

## REPORT FROM

# OFFICE OF THE CITY ADMINISTRATIVE OFFICER

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Date: May 16, 2023

CAO File No. 0220-05827-0003

Council File No. 20-0769

20-0769-S3

Council District: Citywide

To: The Public Safety Committee

From: Matthew W. Szabo, City Administrative Officer



Reference: Motion (Blumenfield) C.F. 20-0769-S3; adopted February 3, 2021

Subject: **SUPPLEMENTAL REPORT TO UNARMED MODEL OF CRISIS RESPONSE  
REQUEST FOR PROPOSALS – PILOT PROGRAM CONTRACTING AUTHORITY  
AND TRANSFER OF FUNDS**

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## RECOMMENDATION

That the Public Safety Committee receive and file this report inasmuch as the report is informational in nature.

## BACKGROUND

On October 14, 2020, the Council adopted a report from the Ad Hoc Committee on Police Reform relative to developing an unarmed model of crisis response (C.F. 20-0769). This report directed the Office of the City Administrative Officer (CAO), with the assistance of the Los Angeles Police Department (LAPD), the Chief Legislative Analyst (CLA), and the City Attorney, to develop and issue a Request for Proposals (RFP) seeking one or more non-profit partners to implement a pilot program for mobile crisis response modeled after the Crisis Assistance Helping Out On The Streets (CAHOOTS) Program in Eugene, Oregon. On March 11, 2022, the CAO released the RFP. The CAO received three proposals by the April 25, 2022 submission deadline. The CAO recommended that all three service providers should be recommended for inclusion in the pilot program. The three service providers are: Alcott Center for Mental Health Services (Alcott), Exodus Recovery, Inc. (Exodus) and Penny Lane Centers (Penny Lane).

At its meeting on April 11, 2023, the Public Safety Committee considered the CAO report (C.F. 20-0769-S6) wherein the CAO recommended to negotiate and execute one-year service agreements with Alcott, Exodus, and Penny Lane. The Public Safety Committee continued the report to a future date and provided instruction to the CAO to provide a supplemental report on how the contracted resources would be deployed (organizational rollout plan), an analysis of the percentage of calls to be diverted by LAPD division, and whether services will be duplicative of any other services in operation.

It should be noted here that the CAO has released a separate report outlining findings and recommendations for a proposed scope for a multi-year plan for the City’s alternative response framework including the scope of services that could be appropriately diverted to unarmed responders and/or co-response (Council Files 22-0979, 22-0978, and 22-0978-S1). The report also addresses a multi-year plan to expand unarmed programs to provide 24/7 citywide service.

**SUMMARY**

This supplemental report provides additional details relative to the establishment of an one-year pilot program to provide unarmed crisis response services including the organizational rollout plan, potential quantity and categories of calls diverted from law enforcement and fire suppression/rescue, and overlapping services.

**Organizational Rollout Plan**

The Unarmed Model of Crisis Response pilot program would respond to non-violent 9-1-1 calls that may have a social services impact including but not limited to (a) mental health, (b) substance abuse, (c) suicide threats, (d) behavioral distress, (e) conflict resolution, and (f) welfare checks. The one-year term is anticipated to allow for the identification of strengths, weaknesses, best practices and program metrics, in order to determine the effectiveness of eventually expanding the program Citywide after the pilot phase.

The following Table 1 summarizes the RFP responses received and provides additional clarification on the approach to providing services.

**TABLE 1 –  
Summary of RFP Responses**

Service Provider	Proposed Cost	Proposed Service Areas	Hours of Operation	Call Types
Alcott Center	\$833,580	West LA Pacific (90035, 90064, 90034, 90066, 90067, 90212, 90211)	Sunday through Saturday from 4:00 pm to 2:30 am	<ul style="list-style-type: none"> <li>● Welfare checks</li> <li>● Mental health</li> <li>● Public intoxication</li> <li>● Conflict resolution</li> </ul>
Exodus Recovery	\$8,552,908	West LA Southeast Hollenbeck Pacific Rampart Northeast Newton	24 / 7	<ul style="list-style-type: none"> <li>● Welfare checks</li> <li>● Behavioral distress</li> <li>● Substance abuse</li> <li>● Suicide threats</li> <li>● Conflict resolution</li> </ul>

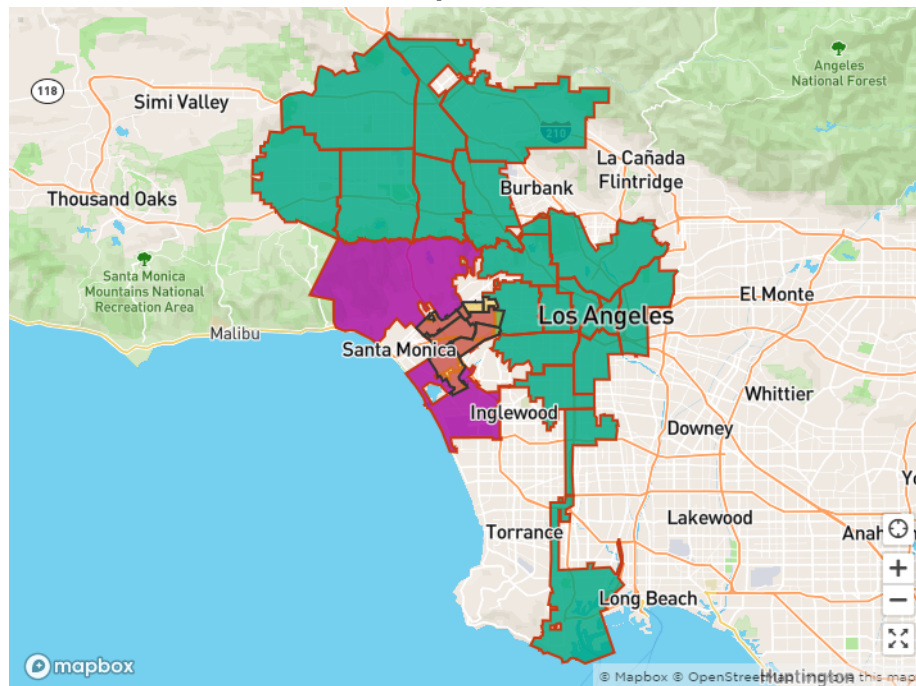
Penny Lane Centers	\$1,117,973	Devonshire Mission Van Nuys North Hollywood	Sunday through Saturday from 10:00 am to 7:00 pm	<ul style="list-style-type: none"> <li>● Welfare checks</li> <li>● Behavioral distress</li> <li>● Mental health</li> <li>● Substance abuse</li> <li>● Suicide threats</li> <li>● Conflict resolution</li> </ul>
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Alcott Center for Mental Health Services

Alcott was established in 1979 in West Los Angeles, and provides therapy, psychiatric care, case and medication management, crisis interventions, and supportive housing to people navigating mental health challenges.

For the one-year term of the pilot, Alcott will provide these services seven days per week, from 4:00pm to 2:30am. There will be six Case Managers providing services in the field in addition to having on-call support from licensed therapists and an Associate Social Worker / Licensed Marriage and Family Therapist. The Case Managers will be dispatched in teams of two. Alcott proposes to operate in zip codes 90034, 90064, 90066, 90067, 91211, 90212, 90035, and 90025 which loosely correspond to Los Angeles Police Department’s (LAPD) West Los Angeles (WLA) and Pacific Division boundaries. A map of the service area is included below and labeled as Map 1.

**MAP 1 -  
Alcott Proposed Service Area**



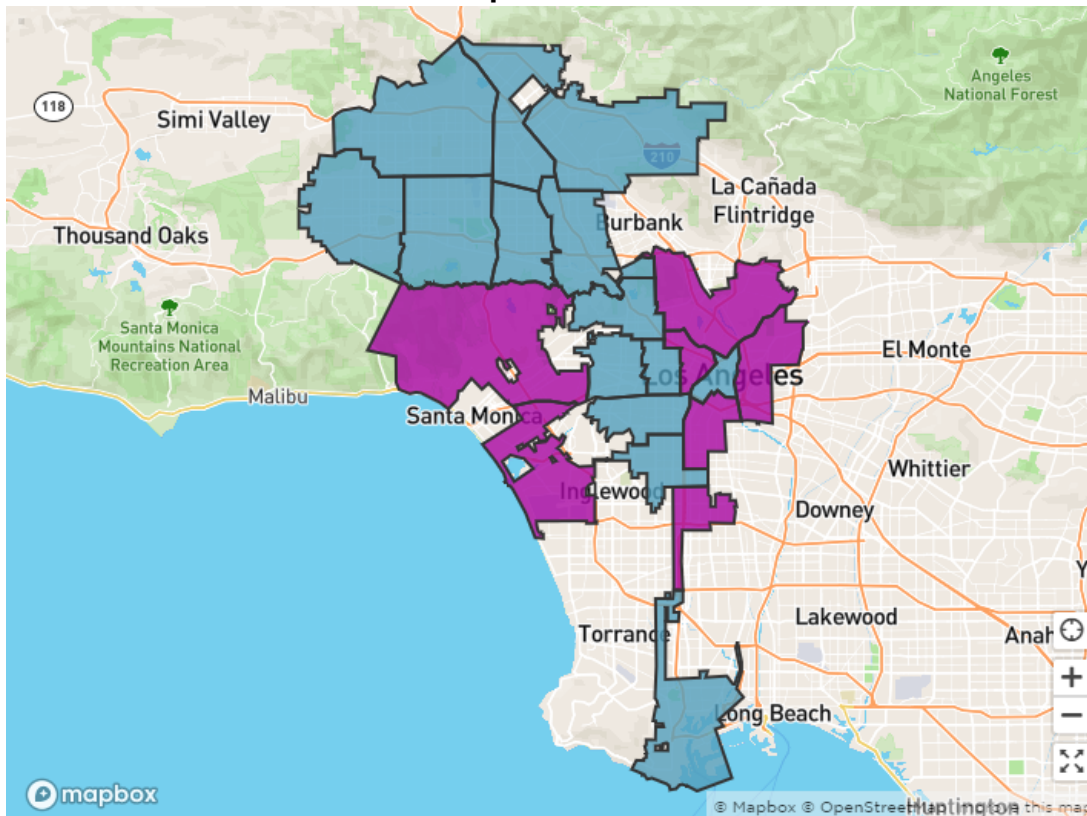
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| <ul style="list-style-type: none"> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f0e68c; border: 1px solid black; margin-right: 5px;"></span> ZIP Code 90034</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f0e68c; border: 1px solid black; margin-right: 5px;"></span> ZIP Code 90064</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f0e68c; border: 1px solid black; margin-right: 5px;"></span> ZIP Code 90066</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f0e68c; border: 1px solid black; margin-right: 5px;"></span> ZIP Code 90067</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f0e68c; border: 1px solid black; margin-right: 5px;"></span> ZIP Code 90211</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f0e68c; border: 1px solid black; margin-right: 5px;"></span> ZIP Code 90212</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f0e68c; border: 1px solid black; margin-right: 5px;"></span> ZIP Code 90035</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f0e68c; border: 1px solid black; margin-right: 5px;"></span> ZIP Code 90025</li> </ul> | <p><b>Division</b></p> <ul style="list-style-type: none"> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #800080; border: 1px solid black; margin-right: 5px;"></span> PACIFIC, WEST LOS ANGELES</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #008000; border: 1px solid black; margin-right: 5px;"></span> Other</li> </ul> |
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Exodus Recovery

Exodus crisis programs offer services including crisis stabilization units, crisis transition teams, sobering centers, mobile sobering units, and street outreach teams for those in mental health crisis, unhoused individuals, and narcotics and alcohol users.

Exodus proposes to provide these services 24 hours per day, 7 days per week, during the term of the pilot. Upon launch, the pilot program team will consist of a Program Director, a Director of Training, and an Area Manager, who will be assigned oversight of two LAPD divisions. The field team will be comprised of two staff, one specializing in behavioral health and the other in physical health. The workers will be required to hold an Emergency Medical Technician (EMT), Licensed Psychiatric Technician (LPT), or Licensed Vocational Nurse (LVN) certification. The Exodus' proposal identifies operating regions corresponding to the LAPD Divisions of Southeast, Hollenbeck, Pacific, West Los Angeles, Rampart, Northeast, and Newton. Map 2 below displays the proposed areas of service.

**MAP 2 -  
Exodus Proposed Service Area**



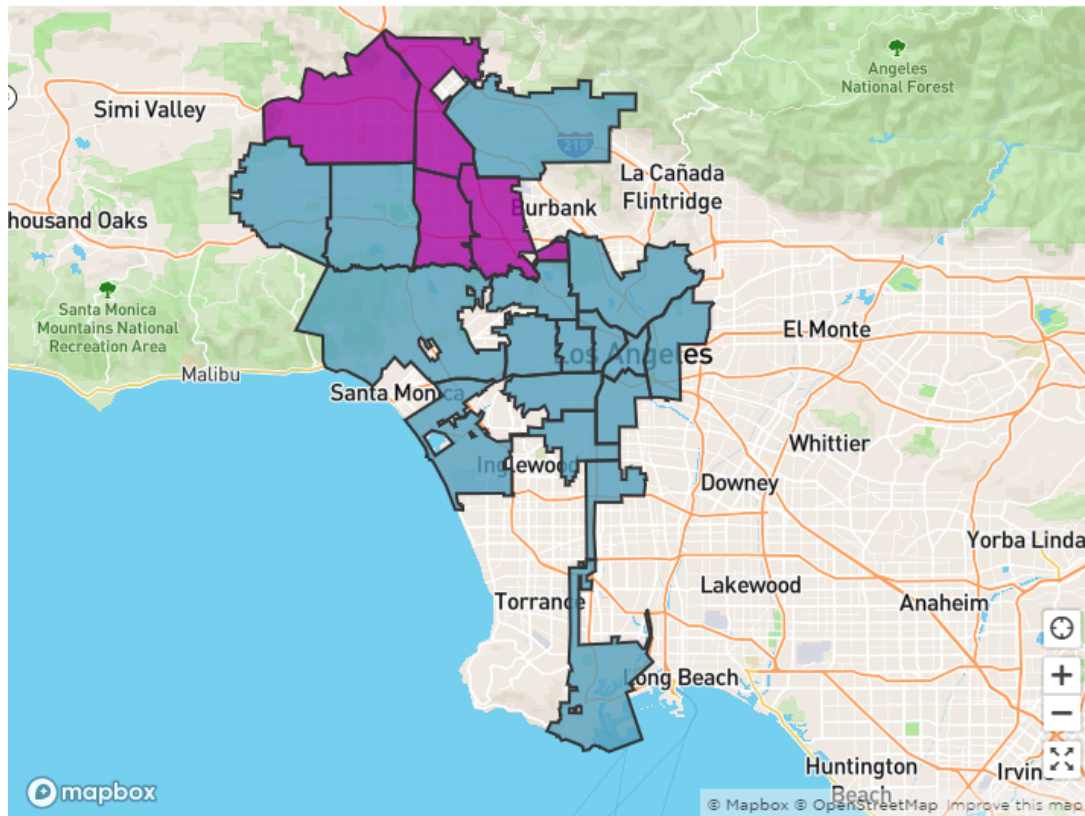
- Division**
- HOLLENBECK, SOUTHEAST, PACIFIC, WEST LOS ANGELES
  - RAMPART, NORTHEAST, NEWTON
  - Other

Penny Lane Centers

Penny Lane is a community behavioral health organization that has operated for over 52 years.

Penny Lane’s proposal for the pilot consists of a mobile crisis response team that operates 7 days per week for 9 hours per day, from 10:00am to 7:00pm. During the pilot, Penny Lane proposes to begin with one team consisting of two crisis response workers, including one Board of Behavioral Sciences-certified therapist, and a community worker with lived experience and a minimum of one year of experience providing field-based crisis intervention. The areas of service put forth in the proposal are LAPD Divisions Devonshire, Mission, Van Nuys, and North Hollywood. Map 3 below reflects the proposed service area.

**MAP 3 -  
Penny Lane Proposed Service Area**



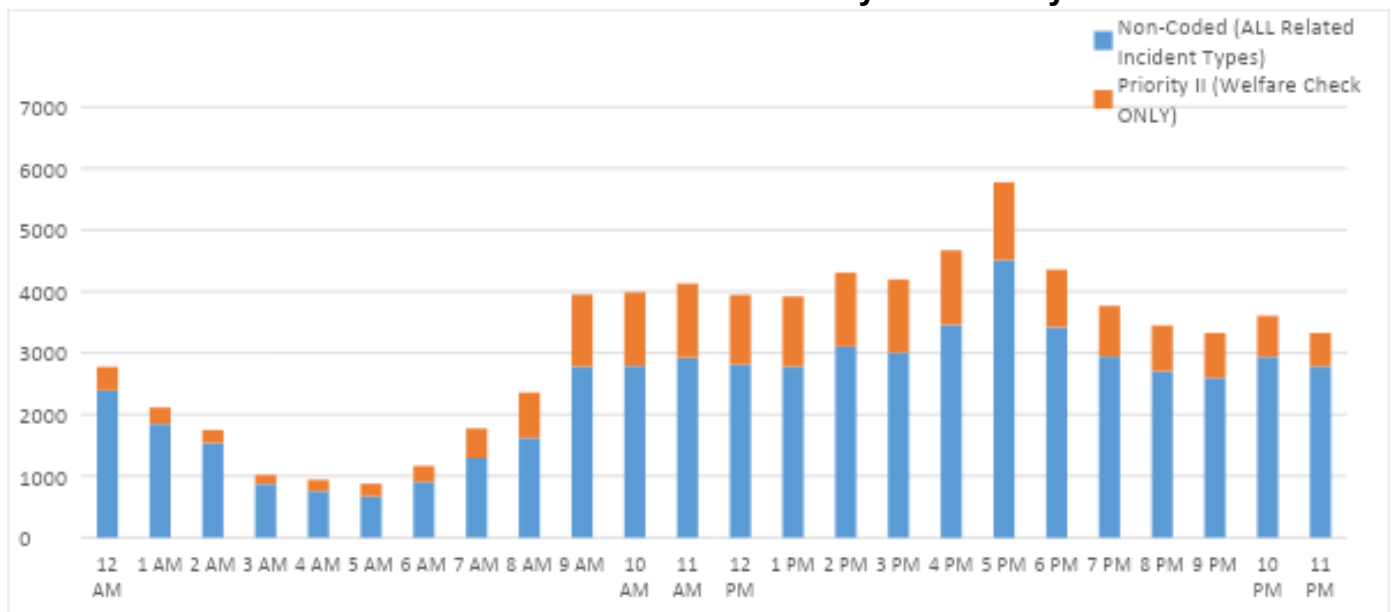
- Division**
- DEVONSHIRE, MISSION, VAN NUYS, NORTH HOLLYWOOD
  - Other

### Potential Quantity and Categories of Calls

The CAO conducted an assessment of potential calls to be diverted from law enforcement and fire suppression / rescue to the pilot program. These figures exclude Priority I calls for service which pose a significant public hazard, involve the preservation of life, indicate a crime in progress, or the prevention of a serious crime and would not be appropriate for diversion. Priority II calls are urgent but not life threatening. Priority III calls are deemed routine and are not of an urgent nature.

The assessment assumed that non-coded, Priority III calls for service could be most easily diverted from armed law enforcement due to the relatively low risk. However, Priority II welfare checks were included as all welfare checks are created as Priority II since February 1, 2018.

**Figure 1 –  
2022 Calls for Potential Diversion by Time of Day**



In order to determine the volume of calls that may be diverted to the Unarmed Model of Crisis Response pilot program, the LAPD Communications Division was requested to provide a listing of all incident types. The CAO selected the incident types which were deemed appropriate to divert to unarmed response based on the following considerations: (1) level of risk – calls involving violent or potentially violent situations are not appropriate for diversion; (2) nature of the call – calls involving mental health crises, non-violent disputes, and welfare checks that are deemed routine and are not of an urgent nature are included; and (3) training and experience of unarmed response personnel – incidents necessitating personnel who are trained in conflict resolution, de-escalation techniques, and other non-violent approaches. CAO will continue to work with LAPD to define the call types that are appropriate for diversion.

Table 2 contains the types and descriptions of 2022 incidents determined to fall within the scope of the Unarmed Model of Crisis Response program. The total calls for service in 2022 column contains the calls received citywide for the calendar year by incident type and priority. In order to determine the amount of potential diverted calls to each of the service providers, the total calls were filtered to reflect each provider’s proposed service area and hours of operation.

**TABLE 2 -  
Potential Diverted Service Calls**

Category	Related Incident Type	Description	2022 Priority II	2022 Priority III	Citywide Totals	Alcott Potential Diverted Calls	Exodus Potential Diverted Calls	Penny Lane Potential Diverted Calls	Sum of Potential Calls Diverted to Unarmed Response
Welfare Check	820W		12,279	71	12,350	621	3,791	1,413	5,825
Non-Violent Mental Illness  (Note: these incident types are responded to by Didi Hirsch)	9073	ATTEMPT SUICIDE	2,065	6	2,071	0	0	0	0
	907A3	AMBULANCE ATTEMPT SUICIDE	1,644	2	1,646	0	0	0	0
	907P3	POSSIBLE ATTEMPT SUICIDE	4,798	18	4,816	2	6	3	11
	907PA3	POSSIBLE AMBULANCE ATTEMPT SUICIDE	722	0	722	23	231	64	318
	918AF	AMBULANCE FEMALE	1,484	0	1,484	50	469	132	651
	918AJ	AMBULANCE JUVENILE	99	0	99	3	30	12	45
	918AM	AMBULANCE MALE	2,484	1	2,485	0	0	1	1
	918F	FEMALE	4,086	21	4,107	1	5	1	7
	918J	JUVENILE	758	1	759	0	1	0	1
	918M	MALE	7,103	37	7,140	2	11	2	15
	918MF	MALE/FEMALE	6	0	6	0	2	1	3
	918PF	POSSIBLE FEMALE	971	57	1,028	4	20	6	30
	918PJ	POSSIBLE JUVENILE	99	0	99	1	32	14	47
918PM	POSSIBLE MALE	1,226	76	1,302	3	32	5	40	
Public Intoxication / Substance Abuse	390G	GROUP	0	1,981	1,981	48	739	153	940
	390GV	GROUP IN A VEHICLE	0	317	317	10	106	37	153
	390M	MAN	0	1,701	1,701	65	546	164	775
	390MD	MAN DOWN	0	3	3	0	0	0	0
	390MV	MAN IN A VEHICLE	0	3,100	3,100	196	975	298	1,469
	390MW	MAN & WOMAN	0	23	23	1	7	4	12

	3900M	OFFICER HOLDING MAN	13	0	13	0	3	1	4
	3900W	OFFICER HOLDING WOMAN	4	0	4	1	3	0	4
	390W	WOMAN	553	386	939	28	126	22	176
	390WD	WOMAN DOWN	0	1	1	1	1	0	2
	390WV	WOMAN IN A VEHICLE	0	507	507	40	151	44	235
	9072	OVERDOSE	61	3	64	0	0	0	0
	907A2	AMBULANCE OVERDOSE	11,828	1	11,829	0	1	0	1
	907P2	POSSIBLE OVERDOSE	58	29	87	1	10	1	12
	907PA2	POSSIBLE AMBULANCE OVERDOSE	748	0	748	33	226	70	329
Conflict Resolution	6201	ROOMMATE	0	2,760	2,760	80	883	251	1,214
	620B	BUSINESS	0	7,465	7,465	288	2,387	770	3,445
	620L	LANDLORD/TENANT	0	6,547	6,547	205	1,949	668	2,822
	620N	NEIGHBOR	0	12,401	12,401	459	3,953	945	5,357
	620O	OTHER	0	499	499	23	170	33	226
<b>Grand Totals</b>			53,089	38,014	91,103	2,189	16,866	5,115	24,170

## Overlap of Services

### Unarmed Model of Crisis Response Service Areas

Two of the RFP respondents, Alcott Center and Exodus Recovery, proposed to cover the West Los Angeles LAPD Division area. In order to prevent confusion in determining the appropriate organization to receive diverted calls, the CAO is continuing to finalize the boundaries with the service providers to avoid overlaps in coverage areas.

### Current Unarmed Crisis Response Programs

In response to Council Files 22-0979, 22-0978, and 22-0978-S1, the CAO has released a report outlining findings and recommendations for a proposed scope for a multi-year plan for the City's alternative response framework. The report considers the characteristics and stages of other existing unarmed response programs, including Call Direction to Ensure Suicide Safety (CRESS), Crisis and Incident Response through Community-led Engagement (CIRCLE), Therapeutic Van Pilot, Advanced Provider Response Unit (APRU), Sobriety Emergency Response (SOBER) Unit, and Fast Response Vehicles (FRVs), and Conflict Resolution Program.

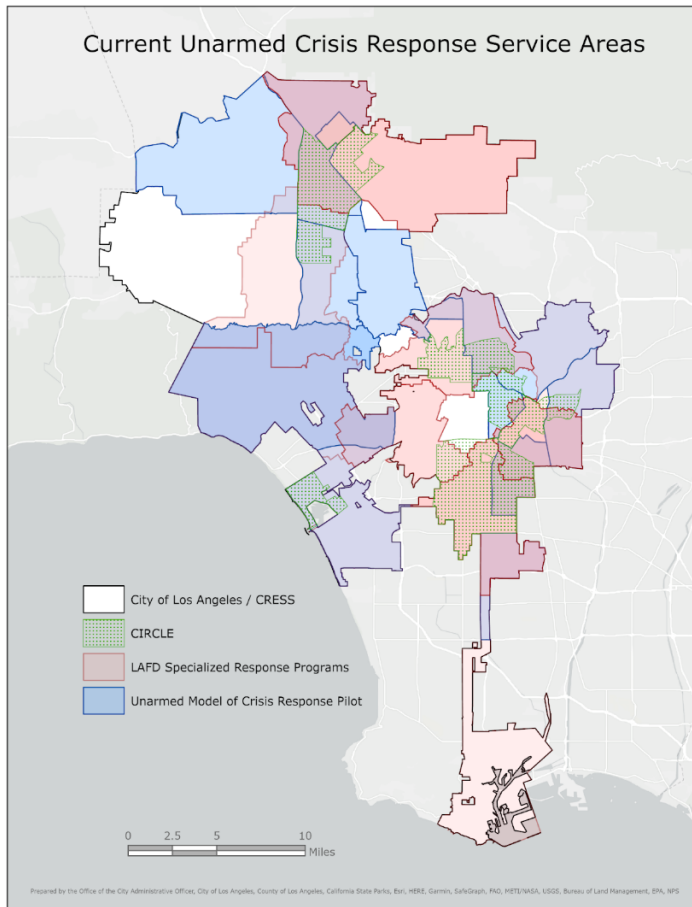
These different crisis response programs have different areas of expertise, specialized services,



and unique approaches to crisis management. While other unarmed crisis programs are responsive to emergency calls pertaining to mental health, substance abuse, suicide threats, behavioral distress, conflict resolution, and welfare checks, the Unarmed Model of Crisis Response Program will include divested domains, providing broader coverage to respond to a wider range of geographic areas and a greater number of issues. For example, the CIRCLE program provides a tailored alternative response for non-emergency calls for service involving persons experiencing homelessness. LAFD-led programs Therapeutic Van Pilot, APRU, SOBER Unit, and FRVs are radio-dispatched after LAFD responders already at the scene of a medical emergency have determined a psychiatric mobile response team is best suited for support. The Unarmed Model of Crisis Response can receive emergencies without exception to housing status and be the first responder dispatched to the scene of an emergency.

By having multiple crisis response programs, the City can diversify its resources and reduce the reliance on any one program. This can help ensure better ability to respond to a variety of crises. Map 4 on the following page displays the geographic coverage of current unarmed crisis response programs.

**MAP 4 -  
Current Unarmed Crisis Response Service Areas**



## **FISCAL IMPACT STATEMENT**

There is no fiscal impact to the General Fund associated with the recommendations provided in this report. Funding for the proposed agreements in the current year is available in the Unappropriated Balance. Any remaining funding needs would need to be addressed through the 2023-24 budget process

## **FINANCIAL POLICIES STATEMENT**

The recommendation in this report complies with the City's Financial Policies in that current operations will be funded by current appropriations.

*MWS:VCW:04230140*