

Lanterman-Petris-Short (LPS) Conservatorship in SF

Policy Analysis Report to Supervisor Mandelman

Presentation to:

Public Safety & Neighborhood Services Committee

San Francisco Board of Supervisors

November 8, 2019

LPS Conservatorship in SF

□ State LPS Act

- Uniform civil process for involuntary detention
 - Court determination of grave disability
 - Unable to care for basic needs
 - Severe mental illness/alcoholism (not substance use)
 - Appointment of public conservator
 - Responsible for decision making
- Temporary and Permanent
 - Permanent re-established by Court each year

Reporting of Conservatorships Statewide

☐ California Welfare & Institutions Code

- Annual reporting by Department of Health Care Services
- All new and renewed conservatorships by Superior Court

☐ San Francisco reporting

- FY 2015-16 & FY 2016-17
 - Reported new conservatorships only
 - Understated compared to other counties
- BLA FY 2018-19 survey
 - SF new and renewed conservatorships = San Mateo
 - SF new and renewed conservatorships > 12 other counties

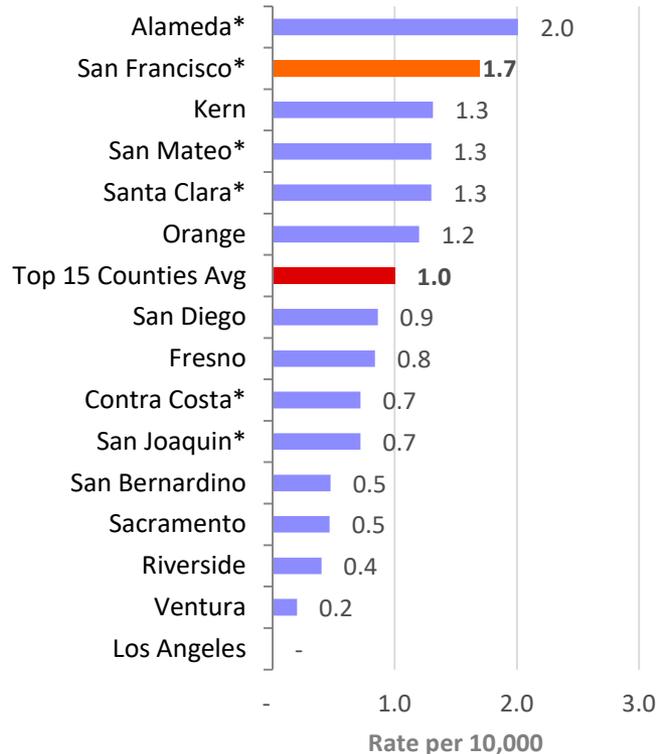
☐ State Auditor – 2019 audit

- Statewide oversight of LPS Act
- 3 counties' implementation

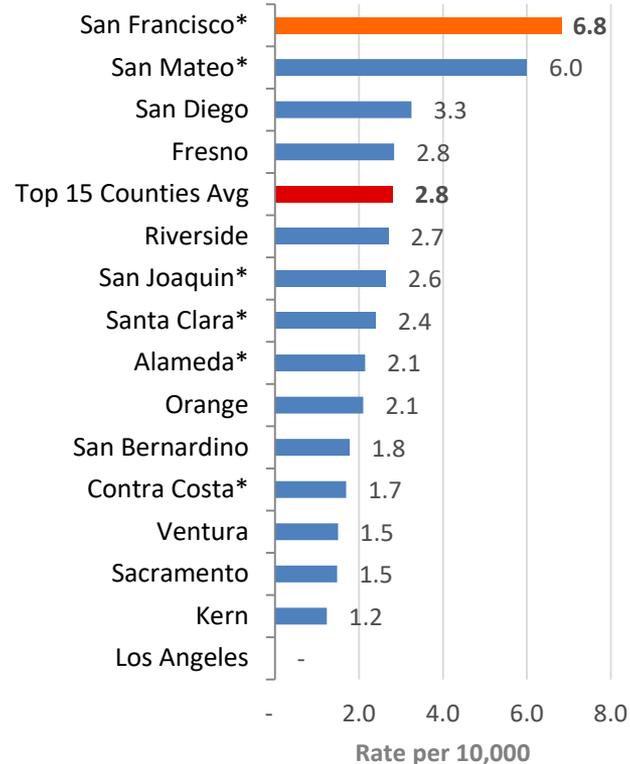
BLA Survey: Conservatorship Rates in Top 15 CA counties

BLA surveyed the top 15 largest counties about their use of temporary and permanent conservatorships for FY17/18 and 18/19. All data was self-reported and has not been validated.

Temporary Conservatorships by County
(Rate per 10,000), FY18/19



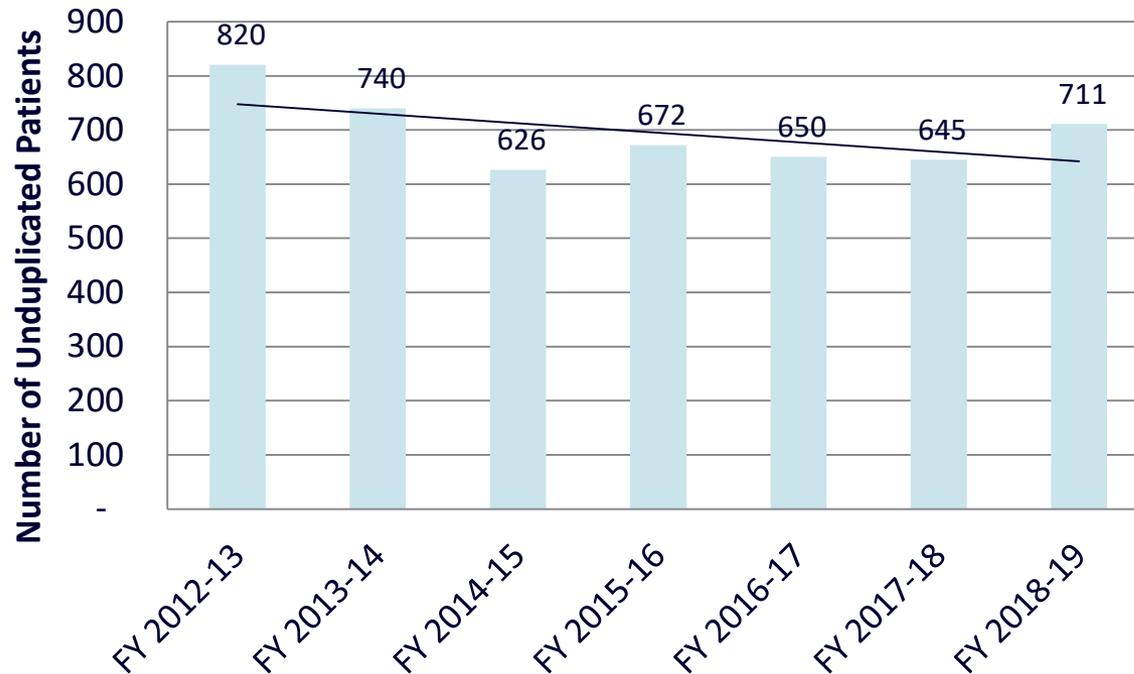
Permanent Conservatorships by County
(Rate per 10,000), FY18/19



* = Bay Area County

Notes: Rate is calculated as number of conservatorships per 10,000 individuals in the county based on CA DOF data (E-2). BLA asked counties for the total number of new temporary conservatorships and the number of new and/or renewed permanent conservatorships for each FY. Some counties' data are based on estimates from the Public Guardian's office rather than official figures (i.e. Santa Clara, Orange).

LPS Conservatorships in SF – FY 2012-13 to FY 2018-19



Source: Adult & Aging Services

□ 13% decline in caseload – FY 2012-13 to FY 2018-19

- FY 2012-13 - FY 2016-17 → New referrals < discharges
- FY 2017-18 & FY 2018-19 → New referrals > discharges

LPS Conservatorships in SF – FY 2012-13 to FY 2018-19

❑ 50% decline in referrals – FY 2012-13 to FY 2017-18

	FY 2012-13	FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18	% Change
# Individuals by Outcome							
Permanent	74	40	43	48	50	77	4%
Temporary	190	170	136	85	78	64	-66%
Declined by Public Conservator	20	31	1	0	0	0	- 100%
Total	284	241	180	133	128	141	-50%

Source: Adult & Aging Services

❑ FY 2018-19 estimated referrals = 149

LPS Conservatorships in SF – FY 2012-13 to FY 2018-19

- Reasons for reduction in referrals since FY 2012-13
 - Welfare & Institution Code Section 5270
 - Implemented FY 2014-15
 - New options for 30-day hold prior to conservatorship
 - Budget constraints & reductions in beds
 - SFGH acute beds ↓ 88 beds in 2008 to 44 bed in 2011
 - Subacute beds ↓ 359 beds in 2012 to 241 beds in 2018
 - Subacute bed wait times = 51.1 days

Population in Need

❑ Gravely disabled

- Not a consistent condition
 - Stabilize with treatment
 - 2/3 referrals in FY 2016-17 left within one year
 - 50% total caseload conserved for 5 years or more

❑ FY 2017-18 & FY 2018-19 increase in referrals

- Suggests more individuals could be referred

❑ Public Conservator

- Increase in referrals \implies outreach, education, systems improvements

Cooperation and Performance

- ❑ Need for an MOU between Public Health and Public Conservator
 - Establish clinical assessment standards & accountability metrics
 - Ensure clients are served in the least restrictive setting

- ❑ Need for measures on success of individuals living outside of conservatorship
 - Re-referrals within one year
 - Number of high users currently or previously conserved

Policy Options

- Role of LPS conservatorship needs to be part of a broader evaluation of the City's mental health services
 - Director of Mental Health Reform – identify gaps and improve design of mental health and substance use services
 - FY 2019-20 budget - new resources to Public Conservator's Office
 - FY 2019-20 – FY 2020-21 – new funding for sub-acute beds

Policy Options

- Public Health & Public Conservator need to evaluate outcomes of individuals placed in 30-day holds, temporary LPS conservatorship, and permanent LPS conservatorship
 - Need to better understand:
 - Extent to which individuals stabilize after 30 days
 - Reduction in re-referrals from 20% in FY 2017-18 to 15% in FY 2018-19
 - Outcomes for community based placements
 - Need for Public Health & Public Conservator MOU
 - Respective roles
 - Data sharing

Policy Options

- City needs to better understand population needing more intensive services
 - Number in need may exceed number referred
 - City needs shared protocol on how the City's health & social service system should respond to high users of emergency/urgent services
 - Whole Person Care – creating a service design plan for high users



Questions and comments
