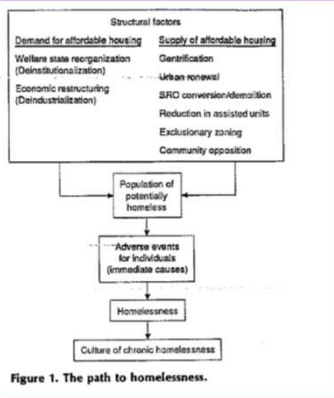


Jennifer Wolch, Explaining Homelessness



Homelessness is not not a sudden event in the life of most individuals

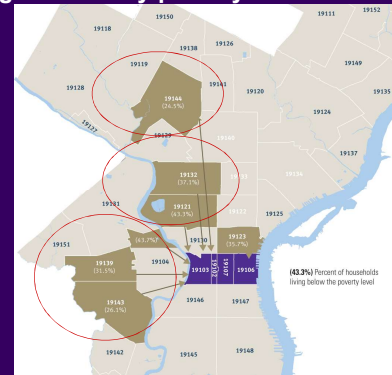
It is usually the culmination of a long process of economic hardship, isolation & social dislocation

CENTER CITY DISTRICT

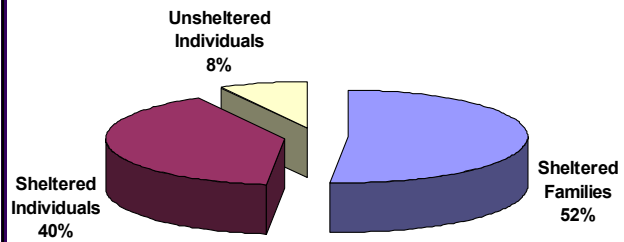
Understand where people are coming from & why Homelessness generated by poverty & addiction

2010: City data Coming to intake

- Primary zipcodes
- 52% of those at intake had been evicted by friend or relative
- 35% reported building emergency, fire, unfit property, eviction or pending eviction



On-street represents very small percent



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Encampments in alleys

often accompanied by active drug use; public urination & defecation



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Doorways & storefronts



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West coast: Portland Oregon



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San Francisco



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Venice Beach, California

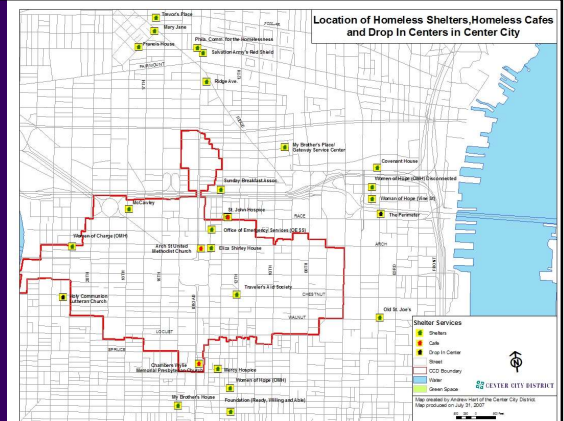


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What is the attraction of downtown?

- (1) anonymity – it is everyone & no one's neighborhood
- (2) the location for intake for shelter system
- (3) on-street feeding programs
- (4) commercial dumpsters
- (5) people who give to panhandlers
- (6) Changes in regulatory environment

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On-street feeding



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How has the City's approach changed over time Responses began piecemeal in 1980s

1992: "The funnel"



- 7 separate agencies: \$49 million
- no strategic plan
- 1/2 resources spent on temporary shelter

Dennis Culhane: 1990-1995

- 79% of shelter users 1.2 episodes/year
Average stay 18 days/year (transitionally)
- 12% recurring users, 4 episodes/year
Average 19 days/stay (episodically)
- 10% of shelter users - 165 continuous days
265 nights over two years
Consume 50% of bed-nights (chronically)

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Why the 1980s?

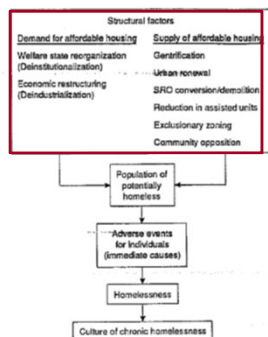


Figure 1. The path to homelessness.

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1996

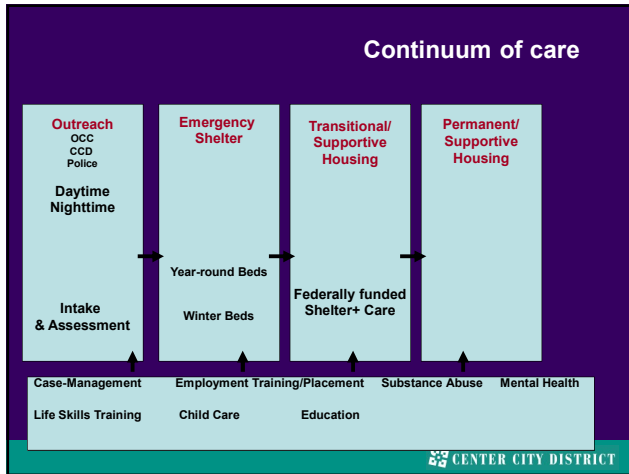
(1) open up the end of the funnel

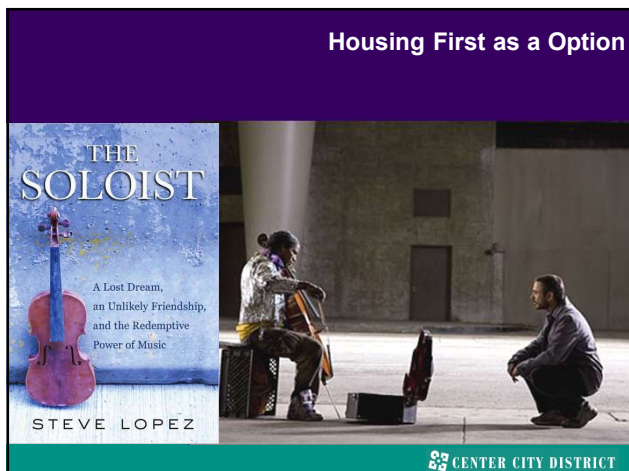
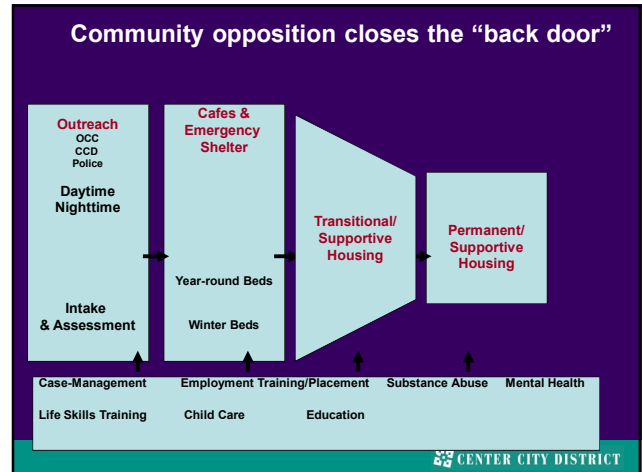
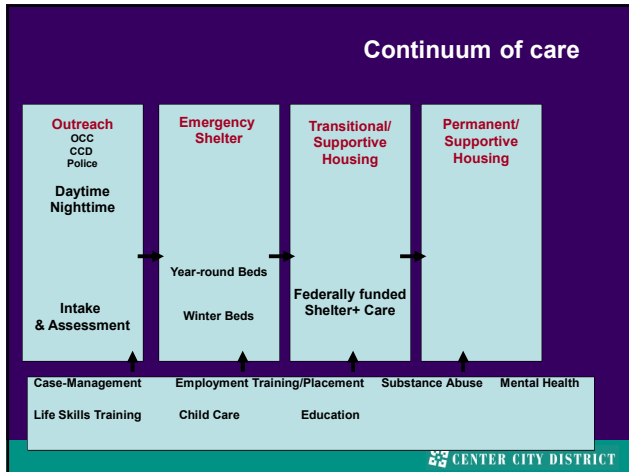
- "homeless czar"
- strategic plan to coordinate 7 departments
- unified homeless budget: "continuum of care"
- increase in funding on back end by 50% -- \$80 million/yr
- shift in emphasis from shelter to recovery programs

substantial funding from Clinton Adm. "shelter + care"

(2) on-street enforcement

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Analysis of existing city statistics

2009, the City of Philadelphia's Department of Behavioral Health spent \$6,000,000 on outreach services.

Outreach workers made 30,202 contacts with 4,506 unduplicated individuals. These 30,202 contacts resulted in a 1,509 people being placed into various programs including shelter and detoxification programs.

A number of people were placed multiple times, as the total placements during the time period was 2,424.

outreach workers contact each individual on the street almost seven times and that **35.6%** of them choose to enter shelter

The Center City District logo is at the bottom right.

Logic of Housing First

Traditional approaches to helping the homeless begin with engagement and the offer of group living situations with the goal of gradually progressing toward individual, independent housing.

Option fails 68% of time for people with a chronic mental illness that includes a personality disorder. Their illness severely limits their ability to manage social interactions with people they do not know, let alone live among a group of "strangers."

Housing First: New York City, Denver, Seattle, San Diego, San Francisco, and Chicago,



Logic of Housing First

Housing First = direct placement of people who are homeless into permanent rental housing without first requiring period of sobriety or the acceptance of a specific set of services after admittance.

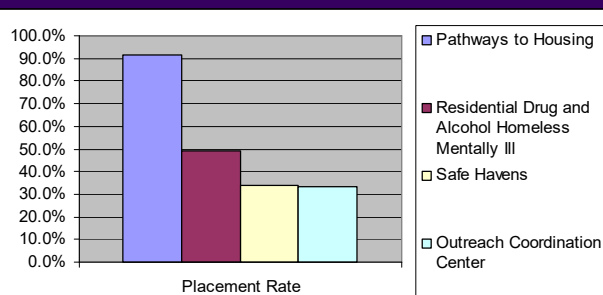
Recognizing debilitating physical & mental effects of remaining on the street, the approach seeks to initially reduce harm.

Clients agree to be visited by case managers regularly & are offered appropriate substance abuse & harm reduction counseling. But, they are not required to participate in congregate living in order to have a place to call home. (section 8 units)

Even if client lapses back onto the street, the housing is held for short periods. Rather than erect barriers to obtaining a roof and a bed, the program literally places *housing first*.



Significant higher placement rate 92.5%

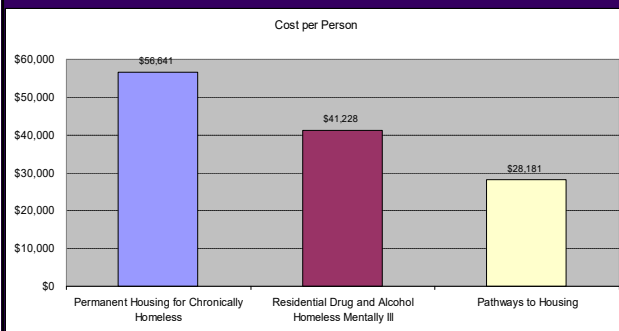


Substantially lower recidivism among 100 individuals who participated in a pilot program funded by the City

Shelter episodes decreased by	88%.
Number of shelter nights decreased by	87%.
Crisis Response Center episodes decreased by	71%.
Mental Health Court episodes decreased by	11%.
CBH hospitalizations episodes decreased by	70%.
CBH hospitalization days decreased by	46%.
Philadelphia Prison System episodes decreased by	50%.
Philadelphia Prison System days decreased by	45%.



Annual cost per person significantly lower



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What variables influence homelessness

- (1) the overall state of the city's economy/poverty
- (2) Funding for welfare & assisted housing
- (3) new addictive drugs
- (4) Climate: Los Angeles
- (5) quality, philosophy (Santa Monica), availability & location of city services
- (6) the extent to which outreach teams are present & regulatory environment

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What are the rules on the street For those who choose not to come in?



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Language from vagrancy statutes

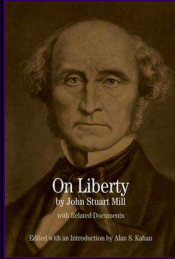
1. a person who wanders about idly and has no permanent home or employment; vagabond; tramp.
2. an idle person without visible means of support.
3. person who wanders from place to place; wanderer;
4. wandering idly without a permanent home or employment; living in vagabondage

Virtually all determined to be discriminatory/unconstitutional

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John Stuart Mill, On Liberty

1. Right of individuals to freedom of speech & opinion
2. The need to protect free-speech even if it is offensive to current standards
3. Limitations on government's ability to constrain free speech
4. Qualification that your rights end at the point they become harmful to others.
(Crying fire in a crowded theater; swinging a giant ax on crowded sidewalk)



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Regulatory framework: "302 commitment process" Court order to transport: danger to oneself or others Available facilities, ability to detain



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"Code blue" procedures It is not an expression of freedom if your behavior causes you to freeze to death



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Philadelphia Changes in enforcement policy: 1999



Throughout the 1990s, special homeless detail of the Philadelphia Police department worked in tandem with outreach teams, indicating that they would cite an individual for criminal violation of "obstructing the highway" should that individual refuse to accept help from an outreach team & move from a sidewalk to shelter.



Very few individuals were ever arrested, but this approach provided leverage, similar to the approach during *code blue*, encouraging individuals to accept the services that the City provides. Lawsuit brought this to an end in 1999.

Settlement agreement has expired; policy continued.

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Changes in enforcement policy: 2001

Police were given a directive not to enforce park curfews & instead to allow individuals to sleep on the Parkway, in Rittenhouse Square & in other public parks. Police were directed to wake up individuals & ask them to move along at dawn.



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Changes in enforcement policy



With inception of the Sidewalk Behavior bill in January 1999, which reduced violations to civil offenses, & with all subsequent directives, police authority to enforce standards of conduct was significantly curtailed.

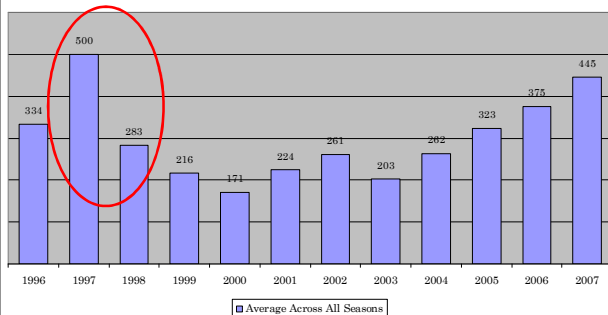
Police must provide oral & written notices, call civilian, social service outreach teams, who must concur before officers can use their authority. If no outreach team is available, a police officer is unable to take any action. If an outreach team does come and the individual still refuses services, police can only write the equivalent of a parking violation.

One practical effect of this process of oral & written notices is that homeless encampments simply relocated around the corner, requiring the process to start over again, discouraging the police & the citizens who requested help originally.

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52% decrease in on-street homelessness 1997-98 Following deployment of police outreach team

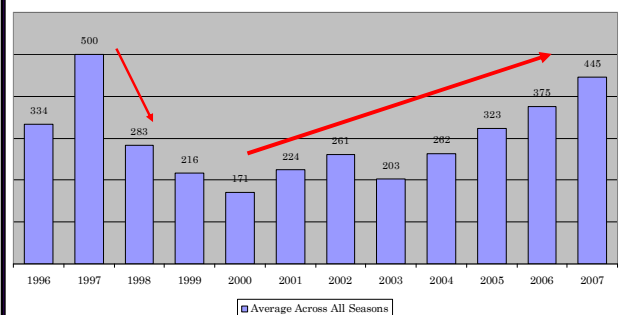
Street Homelessness in Center City by Year



CENTER CITY DISTRICT

A steady increase after sidewalk behavior bill

Street Homelessness in Center City by Year



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Since 2018 deployed Ambassadors of Hope
 CCD funds: CSRs, Project Home & CIT trained police
 CCD provides dedicated van to transport to shelter



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- Combined training
- Inter-disciplinary approach
- Outreach workers always lead
- Police in background – for safety purposes
- Mental health commitment process/weapons
- No arrests no citations

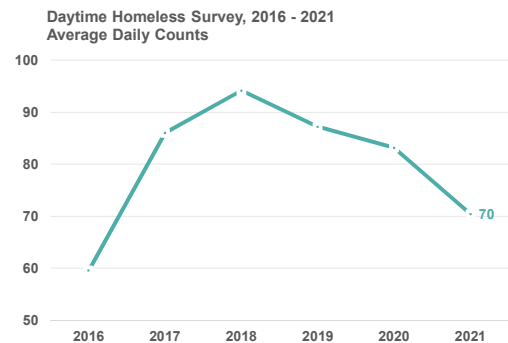
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Co-service delivery model; two teams deployed
 In 2021 140 individuals connected with shelter, services & housing
 YTD 2022: 155 placements; program continues through December



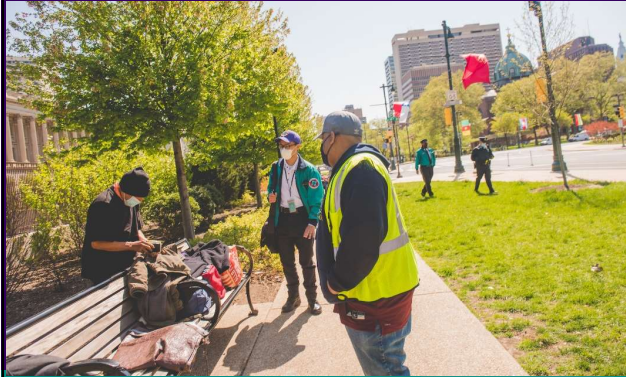
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**Since co-delivery combined outreach began,
 Daytime homeless population has declined 25% (2018-2021)**
 No arrests, no citations



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Added third homeless outreach team in October
Tuesday-Saturday: supported by Foundation



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First 9 months of 2022 compared to first 9 months of 2019

Average daily homeless count in CCD down 24% (87 to 66)
Average daily panhandler count down 34% (58 to 38)



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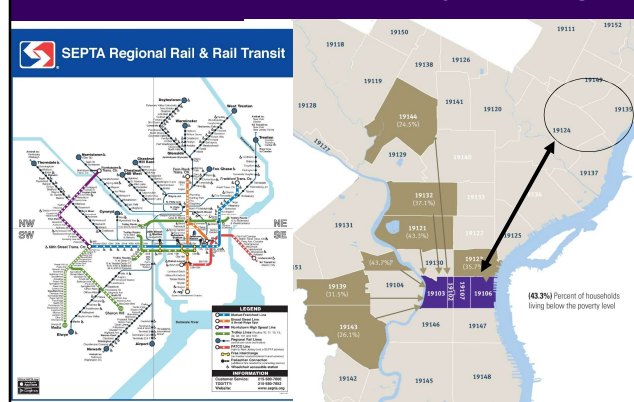
Within CCD boundaries
2017-2019 Opioid crisis in Kensington

Daytime Homeless Averages

AVERAGE DAILY DAYTIME HOMELESS PRESENCE IN CENTER CITY									
Month	2015	2016	2017	2018	2019	2020	2021	2022	% Year Average
January	16.50	26.00	39.00	58.00	34.00	43.00	69.50	47.00	50.30
February	15.50	39.00	49.50	62.00	52.00	58.50	45.00	49.00	53.30
March	24.50	43.33	62.00	62.00	38.33	60.00	54.00	57.50	54.37
April	32.33	58.50	50.00	101.50	81.00	70.33	82.00	64.00	79.77
May	33.00	55.00	43.50	110.67	104.66	110.50	101.00	68.00	98.97
June	35.00	54.50	46.50	127.00	93.50	85.00	77.50	70.00	90.40
July	46.00	71.00	73.00	108.00	113.50	89.50	82.50	98.50	99.40
August	66.50	90.50	180.67	137.00	109.50	91.00	89.50	60.50	97.50
September	56.00	80.67	135.50	115.00	134.00	120.50	81.66	84.00	107.03
October	45.33	75.00	151.50	89.50	133.66	99.33	71.50		109.10
November	28.00	52.68	78.00	81.00	72.50	84.00	35.00		70.10
December	53.50	63.50	84.00	78.50	80.00	81.50	51.00		75.00
Yearly AVG	37.68	59.14	82.76	94.18	87.22	82.76	70.43	66.50	82.12

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Transit connectivity to Kensington



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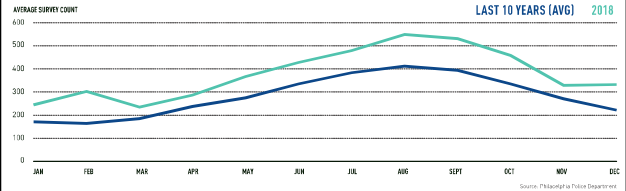
Co-delivery service model SEPTA police with drug & alcohol teams: Merakey



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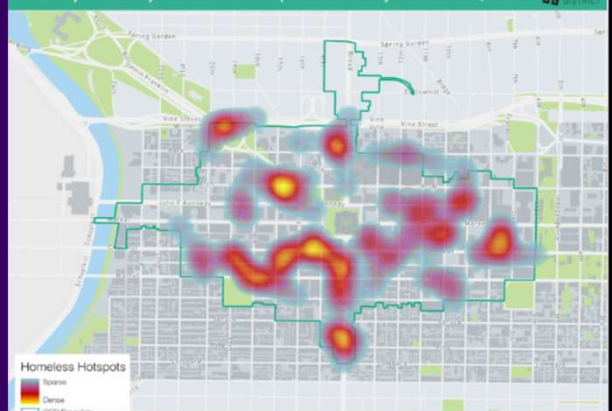
Seasonal in nature

HOMELESS SURVEY DATA (OVERNIGHT) (AVERAGE NUMBER OBSERVED IN OVERNIGHT SURVEYS WITHIN 6TH & 9TH POLICE DISTRICTS)



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Center City District Daytime Homeless Hotspots - Last 30 Days October 26th, 2022

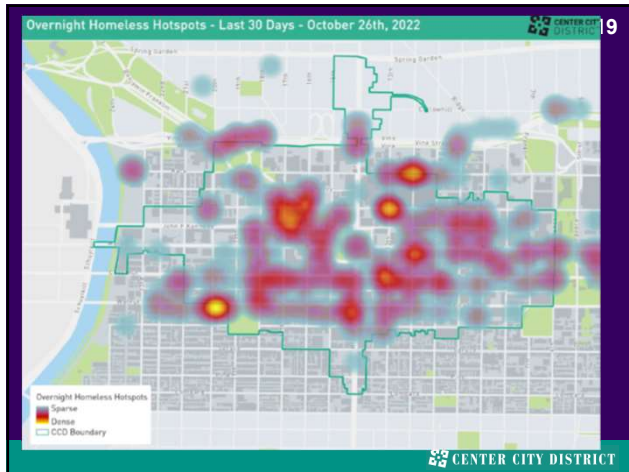


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Overnight Homeless Averages

	AVERAGE PHILADELPHIA POLICE OVERNIGHT HOMELESS COUNTS IN CENTER CITY									
Month	2015	2016	2017	2018	2019	2020	2021	2022	5-Year Average	
January	130.20	206.00	224.25	244.50	295.50	380.00	298.75	160.50	275.85	
February	104.75	155.75	211.25	302.75	288.25	345.33	272.00	136.75	269.02	
March	115.25	240.50	244.40	235.00	358.20	408.50	302.75	198.00	300.49	
April	231.50	312.80	347.00	287.00	417.44	340.00	314.75	219.20	320.12	
May	292.00	390.00	364.00	347.33	599.00	393.00	241.33	259.00	371.93	
June	381.25	495.25	466.00	428.20	555.75	526.00	316.00	310.25	427.24	
July	496.00	502.80	523.25	479.50	694.75	687.80	357.00	358.75	515.54	
August	491.75	533.00	547.75	549.75	741.00	547.00	374.00	330.50	508.45	
September	459.33	547.80	546.80	531.50	674.75	547.75	340.33	347.40	488.35	
October	397.40	469.00	438.50	458.25	579.00	598.25	344.33		483.67	
November	355.33	374.00	293.25	329.50	477.20	456.33	254.00		362.06	
December	307.25	291.40	226.80	332.50	428.00	370.25	237.50		319.01	
Yearly AVG	313.50	376.53	369.79	378.82	509.09	448.35	304.56	257.82	386.81	

CENTER CITY DISTRICT

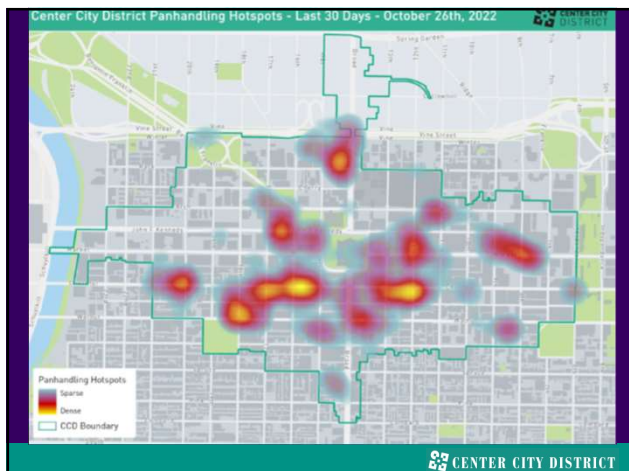


Panhandling Averages

AVERAGE DAILY PANHANDLER PRESENCE IN CENTER CITY

Month	2015	2016	2017	2018	2019	2020	2021	2022	5-Year Average
January	21.50	13.50	29.40	44.80	48.80	38.25	36.25	28.75	39.37
February	20.75	24.75	31.00	63.75	56.75	31.75	25.50	28.25	40.80
March	25.40	30.20	26.33	55.75	64.75	45.80	42.40	36.30	49.00
April	25.00	33.75	35.00	55.25	60.20	30.50	46.25	44.00	47.24
May	34.75	35.20	31.40	69.20	59.00	24.00	53.75	42.80	49.75
June	28.40	33.25	34.00	81.50	71.50	45.33	48.40	34.25	56.20
July	29.75	35.50	42.00	74.00	60.00	33.00	69.50	45.25	56.35
August	31.75	43.80	47.60	86.75	54.60	38.50	63.80	41.40	57.01
September	28.40	48.75	77.25	70.75	71.25	50.60	55.00	46.50	58.82
October	27.00	48.25	60.40	79.60	62.00	58.75	41.00		60.35
November	33.00	39.20	54.00	56.75	50.25	44.00	32.60		47.52
December	24.00	39.25	53.75	59.67	37.75	37.00	37.75		45.18
Yearly AVG	27.48	35.45	43.75	66.48	58.07	39.79	46.02	38.39	50.63

CENTER CITY DISTRICT



Legal Framework

First Amendment

Congress shall make no law respecting an establishment of religion, or prohibiting the free exercise thereof; or abridging the freedom of speech, or of the press; or the right of the people peaceably to assemble, and to petition the Government for a redress of grievances.

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Rarely do cities say this activity is prohibited



CC CENTER CITY DISTRICT

Initial Consideration

Restrictions must be Content Neutral

IF NOT, then there is an overwhelming likelihood that they will be illegal

Snyder v. Phelps, et al.

(Westboro Baptist Church)



How is this different from panhandling?



CC CENTER CITY DISTRICT

Additional Requirements for Content Neutral Restrictions

IF: Restrictions are Content Neutral

THEN: Restrictions Need to be:

- ✓ Narrowly Tailored
- ✓ Permit open, ample alternative channel for communication
- ✓ Serve a Significant Governmental Interest (a sufficiently important governmental interest that it can justify incidental limitations on First Amendment freedoms)



Examples of Loitering/Panhandling

Prohibitions being Ratified as Constitutional

- ✓ OK – to prohibit intentional impediment to pedestrian traffic
- ✓ OK – to prohibit solicitation near public transit centers and sidewalk cafes
- ✓ OK – to prohibit aggressive panhandling
- ✓ OK – to prohibit begging on beach (FL, 1999)
- ✓ OK – to prohibit solicitation of drivers and passengers in cars (NY, 2006)



Examples of Loitering/Panhandling

Restrictions being Deemed as Unconstitutional

- ✓ NOT OK – to prohibit all forms of begging (FL, 1984)
- ✓ NOT OK – to prohibit begging in public places – too broad (MI, 2012)
- ✓ NOT OK – to prohibit begging upon public way – too broad (FL, 1995)



Panhandling: Public information campaign

Newspapers, bus shelters

Alternative message

CHANGE HERE CHANGES NOTHING.

Give your change to the people that make Real Change.

Giving change to people on the street only helps keep them there. Giving to Real Change helps the organizations below fund efforts that provide housing, meals, drug and alcohol treatment, and job training so that those who are homeless can get off the streets permanently and rebuild their lives.

Make your direct donation at MakeRealChange.org or send your check payable to: Center City District Foundation
660 Chestnut Street
Philadelphia, PA 19106

Your tax-deductible contribution of \$_____ will support job opportunities for the homeless and other disadvantaged workers, cleaning and maintaining public areas in Center City.

REAL CHANGE PROCEEDS BENEFIT: Project H.O.M.E. • Mary Rowland Smith Center • SEIU, Inc. • Bethesda Project
Ready, Willing and Able • Horizon House • Mental Health Association • Center City District Foundation

The official signature and financial information of the 8 sponsoring 501 (c) (3) organizations may be obtained from the Pennsylvania Department of State by calling toll free, within Pennsylvania: 1-800-755-0886.

CHANGE HERE CHANGES EVERYTHING.

THE REAL CHANGE Cup

CENTER CITY DISTRICT

Counter cards and change collection boxes

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CHANGE HERE CHANGES NOTHING.

CHANGE HERE CHANGES EVERYTHING.

REAL CHANGE STARTS HERE.

CENTER CITY DISTRICT



MAKE REAL CHANGE

Bring change to people in the district who have been here for a long time. Change who the organization makes feel when they are hungry, cold, and need help. And get them out of the streets and into a safe place.

REAL CHANGE STARTS WITH YOUR CONTRIBUTION.

It's a Philadelphia thing. We're all about giving back.

Helping others find a way home. It's a Philadelphia thing. We're all about giving back.

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YOUR STORY DOESN'T END HERE.

I KNOW BECAUSE MINE DIDN'T.

ALFONSO

After months of homelessness, Alfonso found a way home. He is now a successful business owner and a member of the Center City District Foundation.



MY STORY DIDN'T END ON PHILLY'S STREETS.

HELP OTHERS FIND A WAY HOME.

JOAN

Joan found a way home after months of homelessness. She is now a successful business owner and a member of the Center City District Foundation.

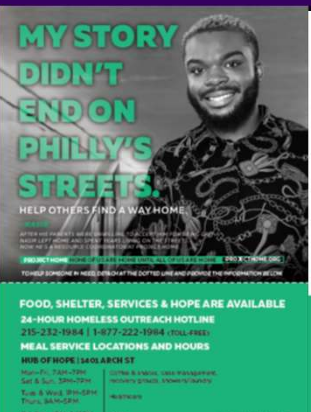
FOOD, SHELTER, SERVICES & HOPE ARE AVAILABLE

24-HOUR HOMELESS OUTREACH HOTLINE
215-232-1984 | 1-877-222-1984 (TOLL-FREE)

MEAL SERVICE LOCATIONS AND HOURS

HUB OF HOPE | 1401 ARCH ST
Mon-Fri, 11AM-7PM | Sat & Sun, 10AM-7PM
Tues, 10AM-5PM | Thurs, 10AM-5PM

Other locations and hours:
St. John's Hospice, 1221 Race St, Mon-Fri, 11AM-7PM
St. John's Hospice, 1221 Race St, Sat & Sun, 10AM-7PM
St. John's Hospice, 1221 Race St, Tues, 10AM-5PM
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SUPPORT REAL CHANGE WITH TAX DEDUCTIBLE CONTRIBUTIONS

BROAD ST MINISTRY 315 S. Broad St Philadelphia, PA 19107 BROADSTMINISTRY.ORG	PROJECT HOME 1515 Fairmount Ave Philadelphia, PA 19130 PROJECTHOME.ORG
CHOSEN 3000 116 Spring Garden St Philadelphia, PA 19107 CHOSEN3000.ORG	ST. JOHN'S HOSPICE 1221 Race St Philadelphia, PA 19107 SAINTJOHNSHOSPICE.ORG

YOU CAN ALSO SUPPORT

The combined Project Home, Police Service Detail and CCD Outreach Program with a tax deductible contribution to the:

OUTREACH PROGRAM
Center City District Foundation
640 Chestnut Street
Philadelphia, PA 19106
SUPPORTCCDF.ORG

CCDF is a United Way Disaster Choice organization, 888.888.8888

THANK YOU.

Center City District Foundation

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Not secure | www2.nycourts.gov/courts/problem_solving/cc/home.shtml

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PROBLEM-SOLVING COURTS

MIDTOWN COMMUNITY COURT

Midtown Community Court

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Philadelphia Community Court Extended "Community Policing" philosophy Into the court system



- Offered a comprehensive response to quality-of-life crimes
- Reduced caseload and prison overcrowding
- An innovative approach that blended criminal justice & social services.
- Emphasized community service sentences & treatment programs instead of jail time.
- Helped reduce repeat offenses by addressing underlying social service needs.

 CENTER CITY DISTRICT

Community Court Operated 2004-2013

Partners

First Judicial District
Philadelphia Police Dept.
District Attorney's Office
Public Defender
Health Department (CODAAP)
Center City District
University City District
PHMC

Funding

\$1,064,350 City of Philadelphia/FJD
\$492,544 Center City District
\$95,315 Grants
\$1,588,583 TOTAL



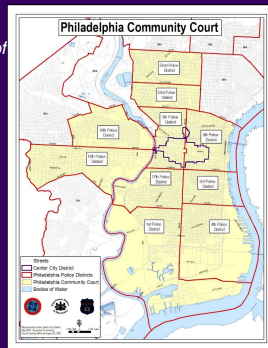
 CENTER CITY DISTRICT

Misdemeanor & Summary Offenses

26 sq miles
420,738 residents

Within Court boundaries, adjudicates following offenses, subject to the approval of the District Attorney

Criminal Mischief
Vandalism, Graffiti
Possession of instrument of graffiti
Theft from Auto
Obstructing the highway
Prostitution
Disorderly Conduct
Theft of services: Fare jumping/Cabs/Meals
Retail Theft
Defiant Trespass
Possession of Instrument of Crime
Possession of Drugs (sections 1316 and 1331)
All Summary Offenses



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Those arrested for specified offenses within boundaries were brought to Court



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Following arrest: Social service interview



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Community Court Resources

Address underlying causes of crime & break downward spiral

- Drug & alcohol assessment, placement & case management.
- Drug treatment readiness & anger management classes.
- Health screening (STD), education & referral
- Referrals for other social service needs:
 - GED classes
 - Housing
 - Employment
 - Civil legal services
 - Clothing bank



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Hearing & disposition

Defendant could plead not guilty & have traditional hearing

80% accept the Court's disposition
Using moment of crisis (arrest)
prompt dealing with addiction

Judge could sentence individual

- to drug & alcohol treatment
- counseling
- community service

Record Expunged



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Community sentence assignment



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Participating sites



University City District
Center City District
4th & 9th police districts
Washington Sq. West Civic Association
Spring Garden Development Corporation
South of South Neighborhood Association
Citizen's Alliance
Phil. Veteran's Multi-Service & Education Ctr.
Treatment sites
Philadelphia Community Court

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Combined social services & community sentencing



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Since Opening Day (Feb. 25, 2002) – December 31, 2005

Total # New Cases Heard:	23,026
• Summary Offenses	18,419
• Misdemeanors	7,676
• Clients Accepting the Court's Disposition	c. 80%
• Clients Suffering from Drug and/or Alcohol Addiction	c. 70%
Total Individuals Needing & Receiving Court Social Services:	
• Drug/Alcohol Assessments	1,298
• Clients Attending Treatment Behavioral & Anger Management Classes	6,267
• Referrals to Other Social Service Agencies	1,014
• Clients Completing Court Mandated Treatment	1,540
• Clients Completing Long-Term Treatment	371
• Clients Seen by Court Nurse	1,773
Recidivism Rate for Misdemeanors	16%

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