



City of Seattle

Jenny A. Durkan, Mayor

Human Services Department

Jason Johnson, Director

Date: July 31, 2020

To: City Clerk and Seattle City Council

From: Jason Johnson, Human Services Department

Subject: HOM-15-C-1 Human Services Department (HSD) Navigation Team Q3 2020 Proviso Report

In accordance with HOM-15-C-1, this is the third report of the 2020 proviso reporting on the Navigation Team and reflects Quarter 2 (Q2) data, which spans April 1 - June 30, 2020. The Navigation Team is responsible for addressing impacts of unmanaged encampments on City property while offering shelter and services to individuals encountered in the course of its work.

In response to the unprecedented challenges of the COVID-19 pandemic, starting in mid-March, and continuing throughout Q2, the Navigation Team concentrated on outreach to people living unsheltered and cleaning litter and debris associated with unmanaged encampments to mitigate the impacts on communities. To encourage “sheltering in place” among people experiencing homelessness, [removals of encampments were suspended](#), with exceptions for extreme circumstances. This refocusing of efforts by the Navigation Team in Q2 resulted in 373 site visits for outreach, 624 litter and debris mitigation operations, and 408 referrals to shelter.

These refocused engagement efforts by the Navigation Team led to an 82.8% quarter over quarter increase in the number of unduplicated referrals to shelter and a 239% increase in the number of unduplicated enrollments into shelter, at an enrollment rate of 41.16%.¹ That compares to an enrollment rate of 22.22% last quarter. The addition of 95 new shelter beds in mid-April, Lakefront Community House enhanced shelter, T.C. Spirit tiny house village, and the expansion of Lake Union tiny house village, contributed to the increase in successful referrals.

Supplementing the Navigation Team’s work in Q2 of connecting unsheltered individuals to essential services and shelter were outreach efforts related to communicable diseases such as COVID-19 and hepatitis A. Since March, the team has had over 4,700 conversations with homeless individuals about COVID-19, provided over 2,500 hygiene kits, distributed over 2,300 COVID-19 and hepatitis A related public health flyers, handed out over 1,100 boxed meals, and supplied 400 masks to individuals living unsheltered. In Q2, the Navigation Team partnered with Public Health Seattle-King County to help address the hepatitis A outbreak among people experiencing homelessness by providing outreach and coordinating vaccines.

NavApp 2.0 launched in April, the latest update to the Navigation Team’s data management system. Enhancements to the App included 1) the introduction of a new site prioritization matrix, which allows the team

¹ Referrals to shelter by the Navigation Team in the NavApp can be matched with HMIS data to identify enrollments into shelter but there are numerous caveats which makes tracking this information difficult including, but not limited to, if an individual:

- Provided different personally identifying information (such as a name) in either the NavApp or HMIS;
- Opted to not share their personal information with other parties (24% of all HMIS shelter enrollments did not include a name, making it impossible to connect them to any Navigation Team data);
- Enrolled at a shelter other than the one they were referred to.

to identify site characteristics and assist with scheduling; 2) integration of site journals into the Nav App, making the App the central location for all Nav Team work; and 3) mapping functionality, which allows for mapping of sites and the ability to attach all associated work – outreach and operations – to that site. These enhancements, built on the significant upgrades made throughout last year, were based on user feedback from the Navigation Team to better serve the community, streamline data collection processes, and improve data accuracy and reporting.

At the end of June, the Navigation Team’s System Navigators and Field Coordinators led the City’s outreach efforts at the Capitol Hill Organized Protest (CHOP) area to support the needs of those experiencing homelessness and demonstrators. This outreach began following conversations between City leaders, CHOP, Black Lives Matter Seattle-King County, and other community leaders and organizers, ensuring those in the area had access to medical and social services. From June 23 through the closure of CHOP, which was not a Navigation Team operation, System Navigators made 180 engagements (duplicated) with homeless individuals in the area, 38 referrals to shelter, and 32 connections to service providers.² Navigation Team outreach staff also assisted those living in the CHOP with travel arrangements, diversion funds such as hotel vouchers, and basic needs, including bottled water and snacks.

I am continually impressed by the members of the Navigation Team and their “can-do” spirit during these challenging times for our City and neighbors experiencing homelessness. Their dedication and hard work when faced with unprecedented challenges is an incredible asset to the City.

Sincerely,

A handwritten signature in blue ink, appearing to read "M. Johnson", written in a cursive style.

Jason Johnson
Acting Director, Human Services Department

² The totals are preliminary and provide the best snapshot of available data.

Report Summary

This report satisfies 2020 Seattle City Council Budget Action HOM-15-C-1 “Impose a Proviso on Navigation Team Appropriations in HSD.” This report contains the following items:

1. Reporting Elements for Every Quarter:

- Performance Measures Reflected in the Updated Theory of Change. These metrics include: 1) connecting individuals living unsheltered to services, 2) connecting people to safer spaces, and 3) addressing hazardous and unsafe conditions stemming from, and found within, unmanaged encampments.
- Analysis of Emerging Trends
- Progress in Developing and Implementing a Racial Equity Toolkit
- Trainings and Workshops Attended by Navigation Team Members
- Upcoming Opportunities for Staff Development and Continual Improvement
- Qualitative Updates on New Shelter Resources and/or Notable Trends
- Navigation Team Meeting Summaries
- Table of Obstruction Removals and Associated Outreach

2. Additional Elements for this Report:

- Commencement of operations for no less than 60 new spaces funded by Budget Actions HOM-2-C-1 and HOM-3-B-3 or their substitute actions
- Results of a staffing assessment and customer survey
- Provide a report clarifying the primary goals and objectives of obstruction removals that are carried out by Community Police Team and bike patrol officers and having members of the Navigation Team on-call for those officers. If a central goal includes connecting affected individuals with shelter or housing, please identify any process or programmatic changes that could increase the likelihood these individuals receive services.
- Provide the findings from the Racial Equity Toolkit analyzing the Navigation Team, the steps HSD has outlined to address any concerning findings, and the timeline for completing those steps.
- Provide any items requested in checkpoint 1.3D of the Review of Navigation Team 2018 Quarter 1 Report that have not yet provided to Office of the City Auditor

1. Reporting Elements for Every Quarter

Note: All figures reflect the most accurate accounting of outreach and operations at the time of reporting.

Performance Measures: Q2 2020

Reporting Element	Response: Q2 2020	
Total Number of System Navigator Contacts Made Quarterly, Duplicated	1502	
Total Number of Nav SPD Contacts Made Quarterly, Duplicated	2522	
Total Number of System Navigator Contacts Made Quarterly, Unduplicated	1155	
Total Number of Nav SPD Contacts Made Quarterly, Unduplicated ³	Unknown	
Number of Referrals to Services by Service Category that Were Entered into the Nav App or Homelessness Management Information System (One Individual Could Have Requested Multiple Services)	Service	
	Basic Needs - Granola Bar, Water, Socks	599
	Benefits Activation	13
	Case Management Connection	37
	Substance Use Recovery Support	4
	Data Not Collected	2
	Direct Support - Vehicle Repair	0
	Direct Support – Education	0
	Direct Support – Employment	7
	Direct Support – Housing	5
	Direct Support – ID	3
	Family Reconnection/Relocation	2
	Information	104
Legal Support Connection	0	

³ The Navigation Team stopped collecting unique individual client information from SPD Officers on April 1, 2020, so their engagements cannot be unduplicated.

	Medical Support Connection	2	
	Direct Support - Mediation/Conflict Resolution	0	
	Declined Services	13	
	Direct Support - Mental Health	3	
	Motel Voucher	14	
	Welfare Check	2	
	Reentry Support Connection	0	
	Safe Lot for Vehicle	0	
	N/A	60	
	Storage	1	
	Diversion	2	
	Provided Contact Information	99	
	Referral - Vehicle Repair	0	
	Referral - Education Support	0	
	Referral - Employment Support	1	
	Referral - Housing Support	2	
	Referral - ID Support	2	
	Referral - Mediation/Conflict Resolution	0	
	Referral - Mental Health Support	1	
	Breakdown, by Percentage, of Client Demographic Information Quarterly for System Navigator Engagements ⁴	Gender	Number
Male		770	67%
Female		321	28%
Trans Female		3	<1%
Trans Male		1	<1%
Gender Non-Conforming		4	<1%
Data Not Collected		56	5%
Refused		0	0%
Race			
American Indian or Alaska Native		67	6%
Asian		34	3%
Black/African American		266	23%
White/Caucasian		530	46%
Multiracial		77	7%

⁴ The Navigation Team stopped collecting unique individual client information from SPD Officers on April 1, 2020, so client demographic information pertains only to System Navigator engagements.

	Hawaiian/Other Pacific Islander	13	1%
	Data Not Collected	168	15%
	Ethnicity		
	Non-Hispanic/Non-Latino	914	79%
	Hispanic/Latino	17	1%
	Data Not Collected	224	19%
Percentage of People Whose Needs Assessment Screening Was Completed ⁵		100%	
Total Number of Referrals to Shelter, Duplicated		408	
Total Number of Referrals to Shelter, Unduplicated		362	
Number of Arrivals to the Referred Shelter Within a 48-Hour Period Following Referral, Duplicated		151	
Number of Arrivals to the Referred Shelter Within a 48-Hour Period Following Referral, Unduplicated		149	
Number of Times in the Quarter a Field Coordinator Provided Assistance to or Responded to a Call for Support from a Community Police Team or Bike Patrol Officer		21	
Number of Times in the Quarter a System Navigator Provided Assistance to or Responded to a Call for Support from a Community Police Team or Bike Patrol Officer, Including Requests Relayed Through a Field Coordinator ⁶		14	
Number of Times the Navigation Team Provided Diversion Assistance ⁷		1	

⁵ Navigation Team System Navigators ask 100% of the individuals they engage about their self-identified needs

⁶ This number reflects the number of engagements that System Navigators had with individuals in response to calls from Field Coordinators or SPD

⁷ No Centralized Diversion Funds have been available since June 2019. Data in this cell reflects activities funded with Navigation Team Diversion funds

Number of Individuals/Households that Moved into Permanent Housing Because of Diversion Fund Utilization ⁸	N/A		
Breakdown of Referrals to Specific Shelter-Types by Quarter, to-date		Q2 2020	YTD
	Basic Shelter	30	116
	Enhanced Shelter	180	299
	Tiny House Village	198	215
Average Daily Shelter Bed Availability, by Type	Overall	6	
	Basic Shelter	<1	
	Enhanced Shelter	4	
	Tiny House Village	2	
Tonnage of Garbage, Waste, and Debris Removed from Unmanaged Encampments (Quarterly and YTD)	263.42 Q2 578.9 YTD		
Total Number of Inspections Conducted	1061		
Total Number of Unmanaged Encampments Removed, by 72-hr Cleanup, Obstruction, and Hazard	72-Hr Cleanup	0	
	Obstruction	6	
	Hazard	0	

Q2 Trends

- The Navigation Team identified 149 unduplicated enrollments to shelter in Q2 2020, the most in a quarter since the Team started tracking enrollments and a 239% increase over Q1 2020.⁹ The previous high for enrollments was 76 in Q1 2019.
- The Navigation Team made 408 total referrals to shelter in Q2 2020, an 81% increase quarter over quarter. There were 226 total referrals in Q1 2020.
- The distribution of Basic Needs items such as snacks, water, and socks, continued its upward trend in Q2 2020 increasing by 203% compared to Q1 2020. These requests were met 599 times in Q2 2020 which compares to the full year 2019 quarter average of 21.
- Case management connections increased by 76% in Q2 2020 compared to Q1 2020.
- Field Coordinators conducted 1,061 Site Inspections in Q2 2020, a 92% quarter-over-quarter increase. Site Inspections are essential for the Navigation Team to effectively allocate outreach and encampment mitigation resources citywide.
- System Navigator outreach by perceived gender remained consistent with recent quarters.
- System Navigator outreach to BIPOC based on perceived race represented 40% of all engagements. This equals the quarterly average of all engagements for full year 2019. Compared to Q1 2020, outreach to those perceived as White/Caucasian dropped to 46% from 55% and "Data Not Collected" represented 15% of interactions, an increase from 6% of engagements in Q1.
- System Navigators made 1,502 duplicated and 1,155 unduplicated engagements in Q2 2020 compared to 847 duplicated and 635 unduplicated engagements in Q1 2020. This increase was the result of the addition of a third System Navigator in mid-March and refocused outreach in response to COVID-19.

⁸ Diversion funds are typically used to assist people in reconnecting to shared housing within their support network

⁹ A change in method to identify enrollments was used in Q2 to be more accurate and may account for part of the increase.

- Of all referrals into shelter in Q2, 49% were into Tiny Homes, 44% were into Enhanced Shelter, and 7% were into Basic Shelter. This compares to Q1 2020 when 8% of referrals were into Tiny Homes, 54% were into Enhanced Shelter, and 38% were into Basic Shelter. These numbers reflect the addition of 95-new Enhanced Shelter and Tiny Home units in mid-April and the expansion of Enhanced Shelter options in response to COVID-19.

Progress in Developing a Racial Equity Toolkit

On January 30, the Navigation Team met and reviewed 2019 racial equity service data. Staff met in small groups to review and evaluate the data and brainstorm potential focus areas for the Racial Equity Toolkit. In early March, the Toolkit workgroup, a subset of the larger Navigation Team, met to review the proposals generated from the large group meeting. The workgroup settled on the topic of storage and in late March began brainstorming consumer and stakeholder engagement questions. In Q2, the crisis response efforts required by the COVID-19 pandemic followed by the protests catalyzed by the death of George Floyd impacted the team’s ability to move forward on toolkit work—both internally and with regards to community engagement. The Navigation Team continues to use a racial equity lens when scheduling litter removal work, conducting outreach, and facilitating shelter referrals.

Trainings and Workshops Attended by Navigation Team Members in Q2 2020

The COVID-19 pandemic followed by the protests catalyzed by the death of George Floyd, and the necessity to shift personnel towards the City’s crisis response efforts, prevented the team from attending trainings in Q2. A new Field Coordinator was onboarded during Q2 however and completed onboarding training.

Upcoming Opportunities for Staff Development and Continuous Improvement

The following opportunities for staff development will be offered in Q3:

Animal Aggression/Safety in the Field
Trauma Informed Care: SAMHSA Guidance
Trauma Informed Care: SAMHSA Psychological First Aid
Client Transportation Processes Review
Personal Protective Equipment Use Review
First Aid, CPR and Bloodborne Pathogens (pending availability)

Qualitative Updates on New Shelter Resources

In mid-April, 95 permanent beds were added in Q2 2020: 50 enhanced shelter beds at Lakefront Community House, 25 tiny homes at T.C. Spirit Village, and 20 tiny homes as part of Lake Union Village’s expansion. These beds satisfy the proviso in HOM 15-C-1 for “commencement of operations for no less than 60 new spaces funded by Budget Actions HOM-2-C-1 and HOM-3-B-3.”

Meeting Agendas, Attendees, and Minutes

The meetings in the table below meet the reporting requirement outlined in the Proviso in HOM 15-C-1.

Navigation Team Coordination Meetings	Purpose
Daily Dispatch	Review Operations Plan for the Day Prior to Arriving on Location
Weekly Outreach-Specific Dispatch	Create Operational Awareness for Outreach Providers in Advance of Operations and Case Consultation/Collaboration
Weekly Operations Planning	Operations Scheduling, and Resource Planning

Agendas and minutes captured for these meetings in Q2 2020 can be viewed via this City SharePoint link (note—these files are public record but for this report, only available via City digital platforms):

[Navigation Team Q2 2020 Meeting Agendas and Minutes](#)

Description of Q2 Encampment Removal and Relocation Activity

See Appendix A for descriptions of Q2 encampment removal and relocation activity.

2. Reporting Elements for the Q2 Report

Reporting Element: *Complete a staffing assessment that includes:*

- a. *Average workload of HSD positions and either the target caseload for comparable positions funded by other City contracts or other data to indicate whether or not that workload is appropriate;*
- b. *Summary of the skills not included in the current Navigation Team structure that are typically found on similar teams operating in other jurisdictions, the pathway to adding these skills to the Navigation Team and the estimated cost of those pathways;*
- c. *The determination for each evaluation point raised in Attachment 1 of HSD's January 2019 response; and*
- d. *Results of a customer survey that includes, at minimum:*
 - i. *Questions on what would make customers more likely to accept an offer of shelter;*
 - ii. *Questions on what would increase the likelihood that a customer stays at a shelter following a referral from the Navigation Team; and*
 - iii. *Whether respondents feel the inclusion of law enforcement makes them more or less likely to engage with the Navigation Team or accept services.*

Response:

Average Workload of HSD Navigation Team Positions

The Navigation Team's core functions are to:

- Assist individuals living unsheltered to access shelter and other services in collaboration with other Seattle outreach providers; and to
- Address the public health and safety impacts of unauthorized encampments on public property by:
 - Reducing litter, debris, and biowaste from active encampments
 - Requiring the relocation of encampments that obstruct the public right-of-way or block the intended use of a facility
 - Requiring the relocation of encampments that create significant public health and/or safety risks in accordance with the MDARs/17-01s

In 2019, the Navigation Team consisted of Field Coordinators, System Navigators, and SPD staff. The City's Customer Service Bureau received 16,484 requests from community members to address encampments in 2019. The team's size impacted volume of work accomplished in 2019, such as the number of times each site could be addressed, and how quickly.

Over the course of the year, the Navigation Team conducted 1,338 inspections of sites, 70 72-Hr removals, 735 obstruction removals, and 28 hazard removals. A total of five Field Coordinators (three from HSD and two from Parks) manage the encampment removal and storage processes for the Navigation Team. This translates to a weekly fieldwork average of 5 inspections, 3 Obstruction/Hazard removals, and less than 1 72-Hr removal for each Field Coordinator. In addition, each Field Coordinator oversaw the removal of an average of 30 tons of debris each week.

In concert with the encampment removal work, the Navigation Team employs System Navigators to connect with individuals residing in encampments and offer opportunities for shelter placements, as well as arrange and refer for other identified services, such as assistance obtaining identification, completing employment applications, and connecting to case managers. Two System Navigators were employed by the Navigation Team in May of 2019. Over the course of the year, each Navigator engaged an average of 1,011 individuals each and made an average of 237 shelter referrals.¹⁰

¹⁰ These averages have been scaled to encompass the entire year, based on work completed from May-December 2019.

In 2019, 11 SPD staff (8 officers, 2 sergeants, and one lieutenant) supported the Navigation Team, providing site security, as well as engagement work with individuals. Over the course of the year, each officer engaged an average of 135 individuals.

Appendix B outlines 2019 Navigation Team staffing levels and average work accomplished per role. Target caseloads for comparable positions do not readily exist. The level of work accomplished by the Navigation Team reflects a 40-hour work week at 52 weeks per year. Field staff manage extensive data entry requirements on top of their community-based work.

Summary of Other Jurisdictions

Appendix C contains a summary of encampment mitigation teams in two local cities as well as Austin, TX. The table summarizes:

- Mission/core functions of each team;
- Professional roles on the team and number of each role;
- The approximate number of unauthorized encampments in the city; and
- The number of individuals living unsheltered in the city.

Roles on each encampment mitigation team are essentially the same and provide a similar level of service, however some teams have paramedics, crisis mitigation specialist, and peer support roles imbedded on their teams. Costs for adding these additional roles to Seattle's team depends on the classification of the role within the City's Human Resources Department as well as which department housed the position.

Appendix D contains a summary of encampment management in several other major west coast cities. The table summarizes:

- Presence of ordinances that specify allowable locations for encampments;
- Presence of encampment regulations/standards; and
- How the city enforces policies on allowable locations or standards.

Results of a Customer Survey

The COVID-19 pandemic followed by the protests catalyzed by the death of George Floyd, and the necessity to shift personnel towards the City's crisis response efforts, prevented moving forward on this reporting element.

Reporting Element: *Provide a report clarifying the primary goals and objectives of obstruction removals that are carried out by Community Police Team and bike patrol officers and having members of the Navigation Team on-call for those officers. If a central goal includes connecting affected individuals with shelter or housing, please identify any process or programmatic changes that could increase the likelihood these individuals receive services.*

Response: Offering supportive services, shelter, and storage to all individuals contacted remains a primary goal of the Navigation Team. Navigation Team outreach adheres to the same best-practices and underpinning values as other City-funded outreach providers. The goal of Navigation Team outreach is to make personalized connections with individuals in encampments and offer them the opportunity to leave unsheltered homelessness and accept services and supports.

In late 2019, the Navigation Team made it possible for System Navigators to transport individuals directly to shelter after accepting a referral. This reduced transportation barriers for individuals accepting referrals and increased the likelihood that individuals would successfully enroll in shelter. Field Coordinators supported this effort by transporting individuals' belongings to the referral destination.

When social distancing to reduce the spread of COVID-19 became important in early 2020, it was no longer possible for System Navigators to transport individuals in their vehicles. Currently, the Navigation Team has again sought to reduce transportation barriers to shelter by setting up the capacity to order Uber rides. Transportation to shelter at the time of referral is the most significant programmatic change that can facilitate enrollment into services. The other

key to successful enrollments is having beds available to refer into- beds that meet the needs of individuals living unsheltered. This element is outside the control of the Navigation Team, yet the team's perceived success often seems to hinge on this sole element.

With the COVID-19 pandemic, the Navigation Team ceased obstruction removals in all but the most extreme circumstances. The cessation of obstruction removals has resulted in the growth, in number and size, of unsanctioned encampments in neighborhoods and business districts across the City. As unsanctioned encampments have remained in place during the City's COVID-19 response, the challenges to surrounding community in some locations have grown considerably. The objectives of obstruction removals are to prevent and/or mitigate the very impacts currently being experienced under the temporary pause on obstruction removals, such as:

- Obstructions to sidewalks and public rights of way
- Human biowaste
- Loose sharps
- Litter and debris
- Public safety impacts for the housed and unhoused
- Public health impacts for the housed and unhoused
- Fires
- Exposure and spread of communicable diseases
- Human trafficking
- Drug activity
- Environmental impacts

Reporting Element: *Provide the findings from the Racial Equity Toolkit analyzing the Navigation Team, the steps HSD has outlined to address any concerning findings, and the timeline for completing those steps.*

Response: On January 30, the Navigation Team met and reviewed 2019 racial equity service data. Staff met in small groups to review and evaluate the data and brainstorm potential focus areas for the Racial Equity Toolkit. In early March the Toolkit workgroup, a subset of the larger Navigation Team, met to review the proposals generated from the large group meeting. The workgroup settled on the topic of storage and in late March began brainstorming consumer and stakeholder engagement questions. In Q2 the crisis response efforts required by the COVID-19 pandemic followed by the protests catalyzed by the death of George Floyd impacted the team's ability to move forward on toolkit work- both internally and with regards to community engagement. The Navigation Team continues to use a racial equity lens when scheduling litter removal work, conducting outreach, and facilitating shelter referrals.

Reporting Element: *Results of a customer survey that includes, at minimum:*

- i. Questions on what would make customers more likely to accept an offer of shelter;*
- ii. Questions on what would increase the likelihood that a customer stays at a shelter following a referral from the Navigation Team; and*
- iii. Whether respondents feel the inclusion of law enforcement makes them more or less likely to engage with the Navigation Team or accept services.*

Response: The COVID-19 pandemic followed by the protests catalyzed by the death of George Floyd, and the necessity to shift personnel towards the City's crisis response efforts, prevented moving forward on this reporting element.

Reporting Element: *Provide any items requested in checkpoint 1.3D of the Review of Navigation Team 2018 Quarter 1 Report that have not yet provided to Office of the City Auditor*

Response: Checkpoint 1.3 referenced in this reporting element is connected to a 2017 City Auditor's report and is related to the Navigation Team's commitment to trauma-informed practice. The Navigation Team has remained committed to expanding the ways it operationalizes trauma-informed practice. Similar to the ongoing striving necessary to advance racial equity in one's work, increasing the degree to which trauma-informed practice is lived out is continuous and ongoing. As the team's work and staff composition has changed and evolved over the years, so

have the elements of the team's approach to trauma-informed practice. Recommendations from previous City Auditor reports represent one way of engaging in trauma-informed practice, but don't represent the only way to engage in this work.

In 2020, the Navigation Team currently embodies trauma-informed practice in the following ways:

- Hiring System Navigators with extensive educational and experiential backgrounds in trauma-informed direct-service work with individuals experiencing homelessness and/or other vulnerable populations
- Grounding new outreach staff in the 2016 Seattle/King County document on trauma-informed outreach best-practices at on-boarding and the reviewing annually
- Weaving conversations on trauma-informed practice, as well as SAMSHA resources, into weekly outreach team meetings and 1:1 supervision
- Providing annual training in trauma-informed care basics, including mitigating the impacts of secondary trauma to System Navigators and Field Coordinators
- Regularly encouraging staff to take advantage of the City of Seattle's employee assistance resources and benefits to mitigate secondary trauma impacts
- Encouraging staff to use time-off benefits to maintain personal well-being
- Advocating for trauma-informed operational decision-making including offering advanced notice of obstruction removals when possible
- Supporting individuals' rights to autonomy and agency when making decisions to accept shelter or other services, or not, in advance of encampment removals.

Appendix A: Description of Q2 Encampment Removal and Relocation Activity

There were four obstruction removal during Q2, each for significant health and/or safety concerns to the encampment as well as the neighboring area. Intensive outreach and offers of shelter occurred at each location in the weeks ahead of the removal. Advanced removal notification was posted at each location and offers of shelter occurred after notification and on the day of removal.

Obstruction Removals	Date	Reason	Advanced Notice Provided	Dates of System Navigator Outreach at Location 2-Weeks Prior to Removal	Number of Duplicated Engagements
Navigation Center Vicinity (Navigation Center Stairs)	4/23/2020	Significant Health & Safety Concerns	Yes 24 hours	April: 10,13,19,20,21,22,23	84
Ballard Commons Park & Ballard Library Vicinity	5/4/2020	Significant Health & Safety Concerns	Yes 48 hours	April: 22,23,24,25,26,27,28,29 May: 1,3,4	107
International District and I-5 Emphasis Area	5/20/2020	Significant Health & Safety Concerns	Yes 41 hours	May: 13,19, 20	64
Navigation Center Vicinity	5/21/2020	Significant Health & Safety Concerns	Yes 65 hours	May: 7,11, 13,14, 15, 18,19,21	118

Two additional events show up in the encampment removal data pull for Q2. These events, detailed below, were necessitated due to tents inside active or soon-to-be-active construction zones. The first event on April 20 was a voluntary request for relocation, but appears in the removal data because there is currently no process to capture this type of work in the Nav App. Voluntary, collaborative, supported relocation of sites in challenging or dangerous areas, in partnership with the individuals residing at the location, is an emerging practice in Navigation Team work that may have the potential to create win/win opportunities for all stakeholders, including individuals living unsheltered.

Relocation from Construction Areas	Date of Relocation	Reason for Relocation Request
Elliott Ave W and W Lee St Vicinity	4/20/2020	This site was scheduled for a Puget Sound Energy demolition and drilling project. Field coordinators made the individuals as the site aware of the pending projects and requested voluntary relocation from the construction area. Individuals voluntarily relocated outside of the work zone.
Alaskan Way S from S Main St to S Jackson St	5/15/2020	Two unoccupied tents were discovered by construction crews in the middle of an active work zone for the Waterfront Project. The tents and were impeding the digging of a trench and surrounded by heavy equipment. Field coordinators stored the belongings and the safety of the worksite was reestablished.

Appendix B: Summary of 2019 Navigation Team Average Workload/Role¹⁵

2019 Team Composition/Roles	Function Role	2019 Staffing Level	Average Volume Work Completed/Week/Role	Total Volume Work Accomplished/Year/Role	Total Staffing Cost/Role*
HSD Field Coordinators	– Field Coordinators do site inspections, schedule removals and removal logistics, coordinate debris removal crews, ensure encampment abatement rules are followed, offer belongings storage to people.	– 3 HSD – 2 Parks	– Inspections 5 – Obstruction/Hazard Removals 3 – 72-hour Removals <1	– Inspections 260 – Obstruction/Hazard Removals 156 – 72-hour Removals 52	\$663,825
HSD System Navigators	– Outreach staff called System Navigators connect people to open shelter beds, arrange transportation from sites to shelter.	– 2	– # engagements 20 – # shelter referrals ¹¹ 5	– # engagements 1040 – # shelter referrals ¹² 260	\$278,440
SPD Nav Officers	– Dedicated Police Officers accompany operations crews, engage in light outreach, provide security as necessary, enforce removal operation requirements.	– 8 Officers – 2 Sergeants – 1 Lieutenant	– # engagements ¹³ 3 – (Quantify security at removals role? Would match # of total removals)	– # engagements ¹⁴ 156	\$2.6M
Parks Litter Removal Crews	– Parks litter removal crews remove camper-identified debris, and remove debris from abandoned sites.	– Varied	– # tons debris removed by SPR + Contracted Crews 30	– # tons debris removed SPR + Contracted Crews 1560 –	\$1.2M
Contracted Debris Removal Crews	– Contracted litter removal crews remove camper-identified debris, and remove debris from abandoned sites, and remove biowaste.	– Varied	– # tons debris removed by SPR + Contracted Crews 30	– # tons debris removed SPR + Contracted Crews 1560	\$1.1M

¹¹ Shelter referrals are limited by the numbers and types of shelter resources available within the shelter system

¹² Shelter referrals are limited by the numbers and types of shelter resources available within the shelter system

¹³ May 2020 data used

¹⁴ May 2020 data used

¹⁵ This table reflects staff who directly engage in outreach, debris removal, and encampment removal. Support/back office staff are not included.

Appendix C: Summary of Local Encampment Mitigation Teams Plus Austin, TX

City	Mission/Core Functions	Direct Service Roles on Team/# of Each Role	Approx. Number of Unauthorized Encampments City	Number of Individuals Living Unsheltered in City
Seattle	<ul style="list-style-type: none"> – Assist individuals living unsheltered to access shelter, storage of belongings, and other services in collaboration with other Seattle outreach providers; and to – Address the public health and safety impacts of unauthorized encampments on public property 	<ul style="list-style-type: none"> – 5 Field Coordinators¹⁶ to do site inspections, coordinate debris removal and operations, and provide storage – 3 System Navigators to connect people to shelter, services and support – 10 Dedicated Police Officers to assist with outreach and provide site security as necessary – Varied Debris Removal Crews¹⁷ 	274+ (Active locations in Nav App since April 1, 2020)	3,738
Tacoma	<ul style="list-style-type: none"> – Assist individuals living unsheltered to access shelter or mental health facilities if needed. Storage of belongings, and other services in collaboration with other Tacoma outreach providers; and to Address the public health and safety impacts of unauthorized encampments on public property. 	<ul style="list-style-type: none"> – 2 Neighborhood & Community Services staff services) – 1 code compliance officer – 5 Dedicated police officers – 1 Dedicated Crisis Responder (DCR) – 1 Debris Removal Crew with additional support from solid waste for removal of heavy or very large sites. – Field NCS does site inspections, schedules removals and removal logistics, coordinates debris removal crews, ensures encampment abatement rules are followed, offers belonging storage to people and handles all 311 complaints/inquiries. – Connects people to open shelter beds, arranges transportation from sites to shelters – Dedicated Police Officers accompany operations crews, engage in light outreach, provide security as necessary, and enforce removal operation requirements along with enforcement 	Numbers vary due to weather conditions and external factors such as (COVID). Etc. There are currently several dozen unauthorized encampments within the city limits of Tacoma.	914

¹⁶ HSD currently has three Field Coordinators, Seattle Parks has two Field Coordinators

¹⁷ Seattle Parks has dedicated teams addressing unauthorized encampment debris. Per union regulations Parks crews are not able to address biowaste or work on slopes greater than 27 degrees. Small contracted crews are used regularly for slope and biowaste work. Heavy equipment crews and larger contracted crews are used for larger encampment removals.

		<p>when necessary -The DCR (Designated Crisis Responder) assists with mental health evaluations and proper placement if required.</p> <ul style="list-style-type: none"> – Debris removal crews address litter and remove bio-waste. 		
Austin	<ol style="list-style-type: none"> 1. Build a relationship with person experiencing homelessness, 2. find out barriers they face to mitigate or remove identified barriers, and 3. connect them to services. 	<p>2 APD CIT Officers 1 EMS Community Health Paramedic 3 Licenses Clinical Social Workers 2 Outreach and Engagement Specialists 1 Peer Support Specialist</p> <p>All team members perform outreach and engagement but also bring their specialty to the team.</p> <p>APD CIT Officers - provide safety and emergency detentions when necessary; EMS Community Paramedic – provide limited medical care to mitigate an ER visits and coordinates with the Street Medicine Program from the local FQHC (CommUnityCare) to provide primary care to those residing in encampments. LCSW’s provide limited case management, mental health assessment and coordination of care, Outreach & Engagement Specialists also provide limited case management, mental health care coordination, Peer Support works to walk with the client as they work together on recovery (from trauma, addiction, homelessness).</p>	Unknown	1574

Appendix D: Summary of Other Jurisdictions: Portland, Honolulu, San Francisco, Berkley, Sacramento, San Jose, Los Angeles, San Diego

City/Municipality	Are there ordinances that specify allowable locations for encampments?	Are there encampment regulations/standards?	How does the City enforce policies on allowable locations or standards?
Portland, OR	<p>Yes. Portland Municipal Code 14A.50.020 prohibits camping on public property or upon public rights of way. However, the City has opened three sanctioned camping areas as a COVID-19 response. Additionally, the Portland Zoning Code Section 33.920.470.B allows a religious institution to host car camping for up to three vehicles per night.</p> <p>In 2016, Mayor Hayes introduced a “Safe Sleep Policy” that allowed individuals or groups of up to six people to camp on city sidewalks or right of ways overnight, with tents being dismantled during daylight hours. The pilot program was disbanded only four months later, with the mayor stating it had created confusion for residents believing the program had legalized public/street camping; following the reversal of this program, Portland police were again given discretionary enforcement authority over the citywide public camping ban.</p>	<p>For allowable encampments:</p> <ul style="list-style-type: none"> • These are COVID-19 response programs only. • Each sanctioned sleeping location will have 45 tents on platforms with cots inside for an individual person or couple. The city provides sleeping bags and tents to ensure they are clean and hygienic. • Residents are able to store their belongings, including their own tents and sleeping bags, while staying at the camp. <p>Unauthorized encampments are removed on a prioritized basis by the City’s Homelessness/Urban Camping Impact Reduction Program (HUCIRP):</p> <ul style="list-style-type: none"> • The team works in one area at a time. HUCIRP, which fields and monitors reports of high-impact campsites, identifies those sites. • Decisions are guided by data including a camp’s size, geographic areas, and health/safety concerns. • Factors also include a site’s risk assessment score and patterns of re-encampment after cleanup efforts. 	<p>Reports are taken from community members via the One Point of Contact reporting system and triaged for clean-up in order to restore the land to its public use. This includes, but is not limited to, picking up and disposing of debris, garbage, waste, and biohazards.</p> <p>People who are camping in the public right of way or on public property are given 48 hours advanced written notification before clean-up begins.</p> <p>Reports of individuals who are camping/squatting on private property are referred to code enforcement.</p>
Honolulu, HI	<p>Yes. While encampments are illegal in Honolulu pursuant to the City’s ‘sit-lie’ ban (Bill 66), the City launched the Provisional Outdoor Screening and Triage (POST) program in April 2020 as a COVID-19 response. The program follows strict public health guidelines on distancing and referrals</p>	<p>For allowable encampments:</p> <ul style="list-style-type: none"> • These are COVID-19 response programs only. • Up to 50 people can be accommodated; the program is located in a park. • Accommodations for pets. <p>For unauthorized encampments: The “HONU” (Homeless Outreach and Navigation for Unsheltered Persons) Program This is a geographically-based program that connects unsheltered persons to housing, shelter, or treatment.</p>	<p>Violators of the City’s sit-lie ban are given citations. Each citation results in a separate court date, can turn into bench warrants, and when court dates are missed, individuals can be arrested.</p> <p>The HONU program is a mobile and geographically-based program, similar to the first iteration of Oakland’s Community Cabins, that provides unauthorized encampments the option of arrest or transfer to a HONU shelter.</p>

		The sites are Co-managed by the Honolulu Police and DCS (Department of Community Services). Temporary (60-90 days) stays are allowed.	
San Francisco, CA	<p>Yes. In response to COVID the San Francisco Board of Supervisors approved legislation allowing for the establishment of “Safe Sleeping Sites”, city-managed encampments that will provide both hygiene and sanitation services and access to rehabilitative treatment for unhoused individuals during the COVID-19 pandemic.</p> <p>The City has since opened 5 safe sleeping programs: 2 minimally serviced sites and 3 “villages” with more intensive services. These are neighborhood-based programs designed to reduce crowding and enhance safe distancing in two neighborhoods highly impacted by encampments: the Tenderloin and the Haight.</p> <p>Other encampments in the city remain unauthorized. The City is requesting that those in crowded encampments voluntarily relocate to other (unsanctioned) areas to minimize impacts and reduce crowding, and is using financial incentives to encourage this.</p>	<p>For allowable encampments:</p> <ul style="list-style-type: none"> • These are COVID-19 response programs only. • These are located in areas of the City where interim use is an inevitability (i.e., a temporarily repurposed right-of-way, a school parking lot). • Parameters considered when identifying allowable locations: access to utility services, number of tents that can be accommodated (to allow for current COVID-related social distancing protocol), preservation of public access to existing recreational spaces. <p>For unauthorized encampments:</p> <ul style="list-style-type: none"> • The City’s Healthy Streets Operation Center (HSOC) has set the goal that San Francisco has no encampments of larger than 15 people. 	<p>The City’s Encampment Resolution Team resolves the largest encampments with a multi-departmental effort:</p> <ul style="list-style-type: none"> • Advanced outreach and services referrals from the Department of Homelessness and Supportive Housing; • Site cleaning on the day-of by Public Works; • Re-encampment prevention and enforcement by SFPD. <p>The City uses an Incident Command Structure called the Healthy Streets Operation Center (HSOC), which co-locates representatives from multiple departments and triages public inquiries and calls about homelessness to dispatchers that address multiple aspects of encampments and problematic street behavior.</p> <p>San Francisco utilizes a number of laws for enforcement:</p> <ul style="list-style-type: none"> • Prop Q, a non-criminal prohibition on camping on City sidewalks that can be enforced by a number of agencies; • S.F. Health Code 581 and 596, public nuisance laws; and • S.F. Police Codes 22-24 and 25-27 to enforce willful and substantial obstruction of free passage in public places and trespassing on private property.
Berkeley, CA	<p>Yes. The City Council allocated funding for an outdoor sanctioned encampment area for up to 50 people in January 2020. The City has yet to launch the program.</p> <p>Other encampments are regulated in part by the city’s 2018 sidewalk regulations.</p>	<p>For unauthorized encampments, the City stipulates that except in the case of a medical emergency, lying is prohibited:</p>	<p>The City addresses encampments with an inter-departmental Encampment Roundtable, which prioritizes encampments for closure on the basis of health and safety criteria. The City offers shelter vouchers for all individuals prior to a closure, and belongings are stored pursuant to the City’s storage policy.</p>

	<p>Ordinance No. 7,643- N.S (2019) bans overnight parking of oversized and recreational vehicles between the hours of 2:00 and 5:00 AM.</p>	<ul style="list-style-type: none"> • In BART Access Corridors. The City shall post signage announcing restrictions on lying in BART Access Corridors. • On Sidewalks in all Residential and Mixed Use Residential (MUR) Districts; • On Sidewalks in all Commercial Districts and in the Manufacturing (M), Mixed Manufacturing (MM) and Mixed-Use Light Industrial Zones (MULI) between the hours of 7:00 a.m. and 10:00 p.m. Monday through Saturday, and 10 a.m. and 6:00 p.m. on Sundays and holidays. (Lying is permitted in these locations from 10:00 p.m. and 7:00 a.m. Monday through Saturday, and 6:00 p.m. Sunday to 7:00 a.m. Monday.) • Within the Path of Travel. <p>The City further stipulates that Objects, other than Authorized Objects:</p> <ul style="list-style-type: none"> • Are not allowed on sidewalks in residential areas. • May not be placed in Parklets or in the Path of Travel • Must not expand beyond a 9-square foot footprint (measured as 3 x 3, 4 x 2.25, 9x1, etc.). • Must not obstruct traffic, pedestrian or other signs authorized by law. • Must not obstruct a building entrance, except between the hours of 10:00 pm and 7:00 am. • Must not be placed on any Sidewalk area three feet to either side of a building entrance except between 10:00 pm and 7:00 am. <p>While not homeless-specific, this regulation can be used to regulate homeless encampments and tents in the City.</p>	<p>The sidewalk regulations are enforced by the City’s Code Enforcement, City Manager, and Police Department. Individuals in violation are given 72 hours to comply, with failure to comply resulting in an infraction and a fine of up to \$100. Berkeley’s RV ordinance is not being enforced until the City launches safe RV parking sites.</p>
<p>Sacramento, CA</p>	<p>No. Ordinance No. 2020-0009 prohibits camping at the following locations:</p> <ol style="list-style-type: none"> 1. Within 25 feet of critical infrastructure; 	<p>Not applicable.</p>	<p>Approaches differ depending on whether the camp is occupied.</p> <ul style="list-style-type: none"> • If unoccupied, a 48-hour notice is posted that the camp must be removed. If it is not,

	<ol style="list-style-type: none"> 2. Within 25 feet of a vehicular or pedestrian entrance or exit of critical infrastructure; 3. On those portions of a right-of-way that are required by local, state, or federal law to be free of obstruction to first responders, including but not limited to members of law-enforcement, fire-prevention, or emergency-medical-services agencies; 4. Within a hollow sidewalk; 5. In a wildfire risk area. <p>“Critical infrastructure” means:</p> <ul style="list-style-type: none"> • Levees • Real property or a facility, whether privately or publicly owned, as approved by resolution of the city council, including but not limited to, government buildings, such as fire stations, police stations, jails, or courthouses; hospitals; structures, such as antennas, bridges, roads, train tracks, drainage systems, or levees; or systems, such as computer networks, public utilities, electrical wires, natural gas pipes, telecommunication centers, or water sources. 		<p>the campsite is taken down. If people are at the site, they will either be told to leave or be issued a citation.</p> <ul style="list-style-type: none"> • While illegal camping could constitute a misdemeanor, citations are routinely issued as an infraction, illegal camper is given a court date and a potential fine. A department of the Sacramento County Superior Court holds designated court sessions to clear the citations. Persons who cannot pay the fine are routinely given community service in lieu of fines.
San Jose, CA	<p>Yes. State law (AB2176) authorizes (until Jan 2022) development and operation of emergency bridge housing communities (temporary structures, cabins, RVs) reserved for homeless persons/families to be located on property leased or owned by city. It suspends building, housing, health, habitability, safety standards for these communities.</p> <p>Municipal Code Chapter 5.09 Title 5 Amendment (Bridge Housing Ordinance) was approved November 2018 and established two Bridge Housing Community sites, including the rules, eligibility and standards at each. Location of the BHC must be located on city-owned or city-leased land.</p>	<p>For Bridge Housing Sites:</p> <ul style="list-style-type: none"> • These sites are operated like outdoor Navigation Center programs, with referral protocols, services, and exit resources. • An Operations Manual outlines referral protocols, rules, and governance. Rules include: <ul style="list-style-type: none"> ○ no firearms or weapons, ○ no violent, harassing, or threatening behavior ○ no substance use in common areas ○ no open flames in any structures ○ no illegal activity on the premise. ○ The site operator develops additional site specific standards. • Sites are co-governed by an Oversight and Support Committee, which meets monthly and 	<p>The City sends an outreach team to assess the situation, offer services to homeless individuals in the area, and determine any next steps to resolve the reported concern, up to and including closure. This is performed as resources permit. During COVID-19, San Jose has suspended encampment closures.</p>

		consists of the site operator, homeless services stakeholders, program residents, and the City of San Jose.	
Los Angeles, CA	<p>No. No city legislation references homeless encampments; rather, ordinances address access to sidewalks, accessibility per the Americans with Disabilities Act, storage of personal property in public areas, and where/when tents may be erected.</p> <p>Los Angeles also regulates vehicle dwelling:</p> <ul style="list-style-type: none"> • Vehicle dwelling is not permitted on residential streets between the hours of 9pm-6am • Vehicle dwelling is never allowed within a city block of schools, daycare facilities, and parks. 	<p>While no encampments are authorized in Los Angeles, some ordinances related to encampments in the Los Angeles Municipal Code include:</p> <ul style="list-style-type: none"> • LAMC 41.18(d) - No person shall sit, lie or sleep in or upon any street, sidewalk or other public way. (Not enforced between 9PM-6AM) • LAMC 56.11 - It is unpermitted (but not a crime) to erect or maintain a tent in public spaces between 6 a.m. and 9 p.m with exceptions during rain and cold temperatures 	<p>The Los Angeles City Council voted in March 2020 to suspend enforcement of LAMC 56.11 during the COVID-19 pandemic, effectively allowing tents during daytime hours.</p> <p>The City prioritizes encampment closures across Council districts following a multi-step process. Each Council District is given a certain number of days during which crews work in the district:</p> <ul style="list-style-type: none"> • Staff verifies that the encampment is on City property or a public right • The Los Angeles Homeless Services Authority (LAHSA) becomes the first point of contact with the encampment, offering services to the individuals at the location between 1 and 4 times. • 24 hours' notice is posted before clean-up, at which point sanitation crews remove trash and hazardous materials, and store personal belongings pursuant to storage policies.
San Diego, CA	<p>No. The City currently has no allowable locations nor provisions for allowable encampments.</p> <p>In response to a Hepatitis A outbreak the City temporarily opened a Transitional Camp Area for homeless individuals in 2017, creating 130 13 ft x 13 ft camping areas in a program operated by a nonprofit provider. This program was operated until the City could open its large bridge shelters, providing beds for 750 individuals in three program sites.</p> <p>For vehicular encampments, sections 86.0139 - 86.0144 of the San Diego Municipal Code</p>	Not applicable.	<p>According to a City Auditor's report in February 2020:</p> <ul style="list-style-type: none"> • The San Diego Police Department's (SDPD) Homeless Outreach Team (HOT) has been filling a lack of qualified outreach positions by acting as the City's leading provider of homeless outreach. • The City's current encampment abatement process focuses on removing waste and preserving public safety, but does not include outreach to homeless individuals that is sufficient to reach each individual affected by the abatement or connect each individual to shelter or services.

	<p>Neighborhood Parking Protection Ordinance restricts overnight parking of oversized vehicles, non-motorized vehicles, and recreational vehicles without a permit on public streets.</p>		<p>When Police enforce illegal lodging violations, a new program allows them to offer shelter beds in lieu of a citation. If a bed is available and the individual stays there for 30 days, the citation will not be enforced.</p>
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