

ATTACHMENT F

1. EXECUTIVE SUMMARY

The South Hadley Police Department is requesting grant funding to improve the training of its first responder personnel as it relates to persons in mental health crisis. The agency is requesting funding under the Component Jail/Arrest Diversion Program to develop and maintain the training of sworn police personnel and civilian dispatch personnel in the crisis intervention team (CIT) model of policing and other inservice training on assisting community members with behavioral health problems. The goal of obtaining this higher level of training is to improve the agency's response to assisting persons in crisis, suffering from a mental disability, or with a co-occurring substance abuse problem. This goal can be achieved by connecting these consumers in need with crisis and other mental health resources in the community. This connection will divert persons with mental health struggles from the criminal justice system or hospital emergency departments to behavior or mental health providers that can offer real help. If awarded grant funding, the South Hadley Police Department (SHPD) would train a team that would consist of 30% of all sworn police personnel (estimated at 9 personnel) in the CIT model of policing and 100% of civilian Dispatch Center personnel (estimated at 5 personnel) in the CIT response.

An objective of developing a CIT model of police response in South Hadley include improving the crisis response that is provided to the community. The CIT would redirect individuals with mental illness from the judicial system to the healthcare system. The CIT process would improve officer and consumer safety, an objective to developing this team approach. Officers respond numerous times to the same consumer in crisis, without understanding the underlying medical-psychological conditions and without making appropriate linkages to community behavior health resources. This is ineffective for the community member in crisis, but also a disservice to the entire South Hadley community as the officer's time is not well spent. SHPD intends to serve as a more effective and efficient catalyst to necessary short and/or long-term treatment opportunities for these consumers in crisis.

An additional objective of developing a CIT model of police response is to strengthened relationships, communication and collaboration within non-government organizations. Police often struggled with the belief, often incorrect, that they are "*in it alone.*" CIT forces the development of relationships between police and providers for persons in crisis, providers of youth services and providers for persons suffering from substance abuse. These relationships are the first step to building the trust necessary for entities to work more collaboratively. The SHPD will be an effective intercept point to bring resources together. Early diversion is important as SHPD CIT strives to avoid the creation of criminal or delinquency records, especially as it relates to juveniles.

The SHPD CIT strives to also improve the professionalism and community confidence that can be achieved with training in the CIT model of police services. Officers and civilian personnel will respond better to persons in crisis. SHPD personnel will do this because they have more tools and resources to assist the public. With this effort the relationship with the community will improve, a worthy and valuable objective of this project.

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Improved service to the community, stronger relationships with mental health service providers and increased community confidence all lead to increased safety of officers and community members. Attainment of these objectives can be determined if a reduction in calls for service for the same consumer is achieved. If linkages with services are effectively made, the SHPD will see a reduction in calls for service with that consumer. Success in the attainment of these objectives will also be determined by a reduction in referrals to the Hospital Emergency Department (ED). If successful, less persons should be going to the ED and more should be referred to non-emergency mental health providers. Lastly, the SHPD will review offender information and assess if there is a reduction in persons being arrested for offenses that are more appropriately diverted to behavioral service providers. The SHPD should ultimately have less emergency calls for persons suffering from mental illness or crisis, because the CIT model of policing will effectively link the person to the correct mental health service provider.

There has been an identified community need for the development of a South Hadley Crisis Intervention Team. In understanding *Community Impact*, the reviewer is referred to the Town of South Hadley *Symposium of Understanding Initiative*, (appendix A) which is a South Hadley constituent lead focus group to further understand risks to communities as a result of prejudice in America. This South Hadley Community led focus group identified risks to elders and increases of behavioral health problems within the community as being a priority that needed resources. This 2017 focus group identified the need to better understand and link with resources in the community to address these 2 identified At Risk groups, elders and persons with mental illness. (Appendix A)

2. APPLICANT ELIGIBILITY

The Town of South Hadley Police Department is a municipal department within the Town of South Hadley, MA, Hampshire County. The project proposed by this grant will serve the South Hadley Police Department and the community members within the Town of South Hadley. The Town of South Hadley is in extremely sound fiscal condition. The town is rated Aa2 by Moody's Investors Service and receives successful audits annually by the audit firm of Scanlon and Associates, LLC. The town's free cash was certified at \$2,659,656 for the latest fiscal year and has a stabilization fund of over \$2,000,000. Combined these represent over 10 percent of the town annual operating budget. The South Hadley Town Administrator in their powers as outlined in MGL c. 41, § 108 may execute contracts on behalf of the community and all municipal departments. The Chief of Police, acting as the Chief Executive Officer of the South Hadley Police Department has been granted the authority and responsibility by the Town Administrator to modify and implement policy and practice as it relates to the operation of the South Hadley Police Department. The South Hadley Police Department and the Town of South Hadley, if granted this funding, accept the Commonwealth's terms and conditions and any and all additional terms included within this RFA and associated Attachments and Appendices.

With the funding to facilitate a Component Jail/Arrest Diversion Program and CIT program, the South Hadley Police Department will by policy and practice divert from arrest, as safe and appropriate, persons suffering from mental illness, crisis or co-occurring substance abuse to community resources. With these consumers mentioned, sworn personnel will learn de-escalation strategies to utilize, when safe and appropriate, as an alternate to force. The South Hadley Police Department already has 70% of its personnel trained in Crisis Intervention, training provided by Springfield Behavioral Health Network. The Departments commitment to the CIT

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model of policing is evident that this was accomplished with no grant funding, solely by utilization of the municipal budget.

The SHPD does have experience in planning and implementing an outreach program similar to CIT. The South Hadley Police Department has a successful Drug Addiction and Recovery Team, comprising of 4 police officers. D.A.R.T. is a free service that supports people who are at risk for an opioid overdose, or family members affected by overdose and drug addiction. D.A.R.T. provides access to harm reduction tools, connects people to community resources, and provides short or long term support. D.A.R.T. consists of specially trained police officers and recovery coaches. South Hadley Police Officers are often called to the scene of an opiate overdose, from either prescription drugs or heroin, and provide life saving measures by administering Naloxone. As part of the D.A.R.T. protocol, within 72 hours of a patients release from a hospital, D.A.R.T. officers are tasked with conducting outreach with the individual to offer referrals and information about detox facilities, access to a peer to peer recovery coaches, medical assistance resources, effective intervention tools and harm reduction strategies. D.A.R.T. officers can also provide information for family members who are impacted by their family members struggle with opiates.

The SHPD has a strong and positive relationship with the South Hadley School Department. The South Hadley School Department was eager to provide a letter of support for this grant funding request. SHPD works closely with the schools to collaboratively ensure a safe environment for all students and staff within the educational system. The basis of this relationship is trust and collaboration. At this time, South Hadley assigns 2 sworn members to the schools as full time School Resource Officers (SROs). Both SROs will be assigned as members of the Crisis Intervention Team, utilizing resources for youth and family within the school district and also in the region. Diverting youth from the criminal justice system to the services that they need for behavioral and/or substance abuse issues will be an agency wide priority. This application includes the 2019/2020 Goals of the South Hadley School District, (Appendix B) which outline 2 key strategies which are closely related to this grant proposal *Goal #1*: High School Staff will be provided professional development on how student achievement is impacted by mental health disorders and *Goal #2*. The district will collect and analyze student mental health data and utilize the data to determine staffing needs for within the school district. While both goals address School District needs, this shows the overall *Community Impact* of mental health and how this grant proposal will assist in addressing a community wide need. *See Appendix B*

The oversight of the Crisis Intervention Team, including the submission of all required grant reporting documents as required by the Department of Mental Health, will be assigned to a Supervising officer of the South Hadley Police Department. The SHPD has successfully navigated and implemented dozens of government grants provided by the Commonwealth of Massachusetts (EOPS, E911, MEMA-Emergency Preparedness) and United States Federal Government (DOJ, Dept Homeland Security). Never has the community or SHPD been sanctioned for not adhering to the grant requirements as required by the grantor.

3. PROJECT DESCRIPTION

The South Hadley Police Crisis Intervention Team will assist the South Hadley Community. South Hadley has a substantial transient and elder community, all of which will be served by this grant program. As stated, the Project type that the South Hadley Police Department is requesting funding for is to develop a Crisis Intervention Team. Approximately 7% of all calls

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for service responded to by South Hadley Police Department are for persons suffering from mental illness, crisis or substance abuse. This project was selected because the SHPD wants to improve the service it provides to all community members. The South Hadley Police has consulted with its Emergency Services Provider, Behavioral Health Network of Springfield, which has provided a letter of support for this grant application.

Many of these calls for persons in crisis are for the same community members, repeating again and again, as they live within the community but do not successfully connect with services. The SHPD has yet to be effective with implementing a program that would reduce the duplicate calls by providing consumers in crisis with needed mental health services during the first interaction. A productive and successful crisis intervention approach to providing police services will get assistance for persons in crisis, divert them from the criminal justice system, and allow the police to provide better service to the entire community. Repeat calls for persons in crisis, not addressed appropriately at the onset of our interaction, is an ineffective use of municipal services. This project was also selected as the SHPD strives for better training in crisis intervention and de-escalation strategies which will improve personnel's response to encounters with individuals with behavioral health challenges. It is anticipated that incidents of use of force will reduce.

The following component grant activities will be undertaken to implement the proposed project of a Component Jail/Arrest Diversion Program by developing a crisis intervention team model to providing services to persons with behavior health challenges, in crisis or suffering from a co-occurring substance abuse problem.

- **Off-Site Training:** The SHPD will obtain necessary training to develop and maintain a crisis intervention team. SHPD sworn police officers and civilian emergency call takers/dispatcher will attend the 40 hour curriculum in crisis intervention provided currently by Behavioral Health Network in Springfield, MA. At this time, no Dispatchers have attended CIT training and all dispatchers will attend CIT training over the 1st 12 months of program implementation. Further, most South Hadley police officers currently have CIT training, so funding is only necessary for newly hired police officers. Agency identified CIT members will also obtain advanced training in critical incident stress debriefing and peer support protocols to utilize those skills within the South Hadley community and police department.
- **In-Service Training:** The SHPD CIT members will strengthen the Crisis Intervention Team model of policing by attending In Service Training. All sworn members of the SHPD CIT would attend in-service professional development training which will include Mental Health First Aid or similar curriculum.
- **Conference Participation:** CIT team leadership will continually strive to apply current best practice to the team's protocols. To do so, leadership will identify key CIT sworn police officers to attend the Mental Health and Law Enforcement Annual Conference, bringing those strategies back to the team. Other applicable conferences that strengthen the CIT program will also be attended.
- **Policy & Procedure Implementation:** A clearly written policy and procedure is a necessary step to developing a successful CIT program. CIT leadership will be tasked with writing a new policy and procedure to guide all personnel in their interactions with persons suffering from behavioral challenges. The updated written policy will identify specific sworn personnel who will be assigned as Crisis

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Intervention Team members and the expectation of those personnel to take a lead role in all calls for service for South Hadley consumers in crisis. The policy will guide personnel towards a response with compassion. The policy will prioritize both communication and collaboration with stakeholders.

- **Stakeholder Meetings & Community Participation:** CIT members will create a collaborative culture with those community-based providers that serve persons with behavioral challenges. The foundation of this collaboration between the South Hadley Police Crisis Intervention Team and the community stakeholders will be one of trust, respect and sharing of information. Partners for the Crisis Intervention Team may include: mental health service providers, the South Hadley School District, the South Hadley Public Health Department, Emergency Services, the local hospital, substance abuse treatment, housing providers, veteran's services, South Hadley Council on Aging and other services providers for elders. SHPD CIT members will be expected to have bimonthly meetings, developing relationships and plans to best serve this community.
- **Program Materials:** The CIT will utilize existing and new literature/materials to make the linkage with those in need with community mental health services. New program materials that would be needed include town specific resource cards and regional specific resource literature. Existing technology, social media platforms and website exposure will be used to promote the CIT team and encourage trust and collaboration.
- **Post Encounter Follow-Up:** CIT members will identify those consumers within the community which require follow-up after the initial intervention has occurred, thus improving the ability for the consumer to obtain assistance. While the goal of the CIT program is to have a "warm handoff" of the person in crisis, the reality is that some services may be unavailable. Consumers might have to wait for the needed level of assistance. In those instances, after ensuring stability for the client, the CIT officer would conduct post encounter follow-up. This would ensure that the person knows that help is still available but to also ensure that the situation has not again deteriorated. Additionally, the regional emergency services provider, Behavioral Health Center has been consulted on this grant application and BHN is hopeful to collaborate with the SHPD CIT on these post encounter follow ups and will send qualified staff to accompany SHPD CIT members on these follow ups.
- **Data Collection & Outcome Reporting:** Data collection and a review of outcomes will be ongoing processes during the implementation of the CIT program. SHPD administrative staff will be responsible for collection of monthly and quarterly data which will be reported internally to the personnel of the police department but also shared externally as beneficial to further enhance the CIT program.
- **Backfill Shift Coverage:** Personnel, both sworn and civilian emergency dispatchers, will need funding to cover the vacancies on their shift when they are participating in the following Crisis Intervention Team tasks: Initial CIT training, in-service training to hone the skills of existing CIT members, mental health/law enforcement focused conferences, stakeholder meetings and post encounter follow-up.

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The target population for this proposed project is the South Hadley community. There will be a distinct focus on youth, their families, and elders. The current census population of South Hadley is 17,790, of which 1,300 are veterans. Eighty-eight percent (88%) of the census population identifies as white and 5.6% as Hispanic. Seventeen percent (17%) of the overall population in South Hadley is 65 and above, which is much higher than the state median age for elders within a community. The 2010 census population identified 9% of all persons under 65 as having a disability. Additionally, 2.9% of persons under 65 do not have health insurance. South Hadley is host community to Mt. Holyoke College, a highly selective women's college whose current enrollment is 2,330. CIT services will be available to all community members; however, a focus will be on those community members that are 65 years of age and older. It is estimated that a high percentage of the repeat calls for service for persons in crisis are for persons over the age of 65. South Hadley has numerous state aid housing units (South Hadley Housing Authority) that are provided to qualified low-income elderly and handicapped persons. This population is underserved as services for elders are limited within the town and region. The South Hadley Police Crisis Intervention Team will strive to identify opportunities to better serve the aging South Hadley population. The South Hadley Council On Aging has been consulted about this proposed project and as provided a letter of support for the South Hadley Police Crisis Intervention Team.

The South Hadley Police Crisis intervention team will comprise of no less than 2 veterans, who will be authorized to serve as the Police-Veterans Representative. These officers will collaborate with the VA Hospital in Northampton as well as the South Hadley Veterans Agent to ensure that veterans will be served. Ensuring that these service members are provided help and diverted from the criminal justice system will be a priority. Of concern will be the homelessness of veterans and the SHPD CIT will identify regional housing opportunities for those veterans at risk for homelessness. The South Hadley Veteran's Officer has been consulted on this project and has provided a letter of support for the South Hadley Police Crisis Intervention Team.

The South Hadley Police Crisis Intervention Team will enhance services to youth and families. There are approximately 1,900 students within the South Hadley School District. At this time, South Hadley assigns 2 sworn members to the school district as full time School Resource Officers (SROs). Both SROs will be assigned as members of the Crisis Intervention Team, utilizing resources for youth and their families within the school district and also in the region. Diverting youth from the criminal justice system to the services that they need for behavioral and/or substance abuse issues will be an agency wide priority. Currently, the SHPD SRO program utilizes School Based Diversion tactics with leadership from the South Hadley School District and the Northwestern District Attorney's Office. Both the School District and the Northwestern District Attorney's Office have provided letters of support for this grant application.

SHPD Crisis Intervention Team members will be trained and guided by written policy that dictate that interactions with youth be the least coercive method available to accomplish the police mission during interactions with youth, whether it be for a crisis incident or an incident of delinquency. The SHPD SRO's already reduce rates at which school discipline matters enter the juvenile court through school-based diversion programs. These diversion programs have been very successful. The South Hadley Police Department will strive to maintain a working relationship with other elements of the juvenile justice system, including the Department of Youth Services and the Northwestern District Attorney's Office, to reduce the unnecessary and harmful use of secure detention for low-risk juveniles. All personnel within the SHPD will be educated on the Juvenile Detention Alternative Initiative of Massachusetts as a requirement for the development of the Crisis Intervention Team.

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Collecting data to document program activities is vital to determining if the SHPD CIT program is being implemented as planned. A consistent review of data can help identify gaps and problems with implementation. The SHPD CIT leader will be required to document and summarize all local stakeholder meetings held and number of participants as well as the number of formal partnerships developed (e.g. MOUs). The SHPD Crisis Intervention team will be required to document via the internal Records Management System (Tri-tech/IMC) the following data which will be provided to the grantor to access attainment of goals:

- Number of police officers and dispatchers CIT trained and total hours of training
- Number of behavioral health-related calls per year coded as MEDICAL/Mental/Crisis
- Number of behavioral health-related calls per year with CIT officer responding
- Number of behavioral health-related calls per year with CIT officer responding resulting in arrest
- Number of behavioral health-related calls per year with CIT officer responding resulting in arrest diversion
- Number of behavioral health-related calls per year resulting in use of force
- Number of behavioral health-related calls per year resulting in no use of force
- Number of behavioral health-related calls per year with CIT officer responding resulting in any physical injury to first responder(s)
- Number of behavioral health-related calls per year with CIT officer responding resulting in no physical injury to first responder(s)

This data will be collected from the records management system and summarized on the forms as required by grantor requirements and shared with stakeholders. When CIT programs provide police officers and partners with information about the outcomes of CIT cases, they will have a greater sense of empowerment in helping these consumers. Sharing the information with officers and program partners will be a priority of the SHPD CIT as that may also build support for the program.

Providing treatment to diverted persons will be accomplished in numerous ways. The goal of the SHPD CIT is to divert persons suffering from behavioral problems from the criminal justice system, courts and jails to needed assistance from mental health providers. CIT is just one part of a robust continuum of behavioral health services for the whole community. Warm handoffs are ideal but may not always be possible. CIT officers will be allowed the necessary time on each of the mental health calls to determine, with providers, what is the best treatment option for the consumer. CIT officers will assist consumers to utilize services not only *In Person* with a warm hand-off, but also over the telephone. CIT officers will have direct knowledge and relationships with those service providers for the community member in need. Examples for either referrals or warm hand-offs include:

- elder services for those 60+
- college counseling centers for those within one of the 5 college community,
- outpatient and in-patient services for adults
- providing transportation to services within the region, including substance abuse detox facilities
- assistance to youth and their families that are struggling with behavioral disorders
- services for veterans suffering from behavioral disorders, including PTSD and TBI. Services for veterans will also include services for impact to their family.

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- access to temporary shelters, for either homeless or persons in need of temporary respite such as the Livingroom in Springfield, which provides a safe space, allowing for someone in crisis to connect with peers, avoiding the emergency room or hospitalization

The management structure of the South Hadley Police Crisis Intervention Team will be as follows:

- Chief-Police .05/FTE
- Lieutenant,: CIT Training, Staffing, Grant: .05/FTE
- Sergeant, Operations: First level of supervision/support for CIT officers .05/FTE
- Police Officer: CIT coordinator, CIT Manager/Facilitator .10/FTE

Members of the South Hadley Police Crisis intervention team will be guided by written policy and trained on utilizing a trauma informed approach when assisting consumers in crisis. The trauma informed approach used by SHPD CIT members will include providing safety to persons in crisis; proving transparency and honesty in their manner of care and referrals; providing consumers choices as it relates to their care and recovering; prioritize collaboration when helping consumers and finally; empowering consumers to help them get the assistance they need. SHPD CIT members will be guided by policy and training that use the the principles of recovery-oriented mental health practices to ensure that services are delivered/referred in a manner that supports the recovery of mental health consumers. Those principals that will guide the team include knowledge of the uniqueness of the individual; choices and rights of the consumer; dignity; respect and; communication. SHPD personnel will treat consumers from a strengths based perspective, specifically that the consumers they are working with are resourceful and resilient in the face of adversity and their mental health illness. Strengths-based approach moves the focus away from deficits of people with mental illnesses and focuses on the strengths and resources of the consumers.

The South Hadley Crisis Intervention team will strive to be culturally and linguistically competent in the manner in which it provides service to the community. Police officers that are bilingual will be encouraged to be a part of the CIT team to serve our limited non-English speaking consumers. Assigned officers will be diverse in gender so that the team is representative of the community serviced. Finally, all members of the department will be provided training opportunities which assist to guide officers to best serve a diverse community.

4. START UP ACTIVITIES

The startup activities for Component Jail/Arrest Diversion Program would commence immediately upon receipt of grant award. The South Hadley Police Department has existing administrative location for meetings and secure storage of paperwork. Administrative start up tasks include Crisis Intervention Team Training, provider identification and collaboration, policy development, TEAM implementation, Inservice Training.

1. Policy Development: month 1
2. Provider Identification/collaboration: within month 2, then ongoing
3. Crisis Intervention Training, sworn personnel and dispatch staff: month 3-12
4. Inservice Training: existing sworn members who have CIT training: month 5-12
5. Crisis Intervention Team Assignment and Implementation: Month 2-4

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5. POTENTIAL BARRIERS

There are no easily identifiable barriers for the development of the South Hadley Police Crisis Intervention Team model of providing services to the community. Various community partners and stakeholders have provided letters of support of this project. The police officers realize that the manner in which they currently provide short term solutions to a long-term disability are not effective or working. The police officers are frustrated that they can't successfully provide solutions to these persons in crisis. Many of our police officers live within the South Hadley community, they are employees and tax payers. The too wish to utilize the multitude of resources that are available to help people in crisis.