#### Union Calendar No. 452

108TH CONGRESS 2D SESSION

### S. 1194

[Report No. 108-732]

#### IN THE HOUSE OF REPRESENTATIVES

OCTOBER 28, 2003
Referred to the Committee on the Judiciary

OCTOBER 5, 2004

Reported with an amendment, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Strike out all after the enacting clause and insert the part printed in italic]

[For text of Senate passed bill, see copy of bill as referred in the House of Representatives on October 28, 2003]

#### 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".

#### 1 SEC. 2. FINDINGS.

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2	Congress	tinds	the	<i>10110</i>	wına:
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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.

- 1 (6) The majority of individuals with a mental 2 illness or emotional disorder who are involved in the 3 criminal or juvenile justice systems are responsive to 4 medical and psychological interventions that integrate 5 treatment, rehabilitation, and support services.
- 6 Collaborative programs between mental 7 health, substance abuse, and criminal or juvenile jus-8 tice systems that ensure the provision of services for 9 those with mental illness or co-occurring mental ill-10 ness 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;
- 23 (2) provide courts, including existing and new 24 mental health courts, with appropriate mental health 25 and substance abuse treatment options:

- 1 (3) maximize the use of alternatives to prosecu-2 tion through graduated sanctions in appropriate cases 3 involving nonviolent offenders with mental illness;
  - (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, county, and State elected officials with respect to mentally ill offenders.

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

an agency of a State or local government or its contracted agency that is responsible for detection, arrest, enforcement, prosecution, defense, adjudication, incarceration, probation, or parole relating to the violation of the criminal laws of that State or local government.

### "(4) Diversion and alternative prosecution and sentencing.—

- "(A) In GENERAL.—The terms 'diversion' and 'alternative prosecution and sentencing' mean the appropriate use of effective mental health treatment alternatives to juvenile justice or criminal justice system institutional placements for preliminarily qualified offenders.
- "(B) APPROPRIATE USE.—In this paragraph, the term 'appropriate use' includes the discretion of the judge or supervising authority, the leveraging of graduated sanctions to encourage compliance with treatment, and law enforcement diversion, including crisis intervention teams.
- "(C) GRADUATED SANCTIONS.—In this paragraph, the term 'graduated sanctions' means an accountability-based graduated series of sanctions (including incentives, treatments, and serv-

1	ices) applicable to mentally ill offenders within
2	both the juvenile and adult justice system to hold
3	individuals accountable for their actions and to
4	protect communities by providing appropriate
5	sanctions for inducing law-abiding behavior and
6	preventing subsequent involvement in the crimi-
7	nal justice system.
8	"(5) Mental Health agency.—The term 'men-
9	tal health agency' means an agency of a State or local
10	government or its contracted agency that is respon-
11	sible for mental health services or co-occurring mental
12	health and substance abuse services.
13	"(6) Mental health court.—The term 'men-
14	tal health court' means a judicial program that meets
15	the requirements of part V of this title.
16	"(7) Mental illness.—The term 'mental ill-
17	ness' means a diagnosable mental, behavioral, or emo-
18	tional disorder—
19	"(A) of sufficient duration to meet diag-
20	nostic criteria within the most recent edition of
21	the Diagnostic and Statistical Manual of Mental
22	Disorders published by the American Psychiatric
23	Association; and
24	"(B)(i) that, in the case of an adult, has re-
25	sulted in functional impairment that substan-

1	tially interferes with or limits 1 or more major
2	life activities; or
3	"(ii) that, in the case of a juvenile, has re-
4	sulted in functional impairment that substan-
5	tially interferes with or limits the juvenile's role
6	or functioning in family, school, or community
7	activities.
8	"(8) Nonviolent offense.—The term 'non-
9	violent offense' means an offense that does not have as
10	an element the use, attempted use, or threatened use
11	of physical force against the person or property of an-
12	other or is not a felony that by its nature involves a
13	substantial risk that physical force against the person
14	or property of another may be used in the course of
15	committing the offense.
16	"(9) Preliminarily qualified offender.—
17	The term 'preliminarily qualified offender' means an
18	adult or juvenile accused of a nonviolent offense
19	who—
20	"(A)(i) previously or currently has been di-
21	agnosed by a qualified mental health professional
22	as having a mental illness or co-occurring men-
23	tal illness and substance abuse disorders; or
24	"(ii) manifests obvious signs of mental ill-
25	ness or co-occurring mental illness and substance

1	abuse disorders during arrest or confinement or
2	before any court; and
3	"(B) has faced, is facing, or could face

- "(B) has faced, is facing, or could face criminal charges for a misdemeanor or nonviolent offense and is deemed eligible by a diversion process, designated pretrial screening process, or by a magistrate or judge, on the ground that the commission of the offense is the product of the person's mental illness.
- "(10) Secretary.—The term 'Secretary' means the Secretary of Health and Human Services.
- "(11) Unit of local government' means any city, county, township, town, borough, parish, village, or other general purpose political subdivision of a State, including a State court, local court, or a governmental agency located within a city, county, township, town, borough, parish, or village.

#### "(b) Planning and Implementation Grants.—

"(1) In General.—The Attorney General, in consultation with the Secretary, may award non-renewable grants to eligible applicants to prepare a comprehensive plan for and implement an adult or juvenile collaboration program, which targets prelimi-

1	narily qualified offenders in order to promote public
2	safety and public health.
3	"(2) Purposes.—Grants awarded under this
4	section shall be used to create or expand—
5	"(A) mental health courts or other court-
6	based programs for preliminarily qualified of-
7	fenders;
8	"(B) programs that offer specialized train-
9	ing to the officers and employees of a criminal
10	or juvenile justice agency and mental health per-
11	sonnel serving those with co-occurring mental ill-
12	ness and substance abuse problems in procedures
13	for identifying the symptoms of preliminarily
14	qualified offenders in order to respond appro-
15	priately to individuals with such illnesses;
16	"(C) programs that support cooperative ef-
17	forts by criminal and juvenile justice agencies
18	and mental health agencies to promote public
19	safety by offering mental health treatment serv-
20	ices and, where appropriate, substance abuse
21	treatment services for—
22	"(i) preliminarily qualified offenders
23	with mental illness or co-occurring mental
24	illness and substance abuse disorders; or

"(ii) adult offenders with mental illness during periods of incarceration, while
under the supervision of a criminal justice
agency, or following release from correctional facilities; and
"(D) programs that support intergovernmental cooperation between State and local gov-

#### "(3) APPLICATIONS.—

fender.

"(A) IN GENERAL.—To receive a planning grant or an implementation grant, the joint applicants shall prepare and submit a single application to the Attorney General at such time, in such manner, and containing such information 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.

ernments with respect to the mentally ill of-

"(B) Combined Planning and implementation 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 nonrenewable 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 abuse treatment services, where appropriate) and a schedule for completion of such activities, and the personnel necessary to complete such activities.
- "(C) PERIOD OF GRANT.—A planning grant shall be effective for a period of 1 year, beginning on the first day of the month in which the

1	planning grant is made. Applicants may not re-
2	ceive more than 1 such planning grant.
3	"(D) Amount.—The amount of a planning
4	grant may not exceed \$75,000, except that the
5	Attorney General may, for good cause, approve a
6	grant in a higher amount.
7	"(E) Collaboration set aside.—Up to 5
8	percent of all planning funds shall be used to fos-
9	ter collaboration between State and local govern-
10	ments in furtherance of the purposes set forth in
11	the Mentally Ill Offender Treatment and Crime
12	Reduction Act of 2004.
13	"(5) Implementation grants.—
14	"(A) Application.—Joint applicants that
15	have prepared a planning grant application
16	may apply to the Attorney General for approval
17	of a nonrenewable implementation grant to de-
18	velop a collaboration program.
19	"(B) Collaboration.—To receive an im-
20	plementation grant, the joint applicants shall—
21	"(i) document that at least 1 criminal
22	or juvenile justice agency (which can in-
23	clude a mental health court) and 1 mental
24	health agency will participate in the ad-
25	ministration of the collaboration program;

1	"(ii) describe the responsibilities of
2	each participating agency, including how
3	each agency will use grant resources to pro-
4	vide supervision of offenders and jointly en-
5	sure that the provision of mental health
6	treatment services and substance abuse serv-
7	ices for individuals with co-occurring men-
8	tal health and substance abuse disorders are
9	coordinated, which may range from con-
10	sultation or collaboration to integration in
11	a single setting or treatment model;
12	"(iii) in the case of an application
13	from a unit of local government, document
14	that a State mental health authority has
15	provided comment and review; and
16	"(iv) involve, to the extent practicable,
17	in developing the grant application—
18	``(I) preliminarily qualified of-
19	fenders;
20	"(II) the families and advocates of
21	such individuals under subclause (I);
22	and
23	"(III) advocates for victims of
24	crime.

1	"(C) Content.—To be eligible for an im-
2	plementation grant, joint applicants shall com-
3	ply with the following:
4	"(i) Definition of target popu-
5	LATION.—Applicants for an implementation
6	grant shall—
7	"(I) describe the population with
8	mental illness or co-occurring mental
9	illness and substance abuse disorders
10	that is targeted for the collaboration
11	program; and
12	"(II) develop guidelines that can
13	be used by personnel of an adult or ju-
14	venile justice agency to identify pre-
15	liminarily qualified offenders.
16	"(ii) Services.—Applicants for an
17	implementation grant shall—
18	"(I) ensure that preliminarily
19	qualified offenders who are to receive
20	treatment services under the collabora-
21	tion program will first receive individ-
22	ualized, validated, needs-based assess-
23	ments to determine, plan, and coordi-
24	nate the most appropriate services for
25	such individuals;

1 "(II) specify plans for makin
2 mental health, or mental health an
3 substance abuse, treatment service
4 available and accessible to prelima
5 narily qualified offenders at the time of
6 their release from the criminal justic
7 system, including outside of norma
8 business hours;
9 "(III) ensure that there are sub-
0 stance abuse personnel available to re
1 spond appropriately to the treatment
2 needs of preliminarily qualified offend
3 ers;
4 "(IV) determine eligibility fo
5 Federal benefits;
6 "(V) ensure that preliminarily
qualified offenders served by the col
8 laboration program will have adequat
9 supervision and access to effective an
0 appropriate community-based menta
1 health services, including, in the case
of individuals with co-occurring men
3 tal health and substance abuse dis
4 orders, coordinated services, which ma
5 range from consultation or collabora

1	tion to integration in a single setting
2	$treatment\ model;$
3	"(VI) make available, to the extent
4	practicable, other support services that
5	will ensure the preliminarily qualified
6	offender's successful reintegration into
7	the community (such as housing, edu-
8	cation, job placement, mentoring, and
9	health care and benefits, as well as the
10	services of faith-based and community
11	organizations for mentally ill individ-
12	uals served by the collaboration pro-
13	gram); and
14	"(VII) include strategies, to the
15	extent practicable, to address develop-
16	mental and learning disabilities and
17	problems arising from a documented
18	history of physical or sexual abuse.
19	"(D) Housing and job placement.—Re-
20	cipients of an implementation grant may use
21	grant funds to assist mentally ill offenders com-
22	pliant with the program in seeking housing or
23	employment assistance.
24	"(E) Policies and procedures.—Appli-
25	cants for an implementation grant shall strive to

1	ensure prompt access to defense counsel by crimi-
2	nal defendants with mental illness who are facing
3	charges that would trigger a constitutional right
4	$to\ counsel.$
5	"(F) FINANCIAL.—Applicants for an imple-
6	mentation grant shall—
7	"(i) explain the applicant's inability
8	to fund the collaboration program ade-
9	$quately\ without\ Federal\ assistance;$
10	"(ii) specify how the Federal support
11	provided will be used to supplement, and
12	not supplant, State, local, Indian tribe, or
13	tribal organization sources of funding that
14	would otherwise be available, including bill-
15	ing third-party resources for services al-
16	ready covered under programs (such as
17	Medicaid, Medicare, and the State Chil-
18	dren's Insurance Program); and
19	"(iii) outline plans for obtaining nec-
20	essary support and continuing the proposed
21	collaboration program following the conclu-
22	sion of Federal support.
23	"(G) Outcomes.—Applicants for an imple-
24	mentation grant shall—

1	"(i) identify methodology and outcome
2	measures, as required by the Attorney Gen-
3	eral and the Secretary, to be used in evalu-
4	ating the effectiveness of the collaboration
5	program;
6	"(ii) ensure mechanisms are in place
7	to capture data, consistent with the method-
8	ology and outcome measures under clause
9	(i); and
10	"(iii) submit specific agreements from
11	affected agencies to provide the data needed
12	by the Attorney General and the Secretary
13	to accomplish the evaluation under clause
14	(i).
15	"(H) State plans.—Applicants for an im-
16	plementation grant shall describe how the adult
17	or juvenile collaboration program relates to exist-
18	ing State criminal or juvenile justice and mental
19	health plans and programs.
20	"(I) Use of funds.—Applicants that re-
21	ceive an implementation grant may use funds
22	for 1 or more of the following purposes:
23	"(i) Mental Health courts and di-
24	VERSION/ALTERNATIVE PROSECUTION AND
25	SENTENCING PROGRAMS.—Funds may be

1	used to create or expand existing mental
2	health courts that meet program require-
3	ments established by the Attorney General
4	under part V of this title, other court-based
5	programs, or diversion and alternative
6	prosecution and sentencing programs (in-
7	cluding crisis intervention teams and treat-
8	ment accountability services for commu-
9	nities) that meet requirements established
10	by the Attorney General and the Secretary.
11	"(ii) Training.—Funds may be used
12	to create or expand programs, such as crisis
13	intervention training, which offer special-
14	ized training to—
15	"(I) criminal justice system per-
16	sonnel to identify and respond appro-
17	priately to the unique needs of prelimi-
18	narily qualified offenders; or
19	"(II) mental health system per-
20	sonnel to respond appropriately to the
21	treatment needs of preliminarily quali-
22	fied offenders.
23	"(iii) Service delivery.—Funds
24	may be used to create or expand programs
25	that promote public safety by providing the

1	services $described$ $in$ $subparagraph$ $(C)(ii)$
2	to preliminarily qualified offenders.
3	"(iv) In-jail and transitional serv-
4	ices.—Funds may be used to promote and
5	provide mental health treatment and transi-
6	tional services for those incarcerated or for
7	transitional re-entry programs for those re-
8	leased from any penal or correctional insti-
9	tution.
10	``(J)  Geographic  distribution  of
11	GRANTS.—The Attorney General, in consultation
12	with the Secretary, shall ensure that planning
13	and implementation grants are equitably distrib-
14	uted among the geographical regions of the
15	United States and between urban and rural pop-
16	ulations.
17	"(c) Priority.—The Attorney General, in awarding
18	funds under this section, shall give priority to applications
19	that—
20	"(1) demonstrate the strongest commitment to
21	ensuring that such funds are used to promote both
22	public health and public safety;
23	"(2) demonstrate the active participation of each
24	co-applicant in the administration of the collabora-
25	tion program;

1	"(3) document, in the case of an application for
2	a grant to be used in whole or in part to fund treat-
3	ment services for adults or juveniles during periods of
4	incarceration or detention, that treatment programs
5	will be available to provide transition and re-entry
6	services for such individuals; and
7	"(4) have the support of both the Attorney Gen-
8	eral and the Secretary.
9	"(d) Matching Requirements.—
10	"(1) FEDERAL SHARE.—The Federal share of the
11	cost of a collaboration program carried out by a
12	State, unit of local government, Indian tribe, or tribal
13	organization under this section shall not exceed—
14	"(A) 80 percent of the total cost of the pro-
15	gram during the first 2 years of the grant;
16	"(B) 60 percent of the total cost of the pro-
17	gram in year 3; and
18	"(C) 25 percent of the total cost of the pro-
19	gram in years 4 and 5.
20	"(2) Non-federal share.—The non-Federal
21	share of payments made under this section may be
22	made in cash or in-kind fairly evaluated, including
23	planned equipment or services.
24	"(e) Federal Use of Funds.—The Attorney Gen-
25	eral in consultation with the Secretary in administering

1	grants under this section, may use up to 3 percent of funds
2	appropriated to—
3	"(1) research the use of alternatives to prosecu-
4	tion through pretrial diversion in appropriate cases
5	involving individuals with mental illness;
6	"(2) offer specialized training to personnel of
7	criminal and juvenile justice agencies in appropriate
8	diversion techniques;
9	"(3) provide technical assistance to local govern-
10	ments, mental health courts, and diversion programs,
11	including technical assistance relating to program
12	evaluation;
13	"(4) help localities build public understanding
14	and support for community reintegration of individ-
15	uals with mental illness;
16	"(5) develop a uniform program evaluation proc-
17	ess; and
18	"(6) conduct a national evaluation of the col-
19	laboration program that will include an assessment of
20	its cost-effectiveness.
21	"(f) Interagency Task Force.—
22	"(1) In General.—The Attorney General and
23	the Secretary shall establish an interagency task force
24	with the Secretaries of Housing and Urban Develop-

1	ment, Labor, Education, and Veterans Affairs and the
2	Commissioner of Social Security, or their designees.
3	"(2) Responsibilities.—The task force estab-
4	lished under paragraph (1) shall—
5	"(A) identify policies within their depart-
6	ments that hinder or facilitate local collaborative
7	initiatives for preliminarily qualified offenders;
8	and
9	"(B) submit, not later than 2 years after
10	the date of enactment of this section, a report to
11	Congress containing recommendations for im-
12	proved interdepartmental collaboration regard-
13	ing the provision of services to preliminarily
14	qualified offenders.
15	"(g) Minimum Allocation.—Unless all eligible appli-
16	cations submitted by any State or unit of local government
17	within such State for a planning or implementation grant
18	under this section have been funded, such State, together
19	with grantees within the State (other than Indian tribes),
20	shall be allocated in each fiscal year under this section not
21	less than 0.75 percent of the total amount appropriated in
22	the fiscal year for planning or implementation grants pur-
23	suant to this section.

"(h) AUTHORIZATION OF APPROPRIATIONS.—There 1 are authorized to be appropriated to the Department of Jus-3 tice to carry out this section— 4 "(1) \$50,000,000 for fiscal year 2005; and "(2) such sums as may be necessary for fiscal 5 years 2006 through 2009.". 6 (b) List of "Best Practices".—The Attorney Gen-7 eral, in consultation with the Secretary of Health and 8 Human Services, shall develop a list of "best practices" for appropriate diversion from incarceration of adult and juve-

nile offenders.

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

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