

DIGNITY VILLAGE

Report and Recommendations

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Homelessness: The Statistics

In January 2014, 578,424 people were homeless on any given night, according to the 2014 Annual Homeless Assessment Report (AHAR) to Congress. The majority, sixty-nine percent (69 %), was staying in residential programs for homeless people, and the remaining thirty-one percent (31%) were found in unsheltered locations. Nearly one-quarter of all homeless people are children under the age of 18 (23% or 135,701). Ten percent (or 58,601) were between the ages of 18 and 24, and 66 percent (or 384,122) were 25 years or older. One-half of the homeless population in the United States is located in five states: California (20% or 113,952 people); New York (14% or 80,590 people); Florida (7% or 41,542 people); Texas (5% or 28,495 people), and Massachusetts (4% or 21,237 people). A staggering 41,000 individuals suffer from homelessness and its effects in Florida each day. This troubling figure represents the third largest incidence of homelessness in the nation.

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

There are over 1,300 men, women and children in Alachua County who are without a home or shelter on any given night. Just over one-third (500+) are children under 18. Of these estimated 1,300, approximately 200, are residing in Dignity Village.

The purpose of this report is to address the population of unsheltered homeless individuals within the Gainesville community and specifically to provide recommendations for establishing service and safety guidelines for individuals residing in Dignity Village.

For the purpose of this report, the HUD definition of the word “homeless” is used:

1. *An individual or family who lacks a fixed, regular, and adequate nighttime residence;*
2. *An individual or family with a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings, including a car, park, abandoned building, bus or train station, airport, or camping ground;*
3. *An individual or family living in a supervised publicly or privately operated shelter designated to provide temporary living arrangements (including hotels and motels paid for by Federal, State, or local government programs for low-income individuals or by charitable organizations, congregative shelters, and transitional housing);*
4. *An individual who resided in a shelter or place not meant for human habitation and who is exiting an institution where he or she temporarily resided.*

Background information

On January 18th, 2015, the City Commission approved a License Agreement with the State of Florida Department of Agriculture for the use of ten acres on the property associated with the Empowerment Center, thereby, assuming all liability for it.

This lease grants the City full control of the property and, as stated in the Agreement, will be for the purpose of providing homeless services in conjunction with the Empowerment Center. (Appendix A)

Currently there are not many government-run homeless camping facilities in the United States; staff was directed to research and identify other similar facilities across the country to determine the guidelines, rules, and regulations used to manage these facilities. Additionally, staff was directed to conduct stakeholders meetings with the (Alachua County Coalition for the Homeless and Hungry [ACCHH] Management, Dignity Village residents, the Oversight Board Workgroup) and neighbors and business owners to get their input and feedback on rules, regulations, and guidelines that would best govern the property. The final document would be submitted to the Gainesville City Commission and used as a basis for future discussions.

History of Dignity Village-Gainesville, FL

Prior to Dignity Village, much of the City's unsheltered homeless population resided in tent cities located on land under private ownership within the City and throughout Alachua County, with and without the permission of the owner.



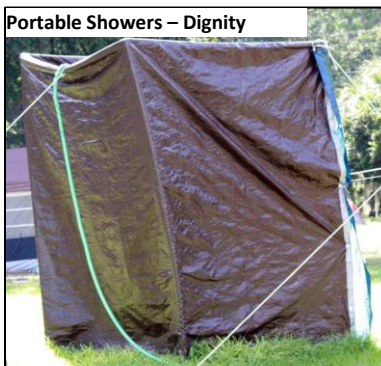
Following the City of Gainesville's announcement regarding the purchase of the Gainesville Correctional Institute from the State of Florida, homeless individuals began to move in or around the Grace Marketplace/ Empowerment Center facility. Subsequently, the press and local media announced that the Alachua County Coalition for the Homeless and Hungry (ACCHH) would be starting services at the Empowerment Center on May 5, 2014. An increasing number of non-sheltered homeless individuals and families then began moving from their previous camping areas within the City and County to the area adjacent to the Grace Marketplace/Empowerment Center

prior to its official opening. These early residents began to organize into their own form of "government".

Approximately 50.5% of these early residents voted to name the area Dignity Village. However, some of these early residents objected to this name.

Conditions at Dignity Village:

Currently, Dignity Village has portable toilets, running water, makeshift showers, and a dumpster for trash disposal. Grace Marketplace has indoor restrooms, regular meals, and other services.



Residents have begun to form smaller, more distinct groups, such as veterans, male, female, etc. A makeshift kitchen, or table, has been set up where food is put out to share. One resident started a "clothes closet", where donated clothes are put for residents to take or leave clothing for someone else in need.

Since August 2014, Helping Hands (with the support of a local foundation, churches and donors), has been involved in health and safety outreach to the residents at Dignity Village. Helping Hands installed two showers and a sink, as well as distributing tents, tarps, blankets, flashlights, tools and trash cans. Cleaning supplies, bleach and toilet paper are also provided in support of the portable toilets. One resident has agreed to maintain the commodes in addition to emptying trash cans in public areas, picking up litter, lending tools, and distributing tents, tarps, etc. to prevent vandalism of the sanitation facilities recurring. This individual assists first-time residents at Dignity Village to set up their tent, if needed, and has been helpful in identifying the elderly, sick, and disabled on site and referring them to Helping Hands for evaluation.

According to Alachua County Health Department officials, while investigating a sanitary nuisance complaint at Grace Market Place last year it was noted that restroom facilities were not available and the make shift showers were not in compliance and possible cross connection issues existed with the water supply. Since that time a dumpster has been installed and portable toilets have been donated and are on the grounds for use.

Paul Meyers, Director of the Alachua County Health Department stated, "As we discussed, the health department is currently providing disease control, environmental health, biomedical waste, and clinical specialty care referral services at the facility. Additionally, we have provided flu vaccine clinics." During our meeting he further offered,

As we work together to ensure the health and safety of residents, staff, and responders, I offer that it would be beneficial for the health department and stakeholders to clearly communicate what the intent of the City of Gainesville is with regards to the tent camping area.

<http://www.gainesville.com/article/20150127/articles/150129641?p=3&tc+pg> (Watkins, 2015)

For additional photographs of Dignity Village, visit: <https://www.facebook.com/DignityVillage#!/DignityVillage>

Impact on Grace Marketplace and Neighboring Properties:

According to Grace Marketplace Administration, 12 individuals already live in the now-named Dignity Village when Grace Market Place first moved onto its campus. Currently 180 persons live on the site, with new people arriving on a regular basis. In February 2015, Grace Marketplace served meals to 423 unique individuals - 93 of those clients were provided shelter (28 were served in the dorm; 65 served under the pavilion.) The balance of the people served, 330 individuals, were either from Dignity Village or elsewhere in the community.

The dining room at Grace Marketplace can seat 84 people at one time, and clients either eat in shifts or take meals to go. The Welcome Center, which also functions as the Marketplace's day shelter, is designed to hold 60 people during the day. However, this is not the case. There is not sufficient seating for 60 people inside this space. The computer lab, which will shortly expand to eight computers, is not sufficient to allow everyone who wants access to computers and online information. Clients use these computers to do such things as search for employment, create a resume, or apply for benefits.

Dignity Village residents are provided with access to breakfast, dinner, and when it is available, lunch. Residents have access to the day shelter and can receive mail, store belongings, access the clothes closet, computer lab, laundry and showers. Additionally, Dignity Village residents have access to a Case Manager as well as the other service providers and other activities that take place on campus. While clear from the start, it is becoming increasingly evident that providing services far beyond the original anticipated number of clients, has placed great strains on the staff and facilities at Grace Marketplace. As additional buildings open on campus and additional services are expanded, it is expected that an ever-increasing number of people will begin accessing day services, further burdening an already strained situation. (Lowe, 2015)

There are increasing complaints from Tacachale and other neighboring properties. Specifically, at Tacachale, Dignity Village residents come to the gate and push buttons requesting service. Several Grace/Dignity Village residents have attempted to gain access to a secure forensic facility. They are increasingly trespassing across the Tacachale campus traveling to Wal-Mart, seeking services from Tacachale staff and asking for rides into town. Staff reports an increase in thefts from buildings near the Dignity Village site.

The Tacachale Council requested that the signage at Grace Dignity Village be improved.

Other health and safety issues that have been raised by Tacachale staff and other nearby entities are:

- Human and animal waste;
- Open showers not draining into the sewage system;
- Bathing in the Forestry Division pond;
- Increasing amounts of trash in the area;
- Open fires;
- Cutting the fence to steal metals;

For the number of Gainesville Police Department (GPD) and the number of Gainesville Fire Department calls to see to Grace Marketplace & Dignity Village, May 1, 2014 – January 18, 2015, Appendix F and G)

Discussions with business owners along the Waldo Road corridor revealed similar safety concerns and unmanageable incidents involving Dignity Village/Empowerment Center residents.

Examples of issues and concerns form businesses on Waldo Road include:

- Stealing;
- Loitering/drinking;
- Disorderly conduct;
- Persons raiding dumpsters;
- Breaking into a bread truck and stealing food;
- Panhandling and soliciting food and money.

Businesses that do not sell goods such as food items have added locks to their doors and call local law enforcement if incidents become unmanageable. They are attempting to cope with the situation but were concerned with the impact these activities would have on their business. As one business owner stated “they knock on or shake doors looking for services and jobs. Someone in charge at the City needs to take responsibility and educate them on where services are located.”

Summary of Contacts

Meetings and interviews were held with the residents of Dignity Village, the Empowerment Center Director, City safety services (Gainesville Police and Fire Department officials), Alachua County Community Support Services staff, Alachua County Health Department staff, businesses in the area, various advocacy groups, Tacachale Administration, officials from its office in Jacksonville, and several other individuals concerned with Dignity Village. The central themes that emerged from these discussions focused on three areas: Safety (crime, drugs), Sanitation, and Health. In order to address these primary areas of concern, several ideas regarding regulations, rules, and standards were discussed. (Appendix B)

It is important to note that the residents of Dignity Village developed their own set of rules, an intake form, and a welcome letter to new residents staying at the camp, a copy of which can found in Appendix D. It is promising that while the Dignity Village residents have begun to self- govern, they also seem open to additional or optional rules and regulations being implemented, as long as they are fair.

Review of other camps in Florida and other states:

Pinellas Hope is a tent camp located just north of the City of St. Petersburg on wooded land owned by the Catholic Diocese of St. Pete. Upon its establishment in 2007, it held 250 single-person tents set up in rows, and has since expanded to about 270. It has remained filled to capacity since its opening. The camp has a food hall, bathrooms and



Pinellas Hope camp site

showers, a laundry room, and a few computers for residents to look for jobs and prepare resumes. The city of St Petersburg, FL, contributed \$250,000 to the camp in its initial year, and city crews helped clear the land. Run by Catholic Charities, it costs approximately \$2.6 million a year to run the camp, with about half coming from donations of food and other items. It receives over \$1 million in public funding annually, and is able to effectively regulate who passes through, which in turn helps keep out illegal activity and violence. The camp's residents range in age from 18 to mid-70s, and no families are allowed.

In 2009, ten one-person wooden huts were added to the tents. The 6- by 8-foot sheds are undecorated, but comfortable and provide enough room for a cot and space to hang a few clothes. Each of the dwellings costs about \$1,000 to construct, with residents building the sheds to help defray costs.



Wooden huts – Pinellas Hope

By late 2010, an expansion of the homeless shelter was made with the support from local and state governments; it includes a community center with permanent offices, a kitchen, meeting rooms, and a covered dining area. It also includes 80 apartments for longer transitional housing as residents prepare to return to regular housing. In November 2014, groundbreaking was held for the next three phases of supportive housing which will add an additional five buildings with 76 permanent supportive apartments for the homeless.

Pam Long, Director of Homeless and Veteran Services, states that “The ongoing growth of this camp has allowed homeless adults to naturally and successfully transition from homelessness, to emergency shelter, to permanent housing.”

Camp rules include no drugs, no alcohol, and no violence. Residents come and go during the day but there is a 10:30 p.m. curfew during the week and midnight on Fridays and Saturdays. Background checks are done on all the residents and case managers meet with them on a regular basis to set goals towards self-sufficiency. They also assist



the residents with job and housing placement and perform follow up visits with them six months after they leave the shelter. Other rules require residents to be courteous and respectful and to pick up after themselves. People are referred to the tent city by teams of local police and social workers. Once they are accepted, residents are assigned to case workers to try to help them get jobs. The average stay in Pinellas Hope is about 77 days, but many stay longer. (To review a copy of the Pinellas Hope information see Appendix J. An additional 16-page brochure is

available at Commissioners’ request.)

Nothing Lost Outreach (NLO), in Escambia County, Florida, is a 501(c)(3), non-profit, outreach program founded to serve the homeless populations throughout the greater Pensacola area. Largely a ministry of the Pensacola Baptist Church community and some business funding partners, NLO provides many services to the homeless population by transporting them from sites and camps all over the city to the NLO camp, which is hidden and not governed. Every Sunday from 2:00 to 6:00 P.M., residents can get haircuts, showers, clothing, a hot meal, tarps, bug spray, and attend a church service. NLO is privately run by the Church. The camp consists of tents and tarps and an area where they sit on buckets or milk crates. Many of the people who live there have jobs. One thing that is apparently common to all such camps is that their residents actively assist each other. If someone is sick, another person will take him or her to the emergency room or get medicine. In many ways, the camps supported by NLO are very much like a family.

Dignity Village in Portland, Oregon, is a City-recognized, legal encampment of homeless people in Portland, Oregon, falling under the definition of “campground” as defined by the Portland city code.



The number of residents and is limited to 60 by the physical size of the available space on city-owned land near the Portland International Airport. Dignity Village’s individual 10-by-12 foot cottages, which have no electricity or heat, were built from recycled lumber and other recycled materials with help from architects, designers, students, and community volunteers. Since its establishment in 2001, a variety of buildings have been added, including a plants “shop”, hot dog stand, etc.

In November 2012, the city extended a three-year contract with the village, but with one new stipulation—a two year time limit for residents of the “transitional campground.” However, the city has no formal tracking system of the Village’s residents.

Licensed under Public Domain
http://en.wikipedia.org/wiki/File:Dignity_Village_Row.jpg#mediaviewer/File:Dignity_Village_Row.jpg

Dignity Village is incorporated in Oregon as a 501(c)(3) membership-based non-profit organization, and is governed by bylaws, elected community officials, or board of directors, an elected chairman and other corporate officers. It offers crude but functional cooking capabilities, social, electric, and sanitary facilities. Additional services are listed below.

Membership is by application review. Dignity Village states that membership is not limited "based on religion, race, sex, sexual orientation, handicap, age, and lifestyle choice, previous (criminal) record, or economic status."

Because past criminal conviction is not a negative criterion for residency, and because of dangers presented by continuing construction, children are not allowed to reside in the community.

Continued membership is dependent upon following the community's rules of behavior, contained in their membership agreement, as outlined below.

- No violence toward yourself or others;
- No illegal substances or alcohol or paraphernalia on the premises or within a one-block radius;
- No stealing;
- Everyone contributes to the upkeep and welfare of the village and works to become a productive member of the community;
- No disruptive behavior of any kind that disturbs the general peace and welfare of the village;

While not without difficulties, in its now 14-year history, Dignity Village has yet to experience a major incident that would lead city officials to consider its closure. It continues to provide a place to call home for 60 individuals at no cost to the city or the taxpayer.

Among the resident services offered by Dignity Village, Portland:

- Showers;
- Sanitary facilities;
- Private and communal food and flower gardens;
- Communal cooking and refrigeration facilities;
- Emergency transportation;
- Access to education;
- Access to counseling;
- Access to television (limited)[4];
- Distribution of donated food, personal items and construction material;
- Internet access;
- Weekly community meetings;
- On-site veterinary and medical care on a scheduled basis by volunteer doctors and nurses[5];
- Access to prescription medication assistance;
- Rudimentary first aid;
- Access to telephone;

Other camps in the United States such as Opportunity Village, Eugene, Oregon; Quixote Village, Olympia, Washington; and OM Village, Madison, Wisconsin, have attempted to build on the success of Dignity Village and to also take the issue of homelessness to a higher, permanent, long-term solution.

Eugene, Oregon

Eugene, Oregon, is similar to the City of Gainesville in several ways. Located in the northwest part of the state, Eugene is the county seat of Lane County, and is approximately 50 miles from the Oregon coast.

As of the 2010 census, Eugene had a population of 156,185, and Lane County had a population of 351,715, approximately 100,000 more than Alachua County. The city's population was estimated by the Portland Research Center to be 159,580 in 2013.

Eugene is home to the University of Oregon; with approximately 24,181 students. Like Gainesville, Eugene is known for its natural beauty, recreational opportunities (especially bicycling, running/jogging, rafting, kayaking), and focus on the arts. Eugene's slogan is "A Great City for the Arts and Outdoors". The University of Oregon is the number one employer; Lane County, the Eugene School District, Springfield School District, and the City of Eugene fall within the top seven employers.

Pat Hartman, in his House the Homeless, Inc., blog article (Link: <http://www.housethehomeless.org/blog/>) states, "Eugene, Oregon, is a city with the reputation of doing something to house the homeless, and of doing its best to extend other kinds of help in the meantime. Eugene's innovative Homeless Camping Program was instituted in 1998, so it has been operating long enough that other municipalities also look to this city as an example. The program is under faith-based management by St. Vincent de Paul, the Catholic charity organization with a long history of helping those in need. "

Tent City Urbanism

Tent City Urbanism explores the intersection of the "tiny house movement" and tent cities organized by the homeless to present an accessible and sustainable housing paradigm that can improve the quality of life for everyone.

While tent cities tend to evoke either sympathy or disgust, the author finds such informal settlements actually address many of the shortfalls of more formal responses to homelessness. Tent cities often exemplify self-management, direct democracy, tolerance, mutual aid, and resourceful strategies for living with less. This book presents a vision for how cities can constructively build upon these positive dynamics rather than continuing to seek evictions and pay the high costs of policing homelessness. (Heben 2015)

The tiny house village provides a path forward to transitional and affordable housing within the grasp of a local community. It offers a bottom-up approach to the provision of shelter that is economically, socially, and environmentally sustainable—both for the individual and the city. The concept was first pioneered by Portland's Dignity Village, and has since been re-imagined by Eugene's Opportunity Village and Olympia's Quixote Village. Now this innovative model has emerged from the Northwest to inspire projects in Madison, Austin, and Ithaca, and is being pursued by advocacy groups throughout the country.

<http://www.thevillagecollaborative.net/#!/bookstore/cc84>

Opportunity Village Eugene (OVE)

Opportunity Village utilizes Andrew Heben's Transitional Village model as outlined in his book, *Tent City Urbanism: From Self Organized Camps to Tiny House Villages*. See Appendix G for all of Heben's village models. OVE includes 30 tiny houses, each about 60 to 80 sq. ft. This model is supported by a common kitchen, restrooms, workshop, and gathering areas. OVE functions as a self-governed community with oversight by the 501(c)(3) non-profit organization, Opportunity Village Eugene (OVE). The village opened in August of 2013 and has since received national media coverage in sources like CNN, PBS, MSNBC, and Buzz feed, and has helped inspire similar grassroots initiatives throughout the country, such as OM Village in Madison, Wisconsin.

<http://www.thevillagecollaborative.net/#!/projects/cvup>

Emerald Village, Eugene Oregon

Emerald Village is the second project by OVE. While Opportunity Village focuses on transitional micro-housing, Emerald Village provides an innovative approach to permanent, affordable housing based on a similar village model. The project is currently in the planning stages and will include around 15 tiny houses (120-250 sq. ft.) with a common gathering facility. Residents at Emerald Village can have limited equity in their homes through a Limited Equity Cooperative, or LEC. Limited equity cooperatives allow residents to own some equity in their home, but if sold, the sale price is limited to that which they originally paid. Many benefits related to home ownership are provided through the LEC, while spreading the risks and costs across residents, or shareholders.

<http://www.thevillagecollaborative.net/#!/projects/cvup>

http://media.wix.com/ugd/bd125b_b0225ff275e94ce59a5f08df5672b4f1.pdf

Florida Cities

Mr. Fred Murry, Gainesville Assistant City Manager, recently attended a meeting hosted by the Central Florida Coalition on Homelessness and presented by the Southern Legal Foundation titled “The Path Forward--Rethinking Solutions for Homelessness in Florida”. At this meeting it was determined that many cities in Florida were grappling with this issue. The City of Sarasota and Sarasota County are researching ideas and making attempts to build camps and tiny houses to address the unsheltered homeless issue.

<https://sarasotamagazine.com/2014/12/31/41465>

Although the projects mentioned above appear to be successful, there are also instances of self-governed, unregulated street camps where risks, dangers, and liabilities are prevalent and widespread. The following are examples of homeless camps with pervasive difficulties.

Bend, Oregon: (September 2013) Multiple homeless camps around Bend, Oregon, provide temporary shelter for hundreds of homeless in the area. Camps will appear, be vacated and may be re-established in another area within just a few days. An established camp may exist for several months without incident. These camps can range from one person in a tent to multiple people in multiple tents. In a newspaper article on September 8, 2013, Bend police spokesman, Lt. Chris Carney reported an attempted rape at one transient camp. Police were fortunate to apprehend the perpetrator as a result of a witness reporting the incident to police, resulting in an arrest on suspicion of first-degree rape, fourth-degree assault and two counts of first-degree sexual abuse. This is not unusual. Most violent incidents go unreported. “Most of the time, these people are camping because they want to be left alone. Getting them to report incidents is always a tough thing to do,” stated Carney. Crimes at these camps are not infrequent. A fire in July that charred 4 acres in east Bend started with a homeless campfire. Two people — a mother and daughter — were cited in that incident. In addition, stabbings and a shooting have occurred at homeless camps around the city of Bend Oregon within the past five years.

<http://www.columbian.com/news/2013/sep/08/in-central-oregon-crime-exposes-homeless-camps/>

Tampa, Florida: (June 2012) According to the news story cited below, witnesses were said to have found a woman’s body in thick bushes, having been beaten to death at a makeshift, unregulated homeless camp.

http://www.baynews9.com/content/news/baynews9/news/article.html/content/news/articles/bn9/2012/6/23/wo-man-found-dead-at_.html

Fort Myers, Florida: (June 2014). An unauthorized homeless camp full of sex offenders was found on private property in a Fort Myers neighborhood. Now, they are being told to leave. The sex offenders were found living in the woods off Veronica S. Shoemaker Boulevard.

Police say at least six people were living in the woods for months. Their tents are still up; their belongings where they left them. But on Wednesday night, the group of homeless people were told to pack up and leave.

Police say some of the people living there are registered sex offenders. The camp site is roughly half a mile from Colonial Elementary School and the Sienna Vista Lake Apartments.

The property is private. Therefore, the owner asked police to give them trespass notices.

<http://www.nbc-2.com/story/24645890/homeless-camp-found-on-private-property-in-fort-myers#.VPo9knk5Dcd>

Additional Thoughts/Perspectives/Insights:

Before getting into the specific recommendations, I want to offer the following thoughts and insights from Andrew Heben, urban planner, writer, and tiny house builder based in Eugene, Oregon. Heben has traveled throughout the U.S. to study over a dozen tent cities organized by the homeless, and spent time living at one in Ann Arbor, Michigan known as Camp Take Notice. His experiences there helped to shape his 2011 award-winning thesis at the University of Cincinnati's School of Urban Planning. Heben has since co-founded Opportunity Village Eugene (OVE), a non-profit organization devoted to building self-managed tiny house villages for those in need of housing. In 2013, he assisted in the planning, design, and building of Opportunity Village, which now houses 30 otherwise homeless individuals and couples at a time. This work, combined with his previous research, inspired Heben's new book, *Tent City Urbanism: From Self-Organized Camps to Tiny House Villages*.

Please see Appendix H for a graphic representation of Heben's three models for creating an organized tent encampment or tiny house village to create productive, clean, and viable housing for the homeless.

In his book titled, Andrew Heben writes;

"I get that the tent is not seen as an acceptable permanent form of shelter, and I am not an advocate of the tent. But we can't dismiss it in the absence of alternatives. This is not an either-or argument, but an acknowledgement that we cannot simply pursue long-term solutions without regard to present realities."

Heben quoted his Eugene, Oregon, friend and homeless advocate, Jean Stacey, who supported this imperative by referencing an unsanctioned camp known as Whoville in Oregon.

"The U.S. economy is a major shipwreck and many have fallen or been kicked off the boat. Some of the folks in Whoville were among those who found themselves drowning, found some unused resources, and built themselves a lifeboat. Having been out drowning themselves, they were well aware there were other folks out there struggling, so they started scooping up some of the other swimmers who were least likely to survive on their own and gave them a safe seat in the lifeboat... We believe if government would stop trying to push the refugees out of the lifeboats...the refugees and the community could float the lifeboats. The government could form public private partnerships for the sturdier longer ships to be built for the long haul. "

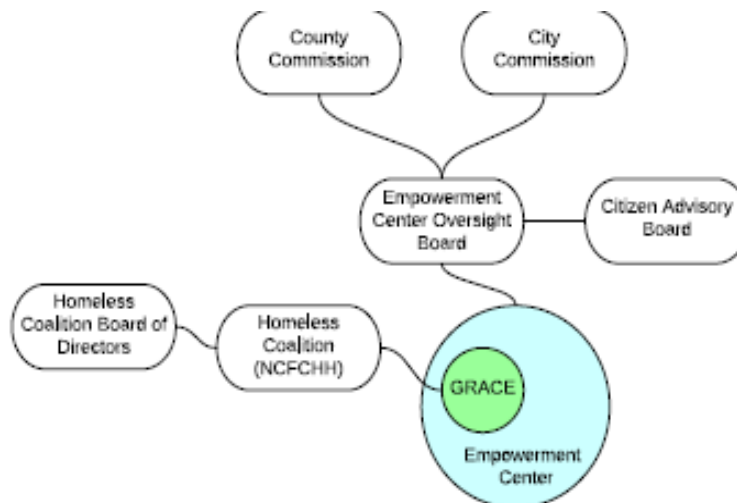
It is on this premise that the following recommendations for the structure and governance for Gainesville's Dignity Village are made. For more information on Andrew Heben's book and work in tent city urbanism, go to:

<http://www.tentcityurbanism.com/p/about.html>.

Recommendations

Short Term

- A. **Develop and advertise immediately a Request for Proposal (RFP) for the Management of Dignity Village or waive the RFP process with a focus on contracting with local homeless advocates and service providers. (This recommendation should occur immediately as the City determines further policy direction).**
- Included in the RFP or selected vendors contract should be criteria for establishing a Sanctuary Camp Model that includes a tiered approach to management. (See Appendix B) The vendor selected would work collaboratively with staff at the Empowerment Center to coordinate needed services for persons residing in Dignity Village.
 - During the course of this review, I found local advocates to be knowledgeable about the homeless population due to their involvement and provision of basic services for many years. Not only have they provided services but have served as advocates improving the living conditions of these individuals.
 - The ACCHH should not be tasked the assignment of managing Dignity Village. Although the Empowerment Center staff works to assist and coordinate services when possible the workload and limited resources, plus added management responsibilities for Dignity Village could be overwhelming. Adding another layer of responsibility to this organization is not recommended. Please see the organization chart below.



- B. **Convene a team to include representatives from the Gainesville Fire Department, City Codes staff, County Health Department, a budget representative, the Gainesville Police Department, the contract nonprofit, the Housing Department, and residents from Dignity Village in the design and budget development of Dignity Village.**

This is critical to assure the health, welfare, and safety of the residents as well as the surrounding neighbors. There was a fire the week of March 2, 2015, that came close to a residential unit at Tacachale. Coordinating this process would result in designated fire lines, as well as entry and exit for public safety vehicles. In discussions with Gainesville Fire officials, we agreed that Dignity Village could possibly be set up like a campground, with specified individual camping areas and fire pits. According to JoAnn Rice, Assistant Fire Chief, Gainesville, "specific addresses, setbacks, and access roads will facilitate [our] ability to locate, access, and help people in an emergency situation." To ensure the greatest safety of and access to the residents of

Dignity Village, Ms. Rice recommends, “a minimum of 10 foot separation between tents with a 15 foot setback from any fire pits, as well as a 15 foot access road between camping sites.” (See Appendix E for additional campfire safety recommendations from Gainesville Assistant Fire Chief Rice; and Appendix F for Gainesville Police Department call estimates to Dignity Village from May 2014 to January 2015.)

Utilizing the team approach creates collaborative partnerships between various City, County, and State agencies and regulators that could result in a unified, holistic resolution instead of a piecemealed effort. Critical to the success of this project are agency collaboration and partnerships.

Annette Gilley, longtime local advocate who assisted with the resident move from tent city, cautions that the design team should cause minimal disruption as possible since these individuals have been moved twice within the past months.

C. Decide if Dignity Village will house those persons that only want to live outdoors or if it should become a transitional housing model for homelessness, or a combination of both.

If the policy decision for Dignity Village is Transitional Housing, then consideration should be given to developing a rest area at the village similar to Eugene, Oregon.

A "rest area" provides a safe place to sleep for the unhoused with less commitment than a "transitional village" like Eugene's Opportunity Village. It's a similar concept to a highway rest area, but instead services those with no place else to go in urban areas. The camps include two distinct populations: hosts and overnights. Hosts can stay at the site regularly and enforce a basic set of community agreements. Overnights are a more transient population that can check-in with a host each night for a safe place to sleep. The idea is to serve more sectors of the unhoused population. This concept originated with Portland's Right 2 Dream Too, which formed just a few blocks from the Portland's Occupy camp in 2011. The informal community has formed an excellent manual for how to operate this kind of service.

During my discussions with residents of Dignity Village, there were some residents that want to live there and literally “be left alone”. In fact, one camper arrived during one of my visits and expressed that “he had heard about this place and had made it here from New Orleans because it was not restricted.” Once the policy decision has been made, the non-profit can implement the policy as directed. A Transitional Housing model is recommended for the long term.

D. Implement an intake process that involves rules and camp ground regulations (See Appendix B for Suggested Dignity Village rules/regulations)

Residents of Gainesville's Dignity Village echoed the need to feel safe and be free from crime and the threat of violence. Portland, Oregon's Dignity Village, the first government-sanctioned camp for the homeless in the country, developed rules as stated in Section 3 above. This recommendation should be implemented by the contract nonprofit agency that manages Dignity Village.

The successful encampments reviewed had guidelines, regulations and some form of criminal background checks. The City should require background checks for residents of Dignity Village. National criminal background checks would reveal all past criminal offenses but can be costly and will take time. However, Active Warrant checks could be done by Gainesville Police Department similar to the checks conducted at St. Francis House. It is recommended that initially Warrant checks be implemented.

E. Decide if the City Commission will enter into a contractual agreement with the County to manage Dignity Village.

Currently the City has contracted with the State for the use of the land. However, the oversight Board for the Empower Center has given direction to a Citizens Advisory board to make recommendations for Dignity Village. The City hired the Author to review research and make recommendations for Dignity Village. Generous donations from churches and advocacy groups and volunteers are also providing support, assistance and guidance. Nonetheless, the City holds the liability for this property, and should decide, from a policy perspective, how to achieve accountability on this legally sanctioned camp. A joint agreement with the County is recommended until the Village can evolve into a non-profit 501(c)(3).

F. Develop a distinct and separate address for Dignity Village

- a. Currently it is believed that Dignity Village is an extension of and part of the Empowerment Center. This is not the case. There have been multiple Gainesville police and fire calls, and because there is not a distinct address for Dignity Village, separate from the Empowerment Center, it is difficult, if not impossible, to determine from a record review which calls were directed to Dignity Village. Officials at the Empowerment Center indicate they would welcome a distinction between the two entities. (Done)

Long Term

A. The City, County and Service Providers should revisit the Ten Year Plan to End Homelessness and develop a revised long term homeless policy.

According to Andrew Heben in his comments during a Council meeting in Eugene Oregon, in 2013;

“While tent cities tend to evoke either sympathy or disgust, the author finds such informal settlements actually address many of the shortfalls of more formal responses to homelessness. Tent cities often exemplify self-management, direct democracy, tolerance, mutual aid, and resourceful strategies for living with less. This book presents a vision for how cities can constructively build upon these positive dynamics rather than continuing to seek evictions and pay the high costs of policing homelessness.

The tiny house village provides a path forward to transitional and affordable housing within the grasp of a local community. It offers a bottom-up approach to the provision of shelter that is economically, socially, and environmentally sustainable—both for the individual and the city. The concept was first pioneered by Portland's Dignity Village, and has since been re-imagined by Eugene's Opportunity Village and Olympia's Quixote Village. Now this innovative model has emerged from the Northwest to inspire projects in Madison, Austin, and Ithaca, and is being pursued by advocacy groups throughout the country.

*The average American now consumes 1,000 sf of space, whereas at Opportunity Village the average resident requires 78 sf of space. The median home sale price in Eugene last year was \$200,000, whereas Opportunity Village will cost under **half that to build in its entirety.***

Building small is certainly affordable, but permits and codes that uphold the status quo make it a challenge. I was delighted to read Mayor Piercy's urge for the city to look for more flexibility in this regard. We need to get micro-housing in the building code and a zoning framework for micro-housing developments that can share facilities in order to keep costs low.

Let's pursue long-term solutions that are within our grasp. Small housing is the future, and by formally accepting that, Eugene can put forth an exemplary housing

Exemplary housing model that is economically and environmentally sustainable. A real win-win solution.”

The City of Gainesville and Alachua County, and the agencies involved in homeless services and the community together, should explore the possibilities of developing models expressed in Heben’s *Tent City Urbanism* or similar models as a long-term solution. A review of the 10 year plan to end homelessness would be an excellent start. Once the review is complete a progress report should be presented to the policy makers as a beginning of the next era. Issues such as tiny houses and re-entry of inmates who tend to be homeless could be considered. The opportunities to address the issues of homelessness in Alachua County are endless. Government should consider partnering with the University of Florida, its College of Building and Construction, and other appropriate colleges, and area agencies and advocates to develop a cutting-edge model to address homelessness in Alachua County.

Conclusion

In conclusion, the recommendations listed above, if adopted, merely scratch the surface of the homeless population’s issues in Alachua County. It has been a rewarding experience to work on this project and the quote below summarizes this report.

An unknown blog responder on the Buzz Feed site wrote, “Aloha, this is so amazing Eugene, Oregon, a step in the right direction. Stability puts houseless persons in labor, creative minds, and jobs. The entire nation's houseless can be productive and not disable. We just need the right 'thinkers' and 'doers' to get together and keep the politics out of the process. Let the people take care of people something that we have done since the caves era. Humans are naturally progressive species, let that natural tendencies to flourish everywhere for the sake of the future generations. Mahalo from Hawaii.”

APPENDIX A
**License Agreement between Florida State Department of Agriculture
and the City of Gainesville**

FDACS CONTRACT #

021940

MEMORANDUM OF AGREEMENT

THIS AGREEMENT made this 11th day of March, 2015 (Effective Date), between the CITY of Gainesville, a municipal corporation of the State of Florida, (CITY), and the Florida Department of Agriculture and Consumer Services, (FDACS).

WITNESSETH:

WHEREAS, the FDACS desires to obtain from the CITY an Agreement to use certain CITY property for ingress/egress access to adjacent property owned by the FDACS, and:

WHEREAS, the CITY desires to use a portion of the property owned by the FDACS, lying adjacent to the property owned by the CITY;

NOW THEREFORE, it is agreed by the parties as follows:

1. The CITY hereby grants to the FDACS and the FDACS hereby accepts from the CITY an Agreement to use a strip of land 60.0 feet in width over the Northerly 715.0 feet of Parcel "A" and the Northerly 20.0 feet of Parcel "B" as described in the Quit Claim Deed contained in Official Records Book 4244, page 131 of the Public Records of Alachua County, Florida and as depicted on Exhibit "A" (the "FDACS Agreement Area").
2. The FDACS hereby grants to the CITY and the CITY hereby accepts from the FDACS an Agreement to use an approximately 10 acre portion of FDACS owned property, north of the creek, west of the power line, and along the south and east sides of the CITY owned property as depicted on Exhibit "A" (the "City Agreement Area").
3. This Agreement is for a period of twenty years commencing on the Effective Date.
4. This Agreement may be terminated by the either party, at any time with or without cause, upon 60 days written notice to the other party by certified mail. Upon termination, each party agrees to remove within 30 calendar days at its sole expense all encroachments lying upon its Agreement area. Should either party fail to remove any encroachments within the 30 days, the other party may remove and dispose of any encroachments without recourse to the other party failing to do so.
5. The FDACS agrees that it will use the FDACS Agreement Area only for the purpose of private access for multiple-use management activities on Newnans Lake State Forest. The FDACS must obtain written approval from the CITY of any proposed fencing prior to the FDACS installing the fence on property, owned by the CITY. The FDACS further agrees that it will not suffer or permit the FDACS Agreement Area or any part thereof to be used for any other purpose without the express written consent of the CITY.
6. The CITY agrees that it will use said the City Agreement Area only for the purpose of homeless services, including without limitation, providing a camping area, in conjunction with the homeless facility, known as the Empowerment Center on that property owned by the CITY. The CITY must obtain written approval from the FDACS of any proposed fencing prior to the CITY installing the fence on property, owned by the FDACS. The CITY further agrees that it will not suffer or permit the City Agreement Area or any part thereof to be used for any other purpose without the express written consent of the FDACS.

APPENDIX A (cont'd.)
License Agreement between Florida State Department of Agriculture
and the City of Gainesville

7. It is agreed that either party shall make no permanent alterations or permanent additions to the City or FDACS Agreement Areas without the prior written consent of the other party.
8. It is expressly understood and agreed that no real or personal property is leased to the either party; that this document is a Memorandum of Agreement and neither party is a lessee; that either party's right to occupy the Agreement Areas and to operate the Agreement hereby granted shall continue only so long as provided in this Agreement and either party complying strictly and promptly with each and all of the undertakings, provisions, covenants, agreements, stipulations and conditions contained herein.
9. Each party assumes all risks in the use of the Agreement Area provided to it by this Agreement and shall be solely responsible and answerable in damages for all accidents or injuries to person or property and hereby covenants and agrees to indemnify and keep harmless the other party and its officers and employees from any and all claims, suits, losses, damage or injury to person or property of whatsoever kind and nature, whether direct or indirect, arising out of the use of the Agreement Area or the carelessness, negligence or improper conduct of indemnifying party or its officers or employees.
10. Except as provided below, neither party is permitted to assign, transfer, convey or otherwise dispose of this Agreement to any other person or legal entity without the previous written consent of the other party. If either party shall, without the previous written consent specified in this section, assign, transfer, convey or otherwise dispose of the same to any other person or legal entity, the other party reserves the right to declare this Agreement terminated without previous notice to the defaulting party.

The CITY may assign use of the City's Agreement Area to a provider of homeless services. Such assignment shall not require the approval of the FDACS, but the FDACS shall be given notice of the assignment and a copy of the assignment document executed by the CITY and the provider. Provided, however, that the CITY shall remain liable for the performance of each covenant, condition and obligation under the Agreement notwithstanding any assignment and assumption executed in connection with such assignment. Assignments other than that contemplated in this paragraph shall only become effective upon the prior written consent of FDACS.

11. Each party shall indemnify, defend, hold the other party and their officers, agents and employees harmless from and against, including but not limited to, any and all claims, demands, suits, losses, damages, assessments, fines, penalties, costs or other expenses (including attorney's fees and court costs) arising from or in any way related to the actual or threatened damage to the environment, agency cost investigation, personal injury or death, or damage to property, due to a release or allege release of hazardous materials by the parties to this Agreement or its respective employees, agents, invitees and assigns on or under the property or in the surface or ground water located on or under the property, or gaseous omissions from the property or any other condition existing on the property resulting from hazardous materials, which release or allege release arguably occurred after the Effective Date of this Agreement, whether such claims prove to be true or false. Each party to this Agreement further agrees that its indemnity obligations shall include, but are not limited to, the cost of any required or necessary inspection, audit, cleanup, or detoxification and the preparation of any enclosure or other required plans, consent order, application, or the like.
12. The FDACS and the CITY agree that nothing in this Agreement shall be interpreted as a waiver of either party's sovereign immunity under 768.28 Florida Statutes.
13. Any notice required under the terms of this Memorandum of Agreement must be in writing and must be sent by certified mail to the address of the party to whom the notice is to be given. Addresses of the parties are as follows:

APPENDIX A (cont'd.)
License Agreement between Florida State Department of Agriculture
and the City of Gainesville

CITY:
Purchasing Division, MS #32

CITY of Gainesville
P O Box 490
Gainesville, FL 32627

FDACS:
Florida Department of Agriculture and
Consumer Services
Waccasassa Forestry Center
5353 NE 39th Avenue
Gainesville, Florida 32609

14. This Agreement shall be governed by and construed in accordance with the laws of the State of Florida. Any action in equity or law with respect to this Agreement shall be brought and heard in Leon County, Florida.

IN WITNESS WHEREOF, the parties to this Memorandum of Agreement have set their hands and seals on the day and year first above written.

WITNESSES:

Helen Harris
Karen E. Purr

WITNESSES:

Paul J. Jansen
Constance Burt

City Of Gainesville

BY: Russ Blackburn
Russ Blackburn, Manager

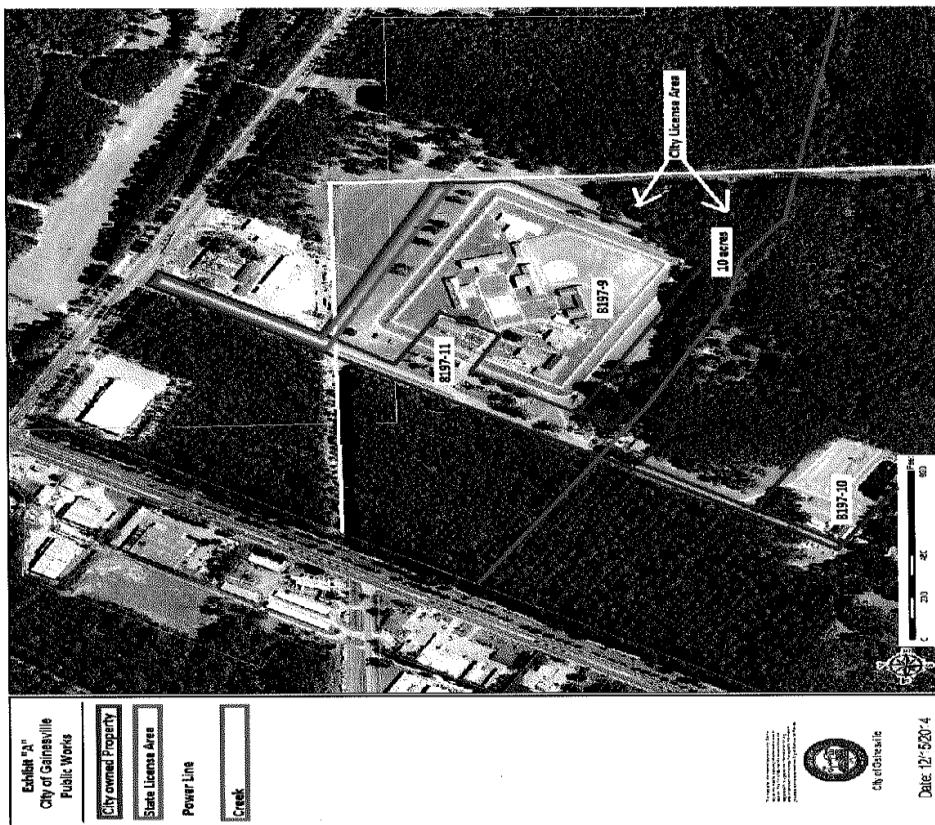
Approved as to Form and Legality
By: Nicolle M. Shalley
Nicolle M. Shalley
City Attorney

**Florida Department of Agriculture and
Consumer Services**

D. Alan Edwards
D. Alan Edwards, Director
Division of Administration

APPENDIX A (cont'd.) License Agreement between Florida State Department of Agriculture and the City of Gainesville

Exhibit "A"



APPENDIX A (cont'd.)
License Agreement between Florida State Department of Agriculture
and the City of Gainesville

Exhibit "A", page 2

*(Legal Descriptions
taken from official Record
Book 4244, Page 131)*

LEGAL DESCRIPTION – PARCEL "A"

A PART OF SECTIONS 26 & 27, TOWNSHIP 9 SOUTH, RANGE 20 EAST, ALACHUA COUNTY, FLORIDA, BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:
 COMMENCE AT THE NORTHWEST CORNER OF SAID SECTION 26, TOWNSHIP 9 SOUTH, RANGE 20 EAST; THENCE SOUTH 01 DEGREES 18 MINUTES 03 SECONDS EAST, ALONG THE WEST LINE OF THE NORTHWEST QUARTER OF SAID SECTION 26, A DISTANCE OF 1225.66 FEET TO AN INTERSECTION WITH THE CENTERLINE OF STATE ROAD No. 222 (NE 39th AVENUE) AS PER FLORIDA DEPARTMENT OF TRANSPORTATION RIGHT OF WAY MAP SECTION No. 26005-2518; THENCE SOUTH 60 DEGREES 29 MINUTES 07 SECONDS EAST, ALONG SAID CENTERLINE OF STATE ROAD No. 222, A DISTANCE OF 1023.14 FEET; THENCE SOUTH 30 DEGREES 02 MINUTES 53 SECONDS WEST, A DISTANCE OF 50.00 FEET TO AN INTERSECTION WITH THE SOUTHERLY RIGHT OF WAY LINE OF SAID STATE ROAD No. 222 AND THE POINT OF BEGINNING; THENCE SOUTH 30 DEGREES 02 MINUTES 32 SECONDS WEST, A DISTANCE OF 1761.39 FEET; THENCE SOUTH 29 DEGREES 39 MINUTES 16 SECONDS WEST, A DISTANCE OF 311.23 FEET; THENCE NORTH 60 DEGREES 29 MINUTES 07 SECONDS WEST, A DISTANCE OF 44.29 FEET; THENCE SOUTH 29 DEGREES 49 MINUTES 44 SECONDS WEST, A DISTANCE OF 871.89 FEET TO AN INTERSECTION WITH THE SOUTHERLY LINE OF A LEASE AGREEMENT BETWEEN THE BOARD OF TRUSTEES OF THE INTERNAL IMPROVEMENT TRUST FUND OF THE STATE OF FLORIDA AND THE STATE OF FLORIDA DEPARTMENT OF CORRECTIONS, BEING KNOWN AND HEREUNTO REFERENCED AS LEASE AGREEMENT No. 3490; THENCE NORTH 57 DEGREES 51 MINUTES 26 SECONDS WEST, ALONG SAID SOUTHERLY LINE OF SAID LEASE AGREEMENT No. 3490, A DISTANCE OF 13.07 FEET TO THE SOUTHWEST CORNER OF SAID LEASE AGREEMENT No. 3490; THENCE NORTH 29 DEGREES 39 MINUTES 16 SECONDS EAST, ALONG THE WESTERLY LINE OF SAID LEASE AGREEMENT No. 3490, A DISTANCE OF 1182.87 FEET; THENCE NORTH 30 DEGREES 02 MINUTES 32 SECONDS EAST, CONTINUING ALONG SAID WESTERLY LINE OF SAID LEASE AGREEMENT No. 3490, A DISTANCE OF 1761.04 FEET TO AN INTERSECTION WITH THE AFOREMENTIONED SOUTHERLY RIGHT OF WAY LINE OF STATE ROAD No. 222; THENCE SOUTH 60 DEGREES 29 MINUTES 07 SECONDS EAST, ALONG SAID SOUTHERLY RIGHT OF WAY LINE OF STATE ROAD No. 222, A DISTANCE OF 60.00 FEET TO THE POINT OF BEGINNING.

LEGAL DESCRIPTION – PARCEL "B"

A PART OF SECTION 26, TOWNSHIP 9 SOUTH, RANGE 20 EAST, ALACHUA COUNTY, FLORIDA, BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:
 COMMENCE AT THE NORTHWEST CORNER OF SAID SECTION 26, TOWNSHIP 9 SOUTH, RANGE 20 EAST; THENCE SOUTH 01 DEGREES 18 MINUTES 03 SECONDS EAST, ALONG THE WEST LINE OF THE NORTHWEST QUARTER OF SAID SECTION 26, A DISTANCE OF 1225.66 FEET TO AN INTERSECTION WITH THE CENTERLINE OF STATE ROAD No. 222 (NE 39th AVENUE) AS PER FLORIDA DEPARTMENT OF TRANSPORTATION RIGHT OF WAY MAP SECTION No. 26005-2518; THENCE SOUTH 60 DEGREES 29 MINUTES 07 SECONDS EAST, ALONG SAID CENTERLINE OF STATE ROAD No. 222, A DISTANCE OF 1023.14 FEET; THENCE SOUTH 30 DEGREES 02 MINUTES 53 SECONDS WEST, A DISTANCE OF 50.00 FEET TO AN INTERSECTION WITH THE SOUTHERLY

APPENDIX A (cont'd.)
License Agreement between Florida State Department of Agriculture
and the City of Gainesville

RIGHT OF WAY LINE OF SAID STATE ROAD No. 222; THENCE SOUTH 30 DEGREES 02 MINUTES 32 SECONDS WEST, A DISTANCE OF 694.75 FEET TO THE POINT OF BEGINNING; THENCE CONTINUE SOUTH 30 DEGREES 02 MINUTES 32 SECONDS WEST, A DISTANCE OF 321.58 FEET; THENCE SOUTH 60 DEGREES 29 MINUTES 07 SECONDS EAST, A DISTANCE OF 322.80 FEET; THENCE SOUTH 30 DEGREES 02 MINUTES 32 SECONDS WEST, A DISTANCE OF 249.81 FEET; THENCE NORTH 59 DEGREES 53 MINUTES 43 SECONDS WEST, A DISTANCE OF 228.51 FEET; THENCE SOUTH 30 DEGREES 13 MINUTES 51 SECONDS WEST, A DISTANCE OF 470.13 FEET; THENCE SOUTH 60 DEGREES 29 MINUTES 07 SECONDS EAST, A DISTANCE OF 982.26 FEET; THENCE NORTH 30 DEGREES 02 MINUTES 32 SECONDS EAST, A DISTANCE OF 828.92 FEET TO AN INTERSECTION WITH THE WESTERLY LINE OF PARCEL III, A 100' WIDE UTILITY EASEMENT, DESCRIBED AND RECORDED IN OFFICIAL RECORD BOOK 1003, PAGES 191-194 OF THE PUBLIC RECORDS OF SAID COUNTY; THENCE NORTH 01 DEGREES 01 MINUTES 10 SECONDS WEST, ALONG SAID WESTERLY LINE OF SAID 100' WIDE UTILITY EASEMENT, DESCRIBED AND RECORDED IN OFFICIAL RECORD BOOK 1003, PAGES 191-194, A DISTANCE OF 298.37 FEET; THENCE NORTH 63 DEGREES 23 MINUTES 29 SECONDS WEST, A DISTANCE OF 922.65 FEET TO THE POINT OF BEGINNING.
CONTAINING 23.0 ACRES MORE OR LESS

APPENDIX B**AUTHOR'S SUGGESTIONS FOR RULES/REGULATIONS WITHIN DIGNITY VILLAGE**

The following rules and regulations are offered as suggestions only based upon extensive research into other tiny village or homeless encampment communities. It would ultimately be up to the residents of Dignity Village and the contracted agency to determine their own guidelines to ensure compliance.

Membership is dependent upon following the community's rules of behavior, as suggested below:

- Membership is not limited “based on religion, sex, sexual orientation, handicap, age, lifestyle choice, previous (criminal) record or economic status.”
- If past criminal convictions are not a negative criteria for residency in the Village, and because of potential hazards on the site, children are not allowed to reside in the Village
- Illegal substances and related paraphernalia are banned within the Village
- No violence toward yourself or others
- Stealing is prohibited and will be cause for removal
- Residents can be men or women, but must be 18 or older
- Everyone contributes to the upkeep and welfare of the Village and works to become a productive member of the Dignity Village community
- No disruptive behavior of any kind that disturbs the general peace and welfare of the Village and the adjacent Grace Marketplace and all other adjacent properties
- All local laws and ordinances must be followed.

APPENDIX C
DIGNITY VILLAGE CAMPING ZONES WITH COUNTS*



A: 17 campers, 19 tents
 B: 49 campers, 63 tents
 C: 37 campers, 39 tents
 D: 17 campers, 18 tents
 E: 2 campers, 3 tents
 F: 22 campers, 26 tents
 G: 8 campers, 10 tents
 H: 25 campers, 30 tents

Currently there are 200 campers living at dignity Village since this original count.. Some of the campers in section H are outside of the 10-acre boundary and will have to move soon.

*Breakdown of campers in each zone of Dignity Village, based on a count conducted by Tygur, March 16, 2015.

APPENDIX D
DIGNITY VILLAGE RESIDENTS' SUGGESTED RULES, INTAKE FORM & WELCOME LETTER

Dignity Village Campers' Memo

To: All campers of Dignity Village

Here's a few things that we all must remember and keep in mind:

1. If you are camping in the camping areas and may be leaving to visit on the outside, etc., remember to let a camper know that you will be gone awhile. You may even select a camper in your area to watch or oversee your area while you are away.
2. Never leave your fires unattended.
3. Make sure all of your belongings are locked up so you will know where they are.
4. Never move into an area where you know you won't want to stay.
5. Never leave an abandoned structure or garbage behind when you move out. Please return loaner items.
6. Keep your area as clean as possible. Any tool you need can be loaned to you at the Occupy Tent during set hours.
7. You can always call the non-emergency number for police assistance. The GPD non-emergency number is (352) 955-1818.



APPENDIX D – continued**DIGNITY VILLAGE COMMUNITY INTAKE FORM**

The information being gathered is needed to further influence ideas and future relationships between the campsite's outside the Grace Marketplace fenced area, known as Dignity Village. It is needed for all parties that are considering its proper governance. These questions are to help evaluate each and every camper's need properly, and maintain human rights. Everyone must give an honest account. It is very important and it could change all further relations with any public or private affiliations response.

Please answer all questions. All information is confidential.

- 1) Do you drink alcohol? Yes No
- 2) How long have you used alcohol?
- 3) Do you think your area or community is safe? Yes No
- 4) Would you invite your family to visit? Yes No
- 5) Would a section for community visits be good? (This would look like a park with an area for swings and slide for children and public benches and community BBQ?) Yes No
- 6) Is this your first time camping? Yes No
- 7) What are the reasons you choose to live outside of the fence instead of inside the premises of Grace Marketplace?
- 8) Do you agree to the idea of a small privacy fence in-between tents? Yes No
- 9) If there was a place for cans to be deposited would you allow them to be picked up by someone, or would you bring the cans there yourself?
- 10) Would you allow a gardener to plant around your tent/section areas?
- 11) Would you agree to having one representative from each section to be an overseer for that camp?
- 12) If you could have a voice in your future needs as a camper at Dignity Village would you participate?
- 13) Are you willing to be a responsible member of the community and practice no illegal and/or unwanted behaviors and abide by established rules and regulations?

As we all know, Dignity Village has trash cans and a regular trash pick-up and loaner tools on hand for campers from 8:00am to 5:00pm. You may put your name on a list at the Occupy Gainesville tent. Ask for Tygur. In addition, he may be able to assist with tent's and tarps as available. Furthermore, Tygur takes it upon himself to take care of the campsite grounds, waste, and the upkeep of all outside Porta Potties. He can assist you in finding a spot to pitch and set up your tents. So feel free to contact Tygur at the Occupy Gainesville campsite.

Tools Available:

- Hand Tools
- Air Pumps
- Saws
- Rakes

APPENDIX D – continued**Dignity Village Resident Welcome Letter**

Hi, how are you? For everyone unaware, the camping areas are zoned A – H and the area has been named Dignity Village. There is a Facebook page for Dignity Village Gainesville, FL.

This flyer is for a heads up to all the campers that are camping on the outside properties of GRACE Marketplace.

January 2015 has come. It is a new year and as we all know, a new year brings new change and brighter futures.

This pamphlet is to inform all of the Dignity Village campers that we will be periodically conducting a census. It is just a head count of all the campers on the outside of GRACE Marketplace. No full name or name will be needed. We only need a count of the numbers. Also, a campsite cleanup will continue and if possible, a friendly photo of selected campsites. Please feel free to voice an opinion.

Tygur and some other aid or helper will be doing the census.

Remember this is state land and its property owner would like for it to remain in the same condition from the start of the campsites, which was clean – without trash areas. Also, remember, even though you can't be trespassed for a dirty camp, you could be charged with vandalism of Federal and State property. We ask that you cooperate with this very necessary thing so that we can all continue transcending our destinies in our independent lives. Remember, we are only on this land by grace. Let us be humble in these hard times.

Thanks,

Tygur

APPENDIX E

Campfire Safety Recommendations – Gainesville Fire Rescue



Fire Rescue Department

Risk Reduction Bureau

Assistant Fire Chief JoAnne Rice

1025 NE 13th Street

Gainesville, FL 32601

352-334-5065

www.gfr.org

Campfire Safety

The following information is provided to ensure small outdoor recreational fires are built and maintained in a safe and enjoyable manner, as well as minimize the need for any emergency response by Gainesville Fire Rescue.

Recreational fires are defined as; burning clean, dry, cord type firewood as in a standard campfire type setting.

General Rules:

1. All recreational fires shall be at least 15 feet from any tent or gear and at least 25 feet from any structure
2. A ten foot diameter should be cleared of any grass, twigs, leaves, fire wood or other combustible material around any recreational fire, including any overhead items such as limbs.
3. A fire pit or commercially available chiminea or fireplace type receptacle can be used for the recreational fire.
4. A 3x3 pit dug approximately 1ft deep, surrounded by rocks, bricks or a fire ring may serve as the fire pit.
5. A spark-arresting, 12-gauge wire mesh screen with openings of not less than 3/8" nor more than 1/2" may be required for outdoor burning
6. Only clean dry fire wood should be burned; no trash, rubbish or garbage shall be used
7. A shovel and water source must be readily available.
8. A responsible person shall be in attendance at all times
9. The smoke from the fire must not be of a noxious quality or amount that causes complaints
10. All recreational fires must be less than 3 feet in diameter, with a pile less than 2 feet in height.
11. Common safety practices should be observed while enjoying the recreational fire, e.g. cease burning if the wind picks up to 15 mph or higher, be careful with the consumption of alcohol by any persons around the fire, watch small children in the vicinity, etc.

Violation of these safety rules for outdoor recreational fires is grounds for required extinguishment.



Accredited by the Commission on Fire Accreditation International March 2014

APPENDIX F

**Number of Gainesville Police Department (GPD) Calls to Grace Marketplace
& Dignity Village*
May 1, 2014 – January 18, 2015**

The total number of staff hours spent on each call and each type of call was calculated based on the time the first unit was dispatched until the time the call was closed. If multiple units were on the call at the same time, this does not represent the time the additional units were on the call. That calculation would take several days to analyze.

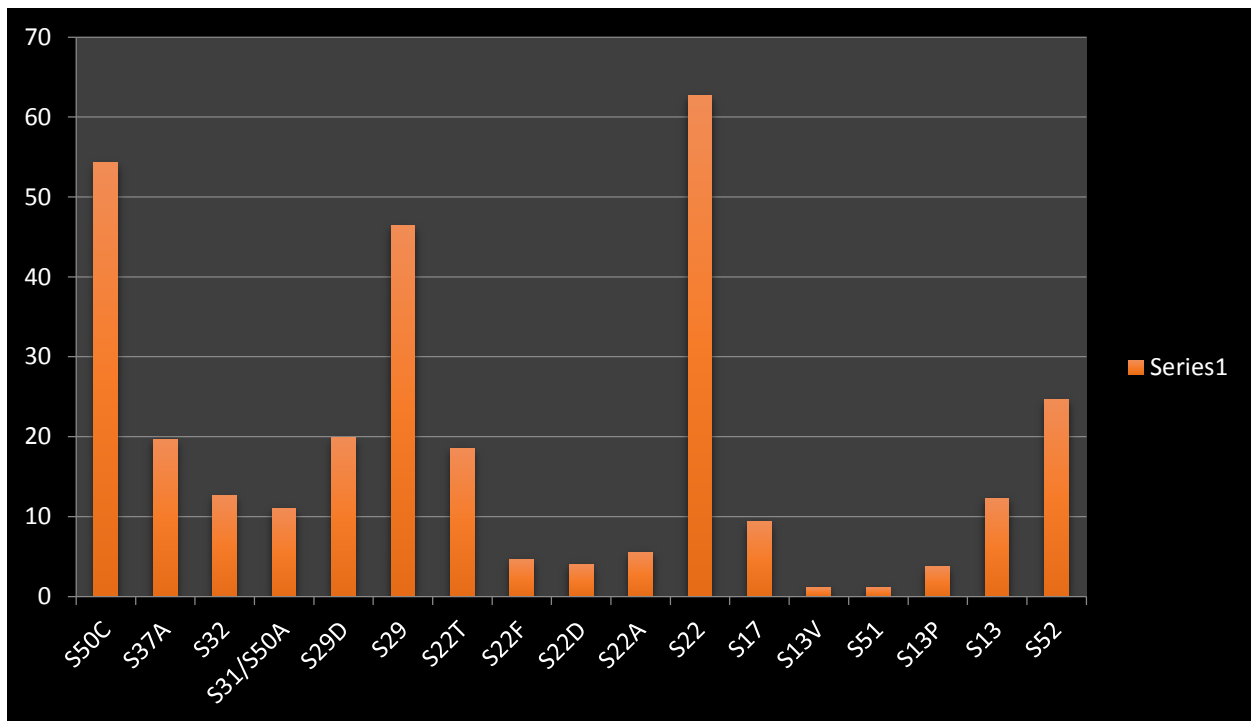
Below is an approximation of calls:

Total number of calls: 438

Total Staff Hours: 314

The attached graph is the number of hours per call type.

What this does not represent is the number of units required to respond to these calls. As you can see, several of these calls require 2 or more officers to respond.



APPENDIX G

Number of Gainesville Fire Rescue Calls to Grace Marketplace & Dignity Village

The Empowerment Center opened in May 2014 within Fire Management Zone Delta (FMZ D) which contains the area around and including the airport and the jail as well as Tacachale and the area between NE 15th ST and NE Waldo Road and NE 39th Avenue and NE 16th Avenue.

The first call for service at 2845 NE 39th Avenue is dated 5/28/14.

As a result of the call load experienced at the Empowerment Center, it was designated as a sub-zone, FMZ D.3.

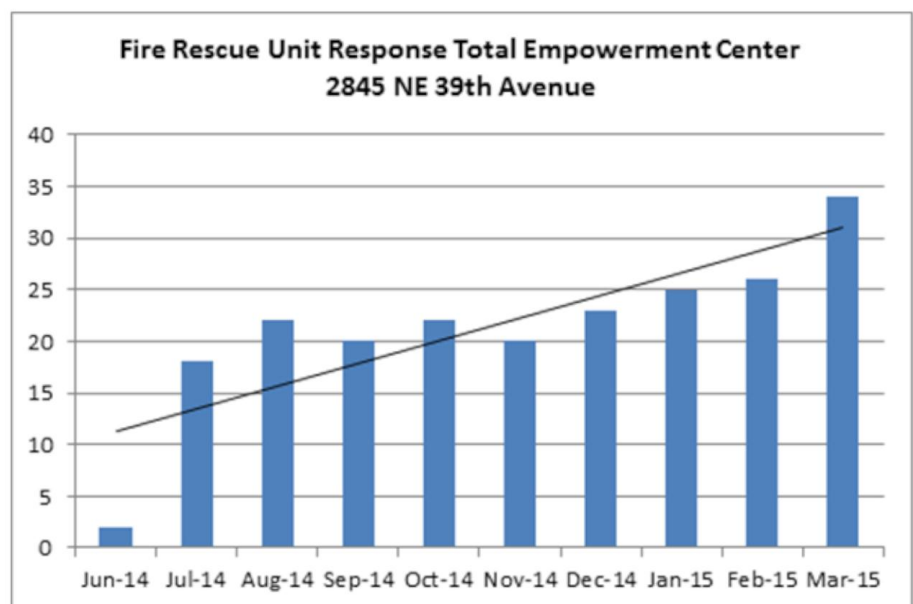
During June through December 2014, there were 901 units dispatched to incidents in FMZ D, of those, 127 or 14% were at the Empowerment Center and 191 or 21% were at Tacachale (for comparison).

In looking at unit responses on a monthly basis for June 2014 through March 2015 at the center, there were a total of 212 units dispatched and the trend appears to be increasing. Of the 212 dispatched, 151 were for Engine 3 from 900 NE Waldo Road.

Engine 3's responses for the year increased by 104 from 2,813 in 2013 to 2,917 in 2014.

Engine 3 is consistently the busiest unit each year. The next closest is Squad 1 which had 2,797 responses in 2014.

Month/Year	Unit Responses
Jun-14	2
Jul-14	18
Aug-14	22
Sep-14	20
Oct-14	22
Nov-14	20
Dec-14	23
Jan-15	25
Feb-15	26
Mar-15	34



APPENDIX H

Below are examples of Hebens' three models for creating an organized tent encampment or tiny house village to create productive, clean and viable housing for the homeless.



a TRANSITIONAL VILLAGE model



- DESIGN PROGRAM**
- micro-Housing (60-100 sq. ft.)
- Front Desk & Office
- Common Kitchen
- Gathering Area
- Raised Garden Beds
- Donations Intake & Distribution
- Green House & micro-Businesses
- Restrooms w/ Showers
- Laundry Room
- Dumpsters
- Visual Barrier w/ Defined Entrance
- Short-term Guest Parking
- Bus Stop Access

the **VILLAGE COLLABORATIVE**
www.thevillagecollaborative.net

an AFFORDABLE VILLAGE model

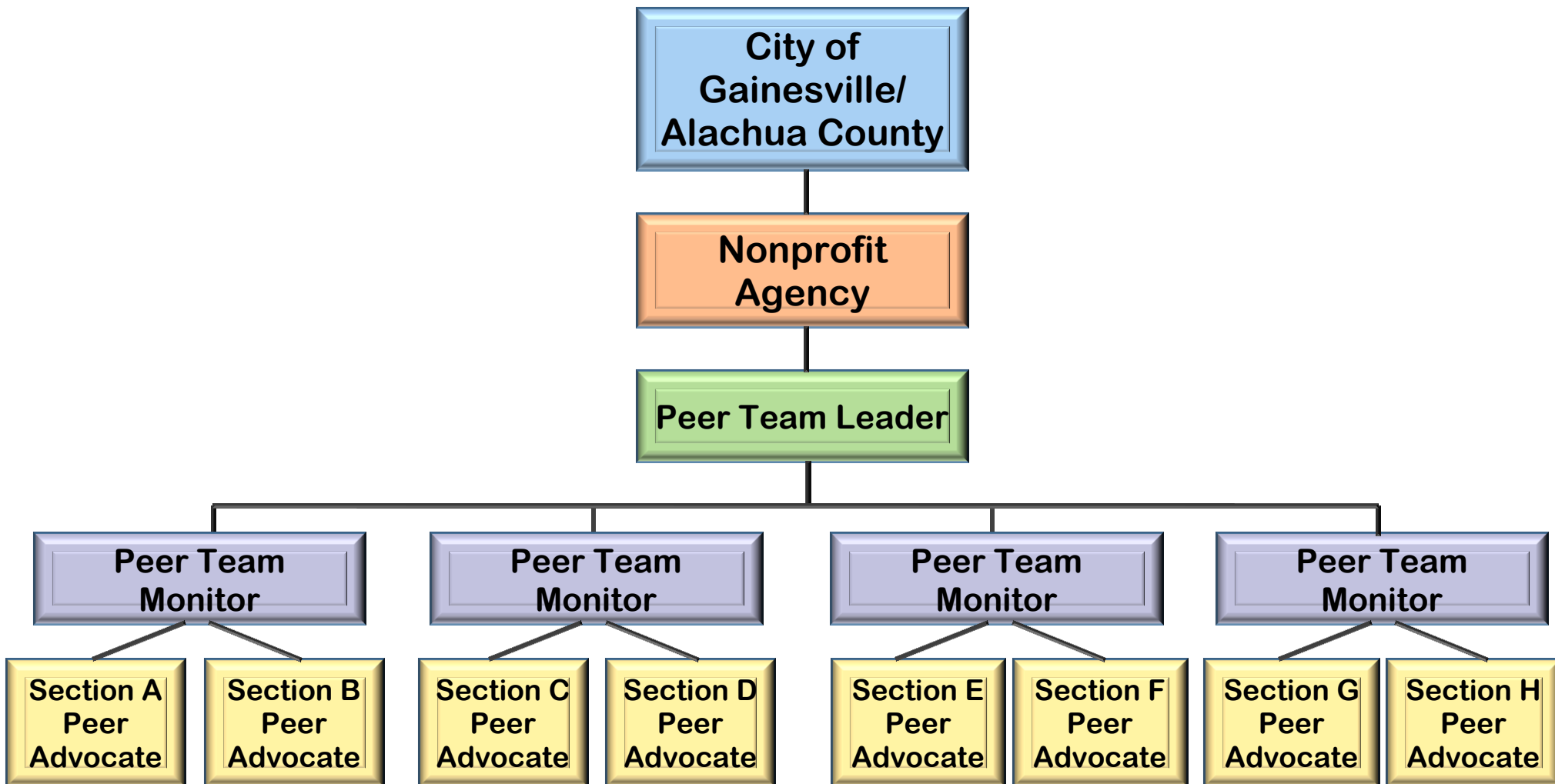


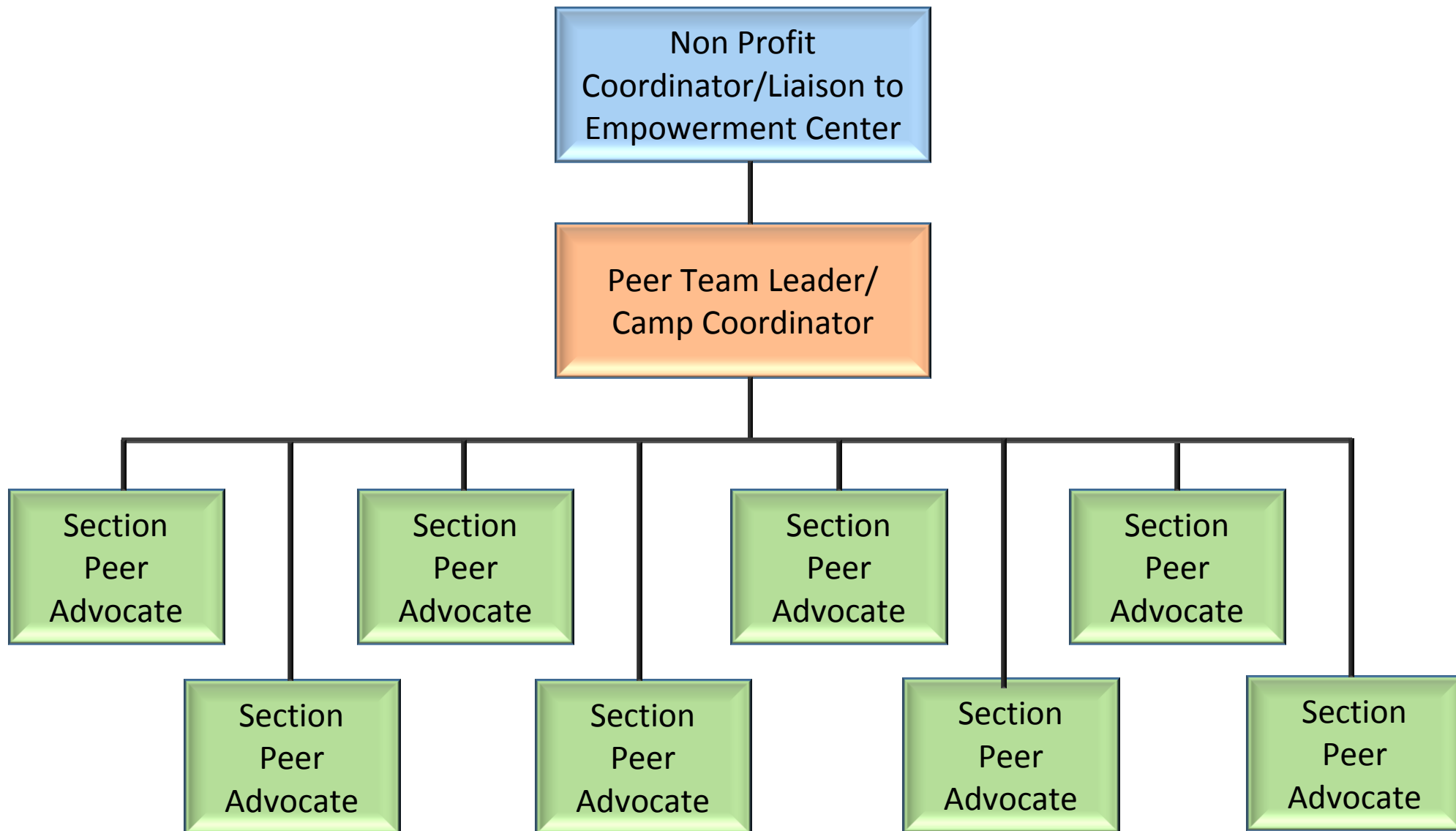
- DESIGN PROGRAM**
- micro-Housing (120-160 sq. ft.)
 - Common Kitchen
 - Gathering Area
 - Restrooms w/ Showers
 - Laundry Room
 - Raised Garden Beds
 - Dumpsters
 - Resident Parking
 - Bus Stop Access

the **VILLAGE COLLABORATIVE**
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APPENDIX I

DRAFT PROPOSED DIGNITY VILLAGE GOVERNANCE STRUCTURE





**APPENDIX J
PINELLAS HOPE INFORMATION AND GUIDELINES**

INFORMATION & GUIDELINES

This is a sober/clean facility; all clients will be drug tested, breathalyzed, and property will be inspected. All bags will be searched upon entering camp.

Curfew Times:

Sunday-Thursday at 10:30pm

Friday & Saturday at 12:00 am

(If you are not in the camp by CURFEW, you are non-compliant)

Meal Times:

Breakfast:

5am-8am

(pastries & coffee)

Lunch:

Mon-Fri: 1:00pm

Sat. & Sun: 12 noon

Dinner:

Mon-Fri: 7:00pm

Sat. & Sun: 5:00pm

*Late plate sign up at the front desk – if you will miss Dinner.

Announcements (“*Night Notes*”) will be made prior to Dinner. Ensure you have signed up for your chore before this time.

Services available at Front Desk:

- General questions regarding Pinellas Hope
- Towels, Toiletries, OTC Pain Medications, Laundry Supplies
- Mail, Phone messages and Cell Phone Use
- Chore and Job/Activity sign-up sheets
- Medication refills
- Sign up for Van Rides and late Plate (Working Clients)
- Bug spray, brooms, etc.: bring your ID to sign them out
- Soda and water available for purchase for \$0.50/each
- *Water coolers are available on deck as well*

Summary of Pinellas Hope Mandatory Program Rules

Case Manager (CM): Your initial appointment with your CM will be for one hour to create goals set objectives, after which you must meet weekly to track progress towards independence. See In/Out board to ensure your CM is on campus. If you are unable to keep your appointment, see your CM before or leave a note in their wall folder (mailbox).

YOU ARE RESPONSIBLE FOR KEEPING TRACK OF YOUR APPOINTMENT TIME

NO FOOD OR DRINKS IN THE COMPUTER ROOM, LAUNDRY, LIBRARY, HALLWAYS, OFFICE, OR CLOTHES CLOSET.

Intake tent is closed Monday-Friday from 8am – 5 pm

Prohibited Items/Activities: Gambling, Alcohol, Illegal drugs, Weapons, Fighting, and Panhandling.

APPENDIX J (CONTINUED)
PINELLAS HOPE INFORMATION AND GUIDELINES

No open drinks are allowed in through the front gate. If you buy a drink do not open it until you are in camp. This includes coffee containers / fountain drinks.

DO NOT THROW TRASH/CIGARETTE BUTTS IN THE BUCKETS WHICH ARE UNDER THE FIRE EXTINGUISHERS

Smoking: Smoke only at the front smoking area. If you smoke out front (outside the fence) then please walk up the road past the businesses or behind Pinellas Hope.

If you smoke (including e-cigarettes) anywhere in camp other than the designated smoking areas, you will be discharged immediately: No smoking in the tents or tent area.

Savings: You must save 80% of your income and provide proof to case manager weekly.

Volunteer Hours: You are required to complete 10 volunteer hours per week, 5 volunteer hours if you are working. (Sign up on the Chore List) No Exceptions. Chore hours will be monitored daily by the Front Desk. Non-compliance will result in discharge.

Adult Education Room: You must complete 10 hours weekly in the Adult Education Room. UNLESS you are working full time. Speak to your case manager directly.

Grounds Keeping: Do not leave items outside of your tent: use Trash Bins around the camp for all trash. If anything is left outside your tent or on the fence, trees, etc. including laundry, it will be thrown away.

Medications: We do require that medications be locked up in our Med. Room for your own safety. Medication calls 2 times a day: 8 AM and 8:30 PM. In case of an emergency: If you need medication at another time please see the front desk.

Clients are allowed to have only one day's worth of Medication on them.

Clients must have Pinellas County Health Card. **Pinellas Hope does not pay for medications.**

Charging Electronics: Clients must use the charging station on the deck, not along the walls.

Conflicts: No abusive or other inappropriate language is allowed. If a problem with someone cannot be peacefully resolved, bring it to the attention of our Front Desk, Program Manager or other Catholic Charities Staff (purple shirt).

**NO THREATS, INTIMIDATING ACTIONS, CURSING, DISCRIMINATORY REMARKS.
NO YELLING OR LOUD TALKING.**

Do not contact Law Enforcement without prior staff knowledge.

Absenteeism: Inform your case manager if you need to stay out overnight or need to be absent. If a tent is left vacant without notification, it will be packed up and you may be discharged. Any belongings left behind will be discarded and considered abandoned.

Visitors: No previous Pinellas Hope clients are to visit in camp. All visitors must stay with the client they are visiting and wear a visitor's badge. Meet your visitors up front at the arranged

APPENDIX J (CONTINUED)
PINELLAS HOPE INFORMATION AND GUIDELINES

time. Visitors are not allowed in the tent area. You may visit on the deck, smoking area or in the front of the camp.

Media: Press or media are not permitted without the permission of Pinellas Hope Director.

Property: Pinellas Hope is not responsible for your personal belongings. Respect the property of others and the community surrounding Pinellas Hope.

No loitering on 126th Ave.

No Panhandling, the police will be notified and you will be discharged.

Clothing closet: To use the clothing closet you must get a Blue Card from your case manager. Clothes closet hours are posted on the door. If you have specific needs for employment or interviews- please see your case manager.

Computer Room: Rules are posted for appropriate use of websites. (i.e. no pornography or dating sites) If you are not following the rules you will lose computer privileges. The computer room is available from M-F 5pm -10:30pm daily for job search, checking email, any kind of state aid, Newspaper reading. The computer room is closed during meals and chores. If you need to use the computer for resumes or job searching during the day, see the staff in the Adult Education Room.

Laundry Room: The laundry room is open for PH II Clients Only from 8am-11am. Do not start laundry after 7am. Laundry Room is closed for meal times and chore time. Please use only one washer and dryer per person.

Do not wash **shoes, sneakers, sleeping bags or blankets.**

Office Area: Clients may have access to fax machine and shredder. Use of the copier will require permission and oversight from case manager.

AA Meetings- Pinellas Hope offers AA and NA Meetings on site to help you on your road to recovery. See Front Desk for locations and times. Carl, On-Site Clinician, is available Monday-Friday in his office on the deck to discuss recovery and other counseling needs.

If you are listening to your music device, **HEADPHONES MUST BE WORN IN YOUR TENT AND COMMON AREAS.** Tents do not have **WALLS.** Be respectful of others.

Dress Code: Appropriate attire for males/females is required, undershirts are not considered appropriate. If is not meant to be worn as a shirt do not wear it.

Vehicles: Current vehicle registration, insurance and license must be provided at intake. You are responsible for taking copies to the front desk. (Ask intake person to give you a 2nd copy) Vehicles without current paperwork at the Front Desk will be towed at the owner's expense.

Parking: on the west side of campus (gravel drive) beyond the handicapped spaces. You can NOT park in front. Vehicles with expired license plates will be towed

Bicycles: You will be provided a bicycle after you have shown your case manager proof of working over 20 hours a week. Day labor and telemarketing do not count. You will need a lock before being given a bicycle. Park bicycles only at bike racks.

By signing below, I acknowledge that I have read and understand the intake guidelines as outlined above and agree to comply with the rules and regulations of the program and that I have received a copy of this document.

Print Name: _____

Signature

Date

APPENDIX K REFERENCES

Books

- Heben, Andrew. *Tent City Urbanism - From Self-Organized Camps to Tiny House Villages*. Eugene, OR: The Village Collaborative, 2014. Print.
- Hendricks, Kevin. *Open Our Eyes - Seeing the Invisible People of Homelessness*. St. Paul, MN: Monkey Outta Nowhere, 2010. Print.
- LaMarche, Pat. *Left Out In America - The State of Homelessness in the United States*. Carlisle, PA: Upala Press, 2006, 2012. Print.
- Yanksoki, Mike. *Under the Overpass - A Journey of Faith on the Streets of America*. Colorado Springs, CO: Multnomah Books, updated and expanded edition 1984.

Papers and Articles

- Carro, Diana, Sondra J. Fogel, Kathleen Moore and Jean Vleming. "Pinellas Hope." *Reducing Street Homelessness*. Pinellas County and University of South Florida, Web, October 2008.
- Kardish, Chris. "Ignored or Destroyed by most, Tent Cities Get more Permanent". *Governing Magazine*, Print and Web, February 2015.
- Wiltz, Teresa. "Do Laws Help or Hurt the Homeless?" *The Pew Charitable Trust*, Stateline, Web, November 2014.
- Heben, Andrew. "A Visit to Pinellas Hope." *Tent City Urbanism*. Web, July 2010.
- Cima, Rosie. "How U.S. Cities Count their Homelessness." Twitter Blog, February 17, 2015.
- "Rules Imposed on Reno Homeless Camp." *The Homeless Voice*. WKOL News story, Web, March 2, 2015.
- "List of Tent Cities in the United States". *Wikipedia, the Free Encyclopedia*. Web, October 21, 2014.
- "Final Report on the Homeless Task Force". *City Council, Fort Worth, Texas*. July, 2014.

APPENDIX L RESOURCES

Met with:

Dignity Village Residents

Albert Albritton

Stella Carroll

Tygur D. J. Scott

David Findlay

Rachel Morrison

Dalphoon Mecks

Jon Lyles

Brain Harden

6 females (names withheld by request)

9 males (names withheld by request)

Gainesville Police Department

Chief Tony Jones

Captain Brian Helmersen

Gainesville Fire Rescue Department

Chief Jeff Lane

Assistant Chief Joanne Rice

Alachua County Staff

Angela Montgomery, Assistant County Manager

Susan Meyers Department Director

Minnie Rolark, Assistant Director

Tom Tonkavich, Assistant Director

Marie Small, Community Stabilization Program Manager

David Donnelly, Alachua County Emergency Services Manager

Florida Department of Health

Paul D. Meyers, M.S. Administrator, Alachua County Health Department

Anthony Dennis

Florida Agency for Persons with Disabilities (APD)

Michael E. Mayfield, Administrator

Raymond Newman, PMP, Assistant Superintendent

Michael Crockrell, Physical Plant Division Director

Dan Murphy, Maintenance, Superintendent

Empowerment Center Advisory Committee

Maru Obabolu, Chairperson

Conducted telephone interviews with:

Annette Gilley, Advocate

Arupa Freeman (Home Van), Advocate

Randy Stacey (provided written comments regarding governance at Dignity Village)

Cliff Smith, City of St Petersburg, FL

Cheryl Meadows, Retired Social Services Director, Cincinnati, OH

Kent Van, Executive Director, St. Francis House

Elizabeth Howard, Home Van Pet Project

Paul Astell, Nothing Lost Outreach

Business Owners Representatives

Steve Heidler, Manager, Kangaroo Store 39th Avenue

Calypto Gillum, Manager, Sonny's Barbecue

Jasmin ?, Clerk, Bakery Outlet

Renee, Morris, Manager, McLeod General Trades

Rodney Long, Owner, Long Real Estate and Bail Bonds

Elizabeth Howard, Home Van Pet Care Project

Anthony Dennis, Environmental Health Director

City of Portland, Oregon

James Collins, Budget Division

Sally Erickson, Housing Division

Katrina Young, Assistant Manager, Walmart, Inc.