

REPORT FROM

OFFICE OF THE CITY ADMINISTRATIVE OFFICER

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Council File No. 20-0769-S6

Council District: Citywide

To: Honorable Members of the City Council

From: Matthew W. Szabo, City Administrative Officer



Subject: **EXPANSION OF THE UNARMED MODEL OF CRISIS RESPONSE (UMCR)
PROGRAM AND PERFORMANCE UPDATE**

RECOMMENDATION

That the Council NOTE and FILE this report providing an update on the UMCR program.

SUMMARY

This report provides an overview of UMCR operational performance based on current program metrics and outlines the forthcoming expansion into three additional Los Angeles Police Department (LAPD) Areas: Rampart, North Hollywood, and Topanga.

The program continues to demonstrate sustained demand, meaningful field engagement, and measurable diversion of appropriate calls from sworn response. The expansion will increase geographic coverage and extend access to unarmed crisis intervention services to additional communities.

BACKGROUND

On March 12, 2024, the Office of the City Administrative Officer (CAO) launched a pilot to divert certain non-emergency 9-1-1 calls for service to unarmed responders. This pilot, the Unarmed Model of Crisis Response (UMCR), is currently operational in six Police Areas: Southeast, Wilshire, Devonshire, West Los Angeles, Olympic, and West Valley. The UMCR was formally adopted by the Council as an ongoing program on February 2, 2026 (C.F. 26-0061). Council File 20-0769-S7 provides a summary of the UMCR and its impacts to date.

The UMCR 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. The contract for the second year of the program expired on September 1, 2025, however, the agreements allowed for one additional and final year of service via a contract amendment.

On August 26, 2025, contract extensions and amendments were approved by the Mayor's Office under ED3 Review and forwarded to the City Council. On October 1, 2025, City Council approved and authorized the CAO to execute the Second Amendments and Restatements of the Professional Services Agreements with Alcott Center for Mental Health Services, Exodus Recovery, Inc., and Penny Lane Centers.

The contract amendments:

- Extended the terms of the Agreements by one year through August 31, 2026, to allow the Contractors to continue providing services through this date;
- Increased Agreement compensation for each Contractor in varying amounts;
- Updated the Scope of Work (SOW) to the Agreements to allow for expansion of call origins and service areas; and
- Amended various technical contracting requirements such as updating the City's Standard Provisions for City Contracts and required minimum insurance.

The information included in this report covers UMCR's operations, beginning at launch, March 12, 2024, through February 17, 2026. During this period, the UMCR has responded to 19,827 calls diverted from primary emergency services.

EXPANSION OF THE UNARMED MODEL OF CRISIS RESPONSE

The expansion of the Unarmed Model of Crisis Response (UMCR) program into three additional LAPD Areas—North Hollywood, Rampart, and Topanga—offers substantial benefits to the City of Los Angeles, building upon the demonstrated success of the program. Under the expansion, each provider will assume responsibility for one additional LAPD Area, thereby extending UMCR services from six to nine of the total 21 areas.

The expansion will significantly increase the City's capacity for unarmed crisis response. This broader coverage will ensure that more residents have access to appropriate, non-law enforcement interventions for non-violent, non-emergency calls, such as mental health crises, welfare checks, and disturbances. This is particularly critical in Topanga and North Hollywood, which were selected due to their current lack of unarmed crisis response resources.

Secondly, the expansion is expected to further reduce the reliance on sworn law enforcement for calls that do not require police intervention. The existing program has already demonstrated its effectiveness, responding to 20,000 calls and redirecting only 3.8 percent of calls to LAPD since its launch in March 2024.

Additionally, the expansion will strengthen community-centered crisis response. The UMCR program, delivered by trained professionals including clinicians, social workers, and community workers, provides de-escalation, counseling, referrals, and transport. Extending these services to new areas will ensure that individuals experiencing crises receive more appropriate and compassionate care, leading to better outcomes for individuals and communities.

Finally, the expansion builds on the proven operational readiness of the existing contracted providers — Exodus Recovery, Inc., Alcott Center, and Penny Lane Centers. Each provider has demonstrated capacity

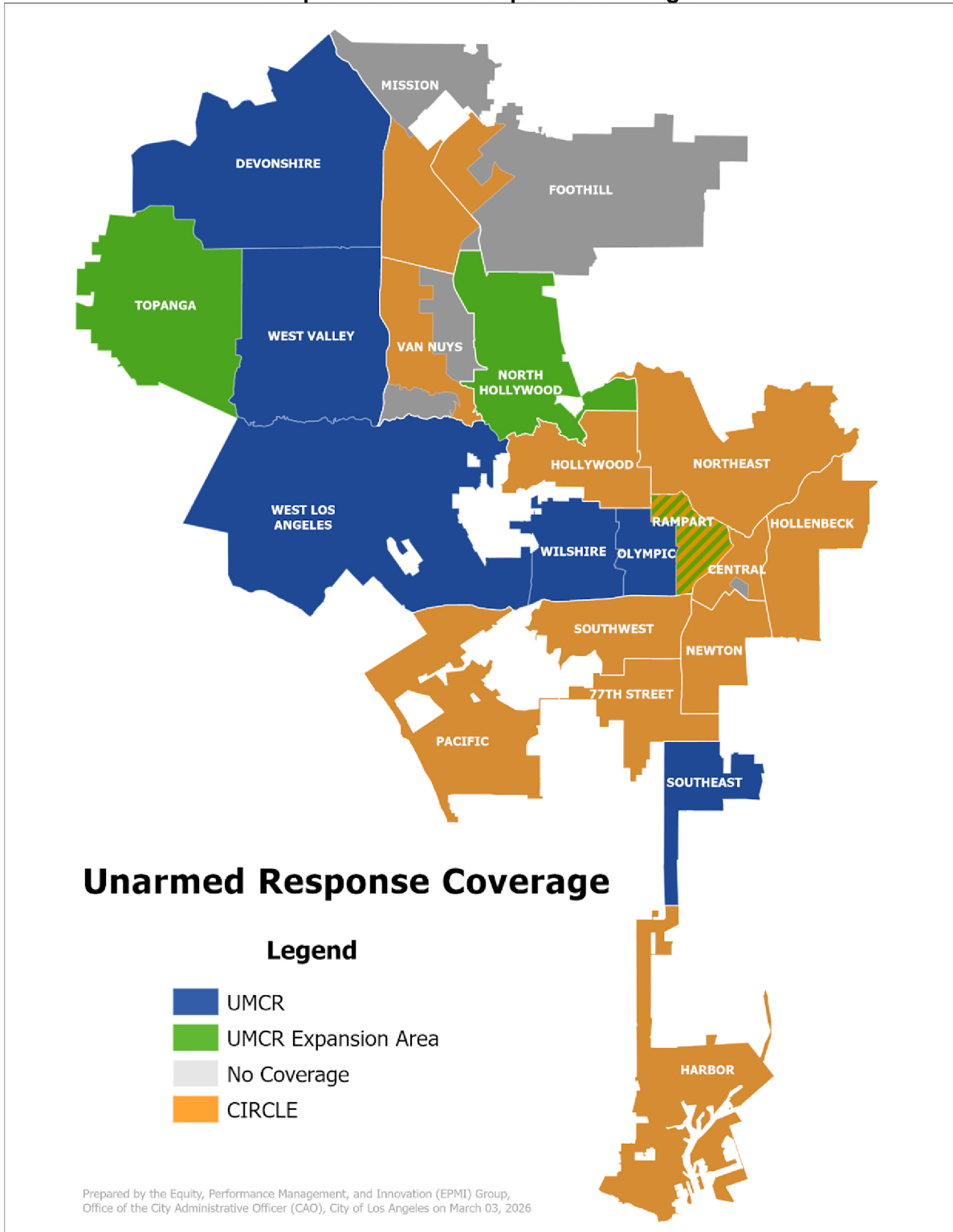
for effective operation within two LAPD Areas and has confirmed their ability to assume responsibility for an additional area. This leverages established expertise and infrastructure, ensuring a smooth and efficient scale-up of services. The contractual amendments which extend terms and update the Scope of Work for expansion, lay the groundwork for this seamless transition. The accompanying table summarizes the current and expansion areas by provider.

Table 1 - UMCR Expansion Plan

AGENCY	CURRENT SERVICE AREAS	EXPANSION AREA
Alcott Center	Wilshire / Olympic	Rampart
Penny Lane Centers	Devonshire / West Valley	Topanga
Exodus Recovery, Inc.	Southeast / West Los Angeles	North Hollywood

Upon implementation of the expansion plan, UMCR will operate in nine of 21 LAPD Areas, serving 43.8 percent of the City’s population. Map 1 illustrates the operational areas of both the UMCR and Crisis and Incident Response through Community Engagement (CIRCLE) programs, as well as the forthcoming UMCR expansion areas.

Map 1 - Unarmed Response Coverage



Expansion Areas Strategy

A multi-factor analysis was conducted to evaluate potential expansion areas, with a particular emphasis on:

1. Volume of non-violent, non-emergent calls appropriate for unarmed response
2. Geographical feasibility and deployment logistics
3. Existing service infrastructure and community-based resources
4. Potential impact on sworn personnel workload

While UMCR has demonstrated measurable impact in its current deployment areas, some portions of the City remain without access to unarmed crisis teams. These gaps create service inequities in which similarly situated residents receive different response models based solely on geographic location. In divisions without unarmed response coverage, patrol units exclusively handle calls related to non-violent behavioral health, substance abuse, and wellbeing checks. Expansion into the currently unserved divisions of North Hollywood and Topanga reduces fragmentation in the crisis response system and advances the City's goal of citywide availability.

In addition to geographic equity, expansion priorities are informed by call data analysis identifying divisions with elevated volumes of incidents that meet UMCR eligibility criteria. Deploying UMCR resources where eligible call volume is the highest maximizes system efficiency.

Therefore, the expansion strategy balances equity and impact. Divisions are evaluated using a hybrid framework that considers both service gaps and total eligible call volume, along with operational feasibility factors such as deployment logistics and staging availability. This framework ensures that UMCR expansion is both equitable and operationally strategic.

Topanga Area

In order to address a significant geographic coverage gap in the City's unarmed response infrastructure, UMCR will expand services into the Topanga area. Topanga was identified through geographic service mapping and call distribution analysis as an area without proximate unarmed response coverage. As surrounding divisions have received program implementation, a service gap for residents and businesses within Topanga, resulting in uneven access to services, was identified. Topanga is contiguous with the Devonshire and West Valley areas, which are presently served by the UMCR service provider, Penny Lane Centers.

The division is particularly characterized by two distinct operational features: a high frequency of well-being checks and extensive travel distances. The prevalence of well-being checks underscores the commitment of the area's population to community welfare and proactive engagement with vulnerable individuals. Simultaneously, the extended travel distances highlight the expansive nature of the division's jurisdiction and the logistical demands placed upon its responders.

North Hollywood Area

The North Hollywood area has been selected as a priority location for expansion of the UMCR program based on sustained, high call volume of incidents eligible for diversion from sworn response and the lack of any existing unarmed crisis response coverage.

North Hollywood consistently ranks among the highest divisions citywide for calls involving wellbeing checks, mental health crises, non-violent disturbances, quality-of-life concerns, and other incidents aligned with UMCR's response model. These calls represent a significant opportunity for diversion, allowing sworn personnel to remain available for priority and violent crime response.

While expansion into the North Hollywood area presents a strong opportunity, several operational and environmental challenges must be proactively addressed to ensure successful implementation. North Hollywood's elevated volume of eligible calls could strain initial team capacity and lead to units becoming consistently backlogged, increased response times, and higher Gone-on-Arrival (GOA) rates. To mitigate these challenges, this Office is working closely with the vendor to implement peak-hour deployment strategies and careful staffing models. Additionally, there is a large concentration of multifamily residential units, including apartment complexes and mixed-use developments. Higher-density living environments tend to generate increased calls related to call types that align closely with UMCR eligibility criteria but also have a higher potential for misclassification of calls due to reporting parties' limited provision of information at dispatch. A key to achieving a sustainable and effective expansion to North Hollywood is close collaboration with dispatch and clear eligibility screening.

Rampart Area

The UMCR program will expand services into the Rampart area based on operational feasibility and vendor readiness to deploy effectively within the division. Rampart was identified as a priority expansion area due to the demonstrated capacity of contracted service providers to operationalize coverage within the division in a timely and sustainable manner. Operational feasibility is a critical factor in expansion decisions, as service reliability depends not only on call volume or geographic equity, but also on the ability of providers to deliver consistent, safe, and timely responses.

Additionally, because vendors already maintain operational infrastructure near Rampart, expansion into this area minimizes startup delays and reduces risk associated with travel time increases, staffing shortfalls, or deployment inefficiencies. Expansion into Rampart is expected to increase access to unarmed crisis response services in a high-demand, centrally located division, improve system continuity between adjacent UMCR areas, and support sustainable scaling of the program while maintaining performance benchmarks.

The selection of Rampart reflects a pragmatic and operations-driven expansion strategy. By aligning geographic growth with vendor readiness and logistical feasibility, the City strengthens program stability while continuing to build broader system coverage and equitable access to unarmed crisis response services.

Expansion Priorities

To address the increasing demand for crisis response, the strategic plan outlines a multi-pronged approach to expand services. A key component involves a recruitment drive to onboard additional qualified staff, including mental health professionals, social workers, and crisis intervention specialists. This expanded workforce will enable the creation of new response teams and the extension of coverage to previously underserved areas.

Concurrently, there will be a comprehensive update of dispatch protocols and software to seamlessly integrate these new service areas and ensure efficient allocation of resources. A critical assessment of both existing and potential new facilities will be undertaken to identify locations that minimize travel times and maximize accessibility for crisis teams. This may involve establishing satellite offices or repurposing existing community centers.

Furthermore, an expansion of the vehicle fleet is planned. This will include the acquisition of new, appropriately equipped vehicles designed for crisis intervention, ensuring that teams have the necessary resources to respond effectively and safely to a wide range of situations. The overall goal is to enhance the capacity and efficiency of crisis response, providing timely and comprehensive support to individuals experiencing mental health crises or other urgent situations.

UMCR UPDATED PERFORMANCE METRICS

Service Outcomes

Since its launch on March 12, 2024, through February 17, 2026, the Unarmed Model of Crisis Response (UMCR) program has responded to 19,827 calls diverted from the Los Angeles Police Department (LAPD) and Los Angeles Fire Department (LAFD). This sustained call volume reflects continued demand for unarmed crisis intervention and integration into the City’s public safety system. Table 2 summarizes call outcomes since program launch.

TABLE 2 - Incident Outcomes by Year

Incident Outcomes	Total Calls by Year			
	2024	2025	2026	Total
Gone on Arrival	2005	5916	920	8841
Assisted Outcome	1759	5259	855	7873
Redirected to LAPD	169	480	112	761
Redirected to LAFD/LA County	35	79	17	131
Cancelled by LAPD/LAFD	56	210	1	267
Refused Services	373	709	99	1181
Other	209	422	142	773
Total Calls by Year	4606	13075	2146	19827

Across all service providers and divisions, UMCR continues to resolve the vast majority of diverted calls without requiring sworn law enforcement involvement. Redirected calls to LAPD have remained consistently low, generally ranging between three percent and 4.5 percent of total dispositions. Redirections to Emergency Medical Services (EMS) and County partners have remained minimal, typically at or below one

percent of dispositions. These figures demonstrate that calls diverted to UMCR align with established eligibility criteria and are appropriate for unarmed response.

Service Engagement

Program data indicate variation in service engagement across divisions following the October 2024 geographic expansion. “Gone on Arrival” (GOA) dispositions rose immediately after implementation, reflecting operational adjustments and the inherent challenges of responding to non-stationary calls for service. As shown in Table 3 below, GOA rates subsequently declined in January 2025 while assisted dispositions increased, indicating early stabilization as coordination improved. Over the sustained operations period (February 2025–February 2026), GOA rates returned to levels consistent with overall system averages, reflecting ongoing demand patterns and continued monitoring of dispatch coordination and deployment practices.

TABLE 3 - Trends in Service Engagement

Service Engagement Trends Surrounding October 2024 Expansion			
Time Period	Assisted (%)	GOA (%)	Refused (%)
March - September 2024 (Pre-Expansion)	43.4%	45.2%	11.5%
October - December 2024 (Post-Expansion)	39.5%	50.4%	10.1%
January 2025	47.6%	38.3%	14.1%
February 2025 - February 2026	43.0%	48.8%	8.2%

Note: Percentages reflect the proportion of total calls within each time period.

“Refused Services” dispositions have remained within expected ranges overall. As reflected in the January 2025 data, refusal rates increased relative to the immediate post-expansion period. Continued monitoring and provider-level engagement strategies are underway to better understand client acceptance patterns.

Collectively, these trends demonstrate that the program continues to effectively divert appropriate calls from sworn response while maintaining meaningful on-scene engagement and stabilization.

Response Time

In addition to monitoring service engagement trends, the program tracks response time performance to ensure timely arrival to diverted calls. Average response times have remained stable during expansion and early stabilization phases. As shown in the table below, system-wide average response times have remained within a consistent range of approximately 26 to 29 minutes across all periods reviewed.

TABLE 4 - Trends in Response Time

Average Response Time (minutes)	
Time Period	Average Response Time (Minutes)
Pre-Expansion (Mar-Sep 2024)	26.3
Post-Expansion (Oct-Dec 2024)	28.7
Sustained Operations (Jan 2025-Feb 2026)	27.4

Monitoring and Continuous Improvement

The Office of the City Administrative Officer continues to monitor and set goals for key performance indicators (KPIs) to ensure continuous improvement. These monitored indicators include:

- Call volume by division
- Assisted disposition rates
- “Gone on Arrival” trends
- Refusal rates
- Redirections to LAPD, EMS, and County partners
- “No Crisis Identified” classifications

Regular and targeted performance reviews with service providers have focused on engagement strategies, triaging improvements, and consistent documentation practices. January 2025 performance trends reflect early stabilization following the October 2024 expansion, and ongoing oversight will support sustained program performance.

As UMCR expands into Rampart, North Hollywood, and Topanga Areas, the program will apply lessons learned from the initial expansion phase to support operational readiness, deployment planning, and performance monitoring in the new divisions.

NEXT STEPS

As the UMCR program transitions from pilot implementation to sustained citywide expansion, the next phase of work will focus on procuring additional qualified service providers to support both field responses and dispatch operations. The Office of the CAO has released a competitive solicitation for additional providers. The addition of new providers will diversify the service capacity, reduce the over-reliance on a limited number of contractors, and create contingency coverage in the event of service disruptions.

The service provider solicitation was released within the first quarter of 2026, with contract awards targeted for the subsequent fiscal year. The procurement represents a critical step in institutionalizing unarmed crisis response as a permanent component of the City’s public safety ecosystem.

FISCAL IMPACT STATEMENT

There is no fiscal impact to the General Fund associated with the information provided in this report. The cost of the UMCR service providers, including the expansion detailed within this report, are fully funded in the 2025-26 Adopted Budget with the CAO’s Contractual Services Account.

FINANCIAL POLICIES STATEMENT

The recommendation for this report is consistent with the City's Financial Policies in that current operations will be funded by current appropriations and the report is provided for informational purposes only.

MWS:MV:AEH:VW