

REPORT FROM

OFFICE OF THE CITY ADMINISTRATIVE OFFICER

Date: October 17, 2024

CAO File No. 0220-05827-0007
Council File No. 20-0769-S7
Council District: Citywide

To: Honorable Members of the City Council

From: Matthew W. Szabo, City Administrative Officer



Subject: **STATUS UPDATE ON THE UNARMED MODEL OF CRISIS RESPONSE PILOT PROGRAM**

RECOMMENDATION

That the Council, subject to the approval of the Mayor, receive and file this report inasmuch as the report is informational in nature.

SUMMARY

This report offers an updated overview of the City's Unarmed Model of Crisis Response (UMCR) pilot program. It includes information on contract extensions, performance data requested by the Council, and a summary of an initial program evaluation conducted by a team of PhD students at Claremont Graduate University.

BACKGROUND

On March 12, 2024, the Office of the City Administrative Officer (CAO), launched a pilot to divert non-emergency 9-1-1 calls for service to unarmed responders. This pilot, the Unarmed Model of Crisis Response (UMCR), currently is operational in three Police Areas, Southeast, Wilshire, and Devonshire. Council File 20-0769-S7 provides a summary of the UMCR pilot and its impacts to date.

This pilot was developed in partnership with the Los Angeles Police Department (LAPD) and is delivered by three contracted non-profit service providers: Exodus Recovery, Inc., Alcott Center, and Penny Lane Centers.

On June 11, 2024, the City Council's Public Safety Committee requested that this Office report back on a series of additional metrics to further evaluate the effectiveness and efficiency of the UMCR program.

UPDATE ON UNARMED MODEL OF CRISIS RESPONSE PILOT PROGRAM PERFORMANCE MEASUREMENT

At the June 11, 2024 meeting of the Public Safety Committee, this Office was directed to report

back on the following measurements of the performance of the UMCR pilot program:

- A. Track repeat calls
- B. Track the amount of time PMRT takes to respond to requests for assistance
- C. Track the cases that are referred back to LAPD on a weekly basis
- D. Measure the outcomes of voluntary compliance plans- and whether referrals are being utilized effectively
- E. Record feedback from the LAPD Communications Division call takers and patrol officers about how the program is going from their perspective and how this is impacting call volumes and response times
- F. Consider attempts to synthesize programs - maybe incorporating best practices and the creation of one dispatch center

Repeat Calls

In our review of this request, it was determined that the pilot program’s dispatch and tracking software did not have a clear mechanism for providing information on repeat callers or repeat service recipients. However, the system is able to identify multiple calls to the same address.

The preliminary analysis identified 772 addresses that UMCR has been dispatched to more than once. To narrow the focus, “repeat calls” will be defined as repeat addresses from which UMCR has received five or more calls. From the program start date through August 31, 2024, there have been a total of 165 repeat calls (7.3%), many of which include highly populated areas such as shopping centers and businesses. Table 1 presents the locations frequently visited by UMCR.

TABLE 1 - Locations Frequently Visited by UMCR*

Address	Count of Cases	Location
Wilshire Blvd, Los Angeles, CA, 90048	21	McDonald's Restaurant
Venice Blvd., Los Angeles, CA, 90019	10	De Vore Lighting & Electrical
N La Cienega Blvd, Los Angeles, CA, 90048	10	Beverly Connection Shopping Center
W 90th St, Los Angeles, CA, 90044	9	Private Residence in Residential Area
N La Cienega Blvd., West Hollywood, CA 90048	8	Norm's Restaurant
E 103rd St, Los Angeles, CA, 90002	7	Dr. Martin Luther King Jr. Shopping Center
Melrose Ave, Los Angeles, CA, 90046	7	Bank of America
W 108th St, Los Angeles, CA, 90061	7	Southeast Area Business Booster Association
Bronson Ave. Los Angeles CA 90019	6	Private Residence in Residential Area
Venice Blvd., Los Angeles, CA 90019	6	Planet Fitness
Beverly Blvd, Los Angeles, CA 90048	6	Beverly Connection Shopping Center
Community Ct, Los Angeles, CA 91343	6	Private Residence in Residential Area
(blank)	6	Unspecified
W Pico Blvd, Los Angeles CA 90019	6	T-Mobile Store
Reseda Blvd, Los Angeles CA 91324	5	Vons Store
St Charles Pl, Los Angeles, CA 90019	5	Main Street in a Residential Area

Address	Count of Cases	Location
██████████ Avalon Blvd, Los Angeles, CA, 90003	5	ARCO Gas Station
██████████ S San Vicente Blvd, Los Angeles, CA 90048	5	Alleyway near Apartment Building
██████████ Cadillac Ave, Los Angeles, CA 90034	5	Kaiser Permanente West Los Angeles Medical Center
██████████ W 3rd St, Los Angeles, CA 90048	5	Beverly Connection Shopping Center
██████████ Etiwanda Ave, Los Angeles, CA 91325	5	Traffic Intersection
██████████ S Harcourt Ave, Los Angeles, CA 90016	5	Private Residence in Residential Area
██████████ S Harper Ave, Los Angeles, CA 90048	5	Parking Garage
██████████ W 108th Street, Los Angeles, CA 90044	5	Private Residence in Residential Area
Grand Total	165	

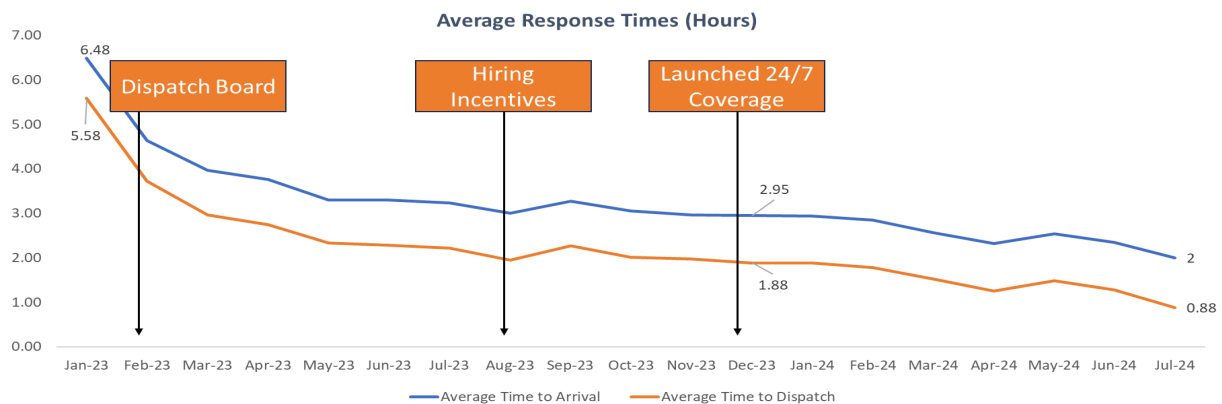
*Addresses have been redacted

PMRT Response Times

Since UMCR launch, UMCR Responders have requested the County’s Psychiatric Mobile Response Team (PMRT) support in thirteen (13) instances. Responders must contact L.A. County’s Department of Mental Health’s Access Line to request PMRT if the individual is a risk to themselves or others and/or if the responder team has concluded involuntary emergency hospitalization may be needed. PMRT clinicians are designated to perform evaluations for involuntary detentions of individuals determined to be at risk of harming themselves or others. In situations where UMCR Responders encounter individuals that are suffering a severe mental health crisis, psychiatric emergency, or are at high risk, UMCR teams are required to remain on scene until PMRT arrives.

According to the Department of Mental Health's Alternative Crisis Response Unit, as of July 2024, the average time of arrival of the PMRT has been recorded at 2 hours, including the duration of time after the call is received and prior to dispatch . To contrast, UMCR’s average time to arrival is less than 25 minutes. Graph 1 provides the PMRT average time to arrival and dispatch since January 2023.

GRAPH 1 - PMRT Average Arrival And Dispatch Times



Cases Redirected to LAPD

From the program start date to August 31, 2024, there have been a total of 107 calls redirected to LAPD (4.83%) after their initial referral to UMCR. Cases are referred back to LAPD when the circumstances contain criteria which exclude UMCR response, including immediate need for medical attention, group size of more than two involved parties, juvenile subjects, cases out of service area, and the presence or threat of weapons and/or physical violence. Additionally, cases are returned for LAPD intervention if a crime has been committed, if a police report is requested, and when UMCR responders are unable to resolve the reported issue adequately due to subject refusal or other factors. Table 2 displays the redirects to LAPD by cause.

TABLE 2 - Redirects to LAPD

Reason for Return	Count	% of Redirected
Refused	44	41.12%
Violence/Weapons	30	28.04%
Group Size	9	8.41%
Unclear	4	3.74%
Out of Service Area	3	2.80%

Of the total 107 redirected calls, 41% were returned because the subject refused to engage with UMCR, necessitating a higher level of intervention to resolve the incident. While engagement with UMCR is voluntary, Responders determine whether they have addressed and adequately resolved the caller’s reported issue. For example, a Responder team dispatched to the scene of a disturbance at a business arrives to find an uncooperative subject who refuses to engage with the team and continues to disrupt the business’s operation. The Responder team would request an LAPD Redirect to resolve the caller’s reported issue.

Twenty-eight percent (28%) of cases were redirected due to the presence or threat of violence or weapons, 8% were returned due to group size, 3% for reasons that were unclear, and 2% returned for being out of the service area. Less than 1% of cases were returned to LAPD for each of the following reasons: To provide immediate help for the Responder team, to assist a subject who is a juvenile, and because a police report was requested.

The partnership between law enforcement and unarmed crisis responders leverages the procedural and safety expertise of law enforcement along with specialized skills of mental health professionals and can contribute to improved safety, better resource allocation, and enhanced support for individuals in need.

Utilization of Referrals

A critical intervention offered by responders are referrals on scene to additional services beyond the immediate intervention. Ongoing support referrals to mental health services, substance abuse treatment, and other programs can help to address the underlying issues that led to the crisis and connect individuals to essential resources.

Referrals Made on Scene refers to the provision of resources that are available to access immediately or in the near future. Referrals with Transport denotes immediate transport and access to the resource. Table 3 lists the referrals made at the scene of initial encounters and calculates the percentage of assisted cases of each referral type. Assisted cases are comprised of cases with a disposition of “Assisted - No Crisis Identified”, Assisted - On Scene”, or “Assisted - Transport” and exclude “Gone on Arrival (GOA)”, “Refused UMCR - No Redirect Needed”, “UMCR Canceled by LAPD” and all “Redirect” dispositions.

TABLE 3 - Referrals Made on Scene

Intervention	Cases	Percent of Assisted Cases
Referral - Future UMCR as necessary	119	22%
Referral - Community Resource	105	19%
Referral - Shelter	69	13%
Referral - Mental Health Provider	53	10%
Transport - Mental Health Provider	40	7%
Transport - Private Location	33	6%
Transport - Community Resource	29	5%
Referral - Medical Service	27	5%
Referral - Substance Use Resource	24	4%
Transport - Shelter	22	4%
Transport - Medical Service	19	3%
Transport - Substance Use Resource	10	2%
Total	550	

A total of 881 cases are dispositioned as “Assisted” from launch through August 31, 2024. More than 60% of cases with an “Assisted” disposition are provided on scene referrals, and 27% of on scene referrals are transported to the referral immediately to utilize the service.

Given the significance of this metric, this Office is actively working to increase the percentage of

confirmed connections to referrals through increased follow-up by providers.

Feedback from LAPD

Obtaining and studying feedback from law enforcement is essential for improving the effectiveness, efficiency, and impact of UMCR. Understanding what aspects of the program are working well and which areas need improvement enables adjustments and refinements to enhance overall effectiveness.

A survey of the Police Service Representatives (PSRs) has been developed with specific questions designed to collect quantitative and qualitative data on various aspects of UMCR performance, satisfaction, and needs. The survey is anonymous to encourage honest and candid feedback and protect the identity of respondents. The survey will gather valuable insights that will be used to make informed decisions and improvements in program practices.

The survey has been finalized and analyzed results will be included in a forthcoming report to the City Council.

Unified Dispatch

This office is working closely with the Mayor's Office of Community Safety to explore/develop a Unified Unarmed Response Call and Dispatch Center to support the City's unarmed response efforts, including UMCR and the Mayor's Office CIRCLE programs. Currently, CIRCLE and UMCR operate separate call center facilities that receive and manage eligible diverted incidents from 9-1-1. This requires 9-1-1 Police Service Representatives (PSRs) to spend additional time to determine which call center is appropriate for the divertable incident.

The consolidation of CIRCLE's and UMCR's call and dispatch operations can streamline incident diversion for 9-1-1 Communications and give PSRs a clear choice for all calls that are divertable to unarmed response programs. When PSRs receive a call meeting the criteria for diversion, they would no longer have to choose between unarmed response programs. Additionally, a single dispatch center can maintain a comprehensive database of all incidents, responses, and outcomes. The centralized data collection facilitates better analysis, helping to identify trends, measure performance, and improve responses. By merging resources, a consolidated dispatch center can also eliminate redundant roles and services.

Consolidating unarmed response dispatch centers offers numerous benefits, including improved coordination, the development of unified protocols and best practices, efficient resource allocation, and cost savings.

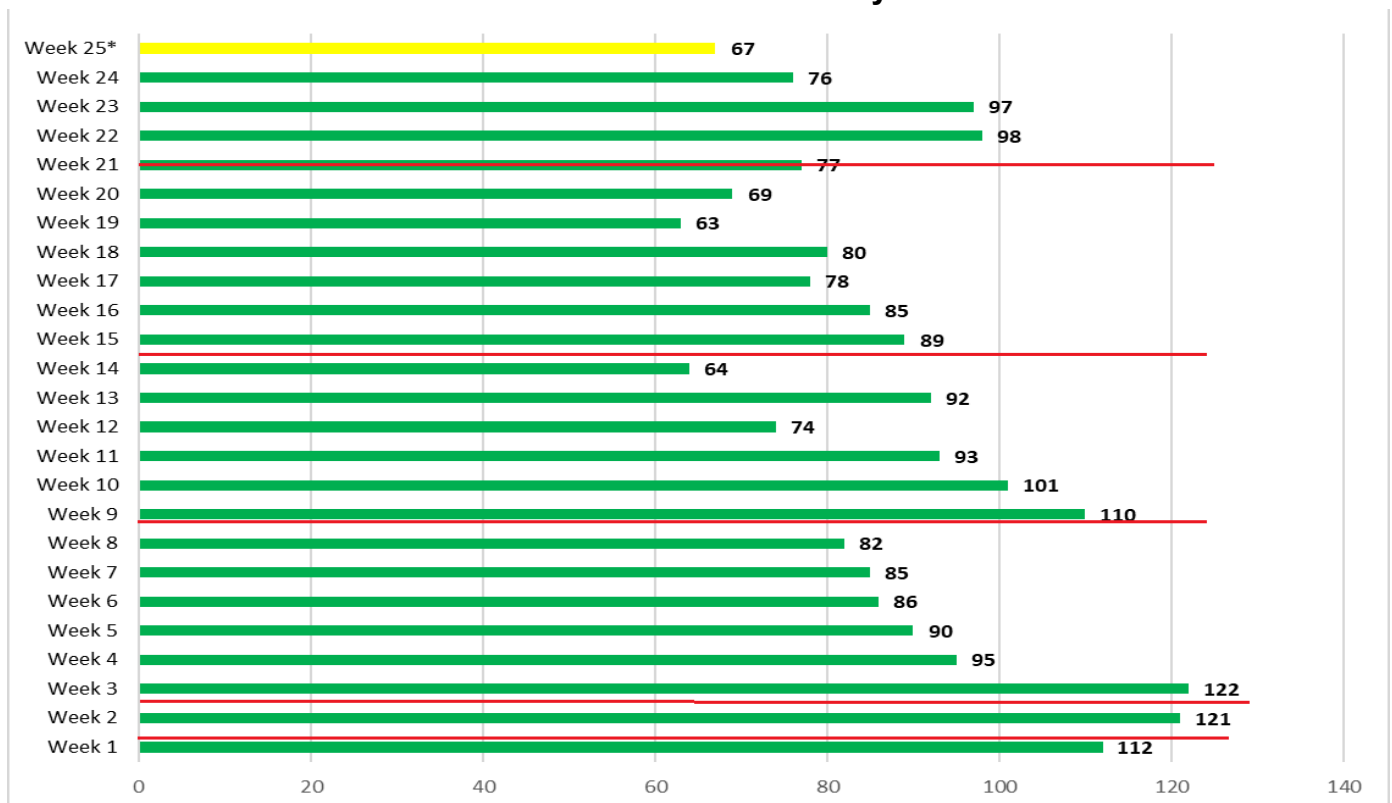
UMCR UPDATED PERFORMANCE METRICS

Call Volume

UMCR teams have responded to 2,206 cases, from launch through August 31, 2024. Since the launching of UMCR, call volume has fluctuated from a weekly high of 120 cases to a low of 62 cases. On average, UMCR has received 88 cases per week.

Factors influencing call fluctuations can be linked to seasonal variations and events and activities that increased the training and awareness of the 9-1-1 call takers. One factor that causes a notable spike in calls coincided with UMCR Responders and program managers' attendance at 9-1-1 PSR roll calls. This office continues to examine patterns in call volume, identify potential causes for fluctuations, and recommend strategies to address any issues. Graph 2 identifies the volume of calls by week and the dates of UMCR visits to PSR roll calls.

GRAPH 2 - Total Call Volume by Week



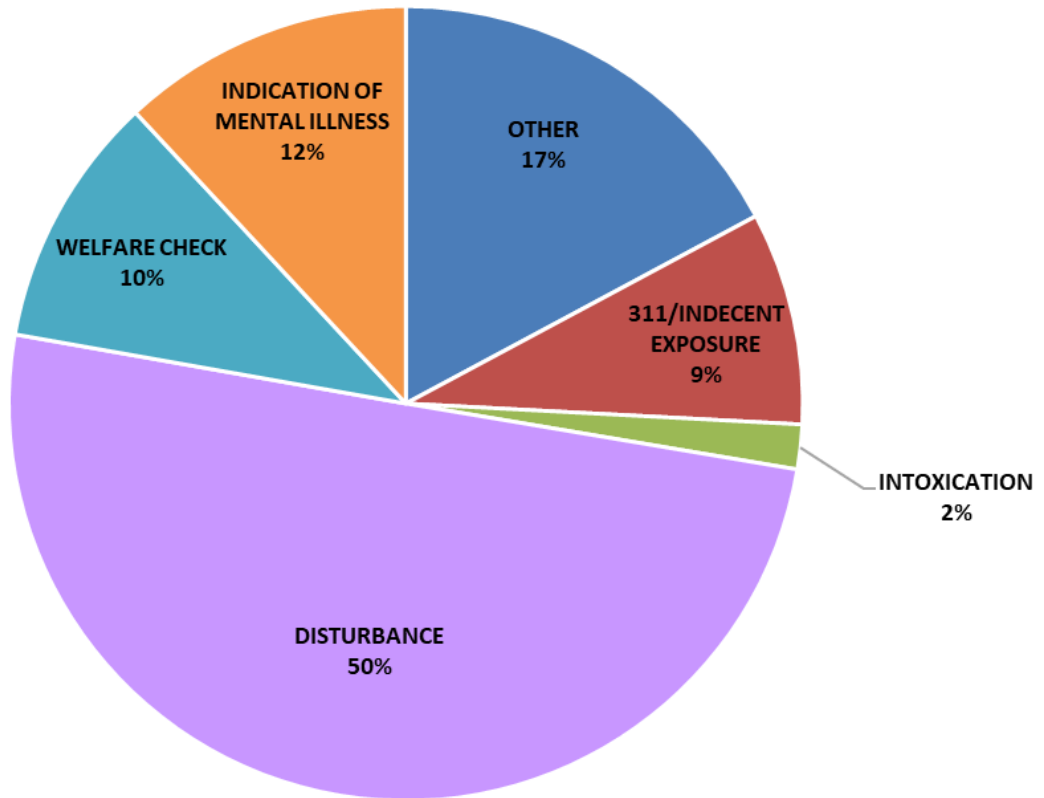
*Yellow highlighted week represents an incomplete week. Red lines indicate PSR roll call visits.

Call Types

Half of all UMCR diverted calls are categorized as disturbances. Unspecified or “Other” call types, which can include social assistance calls, account for 17% of total calls. Indication of Mental Illness calls constitute 12% of call volume, while calls requesting a check on the welfare/wellbeing of individuals made up 10% of calls. Finally, calls regarding indecent exposure and intoxication comprise nine percent and two percent of call volume, respectively. The distribution of call types

has remained relatively stable since launch. Graph 3 displays the analysis of call types that UMCR has responded to since March 12, 2024.

GRAPH 3 - Call Types

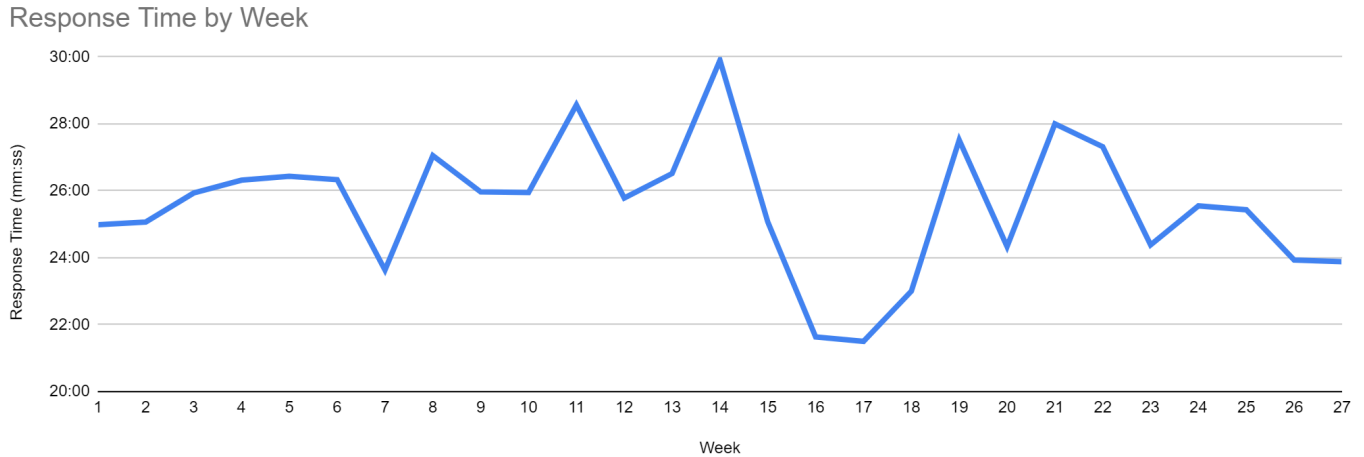


UMCR Response Time

Understanding response times is critical for assessing the efficiency and effectiveness of UMCR and enhancing service delivery to individuals in crisis. Over the past six months, response time of the UMCR teams have averaged 25 minutes and 52 seconds, which represents a decrease compared to the previous reporting period.

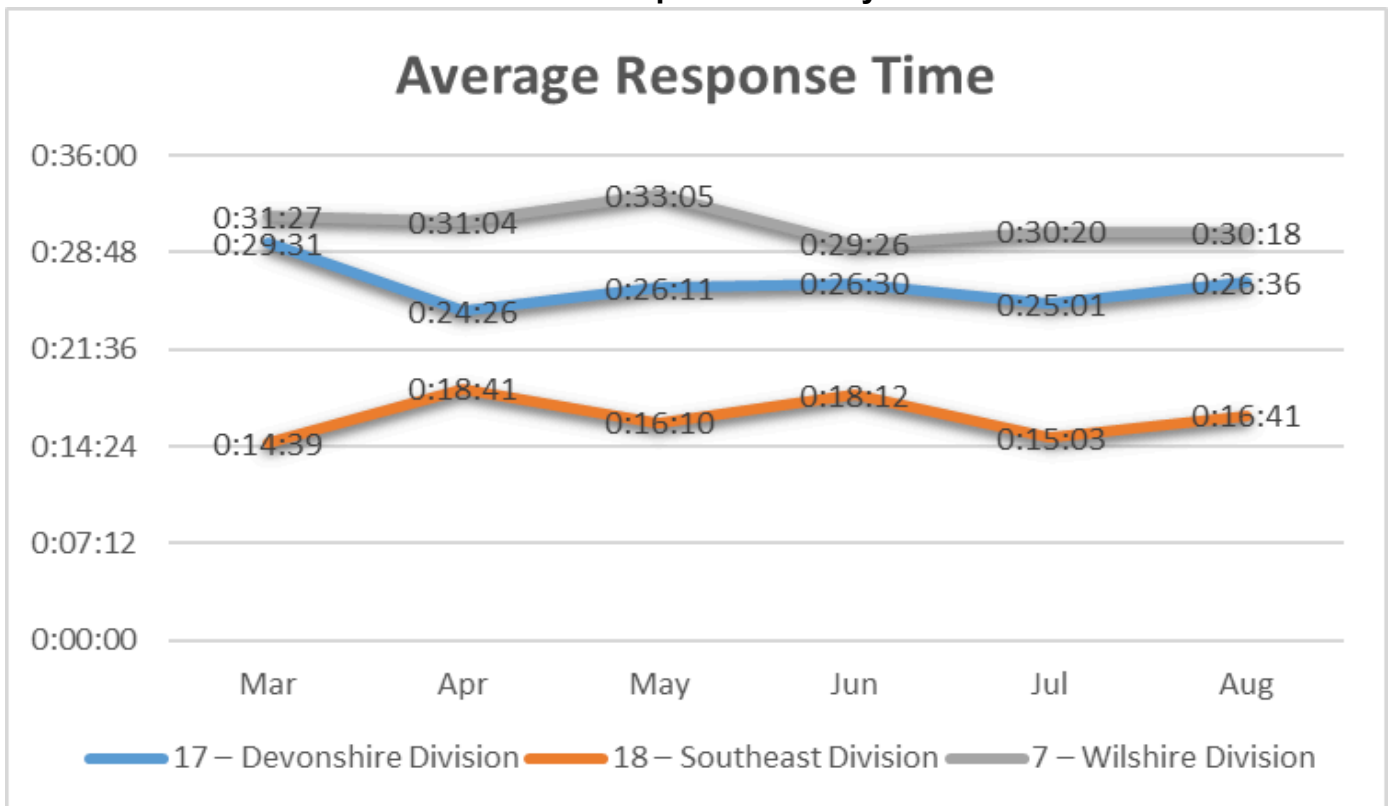
The analysis of average response time highlights both strengths and areas for improvement. Additionally, this office continues to emphasize the importance of ensuring rapid deployment of responders to crisis scenes. Graph 4 represents the overall average response time since the launch of the program.

GRAPH 4 - Response Time by Week



Further analysis of trends in response times demonstrate additional findings. Graph 5 identifies the average response time within each LAPD Area.

GRAPH 5 - Response Time by Area



Response times vary by Area. Southeast consistently remains the area with the fastest response times while Devonshire reports the longest duration of time to arrival. A causation analysis shows that travel distance is the primary factor affecting response times. Devonshire’s area is 48.31 square miles, the second largest LAPD area of the City. Wilshire Area’s square miles is 11.73 and Southeast is 9.37 square miles.

Call Dispositions

The call disposition is the final outcome of the mobile crisis intervention. Call dispositions can fall into one of the following categories: “Assisted”, “No Assist”, “UMCR Requested LAPD” and “UMCR Request Medical Assist”. Table 4 identifies the disposition category and displays the definition of each disposition.

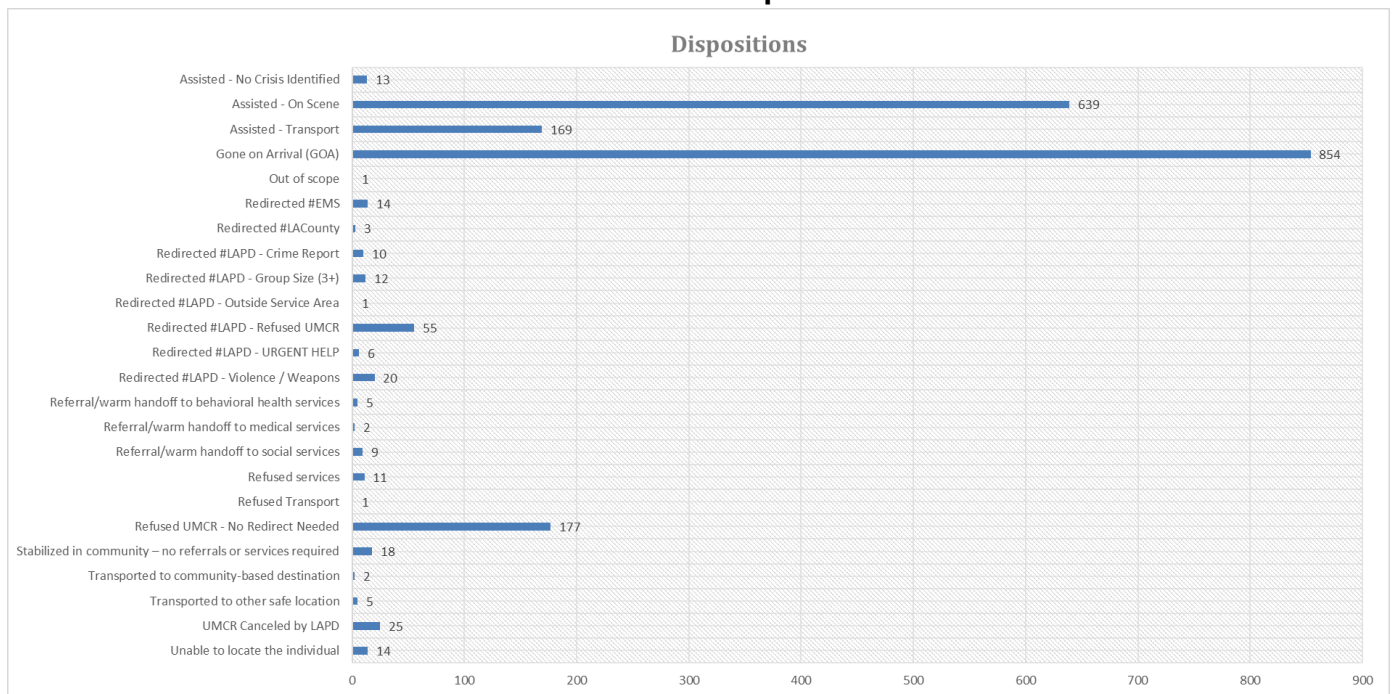
TABLE 4 - UMCR Call Disposition Definitions

CAT	DISPOSITION	DEFINITION
Assisted	Assisted - On Scene	UMCR provides assistance to a client without transport.
	Assisted - Transport	UMCR assistance includes transporting in a UMCR vehicle.
	Assisted - No Crisis Identified	UMCR makes contact and there does not appear to be a crisis.
No Assist	Gone on Arrival	After performing an area search, UMCR is unable to locate the client.
	Refused UMCR - No Redirect Needed	Client refuses to engage with UMCR in any way, and the situation does not require an LAPD response.
	UMCR Canceled by LAPD	LAPD canceled the UMCR response.
LAPD Requested	Redirected #LAPD - Urgent Help	UMCR requested LAPD emergently for assistance due to ongoing harm and threat to persons on scene.
	Redirected #LAPD - Refused UMCR	After client refused UMCR, LAPD response requested by UMCR
	Redirected #LAPD - Violence / Weapon	UMCR requested LAPD response due to violence and/or weapon(s) on scene.
	Redirected #LAPD - Under 18	UMCR requested LAPD response due to the client being a minor.
	Redirected #LAPD - Group Size	UMCR requested LAPD response due to incident involving 3 or more clients.
	Redirected #LAPD - Crime	UMCR requested LAPD for a crime report / law enforcement duty.

Medical Assist	Redirected #EMS	Due to medical emergency on scene, UMCR requested EMS response.
	Redirected #LACounty	UMCR requested PMRT (or other County service) to provide a higher level of medical intervention.

Graph 6 reflects the breakdown of call dispositions for cases received by the unarmed crisis response program. Call dispositions are categorized based on the outcome of the call as reported by responders. A high number of calls received a disposition of “Gone on Arrival” with 854 cases. “Assisted on Scene” is the next highest containing 639 cases, followed by “Refused UMCR - No Redirect Needed” with 177 cases, and “Assisted - Transport” with 169 cases.

GRAPH 6- Call Dispositions

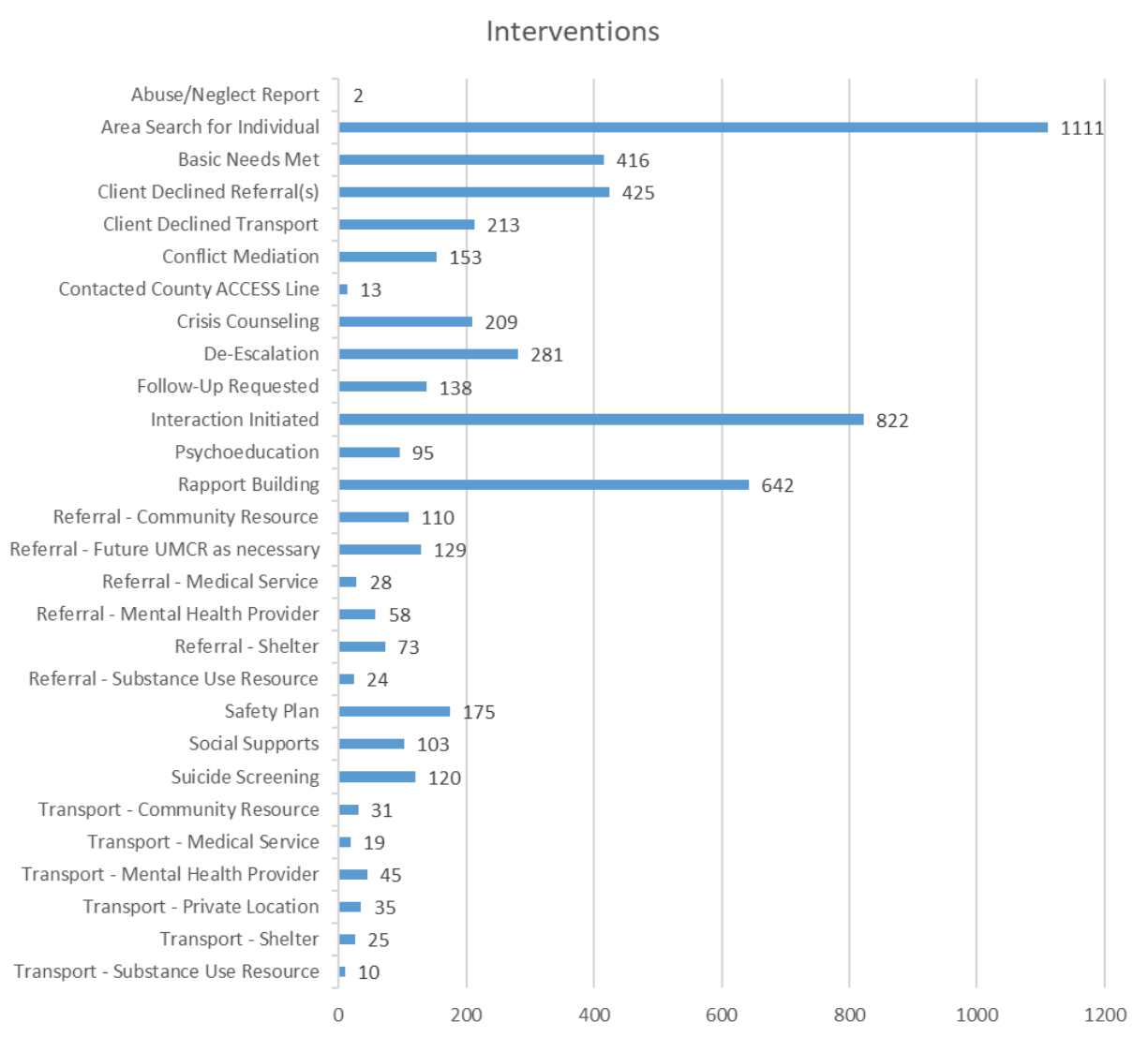


This breakdown underscores the importance of maintaining low response times to minimize "gone on arrival" dispositions and highlights the need for collaboration between unarmed crisis response teams, law enforcement, and social service agencies. This office will continue to monitor trends in call dispositions.

Call Interventions

UMCR Intervention methods reflect all of the relevant intervention steps that were taken. Each case can have many interventions. Graph 7 reflects the breakdown of call interventions for cases received by the unarmed crisis response program.

GRAPH 7 -Call Interventions



This breakdown of call interventions highlights the importance of comprehensive intervention methods when supporting individuals in crisis. As is reflected above, the ability of responders to build rapport and tailor services to the individual needs of constituents makes the work UMCR does unique in its approach and design. This office will continue to monitor trends in call interventions.

UMCR PROGRAM EVALUATION FINDINGS

A team of multidisciplinary graduate students at the Claremont Graduate University recently evaluated the City of Los Angeles' Unarmed Model for Crisis Response (UMCR) Pilot program. This evaluation sought to assess the program's effectiveness and equity by comparing UMCR with other models of unarmed crisis response programs around the country.

The evaluation defined the program's success by identifying three key themes common to all compared programs: a multidisciplinary and community-based approach, collaboration, and program-oriented outcomes.

Quantitative data examined included case breakdown, call categories, response times, call volume, and care plans. Findings indicated that UMCR managed a significant number of cases and maintained a low average response time. The report also provided general data on call types, case assessments, and call volume trends such as peak hours and days of the week. The report notes that the UMCR pilot is a promising step towards transforming the traditional crisis response approach in Los Angeles.

The report recommends improvements including the incorporation of a better client-tracking system, standardization of data collection procedures, diversification of data sources, and enhanced collaboration with third-party facilities such as homeless shelters and veterinary offices. The office is actively pursuing these improvements based on the recommendations.

FISCAL IMPACT STATEMENT

There is no fiscal impact to the General Fund associated with the information provided in this report. Funding for the contracts in the current year is available through the Unappropriated Balance. Any remaining funding needs should be addressed through the 2024-25 budget process.

FINANCIAL POLICIES STATEMENT

The CAO reports that the information in this report is consistent with the City's Financial Policies in that current operations will be funded by current appropriations.