

# Serial Inebriate Program

## 2012 STATEMENT OF IMPACT



*Sutter Medical Center,  
Sacramento*

A Sutter Health Affiliate



# Serial Inebriate Program

SPONSORED BY  
**Sutter Medical Center, Sacramento**

Launched in 2006, the Serial Inebriate Program (SIP) addresses the health, safety, and housing needs of chronic homeless adults living on the streets of Sacramento. The program consists of a partnership between Sutter Medical Center, Sacramento, the City of Sacramento, Sacramento County, the Sacramento District Attorney's office, the Sacramento Police Department, Volunteers of America, the Downtown Sacramento Partnership, and Sacramento Self Help Housing.

## HOSPITAL SPONSOR

### Sutter Medical Center, Sacramento

#### Our vision

As a health care organization our hospitals are open 24 hours a day and serve anyone who walks through the door, but we know that's not enough to promote active, healthy communities. As a partner in building a healthier community, we must also reach into the community to locate the areas of need and provide services and resources to address those needs.

We work tirelessly to consider the following five principles when developing community benefit programs:

- » Disproportionate unmet health-related needs- We strive to build and support programs that serve the people who need it most.
- » Primary prevention -We develop programs that focus on keeping families healthy.
- » A seamless continuum of care- We work to ensure our programs and services are linked
- » Capacity building- We seek to build the capacity of existing community assets.
- » Collaborative approach- We can't do it alone, so whenever possible, we partner with existing community and government agencies.

#### Sutter Medical Center, Sacramento Site Specifics

- » Acute Care Beds: 823
- » 3 Acute Care Sites
- » Sutter Memorial Hospital
- » Sutter General Hospital
- » Sutter Center for Psychiatry
- » Sutter Oaks Midtown
- » Special Services: NICU level III

Additionally, Sutter is in the final year of a multi-year master site development project to build a state-of-the-art \$725 million Women's and Children's hospital and medical campus.



#### Address

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Sacramento, CA 95816

#### Website

[www.suttermedicalcenter.org](http://www.suttermedicalcenter.org)

#### Primary Hospital Contact

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Sutter Health Sacramento Sierra Region

#### Hospital Contact Email

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#### Mission Statement

We enhance the well-being of the people in the communities we serve through a not-for-profit commitment to compassion and excellence in health care services.



## COMMUNITY BENEFIT PROGRAM

# Serial Inebriate Program (SIP)

### Mission Statement

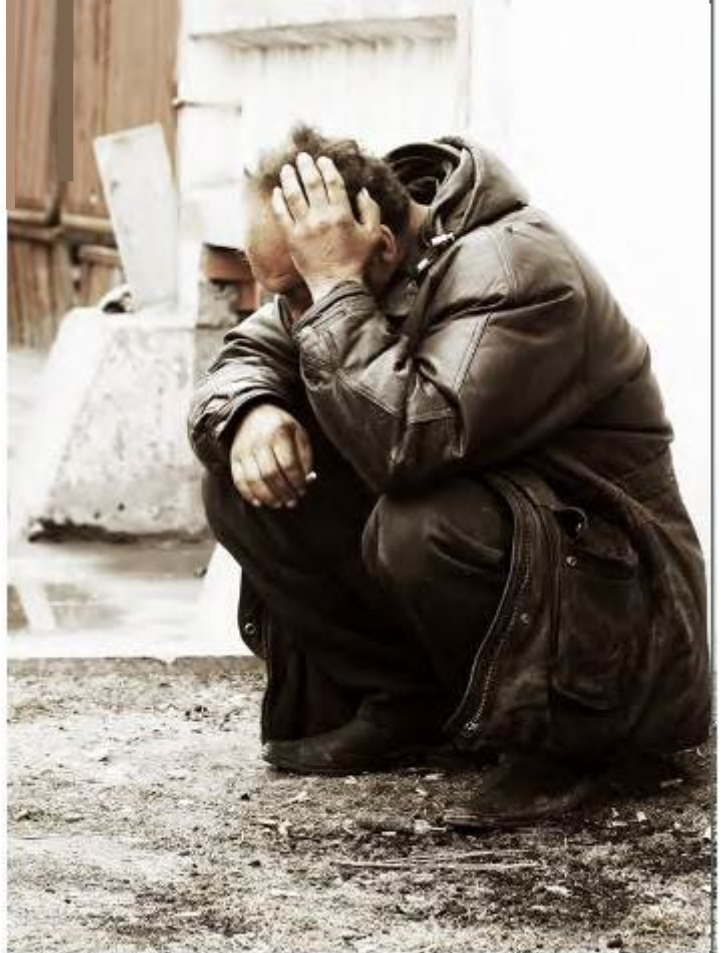
The Serial Inebriate Program (SIP) focuses on providing homeless chronic substance abusers with the resources to better their lives and to reduce their impact to the community.

### Program Purpose

To provide health, safety and housing needs for chronic homeless adults living on the streets of Sacramento. SIP offers aggressive intervention and lasting solutions to our most underserved and at-risk population, and reduces the long-term burden on the greater community as a whole.

### Strategy

SIP is a court-ordered, 90-day, 10-bed treatment program for serial inebriates. During the 90-day stay, clients receive alcohol addiction counseling and are offered permanent housing through Sacramento Self Help Housing. Additionally, SIP clients are connected with primary and mental health services to help address their long-term medical needs and place these at-risk patients in permanent medical homes. The Serial Inebriate Program is part of the Community Prosecution Pilot Program in the downtown Sacramento area and is one of the programs in Sacramento's Ten-Year Plan to End Chronic Homelessness.



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#### Telephone

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#### Website

[www.checksutterfirst.org/community](http://www.checksutterfirst.org/community)  
[www.downtownsac.org](http://www.downtownsac.org)

#### Program Director

Dion Dwyer

#### Program Director Email

[ddwyer@downtownsac.org](mailto:ddwyer@downtownsac.org)

#### Founded

The Serial Inebriate Project began in 2006.

» SIP offers aggressive intervention  
and lasting solutions to our most  
underserved and at risk population•••

» The Serial Inebriate Program (SIP) offers aggressive intervention and a lasting solution to homelessness for those who pose a danger to themselves or others due to excessive alcohol consumption...



## Program Description

SIP focuses on chronic substance abusers found intoxicated throughout the City of Sacramento.

Those eligible for SIP must have been admitted to the Sacramento County Jail, local emergency departments or the Comprehensive Alcohol Treatment Center (also known as the "detox" program) at least 25 times within the previous twelve months, and pose a danger to themselves or others due to excessive alcohol consumption. After qualifying for the program, clients are placed in a safe housing environment, where they receive wrap-around services that provide them with the tools to start the process towards sobriety and are connected to health resources they would have otherwise missed during their time on the streets.

## Clients Served

The Serial Inebriate Program (SIP) offers aggressive intervention and a lasting solution to homelessness for those who pose a danger to themselves or others due to excessive alcohol consumption, while it also makes downtown Sacramento safer for those who live, work, or play in the area.

## Collaboration

Sutter Medical Center, Sacramento, and its collaborative partners have been using the SIP model with great success. Our program boasts a wide-reaching partnership like no other. SIP unites the health care sector, downtown businesses, non profit organizations, government, and law enforcement agencies in a truly collaborative effort. The shared nature of the program is the backbone of this important effort with each partner playing a critical role:

- » The Downtown Sacramento Partnership (DSP) is a private, non-profit organization dedicated to the improvement of Sacramento's central business district and serves as the main liaison between downtown businesses and social/public services to reduce serial inebriate offenses and homelessness. The DSP oversees maintenance, safety, and revitalization programs financed by the Downtown Sacramento Management District, a property assessment district originally established in 1995 that covers a 66-block district within the central business district in Sacramento.
- » The City of Sacramento helps fund services for the homeless population, including homeless serial inebriates.

- » The Sacramento Police Department is involved in the arrests of serial inebriates, and also transports them to the Volunteers of America detox facility.
- » The County of Sacramento provides services and resources for the homeless population in our community and provides oversight at the county jail.
- » The Sacramento District Attorney, also known as a Community Prosecutor, works with the Downtown Sacramento Partnership and the Volunteers of America to identify serial inebriates who may choose to participate in SIP as an alternative to county jail. The Community Prosecutor handles all the SIP cases, which ensures consistency when moving through the court system.
- » The Volunteers of America is a non-profit organization that oversees an alcohol detoxification center that includes SIP, as well as the Comprehensive Alcohol Treatment Center (CATC) and a long-term care facility, Residential Treatment Center (RTC).
- » Sacramento Self Help Housing is a non-profit organization that works to improve the living conditions and increase the self-sufficiency of individuals living at or below the poverty level in the Sacramento area. Sacramento Self Help Housing operates two SIP houses,

» Sutter Medical Center, Sacramento makes a contribution of \$50,000 a year to the Downtown Sacramento Partnership to support SIP.

» DSP estimates its budget for SIP related work is \$110,000 annually.

which give the patients of this program the opportunity to attend substance abuse, nutrition and mental health classes, while having a safe place to stay in a social environment.

## Program Income

It is difficult to put a monetary value on some components of the program because costs specific to SIP participants are not broken out from overall expenses for program partners. For example, it is difficult to estimate exactly how much time officers from the Sacramento Police Department spent working with SIP participants or SIP eligible participants, making it hard to estimate the in-kind contribution of staff time the department makes to the program. However, in terms of dollars invested in the program, we do know:

- » Sutter Medical Center, Sacramento makes a contribution of \$50,000 a year to the Downtown Sacramento Partnership to support SIP.
- » The Downtown Sacramento Partnership employs two navigators who work to build relationships with the chronically homeless, serial inebriates and others who gather in the downtown area to build trust and help link them to the services they need. DSP also coordinates the efforts of all the SIP partners, serving as a project manager for the effort. DSP estimates its budget for SIP related work is \$110,000 annually.
- » Volunteers of America (VOA) runs the 90-day detox program that SIP participants choose as an alternative to 120 days in the county jail. VOA estimates its cost for SIP participants is \$20,000 annually.







»SIP offers a stable, supportive environment for participants who share housing with counselors and others who have shared similar experiences.

»SIP participants also receive attention and care for their immediate and longer term needs•••

» Sacramento Self Help Housing operates two houses for SIP participants and estimates the cost per year to be \$48,000.

Other important investments that are critical to the success of the SIP include:

- » City of Sacramento, for services to the chronically homeless and for police staff time.
- » County of Sacramento, for services at the county jail and sheriffs' time.
- » Sacramento County District Attorney, for staff time.

## ELEMENTS OF IMPACT

### Outputs: Program Services Provided

- » Relationship building between the chronically homeless and service providers throughout the community:
  - A team of Navigators employed by the Downtown Sacramento Partnership who spend time each day in the areas where many homeless are often found- under store awnings, outside of businesses, in parks, on sidewalks, in alley ways- checking on these vulnerable people and looking to improve their living conditions.
  - Patrol officers who are committed to helping those who are the worse "drunk in public" offenders find care beyond the county jail or detox center.
  - Jail staff that monitors those brought into the "drunk tank" to ensure SIP participants are released back to the program partners for continued support.
- » SIP participants also receive attention and care for their immediate and longer term needs, such as:
  - A stable, supportive environment for SIP participants who share housing with counselors and others who have shared similar experiences.
  - Medical care.
  - Mental health care.
  - Drug and alcohol rehabilitation classes.
  - Life skills training.
  - Links to other services, such as insurance programs or veteran's benefits.

## ELEMENTS OF IMPACT, *continued*

### Outcomes: Impact, Benefit and Change to Clients

The Downtown Sacramento Partnership, in working with other SIP participants, sees daily the impact SIP has on the Sacramento community and has data to show the program is changing lives, saving money and improving downtown Sacramento.

#### » OUTCOME 1:

**SIP clients receive alcohol and substance abuse counseling as the first step toward recovery.**

*Indicator: Since 2009, the number of homeless people chronically abusing a substance decreased by about 28%.*

*The number of sheltered people with a chronic substance abuse issue decreased by about 20%, while unsheltered people with a chronic substance abuse issue decreased by about 38%.*

#### » OUTCOME 2:

**SIP clients are offered permanent housing through Sacramento Self Help Housing.**

*Indicator: In 2011, the Navigator program placed 117 people in permanent housing solutions.*

#### » OUTCOME 3:

**SIP clients are connected with primary and mental health services to help address their long-term medical needs.**

*Indicator: All SIP participants are linked to community-based health care and mental health services.*

#### » OUTCOME 4:

**SIP eases the burden on local businesses and the greater community that deal with the far reaching impacts of chronic homeless.**

*Indicator: Since the implementation of the program, the number of publicly intoxicated individuals referred to the Sacramento Police Department has decreased by 90%. Police referrals from business owners have gone from more than 1,100 in 2004 to less than 150 in 2010.*

#### » OUTCOME 5:

**SIP reduces the costs of in-patient detox, jail and emergency department visits.**

*Indicator: In the 12 months before their enrollment in SIP, the cost of jail in-patient detox, emergency department visits and hospitalization averaged \$68,760 per person. After just six months in the program, the average cost of services per person was reduced to \$18,700.*



ELEMENTS OF IMPACT, *continued*

Return on Invested Giving: Monetary Impact of Charitable Funds

Program Leverage

Through community partnerships, we are able to combine resources and make progress we couldn't make individually. SIP, in particular, allows us to share the same clients and work together toward the end goal of getting them into housing and connecting them with primary and mental health, and substance abuse services. Instead of each collaborative partner doing a small part in isolation and feeling frustrated when an individual is arrested, or brought to the emergency department over and over again, we work together to break the cycle and help these men and women move off the streets and on with their lives.

Costs of Services Provided and Estimated Costs Avoided

With a program like SIP, it is difficult to know the exact costs because police officers don't track each time they talk with a participant or potential participant. However, we do know the average number of times a SIP participant is touched by one of the SIP partner agencies and we do know, on average, the cost for each of those encounters.

SIP Partner	Estimated Cost Per Incident/Arrest
Downtown Sacramento Partnership.....	Cost per drunk-in-public encounter .....\$38.55
Sacramento Police Department .....	Cost of one officer for one hour.....\$68.00
Sacramento County District Attorney.....	Cost for 75 minutes on case.....\$137.51
Sacramento County Sheriffs Department.....	County jail booking cost.....\$331.98
Sutter Medical Center,Sacramento.....	Emergency Department visit.....\$2,000.00



Estimated Arrest and Emergency Department Costs for One Potential SIP Participant for One Year

To be eligible for the program, a SIP participant must have been admitted to the Sacramento County Jail, local emergency department (ED) or detox program at least 25 times within the previous twelve months. It is estimated that half of those incidents will require a paramedic call or emergency department visit. The following estimate does not include jail time, only booking fees, nor does it include costs for hospitalization, it only includes costs for an ED visit.

e	Costs for 25 arrests and bookings.....	\$14,401
+	Costs for 12 serial inebriate ED visits.....	\$24,000
=	Cost for a serial inebriate in one year ....	\$38,401

Costs Averted

A total of 153 people-131 men and 22 women-have graduated from SIP since it began in May 2006. For those who graduate, the drunk-in-public arrest rate drops by a staggering 94.2 percent. We know the \$38,401 estimate cost per serial inebriate is low because it does not include time spent in detox or the costs of hospital services beyond the ED visit. Taking this very conservative estimate, you still can see the huge financial savings that result from helping serial inebriates stabilize their lives through secure housing and life skills services.

1	Arrest, Booking and ED Costs for 25 Serial Inebriates for One Year
	25 x \$38,401.....
	\$960,025

» A total of 153 people – 131 men and 22 women – have graduated from SIP since it began in May 2006. For those who graduate, the drunk-in-public arrest rate drops by a staggering 94.2 percent.



## ELEMENTS OF IMPACT, *continued*

### Return on Investment

The burden of serving the "revolving door" of the chronic homeless and inebriate in Sacramento is taxing to all those in the community including local law enforcement agencies, emergency first responders, health care providers, local businesses and area residents. To truly measure the success of SIP, we look at the impact on the community and individuals we serve, not just the dollar amount.

#### *Ending the Cycle of Arrests*

•• I have worked patrol in Sacramento County, Elk Grove, and Rancho Cordova for approximately nine years and I have been a supervisor at the Sacramento County Main Jail for approximately three years. I have arrested many people for public intoxication, and I have seen many people being arrested and booked into jail for public intoxication. Individuals who are chronic alcoholics and drunk in public are a concern to citizens and law enforcement alike. Severely intoxicated people found in public places are unable to care for themselves and may be a danger to themselves and others. Many times the only choice a law enforcement officer has is

to book them into jail for PC 647(f) for "safe keeping." Many of the individuals are released after several hours and are back on the street. When an individual arrested for PC 647(f) is a SIP participant, it provides the person, the public and law enforcement another means to help end the cycle of arrests.

For example, "Mr. B." has been arrested 30 times since 2005. The total cost of booking fees for Mr. B. was \$9,959.40. He has not been booked since entering SIP, saving thousands of dollars in booking fees and providing Mr. B. a chance to start over?'

—Sergeant Reid Harris, *Operations Sargeant  
Sacramento County Sheriff's Department*

### *SIP is an Effective and Necessary Program*

“In my three months with the Bike Unit, I can tell you that **SIP is an effective and necessary program in dealing with constant, repetitive behavior that plagues our downtown core.** Not only does it help us clean up the city and reduce quality of life crimes – it helps the offenders get the resources they desperately need.”

— **Sergeant Matt Young**, *Downtown Bike Unit Sergeant*  
*Sacramento Police Department*

### *Keeping Downtown Safe for All to Enjoy*

“In the last 24 months, without the public and private SIP collaborative, the drunk in public issues would have pushed the city’s declining resources to the breaking point. This would have impacted the new and existing businesses in the downtown core and increased the costs for our local hospitals and public safety officers. This program is KEY to keeping our downtown clean and safe for all to enjoy.”

— **Dion Dwyer**, *Director of Community Services*  
*Downtown Sacramento Partnership*

### *SIP Provides Safety and Security*

“SIP’s value rests in what it offers and, even more vital, potentially offers the clients. It provides more safety and security to SIP clients than they are most likely familiar with. These are folks who have burned so many bridges in their lives they believe there is no way back. Family is a source of pain and disappointment. Even anguish. Social and human services are, they believe, beyond their reach, due to their chronic alcoholism and untreated mental health. With SIP, they have, in the least, a place to be and a place to sleep without fear of being robbed, assaulted, arrested, or even killed. They are not on the street. Due to

SIP they are not wantonly rejected and not made to feel like human detritus. They are safe. They are respected by the staff who works with them. They are also provided case management, which helps them access available services and programs that can be useful—SSI, medical and dental care, mental health and legal services, even education and family reunification—perhaps even clearing a path for them to reconnect with society. And recovery is spoken to them. They don’t often hear it, of course, but every now and then an idea or concept sneaks in and maybe settles for a spell.

**“I like being treated like a man and being able to treat you and someone else like a man, too.”**

We have a client who still drinks, but he now goes 4 or 5 days between drunken incidents and is getting more comfortable with how he feels when sober. “I actually like being sober and holding a conversation with you,” he said one day. “I like being treated like a man and being able to treat you and someone else like a man, too.” He is even considering the possibility of attending 12 Step meetings and maybe in time pursuing recovery.

These are notions heretofore foreign to him. But SIP has returned a little bit of self-esteem to him, at least enough to remind him that there can be a different way to live.

I don’t know how you measure something like that. I know it’s tangible when you sit with him and talk about how he used to work for the state and regrets past choices, but is now beginning to think it is not necessarily too late to be who he once imagined himself becoming. And I know there are now fewer days when he loathes himself. **Because of SIP there are now more days when he wakes up and does not have to get drunk first thing to change how he feels.”**

— **John Hartmire**, *Case Manager*  
*Sacramento Self Help Housing*

» **Because SIP graduates are rarely rearrested, we can safely assume that SIP saves our community \$1 million a year.**





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