



## JAIL REFORM TOOLKIT & RESOURCE GUIDE

EPISODE 6

# In One State, an Opioid Crisis Led Police to Start an Angel Program

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A PODCAST BY

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# Hello!

Thanks for listening to 70 Million. Whether you're a seasoned criminal justice reform advocate, private citizen, educator, public or private sector leader, we appreciate your interest in finding solutions to the incarceration quagmire.

We've assembled this 70 Million Criminal Justice Toolkit for those ready to turn interest into action.

This resource guide draws from practical tactics shared by those who launched the initiatives chronicled in our episodes, including:

- How to access and deploy public and private sector databases and legislative bodies to build reform solutions.
- How to highlight individual stories of the incarcerated in order to drive organizational and grassroots action.

-- How to harness citizens' willingness to engage in methodical, trial-and-error pilot efforts in order to build effective reform programs and movements.

Our hope is that this Toolkit can help get you started. Keep in mind that steps do not have to happen strictly chronologically. Use them and the questions to frame and shape change in your community and let us know about it.

## CRIMINAL JUSTICE TOOLKIT

### Using the SMART model

The SMART model of program development and evaluation is an open-sourced method used by public sector, nonprofit and citizen/community groups to organize solutions-oriented projects.

**S**pecific (Steps 1-4)

**M**easurable (Steps 5-6)

**A**chievable (Steps 7-8)

**R**elevant (Step 9)

**T**imebound (Step 10)

## STEP 1

### Identify & Analyze Concerns

# Be specific about what you are trying to achieve

**Case Study -- Episode 6 of 70 Million Podcast:** In 2016, the rate of fatal overdoses from opioid use in Massachusetts was double the national rate. In Gloucester, MA, law enforcement officials occupy a frontline of drug overdoses. The recent increases in opioid-related deaths helped convince police officials in the scenic fishing town to take a new approach: drug addiction as a public health issue, rather than as a criminal justice issue. The [Police Assisted Addiction and Recovery Initiative \(PAARI\)](#) in Gloucester is a humane alternative to jailing those struggling with drug addiction. It coordinates with staff and resources in the AmeriCorps program and local health agencies. PAARI grew from a pilot program started in 2015 by Gloucester Police Department called the [Angel Program](#), a voluntary drug-addiction recovery initiative that screens users and assists with medical and social services recovery resources. It also deploys a High Risk Task Force to provide regular contact at community-level.



"[Tito] is a care advocate with the Police Assisted Addiction Recovery Initiative, PAARI. He works with the Gloucester Police Department, to help them keep addicts out of jail -- and guide them toward treatment instead."

Reporter Maria Murriel for **70 Million**.

## STEP 2

### Identify and Convene Internal Division Representatives and External Stakeholders

# What is the minimum personnel needed?

- List Must-Have Roles
- List Potential Ideal Individuals to Assume Must-Have Roles

**Example:** The mission and practice of PAARI supports non-arrest, or early diversion, program models that reach people before they enter the criminal justice system. Programs are customized based on the community and use a range of law enforcement entry points to treatment, including self-referrals and risk or incident-based outreach. Cross-sector collaboration and partnerships are vital to these programs and they are often supported by clinicians, social workers, recovery coaches, and/or trained volunteers.



## STEP 3

### Itemize Resources, Inputs, and Assets Needed to Achieve Solutions/Outcomes

# What do we want to accomplish?

- Why is this goal important?
- Who should be involved?
- What resources are needed?

**Example:** Gloucester Police Department seeks to reduce both opioid-related arrests and decrease fatalities from opioids and other forms of drug addiction by immediately screening persons requesting help with addiction into the [Angel Program](#) without charging them, even if they are in possession of drugs or paraphenalia.

As part of efforts to reframe the way addiction is policed, Gloucester Police Department officers and Angel Program facilitators undergo special instruction, including mental health education to help them understand addiction as a disease rather than strictly as “criminal” conduct. This key aspect of the PAARI model has spread to nearly 400 other participating jurisdictions.



“...a lot of police officers were resistant in the beginning. You know, it's a different way of approaching this problem and it's what a lot of us -- you look at me and I'm in my 38th year here, so it's, can you teach old dogs new tricks? And we pretty much successfully have.”

**Gloucester Police Chief John McCarthy.**

## STEP 4

### Action Planning

# Develop Framework & Timeline for Achieving Goals

**Example:** Gloucester police and city officials faced the challenge of developing ways to implement humane, treatment-oriented solutions within an existing criminal justice system that was not addressing the unique public health aspects of opioid addiction. The PAARI model represents a feasible start at embedding an alternative to incarceration for some categories of drug abuse-related crimes. Outcomes are reviewed on a rolling basis.



## STEP 5

### Measuring Progress & Efficacy

- Set evaluation criteria to determine progress & success rate
- Assess Legislative/Funding/Regulatory Barriers & Opportunities

**Example:** In 2015, Gloucester Police unveiled the Angel Program, which allowed residents struggling with addiction to receive addiction treatment via law enforcement facilitation after they agreed to specific terms, including turning in drugs and paraphernalia. During the program's first year, 376 people participated, with the majority receiving direct-referrals for treatment. In 2018, with the Angel Program now incorporated into PAARI, nearly 12,000 people have received treatment via 395 participating law enforcement agencies.

"Some [PAARI] members, like Gloucester, have opened their police stations as safe spaces for the addicted. Others, like Plymouth, follow a variation created in Arlington, Mass., a Boston suburb, in which officers and addiction counselors reach out to recent overdose victims instead of waiting for addicts to come to them." -- Erick Trickey, [Politico Magazine](#), June 2, 2018.



## STEP 6

### Support Desired Outcomes with Data and/or Metrics

**Example:** The PAARI and Angel Programs at Gloucester Police Department and other regional law enforcement and community and public health agencies reviewed in-take and program efficacy data from its first full year of operation (2015-2016). Measurable outcomes were evaluated for:

- Client treatment results (opioid users)
- Training and education of law enforcement personnel
- Established partnerships with treatment centers and public health units

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## STEP 7

### Achievability Review

- Revisit whether goals are realistic and introduce flexibility in goal-setting
- Operational Oversight Assessment

**Example:** PAARI provided resources and training to 143 police departments and state agencies in 27 states to help them implement pre-arrest programs connecting opioid users to treatment. Gloucester PR provided treatment assistance for more than 400 individuals, along with connecting thousands more from other police departments across the country. Communities that have joined PAARI have observed as much as a 25 percent reduction in crimes associated with addiction.

“In just over a year PAARI has grown into a nationwide movement of law enforcement and service providers with a unified mission of providing compassionate access to treatment instead of arrest. To date, we have helped create more than 160 police-based programs nationwide, with new police departments joining every week.”

From PAARI’s [Annual Report](#).

## STEP 8

### Program(s) and Asset Resource Monitoring

**Example:** Gloucester Police Department and other Massachusetts jurisdictions that lead the PAARI effort rely on respective local public health data on opioid and other drug-related deaths and hospitalization rates to help guide their programming decisions. Statewide in 2017, there were 1501 confirmed opioid-related overdose deaths. In the first six months of 2018, the Massachusetts Department of Public Health reported 657 confirmed opioid-related overdose deaths. Officials at PAARI reported that their first full year of operation (2015-2016) contributed to a 25 percent drop in drug-related crime.

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## STEP 9

### Relevancy Check-Up

- Examine whether each milestone supports the overall vision
- Preliminary Outcomes Evaluation & Process Updates

**Example:** For people struggling with addiction, it's a game changer. It's true community policing for addiction. It's a good, true community policing. And I wish it were around when I was using." -- Tito Rodriguez, care advocate at PAARI.



Gloucester harbor. Photo credit: Maria Murriel for 70 Million.

## STEP 10

### Full Program Review

**Example:** The more than 300 participating jurisdictions employing PAARI's model of reducing jail sentences for opioid users follow a range of program review timetables and measurement protocols that fall under the general principle known as harm reduction. The Arlington, MA, police department, for example, developed a clear program review and metrics plan. Annually, administrators will evaluate:

- Total number of persons served by the program.
- Number of persons trained in the delivery of Naloxone.
- Number of doses of Naloxone dispensed.
- Number of persons who enroll in outpatient programming.
- Number of persons admitted to inpatient programs.
- Number of referrals to veterans' services.

## RESOURCES

To get started developing a reform project similar to Gloucester's PAARI effort, these resources can help:

- Learn more about the Arlington, MA police department's Opiate Outreach Initiative [here](#).
- Learn more about Gloucester, MA's alternative approach to drug addicts and criminal justice [here](#).
- Visit the regional nonprofit organizations, and law enforcement agencies that are taking part in PAARI, and the federal data on opioid addiction in the US:
  - ◆ [AmeriCorps PAARI Members](#)
  - ◆ [Law Enforcement PAARI Members](#)
  - ◆ [U.S. Centers for Disease Controls and Prevention 2017 Brief on Opioid Addiction \(U.S.\)](#)
- Listen to an interview with Arlington, MA police department chief Fred Ryan discussing harm reduction and the alternative, treatment-oriented approach to addressing drug addiction, via [WBUR](#).

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