



# SEATTLE CITY COUNCIL

## Legislative Summary

Res 31705

Record No.: Res 31705

Type: Resolution (Res)

Status: Adopted

Version: 2

Ord. no:

In Control: City Clerk

File Created: 08/17/2016

Final Action: 09/29/2016

**Title:** A RESOLUTION related to addressing the needs of people living in the I-5 East Duwamish Greenbelt and in the adjoining neighborhoods; accepting the Seattle Human Services Department's East Duwamish Greenbelt Encampments Outreach Assessment; and approving the City's operations plan to physically improve and maintain the Greenbelt and provide a healthier and safer environment for all.

Notes:

Date  
Filed with City Clerk: 9/29/2016

Mayor's Signature: 9/29/2016

Sponsors: Bagshaw

Vetoed by Mayor:

Veto Overridden:

Veto Sustained:

**Attachments:** Att A – Assessment of UGM's East Duwamish Greenbelt Encampment Outreach, Att B - I-5 East Duwamish Greenbelt Operational Plan

**Drafter:** adam.schaefer@seattle.gov

**Filing Requirements/Dept Action:**

### History of Legislative File

Legal Notice Published:  Yes  No

Ver- sion:	Acting Body:	Date:	Action:	Sent To:	Due Date:	Return Date:	Result:
1	Mayor	08/18/2016	Mayor's leg transmitted to Council	City Clerk			
	<b>Action Text:</b>		The Resolution (Res) was Mayor's leg transmitted to Council. to the City Clerk				
	<b>Notes:</b>						
1	City Clerk	08/19/2016	sent for review	Council President's Office			
	<b>Action Text:</b>		The Resolution (Res) was sent for review. to the Council President's Office				
	<b>Notes:</b>						
1	Council President's Office	09/01/2016	sent for review	Human Services and Public Health Committee			
	<b>Action Text:</b>		The Resolution (Res) was sent for review. to the Human Services and Public Health Committee				
	<b>Notes:</b>						

1 Full Council 09/06/2016 referred Human Services and Public Health Committee

Action Text: The Resolution (Res) was referred to the Human Services and Public Health Committee  
Notes:

1 Human Services and Public Health Committee 09/14/2016 adopt Pass

Action Text: The Committee recommends that Full Council adopt the Resolution (Res) with a Divided Report.  
In Favor: 4 Chair Bagshaw, Vice Chair Harrell, Member Burgess, González  
Opposed: 2 O'Brien, Sawant

1 Full Council 09/26/2016 adopted as amended Pass

Action Text: The Motion carried, the Resolution (Res) was adopted as amended by the following vote, and the President signed the Resolution:

Notes: ACTION 1:

Motion was made by Councilmember González, duly seconded and carried, to amend Resolution 31705, by substituting Section 3, as shown in the strike through and underlined language below:

Section 3. The Mayor and the City Council recognize that the need for ongoing coordination with the Washington State Department of Transportation (WSDOT) and that long-term investments in the Greenbelt and surrounding areas should continue to be made. To this end, The City of Seattle will continue to work with the Washington State Department of Transportation WSDOT throughout 2016 to identify short- and long-term maintenance, activation, and infrastructure opportunities that promote public safety. Council requests that the Executive report to Council on progress toward a memorandum of understanding, or other agreement, among The City of Seattle, WSDOT, and any other relevant parties regarding the ongoing maintenance of the Greenbelt before the end of Phase IV of the I-5 East Duwamish Greenbelt Operational Plan (see Attachment B to this resolution). This agreement should provide clear expectations of the role of each of the parties to the agreement and consideration to not only the area within the Greenbelt but the surrounding neighborhoods.

ACTION 2:

Motion was made and duly seconded to adopt Resolution 31705 as amended.

In Favor: 6 Councilmember Bagshaw, Councilmember Burgess, Councilmember González, Council President Harrell, Councilmember Johnson, Councilmember Juarez

Opposed: 3 Councilmember Herbold, Councilmember O'Brien, Councilmember Sawant

2 City Clerk 09/28/2016 submitted for Mayor's signature Mayor

2 Mayor 09/29/2016 Signed

Action Text: The Resolution (Res) was Signed.  
Notes:

2 Mayor 09/29/2016 returned City Clerk

Action Text: The Resolution (Res) was returned. to the City Clerk  
Notes:

2 City Clerk 09/29/2016 attested by City Clerk

Action Text: The Resolution (Res) was attested by City Clerk.  
Notes:

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**CITY OF SEATTLE**

**RESOLUTION 31705**

A RESOLUTION related to addressing the needs of people living in the I-5 East Duwamish Greenbelt and in the adjoining neighborhoods; accepting the Seattle Human Services Department's East Duwamish Greenbelt Encampments Outreach Assessment; and approving the City's operations plan to physically improve and maintain the Greenbelt and provide a healthier and safer environment for all.

WHEREAS, The City of Seattle and King County declared a State of Emergency on November 2, 2015, and are committed to addressing the homelessness crisis in Seattle; and

WHEREAS, the City recognizes the public health and public safety concerns for the needs of the people living in and near the I-5 East Duwamish Greenbelt ("Greenbelt"), for police, firefighters, and first responders to emergencies in and around the Greenbelt, and for those who use the I-5 freeway, as detailed in the February 17, 2016, "I-5 and East Duwamish Greenbelt Conditions Assessment" report; and

WHEREAS, on May 31, 2016, the City Council unanimously adopted Resolution 31671, with the Mayor concurring, which endorsed a public health and public safety model to address the needs of people living in the Greenbelt and in the adjoining neighborhoods; and

WHEREAS, consistent with Resolution 31671, the City and its outreach professionals have since engaged in many weeks of intensive outreach to individuals living in the Greenbelt, as detailed in reports to the City Council on June 9, 2016; June 24, 2016; July 8, 2016; and August 18, 2016; and

WHEREAS, the City and State acknowledge that a number of infrastructure and safety improvements for the Greenbelt are critically important, including brush removal and native plant restoration, trash and debris removal, restoration of an access road, and repair of freeway and stormwater infrastructure; and

1 WHEREAS, Seattle’s Human Services Department, the Seattle Police Department, the Seattle  
2 Department of Transportation, Seattle Parks and Recreation, and other agencies have  
3 produced an operations plan detailing how people will be safely moved in order for  
4 infrastructure improvements to be made; and

5 WHEREAS, person-centered efforts combined with physical improvements can drastically  
6 improve an area of the City that has suffered from years of neglect; NOW,

7 THEREFORE,

8 **BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE, THE**  
9 **MAYOR CONCURRING, THAT:**

10 Section 1. The Seattle Human Services Department’s “Assessment of Union Gospel  
11 Mission’s East Duwamish Greenbelt Encampment Outreach” (see Attachment A to this  
12 resolution), which details actions taken by the City and its outreach professionals related to  
13 people living in the I-5 East Duwamish Greenbelt (“Greenbelt”), is hereby accepted.

14 Section 2. The City’s “I-5 East Duwamish Greenbelt Operational Plan” (see Attachment  
15 B to this resolution), which details the operational plan for near-term initial infrastructure  
16 improvements and brush removal work in the Greenbelt, is hereby approved.

17 Section 3. The Mayor and the City Council recognize the need for ongoing coordination  
18 with the Washington State Department of Transportation (WSDOT) and that long-term  
19 investments in the Greenbelt and surrounding areas should continue to be made. To this end, The  
20 City of Seattle will continue to work with WSDOT to identify short- and long-term maintenance,  
21 activation, and infrastructure opportunities that promote public safety. Council requests that the  
22 Executive report to Council on progress toward a memorandum of understanding, or other  
23 agreement, among The City of Seattle, WSDOT, and any other relevant parties regarding the

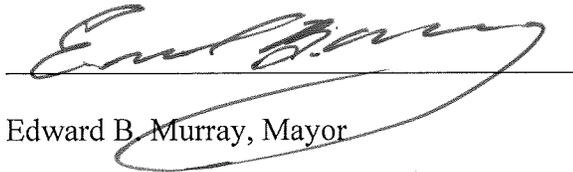
1 ongoing maintenance of the Greenbelt before the end of Phase IV of the I-5 East Duwamish  
2 Greenbelt Operational Plan (see Attachment B to this resolution). This agreement should provide  
3 clear expectations of the role of each of the parties to the agreement and consideration to not  
4 only the area within the Greenbelt but also the surrounding neighborhoods.

1 Adopted by the City Council the 26<sup>th</sup> day of September, 2016,  
2 and signed by me in open session in authentication of its adoption this 26<sup>th</sup> day of  
3 September, 2016.

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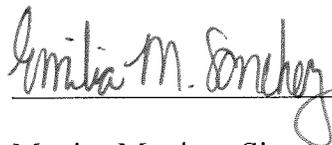
5 President \_\_\_\_\_ of the City Council

6 The Mayor concurred the 29<sup>th</sup> day of September, 2016.

7 

8 Edward B. Murray, Mayor

9 Filed by me this 29<sup>th</sup> day of September, 2016.

10 

11 for Monica Martinez Simmons, City Clerk

12 (Seal)  
13

14 Attachments:

15 Attachment A – Assessment of UGM’s East Duwamish Greenbelt Encampment Outreach

16 Attachment B – I-5 East Duwamish Greenbelt Operational Plan

## Assessment of Union Gospel Mission’s East Duwamish Greenbelt Encampment Outreach

August 18, 2016

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### *Section I: Introduction*

Beginning May 23, 2016, the Union Gospel Mission (UGM) outreach team has executed intensive outreach to the I-5 East Duwamish Greenbelt Encampments (EDGE). The outreach team was composed of six outreach staff in the field and additional mental health, case management, and support personnel who work with those who accept offers of housing, shelter, or services. The outreach team has decades of combined experience with homeless services and outreach, and includes team members who have personally experienced homelessness and addiction. The team has been working with every individual, presenting meaningful and highly personalized offers of shelter and services.

As of July 31, 2016, the outreach team had contacted and engaged 357 separate individuals, making extensive outreach efforts in both the early morning, mid-day, and late evening in order to maximize the opportunity to engage as many people as possible. A total of 70 individuals (roughly 1 in 5) have accepted offers of housing, shelter, services, and/or relocation assistance. The outreach team estimates that it has contacted or engaged with 99 percent of individuals living in the EDGE with multiple interactions. In some areas of the EDGE, there is very clear drug distribution and human trafficking activity. The outreach team made initial contact with those individuals but did not attempted to engage them with offers of shelter or services.

### Summary

Engagement Effort totals since May 23rd:

- 357 people engaged personally by UGM Outreach Team
- 70 people accepting housing, shelter, services and/or relocation assistance
- 43 (estimate) of people who have moved into the area
- 118 (estimate) people remaining in the EDGE area

Housing, Shelter and Services Provided

- 45 received assistance in relocating (to authorized or other unauthorized encampments)
- 21 entered recovery programs, which include housing
- 4 received legal aid (immigration papers, IDs, other housing barriers)
- 3 accepted transitional housing/rapid rehousing
- 4 received assistance with alternative shelter arrangements
- 2 received assistance with immigration status issues
- Multiple accepted assistance with medical issues

UGM estimates that approximately 75% or about 250 individuals have departed the I-5 Greenbelt in the last five weeks; 31 additional people have moved into the area or returned, leaving a total of 109 people remaining. The outreach team estimates that approximately 90 percent of the people living in the EDGE are struggling with substance abuse disorders.

UGM and partner service providers are making available a variety of options for permanent and transitional housing, shelters beds, authorized encampment spaces, access to addiction treatment and recovery programs (with housing), access to mental health treatment, medical care, legal services, and other services. The full list of resources is available below. The ethos of the outreach team is to find an

individualized solution for every situation. For example, if an individual would be willing to accept entry into a recovery program but does not want to be separated from a pet, UGM and the City have partnered with the Seattle Animal Shelter to house pets for up to 90 days. And if an individual is willing to go to a shelter but needs a place to store extra personal items, the City’s Department of Finance and Administrative Services has arranged storage of personal belongings.

To end homelessness for everyone, we must link people experiencing unsheltered homelessness (including people sleeping and living in encampments<sup>1</sup>) with permanent housing opportunities matched with the right level of services to ensure that those housing opportunities are stable and successful. It is only through the provision of such opportunities that we can provide lasting solutions for individuals and communities. Across the country, many communities are wrestling with how to create effective solutions and provide such housing opportunities for people experiencing unsheltered homelessness. In 2015, the United States Interagency Council on Homelessness (USICH) created *Ending Homelessness for People Living in Encampments: Advancing the Dialogue*, a framework for developing local action plans. This document includes a checklist which is intended to aid policy-makers, government officials, and practitioners in developing a thoughtful, coordinated, and collaborative plan to ensure that people living in encampments are linked to permanent housing.

Using the checklist, provided by USICH, City staff have provided responsive actions to each of the guidelines below which include: Prepare with Adequate Time for Planning and Implementation; Collaborate Across Sectors and Systems; Perform Intensive and Persistent Outreach and Engagement; and Provide Low-Barrier Pathways to Permanent Housing.

***Section II: Prepare with Adequate Time for Planning and Implementation***

When developing an action plan:

- i. **Determine Timing.** Articulate an action plan timeline so residents can determine their options and partners know the timeline for connecting people to housing.

UGM, with City and State partners, developed a timeline for outreach and engagement. It was determined that there be at least two weeks of outreach at a minimum, and that outreach would continue until every individual had engaged multiple times with a case manager who would develop a personal strategy for each resident. Though there is no pre-determined date by which the I-5 East Duwamish Greenbelt Encampments must be cleared, both UGM and the Mayor’s Office are working with the City Council before action is taken. From the point that both the Mayor’s Office and the Council determine that adequate outreach has been completed, there is an additional 10+ day timeline that would then begin. This involves WSDOT, the Washington State Department of Corrections, and several City departments such as the Seattle Police Department and the Seattle Department of Parks and Recreation. In addition, it describes the details of posting notifications of coming actions in multiple languages.

- ii. **Create Shared Purpose, Intent, and Outcomes.** Develop a common purpose and intent for all stakeholders that enhances collaborative efforts and helps partners identify resources and activities to achieve shared outcomes.

See East Duwamish Green Belt Assessment and City Council Resolution.

- iii. **Develop Shared Protocols/MOU.** Create a Memorandum of Understanding that formalizes relationships among stakeholders and delineates protocols.

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<sup>1</sup> USICH recognizes that different terms are used for such settings—such as “tent cities”—but has chosen to use “encampments” in this document, while encouraging communities to use whatever language works best locally.

While no formal MOU has been developed, the City and State have been working closely on shared protocols of a two phase action plan (Phase one – meaningful outreach and engagement. Phase two – clean-up, tree trimming, access road, and other recommendations from the design consultant). The City and State have entered into agreements related to funding for the EDGE effort. The City, UGM, and Salvation Army have informal agreements about their outreach and engagement, but do not have contracts or MOAs in place. UGM and Salvation Army are doing this work at no cost to the City or State.

- iv. **Create a Communications Plan.** Incorporate a communications strategy for how to interact with the media and respond to questions from community members.

The communication process began with two separate press conferences. UGM is also providing weekly reports of progress to the City of Seattle Human Services Department. These reports are then compiled and shared with Council and local media outlets. In addition, there is a weekly conference call with all relevant partners, including public relations roles for the City and WSDOT.

- v. **Identify the Land Owner(s).** Consider the needs of the land owner and determine his/her role.

The land owners, WSDOT with the Seattle Department of Parks and Recreation and SDOT are actively participating in planning and coordination for this efforts. These partners participate in weekly conference calls with UGM and HSD.

- vi. **Assess Needs of People Living in the Encampment.** Consistently assess the needs of every person.

UGM (and recently Salvation Army) are using trained outreach workers and a trust-building approach that progressively engages with people living in the East Duwamish Greenbelt. To date, they have contacted and offered services to 357 unduplicated individuals living in the EDGE. This outreach engagement is a daily activity which is highlighted in more detail through weekly reports to the City.

- vii. **Identify Adequate Staffing and Resources.** Based on the projected need, determine how existing housing and services resources can be aligned to connect people to permanent housing.

Between UGM and their partnership with the Salvation Army, there are 10-12 outreach workers dedicated to the East Duwamish Greenbelt area. There is a service package that outreach workers can access which includes, but is not limited to, UGM shelters, Salvation Army shelters, other publically-funded shelters, flexible funds from WA State totaling \$100k, treatment beds, medical/health referrals, safe needle retrieval, and a variety of survival items like clothing, food, water, blankets, etc. The largest barrier is a 24-hour indoor or outdoor facility that accepts partners, pets, and storage for possessions that also allows for active drug and alcohol use. Very few no/low barrier shelter or encampment programs exist in Seattle.

- viii. **Plan for Preventing Encampments from Being Recreated.** Create strategies for clean-up measures as well as how the site will be used and/or secured in the future.

The City of Seattle and WSDOT created an ongoing plan to remove trash and hazardous materials from the area. The plan includes a process for the initial clean-up and for ongoing maintenance and operations activities. WSDOT has secured funding to resurface the access road running on the west side of the freeway structure. This will allow SPD and WSDOT crews more reliable access to prevent open fires, gas cooking, and criminal activities. The City has also hired a design consultant to identify ways to secure the access points, activate the spaces, and provide better visibility under the structure. The draft consultant recommendations will be ready by the end of the summer and include both short and longer term options. The Department of Parks and Recreation will also remove excess brush in the City-owned properties to the

east of the freeway, allowing better staff and volunteer crew access.

- ix. **Plan for Follow-up Contacts and Tracking Outcomes.** Include strategies for following up with people who have been assisted in order to track outcomes.

There are two separate strategies at play. Firstly, for those individuals who receive housing or other assistance (ranging from addiction recovery programs, domestic violence programs, to mental health programs), they will be working directly with case managers, who will establish an individualized plan. Secondly, for those individuals who may choose to relocate to an alternative encampment, there will be additional follow-up care provided, and a reasonable attempt will be made to connect them with additional service providers and available assistance.

- x. **Standardize Future Responses.** Develop standardized approaches that incorporate law enforcement policies and agreements with housing providers.

This is part of the City’s long-term vision to address encampments. The size and scope of this location required a specialized approach which is being developed.

- xi. **Integrate with the Community’s Strategic Efforts to End Homelessness.** Identify lessons that can strengthen the community’s overall homelessness crisis response system.

This is part of the City’s long-term vision to address encampments. In addition, this strategy is aligned with All Home of King County’s stated goals of making homelessness rare, brief, and one-time. This effort to assist people living under I-5 and in the East Duwamish Greenbelt area in moving out of the service area is a direct response to making homelessness brief, rather than to allow unsanctioned encampments to exist for multiple years. The City, in partnership with King County and All Home, are standing up a new Coordinated Entry for All system that will ease and quicken the shelter/housing response for unsheltered people across King County. The City is also leading an effort this year to assess funded outreach programs ensuring consistency of practice and processes that reach broader populations.

### ***Section III: Collaborate Across Sectors and Systems***

When developing or expanding a collaborative partnership, engage stakeholders, including:

- i. **People Living in Encampments.** To help understand the needs and goals of residents.

Every effort has been made to connect with each individual living in the EDGE, and the outreach teams will continue to engage with each resident, working together to craft a highly personalized strategy. These outreach efforts are being conducted by UGM and Salvation Army. City staff have also asked East African Community Services to provide outreach to a group of young east African men living in the area to ensure culturally competent offers of services have been made.

- ii. **Continuum of Care Agencies.** To provide expertise in coordinating system-level responses.

UGM Seattle President Jeff Lilley has been a longstanding member of the All Home effort, and the Committee to End Homelessness before it. UGM has hosted, and will continue to host ongoing service-provider roundtables to review unique needs and identify resources. In addition, partnership with multiple agencies has already been sought out, and is proving to be instrumental in addressing some of the more complicated challenges some of the residents are facing. UGM is also a member of a monthly group of Executive Directors that the Mayor has convened, and that the HSD Director facilitates. This group serves as an ongoing connection for service providers to collaborate and connect.

**iii. Other Social Service and Healthcare Agencies.** To provide access to data, resources and expertise.

HSD staff are working with Seattle/King County Public Health to schedule the Mobile Medical Van to stop at Royal Brougham and Airport Way. This will likely be established beginning in August. Other outreach programs like HOST, Healthcare for the Homeless, and REACH continue to serve the broader EDGE area. These organizations also participated in the initial assessment of the EDGE and helped to inform how outreach should be provided and what services were most needed. UGM is now working with the Salvation Army to enhance both the outreach efforts and the shelter opportunities available to people living in the EDGE. When a date for clean-up is established, HSD will engage more service providers to participate in an intensive service provision effort for those that remain living in the area.

**iv. Community Outreach and Engagement Teams.** To help develop the best engagement strategies.

See above.

**v. Law Enforcement Agencies.** To coordinate outreach and ensure the safety of all.

Law enforcement agencies have been included in the strategies and plans.

**vi. Local Government Agencies and Officials.** To help coordinate government resources and action, specifically:

- Elected Officials
- Planning, Parks and Recreation, and Public Works
- Human or Social Services Departments
- Public Health and Behavioral Health Care Departments

The City is working with each of the entities above on an ongoing basis as part of the EDGE response.

**vii. Business Leaders.** To leverage professional relationships to generate support and resources.

This has included outreach and communication to neighboring businesses, as well as developing partnerships with additional resources on an ongoing basis. For example, Extended Stay America has provide motel rooms for short-term housing options while a resident may be waiting for additional housing options.

**viii. Philanthropic Organizations.** To involve private funders that have interest in ending homelessness.

This is an ongoing effort, especially as it relates to the end goal of establishing a Navigation Center in Seattle that will provide low to no barrier, 24-hour shelter. Those living in the East Duwamish Greenbelt will be the first invited through the Navigation Center when opened (December 31, 2016).

**ix. Faith-based Organizations.** To provide volunteer and financial support.

UGM is a faith-based organization and has well-established relationships with congregations. Many of the volunteers and funds used for this broader outreach effort have been developed with UGM’s faith-based partners.

**x. Advocates.** To ensure that the voices of people in encampments are heard and raise other concerns.

There has been a significant public engagement and dialogue on this issue, included but not limited to engagement with a variety of provider and coalition leaders, people living in the EDGE area, and residents

living in the neighborhoods that surround the EDGE area.

***Section IV: Perform Intensive and Persistent Outreach and Engagement***

Implement outreach and engagement efforts throughout the process, including:

- i. Identifying All Members of the Encampment By Name and Implement Ongoing Outreach.** Having a full understanding of the population is important to scale resources and tailor interventions. All members of the encampment are known by name (including their pets). At the end of every day the outreach team reviews conversations and commitments and sets up the outreach strategy for the next day.
- ii. Maintaining a Consistent Presence in the Encampment.** Devote adequate time and resources to ensure trusting relationships are being developed with residents.

UGM indicates that most people have had contact with the team 5-10 times, with some deep engagements over that amount. The outreach team continues to visit the encampment at least five days a week, and usually over a six hour period each day. There are currently 10-12 members of the outreach team from UGM and the Salvation Army.

- iii. Maintaining Honest and Transparent Communication.** Transparency about the process and timelines ensures trusting relationships are formed.

The UGM Outreach team continues to build trust, but have not been able to give a firm timeline of when people need to move out. However, with each new update the outreach team receives, they pass this information directly to the people living in the EDGE. Having clear data of exactly when the EDGE area will be cleared will be helpful in providing clear, consistent information and strategy for those living in the area.

- iv. Identifying Leadership from within the Encampment.** Include such leaders in the process in order to better understand the needs and goals of people and to strengthen relationships.

Due to the large area being served, and the number of people, there are multiple sections of smaller encampments with “regional” leaders. They have been identified and are consulted directly regarding the process, and also in determining the needs for individual residents in their area.

- v. Cross-Training and Sharing Information.** Sharing information among outreach teams increases success by enabling partners to develop shared responses to both crisis and non-crisis situations.

There has been consistent overlap within the outreach teams, as well as daily debriefs regarding progress with each individual who was engaged on any given day. There are currently three separate outreach teams, but all of their efforts are coordinated, and their strategies overlap. These include UGM’s primary EDGE Outreach Team, UGM’s evening Search and Rescue Van teams, and additional teams from the Salvation Army.

- vi. Linking with Housing Search Services.** Outreach workers should partner with housing navigators, housing search specialists, and landlord liaisons to help people access housing.

UGM already works with a large population of individuals experiencing homelessness. Because of the nature of this work, UGM has key staff who regularly connect residents from their many programs to the appropriate housing as it becomes available. The EDGE outreach is no different. This has included, but is not limited to, the Salvation Army, Compass Housing, KentHOPE, Operation Nightwatch, LIHI (Othello

Village), Mary’s Place MoreLOVE Project, private housing providers (Extended Stay America), and others as the need arises.

***Section V: Provide Low-Barrier Pathways to Permanent Housing***

To provide a range of housing solutions, consider:

- i. **Applying Housing First Strategies and Practices.** Remove obstacles, requirements, and expectations so that people can access housing as quickly as possible.

UGM works to connect people with the service/housing that best serves their needs, but not all of the providers they are partnered with are low barrier/housing first. Every effort is made to connect the individuals to the Continuum of Care providers who do have available Housing First units. Many, if not most, of these units are already set aside for individuals that the other providers are already working with; yet by connecting individuals with these agencies, they are then able to qualify to be placed into the agency housing.

- ii. **Aligning Activities with the Existing Homeless Crisis Response and Coordinated Entry System.**

Coordinated entry assures people are prioritized for and provided housing and services that meet their needs.

There is no operational coordinated entry system for the single adult population in King County at this time. That said, All Home (in partnership with the City, County, and United Way) is in the process of developing Coordinated Entry for All (CEA) to ensure that all people experiencing a housing crisis have fair and equal access and are quickly identified, assessed for, and connected to housing and homeless assistance based on their strengths and needs. It will use standardized tools and practices, incorporate a system-wide housing first approach, and coordinate assistance so that those with the most severe service needs are prioritized. This new coordinated system, as well as a common assessment tool used for all populations including single adults is expected to be launched this summer.

- iii. **Offering Interim Housing Opportunities and a Clear Path to Permanent Housing.** It is important to provide immediate, interim housing without barriers to entry while permanent housing is being secured.

Currently, most of the individuals are struggling with a substance abuse disorder. Every effort has been made to connect them to programs that can assist them. As for interim housing without barriers to entry (such as family configuration, allowance of pets, allowance of active drug/alcohol use, and storage of possessions), none are currently available in Seattle. That said, offers of indoor shelter, rapid rehousing, transitional housing, and travel assistance back to a home community where stable housing can be accessed have been offered and accepted. To date, UGM reports 64 unduplicated people have accepted some level of housing services referral.

- iv. **Identifying an Adequate Supply of Housing Options.** People will need access to a variety of housing options, including permanent supportive housing, rapid re-housing, and mainstream affordable housing.

UGM has identified a variety of housing options for persons living in the EDGE. While there is not adequate housing for all persons living unsheltered in Seattle, HSD believes that UGM continues to explore all options available.

- v. **Engaging State and Federal Partners.** Identify opportunities to align Federal, State, and local funding and programs to provide pathways to permanent housing.

Working in partnership with the Office of Intergovernmental Relations, City staff, and others, UGM is currently participating in weekly conference calls, as active participants in planning and coordinating local efforts to provide pathways to permanent housing. The Office of Intergovernmental Relations will work with City staff, County staff, and other stakeholders to identify legislative priorities as well as advocacy opportunities that promote funding and permanent housing solutions at the state and federal level.

***Section VI: Conclusion***

The Seattle Human Services Department concludes that action taken by UGM to address the critical needs of the individuals living in the I-5 East Duwamish Greenbelt were adequately prepared with adequate time for planning and implementation; collaborated across sectors and systems; performed intensive and persistent outreach and engagement; and provided low-barrier pathways to permanent housing. The actions taken by UGM are therefore consistent with the USCiH guidelines to ensure that people living in encampments are linked to permanent housing.

## **I-5 East Duwamish Greenbelt Operational Plan**

**August 12, 2016**

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### ***Section I: Operational Plan purpose***

#### ***Introduction***

The purpose of this document is to detail the operational plan for initial infrastructure and brush removal work in the I-5 East Duwamish Greenbelt. This document outlines the scope of work to be conducted by State, City, and non-profit agencies to support a long-term transition for the area that will ensure safety for encampment residents and the broader public who utilize and work on our road and park systems. The efforts articulated in this document and proposed by the Mayor will not be implemented until the Seattle City Council has approved the process outlined within.

This plan is specific to the outreach and maintenance activities needed under the freeway structure and within the greenbelt itself. While focused on these activities, the Washington State Department of Transportation also has an immediate need to make repairs and inspect the expansion joints on the freeway structure itself. To begin this work, the area under the freeway must be clear to safely allow crews and equipment access to the site.

#### ***Focus area***

The work included in this plan will take place in the I-5 East Duwamish Greenbelt, including the areas immediately under and adjacent to the freeway between I-90 and Spokane Street. The Washington State Department of Transportation is the largest property owner along the corridor. The City of Seattle, through the Seattle Department of Parks and Recreation, owns approximately ten acres of primarily wooded land to the east of the freeway. See the attached map.

#### ***Outreach scope and scale***

This operations plan builds on the outreach work conducted by the Union Gospel Mission, which is further detailed in the "East Duwamish Greenbelt Encampment Outreach Assessment." Per that assessment, encampment residents have been actively engaged for a minimum of five weeks, and have been offered a variety of service options in anticipation of the debris removal and infrastructure work outlined here. The Union Gospel mission estimates that they have made contact with all of the residents living in the area. Each resident has been offered assistance a minimum of five to ten times.

#### ***Temporary encampment site***

Many individuals who were previously living in the I-5 East Duwamish Greenbelt have relocated to a one-acre Washington State Department of Transportation (WSDOT) property at the intersection of Airport Way South and Royal Brougham. This site currently holds approximately 75 tents. The City has formed an agreement with WSDOT to take emergency harm reduction measures to manage health and safety issues at this site through the end of the year. These harm reduction measures include portable toilets, dumpsters, assistance with bulk debris removal, and regular outreach. The Union Gospel Mission

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(UGM) has an ongoing outreach relationship with many of those camped on this site and has agreed to continue to provide outreach services there. UGM will be on site multiple times per week to continue to outreach to this population in an attempt to get them into more stable shelter and services. UGM has also agreed to assist the encampment with self-management by providing garbage bags, tents, water, emergency meals, and other supplies.

### ***Infrastructure operations scope***

Following the outreach detailed in the “East Duwamish Greenbelt Encampment Outreach Assessment,” the Washington State Department of Transportation and the Seattle Department of Parks and Recreation (SPR) will begin work on the infrastructure and safety improvements planned for the area. These efforts will include:

- Brush removal and native plant restoration
- Trash and debris removal
- Collection and storage of personal belongings
- Restoration of a gravel access road
- Repair of freeway and storm water infrastructure
- Ongoing maintenance and operations
- Continued outreach to encampment residents

While WSDOT and SPR will be the lead agencies on site, the work will be supported by several others including UGM, Seattle Department of Finance and Administrative Services (FAS), Seattle Department of Transportation (SDOT), and Seattle Police Department (SPD).

A separate document, prepared by the consultant firm MIG/SvR, will include conceptual design recommendations for the access points on the west side of the I-5 East Duwamish Greenbelt and for the area under the freeway structure itself.

### ***Operations protocols***

Prior to beginning work, the agencies above will meet at least twice onsite to coordinate activities and finalize site management and operations plans. These pre-construction meetings will focus on developing a common understanding of outreach and service availability, access protocols, safety plans, and equipment requirements. When operations begin, the onsite crew will set up a central operations point and will meet at least once daily to coordinate among agencies. WSDOT is able to provide a construction trailer for meetings, if needed.

Each agency will designate a single onsite point of communication and contact information for these individuals will be shared during the daily coordination meetings. WSDOT and SPR will be jointly responsible for developing a report of onsite activities and will provide that information to State and City Executive and Legislative staff weekly.

All members of the work crews at both the State and City level will have been trained on the safe removal of hazardous materials and will follow existing protocols for handling personal belongings, drug

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paraphernalia including sharps, gas canisters, and human waste. The protocols cover security, biohazards, wearing protective clothing, and protection from blood-borne pathogens.

### ***Section II: Site work***

#### **Phase I: Final notification and outreach to remaining encampment residents**

**Days: 1-10**

**Lead: WSDOT, SPR**

**Support: SPD, UGM**

UGM estimates that approximately 100 people remain in the Greenbelt. Most of these individuals have indicated that they are prepared to leave but are waiting for a fixed deadline. The joint State and City team will provide specific notice with a specific deadline at least 10 days prior to a final order to move from the Greenbelt. The notice will be attached to all remaining tents in the area and clearly posted at all major entry points in multiple languages. Where outreach workers are aware that someone speaks a primary language other than English, every attempt will be made to provide the notice in that person's native language. Outreach workers will then again make contact with all remaining residents and attempt to assist them with relocation. For those who are unwilling or unable to go to available shelter, UGM will provide assistance in moving the individual with their belongings to the transitional encampment location at Airport Way South. The City will be providing bags and storage bins to assist in this relocation.

On the day of the deadline, police and outreach workers will contact any individuals that remain encamped in the Greenbelt. Those individuals will be given an order to depart the area in advance of the arrival of construction equipment and cleaning crews. It is the experience of the City and State teams that encampment residents comply with direct orders to vacate an area (in the past two years, there has not been a single arrest for someone refusing to vacate an unauthorized encampment after notice and outreach). Every effort will be made to achieve voluntary compliance with these police orders and every individual circumstance will be evaluated based on the input and experience of outreach workers.

Prior to beginning construction and maintenance activities, crews composed of outreach workers, police, WSDOT, and SPS will examine the entire area and confirm that there are no remaining encampments in the area where work will be conducted. This is to ensure that people living in encampments are not hurt by the heavy equipment and that operations can proceed safely.

#### **Phase II: Preliminary clean up and large debris removal**

**Days: 10-20**

**Lead: WSDOT, SPR**

**Support: SPD, UGM, SDOT, FAS, DOC**

Following verification that all encampment residents have departed from the Greenbelt, crews will begin to sort through and store personal belongings from encampment sites, and to remove large debris. SDOT and FAS will be responsible for sorting and storing personal items that are usable/valuable

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and not contaminated. The City will collect, label, and store for 60 days certain personal items found during cleanup. These things include any item that is reasonably recognizable as a personal item that is not hazardous or contaminated material. Items that are visibly contaminated will be disposed of by the associated cleanup crew members. The items that are kept will be placed and sealed (i.e. duct tape, zip tie) in a clear heavy-duty plastic bag. The bag will be placed into a rigid plastic container, not to exceed 50 pounds or the weight restrictions per the manufacturer of the plastic container.

Because of the large area associated with the I-5 East Duwamish Greenbelt Encampment, additional SDOT, FAS, and SPR operations staff will be needed to transport the packed bins from the encampment site to a City vehicle for delivery to the storage location. Information on how to retrieve personal items stored during this process will be posted at multiple entry-points to the Greenbelt and at the alternate encampment location on Airport Way South. In addition, outreach workers will attempt to personally notify any person who returns to the area how they can recover personal belongings.

All items are to be documented on an inventory sheet and taken to the storage trailer at the SDOT Sunny Jim Traffic Shop. If items are large, such as a suitcase, and if applicable, will be placed in a clear heavy-duty plastic bag, sealed, and stored in a designated area within the storage trailer. The plastic containers, placed in the storage trailer. Larger items, if applicable, are sealed in a clear heavy-duty plastic bag prior to arriving at the storage trailer and are stored in a designated area within the trailer.

The removal and storage process will take two to three days to complete. Personal belongings will be available for pick up for 60 days, and following that they are disposed of by City crews. Photos are taken of items kept and those thrown away.

After personal items have been collected and stored or in areas where there are no personal items cleanup crews will remove the remaining garbage, debris and other material. Depending on the quantity, garbage, sharps, and flammable materials will be taken to the South Transfer Station at least daily. Each cleanup crew will be supported by SPD for safety purposes.

Later in the week WSDOT will begin to stockpile gravel near Bayview Street for improvements to the access roads. Removal of the larger garbage piles adjacent to the access roads will take two to three weeks and will be completed concurrently with road construction.

### **Phase III: Road construction and brush removal**

**Weeks: 4-13**

**Lead: WSDOT, SPR**

**Support: SPD, UGM**

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Once personal belongings have been secured and initial debris removal has begun, WSDOT and SPR will begin work on repairing the access road and removing brush. Throughout this time staff from both agencies will continue to remove trash and debris. SPD and UGM will remain onsite to assist with any additional outreach to people who may return to the area. Initially SPD will have two officers with each team. SPD will assess ongoing needs as the work continues.

### **WSDOT property**

There are three access roads constructed of native materials and gravel that follow the I-5 alignment. They are rutted and currently do not provide good access for emergency responders as detailed in the I-5 East Duwamish Greenbelt Conditions Assessment. To facilitate better access, WSDOT will regrade the western-most road between I-90 and Spokane Street. This road has the most continuous access and highest clearance for emergency and maintenance vehicles. Work will be conducted by WSDOT crews and is expected to last for up to six weeks.

Depending on the onsite conditions, and possibly partially concurrent with the roadwork, WSDOT crews will remove unnecessary brush and tree limbs to improve sight lines. Crews will also work to clear areas for repairs to the existing fence lines. During this work, weed eaters, sidearm mowers and other mowing equipment will be used. WSDOT, or a WSDOT contractor if necessary, will make repairs as required if there is significant damage found during cleanup. The exact scope and tools necessary will vary depending on the type of damage, which may include fence, electrical and drainage repair.

WSDOT crews will also begin removing the larger garbage piles adjacent to the access roads. These piles will require heavy equipment to gather, load, and truck from the site.

Following the completion of all the work, roads within WSDOT, SDOT, and/or SPR properties will have to be repaired, graded, and gravel added for on-going access to allow for routine maintenance.

This work will take up to four weeks to complete.

### **SPR property**

SPR staff will work to clear excess brush; invasive plants; weeds; invasive wooded plants; and will trim the tree canopy. SPR will conduct targeted limbing to improve sight lines, creating visual permeability and facilitating more active use of the space. The team will continue to work daily collecting garbage and litter throughout the area. The work will require truck support for hauling brush and invasive materials away. SPR will also conduct some restoration of existing trails in the area.

Following the plant and brush removal, SPR Natural Area Crews will conduct Urban Forest Restoration within Park's property. The work will include revegetation by planting native plants and installing erosion and sediment controls on the hillsides.

Work as outlined includes:

- Targeted weed removal: Manual and chemical of non-native invasive species, storm water and erosion controls (Certified Erosion and Sediment Control, CESCL), and debris removal
- Planting native trees and shrubs, mulching, and watering

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- Continual targeted weed removal: Manual and chemical of non-native invasive species, mulching
- Plant establishment: Includes summer watering and follow up weed maintenance
- Installation of cisterns for watering new plants

Two crews composed of a total of eight maintenance laborers and two leads will be doing the hands on restoration work. The work will be planned and monitored by a Plant Ecologist. The crew will work from 7:30 am to 2:30 pm daily, up to three days per week for ten weeks.

### **Phase IV: Ongoing maintenance and activation**

**Weeks: 14-52**

**Lead: WSDOT, SPR**

**Support: SPD, UGM**

The City has hired a design consultant to develop conceptual designs for the western access points of the I-5 East Duwamish Greenbelt. Those conceptual designs will be complete at the end of the summer and will include short and longer-term recommendations for implementation. The intent of the design effort is to further public safety through better visibility and activation, and limit access for criminal purposes. No design solution will completely prohibit future encampments; rather, the intent is to make the area safer and more secure for everyone. Beyond design, the ways in which the space is utilized on an ongoing basis will inhibit the extent to which the area sees continued public safety challenges.

To that end, WSDOT will continue garbage removal and vegetation management, as needed. This work is funded through the one-time \$1 million allocation authorized by the 2016 legislature. The scale and scope of this work will be determined based on ongoing needs within the area and the degree to which debris accumulates. WSDOT maintenance crews will continue to inspect the freeway structure at least monthly. The continued presence of staff will deter some illegal activities.

SPR will continue to have maintenance crews on site at Dr. Jose Rizal Park and on the bike trail at least twice weekly and crews will continue to provide services to the wooded areas approximately monthly. SPD will also conduct walkthroughs during the next year. The access road and brush removal will make patrol easier and deter the reestablishment of many of the encampments.

City and State partners will continue to work to identify potential implementation strategies for the recommendations developed by the design consultant. During the ongoing maintenance and activation phase, agencies will meet monthly and will jointly report on activities within the area to State and City Executive and Legislative staff.

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