

# City of Dayton

## Alternatives to Police Response

Update October 2021



# Police Reform Working Group



**Engagement Recommendation #1:** In order to minimize the frequency of contact between the public and police officers in enforcement settings, this Working Group recommends dispatching **alternative responders for non-violent calls** on issues including, but not limited to: mental health, homelessness, drug addiction, trespass, and intoxication. In implementing this policy, the Working Group also recommends hiring and/or procuring alternative responders that are culturally sensitive and represent the communities they serve.

# LEAP's Three Recommendations



In response to community guidance and its own research, in early July 2021 Law Enforcement Action Partnership (LEAP) recommended the following for Dayton:

1. Mediation Response	2. Mental and Substance Abuse Response	3. Virtual Police Report Taking
Develop a <b>Field Response Team</b> out of the Dayton Mediation Center, to respond to non-violent 911 neighborhood dispute calls	Collaborate with ADAMHS to ensure the <b>Mobile Crisis team</b> funded for Montgomery County through RI International will respond adequately to 911 calls for Dayton	Expand public awareness and police capacity to handle minor police <b>reporting online and through the Telephone Reporting Unit</b>



# The Weekly Working Group



## Participants

Represents	Name
DBP – Facilitator	Dan Kornfield
DBP – Facilitator	Sam Moorhead
City Manager’s Office	Erin Ritter
Mediation	Michelle Zaremba
Mediation	Janet Mueller
Regional Dispatch/ Sheriff	Jay Wheeler
Regional Dispatch/ Sheriff	Tony Bell
Police	Eric Henderson
Police	Chris Malson
Fire EMS	Andrew Braun
LEAP	Amos Irwin

# Mediation 911 – Progress so Far

Dayton, Ohio



Month	Phase	Tasks	Status
July 2021	Plan	Start Working Group with Mediation, Police, Fire, Dispatch	Complete
August	Plan	Submit Budget Proposal; Community Engagement	Complete
September	Plan	Begin Protocol Development; finalize Job Descriptions	Complete
October	Plan	Continue Protocol; draft Performance Metrics	Underway
November	Hire & train	Launch Job Announcements; Begin Training design	

# When is Mediation the Right Fit?

## In response to non-violent 911 dispute calls



Mediation is Best Fit	Police is Best Fit
<ol style="list-style-type: none"><li>1. Noise and pet complaints</li><li>2. Loitering, begging, minor trespassing</li><li>3. Juvenile disturbances</li><li>4. Arguments between neighbors</li><li>5. Arguments between friends or family members</li></ol>	<ol style="list-style-type: none"><li>1. Any violence</li><li>2. Any weapon</li><li>3. Credible threats</li><li>4. Any injury</li><li>5. A history of violence at the location or with these individuals</li><li>6. A crime has been committed</li></ol>

Mediation, Police, and Fire EMS will all be in close contact with each other over the police radio system to call for the other where appropriate

# Benefits of a Mediation Field Team



## For the Public

- **A better fit response to non-violent disputes**
- Mediation addresses underlying causes of conflict, reducing repeat calls
- More time to listen to both sides and support resolution
- Relationship building can translate into empowering conflict coaching
- Well-resourced to refer to other services
- Lower likelihood of a potentially traumatic police encounter



## For the Police Department

- **Less time spent responding to non-criminal calls**
- Higher availability for rapid response to high priority calls
- More time for officers to recenter before the next serious call
- More time for officers to build strategies to address crime patterns
- Higher officer morale due to not responding to repetitive conflicts

# Data: Which Calls for Mediation?



911 Call Types considered for Mediation	Avg calls per week	Identified as Best Fit for Mediation	%
Peace Officer	93	39	41%
Juvenile	59	29	49%
Noise	49	47	97%
Trespass	42	8	20%
Neighbor Dispute	28	19	68%
Barking Dog	7	7	100%
Begging	3	3	80%
Roommate Trouble	3	1	32%
Party	2	2	100%
Loitering	1	1	100%
<b>Total</b>	<b>289</b>	<b>157</b>	<b>54%</b>

Best Fit 911 Responder	Avg calls per week	%
Ideal for Mediation	157	54%
Ideal for Police	72	25%
Co-response (both on scene)	33	11%
Unclear	13	4%
Police then Mediation follow-up	13	4%
Mental Health	2	1%
<b>Total</b>	<b>289</b>	<b>100%</b>

# Average Weekly calls: Day and Time



Average based on 6 weeks of Dayton Police call data from 9/6/21-10/17/21

Including only those calls designated as best fit for a Mediation response

Area	
Central	8
East	72
West	78
	<b>157</b>

	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total	%
12 AM	2	0	1	1	0	1	1	6	4%
1 AM	2	0	1	0	1	1	1	5	3%
2 AM	1	0	0	1	1	0	1	4	3%
3 AM	1	1	0	0	0	1	1	4	3%
4 AM	1	0	0	1	0	0	0	2	1%
5 AM	0	0	0	0	1	0	0	2	1%
6 AM	1	0	0	0	0	0	0	2	1%
7 AM	0	1	1	0	0	1	0	3	2%
8 AM	0	1	1	0	1	2	1	6	3%
9 AM	1	1	1	1	1	1	0	4	2%
10 AM	1	1	1	0	1	1	1	5	3%
11 AM	1	1	1	1	2	1	1	7	5%
12 PM	1	1	1	1	1	1	1	7	4%
1 PM	1	1	1	1	1	1	1	6	4%
2 PM	1	1	1	1	1	1	2	9	5%
3 PM	1	1	1	1	1	2	2	9	5%
4 PM	2	1	1	2	1	2	1	9	5%
5 PM	2	3	3	2	2	2	1	14	9%
6 PM	1	1	2	1	1	3	1	10	6%
7 PM	1	1	1	1	1	2	2	9	6%
8 PM	1	1	2	1	2	1	2	10	6%
9 PM	2	1	1	2	2	1	1	10	6%
10 PM	1	2	1	2	2	1	2	9	6%
11 PM	0	1	1	1	1	3	1	8	5%
<b>Total</b>	<b>22</b>	<b>21</b>	<b>22</b>	<b>20</b>	<b>21</b>	<b>28</b>	<b>25</b>	<b>157</b>	
<b>%</b>	<b>14%</b>	<b>13%</b>	<b>14%</b>	<b>13%</b>	<b>12%</b>	<b>18%</b>	<b>16%</b>		

58 calls  
M-F 11-8pm;  
average of  
1.3 calls per  
hour

# Pilot Staffing and Budget



- The proposed pilot team will have 5 FTEs

## 1 Team Coordinator:

Responsible for hiring, training, protocol, management, quality assurance, record-keeping, partnerships with other agencies, community engagement, PIO responses, FOIA responses

## 1 Pilot Field Team of 3 FTEs (covers 5 days per week for 9 hour shifts)

- 1 Call-taker
- 2 Field Responders (deploy as 1 pair)

## 1 Case Manager and Back-up Responder

Responsible for Dedicated case management for follow-up engagement.

Also provides back-up when Call-Taker or one Field Team member is not available.

Total: 5 FTEs

## Equipment:

- Communication: Radios, cell phones, tablets and/or MDTs in vehicles
- Two vehicles (vans or SUVs)
- Polo shirts
- Care items in vehicles: water, snacks, blankets, simple clothing, hygiene products

# 911 Dispute Call Dispatch Protocol

## Dayton Dispute Call Triage Process (draft October 2021)

### Starting points

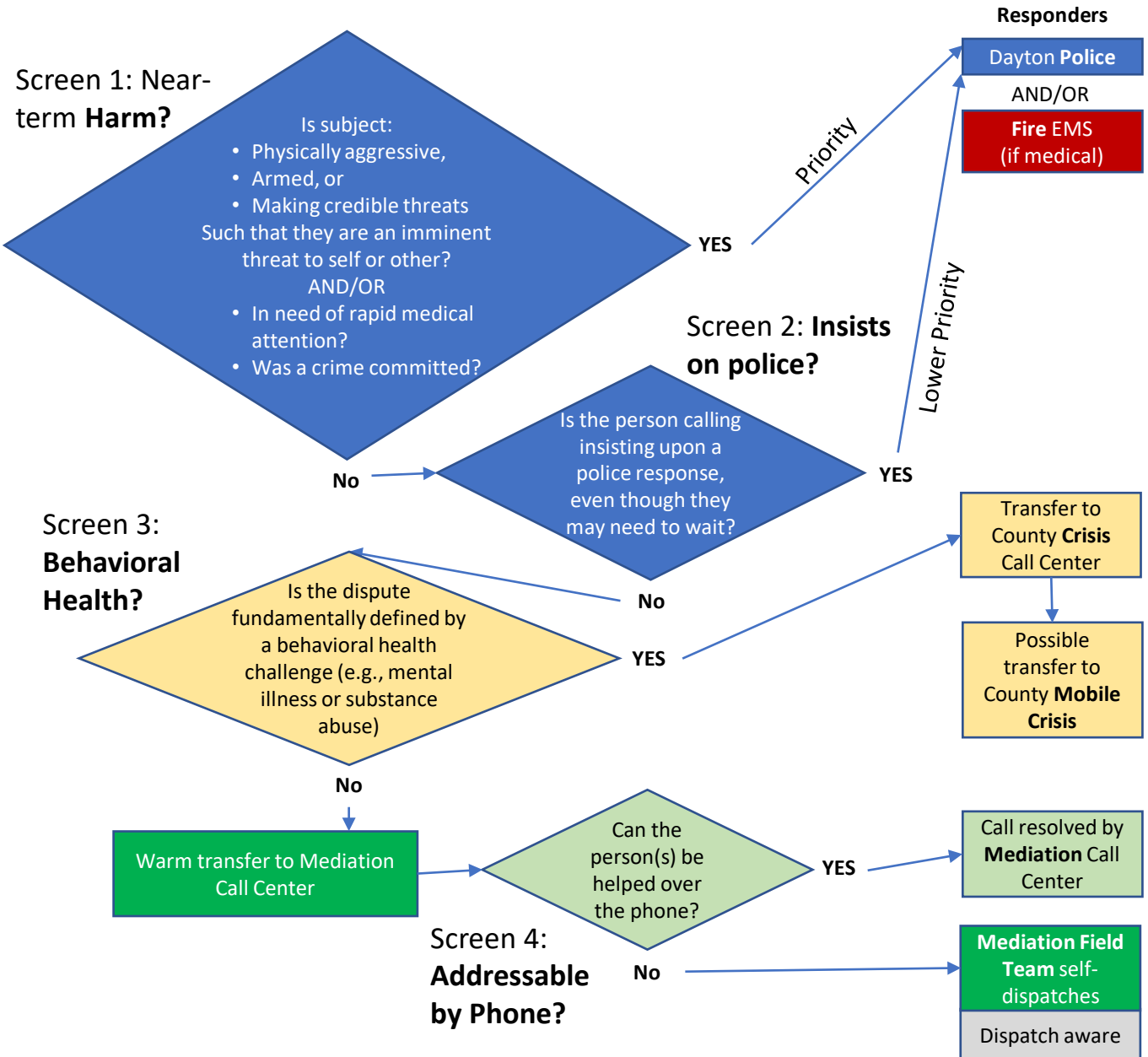
911 or other call to Montgomery County Regional Dispatch Center for someone upset about a non-violent dispute, when Mediation shifts are active

*Calls may be made by person for self, or by one person for another*

OR

Self-initiated contact by Police, Fire, Mediation, or the County's Mobile Crisis team with persons involved in a non-violent dispute; update to Dispatch by radio

**Note:** Any of the responding actors may decide once they have further information that the call should be redirected to another responder, using this same triage logic



# Training Plan: 4 Tracks



Mediation	Collaboration	Safety & First Aid	Ethical & Legal
<p><b>911 Call-taking</b> fundamentals</p> <ul style="list-style-type: none"> <li>• Phone-based screening and triage</li> <li>• Active listening</li> <li>• Connecting to next steps</li> <li>• When and how to send Mediation field response</li> <li>• When and how to reroute to Police and/or Fire</li> </ul>	<p>Working with other <b>911 responders</b>:</p> <ul style="list-style-type: none"> <li>• Regional dispatch</li> <li>• Police (&amp;MCRT)</li> <li>• Fire &amp; EMS (&amp;C.P.)</li> <li>• Mobile crisis (BHL)</li> </ul> <p>Communications technology</p> <ul style="list-style-type: none"> <li>• Radio, MDT, Phone, Tablet (<b>Dispatch</b>)</li> </ul>	<p><b>Personal and scene safety (Police)</b></p> <ul style="list-style-type: none"> <li>• Situational awareness, risk assessment &amp; pitfalls to avoid</li> <li>• De-escalation</li> <li>• Contact and cover teamwork</li> <li>• Maintaining boundaries</li> <li>• When things go wrong               <ul style="list-style-type: none"> <li>• Calling for help</li> <li>• Self defense</li> </ul> </li> </ul>	<p><b>Legal clarity (Police &amp; Legal)</b></p> <ul style="list-style-type: none"> <li>• Mandatory reporting of certain kinds of threats and abuse</li> <li>• Mandatory reporting of certain kinds of crimes</li> <li>• Involuntary committals</li> <li>• Use of force, lawsuits</li> <li>• Official reporting</li> <li>• Testifying in court</li> </ul>
<p><b>Field response</b> fundamentals</p> <ul style="list-style-type: none"> <li>• Receiving a call, arrival on scene</li> <li>• Dispute de-escalation, rapport building, listening</li> <li>• Field screening and triage</li> <li>• Assessing threat of harm to self or others</li> <li>• Pivoting towards next steps</li> <li>• Practical help and referrals</li> <li>• Special cases: substance use, mental health, elderly, juveniles, custody disputes, domestic disputes, businesses</li> </ul>	<p>Working with <b>health &amp; human services</b> and community providers (<b>Panel</b>):</p> <ul style="list-style-type: none"> <li>• Hospitals and clinics</li> <li>• Rehab</li> <li>• Social &amp; case workers</li> <li>• Therapists</li> <li>• Homeless services</li> </ul>	<p><b>Mental Health First Aid (ADAMHS)</b></p> <ul style="list-style-type: none"> <li>• Mental Disorders</li> <li>• Trauma</li> <li>• Substance Use Disorders</li> <li>• Assessing risk</li> <li>• Active listening</li> <li>• Getting them help</li> </ul> <p>Trauma-Informed Care (<b>ADAMHS</b>)</p> <p>Self-Care and resilience as a first responder (<b>Kettering Hospital?, Fire Union recommendation</b>)</p>	<p><b>Racial &amp; Social Justice</b> and Implicit Bias Training (<b>Human Relations Council</b>)</p> <ul style="list-style-type: none"> <li>• Racial bias &amp; systemic racial injustice</li> <li>• Other biases: E.g., Gender, age, class, immigration status, sexual orientation, gender identity</li> </ul> <p><b>Cultural competence</b> training (<b>Welcome Dayton</b>)</p> <ul style="list-style-type: none"> <li>• African American</li> <li>• Hispanic</li> <li>• Turkish</li> </ul>
<p><b>Other Mediation</b> training (<b>DMC</b>)</p> <ul style="list-style-type: none"> <li>• Report writing</li> <li>• Physical appearance standards</li> <li>• Follow-up phone calls and home visits, case management</li> <li>• Core Mediation Training &amp; Values</li> <li>• Responding Effectively to Conflict (REC)</li> </ul>	<p>Interacting with the <b>public (Public Affairs)</b></p> <ul style="list-style-type: none"> <li>• Community events and forums</li> <li>• Traditional media</li> <li>• Social media</li> <li>• Scene spectators</li> </ul>	<p><b>Physical First Aid (Fire &amp; EMS &amp; Police)</b></p> <ul style="list-style-type: none"> <li>• CPR &amp; AEDs</li> <li>• Tourniquets</li> <li>• Narcan</li> <li>• Calling EMS</li> </ul> <p>Driver Safety (<b>Public Works?</b>)</p>	<p>May already be covered by city <b>employee training (City HR)</b></p> <ul style="list-style-type: none"> <li>• Sexual Harassment training</li> <li>• Ethics, Hatch Act, gifts and bribes</li> <li>• Confidentiality, information security and sharing training</li> <li>• HIPAA (<b>Fire &amp; EMS</b>)</li> </ul>

# Key Performance Indicators (KPIs)



## **Operational Metrics:** Is Mediation taking police calls without safety incidents?

- # of Calls police used to take which Mediation takes without police involvement
  - Addressed by phone
  - Addressed by field response
- # of Police referrals to Mediation Field Response
- # of Injuries reported
- # of Follow-up calls and visits made

## **Outcome Metrics:** Is Mediation improving the lives of the people they touch?

- # of Repeat calls for service for high frequency persons and places
- # of Active disputes where Mediation de-escalates on scene
- # of Referrals made to mediation process and other services
  - Update on those referrals (follow-through/ utilization)
- Reported satisfaction with Mediation response (and/or complaints filed)
- Equity: These outcomes by race, gender, geography, juveniles

A report-out on these metrics will be updated monthly, and a more in-depth review of the metrics will be conducted quarterly

# Voices from the Community (August)

## On the idea of Mediation Field Response



# Voices from the Community (August)

## On the idea of Mediation Field Response



Who we Heard From	Encouragement	Caution
House of Bread	“This is so needed; our clients feel betrayed when police are called”	“When you come in here, respect our knowledge about our guests”
Catholic Social Services	“Let us know how to help”	“Concerned about the safety of unarmed responders”
Rehab Center	“Our neighborhood could use this”	“We handle our own problems internally”
Riverview Park	“Just start by saying you’re here to help” “Make sure your people are well trained.”	“Some people are very impaired and looking for a fight”
Dayton View Park gathering	“Make sure you don’t look like the police. Different in dress and attitude.”	“We need this group to be reliable. Will they really show up?”
Cooper Park gathering	“The responders need to listen really well.” “I’d like to volunteer.”	“Partner with other peace groups, like the Soldiers”
Woman engaged in her neighborhood	“Treat people like they’re family.”	“You have to look like the people you’re responding to.”
Teens playing basketball	“Now that would be different.”	“Police just roll up on us.”
Women’s Advocate	“You’ll need to work with the grass tops as well as the grass roots.”	“The community is tired of talk with no results.”
Lebanese Immigrant	“I love this idea.”	“Will the budget be cut later?”

# Mediation 911 – Looking Forward

Dayton, Ohio



Month	Phase	Tasks
November	Hire & train	Launch Job Announcements; Begin Training design
December	Hire & train	Continue Training design; Grass-tops Luncheon
Jan <b>2022</b>	Hire & train	Hire first 5 FTEs, Purchase Equipment, Begin Training
February	Hire & train	Continue Training, Outfit Vehicles
March	Launch & learn	Dry Runs, Launch Mediation 911 Response Pilot
April	Launch & learn	Early Monitoring and Improvement
May	Launch & learn	Early Monitoring and Improvement
June	Launch & learn	Consider Expansion/ Next Steps

# Contact Us



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