

Appendix E

Programs Used in Other Jurisdictions

There are six main types of program responses to address panhandling that have been implemented in other jurisdictions:

1. Public Education and Alternative Giving Campaigns
2. Social Service Responses
3. Judicial or Policing Responses
4. Employment Programs
5. Public Safety Guides or Street Ambassadors
6. Environmental or Situational Responses

1. Public Education and Alternative Giving			
Program Name and Location	Description	Budget and Results	Sponsored By
Canadian Jurisdictions			
Calgary: “Your Kindness is Killing Me”	Series of ads, and a website with links to alternate donation venues. The campaign encourages people to support agencies, rather than providing money to support individuals’ addictions.	The program was controversial when introduced and several agencies declined to participate in receiving donations through the website.	Downtown Calgary Association
Winnipeg: Change for the Better	Theme is ‘Give without Guilt,’ and encourages giving to agencies rather than panhandlers. Local businesses have a collection box where donations can be made. Brochures are available, with a ‘Help Key’ that can be given to panhandlers to be redeemed for services at one of six agencies.	Raises approximately \$10,000 per year.	Winnipeg Downtown Business Improvement Zone

Vancouver: Spare change meters	Installed 9 meters in 1999, after a proposal by the Rotary Club. Later added 7 more meters.	The meters were donated by the manufacturer and annual maintenance costs are \$900, not including cost to collect money from the meters which is done by parking enforcement staff. In 2000, they collected \$3,557 which was donated to the United Way.	City of Vancouver, in partnership with Rotary Club and United Way.
Edmonton: Spare Change Meters	In 2001, 10 meters were installed on a trial basis.	The meters were removed after several months due to vandalism problems.	Old Strathcona Business Improvement Association
Montreal: Spare change meters	Thirty-four meters are being installed, with up to 100 planned. The project was initiated by the mayor, and donations go to L'Itineraire, which provides services for street people. The theme of the campaign is to raise awareness about homelessness and provide charitable donations, discouraging giving to panhandlers is not specifically mentioned.	Have collected about \$700 a week so far.	L'Itineraire
Ottawa Have a Heart Give Smart Spare Change Meters	A public education campaign, along with 10 spare change meters installed in the Byward Market area.	Launched December 2007.	Downtown Ottawa Coalition for a Safe Community
Kamloops: Spare change meters	Implemented six meters in 1998.	Collected \$811 in six years. The City's Corporate Administrator was quoted by news media as saying he didn't feel they had had any impact on panhandling.	

International Jurisdictions			
Seattle: Have a Heart – Give Smart	Campaign seeks to educate residents and tourists about giving to service agencies rather than panhandlers. Provides listings of available service agencies. Involves posters, brochures and a website.	Launched in spring 2007. Informal counts of panhandling activity by MID workers actually showed an increase in panhandling in the first four months after the campaign was launched, compared to the same period a year earlier.	Metropolitan Improvement District, a branch of the Downtown Seattle Association
Baltimore: Spare Change Meters	Ten meters have been installed by the Downtown Partnership as part of the 10 year plan to end chronic homelessness. Meters are painted blue and green and when a coin is deposited, a pointer on the meter’s dial moves from “despair” to “hope.” Accompanied by a ‘Make a Change’ public education campaign.	Revenue is \$100 per month. Proceeds go to Baltimore Homeless Services, Inc.	Baltimore Downtown Partnership
Denver: Give a Better Way	In 2007, started a program with 36 recycled parking meters, and has since added another 50. Businesses and individuals around the metro area “sponsored” meters for \$1,000 each, to raise funds for Denver’s Commission to End Homelessness. The meters are accompanied by a public education campaign called Give a Better Way.	In the first month, the 36 meters raised around \$2000 altogether.	Sponsored by Downtown Denver Business Improvement District
2. Social Service Responses			
Program Name and Location	Description	Budget and Results	Sponsored By
Canadian Jurisdictions			
No specific Social Service Responses found in examining other Canadian jurisdictions; however, see ‘Judicial and Policing Responses’ and ‘Public Safety Guides or Street Ambassadors’ for programs that offer another type of outreach function.			

International Jurisdictions			
Denver, CO: Denver's Road Home	As part of the 10-year plan to end homelessness, the city approved an anti-panhandling bylaw. Along with this, there is an outreach program involving 23 outreach workers, two full-time Denver Police Officers and three outreach dispatch workers. Outreach teams provide referrals to meal programs, job training, alcohol rehab or mental health evaluations.	Since 2005, panhandling on the 16th Street Mall dropped by 92%. In 2005, there were more than 39 panhandlers in the area, but by spring 2007 there were only three. Outreach workers also assisted 132 homeless persons to enter housing in the second year of the program.	Denver Homeless Commission
Madison, WI	A committee formed to address campus safety issues recommended hiring a Community Police Officer and an outreach worker to develop a service strategy which combined providing help finding housing and accessing other services, as well as strict enforcement of all unacceptable behaviour in partnership with the District Attorney's Office.	Through analysis of previous complaints and arrests, 11 individuals were identified who were responsible for 435 calls to University Police service in a three-year period. In the eight months of the project, there was a significant decrease in calls for service in the area, including only twelve calls for service involving the 11 individuals.	University of Wisconsin Police Division
Cincinnati, OH: Downtown Cincinnati, Inc. Outreach Worker	After Cincinnati enacted its anti-panhandling ordinance, but withdrew a request for funding for outreach services for homeless persons, Downtown Cincinnati, Inc. hired an outreach worker, which was made into a full-time position in 2004. The outreach worker has helped frequently arrested panhandlers receive services, such as job placement, mental health counselling, and government benefits.	In 2004, outreach encountered over 200 panhandlers and recorded 97 success stories where individuals were no longer on the street. Part 2 crimes, defined as quality of life crimes including enforcement of the panhandling ordinance, decreased by 2.25% in 2005, by 10% in 2006 and by 12.9% in 2007.	Downtown Cincinnati, Inc.

<p>Albuquerque, NM: Strategic Outreach Team</p>	<p>After passing an aggressive panhandling ordinance, a Strategic Outreach Team was created which links police officers with service providers in an effort to identify the reasons individuals are homeless and help them find resources to get off the streets. Outreach teams made up of police officers and service providers conduct foot patrols of downtown areas. Only after several warnings for those who refuse to access services are citations written.</p>	<p>During the outreach team's first month of operation, officers handed out 156 panhandling warnings and citations, by far the most in any month since the ordinance passed. Since then, however, the numbers have dropped into the 20s and 30s, slightly below the monthly figures from 2004 and 2005.</p>	<p>City of Albuquerque</p>
<p>Brighton and Hove, United Kingdom: Street Community Anti-Social Behaviour Project</p>	<p>A project was developed to address complaints about street drinking and begging. A city wide sanction on street drinking was created, known as a Designated Public Places Order (DPPO). A committee called the Street Community Anti-Social Behaviour Case Conference (SCASBCC) was created to develop action plans for each individual to address their behaviour. This conference brought together statutory, private, charitable and voluntary organisations. Police interventions and outreach work was coordinated through the Rough Sleepers Street Services Team.</p>	<p>A target to reduce begging by 60% by the end of March 2005 was set in November 2003. Over the next 15 months this work reduced beggars from 33 to just 3. This was a 90% reduction. Street drinking hotspots decreased from 18 to 5, with the numbers of persons engaged in street drinking being reduced from 158 to 70.</p>	

Make-it-Count Scheme Stoke-On-Trent, UK	An inter-agency action group was established with representatives from local police, City staff, homeless outreach services, a nurse practitioner, and business representatives. The project conducted surveys and observational research with panhandlers to identify individuals engaged regularly in panhandling and develop individualized case plans for each. A consistent approach to enforcement of by-law violations was adopted and police encouraged individuals to seek social services rather than enforcement actions. Busking or street market zones were created in prominent panhandling areas and development of fast-tracked drug rehabilitation program was begun.	In the first six months of operation, the program resulted in a reduction from an average of 6 panhandlers on street at any time, to one. Forty percent of the group identified stopped panhandling, while 50% moved on to other areas.	Staffordshire Police Department
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3. Judicial or Policing Responses

Program Name and Location	Description	Budget and Results	Sponsored By
Canadian Jurisdictions			
Vancouver: Project Civil City	A framework for action to address the issue of public disorder. One of the issues covered is aggressive panhandling. Suggested projects include a public awareness campaign on the negative impacts of providing money to panhandlers; introducing closed circuit television cameras; improving enforceability and collection of fines; expanding the program in which social workers ride-along with police in key districts; expanding downtown Ambassadors program; creating an Eyes on the Street program to use existing City employees to better work with police to identify and report criminal activity.	The framework sets a target of reducing aggressive panhandling by at least 50% by 2010.	City of Vancouver

<p>Winnipeg: Community Outreach Patrol Program</p>	<p>The program is intended to help address challenges of public intoxication, which can lead to aggressive panhandling. Outreach Patrol members are trained in community outreach and have been granted limited use of Special Constable Status, which allows them to take a person found in a public place, intoxicated and incapable of taking care of themselves, into custody until the person is determined to be capable of safely returning to the community. Once in custody, patrol members connect them with the appropriate emergency shelter, health or detox facility, or contact the emergency service system if required. They develop relationships with those at risk to help get people off the street and into a safer environment where healing can begin.</p>	<p>Three year pilot in partnership with the Winnipeg Partnership Agreement Approximately \$478,000 per year for nine Outreach Patrols and two supervisors. In the first 12 months of the program, the wait times for arrests have dropped from an average of over 70 minutes to 10 minutes for intoxicated persons. Fire and Paramedic service are in support of the program, and there has been an estimated savings to the city in excess of 1 million per year, as well as freeing up resources for other calls.</p>	<p>Winnipeg Downtown Business Improvement Zone</p>
<p>Vancouver: Community Court</p>	<p>The goal of the community court is to bring together justice, health and social welfare systems to work as an integrated case management team, with particular emphasis on addictions and mental illness. Through efficient case management, street crime prosecutions be resolved more quickly, with fewer court appearances. Court decisions will be based on the most current information about the accused's background, criminal history and health and social service needs. Sentences will address both the crime and the underlying causes of the crime, which will have a positive impact on changing criminal behaviour.</p>	<p>Planned to open in spring 2008</p>	<p>BC Attorney General, in partnership with the City of Vancouver and the Street Crime Working Group</p>

International Jurisdictions			
<p>Portland, OR: Community Court</p>	<p>The project encourages defendants to contribute positively to their community through community service projects and offers them social service assistance to address underlying problems that can lead to criminal behaviour. Most non-violent, non person-to-person misdemeanours and violations are eligible to remain in Community Court for final resolution, which includes social service referrals, a community service sentence and dismissal of most charges on the first case. A member of the social services team interviews and assesses Community Court defendants for social service needs, provides case management and compliance reporting. The Judge may also mandate the defendant to social services as part of the Community Court sanction.</p>	<p>Approximately 6000 cases per year are disposed of through the Community Court system. This includes cases that are closed after a defendant is unsuccessful or fails to appear.</p>	
<p>San Diego, CA: Homeless Court Program</p>	<p>The HCP is a special monthly Superior Court session held at local shelters for homeless defendants to resolve outstanding misdemeanour criminal cases. To counteract the effect of criminal cases pushing homeless defendants further outside society, the HCP combines a progressive plea bargain system, an alternative sentencing structure, assurance of “no custody,” and proof of shelter program activities to address a range of misdemeanour offences. Homeless participants voluntarily sign up for the HCP. The HCP homeless participant is entitled to all protections afforded by due process of law.</p>	<p>Homeless courts expand access to the judicial system and assist homeless defendants by addressing outstanding warrants and criminal offences to remove barriers to benefits, treatment, housing, and employment. The continued large numbers of homeless people participating in the Homeless Court Program has fostered the program’s expansion in San Diego and across the nation. The HCP is replicated in 20 courts across the country.</p>	

4. Employment Programs			
Program Name and Location	Description	Budget and Results	Sponsored By
Canadian Jurisdictions			
Winnipeg: Mission Off The Streets (MOST)	Provides homeless people with employment by paying them minimum wage to complete tasks such as gardening, cleaning up garbage, and installing signs, provided by the BIZ. The hours increase with time in order to ease the transition into the work force. A local service agency supervises workers and provides social support and meals to those employed in the program. Participants are also assisted to develop life skills such as financial management, behaviour, hygiene, and communication in the work place. The BIZ is committed to hiring the “graduates” of the program and connecting them with other job opportunities.	In the first year of the pilot project, the budget was \$80,000 contributed from BIZ and Siloam Mission. The program serves 12 individuals at a time. There are plans to expand the program and the City of Winnipeg has provided a \$50,000 grant for the program this year. To date, three participants have graduated to full-time employment in the community. Another three have been hired to work in the Downtown BIZ’s regular street cleaning crew.	Winnipeg Downtown Business Improvement Zone, in partnership with Siloam Mission
Montreal, Que: Downtown Ambassador Urban Improvement Team	Homeless people are hired by the BIA to pick up litter, remove graffiti and posters. The BIA hires about 48 at any one time, dropping to 24 over the winter months. Workers are paid \$1 more than minimum wage, with wages increasing as seniority builds. Most stay for about 6 to 12 months in this job, which is intended to be a starting point for other employment.	The BIA fully funds the project (about \$600,000 annually) and does not seek government funding. They believe that this project has helped make their area more attractive to shoppers and tourists, and reduced the number of people staying on the streets.	Destination Centreville

<p>Moncton: Working for Change</p>	<p>A pilot initiated in February 2005, “Working for Change” provides job opportunities through Downtown Businesses. Clients perform “curb appeal” work - sweeping cigarette butts, shovelling snow and garbage removal – for a small wage funded by the businesses. Currently there are four workplace units.</p>	<p>Approximately 30 individuals have participated in the program, resulting in a reduction in panhandling for all individuals and full-time employment for several individuals.</p>	<p>Moncton YMCA, in partnership with Downtown Moncton Centre-Ville Inc.</p>
<p>Fredericton, NB: Panhandling Voucher Campaign</p>	<p>Panhandlers are given odd jobs for downtown merchants in exchange for vouchers redeemable for food and other necessities from participating stores. Referrals will come from the Street Outreach Workers, the City Police or downtown businesses. The merchants will be provided with vouchers to give to panhandlers for payment upon satisfactory completion of tasks assigned.</p>	<p>Funding for the project comes from donations provided by the Fredericton Community Foundation and Atlas Van Lines Canada. In the summer pilot, there were eight businesses and 13 participants. The program was criticized by some in the media for providing vouchers, rather than wages for participants.</p>	<p>An initiative of the Community Planning Group, an umbrella organization of 32 community service providers, government departments and community members.</p>
<p>Vancouver, BC: Street Youth Job Action</p>	<p>Community partners hire Street Youth Job Action (SYJA) youth to perform services like street beautification (street garbage removal, graffiti removal) and needle sweeps. Each morning, youth come to SYJA to find out what jobs are available for the day, and after they have completed their job, they are paid that same day for services delivered. Current contract partners include the City of Vancouver, Downtown Vancouver BIA, Vancouver Coastal Health Authority, and a variety of individual private sector organizations.</p>	<p>Businesses are charged \$12.00/hr. All supplies and transportation costs are additional. Youth team leaders are paid \$8.50/hr and regular youth list workers receive \$8.00/hr —the remaining money is used for youth job creation initiatives and for additional program costs.</p>	<p>Family Services of Greater Vancouver</p>

5. Public Safety Guides or Street Ambassadors			
Program Name and Location	Description	Budget and Results	Sponsored By
Canadian Jurisdictions			
Winnipeg: Downtown Watch	Provides tourism information, and also serves as additional “eyes and ears” for the community. Ambassadors do not make arrests or carry weapons, but have been trained in non-confrontational mediation techniques. Equipped with two-way radios, they can quickly report any emergency or unusual activity to emergency services. All Ambassadors are certified in CPR and First Aid so that they are also able to offer emergency medical assistance until the arrival of emergency services. They also provide a safe walk service to accompany people to their vehicle or transit stop.	The Downtown Watch Program initiative employs a management infrastructure and a street patrol with two full-time supervisors, 14 full-time regular, and 2 part-time staff, along with 70 volunteers.	Winnipeg Downtown Business Improvement Zone
Vancouver: Downtown Ambassadors	The goal of the program is to address “quality of life” issues such as panhandling, litter, illegal vending, graffiti etc in partnership with a private security firm.	The budget for the 16 ambassadors, as well as a loss prevention program (6 FTE) for 2007-08 is \$961,140 or 59% of the DVBIA’s programming budget.	Downtown Vancouver Business Improvement Association
Ottawa: Street Ambassador Program	Established to assist merchants in the Byward Market and Rideau Street areas with aggressive panhandling and loitering. Duties include educating the public, providing an increased safety presence, taking complaints, serving as a quick link to the police, and informing street people about programs that help.	Operating since 1997. Majority of the \$100,000 cost funded by the business community, with some funding from the Police Services Board.	ByWard Market Business Improvement Association

International Jurisdictions			
Seattle: Downtown Ambassadors	More than 60 ambassadors patrol downtown streets, providing directions and information to visitors, assisting the Seattle Police Department, offering security escorts and maintaining a clean urban environment through a comprehensive program of street sweeping, pressure washing, graffiti removal, trash, leaf pickup and more.	The ambassadors provided 111,384 directions to tourists and visitors and 672 safety escorts annually.	Metropolitan Improvement District, a branch of the Downtown Seattle Association
Baltimore: Public Safety Guides	Roles are providing safety escorts, giving directions, checking in on businesses, providing homeless outreach, assisting the police, and acting as a deterrent by standing near chronic panhandlers. The Guides receive special training in working with homeless individuals through the Hands in Partnership program, in conjunction with Baltimore Homeless Services and the Baltimore Police Department.	Commercial property owners fund these services through an annual surcharge of 14.39 cents per \$100 of assessed property value. Last year, the Downtown Ambassadors helped approximately 355,000 people and provided more than 1,200 safety escorts.	Baltimore Downtown Partnership
6. Environmental or Situational Responses			
Program Name and Type	Description	Budget and Results	Sponsored and References
Canadian Jurisdictions			
Vancouver BC: Intersection Project – Changes to Environmental Design	Several changes to physical design of a neighbourhood were implemented to discourage aggressive panhandling. Police discovered where squeegeers stored their buckets and squeegees, and had property owners secure the storage places. They also had gas station owners engrave their squeegee equipment with identifying marks to deter theft by panhandlers. Several alcoves on buildings which provided shelter were gated or had a slanted structure installed which made it impossible for panhandlers to sit down.	911 call load analysis showed that the three identified behaviours (squeegee activity, public drunkenness and aggressive panhandling) drastically decreased after the project was initiated, with a 38% drop in calls over three months. There was an overall reduction in calls of 54% compared to the same period a year earlier.	Grandview Woodland Community Policing Centre

Calgary, AB: Promotion of Buskers	To manage vending and solicitation, the City, in partnership with the Calgary Downtown Association has established several busking stations on its two pedestrian malls. Buskers are required to apply for permits to perform.	Busking permits cost \$50.	
International Jurisdictions			
Tacoma, WA: Alcohol Impact Area	An alcohol impact area (AIA) is an area of a city that is experiencing significant problems with chronic public inebriation or illegal activity associated with alcohol sales or consumption. Once an area is designated, efforts are made to mitigate the impacts by curtailing the sale of certain high alcoholic content beverages.	Analysis found a 36% decrease in Alcohol-related EMS cases in the AIA, and a 15% increase outside the AIA, resulting in an 8% decrease overall.	