

Memorandum



CITY OF DALLAS

DATE March 22, 2019

TO Honorable Members of the Public Safety and Criminal Justice Committee

SUBJECT **End Panhandling Now Update**

Summary

On March 25, 2019, you will be briefed on the “End Panhandling Now.” Initiative, which includes a public education campaign, community services programming, and increased enforcement in order to reduce the occurrences of panhandling.

Background

For fiscal year 2017-2018, City Council authorized a budget of \$200,000 and requested that staff develop an effective program to reduce panhandling across the City. 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 committee was briefed again on February 26, 2018 on the project, now named End Panhandling Now, that would involve a cross-functional approach and three core components (public education, community services/street outreach and enforcement). On April 13, 2018, the briefing was presented to the full City Council, including videos that were created for the education campaign by Side Chops, a production company with whom the City contracted for these efforts.

Beginning May 2018, staff began to implement the pilot program as proposed, including street outreach and community services and community education and awareness. Council authorized a budget enhancement for fiscal year 2018-2019 in order to allow the full program to be implemented throughout the current fiscal year. The goals of the campaign are:

- 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

Program Updates

Education Campaign

In the Spring of 2018, the City contracted with the production firm Side Chops to develop videos for use in the education campaign. The City then contracted with Belo Media to implement a targeted social media campaign. The social media outreach targeted 12 Dallas zip codes, which were identified by cross references reports from Dallas Police Department, 311, and council and community input on “hot spot” intersections. These zip codes are 75201, 75202, 75204, 75215, 75218, 75229, 75230,

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75231, 75243, 75251, 75252, 75270 and are located throughout the City. The campaign targeted people based on their computer or mobile device location.

The social media campaign included paid advertising and direct marketing. The paid advertising component was a combination of online display advertising, including display banners, pre-roll video and paid social media. Display banners were placed on "premium publisher" websites. Data on impressions, clicks and click-through rates is included in the tables below for both campaign timelines. Messaging for the December/January campaign included seasonally appropriate messaging. The performance of this component of the campaign was in line with national averages for this type of campaign. Overall, the campaign generated 3.2 million impressions from September through November and 2.2 million impressions from December to January.

In addition to the Belo Media partnership, the City of Dallas has also shared anti-panhandling campaign messages through its own social media channels. These postings have generated more negative reactions than typical, comparable postings, including a larger share of "angry face" emoji reactions.

Online Display Advertising

September through November 2018

DISPLAY BANNERS			
Ad Size	Impressions	Clicks	Click Through Rate
300x250	999,664	2,025	0.20%
300x600	239,469	1,223	0.51%
320x50	689,362	1,077	0.16%
728x90	314,712	617	0.12%
Total:	2,243,207	4,942	0.22%
PRE-ROLL VIDEO			
Ad Name	Impressions	Clicks	Click Through Rate
Frogger	357,195	617	0.17%
Kinetic	116,759	122	0.10%
Total:	473,954	739	0.26%

December 2018 through January 2019

DISPLAY BANNERS			
Ad Size	Impressions	Clicks	Click Through Rate

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300x250	244,693	796	0.33%
320x50	421,642	603	0.42%
728x90	113,169	158	0.14%
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Paid Social

September through December 2018

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Ad Name	Impressions	Clicks	Click Through Rate
Frogger	485,355	24,642	5.08%
Kinetic	1,350	48	3.56%
Total:	486,705	24,690	5.07%

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Direct Marketing

The campaign also included direct marketing via email to a list of 50,000 individuals within the target communities. The email list was a curated by Belo Media and composed of individuals who had opted in to communications from Belo across its various platforms. Each email was sent twice. Overall, the average open rate was 7.7%.

<u>Month</u>	<u>Open Rate</u>	<u>Click Rate</u>
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September	8.03%	.53%
October	7.02%	.41%
November	8.08%	.66%
December	7.69%	.52%

Traditional Marketing

Since the inception of the campaign, staff has met regularly with multiple neighborhood organizations and community groups. Each of which have provided recommendations for the campaign and messaging. We have received recommendations to consider utilizing digital billboards and DART advertising. Staff has developed preliminary costs for a campaign utilizing these approaches and estimates and expenditure of at least \$103,575 and \$148,575. These costs are outlined in the briefing presentation.

Community Services/Street Outreach

The End Panhandling Now Street Outreach staff is charged with responding to reports and complaints of panhandling at sites across the city. The team responds to 311 submissions as well as email submissions, as well as proactively visits identified “hot spot” intersections or areas known to have panhandling. Site visits include attempts to engage any panhandlers who might be present and the offering of services to those who are receptive. At approximately From October 2018 to February 2019, staff made 178 visits to identified sites, interacted with 118 panhandlers and was able to offer programming and services to 75 individual clients. In addition to offering information on available services and programming, staff was also able to refer approximately 17% of these interactions to a direct service program.

Enforcement

Officers proactively enforce panhandling based on data and citizen complaints and through solicitation-related complaints submitted through 911 and 311. The violation must be observed by the officer. In 2018, the Dallas Police Department issued 593 citations for Dallas City Code Sec. 28-63.3 (Solicitation to Occupants of Vehicles on Public Roadways Prohibited). Of these, 101 were sent to community courts. The below table shows the solicitations by district.

District	2018	District	2018
1	8	9	13
2	90	10	20
3	8	11	113
4	11	12	52
5	23	13	101
7	18	14	61

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8	71	Total	593
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Additionally, officers enforce a variety of other laws when aggressive solicitors engage in conduct that poses a threat to public health or public safety. Violations of certain Texas Penal Code laws can result in taking the violator into custody. These laws include Texas Penal Code Laws for Terroristic Threat, Assault, and Disorderly Conduct.

Insights and Lessons Learned

Staff maintains a database of these interactions, which has provided valuable insight into the needs and motivations of individuals who choose to engage in panhandling. It is clear that panhandling is a significant human service issue. Over the course of the program, staff has learned that more panhandlers are homeless than initially anticipated and a large portion of them are panhandling to raise funding for basic needs such as food and shelter. Many of these individuals are aware of shelters, but do not want to go for a variety of reasons. Of the individuals that staff was able to engage, most were resistant to accepting help or service. Individuals who panhandle are often connected in tightknit social networks, and often stick to fairly regular schedules and locations. A large number indicate that they work daily to raise the funds needed for the day to cover basic necessities, such as food and a motel room.

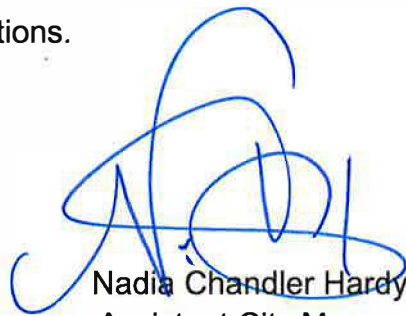
Additionally, staff recognizes that the education campaign may not be as effective as desired. Staff has completed research on initiatives in other cities, though there are few examples of sustained success.

Moving forward, staff will continue to implement street outreach and will seek to refresh the education campaign utilizing traditional media and with considerations of feedback received from neighborhood groups and community groups.

Please contact us should you have any questions.



Jon Fortune
Assistant City Manager



Nadia Chandler Hardy
Assistant City Manager

- c: T.C. Broadnax, City Manager
- Chris Caso, City Attorney (Interim)
- Carol A. Smith, City Auditor (Interim)
- Biliera Johnson, City Secretary
- Preston Robinson, Administrative Judge
- Kimberly Bizzor Tolbert, Chief of Staff to the City Manager

- Majed A. Al-Ghafry, Assistant City Manager
- Joey Zapata, Assistant City Manager
- Nadia Chandler Hardy, Assistant City Manager and Chief Resilience Officer
- M. Elizabeth Reich, Chief Financial Officer
- Laila Alequresh, Chief Innovation Officer
- Directors and Assistant Directors

End Panhandling Now Campaign Update

**Public Safety and Criminal Justice Committee
Briefing**

March 25, 2019

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

**Executive Assistant Chief
David Pughes
Dallas Police Department**



Project Overview

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

“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

Campaign Activities

- Worked with SideChops to develop videos for public education campaign
- Social media-driven campaign with Belo Media
 - General awareness campaign – September through November 2018
 - “There’s a Better Way to Give” – December 2018 – January 2019

Campaign Outcomes

- Social Media Campaign – Contract with Belo Media
 - Targeted social media advertising, ad buys, etc. utilizing Belo Media’s capacity for geographic targeting
 - Content published on premium publisher websites by Belo, as well as Belo Media sites
 - September – November 2018
 - 3.2 million impressions
 - December 2018 - January 2019
 - 2.2 million impressions
 - Email Marketing
 - September, October and November 2018
 - 50,000 email database
 - Average open rate: 7.7% (Typical acquisition email open rates are 5-12%)
 - December 2018 through January 2019
 - 50,000 email database
 - Average open rate:
 - Targeted Zips (identified by cross referencing 311 Service Requests, DPD and 911 data, and community/council input): 75201, 75202, 75204, 75215, 75218, 75229, 75230, 75231, 75243, 75251, 75252, 75270
 - Targeting by individual’s home address or mobile device location

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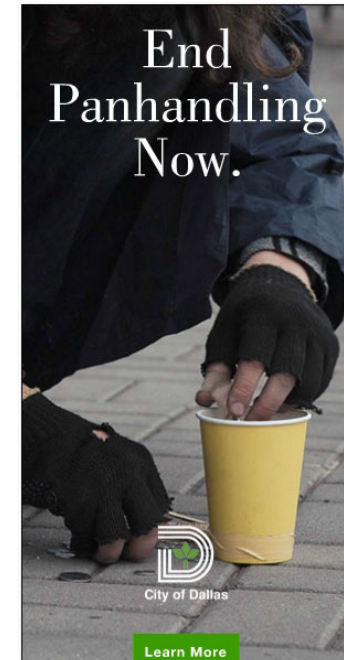
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- Insights:
 - Click through rate above average (.06-.10% overall national average)
 - Frogger outperformed kinetic type

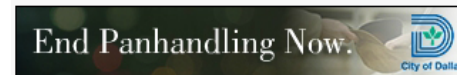
300x250



300x600



320x50



728x90

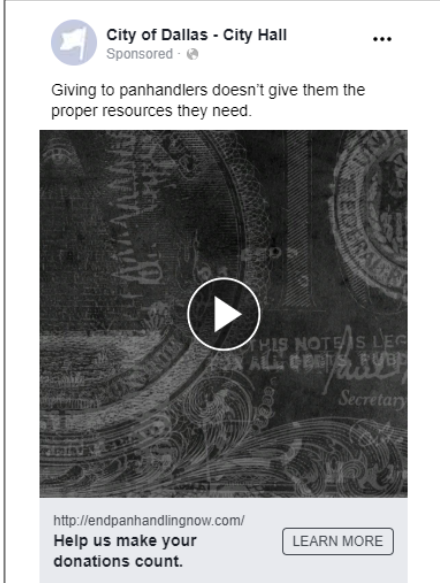
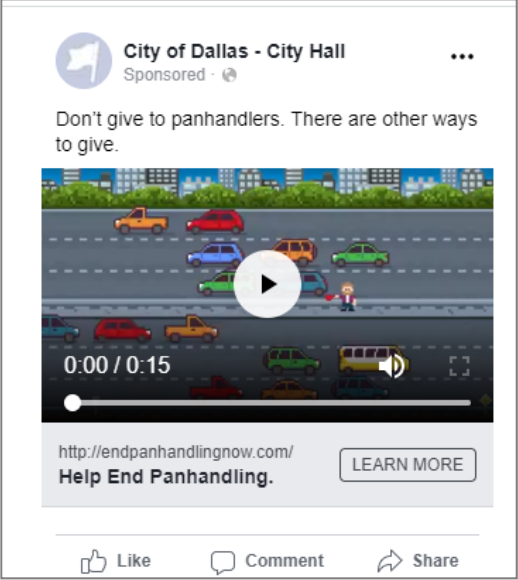


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- Insights:
 - Click through rate above average (1% national average for Facebook)
 - Frogger outperformed kinetic type video



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300x250



320x50



300x600



728x90

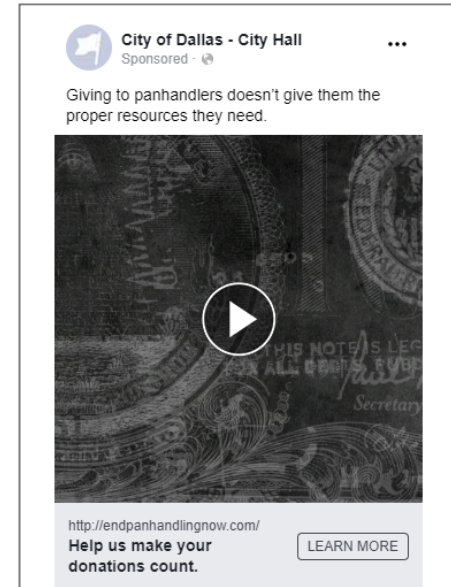


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Dec. 2018 – Jan. 2019

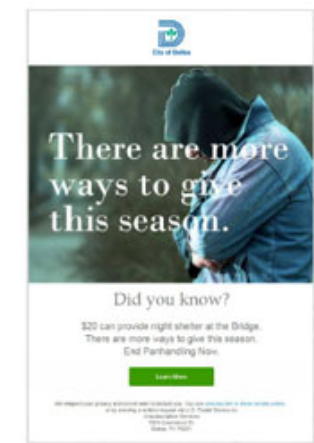
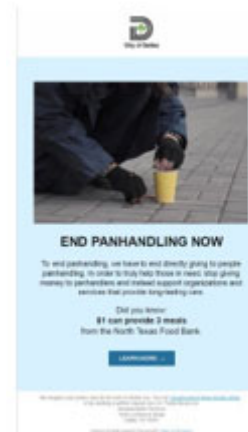
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- Insights:
 - Click through rate above average (1% national average for Facebook)
 - Frogger outperformed other video



Direct Marketing

- Email sent to a list of 50,000 addresses
 - Curated email list from Belo composed of opt-in participants across their various platforms
- 3 email blasts – one per month, with follow up
- Open rates and Click rates performance in line with national average
- Open rates/Click rate:
 - September - 8.03%/.53%
 - October – 7.02%/.41%
 - November – 8.08%/.66%
 - January – 7.69%/.52%



Reactions to COD Social Media Postings

City of Dallas - City Hall May 15, 2018

Giving change to panhandlers keeps them from seeking the services they really need. Help make a difference by visiting EndPanhandlingNow.com.



84 16 Comments 52 Shares

Michael Quick recommendation/encouragement:

- 1.) Give us a comprehensive list of resources to provide them/places to direct them in place of giving them money.
- 2.) Organize it thematically and include the area/zip code.
- 3.) It should go without saying that our City bears responsibility to its citizenry. I mean, that's kinda the whole point of "government of the people, by the people, for the people", who we say we are on paper.
- 4.) Don't you [ever] tell us "don't" again without including alternative recourse. That is irresponsible-as-hell. That is dereliction of duty.
- 4.) Be better. It's your job.

Like · Reply · 43w · Edited 2 4 Replies

David Don't even get me started on this COD. I've been here most of my life and that is many decades. The plight of the homeless in Dallas should have been addressed many years ago, you saw it coming and ignored it until it exploded into one big shameful, di... See More

Like · Reply · 43w

Jane I didn't take it as being told what to do. I took it as a suggestion as to how to maybe get some help to people who need and want it. If you are not in favor of this, you should definitely let them know at City Hall and give them your reasons why you feel that way.

Like · Reply · 42w

Crispin First of all, panhandlers and the homeless are not one and the same. Most homeless individuals are not panhandlers. On the other hand, some panhandlers are essentially con artists who are not homeless. So giving to panhandlers does not automatically me... See More

Like · Reply · 43w 7 1 Reply

Moses This is cruel and insensitive. I hate to believe my city of birth could even post this. Shame on you

Like · Reply · 43w 3

Suzanna We/community/city really need to show more respect to our fellow humans/citizens/neighbors

Like · Reply · 43w 2

Elizabeth All you who are so offended by this announcement, don't just Facebook your angst PLEASE offer a ride to Any of those panhandling from downtown, Cedars or Deep Ellum back to your neighborhood so you can really help them get what they need. This is the answer to Dallas homelessness and panhandling...share the resources, share the need across the city. Concentration of hopelessness is no good for anybody or the city.

Like · Reply · 43w 5 Replies 9

Tara Nonsense! Panhandling has allowed people to rent rooms and remove themselves from the traumatic experience of staying in a shelter - presuming there is room, or they are not banned. It provides food and drinks, especially in the evening when there are no "soup kitchens" open. It allows people access to transportation. It's none of the city's business who I decide to gift money to. Stop attacking and further traumatizing the homeless!

Like · Reply · 43w 6

Benjamin What services? City doesn't even give 911 operators a break room. You think social services can handle the huge homeless population when we "don't have money" for a 911 center break room?

What the homeless really need is long term housing. Dallas leadership not exactly on top of that until quite recently.

How patronizing for someone to say "the services they really need." Have you personally asked these people what they need help with? And when they tell you, do you listen? If not, maybe while you hand out a dollar to a homeless, mentally ill veteran...you can do this: stop talking and listen.

Like · Reply · 43w 5

Charles Also, I find it interesting how whoever created this image highlighted the hand of the white person dropping change, and darkened the hand of the person, presumably someone of color, receiving it. This pretty much defines how the city of Dallas has treated its non-white citizens for the past century or more. Patronage, kept in the dark.

Like · Reply · 43w 2 Replies 4

Charles If the city wants to make a difference, it should stop being euphemistic, and call it what it is: begging. You don't want the public to give money to beggars, so they won't be hanging around looking poor, and marring other people's experience. How can you expect anyone to take you seriously if you won't be completely honest?

Like · Reply · 43w 2

Education Campaign Media Options

- Target launch – May/June
 - Design/Production – April/May
 - Advertising Run Time – June/July
- DART Advertising – \$25,000+
 - \$10,000/4-week minimum
 - Recommendation: Combination of interior and exterior advertising on buses and rail lines
- Digital Billboards - \$49,700
 - Recommendation: 10+ locations for 4 weeks
 - \$2,800-\$6,500 per billboard for 4 weeks
 - Will require creative services contract with graphics designer
- Streaming Radio Ads - \$18,875
 - For 12 target zip codes for one month, 7x per listener
 - Approx. reach of 325,000 listeners
- Continued Targeted Social Media - \$15,000-\$25,000/month
 - Recommendation: 3 month campaign
 - Cost: \$45,000
- Total Cost: \$103,575+ (traditional media only) to \$148,575+ (traditional media and targeted social media campaign)

Community Services

- End Panhandling Now (EPN) Street Outreach
 - 4 staff working in teams of 2
 - Respond to email complaints, 311 service requests, and identified “hot spots”
- What happens at a visit?
 - Staff members visit sites and seek to start a conversation with any panhandlers that may be present.
 - Through the field intake process, staff notes demographic and other important information about the individuals they encounter (Interaction)
 - For clients that are receptive, staff will refer them to programming and services to help them get off the street (Engagement)

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EPN Street Outreach Outcomes

- FY19 To Date:
 - 178 visits to identified sites
 - 118 interactions with clients
 - 75 clients engaged/offered services
 - 21 accepted referrals
- Key Insights
 - Approximately 78% of panhandlers that engaged with EPN Street Outreach are considered homeless
 - A large majority indicate they panhandle for basic needs such as food and shelter, some to supplement income and others as a primary source of income
 - Many live in motels and panhandle daily to pay for them
 - A large number of panhandlers refused to interact or engage with outreach team
 - About 17% of client interactions lead to referrals
 - Clients report varied wages ranging from \$20-\$80/day to \$200-\$300/day

DPD Enforcement of Solicitation and Panhandling Violations

- **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.



Dallas Police Enforcement of Solicitation and Panhandling Violations

- Officers proactively enforce panhandling based on hot spots and citizen complaints
- Officers respond to solicitation-related complaints through 911 and 311 calls
- The violation must be observed by the officer for enforcement action to occur
- The department has partnered with community courts and officers can issue V citations (community court citations) in lieu of a Class C citation

Enforcement

In 2018 the Dallas Police Department issued 593 citations for Dallas City Code Sec. 28-63.3 (Solicitation to Occupants of Vehicles on Public Roadways Prohibited)

District	2018
D1	8
D2	90
D3	8
D4	4
D5	11
D6	23
D7	18
D8	71
D9	13
D10	20
D11	113
D12	52
D13	101
D14	61
Total	593

****101 of these citations were sent to the community courts***

Enforcement and Accountability

- Additionally, officers enforce a variety of other laws when aggressive solicitors engage in conduct that poses a threat to public health or public safety.
- Violations of these laws can result in taking the violator into custody and include:
 - Texas Penal Code Laws:
 - Terroristic Threat
 - Assault
 - Disorderly Conduct

Program Insights/Lessons learned

- Education campaign has not been as effective as desired
 - Postings tend to generate mixed/negative responses
- Panhandling is a human service issue
 - More panhandlers are homeless than initially anticipated
 - Need for increased shelter capacity and affordable housing
 - Many clients are aware of available shelters, but do not want to go for a variety of reasons
 - Many panhandlers work in networks
 - Panhandlers tend to be resistant to engaging with outreach staff/accepting services and referrals
- Limited examples of successful city-wide anti-panhandling initiatives exist – many initiatives are targeted to smaller areas (such as a group of blocks)

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Next Steps

- Continued EPN Street Outreach in response to requests
- Refreshed education campaign – evaluate responses and impact
 - Traditional media – billboards, streaming radio ads, etc.
 - Varied messaging
 - Downtown visitors, approached on foot
 - Commuters
 - Continued social media outreach
 - Integrate feedback/recommendations from community/neighborhood groups
- Promote messaging on what to do when approached by panhandlers on foot
- Identify opportunities to improve program impact measurements – lacking baseline count of panhandlers

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End Panhandling Now Campaign

City Council Briefing

March 25, 2018

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

**Executive Assistant Chief
David Pughes
Dallas Police Department**

