City of Cleveland

Mental Health Response Advisory Committee

2018 Annual Report

January 31, 2019

ADAMHS
BOARD OF CUYAHOGA COUNTY
ALCOHOL, DRUG ADDICTION & MENTAL HEALTH SERVICES

Introduction:

The Mental Health Response Advisory Committee (MHRAC) was developed as part of the Settlement Agreement in September 2015 to provide feedback, technical assistance and support to the Cleveland Division of Police as it relates to the coordination of crisis intervention activities in Cleveland. A Memorandum of Understanding (MOU) between the City of Cleveland and the Alcohol, Drug Addiction and Mental Health Services (ADAMHS) Board of Cuyahoga County was developed to carry out the duties of the MHRAC.

During Calendar Year 2018, Scott Osiecki, Chief Executive Officer of the ADAMHS, joined Ed Eckart Jr., Assistant Director of the Cleveland Department of Public Safety, and Captain James Purcell, CIT Coordinator, Cleveland Division of Police (CDP), as one of the Tri-chairs of the MHRAC.

The charge of the MHRAC is:

- Fostering better relationships and support between the police, community, and mental health providers.
- Identifying problems and developing solutions to improve crisis outcomes.
- Providing guidance to improving, expanding and sustaining the CDP Crisis Intervention Program.
- Conducting a yearly analysis of incidents to determine if the CDP has enough specialized CIT officers, if they are deployed effectively and responding appropriately, and recommending changes to policies and procedures regarding training.

As required by the MOU between the City of Cleveland and the ADAMHS Board of Cuyahoga County, the MHRAC has developed this 2018 Annual Report.

At the end of 2017, members of the MHRAC voted to meet every other month in 2018. All of the meetings were held at the ADAMHS Board and were open to the public. The committee met from 9:00 a.m. – 10:30 p.m. in January, March, May, July, September, and December rather than November due to a scheduling conflict.

MHRAC Sub-committees & Accomplishments:

There are five sub-committees of the MHRAC and its structure continuous to mirror the core elements, process for implementation and the coordination for a successful CIT Program:

1. **Training Sub-committee:**
    - Developed and implemented the Four-hour In-service Training for all officers of the CDP. This training was provided from July 2018 through December 2018.
    - Committee finalized the outline for the 40-hour Specialized CIT training for CDP Officers.
    - Gathered the lectures, lesson plans, lesson manuals and other related materials from the current Community CIT presenters in collaboration with the ADAMHS Board of Cuyahoga County.

2. **Diversion Sub-Committee:**
    - The committee met every other month throughout 2018 and facilitated discussions regarding current diversion challenges and opportunities for CDP officers.
    - Committee was provided brief updates on the activities from the CIT Co-Responder Pilot Project that ended in September 2018.
3. **Community Involvement/Engagement Sub-Committee:**
    - The committee developed a presentation for the community entitled *When to Call 911*, that will be facilitated by the ADAMHS Board Training Unit in 2019.
    - A presentation entitled *An Update on Improving Interventions with People in Crisis* was drafted. The presentation was submitted as a proposal for a workshop at the March 8, 2019 National Association of Social Workers Ohio Chapter Cuyahoga County Conference on Social Welfare held at Case Western Reserve University.
    - A questionnaire to CDP officers on the utilization of the Community Resource Cards was completed and a follow-up note outlining the feedback was sent to officers. Survey results indicated:
        - 62% of officers rated the resource cards' helpfulness as a 7 or better on a scale of 1-10 with 10 being Extremely Helpful.
        - 22% of officers have used the card more than five times.
        - 62% of officers have used the card at least once.
        - 10 officers made suggestions for ways to improve the cards and the committee will work to incorporate the ideas in 2019.
4. **Quality Improvement Subcommittee:**
    - The committee met on a quarterly basis to review and discuss the data submitted from the CIT stat sheets.
    - The Committee made recommendations on ways to improve the quality and quantity of data collected in the reports.
    - The committee also reviewed and discussed the report from the *Cuyahoga County Crisis Response Needs Assessment* that was commissioned by the ADAMHS Board of Cuyahoga County and completed by The Begun Center for Violence Prevention Research and Education at Case Western Reserve University. The report reflected major underlying themes characterizing the responsiveness of the system in meeting the needs of clients and their families. The goal of this effort was to present these themes in ways that would be useful in assessing the effectiveness of the current system and later informing planning efforts for improvement. Interviews and focus groups were held with over 400 people across the county representing clients, family members, behavioral health professionals, law enforcement agencies and members of the MHRAC.
5. **Executive Committee:**
    - The Executive Committee is a smaller group that met on an as needed basis for Committee Chairs and the MHRAC Tri-chairs to work closely together, reach consensus on decision points and ensure the progress of the MHRAC.

Other MHRAC Notables:

- As required by the MOU, MHRAC developed, published and submitted its third Annual Report to the City of Cleveland and the ADAMHS Board of Cuyahoga County. The report was shared with the Department of Justice, the Monitoring Team and the community in January 2018. All MHRAC annual reports can be viewed at www.adamhscc.org.
- The MHRAC coordinated, developed and submitted its 2018 Crisis Intervention Work Plan to the Department of Justice and the Monitoring Team. The Work Plan was approved by the Federal Court and represented the MHRAC's established goals, objectives and timelines.
- Jean L. Frank, MPH, Manager of School Based Surveillance and Evaluation at Case Western Reserve University, presented the findings of the *2017 Cuyahoga County Youth Risk Behavior Survey*, during the March 2018 MHRAC meeting.
- Captain James Purcell, CDP, and Carole Ballard, Director of Education & Training for the ADAMHS Board of Cuyahoga County, presented several workshops throughout 2018 about CIT, including at the CIT International Conference, Ohio CIT Advanced Training Conference and the Ohio CIT Coordinator Committee.
- MHRAC members Larry Heller, social worker and community advocate, and Gabriella Celeste, Policy Director, Adjunct Assistant Professor in the Department of Anthropology, and Co-Director of the Childhood Studies Program at the Schubert Center for Child Studies at Case Western Reserve University, joined Captain Purcell and Carole Ballard on a variety of panels with the National Association for Civilian Oversight of Law Enforcement Regional Meeting.
- ADAMHS Board of Cuyahoga County staff provided an overview presentation of the Behavioral Health System of Care to the City of Cleveland Office of Professional Standards.

CIT Co-Responder Pilot Project:

Although not an official project of the MHRAC, the committee was kept up to date on the activities of the CIT Co-Responder Pilot Project. The project was funded through a $200,000 Federal Bureau of Justice Assistance grant to the City of Cleveland and $260,000 in funding from the ADAMHS Board of Cuyahoga County. FrontLine Service partnered with the CDP and managed a team that consisted of two mental health workers and two CIT police officers.

- The original grant award was from October 2015 through September 2017. The City of Cleveland applied for and received an extension to operate the program until the end of September 2018. In 2018, the City of Cleveland Applied for an expansion grant to continue the program but the grant was not awarded.
- The program design called for Crisis Workers from FrontLine Service to be paired with Police Officers from the CDP, 2nd District, during 2nd shift Tuesday through Friday. For the first 6 months of the program, the Crisis Workers rode in the back seat of the patrol car. Due to safety concerns for the Crisis Workers, CDP and the workers responded to calls in separate vehicles.
- From June 2016 through September 2018, 1,789 referrals involving 1,339 unique individuals were received – that is an average of 66 referrals per month.
- 785 (44%) of the referrals came through dispatch and resulted in the Crisis Workers being on scene with the Officers.

- 1,004 (56%) of the referrals came from CIT forms completed by 2nd District Officers or when an officer notified them of an individual they were concerned about.
- Significant outcomes of the program:
  - When the crisis workers were on scene, a lower percentage of individuals were transported to an emergency department (44%) compared to when they were not on scene (87%). Diverting transports from an emergency department saves law enforcement time and resources. Avoiding transport to an ED also decreases the likelihood of a situation escalating since law enforcement are not having to take an Individual into custody.
  - When the crisis workers were on scene, they were much more successful in following up and assisting the individual with linking to on-going services vs. the CIT form referrals.
  - The Crisis worker also focused much of their work on the *high utilizers*, defined as an individual with three or more contacts with 2nd District officers during a 6 month period. They were able to consistently reduce the number of calls from the individuals in subsequent months.

This report is submitted on behalf of the entire MHRAC.

Thank you to all members, especially the Sub-committee Co-chairs for their hard work and dedication. A MHRAC membership roster is included in this report.

The MHRAC also thanks the Settlement Agreement Monitors Matthew Barge, Vice President and Deputy Director of the Police Assessment Resource Center, and Randolph Dupont, Ph.D., Professor and Clinical Psychologist at the University of Memphis, for their collaboration, technical assistance and consultation.

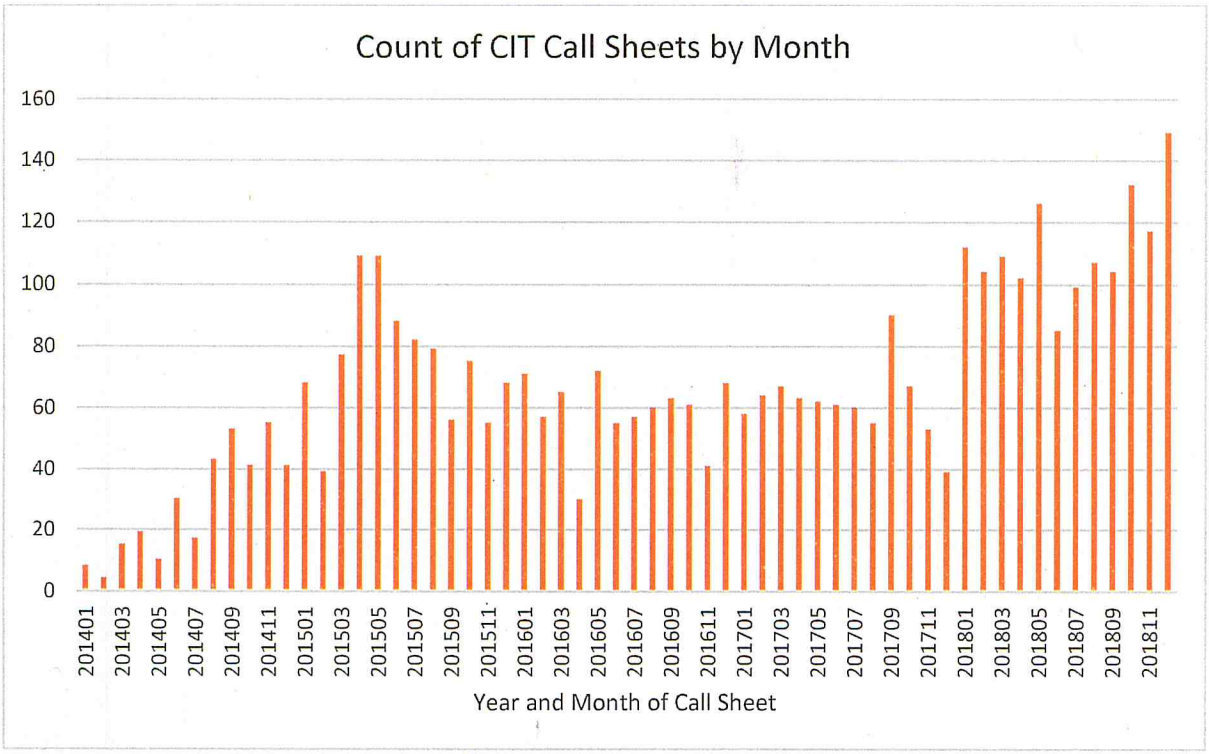
The committee and the Tri-chairs also expresses a special thanks to Heather Tonsing Volosin, Assistant United States Attorney, and Mike Evanovich Civil Rights Investigator, at the US Attorney's Office, and Carole Ballard, Director of Education and Training, and Thomas Williams, Data Research Specialist, at the ADAMHS Board of Cuyahoga County.

This report was prepared by the ADAMHS Board of Cuyahoga County on behalf of the City of Cleveland Mental Health Response Advisory Committee in accordance with the Memorandum of Understanding.

SUMMARY OF CRISIS INTERVENTION TEAM DATA: 2014 - 2018

The following charts summarize the data shared by CDP with the ADAMHS Board of Cuyahoga County for Crisis Intervention activities from January 2014 through December 2018.

ENCOUNTERS BY MONTH VIA CRISIS INTERVENTION TEAM STAT SHEETS COLLECTED BY CDP:



CIT STAT SHEETS RECEIVED AND SUMMARIZED BY CALENDAR YEAR:

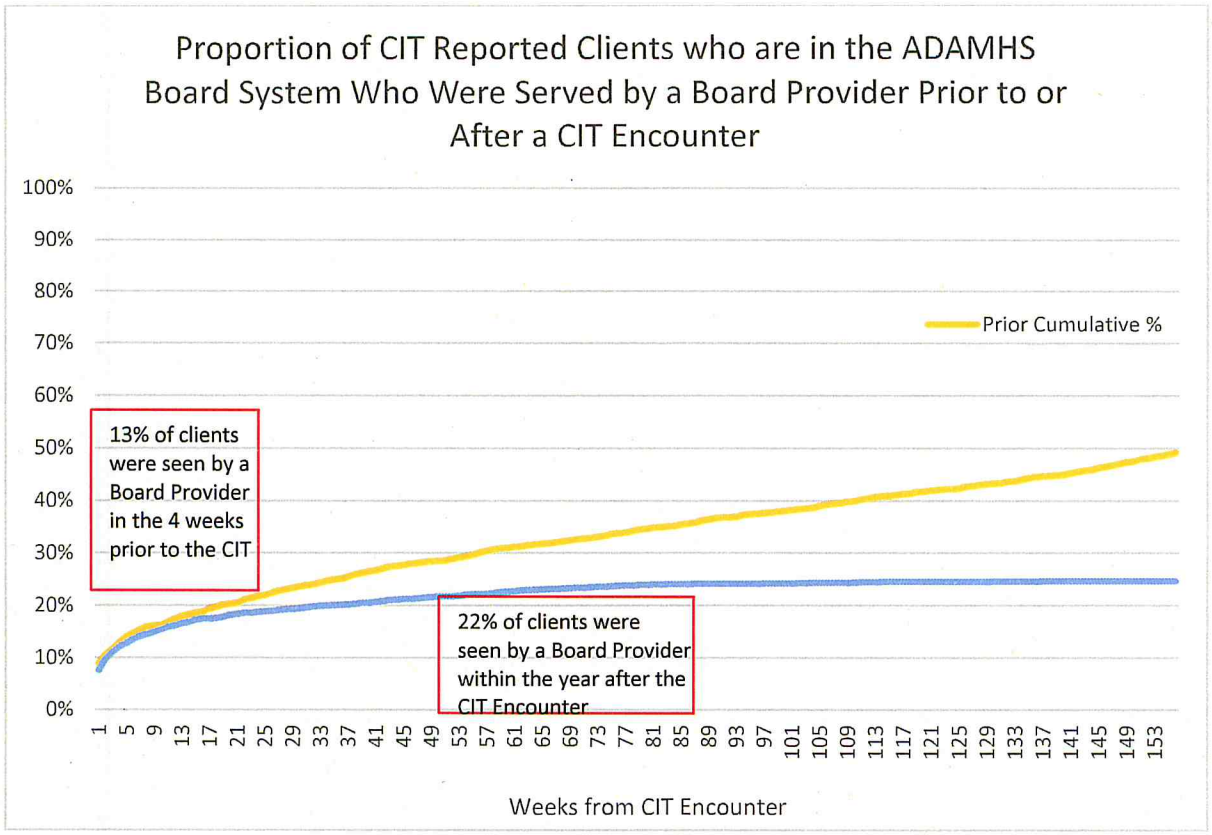
This chart represents the Total Number of CIT Stat Sheets reviewed by the ADAMHS Board.

Encounter Year	2014	2015	2016	2017	2018 Q1	2018 Q2	2018 Q3	2018 Q4
Encounter Count	336	905	700	739	**325**	**313**	**310**	**398**
Average Encounters per Month	28	75	58	62	**108**	**104**	**103**	**133**

- Two different CIT Stat Sheets have been used over the course of the years summarized. Data fields have been added and deleted as the data requirements have been refined.
- Handwriting of the individuals who completed the sheets may be difficult to read.
- Stat Sheets may have been incomplete.

CDP Interventions and ADAMHS Board Client Overlap:

Persons identified on CIT Stat Sheets were compared with Clients in the ADAMHS Board Claims Data System to determine what overlap there is between the two systems.



- For the five-year time period from January 1, 2014 through December 31, 2018 there were 4,026 CIT Stat Sheets completed and entered into the ADAMHS Board data base.
- Using data from the Stat Sheets and the ADAMHS Board claims data, records were matched using client name, social security number, street address and date of birth.
- Using the standard criteria for inexact matches on all data fields, 2,400 record matches were identified. This is a matching rate of 60%. The matches are for individuals enrolled in SHARES or MACSIS.
- Not everyone enrolled has had claims submitted. There are 460 enrolled individuals who do not have claims. Many of this enrollees have Medicaid numbers and some may have other insurance. The 460 clients are not included in the service counts.
- For clients who do match and had claims, 15% of clients were served at a Board provider within four weeks after the CIT encounter.
- For clients who do match, 22% of clients were served at a Board provider within a year (52 weeks) after the CIT encounter.
- 13% of individuals who were identified on both a CIT Stat Sheet and are in the Board Claims systems were served by a Board provider within the week prior to the CIT encounter. Some clients were served on the same day as the CIT encounter.

- 49% of individuals who were identified on both a CIT Stat Sheet and are in the Board Claims systems were served by a Board provider within the three years prior to the CIT encounter.

Diagnoses for Clients Matched to Encounters:

The table below shows the distribution of diagnoses which were less than four percent of the clients included in the Other Diagnoses category. The diagnosis comes from the Board contract provider.

Diagnoses for Matched Clients	Count	Percent of Matched Clients with Claims
Schizophrenia	596	31%
Major Depressive Disorder	217	11%
Bipolar Disorder	208	11%
Adjustment Disorder	154	8%
Other Diagnosis NEC	129	7%
Other Psychosis	86	5%
Alcohol Dependence	95	4%
Attention Deficit Hyperactivity Disorder	75	4%
Other Diagnoses	380	20%
Total	1,940	

Counts by Encounter Location:

The table below shows the locations where officers responded multiple times in 2017 & 2018. Addresses for public establishments and group homes are shown with the name of the establishment. Addresses for private residences are not shown and are indicated as Private Residence.

2017		2018	
Encounter Location	**Encounter Count**	**Encounter Location**	**Encounter Count**
8001 Madison, Madison Commons Group Home	6	2100 Lakeside, Lutheran Metropolitan Ministry	20
Private Residence A	5	2227 Payne, The Norma Herr Women's Center	20
Private Residence B	5	Public Square	10
881 E. 152nd, Cleveland Police Department	5	Private Residence	9

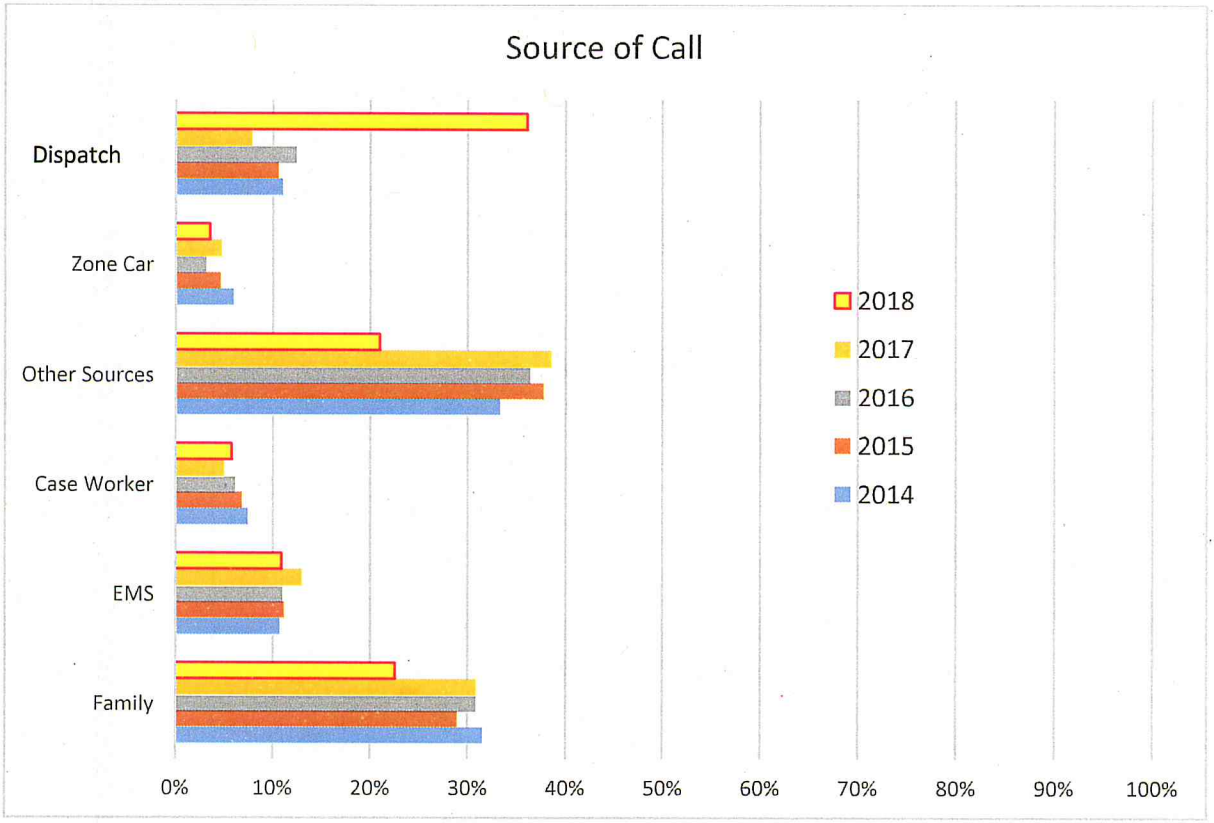
13407 Kinsman, Life Exchange Center	4
8411 Broadway, Community Assessment	4
13422 Kinsman, Doctor Office	3
17608 Euclid Ave, New Avenues To Independence	3
18810 Harvard, Atrium Health Care Inc	3
2100 Lakeside, Lutheran Metropolitan Ministry	3
Private Residence C	3
3515 E. 142, Open Arms	3
3704 E. 53, Heaven on Earth Adult Care, LLC	3
3907 Prospect, Help Foundation Inc	3

Private Residence AA	9
1744 Payne Ave, Frontline Service	8
Private Residence AB	8
12717 Dove Ave, Helping and Caring Hands	6
4400 Euclid Ave, The Centers for Families and Children	6
5310 Carnegie, The City Mission of Cleveland	6
6606 Carnegie Ave, City View Nursing and Rehabilitation Center	6
9333 Kinsman, Cleveland Police Department	6
Private Residence AC	5
10613 Lamontier, Northern Oh Recovery Association East	4
Private Residence AD	4
Private Residence AE	4
3427 E. 147th , Close to Home The Classic	4
Buckeye Square	3
Private Residence AF	3
Private Residence AG	3
Murtis Taylor Human Services System	3
Private Residence AH	3
3234 West Blvd, Bradley Manor	3
Hopkins Airport	3
8411 Broadway, Community Assessment and Treatment Services	3

SOURCE OF ENCOUNTER:

The following chart represents the origination of a call that resulted in a CIT encounter.

	Encounter Year				
Encounter Source	**2014**	**2015**	**2016**	**2017**	**2018**
Family	106 32%	262 29%	216 31%	228 31%	304 23%
EMS	36 11%	101 11%	77 11%	96 13%	147 11%
Case Worker	25 7%	62 7%	43 6%	37 5%	78 6%
Other Sources	112 33%	342 38%	255 36%	285 39%	283 21%
Zone Car	20 6%	42 5%	22 3%	35 5%	48 4%
Dispatch	37 11%	96 11%	87 12%	58 8%	486 36%
Total	**336**	**905**	**700**	**739**	**1,346**



NATURE OF ENCOUNTERS:

Nature of Encounters are defined by the CIT officer. There were 300 different terms used by officers to describe the nature of the encounters. A review of the terms resulted in the following categories for summarizing the nature of the encounters.

Encounters for Adults:

Encounters and Percentages by Categories for Adults by Year. Encounter categories with percentage values less than 3% of encounters are not included.

Nature of Encounter Categories	2014	2015	2016	2017	2018	Grand Total
Crisis Intervention	3 1%	21 3%	18 3%	21 3%	56 12%	119 4%
Involved MH Drug Use/Overdose	10 3%	27 3%	14 2%	17 3%	20 4%	88 3%
Involved Mental Illness	111 38%	307 39%	173 30%	162 26%	96 21%	849 31%
Involved Suicide Threats	95 32%	230 29%	183 32%	217 35%	141 31%	866 32%
Involved Threats to Others	1 0%	2 0%	19 3%	29 5%	19 4%	70 3%
Involved violence, Domestic	24 8%	56 7%	42 7%	42 7%	27 6%	191 7%
Other	11 4%	28 4%	27 5%	66 11%	39 9%	171 6%
Grand Total	**294**	**782**	**570**	**622**	**458**	**2,726**

Because of the change in the CIT Stat Sheets:

- Use of the category Crisis Intervention jumped to 12% in 2018 from near 3% in 2017.
- Use of the category Involved Mental Illness has declined.

Encounters for Juveniles (<18 years old):

Encounters and Percentages for Youth by Year. Encounter categories with percentage values less than 3% of encounters are not included.

Nature of Encounter Categories	2014	2015	2016	2017	2018	Grand Total
Crisis Intervention	0 0%	7 7%	4 4%	1 1%	6 15%	18 5%
Domestic	0 0%	0 0%	6 6%	7 8%	3 8%	16 4%
Involved Mental Illness	3 9%	9 9%	13 13%	7 8%	3 8%	35 10%
Involved Suicide Threats	4 12%	24 24%	32 32%	34 38%	20 50%	114 31%
Involved violence, Domestic	2 6%	13 13%	23 23%	18 20%	2 5%	58 16%
Other	25 74%	43 43%	10 10%	8 9%	4 10%	90 25%
Grand Total	34	99	101	90	40	364

Because of the change in the CIT Stat Sheets:

- Increase in encounters related to Suicide Threats from 32% in 2016 to 50% in 2018.
- There has been an increase in the proportion of Crisis Intervention to 15% in 2018.
- Use of the Other category has declined to near 10% for the past two and a half years.

Newly Added Data Fields:

Six new data fields were added to the latest version (2018) of the CIT Stat Sheet.

Race/Ethnicity:

	2018 Count	2018 Percent
African American	376	28%
Asian	2	0%
Caucasian	216	16%
Hispanic	21	2%
Other	1	0%
Total	1,346	

Mental Illness:

	2018 Count	2018 Percent
Yes	548	41%
No	798	59%

Alcohol/Drug:

	2018 Count	2018 Percent
Yes	163	12%
No	1183	88%

Developmental Disability:

	2018 Count	2018 Percent
Yes	17	1%
No	1329	99%

Homeless :

	2018 Count	2018 Percent
Yes	48	4%
No	1298	96%

Veteran:

	2018 Count	2018 Percent
Yes	9	1%
No	1,337	99%

Subject Armed -Discrepancy based upon how the officer completed the form. Armed usually refers to a gun:

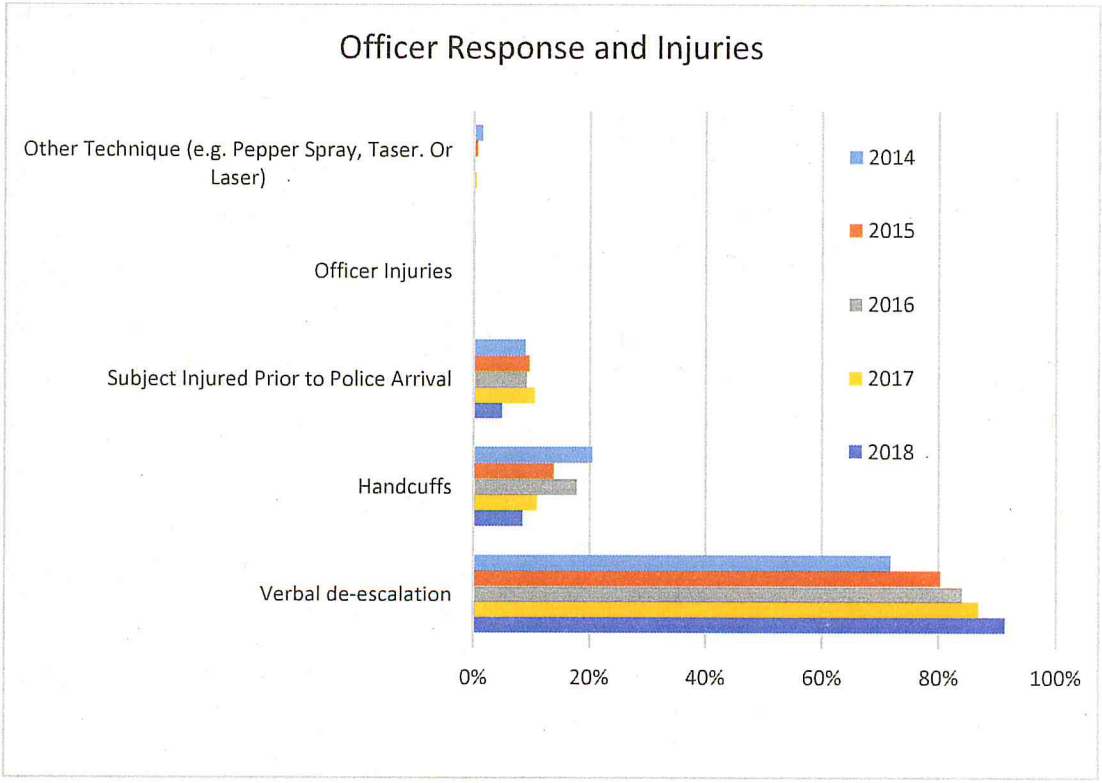
	2018 Count	2018 Percent
Yes	5	0%
No	6	0%
Not Recorded	1,335	99%

Type of Weapon-Weapons identified by the officers:

	2018 Count	2018 Percent
None	1,150	95%
Not Recorded	10	1%
Chair	2	0%
Glass	1	0%
Golf Club	1	0%
Gun	4	0%
Hands	1	0%
Knife(s)	26	2%
Large Stick	1	0%
Razor	2	0%
Rope	1	0%
Scissors	1	0%
Train	1	0%

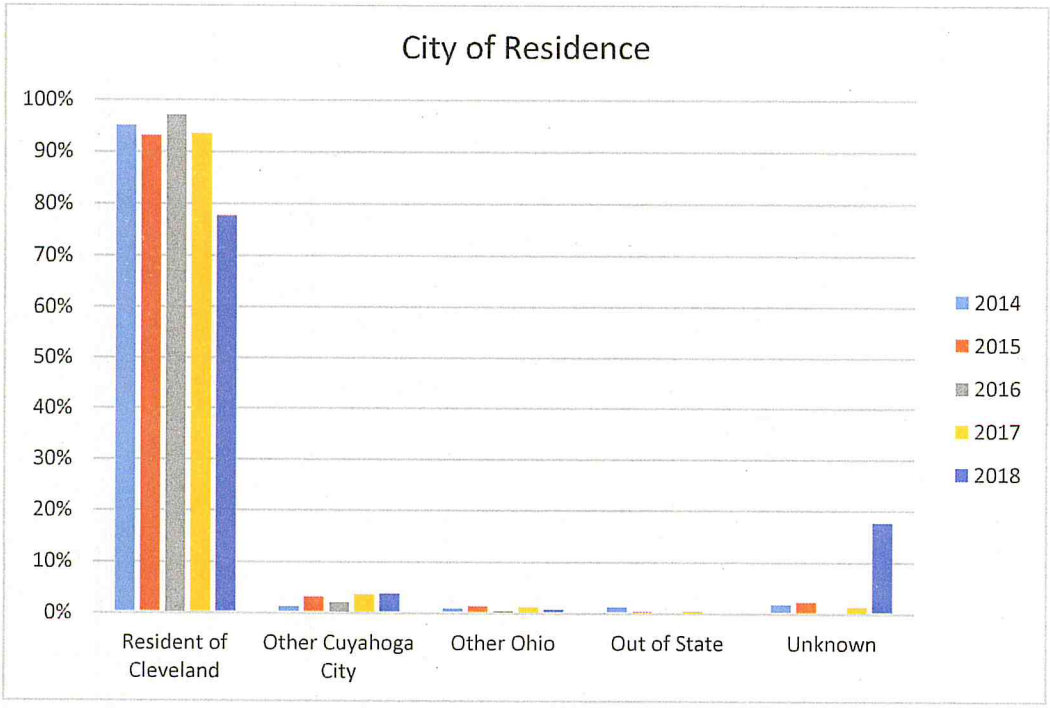
OFFICER RESPONSES AND INJURIES:

	2014	2015	2016	2017	2018	Grand Total
Verbal de-escalation	241 72%	727 80%	588 84%	642 87%	1,230 91%	3,428 85%
Handcuffs	69 21%	126 14%	125 18%	81 11%	115 9%	516 13%
Subject Injured Prior to Police Arrival	30 9%	87 10%	64 9%	78 11%	66 5%	325 8%
Officer Injuries	1 0%	1 0%	1 0%	1 0%	2 0%	6 0%
Other Technique (e.g. Pepper Spray, Taser or Laser)	5 1%	6 1%	0 0%	3 0%	3 0%	17 0%



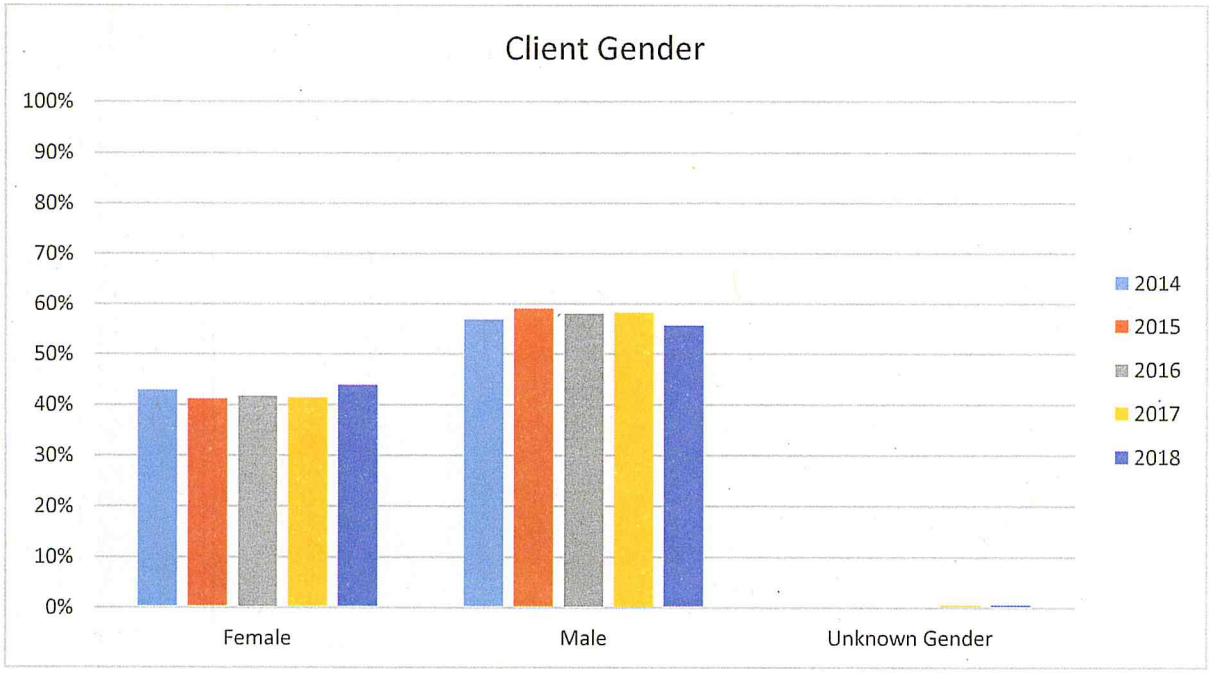
RESIDENCE OF INDIVIDUALS:

Residence	2014	2015	2016	2017	2018	Grand Total
Cleveland	319 95%	840 93%	680 97%	689 93%	957 78%	3,453 89%
Other Cuyahoga County City	4 1%	28 3%	16 2%	27 4%	46 4%	118 3%
Other Ohio City	3 1%	12 1%	3 0%	9 1%	9 1%	34 1%
Out of State	4 1%	4 0%	1 0%	4 1%	4 0%	17 0%
Unknown	6 2%	21 2%	0 0%	10 1%	218 18%	255 7%
Grand Total	**336**	**905**	**700**	**739**	**1,197**	**3,877**



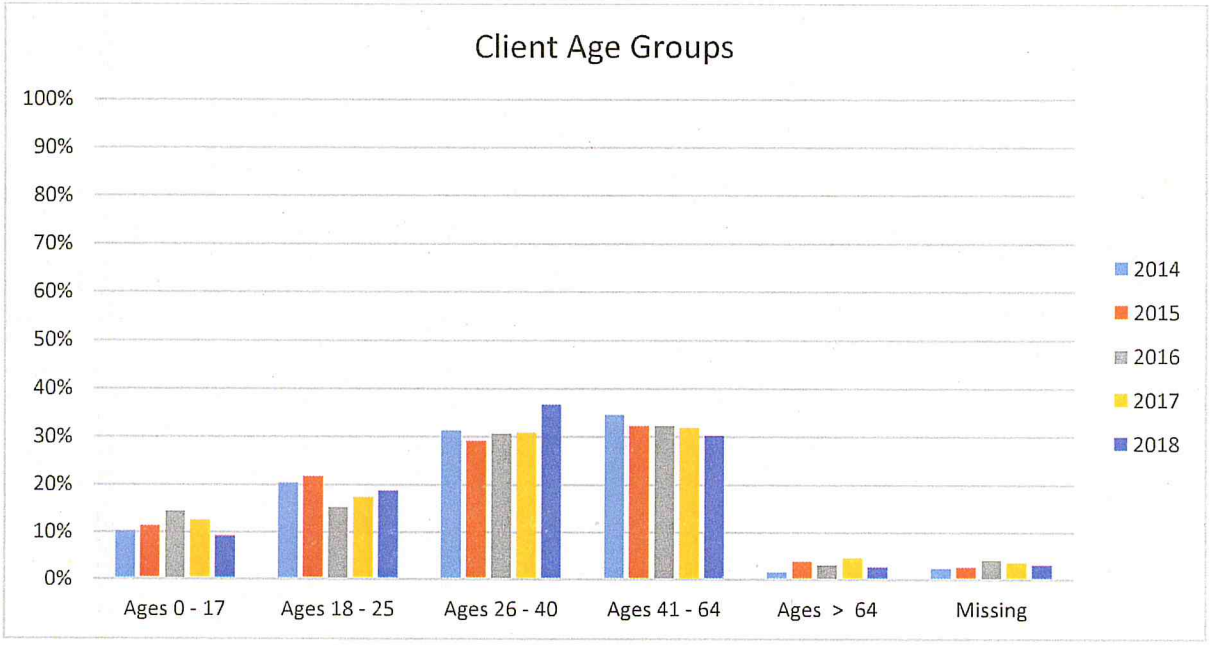
GENDER:

	2014	2015	2016	2017	2018	Grand Total
Female	43%	41%	42%	41%	42%	**42%**
Male	57%	59%	58%	58%	58%	**58%**
Unknown	0%	0%	0%	1%	0%	**0%**



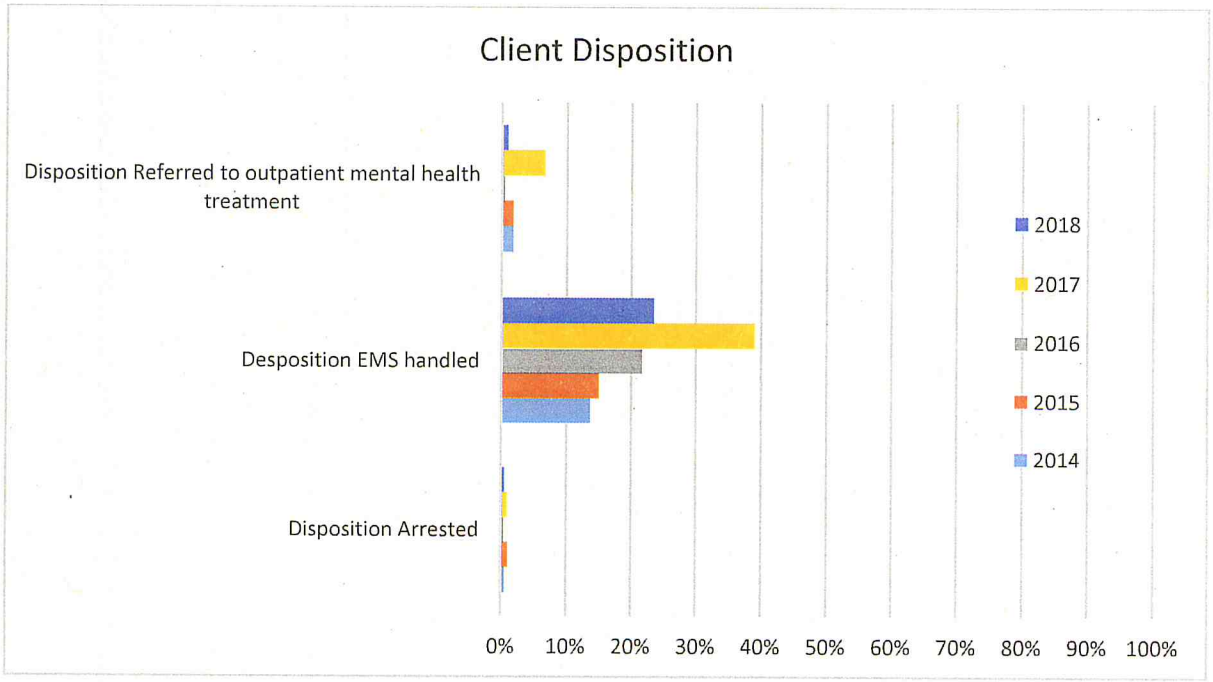
CLIENT AGE GROUPS:

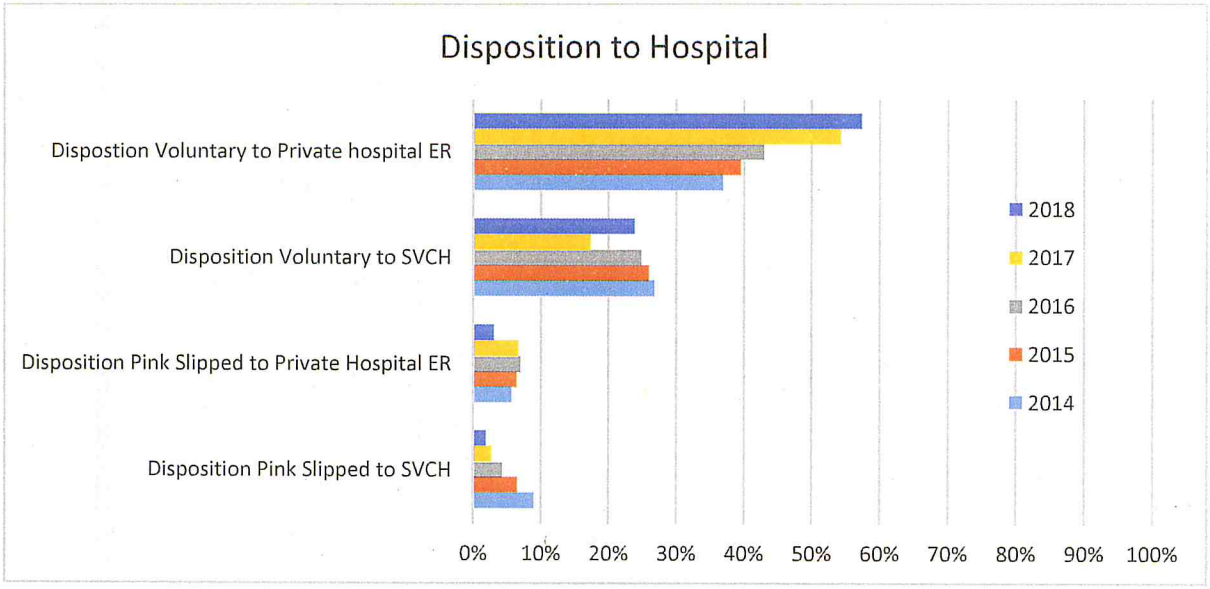
	2014	2015	2016	2017	2018	Grand Total
Ages 0 - 17	10%	11%	14%	12%	9%	**11%**
Ages 18 - 25	20%	22%	15%	17%	19%	**19%**
Ages 26 - 40	31%	29%	31%	31%	37%	**32%**
Ages 41 - 64	35%	32%	32%	32%	30%	**32%**
Ages > 65	1%	4%	3%	4%	3%	**3%**
Missing	2%	3%	4%	4%	3%	**3%**



DISPOSITION OF ENCOUNTERS:

	2014	2015	2016	2017	2018	Grand Total
Arrested	2 1%	10 1%	3 0%	7 1%	7 1%	29 1%
EMS	46 14%	136 15%	`52 22%	288 39%	317 24%	939 23%
Referred to outpatient mental health treatment	6 2%	16 2%	3 0%	49 7%	13 1%	87 2%
Pink Slipped to St. Vincent Charity ED	30 9%	59 7%	30 4%	20 3%	25 2%	164 4%
Pink Slipped to Private Hospital ER	19 6%	58 6%	49 7%	49 7%	41 3%	216 5%
Voluntary to St. Vincent Charity ED	90 27%	235 26%	174 25%	128 17%	321 24%	948 24%
Voluntary to Private Hospital ER	124 37%	358 40%	301 43%	401 54%	772 57%	1956 49%





TRANSPORTS:

The table below shows the top ten transport destinations in alphabetical order.

	2014	2015	2016	2017	2018	Grand Total
Cleveland Clinic	0 0%	13 1%	18 3%	27 4%	54 4%	**112** **3%**
Euclid Hospital	4 1%	24 3%	26 4%	43 6%	30 2%	**127** **3%**
Fairview Hospital	4 1%	54 6%	78 11%	78 11%	62 5%	**276** **7%**
Lutheran Hospital	11 3%	44 5%	63 9%	96 13%	136 11%	**350** **9%**
Marymount Hospital	2 1%	21 2%	33 5%	24 3%	44 4%	**124** **3%**
MetroHealth Medical Center	13 4%	47 5%	62 9%	96 13%	131 11%	**349** **9%**
Rainbow	5 1%	10 1%	30 4%	27 4%	40 3%	**112** **3%**
Saint Vincent Charity Hospital	1 0%	60 7%	191 27%	152 21%	203 17%	**607** **16%**
University Hospital	3 1%	40 4%	78 11%	92 12%	154 13%	**367** **9%**
VA	1 0%	6 1%	10 1%	8 1%	8 1%	**33** **1%**

ENCOUNTERS PER CLIENT BY YEAR:

The table below show by counts and percentage of individuals who had one or more encounters per year. Recording encounters per year requires a match between an individual's name, birth date and SSN - if any of those data fields were missing the person is not included in the counts.

Number of Encounters	2014	2015	2016	2017	2018	Grand Total
12	0 0%	1 0%	0 0%	0 0%	0 0%	1 0%
7	0 0%	1 0%	0 0%	0 0%	0 0%	1 0%
6	0 0%	0 0%	0 0%	0 0%	1 0%	1 0%
5	0 0%	2 0%	2 0%	0 0%	1 0%	5 0%
4	0 0%	4 0%	2 0%	0 0%	4 0%	10 0%
3	1 0%	6 1%	6 1%	4 1%	8 1%	25 1%
2	19 6%	51 6%	28 4%	16 2%	51 5%	165 5%
1	295 94%	738 92%	605 94%	692 97%	1,038 94%	3,368 94%
Totals	**315**	**803**	**643**	**712**	**1,103**	**3,576**

Mental Health Response Advisory Sub-committee (MHRAC)
Active Membership as of 12/31/18

Scott Osiecki, *Tri-chair*
Chief Executive Officer
ADAMHS Board of Cuyahoga County

Ed Eckart, *Tri-chair*
Assistant Director
City of Cleveland
Department of Public Safety

Captain James Purcell, *Tri-Chair*
CIT Coordinator
Cleveland Division of Police

Carole Ballard
Director of Education & Training
ADAMHS Board of Cuyahoga County
Training Sub-committee Co-chair & Diversion Sub-committee Co-chair

Marsha Blanks
Program Director
NAMI Greater Cleveland

Reginald C. Blue, Ph.D.
ADAMHS Board Member

Gabriella Celeste
Director, Child Policy
Co-Director, Childhood Studies Minor
Schubert Center for Child Studies
Case Western Reserve University
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