

# Legislative Directive Response

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## Purpose

This legislative directive response details the processes, procedures, stakeholders, and partners that coordinate the City's response to homelessness. This work is done in partnership with Hennepin County, the responsible entity for providing direct services and shelter opportunities for unsheltered individuals.

Minneapolis Code of Ordinances 244.60 states:

- (a) Unless otherwise provided in this section, no camp car, house trailer, automobile, tent, or other temporary structure may be parked or placed upon any public street or on any public or private premises or street in the city and used as a shelter or enclosure of persons and their effects for the purpose of living therein.

The City of Minneapolis (City) upholds this ordinance to maintain public health and safety for all people in Minneapolis. This legislative directive response aims to address the safety, livability, and health of city residents, sheltered and unsheltered, communities, businesses, and visitors in Minneapolis, while being transparent on the complexities within this work.

## A Community-Focused Response

The City is committed to a community where all residents can live and thrive in healthy and safe environments. Recognizing that to best serve all people, sheltered and unsheltered, who call Minneapolis home, a unified approach is needed to ensure the safety, livability, and health for our communities.

Healthy, safe, stable living conditions and opportunities are essential for every Minneapolis resident – both sheltered and unsheltered. The City balances the needs of unsheltered individuals in encampments, and residents in surrounding communities to support all involved through the following measures:

- Resolving the health and safety risks created by encampments for people living there as well as the surrounding community.
- Supporting partners that provide living options for unsheltered individuals while upholding public health and safety.



- Honoring that all Minneapolis residents, sheltered and unsheltered, should have access to opportunities while balancing Hennepin County’s role as a social service provider.

The City acknowledges that these measures may have different meanings across the range of stakeholders and partners collaborating on responding to homelessness in Minneapolis. Recognizing these differences, the City aims to foster an open environment where all stakeholders can come together to find effective solutions that improve public health and safety through a cohesive response to homelessness and encampments.

- The City acts as the bridge connecting unsheltered individuals in encampments to Hennepin County’s direct services, contracted community partners, and safety net efforts.
- The City recognizes that homelessness can only be prevented by addressing the systemic failures that led people to these situations.

Developing a comprehensive response to homelessness means looking at proactive and equitable solutions in housing and beyond - investing in programming on financial independence, low barrier housing, and mental health support. And ongoing collaboration and support to Hennepin County’s programs and initiatives, including work around addiction treatment.

Solving the societal issues that serve as the root causes of homelessness requires providing people the access to resources that liberate them, rather than a singular aim of improving conditions at encampments that enables people to continue to live in substandard conditions, unacceptable in other circumstances.

## Supporting Housing Stability

Since Mayor Frey’s first budget in 2019, the City has invested \$320M into affordable housing in Minneapolis. A special focus has been on deeply affordable units—30 percent area median income (AMI) (roughly \$35,000 for a family of four).

Since the start of the pandemic, the City and County, together with state, nonprofit and philanthropic partners, have fundamentally reshaped the homelessness response system. Together, the City and County invested more than \$200 million to homelessness response system.

To make an impact, we must employ multiple strategies. Some examples of collaborative successful strategies include:

- Improve the conditions of shelters and increase availability by having them open 24 hours per day, seven days a week.
- Supported two new, culturally specific, and low-barrier shelters – Homeward Bound and Avivo Village.
- Supported the creation of a new women’s shelter and a new medical respite shelter at the Endeavors Residence (opened in 2022).
- Increased City funding for street outreach teams and a new City Homeless Response Coordination team.

In addition to helping residents secure safe and affordable rental housing, the City prioritizes projects with the deepest affordability and those that serve large families.

- In 2022, the City closed on the financing of 919 NEW affordable rental units. This is a historic high for the City.
  - Of the 919 units closed in 2022, 264 will be deeply affordable to households with incomes at or below 30% AMI (\$35,200 for a family of four).
    - *That's nearly six and half times the number of 30% units completed between 2011-2018 (41 units/year average).*
    - *In the previous three years, we averaged 634 units per year (2019 to 2022) – also a historic high compared with an annual average of 322 units per year from 2011 to 2018.*
- Future Affordable Rental Projects (projects funded, but not yet closed)
  - 23 projects totaling 2,112 units have been funded and will begin closing in 2023 and beyond – 610 of the units are designated for households at 30% AMI.
- Preserved more than 2,500 units of Naturally Occurring Affordable Housing since launching NOAH Preservation programs in 2018.
- Since its inception in 2019, Stable Homes Stable Schools has provided housing assistance and wrap-around services to more than 3,700 children in Minneapolis Public Schools.
- During the pandemic, to minimize renter displacements, Minneapolis seeded \$3M to support emergency housing assistance – 1,665 households served – approximately 90% of households served were BIPOC households.
  - Thanks to the federal Emergency Rental Assistance program (\$23.3M) more than 3,200 households were able to remain in their homes.
    - *Nearly 70% of the households served had incomes less than 30% AMI.*
    - *Over 80% were BIPOC renters.*

The City's commitment to help individuals access homeownership, create affordable housing units, and support renters and homeowners to stay in their homes, is one way we can impact housing inequity and support housing values.

## Guiding Principles

The City of Minneapolis is dedicated to:

- Facilitating encampment closures where unsheltered individuals are treated with respect and dignity.
- Ensuring that all encampment closures have the least disruption and trauma possible for the unsheltered individuals and surrounding communities
- Acknowledging that a singular approach in responding to homelessness is not the answer and committing to ongoing partnerships that are dedicated to



evolving solutions that best fit the community and unsheltered individuals.

To provide a comprehensive understanding of the City's ongoing efforts to support unsheltered individuals, this legislative directive response outlines and identifies the following:

- City of Minneapolis Roles and Responsibilities
- Encampment Closure Practices and Timeline
- Encampment Case Studies
- Current Encampment Barriers to Resources, Services and Solutions
- Ongoing Resource Recommendations

### City of Minneapolis Roles and Responsibilities

The City's response to homelessness is a collaborative effort across multiple departments to foster a community where all residents can live and thrive in healthy and safe environments. This work is done in partnership with Hennepin County, the responsible entity for providing direct services and shelter opportunities for unsheltered individuals.



The following section details the roles and responsibilities of each City stakeholder in the unified response to homelessness.

## City of Minneapolis Roles and Responsibilities

### A. Regulatory Services: Homeless Response Team

The City's Homeless Response Team (HRT) aims to respond to the needs of unsheltered individuals in Minneapolis, concentrating specifically on individuals in the encampments. The HRT is not a direct service provider. This means that the HRT refers individuals to Hennepin County or a contracted service provider who can provide these services, such as:

- Case management for permanent housing
- Outreach and engagement
- Housing assessments
- Connection to services, benefits, and resources
- Supply distribution
- Healthcare
- Harm reduction

The HRT is the first point of contact for complaints regarding an encampment on City-owned, privately-owned, and non-City government owned properties. When a stakeholder submits a complaint or concern about an encampment by email or by calling 311, the HRT first confirms property ownership for the site and then engages with the property owner on next steps and ownership responsibility.

With every interaction, the HRT focuses on engaging with unsheltered individuals to build relationships and trust. The team recognizes there is not a one-size-fits-all approach. Instead, the team meets people where they are by connecting them to a variety of resources and services, such as:

- Housing assessments and/or case management through Hennepin County
- Connection to service providers or assigned case workers
- Storage services in partnership with Downtown Improvement District
- Shelter services
- Medical attention through Healthcare for the Homeless
- Transportation services to resources
- Collaboration with Hennepin County Streets to Housing Team

HRT encourages unsheltered individuals to utilize shelter resources; recognizing that the decision to accept and access these available resources is an individual decision. In addition to offering resources that support the health and safety of unsheltered individuals, HRT must balance the health, safety, and livability needs for neighboring residents and businesses that surround encampments.

## **Regulatory Services: Inspections Services**

Inspections Services ensures quality, safe, and dignified living conditions for residents and to support safe and well-maintained businesses. They do this through collaboration, education, compassionate, and flexible enforcement of local and state laws to achieve a safe and healthy city for all.

With this lens, Inspections Services plays a critical role with encampments on private properties. When an encampment has been identified, it may result in an inspector visiting the site to assess property conditions and potential violations with the Minneapolis building, housing, and zoning maintenance codes. If a violation is found, the inspector will issue an order to correction that include a due date for the owner to bring their property back into compliance. In this capacity, the inspector is available to the owner to explain the ordinance violations in greater detail and serves as another resource.

## **Regulatory Services: Traffic Control**

Traffic Control works to ensure public safety for all involved with encampment closures by directing traffic away from the site to ensure expeditious traffic flow, pedestrian safety, and access for clean-up equipment to and from encampment sites. Traffic Control provides critical safety support for all involved with encampments and the closure of these sites.

In this capacity, Traffic Control's role with encampment closures includes the following:

- Staying up to date on encampment issues and needs through involvement with the City Review Team.
- Attending roll call at Minneapolis Emergency Operations and Training Center (EOTF)
- Assigning agents to specific corners, who are responsible for blocking the appropriate intersections with their vehicles and cones while waiting for encampment closures to commence
- Partnering with MPD on all public safety measures including:
  - o Identifying affected intersections and planning how best to limit pedestrians and traffic in each specific area.
  - o Closing perimeters 1-2 blocks away from encampment so that no vehicle or pedestrian traffic enter the perimeter.
  - o Monitoring the encampment closure for the safety of those living at the encampment, agents, City staff and the public involved.
  - o If bystanders show agitation through yelling, swearing and ongoing verbal abuse toward City staff and partners, the manager alerts agents onsite as well as coordinates to have police officers available within a ½ block radius of the agents.

Through these measures, Traffic Control reports that unsheltered individuals in encampments are often appreciative of their efforts as it allows them to cross streets safely during the encampment closure process.

Additionally, Traffic Control Agents assist unsheltered individuals to remove tents and belongings from encampments as time and situation allow.

## **B. Minneapolis Health Department**

The Minneapolis Health Department seeks to create a city that is a healthy place to live, work and play by protecting the environment, preventing disease and injury, and promoting healthy behaviors.

Specific to ensuring public health and safety surrounding encampments, the Health Department provides the following support:

- Servicing of syringe boxes and area syringe sweeps when requested
- Responding to 311 calls for specific syringe pickups in alleys and other public places
- Working with contracted partners on syringe and needle pickup and disposal procedures

The Health Department recognizes that addiction recovery is a continuum and that people have the agency to enter and exit this process at any time. And, that resources offered to unsheltered individuals are done with the intent to meet people where they are.

## **C. Community Planning and Economic Development**

Minneapolis Department of Community Planning and Economic Development (CPED) ensures that City-owned properties in its inventory are maintained in the same standards that are required for private properties.

CPED is not a direct service provider. This means that all service contract work around encampments is handled by Hennepin County and its third-party providers.

CPED is continuously working on two fronts: As the City's real estate investment entity, CPED invests in the production and preservation of affordable housing development, shelter, and low-barrier housing while also being a key stakeholder for encampments occupying City-owned property.

For City-owned properties, CPED staff manages the posting of signage for the Notice of Trespass and Notice to Vacate regarding upcoming encampment closures and works in collaboration with Regulatory Services for additional resource needs to support closure activities. Additionally, CPED manages encampment clean-up with Public Works and fencing City-owned properties to avoid a repeat encampment occurrence. The direct property management services are outsourced to local vendors for mowing, plowing and debris removal.



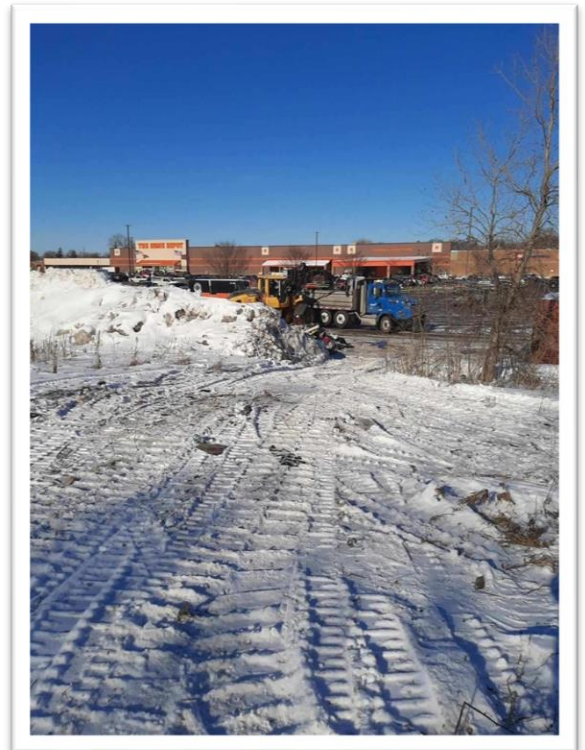
#### D. Public Works: Solid Waste and Recycling

Minneapolis Public Works builds, operates, and maintains public infrastructure that serve a public purpose to all those who live in, work in, and visit Minneapolis.

Solid Waste & Recycling (SW&R) serves a critical function in supporting public health, safety and nuisance abatement efforts leading up to and on the day of encampment closures.

The public health component of clearing an encampment closure requires the following:

- **Outreach:** Supporting the property owner, Solid Waste and Recycling have an ongoing practice of notifying unsheltered individuals living in encampments to take whatever items they want and need. Solid Waste and Recycling teams offer to load and remove discarded and unwanted items.
- **Clearing an Encampment Site:** Minneapolis Solid Waste and Recycling teams clear encampment sites, which can require both staff and heavy equipment. Clearing an encampment location begins immediately after the encampment is closed and unsheltered individuals are no longer expected to return. For encampments on City-owned properties, Solid Waste and Recycling provides the primary labor force to clear the site.
- **Encampments on Public Works-owned Property Closures:** Minneapolis Public Works organizes and facilitates closures and the securing of their city-owned property. In this capacity, Public Works staff can act as eyes and ears in the community in monitoring public safety. For additional closure resource needs and support they work in collaboration with Regulatory Services.
- **Timing Considerations:** Three primary components determine the time required for the Minneapolis Solid Waste and Recycling teams to clear an encampment closure:
  - First, encampment size, which includes but is not limited to the type of structures on site (i.e., tents, vehicles, etc.), and the volume of discarded materials and refuse left behind.
  - Second, safety concerns for Minneapolis employees, unsheltered individuals, or members of the community.





- Third, external factors such as weather, geographic considerations, encampment location, etc.

#### **E. Minneapolis Police Department**

The Minneapolis Police Department (MPD) plays a supporting role in the encampment closure process. MPD is responsible for ensuring the safety of all involved with encampment closures through balancing:

- The potential traumatization of unsheltered individuals and the surrounding community
- The safety of City staff
- The de-escalation of threatening, aggressive, and violent situations

In addition to the current safety factors considered, a future goal of the Minneapolis Police Department is to partner with all stakeholders along the continuum of care for unsheltered individuals. This includes contracted community partners through Hennepin County. A second goal is to establish guidelines and practices that would create environments where encampment closures could occur without an enforcement presence.

Currently, the level of presence of the Minneapolis Police Department at encampments is determined by the type and severity of criminal activity leading up to an impending closure.

MPD believes that unsheltered individuals occupying in encampments are not presenting a risk that requires law enforcement. It is when activist and protestor presence cross the line from peaceful dissent to open threats and acts of violence that MPD must step in to ensure the safety of all involved individuals. MPD officers have been placed in situations where activists and protestors arrive at an encampment site ready for surprise attacks and armed with weapons including galvanized bats, machetes, and shields.

To prioritize public safety, MPD must quickly focus on de-escalation during encampment closures once it becomes clear that activists and protestors are planning violent interactions to stop the closure.

However, the real disservice in these instances is that the focus shifts away from providing resources, transportation, shelter, and indoor space options to unsheltered individuals in the encampments to minimizing violence that puts all involved at risk.

The following efforts highlight MPD's current support at encampments leading up to and during closure:

- To focus on the unsheltered individuals living in encampments versus the external violence that can loom over closures, MPD recently added a sergeant who provides a constant day-to-day presence in encampments.
- Since this addition, MPD has seen encampment size decrease.
- For each encampment visit, every precaution is made to avoid making arrests. When situations allow, police officers will help unsheltered individuals living in encampments by helping them move their belongings to secured locations.

The number of police officers present at an encampment closure depends on specific needs.

## **Encampment Size, Accessibility and Surrounding Area Geography**

- Police officers staffing at one block out from Public Works perimeter
- Police officers staffing at one block out from Traffic Control Agents
- Police officers within the encampment supporting the property owner

## **Criminal Activity at the Encampment Site**

- Human trafficking, homicides and shootings have occurred at encampments. MPD has also located and removed weapons including firearms, magazines, and unspent munitions from encampment sites.
- For public safety, there are times when closures cannot be disclosed because of the need to act swiftly following a serious crime.

## **External Public Impacts from Activists and Protestors**

Threats of violence equal a need to be ready for de-escalation of crowds. These threats require MPD officers to have enough resources at an encampment before a situation escalates to a point where public safety cannot be maintained.

- An encampment site at the Quarry was planned and posted for a closure on December 28, 2022.
- The morning of the posted closure, approximately 60 activists armed with galvanized bats, machetes, and shields fortified and blocked the entrance to the encampment to prevent the City staff from entering the space for closure.
- An encampment site at Near North was planned and posted for a closure on March 18, 2021.
  - Three days prior to closure, the City posted closure information to site regarding contamination, fire hazards, and other health and safety risks.
- The morning of the closure, people showed up to prevent City staff from entering the space for closure. City staff were assaulted and attacked, and five arrests were made.
- On October 6, 2022, the City approached the Near North encampment and activists were present. Individuals were given warnings to leave and ultimately two arrests were made.

With de-escalation needs and efforts explained, a critical question remains:

- Recognizing that all involved with encampment closures, including MPD, want a minimal enforcement presence, what would it take from all parties to make this happen?
- When activists and protestors are responsive to de-escalation efforts, MPD can reevaluate what resources are needed at each encampment closure? When this occurs, MPD has then brought a lower contingency of officers.

An immediate benefit to less violent conditions during a closure is that City staff may provide additional time for unsheltered individuals more time to utilize assistance and resources during the closure process.

## **F. Cross-Departmental City Review Team**

The Cross-Departmental City Review Team includes staff from the following areas:

- Community Planning and Economic Development
- Minneapolis Health Department
- Minneapolis Police Department
- Public Works
- Regulatory Services
- Other departments on an as-needed basis

The Cross-Department City Review Team meets weekly to review data, health, safety, and community impact for a coordinated response for encampment closure recommendations that includes targeted outreach, engagement, and storage options for unsheltered individuals.

## **Encampment Closure Practices and Timeline Process**

### **A. Closure Criteria**

The City follows the same encampment closure criteria for both City-owned and privately-owned properties. The criteria are a combination of core values and land use requirements as defined in Minneapolis Code of Ordinances.

#### **Principal Beliefs:**

- Everyone experiencing unsheltered homelessness is vulnerable and deserves dignified and respectful treatment
- Every effort will be made to connect people to housing, shelter, and services
- Encampments represent a serious public health and safety risk - particularly for those staying within the encampment - and do not represent a dignified form of shelter

The City must uphold regulatory requirements defined by Minneapolis Code of Ordinances to maintain public health and safety.

Encampments are prohibited by City ordinance and all encampments in Minneapolis will be closed. Because encampments pose health and safety risks, the City makes an objective assessment of encampment conditions based on the following risk factors:

- Community livability impact including, but not limited to, the geographic size, number of unsheltered individuals, proximity to schools, parks, businesses, and residents, and 911/311 calls for service volume.
- Health impact-including, but not limited to, presence of pregnant individuals, minors, hygiene, and environmental conditions and other conditions at encampment sites that increase the health risks of individuals at the encampment or in the community.
- Life-Safety impact including, but not limited to, unstable structures, weather conditions, drug use, violence, propane tanks, and illegal activity.

- External impact including, but not limited to, accounts from neighbors and business owners, and imminent development, demolition, or renovation.

Encampments located on both City-owned and privately held properties are reviewed against the above criteria by the Cross-Departmental City Review Team. This team meets weekly to review data, health, safety, and community impacts in advance of making recommendations for encampment closures.

## **B. Closure Timeline for City-Owned Property**

### **Step One: Posting of Notice and Exceptions**

At least 72 hours prior to an encampment closure, the City posts the following notices:

- An Initial Notice of Trespass
- Notice to Vacate
- Notice of the Closure Date

The City may move forward with closure with less than 72 hours of notice, if any of the following conditions exist:

- The encampment poses imminent community safety risks.
- Threats made to City employees relating to the encampment or the closure of encampments in general.
- The encampment has experienced an increase in violence or other illegal activities.
- The encampment is inhibiting or interfering with the normal operation of a business, school, daycare, or sober living facility.
- Law enforcement agencies are currently engaged in investigations in response to credible information and the 72-hour notice would put the investigation at risk; or
- Any other condition that poses an imminent danger to human life or safety.

#### *Timing Considerations:*

- If the encampment closure date is changed or delayed beyond the posted time in the initial notice and must be rescheduled, the City will strive to update the notice at least 48 hours in advance of a rescheduled closure date.
- If an updated notice cannot be posted at least 48 hours in advance, the notice shall be posted as soon as is reasonably possible.
- The City will make reasonable effort to share this information verbally with anyone at the site and with its contracted community partners to ensure those who are unable to read or have difficulty comprehending the information are made aware of the impending action.

### **Step Two: Support Provided Between Posting of Notice and Closure**

Once notices have been posted and a closure date identified, the HRT continues to visit the encampment and engage with unsheltered individuals to offer services referrals, resources,

transportation to shelters, and storage options for personal property. The HRT engages in these outreach activities leading up to closure. This service ends the day prior to encampment closure.

The City has the following support goals prior to an encampment closure:

- Offer storage options at least once during the 72-hour notice window
- Inform its contracted community partners of the closure to enable them to perform targeted outreach and for them to stay connected to the unsheltered individuals they are assisting
- Work with Hennepin County, shelter staff, and contracted community partners to identify shelter resources leading up to the day of a closing and ensure that these resources are shared with unsheltered individuals
- Schedule the timing of closures when resources are available

### **C. Closure Timeline for Private Property**

While encampments located on private property are subject to the same City ordinances as locations that are on City-owned property, the closure timelines can differ for the following reasons:

- City staff are not allowed to enter a private property as they would be trespassing.
- Property owners are responsible for developing a plan to clear the encampment and may request support from the City.

If private property owners request help, the Minneapolis Police Department is available to aid with encampment closure activities.

When encampments are identified on private property, a City inspector may visit the site to evaluate property conditions, conformity with existing zoning, building, and housing maintenance codes, citing any notable violations of Minneapolis Code of Ordinances violations. Violations may include, but are not limited to:

- Trash and debris
- Tents and temporary structures
- Inoperable vehicles
- Securing the perimeter or structure
- Long grass and weeds
- Unsanitary conditions

It is on the property owner to ensure the upkeep, safety, security, and continued maintenance of the property in compliance with Minneapolis zoning, building, and housing maintenance codes.

### **D. Post-Closure**

After closure, the HRT notifies all applicable stakeholders and visits the site to ensure the property is not reoccupied. If needed, the property is fenced to ensure no reoccupation.

Immediately following the closure of a site, the Cross-Departmental City Review Team has a post-incident debrief to discuss lessons learned and implement any improvements to the process.

## Minneapolis Encampment Case Studies

In March 2020, Governor Walz issued Emergency Executive Order 20-47 allowing the Minneapolis Health Department to place handwashing stations and portable restrooms at encampment sites as part of the State’s COVID-19 response. During this time, sanitation resources provided at encampments had the singular public health purpose of decreasing the spread of COVID-19.

In 2020, a Powderhorn Park encampment, which is Minneapolis Parks property, was established. It was not on City property, so the City did not lead any clean-up or closure efforts. From June to mid-August the Health Department paid for the wash stations and syringe cleanup at this site. Total spent on wash stations was \$1,880.20 and approximately \$38,000 on syringe cleanup. Of the \$38,000 total spent, \$31,000 was spent by City departments to complete a sweep and cleanup after the two encampments at Powderhorn Park had been removed.

With both stakeholder roles and responsibilities as well as encampment closure practices outlined, it is critical to first highlight current encampment conditions through the following case studies before discussing barriers and then recommendations through the remainder of the legislative directive.

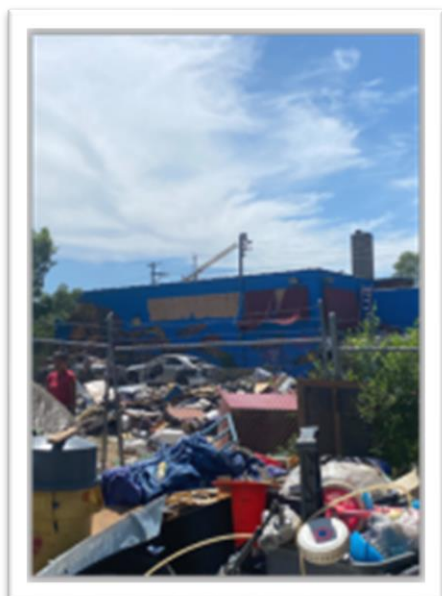
In 2022, the four encampment sites below were closed and cleared because of the health and safety risks created for the unsheltered individuals at the site and for the surrounding community. Highlighting both City-owned and private properties, each site represents the unique factors and obstacles that City staff must handle during encampment closures.

### **A. 2901 Blaisdell – Date Closed and Cleared: August 5, 2022**

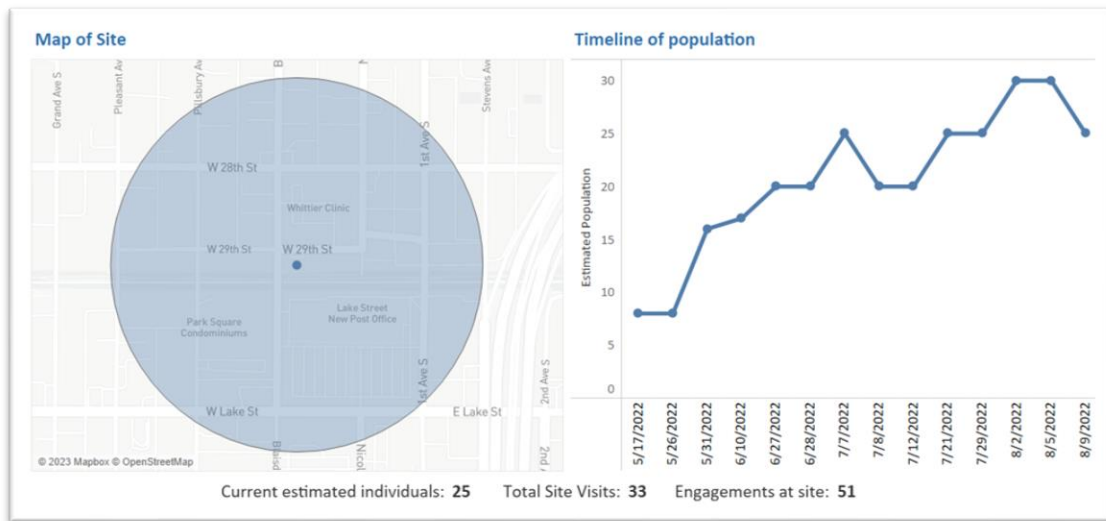
*Property Type: Private Initial Complaint: May 17, 2022 – Complaints made through 311*

*311 complaints: 30*

*911 calls: 32*







During initial closure discussions with the property owner, the City learned he would not be able to secure the lot through fencing. After the City was able to provide support from the Minneapolis Police Department, this encampment was first scheduled to be cleared June 8, 2022.

The scheduled closure was called off due to safety concerns after activist and agitator retaliation. Additionally at this time, a contractor vehicle was set on fire at the contractor’s home as part of a separate encampment closure. The combination of these two factors elevated the public safety risk, leading to an increased law enforcement presence at this encampment closure.

This encampment began with seven individuals and grew to upwards of 30 people. The property owner became unresponsive in the weeks following the initial closure cancellation. All action was suspended because without the consent of the private property owner, the City cannot undertake enforcement action on the premise which could include posting signage, trespassing the individuals residing on the lot and securing the area.

The ongoing lack of response resulted in the City issuing the following orders to correct in mid-July:

- Unlawful Occupancy of a Non-Dwelling Structure, (244.60, 244.1450 and 244.1610)
- Accessory Use of Property (537.20)
- Remove Rubbish or Tree Parts (227.90, 227.100, 229.20, 229. 50, 385.240, 244.40, 244.690, 244.700)
- Building Open to Trespass (87.150)
- Register Your Vacant Building (249.80)
- As a result of serious safety issues at the unsanctioned encampment site, the impact on the surrounding community and his lack of response, the property owner was served a Notice of Public Nuisance (Minn. Stat. §617.81) on July 15.

On July 22 after being served the Notice of Public Nuisance, the property owner reached out to the City and expressed a willingness to comply. He confirmed his consent for the clearing of the lot, towing of the inoperable vehicles, and worked with City staff to set a closure date.

## 2901 Blaisdell, 2901 Nicollet Encampment Complaint

This morning, I was notified by our Whittier Clinic leadership of the following related to the city block that contains the clinic and parking lot:

- There continues to be discarded needles on the green space (City space ) on the periphery.
- This weekend , they were at an all-time high.
  - Security will put a sharps container in the area so that our neighbors can dispose of the needles safely.
- Someone tried to get into the building through the downstairs garage door at 3:45 this morning.
  - Of course we cannot prove that the person caught on camera lives in the encampment but our cameras picked him up coming from that direction , shirtless and with a blanket over his shoulders.
  - Access to the garage allows easy access to the rest of the building and many areas that are not secured.
- Occupants of the encampment asking patients to fill water bottles from inside the clinic for their use. We have had to close Nicollet Street access doors so that Security can monitor entry into the building.
  - Our employees are distressed and continue to report an increasing sense of unease making their way to and from the building.
  - The leadership at the clinic continues to be worried about employee and patient safety and want to be preemptive to avoid any events.

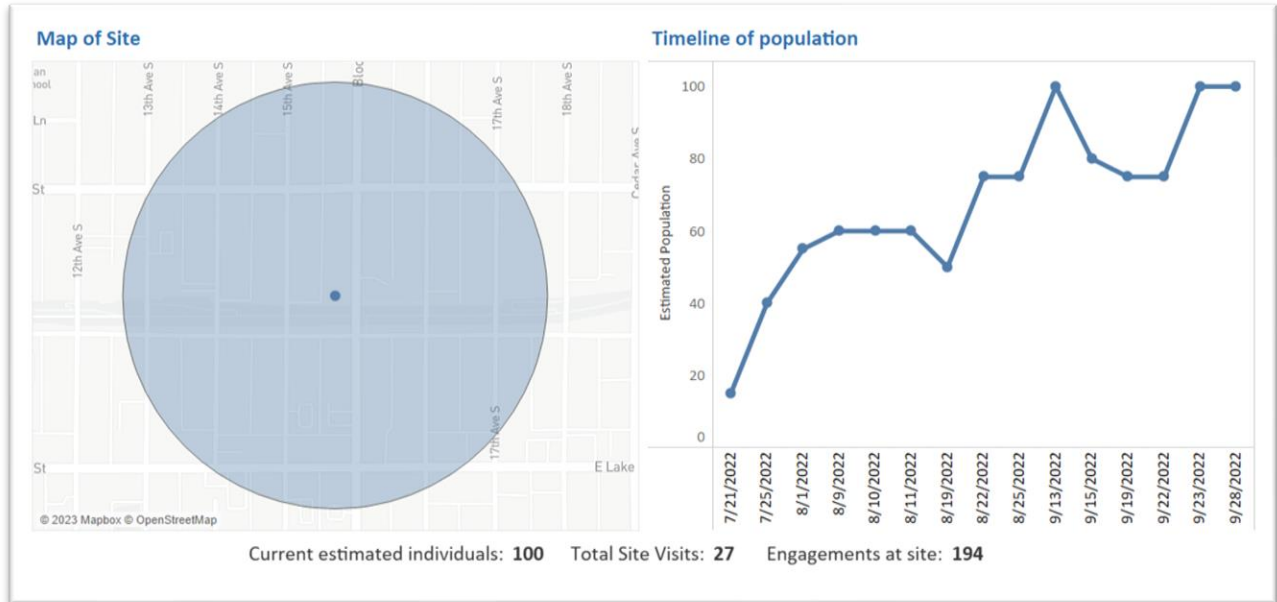
A homicide at the encampment prompted the City and property owner to expedite the encampment closure.

On August 5, the vacant building was secured. Approximately 20 individuals complied with the orders of trespassing from the private property owner. Seven inoperable vehicles and four motorcycles were gathered as stolen property and the lots were secured.

After the closure, the HRT notifies all applicable stakeholders and visits the site to ensure the property is not reoccupied. If needed, the property is fenced to ensure no reoccupation.

Immediately following the closure of a site, the Cross-Departmental City Review Team has a post-incident debrief to discuss lessons learned and implement any improvements to the process.

## B. 2840 and 2844 Bloomington Avenue – Date Closed and Cleared: September 30, 2022



*Property Type: Private Initial Complaint: July 29, 2022 – Complaints confirmed individuals came from a previously cleared encampment*

*311 complaints: 14*

*911 calls: 54*

Upon visiting the encampment, the Homeless Response Team connected with unsheltered individuals and offered access to services and resources that provide shelter and storage options.

On August 3, 2022, property owners were notified of the encampment on their affected lots and given contact information for the Crime Prevention Specialist Manager and the Homeless Response Team.

The City issued the following orders to correct:

- Unlawful Occupancy of a Non-Dwelling Structure (244.60)
- Accessory Use of Property (537.21)

As the encampment size increased, so did safety concerns and the impacts on the surrounding community.

The Homeless Response Team led closure conversations with the property owners and outlined their roles and responsibilities. Property owners quickly posted “No Trespassing” signs and were receptive to discussions on clearing and securing the lot.

- The owners requested assistance with the clearing of the lots, towing of any inoperable vehicles, and re-fencing of the property.

During this closure process, the Homeless Response Team made nearly 200 engagements with unsheltered individuals from July to September 2022.

On September 30, Minneapolis Public Works, Minneapolis Police Department, Traffic Control, City staff, and the private property owner closed and cleared the property. 70 unsheltered individuals and one dog were onsite and complied with the orders of trespassing from the private property owner.



Some details from the clearing include the following items removed or recovered from the site:

- One stolen operable Jeep with dealer plates
- One stolen scooter
- Three rifles
- One pistol
- Several BB guns
- Several bikes
- Two rifle magazines

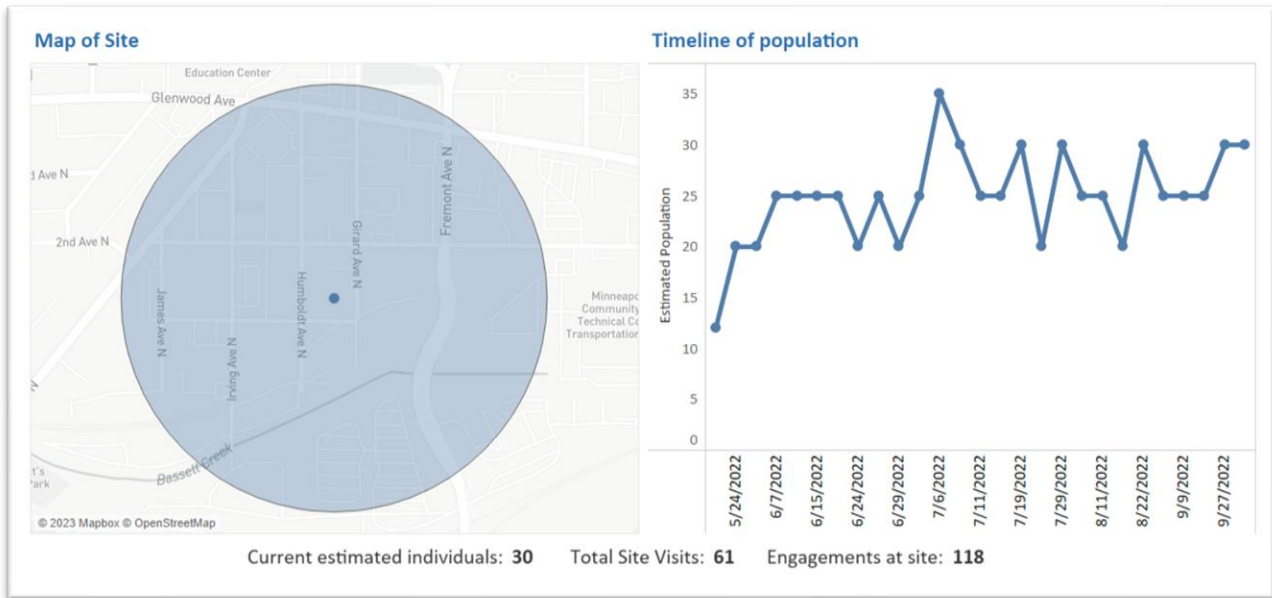
After the closure, the HRT notifies all applicable stakeholders and visits the site to ensure the property is not reoccupied. If needed, the property is fenced to ensure no reoccupation.

Immediately following the closure of a site, the Cross-Departmental City Review Team has a post-incident debrief to discuss lessons learned and implement any improvements to the process.

**C. Near North – 205 Girard Avenue North – Date Closed and Cleared October 06, 2022**

Property Type: City-Owned

Initial Complaint: February 3, 2021 – Complaints made through 311



311 complaints: 38

911 calls: 155

In early 2021, a City-owned parcel opposite from a site planned for an affordable housing development became occupied by 10 unsheltered individuals. Unlike other encampments that are predominately or solely tents, this encampment evolved to the following:

- Nine campers
- Seven wooden Structures
- Seven chickens
- Four tents
- Three RVs
- One vehicle (inoperable)
- One unattached trailer
- One motorhome

Calls received by 311 cited the following:

- Noise complaints
- Garbage spilling onto neighboring streets
- People living in their vehicles
- Burning of tires and wood
- Rat infestation issues

The site presented safety challenges, maintained hazardous conditions and was being used as a storage area for stolen goods. From July to September 2022, crime increased 33 percent around the site.

After providing notice, this encampment site was set to be closed on February 26, 2021. The clearing did not occur, and unsheltered individuals remained at the site. The City posted No Trespassing signage multiple times from June 2021 – September 2022.

A second attempt to clear the site on January 11, 2022, was canceled due to threats and violence made toward City staff from activists and protestors. After this incident, there was an organized volunteer-led effort with Public Works and CPED to clean up the site.

On October 6, 2022, Minneapolis Public Works, Minneapolis Police Department, Traffic Control, and City staff closed and cleared the property.

Between May - September 2022, the HRT visited the site 61 times, connecting individuals to resources, outreach, engagement and offering storage and shelter options. In June 2022, the HRT staffed a table at the site, which resulted in 19 service referrals for health assessments, case management, and other resources.

After the closure, the HRT notifies all applicable stakeholders and visits the site to ensure the property is not reoccupied. If needed, the property is fenced to ensure no reoccupation.

Immediately following the closure of a site, the Cross-Departmental City Review Team has a post-incident debrief to discuss lessons learned and implement any improvements to the process.



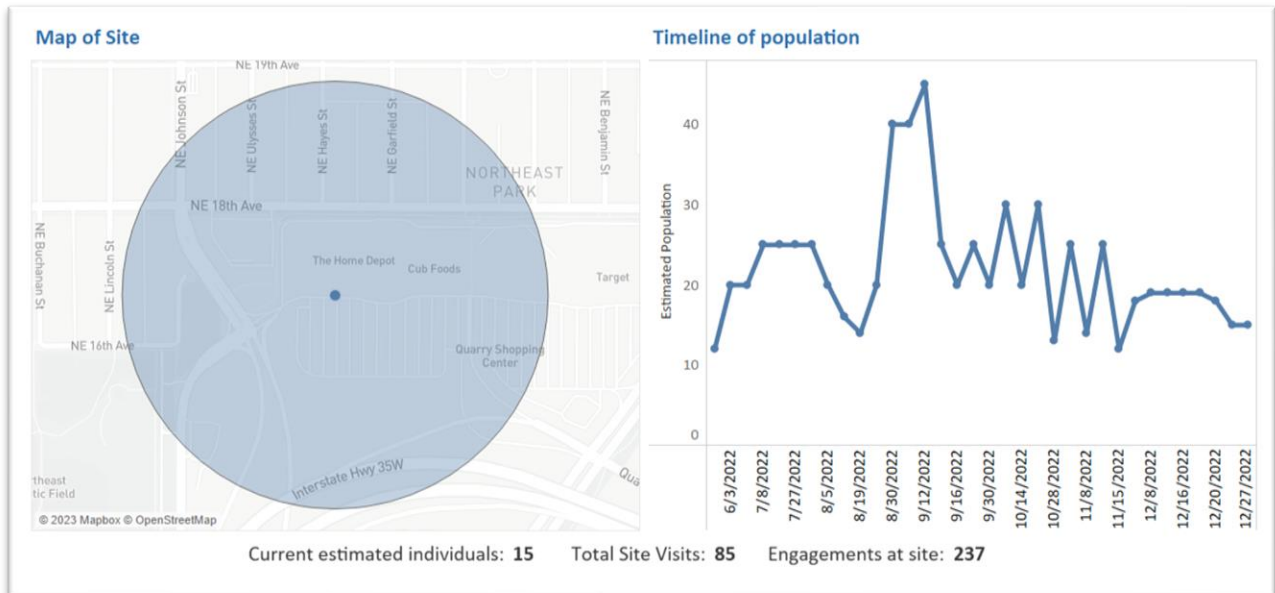
## D. Quarry – 1520 New Brighton Boulevard – Date Closed and Cleared December 30, 2022

Property Type: City-owned

Initial Complaint: March 4, 2021 – Complaints made through 311

311 complaints: 32

911 calls: 144



This site was located behind The Quarry Shopping Center parking lot on two adjoining vacant parcels – most of the site was on the City-owned parcel and the second area was owned by Minnesota Department of Transportation (MNDOT). The encampment existed for nearly three years and had witnessed a regular turnover of unsheltered individuals occupying the space.

From May - December 2022, the HRT visited this site 85 times offering storage, shelter and connecting individuals to services; conducted more than 200 engagements with unsheltered individual and made 33 housing referrals. During these same visits, 12 unsheltered individuals were offered resources for storage and shelter. All 12 declined offers for support.

On December 21, 2022, the City posted closure information including:

- Closure date of Wednesday, December 28, 2022
- Hennepin County resources for unsheltered individuals
- DID storage information

Additionally, staff informed Hennepin County and our contracted partners about this closure in hopes that they would increase their outreach at this site prior to the closure date. The closure's timing was coordinated with the Rescue Now shelter opening, which provided additional beds for individuals leading up to the closure date.

- During the extreme cold weather conditions in December 2022, the HRT urged unsheltered individuals to seek available beds and make use of the provided storage solutions. All declined these options.

Prior to the December 28 planned closure, the City received information that activists and protestors were staging a clear intention for a violent confrontation with MPD and City staff to attempt and stop the closure.

- Rather than escalate further, the City chose to delay closure for another date so that public safety could be preserved for all – residents, nearby businesses, visitors, City staff, and unsheltered individuals at the encampment.

On December 30, 2022, MPD, Public Works, and CPED staff closed and cleared the site. Upon arrival, six unsheltered individuals and two activists were present. All left the site on their own, without resistance.

The six unsheltered individuals declined transportation to the Frey Opportunity Center for support and resources. Two requested and received transportation to alternate locations.

MPD invited police chaplains – non-sworn unpaid volunteers who normally provide services to law enforcement officers – to the closure to provide additional support to unsheltered individuals as they transition out of the encampment.

After the closure, the HRT notifies all applicable stakeholders and visits the site to ensure the property is not reoccupied. If needed, the property is fenced to ensure no reoccupation.

Immediately following the closure of a site, the Cross-Departmental City Review Team has a post-incident debrief to discuss lessons learned and implement any improvements to the process.

## Minneapolis Encampment Case Study Financial Analysis

The fiscal impact of encampment closures within the City of Minneapolis was determined through a cost analysis of personnel, contracting, materials, and equipment related to four closures over the past year.

Encampment closures and clearing costs were incurred by these departments:

- Community Planning and Economic Development
- Minneapolis Police Department
- Public Works/Solid Waste & Recycling
- Regulatory Services

Personnel costs were determined through the following measures:

- Each department submitted employee roles and time involved in the work of closing and clearing encampments, along with the hours worked the day of and 30 days prior.
- The cost break down does not include all the resources and time invested in a closure.
  - The 30-day look back is based upon the cross-departmental team review of encampment health and safety conditions and planning conversations with stakeholders, including the property owner prior to finalizing a closure date. Engagement and planning activities can occur before the 30-day look back and encampment site support may continue after closure.
- City Finance staff have used uniform assumptions on the hourly rate of compensation for each job type to calculate a total cost for each closure.

The table below summarizes personnel costs by department for each closure examined in this analysis.

### Personnel Costs, day of closure

Department	Encampment Closure				Grand Total
	29th and Blaisdell	29th and Bloomington	Near North	Quarry	
CPED			\$2,352	\$633	\$2,985
Police	\$27,677	\$59,059	\$190,216	\$86,748	\$363,700
Public Works	\$2,116	\$1,851	\$1,981	\$2,016	\$7,963
Regulatory Services	\$4,160	\$4,002	\$6,117	\$3,535	\$17,815
<b>Grand Total</b>	<b>\$33,953</b>	<b>\$64,913</b>	<b>\$200,666</b>	<b>\$92,933</b>	<b>\$392,464</b>

One of the requests made with this legislative directive was a three-year fiscal analysis of total costs for all City-lead encampment closures. Starting in May 2022, the City will provide a fiscal analysis of costs for tracked encampment closures – these being the largest closures on both City and private properties to show a progression of our work.

### Personnel on site

- **CPED staff** consisted of largely program and department leaders to support the notice of trespass and participated in the closures of encampments on city property in Near North on October 6, 2022, and the Quarry on December 30, 2022.
- **Public Works staff** were largely responsible for the removal of trash and debris from the area and the overall clean-up of the sites.
- **The Regulatory Services Director** was the point of contact to Communications, MPD, Property Owner, Public Works, City Attorney, Traffic Control, Inspection Services, Homeless Response Team, Office of Public Service, and the Mayor's Office. She also serves as the primary contact for informational updates to Mayor Frey and council members.
- **The Traffic Control Manager and agents** assisted MPD in keeping perimeters closed to all traffic and pedestrians and assisted Solid Waste with entry and exit from clean-up sites.
- **The Inspection Services Director** assisted unsheltered individuals toward exit ways during closures, participated in final point-in-time count at time of closure, and supported documenting and internal reporting of encampment closure effort.
- **The Homeless & Encampment Manager** participated in final point-in-time count at the time of a closure, as well as supported documenting internal reporting of encampment closure efforts, coordinated communication with internal parties, and stakeholders.
- **MPD** was on site to support the property owner and facilitate an orderly process to ensure the safety of all involved with the encampment closure, including unsheltered individuals.

### Personnel costs related to planning

Each encampment closure required staff time in the weeks prior to the actual clearing for planning and coordinating across departments.

The same process was used to calculate these personnel costs as was used in the above section, using uniform assumptions for all employee types involved.

The Minneapolis Police Department sworn officer personnel cost accounts for the largest costs across all encampment closures and the most varied from closure to closure.

## Personnel planning costs

Encampment Closure					
Departments	29th and Blaisdell	29th and Bloomington	Near North	Quarry	Grand Total
CPED			\$2,268	\$2,560	\$4,828
Public Works	\$1,692	\$1,692	\$1,692	\$1,692	\$6,768
Regulatory Services	\$1,852	\$2,976	\$3,732	\$4,335	\$12,895
<b>Grand Total</b>	<b>\$3,544</b>	<b>\$4,668</b>	<b>\$7,692</b>	<b>\$8,587</b>	<b>\$24,491</b>

## Contracting Costs

Contracting costs were incurred by CPED and Regulatory Services during the closures of encampments in Near North on October 6, 2022, and the Quarry on December 30, 2022.

Contracting costs related to signage, rubbish removal, portable restrooms, and transportation for a handful of individuals.

Encampment Closure			
Departments	Near North	Quarry	Grand Total
CPED	\$45,515	\$1,050	\$46,565
Regulatory Services	\$280	\$17	\$297
<b>Grand Total</b>	<b>\$45,795</b>	<b>\$1,067</b>	<b>\$46,862</b>

## Materials and Equipment

Finance staff asked departments to submit equipment used in each encampment closure along with any associated rental or fuel costs.

The table below summarizes costs by department and encampment closure. For more detail see department submissions.

Department	Encampment Closure				Grand Total
	29th and Blaisdell	29th and Bloomington	Near North	Quarry	
Public Works	\$2,909	\$2,444	\$9,415	\$9,483	\$24,251
Regulatory Services	\$1,918	\$1,233	\$1,644	\$685	\$5,480
<b>Grand Total</b>	<b>\$4,827</b>	<b>\$3,677</b>	<b>\$11,059</b>	<b>\$10,168</b>	<b>\$29,731</b>

### Fiscal Impacts of Active Encampments

Costs of closing encampments are offset by the elimination of costs related to active encampments. When the City was providing service to multiple encampments, costs to Solid Waste & Recycling (SW&R) included: a Clean City team, consisting of a crew of 3 service workers, one packer truck, and a pickup truck, completing service to the encampments each day. Estimated annual costs exceeded \$160,000 and, with limited FTEs available, resulted in delays in large-item cleanup, cart maintenance, and other ratepayer services.

Further, there are costs of active encampments beyond those borne directly by the City: A 187-unit affordable housing development project, Currie Commons, was sited across the street from the Near North Encampment and faced a potential hurdle with insurers because of this proximity. Failure to secure insurance would have placed the project and its \$34.3 million of direct and indirect City financing in jeopardy. Had the project itself failed, it would only have reduced the supply of affordable housing needed to ameliorate the conditions that contribute to the creation of homeless encampments. The encampment was ultimately closed, but also not without cost to the project, as the developer was required to establish fencing to prevent the encampment being relocated to the property under development.

Fiscal Impacts of Active Encampments					
Departments	Encampment				Grand Total
	29th and Blaisdell	29th and Bloomington	Near North	Quarry	
Public Works	42,230	42,230	41,868	42,230	168,557
Regulatory Services	\$1,652	\$959	\$12,970	\$1,279	\$16,860
<b>Grand Total</b>	<b>43,882</b>	<b>43,189</b>	<b>54,838</b>	<b>43,509</b>	<b>185,417</b>

## Summary Table

The four encampment closures that were analyzed had an average city expenditure cost of \$127,000.

The largest expenditure area across all four operations is personnel costs.

- Outside of some overtime costs, personnel expenses would occur no matter what as the personnel involved are permanent city staff.
- Personnel expenses are already budgeted and don't represent an increase in city costs above the adopted budget for the year.

Relatedly, if the city made a policy change allowing encampments, regular salary dollars would still be spent. There would not be a savings related to that policy change in personnel costs.

Removing personnel expenses would bring the average fiscal impact for these four encampment closings goes down to \$19,000.

The table below highlights a breakdown of the total costs incurred to close the four encampments featured in the above case studies.

- *Costs include the last month of encampment response at each site, as well as the day of closure.*

The table also provides a line-by-line breakdown of what each City department incurred for costs including the following:

- Staff time
- Contracting services
- Materials and equipment
- Planning activities
- Encampment impacts



**Fiscal Impact by Department and Category**

Department	Encampment Closures				Grand Total
	29th and Blaisdell	29th and Bloomington	Near North	Quarry	
<b>CPED</b>			<b>\$50,135</b>	<b>\$4,243</b>	<b>\$54,378</b>
Contracting			\$45,515	\$1,050	\$46,565
Personnel			\$2,352	\$633	\$2,985
Planning			\$2,268	\$2,560	\$4,828
<b>Police</b>	<b>\$27,677</b>	<b>\$59,059</b>	<b>\$190,216</b>	<b>\$86,748</b>	<b>\$363,700</b>
Equipment	\$-	\$-	\$-	\$-	\$-
Personnel	\$27,677	\$59,059	\$190,216	\$86,748	\$363,700
<b>Public Works</b>	<b>\$6,716</b>	<b>\$5,987</b>	<b>\$13,088</b>	<b>\$13,191</b>	<b>\$38,983</b>
Equipment	\$1,386	\$1,218	\$1,743	\$1,554	\$5,901
Materials	\$1,523	\$1,226	\$7,672	\$7,929	\$18,350
Personnel	\$2,116	\$1,851	\$1,981	\$2,016	\$7,963
Planning	\$1,692	\$1,692	\$1,692	\$1,692	\$6,768
<b>Regulatory Services</b>	<b>\$7,930</b>	<b>\$8,211</b>	<b>\$11,773</b>	<b>\$8,573</b>	<b>\$36,487</b>
Contracting			\$280	\$17	\$297
Equipment	\$1,918	\$1,233	\$1,644	\$685	\$5,480
Personnel	\$4,160	\$4,002	\$6,117	\$3,535	\$17,815
Planning	\$1,852	\$2,976	\$3,732	\$4,335	\$12,895
<b>Grand Total</b>	<b>\$42,323</b>	<b>\$73,258</b>	<b>\$265,212</b>	<b>\$112,755</b>	<b>\$493,548</b>

**Estimated Three Year Fiscal Impact**

Using the data collected for the above encampment closures we can make assumptions to compile an estimate of the expenditures over the past three years. The fiscal cost of an encampment closure ranged between \$42,000 to \$265,000 from May 2022 to present for the encampments analyzed, with an average cost of \$123,000 and with costs varying based on the different factors listed in this document.

The City has begun collecting data on these encampments to support future analysis and decision making going forward. Assuming 8 encampments with comparable factors closed between May 2020 and present, the total cost of closures would be \$984,000.

**Current Encampment Barriers to Resources, Services and Solutions**

**A. External Rhetoric Inflaming Violence**

External rhetoric promoting violence is a primary and dangerous barrier that the City faces in their ongoing efforts to offer unsheltered individuals dignified living conditions, access to resources, and ample time to prepare for an encampment closure.

The City acknowledges and supports that all activists involved with encampment closures have a right to peaceful protest. The defining difference that separates behavior seen at encampment sites is when a line is crossed from peaceful dissent to open threats and acts of violence.

The following instances highlight threats of violence against City staff are facing:

- **Director of Regulatory Services** has been subjected to:
  - Harassment through calls made to her personal cell phone due to her involvement with encampment closures.
  - Verbal harassment including profanity and derogatory terms while at encampment closures.
  - These instances have created situations where the Director of Regulatory Services feels fearful for her and her family's safety.
- **Homeless Response Team Coordinators** have been subjected to:
  - Repeated threats of physical violence by individuals with weapons such as guns, knives, axes, and baseball bats while at encampment sites.
  - Repeated physical harassment and assaults, including having objects thrown at them, while at encampment sites.
  - Repeated verbal harassment, including profanity and derogatory terms, from activists, protesters, and unsheltered individuals at encampments sites.
  - Repeated threats of being personally followed leaving encampment sites.
- **Female City Employees** have been subjected to:
  - Inappropriate and unwelcome physical contact while at encampment sites.
  - One confirmed case of physical assault while participating in an encampment closure.
- **Inspections Services Employees** have been subjected to:
  - Repeated verbal harassment at encampments sites.
- **Public Works Employees** have been subjected to:
  - Repeated verbal harassment, including profanity and derogatory terms, by protesters, activists, and unsheltered individuals at encampments sites
  - Repeated physical harassment, including have objects thrown at them, while at encampment sites.
  - Repeated physical threats and being chased off encampment sites.
- **Minneapolis Police Officers** have been subjected to:
  - Physical attacks at encampment closures.
- **City-owned Public Works Fleet equipment** has been vandalized and severely damaged after encampment closures.

In addition to the emotional toll this treatment takes on City staff, the consequence of violent environments fostered through external rhetoric is the forced requirement of police presence during encampment closures. Current level of police involvement stems solely from a need to keep City staff safe from agitator violence.

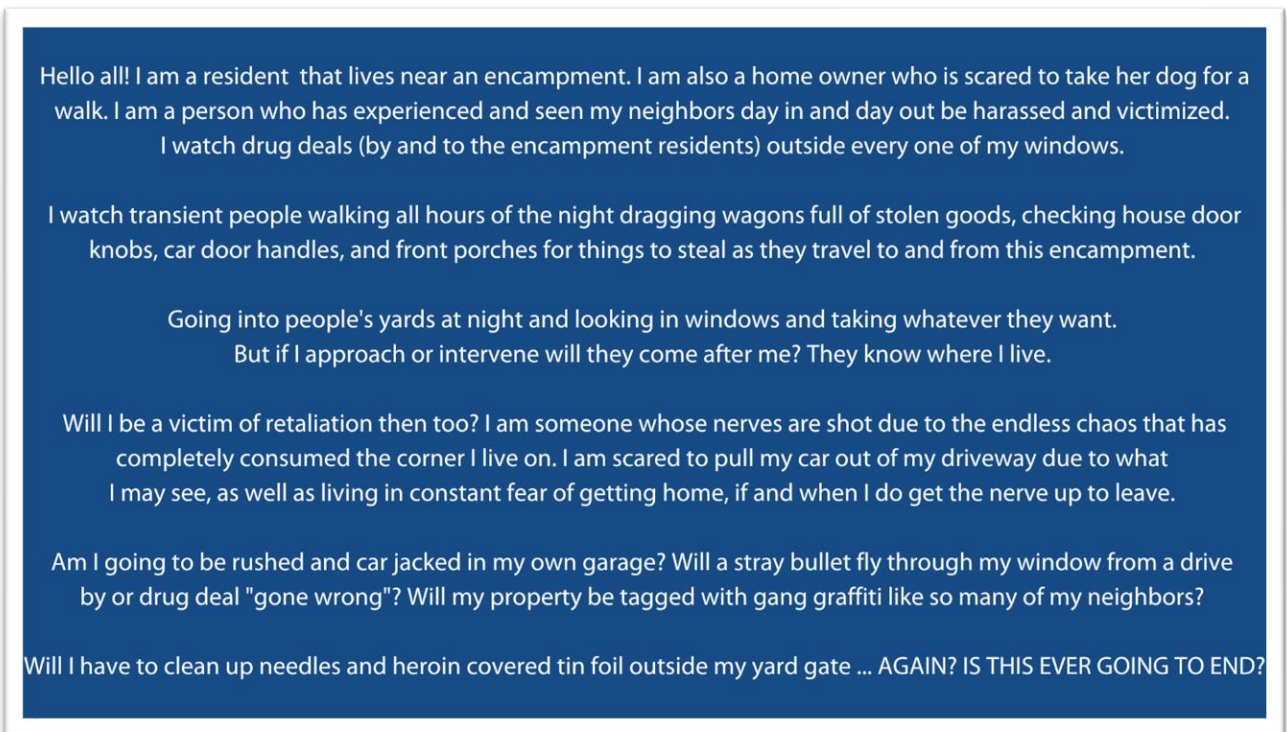
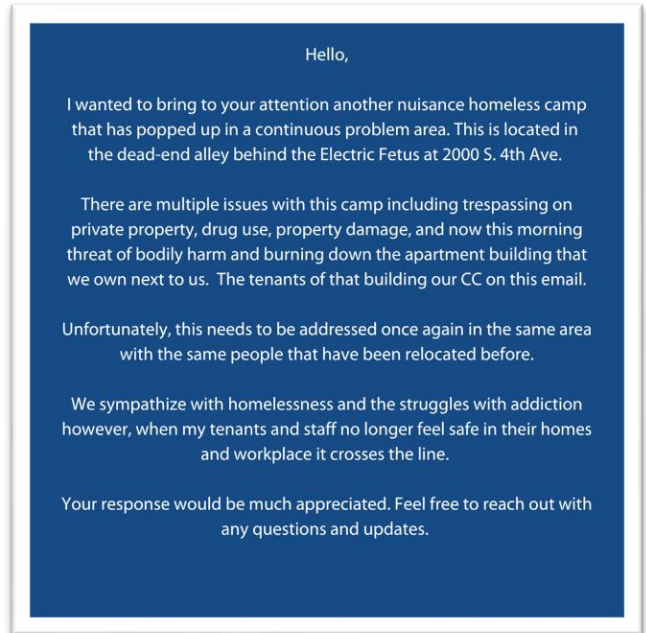
All involved parties support a non-police or minimal police involvement during encampment closures.

## B. Requests for Enforcement Assistance

In addition to the law enforcement presence required to quell threats and violence surrounding encampment closures, community members and private property owners also come to the City requesting assistance from the Minneapolis Police Department in maintaining safety.

The City receives the following enforcement assistance requests:

- Community members living near encampments have asked for MPD assistance to maintain neighborhood safety.
- Since January 2022, HRT has received 1,680 complaints from residents about encampments in Minneapolis neighborhoods.
- Private property owners have asked for MPD support in dealing with an encampment on their property.
- Encampment closures on private properties also lead to community requests for enforcement assistance.

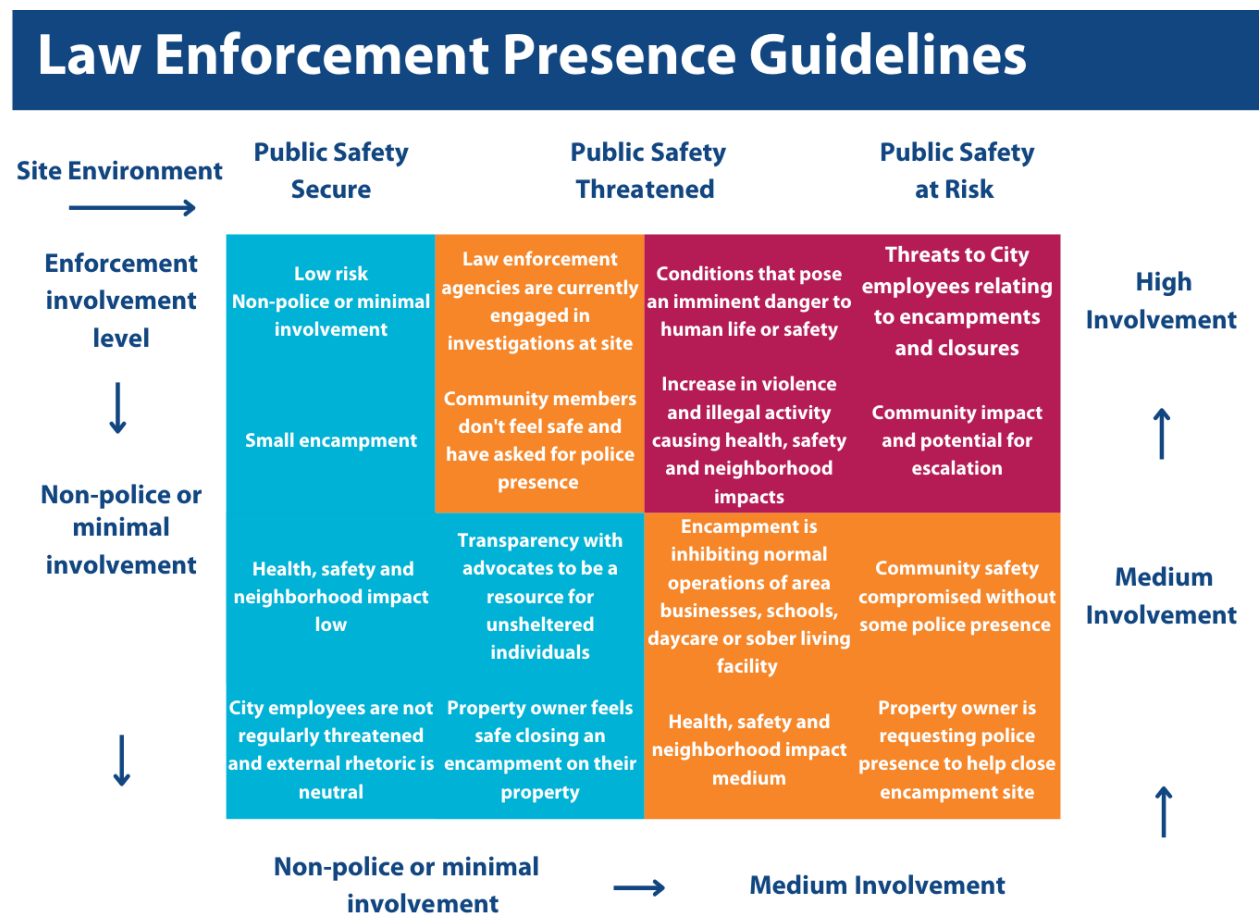


### C. Determining Guidelines for Law Enforcement Presence

The level of police involvement is based on the type and severity of conditions in encampments, the neighborhood impacts, and the safety levels City staff can reasonably expect. The chart delineates three types of possible police involvement.

Currently, staff protection requires a more sustained police involvement. A shift in ongoing efforts around encampment closures is that in recent months, the level of police involvement has been decreasing. This is most seen at encampments with small numbers of residents or where residents have chosen to move before the closure.

Another key factor in the recent decrease of enforcement presence is if activism, including protests, are minimal or non-violent, it has allowed the Minneapolis Police Department to pull back officers to numbers more proportional to the perceived risk potential.



## Ongoing Resource Recommendations

### A. City of Minneapolis Recommendations – Programs

The City recommends continued support for current encampment closure process as well as the necessary funding to maintain current staffing, resources, and community partnerships.

Along with the City's commitment to healthy, safe, and stable living conditions, the current encampment enclosure procedures prioritize:

- The needs of unsheltered individuals in encampments
- Supporting residents in surrounding communities
- Ensuring the safety of City staff

The following recommendations require an environment of minimal or no police involvement and could be utilized depending on the needs of individuals in encampments:

#### I. Behavioral Crisis Response Team

Depending on capacity, the HRT could explore alternatives to police presence by collaborating with the pilot mobile Behavioral Crisis Response Team (BCRT). This would provide additional support for any potential emergency behavioral crisis. The BCRT could support City staff by assessing needs in the encampments as well as from agitated bystanders.

- The BCRT could visit a site the day before a planned closure or come via a referral from HRT, based upon what the team sees and experiences in the field.
- BCRT could help unsheltered individuals battling mental illness by providing a better understanding of the City's process and review available resources for assistance.

This recommendation aims to intervene and help unsheltered individuals quickly as the longer unsheltered individuals remain outdoors, the greater the impact to their mental and physical health. Potentially, the HRT and BCRT could visit the field to provide direct aid to encampment residents who could benefit from specific behavioral crisis services.

#### II. Partner with the Office of Community Safety

Collaborate and explore a partnership with the Office of Community Safety. This office focuses on ways to improve community safety by means of developing an alternative response to non-police emergencies and improving police interactions with the community.

This team's presence during the encampment closure process could help de-escalate disrupters who are trying to interfere with City processes.

#### III. Launch Minneapolis Hope 1

Under the MPD Community Engagement Bureau, they would create Minneapolis Hope 1. This would be a mobile recovery access vehicle that would offer support for vulnerable and unsheltered individuals by meeting people where they are to provide support for mental health, addiction, shelter, housing, healthcare, transportation, and storage.

This service will assist the City in addressing crime and quality of life issues surrounding encampment areas and minimize the encounters between people suffering from mental health or substance abuse disorders and the City in its law-enforcing capacity.

Additionally, Minneapolis Hope 1 would create a one-stop mobile unit that could have supplies on hand, including water, snacks, and winter gear.

Minneapolis Hope 1 would also have a full-time capacity to:

- Respond to encampment sites
- Return for several days to provide services prior to a closure
- Stay for the duration of a closure day

This team could help build relationships, connect people to services and resources to get indoors prior to a planned closure. *It is important to note that this service would not be exclusively for homeless sites but could also respond to locations in neighborhoods that have problems with open-air drug use and related issues.*

The Minneapolis Hope 1 vehicle could have access to the following staff:

- MPD in plain clothes, engaging with individuals
- Health care professionals
- BCR or clinical social worker to provide mental health services
- Contracted outreach partners (case manager)
- Substance abuse specialist for chemical health and dependency assessments and ability to get unsheltered individual into treatment
- Nurse or medical assistant to provide treatment such as wound care, health and wellness coaching, HIV testing, MN medical assistance, link to individuals clinic or primary care facility, ability to help get individual prescriptions
- HRT staff to assist with shelter availability and triage to service providers if they are not able to be in the vehicle or at the site. They could also assist case managers if on site.

## **B. City of Minneapolis Recommendations – Practices**

### **I. Continue to support Hennepin County**

As the social service provider for the City of Minneapolis and contract manager for our partners at Avivo and AICDC, the City recommends that we continue to support Hennepin County with the services they manage and offer unsheltered individuals. Support looks like:

- Continued funding for street outreach contracts and the Office to End Homelessness
- Capital funding for shelters, transitional housing facilities, and drop-in centers
- Sharing information regarding closures and available resources to help minimize the impact to the unsheltered individuals for the day of closure
- Coordinated weekly meetings to share site information, situational awareness, and outreach support

Hennepin County and the City work together to administer and facilitate the homelessness response system.

Hennepin County acts as the lead entity in setting strategy and providing services. The City supports these efforts by working to build permanent supportive housing, supporting shelter capital improvements, and directing federal funds for responding to homelessness, in consultation with Hennepin County and community partners.

The City and County, together with state, nonprofit and philanthropic partners, have fundamentally reshaped the homelessness response system.

## **II. Increase targeted outreach prior to a closure**

Prior to a planned closure, the City makes a reasonable effort to notify Hennepin County and our contracted partners details about closure information. Instances where this is not be possible include:

- Existing safety conditions surrounding an encampment
- If staff are threatened
- An increase in illegal activity
- External impacts to schools, businesses, daycare, or sober facilities
- Conditions that pose imminent danger
- An ongoing investigation

Historically, if the HRT, Hennepin County, and our contracted partners focus on targeted engagement prior to a planned closure, it helps to prepare unsheltered individuals for the closure including a decrease in individuals present on closure day.

## **III. Act quickly when encampments form**

Encampments are most manageable when they initially form and are small. After the HRT and our contracted partners engage early to provide services and make connections quickly, private property owners are advised to promptly close and clear the site.

- The property owner may need support from MPD to close the encampment on their property.
  - *The level of support depends upon the factors identified in the MPD presence matrix above.*

## **IV. Contracted security**

Property Services is in the process of staffing non-sworn officers to assist with proactively monitoring encampments on City property. They are a 24-hour, seven days a week operation and have a good idea about what is going on around the City.

- Being in the field allows them to provide helpful information for context and situational awareness as the City identifies next steps with closure and clearing plans.
- This information is important to HRT and our contracted partners involved in outreach and engagement.

### **C. Hennepin County Response and Recommendations: Public Health**

On January 30, 2023, the City of Minneapolis Regulatory Services Department requested assistance from Hennepin County in responding to a City Legislative Directive for information on encampment closures.

The request was reviewed by leadership from Hennepin County's Housing Stability Area and Office to End Homelessness in the Human Services Department and from Healthcare for the Homeless in the Public Health Department.

The Housing Stability Area leads Hennepin County's efforts to make homelessness rare, brief, and nonrecurring. Within this area, the Office to End Homelessness funds shelter and other crisis interventions and provides direct service through an encampment/unsheltered homelessness response team (Streets to Housing) and a housing focused case management team (Homeless to Housing).

The highest priority activity and recommendation is to help people relocate to permanent housing wherever and whenever possible. This is the focus of Hennepin County's Streets to Housing and Homeless to Housing teams, which requires continuous investment and focus.

Helping people relocate from an encampment setting to a shelter setting also supports better ongoing health and social service connection, where possible. In our experience to date, most people do not take this opportunity, however some have done with engagement and logistical support (i.e. assistance with transport and storage to relocate to a shelter program).

Healthcare for the Homeless operates an interdisciplinary street medicine team, which provides healthcare, rapid access to Medically Assisted Treatment, and mental health support to individuals experiencing homelessness using evidence-based practices such as harm reduction, motivational interviewing, and extremely low-barrier care.

#### **Recommendations**

People who experience both sheltered and unsheltered homelessness experience service disruptions frequently, for a variety of reasons related to the instability of homelessness. These may include, but are certainly by no means limited to, potential closure of encampments.

As such, the Healthcare for the Homeless (HCH), Streets to Housing (S2H) and Homeless to Housing (H2H) teams have well established practices to maintain service connections when people move from one location or setting to another, whatever the reason this may occur. This includes:

- Strong collaboration/communication between healthcare and the homeless service response system including:
  - Shared records and 'by name lists' in medical and homeless specific data systems that allow people to update location and contact information and for that information to be visible to others operating in these spaces
- Continual connection and relationship building at all stages of engagement
- Continual outreach to new and existing locations to facilitate reconnection



- Obtaining contact information for individuals, trusted family and friends or other means of reaching an individual, particularly in the event of important news
- Providing contact information and options so that people can re-initiate contact themselves
- Having a consistent and transparent schedule of locations and services posted and shared widely (as at [Help for unsheltered homelessness | Hennepin County](#) and [Health Care for the Homeless | Hennepin County](#)) so that people experiencing homelessness can be empowered to know where they can reconnect and find help.

We recommend that the above measures be continued, promoted, and supported.

## **Hennepin County Response and Recommendations: Challenges to Overcome**

### **Spread of Disease and Loss of Connection to Service Providers**

Service disruptions occur frequently in trying to work with people experiencing homelessness given the instability of people’s circumstances. Service models are designed with this challenge in mind and more information is provided on this in the previous section.

- *The City does not have data on loss of connection to service as a specific result of the closure of encampments.*

The data Hennepin County has shown the relationship between encampments and spread of disease and is provided below.

- *The City does not have data related to the spread of disease after or during the closure of an encampment. The following information is accurate as of February 28, 2023.*

### **Hepatitis A Outbreak**

In Aug 2019, MDH declared an outbreak of Hepatitis A in multiple counties among people who use street drugs, were experiencing homelessness or unstable housing or who had been recently incarcerated.

- People who are experiencing homelessness or who use drugs are at higher risk for Hepatitis A, particularly those experiencing unsheltered homelessness who don’t have consistent access to sanitation, bathrooms, and handwashing.
- Hennepin County ultimately had 44 outbreak cases. Overall, there were 129 cases in Minnesota.

### HIV Outbreak

- An HIV outbreak was declared in Hennepin and Ramsey counties in 2020 with cases dating back to December 2018.
- There are 71 cases that are identified as encampment related in an overall outbreak of 166 cases (including 95 non-encampments linked cases).
- Spending time in an encampment is an associated risk factor.
- National and international HIV outbreaks have been connected to homelessness, exchange sex, and drug use/opioid crisis (Lyss, et. al).

Diagnosis age	Count	%
10-14	1	0.6
15-17	1	0.6
18-19	5	3
20-24	19	11.4
25-29	40	24.1
30-34	33	19.9
35-39	29	14.5
40-44	14	8.4
45-49	10	6
50-54	6	3.6
55-59	6	3.6
60+	2	1.2
<b>Total</b>	<b>166</b>	<b>100%</b>

### D. Racial Equity Metrics

The recommendations provided in this legislative directive aim to ensure dignified treatment and access to community resources to all unsheltered individuals, acknowledging the need for a wide spectrum of partners to address socioeconomic needs and realities of peoples’ lived experiences.

Sex	Count	%
Male	125	75.3
Female	35	21.1
M to F	5	3
Nonbinary	1	0.6
<b>Total</b>	<b>166</b>	<b>100%</b>

Collecting demographic data—considered private through State statute—is cumbersome and impractical given the need to provide and receive a signed Tennessee warning as described in the State statute governing data practices (Section 13.04). As a result, we are not able to collect demographic information around the race and ethnicity of unsheltered individuals at encampments. This restriction makes it difficult to track demographics which could shed light on:

- Access and movement of people through wrap-around service
- Variety of services provided by partners
- Impact on specific races and ethnicities
- Effectiveness of interventions

Our contracted partners and Hennepin County may collect demographics as part of their case management work in connecting unsheltered individuals to services and housing.

For example, in preparation for the closure at the Quarry in December 2022, our partner Avivo collected the following demographic information in a census:

- By gender
  - 7 female (39%)
  - 11 male (61%)
- By race
  - 2 Black/African American (11%)
  - 1 Indigenous (6%)
  - 15 White (83%)

latest available data from Minnesota 2022: Point-In-Time County-level data Continuum of Care information shows Black (38.1%), White (19.1%), and American Indian (8.6%) individuals as constituting most of the general homeless population in Hennepin County in 2022.

Despite not having demographics data, the City can influence the following from a racial equity perspective:

### **I. Working with Culturally Agile Service Provider Teams**

The City works with the following service provider teams, who are diverse in their knowledge of working with unsheltered populations, and can address culturally relevant approaches in terms of race and gender:

- AICDC: American Indian Community Development Corporation, focuses on indigenous individuals
- Agate: Services all populations experiencing homelessness
- Avivo: Services all populations experiencing homelessness, also focuses on indigenous individuals
- Hennepin County, Streets to Housing: Case workers servicing all populations experiencing unsheltered homelessness

### **I. Hiring Culturally Competent Staff**

As mentioned earlier in the legislative directive, the HRT has 30 years of combined experience working with the homeless population. They provide a holistic approach to determine the needs of the individual, including people experiencing homelessness for years. In addition to their culturally sensitive services, they are also multilingual, speaking Spanish and Hmong.

- To better address the demographics of encampments, we are open to expand partners that focus on specific populations such as the Black and Latinx individuals.
- We are noticing the need for more language support with Spanish and Somali services.

### **II. Request Data from Partners**

Currently, data collection is completed by our partners. The City does not receive this information and is not notified about the type of services or their frequency in encampments. The HRT usually hears directly from individuals about the types of direct services they have been offered. Occasionally, partners also collect demographic data on persons living in encampments. Access to both demographic data and the types of services and frequency with which they are utilized in encampments, would help the City better assess the impacts of upstream practices aimed at eliminating homelessness.

- Going forward, the City could request that service providers provide this information quarterly to the City to better collaborate on outreach and responses, as well as tracking impact through racial equity metrics.

### **III. Bringing Equity Awareness into Decision-Making Process**

As the City makes decisions on encampment closures, its leaders are dedicated to bringing equity into the process. The Cross-Departmental City Review Team is represented by a diverse group as we consider impacts related to race, gender, age and lived experiences.

As they review all potential closures, they seek to understand equity impacts such as the persons at the encampment, the surrounding neighborhood's needs, and the racist systems that contribute to people ending up in encampments. The group thoughtfully deliberates through resources and tools that contribute to showing up in an approachable and culturally appropriate manner.

### **IV. Address Housing and Other Types of Inequity Upstream**

The City continues to address housing inequity upstream, including CPED's key strategies in achieving its core housing values such as:

- Preserve unsubsidized naturally occurring affordable housing (NOAH)
- Improve and sustain access to homeownership, especially among low-income and Black, Indigenous, and People of Color (BIPOC) residents
- Support renters
- Prevent and end homelessness

In addition, CPED is committed to developing affordable housing that creates low-barrier access points for individuals. This includes providing support to Avivo Village for low barrier housing support. As of December 2022, Avivo Village's success can be measured through these metrics:

- 360 total individuals served (278 exited, 99 current)
- 122 individuals exited to safe, permanent housing
- 90 Overdoses reversed
- 14 babies born to Avivo Village residents
- 62 individuals connected to health care services
- 22 pets (15 dogs, 7 cats) have lived with residents

While the investments made to improve the shelter system have proven successful, it is critical to note that the unsheltered individuals choosing not to access this resource are citing an array of non-housing issues including substance abuse.

## Summary

Transformative change and community progress can only truly take place when all come together with open minds, a willingness to listen and the understanding that collaboration and compromise equals forward momentum. The City recognizes that the complexities around a unified solution that all stakeholders can agree on is a difficult notion.

Through this legislative directive, the City aims to create the space where this dialogue can happen and foster an environment where stakeholders feel that solutions will ensure health and safety. The first and most critical milestone is for all involved to align around these central issues:

- What basic health, housing, and safety conditions do all people have a right to in Minneapolis?
- How do we agree on that line and how can we prevent unsheltered individuals from falling below it?

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