Cleveland’s Police Challenges: Opportunities for ROSC

Ohio’s Behavioral Health Conference
January 10, 2016

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Captain James Purcell, Cleveland Division of Police
City of Cleveland and Division of Police Settlement Agreement

- 2014 U.S. Department of Justice investigation of the Cleveland Division of Police (CDP) found:
  - Pattern and practice of excessive force by officers.
  - Crisis Intervention Team (CIT) training highlight of the report.
- City of Cleveland and DOJ entered into settlement agreement:
  - Signed June 12, 2015.
  - Changes to policies, practices, procedures, training, use of data, and more.
Settlement Agreement

- **Mental Health Component:**
  - Development of a Mental Health Response Advisory Committee (MHRAC) by the City of Cleveland and the CDP no later than December 9, 2015.
  - 8-hours of annual **Responding to Individuals in Crisis Training** for *all* CDP Officers.
  - **Call-takers, dispatchers** and **supervisors** to receive 8-Hour **Crisis Intervention Telecommunicators Training** to identify, respond and dispatch crisis calls.
  - 40-hours of *voluntary* Specialized Crisis Intervention Team (CIT) training for officers who undergo an assessment that includes:
    - Written application.
    - Supervisory recommendation.
    - Disciplinary file review.
    - In-person interview.
Settlement Agreement

- CDP to select an officer at the rank of captain or above as the Crisis Intervention Coordinator, which Captain James Purcell has been selected.
  - Facilitate communication between CDP and the mental health community.
  - Develop and maintain partnerships.
  - Serve as point person for advocates, individuals, families, caregivers, professionals.
  - Coordinate implementation of changes made by the Mental Health Response Advisory Committee.
  - Select candidates for CIT officers.
  - Recognize and honor CIT officers, call-takers and dispatchers.
  - Develop a Specialized Crisis Intervention Plan to ensure a specialized CIT officer is available to respond to all crisis calls within the constraints of the Collective Bargaining Agreement.
Settlement Agreement

- Review and development of **CDP Crisis Intervention Policies and Procedures**.
- **Outcome data** will be reported publicly in aggregate annually and to the Mental Health Response Advisory Committee and will be used to:
  - Identify training needs and case studies for teaching purposes.
  - Identify safety issues and trends.
  - Highlight successful officer performance.
  - Develop strategies for repeat calls.
  - Identify and correct systematic issues.
Settlement Agreement

- City of Cleveland selected the ADAMHS Board of Cuyahoga County to assist with establishing and implementing the MHRAC to assist with the Police Crisis Intervention Program.

- Memorandum of Understanding (MOU) between the City of Cleveland Department of Public Safety, the Chief of Police and the ADAMHS Board of Cuyahoga County was developed and signed on September 10, 2015.

- MHRAC Co-Chairs:
  - William M. Denihan, CEO, ADAMHS Board
  - Ed Eckart Jr., Assistant Director of the Cleveland Department of Public Safety
  - Captain James Purcell, Crisis Intervention Coordinator, CDP

- First meeting of the MHRAC was held on September 17, 2015 - well before the deadline.

- The MHRAC serves in an advisory capacity to make recommendations to the City and the CDP.
Mental Health Response Advisory Committee

Charge:

- Foster better relationships and support between the police, community, and mental health providers.
  - MHRAC also decided to focus on addiction.
- Identify problems and develop solutions to improve crisis outcomes.
- Provide guidance to improving, expanding and sustaining the CDP Crisis Intervention Program.
- Conduct a yearly analysis of incidents:
  - CDP has enough specialized CIT officers
  - Deployed effectively and responding appropriately,
  - Recommend changes to policies and procedures regarding training.
Mental Health Response Advisory Committee

Structure:

- Representatives from criminal justice, healthcare, mental health and addiction recovery providers, faith-based, clients, family members, business leaders, and others.
- Meets on a monthly basis and is open to the public for participation.
- To ensure success and utilize the experiences and talents of its members, a structure consisting of six sub-committees was put in place:
  1. **Executive Committee**: Smaller group of key stakeholders to work closely together, reach consensus on decision points and ensure the progress of the Mental Health Advisory Committee.
  2. **Community Involvement/Engagement Committee**: Foster relationships between the Cleveland Division of Police and the community by engaging the mental health and drug addiction community, police, and the general public in meaningful dialogue that builds knowledge, sensitivity, and understanding.
Mental Health Response Advisory Committee

Structure:

3. **Data Committee**: Analyze data collected on CIT calls for monthly updates to Mental Health Advisory Committee and annual report to City through creation of a mechanism to report measurable changes in the handling of calls involving individuals experiencing a behavioral health crisis to recommend improvements in the manner the calls are addressed and increase the rate of diversions from arrest where possible.

4. **Diversion Committee**: Work with the Cleveland Division of Police to offer alternatives to the justice system for people with mental illness and addictions, such as diversion from jail to hospitalization or treatment.

5. **Policy Review Committee**: Police policy review and recommendation working group of the MHRAC as part of the Settlement Agreement implementation process, which involves reviewing the existing CDP policies as they relate to handling people living with mental illness, vulnerable and/or citizens in crisis in order to make recommendations for revising policies consistent with best practices.

6. **Training Committee**: Review and make recommendations for 8-hour Mental Health /AoD training for all Cleveland Police officers and personnel, as well as the 40-hour CIT training for officers who volunteer for the training.
MHRAC: Diversion Committee

Review and make recommendations regarding services, programs and strategies for CDP Specialized Officers to divert people in crisis. Committee will review CIT programs across the country, look at evidence based practices in order to recommend options for consideration in Cuyahoga County.

- **Process mapping** - a diagram that depicts the flow of events and/or choices - of what happens when dispatch receives a call for a person with behavioral health issues and suggested diversion points to assist the person receive treatment rather than jail.
- Implementation of the **Pilot CIT Co-Responder Team**.
- **Exploration** of using Crisis Stabilization Unit as Diversion point.
- **Continued review of best options** for diversion in the county.
MHRAC: Community Engagement Committee

Develop review and make recommendations to CDP on strategies to improve engagement in the community.

- CIT Community Resource Cards which identifies behavioral health resources by police district.
- Implemented four community forums in order to gather input from citizens regarding areas that should be included in the CIT policies and procedures, as well as review of draft policies.
- Development and implementation of online survey to the public regarding community perceptions of CDP as it relates to officers responding in crisis situations.
Emergency Behavioral Health Resources
The following resources are available 24/7 for emergency situations that might require the assistance of mental health, addiction, or other non-law enforcement professionals.

**Emergency Crisis Services**
(216) 623-6888
24-Hour Suicide Prevention, Mental Health & Addiction Crisis, Information & Referral Line for Adults & Children

**Domestic Violence**
(216) 391-4357
Domestic Violence & Child Advocacy Center HelpLine

**United Way’s Help Center**
Dial 211
One-stop, comprehensive information about social, health, and government resources.

**Psychiatric Emergency**
24-hour emergency psychiatric departments
(216) 636-2538
St. Vincent’s Psychiatric Emergency Department
2351 East 22nd Street
(216) 791-3800
Louis Stokes VA Medical Center’s Psychiatric Emergency Department
10701 East Boulevard

**Homeless Services**
EVERYONE on Weekdays from 8:00 AM to 8:00 PM
Everyone: Go to Central Intake at Frontline Service for men, women, & families.
Central Intake @ FrontLine:(216) 674-6700 1736 Superior Ave., 2nd Fl. Mon. to Fri.: 8AM to 8PM

**First District Community Behavioral Health Treatment, Services, & Resources**
Green: mental health services at this site
Blue: addiction services at this site

**First District Community-Police Relations Committee**
First Thursday of each month | 7 PM to 8 PM
St. Ignatius of Antioch Church | 10205 Lorain Avenue | CLE 44111

**West Side Veterans Resources**
CALL LINES
Veterans Crisis Hotline T: 1-800-273-8255 x1 Text: 538255
Combat Veterans Hotline T: 1-877-927-8367
Veteran’s WARM Line T: 1-877-838-2832
VA Call Center for Homeless Veterans T: 1-877-424-3838

**VET CENTERS**
Louis Stokes Cleveland VA Medical Center—Parma Outpatient Clinic T: (216) 739-7000 8787 Brookpark Road Parma 44129 8 AM – 4:30 PM
Louis Stokes Cleveland VA Medical Center—McCafferty Outpatient Clinic T: (216) 939-0929 4242 Lorain Avenue CLE 44113 8 AM – 4:30 PM
Parma Vet Center T: (440) 845-5023 5700 Pearl Road, Ste. 102 Parma 44129 M, W, F: 8 AM – 4:30 PM T, Th: 8 AM – 7 PM
Cuyahoga County Veterans Service Commission T: (216) 698-2000 869 Prospect Avenue CLE 44115 8 AM – 4 PM

**National Alliance for Mental Illness (NAMI)**
Non-crisis Information, Education, & Referrals (216) 875-7776 M – F: 9 AM – 5 PM
Non-Crisis National Line (800) 950-NAMI (6264) M – F: 10 AM – 6 PM

**Options for Families & Youth**
The Centers for Families & Children | West
3629 Rocky River Drive T: (216) 432-7230
Emerald Development & Economic Network, Inc. (EDEN)
7812 Madison Avenue T: (216) 961-9690
Future Directions
11511 Lorain Road T: (216) 251-8286

**Positive Education Program | Hopewell School**
11500 Franklin Boulevard T: (216) 227-2730

**Murtis Taylor | West Side**
9500 Detroit Avenue T: (216) 283-4450

**The 714**
12

**VETS**

**West Side**

For more resources, visit www.edenbhec.org

Updated 10-11-26.
MHRAC: Data Committee

Review, analyze and make recommendations regarding the data collected from the past and present CIT Stat Sheets by looking at trends, patterns and opportunities.

- Inclusion of analysis of CIT data and recommendations in the 2015 MHRAC Report to the City of Cleveland and the ADAMHS Board.
- Analysis and review of online public survey responses collected through the Community Engagement Committee.
- Recommendation regarding the revision of CIT Stat Sheet.
- 2016 Crisis Intervention Team Draft Summary.
MHRAC: Data Committee

Cleveland Division of Police - Communications Control Section

Mental Health Related Incident/Call Data             Sept. 1, 2015 - Sept. 30, 2016

Incoming Calls Received

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<thead>
<tr>
<th>Telephone #</th>
<th>911</th>
<th>621-1234</th>
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<tbody>
<tr>
<td>Count</td>
<td>510,098</td>
<td>342,291</td>
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Incident Counts by District

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<thead>
<tr>
<th>Dist 1</th>
<th>Dist 2</th>
<th>Dist 3</th>
<th>Dist 4</th>
<th>Dist 5</th>
<th>Other*</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>73,986</td>
<td>97,362</td>
<td>92,121</td>
<td>101,196</td>
<td>73,385</td>
<td>11,711</td>
<td>449,761</td>
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Mental Health Incidents

<table>
<thead>
<tr>
<th>Dist 1</th>
<th>Dist 2</th>
<th>Dist 3</th>
<th>Dist 4</th>
<th>Dist 5</th>
<th>Other*</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Created</td>
<td>1,419</td>
<td>1,828</td>
<td>1,631</td>
<td>1,599</td>
<td>1,091</td>
<td>52</td>
</tr>
<tr>
<td>Dispatched</td>
<td>1,282</td>
<td>1,625</td>
<td>1,428</td>
<td>1,410</td>
<td>1,004</td>
<td>9</td>
</tr>
</tbody>
</table>

1,419 + 1,828 + 1,631 + 1,599 + 1,091 + 52 = 7,620

1,282 + 1,625 + 1,428 + 1,410 + 1,004 + 9 = 6,783
MHRAC: Data Committee

  - Data received does not represent ALL CIT calls.
- Up to 28% of callers were family members.
- Up to 31% of calls involved mental illness issues related to behavior, threats, violence, etc.
- Up to 12% of the calls involved juveniles with issues related to violence, suicide attempts, family conflict.
- 74% of calls resolved through verbal de-escalation.
- 2 arrests recorded during this time period for the CIT Stat Sheets received.
- Over 95% were transported to local emergency rooms.
MHRAC: Data Committee

- 56% were males; 44% were females.
- 84% of officer respondents were CIT Officers.
- Addresses identified included mental health agencies, adult care facilities and/or public agencies.
- Out of 789 CIT Stat Sheets reviewed were for 43 repeat clients
  - Majority of repeat calls concerned individuals enrolled in the mental health system.
MHRAC: Training Committee

Review, analyze and make recommendations for Crisis Intervention Team training for the 40 Hour Specialized CIT Training; 8 Hour In Service Training for all basic patrol and Dispatch Staff.

- Recommendations for Dispatch Training to the Monitors for the City of Cleveland and DOJ.
- Recommendations for the 40-Hour Specialized CIT training to the Monitors for the City of Cleveland and DOJ.
- Recommendations for the 8-Hour Responding to Individuals in Crisis Training In-Service Training for Basic Patrol to the Monitors for the City of Cleveland and DOJ.

Recent CIT Graduates
MHRAC: Policy Committee

*Review, analyze and make recommendations for the Crisis Intervention Team Policies General Order of Police.*

- **Review and analysis of 19 CIT policies from across the country in order to recommend the key elements for the CDP CIT Policies.**
- **Development of Recommendations for the CIT Program Policy and CIT Response Policy.**
- **Review and analyze feedback from the December 13, 2016 Community Engagement Public Forums related to the draft policies.**
DRAFT Two Policies and Definitions:

- CIT Program which describes the coordination of CDP’s roles and responsibilities.
- CIT Response which describes the selection of Specialized CIT officers, training and coordination with community resources.
- CIT Definitions to define terminology used in the CDP CIT Policies.
Cleveland Division of Police: Impact of MHRAC

- **New comprehensive police policies:**
  - Input from a variety of sources, including mental health and addiction providers, social workers, child mental health experts, etc.
  - Provides much more detailed guidance for officers to deal with individuals in crisis/special needs populations.

- **Improved connections between police officers and mental health and addiction providers.**

- **More options for officers dealing with crisis situations:**
  - More diversion and better outcomes for clients.
  - Resource Cards for each district listing mental health and addiction services, etc.
Cleveland Division of Police: Impact of MHRAC

- Discussion on gaps in mental health and addiction services (continuum of care) that lead to the police having multiple interactions with individuals, and movement toward addressing gaps and making improvements to the behavioral health system.

- Better training for police and mental health and addiction services system.
  - Each officer receiving a minimum of 8 hours of CIT training annually.
  - Safety training for providers.

- Providers getting information on ongoing issues the police have with dealing/finding appropriate resources for individuals in crisis and vice/versa.

- Police and providers working collaboratively on solutions for individuals who are non-compliant or have complex issues.
MHRAC Committee: Moving Forward in 2017

In collaboration with CDP:

- Enhanced data collection.
- Expanded diversion strategies.
- Training of Specialized CIT officers.
- Implementation of 8-Hour Responding to Individuals in Crisis In-Service Training and Dispatch Training.
- Increased community engagement opportunities through public forums.
- Monitoring of implementation of CIT Program Policies.
- Formalization, development and implementation of community care plans for high-risk mental health and/or addiction clients.
Opportunities for ROSC

- ROSC is a System Transition:
  - From Acute Care...
  - To Recovery Management to help individuals not only get well, but stay well.

- Service Delivery:
  - Focuses first and foremost on needs of clients and family members.
  - Emphasizes importance of peer support, vocational/employment, housing, prevention...
  - Culturally appropriate, accountable, effective and efficient.
Opportunities for ROSC

- **ROSC Principles:**
  1. Focusing on Clients and Families.
  2. Ensuring Timely Access to Care.
  3. Promoting Healthy, Safe, and Drug-Free Communities.
  4. Prioritizing Accountable and Outcome-Driven Financing.
  5. Locally Managing Systems of Care.
Opportunities for ROSC

- MHRAC & ROSC:
  - Review system of care from an outside perspective.
  - Improved interaction with law enforcement.
  - Utilization of resources and best practices.
  - Greater communication with clients and family members.
  - Improved coordination of crisis services.
  - Greater conversation regarding philosophy of continuity of care.
Cleveland Division of Police: Settlement Agreement

Transparency: Police Settlement Agreement:

- Cleveland Division of Police: http://www.city.cleveland.oh.us/CityofCleveland/Home/Government/CityAgencies/PublicSafety/Police
- ADAMHS Board of Cuyahoga County: www.adamhscc.org
- Cleveland Community Police Commission Website: http://www.clecpc.org
- Cleveland Police Monitoring Team: http://www.clevelandpolicemonitor.net
- US Department of Justice: https://www.justice.gov

The Cleveland Community Police Commission is the second of its kind in the nation.

The mission of the Cleveland Division of Police is to serve as guardians of the Cleveland community by enforcing the law, maintaining order, and protecting the lives, property, and rights of all people, as guided by the Constitution. We shall carry out our duties with a reverence for human life in partnership with members of the community through professionalism, respect, integrity, dedication and excellence in policing.
Q & A

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