



MENTAL HEALTH UNIT
2019 ANNUAL REPORT

MENTAL HEALTH UNIT OVERVIEW

The Madison Police Department's (MPD) response to calls involving mental health has evolved over many decades. MPD has long recognized the value and necessity of professional partnerships to achieve the best possible resolutions for our community. In the 1980s, MPD and the Journey Mental Health Center began establishing professional collaborations to address individuals experiencing significant mental health crises. This collaborative approach allowed for increased information sharing, improved inter-agency communication, and a deeper appreciation for the roles of each entity. Over the years, MPD has made additional efforts to build relationships throughout the community with other providers, advocates and individuals.

The foundation of MPD's mental health program is our cadre of well-trained patrol officers. These first responders receive more training in the MPD academy on mental health topics than the 40 hours Crisis Intervention Team (CIT) Training requires. Our patrol officers have been supplemented since 2004 by a Mental Health Liaison program (MHL). Beginning with just five officers, the MHL Program has grown to include 37 volunteer officers who work in a variety of assignments throughout the department. These MHL officers remain in their primary assignments, but receive additional training throughout the year. MHL officers work closely with mental health providers, advocates, and individuals living with mental illness to provide individualized responses and follow-up plans. Through this collaborative work, MHL officers also address system issues or concerns, share information internally and externally as appropriate, and when possible, respond to mental health calls for service.

In 2015, MPD established the full-time Mental Health Officer (MHO) position and added an embedded Law Enforcement Crisis Worker (LECW) to the Mental Health Unit (MHU) in 2016. Today, the MHU consists of six MHOs – one assigned to each of the six police districts - three embedded LECWs, the



above-mentioned MHL officers, and one sergeant. The MHU falls under the command of the Captain of Community Outreach. The MHOs and crisis workers supplement the MHL officers and patrol officers and represent a substantial investment of resources and an ongoing commitment to improving outcomes in mental health related police calls for service.

These layers comprise MPD's Police-Mental Health Collaboration Program (PMHC), a nationally recognized example of how community partners can collaborate with the police to provide improved services to people living with mental illness. It is one of only ten Law Enforcement-Mental Health learning sites selected by the Council of State Governments Justice Center and the U.S. Department of Justice's Bureau of Justice Assistance. Other agencies in this group of model departments include the Los Angeles Police Department, the Houston Police Department, the Salt Lake City Police Department and the Tucson Police Department. You can read more about this here:

<https://csgjusticecenter.org/projects/police-mental-health-collaboration-pmhc/law-enforcement-mental-health-learning-sites/>



MEET THE TEAM

Mental Health Officers

MHOs work proactively to connect individuals living with mental illness with service providers and to divert them from the criminal justice system. The six MHOs work to address both district-specific and citywide mental health systems issues. Their work



consists of coordinating home visits and other follow-up in conjunction with mental health providers; connecting individuals to necessary resources; conducting outreach to individuals generating frequent or high-acuity police calls within their assigned districts; attending relevant community and stakeholder meetings; and serving as the point of contact for officers, consumers, family, mental health providers, and other stakeholders. MHOs provide support for patrol officers by assisting with mental health related calls when their other duties allow and most frequently work in tandem with MPD's LECWs.

Photo: L-R: Officer Puestow (East MHO), Officer Amoroso (Central MHO), Officer Becker (North MHO), Sergeant Shinko (MHU supervisor)



Specialized training in threat assessment and investigations has also meant that MHOs and LECWs work in tandem with MPD's Criminal Intelligence Section (CIS) officers and district commanders to complete threat assessments when necessary. MPD occasionally takes temporary custody of firearms for safekeeping following mental health calls. MHOs and LECWs conduct follow-up on behalf of MPD property room staff to assess an individual's on-going risk in advance of the return of these firearms. Additionally, MHOs and LECWs provide assistance in MPD SWAT negotiation efforts when there is a mental health nexus and provide annual mental health related training to the entire SWAT team. On any given day, the MHOs also respond to calls for service throughout the City of Madison. As a citywide specialized team, they can respond anywhere in the city regardless of an MHO's specific district assignment.



The six MHOs work as a team, coordinating efforts and supporting one another. While each MHO coordinates district-specific intelligence, outreach, follow-up, collaboration, and information sharing, they do so with a citywide perspective.

MHO assignments originate from various sources throughout the department as well as from professional contacts and members of the public. Finally, MHOs often work with surrounding police agencies, coordinating safety plans for individuals that may have contact with multiple jurisdictions.

Photo: L-R: LECW Sarah Henrickson, PO Muir (South MHO), PO Amoroso (Central MHO), PO Jennissen (Midtown MHO), PO Puestow (East MHO), PO Deibel (West MHO)



As the program has progressed, the MHU has identified several areas of concentrated focus. Each MHO takes a lead role in providing expertise and guidance in these areas: probation and parole re-entry programming, Alzheimer's and dementia, homelessness issues, veterans' issues, threat assessment, suicide by police intervention, hoarding disorder, and autism. Other areas include juvenile mental health, developmental disabilities, adult family homes, juvenile foster homes and group homes.

Mental Health Liaison Officers

Mental Health Liaison Officers are a valuable resource to MHOs and are able to provide MHOs direct information on calls occurring outside the MHO's shift. Together with fellow patrol officers, MHL officers work within and across districts to provide a coordinated, consistent, and collaborative response. The MHL officers' dedication to servicing mental health-related calls, combined with the additional expertise provide an invaluable service to MPD and the Madison community.



MHU-HOSTED TRAINING

Mental Health Liaison Training

MHU members, in conjunction with community partners, developed and implemented two full days of mental health training in 2019. Forty-seven individuals attended our spring training - thirty-four MPD officers, eleven officers from other Dane County jurisdictions and three Journey Mental Health LECWs. Fifty-seven individuals attended the fall MHL Training - thirty-five MPD officers, nineteen officers from other Dane County jurisdictions and three Journey Mental Health LECWs. Topics covered during these trainings included the Emergency Detention process, Suicide Risk Assessment Collaboration, Trauma Informed Care, Psychotic Disorders, Effective Utilization of Crisis Workers, and the eFile process.

2019 Learning Site Visits

The MHU hosted three learning site visits. One sergeant and three officers from the Hopkins, Minnesota Police Department spent two days with our team in January, two officers from the St. Louis Park, Minnesota Police Department spent two days with our team in



August, and one officer and a crisis worker from the Largo Police Department (Florida) spent three days with us in October.

Photo: LECW Jon Baskin & MHO Natalie Deibel with community partner panelists & visiting officers from Hopkins PD



All of these departments came to MPD to learn about how MPD conducts follow-up with high volume callers, our resources, the MHU case management system and data tracking.

MHU members developed agendas specific to the needs and requests of the visiting departments. Visitors to our learning site received exposure to a variety of experiences. These included a panel discussion with community partners, a visit to the Journey Mental Health Center Emergency Services Unit and a meeting with the former Chief of Police. The former Chief consistently emphasized the need for high-level support within an organization to ensure the success of similar programs. Visitors went out on ride alongs and also met with individual MHOs and LECWs, where they conducted case study exercises demonstrating how the MHU works cases and an opportunity to discuss challenging cases the visiting officers have.



Photo: Chief Koval with visiting officers from St. Louis Park PD



SYSTEMS-IMPROVEMENT

Case Study

Another important aspect of the work of the MHU does is helping identify systems challenges or barriers that affect community and officer safety (specifically related to cases with a mental health nexus). The MHU works collaboratively with other community stakeholders to mitigate, and ideally resolve, systemic challenges in order to improve the safety and quality of life of all Madison residents.

The MHU engaged in a problem solving initiative related to Level 5 Exceptional Treatment Foster Homes within the City of Madison. As indicated by the Wisconsin Department of Children and Families, these homes serve children expected to need long-term care in a community setting. These highly specialized homes were originally used for children and adolescents with significant medical needs. Over time, this care model began to be used to support young people with significant behavioral challenges related to mental health disorders, developmental/intellectual disabilities, and/or trauma. As a result, MPD officers began observing a noticeable increase in frequency and acuity of calls for service to three Level 5 Exceptional Treatment Foster Homes within our jurisdiction in the past three to four years.

Despite the best efforts of diligent and compassionate support providers, the nature and frequency of police calls associated with these young people was of great concern to responding officers and supervisors. Members of the MHU reviewed county and state resources related to this topic and studied related Wisconsin Statutes to better understand the foster care system and regulations for Level 5 Foster Homes. MHU members also reviewed police calls for service to determine the scope of MPD's involvement related to patrol officers responding



to assist support providers, de-escalate, and stabilize the young person. A number of meetings were held with members of the MHU, human services officials, representatives from the Wisconsin Department of Children and Families, and other stakeholders to share our observations and concerns. The goal of these meetings was to ensure that information was flowing effectively between everyone tasked with evaluating the safety and appropriateness of the placements.

Calls for Service Efficiency

MHU members worked with the Dane County 911 Center to improve how calls from national suicide prevention hotlines and text lines are handled. Patrol officers noticed an increase in check welfare requests originating from these hotlines. Not only were there an increasing number of these calls, but frequently the suicidal person was determined to be outside MPD's jurisdiction. A review of calls for service data revealed that between January 1, 2018 and November 4, 2019, MPD officers fielded sixty-two (62) calls of this nature and only seven of the individuals in need of assistance were in MPD's jurisdiction. During that period, patrol officers spent approximately sixty-five (65) hours investigating these calls. A new protocol was implemented through collaborating with the 911 Center managers. 911 supervisors now initiate a phone ping (an exigent geo-location of the device) without prior investigation by MPD officers. Officers from the correct jurisdiction are now dispatched only after the current location of the phone is determined. This system improvement will result in a more efficient response to potentially suicidal individuals and will allow MPD officers to respond to other emergencies known to be occurring in Madison.

Case Management Innovation

MHOs are required to track their daily activity in detail. At one point, MHOs were tracking nineteen (19) different activities. Since the unit's inception,



officer activity was tracked on Excel spreadsheets. While this system was initially somewhat effective, it provided minimal information about the work that MHOs did on an individual basis and made tracking outcomes difficult. MHU members worked with MPD's Information Management and Technology section to develop a new way to use functions that already existed within MPD's current records management system (LERMS) to better track activity. The MHU implemented a new, more effective way for the MHU to capture MHO activity at no cost to the department. The MHU now tracks all of its activity chronologically and with greater detail. This system improvement provides more useful and insightful data and allows MHOs and Crisis Workers to more seamlessly pick up a case for their colleagues. To ensure this system would be sustainable and accessible to new members of the unit, a "how-to" guide was created and all new members receive training on its use.



COMMUNITY & COMMITTEE INVOLVEMENTS

Attorney General's Summit on Emergency Detention

Attorney General Kaul hosted a statewide summit in Madison on October 31st to discuss the state of the emergency detention process in Wisconsin. A diverse group of stakeholders, including mental health professionals and law enforcement from across the state attended the summit. MPD MHOs, LECWs, MPD supervisors, and representatives from MFD and the City Attorney's Office were in attendance. After a presentation, attendees broke into small groups to brainstorm potential changes to statutes, procedures and funding mechanisms across the state. The entire MHU looks forward to supporting additional research, conversation and progress in this domain.

Threat Assessment

MHO Muir continued as an active member of the Association of Threat Assessment Professionals (ATAP) and attends meetings of the Chicago Chapter. Captain Tye also joined ATAP this year and MHO Jennissen will join in 2020. MHO Muir and Captain Tye assisted in the creation of the MPD "Threats of Targeted or Mass Casualty" standard operating procedure. MPD worked with MMSD to establish threat assessment teams in each of the Madison high schools as part of our "STOP Violence" collaboration. The MHU will continue to work with MMSD to assist with their threat assessment model and in 2020, and will look for ways to expand the threat assessment model in our community.



Regional Conference/Committee Participation

Sergeant Shimko was invited to participate on a multidisciplinary panel with the Honorable Elinore M. Stormer, Summit County Court of Common Pleas, Ohio, Representative Kathy Skroch, Representative, North Dakota Legislative Branch, and Ms. Doris A. Fuller, Mental Illness Researcher and Advocate at the Conference of Chief Justices/Conference of State Court Administrators Mid-West Regional Summit in Deadwood, South Dakota. The focus of this regional summit was on improving the court and community response to those with mental illness. Sergeant Shimko is also a member of the Dane County Criminal Justice Committee Behavioral Health Committee and the Dane County Crisis Stabilization Coalition Steering Committee.

NAMI Events

Detective Andy Naylor, one of MPD's five original Mental Health Officers, received the National Association on Mental Illness' (NAMI) Crisis Intervention Team (CIT) "Officer of the Year" award. Members of the MHU, Captain Tye, Assistant Chief Patterson, and former-Chief Koval all attended the NAMI Awards Banquet on April 2nd to help celebrate this well-deserved honor.



Photo: Chief Koval and Det. Naylor





MPPOA's support and the donations MPD's NAMI Walks team members collected, \$1,200 was raised that will help provide crucial, local, mental health programming.

MHU members have taken part in the annual Dane County NAMI Walks fundraising event for many years and attended the NAMI Walks Kickoff Luncheon in August. The Madison Professional Police Officers Association (MPPOA) made a generous donation to the walk again this year. Between



Photo 1: MHU members enjoying the Kickoff Luncheon with other NAMIWalks enthusiasts from NBC15

Photo 2: Front Row L-R: Officer Deibel (West MHO), Officer Puestow (East MHO); Back Row L-R: Officer Amoroso (Central MHO), Officer Muir (South MHO), LECW Sarah Henrickson, Officer Jennissen (Midtown MHO), Sergeant Shimko (MHU Supervisor), Detective Andy Naylor (former Central MHO), LECW Nick Szczech



MHU ACTIVITY OVERVIEW

Period Under Analysis

This data report for calendar year 2019 covers February 1, 2019 through December 31, 2019. January 2019 was previously reported in our 2018 annual report. In 2021, the MHU will publish an annual report for January 1, 2020 to December 31, 2020.

Data Collection In 2019

2019 presented a number of complications for the collection of data as compared to past years. These complications affected the ability to compare data from 2019 to previous years. As noted above, one element is that this annual report is documenting activity over eleven months, rather than twelve. The MHU also experienced personnel turnover with one MHO leaving the unit and two new MHOs starting. The new MHOs' start date was delayed to accommodate ongoing patrol-staffing issues. Additionally, an MHO and a Crisis Worker moved on to new opportunities during this period, leaving the unit somewhat understaffed.

Methodology

The MHU LERMS system was implemented in mid-March and became operational for the Crisis Workers later in the year. Overall activity counts combine the new LERMS data with older data that was manually collected. Individual subject and officer-specific statistics are drawn just from LERMS data. This method does not track the activity of MHOs when they were working in another capacity, such as when they may be assigned to patrol. The activity logged in LERMS is extracted for analysis through an automated report. That



information was then examined at the unit and individual level resulting in the information below.

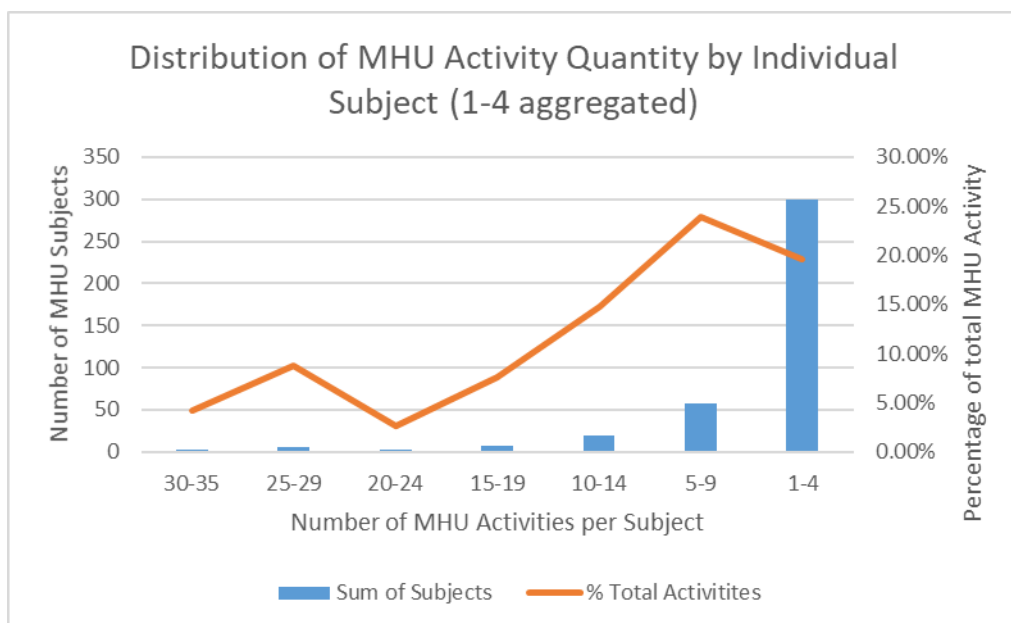
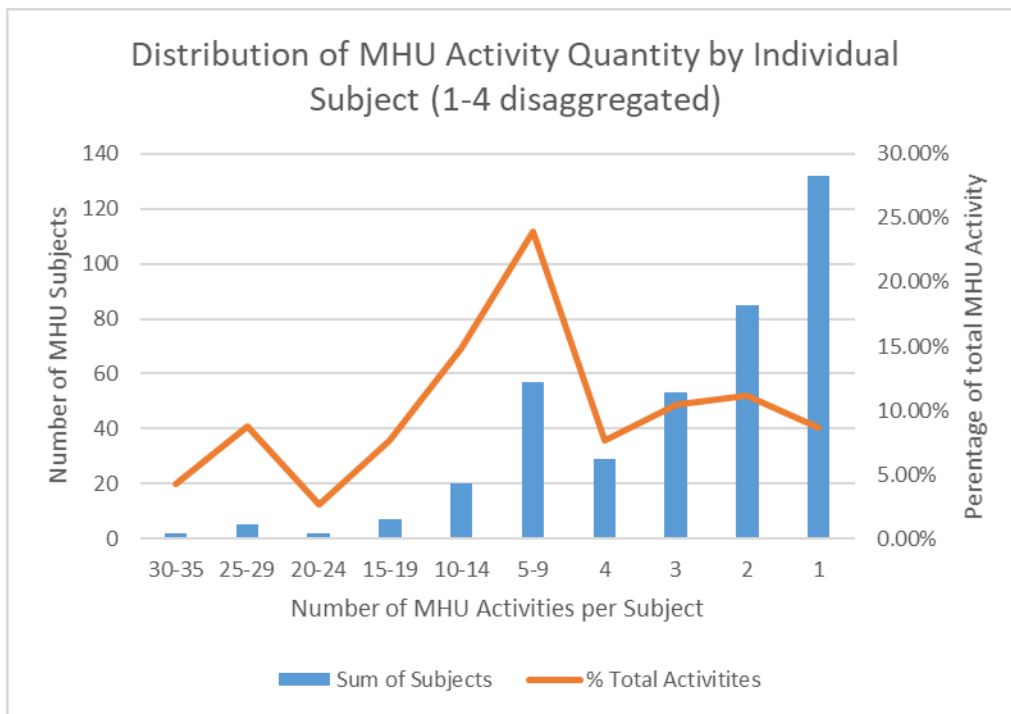
2019 Unit Activity

The MHU recorded 1,524 distinct activities distributed amongst 392 distinct individuals. This includes responses to 183 active patrol calls, roughly 1,200 follow-up activities of various duration, 83 joint outreach activities with Crisis Workers, 80 safety plans or mental health bulletins created or distributed, and more than 120 additional problem solving efforts. The Mental Health Officers also presented 22 trainings, of which 14 were for a law enforcement audience. They attended 16 trainings, receiving a total of 93.5 hours of on-going training.

Referring exclusively to the LERMS data collected from March onward, the MHU worked with 392 distinct individuals, conducting a total of 1,524 distinct activities. Of these activities, 13% (199) were in regards to the top seven subjects of MHU activity. The individual who received the most follow up from MHU involved 34 case activities. In contrast, one-third of the subjects whom MHU worked on received just one activity from the MHU. The top 5% most-frequently contacted subjects received a total of 27% of all MHU activity, and the top 10% received 40.5%.



The average subject received 3.88 contacts. Excluding subjects who received just one activity, the average MHU activity per subject is 5.35.



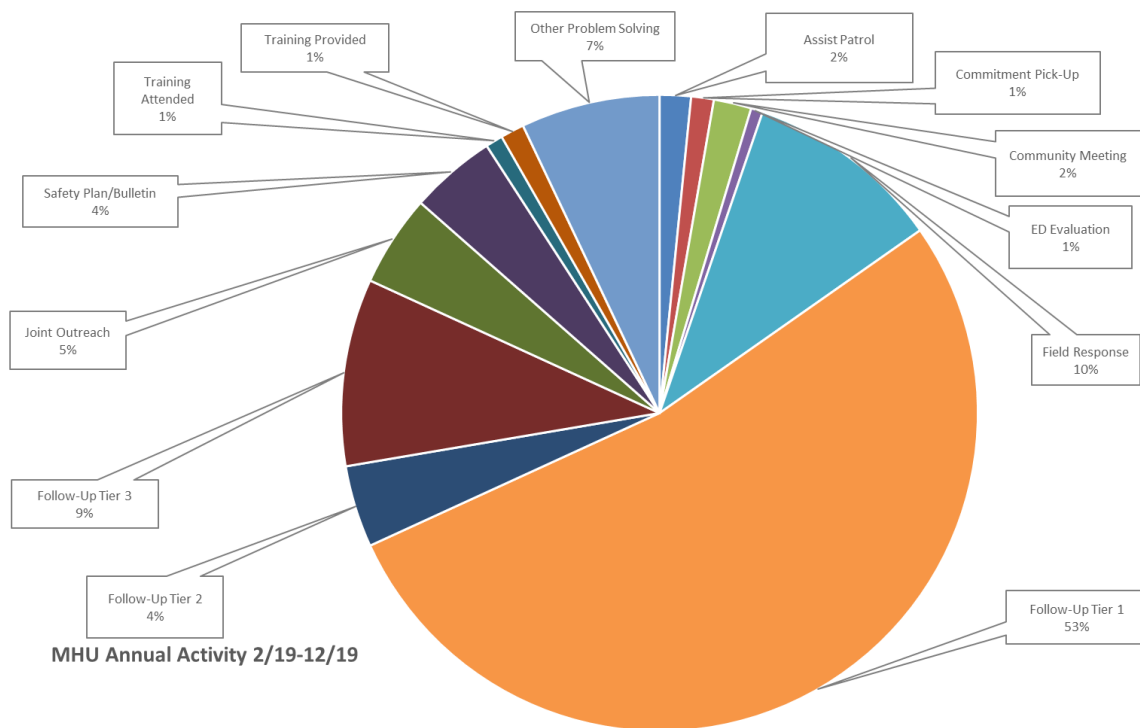
A total of 89 subjects' cases were worked on by more than one MHO or Crisis Worker. The average activity for the MHU member who did the most work on the case was 5.3 activities. The highest was 32. The average for the MHU member who did the least was 1.12; where the highest was 3. This reflects the anecdotal understanding of unit members that in most circumstances, there is a primary MHO or LECW who conducts the majority of the work on a case, but is supported as needed by other MHOs. If two MHOs conduct an activity together, with one as the primary and another as backup, this is counted as an activity for both officers. There is one notable exception to this model, a high-frequency citywide contact that presented community safety and quality of life concerns for an extended period of time before receiving court-ordered treatment this year. This individual had activity from all six MHOs, Sergeant Shimko and Sarah Henrickson. There were 31 activities on the subject's case, but 27 of those activities were shared roughly evenly between four MHU members.

On an individual team member basis, where available:

Name	% Activities for top 5 involved cases	% Individuals with 1 activity only
Sarah Henrickson	24.81	60.61
Officer Amoroso	17.70	43.75
Officer Becker	32.14	72.55
Officer Jennissen	35.19	62.11
Officer Puestow	30.03	11.26
Officer Muir	24.55	39.58



Overall MHO activity, as counted by adding activity tabulated in the legacy system with the LERMS output data (again, when available) is shown on the next page. Continuing with past practice, the MHU will detail follow-up activities on three levels. Tier One includes short activities like phone calls and emails, generally lasting fewer than ten minutes. Tier Two indicates more in depth, but generally in-office follow up activities. Tier Three indicates in person follow-up or attempts, or substantial in-office efforts. Joint Outreach describes contacts with subjects alongside LECWs. Safety Plan/Bulletin counts the documents that are created or distributed by MHOs. Assist Patrol references responding to non-mental health incidents. Commitment Pick-Ups occur when subjects are wanted for in-patient care under the terms of pre-existing civil commitments. ED Evaluation describes when MHOs evaluate a subject for Emergency Detention, though this does not necessarily reflect that the subject was actually emergently detained. Field Response counts incidents when MHOs responded to active mental health calls either in supplement to or in lieu of patrol services.



Department Wide Emergency Detentions

The Madison Police Department as a whole performed 192 new civil processes – almost entirely new emergency detentions under Chapter 51. MPD also took people into custody on 72 occasions for commitment returns – this occurs when an individual is out of compliance with the terms of their outpatient commitment. Over both of these custody types, MPD transported patients to Winnebago Mental Health Institute 166 times. Measuring from the City County Building, this represents a total of more than 30,000 miles travelled.

Excluding January 2019, MPD conducted 173 new civil commitments. Of these, MHOs were the actual authorizing officer on 15%. This does not include situations where MHOs were involved with the patrol officers in the assessment, decision-making or medical clearance segments, but did not formally sign the emergency detention order.

