



Justice Center

THE COUNCIL OF STATE GOVERNMENTS

FY19 Category 2: Law Enforcement Strategic Planning Grantee Orientation

Justice and Mental Health Collaboration
Program (JMHCP)

December 4, 2019



Justice Center

THE COUNCIL OF STATE GOVERNMENTS

FY19 Category 2: Law Enforcement Strategic Planning Grantee Orientation

**Justice and Mental Health Collaboration
Program (JMHCP)**

Speakers

- I. *Maria Fryer, Justice System and Corrections Policy Advisor for Substance Abuse and Mental Health, Bureau of Justice Assistance, U.S. Department of Justice*
- II. *Rebecca Rose, Senior Policy Advisor, Bureau of Justice Assistance, U.S. Department of Justice*
- III. *Laura Fabius, Policy Analyst, Law Enforcement, Behavioral Health, Council of State Governments Justice Center*
- IV. *Olivia Randi, Policy Analyst, Law Enforcement, Behavioral Health, Council of State Governments Justice Center*
- V. *Carol Caraballo, Vice President of Behavioral Health Services, Miami-Dade County (FL)*

Presentation Outline

- I. Introductions
- II. Grant overview and the Police-Mental Health Collaboration Framework
- III. Technical assistance
- IV. Featured Grantee: Miami-Dade County
- V. Q&A

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The Council of State Governments Justice Center

We are a national nonprofit, nonpartisan organization that combines the power of a membership association, representing state officials in all three branches of government, with policy and research expertise to develop strategies that increase public safety and strengthen communities.

Justice and Mental Health Collaboration Program

JMHCP supports innovative cross-system collaboration for individuals with mental illnesses or co-occurring mental health and substance use disorders who come into contact with the justice system.

The U.S. Department of Justice Bureau of Justice Assistance

Mission: The Bureau of Justice Assistance is a component of the Office of Justice Programs and helps to make American communities safer by strengthening the nation's criminal justice system. Its grants, training and technical assistance, and policy development services provide state, local, and tribal governments with the cutting edge tools and best practices they need to reduce violent and drug-related crime, support law enforcement, and combat victimization.

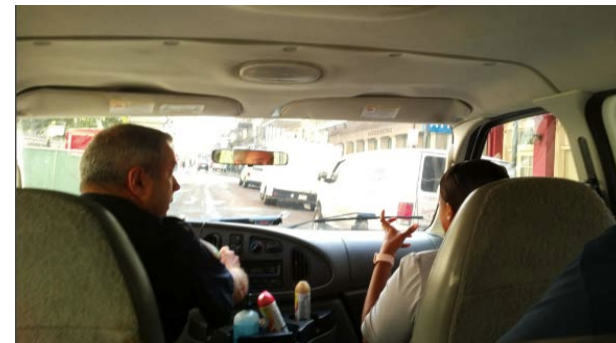
The logo consists of the letters 'BJA' in a large, bold, dark blue sans-serif font. A thin red horizontal line is positioned below the letters.

**Bureau of Justice Assistance
U.S. Department of Justice**

www.bja.gov

JMHCP Supporting Law Enforcement

- **116 law enforcement agencies** have used JMHCP funding to establish Police-Mental Health Collaboration (PMHC) models
- Since 2017, **24 sites** have received funding to train law enforcement and related staff members.



Presentation Outline

I. Introductions

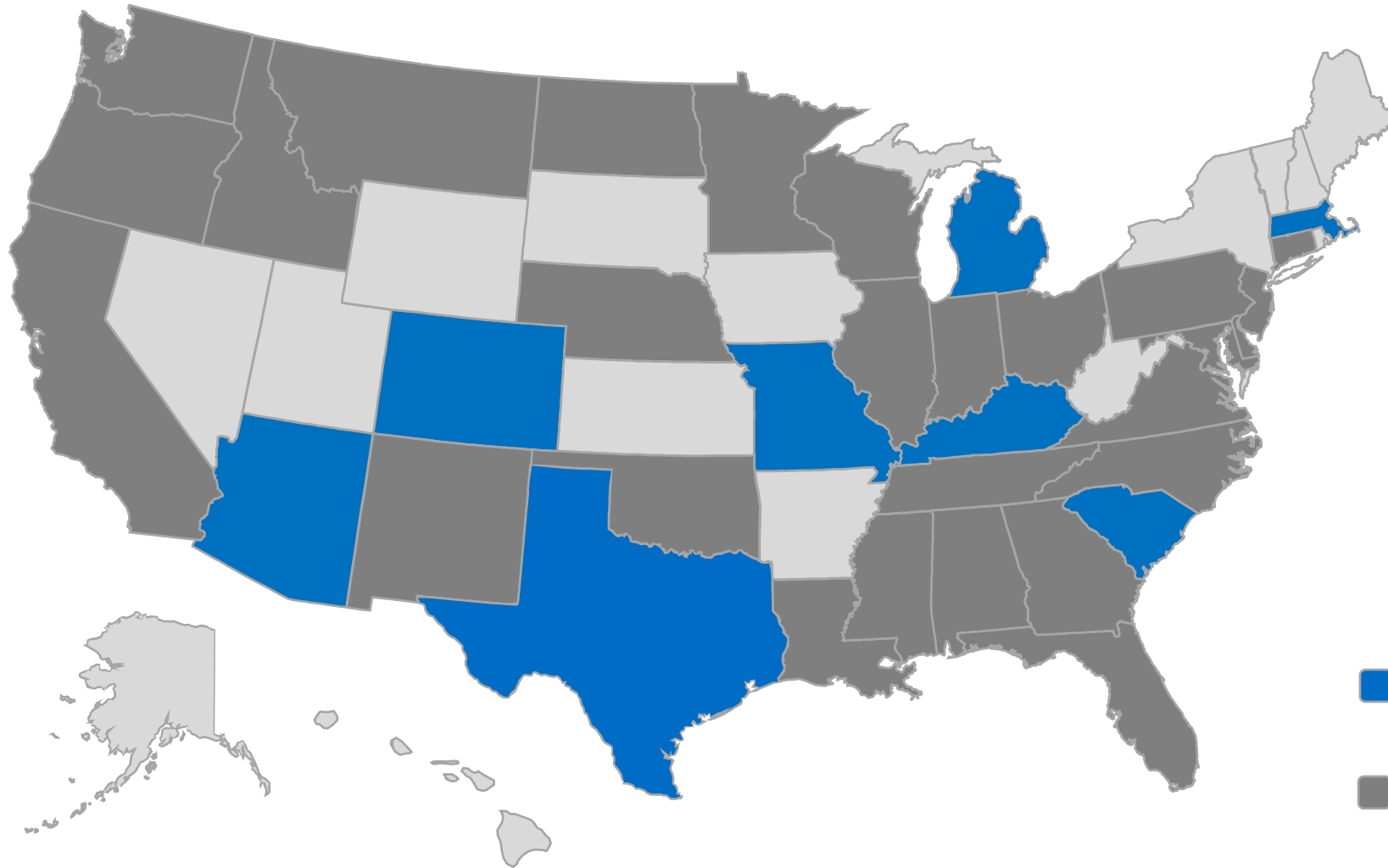
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JMHCP FY19 Category 2 Law Enforcement Planning Grantees



8 Awards Total

FY19 Category 2 Awards

1. Phoenix Police Department, **AZ**
2. Division of Criminal Justice, **CO**
3. Warren County, **KY**
4. Boston Police Department, **MA**
5. City of Muskegon, **MI**
6. City of Saint Louis Metropolitan Police Department, **MO**
7. Clemson University, **SC**
8. City of Lubbock, **TX**

-  States with FY19 category 2 law enforcement planning grantees
-  States with current FY14-FY18 law enforcement grantees

Four Areas of Focus

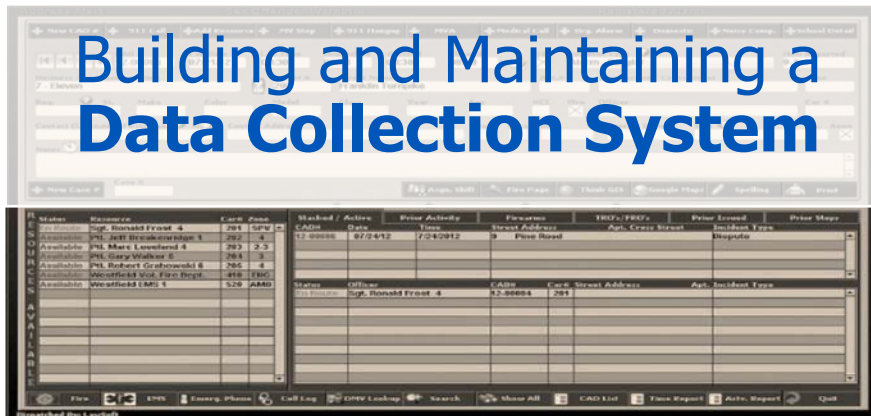
Conducting an Assessment of
Policy and Practice



Developing an Agency
Training Plan



Building and Maintaining a
Data Collection System



Partnering with Mental
Health and the Community



Police-Mental Health Collaborations Framework



- Draws upon experience of most advanced PMHCs in the nation
- Articulates the core components of a comprehensive and robust PMHC that produce improvements in community-wide outcomes
- Shifts the focus away from stand-alone training or small-scale programs/teams toward agency-wide collaborative responses and metrics-driven performance management
- <https://csgjusticecenter.org/law-enforcement/publications/police-mental-health-collaborations-a-framework-for-implementing-effective-law-enforcement-responses-for-people-who-have-mental-health-needs/>

A Common Framework for 18,000 + Law Enforcement Agencies

- Written for **law enforcement executives**, with the expectation that they can manage:

↑ up to elected/appointed leaders

↔ horizontally to behavioral health partners

↓ down to program-level staff and all agency personnel



Six Questions for Law Enforcement Leaders



1. Is our **leadership** committed?



2. Do we have **clear policies and procedures** to respond to people who have mental health needs?



3. Do we provide staff with quality mental health and stabilization **training**?



4. Does the community have a full array of **mental health services and supports** for people who have mental health needs?



5. Do we **collect and analyze data** to measure our progress?



6. Do we have a formalized process for reviewing and **improving performance**?

Four Key Outcomes to Measure a PMHC's Success

1. Increased connections to resources

2. Reduced repeat encounters with law enforcement

3. Minimized arrest

4. Reduced use of force in encounters with people who have mental health needs

Sample data points

- **Police process measures**, e.g. number of officers trained
- **Police operational measures**, e.g. including number of calls for service involving people who have mental illnesses, repeat calls for service, etc.
- **Frequency of police disposition decisions**, e.g. resolved at scene, referral to mental health resources, etc.
- **Use force and injury measures**, e.g. frequency, type of force; number of injuries or fatalities to officers, consumers, and third parties, etc.



1. Leadership Commitment

- ✓ Law enforcement leadership **supports** the collaboration
- ✓ Strong **community partnerships** and participation in an **interagency workgroup**
- ✓ A designated chairperson or **project coordinator** is assigned to oversee the PMHC
- ✓ A commitment to dedicated **funding and resource allocation** for the PMHC
- ✓ **Ongoing recognition**, internally and externally, of the initiative

**Strong PMHC
Leadership**



2. Policies and Procedures

- ✓ **Comprehensive process review** of an individual through the system
- ✓ **Selected PMHC response models** based on assessed community need
- ✓ **Comprehensive, clearly written** policies and procedures
- ✓ **Information-sharing agreements** are in place
- ✓ **Leaders regularly review, and all personnel are aware,** of policies and procedures



3. Quality Training

- ✓ **All staff** receive knowledge and skills training
- ✓ Training is **aligned with staff roles and experience**
- ✓ Training is provided through **multiple instructional methods:**
 - Simulations and/or virtual training
 - Role play
 - Site visits
- ✓ Training is delivered by **various instructors:**
 - Law enforcement personnel
 - Mental health personnel
 - People with lived experience
- ✓ Training is **evaluated** through pre- and post-testing



4. Services and Supports



- ✓ **Inventory** of existing services to address crises and longer-term interventions
- ✓ **Assessment** of services and resources
- ✓ **Prioritized** behavioral health resources and increased funding

Source: Adapted from Substance Abuse and Mental Health Services Administration, "Crisis Services: Effectiveness, Cost Effectiveness, and Funding Strategies" *HHS Publication No. (SMA)-14-4848* (Rockville, MD: Substance Abuse and Mental Health Services Administration, 2014).



5. Data Collection and Analysis

Data Collection

- Measure service demands
- Measure time consumed

Data Analysis

- Assess gaps
- Determine Needs

Decision Making

- Allocate Funds
- Develop Programming

- ✓ Workgroup has established **specific metrics to** track as indicators of progress
- ✓ **Baseline data** is established on the key outcomes
- ✓ **Clear processes** for collecting and tracking data
- ✓ Process to **identify people with frequent arrests and repeat encounters**
- ✓ **Data-sharing agreements** are in place
- ✓ Consistent **mechanism or system** to track data



6. Performance Review

Establish a process to review and continually improve PMHC efforts:

- ✓ **Routine data-driven performance assessments**
- ✓ **Shared accountability and coordination** across law enforcement and behavioral health agencies
- ✓ Leaders use performance measures and outcomes to **identify breakdowns and modify policies and procedures**

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JMHCP Technical Assistance Activities



Monthly check-in calls



Connection to resources



Web-Based Learning Communities



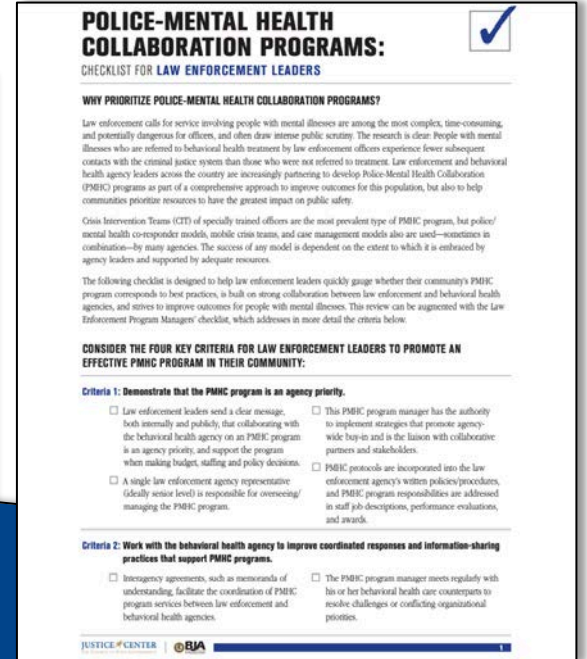
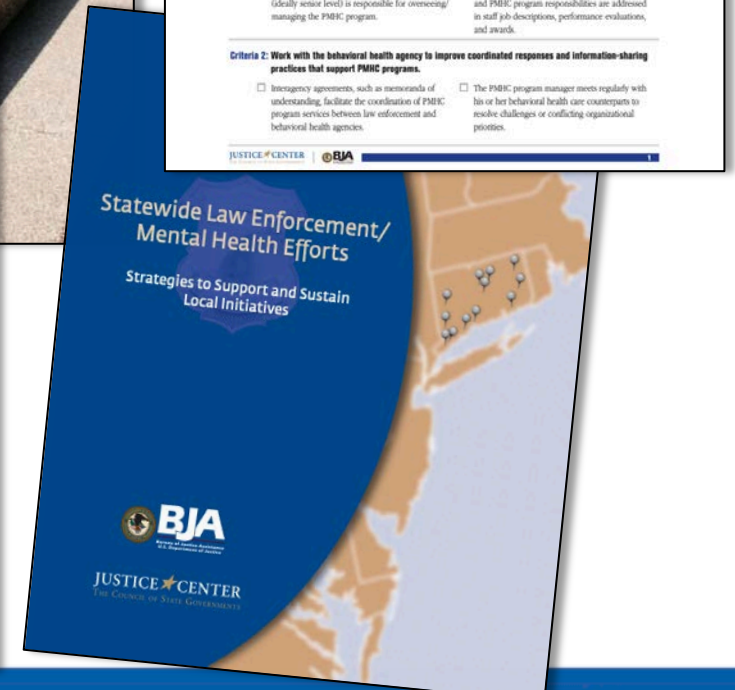
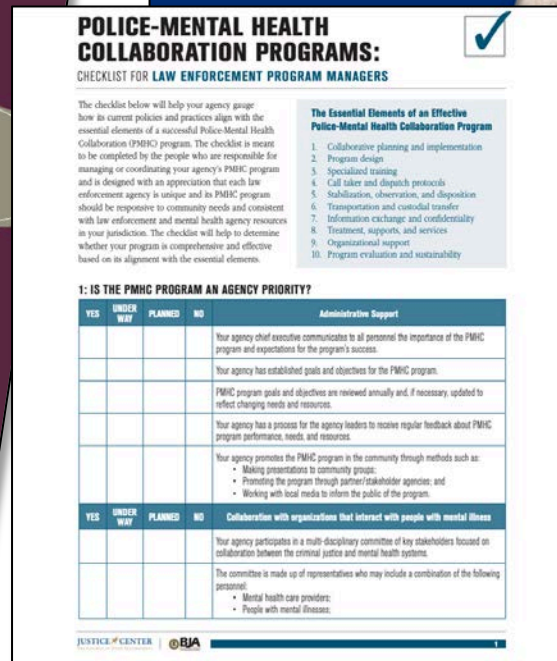
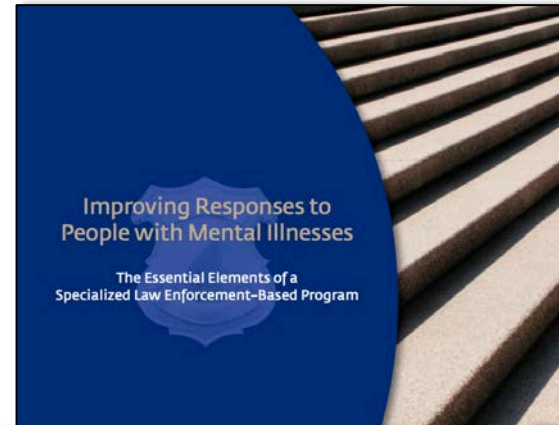
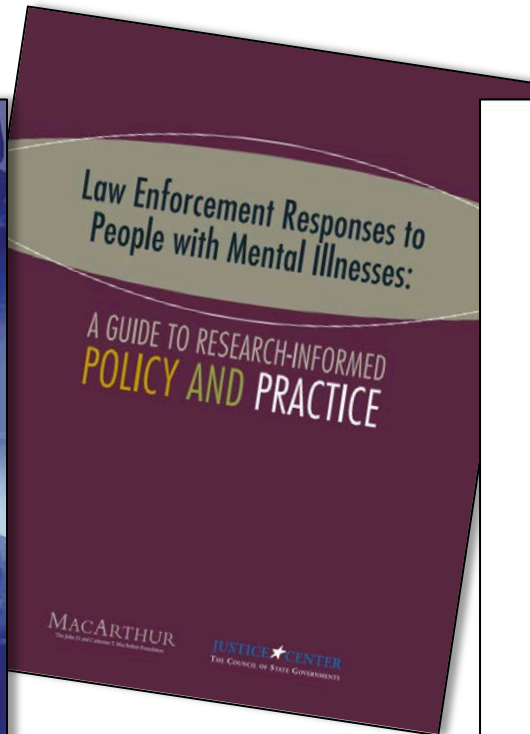
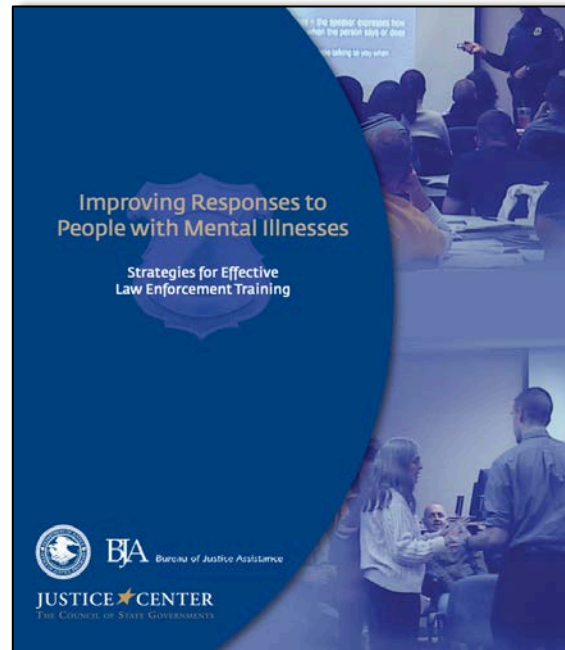
Peer-to-peer learning



Planning guide

Publications to Guide Law Enforcement

Since 2009, the CSG Justice Center has released various publications to guide law enforcement-mental health responses.



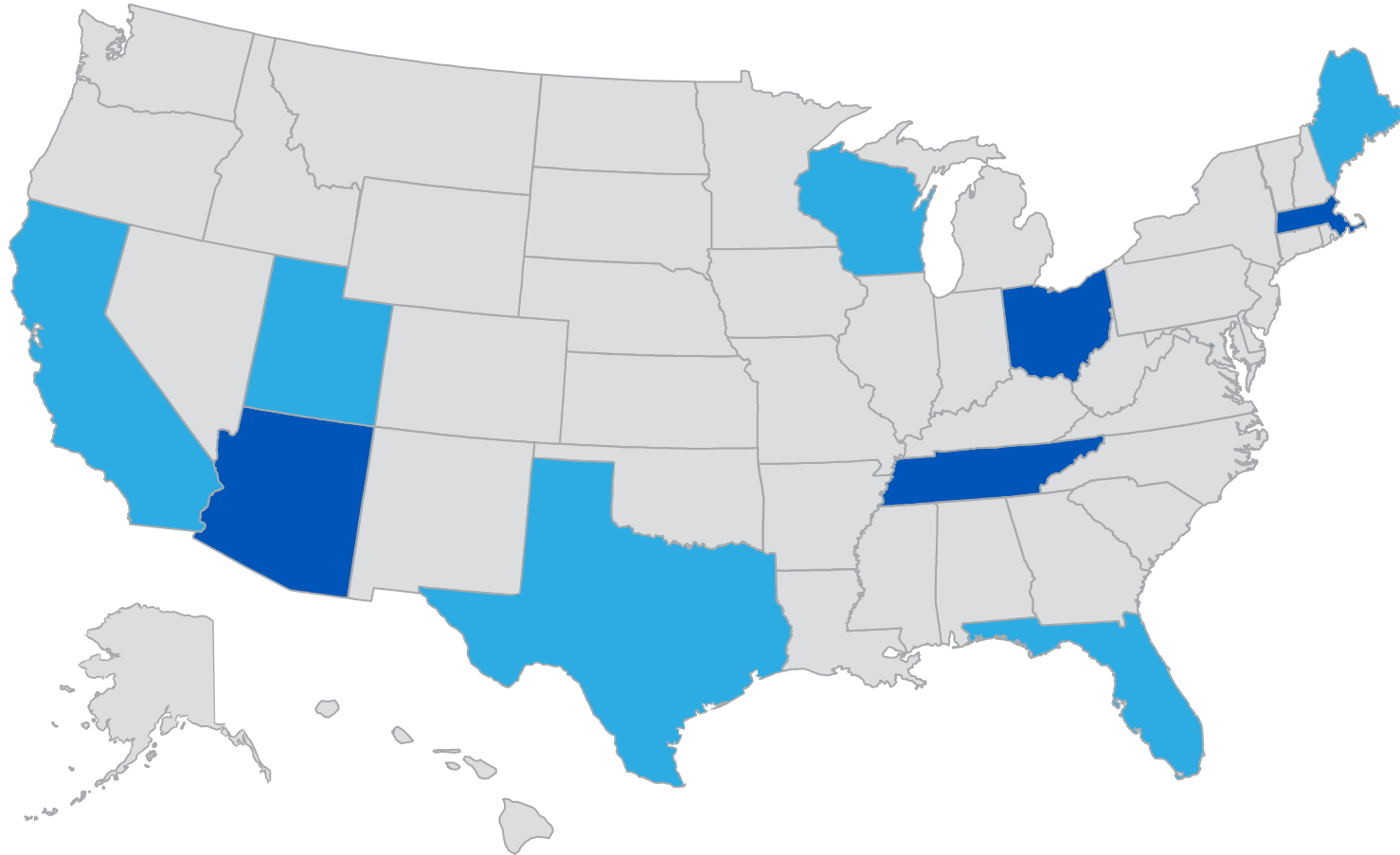
PMHC Toolkit



The Police-Mental Health Collaboration Toolkit provides resources for law enforcement agencies to partner with mental health providers to effectively respond to calls for service, improve outcomes for people with mental illness, and advance the safety of all.

A comprehensive online reference that provides resources for law enforcement agencies to partner with mental health providers to effectively respond to calls for service, improve outcomes for people with mental illnesses, and advance the safety of all. www.bja.gov/pmhc

Law Enforcement-Mental Health Learning Sites



2010 Cohort:

1. Houston (TX) Police Department
2. Los Angeles (CA) Police Department
3. Madison (WI) Police Department
4. Portland (ME) Police Department
5. Salt Lake City (UT) Police Department
6. University of Florida Police Department

2017 Cohort:

1. Arlington (MA) Police Department
2. Jackson County (OH) Sheriff's Office
3. Madison County (TN) Sheriff's Office
4. Tucson (AZ) Police Department

Planning Guide

Justice and Mental Health Collaboration Program

Law Enforcement

Informed by a Police-Mental Health Collaboration Framework

Monthly Exercises:

Correspond to PMHC Framework Document (6 questions)

To be done collaboratively

Reviewed during check-ins with TA provider

Logic Models

Logic Model

Please take the time to work with your team to articulate overall program goal/s and measurable objectives based on your narrative. During our next meeting, we will discuss to ensure everyone agrees with identified goal/s and objectives

Program Goal/s:

Program Objective/s:

Resources /Input <i>To accomplish goal/s and objectives we will need the following resources</i>	Activities <i>To accomplish goal/s and objectives, we will complete the following activities</i>	Outputs <i>Once activities have been accomplished they will produce the following results by the end of the 12-month grant period.</i>	Outcomes <i>We expect these outputs will lead to following changes in 1-3 years.</i>

Learning Community Goals



Connect to subject matter experts



Brainstorm ideas to enhance programming



Troubleshoot challenges

The Law Enforcement Learning Community will provide additional support and resources to grantees in addressing key areas known to be challenging for PMHC programs.



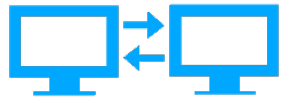
Learning Community Structure

- **Five webinar/web meeting sessions** throughout the grant period.
- Brief **presentation and discussion**.
- **Grantee representatives:** 1-2 representatives from the law enforcement partner AND 1-2 representatives from the behavioral health partner.
- **Presenters:** Law Enforcement Learning Sites, past JMHCP grantees, and other subject matter experts.
- Everyone is encouraged to ask questions, share ideas, and offer advice.
- Between sessions, grantees are asked to consider a plan of action to incorporate or improve elements from the previous topic into their program.

Learning Community Topics



Strategic Planning



Information Sharing



Data Collection and Analysis



Funding and Sustainability



Strategic Planning

The process of defining goals and objectives, and formulating a plan to attain them.

Includes assessing...

- the **current state** of law enforcement response to people with mental illnesses and who are in mental health crisis,
- **strengths**
- **challenges**
- how to most effectively use and leverage **available resources**, and
- what **improvements** can be made

Information Sharing

One of the challenges to collaboration is the sharing of individual's information between law enforcement and mental health providers.

An information-sharing strategy may include:

- Interagency agreements/MOUs
- CJ-BH staff case management meetings
- Universal release forms
- Embedded clinician

October 2019

Sharing Behavioral Health Information Tips and Strategies for Police-Mental Health Collaborations

Whether it's positioning a law enforcement officer to respond appropriately to a call for service or determining whether a co-responder program has reduced jail bookings, sharing information is both a critical and challenging part of successful police-mental health collaborations (PMHCs). While the Health Insurance Portability and Accountability Act (HIPAA) and its regulations are the most oft-cited barriers to information sharing,¹ PMHCs may also struggle to develop appropriate processes and technology to facilitate information collection and sharing. Further, behavioral health professionals are trained to protect individual privacy about mental health or addiction treatment and may also understandably hesitate about sharing this information with law enforcement.

However, as the value of these collaborations becomes more apparent, communities of all sizes have figured out ways to appropriately share behavioral health information to support their PMHCs that comply with federal regulations for both HIPAA and 42 C.F.R. Part 2 (which governs privacy for substance use disorder patients). Some of these strategies are simple, like posting the "law enforcement exceptions" to HIPAA in the breakroom.² Others involve thoughtful design of training programs or database architecture. This brief provides practical strategies communities can use to safely and legally share behavioral health information to improve outcomes for people in their communities.

Tips from the field

Many jurisdictions have developed strategies to facilitate appropriate information sharing among behavioral health and law enforcement agencies. The following tips are based on their experiences.

- Effective collaboration builds on cooperation and trust between agencies.
- It is possible to share information legally.
- Remember the principle of sharing the minimum necessary health information.
- Think about engaging people with lived experiences in establishing strategies.

For specific examples of information-sharing strategies some of these jurisdictions have implemented, visit csgjtdcscenter.org/law-enforcement/information-sharing.




Police-Mental Health Collaboration Strategies

- ✓ Take it on together: Working together to understand privacy law and develop shared goals can facilitate trusting relationships among partners that ensure the right information is available for those who need it when they need it. Consider engagement strategies for different circles of partners. Some are best served by regular working meetings, such as law enforcement and mental health agencies that work together every day on shared clients. For others, such as community groups or the judiciary, regular but less frequent outreach can help create a shared understanding of goals, current strategies, and challenges.
- ✓ Clarify terminology for shared understanding: Taking the time to clarify potentially ambiguous terms is an important step in accurately sharing behavioral health information. Terms like "talk" likely have different meanings to officers and treatment providers. Similarly, officers may be surprised by how clinicians and administrators define different types of behavioral health needs and what constitutes protected health information (PHI).³
- ✓ Provide training on relevant legal basics: Managers and staff from both criminal justice and behavioral health partners should be familiar with relevant federal and state privacy laws, as well as local rules and agency policies and procedures that are relevant for their roles. Appropriate staff should also receive training on security rules for handling health information.

1. For more on the legal framework for sharing protected health information, see: The Council of State Governments Justice Center, *Information Sharing in Criminal Justice-Mental Health Collaborations*, <https://www.csg-justicecenter.org/information-sharing-in-criminal-justice-mental-health-collaborations>; and Policy Research Associates, *Practitioner of Service: Information Sharing Between Criminal Justice and Behavioral Health Partners*, <https://www.praonline.com/resources/information-sharing-between-criminal-justice-and-behavioral-health-partners>.

2. The U.S. Department of Health and Human Services has developed lists of relevant provisions for law enforcement that can be shared and posted in common areas. For example, *Health Insurance Portability and Accountability Act (HIPAA) Privacy Rule - A Guide for Law Enforcement* is available online at: <https://www.hhs.gov/hipaa/for-professionals/privacy/guide-for-law-enforcement/>.

3. Protected health information under HIPAA is information about a person's health that is both individually identifiable and transmitted electronically. For more specifics, see: 45 C.F.R. § 160.103, available online at: <https://www.ecfr.gov/current/title-45/chapter-I/subchapter-A/part-160/subpart-103/section-160.103>.

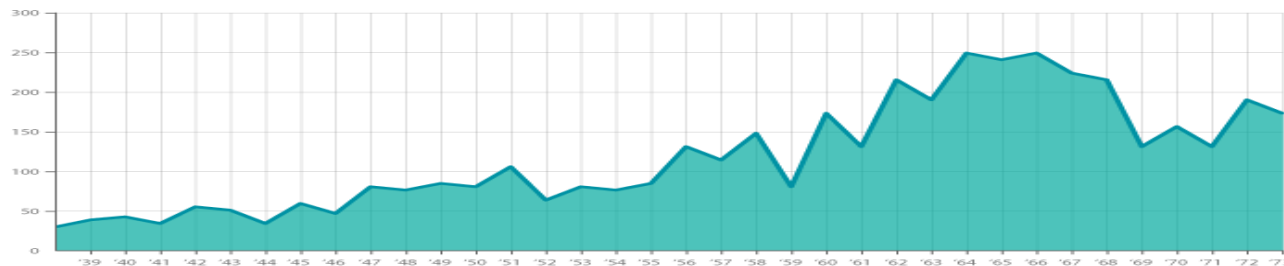
  



Data Collection and Analysis

Reliable data is essential for:

- recording your program activities and performance,
- ensuring that scarce resources are effectively managed,
- demonstrating to government decision-makers that the program is effective,
- requesting funding through annual budgets or grants, and
- garnering the support of mental health providers and other community stakeholders.





Funding and Sustainability

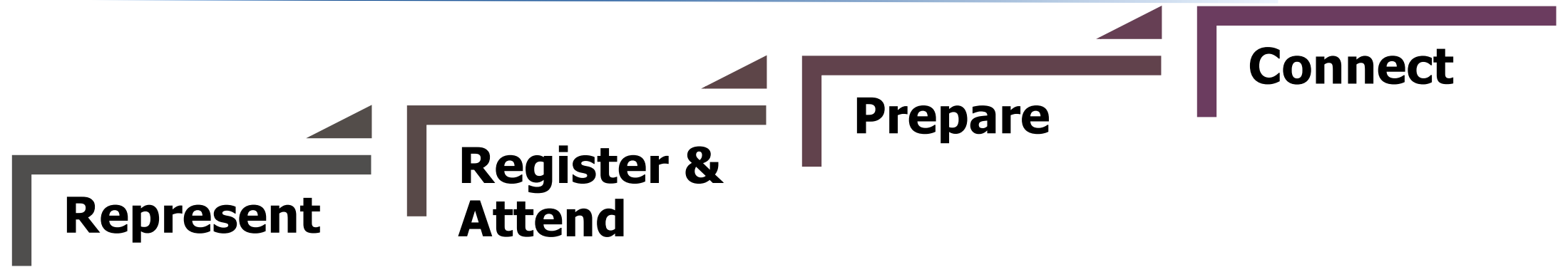
Securing funds for your PMHC programming is one of the most challenging components to supporting sustainability.

Factors that can increase the chances of funding and sustainability include:

- ✓ program evaluation,
- ✓ public relation campaigns, and
- ✓ stakeholder engagement.



Next Steps



Next Session

Strategic Planning
February 19th 2020

Presenters:

David D'Amora, Director, Special Projects Council of State Governments Justice Center

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MIAMI-DADE

COUNTY



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FY19 Category 2 Grantees:

Phoenix Police Department, **AZ**

Division of Criminal Justice, **CO**

Warren County, **KY**

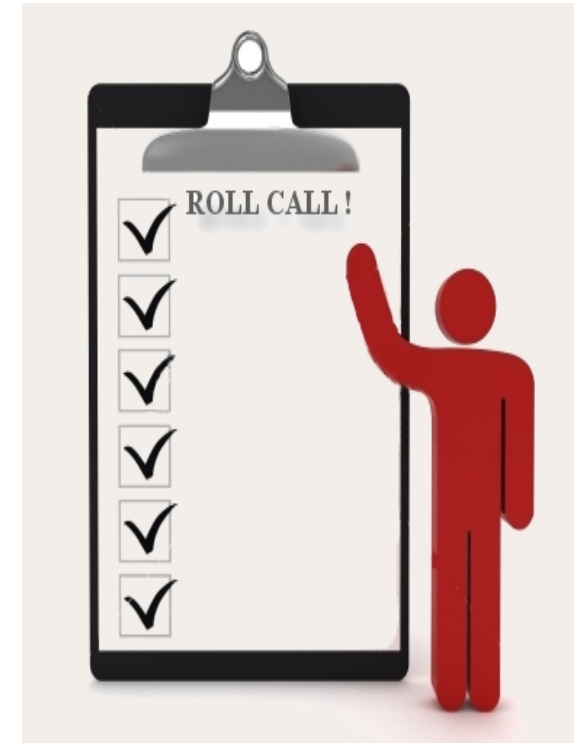
Boston Police Department, **MA**

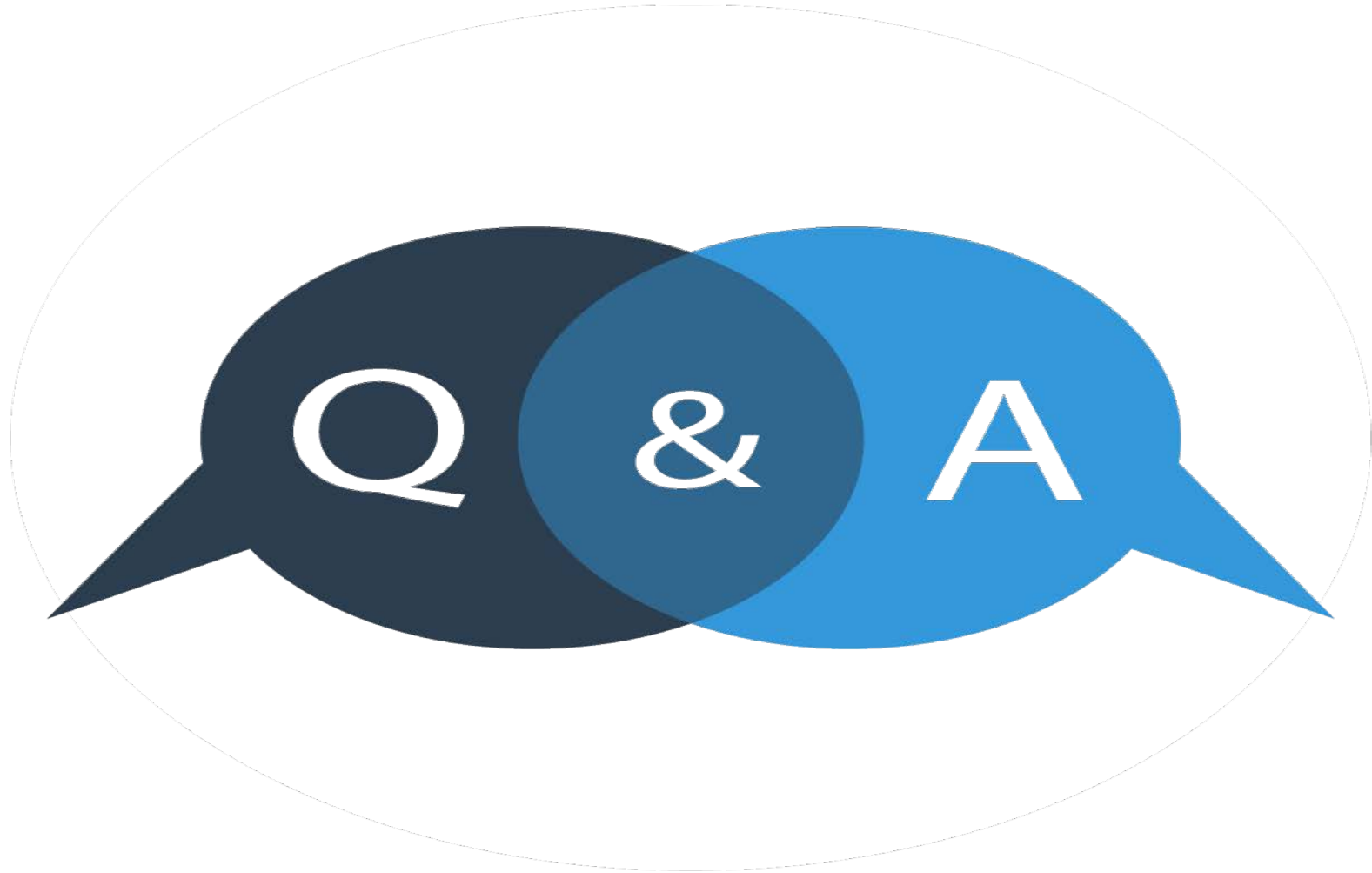
City of Muskegon, **MI**

City of Saint Louis Metropolitan Police Department, **MO**

Clemson University, **SC**

City of Lubbock, **TX**





Contact information

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TTA Providers

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Next Steps

1. If you have yet to do so, please respond back to “Congratulations Email” sent by TA provider with dates to schedule first initial call.
2. Schedule first call with TA provider and respond back to TA provider with names, titles, organizations and email addresses of everyone expected to be on first call.
*Calendar Invite will be sent by TA Provider.
3. Contact [Laura Fabius or Olivia Randi](#) with any questions and or comments.
4. Register for the next Learning Community meeting.

Next Session
Strategic Planning
February 19th 2020

Thank You!

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