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When Mental Illness Meets The Criminal Justice System

Jo Robinson, MFT

When President John F. Kennedy signed the Federal Community Mental Health Act of 1963, he promised that, "...if we launch a brand new mental health program possible within a decade or two to reduce the number of patients now under 50 percent or more." He further assured that "...the reliance on the cold metal isolation would be supplanted by the open warmth of community concern and

Forty-two years later, one wonders what John Kennedy would think if he were to walk the streets of San Francisco to learn that the San Francisco Police Department's use of law enforcement all across the country have, by default, become the mental health care for the marginalized mentally ill in our communities. If he were to enter America today, he would see these institutions of criminal justice are now holding more mentally ill than our psychiatric hospitals. President Kennedy's idealism and today's reality are a different type of custodial isolation, one of jails and prisons, has supplanted the isolation of hospital care.

For example, in Santa Clara County, when Agnews State Hospital closed its doors for the mentally ill, Santa Clara's county jail population arrest rate increased by a significant percent.¹ Inadvertently, criminal justice is tending to be the disease of mental illness.

According to the National GAINS Center, approximately 804,000 inmates with mental disorders are admitted to U.S. jails each year—70 percent are incarcerated for crimes.

Roughly 8 percent of the nation's jail population has a diagnosis of schizophrenia or major depression; in San Francisco that statistic is 10 percent. Jails and prisons are traumatic places; they can be traumatic for those with mental illness. Because of the conditions of incarceration and the consequential stress, many mentally ill people's condition worsens during detention. Additionally, some psychiatric medications cloud the judgment of an already vulnerable population even more vulnerable. Many individuals with mental health disorders have their first contact with a mental health professional through the criminal justice system. This happens because a previously undiagnosed mental illness is identified or the first psychotic break occurs during incarceration.

Criminalizing the mentally ill is not the right answer. As a state and as a national system that is broken.

When possible, the goal of our community should be preventing the incarceration of mentally ill individuals. The ideal is to provide adequate mental health treatment that is accessible to mentally ill individuals in the appropriate, least restrictive settings. This is a userfriendly, flexible system that subscribes to a belief that any door to treatment is a door. Nevertheless, when a person with mental illness does come into contact with the criminal justice system, appropriate programs and systems in criminal justice must be in place. Systemic programs should consist of diversion from jail; treatment while incarcerated; and discharge planning from jail into community treatment.

DIVERSION

Jail diversion's aim is to reduce or eliminate the time a mentally ill person spends in jail by moving him or her toward treatment in the Community Behavioral Health System. Diversion programs are designed to enhance public safety by making space available for violent offenders and providing judges with alternative options for mentally ill individuals who would be better served outside the criminal justice system. Diversion from the criminal justice system can take place at the point of contact with a police officer. Many cities and counties are providing Crisis Intervention Team (CIT) training to law enforcement officers. This specialized training teaches officers how to handle encounters involving people with a mental illness. It is hoped that this type of training will lead to better outcomes from police encounters with mentally ill individuals and reduce the number of arrests of the mentally ill. In San Francisco, the CIT classes began in 2001. Each class is 40 hours of training consisting of didactic instruction, experiential exercises, role plays, and conversations with consumers of mental health services and family members. The program is taught by mental health and law enforcement professionals. SFPD has completed 10 classes, graduating approximately 400 officers. An emerging and innovative form of diversion is Mental Health Courts. Mental health courts are therapeutic courts that use the court's authority and a multidisciplinary team approach in working toward getting a defendant out of jail and into community treatment. Once again San Francisco is a leader in the field of mental health and criminal justice. San Francisco has a mental health court (known as Behavioral Health Court) almost two years

TREATMENT WHILE IN CUSTODY

All inmates must be screened at booking for mental health problems. In addition, mental health programs must provide crisis intervention and management of acute psychiatric episodes; offer stabilization and treatment of mental disorders; and provide medication support services. Any

mentally disordered inmate who appears to be a danger to oneself or others, or who is severely disordered, must be transferred for further evaluation and treatment to a designated treatment facility (a place designated to receive people placed on 5150 WIC). The jail contains such a facility. These are all minimum jail standards governed and monitored by the Corrections Standards Authority. In San Francisco's jail, the mental health services are accredited by the Institute for Medical Quality (a subsidiary of the American Medical Association). One of the goals of this accreditation is to assure the jail medical/mental health services meet the community standard of care and not just minimum jail standards. We recognize that all inmates are part of the San Francisco community. They return to our neighborhood, influencing the health of all of us.

San Francisco's Jail Psychiatric Services (JPS) saw over 5,300 incarcerated inmates per year and hospitalized at SFGH approximately 750 mentally ill individuals who were involuntarily committed to treatment. JPS is considered to be a model program working with the San Francisco Sheriff's Department, CBHS, and the courts to treat, stabilize, and divert mentally ill offenders into community treatment programs.

DISCHARGE PLANNING

Whenever possible, the planning for the release of a mentally ill inmate needs to start at the beginning of their incarceration. As always, clients' needs and input should help guide the process. However, if a court case is pending or the person is on probation or parole, the criminal justice system will have input into the treatment and the discharge plan.

A recently released report confirmed that intensive case management is effective in addressing the needs of the mentally ill offender population that have been years.³ In San Francisco, we have developed an intensive case management forensic focus, UCSF's Citywide Case Management. This program works closely with the Behavioral Health Court taking challenging clients and stabilizing them in treatment.

While San Francisco is making progress with diversion, treatment and planning for people with mental health diseases who come into contact with the criminal justice system, there is still a long way to go. Until the rate of serious mental illness in jails and prisons is no more or less than that of the free population, there is work to be done. The needs of the marginalized mentally ill must be removed from the profession of law enforcement and returned to the health care community. We, the health care providers, cannot stand back and take a passive stance. We must advocate for change in the system and public policy that treats mental illness as a disease, not a crime, in appropriate, evidence-based and emerging practices. Perhaps, then, JFK's promise can be fulfilled.

Jo Robinson, MFT, is the program director of San Francisco's Jail Psychiatric Services. She was appointed to a six-year term on the California's Council on Mentally Ill Offenders in 2004. She serves on the board of directors for the Forensic Mental Health Association of California and is a surveyor for the Institute for Medical Quality's Correction and Healthcare.

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