crisis units, hospitals, and emergency rooms.
- Each “heavy user” was booked into the county jail, on average, 4.5 times per year, and spent nearly a quarter of each year incarcerated or in other institutional settings.
- The cost to taxpayers for these services is conservatively estimated at \$13.7 million with little impact on reducing recidivism and virtually no return on investment.

Miami-Dade County: Heavy User Data Analysis	Total events over 5 years	Average per individual	Average per diem cost	Estimated total cost
Arrests	2,172	22	-	-
Jail days	26,640	275	\$178	\$4.7 million
Baker Act initiations	710	8.6	-	-
Inpatient psychiatric days	7,000	72	\$291	\$2 million
State hospital days	3,200	33	\$331	\$1 million
Emergency room days	2,600	27	\$2,338	\$6 million
Total jail, inpatient, hosp, & ER days	39,440	407	-	\$13.7 million

NOTE: Number of events reported is based on information available in state and county archival databases. Due to incomplete reporting, actual utilization rates and costs are likely higher.

⁷ Estimates are based on approximately 1,400 inmates receiving daily psychotropic medications multiplied by an average daily cost per individual of \$178 (\$325 million annual operating budget ÷ average daily population (ADP) of 5,000 inmates – ADP includes both in- and out-of-facilities populations).
<http://www.miamidade.gov/budget/library/fy2015-16/adopted/volume-2/corrections-rehabilitation.pdf>

III. PROJECT OVERVIEW

A. Target Population: Adults with serious mental illnesses who have histories of repeated involvement in the justice, acute care treatment, and/or homeless systems; and who are:

- Involved in, or at risk of becoming involved in, the justice system.
- Diverted from the county jail either pre-booking (by law enforcement) or post-booking (by the courts).
- Assessed to be at moderate to high risk of future recidivism to the justice system and institutional settings.
- Screened to ensure they do not have significant histories of violence and are not likely to pose public safety concerns.

B. Services to Be Provided: The Facility will house a comprehensive array of treatment and support services including:

- Central-receiving center designated specifically for law enforcement and fire-rescue.
- Screening and assessment to identify individual risk factors and needs.
- Integrated adult crisis stabilization unit and addiction receiving facility.
- Various levels of residential treatment.
- Outpatient behavioral health and primary care treatment.
- Day treatment and day activity programs.
- Crisis respite services.
- Employment/vocational training services.
- Treatment for co-occurring substance use and trauma-related disorders.
- Expedited access to state and federal entitlement benefits.
- Community re-entry support services to assist individuals with linkages to basic needs after discharge, including ongoing treatment, housing, medications, clothing, and food.

- The Facility will also provide space for the courts and social service agencies (e.g., housing providers, legal services, and immigration services) that will address the comprehensive needs of individuals served.

C. Service Capacity: Estimated number of individuals to be served based on total bed capacity and anticipated length of stay:

Measure	Assessment	CSU	SRT	RTF	Total
Beds (daily capacity)	-	40	120	48	208
Est. length of stay (days)	-	5	90	180	275
Total annual bed-days	-	14,600	43,800	17,520	75,920
Daily admission capacity	20	8	1	0	-
Weekly admissions	140	56	9	2	-
Monthly admissions	600	243	41	8	-
Annual admissions	7,300	2,920	487	97	-

NOTE: CSU = Crisis Stabilization Unit; SRT = Short-Term Residential Treatment (locked units) ; RTF = Residential Treatment Facility

By housing a comprehensive array of services and supports in one location, and providing re-entry assistance upon discharge to the community, it is anticipated that many of the barriers and obstacles to navigating traditional community mental health and social services will be eliminated. The services planned for the Facility will address critical treatment needs that have gone unmet in the past and reduce the likelihood of recidivism to the justice system, crisis settings, and homelessness in the future.

IV. EXISTING JAIL DIVERSION PROGRAM (JDP) CAPACITY AND COST ESTIMATES

A. Pre-Booking Jail Diversion Program: Pre-booking JDP involves training law enforcement officers throughout the county in Crisis Intervention Team (CIT) policing. This training teaches officers to better recognize and respond to individuals experiencing psychiatric emergencies. People who may otherwise be arrested for minor offenses are diverted to crisis units to receive treatment in lieu of being admitted to the county jail.

To date, 4,700 law enforcement officers from all 36 local municipalities in Miami-Dade County, as well as Miami-Dade Public Schools have completed CIT training.

The following tables provide information about all service calls responded to by the Miami-Dade Police Department and City of Miami Police Department between 2010 and 2014, as well as CIT calls responded to by these agencies over the same period of time:

All Calls for Service ⁸	2010	2011	2012	2013	2014	Total	Avg
Calls	1,049,378	1,046,169	1,042,944	1,021,323	934,625	5,094,439	1,018,888
Arrests	96,294	80,876	81,360	74,223	66,244	398,997	79,799
Arrests per 10,000 calls	918	773	780	727	709	–	783
Estimated bookings ⁹	64,036	53,783	54,104	49,358	44,052	265,333	53,067
Est bkgs per 10,000 calls	610	514	519	483	471	–	521

CIT Calls ¹⁰	2010	2011	2012	2013	2014	Total	Avg
Annual mental health calls	8,020	9,756	10,404	10,626	11,042	49,848	9,970
Arrests made	4	45	27	9	24	109	22
Diversions to treatment	1,940	3,563	2,118	1,215	1,871	10,707	2,141
Arrests per 10,000 CIT calls	5	46	26	8	22	–	22
Diversions per 10,000 CIT calls	2,419	3,652	2,036	1,143	1,694	–	2,148

- Per 10,000 calls, CIT interventions average 22 arrests (1 in 455 calls) – compared to 783 arrests (1 in 13 calls) across all police service calls – and 2,148 individuals assisted in accessing crisis treatment services (1 in 4.6 calls).
- Overall, CIT calls are 35 times (97%) less likely to result in arrest and 23 times (96%) less likely to result in jail booking as compared to all calls for police service.

B. Post-Booking Jail Diversion Program: The post-booking JDP serves individuals with serious mental illnesses charged with misdemeanor and less serious felony offenses who are booked into the jail. The program works with the stakeholders from the jail, the courts, and the community mental health system to: 1) screen and assess individuals referred for diversion, 2) facilitate admission from the jail to community-based treatment settings, 3) assist with discharge planning and linkages to housing, treatment, and support services, and 4) monitor ongoing access to care and criminal justice system involvement.

In 2015, the post-booking JDP received a total of 831 referrals, resulting in 480 diversions from the county jail and 320 individuals formally enrolled in JDP services.

⁸ Information regarding total annual service calls and arrests for the county were provided as the result of a request submitted to MDPD for this report. Information regarding total annual service calls and arrests for the city were collected from MDP annual reports: http://www.miami-police.org/annual_reports.html

⁹ Not all arrests result in jail admissions. In some instances individuals may be issued a promise to appear (PTA) or notice to appear (NTA) and released at the scene of the arrest. According to MDCR, there were 80,407 and 71,609 total jail bookings in 2013 and 2014 respectively. Over the same time period, FDLE reported a total of 120,204 and 108,478 adult arrests in Miami-Dade County. Combined, this results in an average annual arrest-to-jail-booking rate of 66.5%.
<https://www.miamidade.gov/corrections/library/biannual-report-2013-and-2014.pdf>
http://www.fdle.state.fl.us/cms/FSAC/Documents/PDF/arr_cnty13.aspx
http://www.fdle.state.fl.us/cms/FSAC/Documents/PDF/arr_cnty14.aspx

¹⁰ Information regarding annual CIT calls, arrests, and diversions were provided by MDPD and MPD.

Program referrals resulting in diversion from jail, average length of stay (LOS) in jail per referral booking, and average cost per referral booking for individuals in 2015:

Diverted from jail? ¹¹	N	%	Average LOS (days)	Average Cost
Yes	480	58%	20.9	\$ 3,726
No	351	42%	43.6	\$ 7,756
Total Referrals	831	100%	30.5	\$ 5,428
Difference			-22.7	\$ (4,030)

- Individuals diverted from the jail demonstrated a 52% reduction in jail days and costs for bookings associated with JDP referrals.

2015 total annual jail bookings, jail days, and costs by JDP enrollment status:

Enrolled in JDP services? ¹²	N	%	Total Bookings	Total Days	Average Bookings	Average Days	Average Cost
Yes	320	39%	597	10,942	2.0	37.3	\$ 6,639
No	511	61%	1,475	30,670	3.3	67.7	\$ 12,051
Total Referrals	831	100%	2,072	41,612	2.8	55.8	\$ 9,932
Difference					-1.2	-30.4	\$ (5,412)

- Individuals enrolled in JDP services demonstrated a 45% reduction in total annual jail days and costs.
- Total estimated annual reduction in jail days associated with JDP enrollment: 9,728
- Total estimated annual cost avoidance associated with JDP enrollment: \$1.7 million

V. ESTIMATED FISCAL IMPACT OF DIVERSION FACILITY AND DIVERSION PROGRAMS

A. Pre-Booking Jail Diversion Program:

- Estimated annual CIT calls county wide:¹³ 16,000
- Difference in jail bookings per 10,000 CIT calls vs all calls: 499
- Estimated reduction in annual jail bookings: 798
- Estimated reduction in annual jail days:¹⁴ 24,351

¹¹ Among those referred to JDP but not diverted, the most common reasons were: did not meet clinical or diagnostic criteria (45%), refused services (17%), legal case was closed prior to diversion taking place (15%), and ineligible due to past or current legal charges (15%).

¹² Among those diverted but not enrolled, the most common reasons were: declined voluntary participation (35%), refused treatment (17%), found not to meet clinical or diagnostic criteria upon further evaluation (17%), lack of community placement/services (15%), and ineligible due to past or current legal charges (7%).

¹³ Estimate is based on calculation of the number of CIT calls per 1,000 residents in unincorporated Miami-Dade County and the City of Miami, multiplied by the total county population.

¹⁴ Based on average length of stay per jail admission of 30.5 days across all JDP referrals in 2015.

- Estimated reduction in annual demand for jail beds: 67
- **Estimated annual jail cost avoidance (based on \$178 bed/day): \$4.3 million**

B. Post-Booking Jail Diversion Program:

- Average daily jail bookings: 174.4
- Average annual jail bookings: 63,656
- Estimated number of inmates with serious mental illnesses (16.9%): 10,758
- Estimated number of jail inmates eligible for referral to JDP (36%):¹⁵ 3,873

- In 2015, 58% of individuals referred for JDP services were diverted from jail to treatment settings in the community. These individuals spent an average of 22.7 fewer days in jail compared with individuals referred for JDP services who were not diverted. Based on the estimated number of jail inmates eligible to be referred for JDP services, is anticipated that as many as 2,246 may meet criteria for diversion from jail:
 - Existing annual diversion capacity: 480
 - Unmet annual diversion potential: 1,766
 - Facility crisis stabilization diversion capacity: 2,920

- In 2015, 39% of individuals referred to JDP programs were fully enrolled in services. Over the course of the year, these individuals demonstrated 1.2 fewer jail bookings and 30.4 fewer days in jail. Based on these figures, it is estimated that 1,510 individuals will be enrolled in JDP services annually:
 - Existing enrollment capacity: 320
 - Estimated reduction in annual jail bookings: 384
 - Estimated reduction in annual jail days: 9,728
 - Estimated reduction in annual demand for jail beds: 27
 - **Estimated annual jail cost avoidance: \$1.7 million**
 - New enrollment capacity: 1,190
 - Estimated reduction in annual jail bookings: 1,428
 - Estimated reduction in annual jail days: 36,176
 - Estimated reduction in annual demand for jail beds: 99
 - **Estimated annual jail cost avoidance: \$6.4 million**

¹⁵ Analysis completed by MDCR in 2008 examined charges among all individuals housed on mental health units of the Pre-Trial Detention Center. The purpose of the analysis was to estimate the number of individuals in the custody of MDCR who may be eligible for placement in the Mental Health Diversion Facility. It was reported that 36% of individuals were in custody on a most serious charge of a 3rd degree felony or lower level offense, making them eligible for JDP referral. An additional 12% of individuals were in custody on a most serious charge of a non-violent 2nd degree felony.

- Total enrollment capacity (existing + new): 1,510
 - Estimated reduction in annual jail bookings: 1,812
 - Estimated reduction in annual jail days: 45,904
 - Estimated reduction in annual demand for jail beds: 126
 - **Estimated annual jail cost avoidance: \$8.2 million**

C. Jackson Memorial Hospital (JMH):¹⁶ JMH serves as the largest psychiatric receiving facility in Miami-Dade County. Because the Mental Health Diversion Facility will be designated as a central receiving facility for law enforcement officers, there will be a substantial decrease in the number of individuals brought to JMH’s psychiatric emergency department.

- Average daily visits to psychiatric emergency department: 60
- Percent of daily visits involving law enforcement officers: 25%
- Number of daily visits involving law enforcement officers: 15
- Annual law enforcement visits: 5,475

- Percent of individuals who are admitted: 42.5%
- Annual admissions involving law enforcement: 2,327
- Average length of stay for individuals admitted: 5.5 days
- Average cost per admission (\$625 bed/day): \$3,438
- **Annual cost associated with law enforcement admissions: \$8 million**

- Percent of individuals who are indigent across all JMH visits: 23%
- **Estimated uncompensated care involving law enforcement: \$1.8 million¹⁷**

¹⁶ Information regarding daily visits, admissions, lengths of stay and costs were provided by Jackson Behavioral Health Hospital.

¹⁷ The percent of individuals who are indigent applies to all visits for services at JMH regardless of whether law enforcement officers were involved, as specific estimates for law enforcement related visits are not available. Because individuals brought to JMH by law enforcement are significantly more likely to be homeless and dependent on charity care, this is considered a very conservative estimate of the uncompensated care provided at JMH.