

**MEMORANDUM
PLACER COUNTY HEALTH AND HUMAN SERVICES
Adult System of Care**

TO: Honorable Board of Supervisors

FROM: Richard J. Burton, M.D., M.P.H.
Placer County Health Officer and Director of Health & Human Services
Maureen Bauman, Director, Adult System of Care

DATE: October 2, 2007

SUBJECT: FY 2007-08 Plan and Application for Proposition 36 Program Services

ACTION REQUESTED:

Approve a Resolution delegating authority to the Director of Health and Human Services to approve the Placer County FY 2007-08 Proposition 36 Plan for Substance Abuse and Crime Prevention Act (\$778,518) and Offender Treatment Program funding application (\$161,859), future plans and applications, and funding amendments, for submission to the California Department of Alcohol and Drug Programs.

BACKGROUND:

The Placer County Proposition 36 program continues to provide effective drug treatment for low-level offenders who would otherwise use Placer jail beds. In January 2001, the Board of Supervisors designated the Department of Health and Human Services (HHS) as the lead agency for purposes of receiving funding from the Substance Abuse and Crime Prevention Act (SACPA).

In 2007/08 funding for SACPA was reduced and new funding was established as the Offender Treatment Program (OTP) with the end result being the same level of funding for Placer. A new required county match for OTP will be met with the use of client fees. The goal and purpose of OTP is to enhance outcomes for Proposition 36/SACPA eligible clients.

The new OTP program will prioritize service to participants at greatest risk for program failure in order to improve client outcomes, reduce recidivism, improve public safety, and use fewer jail beds.

The Placer County program is a collaborative model with partners including the Courts, Public Defender, District Attorney, Probation, HHS treatment staff, and treatment providers. The County Criminal Justice Policy Committee (CJPC) continues to provide oversight with regard to policy issues.

This plan was approved by CJPC at its September 12, 2007 meeting and by the Mental Health, Alcohol, and Drug Advisory Board on September 24, 2007.

Attachments for review:

- Executive Summary of the Placer County Plan for Substance Abuse and Crime Prevention Act (SACPA) of 2000 (Proposition 36) and Offender Treatment Program (OTP) Application for FY2007-08
- FY 2007-08 Placer County SACPA Plan and Offender Treatment Program Application

FISCAL IMPACT:

This program is funded through the State Alcohol and Drug Programs SACPA Allocation of \$778,518 and \$161,859 in OTP funds, with \$17,984 in local match that will be collected as Proposition 36 participant fees. There are no County general funds.

**Before the Board of Supervisors
County of Placer, State of California**

In the matter of:

Approval of Plans and Applications for the Substance Abuse and Crime Prevention Act of 2000 and Offender Treatment Programs for submission to the California Department of Alcohol and Drug Programs

Resolution No: _____

Ord. No.: _____

First Reading: _____

The following Resolution was duly passed by the Board of Supervisors of the County of Placer at a regular meeting held **October 2, 2007**, by the following vote on roll call:

Ayes:

Noes:

Absent:

Signed and approved by me after its passage.

Chairman, Board of Supervisors

Attest: _____
Clerk of said Board

BE IT RESOLVED that the Board of Supervisors of the County of Placer, State of California, hereby delegates authority to the Director of Health and Human Services to approve the Substance Abuse and Crime Prevention Act (SACPA) and Offender Treatment Program (OTP) County plans and applications, future plans and applications, and funding amendments, for submission to the California Department of Alcohol and Drug Programs, completed pursuant to Section 9515, Title 9, California Code of Regulations. Delegation of approval authority is made in accordance with California Code of Regulations, Title 9, Section 9515(b)(4). This delegation shall remain in full force and effect for the term of this program.

Executive Summary

Placer County Substance Abuse Crime Prevention Act (SACPA)/Proposition 36 Plan and Offender Treatment Program (OTP) Application ~ 2007/08

SACPA/Proposition 36: The Placer County Proposition 36 program continues to provide effective drug treatment for low-level offenders who would otherwise use Placer jail beds. A recent cost/benefit study of Proposition 36 statewide found that for offenders who enter treatment rather than prison, taxpayers saved \$2.50 for every \$1 invested in the program. And, for offenders who completed treatment, the savings jumped to \$4 for every \$1 spent. While the statewide average of completions is about 34%, Placer's completion rates average for FY 06/07 was 43%.

We continue to evaluate the program to improve our participant outcomes: reducing recidivism, increasing public safety, reducing use of Placer jail beds, and significantly improving the lives of our program participants, their families, and our community.

Regarding the Placer County Proposition 36/SACPA plan for FY 2007/08:

The State has allowed counties to submit their 2006/07 Plan if there have been no significant changes to the plan. We are submitting that Plan (attached) with the following change noted:

Changes to Proposition 36/SACPA in 2006/07:

Over the last year the Placer SACPA allocation has remained about the same from the year before, while program costs, including HHS and Probation staff and provider treatment, have increased significantly. We accommodated for this by absorbing the deficit equally across treatment (reducing contracts), HHS case management (eliminating one HHS case manager), and Probation (reducing the SACPA funds to Probation).

Consequently, case loads for both HHS and Probation have increased, and there are fewer treatment slots available to Proposition 36 clients in both residential and outclient than there were a year ago. We no longer keep clients in formal treatment for a full 12 months, but use clinical information to provide the most appropriate, sometimes the lowest level of treatment as a first option, which sometimes means shorter lengths of stay in formal treatment. We continue to provide Probation supervision and treatment case management during the full length of the program.

Offender Treatment Program: The Substance Abuse Offender Treatment Program (OTP) was established in FY 2006/07 through Assembly Bill 1808. The goal and purpose of OTP is to enhance outcomes for Proposition 36/SACPA eligible clients. Counties wishing to apply for OTP funds must propose enhanced treatment services that enable clients to enter, remain in, and complete treatment. The funds should reduce delays in available treatment, and counties must use a drug court model for their program. In addition, they must have a viable drug court for Prop. 36 felons who fail to complete Proposition 36. Finally, counties wishing to apply for OTP funds must provide a 10% local match.

Regarding the Placer County Application for OTP 2007/08:

- We are proposing to provide enhanced services to the two populations at highest risk of program failure: clients who have both mental illness and a substance abuse disorder (co-occurring disorders), and clients who have high rates of prior non-drug convictions. (Both of these populations have been identified in national studies and studies conducted by UCLA in California as being two of the groups of participants at the greatest risk for not completing treatment programs, including Proposition 36.)
- We will improve our screening and assessment processes to identify clients who fall in one or both of these priority groups
- We will use bus vouchers, family counseling, and clean and sober housing to improve outcomes for these clients
- We will prioritize residential placements for those clients in these at-risk populations who most need it
- We will continue to meet as a collaborative team of both criminal justice and treatment partners to insure more seamless coordination of services
- We will use innovative approaches to case management including specialized screening tools, motivational interviewing (an evidence-based treatment practice), and group case management to improve both client retention and client program completion outcomes

Changes from 2006/07 to 2007/08:

2006/07 – SACPA-Only Funding for Proposition 36

SACPA Allocation: \$935,564
County Match: None required
Plan: Attached

2007/08 - SACPA with OTP

SACPA Allocation: \$778,518
OTP Allocation if applied for: \$161,859
Total SACPA + OTP: \$940,377*
County Match for OTP (10%): \$17,984 (will use Proposition 36 fees and fines)
Plan: Attached

* Funding for both SACPA and OTP could increase if counties do not use all of their SACPA allocation and must return it to the State. These funds will then be redistributed. OTP funds could also increase if some counties do not apply or qualify. Funding allocations would increase for counties who do qualify.

PLACER COUNTY PLAN

**SUBSTANCE ABUSE AND CRIME PREVENTION ACT OF 2000
(SACPA)**

FISCAL YEAR 2007-2008

September 14, 2007

Prepared by:

Maureen F. Bauman, L.C.S.W.,

**Director Adult System of Care
Placer County Health and Human Services**

Exhibit A
FY 2007-08 County Plan and OTP Application Template

PART I: SACPA COUNTY PLAN

This part must be completed to be considered for distribution of SACPA funds.

1. The county's FY 2006-07 County Plan is currently on file at ADP. That plan is current for FY 2007-08 except as noted in question #2 below. Yes No

Note: If the answer is "NO" then an updated county plan must be submitted.

2. **Plan Changes from FY 2006-07 County Plan.** Identify any changes from the FY 2006-07 county plan to FY 2007-08 county plan in the following areas.

a) **Drug Treatment Services.** Describe changes in *drug treatment services* from the previous plan year. In consideration of changes, will the assessment process or assessment tools utilized change or be modified? Has the county increased capacity or length of treatment services for outpatient, residential or Narcotic Replacement Therapy (NRT) services? Is drug testing still utilized as a measure to modify a client's treatment needs? Do expenditures submitted in SRIS reflect increases or decreases? If so, an explanation is required. (For example; explain changes related to addition/reduction of treatment staff, length of treatment, treatment options, treatment capacity, etc.)

i) Expenditures submitted for FY 2007-08 are decreased from the prior year because we have significantly less rollover available for this fiscal year than we have in past years (FY 2006-07 \$428,941 in total rollover; FY 2007-08 \$75,490 in rollover).

ii) Over the last year the Placer SACPA allocation has remained about the same, while program costs, including staff and treatment, have increased significantly. We accommodated for this by spreading the reduction equally across treatment (reducing contracts, re-assigning one case manager, 1 FTE to another program), and reducing the SACPA contribution to Probation. Consequently, case loads have risen and residential placements and lengths of stay have had to be reduced. While the Prop.36 program participants continue to get services on the treatment continuum for the entire time they are in the program, we can no longer keep clients in "formal treatment groups" for the full 12 months of their program.

iii) However, we continue to have a dedicated court calendar, same day orientation and assessments, regular client contact, the use of testing as a measure to evaluate client's treatment program needs, and Prop.36 staff continuously work with treatment and service providers to ensure all clients are receiving clinically appropriate treatment.

b) **Other Services:** Describe changes in *additional services* supplemental to treatment from the previous plan year. Additional services include: vocational training, literacy training, family counseling, etc. Has the county expanded vocational opportunities for clients or collaborated with community resources to provide additional needs as assessed? Are there notable changes to services for persons with co-occurring disorders? Do expenditures submitted in SRIS reflect increases or decreases? If so, an explanation is required. (For example; explain changes related to addition/reduction of staff, providers of services, etc.)

i) Expenditures in FY 2007-08 are decreased due to the reduction in available rollover.

ii) Clients are referred to other services within Placer County and to community based services to assist them in recovering from substance abuse addictions and to avoid future involvement with the criminal justice system. These services may include referrals to county

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Exhibit A

FY 2007-08 County Plan and OTP Application Template

Mental Health, Social Services, literacy training, vocational training, domestic violence services, and Mental Health Services Act/Full Service Partnership.

c) **Criminal Justice Activities:** Describe changes in *criminal justice activities* from the previous plan year. Has the county modified involvement of criminal justice entities for supervision, case management approach or similar activity? Do expenditures submitted in SRIS reflect increases or decreases? If so, an explanation is required. (For example; explain changes related to addition/reduction of staff, changes in process or program involvement, etc.)

i) Expenditures in FY 2007-08 are decreased for criminal justice due to significant reductions in our available rollover.

ii) Other than a reduction in funding for Probation, we do not expect significant changes in criminal justice activities in FY 2007-08.

d) **Client Referral Projections:** Describe changes in *referrals* from the previous plan year. Explain the reasons for increases and decreases in the number of offenders referred to SACPA by both court/probation and parole. Do figures submitted in SRIS reflect increases or decreases? If so, an explanation is required. (For example; change in process to capture information, increased support and collaboration, etc.)

i) Our Prop.36 referrals have increased in FY 2006-07 and we anticipate this trend will continue. There were eighty (80) more referrals in FY 2006-07 from FY 2005-06. This is, in part, a result of increased referrals from the local parole agents to the Prop.36 Program. Prop.36 staff have been working more closely with parole, and parole is now increasing their referrals into the Prop.36 treatment program. In addition, the increase in clients who are not parolees is likely due to the on-going efforts we are making in Placer to build a stronger and more collaborative Prop.36 team.

SACPA REPORTING INFORMATION SYSTEM-DATA ELEMENTS

To complete this portion, you must access SRIS and upload information. Refer to the plan/application guide for assistance in completing this section.

- SACPA/SATTA Expenditures by Entity
- Service/Activity Report
- Client Projections (Referrals)

PART II: OTP APPLICATION

Counties applying for OTP funds must establish a separate funding expenditure code for OTP costs and cannot place the funds in the Substance Abuse Treatment Trust Fund (SATTF). Counties must track FY 2006-07 funds separately from FY 2007-08 funds.

1. Will the county apply for OTP funds? Yes No

If yes, continue completion of Part II to be considered for receiving OTP funds. REQUIRED ELEMENTS MUST BE MET TO QUALIFY FOR OTP FUNDS AND ESTABLISH COUNTY ELIGIBILITY. If you are unsure if the county meets eligibility requirements, contact your county liaison.

If no, skip the remainder of Part II and complete Exhibit B: OTP Decline of Funds in addition to Part III, Board of Supervisors Approval for the SACPA funds you are requesting.

See plan/application guide for assistance in completing this section.

Goals

1. Enhance treatment services for offenders assessed to need them, including residential treatment and narcotic replacement therapy.

Describe what treatment services will be enhanced, and how enhancement will be connected to assessed need. Describe which strategies from the list above will be used to meet this goal.

Exhibit A

FY 2007-08 County Plan and OTP Application Template

Note: Strategies identified by State ADP and recommended for inclusion are underlined in the text below.

1) In order to better serve the two priority populations of clients for OTP (clients with co-occurring substance abuse and mental health disorders (COD), and clients with high rates of prior non-drug convictions Placer County will:

a) Expand capacity of treatment services by prioritized treatment slots in our co-occurring outpatient treatment program and residential treatment for clients at highest risk for recidivism.

b) Utilize additional screening tools by using a co-occurring disorders (COD) screener, like the one being developed by the State Co-Occurring Joint Action Council (COJAC), to identify early in the treatment planning process what enhanced treatment services a COD P36 client will need in order to improve client retention and program completion.

c) Locate assessment units or centers in or near the court by arranging to have assessment space adjacent to the new court house which is scheduled to be moved to the southwest end of our county.

2. Increase the proportion of sentenced offenders who enter, remain in, and complete treatment, through activities and approaches such as co-location of services, enhanced supervision of offenders, and enhanced services determined necessary through the use of existing drug test results.

Describe each county-specific activity to increase the proportion of client admissions, client retention, and completions. Describe which strategies from the list above will be used to meet this goal.

1) In order to achieve this objective, Placer will

a) Send our Prop.36 Coordinator and encourage our treatment providers to attend NIAX (Network for the Improvement of Addiction Treatment) training in order to learn methods we can implement to improve retention of clients, and program completions.

b) Work on quality improvement strategies with our treatment providers, including increased case management or oversight to help them better serve all clients, especially those who are COD or at highest risk of recidivism to improve retention and completion.

c) Add motivational elements to our program including sending clients postcards to acknowledge their good work in the program and encourage them to continue in treatment. Also, Placer will acquire a camera to take before and after photos of clients to help them see, literally, the way that they change as they continue in their recovery process.

d) Assess the possible disproportionate impact of limited treatment capacity, assessment procedures and treatment protocols across racial/ethnic groups by sending our Prop.36 manager and coordinator to training in cultural competency and doing an analysis of our existing services to identify ways to improve outcomes for racial/ethnic groups.

e) Use "Motivational Interviewing" in our assessment process, and provide training to our treatment providers to use this evidence based practice to improve retention and completions.

f) Provide specific training of staff and treatment providers in both "Seeking Safety" (evidence based curriculum for our female COD clients) and "Nurtured Heart" (promising practice) for use with clients who are also parents.

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Exhibit A
FY 2007-08 County Plan and OTP Application Template

3. Reduce delays in the availability of appropriate treatment services.

Describe existing delays, including details of how the delay is measured, and the specific activity or practice the county will employ to reduce delays. Describe which strategies from the list above will be used to meet this goal.

I) Improve collaboration and coordination between criminal justice and treatment with the goal of admitting offenders into appropriate treatment in the shortest possible time by making sure that treatment providers meet at least bi-annually with the whole criminal justice team to help team members be more aware of the treatment options available to their clients in order to expedite admissions and reduce the number of eligible clients who otherwise do not enter treatment.

II) Conduct assessment and treatment placement in a single visit by making placement arrangements at the assessment appointment which will take place the same day as program orientation, and provide bus vouchers to priority clients who have challenges with getting transportation to treatment.

4. Employ a drug court model, including dedicated court calendars with regularly scheduled reviews of treatment progress, and strong collaboration by the courts, probation, and treatment.

Describe existing court practices, and specific activity or practice the county will employ to achieve a drug court model. Describe which strategies from the list above will be used to meet this goal.

I) Placer has always used a Drug Court model for its Prop.36 Program. We will have a weekly dedicated court calendar that is staffed by a dedicated Public Defender, District Attorney, Probation Officers, and treatment staff. Participants return for regular reviews, and their treatment progress is discussed with the whole team in pre-court conference sessions. This Prop.36 team meets regularly to discuss program improvements as well.

a) Use intermediate sanctions of graduating severity by including creative sanctions (additional appointments and check-ins; additional court appearances; waiting to be called to the end of the calendar; journaling, and community services) as well as creative rewards to improve compliance and participation.

b) Enhance criminal justice supervision of offenders by working with Probation to provide coordinated supervision to our priority clients in concert with treatment staff to better supervise this population.

5. Develop treatment services that are needed but not available.

Describe specific treatment services, presently not provided, that the county plans to develop including new services, client population to be served, and purposes of the planned services. Describe which strategies from the list above will be used to meet the goal.

I) Increase utilization of residential treatment services by expanding the capacity of our providers to serve our co-occurring Prop.36 clients by providing training and onsite case management support with staff trained in serving this population (this will also improve our retention and completion outcomes).

Exhibit A
FY 2007-08 County Plan and OTP Application Template

6. Other activities, approaches, and services.

Describe the specific activities, approaches and services not previously addressed that the county plans to pursue. The plan must describe the county's current outcomes or progress in terms of numbers and types of clients, and the anticipated improvement or enhancement anticipated as a result of the proposal. Describe which strategies from the list above will be used to meet the goal. The use of funds for other purposes must be approved by ADP.

i) Currently Placer estimates the number of Prop.36 client with co-occurring substance abuse and mental health disorders to be at approximately 20%. We have not collected this data, but will start with the approval of our OTP Plan to better evaluate these clients progress with enhanced OTP services. In addition, we have not been tracking the number of clients with more serious criminal histories to determine how their outcomes might be different than other participants. We will develop criteria for this priority population with the implementation of our OTP plan and will track their outcomes in order to compare them with the rest of our SACPA/Prob.36 population.

ii) Some of the additional activities, beyond those listed in #1 – 5, that will improve our OTP priority population outcomes are:

- a) Expand capacity of treatment services including sober living tied to outpatient by setting aside clean and sober living (T House) beds for our priority population and insure they concurrently receive outpatient drug treatment.
- b) Use ancillary services, including bus vouchers, to address transportation problems in our largely rural county to improve program participation and retention.
- c) Provide counseling services, including family counseling, to improve the outcomes for our priority populations.
- d) Expand treatment capacity by having Prop.36 staff provide group case management, including group visits at our treatment provider sites to better coordinate discharge plans.

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FY 2007-08 OTP Budget

County: PLACER

Section I. Treatment Related Costs: Budgeted Expenditures			
A	B	C	D
	Budget	Match Requirement	Projected Clients Served
Enhancing Treatment Services			
Residential Treatment	\$ 63,435	\$ 7,048	15
Narcotic Replacement Therapy	\$ -	\$ -	
Other Treatment Service	\$ -	\$ -	
Reduce Treatment Delays	\$ -	\$ -	
Increase Placement into Treatment	\$ -	\$ -	
Develop Treatment Services Not Currently Available	\$ -	\$ -	
Other Activities, Approaches or Services	\$ 98,424	\$ 10,936	25
TOTAL SECTION I	\$ 161,859	\$ 17,984	40
Section II. Criminal Justice/Other Costs: Budgeted Expenditures			
	Budget	Match Requirement	Projected Clients Served
Enhanced Supervision	\$ -	\$ -	
Other	\$ -	\$ -	
TOTAL SECTION II	\$ -	\$ -	0
GRAND TOTAL OF SECTIONS I & II	\$ 161,859	\$ 17,984	40

Section III. CERTIFICATION County Alcohol and Other Drug (AOD) Program Administrator's certification that all projected expenditures stated above are consistent with the requirements of the Substance Abuse Offender Treatment Program.

X

SACPA Lead Agency Designee Signature

Date: 14-Sep-07

Maureen F. Bauman, L.C.S.W., Director Adult System of Care

Please print name

Fees and Fines

Source of County Matching Funds

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PART III: Board of Supervisors Resolution

1. The Board of Supervisors resolution approving the above plan and application (if applicable) is not available at this time.

The anticipated completion date is: October 2, 2007

