

# Providing for the Unhoused: A Review of Transitional Housing Strategies in Eugene



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Prepared by:  
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Community Service Center



UNIVERSITY OF OREGON





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## **About the Community Service Center**

The Community Service Center (CPW), a research center affiliated with the Department of Planning, Public Policy, and Management at the University of Oregon, is an interdisciplinary organization that assists Oregon communities by providing planning and technical assistance to help solve local issues and improve the quality of life for Oregon residents. The role of the CPW is to link the skills, expertise, and innovation of higher education with the transportation, economic development, and environmental needs of communities and regions in the State of Oregon, thereby providing service to Oregon and learning opportunities to the students involved.

## **About Community Planning Workshop**

Community Planning Workshop (CPW) is an experiential program within the Department of Planning, Public Policy and Management at the University of Oregon. Students work in teams under the direction of faculty and Graduate Teaching Fellows to develop proposals, conduct research, analyze and evaluate alternatives, and make recommendations for possible solutions to planning problems in Oregon communities. The CPW model is unique in many respects, but is transferable to any institution that desires to link pedagogy with community service.

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# EXECUTIVE SUMMARY

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Homelessness in Eugene is not a new problem. A 2015 point-in-time survey identified more than 1,473 homeless individuals in Eugene of which the majority (817) were unsheltered. Given the systemic nature of homelessness, it continues to be a challenging problem in our community. If easy solutions existed, the city would have implemented them and solved the problem long ago.

In 2011, the Eugene City Council asked Mayor Piercy to form a task force to develop recommendations regarding the needs of unhoused community members. The first recommendation of the Task Force—which is the subject of this report—focused on finding one or more sites to provide short-term, transitional housing opportunities. Starting in 2013, the City piloted two programs that relate to the siting recommendation: (1) so-called “rest stops” which provide city sanctioned camping areas; and (2) a micro-housing community called Opportunity Village.

In short, the City of Eugene is testing alternative methods of transitioning the unhoused population that are new and relatively unique. As the policies supporting these programs require periodic renewal, providing information on how the programs are functioning is critical to helping city staff and elected officials make decisions regarding their continuation. As such, the goal of this project was to gather information on the performance of the transitional housing strategies to better understand how they work and what impacts they are having on rest stop and Opportunity Village residents and nearby property owners.

## Eugene’s Transitional Housing Strategies: Rest Stops and Micro-villages

To address homelessness and some of its negative impacts, the City has established a number of policies and programs to address the issue. Central among these is a citywide prohibition on camping that was adopted in 1983 (city ordinance 4.815).

Such ordinances are common in cities and are intended to protect the public health, safety, and welfare. Illegal camps have been a perennial issue in Eugene and often have significant environmental impacts. The implementation of the ordinance, however, creates a significant limitation on temporary shelter for unhoused individuals. Moreover, not all individuals that camp create negative community impacts.

To address the issue, the City adopted an ordinance that permits camping under specific circumstances. The Permitted Overnight Sleeping Pilot Program or “rest stop” ordinance (Ordinance 20517) establishes a set of prohibited behaviors and

### Homelessness in Lane County by the Numbers, 2015

- 1,473 people counted
- 223 family members in homeless households with children; 151 sheltered; and 72 unsheltered
- 210 homeless veterans: 110 sheltered; 100 unsheltered:
- 697 chronically homeless people: 318 sheltered; 379 unsheltered
- 398 people have a mental illness
- 20 people have chronic alcohol/substance abuse issues
- 23 unaccompanied homeless youth (under18)

requires rest stops have a site manager. Eugene City Council has approved six rest stop locations since the ordinance was initially adopted in September 2013. As of September 2015, two Eugene nonprofit organizations are managing four rest stops. Community Supported Shelters (<http://communitysupportedshelters.org/>) manages three rest stops and Nightingale Health Sanctuary (<http://respectexistence.org/>) manages one rest stop.

## Key Findings

To gather information and understand the rest stop policy and programmatic context, CPW facilitated two meetings with city staff and rest stop and OVE volunteers. We collected 178 surveys from service providers, rest stop residents, and rest stop neighbors:

- 13 OVE residents
- 37 rest stop residents (at four rest stops)
- 99 neighboring residences and businesses (properties within 500' of a rest stop)
- 28 representatives from service provider organizations

## Rest Stops

Rest stops are designated areas within the Eugene city limits where up to 20 people are allowed to sleep in tents, trailers or Conestoga huts. They are intended to provide a temporary, safe, legal option for people experiencing homelessness. Community nonprofits provide site supervision, portable restrooms and trash collection. The organizations must keep a roster of individuals registered to stay at the site and ensure site rules are followed, such as no alcohol or drugs on site and no disorderly behavior. The sites are fenced to control access and promote safety.

The Rest Stop pilot program has had more than 600 applicants and has served more than 210 individuals since its establishment. The program has seen nearly 100 residents transition to alternative housing options and has dismissed 35 residents for violations of the rules. Moreover, of the more than 210 residents served, 13 have been veterans. Police data has shown no considerable increase in reported activity due to the rest stops. The average length of stay is approximately six months.

Following are key findings from our survey research.

- Nearly all of the residents heard about the rest stops through personal networks or someone staying at the camp.
- Rest stop residents reported that it was not difficult to apply to live at the rest stop.
- Residents reported that staying at the camp makes them feel safer, more confident, and more independent.
- Residents report that camp staff were helpful and site rules are effective.



- Residents report that staying at the rest stop helped them transition to permanent housing; many reported they still face barriers to obtaining permanent housing.
- Service providers identified opportunities to create stronger linkages between the rest stops and service providers.
- Service providers see rest stops as a cost efficient approach to provide transitional housing to the unhoused. Moreover, most service providers think rest stops are a good start, but that more is needed.
- Thirty percent of neighboring residents and businesses indicated they were unaware of the City’s rest stop program
- Eighty-four percent of neighboring residents and businesses indicated that they support of the rest stop program.
- Sixty-two percent of neighboring residents and businesses indicated they feel “safe” or “very safe” in their neighborhood.

## Opportunity Village

A second transitional housing strategy Eugene is also experimenting with is a micro-housing community called “Opportunity Village” (OVE). In the first 18 months (July 2013-December 2014), OVE served 77 people for various lengths of time—with 27 voluntary transitions and 13 departing due to rule violations. Between January 1 and June 30, 2015, OVE served an additional 34 individuals. OVE consists of up

to 30 micro-homes, community showers, kitchens and other communal areas. OVE residents helped construct the homes, contribute rent, and stay for anywhere from one week to longer than a year.

Like the rest stops, Opportunity Village was approved through a City Council action. The process was initiated by the City Manager at the direction of City Council in 2011. The objective was to find a location to pilot project a low-cost, micro-housing project. The identified location was a one-acre parcel of city-owned land on North Garfield Street.

Unlike the rest stops, Opportunity Village was permitted under Eugene Code 9.2450, which classifies OVE as a “Homeless Shelter.” As a homeless shelter, the approval required a conditional use permit based on the I-3 (Heavy Industrial) zoning of the property.

Data provided on the OVE website suggest that the approach is cost effective: Start-up costs were about \$220,000 and funded with around \$98,000 in private cash donations, plus an estimated \$114,000 of in-kind materials and labor. Operating costs are around \$1,200/month. OVE concludes: “If capital costs are amortized over 5 years and similar operating costs are assumed, OVE comes at a cost of just \$3/night/person. Of which, \$1/night is paid or raised by our residents.”

Following are key findings from our survey research.

- Nearly 1/3 of the residents heard about OVE through social media networks.

- Residents indicate that it was not difficult to apply to live at OVE.
- Residents indicated that staying at the camp helps them feel secure, safe in their neighborhood, and independent.
- OVE provides a space in which individuals regularly interact with one another and establish community.
- Residents indicate camp staff are helpful and site rules are effective.
- Site rules directly impacted the neighboring residents and businesses level of support for Opportunity Village.
- Residents view the operational structure and rules of Opportunity Village positively.
- Staying at the rest stop helps residents transition to permanent housing; some reported that they still face barriers to obtaining permanent housing.
- While opinions vary on their current connection (some report strong connections, others, weaker connections) with Opportunity Village, many service providers see an opportunity for improvement.
- Neighboring residents and businesses generally felt the neighborhood surrounding Opportunity Village was perceived as safe.
- Eighty percent of neighboring residents and businesses indicated they were aware of OVE.
- Survey results show that nearly 90% of neighboring residents and businesses were supportive of the OVE program.
- Many neighboring residents and businesses reported that they had not noticed any changes since OVE's inception.

## Conclusions

**Our general conclusion from the review is that the programs are working.** Our specific conclusions integrate themes that we identified through the literature review, case studies and surveys.

**The lack of affordable housing remains the biggest barrier in providing for the unhoused in Eugene.** While this is an obvious point and is perhaps more expansive than the scope of this study intends, it is important to acknowledge the challenge Eugene continues to face in providing housing that is affordable for all residents. In short, though many factors contribute to homelessness, the absence of housing affordable to people with little or no income presents a significant barrier to unhoused individuals that want to transition into permanent housing.

**The “Housing First” strategy is a demonstrated transitional housing strategy that is effective and saves money.** Housing First is an effective alternative for individuals that are unhoused, particularly those who face substance abuse disorders along with mental and physical health barriers. While the Housing First approach requires key components like vacant land, financial stability, and

collaboration from local, state, and federal agencies, this method is a cost-effective way to mitigating homelessness.

**Few individuals residing at Rest Stops or Opportunity Village are homeless by choice.** CPW's survey showed that only 8% of Rest Stop residents and no Opportunity Village residents reported they were homeless by choice. Moreover, CPW found that many of the respondents lived in Eugene at the time that they first became unhoused. Our research suggests that the causes of homelessness are as diverse as the homeless population and dispels the myth that all homeless individuals are "chronically" homeless. Nationwide, chronically homeless individuals accounted for 15% of all homeless people. CPW's survey shows that 19% of Rest Stop residents and 8% of OVE residents had been homeless five or more years.

**Rest stops and Opportunity Village residents have more self-confidence, are better able to provide for themselves, and feel as though they're part of a community.** Not only do the legal camping programs provide a safe, legal place for the unhoused to sleep, but they appear to help the residents in other ways. Rest stop and Opportunity Village residents indicated that living in the communities increased their self-confidence (69%), made them feel more independent (81%), and gave them a sense of community (92%). Additionally, volunteer site managers expressed similar thoughts about how staying in the rest stops and Opportunity Village benefitted the residents.

**The rest stop ordinance is successful at providing a legal place for the unhoused to sleep.** More than 70% of rest stop residents indicated that staying at the rest stop is helping them transition into permanent housing. While no formal evaluation of outcomes has been conducted, CSS and NHS collect data on residents. The statistics suggest the rest stop program is helping many residents transition to stable housing. CSS reports that 45 residents transitioned to rental housing, HUD VASH (housing for veterans), Shelter Care, friends or family. While incomplete, these figures suggest the program is having some level of success at transitioning residents into stable housing.

**The rest stop ordinance lacks a clear purpose statement.** Based on review of the ordinance and other available materials, it is unclear whether the rest stop ordinance has an intent beyond providing the unhoused a temporary, safe, and legal place to sleep. In short, it is unclear whether the city intends the program to have a broader set of outcomes and how it fits in with other efforts in the region to address homelessness.

**Opportunity Village appears to be successful in transitioning individuals into more permanent housing. This reinforces the viability of micro-villages as transitional housing and suggests micro-villages as suitable, long-term housing for the unhoused.** According to the Opportunity Village quarterly reports, of 47 residents that transitioned, 30 found housing. Fourteen moved into rental housing, 13 moved in with family or friends, and others transitioned into Section 8 housing or other transitional housing. While incomplete, these figures suggest the program is having some level of success at transitioning residents into stable housing.

**Neighboring businesses and residents are very supportive of the programs, and experience little to no negative impacts from being located near the facilities.** A large majority (83%) of residential or commercial neighbors of the rest stops and Opportunity Village support the programs, often justifying their support with the simple belief that everyone deserves a place to live. What's more, very few of those surveyed reported experiencing any changes in their neighborhoods related to the nearby programs.

**The location of rest stops and Opportunity Village present equity issues for residents and neighbors.** There is a sense of unfairness among neighboring residents and business owners related to the concentration of the rest stops and Opportunity Village in one part of the City. This sentiment of unfairness was communicated neighbors whom identified two aspects of unfairness with relation to the siting of rest stops: (1) the rest stops were concentrated in one part of the City; and (2) rest stops are sited are in industrial areas near railroad tracks and distant for day-to-day services. Neighbors and business suggested that the siting of rest stops and any future micro-villages should be reconsidered so as to evenly distribute the rest stops and/or micro-villages across the City.

**While the City of Eugene has taken significant steps to address homelessness in the community, it lacks a long term, clear vision for addressing the issue.** Before expanding on this conclusion, it is necessary to note that the Lane County Human Services Commission is the lead agency in the region for addressing homelessness. Lane County has developed a comprehensive strategy and provides funding for homelessness outreach, emergency and transitional shelters, homelessness prevention and transitions out of homelessness.

The Lane County Poverty and Homeless Board is a collaboration of local governments and nonprofit organizations focused on developing and implementing more holistic programs targeting the unhoused in Lane County and is a good example of regional collaboration among local governments and nonprofit organizations. The Poverty and Homeless Board are actively working to develop and implement a Housing First program. Some progress has been made towards that end; data provided by the County identify eight "Homeless First" programs run by local nonprofit organizations with the capacity to accommodate about 30 families and 130 individuals.

Despite all these efforts, it is unclear what the City role is in implementing the County's 10-year plan or in the Housing First strategy. Effective homeless strategies require partnerships—every case study community that had seen success in their homeless strategies involved all levels of local government, nonprofits, and private businesses.

**The Rest Stop program and Opportunity Village are working.** This is perhaps the most important conclusion of this work. CPW structured the research as a 360-degree review of the programs and considered the experience of residents, neighbors and program managers. All three groups reported positive experiences with the program. One of the consistent themes we heard was that the programs should be expanded.

# Recommendations

The University of Oregon Office of the President and Community Relations sponsored this review of the Eugene Rest Stop ordinance. As such, our intent was to provide a credible, objective, and external review of the rest stop program. In the spirit of contributing to efforts that address the long-standing issue of homelessness in our community, we offer the following recommendations.

- 1. The City should revise the rest stop ordinance to clarify its intent, to better articulate the application process and siting guidelines, and to make it permanent.** The City should extend the sunset date of the Permitted Overnight Sleeping Pilot Program to remain in place permanently—or at least provide for longer periods between the sunset dates. Additionally, the City needs to develop a better pathway for accommodating the rest stops.

If the City Council wants to continue to have direct oversight of the program, we recommend that either (1) the ordinance be modified to articulate the application process and siting criteria, or (2) if the preference is to keep the ordinance simple and focused, direct staff to develop guidance for prospective applications. Finally, we recommend the City consider amending the ordinance to explicitly identify an intention for the rest stop program. This could be incorporated into a revised ordinance or into a set of program guidelines.

- 2. Work to enhance the multijurisdictional partnership of local governments, nonprofits, and private businesses to fully implement the Housing First model.** Continue multi-jurisdictional efforts that involve local governments, nonprofits and the business community in crafting solutions using the Housing First model as a priority. The Lane County Poverty and Homeless Board is implementing a number of efforts focused on Lane County’s homeless population—including Housing First. Given that the Poverty and Homeless Board is the lead coordinating agency, the Board should coordinate this effort. It is notable that these efforts require resources—time and dollars. Local governments should consider dedicating staff time and funding to implement the Lane County Housing First program.
- 3. Review land-use options for accommodating micro-housing development.** The concept of allowing micro-villages as an outright use in one or more zones should be explored. A substantial movement exists around “tiny” homes; micro-villages could be one option for accommodating households that would like to choose to live in a smaller dwelling than currently allowed by City code. This would allow facilities to serve as more than homeless shelters or transitional housing. We recommend the Eugene City Council direct the Planning Department to conduct a review of the City Development Code with respect to micro-village and micro-apartment development. That review should include analysis of the merits of code amendments and recommendations to the Planning Commission about

whether such amendments would be appropriate, and if so, in what context.

- 4. Monitor the geographic location of transitional housing and support services and work to equitably distribute the facilities in the community.** Due to perceived geographic inequities identified by program residents, site managers, neighboring residents and businesses, and service providers, we recommend the continued monitoring of the geographic location of rest stop and micro-village facilities. CPW’s analysis shows that the rest stops are concentrated in two parts of the City. While it would be optimal for these facilities to be located in every Council Ward, the reality is that locational decisions should take into consideration the location of support services and basic needs. This approach is consistent with the Housing First principles.
- 5. Take steps to better inform the community about the rest stop and micro-village programs.** Our research suggests that many Eugene residents are unaware of the programs and their impacts. Providing education about the impacts of these facilities and the people who live there would facilitate a better relationship between the sites and the surrounding neighborhoods. This would make it easier to expand the program, and also create a better relationship between the City, neighboring residents and businesses, and unhoused residents at the sites.
- 6. Work with site managers to develop mechanisms to more systematically monitor outcomes from the Rest Stops and micro-villages.** CPW recommends that site managers implement systematic information gathering on intake (e.g., when residents move in) and periodically during individuals’ residence. Opportunity Village has a systematic data collection method that could easily be adapted to the rest stop program. We do not believe this would impose a lot of additional effort on site managers—the ordinance requires certain information (e.g., a list of names of individuals residing at the rest stop).

# I: INTRODUCTION

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Homelessness in Eugene is not a new problem. A 2015 point-in-time survey identified more than 1,473 homeless individuals in Eugene of which the majority (817) were unsheltered. Given the systemic nature of homelessness, it continues to be a challenging problem in our community. If easy solutions existed, the city would have implemented them and solved the problem long ago.

In 2011, the Eugene City Council asked Mayor Piercy to form a task force to develop recommendations regarding the needs of unhoused community members. Mayor Piercy established the 58-member Opportunity Eugene Community Task Force on Homeless Solutions that included a broad cross-section of community representatives.

## Project Goals

Gather information on the performance of the transitional housing strategies to better understand how they work and what impacts they are having on rest stop and Opportunity Village residents and nearby property owners, businesses, and residents.

The Task Force met six times in 2012 and presented the Eugene City Council with six recommendations for action.<sup>1</sup> The first recommendation of the Task Force, which is the subject of this report, focused on finding one or more sites to provide short-term, transitional housing opportunities. Starting in 2013, the City piloted two programs that relate to the siting recommendation: (1) Permitted Overnight Sleeping Pilot Program or “rest stops” which provide city sanctioned camping areas; and (2) a micro-housing community called Opportunity Village.

In short, the City of Eugene is testing alternative methods of transitioning the unhoused population that are new and relatively unique. As the policies supporting these programs operate on an annual renewal basis, providing information on how the programs are functioning is critical to helping city staff and elected officials make decisions regarding their continuation. As such, the goal of this project was to gather information on the performance of the transitional housing strategies to better understand how they work and what impacts they are having on rest stop and Opportunity Village residents and nearby property owners. Specifically, the research:

- Provides a timeline of events leading up to the policy measures Eugene took to establish the transitional housing programs
- Reviews best practices for transitioning individuals out of homelessness from around the country using case studies and a literature review
- Evaluates how the transitional housing programs are affecting residents of the sites as well as nearby residents
- Provides recommendations related to the transitional housing programs and homelessness in Eugene

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<sup>1</sup> See <http://www.eugene-or.gov/index.aspx?NID=1958>

The Community Planning Workshop (CPW) research team addressed these study objectives through a literature review, personal interviews, focus group meetings, and several surveys.

We note that this effort was an independent evaluation that was sponsored by University of Oregon Office of the President and Community Relations.

The remainder of this report is organized into several sections and appendices.

**Section II, Understanding Homelessness** provides the reader context for understanding homelessness in the community as both a local and national level. **Section III, Review of Eugene’s Transitional Housing Policies** provides a brief summary of local efforts to address homelessness and summarizes local ordinances related to camping. It also presents a description and analysis of the Rest Stop and Opportunity Village programs. **Section V, Conclusions and Recommendations** summarizes our conclusions and presents a set of recommendations based on the research.

This report also includes five appendices. **Appendix A, City Ordinances** presents sections of the City code that relate to camping. **Appendix B, Rest Stops** presents the results of CPWs interviews and surveys related to the rest stops. **Appendix C, Opportunity Village** presents the results of CPWs interviews and surveys related to Opportunity Village. **Appendix D, Case Studies** presents summaries of transitional housing strategies used in other U.S. cities. **Appendix E, References** includes a list of literature cited in this report.



## II. UNDERSTANDING HOMELESSNESS: CAUSES AND BARRIERS

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Homelessness is a sensitive and controversial issue that is prevalent in both urban centers and rural areas. The Department of Housing and Urban Development (HUD) releases annual homeless assessment reports that look at the current state of unhoused individuals and families in the United States.<sup>2</sup> According to the 2014 *Annual Homeless Assessment Report*, 578,424 people were homeless in the United States in January 2014. Following are key findings from the 2014 Homeless Assessment.<sup>3</sup>

- Most (69 percent) were staying in residential programs for homeless people, and the rest (31 percent) were found in unsheltered locations.
- Children under the age of 18 accounted for nearly one-quarter of all homeless people (23 percent or 135,701). Ten percent were between the ages of 18 and 24, and 66 percent were 25 years or older.
- Homeless people in families accounted for 37 percent of all homeless people.
- Chronically homeless individuals accounted for 15% of all homeless people (84,291 individuals) and 3% of all chronically homeless people were individuals in families.
- Veterans accounted for 9% of all homeless people (49,933 veterans); nearly 10 percent (4,722) were women.
- Unaccompanied homeless children and youth accounted for 8% of all homeless people. Most (86 percent or 38,931) were youth between the ages of 18 and 24, and 14 percent (or 6,274) were children under the age of 18.
- Homelessness declined by 2 percent (or 13,344 people) between 2013 and 2014 and by 11 percent (or 72,718) since 2007.

While the number of people living without stable housing across the nation has decreased in recent years, there remains a significant unhoused population nationally and in Eugene. According to a 2014 study by the Department of Housing and Urban Development (HUD), Eugene has the 6th highest homeless rate of the 50 geographical areas included in the study: almost five unhoused residents per 1,000 housed residents (Griffin, 2015).

In 2015, 1,473 residents of Lane County were considered to be homeless, with more than half lacking shelter. The 1,473 people counted included:

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<sup>2</sup> <https://www.hudexchange.info/resource/1227/introductory-guide-to-the-annual-homeless-assessment-report-ahar/>

<sup>3</sup> <https://www.hudexchange.info/resources/documents/2014-AHAR-Part1.pdf>

- 223 family members in homeless households with children; 151 sheltered; and 72 unsheltered
- 210 homeless veterans: 110 sheltered; 100 unsheltered:
- 697 chronically homeless people: 318 sheltered; 379 unsheltered
- 398 people have a mental illness
- 20 people have chronic alcohol/substance abuse issues
- 23 unaccompanied homeless youth (under18)<sup>4</sup>

The 2015 count identified a number of changes from the previous county. This includes: a 19% decrease of overall count between 2015 and 2013 Counts; 10 new sites participated in the count (Rest Stops, Opportunity Village and Occupy Medical and others); and 224 Transitional Housing beds were re-purposed to permanent housing beds (not included in the Count).

Lane County also gathered statistics that present a broader perspective of homeless in January 2015:

- 11,668 individuals who were homeless sought social services through Lane County Human Services Division funded programs during FY 2014
- 948 unduplicated individuals were served at the Egan Warming Center during 10 nights of the winter season at 9 faith-based sites and the Lane County Wheeler Pavilion during the 2014-2015 winter seasons (St. Vincent de Paul)
- 2,151 homeless students attended public school in Lane County during the 2013-14 school year (Oregon Dept. of Education)
- 508 homeless youth were served at the Looking Glass New Roads Access Center, (ages 16-21)
- 146 runaway and homeless youth stayed at Station 7 (under age 18)

This statistics suggest a severe shortage in the amount of shelter space available to the unhoused in Lane County. According to the HUD report and inventory of shelter space, the city of Eugene has only 0.42 beds per homeless person, about a third of which is strictly emergency housing (Griffin, 2015).

## Causes

In 2012, the U.S. Department of Housing and Urban Development (HUD) changed the definition of homelessness. The change impacts eligibility for various HUD-funded homeless assistance programs. The new rule applies to projects that fall under the Emergency Solutions, Continuum of Care, Supportive Housing Program, and Shelter Care Plus grant programs (Development, 2012).

The changes to the definition were enacted by the HEARTH Act (Homeless Emergency Assistance and Rapid Transition to Housing). Overall, the changes made to the definition of homeless did not have major impacts on homeless assistance programs. The number of people eligible for assistance programs continues to

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<sup>4</sup> [http://www.lanecounty.org/Departments/HHS/HSC/Documents/PIT\\_COUNT\\_Highlights\\_2015.pdf](http://www.lanecounty.org/Departments/HHS/HSC/Documents/PIT_COUNT_Highlights_2015.pdf)

grow. The definitional changes created four categories of homelessness (see Table 2-1).

**Table 2-1. Categories of Homelessness**

| Category  | Definition   |
|---|--|
| Current homelessness                            | People who are living in a place not meant for human habitation, in emergency shelter, in transitional housing, or are exiting an institution where they temporarily resided. The only significant change from existing practice is that people will be considered homeless if they are exiting an institution where they resided for up to 90 days (it was previously 30 days), and were in shelter or a place not meant for human habitation immediately prior to entering that institution. |
| Imminent Homelessness                           | People who are losing their primary nighttime residence, which may include a motel or hotel or a doubled up situation, within 14 days and lack resources or support networks to remain in housing. HUD had previously allowed people who were being displaced within 7 days to be considered homeless. The proposed regulation also describes specific documentation requirements for this category.   |
| Youth/family home instability cause by hardship | Families with children or unaccompanied youth who are unstably housed and likely to continue in that state. This is a new category of homelessness, and it applies to families with children or unaccompanied youth who have not had a lease or ownership interest in a housing unit in the last 60 or more days, have had two or more moves in the last 60 days, and who are likely to continue to be unstably housed because of disability or multiple barriers to employment.               |
| Home instability cause by violence              | People who are fleeing or attempting to flee domestic violence, have no other residence, and lack the resources or support networks to obtain other permanent housing. This category is similar to the current practice regarding people who are fleeing domestic violence.  |

Source: <http://www.endhomelessness.org/library/entry/changes-in-the-hud-definition-of-homeless>

## Barriers

Understanding that a large number of individuals remain homeless in Eugene and the United States, barriers exist for both individuals trying to find housing, as well as communities trying to provide housing for vulnerable populations. To better understand some of the barriers, CPW reviewed literature on homelessness and conducted several case studies of homeless programs in U.S. cities. Through this work, we identified the following perceptions of homelessness.

Individuals experiencing homelessness chose to be homeless, and the population is comprised primarily of young, adult men.

The reasons an individual or family may become homeless are as varied as the individuals themselves. According to the National Coalition for the Homeless, they identified two trends that are largely responsible for the rise in homelessness over the past 20 to 25 years: a growing shortage of affordable rental housing and a

simultaneous increase in poverty. Lack of affordable housing and poverty have increased which creates systematic barriers for individuals and families that are under the poverty line and need greater access to affordable housing. While no one cause of homelessness exists, specialists have identified contributing factors that range from economic or social issues to catastrophic individual events (Substance Abuse and Mental Health Services Administration, n.d.). These include, but are not limited to, the following:

- **Societal wealth and income inequalities.** Poverty is a factor that contributes to individuals and families that are chronically homeless because housing is becoming less affordable, health care is less accessible and expensive, and educational institutions are often times less funded in lower income communities. In 2013, 15.4% of the U.S. population, or 4.8 million people lived in poverty (American Community Survey, 2013).
- **A shortage of affordable housing.** The National Coalition for the Homeless found that there was a 32% increase in the number of foreclosures between April 2008 and April 2009. This report also identified the significant increase in jobs since the start of the recession of 2008, estimating six million jobs have been lost as a result of the harsh economic times and the unemployment rate that was 9.4% (National Coalition for the Homeless, July 2009). The National Low income Housing Coalition estimated that 40 percent of families facing eviction due to foreclosure are renters and 7 million households living on very low incomes (National Coalition for the Homeless, July 2009). Foreclosures have particularly impacted individuals and families that are renting and cost burdened because of the lack of affordable housing, access to services, and the increased unemployment and poverty rates.
- **Decline in public assistance.** A decline in public assistance is another factor that is associated with homelessness because of the significant decreases in federal social service funding. Until its repeal in August 1996, the largest case assistance program for poor families with children was the Aid to Families with Dependent Children (AFDC) program (National Coalition for the Homeless, July 2009). Decreases to federal funding for services to lower income people has contributed to homelessness.
- **Housing discrimination in the form of racism.** Housing discrimination has impacted communities of color as well as individuals and families with lower social economic status. According to Racial Discrimination in Housing and Homelessness in the United States a lack of affordable housing results in an estimated 3.5 million people experiencing homelessness annually (National Law Center on Homelessness & Poverty and Los Angeles Community Action Network, 2014). Moreover, homelessness disproportionately affects communities of color— despite being 12% of the population, 42% of the homeless are African Americans. Latinos, Native Americans and Asian Americans also account for a larger share of the homeless than of the overall population.
- **Lack of stable employment or adequate social services.** The current downturn in the economy has many American barely getting by financially.

Many are underemployed at wages that can't sustain them. Layoffs and job cuts leave individuals and families in desperate circumstances. Unemployed benefits and savings run out, leaving people homeless who never thought it could happen to them (National Coalition for the Homeless).

- **Unstable family situations such as sexual abuse, domestic violence, divorce or loss of family member (through death or other circumstances).** Homeless women who experience sexual assault may suffer from a range of emotional and physical challenges according to the National Resource Center on Domestic Violence. One barrier that is prevalent is the amount of sexual violence that they experience which negatively affects physical and mental health and presents barriers to self-sufficiency. Another barrier is not having a safe space to escape violence.
- **Inability to provide for oneself due to mental illness or addiction to alcohol or drugs.** Sixty-eight percent of U.S. cities report that addiction is their single largest cause of homelessness. A formerly homeless addict is likely to return to homelessness unless they deal with the addiction. Programs are needed that treat the root causes of addiction (National Coalition for the Homeless). Six percent of the American population suffers from mental illness. In the homeless population, that number jumps to 20% to 25%. Serious mental illnesses disrupt individuals' ability to carry out essential aspects of daily life, such as self-care and household management. Without assistance, these men and women have little chance of gaining stability (National Coalition for the Homeless).
- **Cuts in social services translating to the release of institutionalized patients with mental illness or drug and alcohol addiction.** Cuts in federal and state funding have negatively impacted individuals with mental illness and/or substance abuse issues. The lack of funding in social services has resulted in mental institutions discharging patients that suffer from mental illness and substance abuse.

In summary, the literature suggests that a broad range of factors contribute to homelessness and that a small percentage of individuals are homeless by choice.

#### Services that target homeless individuals reduce the property value, and increases crime in nearby areas

Recent studies have looked at the impacts that homeless shelters and other supportive housing facilities have on property values in surrounding neighborhoods. Common conceptions of what it means to live near a homeless shelter often focus on declining property values, and increase in crime, and a decrease in public safety. These studies show these fears to be predominately unsubstantiated.

For example, a 2007 report for Project H.O.M.E.—a non-profit with transitional housing sites for homeless and low-income Philadelphians—suggest that homeless facilities improve property values over time (Ecoconsult Corporation, 2007). Property values were found to increase partly because the spaces often used to house these facilities are on underdeveloped property in underdeveloped neighborhood. The findings from this study also suggest that not only did the communities surrounding this facility benefit, there was an overall 5% increase in property values citywide since the project was implemented (Ecoconsult

Corporation, 2007). A 2008 study of supportive housing facilities in New York City had similar results. This study found that property values within 1,000 feet of a supportive housing facility increased relative to other similar properties nearby (Furman Center for Real Estate and Urban Policy, 2008).

The homeless are alcoholics and drug users that must be “cured” before providing housing for them

Experts suggest that there is a hierarchy of subpopulations of the unhoused, who experience varied levels of access to particular services. These subpopulations of the homeless have different needs and their ability to access services may be limited or impacted by a variety of factors.

One subpopulation of the unhoused that frequently face barriers when attempting to obtain services include individuals with substance abuse problems (Prall, 2015). Individuals who are clean and sober generally have a source of income

and therefore have a greater chance to use social services. Additionally, some service providers will not serve people with substance abuse issues. For this reason, experts have suggested that there is strong evidence that housing first interventions are effective in improving stability and quality of life among homeless people with mental illness and addictions. In one related study, after 24 months of housing, participants in Housing First interventions experienced significantly fewer days of alcohol-related problems than those not participating (Kirst, Zerger, Misir, Hwang, & Stergiopoulos, 2015).

## Transitional Housing Strategies

Efforts to alleviate homelessness can be grouped into a few categories: strategies to provide more affordable housing; strategies to provide comprehensive health care to homeless individuals; and homeless assistance programs. Federal efforts over the last 30 years have mostly focused on rapid-rehousing, homelessness prevention and the decriminalization of homelessness. In general, federal programs aim to provide support to agencies and organizations already providing for the

### Addressing Homelessness Through Long-Range Planning

The City of San Francisco is an example of a City that has demonstrated a commitment at the policy level to end homeless. The Housing Element of the General Plan includes policy prescriptions and objectives addressing homelessness. Objective 6 is “Reduce Homeless and the Risk of Homelessness.” Policies include:

- Prioritize permanent housing and service-enriched solutions while pursuing both short- and long-term strategies to eliminate homelessness
- Prioritize the highest incidences of homelessness, as well as those most in need, including families and immigrants
- Aggressively pursue other strategies to prevent homelessness and the risk of homelessness by addressing its contributory factors
- Improve coordination among emergency assistance efforts, existing shelter programs, and health care outreach services.

unhoused population rather than establishing new entities or programs. Following is a brief overview of transitional housing strategies that are relatively common.

- **Housing Choice Voucher.** This is commonly known as Section 8. The Section 8 program provides individuals or families with a subsidy for permanent housing. Section 8 vouchers require families to pay one-third of their income toward rent. The Section 8 model holds that permanent housing creates stability, which makes it easier to find work, which then allows individuals to move off housing subsidies. Most families use subsidies for three to four years (Semuels, 2015).
- **Rapid Re-housing.** This approach provides temporary rental assistance for housing in the private market. Rapid re-housing requires the assistance and cooperation of landlords or leasing managers to find suitable living accommodations. This form of housing may be beneficial to individuals or families because it allows them to identify and select among various permanent housing options based on their unique needs (Homelessness, 2014).
- **Emergency Shelters.** These are facilities where many unhoused individuals end up in on a nightly basis. Local examples include the Eugene Mission, and ShelterCare. Emergency shelters are often designed to serve a high volume of individuals on a daily basis. A recent study of several large U.S. cities, including Boston, Denver, Kansas City, Phoenix and Honolulu, conclude that the cost of providing and operating one of these facilities is extremely high. The study found the average monthly cost of serving a family in an emergency shelter was \$4,819 (Semuels, 2015).

Locally, Eugene is experimenting with both micro-villages (e.g., OVE) and tent villages (e.g., rest stops). In the context of City ordinances, rest stops are a form of legalized camping and are intended as an alternative transitional housing strategy.

While there are varying means by which cities seek to provide housing for the unhoused, some of the more successful examples focus on micro-housing and programs most similar to those implemented in Eugene. Micro-housing is a term used to describe small communities for the unhoused where they can live in private and relatively stable spaces.

Recently, there has been an emphasis put on Housing First models, which are multi-faceted approaches that include mental and physical health care, and re-entry employment training services.

# Housing First

Housing First is a strategy that encourages the provision of permanent or transitional housing to unhoused persons regardless of drug and/or alcohol abuse (Prall, 2015). Housing First was developed as an alternative to the typical system of emergency shelter/transitional housing programs and differs from typical

## Housing First – Core Principles

- Move people into housing directly from streets and shelters without preconditions of treatment acceptance or compliance.
- The provider is obligated to bring robust support services to the housing. These services are predicated on assertive engagement, not coercion.
- Continued tenancy is not dependent on participation in services.
- Units targeted to most disabled and vulnerable homeless members of the community.
- Embraces harm reduction approach to addictions rather than mandating abstinence. At the same time, the provider must be prepared to support resident commitments to recovery.
- Residents must have leases and tenant protections under the law.
- Can be implemented as either a project-based or scattered site model.

Source: The Seattle Downtown Emergency Center (DESC)

approaches to homelessness by assuming that the primary need for homeless individuals is for stable housing. Housing First recognizes that finding work and improving mental and physical health is more possible once an individual has a stable living situation. In short, the Housing First approach simply seeks to end homelessness by providing stable, permanent housing to the homeless.

Housing First was initially developed in the late 1980s through the “Housing First” program at PATH Beyond Shelter in Los Angeles.<sup>5</sup> Housing First provides more than housing—when supported by HUD, it also provides wraparound services to tenants. Housing First programs share several critical elements:

- Helping individuals and families access and sustain rental housing *as quickly as possible and without time limitations*;
- Services are typically delivered following a housing placement to promote housing stability and individual well-being;
- Services are time-limited or long-term depending upon individual need; and
- Housing is not contingent on compliance with services – instead, participants must comply with a standard lease agreement and are provided with the services and supports that are necessary to help them do so successfully.<sup>6</sup>

While there are a wide variety of program models, Housing First programs are used for both families and individuals as well as people that are chronically homeless.

According to the National Alliance to End Homelessness, Housing First programs all typically include the following elements:<sup>7</sup>

<sup>5</sup> <http://www.epath.org/site/PATHBeyondShelter/home.html>

<sup>6</sup> <http://www.endhomelessness.org/library/entry/what-is-housing-first>

<sup>7</sup> [http://b3cdn.net/naeh/b974efab62feb2b36c\\_pzm6bn4ct.pdf](http://b3cdn.net/naeh/b974efab62feb2b36c_pzm6bn4ct.pdf)



- *Assessment and targeting* – potential participants receive a detailed assessment before receiving services. This initial assessment enables service providers to determine whether the Housing First approach is feasible given staff and budget capacities.
- *Permanent housing* – programs typically provide assistance locating rental housing, or relationship development with private market landlords, and lease negotiation. Programs all focus on moving participants into permanent housing as quickly as possible.
- *Assistance locating and sustaining housing* – programs focus on services that help people overcome barriers to accessing permanent housing. This ranges from security deposit and one month’s rent to provision of a long-term housing subsidy.
- *Low, moderate or high intensity support services* – programs provide case management to coordinate services (time-limited or long-term) that follow a housing placement. Services are targeted to individuals or families and are typically only provided as long as needed.

Evidence suggests that Housing First works when implemented according to the programmatic guidelines described above. According to the U.S. Substance Abuse and Mental Health Services Administration’s (SAMHSA) National Registry of Evidence-based Programs and Practices over 100 sites have implemented Housing First since its inception in 1992. Many cities and jurisdictions have studied the effectiveness the Housing First approach as being a key component in mitigating chronic homelessness by providing supportive services that tailor to severe psychiatric disabilities and illicit drug use. Following are a few key conclusions from those evaluations.

Studies suggest the Housing First approach reduces chronic homelessness, care costs for emergency services, provides affordable healthcare, and reduces incarceration rates. According to the Denver Housing First Collaborative Cost Benefit Analysis & Program Outcomes Report their goals are to increase the residential stability and overall health status of chronically homeless individuals and families while reducing the utilization and costs of emergency services being provided to chronically homeless persons with taxpayer funds (Colorado Coalition For The Homeless). Utah’s unsheltered population decreased 74% since Housing First was implemented in 2005 (Utah Housing and Community Development Division, 2014).

A study regarding the decreasing amount of psychiatric symptoms by increasing choice in services for adults with histories of homelessness concluded that Housing First participants spent approximately 80% of their time stably housed, versus 30% for participants in a comparison group who were assigned to traditional programs that made treatment and sobriety prerequisites

**Denver Housing First Collaborative Outcomes**

- Total emergency related costs declined by 73%
- Emergency room visits decreased by an average of 34%
- Inpatient visits were reduced by 40%
- Inpatient nights were reduced by 80%
- Overall inpatient costs were reduced by 66%
- Detox visits decreased by 82%
- Average detox visit cost savings were \$8,732 per person, or 84%
- Incarceration costs were reduced by 76%
- Emergency shelter costs were reduced by an average of \$13,600 per person

Colorado Coalition For The Homeless

### Housing First in Lane County

The Lane County Poverty and Homeless Board are actively working to develop and implement a Housing First program. Some progress has been made towards that end; data provided by the County identify eight “Homeless First” programs run by local nonprofit organizations with the capacity to accommodate about 30 families and 130 individuals.

for housing. Moreover, participants assigned to Housing First accrued significantly lower supportive housing and services cost than participants in the comparison group, who were assigned to traditional programs that made treatment and sobriety prerequisites for housing.

Housing First is an effective alternative for individuals that are unhoused, particularly those who face substance abuse disorders along with mental and physical health barriers. Although, the Housing First approach requires key components like vacant land, financial stability, and collaboration from local, state, and federal agencies, this method is a cost-effective way to mitigating and homelessness.

## Microhome and Tent Villages

Micro-homes are a new trend in the U.S.—a social movement that allows people to decide how large an urban footprint they want to have. People are now deciding they want to live smaller (the average size of a single-family dwelling in the U.S. is 2,600 sq. ft.). Micro-homes, also called “tiny homes” are typically around 100-400 square feet, and come in all shapes, sizes and forms, but all focus on living small. Micro-homes are now being tested as ways to provide housing—both permanent and transitional—for the homeless. With affordable housing seen as one of the largest barriers to the homeless, tiny homes offer housing for a very affordable price, with most tiny homes being able to be constructed for approximately \$15,000. While this amount may seem large for an individual that has chronic unemployment coupled with homelessness, many tiny homes for the homeless are being built by volunteers of the local community, along with generous donations of building materials (Life, 2015).

Tent city is a term often used to describe an alternative micro-housing approach that allows residents to use tents. The intent is to provide legal spaces to sleep; some programs have the goal of transitioning residents into permanent housing (National Coalition for the Homeless, 2010). Tent cities vary from authorized and sanctioned to unauthorized and illegal, and from permanent to mobile operations. In Eugene, tent cities take the shape of legally sanctioned “rest stops” and illegal camps. A variation is tents that are off the ground and are often placed underneath structures with a covered tarp roof similar to Eugene’s rest stop pilot program. (National Coalition for the Homeless, 2010).



Community First! In Austin, TX (left), River Haven in Ventura, CA (right)

To better understand micro-villages, or tent cities, CPW conducted a set of case studies. The case studies are presented in Appendix D. Following is a summary of key findings of our case study research.

- Many cities felt initial pressure from the community to develop programs that would provide housing or shelter for the unhoused. Subsequently, all sites were supported or sanctioned by the respective cities.
- Funding for operations varied and came from a variety of sources including local, state, federal, private, and non-profit sources. In some cases, programs were funded predominately by public entities, and in others programs received very little public funded and relied solely on private or non-profit support.
- While the sites generally have a high level of community support, they typically face opposition from nearby neighbors during the siting of the village. During the construction of the sties, many local businesses were supportive and donated funds or building-supplies.



Right Too Dream Too (R2D2) in Portland, OR



Tent City 3 currently located in Shoreline, WA

- Most sites are located within non-residential areas, and near or within industrial areas. This creates the potential for sites to be underserved by public transportation, and decreases the accessibility of community resources or services.
- Each site is operated by local non-profit organizations, which are often responsible for securing much of the program funding. Operating

organizations often partner with other service providers to help residents access physical or mental health services and occupational training.

- While most programs have on-site property managers (often the partnering organization), many are either self-governed or have an advisory board comprised of unhoused residents.
- The sites have an established code of conduct or rules intended to ensure that the site provides a stable, healthy and safe environment for all residents. Common rules ban on-site drug or alcohol use, prohibit violence and disruptive behavior, and regulate visitors. Additionally, residents often share duties related to site maintenance or security.
- Residents generally contribute a portion of their income to rent. This contribution varies greatly: some sites require a set amount while others a percentage of individual's income.
- Sites provide shared amenities to residents including kitchens, showers, storage, mail boxes (for employment purposes), and laundry facilities. Many sites also feature shared communal space.

Over time, these programs have demonstrated evidence of residents transitioning into permanent homes.

### III. REVIEW OF EUGENE’S TRANSITIONAL HOUSING STRATEGIES

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This chapter presents CPW’s review of Eugene’s transitional housing strategies: Rest Stops and Opportunity Village. It begins with an overview of City actions related to homelessness. It then discusses the core of the review: the enabling policies, organization, and structure of the rest stops and Opportunity Village—and resident, neighbor and service provider perceptions of the programs.

#### **Timeline of City actions related to homelessness**

To address homelessness and some of its negative impacts, the City has established a number of policies and programs to address the issue. Central among these us a citywide prohibition on camping that was adopted in 1983 (city ordinance 4.815). Subsection 2 of the ordinance outlines the intent:

- (a) From time to time persons establish campsites on sidewalks, public rights-of-way, under bridges, and so forth;
- (b) Such persons, by such actions create unsafe and unsanitary living conditions which pose a threat to the peace, health and safety of themselves and the community; and,
- (c) The enactment of this provision is necessary to protect the peace, health and safety of the city and its inhabitants.

Such ordinances are common in cities and are intended to protect the public health, safety, and welfare. Illegal camps have been a perennial issue in Eugene and often have significant environmental impacts. The broad application of the ordinance, however, creates a significant limitation on shelter for unhoused individuals. Moreover, not all individuals that camp create negative community impacts.

The prohibition on camping within the Eugene city limit provides the backdrop for a series of events related to homelessness that occurred in recent years. In 2011, Mayor Piercy established Opportunity Eugene, a task force with the charge of developing recommendations for addressing the needs of the unhoused in Eugene as a response to the Occupy Eugene movement.<sup>8</sup> The Task force met six times in 2012 and presented the Eugene City Council with six recommendations for action:

1. Identify & Establish Potential Sites
2. Create and Support Day Use Community Centers
3. Improve Traditional and Non-Traditional Health Care Access
4. Continue and Expand Existing Services to the Homeless

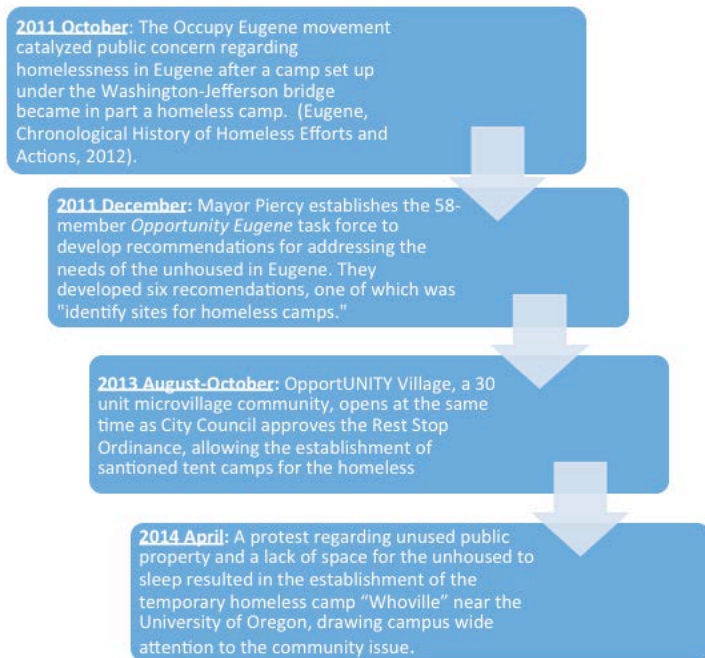
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<sup>8</sup> <http://www.eugene-or.gov/index.aspx?NID=1958>

5. Improve Laws and Ordinances that Criminalize and Block Homeless Individuals
6. Create a Commission to Continue to Explore Homelessness Solutions

In response to the task force recommendations, the Eugene City Council approved the rest stop ordinance and Opportunity Village in 2013. In April 2014, a non-sanctioned homeless camp called “Whoville” was established on the corner of Broadway and Hilyard Streets. After several months in operation this camp was forced to close by police. The site was in an inappropriate location, and a number of problems had emerged from the camp. The community response to the forceful closing was split—many Eugene residents wanted the City to provide a place for the unhoused to sleep.

**Figure 3-1. Timeline of recent events related to homelessness in Eugene**



The community response to the forceful closing was split—many Eugene residents wanted the City to provide a place for the unhoused to sleep.

In the fall of 2014, the Community Philosophy Institute at the University of Oregon facilitated a roundtable discussion with community leaders and advocates to discuss what the University could do in response to homelessness.<sup>9</sup> Some participants in the roundtable advocated that the University establish and sponsor a rest stop on University property. The University ultimately decided that a rest stop was outside of the University’s mission, but is still invested in addressing homelessness in Eugene. One of the University’s responses was to sponsor (e.g., fund) the research and analysis presented in this report.

As a direct response to these events (see Figure 3-1) and the recommendations of the Opportunity Eugene task force, City

Council approved a series of ordinances related to overnight camping as a transitional housing strategy. Table 3-1 lists key ordinances adopted by Eugene’s City Council related to permitting legal overnight camping as a transitional housing strategy.

The first policy, Ordinance 20484 was established through a partnership with St. Vincent DePaul (SVDP) Society of Lane County. Ordinance 20484 established a legal car camping program. The OPP allows people to sleep overnight in a parking lot of a religious institution, place of worship, business or public entity that owns or leases property on which a parking lot and occupied structure are located, with permission of property owner. In 2014, SVDP’s Overnight Parking Program (OPP) helped 81 individuals, and 27 families with 41 children.

<sup>9</sup> <http://homelessness.philosophy.uoregon.edu/events/>

In December, 2012, Eugene City Council approved Ordinance 20503 that allows sleeping in Conestoga Huts. The ordinance was a modification of SVDP’s OPP and enabled Opportunity Village to be established.

Ordinance 20517—the ordinance that created the Rest Stop Pilot Program—was adopted by Eugene City Council on September 25<sup>th</sup>, 2013. The ordinance had a sunset clause, but has been extended twice, most recent to October 1, 2015 (Ordinance 20539). Key city ordinances related to camping are included in Appendix A.

**Table 3-1. Camping and Transitional Housing Ordinances**

| Ordinance         | Adoption Date   | Purpose  | Program  |
|-------------------|-----------------|--|--|
| 19163             | July, 1983      | Prohibits overnight camping  | na   |
| 20124             | November, 1997  | Offers overnight sleeping in designated areas  | na   |
| 20130             | August, 1998    | Allows overnight sleeping at a religious institution, place of worship, business or public entity with permission of property owner; repealed Ord #20124 | na   |
| 20484             | December, 2011  | Overnight tent sleeping in locations requiring vehicles  | St. Vincent dePaul car camping                 |
| 20490             | March, 2012     | Extended sunset of ord. 20484 to Dec 31, 2012  | St. Vincent dePaul car camping                 |
| 20501             | November, 2012  | Extended sunset of ord. 20484 to December 31,  | St. Vincent dePaul                             |
| 20503             | December, 2012  | Allowed overnight sleeping in Conestoga Huts   | Modification of St. Vincent dePaul car camping |
| 20517             | September, 2013 | Permitted overnight sleeping pilot program (rest stops)  | Rest stop pilot program                        |
| 20539             | September, 2013 | Extended sunset of 20517 to October 1, 2015  | Extension of rest stop pilot program           |
| Council Bill 5144 | May, 2015       | Extended sunset of 20517 to March 31, 2016   | Extension of rest stop pilot program           |

Eugene City Council has approved six rest stop locations since the ordinance was initially adopted in September 2013; four are currently active. In July 2015, two Eugene nonprofit organizations are actively managing four rest stops. Community Supported Shelters (<http://communitysupportedshelters.org/>) manages three rest stops and Nightingale Health Sanctuary (<http://respectexistence.org/>) manages one rest stops.

**Community Supported Shelters (CSS)** currently manages three rest stops (CSS calls them “safe spots”). One of the CSS facilities targets unhoused veterans. The Veterans Safe Spot was originally located at Chambers and Northwest Expressway. In June 2015, the facility moved to the Eugene Mission campus. The new facility will allow provide Conestoga Huts with access to electricity, meals, showers, and other services provided by the Mission. The new camp is authorized to house up to 20

veterans. Additional CSS safe spots are located at Chambers and NW Expressway and on Roosevelt that serve the broader population of unhoused individuals.

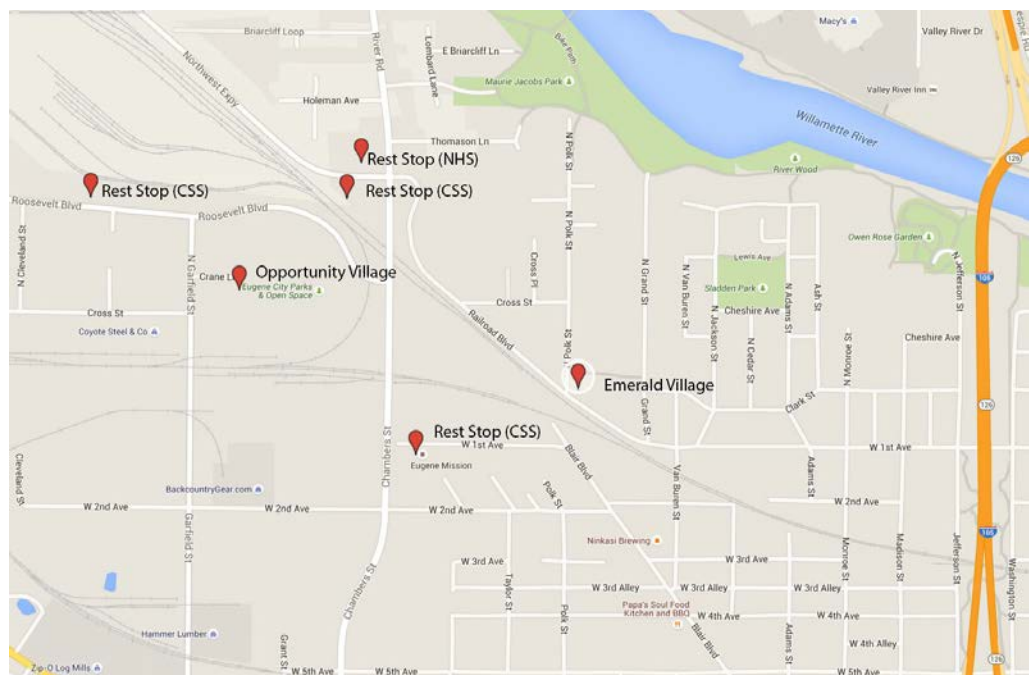
**Nightingale Health Sanctuary** operated two rest stops on county land on the Lane County Behavioral Health campus from December 2014 to August 2015. The rest stops were approved up to spring football season as the area is utilized for game day parking. The County is hosting one rest stop to be managed by NHS at NW Expressway and River Road for up to 6 months beginning in August 2015.

A variation on the rest stops is **Opportunity Village**; a micro-housing community. Opportunity Village has provided a home to more than 60 people since opening in 2013. OVE consists of 30 micro-homes, community showers, kitchens and other communal areas.

Finally, local organizations are moving forward with steps needed to approve a project called **Emerald Village**, which would include 15 “tiny homes.” According to the Opportunity Village website, “the mission of Emerald Village is to expand affordable housing options for low-income individuals and families through the creation of low-cost tiny houses within a stable community setting in which residents can build equity.” In June 2015, program sponsors purchased an undeveloped site in the Whiteaker neighborhood for Emerald Village.

It is instructive to review the location of the approved transitional housing sites. Map 3-1 shows the location of existing sites. Consistent with City Council guidance, none of the sites are located in residential areas (two are on land zoned industrial, one on land zoned commercial, and one on land zoned for public uses). With the exception of the Nightingale facilities located near the John Serbu Youth Corrections facility on Martin Luther King Boulevard, the remainder of the sites are located west of the Whiteaker neighborhood near the railroad tracks.

**Map 3-1. Location of Rest Stops and Micro-Villages, September 2015**





# Rest Stop Program

Rest stops are designated areas within city limits where up to 20 people are allowed to sleep in tents, trailers or Conestoga huts. They are intended to provide a temporary, safe, legal option for people experiencing homelessness. Community nonprofits provide site supervision, portable restrooms and trash collection. The organizations must keep a roster of individuals registered to stay at the site and ensure site rules are followed, such as no alcohol or drugs on site and no disorderly behavior. The sites are fenced to control access and promote safety. Finally, CSS requires participation in volunteer work parties that provide maintenance (weeding, trash pickup, etc.) in City parks.

The Rest Stop pilot program has had more than 600 applicants and has served more than 210 individuals since its establishment. The program has seen nearly 100 residents transition to alternative housing options and has dismissed 35 residents for violations of the rules. Moreover, of the more than residents served, 13 have been veterans. Police data has shown no considerable increase in reported activity due to the rest stops. The average length of stay is approximately six months.

The Rest Stop Pilot Program was originally enabled to operate under City ordinance 20517 (See Appendix A). The ordinance is short and focused. A review of the ordinance shows that it has two key sections: one section establishes roles and responsibilities for site managers; one section establishes a set of behaviors prohibited by rest stop residents.

The first section (Section A) requires the provider/operator to designate a site manager. It also requires that the site include regular (weekly) trash pick up and portable toilets. Section B outlines guest responsibilities. Generally, it prohibits illegal or disruptive activities. It restricts shelter to tents unless specifically approved in writing by the City Manager. Finally, it places limitations on site hours and visitors (no more than 20 people may be on site at any given time and visitors are only allowed between 9am and 9pm).



**While the intent of the rest stop ordinance is clear: allow safe, legal overnight camping, CPW notes that the ordinance does not include a purpose statement, or a statement of goals and objectives.** Given the lack of a stated legislative intent, it is difficult to assess what outcomes are expected from the program, how it fits in with the broader framework of support services for the unhoused, and its relationship to the County's 10-year plan of ending homelessness.

**CPW also notes that the ordinance does not describe a process for applying for and gaining approval for a rest stop.** As a practical matter, rest stop approval is subject to City Council review. Location of shelters and services for homeless individuals in Eugene has been controversial. Residents do not want the facilities in

residential areas. As an initial step, the City reviewed city-owned properties, with the Council direction that the sites not be located in City parks, residential areas or close to schools. Most of the rest stops have been located in industrial areas or areas that are otherwise distant from grocery stores and other needed services. This is a matter of expedience – other locations might prove too controversial.

## Key Findings

As part of our evaluation, CPW conducted surveys and interviews. We collected 178 surveys from service providers, rest stop residents, and rest stop neighbors:

- 37 rest stop residents (at four rest stops)
- 99 neighboring residences and businesses (properties within 500’ of a rest stop)
- 28 representatives from service provider organizations

The findings are based on the interviews and survey responses. In some instances we present the number of responses since not all respondents answered every question. As a general observation, it is difficult to evaluate the success of the program as the ordinance lacks any discussion of purpose or intent.

## Rest Stop Resident Perceptions

None of the rest stop managers indicated that they actively advertised their programs. **Nearly all of the residents heard about the rest stops through personal networks or someone staying at the camp.** Only three respondents had heard about the camp through local service providers or advocates, and a few learned about it by walking past. **Rest stop residents reported that it was not difficult to apply to live at the rest stop.** Most respondents disagreed that the application process to join the camp was not difficult, although six residents agreed that they needed help to fill out the application.

Nearly 50% of rest stop residents reported living in Eugene more than 10 years. The longest had lived in Eugene 51 years.

Rest stops appear to have a positive, stabilizing impact on residents.

**Residents reported that staying at the camp makes them feel safer, more confident, and more independent.** All respondents agreed with the statement “I feel safer in the neighborhood,” and most agreed that they were able to sleep without the fear of being harassed.

The volunteers that manage the camps have a significant impact on resident experiences. **Residents report that camp staff was helpful and site rules are effective.** Most survey respondents agreed that the staff effectively provide assistance to residents with meeting their needs in and out of camp. Thirty-two of 34 respondents (94%) noted that site rules are reasonable, applied fairly, and contribute to a safer community. **Residents report that staying at the rest stop helps them transition to permanent housing, however, many reported they still face barriers.** Twenty-five of 36 respondents (69%) noted that staying at the stops help them transition to permanent housing, but many face barriers of a lack of employment and lack of affordable housing.

## Service Provider Perceptions

Service providers generally think that rest stops are a positive step, but the program could be better integrated with support services. **Service providers identified opportunities to create stronger linkages between the rest stops and service providers.** Nine of 10 service providers indicated they felt rest stops can function to inform the unhoused of outside service organizations, and that a stronger integration between service providers and rest stop residents would be beneficial.

**Service providers see rest stops as a cost efficient approach to provide transitional housing to the unhoused.** A majority of respondents (90%) agreed or strongly agreed that the rest stops save tax dollars or provide other non-monetary benefits. **Most service providers think rest stops are a good start, but that more is needed.** Eight of 10 respondents reported that rest stops are a good start in addressing homelessness, but more needs to be done in terms of providing permanent housing. This is not surprising; the rest stop program is a pilot that does not purport to be the sole solution to homelessness in Eugene.

## Neighborhood Resident and Business Perceptions

A significant number of neighbors were not aware of the rest stop program—**30% of survey respondents indicated they were unaware of the rest stop program** before completing the survey. Despite some individuals being unaware of the program, 85% indicated they knew there was a rest stop in their neighborhood—a finding that is somewhat surprising given the number of respondents that were unaware of the program.

Businesses and neighbors of around the rest stops are generally supportive of the program. **Eighty-four percent of respondents indicated that they support the rest stop program.** While respondents were generally supportive, we received several strongly worded negative comments on the rest stops (see Appendix B).

Moreover, the majority of businesses and neighbors around the rest stops feel that their neighborhood is a safe place in which to live/work. **Sixty-two percent of respondents indicated they feel “safe” or “very safe” in their neighborhood.**

Illegal camps make it difficult for some individuals to evaluate the legal camps permitted by the rest stop program. In open-ended comments, respondents noted that if negative changes had been experienced in their neighborhood, these changes were most associated with the presence of illegal or unsanctioned camps.

### Survey Respondent Comments

“These “rest stops” need to be shut down. Long-term solutions cannot be found in a tent city.”

“Please don't close these camps. If anything, our community should be more tolerant, and open more camps so that more folks can have a safe place to live. I think that these structured, and safe spaces that you are offering are a good thing.”

“The single biggest thing I'd like to get across is the damage to my property value this has caused.”

“Not having them in the middle of a neighborhood would be a start or maybe spreading them out a bit. I would feel MUCH better about this if EVERY neighborhood had a rest stop.”

“As a tax paying citizen of Lane County, I 100% DO NOT support tent sites, camp sites, rest stops, villages.”

“The camp isn't really an issue to us. The bigger problem is people tailgating during the football games.”

## Conclusions

- The Rest Stop ordinance is effective at providing unhoused individuals with a safe, legal place to sleep.
- The Rest Stop ordinance lacks a clear statement of outcomes or intent. Moreover, it is not clear how the ordinance fits into the broader, longer-term strategy to address homelessness in Eugene.
- The Rest Stop ordinance would benefit from more specificity about the application and siting process. This clarification would not necessarily need to be included in the ordinance – staff could provide written materials that provide general guidance to prospective applicants.
- The Rest Stop ordinance states nothing about providing additional “comfort of life” amenities, such as showers, access to computers, and educational training opportunities. Our interpretation is that the ordinance does not intend for those services to be available on site.
- Neighbor perceptions are split. Some survey respondents were very unsupportive of the program, while others were very supportive.
- While no formal evaluation of outcomes has been conducted, CSS and NHS collect data on residents. The statistics suggest the rest stop program is helping many residents transition to stable housing. CSS reports that 45 residents transitioned to rental housing, HUD VASH (housing for veterans), Shelter Care, friends or family.

## Opportunity Village Eugene

A second transitional housing strategy Eugene is also experimenting with is a micro-housing community called “Opportunity Village” (OVE). In the first 18 months, (July 2013-December 2014), OVE served 77 people for various lengths of time—with 27 voluntary transitions and 13 departing due to rule violations.



Between January 1 and June 30, 2015, OVE served an additional 34 individuals. OVE consists of 30 micro-homes, community showers, kitchens and other communal areas. OVE residents helped construct the homes, contribute rent, and stay for anywhere from one week to longer than a year.

Like the rest stops, Opportunity Village was approved through a City Council action. The process was initiated by the City Manager at the direction of City Council in 2011. The objective was to find a location to pilot a low-cost, micro-housing project. The identified location was a one-acre

parcel of city-owned land on North Garfield Street.

Unlike the rest stops, Opportunity Village was permitted under Eugene Code 9.2450, which classifies OVE as a “Homeless Shelter.” As a homeless shelter, the

approval required a conditional use permit based on the I-3 (Heavy Industrial) zoning of the property.

According to the OVE website, “OVE is a collaboration between the housed and the unhoused providing stable and safe places to be through sustainable, cost-effective approaches for transitioning the unhoused to more permanent living situations.” As part of the CUP, The City of Eugene entered into an operating agreement with Opportunity Village regarding the accepted uses of the site. This agreement, often referred to as “the contract,” allows for up to 45 people to stay for a period of time as determined by City Council. The sunset date was recently extended to June 1, 2016. The creation of a nonprofit organization also called Opportunity Village consists of a Board of Directors, whose primary job it is to ensure compliance of the site with “the contract.”

Data on the OVE website suggest that the approach is cost effective: Start-up costs were about \$220,000 and funded with around \$98,000 in private cash donations, plus an estimated \$114,000 of in-kind materials and labor. Operating costs are around \$1,200/month. OVE concludes: “If capital costs are amortized over 5 years and similar operating costs are assumed, OVE comes at a cost of just \$3/night/person. Of which, \$1/night is paid or raised by our residents.”

## Key Findings

As part of our evaluation, CPW conducted surveys and interviews. We collected 178 surveys from service providers, rest stop residents, and rest stop neighbors:

- 20 OVE residents
- 10 neighboring residences and businesses (properties within 500’ of the site)
- 24 representatives from service provider organizations

The findings are based on the interviews and survey responses. In some instances we present the number of responses since not all respondents answered every question.

## Residents

OVE is a unique experiment in micro-housing as a transitional housing strategy. **Nearly 1/3 of survey respondents heard about OVE through social media networks.** Only two noted hearing about OVE through local service providers. Similar results were seen with relation to respondents who heard about OVE through personal networks. **Residents indicate that it was not difficult to apply to live at OVE.** Most noted that it was not difficult to apply to live at OVE and most also noted that they did not need help in filling out the application.

OVE appears to create circumstances that lead to a strong sense of community. **Residents indicated that staying at the camp helped individuals feel secure, safe in their neighborhood, and independent.** Most survey respondents noted that they felt OVE increased their ability to provide for themselves, access water and provide food for themselves, and cook for themselves. Additionally, respondents expressed their agreement with the OVE allowing for a secure place for their

belongings. **OVE provides a space in which individuals regularly interact with one another and establish community.** Most respondents noted developing friendships and connections with others while feeling like a part of a community.

Residents generally indicate that the OVE approach of self-governance is effective. **Residents indicate camp staff is helpful and site rules are effective.** However, three respondents strongly disagreed that camp staff were helpful in connecting them to outside services. Most respondents noted their agreement that hours of operation are convenient and that site rules are applied fairly.

Due to its conditional use permit, Opportunity Village is required to have a set of guidelines for resident behavior. All residents are required to volunteer a certain number of hours around the camp, must adhere to a behavioral contract, and have to remain clean and sober while living at the camp. While surveying neighbors of the village, **it was clear that the site rules directly impacted the community's level of support for Opportunity Village.** Many respondents noted that they supported Opportunity Village as long as people were clean, sober, subject to background checks, working or seeking employment, and giving back to their community. **The operation and rules of Opportunity Village are also viewed positively by the**

**residents.** Almost all residents that we surveyed felt that the site rules were applied fairly. In general, the amenities provided on site to residents are widely used and found to be helpful.

“Many visitors are surprised when they learn what some, maybe all, of us are like that live here: educated, presentable, and attractive.”

Preliminary analysis suggests that OVE is having positive outcomes in helping residents' transition to permanent stable housing. **Staying at the village helps residents' transition to permanent housing, but some still face barriers.** Three residents indicated that OVE was not assisting in their transitioning to permanent housing.

Amenities at OVE are used by residents and are an important element of the OVE program. **All residents surveyed reported accessing amenities provided on-site.** However, the most frequent suggestion regarding useful additions to available amenities included the enlargement of the kitchen facility.

Overall, OVE residents expressed that their stay at OVE has afforded them a safe and secure place to live and a space to work toward transitioning to permanent housing. The camp also provides a sense of independence and community.

## Service Providers

Service providers generally think that rest stops are a positive step, but the program could be better integrated with support services. **There is more familiarity with Opportunity Village than with the Rest Stop Program.** Just over half of respondents reported that they were familiar with OVE, or interacted with residents through their work. Several respondents reported that they visit and or provide services at OVE.

**Opportunity Village is an effective program with positive impacts.** All respondents agreed that OVE is having a positive impact on addressing the needs of the unhoused in Eugene. In addition, nearly all respondents agreed that OVE effectively provides a safe, legal, stable and cost effective place for the unhoused to sleep, and a large portion of respondents believed that OVE is a good way for the unhoused to

transition in more permanent housing. Moreover, service providers see OVE as a cost-effective approach. **Most respondents reported OVE saves tax dollars, however barriers to expanding the program still exist.** Many respondents believe OVE saves tax dollars by providing a safe, legal place to sleep.

Siting transitional housing facilities is almost always controversial. **Many respondents felt that city policies create barriers to the siting and permitting of micro-housing in Eugene.**

OVE is in a development phase and has ample room for improvement. **While opinions vary on the current connection with Opportunity Village, many respondents see an opportunity for improvement.** Nearly all respondents reported that OVE is a good way for the unhoused to become aware of and access their services, however a small portion felt that there was not a strong connection between OVE and external service providers. Just under half reported that there is a strong connection between OVE and service providers. Additionally, a large portion of respondents reported that they would be interested in partnering with OVE.

## Neighbors

As a baseline, we asked neighbors to indicate how safe they feel in their neighborhood. **Respondents generally felt the neighborhood surrounding Opportunity Village was perceived as safe.** None of the individuals that responded indicated they felt unsafe in their neighborhood. Note that this question was asked before the questions specific to OVE.

One of the issues CPW wanted to explore was whether neighbors were aware of OVE. **Eighty percent of survey respondents indicated they were aware of OVE.** This is slightly higher than awareness of rest stops (70%) and may be due to the visibility of OVE. **Survey results show that nearly 90% of respondents were supportive of the OVE program.** Key themes that emerged from comments by survey respondents included that OVE is a benefit to the community, that providing more alternative living options is positive, and that OVE provides opportunities for residents to help themselves.

**Many respondents reported that they had not noticed any changes since OVE's inception.** Some thought the community was more safe and quiet, one noted an increase in bicycle traffic, and one commented that there were more "shady" individuals around. While most respondents had not experienced negative impacts from the program, a common theme for improvement in the program was in the form of increased community outreach and education of the neighbors near Opportunity Village.

## Conclusions

- Opportunity Village is an effective program with positive impact in the community. The community and stability offered by Opportunity Village not only makes residents feel more secure and self-confident, but it likely helps them transition to permanent housing.

- Opportunity Village appears to have widespread community support and is well-known throughout Eugene. Almost all of the neighboring residents and businesses that we surveyed answered that they felt supportive of Opportunity Village when we asked. Reasons for supporting the program included the feeling that people just needed a place to stay, and that it was the right thing to do.
- Opportunity Village has built a community on the site. Opportunity Village also provides residents with a secure place for their belongings and a space in which individuals regularly interact with one another and establish community. Most respondents noted developing friendships and connections with others while feeling like a part of a community.
- The way the village is run and managed is perceived as fair and helpful to residents. Good site management appears to contribute to OVE's success.
- Barriers still keep residents from transitioning to permanent housing. However, over the past year 44% of residents leaving Opportunity Village left to live in permanent or alternative housing. Moreover, most residents agreed that Opportunity Village was assisting with transitioning to permanent housing, and all but one respondent felt that living at Opportunity Village made it easier to access outside services.
- OVE is cost effective. Start up costs were about \$220,000 and operating costs are \$1,200 per month. Amortized over five years, this results in a cost of about \$3 per person per night.
- Based on feedback from the respondents, OVE program could be improved if more opportunities for residents to connect with external services and opportunities related to transitioning.



## IV: CONCLUSIONS AND RECOMMENDATIONS

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This section presents CPW's conclusions and recommendations. The conclusions integrate themes that we identified through the literature review, case studies and surveys. We then present a set of recommendations based on our research.

### Conclusions

**The lack of affordable housing remains the biggest barrier in providing for the unhoused in Eugene.**

While this is an obvious point and is perhaps more expansive than the scope of this study intends, it is important to acknowledge the challenge Eugene continues to face in providing housing that is affordable for all residents. In short, though many factors contribute to homelessness, the absence of housing affordable to people with little or no income presents a significant barrier to unhoused individuals that want to transition into permanent housing.

Housing affordability is hardly a new or unknown problem in Eugene. The Eugene comprehensive lands assessment (ECLA) estimated that Eugene had a deficit of more than 9,000 units affordable to households with annual incomes of \$25,000 or less (Moore, Parker, & Goodman, 2010). In fact, based on the ECLA analysis, Eugene could only meet 50% of the affordable housing need for these households. The problem is likely worse than the numbers suggest because low-income households compete with higher income households for housing in the marketplace. In other words, affordable housing units are not necessarily *available* to low income households.

**Housing First is a demonstrated transitional housing strategy that is effective and saves money.**

Housing First is an effective alternative for individuals that are unhoused, particularly those who face substance abuse disorders along with mental and physical health barriers. Although, the Housing First approach requires key components like vacant land, financial stability, and collaboration from local, state, and federal agencies, this method is a cost-effective way to mitigating and homelessness.

**Few individuals residing at Rest Stops or Opportunity Village are homeless by choice.**

CPW's survey showed that only 8% of Rest Stop residents and no Opportunity Village residents were homeless by choice. Moreover, CPW found that many of the respondents identified having lived in Eugene at the time that they first became unhoused. The causes of homelessness are as diverse as the homeless population.

Like Eugene's population, the local unhoused population is not homogeneous, and is represented by unique individuals from all walks of life. National statistics show

that 25% of homeless individuals are children under age 18, homeless families accounted for 37% of the homeless population, and homeless veterans accounted for 9% of the homeless population.

The data also dispel the myth that homeless individuals are “chronically” homeless. Nationwide, chronically homeless individuals accounted for 15% of all homeless people. CPW’s survey shows that 19% of Rest Stop residents and 8% of OVE residents had been homeless five or more years.

**Rest stops and Opportunity Village residents have more self-confidence, are better able to provide for themselves, and feel as though they’re part of a community.**

Not only do the legal camping programs provide a safe, legal place for the unhoused to sleep, but they appear to help the residents in other ways. Rest stop and Opportunity Village residents indicated that living in the communities increased their self-confidence (69%), made them feel more independent (81%), and gave them a sense of community (92%). Additionally, volunteer site managers expressed similar thoughts about how staying in the rest stops and Opportunity Village benefitted the residents.

“It is a good first step. If our community cannot embrace the well-researched Housing First model fully at least we can have Tents First.”

**The rest stop ordinance is successful at providing a legal place for the unhoused to sleep. However, CPW was unable to assess its effectiveness as a transitional housing strategy.**

More than 70% of rest stop residents indicated that staying at the rest stop is helping them transition into permanent housing. While no formal evaluation of outcomes has been conducted, CSS and NHS collect data on residents. The statistics suggest the rest stop program is helping many residents transition to stable housing. CSS reports that 45 residents transitioned to rental housing, HUD VASH (housing for veterans), Shelter Care, friends or family. While incomplete, these figures suggest the program is having some level of success at transitioning residents into stable housing.

Because the program is relatively new and a lack of data, CPW was unable to determine if the rest stop program serves as an effective transitional housing strategy. While we were unable to draw firm conclusions about these outcomes, it was clear from the surveys and our discussions with volunteer site managers that the rest stops successfully provide a safe, legal place for unhoused residents to sleep.

**The rest stop ordinance lacks a clear purpose statement.**

Based on review of the ordinance and other available materials, it is unclear whether the rest stop ordinance has an intent beyond providing the unhoused a safe, legal place to sleep. In short, it is unclear whether the city intends the program to have a broader set of outcomes and how it fits in with other efforts in the region to address homelessness.

The rest stop ordinance is *possibly* weakened because it does not explicitly define goals for the program or identify the rest stops as transitional housing.<sup>10</sup> Providing spaces for unhoused people to sleep legally solves part of the problem associated with homelessness, but doesn't actually solve the problem itself. Many of the service providers agreed with this assessment, and many claimed that rest stops were a good start, but insufficient in ending homelessness. Though rest stops aren't a solution to homeless, rest stops prove to, in part, assist in facilitating people's transition from being unhoused to securing permanent housing.

**Opportunity Village appears to be successful in transitioning individuals into more permanent housing. This reinforces the viability of micro-villages as transitional housing and suggests micro-villages as suitable, long-term housing for the unhoused.**

According to the Opportunity Village Eugene staff report, between October 2013 (the time the village began operating) and the fall of 2014, over half of the people that left the village transitioned to permanent or alternative housing (Eugene Planning and Development Department, 2014). According to the Opportunity Village quarterly reports, of 47 residents that transitioned, 30 found housing. Fourteen moved into rental housing, 13 moved in with family or friends, and others transitioned into Section 8 housing or other transitional housing. While incomplete, these figures suggest the program is having some level of success at transitioning residents into stable housing.

Additionally, Opportunity Village also provides its residents with many of the amenities that proved to be effective in the other transitional micro-villages discussed in this report including Quixote Village, Dignity Village and River Haven. Micro-housing like Opportunity Village is a cost-effective way to provide independence and stability to previously unhoused residents. The success of Housing First strategies in other cities also suggests that the best way to transition unhoused residents into permanent housing is to simply provide them with housing. For this reason, it seems as though micro-housing can serve both as short-term transitional housing for the unhoused and as long-term, permanent housing for people who want to own or rent their homes.

**Neighboring businesses and residents are very supportive of the programs, and experience little to no negative impacts from being located near the facilities.**

A large majority (83%) of residential or commercial neighbors of the rest stops and Opportunity Village support the programs, often justifying their support with the simple belief that everyone deserves a place to live. What's more, very few of those surveyed reported experiencing any changes in their neighborhoods related to the nearby programs. While neighbors were generally supportive, CPW received a few negative written comments regarding the rest stop program on our neighbor survey.

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<sup>10</sup> We say possibly because expanding the language of the ordinance will not necessary improve its effectiveness. The effectiveness of a revised is contingent on the specific language.

Providing housing to homeless individuals may also have financial benefits for a City as well. While Utah taxpayers pay about \$20,000 per chronically homeless person per year (due to emergency room visits and law enforcement costs), providing an apartment and social worker support for a year costs the government just \$7,800 (Langlois, 2014).

The location of rest stops and Opportunity Village present equity issues for residents and neighbors.

There is a sense of unfairness among neighboring residents and business owners related to the concentration of the rest stops and Opportunity Village in one part of the City. This sentiment of unfairness was communicated by respondents during the neighborhood surveys which identified two aspects of unfairness with relation to the siting of rest stops: (1) the rest stops were concentrated in one part of the City; and (2) rest stops are sited in industrial areas near railroad tracks and distant for day-to-day services. Neighbors and business suggested that the siting of rest stops and any future micro-villages should be reconsidered so as to evenly distribute the rest stops and/or micro-villages across the City. Further, respondents noted that more suitable locations outside of industrial areas and other hazardous areas should be considered viable for siting these services as well.

The ordinance lacks clear direction on the siting of rest stops and micro-villages. As an initial step, the City reviewed city-owned properties, with the Council direction that the sites not be located in City parks, residential areas or close to schools. Most of the rest stops have been located in industrial areas or areas that are otherwise distant from grocery stores and other needed services. This is a matter of expedience – other locations might prove too controversial.

While the City of Eugene has taken significant steps to address homelessness in the community, it lacks a clear, long-term vision for addressing the issue.

Before expanding on this conclusion, it is necessary to note that the Lane County Human Services Commission is the lead agency in the region for addressing homelessness. This is reflected in the draft 2015 Eugene-Springfield Consolidated Plan which defers strategy development and implementation to Lane County. Lane County has developed a comprehensive strategy and provides funding for homelessness outreach, emergency and transitional shelters, homelessness prevention and transitions out of homelessness.<sup>11</sup>

Moreover, it is necessary to note that the City has actively worked on homelessness. Between 2012 and 2014, the City invested more than \$4.4 million in the Human Services Commission to fund local human services. Other noteworthy activities included:

- Expanding the car camping program to accommodate more people and added Conestoga Huts to the program.

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<sup>11</sup> The County's ten-year plan to end homelessness was developed in 2014 and can be found here: [http://www.lanecounty.org/Departments/HHS/HSC/Documents/TEN\\_YR\\_PLAN\\_GoalsToEndHomeless\\_2014\\_Updated\\_140521.pdf](http://www.lanecounty.org/Departments/HHS/HSC/Documents/TEN_YR_PLAN_GoalsToEndHomeless_2014_Updated_140521.pdf)

- Providing a site for Opportunity Village.
- Funding emergency winter strategies with \$225,000 of one-time funding to bolster existing services for people who are homeless, including the Egan Warming Shelters, Looking Glass and St. Vincent DePaul (SVDP).
- Supporting the expansion of the SVDP Service Station to provide more day time space for the unhoused.
- Approving and extending the rest stop pilot program.
- Continuing to partner with local nonprofits to build quality affordable and special needs housing.
- Operation 365 is focused on ending veteran homelessness by housing one homeless veteran each day in 2015. As of June, 2015, the City had housed 200 veterans.

Most importantly, the Lane County Poverty and Homeless Board is implementing a number of efforts focused on Lane County’s homeless population—including Housing First. The Poverty and Homeless Board are actively working to develop and implement a Housing First program. Some progress has been made towards that end; data provided by the County identify eight “Homeless First” programs run by local nonprofit organizations with the capacity to accommodate about 30 families and 130 individuals.

Despite all these efforts, it is unclear what the City role is in implementing the County’s 10-year plan. Partnerships appear to be a key to success—every case study community that had seen success in their homeless strategies involved all levels of local government, nonprofits, and private businesses.

Given the success of the Rest Stop and Opportunity Village programs we recommend developing an integrated strategy that uses the Housing First model at the forefront. The County Plan mentions Housing First and a desire to create more units with wraparound services. Thus, the groundwork is mostly there for an expanded strategy.

### **The Rest Stop program and Opportunity Village are working.**

This is perhaps the most important conclusion of this work. CPW structured the research as a 360-degree review of the programs. Our work considered the experience of residents, neighbors and program managers. All three groups had generally positive experiences with the program. One of the consistent themes we heard was that the programs should be expanded.

## Recommendations

The University of Oregon Office of the President and Community Relations sponsored this review of the Eugene Rest Stop Program and Opportunity Village. As such, our intent was to provide a credible, objective, and external review of these initiatives. In the spirit of contributing to efforts that address the long-standing issue of homelessness in our community, we offer the following recommendations.

**The City should revise the rest stop ordinance to clarify its intent, to better articulate the application process and siting guidelines, and to make it permanent.**

The City should extend the sunset date of the Rest Stop Policy Program to allow the current sites to remain in place permanently. If the ordinance is made permanent, we recommend that it establish a procedure for annual review and renewal of rest stops. This should ensure continued good site management and will allow easy recourse if a site does not work well for any reason.

Additionally, the City needs to develop a better pathway for approving the rest stops. If the City Council wants to continue to have direct oversight of the program, we recommend that either (1) the ordinance be modified to articulate the application process and siting criteria, or (2) if the preference is to keep the ordinance simple and focused, direct staff to develop guidance for prospective applications.

If Council wants to delegate review of rest stop siting decisions, one or more zoning districts could be modified to allow rest stops as conditional uses. Given the nature of the rest stop program, we do not recommend allowing rest stops outright anywhere.

Finally, we recommend the City consider amending the ordinance to explicitly identify an intention for the rest stop program. This could be incorporated into a revised ordinance or into a set of program guidelines.

**Work to enhance the multijurisdictional partnership of local governments, nonprofits, and private businesses to fully implement the Housing First model.**

Continue multi-jurisdictional efforts that involve local governments, nonprofits and the business community in crafting solutions using the Housing First model as a priority. Local governments have taken several significant steps toward ending homelessness in Eugene. The Opportunity Eugene Task Force and the Lane County 10-year plan to End Chronic Homelessness have had some effect. Moreover, the Lane County Poverty and Homeless Board is implementing a number of efforts focused on Lane County's homeless population—including Housing First. Given that the Poverty and Homeless Board is the lead coordinating agency, the Board should coordinate this effort.

While these efforts are a good step, it is unclear from the 10-year plan, the ordinances, and related programs how Rest Stops and micro-villages fit into the overall community strategy to end homelessness. These steps are a start towards a

Housing First program, but we observe that they lack all of the elements of a housing first program. While the region has not implemented a fully developed Housing First program, the Lane County Poverty and Homeless Board is quickly moving that direction.

Based on media reports and the success of Rest Stops and Opportunity Village, it appears that political support exists for a Housing First program. Developing an effective program, however, is more complicated than committing to do it. While the region has not implemented a fully developed Housing First program, the Lane County Poverty and Homeless Board is quickly moving that direction.

It is notable that these efforts require resources—time and dollars. Local governments should consider dedicating staff time and funding to implement the Lane County Housing First program.

### **Review land-use options for accommodating micro-housing development.**

Opportunity Village was approved as a homeless shelter under a conditional use permit in an industrial zone. Our research suggests that demand exists for additional micro-village developments in Eugene. Moreover, the “tiny home” movement nationally suggests that small homes, potentially in micro-village development appeal to a broader spectrum of the community. In short, Eugene has an opportunity to think of micro-housing as more than transitional housing for the homeless or a homeless shelter. It has the opportunity to be an affordable housing option for a much broader group of households in our community.

City staff have determined that if micro-housing can meet 2015 building code standards they are permissible under multi-family development. They may also be allowed as a type of Recreational Vehicle park. It is conceivable that tiny homes could exist in a more traditional subdivision. It is questionable whether such a development could be an affordable housing option under the current code. The current code specifies a minimum lot size of 3,600 square feet. Smaller lot sizes are available in cluster subdivisions. Moreover, system development charges (SDCs) would be a significant barrier to the cost of housing in a micro-village. Moreover, dense micro-village developments may be subject to neighborhood opposition.

The concept of allowing micro-villages as an outright use in one or more zones should be explored. We recommend the Eugene City Council direct the Planning Department to conduct a review of the City Development Code with respect to micro-village and micro-apartment development. That review should include analysis of the merits of code amendments and recommendations to the Planning Commission about whether such amendments would be appropriate, and if so, in what context.

### **Monitor the geographic location of transitional housing and services to equitably distribute the facilities in the community.**

Due to perceived geographic inequities identified by program residents, site managers, neighboring residents and businesses, and service providers, we recommend the City continue to monitor the geographic location of facilities. CPW's analysis shows that the rest stops are specifically concentrated in two parts

of the City. While it would be optimal for these facilities to be located in every Council Ward, the reality is that locational decisions should take into consideration the location of support services and basic needs.

As drafted, the rest stop ordinance does not provide many degrees of freedom on locational choices—it prohibits rest stops from being located in residential zones. Our assessment is that the concentration of rest stops in one area of the community is the result of the way the ordinance was constructed rather than a conscious choice to focus them in one area of the community. We strongly urge the Eugene City Council to have a discussion about the current siting criteria and how they might be modified to allow for a more equitable distribution of rest stop facilities.

### **Take steps to better inform the community about the rest stop and micro-village programs.**

CPW's research suggests that many neighboring businesses and residents were unaware of the program. We posit that the level of awareness among the general population of Eugene residents is quite low. Moreover, CPW's work suggests a strong possibility for residents to conflate the general homeless population with residents of rest stops and micro-villages. The evidence is pretty clear that these managed living situations reduce negative impacts of illegal camping.

Providing education about the impacts of these facilities and the people who live there would facilitate a better relationship between the sites and the surrounding neighborhoods. This would make it easier to expand the program, and also create a better relationship between the City, neighboring residents and businesses, and unhoused residents at the sites.

### **Work with site managers to develop mechanisms to more systematically monitor outcomes from the Rest Stops and micro-villages.**

While it is difficult to track residents after they leave rest stops or micro-villages, the best approach to monitoring outcomes would be to conduct post-program surveys of residents one or two years after they leave. It is obvious the challenges that this presents; the best that site managers (or City staff) might do is to request that residents leave a forwarding address or check-in at some point in the future—a step that is impractical and probably would not work.

In the absence of a post-program monitoring system, CPW recommends that site managers implement systematic information gathering on intake (e.g., when residents move in) and periodically during individuals' residence. Opportunity Village has a systematic data collection method that could easily be adapted to the rest stop program. We do not believe this would impose a lot of additional effort on site managers—the ordinance requires certain information (e.g., a list of names of individuals residing at the rest stop).



# APPENDIX A: CITY ORDINANCES

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Appendix A includes City code sections, ordinances, and administrative orders related to overnight camping and the rest stop program. It includes the following documents:

- City Code Section 4.815 – Prohibited Camping
- City Code Section 4.816 – Permitted Overnight Sleeping
- Ordinance 20517 – An Ordinance Concerning Permitted Overnight Sleeping; Amending Section 4.816 Of The Eugene Code, 1971; And Providing A Sunset Date For Uncodified Provisions
- Administrative Order No. 53-13-13 Of The City Manager – Temporary Rule Adopting Overnight Sleeping Pilot Program Regulations For Purposes Of Implementing Ordinance No. 20517

## **4.815 Prohibited Camping.**

- (1) As used in this section:
  - (a) "To camp" means to set up or to remain in or at a campsite.
  - (b) "Campsite" means any place where any bedding, sleeping bag, or other material used for bedding purposes, or any stove or fire is placed, established or maintained for the purpose of maintaining a temporary place to live, whether or not such place incorporates the use of any tent, lean-to, shack, or any other structure, or any vehicle or part thereof.
- (2) It is found and declared that:
  - (a) From time to time persons establish campsites on sidewalks, public rights-of-way, under bridges, and so forth;
  - (b) Such persons, by such actions create unsafe and unsanitary living conditions which pose a threat to the peace, health and safety of themselves and the community; and,
  - (c) The enactment of this provision is necessary to protect the peace, health and safety of the city and its inhabitants.
- (3) No person shall camp in or upon any sidewalk, street, alley, lane, public right-of-way, park or any other publicly-owned property or under any bridge or viaduct, unless otherwise specifically authorized by this code or by declaration of the Mayor in emergency circumstances.
- (4) Upon finding it to be in the public interest and consistent with council goals and policies, the council may, by motion, exempt a special event from the prohibitions of this section. The motion shall specify the period of time and location covered by the exemption.

*(Section 4.815 amended by Ordinance No. 19163, enacted July 11, 1983; and Ordinance 20062, enacted September 16, 1996, effective October 16, 1996.)*

#### **4.816 - Permitted Overnight Sleeping.**

- (1)** Notwithstanding any other provision of this code:
  - (a) Persons may sleep overnight in a vehicle in a parking lot of a religious institution, place of worship, business or public entity that owns or leases property on which a parking lot and occupied structure are located, with permission of the property owner. The property owner may not grant permission for more than six vehicles used for sleeping at any one time. For purposes of this subsection (1), the term “vehicle” includes a car, tent, camper, trailer, and Conestoga hut.
  - (b) Persons may sleep overnight in the back yard of a single family residence in a residential zoning district, with permission of the owner and tenant of the residence. Not more than one family may sleep in any back yard, and not more than one tent or camping shelter may be used for sleeping in the back yard. As an alternative, but not in addition to sleeping overnight in the back yard, not more than one family may sleep in a vehicle, camper or trailer parked in the driveway of a single family residence in a residential zoning district, with permission of the owner and tenant of the residence. For purposes of this subsection, “family” means persons related by blood or marriage, or no more than two unrelated adults.
  - (c) Persons may sleep overnight in a vehicle, on a paved or graveled surface located on a vacant or unoccupied parcel, with the permission of the property owner, if the owner registers the site with the city or its agent. The city may require the site to be part of a supervised program operated by the city or its agent. The property owner may not grant permission for more than six vehicles used for sleeping at any one time.
- (2)** A property owner who allows a person or persons to sleep overnight on a property pursuant to subsections (1)(a), (1)(b) or (1)(c) of this section shall:
  - (a) Provide or make available sanitary facilities;
  - (b) Provide garbage disposal services as required by sections 6.050 and 6.055 of this code;
  - (c) Provide a storage area for campers to store any personal items so the items are not visible from any public street;
  - (d) Require a tent or camping shelter in a backyard to be not less than five feet away from any property line; and
  - (e) Not require payment of any fee, rent or other monetary charge for overnight sleeping, as authorized by this section.
- (3)** A property owner who permits overnight sleeping pursuant to subsection (1) and (2) of this section, may revoke that permission at any time and for any reason. Any person who receives permission to sleep on that property

as provided in this section shall leave the property immediately after permission has been revoked.

- (4) Notwithstanding any other provision of this section, the city manager or the manager's designee may:
  - (a) Prohibit overnight sleeping on a property if the city finds that such an activity on that property is incompatible with the uses of adjacent properties or constitutes a nuisance or other threat to the public welfare;  
or
  - (b) Revoke permission for a person to sleep overnight on city-owned property if the city finds that the person has violated any applicable law, ordinance, rule, guideline or agreement, or that the activity is incompatible with the use of the property or adjacent properties.
- (5) The city manager or the manager's designee may impose administrative civil penalties on property owners who fail to comply with the requirements of subsections (1) and (2) of this section, as provided in section 2.018 of this code.
- (6) In addition to any other penalties that may be imposed, any campsite used for overnight sleeping in a manner not authorized by this section or other provisions of this code shall constitute a nuisance and may be abated as such. As used in this section, "campsite" has the meaning given in section 4.815 of this code.
- (7) The city manager may adopt administrative rules in the manner provided in section 2.019 of this code to implement this section.
- (8) With authorization from the city manager or designee in connection with a specific special event, persons may sleep overnight on public property which has a community center, swimming pool, or other city-operated athletic facility located thereon at which the special event is being held. The authorization shall be limited to no more than eight days in any two-week period.
- (9) Nothing in section 4.815 or 4.816 of this code creates any duty on the part of the city or its agents to ensure the protection of persons or property with regard to permitted overnight sleeping.

*(Section 4.816 added by Ordinance No. 20130, enacted August 5, 1998; and amended by Ordinance No. 20255, enacted June 10, 2002, effective July 10, 2002; and Ordinance No. 20517, enacted and effective September 25, 2013.)*

## **ORDINANCE NO. 20517**

AN ORDINANCE CONCERNING PERMITTED OVERNIGHT SLEEPING; AMENDING SECTION 4.816 OF THE EUGENE CODE, 1971; AND PROVIDING A SUNSET DATE FOR UNCODIFIED PROVISIONS.

The City Council of the City of Eugene finds as follows:

A. Section 4.816 of the Eugene Code, 1971 (EC) provides for the regulation of overnight sleeping.

B. In order to create additional sleeping options for people who are homeless, Ordinance No. 20484 was adopted temporarily allowing overnight sleeping in a tent where overnight sleeping would be allowed in a vehicle. The sunset date of that provision was extended to December 31, 2014 by Ordinance No. 20501. Ordinance No. 20503 was adopted allowing overnight sleeping in a “Conestoga hut” where overnight sleeping would be allowed in a vehicle. That Ordinance will sunset on October 1, 2013. EC 4.816 should be amended to make those provisions permanent.

C. In addition, a pilot program expanding the permitted overnight sleeping provisions should be established and remain in effect until March 31, 2014, which will allow the City to monitor the program to determine whether it should be made permanent, revised or abandoned.

NOW, THEREFORE, THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. The findings set forth above are adopted.

Section 2. Subsection (1) of EC 4.816 is amended to provide as follows:

4.816 Permitted Overnight Sleeping.

(1) Notwithstanding any other provision of this code:

(a) Persons may sleep overnight in a vehicle[, camper or trailer] in a parking lot of a religious institution, place of worship, business or public entity that owns or leases property on which a parking lot and occupied structure are located, with permission of the property owner. The property owner may not grant permission for more than [three] six vehicles used for sleeping at any one time. For purposes of this subsection (1), the term “vehicle” includes a car, tent, camper, trailer, and Conestoga hut.

(b) Persons may sleep overnight in the back yard of a single family residence in a residential zoning district, with permission of the owner and tenant of the residence. Not more than one family may sleep in any back yard, and not more than one tent or camping shelter may be used for sleeping in the back yard. As an alternative, but not in addition to sleeping overnight in the back yard, not more than one family may sleep in a vehicle, camper or trailer parked in the driveway of a single family residence in a residential zoning district, with permission of the owner and tenant of the residence. For purposes of this subsection, “family” means persons related by blood or marriage, or no more than two unrelated adults.

(c) Persons may sleep overnight in a vehicle, [camper or trailer] on a paved or graveled surface located on a vacant or unoccupied parcel, with the permission of the property owner, if the owner registers the site with the city or its agent. The city may require the site to be part of a supervised program operated by the city or

its agent. The property owner may not grant permission for more than [three] six vehicles used for sleeping at any one time.

Section 3. The following provisions are adopted as a pilot program and shall sunset and be repealed on March 31, 2014, unless extended or made permanent by future Council action:

Permitted Overnight Sleeping Pilot Program.

(1) Up to 15 persons may sleep overnight in vehicles, as that term is defined in section 4.816(1)(a) of this code, between 9:00 p.m. and 7:00 a.m. only, on the property authorized pursuant to Section 4 of this ordinance. A person who uses the site for overnight sleeping shall remove all personal property from the site by 7:00 a.m.

(2) No site may be used for overnight sleeping pursuant to subsection (1) of this section unless one or more entities other than the City provides, at no cost to the City, adequate garbage, toilets and supervision. The entity providing supervision shall work with surrounding and nearby neighbors (businesses or residences) to address any concerns.

Section 4. The City Manager shall recommend to the City Council a proposed site for the pilot project authorized by Section 3 of this Ordinance. Any such site may not be located in a residential area or close to a school, and must be owned by the City of Eugene, a religious institution, a non-profit organization, or a business if the business is located on property zoned commercial or industrial. Before a proposed site may be used, it must be approved by motion by the City Council.

Passed by the City Council this Approved by the Mayor this

\_\_\_\_ day of \_\_\_\_\_, 2013. \_\_\_\_ day of \_\_\_\_\_, 2013.

\_\_\_\_\_  
City Recorder Mayor

## **ADMINISTRATIVE ORDER NO. 53-13-13**

TEMPORARY RULE ADOPTING OVERNIGHT SLEEPING PILOT PROGRAM  
REGULATIONS FOR PURPOSES OF IMPLEMENTING ORDINANCE NO. 20517.

The City Manager of the City of Eugene finds that:

A. Section 2.019 of the Eugene Code, 1971 (EC) authorizes the City Manager to adopt rules for administration of provisions of the Eugene Code.

B. On September 25, 2013, the City Council passed Ordinance No. 20517 which established a temporary Permitted Overnight Sleeping Pilot Program allowing up to 15 persons to sleep overnight at approved City locations. Unless extended or made permanent by the City Council, that Program will sunset and be repealed on March 31, 2014.

C. On October 28, 2013, the City Council approved two sites at which people may sleep overnight.

D. This Temporary Rule, which is authorized by EC 2.019(5), is necessary due to the inclement weather and need for the prompt implementation of Ordinance No. 20517.

NOW THEREFORE, based on the above findings, the following standards shall remain in effect until March 31, 2014, unless replaced earlier by an emergency rule, temporary rule, or permanent rule adopted in accordance with the provisions of EC 2.019.

#### PERMITTED OVERNIGHT SLEEPING PILOT PROGRAM REGULATIONS

For purposes of the implementation of Ordinance No. 20517, the following regulations are implemented for the permitted overnight sleeping locations (“the property”) approved by City Council:

##### A. Property Provider/Site Manager Responsibilities:

1. The property provider/operator shall designate a site manager who shall be responsible for providing supervision when provider is not present. Designation of a site manager does not relieve the property provider/operator of responsibility to ensure compliance with the Contract and these regulations.
2. A contract shall be executed providing for one or more portable toilets with weekly cleaning, and weekly trash/recycling pick up.
3. The property provider/site manager shall maintain a roster of individuals who are authorized to be at the property.
4. The property provider/site manager shall ensure that guests and visitors comply with all provisions of these rules, the site agreement, and Ordinance No. 20517.

##### B. Guest Responsibilities:

1. The following activities/items are prohibited from the property:
  - Alcohol, illegal drugs
  - Weapons
  - Illegal activity
  - Open flames
  - Loud music or other disruptive noise
  - Overnight visitors
  - Physical violence, intimidating or threatening behavior or language while on or in the vicinity of the property; damage or harm to the property or property in the surrounding area.
  - Engage in behavior on or near the property that may negatively affect the peace and enjoyment of the property and surrounding property for other overnight sleepers or for neighbors.

- Children, unless the property is specifically designated and managed for families with children.
2. Only tents are permitted on the property, unless specifically approved in writing by the City Manager or the Manager’s designee.
  3. The provider, guests and visitors shall comply with all applicable provisions of federal, state and local laws, including the requirements of the fire code.
  4. Guests shall keep personal property in the permitted tent.
  5. Visitors are allowed only between 9 a.m. and 9 p.m. and are not permitted to bring animals onto the property. Guests shall be responsible for the behavior of visitors while on the property, and visitors shall adhere to all of the obligations of guests under these regulations. Not more than 20 people, counting both guests and visitors, may be on the property between 9 a.m. and 9 p.m.
  6. Guests shall be selected by the property provider and may stay on the property until the provider revokes that permission. If permission to remain on the property is revoked, the guest(s) must immediately remove themselves and their property or risk citation for trespassing, having their vehicle towed, at the owner’s expense, and their property disposed of.
  7. Guests shall deposit all garbage in waste receptacles provided by the property provider/site manager or transport it off site and dispose of it lawfully, and shall keep the area where they are sleeping clean.
  8. Guests shall use bathroom facilities provided by the property provider/site manager, or available to the public off-site.

Dated and effective this \_\_\_\_\_ day of \_\_\_\_\_, 2013.

\_\_\_\_\_

Jon R. Ruiz  
City Manager

## APPENDIX B: REST STOP EVALUATION

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This appendix summarizes results from surveys and interviews of rest stop residents, neighbors and business within a 500-foot buffer of a rest stop, and service providers. The information contained in Appendix B is only relating to the Rest Stop Pilot Program.

To incorporate feedback from residents of the rest stops, CPW conducted surveys at three of the rest stops, two run by Community Supported Shelters (CSS) and one run by Nightingale Health Sanctuary (NHS). Our goal was to learn about the people staying at the rest stops and to understand their experiences of entering and residing at the rest stops. The CPW team visited the three sites during their established weekly meeting times, introduced ourselves and the project, and distributed the surveys. Respondents were told that their answers were anonymous and that the surveys were completely voluntary.

As part of our evaluation, CPW conducted surveys and interviews. We collected 114 surveys from service providers, rest stop residents, and rest stop neighbors:

- 37 rest stop residents (at three rest stops)
- 53 neighboring residences and businesses
- 24 representatives from service provider organizations

The findings are based on the survey instruments and are presented in the order the questions were asked. In some instances we present the number of responses since not all respondents answered every question.

### Findings

#### Resident Perceptions

Thirty-seven of approximately 60 rest stop residents completed the survey, representing 62% of current residents. Table B-1 shows a summary of rest resident characteristics. On average, rest stop residents have lived in Eugene for 9.5 years and 62% of respondents were living in Eugene when they became unhoused. About a quarter of respondents had been unhoused for less than a year when they moved into the rest stop, and 92% said that they had not chosen to become unhoused.

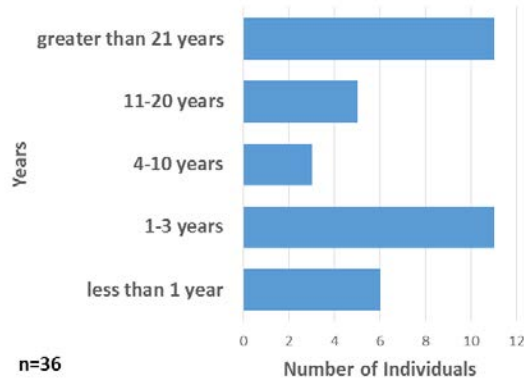
**Table B-1. Rest stop resident characteristics**

| Characteristic                              | Value     |
|---|-----------|
| Median years in Eugene                      | 9.5 years |
| Median wait for rest stop                   | 1 month   |
| Median length unhoused                      | 2.5 years |
| Chose to be unhoused                        | 8%        |
| Eugene residents prior to becoming unhoused | 62%       |



## Respondent Characteristics

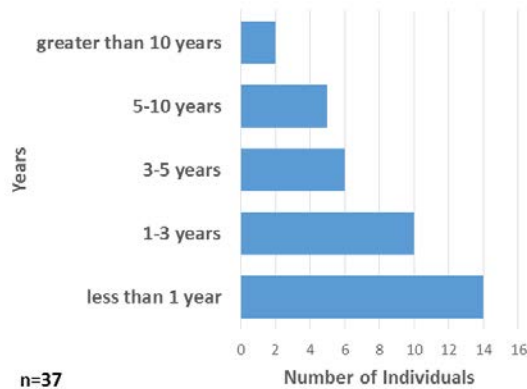
**Figure B-1. How long have you been in Eugene?**



**Table B-2. How long did you wait to get into the rest stop?**

| Time                 | Number    | Percent     |
|----------------------|-----------|-------------|
| Less than 1 week     | 11        | 31%         |
| 1 to 3 weeks         | 8         | 22%         |
| Greater than 3 weeks | 17        | 47%         |
| <b>Total</b>         | <b>36</b> | <b>100%</b> |

**Figure B-2. Prior to staying here (e.g., at the rest stop), how long have you been unhoused?**



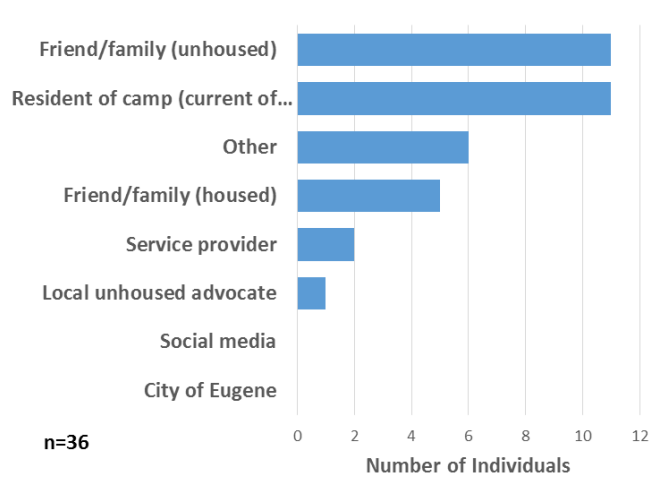
### Was it your choice to be unhoused?

When asked whether or not rest stop residents chose to be unhoused respondents overwhelmingly responded “no”. Out of 36 total respondents 33 responded they did not chose to be unhoused (92%). Three individuals did indicate they chose to be unhoused by choice (8%).

**What city were you in when you first became unhoused?**

The majority of rest stop residents were Eugene residents when they first became unhoused. Sixty-two percent of respondents indicated they were in the Eugene/Springfield area when they first became unhoused. The rest of respondents (38%) were made up of locations outside Eugene-Springfield.

**Figure B-3. How did you first find out about the rest stop?**



**Resident perceptions of Rest Stops**

**Table B-3. Rate your level of agreement or disagreement with the following statements:**

| Statement   | Strongly Agree | Agree | Neither Agree nor Disagree | Disagree | Strongly Disagree | Total Responses |
|---|----------------|-------|----------------------------|----------|-------------------|-----------------|
| The application process to live at camp was difficult | 0%             | 11%   | 14%                        | 32%      | 43%               | 37              |
| I needed help to fill out the application             | 0%             | 5%    | 0%                         | 24%      | 59%               | 37              |

**Table B-4. Rate your level of agreement or disagreement with the following statements related to your stay at a rest stop:**

| Statement   | Strongly Agree | Agree | Neither Agree nor Disagree | Disagree | Strongly Disagree | Total Responses |
|---|----------------|-------|----------------------------|----------|-------------------|-----------------|
| I am able to sleep without fear of being threatened or harassed | 58%            | 25%   | 3%                         | 8%       | 6%                | 36              |
| I feel safer in the neighborhood                                | 56%            | 33%   | 11%                        | 0%       | 0%                | 36              |
| It increases my ability to provide for myself                   | 53%            | 33%   | 6%                         | 3%       | 3%                | 35              |
| It's easier for me to access water and obtain food for myself   | 42%            | 42%   | 14%                        | 0%       | 3%                | 36              |
| I'm able to cook for myself                                     | 50%            | 42%   | 3%                         | 0%       | 3%                | 35              |
| I have a secure place to keep my belongings                     | 58%            | 31%   | 6%                         | 3%       | 3%                | 36              |
| I feel more independent   | 33%            | 47%   | 14%                        | 3%       | 3%                | 36              |

**Table B-5. Rate your level of agreement or disagreement with the following statement related to your stay at a rest stop:**

| Statement  | Strongly Agree | Agree | Neither Agree nor Disagree | Disagree | Strongly Disagree | Total Responses |
|--|----------------|-------|----------------------------|----------|-------------------|-----------------|
| Increases my self confidence                             | 36%            | 33%   | 25%                        | 3%       | 3%                | 36              |
| I feel like I'm part of a community                      | 42%            | 50%   | 6%                         | 0%       | 3%                | 36              |
| I have developed friendships and connections with others | 47%            | 47%   | 3%                         | 0%       | 3%                | 36              |

**Table B-6. Rate your level of agreement or disagreement with the following statements related to your stay at a rest stop:**

| Statement  | Strongly Agree | Agree | Neither Agree nor Disagree | Disagree | Strongly Disagree | Total Responses |
|--|----------------|-------|----------------------------|----------|-------------------|-----------------|
| The staff accommodate my needs   | 24%            | 48%   | 18%                        | 6%       | 3%                | 33              |
| The staff are helpful in connecting me with outside services   | 24%            | 44%   | 15%                        | 12%      | 6%                | 34              |
| The rules and regulations contribute to a better community   | 41%            | 53%   | 3%                         | 3%       | 0%                | 34              |
| The rules and regulations are helpful in providing a safe place for me to sleep                            | 49%            | 49%   | 0%                         | 3%       | 0%                | 35              |
| The hours of operation are convenient to me  | 27%            | 52%   | 15%                        | 6%       | 0%                | 33              |
| The rules and regulations are reasonable and applied fairly to everyone.                                   | 41%            | 35%   | 18%                        | 3%       | 3%                | 34              |
| It makes it easier to access outside services I need (i.e. health care, food, financial and job resources) | 37%            | 37%   | 23%                        | 3%       | 0%                | 35              |

**Table B-7. Rate your level of agreement or disagreement with the following statements related to your stay at the rest stop:**

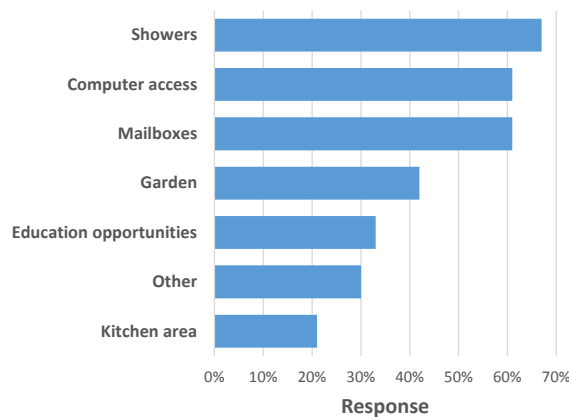
| Statement   | Strongly Agree | Agree | Neither Agree nor Disagree | Disagree | Strongly Disagree | Total Responses |
|---|----------------|-------|----------------------------|----------|-------------------|-----------------|
| Staying at a rest stop is helping me transition to more permanent housing | 34%            | 37%   | 23%                        | 6%       | 0%                | 35              |
| I still face barriers in transitioning to more permanent housing          | 33%            | 36%   | 25%                        | 3%       | 3%                | 36              |

If agree or strongly agree to barriers, please list them:

Common themes that emerged from barriers faced were:

- lack of affordable housing
- no income or employment
- mental instability

**Figure B-4. Would any of following amenities help you transition into more permanent housing (check all that apply)**



**What educational opportunities would you like to see offered at the rest stops?**

Common themes that emerged from this question were:

- help filing for financial aid
- time management
- college opportunities
- Obtain GED

**Neighbor Perceptions**

Respondents were asked a series of questions, starting with how long they lived or had a business in the area, followed by their opinions on how safe they believe

their neighborhood is. Additionally, they were asked if before completing the survey they were aware of the City’s Rest Stop Policy or Opportunity Village, as well as if they were, in general supportive or unsupportive of the programs designed to provide transitional housing to the homeless. Eighty-nine (89) completed responses were collected from four different locations. Table B-8 summarizes the responses by location.

**Table B-8. Responses by location**

| Location                          | Number |
|-----------------------------------|--------|
| Roosevelt and Garfield            | 15     |
| Northwest Expressway and Chambers | 25     |
| Martin Luther King Jr. Boulevard  | 13     |
| Emailed                           | 36     |
| Total                             | 89     |

**Table B-9. Characteristics of neighbors and businesses**

| Characteristic                                       | Value |
|--|-------|
| Median time lived or worked at this location (years) | 8     |
| Rent home or business                                | 32%   |
| Own home or business                                 | 68%   |
| Supportive of program                                | 83%   |
| Unsupportive of program                              | 17%   |
| Aware of program                                     | 65%   |

**How long have you lived or had a business at this location?**

Respondents were asked how long they’ve either lived at or had a business at their respective location. Responses ranged from as little as one week to as much as 90 years.

**Do you own or rent the building you live in/have a business in?**

Respondents were asked whether they owned the building in which their business was located or rented. Similarly, neighbors were asked if they were renting their home or had owned their home. Thirty-two percent of respondents reported owning the building their business in or their home and 68% of respondents reported renting the building or their home.

**Before completing this survey, were you aware of the Rest Stop Pilot Program?**

Respondents were asked whether or not prior to completing the survey, they had previously known about the Rest Stop Pilot Program. This was done as a way to gauge the level of awareness they may or may not have regarding the program. Sixty-five percent of respondents reported having have heard about the Rest Stop Pilot Program.

**If you represent a business or organization, what is your title or position?**

If the respondent were a business or organization they were asked to provide their title or position. This was done as a way to identify whose perceptions we were gaining within the business or organization. Respondents mainly identified as office or store managers, or owners of the business.

## Neighbor Perceptions of the Rest Stop Program

**Table B-10. How would you describe your neighborhood?**

| Response                | Percent   |
|-------------------------|-----------|
| Very Unsafe             | 2%        |
| Unsafe                  | 10%       |
| Neither Unsafe nor Safe | 23%       |
| Safe                    | 54%       |
| Very safe               | 12%       |
| <b>Total Responses</b>  | <b>52</b> |

**In general, are you supportive or unsupportive of these programs?**

When asked whether or not respondents were supportive or unsupportive of the Rest Stop Pilot Program, we found 83% of respondents were supported, this is opposed to 17% whom reported they were unsupportive.

**Please explain your response to the previous question in the box below:**

Common themes that emerged from those whom were supportive of the Rest Stop Pilot Program were:

- People need a place to sleep at night
- Legal camps, like rest stops are a good start
- Good to see City is doing something to address homelessness
- Supportive if rest stops are regulated

Common themes that emerged from those whom were unsupportive of the Rest Stop Pilot Program were:

- Increased crime, trespassing, and transients
- Negative reflection on the City
- An “eyesore” next to Autzen Stadium
- People need to be willing to help themselves

**Are you aware that there is a rest stop close to your home or business?**

Respondents were very aware of living or working next to a rest stop. It’s unclear if these rest stops were city sanctioned or illegal camps. Only 9% reported being unaware of the rest stop.

### **Have you noticed any changes in the neighborhood since the rest stops opened? If so, what? When?**

The majority of respondents reported experiencing no negative impacts from the legal rest stops. There were however, several negative impacts from nearby illegal camps that may influence perception of homeless. Some responses included:

- Trespassing on property
- Increased homeless foot traffic
- Pan-handling
- Garbage accumulation

### **Have these changes influenced your opinion of the program?**

When asked whether or not any experience changes influenced their opinion of the Rest Stop Pilot Program, most respondents answered “no”. On the contrary, a handful of responses indicated their experiences have changed their opinion of rest stops. Common themes included:

- Advocate to get rest stop closed
- No tolerance for these programs

### **In your opinion, what are some ways to mitigate any negative impacts neighbors experience from the rest stop?**

At the end of the survey, respondents were asked if they had any ideas of how to mitigate any potential negative impacts experienced from rest stops. Most people stated they had not experienced any negative impacts, but several respondents offered ways of improving the program.

- Don't place rest stops in the middle of a neighborhood
- Spread them out a little bit
- Shut them down, stop giving help to people who refuse to help themselves
- Neighbors should visit a rest stop, and get to know the people so they can see they're just like the rest of us
- Having bathrooms at the site is a good thing. We noticed more impacts at the illegal sites
- We need a reliable point of contact with a site manager to voice our complaints or concerns

## **Service Provider Perceptions**

CPW administered an online survey to a group of organizations that provide services to the unhoused. We used a list of service providers provided by city staff as well as Internet research. Goals of this survey were to learn about the following:

- If service providers knew about the Rest Stop Program or Opportunity Village
- The level of involvement service providers have with these programs
- Whether service providers thought the programs were meeting their goals
- What service providers perceive as barriers to program expansion
- Service provider opinions of the impacts of the programs

CPW received 24 completed responses from eight different organizations (Table B-11).

**Table B-11. Number of responses by organization**

| Organization represented                      | Number |
|---|--------|
| St. Vincent de Paul First Place Family Center | 1      |
| St. Vincent de Paul                           | 2      |
| Catholic Community Services of Lane County    | 12     |
| White Bird Clinic                             | 1      |
| WomenSpace                                    | 2      |
| Eugene Mission                                | 1      |
| Sheltercare                                   | 1      |
| Lane Independent Living Alliance              | 1      |
| Healthcare for Homeless Veterans              | 1      |
| Adult Protective Services                     | 1      |
| Lane County                                   | 1      |
| Total   | 24     |

The respondents' time at their current positions or titles ranged from as little as six months to 12 years. Respondents represented a mixture of positions including directors, social services managers, and resources specialist. All positions or titles represented had experience working with the unhoused population.

**Table B-12. Characteristics of service providers**

| Characteristic  | Value |
|---|-------|
| Median time at position (years)                       | 2     |
| Familiar with rest stop program                       | 11%   |
| Not familiar with rest stop program                   | 5%    |
| Heard of the program, but not familiar with operation | 53%   |

### **What is your position?**

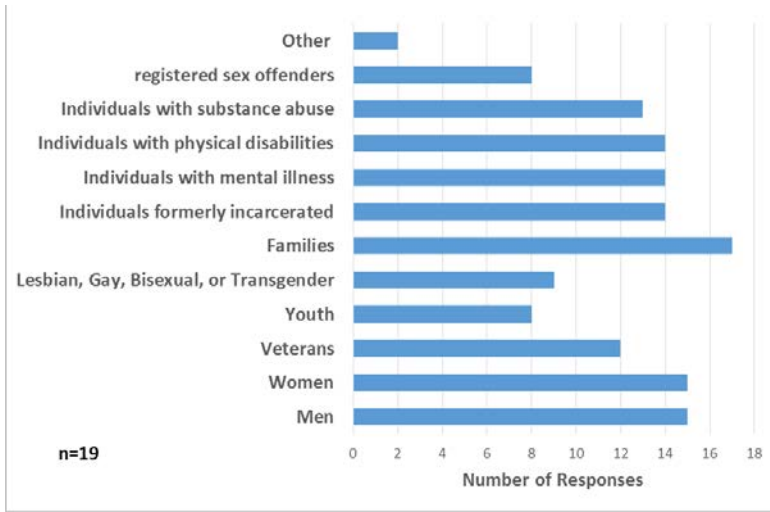
Respondents were asked to provide their position within their respective organization. Responses were largely from providers that worked directly in providing services to the unhoused. Title included: Program manager, Social Services Specialist and Crisis Worker.

### **How long have you been at your current position or title at your organization?**

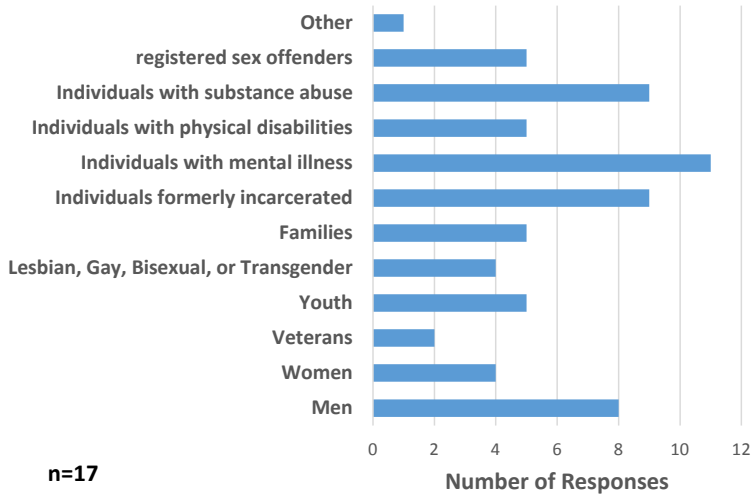
Respondent's time at their current positions or titles ranged from as little as six months to 15 years.



**Figure B-5. What sub-groups of the unhoused does your organization primarily serve?**



**Figure B-6. What sub-groups of the unhoused population are under served or not served at all?**



**Table B-13. How familiar are you with the City of Eugene’s Rest Stop (aka Safe Spots) Program?**

| Statement  | Percent | Total Responses |
|--|---------|-----------------|
| I'm not familiar with it   | 5%      | 1               |
| I've heard of it, but am not familiar with it's operations             | 53%     | 10              |
| I'm familiar with it's operations                                      | 11%     | 2               |
| I interact with participants staying at the rest stops through my work | 26%     | 5               |
| I visit/provide services at the rest stops                             | 5%      | 1               |

**The following is a definition of the Rest Stop Pilot Program:**

Rest stops allow for up to 15 people to sleep overnight in tents on certain properties in Eugene. Each site must be managed by a community agency or organization that acts as a site provider and signs an agreement with the City to supervise the site. Currently those organizations are Community Supported Shelters (CSS) and Nightingale Health Sanctuary (NHS).

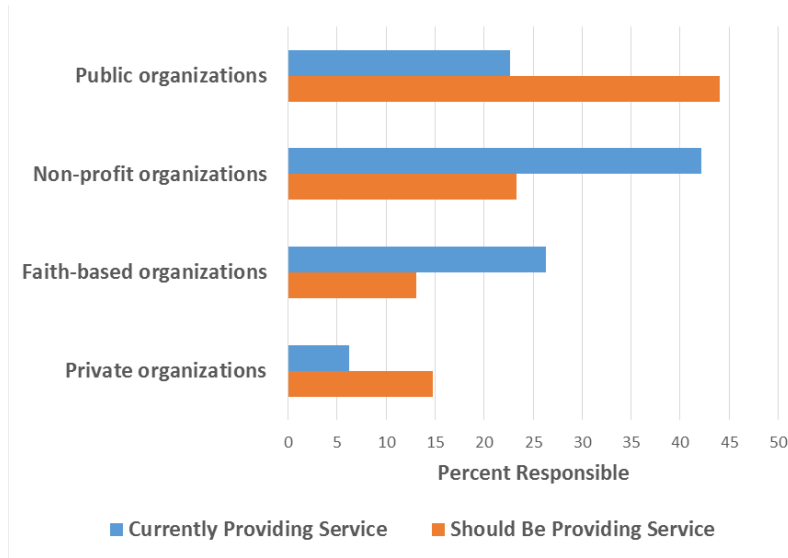
**Table B-14. Please indicate your level of agreement or disagreement with the following statements:**

| Statement   | Strongly Disagree | Disagree | Neither Agree nor Disagree | Agree | Strongly Agree | Total Responses |
|---|-------------------|----------|----------------------------|-------|----------------|-----------------|
| The rest stop program is something your organization would be interested in partnering with   | 0%                | 0%       | 57%                        | 43%   | 0%             | 7               |
| The rest stop program is a good way for the unhoused to become aware of and access your services (i.e. through pamphlets/referrals on site) | 0%                | 0%       | 11%                        | 78%   | 11%            | 9               |

**Table B-15. Please indicate your level of agreement or disagreement with the following statements:**

| Statement  | Strongly Disagree | Disagree | Neither Agree nor Disagree | Agree | Strongly Agree | Total Responses |
|--|-------------------|----------|----------------------------|-------|----------------|-----------------|
| The rest stop program is effective at providing the unhoused a safe, legal place to sleep  | 0%                | 25%      | 13%                        | 50%   | 13%            | 8               |
| The program is effective at transitioning individuals into more permanent housing  | 0%                | 38%      | 38%                        | 13%   | 13%            | 8               |
| There is a strong connection between the rest stop programs and other service providers for the unhoused in Eugene                                   | 0%                | 43%      | 29%                        | 29%   | 0%             | 7               |
| You would recommend your clients to participate in the rest stop program   | 0%                | 13%      | 0%                         | 50%   | 38%            | 8               |
| In general, the city's policy of providing a safe, legal place for the unhoused to sleep on a temporary basis is a good solution to address homeless | 50%               | 0%       | 13%                        | 38%   | 0%             | 8               |
| Providing a safe, legal place for the unhoused to sleep at Rest Stops saves tax dollars  | 33%               | 0%       | 17%                        | 17%   | 33%            | 6               |
| The rest stop program provides additional, non-monetary benefits   | 14%               | 14%      | 29%                        | 29%   | 14%            | 7               |
| The rest stop program is a good start, but a policy that provides more permanent options would be more desirable                                     | 0%                | 13%      | 13%                        | 25%   | 50%            | 8               |

**Figure B-6. Respondents were asked to assign a percentage to who they think it currently providing services to the unhoused, and to who they thought should be providing services. The results are summarized below as a percent responsible.**



## Transcript of Written Comments

At the end of the survey, rest stop residents were asked if they had anything else to add. Many took advantage of this opportunity to express their gratitude and appreciation for living at the Safe Spot (rest stops run by CSS). Responses also included several suggestions for how the city could support similar housing programs including rezoning to allow for low-cost housing options like straw-bale

houses or geodesic domes. One respondent identified the temporary status of the camps as a barrier to successfully transitioning into permanent housing.

## Service Provider Survey

In your opinion, what is the largest obstacle facing Eugene's unhoused population in transitioning to more permanent housing?

- Zoning
- Push back from community
- Not In My Backyard mentality (NIMBY)
- Finding adequate sites
- City is unwilling to open up extra properties for creation of additional rest stops or micro-villages
- City not providing enough information to public about cost savings and other positive outcomes of rest stop or micro-housing models

Do you have other thoughts or comments related to Eugene's Rest Stop and Opportunity Village Programs or homelessness in general?

- Eugene needs more of everything, there are still thousands who are unhoused or cost burdened
- Rest stops lack the organization of Opportunity Village
- Good first steps
- Why can't we embrace the housing first model?
- Rest stops are not effective; they are not helping anybody
- Rest stops are a fantastic idea, but need more space to accommodate more people

## Neighbor / Business Survey

Is there anything else you'd like to share?

- Rest stops have damaged my property value
- I do not support tent sites, camp sites, rest stops, villages and so on
- This is the first time anyone has asked my opinion on the situation
- Find a way to house everyone so rest stops aren't necessary
- Our society treats criminals better than we treat the homeless
- Rest stop are not a solution, it's an enabling thing

## Resident Survey

Do you have any other comments you would like to share with us?

- Rest stops are good for people to get on their feet
- My husband and I would be sleeping under a bush without the rest stop
- City should consider having the homeless clean up their neighborhood, and paying them a few dollars so they can have of sense of accomplishment
- This camp saved my life
- Eugene needs more low income housing, like section 8
- Wish it were easier to get housing outside of the rest stop

## APPENDIX C: OPPORTUNITY VILLAGE EVALUATION

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This appendix summarizes results from surveys and interviews of Opportunity Village (OVE) residents, neighbors and business within a 500-foot buffer of a rest stop, and service providers. The information contained in this appendix only relates to Opportunity Village. To understand the experiences and perceptions of OVE residents, CPW surveyed OVE residents. Our goals were to learn about the people staying at the OVE, and to understand their experiences of entering and residing at the rest stops.

Opportunity Village has provided a home to more than 60 people since opening in 2013. Opportunity Village currently has approximately 30 micro-homes, along with community showers, kitchens and a large common room. Village residents are required to work a certain number of hours each week to assist with camp duties, additionally they are required to provide. Materials for construction of micro-homes have been donated by local community members, as well as other volunteers that assist village residents with the assembly of micro-homes.

As part of our evaluation, CPW conducted surveys and interviews. We collected 47 surveys from service providers, rest stop residents, and rest stop neighbors:

- 13 Opportunity Village residents
- 10 neighboring residences or businesses (within 500-foot buffer of site)
- 24 representatives from service provider organizations

The findings are based on the survey instruments. In some instances we present the number of responses since not all respondents answered every question. As a general observation, it is difficult to evaluate the success of the program as the ordinance lacks any discussion of purpose or intent.

### Findings

#### Resident Perceptions

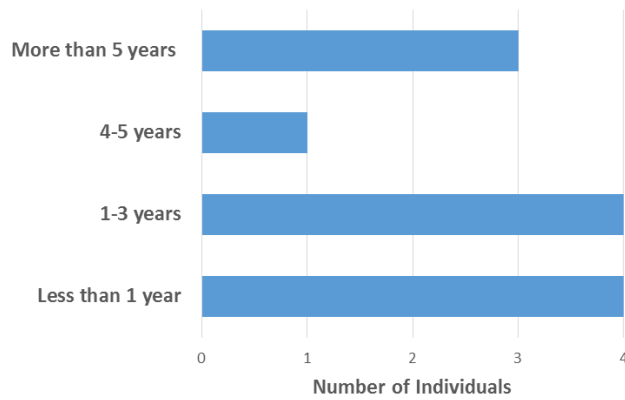
We received 13 surveys responses from Opportunity Village. CPW asked respondents several questions related to their personal background. Opportunity Village residents have lived in Eugene for anywhere from less than 1 year to 42 years, and 62% of respondents were living in Eugene when they became unhoused. Seventy-six percent of respondents had been unhoused for one to three years, and all respondents said that they had not chosen to become unhoused.

**Table C-1. Characteristics of OVE residents**

| Characteristic                              | Value |
|---|-------|
| Median years in Eugene                      | 3     |
| Median wait time for OVE (months)           | 2     |
| Median length unhoused (years)              | 2     |
| Eugene residents prior to becoming unhoused | 62%   |

**Respondent Characteristics**

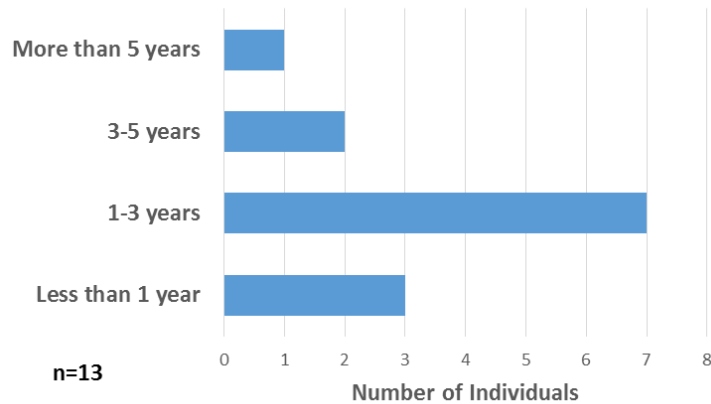
**Figure C-1. How long have you been in Eugene?**



**Table C-2. How long did you wait to get into the rest stop?**

| Time               | Number | Percent |
|--------------------|--------|---------|
| Less than 1 month  | 1      | 8%      |
| 1-3 months         | 8      | 62%     |
| More than 3 months | 4      | 31%     |
| Total              | 13     | 100%    |

**Figure C-2. Prior to staying here, how long have you been unhoused?**



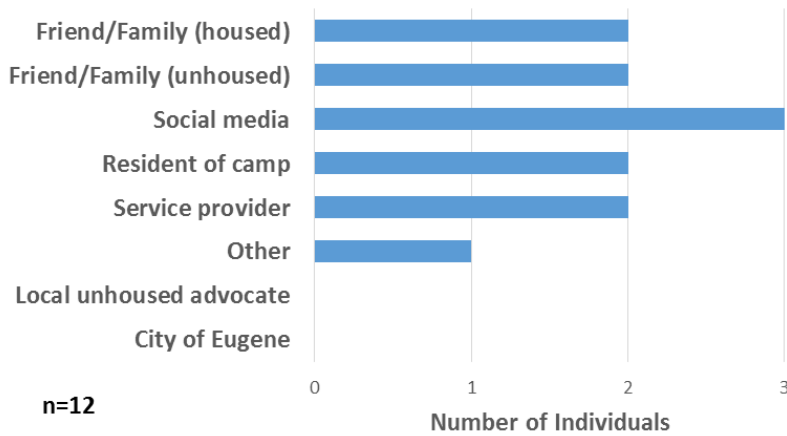
**Was it your choice to be unhoused?**

When asked whether or not Opportunity Village residents chose to be unhoused, 100% of the respondents indicated they were not homeless by choice.

**What city were you in when you first became unhoused?**

Most Opportunity Village residents were in Eugene when they first became unhoused. Sixty-two percent of respondents indicated they were in Eugene or Springfield when they first became unhoused. Other residents indicated they came from Washington, Oklahoma, California, and Utah.

**Figure C-3. How did you first find out the rest stop?**



**Table C-3. Respondent perceptions of the application process**

| Statement   | Strongly Agree | Agree | Neither Agree nor Disagree | Disagree | Strongly Disagree | Total Responses |
|---|----------------|-------|----------------------------|----------|-------------------|-----------------|
| The application process to live at camp was difficult | 0%             | 0%    | 23%                        | 31%      | 46%               | 13              |
| I needed help to fill out the application             | 8%             | 0%    | 15%                        | 23%      | 54%               | 13              |

## Resident perceptions of OVE

**Table C-4. Respondent perceptions of how well OVE meets basic needs**

| Statement   | Strongly Agree | Agree | Neither Agree nor Disagree | Disagree | Strongly Disagree | Total Responses |
|---|----------------|-------|----------------------------|----------|-------------------|-----------------|
| I am able to sleep without fear of being threatened or harassed | 69%            | 8%    | 0%                         | 15%      | 8%                | 13              |
| I feel safer in the neighborhood                                | 46%            | 38%   | 15%                        | 0%       | 0%                | 13              |
| It increases my ability to provide for myself                   | 62%            | 23%   | 0%                         | 8%       | 8%                | 13              |
| It's easier for me to access water and obtain food for myself   | 62%            | 23%   | 8%                         | 8%       | 8%                | 13              |
| I'm able to cook for myself                                     | 69%            | 31%   | 0%                         | 0%       | 0%                | 13              |
| I have a secure place to keep my belongings                     | 69%            | 31%   | 0%                         | 0%       | 0%                | 13              |
| I feel more independent   | 54%            | 23%   | 15%                        | 8%       | 0%                | 13              |

**Table C-5. Respondent perceptions of the sense of community at OVE**

| Statement  | Strongly Agree | Agree | Neither Agree nor Disagree | Disagree | Strongly Disagree | Total Responses |
|--|----------------|-------|----------------------------|----------|-------------------|-----------------|
| Increases my self confidence                             | 23%            | 31%   | 38%                        | 0%       | 8%                | 13              |
| I feel like I'm part of a community                      | 31%            | 54%   | 0%                         | 0%       | 15%               | 13              |
| I have developed friendships and connections with others | 23%            | 46%   | 15%                        | 23%      | 0%                | 13              |

**Table C-6. Respondent perceptions of OVE as a transitional housing program**

| Statement   | Strongly Agree | Agree | Neither Agree nor Disagree | Disagree | Strongly Disagree | Total Responses |
|---|----------------|-------|----------------------------|----------|-------------------|-----------------|
| Staying at OVE is helping me transition to more permanent housing | 23%            | 31%   | 23%                        | 15%      | 8%                | 13              |
| I still face barriers in transitioning to more permanent housing  | 31%            | 15%   | 54%                        | 0%       | 0%                | 13              |



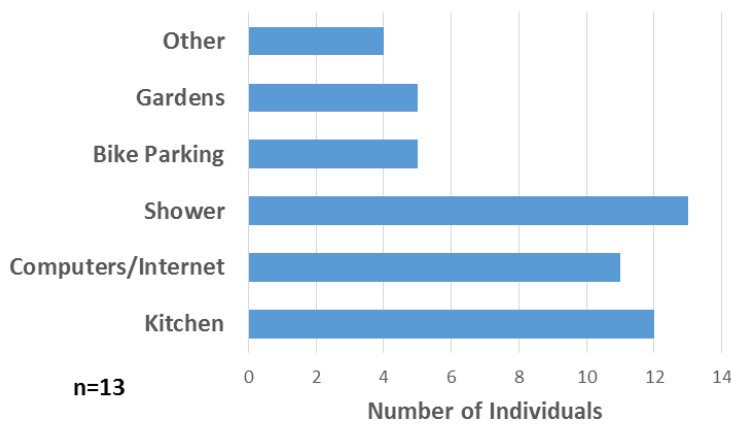
**Table C-7. Respondent perceptions of site management at OVE**

| Statement  | Strongly Agree | Agree | Neither Agree nor Disagree | Disagree | Strongly Disagree | Total Responses |
|--|----------------|-------|----------------------------|----------|-------------------|-----------------|
| The staff accommodate my needs   | 38%            | 31%   | 15%                        | 8%       | 8%                | 13              |
| The staff are helpful in connecting me with outside services   | 15%            | 31%   | 31%                        | 0%       | 23%               | 13              |
| The rules and regulations contribute to a better community   | 23%            | 54%   | 15%                        | 0%       | 8%                | 13              |
| The rules and regulations are helpful in providing a safe place for me to sleep                            | 46%            | 38%   | 8%                         | 8%       | 0%                | 13              |
| The hours of operation are convenient to me  | 54%            | 31%   | 8%                         | 0%       | 8%                | 13              |
| The rules and regulations are reasonable and applied fairly to everyone                                    | 38%            | 23%   | 15%                        | 0%       | 23%               | 13              |
| It makes it easier to access outside services I need (i.e. health care, food, financial and job resources) | 25%            | 42%   | 25%                        | 0%       | 8%                | 12              |

Respondents were asked to identify key barriers to transitioning to more stable housing. The most frequently listed items were:

- Legal help
- Employment
- Drug and alcohol rehab
- Financial history
- Lack of affordable housing

**Figure C-3. I currently use the following amenities at Opportunity Village:**



**I would like to see the following amenities provided at Opportunity Village:**

- Larger cooking area
- Fitness equipment

- Enhanced internet capabilities
- Resources for transitioning into permeant housing
- Solar panels for electricity

## Neighbor Perception

To better understand the perceptions and experience of neighboring residents and businesses, CPW developed and administer a survey to residents and businesses within 500 feet of OVE. This section summarizes the results.

### Respondent Characteristics

Respondents were asked a series of questions, including how long they lived or had a business in the area and their opinions on how safe they believe their neighborhood is. Additionally, they were asked if before completing the survey they were aware of Opportunity Village, as well as if they were, in general supportive or unsupportive of the programs designed to provide transitional housing to the homeless. CPW collected ten completed surveys.

**Table C-8. OVE neighbor or business characteristics**

| Characteristic                                       | Value |
|--|-------|
| Median time lived or worked at this location (years) | 5     |
| Rent home or business                                | 50%   |
| Own home or business                                 | 50%   |
| Supportive of program                                | 89%   |
| Unsupportive of program                              | 11%   |
| Aware of program before completing survey            | 80%   |
| Aware you live close to OVE                          | 90%   |

#### **How long have you lived or had a business at this location?**

Respondents reported living at their residence or owning a business near Opportunity Village from as little as 8 months to as much as 50 years.

#### **Do you own or rent the building you live in/have a business in?**

Responses were split when asked whether respondents owned or rented their home or business. Fifty percent reported owning and 50% reported renting.

#### **Before completing this survey, were you aware of Opportunity Village?**

Respondents were well aware of Opportunity Village prior to completing the survey. Eighty percent responded they were aware of OVE, and 20% reported they had no previous knowledge of the program.

#### **If you represent a business or organization, what is your title or position?**

Only one response was given to this question. The business that was surveyed responded they were an Operations Manager at their respective business.

## Neighbor Perceptions of Opportunity Village

**Table C-9. Respondent perceptions of safety**

| Statement               | Number | Percent |
|-------------------------|--------|---------|
| Very safe               | 0      | 0%      |
| Unsafe                  | 0      | 0%      |
| Neither unsafe nor safe | 5      | 50%     |
| Safe                    | 4      | 40%     |
| Very safe               | 1      | 10%     |
| Total                   | 10     | 100%    |

### **In general, are you supportive or unsupportive of Opportunity Village?**

A majority of respondents were supportive of Opportunity Village. Eighty-nine percent reported they were supportive, 11% reported they were unsupportive. When asked to explain why they were supportive or unsupportive some common themes that emerged were:

- Opportunity Village is a benefit to the community
- More alternative living situations are a good thing
- People need to be able to help themselves

### **Are you aware that Opportunity Village is close to your home or business?**

Respondents were aware they were living or working in close proximity to Opportunity Village. Ninety reported they were aware, 10% reported they were not aware.

### **Have you noticed any changes in the neighborhood since Opportunity Village opened? If so, what? When?**

Respondents reported both positive and negative impacts on the community as a result of Opportunity Village. Some common themes that were present in the findings were:

- Haven't noticed any changes
- Community more safe and quiet
- More "shady" individuals around
- Increased bike traffic

### **Have these changes influenced your opinion of the program?**

Respondents largely reported any impacts they experienced in their neighborhoods did not influence their opinion of Opportunity Village. In fact, most responded their opinions improved about Opportunity Village.

### **In your opinion, what are some ways to mitigate any negative impacts neighbors experience from Opportunity Village?**

Respondents largely reported having experienced no negative impacts from Opportunity Village. A common theme for improvement in the program was in the

form of increased community outreach and education of the neighbors near Opportunity Village.

## Service Provider Perceptions

To better understand the perceptions of service providers, CPW administered an online survey to individuals at organizations that provide services to homeless individuals. Goals of the service provide survey were to determine:

- If service providers knew about Opportunity Village
- The level of involvement service providers have with these programs
- Whether service providers thought the programs were meeting their goals
- What service providers perceive as barriers to program expansion
- Service provider opinions of the impacts of the programs

**Table C-10. How familiar are you with Opportunity Village?**

| Statement   | Percent | Total Responses |
|---|---------|-----------------|
| I'm familiar with it  | 13%     | 3               |
| I've heard of it, but not familiar with it's operations                     | 17%     | 4               |
| I'm familiar with it's operations   | 43%     | 10              |
| I interact with participants staying at Opportunity Village through my work | 17%     | 4               |
| I visit/provide services at Opportunity Village                             | 9%      | 2               |
| Total   | 100%    | 23              |

The survey included a series of questions to understand the perceptions of individuals that work at service organizations. The survey included a brief description of OVE: “Opportunity Village is a collection of temporary micro-homes and huts that provide transitional housing to the unhoused. Opportunity Village is a supervised site that has a set of rules and policies in place that all residents must abide by.”

**Table C-11. Respondent perceptions of partnering with OVE**

| Statement   | Strongly Disagree | Disagree | Neither Agree nor Disagree | Agree | Strongly Agree | Total Responses |
|---|-------------------|----------|----------------------------|-------|----------------|-----------------|
| OVE is something your organization would be interested in partnering with   | 0%                | 0%       | 33%                        | 50%   | 17%            | 6               |
| OVE is a good way for the unhoused to become aware of and access your services (i.e. through pamphlets/referrals on site) | 0%                | 0%       | 0%                         | 86%   | 14%            | 7               |

**Table C-12. . Respondent perceptions of the impact of OVE on residents**

| Statement   | Strongly Disagree | Disagree | Neither Agree nor Disagree | Agree | Strongly Agree | Total Responses |
|---|-------------------|----------|----------------------------|-------|----------------|-----------------|
| Opportunity Village has a positive impact on addressing the needs of the unhoused in Eugene                                       | 0%                | 0%       | 0%                         | 80%   | 20%            | 15              |
| You would recommend your clients to participate in Opportunity Village  | 0%                | 0%       | 13%                        | 47%   | 40%            | 15              |
| Opportunity Village is effective at providing a safe & legal, as well as stable & cost effective, place to live for the unhoused  | 0%                | 0%       | 7%                         | 53%   | 40%            | 15              |
| Opportunity Village is an effective program at transitioning the previously unhoused into more permanent housing                  | 0%                | 8%       | 23%                        | 46%   | 23%            | 13              |
| Micro-village programs like Opportunity Village are an effective link between transitional and permanent housing for the unhoused | 0%                | 7%       | 13%                        | 47%   | 33%            | 15              |
| Opportunity Village is effective at providing a safe, legal place to sleep while saving taxpayer dollars.                         | 0%                | 0%       | 14%                        | 50%   | 36%            | 14              |
| There is a strong connection between the Opportunity Village program and other service providers for the unhoused in Eugene       | 0%                | 8%       | 33%                        | 50%   | 8%             | 12              |
| The rest stop program provides additional, non-monetary benefits  | 0%                | 0%       | 18%                        | 64%   | 18%            | 11              |
| City policy creates barriers to the siting and permitting of microhousing in Eugene   | 0%                | 0%       | 15%                        | 46%   | 38%            | 13              |

## Transcript of Written Comments

At the end of the survey, service providers were asked if there were any barrier they saw to providing programs such as Opportunity Village, common themes that were compiled from responses were:

- Zoning
- Push back from community
- Finding adequate sites
- City unwilling to set up more sites that it owns for creation of more micro-villages

Lastly, service providers were asked to provide if there were any additional benefits that Opportunity Village. Common themes from the responses were:

- Housing of any kind improves physical and mental health
- People should have an option like Opportunity to live in
- Provides a community setting with rules and regulations that aides in transitioning
- Costs saved in emergency medical services, police, court costs, etc.

## APPENDIX D: CASE STUDIES

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CPW conducted a series of case studies to better understand the experience of other communities with similar transitional housing programs. The case studies focused on cities that had implemented micro-villages or tent cities. The case studies were developed through a combination of Internet research and personal interviews. CPW conducted eight case studies.

The micro-villages, or tent cities included in this discussion are:

- Dignity Village in Portland, OR, a micro-housing community
- Quixote Village in Olympia, WA, a micro-housing community
- River Haven in Ventura, CA, a micro-housing community, U-dome shaped
- Community First in Austin, TX, a micro-housing community
- Right 2 Dream Too (R2D2) in Portland, OR, a tent city
- Tent City 3 and 4 (TC3, TC4) in Seattle, WA, a tent city
- Center of Hope/Housing Facility in Greensboro, NC, represented a long-term shelter.

The following takeaways represent trends we identified across the various programs and are categorized into key takeaways. A report of each case study follows.

# Community First Village

## Austin, Texas



### Context

CITY Population: 885,415  
METRO Population: 1,716,289  
HOMELESS Pop. Estimate: 6,000  
CITY Demographics:

- Unemployment rate: 5.5%
- Percent burdened by housing: 23.5%, 42%
- Average low temperature: 59
- Average high temperature: 83
- Average annual precipitation: 27
- Heating Degree Days: 1046
- Days max. temp below freezing: 1

### Project Implementation & Financing

Community First Village is a master planned development, consisting of 225 sites over 27 acres. The project was put forth by a faith based non-profit called Mobile Loaves and Fishes, which operates in Texas, as well as three other states. Having served the homeless for over 15 years, CFV is their first attempt at providing permanent housing options. It took nearly 10 years to get the project approved, mostly due to opposition from neighbors. Originally sited within Austin city limits, the village was eventually developed on county land, already owned by Mobile Loaves and Fishes. Capital costs were \$12 million, with the first phase raising \$7 million (Gaskill, 2014) . Sponsorship was offered for both buildings and site names to encourage fund raising. Additional amenities of the site were provided as in-kind donations by local businesses. The site is operated by Mobile Loaves and Fishes, which has an annual operating budget of \$3.1 million. Estimated operating costs are \$1 million annually (Mobile Loaves and Fishes, 2015)

### Village Operation & Amenities

Community First Village (CFV) consists of 225 sites of canvas wall tents, micro homes, and repurposed recreational vehicles (RVs). Each site has an electric outlet and overhead lights (including the canvas tents). Rents range from \$210 to \$450 per month (Thomas, 2014). The RV sites comes with their own kitchen and bathroom, while the remaining sites share community kitchens and bathrooms. The micro homes range in size from 144 to 185 square feet. The village will also include a movie theatre, Wi-Fi, chickens, and extensive community garden. Due to management by Mobile Loaves and Fishes, the harvested food is incorporated into meals provided to the remaining homeless population in Austin MLF serves. Residents are also eligible to apply for jobs through MLF's micro enterprise program. Residents of the village must obey civil law, dogs must be leashed, the area must be kept clean, and furniture must be kept indoors (Mashood, 2014). The residences are semi-permanent, with no required move out date.

### *Challenges & Successes*

The project faced opposition for seven years before it was approved. Originally hoping for siting within city limits, it was opposed by neighbors on two different occasions, and the by the regional airport once. The founder of Mobile Loaves and Fishes, and the primary manager of the project credits his background in real estate as one of the reasons for eventual success. Additionally, it should be noted the project was finally implemented when the land was *owned* by the larger organization, and it still faced local opposition. This placed the village on the end of town, nearly 10 miles from downtown Austin, and currently unserved by transit. A major success of the village was the credibility that came from a longstanding organization within the community that already served homeless folks. Additionally, in terms of financing, the organization did a sort of “competition” to sponsor the tents, micro homes and recreational vehicles, and then let individuals also sponsor the infrastructure of each site. The establishment of Mobile Loaves and Fishes also provides for work opportunities and manages the community garden on site, so additional amenities were more easily provided for residents.



# Tent City 3 & 4

## Seattle, Washington



Tent City 3 at Seattle Pacific University, 2012.

Photo credit: Kirby Lindsay,  
<http://www.fremocentrist.com/commentary/?p=1752>

### Context

CITY Population: 624,681  
METRO Population: 954,780  
HOMELESS Pop. Estimate: 2,800  
CITY Demographics:

- Unemployment rate: 7.0%
- Percent burdened by housing:
- Mortgage: 50.8%
- Renters: 45%
- Average low temperature: 46.7°F
- Average high temperature: 60.8°F
- Average annual precipitation: 32.56 in.
- Heating Degree Days: 4381
- Days below freezing: 30

### Implementation/Financing

Tent City 3 (TC3) & 4 (TC4) are both operated by a non-profit organization called SHARE (Seattle Housing and Resource Effort)/WHEEL (Women's Housing, Equality and Enhancement League). TC3 was started in 2000 and mainly operates within the city of Seattle. TC4 started in 2004 and operates in King County, mainly on the East Side of Lake Washington. SHARE/WHEEL is a self-organized democratic grassroots organization that's mission is to eradicate homelessness and empower homeless people. These two tent cities are primarily housed on perish properties as a result of city ordinance, passed in 2011, that permits transitional housing for homeless individuals. SHARE/WHEEL obtain all their financing through donations or fundraising efforts. According to SHARE/WHEEL's website TC4 has an operating cost of \$5,000 per month, and does not receive any government or municipal funds. The same information was not available for TC3 ((SHARE) & (WHEEL), 2015).

### Village Operation/Rules

Both TC3 and TC4 have a set of strict guidelines to abide by including a zero tolerance policy on drugs and alcohol. All residents must possess a valid government issued ID to apply for residence, as well as submit to a background check that searches for active warrants and sex-offender status. Any registered sex-offender is immediately barred from entry to any camp. Each village relocates about every 90 days, and can accommodate up to 100 residents at a time. Currently TC3 is located on the campus of Seattle Pacific University, it will remain here until early March 2015 after which it will be relocated to Shoreline Free Methodist Church in Shoreline. TC4 is currently located on High Point, Exit 20 in Issaquah ((SHARE) & (WHEEL), 2015).

### *Challenges/Successes*

Overall, the unhoused movement in Seattle is strong and has support from faith-based organizations and the Mayor. As a result of a recent one-night homeless count in Seattle, the Mayor stepped up his actions and policies in providing services to the unhoused. In particular, one change that is receiving a lot of attention would be the expansion of tent cities in Seattle. New tent city's would be located within a half-mile of bus stops to allow for residents quick and easy access to public transportation as a way to get to and from employment or to appointments. New sites would also be spaced apart from each other by at least a mile and would have to relocate every 12 months. However, the Mayor as of now is unwilling to allow new tent city locations within residential zones (Lewis, 2015). Seattle seems to be heading in the right direction with regards to its unhoused population. One thing to note that has not been seen in Seattle that has been prevalent in other cities with a large homeless population is the movement towards micro-villages. Like the name implies tent cities are just that, tents only.

# Dignity Village

## Portland, Oregon



Dignity Village

### *Context*

CITY Population: 594,687

METRO Population: 852,678

HOMELESS Pop. Estimate: 2,727

CITY Demographics:

- Unemployment rate: 10.3%
- Percent burdened by housing:
- Mortgage: 58.2%
- Renters: 50.1%
- Average low temperature: 45.7°F
- Average high temperature: 63.3°F
- Average annual precipitation: 35.98 in.
- Heating Degree Days: 4425
- Days below freezing: 39

### *Implementation/Financing*

Dignity Village is a micro-home community that opened in 2001 and is located on Sunderland Street in Northeast Portland. Dignity Village got its start as a collection of tents illegally camping on public land near downtown Portland. Eventually, as the movement gained an active political voice, City Council designated a piece of land near the Sunderland Recycling Facility for the establishment of a homeless camp. Per the contract signed with the non-profit organization “Dignity Village” the city will provide no funding to the operation of Dignity Village (Erickson, 2012). All funding sources are donation based whether that be time, money, or supplies for building homes. Non-profit “Dignity Village” is to provide all services and upkeep of the site. Residents will pay \$20 per month to reside in Dignity Village, this money is put towards basic services such as water, cable, electricity, and internet (Village).

### *Village Operation/Rules*

The village can accommodate a maximum of 60 residents at any one-time, with 43-units in place. In 2012, a new contract between the City of Portland and Dignity Village was signed, the new terms of the contract established a two-year maximum stay for residents. At the end of their two year period, the contractor, would assist residents in finding permanent housing. Every resident at Dignity Village must adhere to a set of strict rules and guidelines. These rules are laid out in a rental agreement every resident must sign. Rules include, no violence, no theft, no drugs or alcohol, no disruptive behavior, and everyone must contribute 10-hours per week for general camp upkeep. Failure to adhere to these rules will result in expulsion (Village).

### *Challenges/Successes*

Dignity Village has long been seen as a prime example of a successful micro-village. The residents take pride in their community and the ability to take ownership of something even if it's as small as a 10X10 home and with rents based at \$20 per month it's inclusive of a wide range of what limited income a resident may have. However, not all residents of Portland share the same options about Dignity Village. Some say the camp is overflowing of the space it's allowed to occupy by the city. An overarching challenge seen in many micro-villages across the nation is it's vagueness within city code. In some cases, micro-villages or tents cities may be not defined well enough or at all to allow for their legitimacy.

# River Haven Community

## Ventura (San Buenaventura), CA



Figure 1 River Haven Community; photo from: [www.thelardnerreport.com](http://www.thelardnerreport.com)

### *Context*

CITY Population: 108,817

METRO AREA Population: 823,318

HOMELESS Pop. Estimate: 1428

CITY Demographics:

- Unemployment rate: 9.7 %
- Percent burdened by housing: 52.9 % (renters); 45.2% (owners with mortgage)
- Average low temperature: 46.0° F
- Average high temperature: 80.6° F
- Average annual precipitation: 14.6in
- Heating Degree Days: 2092
- Days max. temp. below freezing: 0

### *Implementation/Financing*

In 2005 River Haven was established by the City of Ventura and Turning Point Foundation, a local non-profit that provides support and shelter for mentally ill adults. Recognizing an insufficient supply of shelter, the City and local activists held several forums inviting the local homeless community to be involved in developing alternative solutions. The idea for River Haven came from collaboration between Turning Point Foundation and 30 representatives of the homeless community, and was modelled after Dignity Village (in Portland, OR). This group presented the idea to city officials, who were supportive and offered initial funding. The community is on publically-owned land at the edge of the urban area, and operates through a conditional use permit. The camp costs about \$84,000/year to operate, with funding coming from the City of Ventura, private donations, and the residents.

### *Village Operation/Rules*

River Haven Community originally provided tents for residents, but switched to u-domes made from materials donated by World Shelters and constructed with volunteer labor. The community houses around 20 people who live at River Haven for a maximum of two years. Residents create and follow a plan to end their homelessness, and meet every 90 days with case managers employed by the community. Residents pay between \$200 and \$400 per month for rent, which they earn through external full- or part-time work. Services and amenities offered at the camp include grills, propane fridges, porta-potties, tables, and workforce preparation training. Residents are expected to follow all rules, including maintaining a completely drug and alcohol-free community, working if they are able, and attending all meetings. Additionally, residents must contribute positively to the community and be interested in seeking permanent housing and employment.

### *Challenges/Successes*

- Local businesses like the program and have donated labor and helped raise money.
- 44% of residents leaving after two years have permanent housing and a job.
- The local government and many Ventura residents view River Haven positively, and are supportive.
- Initial self-governance was not successful, and now Turning Point Foundation runs facility.
- Lack of infrastructure on undeveloped land: greywater disposal from showers posed obstacles.
- Evictions due to drug and alcohol use led to development illegal camp nearby, bothering neighbors.

# Quixote Village

## Olympia, Washington



Homes at Quixote Village.

Source: <http://assets.inhabitat.com/wp-content/blogs.dir/1/files/2014/02/Quixote-Village1-537x358.jpg>

### Context

CITY Population: 48,338  
METRO Population: 262,388  
HOMELESS Pop. Estimate: 420 (70% of County's 599 Homeless are expected to settle in Olympia)<sup>12</sup> (homeless census)  
CITY Demographics:

- Unemployment rate: 5.1%
- Percent burdened by housing: 56.9%
- Average low temperature: 41.1 F
- Average high temperature: 59.8 F
- Average annual precipitation: 41.45 F
- Heating Degree Days: 5347
- Days below freezing: 0

### Implementation/Financing

Quixote Village is a micro-village that transitioned from a tent-city formerly known as Camp Quixote. Camp Quixote began in 2007, locating at faith-based sites within the community. Quixote Village is primarily supported/run by Panza, a 501C3 non-profit organization born out of the faith-based communities that hosted Camp Quixote for over 6 years. In December 2013, the Camp transitioned from a mobile encampment/tent-city to a micro-housing village with the assistance of \$3 million dollars in federal, state, local and private funding and land donated by Thurston County. (homeless census)<sup>13</sup> The Village footprint is 2.17 acres; the land on which the village is located, was leased to Panza for \$1 per year for 41 years. The Village consists of 30 cottages, each at 144 sq. ft. The total cost to build the village was \$3.05 million.

### Village Operation/Rules

The Village is self-governing. Before someone is admitted to stay in the village, a background check is required and "residents must not have outstanding warrants, a recent history of violence or theft, and may not be sex offenders." (Quixote village)<sup>14</sup> Further, residents are expected to stay "clean and sober" as all residents are subject to urine analyses. The Village includes a community center that provides mailboxes, kitchen, dining area, living room, showers, vegetable garden, as well as personal gardens in front of each cottage. Residents are expected to pay 30% of their income toward rent.

<sup>12</sup> [http://www.co.thurston.wa.us/health/sscp/PDF/2014TCHomelessCensus\\_052014.pdf](http://www.co.thurston.wa.us/health/sscp/PDF/2014TCHomelessCensus_052014.pdf). 46

<sup>13</sup> [http://www.co.thurston.wa.us/health/sscp/PDF/2014TCHomelessCensus\\_052014.pdf](http://www.co.thurston.wa.us/health/sscp/PDF/2014TCHomelessCensus_052014.pdf). Pg. 42

<sup>14</sup> <http://quixotevillage.com/history/>

### *Challenges/Successes*

In the early stages, Ordinances in Thurston County and Olympia limited Camp Quixote's tent-city to locating at given site for up to three months. After some time, the ordinances were changed to allow for the camp to remain at a given site for six months, up from the previous three month limit. (homeless census)<sup>15</sup>As of 2012, the camp obtained a conditional-use permit to permanently locate on county-owned property zoned light industrial in the City of Olympia.

Due to a Supreme Court case in which neighboring property owners challenged the permit that allowed the siting of Camp Quixote, operations of the Camp as a micro-village were postponed. Camp Quixote eventually won the Superior Court case and operations officially began December 24, 2013.

The per unit development cost for Camp Quixote is almost 200% less expensive than the cost to develop studio apartment for a low-income renter in Washington. (homeless census)<sup>16</sup>

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<sup>15</sup> [http://www.co.thurston.wa.us/health/sscp/PDF/2014TCHomelessCensus\\_052014.pdf](http://www.co.thurston.wa.us/health/sscp/PDF/2014TCHomelessCensus_052014.pdf). 42

<sup>16</sup> [http://www.co.thurston.wa.us/health/sscp/PDF/2014TCHomelessCensus\\_052014.pdf](http://www.co.thurston.wa.us/health/sscp/PDF/2014TCHomelessCensus_052014.pdf).55



# Center of Hope/Housing Facility

## Greensboro, North Carolina

|   |  |
|---|--|
|  | <p><i>Context</i></p> <p>CITY Population: 269,666<br/>METRO Population: 723,801<br/>HOMELESS Pop. Estimate: 3,700<br/>CITY Demographics:</p> <ul style="list-style-type: none"><li>• Unemployment rate: 9.2%</li><li>• Percent burdened by housing: 32%</li><li>• Average low temperature: 48.9 F</li><li>• Average high temperature: 69.8 F</li><li>• Average annual precipitation: 2.31</li><li>• Heating Degree Days: 3631</li><li>• Days below freezing: 0</li></ul> |
|---|--|

### *Implementation/Financing*

The Salvation Army Center of Hope in Greensboro, North Carolina provides 36 single women, 20 men, and 10 families with emergency shelter. The goal of the program is to identify trends for homelessness, target the problem, and stabilize the situation so that the resident can work towards self-sufficiency. In terms of funding, The Salvation Army is a religious institution that receives faith-based government funding, The United way, Foundations, and public donations.

### *Village Operation/Rules*

The first 30 days of the program are an initial probationary period. Participants are expected to adhere to all shelter guidelines and make positive first steps towards self-sufficiency as directed by their Case Manager. At the end of this initial 30-day period, participant's progress will be reviewed on a case-by-case basis. Those found compliant will continue with the program. Participants who continue past the initial 30-day probationary period will continue their probationary period for 90 days. During this process they are expected to find and maintain employment, participate in life skills training classes, put money on their books, and meet regularly with their assigned Case Manager. At the completion of the 90-day period, participants who have been successful will be considered "shelter stabilized."

### *Challenges/Successes*

The challenge this program faces is having a strict eligibility requirement for the shelter. Participants must be at least 18 years of age unless accompanied by a legal guardian. This poses many constraints for homeless youths who have no legal guardian because they will not be qualified to use the services. Another constraint identified is the requirement of having to be referred from another service provider. This excludes individuals who are newly homeless. This implies that every homeless person must look for services elsewhere before being eligible for Center of Hope Shelter. Over time, this project has served 300,894 people. 489,458 toys distributed, 1,677 children enrolled on camps, and 1.35 million meals provided.

# Right 2 Dream Too

## Portland, Oregon



Right 2 Dream Too Camp

Photo credit: Molly Hottle, The Oregonian

### Context

CITY Population: 594,687

METRO Population: 852,678

HOMELESS Pop. Estimate: 2,727

CITY Demographics:

- Unemployment rate: 10.3%
- Percent burdened by housing:
- Mortgage: 58.2%
- Renters: 50.1%
- Average low temperature: 45.7°F
- Average high temperature: 63.3°F
- Average annual precipitation: 35.98 in.
- Heating Degree Days: 4425
- Days below freezing: 39

### Implementation/Financing

Right 2 Dream Too (R2D2Too) was established on October 10<sup>th</sup>, 2011 in recognition of World Homeless Action day. Unlike other rest-stops this one is located on private property on NW 4<sup>th</sup> and Burnside in Portland. The property is currently under a one-year lease with the owner, Michael Wright. R2DToo is supported by Right 2 Survive, a Portland based organization that works to empower and inform the homeless population. R2DToo is a registered 501c. Non-profit and relies on donations or volunteerism to support the camp and its mission (Too).

### Village Operation/Rules

R2DToo offers a refuge and safe place to sleep without fear of being disturbed by law enforcement. While, R2DToo is currently a tent-only site, it has ambitions and plans of becoming a transitional housing project, much like Dignity Village. Residents of R2DToo must also adhere to a set of rules, including keeping the environment and persons free of alcohol and drugs. While the legal status of this site may be unclear, attempts have been made to move the site into a more permanent location. The City of Portland has plans of moving R2DToo to a city-owned parking lot in the Pearl District, but local businesses and residents fought against this plan, and it fell through.

### *Challenges/Successes*

In some ways R2DToo is more than a rest-stop, tent city. It is a political movement aimed at empowering the rights of the homeless population. The movement employs a local Portland attorney that argues on behalf of the group as to the legal status and homeless issues within Portland. Often R2DToo will plan political movements by setting up legal protest camps on city property such as sidewalks as a way to raise awareness and gain public attention on the issue of homelessness. Moving forward, R2DToo does face some challenges, their current lease is only valid for one-year with the property owner. Other stakeholders in the area of R2DToo have expressed their displeasure with the location of the camp citing it has a negative impact on development in the vicinity. A current issue is the proposed construction of a youth-hostel with a ground floor restaurant nearby. The City of Portland has already pledged support and money to this project. A conflict of interests between public-private partnerships and the rights of the homeless may come to head if R2DToo is not moved to another site (Korn, 2012).

## APPENDIX E: HOUSING FIRST FACILITIES IN LANE COUNTY

Table E-1 lists Housing First facilities in Lane County as of September 2015. We note that Housing First is a regional priority and more facilities may exist at the time this report is released.

**Table E-1. Housing First facilities in Lane County, September 2015**

| Program   | Agency                              | Target Population  | Units  | Point In Time             |
|---|-------------------------------------|--|--|---------------------------|
| Shelter Plus Care                               | HACSA                               | Homeless households with a disability  | Scatter Site Units                               | 12 Families<br>61 Singles |
| Camas   | Lane County ShelterCare             | Chronically Homeless with a serious mental illness or a pattern of acute medical care needs. | Scatter Site Units                               | 1 Families<br>9 Singles   |
| Emerald Options                                 | Lane County Mainstream Housing Inc. | Homeless with developmental disabilities.  | 9 Scatter Site Units<br>6 Facility Based Units   | 5 Families<br>10 Singles  |
| Shankle   | Lane County ShelterCare             | Chronically Homeless with a severe and persistent mental illness.                            | 11 Scatter Site Units<br>16 Facility Based Units | 27 Singles                |
| First Place Families                            | St. Vincent de Paul                 | Chronically Homeless   | Scatter Site Units                               | 3 Families                |
| Living Independently Following Treatment (LIFT) | St. Vincent de Paul                 | Chronically Homeless with co-occurring mental illness and addictions.                        | Facility Based Units                             | 10 Families<br>8 Singles  |
| Vet LIFT  | St. Vincent de Paul                 | Chronically Homeless veterans with co-occurring mental illness and addictions.               | Facility Based Units                             | 16 Singles                |
| Vet LIFT 5                                      | St. Vincent de Paul                 | Homeless female veterans with co-occurring mental illness and addictions.                    | Facility Based Units                             | 3 Singles                 |

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