



**STATE OF PANHANDLING IN DOWNTOWN INDIANAPOLIS**  
**2017 Report**  
**MARCH 2018**

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*Prepared for the  
Coalition For Homelessness Intervention & Prevention  
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# INTRODUCTION

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The Coalition for Homelessness Intervention and Prevention (CHIP), in coordination with Downtown Indy, Inc., commissioned a survey of panhandlers in the Downtown Indianapolis Square Mile in the spring of 2017. CHIP worked with researchers at the Indiana University Public Policy Institute (PPI) to design a research plan aimed to better understand the demographics, issues and habits of those who panhandle in Downtown Indianapolis. The study involved a survey conducted with support from a homeless outreach team at Tear Down The Walls Ministries, Inc. (TDWM) on three different days during 2017 as well as in-depth interviews with panhandlers. Little research has been conducted nationwide in attempt to gather information about panhandler populations, and even less from the perspective of the panhandlers themselves. This study contributes to a small body of national research attempting to better understand the lives of those who panhandle and provides a baseline for discussion about how to better serve this population and maintain a vital city center in Indianapolis.

## KEY FINDINGS

- 96% of surveyed panhandlers report being homeless and many have been for multiple years
- Surveyed panhandlers treat panhandling like a regular job and mostly rely on panhandling for purchasing food
- About 1 in 4 panhandlers use the money they earn panhandling to pay for a place to stay
- Downtown panhandlers make less than \$20 per day on average, although half panhandle for 8 or more hours a day
- A little more than half of surveyed panhandlers have no other sources of income, and the rest have very little in excess of what they earn panhandling
- Panhandlers experience a number of issues that keep them from engaging in other forms of work including health issues or disability, lack of identification or criminal history
- A majority of panhandlers panhandle year round, and have been doing so for multiple years
- Most Downtown panhandlers surveyed sleep at night in or close to Downtown Indianapolis

## BACKGROUND

Although passive panhandling is not illegal in Indianapolis, some believe it is detrimental to businesses located downtown and may negatively impact the tourism and convention industry. Efforts to reduce the number of panhandlers in the city have spanned from attempted additional punitive measures, to increased outreach, to methods to divert those who give to panhandlers to other means of donating.

According to the 2012 Indiana Code 35-45-17, a person is guilty of an illegal act of panhandling if it occurs before sunrise or after sunset; at a bus stop or public transportation facility, in a stationary car on a public street; at a sidewalk café; within 20 feet of an ATM or bank entrance; when two or more people solicit together; when it is aggressive in nature including profanity, touching, or blocking the path of a person being solicited; while blocking the entrance to a building or vehicle; or when the person solicited is standing in a line to be admitted to a commercial establishment. The legal definition of panhandling does not include passively standing, sitting or performing with a sign or other indication that a donation is being sought when a vocal request for money is not being made. While the code does not assert that passively

soliciting money is legally considered “panhandling,” this report uses the term in a colloquial manner in that it refers to all those who passively or actively request money.

## PRIOR STUDIES

While many cities are concerned with the human and economic impacts of panhandling in city centers, very few studies have attempted to collect information directly from panhandling populations about their demographics, issues or habits. A study conducted in Toronto between February and April of 2001 employed a survey instrument to collect information on panhandlers, yielding 54 responses.<sup>1</sup> The study found that panhandlers claim to make about \$300 monthly and primarily spend that money on food, followed by tobacco and alcohol. Most Toronto panhandlers were found to be homeless, male, and experiencing health issues.

A similar study completed by GLS Research in San Francisco during two days in March 2013 found that among 146 panhandlers surveyed, 82% were homeless and had difficulties gaining employment, earning a livable income, and finding permanent housing.<sup>2</sup> The study found that “panhandling in Union Square is a lifestyle, not a once-in-a-while kind of thing,” with 53% reporting that they usually panhandle 7 days a week. 60% of panhandlers said they earn \$25 or less per day and mostly spend the money on food. The primarily male panhandling population (83%) surveyed in San Francisco declared having alcohol or drug issues. 95% of those surveyed lived in or around downtown San Francisco.

A recent study of panhandlers in Philadelphia<sup>3</sup> drew from the prior mentioned research to develop a survey that was conducted in Center City in three shifts on one day in 2016 during which 129 panhandlers were questioned. Surveys found that Philadelphia panhandlers treat panhandling like a full time job, with a median response of 6 hours per day, 30 days per month. Making about \$20 per day, panhandlers reported spending the money they earned on food and other basic needs. As with prior studies, Philadelphia panhandlers experience housing instability, with the largest proportion of respondents indicating they would be sleeping in a public or abandoned space that night. This study dove into the health issues experienced by the panhandling population, finding that 63% had a substance abuse disorder with 35% reporting having used opiates. 52% mentioned having a mental health condition.

## METHODOLOGY

### Survey Instrument

During a series of meetings, CHIP and PPI developed important questions about the panhandling population of Indianapolis to understand the extent of their homelessness issues, demographics, sources of income, services received, and other information about panhandling habits and attitudes. PPI created a survey

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1. Bose, Rohit and Stephen W. Hwang. “Income and Spending Patterns Among Panhandlers.” *Canadian Medical Association Journal* 167.5 (2002):477-79. CMAJ. Canadian Medical Association, 3 Sept. 2002. Web. May 2018.
  2. Knight, Heather. “The City’s Panhandlers Tell Their Own Stories.” *San Francisco Chronicle*. Oct 27, 2013. <https://www.sfgate.com/bayarea/article/The-city-s-panhandlers-tell-their-own-stories-4929388.php>
  3. City of Philadelphia Office of the Deputy Managing Director for Health and Human Services. “2016-2017 Panhandling Survey” May 2017. <http://www.philadelphiaofficeofhomelesservices.org/wp-content/uploads/2017/09/05-19-2017-panhandling-survey-report.pdf>

instrument using Qualtrics, a web-based platform that could be accessed by an outreach team who could administer the survey with tablets. The surveys were anonymous and confidential, meaning no identifying information was collected for research purposes and responses were reported in aggregate.

## Survey Implementation

The outreach team consisted of 5 workers from TDWM. On the three days during which surveys were conducted, the team scanned the entire downtown Indianapolis square mile in search of panhandlers during two different time periods. Panhandlers were identified as those who were visibly holding a sign or cup for money or who were verbally asking for money. TDWM workers completed surveys on electronic tablets using a cellular hot spot so that the data could be recorded in real time. The outreach team sought consent before initiating surveys with panhandlers, informing those approached that they were under no obligation to respond to the survey and could refuse to answer any of the questions. This may have resulted in self-selection bias; therefore, the results of this study should be interpreted with caution. *The results in this report reflect self-reported responses of panhandlers who agreed to complete the survey, which may or may not align completely with the realities of all downtown Indianapolis panhandlers.* Persons found panhandling were only surveyed one time; those who indicated having been surveyed previously were declined a second chance to respond. In order to incentivize panhandlers to participate in the survey, the outreach team offered \$10 visa gift cards upon completion.

On the second and third of the three survey dates, a CHIP employee circulated the downtown square mile between 11 and 1 p.m. and again from 5 to 7 p.m. to count the number of spotted panhandlers. This exercise served two purposes: 1) to count the total number of people panhandling in a given day compared to the number of panhandlers surveyed, and 2) to inform in real-time the survey team of where spotted panhandlers were located. Maps were created to document the location of spotted panhandlers and are included in Appendices A and B.

## Timeline and Recurrence

The entire population of downtown Indianapolis panhandlers is difficult to reach given the transitory and undocumented nature of this lifestyle. Therefore, the best method for collecting data on this population requires a series of strategic interactions during different points in time, taking into consideration seasonal factors and expected pedestrian foot traffic. The outreach team surveyed the entire Downtown Indianapolis Square Mile a total of three different days; once during typical lunch hours (approximately 11 a.m. to 1 p.m.) and again during typical after-work hours (approximately 5 p.m. to 7 p.m.) to ensure the surveys captured as many people panhandling Downtown as possible on the given day. Surveys took place on the following dates:

1. **Tuesday, June 13, 2017** – This was a day during which no special events were taking place in downtown Indianapolis. Surveying on this day provided an opportunity to capture information from those who typically panhandle regardless of special events or other considerations of major foot traffic in the downtown area.
2. **Friday, August 18, 2017** – This day was chosen because it occurs during an important day of the well-attended Gen Con conference in Downtown Indianapolis. Surveying on this day provided an opportunity to include information from those who may choose to panhandle when there is extra foot traffic in the downtown area.

- 3. Friday, December 1, 2017** – The final iteration of surveys took place near the holiday season with the intent to glean information from those who may choose to panhandle because of increased downtown activity due to the holidays, were this in fact a consideration of panhandlers.

### **In-Depth Interviews**

To supplement survey responses, TDWM and PPI partnered to conduct semi-structured interviews with four Indianapolis panhandlers. Panhandlers were asked about their housing situation, their sources of income, and barriers to ending their panhandling career. Interviews permitted probing and diversion from the interview protocol as they progressed, allowing for more in-depth responses. These interviews provided additional insights into the issues experienced by the panhandling population. Interviewees were offered \$20 visa gift cards upon interview completion.

### **Analysis**

Data from the three iterations of the Downtown Indianapolis Panhandling Survey were combined and descriptive statistics of survey results are reported in aggregate. Cross-tabulations are included to illustrate the interaction of two or more variables where this provided additional insight. No substantial differences were found between the sample populations on the three different survey dates, indicating that the panhandling population in Downtown Indianapolis does not significantly differ in terms of demographics throughout the year. However, less than half as many panhandlers were found on the third day of interviewing versus the first two. Where interviews with panhandlers yielded additional perception related to survey questions, quotes are included in the “Interview Insights” section of this report.

# RESULTS

## RESPONSES

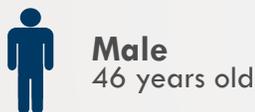
73 individual panhandlers were approached in total to take the survey, 49 of whom consented to answer all survey questions for a complete response rate of 67%. During the first round of surveys, 27 panhandlers were approached to take the survey, and 19 consented to do so (response rate of 70%). On the second round of surveys (during which a CHIP employee counted panhandlers spotted), 42 panhandlers were spotted, 32 were approached to take the survey, and 25 consented (survey rate of 76%, response rate of 78%). On the third day of surveys, 25 panhandlers were spotted, 14 were approached to complete the survey, and 5 consented to do so (survey rate of 56%, response rate of 36%). Many of the panhandlers who were spotted and/or approached were asleep or otherwise unable to consent to the survey, and others simply declined to answer the questions.

Demographic data was recorded for some of the panhandlers who were approached, although a few were otherwise unwilling to answer the additional survey questions. Therefore some demographic data is reported with a sample size larger than 49. Aggregate data points from here on include the sample size they refer to, denoted by “n = (sample size).”

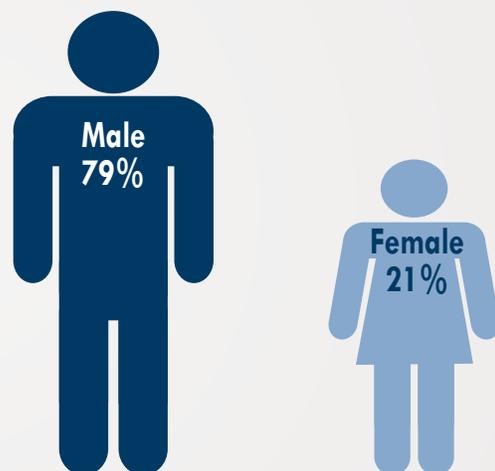
## DEMOGRAPHICS

Downtown Indianapolis panhandlers (n=51) vary in age: ranging from 20 to 68, the average age of the surveyed population was 43 with a median of 45. Female panhandlers were slightly younger than males on average: the average age of females was 34 years, versus 46 years for males. More than three-fourths of panhandlers surveyed (79%, n=53) were male. In terms of race (n=53), panhandlers were 53% Caucasian and 43% African American, 4% reporting multiple races. 4 respondents (8%) reported having Hispanic ethnicity. 14% of panhandlers surveyed (n=49) report having served in the military.

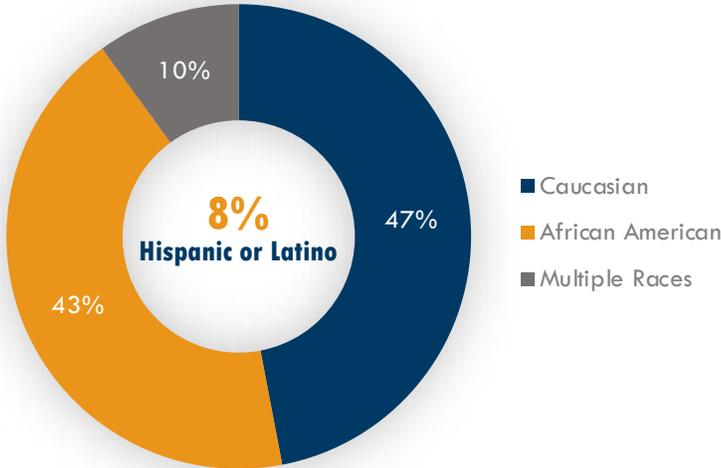
**FIGURE 1. Age**



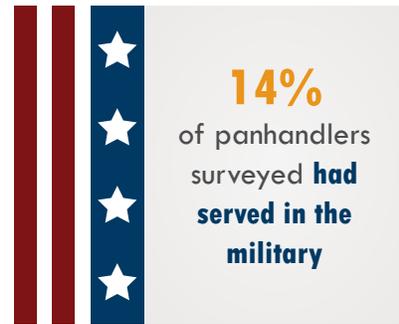
**FIGURE 2. Gender**



**FIGURE 3. Race and Ethnicity**



**FIGURE 4. Military Service**

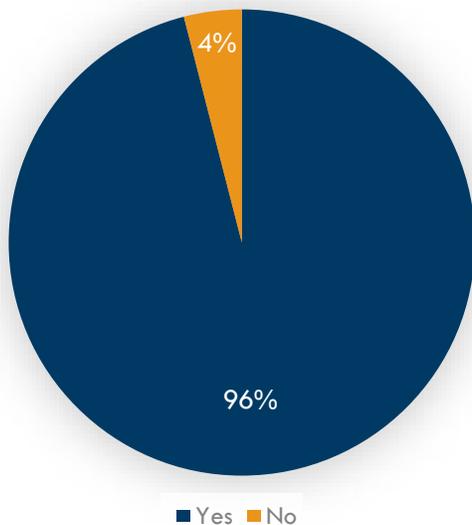


## HOMELESSNESS

In order to address the various ways to define homelessness, the survey asked multiple forms of this question. To begin, panhandlers were asked if they currently consider themselves homeless, to which 96% responded yes (n=49). A large majority (76%) attest to sleeping most often in a “car, tent, bus station, abandoned building or other public place,” followed by 12% who sleep most often with friends or relatives. The rest (6%, or about three people) sleep most often at a shelter or in a transitional housing program. Panhandlers were also asked to indicate all of the places they have slept in the past 12 months. 73% report having slept in a public or abandoned place, 47% have slept in a temporary shelter, and 41% have stayed with friends or relatives. Only 16% report having had their own house or apartment to sleep in in the past 12 months. Some (6%) report having spent some nights in jail. When asked in what general part of town they tend to stay at night, 63% say they sleep around downtown Indianapolis, 31% somewhere else in Indianapolis, and 6% usually stay out of town.

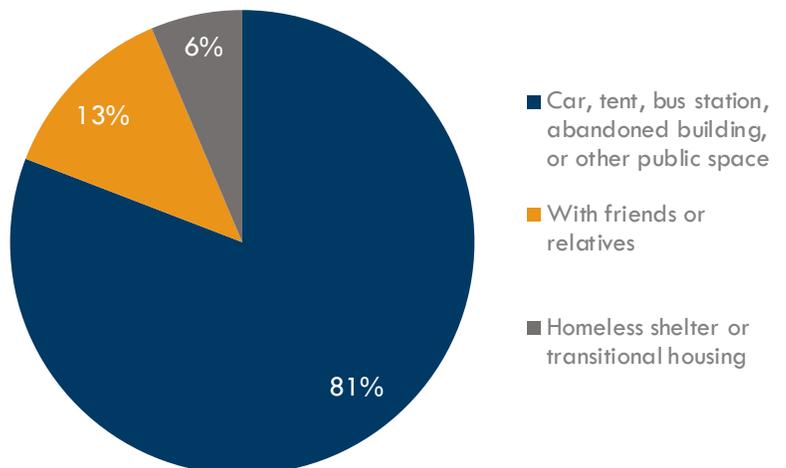
**FIGURE 5.**

*Do you currently consider yourself homeless?*

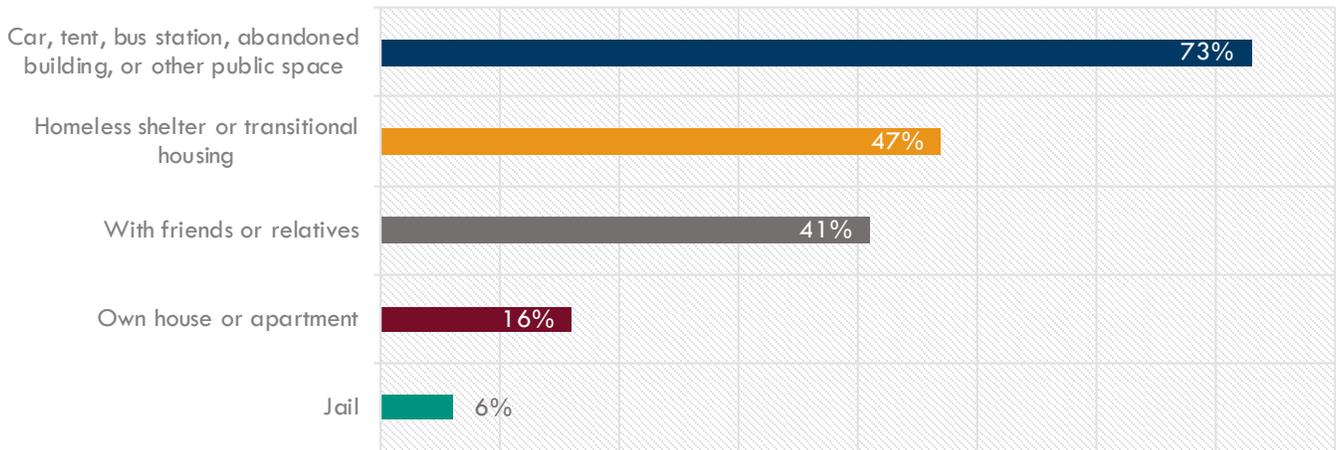


**FIGURE 6.**

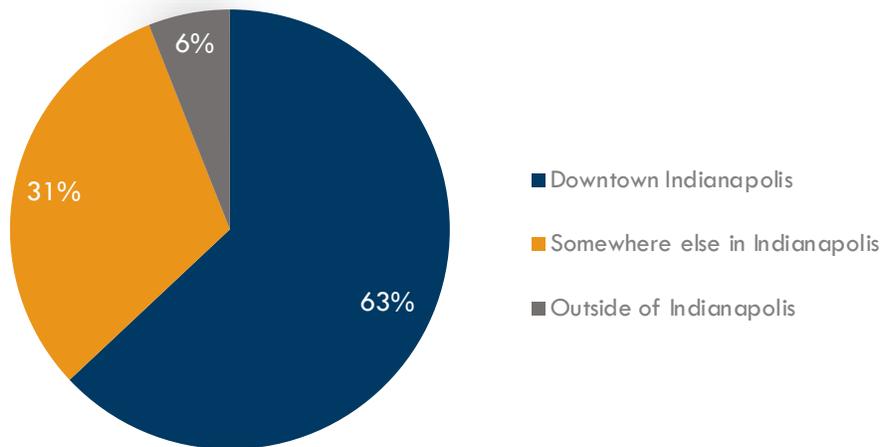
*Where do you sleep most often at night?*



**FIGURE 7.** *Where have you slept in the past 12 months?*



**FIGURE 8.** *What part of town do you sleep in?*



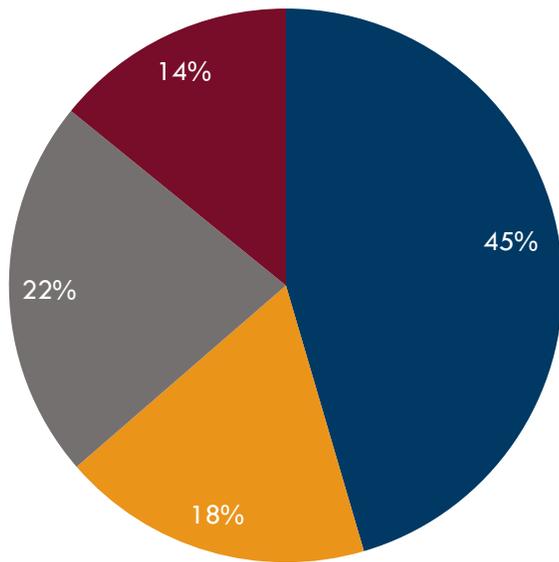
## PANHANDLING

45% of panhandlers surveyed report panhandling about every day (n=49), followed by 22% who panhandle about 3-4 days per week. Only 14% report panhandling 2 or fewer days per week usually. About half (49%) typically panhandle for 8 or more hours per day, while 33% panhandle 4-8 hours per day typically. Those who report panhandling every day are more likely to panhandle for more than 8 hours per day and those who report panhandling less than once per week typically do so for three or fewer hours. This indicates that for many, panhandling is treated like a full-time job for which they are present most days a week for at least 8 hours, while for a few, panhandling is more of a quick way to gain supplemental income.

More than half (59%) of those questioned have panhandled for most of the past year (7-12 months), indicating that for most this is not a temporary source of income. Only 18%, about 9 people, had panhandled 3 or fewer months in the previous 12 months. When questioned about the duration of their entire panhandling career, 31% say they have been panhandling for 8 or more years. Another 31% began 2-3 years ago, and 22% began just a year or less ago. Most of those surveyed say they typically make \$20 or less in a single day panhandling downtown (55%), followed by 25% who make between

**FIGURE 9.**

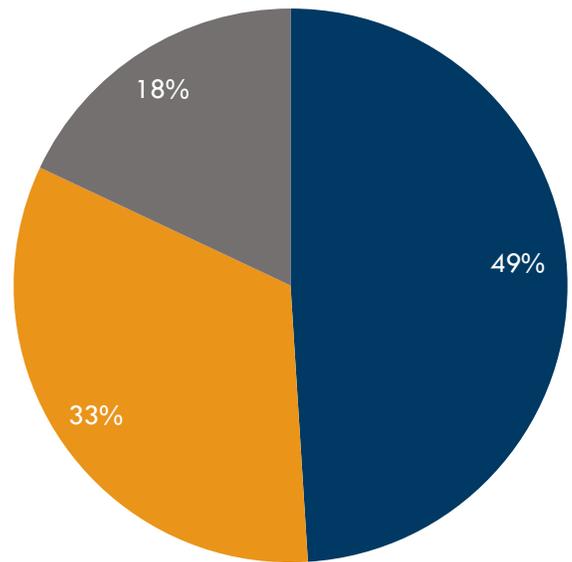
*How often do you panhandle?*



- Every day
- 5-6 days per week
- 3-4 days per week
- 2 or fewer days per week

**FIGURE 10.**

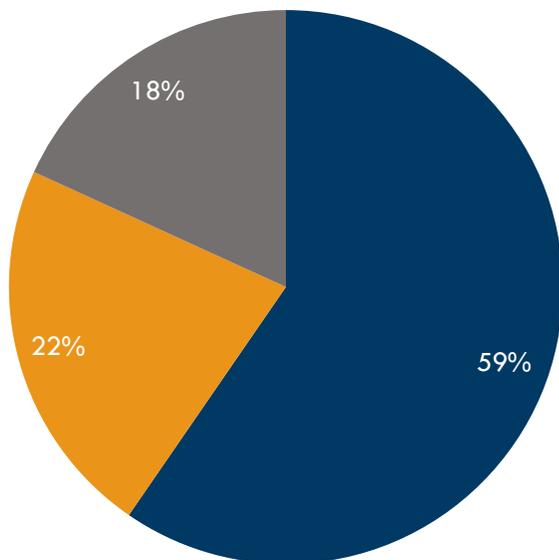
*How many hours a day do you typically panhandle?*



- 8 or more
- 4-8 hours per day
- Fewer than 4 hours per day

**FIGURE 11.**

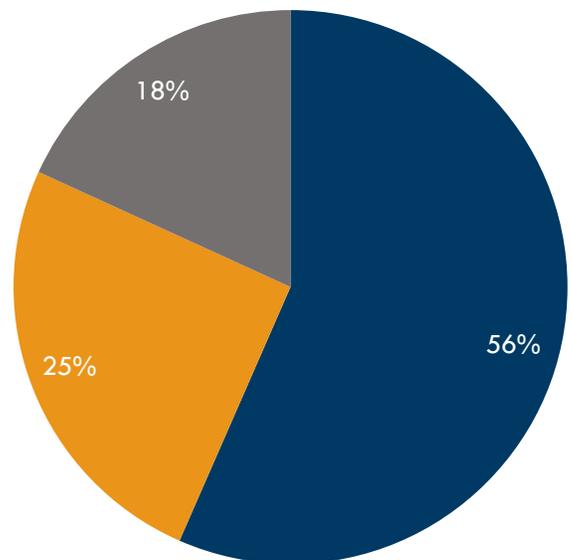
*How many of the past 12 months have you panhandled?*



- 7-12 months
- 3-6 months
- 3 or fewer months

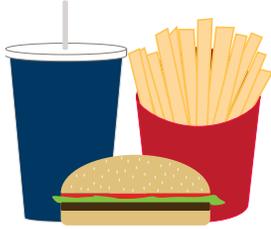
**FIGURE 12.**

*How much do you typically make in one day of panhandling?*



- \$20 or less
- \$20-\$40
- More than \$40

**FIGURE 13. Food**



**86%**

of panhandlers surveyed report  
using the money they earn to pay for food

\$20 and \$40 usually. When compared to the amount of hours per day a person spends panhandling, most make \$20 or less regardless of the amount of time spent panhandling; however, those who report making \$40 or more per day (17%) usually spend at least 8 hours per day panhandling.

For most surveyed panhandlers, they use the money they earn from panhandling to buy food (86%) and other personal needs (53%). 22% use the money to pay for a place to stay, and 20% admit to buying alcohol or drugs with the money they earn panhandling.

Many panhandlers (53%) report having no sources of income other than what they earn panhandling. 16% say they sell items or earn money at another job, 14% say they receive support from family or friends, 12% receive a public benefit other than food stamps, and 6% report that they receive food stamps. This indicates that surveyed panhandlers are generally not connected with income support programs, or otherwise have barriers that restrict access to income supports. When asked why they panhandle versus other forms of earning a living, 22% explained they have a disability or other health issue that prevents them from doing so. 20% said they simply cannot find employment, which can be due to a number of underlying issues: 12% specifically mentioned a lack of identification and some eluded to a criminal history. This was a subject touched upon in great deal during interviews.

## Services

In order to understand the extent to which panhandlers are connected with services offered around the city, they were asked if they ever get help from a church, shelter, food bank, soup kitchen or other organization. 67% of all surveyed panhandlers (n=49) indicated having received help from at least one organization. 48% of the surveyed African American panhandlers (n=21) mentioned having received services, versus 80% of white panhandlers (n=25). 50% of women panhandlers (n=10) versus 72% of male panhandlers (n=39) who consented to complete the entire survey reported having received services.

A wide variety of homeless services exist in Indianapolis from food and clothing donations, to street outreach to shelters and housing. Survey respondents were asked to mention specifically what kind of services or help they have received to the best of their memory. Many panhandlers (15, or 31%) recalled having received help from St. Johns, a church whose “Garden Door Ministry” offers sandwiches, water and other donated food to those who arrive. There were 13 mentions of having received help or services

**FIGURE 14. Services**



**67%** of panhandlers surveyed  
report they **have received services in  
the community**

from Horizon House, a full-service day center that offers shelter and facilities for personal hygiene needs of people experiencing homelessness, case management and service referrals, and street outreach among other supports. There were fewer mentions of receiving help from other food banks, shelters or outreach groups, although a couple mentioned they had been helped in some capacity by a member of the Professional Blended Street Outreach initiative that combines people from multiple social service agencies to forge relationships with and take steps to divert the homeless population into programs that help with housing and healthcare needs. Because help can take many forms and is offered by a variety of actors, it is possible that connection to services is underreported. However, future research should attempt to determine with rigor the extent to which the homeless panhandling population is connected to services, and whether this significantly varies by demographic characteristics.

## INTERVIEW INSIGHTS

According to survey responses, most panhandlers are homeless, and chronically so. One panhandler interviewed declared having been homeless for the past 13 years; another had been living in a tent by the river in Indianapolis off and on for three years.

Most downtown panhandlers come from the area: about two-thirds sleep Downtown, and another third sleep somewhere else in Indianapolis. The largest percentage of survey respondents (45%) attest to panhandling almost every day, about half say they do so for 8 or more hours per day, and about 60% panhandle year-round. Many Downtown panhandlers treat it like a regular job and report having little additional income. A lack of identification was mentioned multiple times by panhandlers as being a barrier to accessing public benefits and applying for jobs to get additional income, although homeless outreach organizations in Indianapolis offer help obtaining different forms of identification. Even those who receive benefits, however, may still have trouble making ends meet without panhandling. One panhandler bemoaned, “Even though I get Social Security Income, I still have to panhandle so that I can afford to get food in the house. I know there are pantries and stuff, but there are some places you have to be in a certain [zip] code [to receive food], and they don’t give you that much anyways.” Another interviewee said her husband gets disability checks, but “I panhandle until he gets his check” to ensure enough income in the meantime to pay for food.

Several of the panhandlers who were surveyed report persistent health issues that keep them from finding other ways to make money. One interviewee described his difficulty with finding a job because of a developmental disability with which he was diagnosed as a child: “There are things I have to read 3-4 times before I can understand it. Some of these jobs won’t put up with that. Factories and stuff won’t put up with that. It’s too much paperwork for me.” One panhandler, homeless and sleeping under a bridge, was 74 years old and bound to a wheelchair because of a missing limb. Some, however, have a past of drug use and/or criminal convictions that make it difficult to get off the streets. One interviewee shared that “drugs is what led me out here.” Heroin use led to getting mixed up in a situation that resulted in jail time and a criminal history. The combination of homelessness, past drug-use, and a criminal history has made it particularly difficult for her to achieve employment. “People don’t want you when you are handling cash or merchandise... They might want to believe in you, or they might not believe in you at all.”

Relationships were another factor mentioned by interviewees when questioned about why they remained homeless and panhandling. When asked if he would apply for housing, one interviewee said he wouldn’t

leave a friend who also was homeless and regularly panhandles. When asked if he would join a housing program today, he lamented, “I would wait on [my friend]...I don’t want him to be by himself, because people take advantage of him...I’m loyal to [my friend] and we have been best friends for years and I will never turn my back on him.” Another interviewee cared for her younger sister who was living in a homeless camp with her and an elderly man with behavioral health issues who they referred to as an adopted father. Three of the four panhandlers interviewed had been in touch previously with homeless outreach groups or churches in the area. One reported that she and her husband expected to have a home and be off the streets “very soon” thanks to housing services. Another said “it’s been years” since he stayed at Wheeler Mission, a faith-based organization located in Downtown Indianapolis that provides temporary emergency shelter among other services,<sup>4</sup> but has been more recently to Horizon House, which he uses as a mailing address when he applies for jobs. One lady reported coming into contact with homeless outreach groups from whom she requested blankets and a flashlight, which they brought to her shortly after. It may be that consistent engagement by service providers and willingness to engage by panhandlers is more of an issue than outreach when it comes to homeless panhandlers.

## PANHANDLING MITIGATION

Many cities, including Indianapolis, have attempted to address panhandling by imposing more regulations and legal sanctions on the act.<sup>5</sup> Several of these attempts have been met with opposition by civil liberties organizations who claim such laws unduly regulate free speech and criminalize poverty. Other methods, such as Indianapolis’ Street Reach Indy donation meter strategy,<sup>6</sup> attempt to dissuade those who give to panhandlers by providing alternative donation locations. In Flagstaff, Arizona, the police department partnered with a local non-profit to provide \$1 vouchers redeemable at several stores and a restaurant that givers can purchase for panhandlers.<sup>7</sup> Some cities have found ways to simultaneously address the difficulty of finding work faced by panhandlers and the desire to reduce the amount of solicitation on the street. For example, in 2015 Albuquerque, New Mexico’s public works department began hiring panhandlers for day labor jobs, offering \$9 per hour to work on beautification projects.<sup>8</sup> Following the Albuquerque model, the city of Chicago has contracted with a social services agency to offer work to panhandlers in the central business district providing \$55 and two meals for 5 hours of work picking up trash.<sup>9</sup> They found the demand for this work amongst the homeless population was more than they were equipped to provide.

The present study of panhandling in Indianapolis can serve to inform stakeholders of the lives of at least 49 people who panhandle downtown Indianapolis; from this information we can begin to make inferences about the general panhandling population in this city. Most downtown panhandlers surveyed reported being chronically homeless and only a small fraction of those questioned stay in shelters. Panhandlers make limited money panhandling and otherwise receive little additional income or benefits. Many report

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4. <https://wheelermission.org/about-us/>

5. “Housing not Handcuffs: Ending the Criminalization of Homelessness in U.S. Cities.” National Law Center on Homelessness & Poverty. 2016. Web.

6. Smith, Erika. “Indy’s new plan to help homeless, curb panhandling.” *Indy Star*. Nov. 2014. Web.

7. Marcinko, Tom. “Voucher programs for panhandlers aim for ‘real change, not spare change.’” *Al Jazeera America*. Oct. 2014.

8. Wogan, J.B. “Albuquerque Gives Panhandlers Day Jobs, Not Tickets.” *Governing the States and Localities*. Oct. 2015. Web.

9. Brown, Mark. “Panhandlers stow their cups to take day labor jobs.” *Chicago Sun Times*. Mar. 2017. Web.

difficulty acquiring a job and more than 20% attribute this to a disability or other health issue. Efforts aimed at curbing the number of downtown panhandlers should consider issues related to connecting them with shelter, increasing their income through employment and applying for benefits, and addressing their health and other barriers to housing and employment.

## **FUTURE RESEARCH**

Broadly, the Downtown Indianapolis panhandling population is homeless. Panhandlers face many of the same obstacles as the general homeless population in terms of acquiring a housing, jobs, and income supports. What is not clear, however, is what differentiates a person experiencing homelessness who panhandles from someone who does not. Further inquiry may focus on this specific question to determine those factors that result in panhandling as a means to acquire money. For example, this study identified the importance of relationships within the panhandling population for some panhandlers. While this is not a barrier to “overcome,” it is important to recognize the many factors that contribute to a person following this versus another path.

Additionally, future research should dive into the barriers faced by the downtown panhandling population with regard to securing and maintaining housing, employment, and income supports. Surveys and interviews indicated a prevalence of health issues with additional mentions of substance use, criminal histories and paperwork complications amongst the panhandling population that make thriving difficult. More than half of those surveyed indicated having had some contact with homeless serving organizations that are equipped to help with these common issues; however, a deeper understanding of the extent to which panhandlers are contacted and engaged by homeless serving organizations can help identify critical points during which their barriers can be addressed. To understand with which service providers panhandlers have come into contact, future research may attempt to identify panhandlers and verify in the data collected by providers the dates and locations such interactions may have occurred. The combination of efforts to better understand the main barriers faced by this population and the points and places at which panhandlers come in contact with service providers can support the formulation of plans for addressing their income and other needs. Furthermore, this research can discern the extent to which connection to services differs by demographic characteristics.

Finally, according to CHIP, since the commencement of this study, eight known panhandlers have been housed. A longitudinal study of these and other housed panhandlers can begin to shed light on the impact of housing and the additional supportive services offered by the Housing First<sup>10</sup> model on panhandling.

## **PRELIMINARY FINDINGS ON INDIANAPOLIS PANHANDLERS OUTSIDE OF DOWNTOWN**

CHIP and PPI have begun surveying panhandlers outside of the downtown area to understand how these panhandlers differ from those who tend to panhandle downtown and the extent to which this population migrates to solicit money downtown. On two separate occasions, surveyors approached panhandlers at all exits on Interstate 465 and offered \$10 gift cards to anyone willing to complete a shortened version of the panhandling survey. As of the issuing of this report, only 25 panhandlers in this population have been surveyed, so general inferences are limited at this point. Of those surveyed the average age is 53 with a range of 33 to 79 years, 83% are male, 75% are Caucasian, and 33% report having served in

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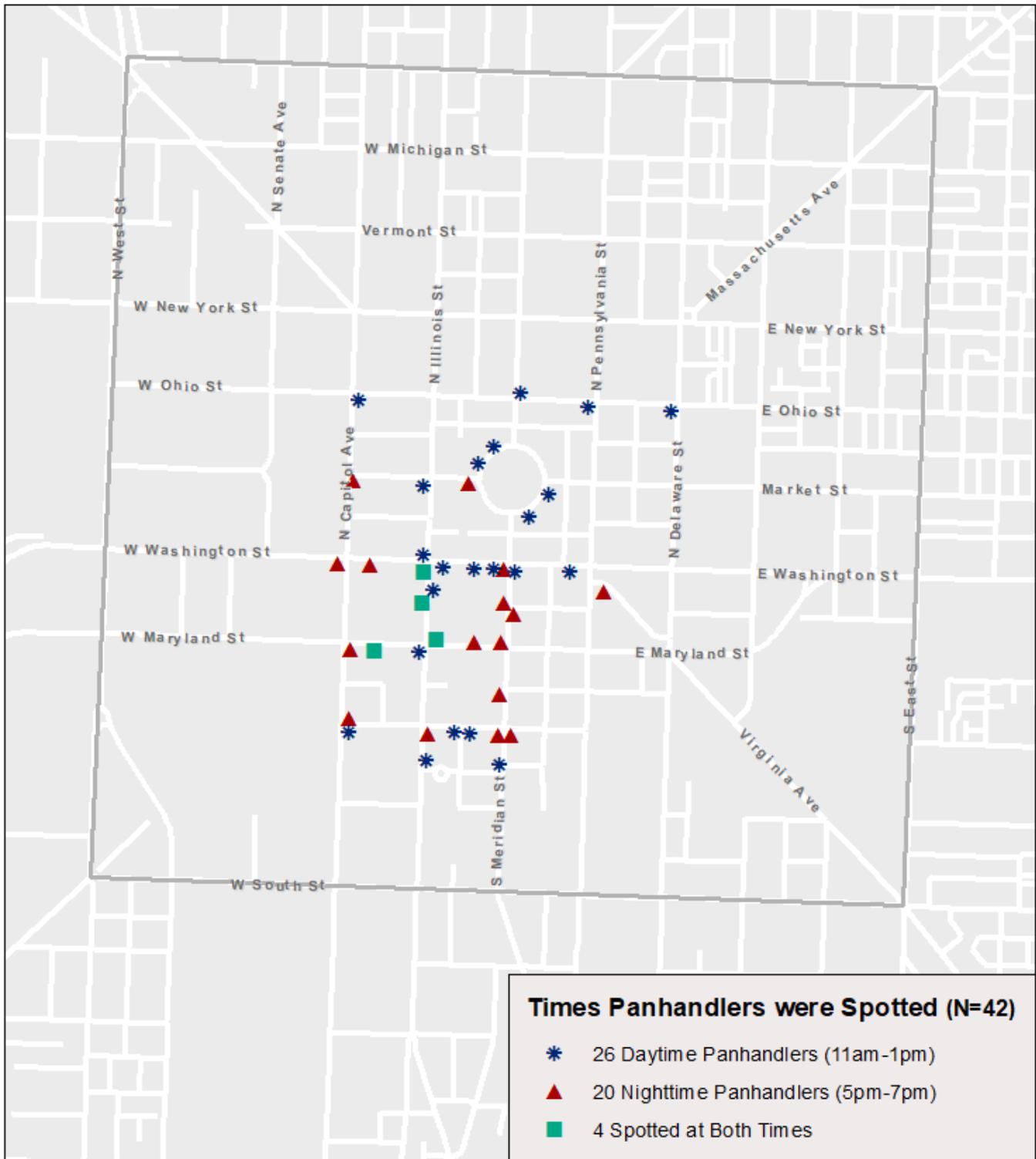
10. <https://www.indianabos.org/housing-first>

the military. 77% consider themselves homeless: 45% say they sleep most often in a public or abandoned place and another 45% sleep most often with friends or relatives. With regard to panhandling habits, 75% report doing so every day and half panhandle for 4 to 8 hours per day usually. More than half (54%) say they have been panhandling for just one year or less. Three-fourths of respondents say they do not go anywhere else to panhandle, and of the 6 who do, they sometimes go downtown or to Indianapolis' east side. Half of those surveyed describe a disability or other health issue that keeps them from having gainful employment. 64% have no other sources of income, and just 7 were receiving a public benefit other than food stamps. 44% say they have not received help or services in the community, while 24% have received food at a food bank.

Future iterations of this survey will yield a larger sample size from which more robust conclusions can be drawn.

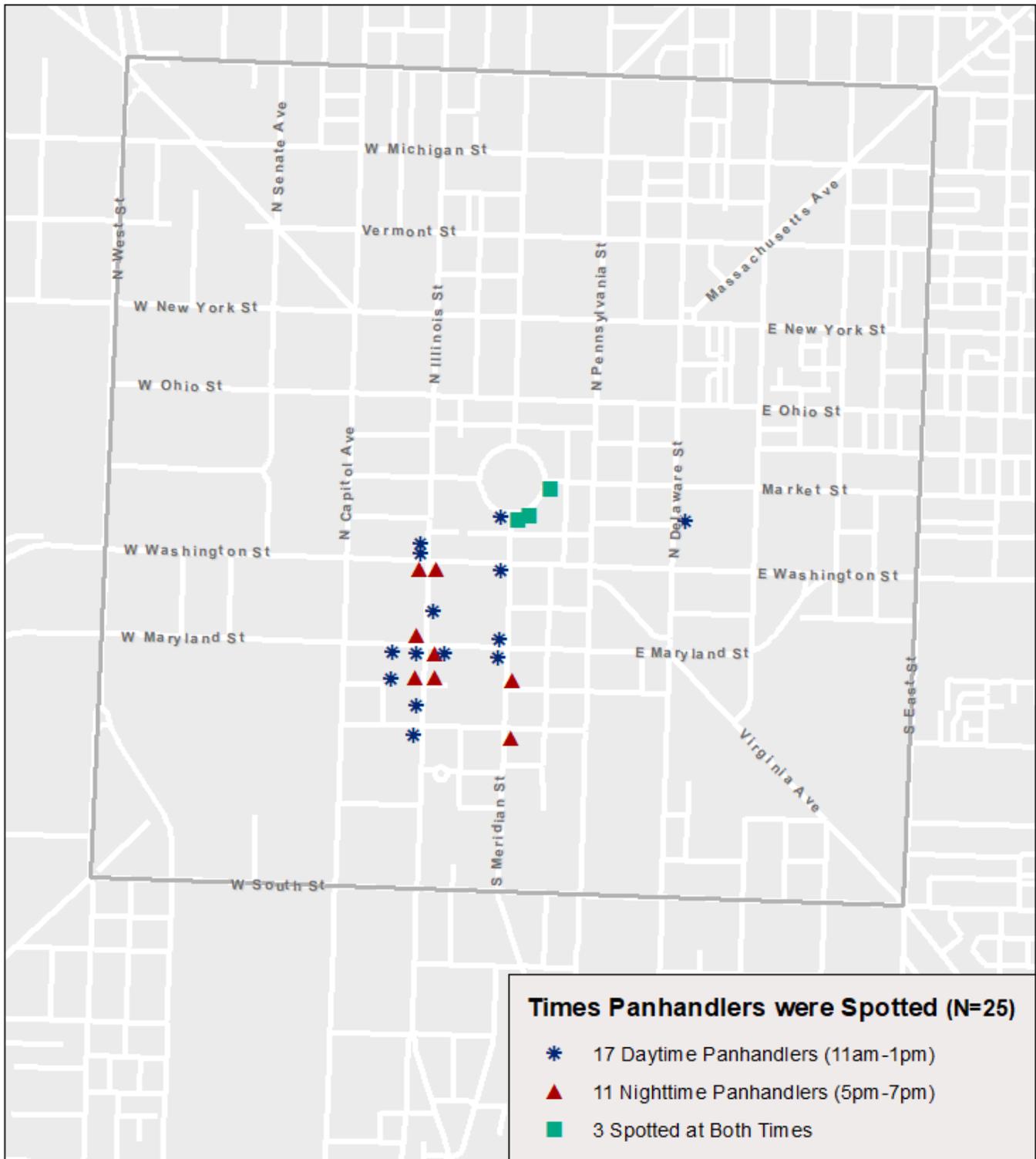
# APPENDIX A

AUGUST 18, 2017



# APPENDIX B

DECEMBER 1, 2017





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The IU Public Policy Institute (PPI) delivers unbiased research and data-driven, objective, expert policy analysis to help public, private, and nonprofit sectors make important decisions that impact quality of life in Indiana and throughout the nation. As a multidisciplinary institute within the IU School of Public and Environmental affairs, we also support the Center for Criminal Justice Research (CCJR) and the Indiana Advisory Commission on Intergovernmental Relations (IACIR).



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