DAYTON | OHIO

CBCR 2012 ENHANCEMENT AWARD ($596,560/36 Months)

Lead Agency: East End Community Services

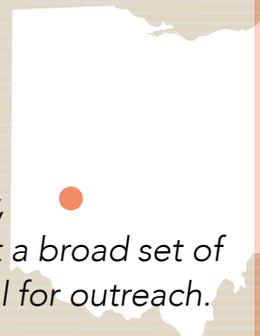*With opioid drug use driving overdoses and crime in the East End community, the East Dayton Innovations in Community Based Crime Reduction team built a broad set of partners to help users get treatment, including creating a new program model for outreach.*

A community clean-up project, run with a local youth center, part of efforts to revitalize the East End.

In October 2013, a few short months after partners in Dayton began the planning phase of their Innovations in Community Based Crime Reduction (CBCR) grant, the regional crime laboratory reported an unusually high number of drug overdose deaths, with powdered fentanyl as the primary driver, something rarely seen in the prior months and years. A staggering 20 more deaths were tied to fentanyl by the time the year ended. Throughout 2014, the numbers of drug samples dropped off by law enforcement containing fentanyl kept rising. Accidental drug overdose deaths increased 63 percent—from 162 to 264—from 2012 to 2014, and overdose calls for service reported by the Dayton Police Department (DPD) increased from 144 to 912 over the same period, a 533 percent increase.

Dayton's CBCR target area is the East Dayton Neighborhood Revitalization Zone (NRZ). The East End neighborhood is in a period of transition, with changing demographics and increased poverty impacting a once stable community. The target area suffers from various systemic challenges, including a rapidly declining population and economic base, high levels of blight and housing vacancies, and high crime. Both businesses and residents comment regularly about the chronic problem with prostitution and its impact on the

The CBCR Approach

These powerful themes run through all CBCR projects.

DATA-DRIVEN
CBCR targets crime hot spots – often streets, properties or public spaces in communities that have struggled with crime for years. Researchers are engaged in the day-to-day work, helping partners examine problems, assess evidence-based solutions, and monitor progress.

COMMUNITY-ORIENTED
CBCR champions active roles for residents in identifying problems, selecting strategies and creating safe and healthy environments.

SPURS REVITALIZATION
CBCR tackles problem properties, unsafe streets and parks, unemployment, transit barriers and service gaps related to crime.

BUILDS PARTNERSHIPS
CBCR taps the resources of public, nonprofit and community leaders to bring more resources and different approaches to bear on longstanding crime challenges for lasting change.

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CASE STUDY SERIES

entire community. The NRZ has been identified as having "epidemic levels of drug overdose cases compared to the rest of the county," according to Public Health Dayton Montgomery County (PHDMC) and the Alcohol Drug and Mental Health Services (ADAMHS) of Montgomery County.

From the start of the CBCR program in Dayton, the lead partner, East End Community Services (EECS), and allies wanted to know more about opioid use in the community. The original research partner, Dr. Richard Stock, the director of the Business Research Group (BRG) at the University of Dayton, worked with the DPD crime analyst to determine if there was a link between property crimes and drugs. The East Patrol Operations Division (EPOD), led by Major Brian Johns, interviewed persons in custody in 2013 and found that a staggering 92 percent of property crime was tied to opiate usage. Moreover, three of the city's six prostitution hotspots were located in the East End, and a majority of the women arrested for prostitution admitted that drug addiction was an underlying cause.

At the end of the planning phase, these discussions led to a key crime reduction goal—provide mental health and substance abuse services to individuals who have previously overdosed as a result of their drug addiction. At the onset of the CBCR effort, Dayton CBCR consisted of EECS and four other partners. Stock had worked with the DPD to review crime data and identify specific hotspots areas where they would allocate resources. However, as they saw how much crime was related to opioid use and abuse, the Dayton CBCR team decided to focus their efforts on the entirety of the East Dayton—the drug problem had become too widespread to identify individual hotspots.

Starting a Program to End Addictions

The CBCR team brought together many partners to create a team and an approach to help addicts find treatment to end their destructive behavior.

The Dayton CBCR team formed a Service Team made up of individuals from community-based agencies and neighborhood organizations to address the root causes

of criminality within the East End of Dayton. They faced major challenges. All of Montgomery County had a total of approximately 13 publically funded detoxification beds, none in the NRZ. Most addicts—70-90 individuals on a daily basis—identified the jail as the safest place to attempt to detoxify. Although ADAMHS had awarded a planning contract for Montgomery County's first medical detoxification facility, no local service organization was aware this facility existed.

Without an evidence-based program to meet their goals, the CBCR team devised their own strategy, based on two programs with evidence of success, the Boston Ceasefire program and motivational interviewing, which the federal Substance Abuse and Mental Health Services Administration (SAMHSA) defines as "a clinical approach that helps people with mental health and substance abuse disorders…make positive behavior changes to support better health. The approach upholds four principles—expressing empathy and avoiding arguing, developing discrepancy, rolling with resistance, and supporting self-efficacy."

Amanda Arrington, EECS's original CBCR project coordinator, was like a "spider weaving a web" in reaching out to local organizations to build support for Dayton CBCR efforts, according to Stock. The CBCR team grew from five partners to more than 40 and added a second research partner, Dr. Mary Huber who had recently came to Wright State University to lead the Masters of Rehabilitation Counseling Program. Huber, with past experience in motivational interviewing, was an ideal complimentary partner to Stock.

Arrington's community engagement efforts also created new partnerships with neighborhood churches that had close ties to residents of East Dayton, which proved important in the early phases of the implementation period. Initial outreach attempts to drug users were largely unsuccessful. The first few community meetings at EECS, an unfamiliar space to drug users in the neighborhood, were poorly attended, but a change in strategy to use local churches brought in more people.

To go further to reach their target population, the DPD worked with the CBCR team and research partners to create a process to identify drug users by flagging arrests, police Field Interrogation and Operation reports, and crime reports where opiates were cited. They worked with the probation department and the EPOD to connect

with people involved in the criminal justice system who committed non-violent offenses or had overdosed but survived. This strategy met two overarching goals: reducing overdose deaths and reducing property crime.

The Dayton team called the strategy Conversation for Change (C4C). Focusing on the entire person dealing with a disease, rather than on continued criminal behavior, C4C provides an opportunity for the addict to interact with family and friends in a safe space, where they have a chance to listen to a panel of speakers seeking to help them overcome addiction. In the program's first year, 352 people have attended a C4C meeting, with 20 percent of those individuals accessing treatment.

At a meeting, the first panel provides lessons learned from a recovering addict and public health officials, and public safety officers (dressed in plainclothes) address the impact of opiate addiction within the East Dayton neighborhoods. The second panel explains potential treatment options and critical resources to help individuals become self-motivated to get the assistance that is right for them, whether it be continued conversations in safe spaces, personal counseling sessions, or entering a rehabilitation facility. In the third panel, focused on motivational interviewing, volunteers with the Dayton Mediation Center, along with Wright University graduate students studying behavioral health, listen to the individuals work through specific challenges. The final panel helps the friends and family of the addict, providing free kits with naloxone, a drug that treats a narcotic overdose in an emergency situation.

Lessons Learned

Listening to individuals at the C4C meetings helped team members get a better idea of the challenges facing addicts seeking treatment.

The Dayton CBCRC4C program was shaped in part, its creators said, by how CBCR works. The nine-month planning phase, for instance, allowed the Dayton team to dig deep into crime and substance abuse data, helping them more fully understand the environmental aspect of the crime challenges in East Dayton. And CBCR requirements to build an inclusive collaboration, starting with

community members, provided the impetus to reach out to a number of organizations throughout East Dayton to collectively share and learn from their experiences working to address the rise in crime and drug-related incidents.

The greatest lessons, though, came from the C4C meetings themselves, when staff from the program talked with individuals battling addiction and heard about their challenges. Barriers to accessing treatment include peers and family members also fighting addiction, a fear of unassisted withdrawal because of no access to a detoxification facility, and lack of medical insurance. For some users, the 30-day period between when a person applies for medical insurance and approval is a gap that is long enough that they revert back to their drug habit. For others, even the wait periods for treatment slots of three days (outpatient services) to seven weeks (inpatient services) are too long to stay away from using. Other individuals talked about a lack of post-treatment support resources, such as housing, employment and/or other medical care, to help them in their recovery.

The most pressing challenge was a lack of treatment beds in the East Dayton area. However, through CBCR partnerships, the Cornerstone Project, a critical program partner, has opened up a treatment site in the community. Placing the facility in East Dayton took two years, and eventually included ensuring the site would focus on clients from the East Dayton neighborhoods, as well as adding lighting in the streets and alleys abutting the facility and a security camera. Cornerstone also hired a community liaison that works with EPD, EECS, local faith-based institutions, and local hospitals to identify and reach out to individuals who have recently overdosed.

In 2016, Cornerstone began the front door program, a partnership with EPOD where police can bring people who have overdosed directly to Cornerstone for treatment. Cornerstone also launched GROW, a collaboration with EECS and EPOD where they provide people given naloxone by law enforcement or EMTs in the past week with information about resources that are available to them and a referral for treatment. Programmatic partners will continue to work together to identify additional resources for these initiatives and they hope to implement both pilot programs citywide.

Other Efforts

CBCR programs in Dayton also included an anti-graffiti campaign and assigning law enforcement officers to community outreach in the neighborhood.

During the implementation phase, Dayton CBCR provided resources for several other successful efforts, including the creation of a cross-sector Dayton Graffiti Task Force. Together, police, community partners, and community members worked on several projects to cover over and remove graffiti in both occupied and abandoned buildings in the Twin Towers community and surrounding East Dayton neighborhoods. In places where the community had previously identified graffiti as a major eyesore, panel and wall murals created positive messages. These new murals allowed residents to memorialize what they thought was the best part of East Dayton and what youth wanted to be when they grew up.

Additionally, Dayton CBCR law enforcement assigned officers to Twin Towers so they could build relationships with the residents and community leaders. These officers attended special community events, neighborhood and school meetings and worked with DPD to publish a monthly newsletter that provided information on crime patterns, preventative tips, and even their own life experiences. CBCR funding also led to a DPD community problem response team, also focused in the Twin Towers neighborhood.

This team of six officers and one sergeant focused on being more responsive to community complaints. One of the more successful CBCR law enforcement collaboration was working the community to object to liquor permits at locations where violations and crimes were most frequent. As a result of this collaboration, five establishments in Twin Towers and six in the bordering neighborhood were no longer approved to sell alcohol.

Impact on Crime

The CBCR focus on East Dayton has coincided with changes in crime patterns in the community and had an effect on treatment options.

The partnership team kept a close eye on crime rates in East Dayton, and particularly in the Twin Towers neighborhood. The impact of drug use in the NRZ can be discerned in these statistics, and so can the efforts of EECS and their CBCR partners, including the DPD. The CBCR focus of preventing property crimes may be playing a role in the Twin Towers neighborhood: The three-year average of crimes against property during the implementation period (2013-2015) decreased 26 percent in the community, versus the average crime totals in the five years before CBCR. This decrease bettered citywide totals by 1.5 percent and East Dayton by 7.2 percent.

However, drug crimes continue to increase at an alarming rate in East Dayton and the Twin Towers neighborhood. While drug/narcotic violations citywide went up minimally during the implementation years, drug offenses increased more than 40 percent in both East Dayton and the Twin Towers neighborhood. Additionally drug equipment violations (when a person possesses, uses, sells, or buys drug equipment) increased almost 225 percent in East Dayton and almost 175 percent in the Twin Towers neighborhood.

EPOD does note that the increase is likely due to officers working harder to reduce drug usage in the East End. Major Johns indicated that he wanted his officers to "make arrests (be it custodial or a summons request) on individuals who possessed needles and other drug paraphernalia as a mechanism/lever to force them into treatment or possibly face jail time through the courts."

The East Dayton CBCR team continues to dialogue with Dayton city officials, Ohio state agencies, and community-based agencies to advocate for critical support services to reach drug addicted individuals. Their new and innovative methods to engage the individuals and families are starting to show benefits, with more persons taking advantage of treatment and recovery opportunities. Going forward, the collaborative team formed through CBCR efforts will continue to measure the results and outcomes of their new initiatives and work with stakeholders and policymakers to identify new resources that can build upon their efforts and sustain programs like C4C, the front door initiative, and GROW in East Dayton and throughout Montgomery County.

NIBRS Offense	City of Dayton 2008-2012 avg/yr vs. 2013-2015 avg/yr	East Dayton 2008-2012 avg/yr vs. 2013-2015 avg/yr	Twin Towers 2008-2012 avg/yr vs. 2013-2015 avg/yr
Aggrevated Assault	-20.3%	-19.4%	-25.1%
Simple Assault	-13.3%	-6.2%	-3.1%
Crimes Against People ^	-13.2%	-3.2%	-6.5%
Destruct/ Damage/ Vandalism	-20.7%	-19.6%	-22.6%
Burglary/ B&E	-25.6%	-33.1%	-37.3%
All other larcenies	-20.3%	-4.8%	-17.3%
Theft from Motor Vehicle	-24.9%	-15.1%	-17.1%
MV Theft	-26.3%	-28.1%	-21.5%
ShopLifting	-7.1%	100.9%	11.1%
Robbery	-33.7%	-32.6%	-47.5%
Theft from Building	-20.5%	-8.7%	-26.9%
Stolen Property Offenses	-30.0%	-44.1%	-16.7%
Theft of MV Parts or Accessories	-34.2%	-35.1%	-56.1%
Crimes Against Property ^	-24.5%	-18.8%	-26.0%
Drug/ Narcotics Violations	0.9%	41.1%	44.7%
Drug Equipement Violations	47.5%	223.9%	174.0%
Crimes Against Society ^	-8.3%	25.5%	23.3%