

# DEFLECTION TO WHAT?

How partnerships between law enforcement and community has supported the successful implementation of an innovative law enforcement deflection program to address the opioid epidemic in Southern Arizona.

October 2-4, 2019 | Houston, Texas



Supported by the John D. and Catherine T. MacArthur Foundation

- **Acknowledgement**: This project is funded by the Substance Abuse and Mental Health Services Administration (SAMHSA) Center for Substance Abuse Treatment (CSAT) and is supported by Grant Number H79TI081559.
- **Disclaimer**: The opinions, findings, and conclusions or recommendations expressed here are the authors and do not necessarily represent the official policies of SAMHSA; nor does mention of trade names, commercial practices, or organizations imply endorsement by the U.S. Government.

# Speakers

**Assistant Chief Kevin Hall**  
Field Services Bureau



**Brendan Bond, BHT**  
Outreach and Engagement  
Specialist



**Mayra Ramos, MS**  
Program Manager,  
U-MATTER



# Workshop Objectives

1. Determine if a pre-arrest narcotic deflection program is for your community
2. Determine which model is best for your community
3. Overcoming barriers to a pre-arrest narcotic deflection program
4. Building a collaborative coalition around pre-arrest deflection
5. Sustaining pre-arrest deflection through evaluation

# Project History

- TPD SUD Deflection concept developed

**2016:**

**Early  
2017:**

- All TPD officers trained and carrying Naloxone
- TPD Deflection research continues

- TPD, AHCCCS & CODAC initial collaborative meeting

**Mid  
2017:**

**Late  
2017:**

- CODAC MAT Center of Excellence Awarded
- Official collaboration initiated by TPD & CODAC

# Project History Continued

- CODAC MAT expands to 24/7
- TPD Deflection Program policy, procedure and training curriculum developed

**Early  
2018:**

**Mid  
2018:**

- TPD & UA-SIROW initial program evaluation discussion
- TPD/CODAC collaborative training begins

- TPD SUD Deflection Program Implemented
- Official collaboration with Pima County
- SAMHSA MAT-PDOA Grant Opportunity

**Late  
2018:**

**2019:**

- UA-SIROW begins periodic reporting on project findings
- Initiation of additional SAMHSA Grant Activities (i.e. training, co-responders)

# Developing a framework

1. Identify core players
  - Law Enforcement
  - Behavioral Health and Substance Use Treatment Provider
  - Integrated Health
  - Criminal Justice System
  - Government
  - Research and Resource institute
2. Project team established and meeting regularly
3. Developed strategic implementation plan and process
4. Procedures for collaborating, communicating, and sharing data established
5. Developed evaluation protocols and procedures

# Unified Medication Assisted Treatment Target Engagement Response (U-MATTER)

*UMATTER is a cross-system partnership in Pima County to expand and enhance a coordinated approach to increase access to sustainable and long-term substance use treatment.*

- Increasing capacity to identify adults with opioid use disorder (OUD) who are candidates for medication-assisted treatment (MAT).
- Improve the well-being of adults with OUD by enrolling them and providing comprehensive, evidence-based MAT and Recovery Support Services (RSS).
- Increasing infrastructure that supports communication and data sharing among project partners and facilitates coordination of efforts to provide MAT and related services to individuals.



# Identifying the need and service gaps

- Increase in opioid-related emergency visits and overdose deaths in Pima County included an opiate compound.
  - Data collected from the Office of the Pima County Medical Examiner demonstrate that deaths related to substance overdose have increased **20% between FY 2010, and FY 2017**, and that opiate compounds have increasingly contributed to the number of deaths
  - In 2017, **239 of the 328 (73%)** overdose deaths included an opiate compound, and **89% of those deaths were determined to be an accidental overdose**, demonstrating the lethality of the substances used in this region
  - **91% increase in inpatient stays** between 2008 and 2016, totaling an estimated \$431 million in healthcare costs.

# Identifying the need and service gaps-

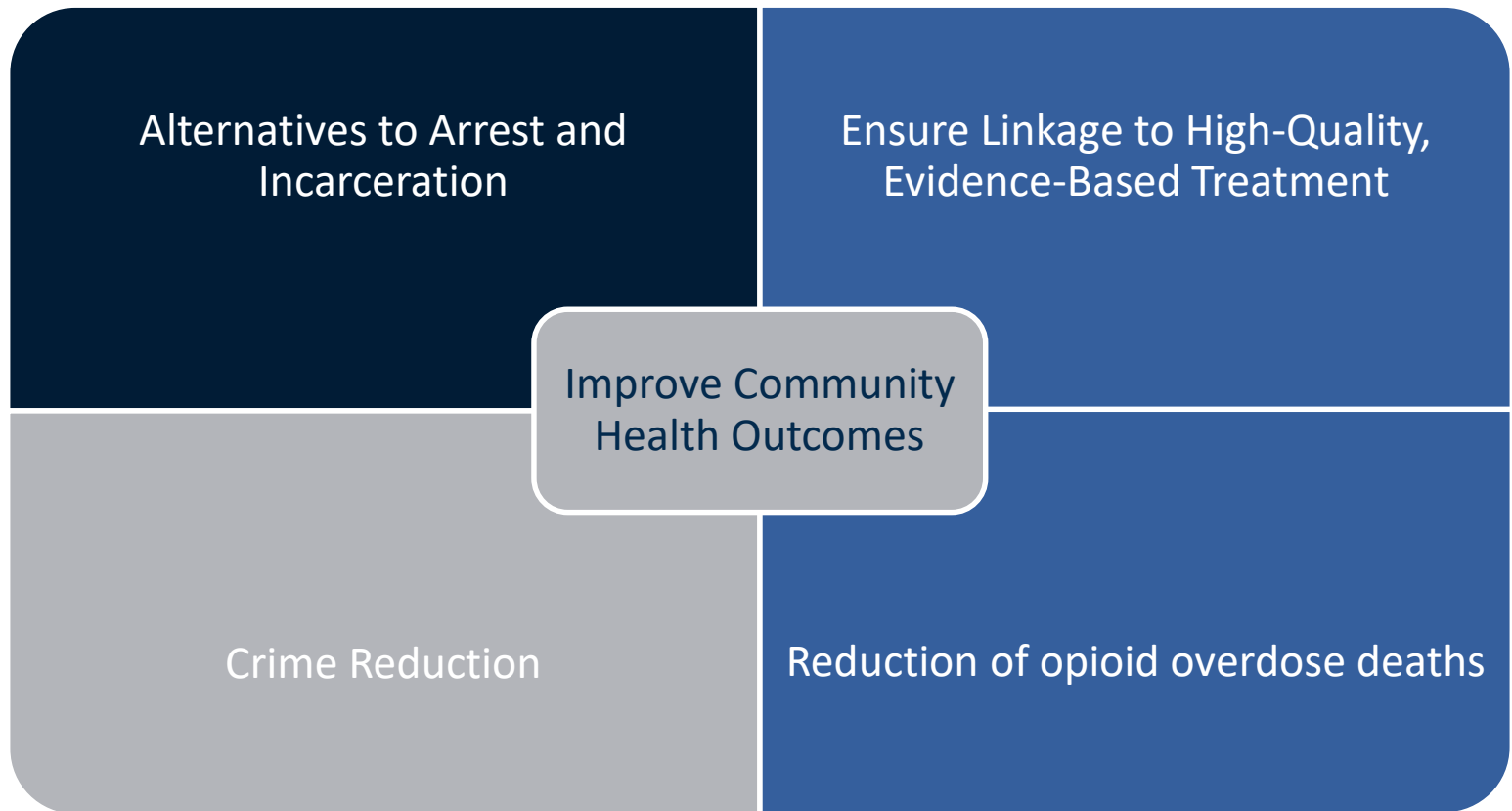
continued

- **Increase in law enforcement interaction** with individuals suffering from chronic Substance Use Disorder (SUD) and encountering large numbers of individuals experiencing with drug overdose.
- Incarceration rates and number of individual involved with the criminal justice system with SUD and/or OUD.
  - **22 percent of jails** report that **10 percent or more** of their jail populations have an opioid dependency
  - Among individuals sentenced to jail and state prison, regular use of opioids was reported at **17 and 19 percent**

# Collaborative Partnership

- Tucson Police Department (TPD)
- Pima County Administration
- CODAC Health, Recovery & Wellness
- University of Arizona- Southwest Institute for Research on Women (SIROW)
- Arizona Superior Court in Pima County Pretrial Services

# Collaborative Goals



# Program Target Services

72

- Enroll 72 unduplicated adults in MAT as a result of efforts of the co-responder team and partnership with PTS and TFD.

24

- Provide ongoing additional peer support and RSS via in-person contact in the community, text messages, and social media to U-MATTER participants, and to participants who have disengaged, to encourage retention and re-engagement in MAT.

360

- Conduct active outreach to 360 community members to promote U-MATTER and access to comprehensive MAT and to coordinate treatment referrals.

# Deflection vs. Diversion

## Diversion:

- When appropriate, shifting a person out of the criminal justice system once they have already entered.
  - Person is either booked on charges or cited and released then diverted to treatment.
  - Charges may be documented and held in abeyance until individual completes treatment program. If not complete, charges may be filed.

## Deflection:

- When appropriate, moving a person away from the criminal justice system so they do not enter in the first place.
  - No arrest is made, charges are documented but no further action is taken.

1. Tucson Police Department Substance Use Deflection Program, 2018

# Components of SUD Deflection

Social –  
Referral

Self-  
Referral

Deflection

*1. Tucson Police Department Substance Use Deflection Program, 2018*

## Deflection Protocol

*During the course of an investigation or any other daily activity, if an officer determines that an individual would benefit from and is ready to participate in a drug treatment program, they may elect to facilitate such treatment in lieu of criminally charging the individual. The decision to arrest or deflect is made at the discretion of the officer based on their training, experience, and understanding of the current situation. Officers may confer with their supervisor and/or commander when making these decisions but are not required to do so. Some general guidance is provided below to aid officers in making this determination:*

### Eligible offenses:

#### Felonies

- 2.0 grams or less of Heroin, methamphetamine, cocaine or any combination.
  - This is a general guideline, not a hard rule. 1 individual packet of sweetener is 1 gram. The key here is for the officer to determine personal use.
  - Quantities this small generally indicate that.
- 15 or fewer prescription pills.
- Narcotic Paraphernalia to include pipes, foil, syringes, baggies with residue.

#### Misdemeanors

- Trespassing
- Prostitution
- Traffic offenses (pedestrian & Bicycle) **DUT's are not eligible.**
- Shoplifting (with victim approval or cite & release)
- Theft (with victim approval or cite & release)
- DOC (with victim approval or cite & release)
- Misdemeanor FTA warrants except DV or crimes of violence.
- City Code / Quality of Life violations with no victim

#### Probation/Parole

- If the original offense was violent, the individual is not eligible. If not, the decision to deflect will be based on the officer's discretion.

#### Ineligible Criteria:

- 17 years old or younger
- Felony warrants involving a violent offense
- DUI offenses
- Domestic violence offenses
- Involved in a crime of violence at time of contact
- Arrested for a crime of violence in the past 12 months
- On probation or parole for a crime of violence
- A conviction in the past five years for homicide, vehicular homicide, sexual assault, armed robbery, kidnapping, or a felony firearms charge.
- Involved in the exploitation/victimization of minors, elderly, or vulnerable adults
- Involved in sex trafficking

Please complete a Deflection Survey located on the TPD Wiki under "Substance Use Deflection" indicating that the deflection process was utilized, whether it was successful or not.

***This contact is initiated by the officer***

- **Applies when criminal charges exist.**
- **Applies when criminal charges don't exist.**

**THESE DECISIONS ARE DISCRETIONARY!**

*Tucson Police Department Substance Use Deflection Program, 2018*



# SOCIAL-REFERRAL

## *Contact initiated by individual*

- An individual proactively contacts an officer in the community to seek assistance in entering substance use treatment. No other charges are present.
- ***This contact is voluntary and occurs out in the field.***

***If the individual is in possession of narcotics or paraphernalia, they will not be arrested.  
THIS IS NOT DISCRETIONARY!***

## Social Contact Referral Protocol

*Any person who approaches an on-duty, uniformed Tucson Police Department member and requests help with their addiction to opiates or a poly-drug combination will be immediately addressed for referral to a treatment facility. If such a person who has requested help with their addiction is in possession of drugs or drug paraphernalia (foil, needles, pipes, etc.), they shall not be charged for those items. Personnel will be professional, compassionate and understanding at all times during the contact. Personnel will immediately implement the protocol described below while adhering to standard officer safety practices:*

1. For safety precautions, any CSO who is approached by an individual seeking treatment through Social Referral shall contact a sworn officer to assist.
2. The officer will provide the individual seeking assistance with the following information advising them of offenses which may require enforcement action:

*Any individual requesting help for a substance use disorder will be asked to provide their legal name and date of birth for the purpose of conducting record checks and determining warrant status. Generally speaking, service of warrants involving violent offenses and some felony warrants cannot be delayed.*

*Personnel will then ask their name and date of birth. If the individual does not wish to continue the interaction, the officer will attempt to secure any narcotics or paraphernalia. If the individual refuses or leaves, the officer will allow the individual to leave.*

3. If the individual wishes to continue with the interaction, they will be asked to be seated or allowed to be made comfortable.
4. The officer will complete a warrant check on the individual.
  - a. Misdemeanor arrest warrants will not be served except warrants with a charge of violence (including 10-82's)
  - b. All felony warrants for violent offenses will be served.
  - c. Personnel shall consult with a supervisor prior to arresting an individual who has self-referred for treatment.
5. Absent a servable arrest warrant or eligible 10-82 the officer will then contact the **CODAC Outreach Team** at **520-202-1786** and request transportation for the individual seeking assistance.
6. Should the CODAC Outreach team be unavailable (this should be rare) contact the **CBI STR Team** at **520-975-3047**. They are available for transport to CODAC and CBI 7:00am to 7:00pm, seven days a week. They cannot transport large amounts of personal property.
7. If the officer is available to transport the individual seeking treatment to the CODAC 24/7 Clinic or CBI the officer may transport as well. The officer is not expected to take custody of the subject's personal property for safekeeping.
8. If the subject provides any personal use narcotics at time of contact then the officer will take control of the contraband and process it as found property in BEAST. The subject shall not be arrested.

1. Tucson Police Department Substance Use Deflection Program, 2018

# SELF-REFERRAL

## *Contact initiated by individual*

- An individual proactively goes to a police facility to seek help from law enforcement to assist them in entering substance use treatment when no other outstanding charges exist.
- ***This contact is voluntary and occurs at a police facility.***

***If the individual is in possession of narcotics or paraphernalia, they will not be arrested.  
THIS IS NOT DISCRETIONARY!***

## Substation Self-Referral Protocol

*Any person who enters a Tucson Police Department sub-station or Headquarters and requests help with their addiction to opiates or a poly-drug combination will be immediately addressed for self-referral to a treatment facility. If such a person who has requested help with their addiction is in possession of drugs or drug paraphernalia (foil, needles, pipes, etc.), they **shall not be charged for those items**. Any officers having contact with anyone entering a Tucson Police Department station and is requesting help with their addiction will be professional, compassionate and understanding at all times. The officer or CSO will immediately implement the protocol described below while adhering to standard officer safety practices:*

1. Front desk personnel will provide the individual seeking assistance with the following information advising them of offenses which may require enforcement action:

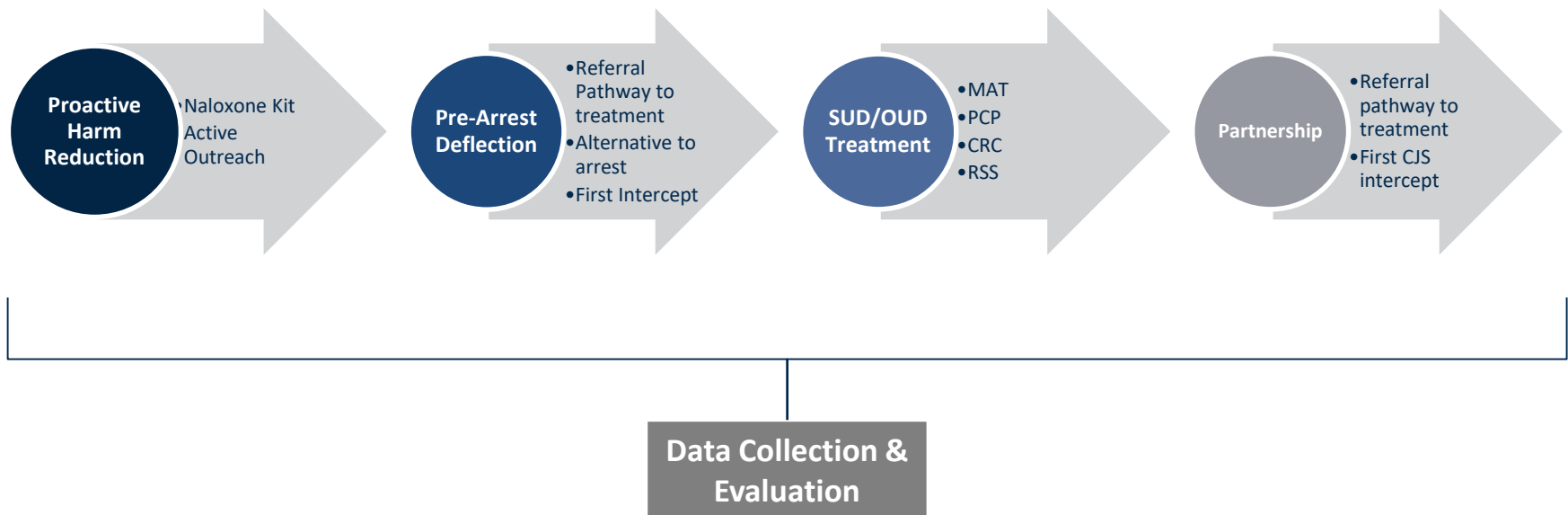
*Any individual requesting help for a substance use disorder will be asked to provide their legal name and date of birth for the purpose of conducting record checks and determining warrant status. Generally speaking, service of warrants involving violent offenses and some felony warrants cannot be delayed.*

*Personnel will then ask their name and date of birth. If the individual does not wish to continue the interaction, personnel will attempt to secure any narcotics or paraphernalia. If the individual refuses or leaves, personnel will allow the individual to leave.*

2. If the individual wishes to continue the interaction, they will be asked to be seated in the lobby or, if the individual would be more comfortable, in an interview room (not a holding cell).
3. The officer / CSO will complete a warrant check on the individual.
  - a. Misdemeanor arrest warrants will not be served except warrants with a charge of violence (including 10-82's)
  - b. All felony warrants for violent offenses will be served.
  - c. Personnel **shall** consult with a supervisor prior to arresting an individual who has self-referred for treatment.
4. Absent a servable arrest warrant or eligible 10-82 the officer / CSO will then contact the **CODAC Outreach Team at 520-202-1786** and request transportation for the individual seeking assistance. They cannot transport large amounts of personal property.

*Tucson Police Department Substance Use Deflection Program, 2018*

# Aligning Resources to Maximize Responses



# Programmatic Strategies

- Law Enforcement Deflection
- Co-Responder Deployment
- Active Outreach
- Targeted Outreach
- Training and Capacity Building
- Peer support
- Recovery support services

# Law Enforcement – Specifics



- **Emphasize why this is important:**
  - To save lives
  - Improve quality of life of individuals
  - Improve community health
  - Arrest & Incarceration has little to no impact on substance misuse\* so why keep doing it?

*\* PEW charitable trust. (2018). More Imprisonment Does not reduce state drug problems. Philadelphia: PEW. : pew.*

# Law Enforcement Specifics

## Training:

- Define & Understand Substance Use Disorders & the Science Behind Them
  - Adverse Childhood Experiences (ACE's)
  - Structural and Chemical changes to the addicted brain
- Learn How to Engage the Unmotivated with Effective Communication
  - Motivational Interviewing Techniques
  - Trauma-Informed Care Practices
- Gain an Understanding of Medication Assisted Treatment (MAT) and How To Refer to the Designated Treatment Provider
  - Methadone / Buprenorphine (Suboxone) / Naltrexone (Vivitrol)
- Understand the Workflow of Pre-Arrest Deflection and How to Implement ***using your training!***

# Law Enforcement – Specifics

- **Police Culture will be your biggest barrier!**

- Training – provide quality training, involve clinical staff
- Include the neuroscience of addiction, ACE's, testimonials (other cops are great), and explanations of MAT
- Be patient and candidly answer all questions!
- Have solid policies & protocol in place prior training

# Professional Development Strategies

Provide initial and on-going capacity building training to program partners and other /internal external collaborators.

562  
Individuals

7  
Systems

20  
Trainings



*\*Utilizing data collected February 1, 2019 to August 30, 2019.*



# Law Enforcement- Specifics (continued)

- 1.) Be Patient
- 2.) Change represents loss, allow time to digest, contemplate
- 3.) Emphasize the power of individual officer discretion
- 4.) I would suggest that you do not make deflection mandatory
- 5.) Incentivize deflection (we use training, commendations, etc...)
- 6.) De-emphasize arrest as a measure of productivity
- 7.) Ask for on-going process improvement suggestions
- 8.) Executive Leadership Team must show united support for program
- 9.) Members of Executive Leadership should be present for as many trainings as possible to lend importance and credibility to program
- 10.) Isolate & influence informal leaders (sergeants, FTO's, tenured officers)
- 11.) Highlight success stories, no matter how small

# SUD/ODD Treatment evidence-based treatment and services

## Strategies

- IOP staff training
- Provide 24/7 assessments and treatment for opioid use disorder (OUD).
- Offer integrated care for physical, mental and OUD in one location.
- Provide referrals to appropriate community resources.
- Provide outreach services in the community.

## Services

- Assessment and evaluation
- Intensive Outpatient Programs (IOP)
- Standard outpatient programming
- Individual and family therapy
- Employment support services
- Peer-run services
- Housing assistance
- Psychiatric services
- Primary medical care
- Acupuncture for pain management
- OB-GYN



# Co-Responder Units

- Co-located responders
- Building relationship between behavioral health and law enforcement
- Helping be a bridge to build a better relationship between law enforcement and the community.
- Outreach, Peer support, re-engagement







# Community Response

TPD,

4/3/19

I am [REDACTED]. I was introduced to CODAC today. I've heard of the corporations on the streets and I've heard nothing but good things. I was picked up today by two police officers and Brandon from CODAC and was asked if I would like to come to CODAC. I told them yes, most definitely. Hospitality has been more than grateful. I have been treated with at most respect. I feel that the world isn't all that bad. I have lots of thanks for all the help. I would not trade this day for anything in the world. Thank you TPD and CODAC.

[REDACTED]



# Community Response

Dear Officer Moralez,

I am humbly indebted to you and the other Deflection officers for introducing me to CODAC and its affiliated agencies. I don't know where I'd be if it weren't for you guys. Probably out somewhere all strung out on dope, or even back in prison. By now I would like to say I thank you to not only you but all of L.P.D. for all their hard work keeping us all safe and secure. Life isn't fair sometimes, but no matter what anyone says, I'm glad you're on my side when worse comes to worse. Thank you.

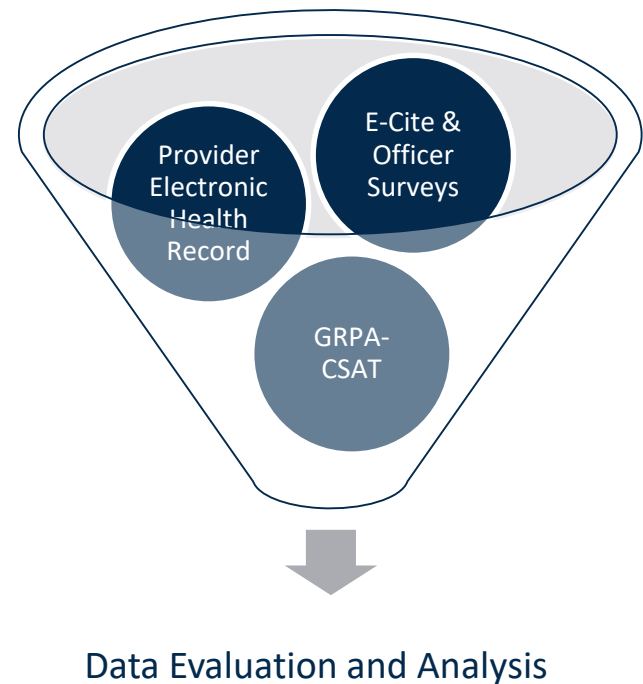
Sincerely,

# Monitoring and Evaluation

## Evaluation Goal:

- Ongoing monitoring and evaluation to inform project improvement.
  - *Implementation evaluation*
- Examination of project impact and effectiveness.
  - *Examination of project outputs*
  - *Outcome evaluation*

## Data Sets:



# Deflection Outputs

**281**

- Unduplicated individuals deflected.

**71**

- Individuals received a full assessment of physical, mental, and behavioral health problems and needs from CODAC.

**112**

- Individuals contacted through outreach at targeted community.

**56**

- Individuals received individualized outreach.

*\*Findings utilizing data collected November 1, 2018 to April 30, 2019.*



# Program Implementation

Officers are identifying subjects who are willing to consider treatment and have been successful at encouraging them to get connected with treatment providers.

45%

- Of individuals offered deflection definitely wanted to get substance misuse treatment.

32%

- Of the other individuals were encouraged by officers to be transported to a treatment provider.

*\*Findings utilizing data collected November 1, 2018 to April 30, 2019.*

# Program Implementation

Officers are considering deflection program eligibility criteria as well as subject willingness for treatment when deciding whether to offer deflection.

35%

- Of individuals not deflected reported on their lack of need or willingness for treatment

49%

- Of individuals not deflected did not meet the eligibility criteria and 6% needed other services (e.g., hospitalization).

*\*Findings utilizing data collected November 1, 2018 to April 30, 2019.*

# Key Lessons

## Keys to Success

- Shared vision and goals
- Partner resiliency, adjustment and adaptation
- Effective and consistent two-way communication
- Co-Responders
- Training and Development (MI, ACE's Trauma-Informed Care )
- Building positive community relations (i.e. neighborhood associations)
- Engaged Media

## Challenges

- Funding for evaluation
- Cross-walking of data
- Community stigma
- System Capacity
- Capturing effort, impact and responsiveness
- Utilization of the Self Referral and Social–Contact Referral component

# Replication

- Law Enforcement Policies & Protocols
- Awareness of stigma and cultures
- Developing written programmatic protocols and procedures
- Build a strong, diverse collaborative
- Conduct a community needs assessment
- Utilize evidence-based services/treatment
- Compliment existing providers
- Set realistic goals
- Share the funding and resources with the partners
- Cultural competence

# CONTACTS

**Assistant Chief Kevin Hall**  
Tucson Police Department  
[Kevin.Hall@tucsonaz.gov](mailto:Kevin.Hall@tucsonaz.gov)  
(520) 837-7722

**Brendan Bond, BHT**  
CODAC Health, Recovery & Wellness  
[bbond@codac.org](mailto:bbond@codac.org)  
(520) 327-4505

**Mayra Ramos, MS**  
Pima County Administration  
[Mayra.ramos@pima.gov](mailto:Mayra.ramos@pima.gov)  
(520) 724-4716



# RESOURCES

- [Sequential Intercept Model Trifold Brochure | SAMHSA Publications](#)
- [Tailoring Crisis Response and Pre-Arrest Diversion Models for Rural Communities | SAMHSA Publications](#)
- [Medication-Assisted Treatment \(MAT\) in the Criminal Justice System: Brief Guidance to the States | SAMHSA Publications](#)
- TASC Center for Health & Justice  
<http://www2.centerforhealthandjustice.org/>
- BJA Comprehensive Opioid Abuse Program (COAP)  
<https://coapresources.org/>
- LEAD National Support Bureau  
<https://www.leadbureau.org/>

# Reference

- PEW charitable trust. (2018). *More Imprisonment Does not reduce state drug problems*. Philadelphia: PEW. : pew.
- *Tucson Police Department Substance Use Deflection Program, 2018*
- Charlier, J. (n.d.). Deflection: A Powerful Crime-Fighting Tool That Improves Community Relations. *International Association of Chiefs of Police*. Retrieved March 27, 2019, from <http://www.policchiefmagazine.org/deflection-a-powerful-crime-fighting-tool-that-improves-community-relations/?ref=d0fa4dcf7224f6fad1f45416ffa9cdf2>

# Thank You



[SafetyAndJusticeChallenge.org](http://SafetyAndJusticeChallenge.org)