### 108TH CONGRESS 2D SESSION

# S. 1194

## AN ACT

To foster local collaborations which will ensure that resources are effectively and efficiently used within the criminal and juvenile justice systems.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Mentally Ill Offender
- 5 Treatment and Crime Reduction Act of 2004".

### SEC. 2. FINDINGS.

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2	Congress	finds	the	$\pm 0110$	wing:
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- (1) According to the Bureau of Justice Statistics, over 16 percent of adults incarcerated in United States jails and prisons have a mental illness.
  - (2) According to the Office of Juvenile Justice and Delinquency Prevention, approximately 20 percent of youth in the juvenile justice system have serious mental health problems, and a significant number have co-occurring mental health and substance abuse disorders.
  - (3) According to the National Alliance for the Mentally Ill, up to 40 percent of adults who suffer from a serious mental illness will come into contact with the American criminal justice system at some point in their lives.
  - (4) According to the Office of Juvenile Justice and Delinquency Prevention, over 150,000 juveniles who come into contact with the juvenile justice system each year meet the diagnostic criteria for at least 1 mental or emotional disorder.
  - (5) A significant proportion of adults with a serious mental illness who are involved with the criminal justice system are homeless or at imminent risk of homelessness, and many of these individuals are arrested and jailed for minor, nonviolent offenses.

- (6) The majority of individuals with a mental illness or emotional disorder who are involved in the criminal or juvenile justice systems are responsive to medical and psychological interventions that integrate treatment, rehabilitation, and support services.
- 6 Collaborative programs between mental 7 health, substance abuse, and criminal or juvenile 8 justice systems that ensure the provision of services 9 for those with mental illness or co-occurring mental 10 illness and substance abuse disorders can reduce the 11 number of such individuals in adult and juvenile cor-12 rections facilities, while providing improved public 13 safety.

### 14 SEC. 3. PURPOSE.

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- The purpose of this Act is to increase public safety
  by facilitating collaboration among the criminal justice, juvenile justice, mental health treatment, and substance
  abuse systems. Such collaboration is needed to—
  - (1) protect public safety by intervening with adult and juvenile offenders with mental illness or co-occurring mental illness and substance abuse disorders;
  - (2) provide courts, including existing and new mental health courts, with appropriate mental health and substance abuse treatment options;

- 1 (3) maximize the use of alternatives to prosecu-2 tion through graduated sanctions in appropriate 3 cases involving nonviolent offenders with mental ill-4 ness;
  - (4) promote adequate training for criminal justice system personnel about mental illness and substance abuse disorders and the appropriate responses to people with such illnesses;
  - (5) promote adequate training for mental health and substance abuse treatment personnel about criminal offenders with mental illness or co-occurring substance abuse disorders and the appropriate response to such offenders in the criminal justice system;
  - (6) promote communication among adult or juvenile justice personnel, mental health and co-occurring mental illness and substance abuse disorders treatment personnel, nonviolent offenders with mental illness or co-occurring mental illness and substance abuse disorders, and support services such as housing, job placement, community, faith-based, and crime victims organizations; and
  - (7) promote communication, collaboration, and intergovernmental partnerships among municipal,

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1	county, and State elected officials with respect to
2	mentally ill offenders.
3	SEC. 4. DEPARTMENT OF JUSTICE MENTAL HEALTH AND
4	CRIMINAL JUSTICE COLLABORATION PRO-
5	GRAM.
6	(a) In General.—Title I of the Omnibus Crime
7	Control and Safe Streets Act of 1968 (42 U.S.C. 3711
8	et seq.) is amended by adding at the end the following:
9	"PART HH—ADULT AND JUVENILE
10	COLLABORATION PROGRAM GRANTS
11	"SEC. 2991. ADULT AND JUVENILE COLLABORATION PRO-
12	GRAMS.
13	"(a) Definitions.—In this section, the following
14	definitions shall apply:
15	"(1) APPLICANT.—The term 'applicant' means
16	States, units of local government, Indian tribes, and
17	tribal organizations that apply for a grant under this
18	section.
19	"(2) Collaboration program.—The term
20	'collaboration program' means a program to promote
21	public safety by ensuring access to adequate mental
22	health and other treatment services for mentally ill
23	adults or juveniles that is overseen cooperatively
24	by—

1	"(A) a criminal or juvenile justice agency
2	or a mental health court; and
3	"(B) a mental health agency.
4	"(3) Criminal or juvenile justice agen-
5	CY.—The term 'criminal or juvenile justice agency'
6	means an agency of a State or local government or
7	its contracted agency that is responsible for detec-
8	tion, arrest, enforcement, prosecution, defense, adju-
9	dication, incarceration, probation, or parole relating
10	to the violation of the criminal laws of that State or
11	local government.
12	"(4) Diversion and alternative prosecu-
13	TION AND SENTENCING.—
14	"(A) IN GENERAL.—The terms 'diversion'
15	and 'alternative prosecution and sentencing'
16	mean the appropriate use of effective mental
17	health treatment alternatives to juvenile justice
18	or criminal justice system institutional place-
19	ments for preliminarily qualified offenders.
20	"(B) Appropriate use.—In this para-
21	graph, the term 'appropriate use' includes the
22	discretion of the judge or supervising authority,
23	the leveraging of graduated sanctions to encour-
24	age compliance with treatment, and law en-

L	forcement	diversion,	including	crisis	interven-
)	tion teams				

- "(C) GRADUATED SANCTIONS.—In this paragraph, the term 'graduated sanctions' means an accountability-based graduated series of sanctions (including incentives, treatments, and services) applicable to mentally ill offenders within both the juvenile and adult justice system to hold individuals accountable for their actions and to protect communities by providing appropriate sanctions for inducing law-abiding behavior and preventing subsequent involvement in the criminal justice system.
- "(5) MENTAL HEALTH AGENCY.—The term 'mental health agency' means an agency of a State or local government or its contracted agency that is responsible for mental health services or co-occurring mental health and substance abuse services.
- "(6) Mental health court means a judicial program that meets the requirements of part V of this title.
- "(7) MENTAL ILLNESS.—The term 'mental illness' means a diagnosable mental, behavioral, or emotional disorder—

1	"(A) of sufficient duration to meet diag
2	nostic criteria within the most recent edition of
3	the Diagnostic and Statistical Manual of Men
4	tal Disorders published by the American Psy
5	chiatric Association; and
6	"(B)(i) that, in the case of an adult, has
7	resulted in functional impairment that substan
8	tially interferes with or limits 1 or more major
9	life activities; or
10	"(ii) that, in the case of a juvenile, has re
11	sulted in functional impairment that substan
12	tially interferes with or limits the juvenile's role
13	or functioning in family, school, or community
14	activities.
15	"(8) Nonviolent offense.—The term 'non
16	violent offense' means an offense that does not have
17	as an element the use, attempted use, or threatened
18	use of physical force against the person or property
19	of another or is not a felony that by its nature in
20	volves a substantial risk that physical force against
21	the person or property of another may be used in
22	the course of committing the offense.
23	"(9) Preliminarily qualified offender.—

The term 'preliminarily qualified offender' means an

1	adult or juvenile accused of a nonviolent offense
2	who—
3	"(A)(i) previously or currently has been di-
4	agnosed by a qualified mental health profes-
5	sional as having a mental illness or co-occurring
6	mental illness and substance abuse disorders; or
7	"(ii) manifests obvious signs of mental ill-
8	ness or co-occurring mental illness and sub-
9	stance abuse disorders during arrest or confine-
10	ment or before any court; and
11	"(B) has faced, is facing, or could face
12	criminal charges for a misdemeanor or non-
13	violent offense and is deemed eligible by a di-
14	version process, designated pretrial screening
15	process, or by a magistrate or judge, on the
16	ground that the commission of the offense is
17	the product of the person's mental illness.
18	"(10) Secretary.—The term 'Secretary'
19	means the Secretary of Health and Human Services.
20	"(11) Unit of local government.—The
21	term 'unit of local government' means any city,
22	county, township, town, borough, parish, village, or
23	other general purpose political subdivision of a
24	State, including a State court, local court, or a gov-

1	ernmental agency located within a city, county,
2	township, town, borough, parish, or village.
3	"(b) Planning and Implementation Grants.—
4	"(1) In General.—The Attorney General, in
5	consultation with the Secretary, may award non-
6	renewable grants to eligible applicants to prepare a
7	comprehensive plan for and implement an adult or
8	juvenile collaboration program, which targets pre-
9	liminarily qualified offenders in order to promote
10	public safety and public health.
11	"(2) Purposes.—Grants awarded under this
12	section shall be used to create or expand—
13	"(A) mental health courts or other court-
14	based programs for preliminarily qualified of-
15	fenders;
16	"(B) programs that offer specialized train-
17	ing to the officers and employees of a criminal
18	or juvenile justice agency and mental health
19	personnel serving those with co-occurring men-
20	tal illness and substance abuse problems in pro-
21	cedures for identifying the symptoms of prelimi-
22	narily qualified offenders in order to respond
23	appropriately to individuals with such illnesses;
24	"(C) programs that support cooperative ef-
25	forts by criminal and juvenile justice agencies

1	and mental health agencies to promote public
2	safety by offering mental health treatment serv-
3	ices and, where appropriate, substance abuse
4	treatment services for—
5	"(i) preliminarily qualified offenders
6	with mental illness or co-occurring mental
7	illness and substance abuse disorders; or
8	"(ii) adult offenders with mental ill-
9	ness during periods of incarceration, while
10	under the supervision of a criminal justice
11	agency, or following release from correc-
12	tional facilities; and
13	"(D) programs that support intergovern-
14	mental cooperation between State and local gov-
15	ernments with respect to the mentally ill of-
16	fender.
17	"(3) Applications.—
18	"(A) In general.—To receive a planning
19	grant or an implementation grant, the joint ap-
20	plicants shall prepare and submit a single appli-
21	cation to the Attorney General at such time, in
22	such manner, and containing such information
23	as the Attorney General and the Secretary shall

reasonably require. An application under part V

of this title may be made in conjunction with an application under this section.

"(B) COMBINED PLANNING AND IMPLE-MENTATION GRANT APPLICATION.—The Attorney General and the Secretary shall develop a procedure under which applicants may apply at the same time and in a single application for a planning grant and an implementation grant, with receipt of the implementation grant conditioned on successful completion of the activities funded by the planning grant.

### "(4) Planning grants.—

- "(A) APPLICATION.—The joint applicants may apply to the Attorney General for a non-renewable planning grant to develop a collaboration program.
- "(B) Contents.—The Attorney General and the Secretary may not approve a planning grant unless the application for the grant includes or provides, at a minimum, for a budget and a budget justification, a description of the outcome measures that will be used to measure the effectiveness of the program in promoting public safety and public health, the activities proposed (including the provision of substance

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1	abuse treatment services, where appropriate)
2	and a schedule for completion of such activities,
3	and the personnel necessary to complete such
4	activities.
5	"(C) Period of Grant.—A planning
6	grant shall be effective for a period of 1 year,
7	beginning on the first day of the month in
8	which the planning grant is made. Applicants
9	may not receive more than 1 such planning
10	grant.
11	"(D) Amount.—The amount of a plan-
12	ning grant may not exceed \$75,000, except that
13	the Attorney General may, for good cause, ap-
14	prove a grant in a higher amount.
15	"(E) COLLABORATION SET ASIDE.—Up to
16	5 percent of all planning funds shall be used to
17	foster collaboration between State and local
18	governments in furtherance of the purposes set
19	forth in the Mentally Ill Offender Treatment
20	and Crime Reduction Act of 2004.
21	"(5) Implementation grants.—
22	"(A) Application.—Joint applicants that

have prepared a planning grant application may

apply to the Attorney General for approval of a

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1	nonrenewable implementation grant to develop
2	a collaboration program.
3	"(B) Collaboration.—To receive an im-
4	plementation grant, the joint applicants shall—
5	"(i) document that at least 1 criminal
6	or juvenile justice agency (which can in-
7	clude a mental health court) and 1 mental
8	health agency will participate in the ad-
9	ministration of the collaboration program;
10	"(ii) describe the responsibilities of
11	each participating agency, including how
12	each agency will use grant resources to
13	provide supervision of offenders and jointly
14	ensure that the provision of mental health
15	treatment services and substance abuse
16	services for individuals with co-occurring
17	mental health and substance abuse dis-
18	orders are coordinated, which may range
19	from consultation or collaboration to inte-
20	gration in a single setting or treatment
21	model;
22	"(iii) in the case of an application
23	from a unit of local government, document
24	that a State mental health authority has
25	provided comment and review; and

1	"(iv) involve, to the extent practicable,
2	in developing the grant application—
3	"(I) preliminarily qualified of-
4	fenders;
5	"(II) the families and advocates
6	of such individuals under subclause
7	(I); and
8	"(III) advocates for victims of
9	crime.
10	"(C) CONTENT.—To be eligible for an im-
11	plementation grant, joint applicants shall com-
12	ply with the following:
13	"(i) Definition of Target Popu-
14	LATION.—Applicants for an implementa-
15	tion grant shall—
16	"(I) describe the population with
17	mental illness or co-occurring mental
18	illness and substance abuse disorders
19	that is targeted for the collaboration
20	program; and
21	"(II) develop guidelines that can
22	be used by personnel of an adult or
23	juvenile justice agency to identify pre-
24	liminarily qualified offenders.

1	"(ii) Services.—Applicants for an
2	implementation grant shall—
3	"(I) ensure that preliminarily
4	qualified offenders who are to receive
5	treatment services under the collabo-
6	ration program will first receive indi-
7	vidualized, validated, needs-based as-
8	sessments to determine, plan, and co-
9	ordinate the most appropriate services
10	for such individuals;
11	"(II) specify plans for making
12	mental health, or mental health and
13	substance abuse, treatment services
14	available and accessible to prelimi-
15	narily qualified offenders at the time
16	of their release from the criminal jus-
17	tice system, including outside of nor-
18	mal business hours;
19	"(III) ensure that there are sub-
20	stance abuse personnel available to re-
21	spond appropriately to the treatment
22	needs of preliminarily qualified offend-
23	ers;
24	"(IV) determine eligibility for
25	Federal benefits;

1	"(V) ensure that preliminarily
2	qualified offenders served by the col-
3	laboration program will have adequate
4	supervision and access to effective and
5	appropriate community-based mental
6	health services, including, in the case
7	of individuals with co-occurring men-
8	tal health and substance abuse dis-
9	orders, coordinated services, which
10	may range from consultation or col-
11	laboration to integration in a single
12	setting treatment model;
13	"(VI) make available, to the ex-
14	tent practicable, other support serv-
15	ices that will ensure the preliminarily
16	qualified offender's successful re-
17	integration into the community (such
18	as housing, education, job placement,
19	mentoring, and health care and bene-
20	fits, as well as the services of faith-
21	based and community organizations
22	for mentally ill individuals served by
23	the collaboration program); and
24	"(VII) include strategies, to the
25	extent practicable, to address develop-

1	mental and learning disabilities and
2	problems arising from a documented
3	history of physical or sexual abuse.
4	"(D) Housing and Job placement.—
5	Recipients of an implementation grant may use
6	grant funds to assist mentally ill offenders com-
7	pliant with the program in seeking housing or
8	employment assistance.
9	"(E) Policies and procedures.—Appli-
10	cants for an implementation grant shall strive
11	to ensure prompt access to defense counsel by
12	criminal defendants with mental illness who are
13	facing charges that would trigger a constitu-
14	tional right to counsel.
15	"(F) Financial.—Applicants for an im-
16	plementation grant shall—
17	"(i) explain the applicant's inability to
18	fund the collaboration program adequately
19	without Federal assistance;
20	"(ii) specify how the Federal support
21	provided will be used to supplement, and
22	not supplant, State, local, Indian tribe, or
23	tribal organization sources of funding that
24	would otherwise be available, including bill-
25	ing third-party resources for services al-

1	ready covered under programs (such as
2	Medicaid, Medicare, and the State Chil-
3	dren's Insurance Program); and
4	"(iii) outline plans for obtaining nec-
5	essary support and continuing the pro-
6	posed collaboration program following the
7	conclusion of Federal support.
8	"(G) Outcomes.—Applicants for an im-
9	plementation grant shall—
10	"(i) identify methodology and outcome
11	measures, as required by the Attorney
12	General and the Secretary, to be used in
13	evaluating the effectiveness of the collabo-
14	ration program;
15	"(ii) ensure mechanisms are in place
16	to capture data, consistent with the meth-
17	odology and outcome measures under
18	clause (i); and
19	"(iii) submit specific agreements from
20	affected agencies to provide the data need-
21	ed by the Attorney General and the Sec-
22	retary to accomplish the evaluation under
23	clause (i).
24	"(H) State plans.—Applicants for an
25	implementation grant shall describe how the

1	adult or juvenile collaboration program relates
2	to existing State criminal or juvenile justice and
3	mental health plans and programs.
4	"(I) Use of funds.—Applicants that re-
5	ceive an implementation grant may use funds
6	for 1 or more of the following purposes:
7	"(i) Mental Health courts and
8	DIVERSION/ALTERNATIVE PROSECUTION
9	AND SENTENCING PROGRAMS.—Funds may
10	be used to create or expand existing men-
11	tal health courts that meet program re-
12	quirements established by the Attorney
13	General under part V of this title, other
14	court-based programs, or diversion and al-
15	ternative prosecution and sentencing pro-
16	grams (including crisis intervention teams
17	and treatment accountability services for
18	communities) that meet requirements es-
19	tablished by the Attorney General and the
20	Secretary.
21	"(ii) Training.—Funds may be used
22	to create or expand programs, such as cri-
23	sis intervention training, which offer spe-
24	cialized training to—

1	"(I) criminal justice system per-
2	sonnel to identify and respond appro-
3	priately to the unique needs of pre-
4	liminarily qualified offenders; or
5	"(II) mental health system per-
6	sonnel to respond appropriately to the
7	treatment needs of preliminarily quali-
8	fied offenders.
9	"(iii) Service delivery.—Funds
10	may be used to create or expand programs
11	that promote public safety by providing the
12	services described in subparagraph (C)(ii)
13	to preliminarily qualified offenders.
14	"(iv) In-Jail and transitional
15	SERVICES.—Funds may be used to pro-
16	mote and provide mental health treatment
17	and transitional services for those incarcer-
18	ated or for transitional re-entry programs
19	for those released from any penal or cor-
20	rectional institution.
21	"(J) Geographic distribution of
22	GRANTS.—The Attorney General, in consulta-
23	tion with the Secretary, shall ensure that plan-
24	ning and implementation grants are equitably
25	distributed among the geographical regions of

1	the United States and between urban and rural
2	populations.
3	"(c) Priority.—The Attorney General, in awarding
4	funds under this section, shall give priority to applications
5	that—
6	"(1) demonstrate the strongest commitment to
7	ensuring that such funds are used to promote both
8	public health and public safety;
9	"(2) demonstrate the active participation of
10	each co-applicant in the administration of the col-
11	laboration program;
12	"(3) document, in the case of an application for
13	a grant to be used in whole or in part to fund treat-
14	ment services for adults or juveniles during periods
15	of incarceration or detention, that treatment pro-
16	grams will be available to provide transition and re-
17	entry services for such individuals; and
18	"(4) have the support of both the Attorney
19	General and the Secretary.
20	"(d) Matching Requirements.—
21	"(1) Federal share.—The Federal share of
22	the cost of a collaboration program carried out by a
23	State, unit of local government, Indian tribe, or trib-
24	al organization under this section shall not exceed—

1	"(A) 80 percent of the total cost of the
2	program during the first 2 years of the grant;
3	"(B) 60 percent of the total cost of the
4	program in year 3; and
5	"(C) 25 percent of the total cost of the
6	program in years 4 and 5.
7	"(2) Non-federal share.—The non-Federal
8	share of payments made under this section may be
9	made in cash or in-kind fairly evaluated, including
10	planned equipment or services.
11	"(e) Federal Use of Funds.—The Attorney Gen-
12	eral, in consultation with the Secretary, in administering
13	grants under this section, may use up to 3 percent of
14	funds appropriated to—
15	"(1) research the use of alternatives to prosecu-
16	tion through pretrial diversion in appropriate cases
17	involving individuals with mental illness;
18	"(2) offer specialized training to personnel of
19	criminal and juvenile justice agencies in appropriate
20	diversion techniques;
21	"(3) provide technical assistance to local gov-
22	ernments, mental health courts, and diversion pro-
23	grams, including technical assistance relating to pro-
24	gram evaluation:

1	"(4) help localities build public understanding
2	and support for community reintegration of individ-
3	uals with mental illness;
4	"(5) develop a uniform program evaluation
5	process; and
6	"(6) conduct a national evaluation of the col-
7	laboration program that will include an assessment
8	of its cost-effectiveness.
9	"(f) Interagency Task Force.—
10	"(1) IN GENERAL.—The Attorney General and
11	the Secretary shall establish an interagency task
12	force with the Secretaries of Housing and Urban
13	Development, Labor, Education, and Veterans Af-
14	fairs and the Commissioner of Social Security, or
15	their designees.
16	"(2) Responsibilities.—The task force estab-
17	lished under paragraph (1) shall—
18	"(A) identify policies within their depart-
19	ments that hinder or facilitate local collabo-
20	rative initiatives for preliminarily qualified of-
21	fenders; and
22	"(B) submit, not later than 2 years after
23	the date of enactment of this section, a report
24	to Congress containing recommendations for
25	improved interdepartmental collaboration re-

- garding the provision of services to preliminarily qualified offenders.
- 3 "(g) MINIMUM ALLOCATION.—Unless all eligible ap-
- 4 plications submitted by any State or unit of local govern-
- 5 ment within such State for a planning or implementation
- 6 grant under this section have been funded, such State, to-
- 7 gether with grantees within the State (other than Indian
- 8 tribes), shall be allocated in each fiscal year under this
- 9 section not less than 0.75 percent of the total amount ap-
- 10 propriated in the fiscal year for planning or implementa-
- 11 tion grants pursuant to this section.
- 12 "(h) AUTHORIZATION OF APPROPRIATIONS.—There
- 13 are authorized to be appropriated to the Department of
- 14 Justice to carry out this section—
- 15 "(1) \$50,000,000 for fiscal year 2005; and
- 16 "(2) such sums as may be necessary for fiscal
- 17 years 2006 through 2009.".
- 18 (b) List of "Best Practices".—The Attorney
- 19 General, in consultation with the Secretary of Health and
- 20 Human Services, shall develop a list of "best practices"

- 1 for appropriate diversion from incarceration of adult and
- 2 juvenile offenders.

Passed the Senate October 11, 2004.

Attest:

Secretary.

# 108TH CONGRESS S. 1194

# AN ACT

To foster local collaborations which will ensure that resources are effectively and efficiently used within the criminal and juvenile justice systems.