

Pinellas County, Florida: Improving Services for Juveniles with Mental Illness in Contact with the Juvenile Justice System

Strategic Planning Kickoff Meeting

Introduction

This report summarizes the Cross-Systems Mapping & Taking Action for Change workshop held in Pinellas County, Florida on June 21st and June 22nd 2011. The workshop was facilitated by the Florida Criminal Justice Mental Health and Substance Abuse (CJMHS) Technical Assistance Center at Florida Mental Health Institute (FMHI), University of South Florida (USF). This report includes:

- ❖ A brief review of the origins and background for the workshop
- ❖ Information gathered at the workshop based the Sequential Intercept Model or Cross-Systems Mapping
- ❖ An action planning matrix as developed by the group
- ❖ Summary, consensus and observations by the Florida CJMHS Technical Assistance Center to assist Pinellas County achieve its goals
- ❖ A cross-systems intercept map based on the perceptions of the Pinellas County participants

Background

The Pinellas County Public Safety Coordinating Council along with the full support of multiple local stakeholders requested that the Florida CJMHS Technical Assistance Center facilitate the Cross-Systems Sequential Intercept Model Mapping in Pinellas County, Florida to provide assistance with:

- ❖ Creation of a map of the points of interface among all relevant systems
- ❖ Identification of resources, gaps, and barriers in the existing systems
- ❖ Development of an initial strategic action plan to promote progress in addressing the criminal justice diversion and treatment needs of the target population

The participants in the workshop included 31 individuals representing multiple stakeholder systems, including leadership from mental health, substance abuse treatment, human services, corrections, advocates, law enforcement, the local school system, and the courts. A complete list of participants is available at the end of this document. Mark A. Engelhardt, M.S., ACSW, Kathleen A. Moore, Ph.D., and Jessica Mitchell, M.A. from USF-FMHI facilitated the workshop sessions.

Objectives of the Cross-Systems Mapping Exercise

The Cross-Systems Mapping Exercise had three primary objectives:

1. The development of a comprehensive picture of how juveniles with mental illness, substance abuse and co-occurring mental health and/or substance use disorders flow through the Pinellas County criminal justice system along five distinct intercept points: Law Enforcement and Emergency Services (Intercept 1), Initial Detention/Initial Court Hearings (Intercept 2), Jails and Courts (Intercept 3), Community Re-entry (Intercept 4), and Community Corrections/Community Support (Intercept 5).
2. The identification of gaps, resources, and opportunities at each intercept point for individuals in the target population.
3. The development of priority areas for activities designed to improve system and service level responses for individuals in the target population.

The Pinellas County Cross-Systems Map created during the workshop is on the last page of this document.

Resources and Opportunities

There are several features of the Pinellas County Systems Map that are particularly noteworthy. These include, but are not limited to the items listed below.

Existing Cross-Systems Partnerships include:

- ❖ Juvenile Arrest Avoidance Program
- ❖ Teen Court
- ❖ Juvenile Drug Court
- ❖ Behavioral Evaluations Program
- ❖ Bay Area Youth Services
- ❖ School-based Sanctions
 - Face-It Program
 - Step Program

Pinellas County Strengths Identified

- ❖ Long history of working together in multiple planning committees
- ❖ Pre-existing Civil Citation program for diversion
- ❖ Emphasis on juvenile prevention and intervention
- ❖ Experience implementing a CJMHSA Implementation Grant through the Public Defender's Office for Adults and other state grants
- ❖ Identification and pursuit of Federal Bureau of Justice Assistance Grants
- ❖ On-going Crisis Intervention Team (CIT) training for multiple law enforcement offices in Pinellas County

Pinellas County Cross-Systems Map Narrative

The following information reflects the information gleaned during the *Cross-Systems Mapping* Exercise during June, 2011. The stakeholder input includes a description of the map at each intercept point in the Sequential Intercept Map as perceived by the participants during the mapping process. Gaps in service delivery and resource opportunities are identified at each intercept point. These notes may be used as a reference in reviewing the Pinellas County Cross-Systems Map and as a tool in developing a formal strategic plan and/or future Memorandum of Understanding among community stakeholders, the Public Safety Coordinating Council or other local planning entities.

Intercept I: Initial Contact w/ Law Enforcement, Prevention Programs, or Emergency Services

➤ Identified Gaps – Law Enforcement / Emergency Services (Intercept 1)

- Need for linkages in the system via a multi-agency case manager
- Communication across systems
- Community organization and involvement through local stakeholders and community leaders in prevention efforts
 - Going into the community instead of asking families to come to a central location for services and programs.
- Lost truancy programs that acted as prevention for further involvement with law enforcement and delinquent activity

Intercept II: Initial Detention / Initial Detention and Court Appearance

➤ Identified Gaps – Initial Detention and Court Appearance (Intercept 2)

- Discontinued juvenile drug court, which shortened probation or eliminated child's probation with treatment compliance

Intercept III: Jails / Courts

No gaps were identified during the workshop session, although this intercept point will be addressed again in subsequent strategic planning meetings.

Intercept IV: Re-Entry

➤ Identified Gaps – Re-entry (Intercept 4)

- Need more assessments up front before VOPs (violation of probation) stack up and the juvenile gets into more trouble
- Courts currently examine each VOP within one act instead of lumping them together, so instead of having one act equate to one VOP it becomes multiple VOP issues
- Continuity of mental health and substance abuse care
- Need to expand supports or case management for juveniles on probation

Intercept V: Home and Community Supervision and Support

➤ Identified Gaps - Community Corrections / Community Support (Intercept 5)

- No transition from residential to home/community once released. Juveniles move from intense supervision to limited supervision within the home and typically reoffend.
- When released to home supervision, juveniles are going right back into what got them arrested in the first place – parental supervision is often lacking.
- Transition and pre-discharge planning from the Dept. of Juvenile Justice facilities, especially in the future with the reduction of secure beds
- Need for family involvement when planning a child's release back into the home/community

The Pinellas County Action Plan

Subsequent to the completion of the Systems Mapping exercise, the assembled stakeholders began to define specific steps that could be taken to address the gaps identified in the group discussion about the systems map. Five priority areas were identified, including opportunities for tactical interventions to promote “early, quick victories” and more strategic interventions to stimulate longer-term systems changes. These priority areas are outlined on the following pages. The Public Safety Coordinating Council CJMHSA Committee will need to refine the persons responsible for implementation, action items and longer term timetable.

Priority Area: Multi-agency Network (Clinical Pathways)
[All Intercepts – Best Practices]

Objective	Action Step	Who	When
Develop multi-agency committee focusing on clinical programs and evidence-based practices	Examine clinical pathways for those youth that have MH/SA issues Develop cross-training curriculum for various key stakeholders including law enforcement, judicial, MH/SA providers, etc.	<ul style="list-style-type: none"> • Community MH/SA Providers (Operation Par, PEMHS) • Juvenile Welfare Board (JWB) • Central Florida Behavioral Health Network (CFBHN) • School System • Public Defender's Office • State Attorney's Office • Law Enforcement 	Tom Camp (Operation Par) will host 1 st meeting within next 6 months

Priority Area: Community Engagement & Education
[Intercept 1]

Objective	Action Step	Who	When
<p>Dissemination of information about various intervention/diversion programs and access to resources</p> <p>Reach out to various community stakeholders including faith-based, community providers, families/caregivers</p>	<p>Develop pamphlets about intervention/diversion programs (for both parents and children) Examine funding resources</p> <p>Develop parent education tools</p>	<ul style="list-style-type: none"> • PEMHS • School System • Law Enforcement • Juvenile Welfare Board • Live Free Coalition • FAST 	<p>1st meeting within next 6 months</p>

**Priority Area: Expand Diversion
[Intercept 1]**

Objective	Action Step	Who	When
Expand diversion to 2 nd time offenders (focusing on big gap between 1 st and 2 nd offense)	Organize key stakeholders and develop criteria for diversion Develop quality resources for diversion, particularly for MH/SA issues	<ul style="list-style-type: none"> Juvenile Arrest Arbitration Project (JAAP) 	1 st meeting within next 6 months

**Priority Area: Pre-lease/ Discharge Planning/ Continuity of Care
[Intercept 4]**

Objective	Action Step	Who	When
Implement a transition team to discuss youth who will be discharged within 2 months	Develop linkages for youth when they are discharged Target specific youth who are high risk (MH/SA issues) Expand school programs for youth who cannot return to previous school due to serious crimes	<ul style="list-style-type: none"> Department of Juvenile Justice (DJJ) School System Community MH/SA Providers 	DJJ will host 1 st meeting within next 6 months

**Priority Area: Violation of Probation (VOP) and Court-Ordered Supervision
[Intercept 5]**

Objective	Action Step	Who	When
<p>Develop ad-hoc committee to examine the status of juvenile violation of probations (VOPs)</p> <p>Provide additional resources for those high risk youth that need more than court-ordered supervision</p>	<p>Focus on increased number of VOPs in the juvenile justice system Examine data system to see if youth is involved in MH/SA system</p> <p>Link those youth to resources in community Develop intervention program(s) to target these high risk youth</p>	<ul style="list-style-type: none"> • Court Administrator's Office • Judicial • DJJ • State Attorney's Office • Public Defender's Office • Law Enforcement • Community MH/SA providers 	<p>Michelle Ardabili (Court Administrator's Office) and Adrienne D'Alessandro-Conwell (DJJ) will set up a meeting with Judge Strom</p>

Conclusions: Summary

A process such as the Cross-Systems Mapping workshop can result in the acknowledgment of a challenging list of service gaps. In this respect, Pinellas County is much like most Florida counties and indeed like many jurisdictions in the United States. At the same time, Pinellas County is very unique and has important strengths.

- ❖ First, the individuals who participated in this workshop represented all of the major stakeholders necessary to accomplish change in this area.
- ❖ Second, participants were enthusiastic and frank in their comments and observations. This spirit of collegiality and willingness to discuss limitations as well as strengths is an important part of being able to work across systems, as is necessary in improving the lives of juveniles with mental illnesses in or at risk for entering the juvenile justice system.

As Pinellas County moves forward with its strategic planning process, there are several issues that may be of particular importance.

- ❖ First, the planning process over time needs to identify the specific points in the process where intervention is possible and might have the biggest impact. It is impossible within existing resources to resolve every problem identified in a planning process, but it is possible to identify the potential points where an intervention might make the most difference. There seems to be consensus that an intervention or addressing those juveniles who “violate probation,” may have the greatest immediate impact on keeping juveniles in the community and out of a cycle of detention.
- ❖ Second, it is worth inventorying the data that are currently available in making this judgment and identifying what types of data that could be useful but either are not collected or not retained in an accessible data base. The USF-FMHI CJMHSA Technical Assistance Center and/or Pinellas County Data Collaborative can assist in this task.
- ❖ Third, it is critical that the planning process not lose the momentum created to date. Planning meetings involving all relevant stakeholders should be conducted on a regular basis and assigned priority by stakeholders. This effort needs to be focused on the target population and not lost in the various planning committees in Pinellas County. In addition, there are a number of resources available to Pinellas County to accomplish some of the tasks identified during the workshop as next steps. Those resources should be utilized whenever possible to expand the capacity of the planning group.
- ❖ Community Organization and involvement – A longer term plan is for Pinellas County “to go back to its’ roots” or engaging communities at the neighborhood level, including parents, care givers, faith-based organizations, family centers, local schools, community policing efforts and other prevention or one-stop type of field-based interventions.
- ❖ Leadership – It will be incumbent upon the Public Safety Coordinating Council to provide the leadership needed to keep “decision makers” at the table, especially with state-wide policy changes occurring with the administration and potential privatization or local control of the juvenile justice system.

In closing, we would like to thank Pinellas County for allowing the CJMHSA Technical Assistance Center to facilitate this workshop. In particular we would like to thank Gina Gibbs and Tim Burns for their work in handling the local arrangements. Finally, we would like to express a great gratitude to all the local stakeholders who took the time to share their experiences throughout the two-day visit. We look forward to continuing to work with Pinellas County.

Resources

Website Resources and Partners	
Florida Criminal Justice Mental Health and Substance Abuse Technical Assistance Center	www.floridatac.org
Louis de la Parte Florida Mental Health Institute Department of Mental Health Law and Policy	http://mhlp.fmhi.usf.edu
Florida Partners in Crisis	http://www.flpic.org
Justice Center	www.justicecenter.csg.org
Policy Research Associates	www.prainc.com
National GAINS Center/ TAPA Center for Jail Diversion	www.gainscenter.samhsa.gov

Other Web Resources	
Center for Mental Health Services	www.mentalhealth.samhsa.gov/cmhs
Center for Substance Abuse Prevention	www.prevention.samhsa.gov
Center for Substance Abuse Treatment	www.csat.samhsa.gov
Council of State Governments Consensus Project	www.consensusproject.org
National Alliance for the Mentally Ill	www.nami.org
National Center on Cultural Competence	www11.georgetown.edu/research/gucchd/nccc/
National Clearinghouse for Alcohol and Drug Information	www.health.org
National Criminal Justice Reference Service	www.ncjrs.org
National Institute of Corrections	www.nicic.org
National Institute on Drug Abuse	www.nida.nih.gov
Office of Justice Programs	www.ojp.usdoj.gov
Partners for Recovery	www.partnersforrecovery.samhsa.gov
Substance Abuse and Mental Health Services Administration	www.samhsa.gov

List of Workshop Participants

Name	Organization	Title	E-Mail	Contact Info
Michelle Ardabily	Sixth Judicial Circuit Court	Chief Deputy Court Administrator	MArdabily@jud6.org	727-453-7035
Vance Arnett	State Attorney's Office	Director Community Programs	varnett@co.pinellas.fl.us	727-464-8151
Brian Bostick	Eckerd Community Alternatives	Director of Programs	bbostick@eckerd-eca.org	727 456-0600 x 2288
Tim Burns	Pinellas County Justice and Consumer Services	Director	Tburns@pinellascounty.org	15251 Roosevelt Blvd #209 Clearwater, FL 33760 727-453-7441
Tienne Callender	West Care		Tienne.callender@westcare.com	727-502-0188 x 310
Tom Camp	Operation Par	Vice President	TCamp@operpar.org	The Academy 6720 54 th Ave St. Pete, FL 33709
Adrienne D'Alessandro Conwell	Department of Juvenile Justice	Chief Probation Officer	Adrienne.Conwell@djj.state.fl.us	727-423-1639 (cell)
Linda Cooke	Pinellas County Sheriff's Office		lcooke@pcsonet.com	727-582-6200
Gina Gibbs	Pinellas County Justice and Consumer Services	Youth Coordinator	ggibbs@pinellascounty.org	15251 Roosevelt Blvd #209 Clearwater, FL 33760 727-453-7441
Vincent Giordano, PhD	Pinellas Juvenile Assessment Center/ Operation Par	Administrator	VGiordano@OperPar.org	727-464-7450

Jody Guntza	Eckerd Community Alternatives	Director National Advocacy and Publicity	JGrutza@eckerd.org	
Anna Huddleston-Aycock	Pinellas County Justice and Consumer Services	Justice Programs Analyst	ahuddles@pinellascounty.org	15251 Roosevelt Blvd # 209 Clearwater, FL 33760 727-464-6213 727-453-7433 (fax)
Althea Hudson	Pinellas County School Board, Dropout Prevention	Supervisor	hudsona@pcsb.org	727-588-6063
Benjamin J. Kirby	Juvenile Welfare Board		BKirby@jwbpinellas.org	
Diana Lenox	Pinellas County School Board	Director, Dropout Prevention	LENOXD@pcsb.org	727-588-6064 (office) 727-638-1714 (cell)
Lt. Scott MacDonald	St. Petersburg Police Department	Lieutenant	Scott.MacDonald@StPete.org	
Marcia Marcionette, M.A.	Juvenile Welfare Board	Researcher	mmarcionette@jwbpinellas.org	JWB Children's Services Council of Pinellas 14155 58th Street N Clearwater, FL 33760 727-547-5663 (direct) 727-547-5610 (fax) 727-278-5067 (cell)
Angela McKnight	Pinellas County Sheriff's Office		amcknight@pcsonet.com	727-582-6200
Stephen J. Nelson, Esq.	Office of the Public Defender, Sixth Judicial Circuit	Senior Assistant/Juvenile Division Supervising Attorney	snelson@co.pinellas.fl.us	14250 49th Street North Clearwater, Florida 33762 727-464-6977 727-464-6767 (fax)

Sgt. Rick North	Pinellas County Sheriff's Office		rnorth@pcsonet.com	727-582-6200
Carol Norton	Pinellas County School Board, Dropout Prevention	Supervisor	nortonc@pcsb.org	727-588-6065
Robin Ragan	Regional DCF-SAMH		Robin_Ragan@dcf.state.fl.us	
Rich Rolfes	Central Florida Behavioral Health Network	Quality Specialist - Childrens Mental Health	RRolfes@cfbhn.org	719 US Highway 301 South Tampa, FL 33619 813-740-4811 x 242 813-373-1107 (cell) 813-740-4877 (fax)
Linda Rogers	West Care			2510 Central Ave St. Pete, FL
Det. Steven Sequeira	St. Petersburg Police Department	Career offender Tracking & Apprehension (COTA)	Steven.Sequeira@stpete.org	727-551-3086 (desk) 727-893-7780 (dept) 727-893-4905 (fax)
Lorita Shirley	Eckerd Community Alternatives		LShirley@eckerd-eca.org	
Lt. Keith Somers	Pinellas County Sheriff's Office		ksomers@pcsonet.com	727-582-6200 727-582-6539
Mathew Spence	Human Services	Senior Planner	mspence@co.pinellas.fl.us	14155 58 th St N
Tom Toy	Youth Court		TToy@jud6.org	727-582-7400
Tom Wedekind	PEMHS		twedekind@pemhs.org	727-480-7284
Tasha Wilkerson	Suncoast Center		twilkerson@sccmh.org	727-327-7656

