



Byrne State Crisis Intervention Program (SCIP)

FY 2022-2023 Allocation Funding Plan

Pennsylvania Commission on Crime & Delinquency (PCCD)

August 2023

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I. Introduction

The Pennsylvania Commission on Crime and Delinquency (PCCD) was established in 1978 and serves as Pennsylvania's State Administering Agency (SAA). For 45 years, PCCD has supported programs and practices that promote justice for all people and communities of Pennsylvania.

Since 1978, PCCD has supported justice system improvements, victim services and compensation, and other initiatives responsive to the needs of practitioners, communities, and the Commonwealth.

Over the course of its history, the agency has been charged with administering a number of programs and funding streams related to its mission, including efforts to improve outcomes for individuals with behavioral health needs who come into contact with the justice system, as well as supporting investments in community-led efforts to prevent and reduce gun violence.

As the Commonwealth of Pennsylvania's justice planning and policymaking agency, PCCD brings together a wide range of people and perspectives necessary to understand issues facing communities, identify potential solutions, and invest in strategies that can make a difference. PCCD's governance structure consists of an overarching Commission, two training boards, the School Safety and Security Committee (SSSC), and six Advisory Committees:

- Children's Advocacy Center Advisory Committee;
- County Adult Probation and Parole Advisory Committee;
- Criminal Justice Advisory Committee;
- Juvenile Justice and Delinquency Prevention Advisory Committee;
- Mental Health and Justice Advisory Committee;
- Victims' Services Advisory Committee.

The Commission and its related Advisory Committees are comprised of subject matter experts, practitioners, and community members who are well-attuned to the public safety challenges and opportunities faced by Pennsylvania's communities. PCCD's funding support is guided by the agency's Strategic Framework, developed every four years in collaboration with PCCD leadership and a committee comprised of Advisory Committee Chairs to ensure alignment with respective Advisory Committee priorities and responsibilities. PCCD also routinely seeks feedback and input from stakeholders on funding, policy, and programmatic strategies via surveys and other mechanisms.

The agency's work is guided by core values of service, integrity, collaboration, innovation, and preparedness. PCCD is also committed to ensuring impact, fairness, transparency, quality, and equity in how the agency conducts business and allocates resources.

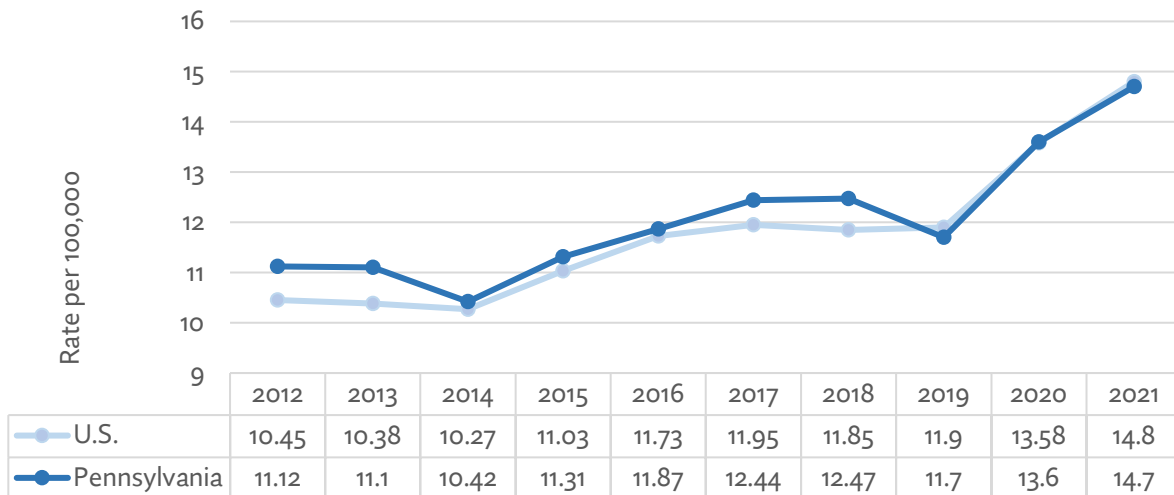
II. Pennsylvania’s Landscape

Pennsylvania has experienced a surge in demand for behavioral health and crisis care in recent years and has also seen a significant increase in firearm-related incidents, including gun deaths.

Gun Violence

An estimated 1,906 Pennsylvanians died as the result of firearm-related injuries in 2021; more than half of these deaths (997, 52%) were suicides. According to data from the Centers for Disease Control and Prevention (CDC), Pennsylvania ranked 6th highest in the nation for the number of gun deaths, with an estimated firearm mortality rate (14.7 per 100,000) comparable to the national average.

Figure 1: Rate of Firearm-related Deaths in Pennsylvania and U.S., 2012-2021



The number and rates of gun deaths have been on the rise in Pennsylvania since 2014, and have increased sharply since 2020, largely keeping pace with or exceeding national trends. CDC data show people of color account for a disproportionate share of gun violence victimizations: Black Pennsylvanians are four times as likely as White Pennsylvanians to die as the result of firearm-related injuries (42.1 per 100,000 vs. 9.05 per 100,000, respectively).

While the majority of Pennsylvania’s gun deaths are suicide, a growing share of these deaths are from homicides. In addition, while not captured in the chart above, nonfatal firearm injuries are also a significant issue affecting communities across Pennsylvania.¹

Pennsylvania’s SCIP planning process began with an acknowledgment that gun violence is a public health and public safety crisis that involves multiple forms, each with their own distinct characteristics, root causes, and potential prevention and intervention strategies. A 2019 report

¹ B. Vick, R. Orth, C. Gartside, [“Cost of Non-fatal Firearm Injuries in Pennsylvania, 2016-2021”](#) (August 2022).

from the Police Executive Research Forum aptly noted that “Gun Violence is 4 Different Problems, with Different Causes and Solutions,” as shown in Figure 2 below. As one example of the overlaps, policies and interventions designed to reduce access to firearms among prohibited possessors (such as weapons relinquishment proceedings) have been shown to impact both community gun violence as well as domestic violence and intimate partner violence gun homicides.

Figure 2: Understanding Different Forms of Gun Violence & Potential Interventions

	Suicide by Firearm	Criminal Gun Homicide	Domestic Violence / IPV Gun Homicide	Mass Shootings
Fatalities (Pennsylvania)	919 (2020)	930 (2022)	71 (2021)	35 (2022)
Most Common Victims	White males, 50+ years old	Black males, 18-34 years old	Females	Random
Type of Gun Commonly Used	Legal handguns	Illegally possessed handguns	Handguns that were originally purchased legally, but may be illegally owned due to criminal convictions	Mostly handguns, but a larger proportion of rifles/long guns than in other categories of shootings
Gun Policies Considered Promising / Effective	Minimum age requirements for purchasing; waiting periods; Child Access Prevention (CAP) laws	Background checks; waiting periods; CAP laws; surrender of guns by prohibited purchasers	Prohibitions associated with domestic violence; surrender of guns by prohibited purchasers	Bans on sale of assault weapons and high-capacity magazines

Behavioral Health & Crisis Services

At the same time, needs for behavioral health and crisis services/supports have increased statewide and at every level of care. In a report published in 2022, Pennsylvania’s Behavioral Health Commission for Adult Behavioral Health (established by Act 54 of 2022) noted that an estimated 34 percent of Pennsylvanians have a mental illness or substance use disorder (SUD) – higher than the national average prevalence rate of 31 percent.

The intersections of mental illness, SUD, disability, and other co-occurring concerns within the criminal justice and public safety systems has been well-documented. Resource limitations and workforce challenges coupled with surging demand have led to serious strains in both systems, and often result in individuals with behavioral health issues falling through the cracks. As with gun violence, access to health care (including for behavioral health) is skewed by race, with

Black and Hispanic Pennsylvanians more likely to report barriers to care than White Pennsylvanians.

These statistics reinforce the need for effective – and collaborative – public safety and public health prevention, intervention, and response strategies. Research suggests that communities can reduce firearm-related deaths by deploying evidence-based and evidence-informed models designed to bolster protective factors and defuse potentially dangerous situations.

III. Byrne State Crisis Intervention Program (SCIP)

On May 24, 2022, 19 children and two adults were killed by a gunman at Robb Elementary School in Uvalde, Texas. They are among the estimated 352,000 students who have experienced gun violence in school since Columbine in 1999.²

In the wake of this tragedy, the federal Bipartisan Safer Communities Act (BSCA) was enacted in June 2022. The law included a number of provisions designed to address gun violence and improve responses to behavioral health crises. The law also authorized new funding streams, including \$750 million in funding for the Byrne State Crisis Intervention Program (SCIP). Housed within the U.S. Department of Justice's Bureau of Justice Assistance (BJA), SCIP provides formula-based funds to State Administering Agencies (SAAs) to implement state crisis intervention court proceedings and related programs/initiatives.

The Pennsylvania Commission on Crime and Delinquency (PCCD) serves as the SAA for the Commonwealth of Pennsylvania and is responsible for oversight and administration of Byrne SCIP funds. Pennsylvania's allocation for FY 2022-23 (two years combined) is \$8,548,557.³ PCCD submitted an [initial application](#) for federal SCIP funds in December 2022; Pennsylvania's SCIP application was approved by BJA in February 2023.

² [School Shootings Database](#), The Washington Post, accessed 5/16/2023.

³ Note: PCCD anticipates approximately \$4.2 million in additional formula-based annual allocations in future years, subject to Congressional appropriations.

IV. Pennsylvania’s FY 2022-23 Byrne SCIP Planning Process

“Every time there is a shooting, there are more victims: the people who are killed, the people who are injured, the family members who are mourning, the survivors who are traumatized, and the community members who are scared to live in their neighborhoods. I know because I was one of those community members...Now, 18 years later, this work is more important than ever.” – Lt. Governor Austin A. Davis, PCCD Chairman⁴

Crisis Intervention Advisory Board

Under SCIP guidelines, states must form (or identify) an existing group of diverse individuals to serve as a Crisis Intervention Advisory Board. This Advisory Board is tasked with informing and guiding the state’s related gun violence reduction programs and initiatives, as well as coordinating and approving a state’s Program and Budget Plan for the use of SCIP funding. The Board must include, but is not limited to, representatives from law enforcement, the community, courts, prosecution, behavioral health providers, victim services, and legal counsel.

Given its composition and structure, PCCD’s Commission was identified as the Crisis Intervention Advisory Board in Pennsylvania’s approved FY 2022-23 SCIP application. As with its Strategic Framework, PCCD utilized a Committee of Chairs to inform the development of the FY 2022-23 Byrne SCIP Program Plan and Budget for consideration by the larger SCIP Advisory Board (i.e., the Commission).

PCCD guided a three-phase planning process:

- ***Phase 1: Planning Kick-Off & Stakeholder Feedback***
- ***Phase 2: Identifying Priorities & Early Drafting***
- ***Phase 3: Refining & Finalizing Pennsylvania’s FY 22-23 SCIP Program Plan & Budget***

⁴ [Letter: Lt. Gov. Davis ready to tackle gun violence in Pennsylvania \(delcotimes.com\)](https://www.delcotimes.com/news/local/lt-gov-davis-ready-to-tackle-gun-violence-in-pennsylvania)

Additional Stakeholder Engagement

On April 14, 2023, PCCD issued a 'Byrne SCIP Stakeholder Feedback Survey', inviting members of PCCD's Commission, Advisory Committees, Training Boards, Subcommittees and Workgroups, and other stakeholders to share confidential input on areas they thought PCCD should prioritize in the planning process. The survey closed on May 5, 2023; PCCD received 362 responses from individuals across 56 of Pennsylvania's 67 counties.

Figure 3: SCIP Stakeholder Feedback Survey Respondents by County

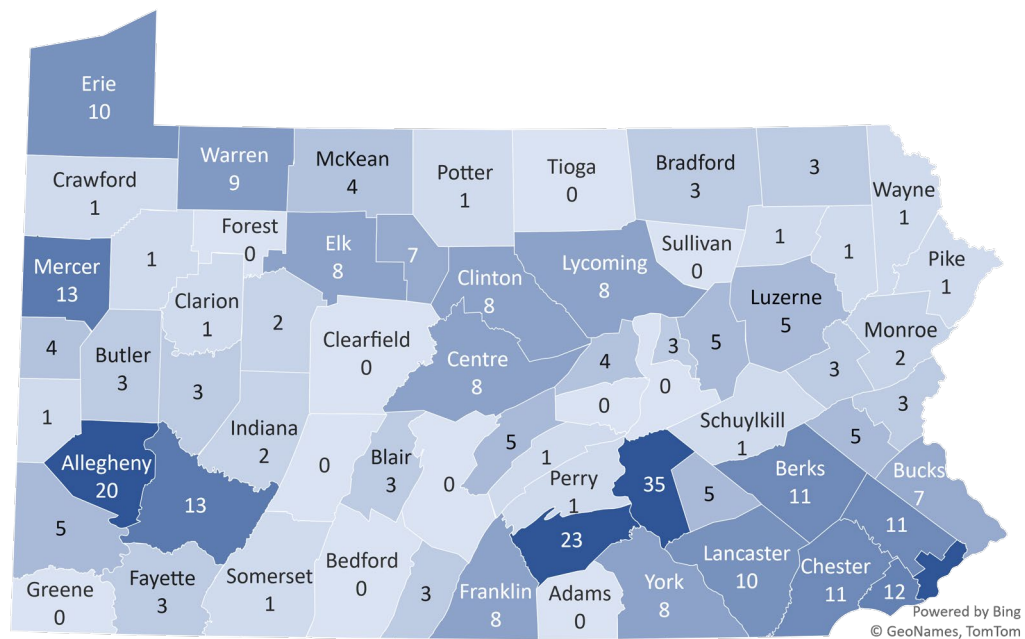
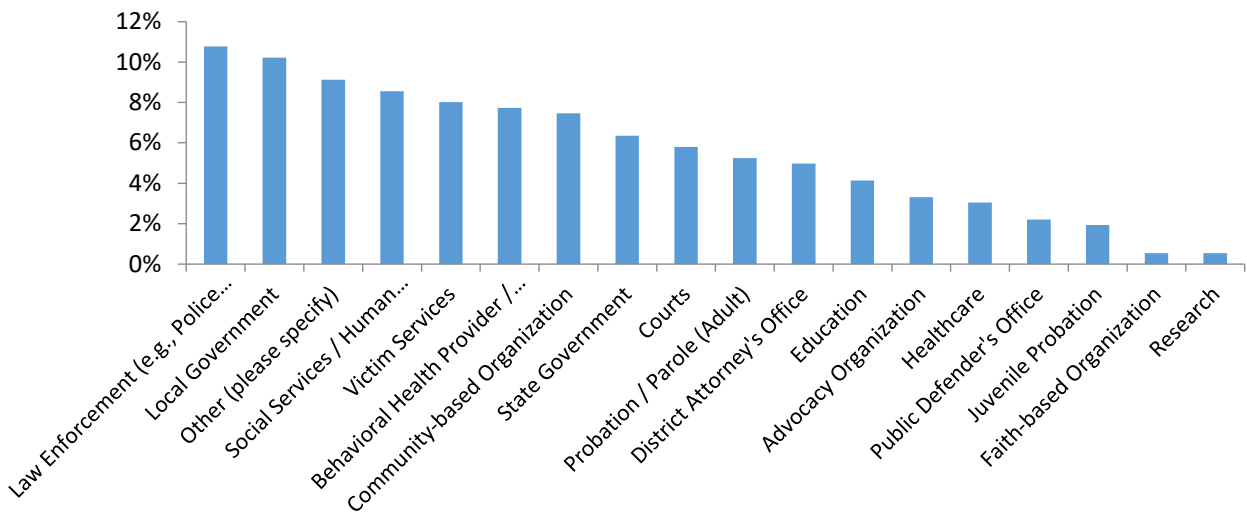


Figure 4: SCIP Stakeholder Feedback Survey Respondents by Type



Survey respondents offered input on eligible areas/activities as well as other priorities they wanted PCCD's SCIP Advisory Workgroup to consider as part of its deliberations, including:

- Recognizing the need for behavioral health and crisis response services and supports, as well as case management and wraparound supports;
- Emphasizing the importance of utilizing trauma-informed responses/approaches;
- Addressing workforce shortages facing public safety and public health systems, creating further strains;
- Acknowledging a need to move beyond an initial response to crises to build infrastructure for long-term supports;
- Incentivizing partnership and collaboration within the same network of service delivery, such as supporting diversion and innovative pilot programs;
- Elevating the importance of prevention in addition to intervention.

Recognizing the limited amount of funding available under FY 2022-23 SCIP allocation, the Crisis Intervention Advisory Board used this stakeholder feedback as well as other relevant data, information, and analyses, to help further refine recommendations for Pennsylvania's SCIP Funding Plan.

V. Pennsylvania's FY 2022-23 Byrne SCIP Funding Framework

The total amount of SCIP funds that are awarded to Pennsylvania (PCCD) are broken into four separate areas, each with their own unique requirements for how funding is to be used. The 2022-23 (two-year combined) SCIP award for Pennsylvania totals \$8,548,557.⁵ The four funding areas totals identified below encompass Pennsylvania's 2022-23 SCIP award only.

- 1. Administration:** Up to 10 percent of the total award may be used for costs associated with administering SCIP funds. PCCD plans to utilize \$749,129 in FY 2022-23 SCIP funds for administrative purposes.
- 2. Direct Local Pass-Through (Local Share):** States must pass through at least a 40 percent portion of their SCIP funding allocation to local governments. Pennsylvania plans to make \$2,467,154 available for Local Share projects aligned with Goals and Objectives identified in the FY 2022-23 SCIP Plan.
- 3. Less than \$10,000 Pass-Through (Under 10K Share):** States must provide additional funds to state courts that provide criminal justice and civil justice services as the "less-than-\$10,000 jurisdictions" within the state and/or subaward funds to such jurisdictions. As informed by the Crisis Intervention Advisory Board, PCCD is planning to fund multiple less-than-\$10k jurisdictions via a competitive Under 10k Share solicitation. Pennsylvania plans to make \$1,057,274 available for Under 10K Share projects aligned using FY 2022-23 SCIP funds and aligned with goals, objectives, and priorities identified in the SCIP Plan.
- 4. State Share:** The amount of funding remaining after the above totals have been set aside may be used by the state in support of projects that are deemed to be priorities, including statewide projects. This balance for FY 2022-23 SCIP funds totals \$4,275,000.

PCCD has developed its inaugural SCIP Funding Plan that encompasses funding awarded through the FY 2022-23 SCIP allocation; when finalized and adopted, this plan will be considered the FY 2022-23 SCIP Plan. Listed below are the recommendations of PCCD staff and members of the Committee of Chairs/SCIP Workgroup for how this funding should be allocated and/or distributed.

The tables on the following page provide a summary listing of the recommended initiatives to be funded through the 2022-23 SCIP Plan. Projects for Local Share and the Under 10K Share will be determined through a competitive solicitation based on the Goals/Objectives/Activities identified on pages 15-24. Details of each of these initiatives is provided on subsequent pages.

⁵ Note: PCCD anticipates future annual SCIP allocations to be approximately \$4.27 million.

State Share

Project	SCIP 2022-23
Coordinated Gun Violence Services Pilot	\$3,000,000
Act 79 of 2018 Qualitative Research Initiative	\$500,000
Mental Health & Justice Advisory Committee (MHJAC) Supports & Crisis Intervention/Supports/CIT Landscape Analysis (<i>Council of State Governments</i>)	\$525,000
SCIP Research and Evaluation Support – Pennsylvania Statistical Analysis Center (SAC) (<i>PCCD / IUP</i>)	\$250,000
TOTAL	\$4,275,000

Direct Local Pass-Through (Local Share)

Project	SCIP 2022-23
Competitive Funding Announcement (Local Share Initiatives)	\$2,467,154
TOTAL	\$2,467,154

Under 10K Pass-Through (Under 10K Share)

Project	SCIP 2022-23
Other Under 10K Supported Initiatives	\$1,057,274
TOTAL	\$1,057,274

Funding Announcement Structure & Approach

PCCD plans to issue a Local Solicitation as well as an Under 10K Solicitation open to all eligible applicants within the Egrants System to allow entities to request funding across one or more objective(s) or eligible program area(s).

- Eligible applicants for Local Share initiatives include units of local government (county, city, township, or town) .
- Eligible applicants for Under 10K Share initiatives are limited to units of local government that were not eligible to receive a direct JAG award due to their small size in FY 2021 and FY 2022 and/or an entity that serves these jurisdictions. (*Note: PCCD will identify these eligible entities/jurisdictions within the Under 10K Share solicitation.*)

In addition to these eligible applicants (e.g., entities that can make direct application to PCCD for FY 2022-23 Byrne SCIP funds), SCIP funding can be used to support a wide range of subrecipients, including, but not limited to, courts (state, county, local), institutes of higher learning, law enforcement, supervision agencies, prosecutors, public defenders, behavioral health, emergency communications, etc.

Eligible applicants for both the Local Share and Under 10K Share solicitations can request up to \$200,000 over a two-year period to support Local Share initiatives aligned with goals, objectives, and priorities articulated in Pennsylvania’s SCIP Program Plan.

As with other competitive solicitations administered by PCCD, the Local Share and Under 10K Share solicitations will be reviewed to ensure geographic diversity among recommended applications. In addition, priority consideration will be given to jurisdictions experiencing high rates of firearm-related injuries and/or fatalities.

Local Share and Under 10K Share funding priorities articulated below are “subject to availability of other funding.” This will allow the funding plan to respond to any funding appropriated as part of this year’s state budget, which is still pending as of the writing of this Funding Plan. Governor Josh Shapiro’s [proposed FY 2023-2024 state budget](#) included significant investments in gun violence, mental and behavioral health, public safety, and related areas.

In addition, at the federal level, the President’s proposed FY 2023-24 budget also highlights a need for additional resources towards these areas. In anticipation of future support for these critical areas at the state and federal levels, and absent a crystal ball, PCCD is proposing an approach that would give flexibility should investments in areas/activities covered by the FY 2022-23 SCIP Funding Plan materialize and make SCIP funds less necessary.

*Note: Under SCIP funding guidelines published by the U.S. Department of Justice, Bureau of Justice Assistance (BJA), all subawards must be expressly authorized by BJA post-award via a Grant Award Modification (GAM) before funds can be obligated for subawards. In addition, states may not release solicitations until their SCIP Funding Plan is approved by BJA. The *Anticipated Timeline* below accounts for these requirements but may be subject to change depending upon the amount of time it takes for BJA to complete its review of Pennsylvania’s SCIP Funding Plan as well as subsequent recommendations for subawards.

Figure 5: Anticipated Pennsylvania FY 2022-23 SCIP Funding Timeline (Estimated)

Date	Activity
Feb.-May 2023	<u>PCCD SCIP Funding Priorities/Objectives Plan & Budget Developed.</u> Committee of Chairs, designees, stakeholders, and staff meet to develop and finalize recommended SCIP funding plan for consideration by the Commission (Crisis Intervention Advisory Group).
June-Aug. 2023	<u>Commission Approval of SCIP Funding Plan & Submitted to BJA for Approval.</u> Commission approves SCIP funding plan in mid-June. PCCD submits the approved SCIP funding plan to BJA for approval. Following approval by BJA, PCCD announces the availability of SCIP funds.
Sept.-Dec. 2023	<u>Funding Announcement Opens & Question Period Closes.</u> Funding announcement is opened in Egrants. All questions must be submitted to PCCD by this date for consideration.
	<u>Funding Announcement Question / Response Posting.</u> All questions posed to PCCD and their responses posted on website.

	<p>Funding Announcement Closes. Application Deadline date (TBD – December). Funding Announcement closes in Egrants.</p> <p>Administrative Rejection. Notice sent to Applicants for any Applications administratively rejected.</p>
Jan. 2024	<p>Scoring Process. Applications are reviewed and considered based on alignment with <i>SCIP Funding Priorities and Objectives</i>, geographic distribution, agency past performance, and other relevant criteria.</p> <p>Committee of Chairs. Recommendations are prepared, summarized and presented to the Committee of Chairs for consideration in late January 2024.</p>
Feb. 2024	<p>Advisory Committees. Applications are vetted by committees during quarterly meetings.</p>
Mar. 2024	<p>Commission Meeting and BJA Approval. Present applications to the Commission for consideration. After Commission action, recommended subawards are forwarded to BJA for approval.</p>
Spring 2024	<p>Subaward Projects Notified of Award (<i>subject to BJA approval</i>)</p>
September 30, 2026	<p>Period of Performance End Date. The performance period for SCIP awards made under FY 2022-23 SCIP funds ends on September 30, 2026.</p>

In accordance with PCCD’s application management policy, each award recommendation will be reviewed by PCCD staff, vetted by the Advisory Committee of Chairs, presented for action at relevant Advisory Committee meetings, and presented to the Commission during publicly accessible quarterly meetings.

Staff, subject matter experts, and Advisory Committee members will meet with regularity to discuss issues, review proposed projects, and subsequently provide recommendations for funding of those that are well positioned to accomplish the SCIP Funding Framework goals, objectives, and funding priorities.

Additionally, and in alignment with the FY 2022-23 SCIP requirements, upon approval of the Advisory Committee of Chairs and subsequently the Commission, recommended subawards will be reviewed by BJA for final approval.

FY 2022-23 SCIP Goals, Focus Areas, Objectives & Funding Priorities:

In its initial application to BJA, PCCD articulated two overarching goals that would shape planning discussions and decisions:

- Advance crisis intervention programs that target the risk factors likely to lead to gun violence.
- Implement projects that support emerging issues and priorities adopted within its SCIP Funding Framework.

Recognizing the important and unique role each of its Advisory Committees play in advancing effective crisis intervention programs and addressing gun violence, PCCD coordinated FY 2022-23 SCIP funding through its Commission (i.e., the BJA-required Crisis Intervention Advisory Board), and utilized an advisory workgroup consisting of Advisory Committee Chairs, designees, and other stakeholders (as needed) to shape the SCIP Funding Framework.

PRIORITY AREA #1: Improve crisis intervention services and supports across behavioral health, civil legal, and other settings, with a focus on reaching people and communities experiencing gun violence.

The landscape of crisis intervention supports and services has changed significantly over the past decade in Pennsylvania and across the country. In addition to crisis hotlines individuals can call for immediate assistance (such as the recent roll-out of 988 Suicide & Crisis Lifeline), some regions in Pennsylvania have established additional promising models/strategies, including:

- ***Mobile Crisis Teams*** consisting of mental/behavioral health professionals who can respond to crisis situations in the community, providing on-site assessments, de-escalation, and referrals to appropriate services, with a goal of diverting individuals from unnecessary hospitalizations and connecting them to community-based support.
- ***Crisis Intervention Team (CIT) Program & Training:*** As described on page 19, CIT programs have been implemented in some Pennsylvania communities, equipping law enforcement officers with the knowledge and skills to effectively respond to individuals experiencing crisis. CIT also builds coordinated community systems consisting of law enforcement, mental/behavioral health professionals, individuals with lived experience and their families, and community partners to respond to crisis by connecting individuals to resources rather than placement in the criminal justice system.
- ***Crisis Stabilization Services*** have also expanded in Pennsylvania, offering short-term residential care that provides a safe and supportive environment for individuals

experiencing acute mental health crises for stabilization, assessment, and access to appropriate follow-up care.

- **Peer Support Programs** employing individuals with lived experience to provide support, empathy, and guidance to others going through mental/behavioral health challenges have been integrated into crisis response efforts in a number of communities across the state.

While much progress has been made, significant challenges impacting Pennsylvania's crisis intervention supports and services 'infrastructure' remain, including:

- **Limited Resources:** Counties in Pennsylvania have insufficient financial resources for crisis intervention supports and services. A more strategic, sustainable approach to funding these critical services at the state and local levels is sorely needed. Stakeholders responding to PCCD's SCIP Feedback Survey noted that continuity of funding is an essential, missing component of the current system.
- **Geographic Disparities and a 'Patchwork' Approach:** Pennsylvania is a diverse Commonwealth comprised of bustling urban centers and remote rural areas and communities in between. Counties' population size – whether small or large – both pose unique challenges for delivering crisis intervention supports.
- **Workforce Shortages:** There are chronic and acute shortages of mental/behavioral health professionals, including crisis counselors, psychologists, psychiatrists, etc., available to support Pennsylvania's crisis intervention system. In addition, staffing crisis hotlines, mobile crisis teams, and crisis stabilization facilities with trained professionals can also prove challenging. A number of stakeholders responding to PCCD's SCIP Feedback Survey noted workforce shortages as a significant issue, including a need for Crisis Responders and broader workforce expansion.
- **Coordination and Collaboration:** Effective crisis intervention requires coordination and collaboration among various stakeholders, including mental/behavioral health providers, law enforcement agencies, emergency medical services, healthcare organizations, and community-based groups. A lack of communication or coordination between these entities can result in fragmented services and gaps in care.
- **Stigma and Awareness:** While Pennsylvania has taken steps to reduce stigma and increase mental health awareness, these issues can continue to hinder individuals from seeking help during a crisis, among other concerns.

PCCD is proposing to utilize up to \$525,000 in State Share SCIP funds to support a new statewide crisis intervention/response services gap analysis and strategic planning initiative in

partnership with the Department of Human Services, Office of Mental Health and Substance Abuse and the Council of State Governments (CSG). This two-year initiative would support a newly established CIT/Crisis Services Workgroup established under the Mental Health and Justice Advisory Committee (MHJAC), which will convene in Fall 2023. That group will focus on two core areas:

1. Expansion and enhancement of CIT Programs in Pennsylvania by evaluating current implementation of CIT as well as recommending data collection protocols to improve fidelity of implementation;
2. Assessing current infrastructure/landscape of crisis intervention services and infrastructure (intersecting with the justice system) across the Commonwealth, with a focus on understanding gaps and developing recommendations for sustainable funding mechanisms.

CSG was instrumental in completing a statewide behavioral health scan in 2019, laying the groundwork for expansion of Pennsylvania's first-in-the-nation Stepping Up Initiative. The proposed statewide gap analysis and costing out study supported through SCIP State Share funds would help decision-makers at both the state and local levels assess the rapidly evolving landscape of behavioral health needs, crisis response/intervention strategies that may help meet those needs, and the resources it would take to plan, launch, and scale those programs.

PCCD, DHS/OMHSAS, and members of MHJAC would provide input and oversight of this project, which would be expected to take place over a 24-month period.

Objective 1.1: Support behavioral health responses and civil legal responses to behavioral health crises.

Context: According to the American Psychological Association, it is estimated that at least 20% of 911 calls for service involve a mental health or substance use crisis.⁶ While the percentage of 911 calls that are specifically related to crisis concerns can vary depending on the jurisdiction, local demographics, and specific circumstances, research indicates that a significant portion of 911 calls involve crises and/or mental and behavioral health-related concerns. Even with the adoption of 988, the majority of crisis calls are routed through and responded to by law enforcement, which creates additional challenges for first responders.

It is widely recognized that law enforcement may not always be the most appropriate or effective response for situations primarily related to crisis, mental health, or behavioral health issues due to staffing shortages, lack of specialized training, potential for escalation, stigmatization and lack of trust in law enforcement, and the criminalization

⁶ <https://www.apa.org/monitor/2021/07/emergency-responses>

of mental/behavioral health. To address these challenges, there is a growing recognition of the need for alternative crisis response models that prioritize mental/behavioral health expertise and social support. This recognition was made evident through the responses to PCCD's SCIP Stakeholder Feedback Survey.

Alternative crisis response approaches aim to provide more appropriate and compassionate care while reducing the potential for harm and unnecessary criminalization. By implementing robust crisis supports that are not solely reliant on law enforcement involvement, individuals in crisis will receive the appropriate care, support, and resources they need, ultimately promoting better mental/behavioral health outcomes and community well-being.

Proposed Approach: Local Share and Under 10K solicitations will prioritize requests for funding focused on one or more of the following program activities in jurisdictions experiencing high rates of firearm-related injuries and/or fatalities:

- Regional crisis call centers
- Crisis mobile team response
- Crisis receiving and stabilization facilities for individuals in crisis
- Triage services
- Mobile crisis units (co-responder and civilian)

Note: Programs/initiatives supported through SCIP funds can include civilian-only response models, as well as those that involve law enforcement. Applicants are strongly encouraged to take into account local needs (such as those identified/documented through a strategic planning process) as well as appropriate training to inform the development of crisis response programs.

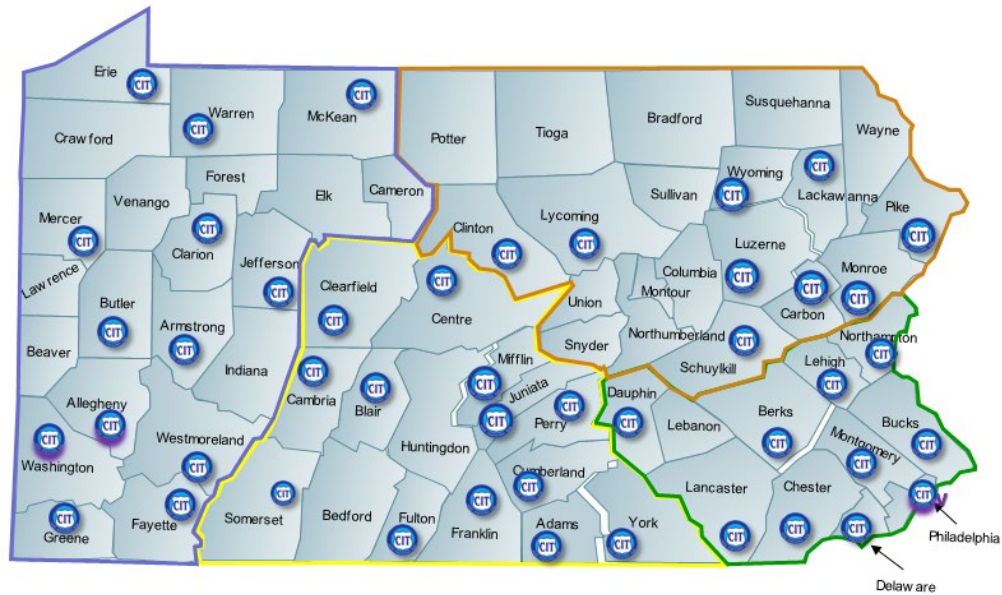
Objective 1.2: Expand and enhance Crisis Intervention Team (CIT) programs in Pennsylvania.

Context: The CIT model is an innovative approach to improving law enforcement responses to individuals experiencing mental/behavioral health crises. CIT programs are typically collaborative partnerships between law enforcement agencies, mental health professionals, and community stakeholders. The primary goal of the CIT model is to divert individuals with mental and behavioral health issues away from the criminal justice system and into appropriate services. The program trains law enforcement officers to effectively and safely interact with individuals in crisis, emphasizing de-escalation techniques and understanding mental health issues.

By equipping law enforcement officers with specialized training, the CIT model aims to reduce the use of force, improve communication and empathy, and ensure that

individuals in crisis receive the necessary mental health support. The CIT model has been widely recognized as a successful strategy for improving outcomes in mental/behavioral health crisis situations. It promotes collaboration between law enforcement, mental health services, and community organizations, fostering a more holistic and compassionate approach to mental health care and crisis response.

Figure 6. CIT Programs in Pennsylvania



Recognizing the value of this approach, PCCD has supported efforts to advance adoption of CIT programs across Pennsylvania over the past decade. In recent years, Pennsylvania has recognized the need to move beyond CIT as a ‘training’ and implement the CIT model with fidelity (e.g., CIT Program Certification). As mentioned previously, PCCD’s MHJAC will convene a new CIT/Crisis Services Workgroup later this year to help identify local needs and priorities to further advance CIT practices with fidelity across the Commonwealth.

Proposed Approach: To build on this progress, PCCD is proposing to prioritize consideration of applications for funding via its Local Share and Under 10K solicitations seeking support for the establishment or enhancement of CIT Programs. In addition, as described previously, PCCD will utilize State Share funds to support a new statewide needs assessment and gaps analysis, including assessing current gaps in CIT program implementation. This will lay a foundation for supporting further enhancement/expansion through Local Share awards, future SCIP allocations, and other funding streams administered by PCCD and other agencies (e.g., DHS/OMHSAS) to support these activities in the future, with a long-term goal to develop and implement a centralized data collection system/protocol for CIT programs statewide.

Objective 1.3: Analyze statewide gaps/needs and support efforts to improve the provision of case management and navigation programs to connect to critical services and access effective interventions.

Context: A number of state and federal funding streams have been established or augmented in recent years to address the growing behavioral health crisis. These include opioid settlement funds, additional funding streams authorized by the Bipartisan Safer Communities Act focused on children/youth mental health services and other areas, and state agency investments in crisis response planning and infrastructure (e.g., DHS/OMHSAS planning grants, DDAP investments in SUD services, etc.).

Proposed Approach: As described previously, PCCD plans to utilize a portion of its State Share allocation in FY 2022-23 to support a new, statewide crisis intervention/response landscape assessment to better understand the current infrastructure of these programs statewide. This funding will build on recent efforts made by sister agencies (e.g., DHS/OMHSAS, PA Dept. of Drug and Alcohol Programs) to support county-level planning and expansion.

Subject to availability of other funding sources, PCCD's SCIP Local Share and Under 10K solicitations will prioritize requests for funding focused on one or more of the following program activities in jurisdictions experiencing high rates of firearm-related injuries and/or fatalities:

- Mobile crisis units (co-responder + civilian, homicide response teams, etc.).
- Community-based services + programming (e.g., non-law enforcement responses).
- Integrated case management and wraparound supports for people who have experienced/witnessed gun violence (e.g., housing, social services, etc.).
- Technical assistance and training to increase jurisdictions adopting evidence-based practices.

PRIORITY AREA #2: Improve coordination of services and responses to gun violence victimization.

Gun violence has profound impacts on individuals and communities, both in the short and long term. Short-term impacts on individuals can include immediate physical injuries (from minor wounds to life-threatening injuries to death), psychological trauma (post-traumatic stress disorder, anxiety depression, etc.), and grief and loss for family members and friends of gun violence victims. Communities affected by gun violence experience temporary or prolonged disruptions in community life, fear and insecurity, as well as strains on public safety and public health resources.

Beyond the short-term, gun violence can have significant, long-term impacts for individuals and communities. These include chronic health issues, long-term physical disabilities, emotional and psychological issues, and economic consequences (resulting from barriers to education, employment, economic stability) for individuals. In the broader community context, gun violence can erode social cohesion and trust within communities, as well as lead to economic decline resulting from businesses closing/relocating, decreased property values, etc. If left unaddressed, gun violence can perpetuate a cycle of violence within communities; research suggests that ‘hurt people hurt people’, and that ongoing exposure to violence increases the likelihood of retaliation and further incidents.

Objective 2.1: Improve coordination of services and reduce barriers to getting help for gun violence survivors (short- and long-term).

Context: While mass shootings grab headlines, many communities are facing mass violence every day. In Pennsylvania’s largest city – Philadelphia – gun violence has been a persistent and concerning issue, with significant impacts on the city’s residents and communities. Recent analysis published by *The Philadelphia Inquirer* showed that gun violence in Philadelphia has historically concentrated in neighborhoods with higher poverty rates and limited access to resources. The concentrated nature of gun violence in specific neighborhoods as well as the significant levels of trauma left in its wake reaffirms the need for targeted resources to address underlying issues and help communities heal.

As part of PCCD’s efforts to listen to gun violence victims, victim service providers, and community-based groups, many have pointed to a need for greater coordination of services and reducing barriers to getting help in both the aftermath of gun violence and months and years down the road.

Proposed Approach: PCCD is proposing to use up to \$3,000,000 in State Share SCIP funds to develop and pilot a new strategy to coordinate outreach and service delivery in an area of Philadelphia with chronic and/or increasing levels of gun violence. PCCD’s proposed initiative is modeled off the Resiliency Center approach utilized by the federal Office for Victims of Crime (OVC) response to mass violence incidents. Victims’ and survivors needs are always changing, and services should reflect that past the initial crisis response. A resiliency center focuses on mid-and-long-term services helping victims build strength and resiliency to deal with the grief and trauma they’ve experienced.

PCCD plans to identify a qualified entity with experience conducting assessment and coordinating services at this scale in partnership with federal, state, and local partners to:

- Conduct a comprehensive inventory of available service providers and resources within a given community (needs assessment);
- Establish a “one stop shop” where victims/survivors and individuals impacted by gun violence can receive assistance and services, using a “no wrong door” philosophy;
- Provide/coordinate counseling and case management on a continuing basis;
- Connect outreach services to help victims/survivors, friends, neighbors, and family members;
- Provide long-term case management services;
- Ongoing support/training for first responders; and
- Address other needs as identified in the assessment.

Objective 2.2: Increase access to services and supports that can help individuals, families, and communities experiencing gun violence recover and begin the healing process.

Proposed Approach: Subject to availability of other funding sources, PCCD’s SCIP Local Share and Under 10K solicitations will prioritize requests for funding focused on one or more of the following program activities in jurisdictions experiencing high rates of firearm-related injuries and/or fatalities:

- Co-responder models;
- Crisis intervention training + related programming;
- Community-based services + programming (e.g., non-law enforcement responses); and
- Technical assistance + training to increase jurisdictions adopting evidence-based practices.

PRIORITY AREA #3: Address the intersections of domestic violence and intimate partner violence with gun violence.

Gun violence and intimate partner violence/domestic violence often intersect, presenting significant risks and challenges for individuals and communities.

Research has shown that the presence of firearms in situations of intimate partner violence and domestic violence significantly increases the risk of lethality. According to the Pennsylvania

Coalition Against Domestic Violence (PCADV), a significant majority (63%) of domestic violence homicide victims in Pennsylvania were killed with a firearm.⁷

Pennsylvania is proposing to utilize a combination of State, Local, and Under 10K Share funding through its FY 2022-23 SCIP allocation to address these intersections through a multifaceted approach.

Objective 3.1: Evaluate current implementation of Act 79 of 2018, a law requiring relinquishment of guns and other weapons by domestic abusers, by local jurisdictions and identify strategies to improve implementation.

Context: Pennsylvania has made important progress in addressing domestic violence and intimate partner violence through policy and practice. This includes enactment of landmark bipartisan legislation establishing new requirements and procedures for firearm relinquishment in cases of Protection From Abuse (PFA) orders and convictions of misdemeanor crimes of domestic violence within 24 hours. Act 79 of 2018 went into effect on April 10, 2019, and marked a significant moment for increasing protections for domestic violence victims/survivors in Pennsylvania. The new law also spurred a dramatic shift in practices for courts, victim advocates, and state and local law enforcement impacted by the law's provisions.

Note: The concept of domestic violence protection orders that require weapons relinquishment (such as those that took effect in Pennsylvania through Act 79 of 2018) helped shape the model of Extreme Risk Protection Orders (ERPOs). These mechanisms provide an important pathway for reducing access to firearms for people who may pose a danger to others.

Proposed Approach: PCCD is proposing to use up to \$500,000 in State Share SCIP funds to support a new qualitative research project examining Pennsylvania counties' implementation of Act 79 of 2018.

PCCD will issue a competitive solicitation seeking applications from qualified entities. This proposed initiative would build on quantitative research already conducted by PCCD (in partnership with the Indiana University of PA) as part of the agency's 2021 Statistical Analysis Center (SAC) grant. The new qualitative research initiative would help answer key implementation questions and identify recommendations for Pennsylvania policymakers and practitioners.

Findings will also help inform resource allocations, including the potential use of future SCIP State Share allocations to invest in additional training and technical assistance for

⁷ <https://www.pcadv.org/resources/fatalities/>

key stakeholders responsible for Act 79 implementation (judiciary/court staff, prosecutors, law enforcement, sheriffs/deputy sheriffs, victim advocates, community-based organizations, healthcare providers, etc.), with a focus on reaching areas where “uptake”/utilization of Act 79 protocols has been limited.

Objective 3.2: Expand adoption of the Lethality Assessment Program (LAP) to additional jurisdictions in Pennsylvania.

Context: The Lethality Assessment Program (LAP) is an innovative and evidence-based approach designed to enhance the response to domestic violence cases and reduce the risk of lethal violence. The program focuses on assessing the potential lethality of domestic violence situations and connecting victims with appropriate resources and support.

Under LAP, law enforcement officers or other trained professionals use a standardized questionnaire or checklist to assess various risk factors present in a domestic violence incident. These risk factors may include access to firearms, history of strangulation, escalating violence, threats of homicide, or other indicators of high lethality.

Based on the assessment, immediate safety recommendations are identified and connections for victims to services such as shelter, counseling, legal advocacy, and other support resources are made. The program aims to empower victims and increase their safety by ensuring they receive the necessary assistance and intervention to mitigate the risk of further violence. Research on LAP has shown promising results in improving victim safety and reducing domestic violence-related homicides.

Proposed Approach: Subject to availability of other funding sources, PCCD’s SCIP Local Share and Under 10K solicitations will prioritize requests for funding to support adoption of LAP by new jurisdictions/law enforcement agencies.

Other Proposed FY 2022-23 SCIP Funding Initiatives

In its role as Pennsylvania’s Statistical Analysis Center (SAC), PCCD enjoys a number of partnerships with research entities, as well as in-house capabilities within its Office of Research, Evaluation, and Strategic Policy Development (ORESPD).

PCCD is proposing to reserve up to \$250,000 for this purpose in its FY2023-24 allocation to support SCIP-related research and evaluation activities, as well as address any additional statewide training, technical assistance, and/or capacity building needs identified as part of the strategic planning process. PCCD has identified data access as a primary need for supporting these activities as well as research activities related to PCCD’s *Gun Violence Research Agenda*. As such, SCIP funds may be used to cover costs associated with data sharing agreements and other mechanisms/protocols with state/local agencies.

VI. Coordination with Other Funding Streams and Programs

As noted in the *Introduction*, PCCD administers a number of state and federal funding streams to advance effective public safety strategies. PCCD staff conducted analysis of available state and federal funding streams related to SCIP program areas administered by the agency and by partners as part of the FY 2023 SCIP planning process.

Figure 7: SCIP & Other PCCD-Administered Funding Sources

STATE FUNDS	FEDERAL FUNDS
<ul style="list-style-type: none"> • Crisis Intervention Team (CIT) Training • Gun Violence Reduction Grants • School Safety & Security Grants • Stepping Up Initiative (SMI + jails) • Violence Intervention & Prevention (VIP) • Gun Violence Investigation & Prosecution (ARPA) • Local Law Enforcement Support Grants (ARPA) 	<ul style="list-style-type: none"> • Byrne JAG • Comprehensive Opioid & Substance Use Program (COSSAP) • Project Safe Neighborhoods • State Opioid Response (SOR) – <i>jail-based MAT, problem-solving courts, naloxone, etc.</i> • Victims of Crime Act (VOCA) Funds

In addition to funds overseen by PCCD, a number of other state and federal programs are available or have been proposed as part of the Governor’s FY 2023-24 budget proposal addressing issues/areas related to SCIP goals and priorities. If approved, these are funds that could be used by justice agencies, behavioral health providers, schools, law enforcement, community-based organizations, local units of government, etc. to complement efforts supported by SCIP.

Figure 8: Other Anticipated Funding Sources

STATE FUNDS ⁸	FEDERAL FUNDS ⁹
<ul style="list-style-type: none"> • \$105M in state VIP Grants • \$10M for indigent defense • \$3M for Victims Compensation Assistance Program (VCAP) • \$4M increase for county adult probation and parole • \$5M Nonprofit Security Grant Fund • \$100M school safety and security grants • \$100M School-based MH Supports Block Grant 	<ul style="list-style-type: none"> • Community violence prevention and intervention grants • Problem-solving Courts • STOP School Violence Grants • Comprehensive Opioid, Stimulant & Substance Use Site-based Program (COSSAP) • Multiple grants focused on crisis response + stabilization services for youth and adults • Reentry programming

⁸ See Governor Shapiro’s proposed FY 2023-2024 budget.

⁹ See President Biden’s proposed FY 2023-2024 budget.

STATE FUNDS ⁸	FEDERAL FUNDS ⁹
<ul style="list-style-type: none"> • \$20M increase in base MH funding for counties • \$4M for community-based diversion programs 	<ul style="list-style-type: none"> • Law enforcement behavioral health response programs • Grants focused on preventing targeted violence and hate crimes

Pennsylvania’s FY 2022-23 Byrne SCIP Program Plan and Budget was developed at a time in which available state and federal resources were still in flux. As such, the Program Plan and Budget provide mechanisms for adjusting funding amounts and priorities subject to the availability of funds.

In addition to planning meetings held with the SCIP Committee of Chairs, PCCD staff consulted with counterparts at the PA Department of Human Services (DHS) Office of Substance Abuse and Mental Health Services (OMHSAS) as well as the Administrative Office of Pennsylvania Courts (AOPC) to ensure coordination and reduce the risk of duplication of efforts.

Finally, PCCD conducted a crosswalk analysis of PCCD strategic plans and priorities, adopted by the Commission, Advisory Committees, and related groups in recent years, to inform this plan. These include:

- The Commission’s [2021-2025 Strategic Framework](#);
- [MHJAC’s 2023-2025 Strategic Plan](#) (adopted in February 2023);
- Work the agency undertook to support the Special Council on Gun Violence as it developed [recommendations](#) in 2019-20;
- Pennsylvania’s [STOP Violence Against Women FFY2022-25 Plan](#), which was recently approved by the federal Office on Violence Against Women; and
- PCCD’s [Gun Violence Research Agenda](#) (developed in response to the Special Council’s recommendations as a way to organize and prioritize data and research efforts in that space).

VII. SAA Capabilities & Competencies

To ensure full compliance with grant management requirements of Byrne SCIP and to increase agency capacity to take on this work, PCCD will utilize its administrative set-aside to support expansion of its Program and Fiscal staff complement.

The agency has identified a *SCIP Project Coordinator* position responsible for managing the day-to-day operations of the initiative, including coordinating with project partners and subgrantees. PCCD also plans to identify additional *Program and Fiscal staff* who will be assigned to subgrantees to monitor performance and provide ongoing technical assistance support. PCCD believes this personnel structure and expansion will ensure the agency is able to meet the scope of required grant-related activities and fully support subgrantees in their project implementation.

This position, along with additional Program staff, will be housed in PCCD's Office of Justice Programs (OJP) within the unit of Criminal Justice System Improvements (CJSI). OJP-CJSI is responsible for the administration and oversight of numerous federal funding streams, including Byrne Justice Assistance Grants (JAG) and Project Safe Neighborhoods (PSN), among others. Assigned Fiscal staff will work closely with Program Staff in OJP-CJSI and will be housed within the agency's Office of Financial Management and Administration (OFMA).

VIII. Performance Monitoring & Measurement

PCCD will require any subgrantees funded using SCIP dollars to report on any performance indicators prescribed by BJA. PCCD will also encourage subgrantees to create and report on project-specific performance indicators.

PCCD's SCIP Project Coordinator will also ensure data from participating sites is collected in accordance with BJA's performance measurement requirements and will also work closely with research/evaluation partners to facilitate site-specific and project-wide performance measurement, data analysis, and evaluation efforts.

In addition, as noted previously, PCCD plans to leverage a portion of its FY 2022-23 State Share SCIP funds to support costs associated with research and evaluation.