Attendees
Bill Parshall – Temple University Center City  
Brian Korn – Center City District (CCD)  
Dave Simonetti – Wawa  
Dawn Summerville – Commerce Department  
Don Haas – Building Owners & Managers Association  
Eva Gladstein – Managing Director’s Office (MDO)  
Fran Healy – Police Department  
Harold Epps – Commerce Department  
Jennifer Chang – Free Library  
Julia Hinckley – MDO  
Krystle Okafor – MDO  
Liz Hersh – Office of Homeless Services  
Marsha Cohen – Homeless Advocacy Project  
Mary Horstmann – MDO  
Mary Scullion – Project HOME  
Mike Dahl – Broad Street Ministry  
Paul Beideman – Avenue of the Arts  
Paul Levy – CCD  
Sandy Vasko – Department of Behavioral Health and Intellectual disAbility Services  
Tiffany Thurman – Parks & Recreation Department

Meeting Materials
- (PowerPoint) Background Data
- (PowerPoint) Describing the Problem, Current and Potential Approaches
- Select City Laws Related to Behaviors in Shared Public Spaces
- Goals Summary Chart
- Draft Potential Questions for a Public Q&A

Discussion

Introduction
- Eva Gladstein posed a question re: meeting length. Will it be necessary to make these sessions 1.5 hours long?
- The group discussed additional information that could supplement the Background Data presentation:
  - Data on opioid use and overdoses
  - Data on how those with a criminal history interact with the homeless system
  - Panhandling survey

Describing the Problem, Current and Potential Approaches
- There was discussion about whether to consider four separate groups of people 1) individuals with mental health needs 2) individuals with addiction 3) individuals who are engaging in drug dealing or other criminal conduct and 4) panhandlers and identify the path/course of action, with responsible parties, for each type of individual. There was discussion about how to create successful interventions when sometimes it is unclear which course of action a situation calls for.
- In reviewing the definitions of public and private space the group noted gray areas at the boundaries between public and private space, such as panhandlers that hold the door at Wawa and the 100+ entrances of the Suburban Station Concourse.
- It was agreed that drug use should be identified separately from drug dealing, as they are separate issues with separate remedies.
• Additional problems raised include lack of affordable housing and employment, as well as violence and the threat of violence.

Goals Summary Chart
• The group discussed whether it is advisable to revisit the executive order issued prior to the DNC that decriminalized disorderly conduct. This would allow police to issue a non-violent summary violation notice with a greater penalty. However, since the police are no longer permitted to transport an individual to the station to issue the violation, the behavior is not disrupted.
• The group again discussed the downsides to criminalizing behaviors including disqualifying persons from accessing benefits.
• Eva introduced the engagement center strategy the City has been developing: day sites with extended hours where patrons may access services and resources. She explained that the City will begin transporting people to the centers as a diversion tactic in the coming weeks. The first centers will be opened in West Philadelphia, at the Mental Health Association, and in Callowhill, at Sunday Breakfast Club.
• There was interest from some in the group on focusing on the most-clear cut cases, where criminal behavior is involved and identifying who takes the lead and what authority they have.
• Eva committed that the City would attempt to map out the four types of cases and identify the responsible parties, for future discussion by the group.
• In discussion regarding “carrot and stick” approaches, Fran Healy recommended that we should invite the District Attorney’s Office to join the group.
• Regarding communications and a potential text-to-give campaign, Liz Hersh invited all subcommittee members to the Marketing and Public Education subcommittee’s upcoming meeting on relaunching the Real Change campaign.
• The co-chairs encouraged the group to continue to consider the Goals Summary Chart and committed to revisiting it and updating it each meeting.
• Harold Epps offered Commerce Department assistance regarding employment options for panhandlers. Dave Simonetti also stressed that Wawa is hiring entry level workers.

Next Steps
• All participants may join the Marketing and Public Education subcommittee’s redistributed giving campaign meeting on Tuesday, February 7, at 4:00p.
• Data on the current landscape will be circulated before the next meeting.
  o Presentation on opioid epidemic
  o Crosswalk data on Homeless Services touches and criminal justice involvement
  o Panhandling survey
• The next meeting will focus on identifying and planning specific interventions the group can support.
CITY OF PHILADELPHIA  
SHARED PUBLIC SPACES WORKGROUP

Code of Conduct and Service Alternatives Subcommittee Meeting  
Thursday, February 2, 2017 9:00a – 10:00a  
1717 Arch Street 31st floor-Reed Smith Conferencing Floor, Room 31-F

I. Welcome  
II. Questions on Background Data  
III. Describing the Problem, Current and Potential Approaches  
IV. Goals Summary Chart  
V. Actions to be taken before the next meeting

Handouts  
• (Powerpoint) Background Data  
• (Powerpoint) Describing the Problem, Current and Potential Approaches  
• Select City Laws Related to Behaviors in Shared Public Spaces  
• Goals Summary Chart  
• Draft Potential Question for a Public Q&A

Upcoming Meetings  
• Thursday, March 2, 9:00a – 10:00a  
• Thursday, April 6, 9:00a – 10:00a  
• Thursday, May 4, 9:00a – 10:00a  
• Thursday, June 1, 9:00a – 10:00a
Background Data on Homelessness and Hunger in Philadelphia

January 2017

2016 POINT IN TIME COUNT
6,112 individuals total
➢ Includes emergency and temporary housing
➢ 43% are in families – 0 families on the street
➢ 705 unsheltered (3% increase from 2015)

- Mental Illness
- Substance Use Disorder
- Domestic Violence
- Youth
HOW MANY HOUSED?

HOMELESS HOUSEHOLDS HOUSED IN FY16
6,000 Temporarily
24,000 households came to our door (not unduplicated – probably 16,000 unduplicated)
1,200 Long-Term
800 Prevented Homelessness
5,900 requested help

FOOD ACCESS

Food Access in Philadelphia
- 1 in 4 Philadelphians are food insecure
- 572,006 Philadelphia residents received food through the State Food Purchase Program from 2013-2014, an 8% increase from the year before
- On a given day, 1,859 meals are served in Center City and West Philadelphia

Poverty and Food Insecurity

- Food Insecurity - Philadelphia
- Food Insecurity - U.S
- Poverty - Philadelphia
- Poverty - U.S


Source: USDA, ACS and Feeding America estimates
City of Philadelphia

FOOD ACCESS

Areas of Greatest Need

Number of Callers by Census Tract

Source: Philabundance 2013-14

City of Philadelphia

FOOD ACCESS

Emergency Meals in Philadelphia

In 2016, surveyed meal providers:
- Served 879,892 meals
- At 35 sites in Philadelphia

2016 Collaborative Provider Survey

2016 Total Weekly Meal Times: 176
- 2015 Numbers are in black

<table>
<thead>
<tr>
<th>Day</th>
<th>Breakfast</th>
<th>Lunch</th>
<th>Dinner</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>M</td>
<td>4(1)</td>
<td>14(3)</td>
<td>10(1)</td>
<td>28</td>
</tr>
<tr>
<td>T</td>
<td>4</td>
<td>19(3)</td>
<td>6</td>
<td>29</td>
</tr>
<tr>
<td>W</td>
<td>4</td>
<td>15(3)</td>
<td>7(1)</td>
<td>26</td>
</tr>
<tr>
<td>R</td>
<td>4(1)</td>
<td>19(1)</td>
<td>6</td>
<td>29</td>
</tr>
<tr>
<td>F</td>
<td>6</td>
<td>16(3)</td>
<td>6(1)</td>
<td>28</td>
</tr>
<tr>
<td>S</td>
<td>2</td>
<td>9(2)</td>
<td>3</td>
<td>14</td>
</tr>
<tr>
<td>Su</td>
<td>1</td>
<td>8</td>
<td>2</td>
<td>11</td>
</tr>
<tr>
<td>Total</td>
<td>25</td>
<td>99(18)</td>
<td>40(3)</td>
<td>185(11)</td>
</tr>
</tbody>
</table>

Map prepared by Philabundance.
FOOD ACCESS

Characteristics of Most Guests

<table>
<thead>
<tr>
<th></th>
<th>2015</th>
<th>2016</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unhoused</td>
<td>27%</td>
<td>29%</td>
</tr>
<tr>
<td>SNAP Recipients</td>
<td>57%</td>
<td>53%</td>
</tr>
<tr>
<td>Male</td>
<td>58%</td>
<td>52%</td>
</tr>
<tr>
<td>50 years older</td>
<td>41%</td>
<td>36%</td>
</tr>
</tbody>
</table>

Services Most Requested

1. Housing Assistance (34%)
2. Employment Services (22%)
3. Medical services/checkups (22%)
4. Clothing (21%)
5. Toiletries/Sanitary products (14%)
6. Dental services/checkups (14%)
Agenda

- Welcome
- Questions on Background Data
- Describing the Problem, Current and Potential Approaches
- Goals Summary Chart
- Actions to be taken before the next meeting
Describing the Problem, Current and Potential Approaches
Public space vs. Private space

- Public space: sidewalks, parks, streets, transit stations
- Private space: some plazas, inside of retail and other buildings
Describing the Problem

In public spaces:
- Aggressive panhandling
- Loud and/or unpredictable behaviors of some individuals intimidate passersby
- Public sleeping
- Public urination and defecation
- Drug use and dealing
- Illegal activity in SEPTA concourse: shoplifting, etc.
- Public dumping by outdoor meal providers *
Overview of Current Strategies

The Problem

- Aggressive panhandling
- Behaviors of some individuals with mental illness intimidate passersby

What We Can Do/Are Doing

- Coordinate efforts between the DA and PPD to ensure persistent panhandlers are charged
- Engage Outreach Teams and Issue CVNs
- Involuntary commitment

What We Could Do

- Use CVNs and Outreach Teams more strategically
- Develop service alternatives like engagement centers that can help disrupt nuisance behavior
- Launch employment programs or other avenues to enable panhandlers to earn funds
- Help the public understand what to do, and what's being done, by developing a public education campaign
- Add a single number to call
- Strengthen post-commitment connection to treatment
The Problem: Public sleeping, urination, and defecation

Current Strategy: Public

What We Can Do/Are Doing:
- Engage Outreach Teams and Issue CVNs
- Removing tents from parks

What We Could Do:
- Use CVNs and Outreach Teams strategically
- Develop service alternatives like engagement centers that can disrupt nuisance behavior
- Enforce rules re: outdoor sleeping in tents and public urination and defecation
- Increase publicly available bathrooms, add bathroom monitors
The Problem

Current Strategies

• Public dumping by outdoor meal providers* (This item is focus of Food Safety and Dignity Committee)

What We Can Do/Are Doing

• Encouraging providers to partner with indoor providers
• Working to identify additional indoor meal sites/engagement centers

What We Could Do

• Enforce littering regulations
• Expand enforcement, increase trash removal, open additional indoor meal sites, and limit outdoor feeding to designated spaces
• Develop instructional materials for meal providers and implement a permitting procedure for outdoor meal providers
The Problem

- Drug use and dealing
- Other illegal activity (shoplifting, etc.)

Current Strategies

What We Can Do/Are Doing

- Engage PPD and SEPTA Police
- Clarify enforcement actions and develop a joint approach
- Coordinate efforts between the DA and PPD to ensure persistent offenders are charged

What We Could Do

- Encourage reporting
- Make sure people know where to turn
Goals

<table>
<thead>
<tr>
<th>EASY GOALS</th>
<th>SHORT TERM</th>
<th>MEDIUM TERM</th>
<th>LONG TERM</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Expand BenePhilly to provide benefits access assistance at site that serves the street population. By year's end, enroll [#] individuals in Medicaid and SNAP. - Debut text-to-give campaign to encourage the public to donate directly to Philadelphia-based social service agencies. - Develop truncated version of Where to Turn Guide to distribute amongst panhandlers. - For a public audience, develop Shared Spaces frequently asked questions info sheet.</td>
<td>- Reassess Police-Homeless Outreach procedures for disrupting aggressive panhandling. - Increase assistance for individuals applying for SSI and SSDI applications. - Enroll [#] homeless individuals in SSI or SSDI by year's end.</td>
<td>- Bolster financing mechanisms for affordable and permanent supportive housing. - Attract additional funders and investors. - Implement innovative financing models such as Pay for Success.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>HARD GOALS</th>
<th>SHORT TERM</th>
<th>MEDIUM TERM</th>
<th>LONG TERM</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Launch Engagement Centers in North Philadelphia, West Philadelphia and Center City to relieve public spaces that cannot meet vulnerable individuals' needs.</td>
<td>- Launch employment intervention for Center City panhandlers.</td>
<td>- Open Engagement Center in dedicated, brick-and-mortar space in Center City. - Coordinate with Philadelphia Police Department to develop diversion protocol for aggressive panhandlers that utilizes the Engagement Center.</td>
<td></td>
</tr>
</tbody>
</table>
# Select City Laws Related to Behaviors in Shared Public Spaces

<p>| Prohibited behavior          | Definition of the behavior                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        | Process for enforcement                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        | Penalty       | Challenges related to successful implementation                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |  |
|------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---|
| Aggressive panhandling      | Solicit money for any purpose on the public sidewalk in an aggressive manner, or accompanied by conduct, including but not limited to repeated begging, insistent panhandling, retaliatory comments, blockage of free passage of a pedestrian, touching or yelling at a pedestrian, confrontation or intimidation, which is likely to cause a reasonable person to fear bodily harm to oneself or another, or damage to or loss of property.                                                                                                                                                                                                                                                                                                                                                      | oral warning, written warning' before issuing notice of violation office must attempt to ascertain whether the person is in need of medical assistance or social service assistance, and, if so, the officer contacts an Outreach Team, who shall come to the officer's location, evaluate the person's needs, and together with the officer take all reasonable steps toward directing the person to the appropriate service provider, including but not limited to offering transportation to such provider. If the officer's reasonable efforts to direct the person to needed social services are unsuccessful, the officer  | $100 fine     | Fines on individuals without income are not effective                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | Requires police to evaluate whether someone is in need of social services and, if so, to wait for help from Outreach There are limited places to which an individual can be transported for assistance |  |</p>
<table>
<thead>
<tr>
<th>Prohibited behavior</th>
<th>Definition of the behavior</th>
<th>Process for enforcement</th>
<th>Penalty</th>
<th>Challenges related to successful implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disorderly conduct</td>
<td>with intent to cause public inconvenience, annoyance or alarm, or recklessly creating a risk thereof, he: (1) engages in fighting or threatening, or in violent or tumultuous behavior; (2) makes unreasonable noise; (3) uses obscene language, or makes an obscene gesture; or (4) creates a hazardous or physically offensive condition by any act which serves no legitimate purpose of the actor. ...</td>
<td>Issue CVN</td>
<td>$100 fine</td>
<td>Enforcement has limited impact; fines on individuals who have no income are not effective</td>
</tr>
<tr>
<td>Public urination or defecation</td>
<td>It shall be unlawful for any person to urinate or defecate on any public right-of-way, underground platform or concourse, elevated platform</td>
<td>Issue CVN</td>
<td>Not to exceed $2,000; violator may be permitted to perform appropriate</td>
<td>Enforcement has limited impact; fines on individuals who ...</td>
</tr>
<tr>
<td>Prohibited behavior</td>
<td>Definition of the behavior</td>
<td>Process for enforcement</td>
<td>Penalty</td>
<td>Challenges related to successful implementation</td>
</tr>
<tr>
<td>---------------------</td>
<td>---------------------------</td>
<td>-------------------------</td>
<td>---------</td>
<td>-----------------------------------------------</td>
</tr>
<tr>
<td>Tents in Parks</td>
<td>Parks Regulations Section 305</td>
<td>Erecting a tent, shelter or campsite is prohibited in any area of the Park system.</td>
<td>notice of violation shall be issued by police officers or any other person authorized to enforce ordinances or regulations</td>
<td>$25 fine; if not paid $100-300 plus court costs</td>
</tr>
</tbody>
</table>

|                   |                           |                         | community service in lieu of payment of any fine | No enforcement activity shall target homeless persons in a discriminatory manner |
|                   |                           |                         | have no income are not effective | No current mechanism to implement the community service in lieu of payment provision |

Park rangers partner with PPD
<table>
<thead>
<tr>
<th>Process for enforcement</th>
</tr>
</thead>
<tbody>
<tr>
<td>The following are prohibited in all parks:</td>
</tr>
<tr>
<td>- Littering and dumping</td>
</tr>
<tr>
<td>- Wrecking, removing or defacing Park property</td>
</tr>
<tr>
<td>- Removing any plants, animals or rocks</td>
</tr>
<tr>
<td>- Vending, selling or soliciting anything</td>
</tr>
<tr>
<td>- Lighting a fire, except in a stone fireplace or a metal barbecue stand</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Definition of the behavior</th>
</tr>
</thead>
<tbody>
<tr>
<td>The following are prohibited in all parks:</td>
</tr>
<tr>
<td>- Littering and dumping</td>
</tr>
<tr>
<td>- Wrecking, removing or defacing Park property</td>
</tr>
<tr>
<td>- Removing any plants, animals or rocks</td>
</tr>
<tr>
<td>- Vending, selling or soliciting anything</td>
</tr>
<tr>
<td>- Lighting a fire, except in a stone fireplace or a metal barbecue stand</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Penalty</th>
</tr>
</thead>
<tbody>
<tr>
<td>$25 fine; if not paid $100-300 plus court costs</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Challenges related to successful implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Finances on individuals who have no income are not effective</td>
</tr>
<tr>
<td>Resources are limited</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Parks Regulations Sections</th>
</tr>
</thead>
<tbody>
<tr>
<td>101-107</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Use of parks/feeding in parks</th>
</tr>
</thead>
<tbody>
<tr>
<td>The following are prohibited in all parks:</td>
</tr>
<tr>
<td>- Littering and dumping</td>
</tr>
<tr>
<td>- Wrecking, removing or defacing Park property</td>
</tr>
<tr>
<td>- Removing any plants, animals or rocks</td>
</tr>
<tr>
<td>- Vending, selling or soliciting anything</td>
</tr>
<tr>
<td>- Lighting a fire, except in a stone fireplace or a metal barbecue stand</td>
</tr>
<tr>
<td>Prohibited behavior</td>
</tr>
<tr>
<td>---------------------</td>
</tr>
<tr>
<td>Park Curfew</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>----------------------</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td><strong>Easy Goals</strong></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td><strong>Hard Goals</strong></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
</tbody>
</table>
DRAFT Potential Questions for a Public Q&A on Sidewalk Behaviors, Panhandling and Homelessness

Q: Is panhandling and street homelessness getting worse in Philadelphia than in the past?
Q: Is panhandling and street homelessness worse in Philadelphia than in many other places?
Q: Are all panhandlers homeless?
Q: How many people are homeless in Philadelphia overall, and how many are living on the street?
Q: How many panhandlers are in need of treatment for substance use disorder?
Q: What percentage of homeless people overall are in need of treatment for substance use disorder?
Q: What does the City do to help people who are living on the street?
Q: What are the rules about what type of behavior is allowed in public places like sidewalks and transit stations?
Q: What should I do if someone asks me for money?
addiction, with a goal of preserving dignity for all in the spaces that we share. The group will aim to explore existing laws/rules and impacts, to develop action plans that can get the support/resources needed to improve the quality of life for all.

Discussion

- The group discussed the need to hone the focus of the committee; it was agreed that more data and context would be helpful for subcommittee members and also potentially for the public. Among the data points suggested were:
  - How does Philadelphia compare to other cities in terms of number of street homeless and panhandlers?
  - What are the numbers of individuals experiencing street homelessness and the number of panhandlers in Center City and in other areas of the city and how does this compare to historical numbers in Philadelphia?
  - What has been the impact of the opioid epidemic on street homelessness and panhandling?
  - What percentage of individuals who are homeless have a mental illness? What percentage are addicted to drugs or alcohol?
  - Are there best practices from other cities that the group should consider?
- Mary Scullion provided some national and historical context for the group, but it was also agreed that we will circulate additional data in advance of the next meeting:
  - Recent construction in Center City has displaced many, leading to new “hot spots” with large numbers of individuals who are homeless and the sense that street homelessness in Philadelphia is “getting worse.” For example, 75 people lived in LOVE Park prior to its closure and have now relocated to areas like the Convention Center.
  - Despite having the highest poverty rate of any major city (26%), Philadelphia has the lowest per capita number of people sleeping on the streets (~200).
  - Seattle has a 14% poverty rate, but over 3,000 of its residents sleep on the streets.
  - Philadelphia lost 23,000 units of low rent housing between 2000 and 2014.
  - Sister Mary urged the group to work to create real solutions, instead of simply “moving people around.”
- Liz Hersh provided an overview of the City’s simultaneous efforts to address many of the issues under discussion:
  - Shared Public Spaces Workgroup, with four subcommittees:
    - Code of Conduct, Service Alternatives
    - Chronic Street Homelessness
    - Food Access, Safety, and Dignity
    - Marketing and Public Education
  - Opioid Taskforce
  - Food Access Collaborative
- The group discussed that the problems cannot be addressed through arrests, which instead can then bar individuals from receiving needed benefits.
- The group discussed that financial resources will be key to support the service alternatives needed to create change.
- Tom Nestel briefly referenced SEPTA’s process for intervening with panhandlers under PA Code Rule 1002: panhandling is a summary violation that can be heard in court without the defendant being present. Now, SEPTA panhandlers rarely appear before a judge and are charged fines that they cannot pay.
- It was suggested that the group should try to determine the extent to which organized panhandling is an issue among Philadelphia panhandlers.
• The group agreed to spend the next session beginning with a review of the data and landscape of the issues of street homelessness, panhandling and aggressive panhandling, and then to review the way the current rules are implemented, which will allow the group to better define the issues and prioritize some short and longer term solutions.

Next Steps
• Data on the current landscape will be distributed before the next meeting.
• Next meeting will focus on review of the data, review of current practices, and beginning to consider actions the group could support.