

Memorandum



CITY OF DALLAS

DATE September 2, 2016

TO Housing Committee Members: Scott Griggs, Chair, Carolyn King Arnold, Vice-Chair, Mayor Pro-Tem Monica R. Alonzo, Tiffinni A. Young, Mark Clayton, and Casey Thomas, II

SUBJECT Homeless Services and Encampment Protocol

On Tuesday, September 6, 2016, you will be briefed on Homeless Services and Encampment Protocol. A copy of the briefing is attached.

Please let me know if you have any questions.

A handwritten signature in black ink, appearing to read 'Alan E. Sims'.

Alan E. Sims
Chief of Neighborhood Plus

c: The Honorable Mayor and Members of the City Council
A. C. Gonzalez, City Manager
Rosa A. Rios, City Secretary
Christopher D. Bowers, Interim City Attorney
Craig Kinton, City Auditor
Daniel F. Solis, Administrative Judge
Ryan S. Evans, First Assistant City Manager
Eric D. Campbell, Assistant City Manager
Jill A. Jordan, P. E., Assistant City Manager
Mark McDaniel, Assistant City Manager
Joey Zapata, Assistant City Manager
Jeanne Chipperfield, Chief Financial Officer
Sana Syed, Public Information Officer
Elsa Cantu, Assistant to the City Manager – Mayor and Council

Homeless Services and Encampment Protocol

Housing/Community Services Department

Housing Committee

September 6, 2016



Purpose

- ▶ Provide information regarding the City of Dallas Homeless Services Programs
- ▶ Discuss Additional Resources for Immediate Needs
- ▶ Discuss Encampment Protocol



City of Dallas Homeless Services

- ▶ The Comprehensive Homeless Outreach Division has oversight of the City's supportive housing programs focused on persons experiencing homelessness or at risk of homelessness
- ▶ Comprehensive Homeless Outreach team is dedicated to following services:
 - ▶ Intake and assessment of homeless
 - ▶ Creation of housing/treatment plans with homeless
 - ▶ Supportive services to locate housing, jobs, transportation, mental & behavioral health care to individuals and families
 - ▶ Vouchers for rental assistance, including application fees & security deposits
 - ▶ Client home visits (at least monthly)
 - ▶ Landlord liasons
 - ▶ Special services for those formerly incarcerated, seniors, and HIV/AIDS clients
 - ▶ Emergency homeless prevention assistance
 - ▶ Management of subrecipient contracts

Budgets & Funding Sources

- ▶ FY 15-16 Budget is \$12,324,131
 - ▶ General Funds \$6,193,230
 - ▶ Dallas County Funds \$1,100,000 (pass through for the Bridge operations)
 - ▶ Grant Funds \$5,030,901
- ▶ FY 16-17 Proposed Budget is \$16,672,615
 - ▶ General Funds \$7,141,767
 - ▶ Dallas County Funds \$1,100,000 (pass through for the Bridge operations)
 - ▶ Grant Funds \$8,430,848

Note: City of Dallas contracts \$3.8M of general funds for the Bridge operations

Grant Funds

- ▶ HUD Emergency Solutions Grant
- ▶ HUD Housing Opportunities for Persons with AIDS (HOPWA) Competitive Funds
- ▶ HUD Continuum of Care Funds for Rapid Rehousing & Permanent Supportive Housing Competitive Funds
- ▶ Texas Department of Housing & Community Affairs
- ▶ Department of State Health Services

Partners

- ▶ AIDS Services of Dallas
- ▶ Austin Street Shelter
- ▶ Bridge Steps
- ▶ CitySquare
- ▶ Dallas County
- ▶ Dallas Housing Authority
- ▶ Dallas Life
- ▶ Family Gateway
- ▶ Family Place
- ▶ Health Services of North Texas
- ▶ Homeward Bound
- ▶ Legacy Counseling Center
- ▶ Legal Aid of Northwest Texas
- ▶ Men of Nehemiah
- ▶ Metro Dallas Homeless Alliance
- ▶ Metrocare
- ▶ My Second Chance
- ▶ Open Arms
- ▶ Operation Relief Center
- ▶ Our Calling
- ▶ Parkland HOMES
- ▶ Salvation Army
- ▶ Shared Housing
- ▶ Turtle Creek Recovery
- ▶ Union Gospel
- ▶ Unlocking DOORS
- ▶ Veterans Affairs

Performance Metrics

- ▶ Emergency Solutions Grant
 - ▶ Number of clients receiving case management
 - ▶ Number of unduplicated homeless persons placed in housing
 - ▶ Percent of clients staying in permanent supportive housing for seven (7) months or longer
- ▶ Continuum of Care
 - ▶ Number of clients receiving case management
 - ▶ Number of unduplicated homeless persons placed in housing
 - ▶ Percent of clients staying in permanent supportive housing for seven (7) months or longer
- ▶ Housing Opportunities of Persons with AIDS
 - ▶ Number of clients receiving case management
 - ▶ Number of unduplicated homeless persons placed in housing

Immediate Needs for System Improvement

- ▶ Street Outreach
- ▶ Supportive Services & case management
- ▶ Housing Navigators
- ▶ Application fees, security deposits, other miscellaneous expenses
- ▶ Mental and Behavioral Health Care
- ▶ Respite Care
- ▶ Youth Services
- ▶ All service providers need a common data platform to share information
- ▶ Encampment Protocol

FY 16-17 Additional Resources from General Fund

- ▶ Hire additional case workers to cover functions of street outreach, supportive services & case management, and housing navigation
 - ▶ Leveraged with County and State Resources
 - ▶ Includes Mental & Behavioral Health Resources
- ▶ Provide flex funds to pay for transportation, identification materials, overnight stays (hotel, boarding home, shelter), application fees, security deposits, other expenses
- ▶ Utilize some funding for encampment clean-up and fencing (as needed)

Note: See attachment A for Implementation Plan and Outputs and Impacts

FY 16-17 Additional Resources from State of Texas

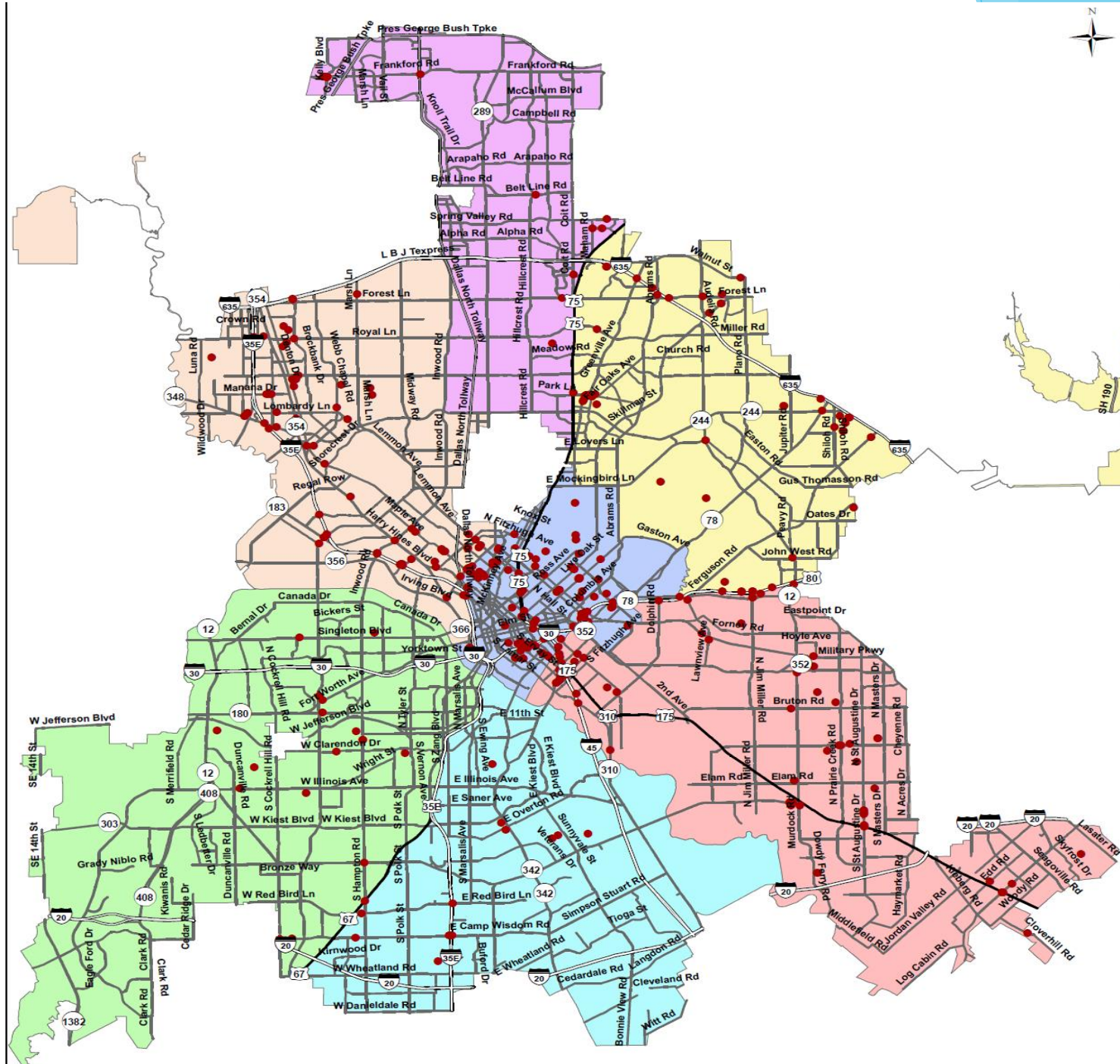
- ▶ Department of State Health Services- Healthy Communities Collaborative (HCC) will provide \$4.1M for agencies to provide:
 - ▶ Street Outreach
 - ▶ Mental Health and Substance Abuse/Detoxification Services
 - ▶ Emergency Shelter
 - ▶ Transitional and Permanent Housing
 - ▶ Intensive Case management
- ▶ State funds must be matched dollar-for-dollar with private funds by the agencies

Questions

Homeless Encampments



311 Calls Reported Encampments March- July 2016



Evaluation of All Reported Encampments

- ▶ DPD Crisis Intervention initially responds to 311 City of Dallas Emergency Service calls
- ▶ Crisis Intervention determines whether the encampment is situational or permanent
 - ▶ Situational might be characterized by “here one night and gone the next morning”
 - ▶ Permanent is characterized by the existence of free-standing structures, personal belongings, and other valuables
- ▶ If a permanent encampment is identified, the Crisis Team will attempt to outreach and assess the homeless persons
 - ▶ The Crisis Team offers referrals, transportation to shelter, and “warm handoff” to mental health/substance abuse treatment
 - ▶ Crisis has been primarily involved in providing **Notices of Closure** and **Notices to Vacate** when an encampment is being closed

Clean-up of Right of Way

- ▶ In the past, the Department of Street Services has had the responsibility of removing debris/litter from right-of-way using various methods:
 - ▶ City Median Maintenance (via contractor)
 - ▶ All median throughout the city have litter picked up in advance of mowing every 14 days
 - ▶ Litter removal continues after the mowing season during the winter months as well
 - ▶ TxDot Right of Way (via contractor)
 - ▶ All TxDOT ROW has litter removed every 28 days in advance of mowing
 - ▶ Winter cycle is included
 - ▶ Emergency Response (in-house)
 - ▶ As debris/litter accumulates in the city ROW as poses a hazard to motorists
 - ▶ Streets emergency crews will abate the hazards affecting traffic
- ▶ Over the years, due to the growth in permanent encampments, HAZMAT teams had to be engaged with additional expenses to the general fund

Departments Picking Up Trash, Litter, Debris

- ▶ Code Enforcement
 - ▶ Illegal Dumping
- ▶ Parks
- ▶ Sanitation
 - ▶ Residential and Commercial Customers
- ▶ Streets
- ▶ Trinity

Recap of I-45/I-30 Encampment Closure

- ▶ Site included five sections A-E
 - ▶ Closure was performed in sections
- ▶ Approximate high point of 300 people
- ▶ Timeframe for actual closure was 45 days
- ▶ Comprehensive Assessment/Triage of the population
- ▶ Intensive Case Management
- ▶ Identified Resources
- ▶ Communications Planning
 - ▶ Strived for a single coordinated message between “tent city”, service providers, neighborhoods, Police Department, City Officials, and other stakeholders
 - ▶ No Trespassing signage throughout, Closure Notices weekly, Notice to Vacate a week before section closure
- ▶ Days of Closure
 - ▶ Outreach workers and volunteers assisted persons with moving their items
 - ▶ Patrol officers were present ensuring safety
 - ▶ Cleanup began immediately after the site was vacated; fencing was complete by the end of the day to secure the site

Accomplishments Since “Tent City” Closure

- ▶ Creation of Permanent Street Outreach and Intensive Case Management Team
 - ▶ 57 persons housed by City Square
 - ▶ 4 moved outside of Dallas
 - ▶ 13 persons in emergency shelter
 - ▶ 2 persons housed by Metrocare Services
 - ▶ 2 persons to private permanent housing
 - ▶ 18 fully assessed and prioritized on housing priority list
- ▶ Dashboard of all known encampments through 311/911 calls
- ▶ Closure of Coombs encampment in July 2016
- ▶ Tracking of Harwood and Haskell encampments
 - ▶ Noting the health and safety concerns and number of tents

Encampment Closure Proposed Policy

1. Site Assessment Review by a Team
2. Recommend Closure Plan
3. Implement the Encampment Closure Plan

Site Assessment Review

Encampment Information Reviewed by Team of City of Dallas and Continuum of Care leadership

- ▶ 311/911 calls
- ▶ Evidence & documentation of significant public safety concerns
- ▶ Map and characteristics of the site (e.g. Is this public property?)
- ▶ Population count and basic needs assessment

Recommend Closure Plan

Closure Plan details will include:

- ▶ Resources required for supportive services to persons in the encampment
 - ▶ 1 full time case manager for every 10 households
 - ▶ Viable placement options (i.e. shelter, treatment centers, housing)
- ▶ Resources required for site clean-up
 - ▶ Placement of trash receptacles
 - ▶ Determine whether to contract clean-up in advance of closure
- ▶ Timeline for closure, including when signage is posted and notices are distributed
- ▶ Legal Review

Implement the Plan

- ▶ Trespassing signs posted
- ▶ Initial closure notices distributed by the City and weekly until closure
- ▶ Blitz assessments by street outreach team
- ▶ Weekly case management staffing
- ▶ Weekly meetings with the closure team
- ▶ Notices to vacate 4-5 days before closure
- ▶ On close date, case managers, DPD, Sanitation, Streets, Housing/Community Service staff on hand to manage site and homeless people
- ▶ Housing/Community Services orders clean-up and possibly fencing for the date of closure

Attachment A

Implementation of City of Dallas Expanded Homeless Initiative

Implementation of City of Dallas Expanded Homeless Initiative Funding - \$1,000,000 Budget Enhancement

| \$1 Mill – 312 Unduplicated Households | Street Outreach, DHA and Shelter Based Supportive Services | Q1 | Q2 | Q3 | Q4 | Projected Annualized Outputs and Impacts | Accountability Performance Metrics |
|-----------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | | <i>Oct 1 – Dec 31 Q1 Report Jan 25</i> | <i>Jan 1 – March 30 Q2 Report April 25</i> | <i>April 1 – June 30 Q3 Report July 25</i> | <i>July 1 – Sept 30 Preliminary Final report Aug 25</i> | <i>Outputs recorded in HMIS</i> | <i>Monthly Dashboard Reporting</i> |
| | Budget Items: 8 City of Dallas positions: - 1 Program Supervisor - 1 Admin - 2 Street Outreach Case Managers - 2 Shelter Based Housing Navigators - 2 Tenant-Based Case Managers supporting DHA Vouchers Supplies, transportation, equipment, cell phone, mileage Direct Client Services – Birth Certificates, IDs, Transportation, Moving costs (application fees, security deposits, risk fees, relocations), and other flex fund costs. Emergency Hotel stay for households Expanded materials for encampment clean-up | -Complete Hiring -Staff training on HMIS, Coordinated Assessment System (CAS) -Begin interagency staffing with Street Outreach Committee with partners (MDHA, CitySquare, MetroCare, Crisis Intervention and Emergency Shelters -Finalization of Encampment Closures Policy -Encampment Assessments -Two encampments closures - Six Interagency Staffing meetings -Housing navigation and placement 24 ES households | -Comprehensive encampment data secured for January Point in Time Count -Complete unsheltered client by-name list in HMIS integrated with Coordinated Assessment Housing Priority List (Including Vets, Chronic) -Encampment Assessments -Up to three Encampment Closures as encampment protocol allows -Point in Time Count Complete -Six Interagency client staffing meetings - House 10 DHA households -Housing navigation and placement 24 ES households | -Effectively end unsheltered Veteran homelessness -Reduce Chronic Unsheltered and Emergency Sheltered homelessness by 10% -Encampment Assessments -Up to three Encampment Closures as encampment protocol allows -Six Interagency client staffing meetings -House 10 DHA Households -Housing navigation and placement 24 ES households | -Reduce Chronic Unsheltered and Emergency Homelessness by another 10% -Encampment Assessments -Up to three Encampment Closures as protocol allows -Six Interagency client staffing meetings -House 10 DHA Households -Housing navigation and placement 24 ES households | 4 Case Managers maintain 10 household caseloads with average engagement time frame of 45 days 2 Tenant Based Case Manager with 36 household caseload -240 Engagements - 180 Direct Services Provided -135 Exits from Unsheltered Street Outreach - 96 Exits from Emergency Shelter -65 emergency hotel stays - Eleven Encampment closures | -Number of contacts, engagements and enrollments in Street Outreach (MDHA HMIS) -Exits to ES, TH, RRH or PH (MDHA HMIS) -By-name list and CAS housing reports (MDHA CAS) -Critical Documents and direct client services secured (COD/MDHA) -Income and Benefit Changes (MDHA HMIS) -311 calls Analysis (COD) -911 calls Analysis (COD) -Encampment Map Update (COD) |

Attachment B

Dallas Commission on Homeless Subcommittee Recommended Protocol

Evaluation and Action Guidelines for Clearing Homeless Encampment

June 20, 2016

Cindy J. Crain, CEO and President
Metro Dallas Homeless Alliance

This document has been reviewed and amended in consultation with the Dallas Commission on Homelessness Unsheltered Homeless Subcommittee on June 20, 2016.

These guidelines detail the proposed process for evaluation and appropriate action in response to an encampment of persons experiencing homelessness within the Dallas city limits. The guidelines are developed to establish cooperative responses to unsheltered homeless by city officials and the emergency homeless response system.

These guidelines are built with the acknowledgment that the experience of extreme poverty and associated housing barriers is the contributing factor to a person spending the night in an outdoor place not meant for human habitation. The subjects of encampment clearing decisions will meet the HUD definition of unsheltered homelessness. The basis of these guidelines is to, at every possible stage, respond first and foremost to addressing the extreme poverty and homelessness condition that has resulted in a concentrated area presenting with serious observable threats to public health and safety.

Identification of Encampment Site for Evaluation for Clearing

The City of Dallas 311 system currently is used to identify concerns and locations related to unsheltered homeless. These calls are typically routed to the Dallas Police Department Crisis Intervention Unit following existing protocols (*See attached CIU Operational protocol*). Each occasion is triaged with available resources to resolve the complaint.

When a location begins to exhibit signs of threats to public health and safety concerns as determined by either a City of Dallas department head or homeless service provider leadership, the Crisis Intervention Unit in cooperation with MDHA or an assigned Street

Outreach Provider, will develop an encampment profile document. The profile may include:

- A map, description and ownership information of the geographic area/property
- Relevant 311/911 call logs and police reports
- Population census and basic demographic information of encampment residents
- Case management assessments of encampment residents
- Photos, descriptions or other information related to public safety or public health observed in the area

The Encampment Profile will be presented for review to the Encampment Evaluation Team to determine a planned response. The Encampment Evaluation Team will include representation from:

Housing and Community Services Department
Dallas Police Department
Dallas Fire and Rescue
City Attorney
Streets and Public Works Department
MDHA and Street Outreach Providers

The Encampment Evaluation Team will recommend the course of action necessary to appropriately abate the property, public health and/or safety concerns. The scale of the recommended response may include only the provision of limited services and/or case management, to a full encampment closure including notice to vacate, clearing and securing of the area.

Encampment Closure Process

If the Encampment Evaluation Team determines that the site should be responded to with a full closure, the process should follow the following stages:

A. Resource Assessment Stage

- Comprehensive evaluation of staffing and housing resources to provide adequate services to the persons in the encampment. Before the encampment closure process is to begin, the City of Dallas and MDHA must be able to acquire a minimum threshold amount of resources dedicated to the encampment:
 - full-time case management services of at least one case manager for every ten households within the encampment area
 - identification of available shelter and housing for no less than 50% of the verified encampment population households
 - Flexible Assistance Funds of at least \$500 per person for 50% of the verified encampment population
- Comprehensive evaluation of legal, staffing, clean-up, and security resources necessary to close the encampment.

Once the resources necessary to properly respond to the population are identified and committed to the encampment closure, the Encampment Evaluation Team will meet and establish the closure timeline. The timeline will include:

Notice of Closure Stage

Development of a 45 day Encampment Closure Plan detailing proposed actions and timeline for providing case management and housing access services to the persons at the site, actions and timelines to provide notice, clearing and securing the site. Because many persons who are experiencing homelessness may be recipients of mainstream benefit income such as SSI/SSDI, Social Security or Veterans benefits which commonly are paid on the first or third day of the month, the closure plan should consider closure dates that fall within the first week of the month to increase the opportunities to make these funds available as part of an individual's housing plan.

- Written *Notice of Closure* of 45 days' notice distributed to area residents, and repeat notices distributed bi-weekly in case of new residents moving into
- Intensive case management and housing services
- Weekly Encampment Closure Team progress briefings and population report
- First written *Notice to Vacate* distributed to encampment residents within seven days of closure
- Second written *Notice to Vacate* distributed to encampment residents within three days of closure
- Intensive outreach, case management and other support services to residents over final 48 hours prior to closure.
- Closure of encampment to residents and case managers and conduct site cleanup and clearing.
- Secure site.

All aspects of service and resource provision, notification and property handling will be conducted with the goal to minimize conflict and trauma. Encampment closure success will be defined when the process involves no citations or arrests and at least 50% of the encampment residents are relocated to shelter or housing.

A. Emergency Amendments to an Encampment Closure Plan/Timeline

At any point during the encampment closure process, the City of Dallas may have the discretion to expedite or extend closure because of unforeseen emergency conditions related to public health and safety or unanticipated loss of encampment closure resources.