

City of Detroit

Response to Address Encampment Health and Safety Concerns

Interim Policies & Procedures

Interim policy adopted: July 22, 2020

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PURPOSE

This document provides a response and protocol for our municipality's engagement of those living in homeless encampments in the City of Detroit, specifically when health and safety concerns are identified. A homeless encampment is defined as "one or more tent, structure, or assembly of camping equipment or personal property that appears to a reasonable person to be used by individuals for shelter." The response outlines two major processes: 1) How encampment sites are assessed for health and safety conditions and how occupants are assessed for needs; 2) If health and safety conditions warrant encampment occupant relocation, how occupants and their belongings are assisted in relocating.

Unsheltered homelessness creates health and safety stressors for the entire community, but particularly to those living on the streets. The City of Detroit (the City) and its partners recognize that strategies to address these stressors must address the concerns of both unsheltered individuals and the larger community.

Encampments have been removed in the past without adequate coordination between the City, service providers, and the encampment occupants themselves. Moving forward, policies and procedures will uphold the needs and vulnerabilities of unsheltered occupants and ensure appropriate coordination with service providers and occupants. These policies and procedures aim to include the following:

- A Health & Safety Assessment and levels of recommendations to address health and safety concerns, if any
- How City departments and service providers are coordinating and implementing efforts
- Specifics related to roles, outreach and engagement provided, notice required, storage of personal belongings, and coordination of available resources

The policies and procedures described in this document apply to individuals occupying (i.e. living) in all public and city-owned spaces in the City of Detroit. This policy does not apply to individuals who are actively panhandling outside of their living space. Implementation will be overseen through inter-departmental coordination within the City and in partnership with homeless service providers. Those tasked with implementing and overseeing the process on an ongoing basis are homeless outreach teams and the following City departments: Housing and Revitalization Department (HRD), Detroit Police Department (DPD), and Detroit Health Department (DHD). A broader range of partners will be engaged as needs arise during implementation and evaluation of this process. Implementing entities will ensure that CDC guidance on encampments is followed, particularly during times of public health crises to the maximum extent possible.

As this is the first policy of its kind in Detroit, this policy will be adopted on a three-month interim basis starting with the adoption date listed on the coverpage. At the end of the three-month period, the policy will be updated based on evaluations conducted after each implementation of the policy (see page 12 for more). This interim policy serves as official guidance until a formal policy is adopted following the three-month evaluation period.

For any questions related to this policy, contact Laura Urteaga-Fuentes at urteaga-fuentesl@detroitmi.gov.

BACKGROUND

After concerns were raised regarding the process that led to a campsite's removal in February 2019, the City identified a need for better coordination with providers and for person-centered protocol to address future encampment health and safety concerns. Policies and procedures were drafted by the City jointly with homeless service providers that could provide the appropriate local context and population expertise (see next section for entities involved). The following were kept in mind as these policies and procedures were created:

On any given night, 158 individuals experience unsheltered homelessness (based on 2018 Detroit Point-in-Time Count numbers). Those unsheltered and inhabiting encampments are typically the most vulnerable and the most difficult to engage, as well as the most unwilling or unable to go to shelter, oftentimes due to

mental health or substance-use issues. The California Policy Lab¹ reported that individuals experiencing unsheltered homelessness are 25 times more likely to report they suffer from the tri-morbid combination of physical health conditions, a mental health issue, and a substance-use condition than individuals experiencing sheltered homelessness (50% compared to 2%). This creates a need for a coordinated plan that facilitates access to services and resources for unsheltered occupants to meaningfully address and end their homelessness.

Until there is enough safe, decent, affordable, and accessible housing for everyone, people will continue to live in unsheltered environments. Although Detroit operates its supportive housing system with a housing first perspective, there are still requirements to be considered for housing that are barriers to unsheltered individuals, such as identification. Efforts are in place to address these barriers and also increase housing availability for those experiencing homelessness. The homelessness system and its partners will not stop working until homelessness is rare, brief, and one-time.

All sectors of the community must work together to mitigate and address health and safety hazards experienced by unsheltered individuals. A healthy community includes protecting the health and safety of all residents, whether housed or unhoused. Protecting the health and safety of all residents, both housed and unhoused, will create a healthier community for all. We need to end our neighbors' homelessness, not sweep it out of sight. Coordinating with all sectors is critical for this and can include community mental health, substance-use treatment providers, hospitals, law enforcement, public health, and others as needed.

The overall goal of this document is to assess an individual's needs and address any health and safety concerns while being person-centered and mindful of their unique barriers and needs. **One critical component of this work is to ensure homelessness is not criminalized or swept out of sight.** Fines and citations, encampment clearings, and other municipal practices and policies that disrupt and displace people create additional barriers and setbacks for people experiencing homelessness, making it more likely that people will remain homeless even longer. The City and its partners recognize the vulnerability of people experiencing unsheltered homelessness and their rights as housed residents, as well as aim to support their needs and facilitate access to interim and permanent housing.

DRAFTING PROCESS

City administration delegated the drafting and implementation process to the Homelessness Solutions team within HRD to be completed in tandem with homeless services providers, relevant City departments, and other identified partners. The following process was undertaken:

1. A review of best practices and other cities' protocol, guidelines, and ordinances
2. Initial feedback regarding the process was obtained from Detroit's homeless service system and its providers
3. Engagement of appropriate City departments and homeless service providers (e.g. DPD and homeless outreach teams) provided a foundation for the drafted protocol
4. Ad hoc workgroup of relevant City departments, homeless services providers, and relevant partners reviewed and finalized policies and procedures
5. Implementation requirements and timelines were determined

The drafting process began in the spring of 2019 with the intent to implement a pilot to provide the opportunity to refine the process over a three-month trial period. This document and the pilot were created in partnership with the below service providers and City departments. Feedback was sought in different formats, including an ad hoc workgroup that came together to finalize the process and related documents.

¹ Newsroom UCLA news article: <http://newsroom.ucla.edu/releases/serious-health-conditions-trauma-unsheltered-homeless>

- **Lived Experience** - Detroit Action Commonwealth (DAC)*; Neighborhood Service Organization (NSO)*
- **Shelter/Warming Center** - Detroit Rescue Mission Ministries*
- **Outreach** - NSO*, Cass Community Social Services, Community & Home Supports
- **Coordinated Entry** - Coordinated Assessment Model (CAM)*
- **Continuum of Care lead agency** - Homeless Action Network of Detroit (HAND)*
- **Continuum of Care Board** - Pope Francis Center*
- **Chronic Homelessness Leadership Committee** - the NOAH Project*
- **City of Detroit (City) Homelessness Solutions** - Housing & Revitalization Department (HRD)*
- **Law Enforcement** - Detroit Police Department (DPD)*
- **Clean Up** - Detroit General Services Department (GSD)*
- **Health Department** - Detroit Health Department (DHD)*
- **Legal** - City Law Department*
- **Medical Outreach** - Street Medicine Detroit*
- **Community Mental Health** - Detroit Wayne Integrated Health Network*
- **Local Businesses** - Downtown Detroit Partnership*

*Encampment Workgroup representatives

GUIDING PRINCIPLES

Guiding principles provide a framework for expectations and decision-making. The following principles have been established and adopted to ensure that the needs and vulnerabilities of those living in encampments are upheld and addressed.

1. **People experiencing homelessness have the same civil rights as housed residents².**
 - Unsheltered individuals are deserving of the same access to public services and protection by law enforcement.
 - We believe that all should have access to safe, decent, and affordable housing; outreach has the goal of working towards this with all unsheltered individuals.
 - An approach with the goal of engagement, not enforcement, is more likely to build trust and rapport.
 - It is acknowledged that fines and jail-time make it more challenging for homeless individuals to achieve stability, work towards their goals, and secure employment and/or stable housing. This includes repercussions that pertain to life-sustaining activities (e.g. sitting, sleeping, eating), which disproportionately impact people living on the streets.
2. **All unsheltered individuals, like all City residents, will be treated with dignity and respect.**
 - All communication, verbal and written, will use language that is at the occupants' level (e.g. not using jargon and taking into consideration any literacy and language barriers); interpretation and other language and literacy services will be provided as needed.
 - Occupants will be part of decision-making and determining their next steps.
 - Service providers will do due diligence to understand and respect the circumstances and needs of unsheltered individuals and the space they occupy.
 - Agreed upon time is given for engagement, including sufficient notice given and coordination of services desired by the occupant(s) in both emergent and non-emergent settings.
 - Belongings will be stored respectfully, meaning there is a commitment to document the belongings and that they are accessible for pick-up.
3. **All relocations of encampment occupants are done in collaboration with appropriate partners and include resource offerings whenever possible.**

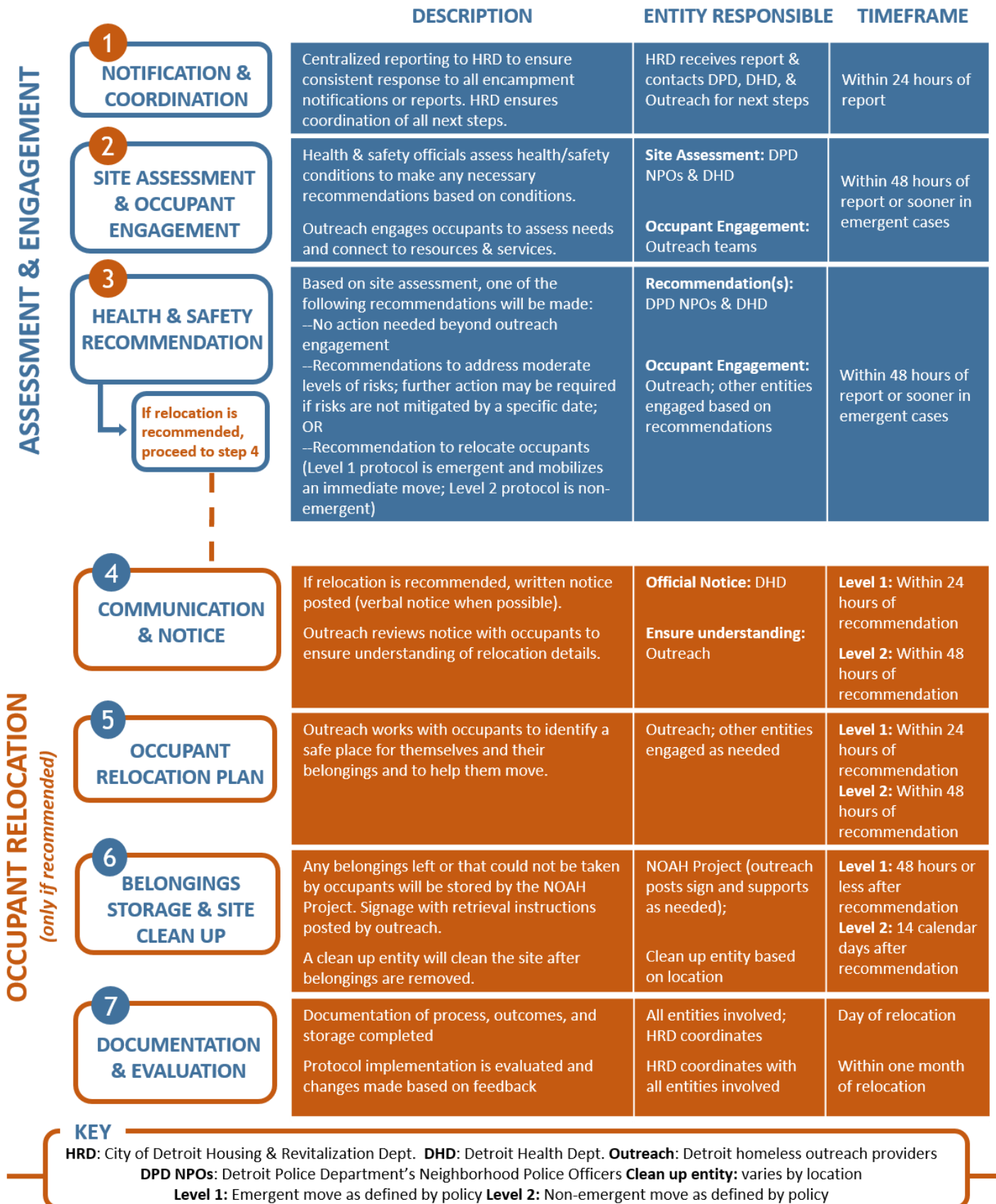
² Used language from the Los Angeles Homeless Services Authority: Guiding Principles and Practices for Local Responses to Unsheltered Homelessness: <https://www.lahsa.org/documents?id=2951-guiding-principles-and-practices-for-unsheltered-homelessness.pdf>

- As outreach staff has been specially trained to work with those experiencing unsheltered homelessness, it is key that they take the lead in the engagement and coordination with unsheltered individuals.
- Providers will take the time to identify established connections that occupants have and will involve those service providers or supports in the process.
- If occupants lack necessary connections, service providers will ensure linkage to the system and resources.
- Resource offerings will be provided whenever possible and deployed with a sense of urgency.

OVERVIEW: PROCESS, ENTITIES RESPONSIBLE & TIMELINES

When an encampment is reported, the first steps are to conduct a health and safety assessment of the site and engage with occupants to assess needs and offer resources (see steps 1-3 on the next page). If a health and safety assessment determines high health and safety risk(s) for encampment occupants and their neighbors, steps 4-7 below display required steps to relocate occupants and their belongings. While each of these processes are explained in more detail later in this document, the graphic on the next page provides an overview of the process, entities responsible, and timelines.

OVERVIEW: PROCESS, ENTITIES RESPONSIBLE & TIMELINES, CONTINUED



HEALTH & SAFETY SITE ASSESSMENT

Receiving Encampment Notifications

While reports or notifications of encampments may be received by several different entities (e.g. DPD, Mayor's Office), the process followed to assess health and safety conditions of an encampment will remain the same. All encampment notifications will be routed to HRD Homelessness Solutions staff to trigger a site assessment as outlined in the next section. Internal City staff receiving encampment information will complete [an internal form](#)³ that will be received by HRD staff to then trigger an assessment. External partners or private citizens can complete a form on the [City's How Do I website](#)⁴. HRD staff will notify assessors within 24 hours of receiving the report or notification so that a health and safety assessment can be completed of the site.

Site Assessment & Occupant Engagement

Within 48 hours of an encampment report, a DPD officer (safety official) together with a DHD officer (health official) will complete a health and safety assessment (Appendix D) of the site and its conditions. If the report indicates an emergent situation, the assessment will occur as soon as possible. Information collected includes, but is not limited to, the following:

- **Location Description and Site Accessibility:** type of site (e.g. park, highway shoulder), type of structures (e.g. tent), weather conditions, whether something imminent is scheduled at the site (e.g. construction), how easily emergency services can access the site
- **Occupant Information:** estimated number of occupants, estimated ages, medical conditions observed
- **Health Conditions:** garbage, biohazards, presence of vermin, whether encampment is associated with a reported disease outbreak
- **Safety Conditions:** fire risks, criminal activity (beyond illegal drug use), exposure to moving vehicles, interference with pedestrian safety

The levels of health and safety conditions, described below, will help the health and safety officials determine a recommended course of action, if any, for the encampment and its occupants.

Occupant Engagement

Regardless of the site assessment recommendation, outreach providers will receive details of the encampment and its occupants so they can engage with occupants to provide support and connection to resources. Engagement will occur as soon as possible (see page 7 for details) and after any immediate safety concerns are addressed. The ultimate goal of outreach is to assess occupant needs, connect them with appropriate resources and services, and, in the event of a necessary occupant relocation, determine the next steps for all occupants and their belongings in coordination with HRD, DHD, and DPD.

Site Assessment Conditions

The assessment collects information about health and safety conditions using the following levels:

- **None Observed (NO)** - Condition listed not observed, no action required.
- **Low Levels (LL)** - Levels are low, no imminent action required.
- **Moderate Levels (ML)** - Levels are moderate, mitigation strategy may be recommended to decrease or address levels
- **High Levels (HL)** - Levels are a risk to the occupants; recommendations will be made to address risk(s)

The level of conditions will then yield a recommendation as outlined in the next section.

³ <https://app.smartsheet.com/b/form/4e7657fd3aed4d85b2880e5d1564390f>

⁴ <https://detroitmi.gov/how-do-i/request-service-or-assistance>

Health & Safety Recommendation

After an assessment is complete, the health and safety officials will make recommendations as follows:

- No action needed beyond outreach engagement of occupants; OR
- Recommendations made to address moderate levels of risks; further action may be required if risks are not mitigated by a specific date; OR
- Emergency or non-emergency recommendation to relocate occupants as follows:
 - **Level 1:** Risks are at a level that warrant an immediate relocation of the encampment occupants; Relocation to be completed within 48 hours of assessment or sooner if the situation presents an immediate health and safety risk
 - **Level 2:** Risks warrant the relocation of occupants within 14 calendar days of assessment

Recommendations in the assessment will be detailed as to the reasons behind the recommended action and any next steps required. Recommendations may involve mitigation strategies that require follow-up to determine if any further action is needed, as well as any other entities that would need to be engaged beyond outreach providers (e.g. street medicine, Child Protective Services).

OCCUPANT RELOCATION RECOMMENDATION

In the event that health and safety officials recommend that occupants be relocated due to health and safety risks, the process described below will be followed.

Communication & Notice

Targeted notice to occupants is critical, as is communication with homeless service providers and other relevant City departments for a successful implementation of these policies and procedures. All communication, whether verbal or written, will be done with consideration for the needs of vulnerable unsheltered occupants, including the following:

- Language used should be clear and population-appropriate.
- Verbal and in-person notifications are critical, especially to address any literacy and language barriers, as well as to accommodate thinking in day-to-day or hour-to-hour terms.
- Detroit service providers indicate that primary language spoken by encampment occupants is English, while some communicate by speaking Spanish or using American Sign Language. This will vary by encampment, and the appropriate interpretation services will be provided as needed

Level 1 Communication & Notice

If the assessment determines a Level 1 action, health and safety assessors immediately notify HRD and outreach providers and share the assessment and occupant details. Level 1 communication and notice protocol is as follows:

1. Within 24 hours of the assessment, DHD will post a written notice (Appendix B) in a visible location that communicates outreach contact information, relocation date/time, and where belongings can be retrieved. If occupants are present when sign is posted, posting entity will also verbally notify occupants of these details.
2. Within 24 hours of the assessment, homeless outreach providers will attempt to contact all occupants. Outreach staff is responsible for engaging with occupants and determining next steps for the individuals and their belongings. This will also help occupants prepare for and understand the official City notice, the reason for the urgency, and help enforce the timeline.

If any safety concerns are present, DPD can accompany DHD when posting signs.

Level 2 Communication & Notice

If the assessment determines a Level 2 action, health and safety assessors will immediately notify HRD and outreach providers, and share the assessment with the site and occupant details. Level 2 communication and notice protocol is as follows:

1. Within 48 hours of the assessment, DHD will post a written notice (Appendix B) in a visible location that communicates outreach contact information, relocation date/time, and where belongings can be retrieved. If occupants are present when the sign is posted, the posting entity will also verbally notify occupants of these details.
2. Within 48 hours of the assessment, homeless outreach providers will attempt to contact all occupants. Outreach staff is responsible for engaging with occupants and determining next steps for the individuals and their belongings. This will also help occupants prepare for and understand the official City notice and enforce the timeline.

If any safety concerns are present, DPD can accompany DHD when posting signs.

Notification Signage

A written notice (Appendix B) shall be posted by DPD or DHD near or on each tent or structure 48 hours prior to relocation for Level 1 and 14 calendar days prior to relocation for Level 2. The notice will include the following:

1. The date the notice was posted
2. The date the relocation is scheduled
3. Time range that relocation will commence, which may range no more than four hours
4. Contact information for an outreach provider that can provide shelter alternatives and help with moving belongings

The notice shall be printed in English and Spanish, and any other language the City determines is necessary based on feedback from outreach teams familiar with the occupants.

If the relocation is not completed on the day listed on the notice due to unforeseen circumstances, in order to treat people with dignity and respect, a new notice must be given and posted. If rescheduling is after the 48 hours for Level 1 or 14 days for level 2, the new date will be determined based on outreach, DPD, and the clean-up entity's schedules.

Occupant Relocation Plan

In the event that occupant relocation is recommended, HRD will ensure careful coordination with all required partners, including DPD, DHD, outreach, NOAH, and any others as needed. These policies recognize that additional coordination and resources may be required for encampments of four or more individuals. In larger encampments, there are often multiple entities already assisting occupants with meeting their daily needs, such as street medicine and community mental health. It will be critical for these entities to understand the relocation process as outlined in this document, as well as be involved in relocation efforts. HRD will be the lead on this level of coordination as well as any additional services that may be required due to circumstance or group size, such as additional transportation, storage, and clean-up needs.

Outreach Expectations

During a recommended occupant relocation, outreach is responsible for helping occupants determine next steps for all occupants and their belongings, in coordination with HRD, DPD, DHD, and NOAH. Outreach staff will commit to engaging with occupants as appropriate, with increased frequency leading up to a relocation date.

The following are expectations of outreach providers:

- Engage with encampment occupants at least 24 hours post assessment for Level 1 protocol and 48 hours post assessment for Level 2 protocol or if no protocol is enacted

- Communicate to occupants what is going to happen and the contents of the written notice
- Compile a list of encampment occupants and details about each individual that will be relevant to successful engagement and linkage to housing
- Connect individuals to resources and services based on need (e.g. mental health, medical)
- If a current assessment is not on file, the VI-SPDAT (common assessment tool) is completed
- Participate in scheduled meetings with CAM, HRD, and other relevant partners as appropriate to track and review needs and status updates for encampment occupants, as well as connect occupants to permanent housing resources if and when possible
- Assist individuals to relocate themselves and their belongings to an identified, safe location before or on the day of the relocation

Addressing Occupant Needs

To ensure all occupants and their belongings are relocated to safe locations, it will be important for homeless service providers to coordinate together and track individual next steps and connection to resources. If an encampment includes 4 or more individuals, additional coordination may be needed as indicated below. Coordination necessary for a relocation plan will include:

- **Assessment and connection to resources:**
 - Once outreach assesses occupants, outreach staff will determine occupant's current housing plan or status.
 - If the occupant is not currently connected, outreach ensures interested individuals are on the homeless response system's by-name list that is used to identify, track, and connect those experiencing homelessness to the appropriate permanent housing resources.
- **Coordination of relocation plan:**
 - HRD works with partners to identify any other entities that need to be involved (e.g. street medicine, behavioral health, faith-based organizations). HRD will brief additional partners and invite them to participate.
 - HRD schedules a logistics call with DPD, DHD, and outreach to outline the relocation plan, including belongings and storage, potential occupant challenges, and other relevant details. Check-in calls are scheduled as needed to follow up on status and next steps. Note: No protected health information is shared during these calls.
 - The relocation plan will be shared with all entities involved and followed the day of the move to ensure all understand next steps for each individual (e.g. if they already moved belongings, where they are going, etc.). Any updates to the plan will be communicated accordingly.
- **Addressing additional needs due to encampment size (4 or more individuals):** If an encampment includes 4 or more individuals, HRD will take added steps to address additional needs, which could include:
 - Addressing additional transportation, storage, and clean-up needs
 - Coordination with State partners around available resources
 - Addressing any existing barriers (e.g. needing an ID to move into housing)
 - An expanded timeline as necessary for a successful relocation; notice posting and other protocol in this document will be adjusted accordingly
 - Working with CAM and shelter providers to explore shelter options if individuals express a need to be relocated together
 - Other coordination efforts as deemed by the circumstance

Day of Relocation

On the day of the scheduled occupant relocation, outreach works to assist occupants with moving themselves and their belongings, storing belongings as necessary. Outreach will help individuals navigate the relocation and assist with the moving of personal belongings and occupants to a shelter or a safe alternative. The NOAH Project, a nonprofit homeless service provider, is responsible for storing any personal belongings according to Appendix C.

The appropriate clean-up entity (based on encampment location; see “Clean-up entity” definition in Appendix A) will conduct any site clean-up necessary after occupants and their personal belongings have been relocated. DPD will also be present to assist with any safety concerns. Depending on the health or safety conditions, other entities may also be engaged to participate.

The recommended relocation time of day is in the morning while occupants are likely still present. Outreach staff shall be present at the commencement of any relocation activities on the date occupant relocation is scheduled to start according to the posted notice, and shall be available to offer shelter alternatives and other services until the relocation is completed. Outreach staff may leave an encampment relocation after outreach services have been refused by all people present at the site. Outreach shall return to a site if an individual requests services before the relocation is completed. It should be emphasized that the day of relocation is not the first time outreach engages with occupants (see Outreach Expectations section above).

The NOAH project and outreach will coordinate who will be onsite to secure property if an individual is not present at the time of relocation. All reasonable steps will be taken to segregate personal property from material that is not personal property, provided that segregation does not pose a danger to the individual sorting the items. Appendix C details what personal property will be stored and in what conditions. After occupants and belongings have been relocated, the clean-up entity may remove and dispose of garbage, debris, waste, and hazardous items.

Post-Relocation Notice

A Post-Relocation Notice (Appendix B) should be posted by outreach in a visible location where the encampment or campsite existed prior to relocation. The notice shall be posted for a minimum of 10 days after the relocation and state:

1. The day relocation was performed
2. Whether personal property was stored by the City
3. Where personal property will be stored
4. How personal property may be claimed by its owner
5. Contact information for an outreach provider that can provide shelter alternatives and help with moving belongings

Personal Belongings Storage & Retrieval

In respecting personal property, approved items (Appendix C) will be stored whether or not occupants are present during the relocation. The NOAH project shall maintain a log of dates and locations of any relocations that occur. Personal property shall be kept for at least 30 days from the date of collection to allow for recovery by its owner. Property left for longer than 30 days from the date it was stored will be disposed of.

Storage and item recovery will be at no cost to the individual that owns the property. Access to belongings will be as low barrier as possible and will not require an identification. Those wishing to collect their belongings can provide a date and location from which the property was taken. Individuals will be asked to describe the personal property with particularity. Personal property that is retrieved will be reflected in the log. Those that need assistance with transporting belongings or going to storage location will be assisted by outreach staff.

Documentation & Evaluation

HRD will gather documentation of the entire relocation process, including the Health & Safety Assessment and recommendation(s), notes from outreach staff, notes from DPD and DHD (submitted via smartsheet), storage logs, and any notes from the clean-up entity.

Within a week of relocation, HRD will schedule a meeting with all entities involved in the relocation to assess any challenges and opportunities for improvement. Improvements to the process and protocol will be made if determined through this process. Part of the ongoing evaluation will be to collect and analyze data on occupants and the results of this protocol (e.g. how many were housed, how many returned to an unsheltered setting, etc.)

EXAMPLES OF IMPLEMENTATION

Due to this being a new process, examples of how this would be implemented are provided below.

Level 1: Two individuals occupying overpass scheduled for demolition

As outlined in the policy, Level 1 risks warrant an immediate relocation with a goal of completing the relocation within 48 hours of assessment sooner if the situation presents an immediate health and safety risk. This example addresses needs for a smaller encampment of 1-4 individuals.

Situation & Notification: A bridge demolition on an interstate highway is scheduled for May 10. Three days before the demolition, a partner learns of this scheduled demolition and alerts HRD that there are two individuals living under the overpass.

Assessment & Recommendation: Assessor completes Health and Safety Assessment, noting that scheduled construction is a safety risk. Assessors and HRD will consult with appropriate City or State department to ensure time and date of demolition is included in the assessment. Given that the safety of the individuals is at significant risk, a Level 1 emergent relocation is recommended by Assessors.

Communication & Outreach Engagement: Within 24 hours of the assessment, written notice is posted at the site and outreach works with individuals to explain the situation and determine next steps to safely relocate them and their belongings.

Coordination of Relocation Plan: Within 48 hours, HRD will work with relevant partners to determine and carry out next steps.

- HRD schedules a phone call with all relevant partners, including City departments involved in the scheduling and execution of demolition, to create a relocation plan and ensure relocation occurs before any demolition
- Outreach continues to work with the individuals to find a safe location (e.g. shelter, friend/family home) for themselves and their belongings, including helping with transportation logistics
- Outreach assesses individuals' needs and ensures connection to resources based on needs and desires of individuals. Due to the urgent nature of the relocation, this could occur after individuals have been safely relocated. However, a connection to available housing resources is key for long term permanent housing.
- The NOAH Project will store any belongings that the individuals are not able to store or take with them at the moment
- HRD, outreach, and DPD confirm successful relocation with all partners prior to demolition

Level 2: Eight individuals occupying a space with fire hazards

Level 2 risks do not warrant an emergent relocation and are completed 14 calendar days post assessment. This example is for a group larger than 4 people, which requires a higher level of coordination.

Situation & Notification: Eight (8) individuals are occupying a public space during winter and residents have reported fires at the encampment.

Assessment Recommendation: Assessors conduct a Health and Safety Assessment and determine that there are man-made structures made with flammable materials and having open fires poses a safety risk to residents. Due to low winter temperatures, assessors recommend a Level 2 relocation of residents.

Communication & Outreach Engagement: Within 48 hours of assessment, written notice is posted at the site and outreach works with individuals to explain the situation and determine next steps to safely relocate the individuals and their belongings within the next 14 days.

Coordination of Relocation Plan: HRD will work with relevant partners to determine next steps.

- HRD schedules a phone call with all relevant partners to create a relocation plan for each individual and to discuss steps to ensure their safety before the relocation takes place. Due to temperatures, shelter options are discussed with individuals. Individuals state that they would like to remain together if they have to relocate. HRD works with CAM and shelter partners to find shelter space that can accommodate all occupants.
- Outreach continues to work with the individuals to find a safe location (e.g. shelter, friend/family home) for themselves and their belongings, including helping with transportation logistics
- Outreach assesses individuals' needs and ensures connection to resources based on needs and desires of individuals. Connection to available housing resources is key for long term permanent housing.
- The NOAH Project will store any belongings that the individuals are not able to store or take with them at the moment.
- During and after relocation, HRD and CoC partners will continue to work on housing resources for individuals based on needs and interest. HRD may consult with State partners to address resource gaps.

SOURCES

This document was created as a joint effort between the City, the homelessness response system, and other key partners by using the following sources:

- City of Portland Homelessness Toolkit: <https://www.portlandoregon.gov/toolkit/>
- City of Seattle's Homelessness Response and Encampment Abatement Program: <https://www.seattle.gov/homelessness/unauthorized-encampments>
- Los Angeles Homeless Services Authority: Guiding Principles and Practices for Local Responses to Unsheltered Homelessness: <https://www.lahsa.org/documents?id=2951-guiding-principles-and-practices-for-unsheltered-homelessness.pdf>
- U.S. Interagency Council on Homelessness: *Ending Homelessness for People Living in Encampments: Advancing the Dialogue* https://www.usich.gov/resources/uploads/asset_library/Ending_Homelessness_for_People_Living_in_Encampments_Aug2015.pdf

APPENDIX A. DEFINITION OF TERMS

Terms used throughout this document are defined here for the sake of clarity.

Abandoned - Personal property in a public place or on City property is presumed to be abandoned by the owner or custodian so as to permit an authorizing official to take custody when:

- a) The property is placed out for collection in conjunction with solid waste or recyclable material on the scheduled date for City collection, or it is placed there on a date contemporaneous with a community collection or clean-up;
- b) The property is not associated with an encampment and a reasonable person would not allow the property to be there unattended for the length of time the property has been there, considering the location of the property on the sidewalk, roadway, or other City property, the type of property, the danger of theft, and the risk of damage from weather;
- c) No name appears on the property and the occupant or owner of the adjacent land or building on inquiry disclaims ownership; or
- d) The property is unattended on a sidewalk, planting strip adjoining a park, in a park drive or boulevard, or in a roadway/right of way.

Clean-up - An effort related to cleaning up any discarded garbage after encampment occupants have been relocated and approved personal belongings have been stored.

Clean-up entity - An entity that is charged with cleaning up encampment sites after occupants and their belongings have been relocated. Various clean up entities (e.g. Downtown Detroit Partnership, Detroit Public Works, General Services Department) are charged with regular cleaning and upkeep of Detroit depending on location. The correct clean up entities will be contacted to provide clean up depending on the encampment site location and type.

City - Refers specifically to the City of Detroit.

City property - City buildings and adjacent premises owned or occupied by the City, and any land, buildings, or facilities owned by, operated by, or under the jurisdiction of a City department.

Contraband - Any property that is unlawful to produce or to possess.

Encampment - One or more tent, structure, or assembly of camping equipment or personal property that appears to a reasonable person to be used by individuals for shelter.

Garbage or refuse - Any item that, in its present condition, has no apparent utility to a reasonable person.

Hazardous items - An item that reasonably appears to pose a health or safety risk to members of the public, City employees, or other authorized personnel. Hazardous items may include blankets, clothing, sleeping bags, or other items depending upon their condition and site conditions.

Health official - A Detroit Health Department official that will assess health conditions of the encampment site in order to make a recommendation, if necessary, to address health concerns. This assessment is completed jointly with a Detroit Police Department officer (see Safety Official).

Occupant - Any individual residing in an unsheltered setting, such as an encampment.

Outreach - Continuum of Care homelessness providers that engage unsheltered individuals, including encampment occupants, with the purpose of connecting them to services and resources as determined by their individualized needs. Continuum of Care providers include those that are funded by the U.S. Department of Housing and Urban Development and the Michigan Department of Health and Human Services.

Personal property - An item that:

1. Is reasonably recognizable as belonging to a person;
2. Has apparent utility in its present condition; and

3. Is not hazardous.

Examples of personal property include, but are not limited to, vital documents (e.g. birth certificates, state identification), tents, bicycles, radios, electronic equipment, eyeglasses, prescription medications, photographs, jewelry, crutches, and wheelchairs. Personal property does not include building materials such as wood products, metal, pallets, or rigid plastic. The authorizing official should resolve a reasonable doubt as to whether an item is personal property in favor of deciding the item is personal property, and treat it in accordance with this policy.

Reasonable person - A phrase frequently used in tort and criminal law to denote a hypothetical person in society who exercises average care, skill, and judgement in conduct and who serves as a comparative standard for determining liability.

Relocation - The scheduled move of encampment occupants and their belongings, whenever possible, when an encampment poses high levels of health and safety risks as determined by health and safety officials.

Safety official- A Detroit Police Department officer that will assess safety conditions of the encampment site in order to make a recommendation, if necessary, to address safety concerns. This assessment is completed jointly with a Detroit Health Department official (see Health Official).

Structure, tents, and other shelters - Anything constructed or erected on or under the ground, or any improvement built up or composed of parts joined together in some definite manner. Structures include, but are not limited to, buildings, lean-tos, tents, awnings, pallets, and tarps.

APPENDIX B. RELOCATION NOTICES

Scheduled Relocation Notice

NOTICE: Scheduled Encampment Relocation

Date Posted: *MONTH, DAY, YEAR*

The Detroit Health Department and the Detroit Police Department visited this site on *MONTH, DAY, YEAR*. They found health and safety risks to those staying here. For your safety, moving will need to take place.

Date of Relocation: *MONTH, DAY, YEAR*

Time: *TIME-TIME AM*

For help moving to a safe place, call outreach at *313-481-1200 (Monday, Wednesday, Thursday, Friday, Sunday) or 313-424-2202 (Tuesday, Saturday)*.

All personal property on this site must be moved by *RELOCATION DATE*.

Post-Relocation Notice

Encampment Relocation Notice

Date Posted: *MONTH, DAY, YEAR*

The Detroit Health Department and the Detroit Police Department visited this site on *MONTH, DAY, YEAR*. They found health and safety risks to those staying here. For the safety people staying here, people and their belongings were moved on *MONTH, DAY, YEAR*.

What happened to personal property?

___All personal property was removed before relocation; No personal property storage was necessary

___Personal property was stored at the NOAH Project (23 E. Adams near Comerica Park). It can be picked up during Mon-Thurs 9am-4pm or Fridays by appointment (call 313-965-5422 and ask for NOAH staff). **All personal property must be picked up by *MONTH, DAY, YEAR*.**

___Personal property found on site was not stored due to _____.

Outreach providers can help to pick up items and can be reached at *313-481-1200 (Monday, Wednesday, Thursday, Friday, Sunday) or 313-424-2202 (Tuesday, Saturday)*.

APPENDIX C. STORAGE POLICY

Mandatory Storage Policy

All property collected placed into a bag and labeled with date, location, and individual's name (if available).

The following items must be stored *regardless of condition*:

- Prescribed medication (non-narcotic)
- Any form of personal identification (i.e. driver's license, Social Security card, birth certificate, passport, Detroit ID Card, etc.)
- Tools (not every nut and bolt, but the necessary ones)
- Cell phones/computers/electronic devices

The following items will be stored if conditions are not cause for public health concern (e.g. covered in mold):

- Tents
- Sleeping bags/blankets
- Boots/shoes
- Backpack/purse (note, if a backpack or purse is not able to be stored, items contained inside will be still be stored)
- Bike (only if operable and in working order)

Items that Cannot be Stored

- No pets
- No food nor liquids of any type
- No perishable items of any type
- No water-logged items
- No Items soiled/stained with human or animal/waste/blood/or unknown substance(s)
- No Items with vermin, bugs, insects, etc.
- No gasoline/kerosene/lighter fluid in any type of container
- No empty gasoline cans or empty gasoline containers of any type
- No empty lighter fluid containers of any type
- No propane tanks, charcoal, cooking/heating briquettes, wood chips, or wood pellets
- No matches or lighters (electric or battery powered included)
- No fire extinguishers
- No portable or makeshift toilets
- No weapons of any type, including items made into weapons
- No ammunition or explosives of any type
- No shopping carts
- No controlled substances
- No drug paraphernalia
- No illegal substances
- No chemicals (liquid or powder), including bleach (liquid or powder), ammonia, and other hazardous materials
- No environmental pollutants
- No cardboard or building material of any type, including lumber and wooden pallets

APPENDIX D. HEALTH & SAFETY ASSESSMENT

DETROIT CONTINUUM OF CARE

ENCAMPMENT HEALTH & SAFETY ASSESSMENT

ASSESSMENT DATE:	ASSESSOR NAME: Department: _____ Phone: _____ Email: _____
REPORTING ENTITY:	ASSESSOR NAME: Department: _____ Phone: _____ Email: _____
REPORT DATE:	

LOCATION & SITE ACCESSIBILITY

Location description (e.g. cross-streets, nearby address and/or landmark):

Accessibility by emergency services:

Distance from mainstream and/or homelessness services:

Proximity to vulnerable populations (e.g. schools, playgrounds, nursing homes):

Type of Site: (check one, include name if available)

<input type="checkbox"/> Sidewalk	<input type="checkbox"/> Doorway/step: _____
<input type="checkbox"/> Roadway	<input type="checkbox"/> Park: _____
<input type="checkbox"/> Steep Slope	<input type="checkbox"/> Other Public Space: _____
<input type="checkbox"/> Highway Shoulder	<input type="checkbox"/> Other City-Owned Property: _____
<input type="checkbox"/> Off-Ramp	<input type="checkbox"/> Other Private Property: _____

Structure(s) & Bulky Items (include the number of each type of structure present):
Tent___ Man-Made___ Shopping Carts___ Crates___ Other ___ Description:

Is imminent work or an event scheduled at this site? (e.g. construction, landbank sale)
___no ___yes If yes, date: _____
Description:

Do existing or imminent weather conditions (e.g. temperature, precipitation, windchill) present health and safety concerns to occupants? ___no ___yes If yes, describe:

Other Notes:

OCCUPANT INFORMATION

Estimated number of occupants:

Number of people within observed age ranges:
0-5___ 6-12___ 13-17___ 18-35___ 36-55___ 56-75___ 76+___

Number of gender observed: male___ female___ other___ | Observed languages spoken:

Are there indications that children may be present (e.g. children's clothing, toys, diapers, etc.)?
___no ___yes If yes, describe:

Are there indications that any occupants may have medical conditions (e.g. wheelchairs, oxygen tanks, medications)?
___no ___yes If yes, describe:

Are there indications that an occupant is a potential health or safety risk to themselves or other (e.g. self-harm, violent behavior)? ___no ___yes If yes, describe:

Do occupants have pets? <input type="checkbox"/> no <input type="checkbox"/> yes If yes, describe (number, species, apparent health conditions):	
Other Notes:	
HEALTH & SAFETY CONDITIONS	
DIRECTIONS: For all health and safety criteria, indicate level of condition observed & provide a description if condition is present KEY FOR LEVELS OBSERVED: None Observed (NO)- Condition listed not observed, no action required. Outreach engages to assess occupant needs Low Levels (LL)- Levels are low, no imminent action required. Outreach engages to assess occupant needs Moderate Levels (ML)- Levels are moderate, mitigation strategy may be recommended to decrease or address levels. Outreach and other appropriate departments engaged if necessary High Levels (HL)- Levels are a risk to the residents; Recommendations will be made to address risk(s). Outreach and other appropriate departments engaged	
HEALTH CONDITIONS	
Garbage/debris present (e.g. food waste): Description:	LEVEL OBSERVED: <input type="checkbox"/>NO <input type="checkbox"/>LL <input type="checkbox"/>ML <input type="checkbox"/>HL
Bio-hazards present: <input type="checkbox"/> Human feces <input type="checkbox"/> human vomit <input type="checkbox"/> drug paraphernalia (e.g. sharps) <input type="checkbox"/> Other: Description:	LEVEL OBSERVED: <input type="checkbox"/>NO <input type="checkbox"/>LL <input type="checkbox"/>ML <input type="checkbox"/>HL
Is encampment associated with a reported disease outbreak? <input type="checkbox"/> no <input type="checkbox"/> yes If yes, include report date: Report details: Do occupants present indications of any contagious disease? <input type="checkbox"/> no <input type="checkbox"/> yes Describe:	LEVEL OBSERVED: <input type="checkbox"/>NO <input type="checkbox"/>LL <input type="checkbox"/>ML <input type="checkbox"/>HL
Presence of vermin (e.g. mice, rats, mosquitos, ticks, cockroaches): <input type="checkbox"/> no <input type="checkbox"/> yes If yes, describe: If vermin harborage present (i.e. conditions that result in infestation), describe:	LEVEL OBSERVED: <input type="checkbox"/>NO <input type="checkbox"/>LL <input type="checkbox"/>ML <input type="checkbox"/>HL
Number of bathrooms observed (e.g. shallow pit latrine, porta potty): _____ Describe type(s): Number of hand washing facilities/sanitary stations present: _____ Description:	
Other Notes:	

SAFETY CONDITIONS	
Fire risks present (e.g. open fires, flammable objects, cramped spaces):	LEVEL OBSERVED: __NO __LL __ML __HL
Description of any criminal activity or violence reported or observed (beyond illegal drug use): __reported __observed Description:	LEVEL OBSERVED: __NO __LL __ML __HL
Exposure to moving vehicles: Description:	LEVEL OBSERVED: __NO __LL __ML __HL
Observed structural integrity: Description:	LEVEL OBSERVED: __NO __LL __ML __HL
Interference with pedestrian safety (e.g. sidewalk obstruction, blocking building access): Description:	LEVEL OBSERVED: __NO __LL __ML __HL
Presence of weapons: __no __yes If yes, describe:	LEVEL OBSERVED: __NO __LL __ML __HL
Other Notes:	

ASSESSMENT DETERMINATION

DIRECTIONS: Assessors determine a recommended action and include any accompanying recommendations as needed, including other entities for engagement. A summary of the reasons for the recommendation(s) is also included.

RECOMMENDED ACTION:

- ☐ No action needed beyond outreach engagement of residents
- ☐ Recommendations below will address moderate levels of risks; further action may be required if risks are not mitigated by the following date: _____
- ☐ Initiate encampment move protocol at the following level:
 - ☐ Level 1- emergent move completed within 48 hours
 - ☐ Level 2- non-emergent move completed within 14 calendar days

ACCOMPANYING RECOMMENDATIONS:

RECOMMENDED DEPARTMENTS/ENTITIES FOR ENGAGEMENT:

SUMMARY OF REASONS FOR RECOMMENDATIONS: