

Memorandum



CITY OF DALLAS

DATE April 13, 2018

TO Honorable Mayor and Members of the City Council

SUBJECT **“End Panhandling Now.” Campaign**

Summary

On April 18, 2018 staff will present the “End Panhandling Now” campaign at the City Council briefing. The goal of the campaign is to decrease giving directly to panhandlers by educating the public about the public safety and public health impacts of panhandling.

Background

On November 13, 2017, the committee was briefed on a new initiative to target panhandling through marketing and enforcement and committee members provided feedback on the proposal. The project, now called the “End Panhandling Now.” Initiative has been significantly adjusted in response to this feedback. An overview of this new initiative was presented to the Public Safety and Criminal Justice Committee on February 26, 2018.

The proposed project will involve 3 components – public education, community services, and enforcement. The public education campaign will utilize creative and impactful messaging and social media targeting to reach individuals who may contribute to panhandlers, and educate them on the potential impact of giving to panhandlers. Staff will target “hot spots”, identified based on DPD data, 311 service requests, and public input. The community services component will deploy outreach workers to identify and engage known panhandlers, and to respond to panhandling reports. These outreach workers will work to understand the specific needs of the panhandlers and to refer them to community programs and services, such as shelters, mental health programs, substance abuse treatment, and job skills and training programs. DPD will continue to handle enforcement according to current department General Orders. Where possible, DPD will issue v citations, referring panhandlers to community courts, where they may be able to access case management and programming referrals. This campaign will involve collaboration between the Office of Community Care, Dallas Police Department, Public Affairs Office, 311, Community Courts and the Office of Homeless Solutions.

Issue

Panhandling is a public safety issue that contributes to safety hazards in our walkways and roadways. Responding to reports of panhandling takes valuable time from Dallas Police Department officers. Residents that live in neighborhoods and communities with significant occurrences of panhandling have expressed that they are tired of the frequent solicitation and concerned about the public safety issues. Efforts to curb panhandling in the past have not been successful because panhandlers continue to

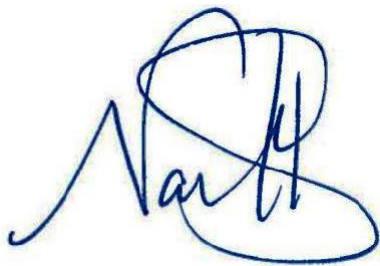
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solicit funding because people are continuing to give to them, which may prevent them from seeking the help that they truly need. This project attempts to address these issues by coupling enforcement with community services and an education campaign.

Fiscal Impact

The budget for the proposed pilot project is \$200,000. There is no fiscal impact because this funding has already been allocated to support the project.

Please let me know if you have any questions.



Nadia Chandler- Hardy
Chief of Community Services

- c: T.C. Broadnax, City Manager
Larry Casto, City Attorney
Craig D. Kinton, City Auditor
Billerae Johnson, City Secretary (Interim)
Daniel F. Solis, Administrative Judge
Kimberly Bizer Tolbert, Chief of Staff to the City Manager
Majed A. Al-Ghafry, Assistant City Manager
Jo M. (Jody) Puckett, Assistant City Manager (Interim)
- Jon Fortune, Assistant City Manager
Joey Zapata, Assistant City Manager
M. Elizabeth Reich, Chief Financial Officer
Nadia Chandler Hardy, Chief of Community Services
Raquel Favela, Chief of Economic Development & Neighborhood Services
Theresa O'Donnell, Chief of Resilience
Directors and Assistant Directors

End Panhandling Now Campaign

City Council Briefing

April 18, 2018

**Nadia Chandler Hardy
Chief of Community Services**

**Jessica Galleshaw, Director
Office of Community Care**

**Jon Fortune, Assistant City Manager
City Manager's Office**

**Lonzo Anderson, Assistant Chief of Police
Dallas Police Department**



Project Overview

- Key Components
 - Public Education Campaign
 - Community Services
 - EPN Street Outreach
 - Community Courts
 - Solicitation in Roadway Enforcement
- Strong interdepartmental collaboration

Why Public Education

- Reduce direct giving to panhandlers
- There are better ways to help
 - Handouts do not lead to stability
- Lack of accountability
- Panhandling creates public safety issues
- Panhandling ≠ Homelessness
 - Between 80% and 85% of individuals experiencing homelessness do not regularly panhandle
- Economics
 - Giving (supply) leads to increased panhandling (demand)

“End Panhandling Now.” Campaign

- Goals:

- To discourage people from giving to panhandlers by focusing on public safety and public health concerns
- To equip the public with the knowledge of what to do when approached by panhandlers
- To provide the public with impactful alternatives to giving to panhandlers

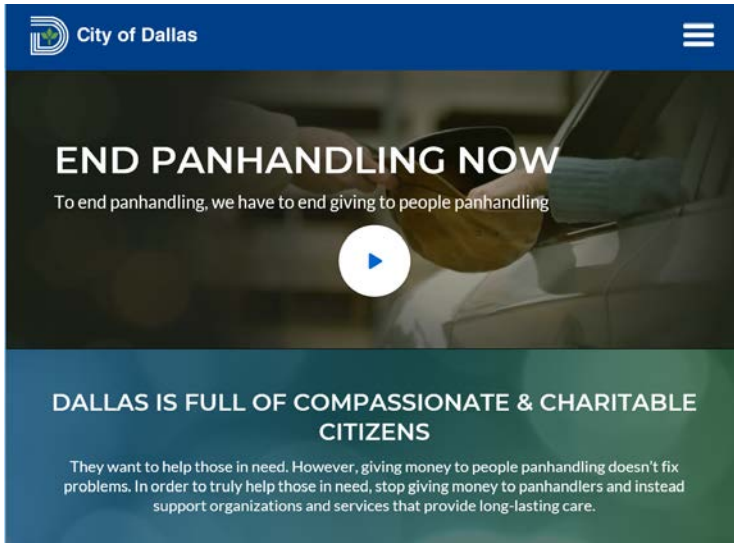
Communications Plan

- Website with information related to the campaign
- Videos
 - PSAs (“It’s Not a Game”, “The Cup”)
 - Social Media (“End Panhandling Now.”)
 - Informational (under development)
- Comprehensive social media strategy (geotargeting)
- Align messaging with key stakeholders in target communities

Public Education Strategy

- Align with best practices and align messaging where possible
- Partner with local firms to develop marketing materials and strategy
- Leverage media buys and in-kind support
 - Billboards
 - Newspaper ads
 - Online advertising
- Social media
 - Geotargeting for strategic ad placement
 - Utilize paid and free advertising
- Earned media
- Direct marketing

Website



RESOURCES

[Education](#)

[Financial Stability & Jobs](#)

[Housing](#)

[Mental Health](#)

[Substance Abuse](#)



WHAT TO DO...

If approached by a panhandler on foot

- If a person panhandling becomes aggressive or if you feel threatened, call 911 immediately
- Keep some distance and be aware of your surroundings
- Walk with confidence - keep moving towards a public area
- Don't open your purse or wallet
- It's okay to say "NO"
- Try not to engage
- Keep your head upward and don't look at your cellphone or watch

If approached by a panhandler while you're in a vehicle

- If a person panhandling becomes aggressive or if you feel threatened, call 911 immediately
- Don't lower your window
- It's okay to make eye contact and say "NO"
- Keep some distance and be aware of your surroundings
- Move along safely in your travel



WHO TO CALL...

911 Emergency

- If you feel threatened or harassed by a person panhandling, call 911
- If you witness a situation where someone else is threatened or harassed by a person panhandling, call 911

311 Dallas

- If approached by a person panhandling in a non-emergency situation, you can report using the free City of Dallas 311 app or by calling 311

www.endpanhandlingnow.com



Public Education Videos

- “It’s Not a Game”
- “End Panhandling Now.”
- “The Cup”

Community Services

- EPN Street Outreach Workers identify needs and provide services, referrals and connections to community services based on those needs:
 - Referrals to nearby shelters and/or treatment programs
 - Assistance with transportation, bus vouchers, etc.
 - Discuss the risks of panhandling and refer to job skills development programming
 - Provide family reunification services (long distance bus tickets)
 - Work with DPD (for roadway solicitation) to issue community courts citations

Cross-Departmental Collaboration

- Departments involved - Office of Community Care (EPN Street Outreach), Dallas Police Department (DPD), 311, Office of Homeless Solutions, Office of Public Affairs, Community Courts
- Outreach in hot spot areas – EPN Street Outreach, DPD, and 311
- Receive services requests - 311, DPD
- Responds to service requests – EPN Street Outreach, DPD (when needed)

Cross-Departmental Collaboration

- Issue community court citations per general order guidelines - DPD
- Case management, social services - Community Courts, EPN Street Outreach
- Referrals and supportive services - Office of Homeless Solutions

*Note: in the case of aggressive solicitation or solicitation in the roadway citizens should call 911

Enforcement and Accountability

- Officers will proactively enforce solicitation based on hot spots and citizen complaints.
- Officers will continue to respond to solicitation-related complaints through 911 calls and proactive patrols in areas in which solicitation is known to occur.
- Once a violation is personally observed by the officer, enforcement action may be issued to the violator.

Enforcement and Accountability

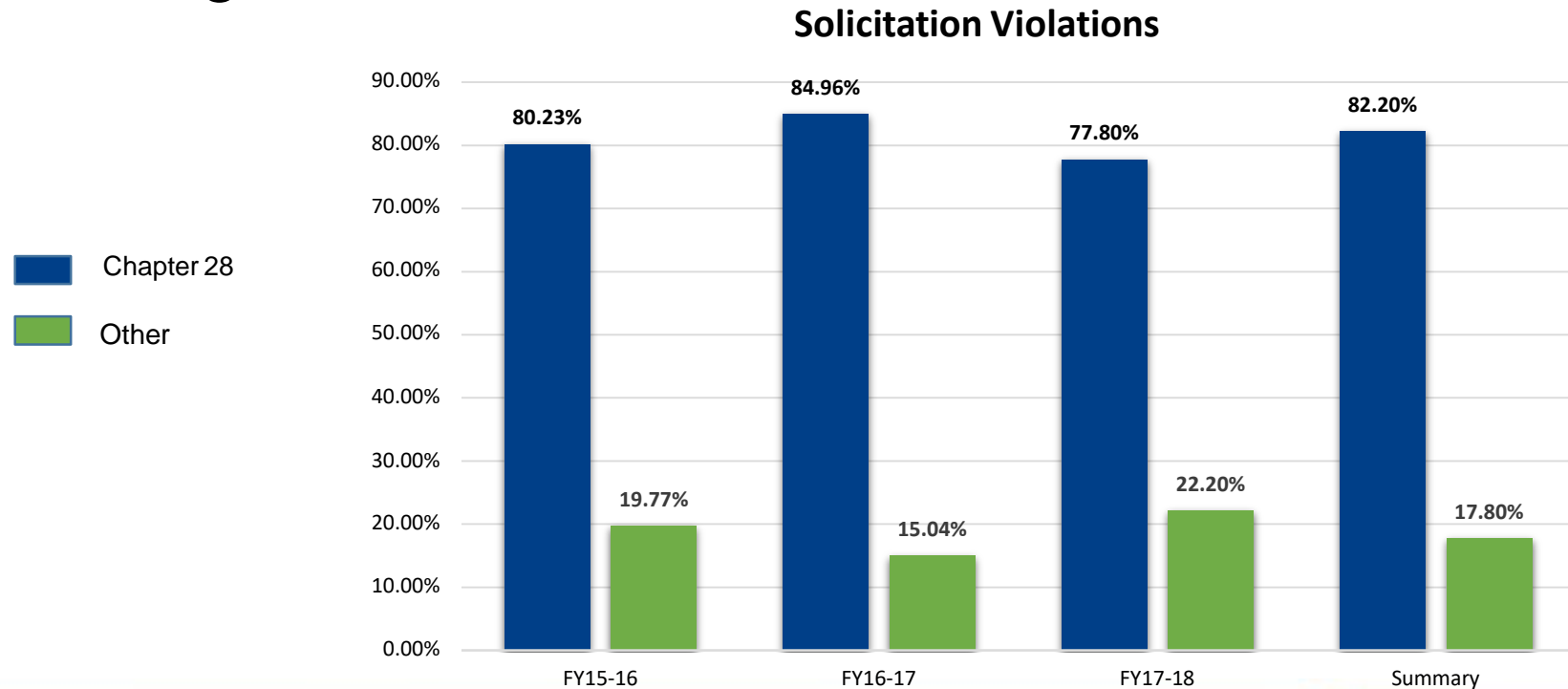
- Adjudication in Community Courts
 - Although a class c citation can be issued for **Dallas City Code Sec. 28-63.3. Solicitation to occupants of vehicles on public roadways prohibited.** The department has now partnered with the community courts and can issue community court citations (v citation)
 - All officers are encouraged to issue community court citations so that additional resources can be made available to individuals who are panhandling.
 - Traditional enforcement methods are not effective.
- Criminal trespass affidavits for business owners

Enforcement and Accountability

- An updated training bulletin for enforcement of solicitation violations was distributed to all members of the department on February 10, 2018.
- The training bulletin states the following:
 - **DALLAS CITY CODE SEC. 28-63.3. SOLICITATIONS TO OCCUPANTS OF VEHICLES ON PUBLIC ROADWAYS PROHIBITED**

Enforcement and Accountability

Dallas City Code SEC. 28-63.3. (solicitation in the roadway) has been the most commonly used charge for enforcement



Pilot Targets

- Goals:
 - Target sites with high panhandling rates
 - Cross-tabulate 311 and DPD data
 - Consider community input
 - Utilize data collected from community courts
 - Identify most active panhandlers
 - Refer to shelters
 - Refer to treatment programs (behavioral health)
 - Community courts
- Outputs:
 - 200 contacts made by EPN Street Outreach
 - 50 service referrals by EPN Street Outreach
- Long Term Goals:
 - Reduce number of complaints (311 and DPD)
 - Reduce number of known chronic panhandlers

Pilot Targets

- Public Education Strategy

Measurement	Data Source	Outcome
Reach of Social Media Posts	PAO	Reach 400,000 people on social media
Media value for earned media	PAO	Calculate publicity value and reach
# of website visits	PAO	Reach 2,500 page views on website

Timeline

Timeframe	Activities
0-60 Days (Pilot) (May 1 – June 30, 2018)	<ul style="list-style-type: none">• Public education campaign begins• Finalize identification of EPN Street Outreach and enforcement targeting
60-90 Days (Pilot) (July 1– July 31, 2018)	<ul style="list-style-type: none">• Recruit, hire and train EPN Street Outreach workers• Begin social media and geotargeting campaign• Enforcement efforts ramp up
90-150 Days (Pilot) (August 1 – September 30, 2018)	<ul style="list-style-type: none">• EPN Street Outreach target highest need areas (rotating schedules)• Community court citations/referrals to community courts• Case management and service referrals
150+ Days	<ul style="list-style-type: none">• Full program implementation

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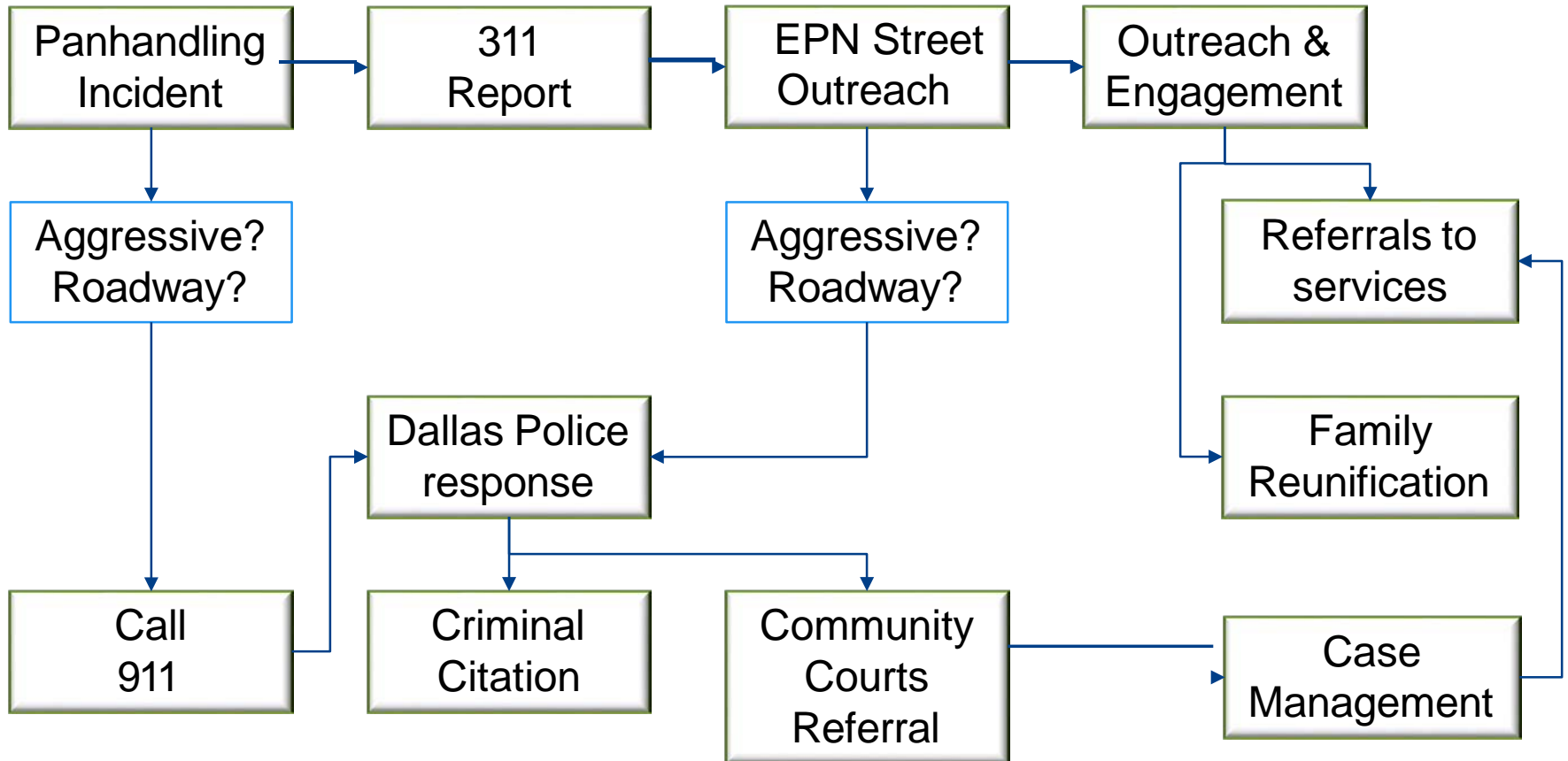
**Lonzo Anderson, Assistant Chief of Police
Dallas Police Department**



Appendix



Outreach and Enforcement Flowchart



Enforcement and Accountability

DALLAS CITY CODE SEC. 28-63.3. SOLICITATIONS TO OCCUPANTS OF VEHICLES ON PUBLIC ROADWAYS PROHIBITED

- A person commits an offense if, while occupying any public property adjacent to any public roadway in the city, he knowingly conducts a solicitation directed to, or intended to attract the attention of, the occupant of any vehicle stopped or traveling on the roadway. An offense occurs when the solicitation is made, whether or not an actual employment relationship is created, a transaction is completed, or an exchange of money, goods, or services takes place.

Budget

	FY18	FY19
Staff	\$70,000	\$312,100
Transportation and Supplies	\$11,500	\$15,600
Marketing/Advertising and Communications	\$99,000	\$77,000
Direct Client Support	\$16,550	\$58,000
TOTAL	\$198,000	\$463,000

