



## PUBLIC SAFETY CITIZEN TASK FORCE

### August 21, 2013 Meeting Staff Report

#### **Recommendation**

It is recommended that the City of Santa Cruz Public Safety Citizen Task Force (PSTF) hear and deliberate on expert presentations regarding Theme 1: Environmental Degradation and Behaviors Affecting our Sense of Safety in the City’s Parks, Open Spaces, Beaches and Business Districts.

It is further recommended that the TF members come prepared to ask questions of the expert panel, keeping in mind the preferred outcome of the PSTF: a set of quantifiable recommendations which can be operationalized by the City, County, neighborhoods and/or voters.

#### **Background**

The City of Santa Cruz Public Safety Citizen Task Force (PSTF) has held seven meetings thus far. Following its inaugural meeting that focused on governance and schedule, the two subsequent meetings provided the City’s perspective on current public safety issues and community members an opportunity to share with the PSTF their personal concerns and priorities through open comment. Both meetings were intended to assist the PSTF in developing its work plan and priorities.

During its fourth meeting, the PSTF set its educational priorities around a set of four themes.

No.	Theme	Questions
1	Environmental Degradation and Behaviors Affecting our Sense of Safety in the City’s Parks, Open Spaces, Beaches and Businesses Districts.	<ol style="list-style-type: none"> <li>1. Other than the City, what jurisdictions are involved with the management of these issues?</li> <li>2. What resources are necessary to reduce the prevalence of these activities/behaviors and mitigate their effects?</li> </ol>
2	Drug and Alcohol Abuse, Drug Trafficking and Related Non-Violent or Petty Crime	<ol style="list-style-type: none"> <li>1. Other than the City, what jurisdictions are involved with the management of this issue?</li> <li>2. Are there adequate resources devoted to substance abuse treatment?</li> <li>3. What is the relationship between substance abuse and petty crime in our community?</li> <li>4. Are there too many high-risk alcohol outlets in our community?</li> <li>5. How does substance abuse play a role in Theme 1?</li> <li>6. Is drug dealing more prevalent in our community than other towns? Is the availability of hard drugs a cause of Theme 1?</li> </ol>

No.	Theme	Questions
3	Gang Violence and Violent Crime	<ol style="list-style-type: none"> <li>1. Other than the City, what jurisdictions are involved with the management of gangs and gang violence?</li> <li>2. What resources are necessary to reduce the prevalence of gang assemblage and violent crime in our community?</li> <li>3. What is the relationship between gang violence/violent crime and drug trafficking?</li> </ol>
4	Criminal Justice System and Governance	<ol style="list-style-type: none"> <li>1. How do current local and statewide policies and budget issues within the criminal justice system contribute to the severity of the public safety issues described in Themes 1-3?</li> </ol>

The fifth and sixth PSTF meetings were held on July 10<sup>th</sup> and July 24<sup>th</sup>. These meetings focused on drug abuse and related crime, Santa Cruz County substance abuse treatment options and best practices, and the intersection of drug treatment and the criminal justice system.

This staff report includes a summary of outcomes from the first meeting on Theme 1 and discussion around the focus of the second meeting on the theme.

### **August 7, 2013 Meeting Outcome**

The August 7<sup>th</sup> panel consisted of Rick Martinez, Deputy Chief Santa Cruz Police Department; Julie Hendee, Redevelopment Manager for the City; Monica Martinez, Director of the Homeless Services Center (HSC); and Ray Bramson, Homeless Encampment Project Manager for the City of San Jose.

Panelists Rick Martinez and Julie Hendee discussed the state of the community, regarding impact of the behaviors and activities around Theme 1. Monica Martinez provided perspective on the role of the HSC in reducing homelessness in Santa Cruz. Ray Bramson highlighted successful programs initiated in San Jose to address homelessness in his remarks.

Several overarching themes crystalized through panel remarks and Task Force follow-up questions;

- The effects of downtown loitering and unwanted behaviors dramatically impact business owners on Pacific Avenue and adjacent streets.
- Downtown Outreach Work(er) is successful, but comes at a price.
- Proximity of open space, jail, criminal justice system, levee and social services to downtown creates a significant problem. It is easy to stay within the downtown area.
- Community tolerance, over the decades, has factored into the level of homelessness we're seeing now.
- Reducing homelessness can be achieved through rapid rehousing. The Santa Cruz community historically invested in solutions for decades, but mostly in the form of short-term solutions that have not reduced the underlying condition.
- Illegal encampment removal can be effective with the significant resources coupled with early outreach with services and counseling.
- Reprogramming of open space, parks, etc. should be the City's top priority. Programming and environmental design, must accompany social services provision and enforcement.

## **August 21, 2013 Meeting Preparation**

The focus of the second meeting on Theme 1 is three-fold. First, the meeting will provide background on the state of mental illness in our community, giving the Task Force a foundation to draw conclusions on the role of mental illness as a cause for the behaviors and activities around Theme 1. Additionally, two panelists will be coming from over the hill, one to provide the County of Santa Clara's perspective on Theme 1, another who manages a program similar to our Homeless Services Center. Lastly, the Task Force will hear from a Superior Court Judge, who will provide her personal perspective on criminality in Santa Cruz. With this information, the Task Force can begin to grapple with the idea of branding and the "magnet effect" of our community, one of the areas of continued speculation.

## **Santa Cruz County Mental Health Overview**

A very brief overview of mental health services in Santa Cruz County is provided in this staff report, along with information on mental illness as reported by the most recent United Way CAP survey.

- **Santa Cruz County Health Services Agency**
  - Services provided by County Adult Mental Health:
    - Access and Assessment (informational)
    - Coordinated Care Treatment Teams
      - Jail mental health services
      - Maintaining ongoing stability through treatment team
      - Public guardian
      - The downtown outreach worker
        - The current Downtown Outreach Worker (DOW) is a County employee and is supervised by County Mental Health. In addition to the street outreach and linkage to services for the homeless, the position provides crisis intervention to individuals experiencing a mental health crisis, as well as providing in person response to SCPD's request for a mental health assessment of an individual downtown.
        - The City's contribution for FY 2012-2013 was \$80,000.
      - Community support services
      - County mental health crisis team and the Dominican Psychiatric Emergency Services team
      - Consultation for Primary Care
    - Forensic and jail treatment
    - Individual & group therapy
    - Medication management
    - Prevention and early intervention services
    - Public guardian
  - Community Based Organizations and Contractors
    - Specialized treatment and supportive housing
      - Dominican Behavioral Health Unit
      - Locked Skilled Nursing, MHRCs and IMDs
      - El Dorado Center (EDC) Residential Program
      - Crisis House
      - Front St., Inc
      - Santa Cruz Community Counseling Center
      - River St. Shelter

- <http://www.santacruzhealth.org/cmhs/2specialized%20treatment.htm>
  - Self-help resources
    - The Mental Health Client Action Network (MHCAN) Drop-in Center
    - The Mental Health Resource Center (MHRC)
    - <http://www.santacruzhealth.org/cmhs/2communityorgselfhelp.htm>
  - Vocational employment resources
    - Community Connection Custom Mailing Services
    - Career Services
    - The College Connection
    - <http://www.santacruzhealth.org/cmhs/2communityorgselfhelp.htm#Vocational>
  - Legal and advocacy resources
    - The Local Mental Health Board (LMHB)
    - The Ombudsman Advocate Inc. – Patient Rights
    - National Alliance for the Mentally Ill
      - <https://www.nami.org/MSTemplate.cfm?MicrositeID=298>
      - [http://www.nami.org/MSTemplate.cfm?Section=Thursday\\_Night\\_Support\\_Groups&Site=NAMI\\_Santa\\_Cruz\\_County&Template=/ContentManagement/ContentDisplay.cfm&ContentID=155106](http://www.nami.org/MSTemplate.cfm?Section=Thursday_Night_Support_Groups&Site=NAMI_Santa_Cruz_County&Template=/ContentManagement/ContentDisplay.cfm&ContentID=155106)
    - Mood Matters Peer Support Group
    - Dual Recovery Anonymous
    - <http://www.santacruzhealth.org/cmhs/2communityorgsother.htm#Legal>
  - Residential Care
    - Adults (18 – 60)
      - Front Street Residential Care Facility
      - Rose Acres
      - Willowbrook Residential Care Facilities
    - Older Adults (Older than 60 years of age)
      - Drake House
      - Willowbrook Residential Care Facilities
      - <http://www.santacruzhealth.org/cmhs/2communityorgsother.htm#Board>
  - Hospitalized and locked care
    - Dominican Behavioral Health Unit
    - Locked Skilled Nursing, MHRCs & IMDs
    - El Dorado Center Residential Program
    - Crisis House
    - Front St. Inc
    - Santa Cruz Community Counseling Center
    - River Street Shelter
    - <http://www.santacruzhealth.org/cmhs/2specialized%20treatment.htm>
  - Other Santa Cruz County Resources
    - National Alliance for the Mentally Ill
    - Mood Matters Peer Support Group
    - Dual Recovery Anonymous
    - <http://www.santacruzhealth.org/cmhs/2communityorgsother.htm#Other>
- Description of Services Provided by Community Based Organizations
  - Dual diagnosis treatment
  - Money management
  - Peer counselors

- Residential rehabilitation
- Self-help programs
- Sub-acute residential treatment
- Supportive employment services
- Supportive housing
- Wellness centers
- Child and Adolescent Mental Health Services Programs
  - System of Care
  - Early & Periodic Screening, Diagnosis, & Treatment (EPSDT)

City/County Interagency Program Proposal:

<http://www.cityofsantacruz.com/Modules/ShowDocument.aspx?documentid=27564>

- **Santa Cruz County Community Assessment Project (CAP) Survey:**

[http://www.appliedsurveyresearch.org/storage/database/quality-of-life/santacruzcap/cap18\\_2012/CAP%2018%20Health\\_FINAL.pdf](http://www.appliedsurveyresearch.org/storage/database/quality-of-life/santacruzcap/cap18_2012/CAP%2018%20Health_FINAL.pdf)

- 13.5% of respondents to CAP Survey stated that within the past 12 months they felt so sad or hopeless almost every day for two weeks or more in a row that they stopped doing some usual activities (white: 9.3% and latino: 26.4%).
- In SCC, in 2009, 13.1% of respondents (who said yes to previous question) needed to see a professional for problems with their emotional/mental health or alcohol/drug use (down from 19.7% in 2007). This is compared to 2009's 14.3% of California responders (which is down from 16.5% in 2007).
- In SCC, in 2009, 11.2% of respondents (who said yes to two questions ago) had actually seen a health care provider for problems with their emotional/mental or alcohol/drug use (down from 16.3% in 2007). This is compared to 2009's 10.9% of California responders (which is also down from 12.4% in 2007).
- In SCC, in 2009, 10% of respondents (who said yes to three questions ago) had taken prescription medication for their mental health or emotional problems almost daily for two weeks or more (up from 9.2%). This is compared to 2009's 9.7% of California responders (which is down from 10% in 2007).
- For the FY 2011/12, Santa Cruz County's four highest primary diagnoses were mood disorders (1,661), schizophrenia (990), adjustment disorders (802) and anxiety disorders (662)
  - Mood disorders include: major depressive disorder, dysthymic disorder (chronic, mild depression) and bipolar disorder (manic depression).
    - <http://www.nlm.nih.gov/medlineplus/mooddisorders.html>
  - Schizophrenia is a lifelong brain disorder, and symptoms may include hearing voices, hallucinations, hyper-paranoia, unusual thoughts/perceptions, disorders of movement, difficulty speaking and expressing emotion and/or problems with attention, memory and organization.
    - <http://vsearch.nlm.nih.gov/vivisimo/cgi-bin/query-meta?v%3Aproject=medlineplus&query=schizophrenia&x=0&y=0>
  - Adjustment disorder is a group of symptoms, such as stress, feeling sad or hopeless, and physical symptoms that occur because the individual is having a hard time coping, and their reaction is stronger or greater than what would be expected for the type of event that occurred.
    - <http://www.nlm.nih.gov/medlineplus/ency/article/000932.htm>
  - Anxiety disorders include: post-traumatic stress disorder, obsessive-compulsive disorder, social phobia and panic disorder (as well as others).

## Santa Clara County and Destination Home

Ky Le and Jennifer Loving will be joining the meeting panel. Both have extensive experience in the field of homelessness and can provide useful insight on practices in other communities. Below is a brief overview of their issues and programs.

### **Santa Clara County** (Ky Le – Director of Homeless Systems for Santa Clara County)

- Personal: Graduate from UC Davis with a degree in political science, a veteran of the U.S. Army, and a former homeless shelter director. Ran a permanent supportive housing program for homeless severely mentally ill adults through EHC LifeBuilders.
  
- Homelessness
  - 18,000-28,000 unduplicated homeless individuals annually
  - In a given night, approximately 7,067 unhoused individuals
  - 75% lived in the County when they became homeless
  - Veterans account for 10% of the homeless population
  - <http://www.cwda.org/downloads/meetings/conference2012/Homeless-Ky-Le.pdf>
  
- Illegal Camping
  - In 2009, 23.1% of respondents said they stayed overnight either in the outdoors, streets, parks, or encampments. This is down from 27% in 2007 (though, 2009's total in shelters is 34.6 %, down from 40.3% in 2007). In 2011, the number of homeless staying in shelters dropped to 26.9%. In 2011, the number of homeless staying outdoors, in streets, parks or encampments rose to 33.9% (now a larger percentage than those in shelters).
  - In 2009, nearly 24% of respondents indicated that they had tried to stay at a shelter or transitional housing facility within Santa Clara County in the 30 days prior to the survey, but had been turned away (down from 26% in 2007). In 2011, 18% of respondents indicated that they had tried to stay at a shelter within Santa Clara County in the 30 days prior to the survey, but had been turned down (though this number is lower than before, keep in mind how much lower the number of homeless that actually tried to stay in a shelter is).
  - Lack of beds was the most commonly listed reason for being turned away, followed by the respondents' alcohol/drug problem.
  - <http://campbell.patch.com/groups/around-town/p/homelessness-in-silicon-valley-how-things-have-changed>
  - <http://www.sccgov.org/sites/mhd/Services/Documents/SCCsshHomelessCountFinalReport-9-20-11.pdf>
  
- Public Nuisance
  - Santa Clara County has a homeless court program to specifically address the outstanding misdemeanor offenses and warrants of the homeless population.
    - Contra Costa County, Alameda County and San Diego County implemented similar programs.
    - Court sessions are held at local shelters (bringing the court to the homeless, where the other way around, they often do not make it).
    - Homeless court programs reduce court and jail costs, build community collaboration and improve access to court

- Homeless court helps intertwine parts of the community, such as local shelters, the court, service agencies, and the prosecutor and public defender.
- Initial referrals to homeless courts originate in shelters and service agencies.
- The prosecution and defense review the cases before the court hearing, both to make sure the offense is eligible for disposition through the homeless court program, and to create appropriate alternative sentencing.
  - Alternative sentencing substitutes participation in agency programs for fines and custody.
- Homeless courts are designed for efficiency – cases are heard and resolved, and people are sentenced, in one hearing. For more:
  - <http://www.homebaseccc.org/PDFs/RSC/4.20.07%20Homeless%20Court.pdf>
- Santa Clara County is part of 100K Homes (as is Santa Cruz County)
  - <http://100khomes.org/>

**City of San Jose, CA** (Jennifer Loving – Executive Director of Destination Home)

- Personal: bachelor's in psychology and a master's degree in counseling psychology from Cal Poly SLO, also a graduate of Harvard Business School's Strategic Perspectives in Nonprofit Management. Named one of the 100 women of influence in Silicon Valley in 2011.
- Homelessness:
  - Destination Home uses the Housing-First model.
  - Three-pronged approach:
    - Streamlining the public systems that serve the homeless
    - Focus community-based homeless services on the Housing-First model
    - & increasing the supply of permanent housing.
  - Is a leading partner of the Housing 1000 Campaign in conjunction with the national 100,000 Homes Campaign.
  - [http://destinationhomescc.org/documents/061912\\_1000Houses\\_Final.pdf](http://destinationhomescc.org/documents/061912_1000Houses_Final.pdf)
- Illegal Camping
  - In 2011, 4% of homeless respondents stayed in encampments, compared to 6.3% in 2009 and 2.1% in 2007.
  - In 2011, 28.9% of homeless respondents reported staying in an emergency, transitional or other shelter compared to 34.7% in 2009 and 42.2% in 2007.
  - 18% of survey respondents indicated that they had tried to stay at a shelter or transitional housing facility within Santa Clara County in the 30 days prior to the survey, but had been turned away. This is compared to 25.9% in 2009 and 23.3% in 2007.
  - The primary reasons for these people being turned down regarded the lack of beds or the individuals' alcohol/drug problems.
  - <http://www.sanjoseca.gov/DocumentCenter/View/1108>