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Authors

Malson, Hilary
Blasi, Gary

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For the Crisis Yet to Come: Temporary Settlements in the Era of Evictions

Hilary Malson and Gary Blasi



UCLA LUSKIN INSTITUTE ON

INEQUALITY AND DEMOCRACY

ORGANIZED 2016



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The title of this report is inspired by the scholarship of AbdouMaliq Simone (*For the City Yet to Come: Changing African Life in Four Cities*, 2004) and Hiba Bou Akar (*For the War Yet to Come: Planning Beirut's Frontiers*, 2018). Simone's groundbreaking work calls on readers to notice how avid anticipation of an African city that actually "works" obscures the ways in which African cities are already working. Bou Akar builds on this framework to illuminate how anticipation of the war to come shapes seemingly ordinary developments on the ground, like property sales, during times of peace. Likewise, this report tangles with the paradox of planning for an imminent housing crisis, when our existing planning system created the violent crisis of housing insecurity that is already present. This report's title is also a nod to *The Crisis*, the journal of the NAACP; as founding editor W.E.B. Du Bois noted in the inaugural issue in 1910: "the object of this publication is to set forth those facts and arguments which show the danger of race prejudice, particularly as manifested today toward colored people."

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Executive Summary

This is the final report in a three-part series on housing justice and evictions during COVID-19, prepared and published by the UCLA Luskin Institute on Inequality and Democracy. We are concerned that lifting the eviction moratorium will cause homelessness to rise in Greater Los Angeles, a particularly grave outcome given the highly differentiated impact of the pandemic and the necessity for *all* people to safely shelter-in-place. We offer this report as guidance for policymakers and organizers alike seeking to better support housing insecure and unhoused people during and after the pandemic.¹

1. **The best approach to preventing homelessness is keeping people in their homes. The best approach to reducing homelessness is housing people.** These can be achieved through a range of measures, including cancelling rent and mortgages, making vacant properties immediately available as permanent housing, and reallocating public funds to fast-track low-income housing development.
2. **This report strongly recommends that governments sanction existing communities of unhoused people and provide and maintain sanitation stations on-site.** Doing so addresses ongoing basic hygiene needs, prevents spread of the virus, and legally prevents authorities from criminalizing people for simply existing in public space. This supports people sheltering-in-place in self-organized communities to safely continue doing so.
3. **This report cautiously recommends that governments make new, temporary settlements available as emergency sites for safe shelter, which people can opt to reside in. These settlements are inadequate as permanent housing but are appropriate for temporarily meeting the basic human need of shelter.** Rezoning parcels as campgrounds, opening up parking lots so people can stay overnight in their cars, and erecting tiny shelters—in socially-distanced arrangements, with sanitation stations on-site—can all prevent contagion, provide shelter, and protect people’s privacy and property. Residents of government-established settlements should determine how they are governed. The forms of shelter recommended in this report are temporary harm reduction measures; they do not constitute adequate, permanent housing, and governments planning to use them must plan to dismantle them as well.
4. **We firmly reject displacement from existing encampments or compulsory residence in any sanctioned settlement.** Forcing people to relocate into sanctioned settlements transforms them from forms of shelter into forms of incarceration.

¹ Given the highly contagious nature of COVID-19, we define “after the pandemic” as the era in which confirmed cases are low and a vaccine is widely available and affordable for all. Only then can people safely work outside the home. We recommend that emergency housing measures, such as eviction moratoriums, follow this timeline.

The analyses presented in this report are informed by researchers committed to dismantling systems of inequality and are guided by the insights and priorities of unhoused people.

Report Structure

This report begins with an in-depth introduction on the urgency of adequate shelter and sanitation during this pandemic (page 7). We recommend enhancing existing communities of unhoused people and clarify the stakes of establishing alternatives correctly. The alternatives, which we frame as sanctioned and serviced temporary settlements, should be governed and maintained to avoid criminalizing unhoused people and respect their property, privacy, and autonomy. We also define key terms used in the report, including unhoused, settlement, tent city, encampment, and camp (page 8). Finally, we frame housing insecurity and virus-specific health disparities alike as crises that stem from structural inequality and structural racism.

Learning from The Past: Settlements and Camps for Unhoused People in the 20th Century examines the long history of seeking temporary solutions for homelessness in the U.S. (page 13). We begin by discussing the self-organized, autonomous Hooverilles that emerged in cities across the nation during the Great Depression, including Los Angeles. We also briefly review Resurrection City, a permitted, explicitly political temporary settlement on the National Mall in 1968, established as part of the Poor People's Campaign. Extremely low-income Americans, including some from California, temporarily resided here. Most significantly, this report critically warns against reincarnating Urban Campground, a camp developed in Los Angeles in 1987 by the City in order to justify forced relocation amid intensified police sweeps in Skid Row.² The Urban Campground demonstrated almost every way in which a sanctioned encampment can be done wrong.

Unhoused in the 21st Century: The Rise of Tent Cities and State Interventions, the next section of the report, is an in-depth examination of the self-organized communities of unhoused people that have emerged over the past two decades (page 20). A number of these have gone on to be sanctioned and served by the government, while others have remained fully autonomous, and still others have been dismantled due to pressures from the state, private property owners, and/or developers. In addition to self-organized tent cities, cities nationwide have experimented with developing their own sanctioned spaces for unhoused people to reside in. We review a range of these sites and highlight the lessons that each can teach us.

Sanctioned and Serviced Settlements During COVID-19 is the concluding section of the report (page 31). We begin this section by examining several sites that were recently organized as safe options for unhoused people to shelter-in-place during the pandemic. Of particular interest to policymakers will be the second part of this section, beginning on page 35; here, we discuss key considerations for designing and developing sanctioned and serviced temporary settlements, such as site governance, zoning, and interior features.

References, recommended further reading, and an appendix with relevant sample ordinances are included at the end of the report.

² McMillan and Arnold, "[Bradley Proposes Temporary Camp for L.A.'s Homeless.](#)"

Introduction

This report is written from a place of necessity. The COVID-19 pandemic has created an unprecedented public health event worldwide, yet federal and local responses in the U.S. have resulted in a distinct social and economic crisis. **New scholarship from the UCLA Luskin Institute on Inequality and Democracy projects that when the Judicial Council of California takes action to modify the Emergency Rule that has stopped nearly all legal evictions, as many as 120,000 households in Los Angeles County may find themselves unhoused for at least some period of time.**³ Moreover, the 2020 Greater Los Angeles Homeless Count documented a total number of 66,436 unhoused residents in Los Angeles County this year, a 12.7% rise from the previous year—and this data was collected *prior* to the pandemic.⁴

In keeping with guidance from unhoused people and legal advocates, we strongly recommend sanctioning existing self-organized communities of unhoused people and maintaining sanitation stations on-site.⁵ Additionally, we cautiously recommend that Los Angeles County and cities within it establish sanctioned and serviced temporary settlements, and then only with very clear standards and a plan to render them unnecessary and dismantle them as soon as possible. We make these recommendations with deep reservations, and with clear stipulations:

- These settlements can only be created alongside other, better measures;
- Residency within these settlements must be voluntary—government officials, the police, Business Improvement Districts (BIDs), and private security forces cannot be allowed to force people into them;
- Establishing these settlements does not justify removing unhoused people from any other form of shelter; and,
- These settlements cannot become quasi-carceral sites where residents are surveilled and/or criminalized.

When we advocate for serviced settlements, we are calling for the government to provide and maintain water, sanitation, and hygiene (WASH) services so that these sites are adequately habitable and in keeping with the human right to safe drinking water and sanitation; this must be a priority, particularly in a pandemic which requires social distancing and decent sanitation to prevent its transmission.⁶ When we advocate for sanctioned settlements (both newly created and those already in existence), we are calling for an end to the endless criminalization of existing as an unhoused person in public space. Sanctioning a self-organized site is a significant legal act that recognizes unhoused people's claims

³ Blasi, "[UD Day: Impending Evictions and Homelessness in Los Angeles](#)," 6.

⁴ LAHSA, "[2020 Greater Los Angeles Homeless Count Results](#)."

⁵ Farha, [COVID-19 Guidance Note: Protecting Residents of Informal Settlements](#); Interviews and personal communications with authors.

⁶ UN Habitat and UNICEF, "[Interim Technical Report on Water, Sanitation and Hygiene for COVID-19 Response in Slums and Informal Settlements](#)," 2.

to land, space, and property. For example: by enacting emergency ordinances, a government could supersede right-of-way regulations that typically govern sidewalks and sanction unhoused peoples’ use of public spaces as legal, emergency code-compliant, legitimate forms of shelter. People residing in a sanctioned settlement cannot be ticketed for partaking in the full range of ordinary life activities, including but not limited to sleeping, cooking, eating, bathing, working, or resting. It should go without saying that engaging in these ordinary acts of living while residing in an unsanctioned settlement does not permit forcibly relocating people into a sanctioned site.

A Note on Language

Unhoused	“Unhoused” refers to people experiencing homelessness. We use the term unhoused in deference to our collaborators who use this terminology in their own work and prefer it to the oft-degraded term “homeless.” ⁷ Moreover, unhoused foregrounds that housing itself is the solution to ending homelessness.
Settlement	We use the term “settlement” as an umbrella term that encompasses the wide variety of communities where unhoused people reside, all of which can either be self-organized or established by the state. These take many forms: tent cities/encampments (see below), outdoor/sleeping/parking spaces, campgrounds, and tiny houses and shelters, among others. Throughout the report, we collectively refer to these sites as settlements, and specify the form of the settlement for clarity. The only exceptions are the case studies in Section 2, where we use the term that the settlement was/is known as. Additionally, we use settlement to distinguish the tolerable and adequate temporary communities from sites that are better described as camps (see below).
Camp	“The camp” carries with it associations that should make anyone recoil: internment camp, concentration camp, forced labor camp, etc. “Camps” are defined by their carceral nature: people are forced to reside there, and their personal freedoms are suspended. As we discuss later in the report (page 15), the City of Los Angeles has developed such sites as emergency responses to house unhoused people in the past. These are inhumane developments that—despite their long history in the U.S.—have no place in a just society.
Tent Cities / Encampments	Many self-organized communities of unhoused people who reside in tents or under tarps are called “encampments” or “tent cities,” by residents and non-residents alike, in reference to the use of equipment designed for camping outdoors. Residents of these sites typically retain much of their independence; therefore, these are <i>not</i> the previously mentioned carceral “camps.” To avoid confusion between camps and encampments, we refer to these sites as tent cities or tent city-style settlements.

Housing implies much more than meeting the bare minimum of private and sanitary shelter. The County of Los Angeles and its cities are responsible for ultimately housing their unhoused residents, not perpetuating peoples’ marginalization by cycling them through temporary housing “solutions.” As we discuss in the *Sanctioned and Serviced Settlements During COVID-19* section, many of the proposed models for new settlements are permissible through emergency ordinances and similar powers but are not code-compliant as permanent housing structures. In the interim, sanctioning and servicing already existing tent cities *and* establishing new settlements are solutions that can be made available to people as they determine their best means of sheltering in place while preparing to re-/enter permanent housing.

A recent survey of 584 unhoused people in the San Francisco Bay Area, conducted prior to the pandemic, indicated that **a majority of unhoused survey respondents would prefer to stay in their tents in a legal campsite, serviced**

7 Lelyveld, “[When homeless people tell their own stories, we should listen and not turn away.](#)”

with sanitation amenities, as opposed to being relocated into existing shelters.⁸ The respondents cited restrictive curfews, overcrowding, and limitations on partners and pets among their resistance to staying in shelters. Evicted households seeking accommodation in shelters would likely echo these concerns, particularly during the pandemic. Unhoused people need housing without condition, as part of the human right to exist, not as something to be earned through obedience.

This report analyzes temporary settlements past and present, and argues that—regardless of the form the settlements take—their success will rely upon “the degree to which... residents themselves are able to participate in and manage the [site’s] rules and operations.”⁹ Sanctioned and serviced settlements have already been piloted in the San Francisco Bay Area as emergency responses to COVID-19, with varying degrees of success. Over the past twenty years, in cities along the West Coast including Seattle and Portland, semi-permanent tiny house villages and sanctioned tent cities have developed as housing solutions, again with mixed success. A longer history of such formal and informal sites in Los Angeles offers many lessons that remain instructive today.

The proposed sanctioned settlements are not replacements for existing autonomous settlements. Their existence does not justify displacing people from the streets or seizing and destroying their property. Across the political spectrum, many proposals for sheltering unhoused people are violently implemented and in violation of human rights. We have seen this in jurisdictions governed by Democrats with right to shelter laws: these laws guarantee anyone the right to a bed overnight in a facility, but people who opt not to utilize the service are subsequently punished by the police with citations and sweeps. Proposals from the right are no less harmful. The Trump administration vocally supports destroying street encampments—a federal stamp of approval for what already happens daily in Los Angeles—and has suggested that people be relocated into federal facilities. This administration has experience in developing and expanding the infrastructure for such federal facilities, which can be accurately described as internment camps; most notable among these are ICE detention centers.¹⁰

Sanctioned and serviced settlements can be one option for temporarily sheltering unhoused people who voluntarily elect to use them. They must be implemented alongside additional solutions to the already present, but pandemic-exacerbated, housing crisis. In the current context in California, these additional solutions include, but are not limited to: public acquisition of tourist hotels, and subsequently shifting the use of said properties from hospitality to housing; canceling, rather than freezing, rent and mortgage payments; banning evictions and rent increases caused by pandemic-related hardships, rather than placing a moratorium on them; advocating for increased relief aid at the federal level to all low-income and unemployed individuals; and reallocating local spending from non-essential programs, such as the Olympics, directly to the development and expansion of low-income housing programs.¹¹ Through its actions in direct transfers of trillions of dollars to corporate shareholders and other purposes far less important, the Federal Reserve and the federal government as a whole have demonstrated that there is no genuine lack of resources, only a lack of will to help those most desperately in need. People’s Budget LA outlines a clear

8 Herring and Fleming, “Shelter,” 28.

9 Jones et al., [“A Place to Be: Alternatives to Unsanctioned Homeless Encampments.”](#) 57.

10 Bittle [“Trump’s Plan to Solve Homelessness is Horrifying.”](#); Stein et al., [“Trump Pushing for Major Crackdown on Homeless Camps in California, with Aides Discussing Moving Residents into Government-Backed Facilities.”](#)

11 Roy et al., [“Hotel California: Housing the Crisis”](#); Lopez and Myklebust, [“Make Them Pay: Corporate Landlords Should Cancel Rent, Mortgages, and Utilities for the Duration of the COVID-19 Pandemic.”](#); Preston, [“Stopping the Avalanche of Evictions”](#); NOlympics LA, [“Stop Playing Games: Our Demands.”](#)

path for disinvesting funds from programs that inadequately serve the community, such as the Los Angeles Police Department (LAPD), and reallocating those resources towards services that strengthen it, including low-income housing.¹²

Finally, any response to COVID-19 that is oriented towards housing justice must be an intersectional one. Long before the pandemic, the racial disparities in housing and homelessness were both extreme and often reported in a misleading way.¹³ In 2020 the odds that a randomly chosen White Angeleno was homeless were 1 in 419.6. The odds that a randomly chosen Black person was homeless was 1 in 40.4. In other words, Black people were more than ten times more likely than White people to be homeless.¹⁴ The racial disparities in homelessness are a consequences of long standing, systematic and worsening injustice and inequality in prenatal care, child care, education, housing, health care, environment and, especially, the criminalization of poverty.

This pandemic has disparately impacted communities in the U.S. along racial lines. Black, Indigenous, and Latinx death rates have greatly surpassed those of other groups, due in part to insufficient protection for frontline workers as well as inadequate care for those requiring treatment.¹⁵ A new study from the Economic Policy Institute indicates that Black workers were less able than other racial groups to work safely from home during COVID-19. By April, the unemployment rate of Black workers was 2.5% higher than that of white workers, placing Black households at greater risk for financial insecurity; even as overall unemployment fell by May, data from the Department of Labor shows that unemployment rates remained stagnant for the Black workforce. Simultaneously, Black and Latinx people are disproportionately represented in the frontline workforce, placing them at a greater risk of contracting and spreading the virus.¹⁶ And, as the Los Angeles Community Action Network notes in a new report examining the impact of the pandemic for women living in Skid Row, Black women are disproportionately represented among the unhoused population in Los Angeles, and the daily realities of life on the streets—stress, racial discrimination, inadequate access to essential services, and sleepless nights—contribute to an average age of death for unhoused people that is a stunning 22 years younger than the general public. In their words, “COVID-19 is a perfect storm for people dealing with adverse living conditions.”¹⁷ The devastation wrought by that storm is reflected in the grim statistics of death from COVID-19. Black residents of Los Angeles

12 People’s Budget LA, “[The People’s Budget](#).”

13 For example, in its report on the most recent count of unhoused and unsheltered people, LAHSA reported that “structural racism causes black people to be four times more likely to experience homelessness” (LAHSA, [2020 Greater Los Angeles Homeless Count Presentation](#), 22). That number is computed by the simple comparison of the percentage of Black persons in the homeless population in the Los Angeles Continuum of Care (33.7%) to the percentage in the general County population (7.9%). A more appropriate representation of racial difference in the prevalence of a characteristic in a population as compared to a reference population, computed as an “odds ratio.” In the United States, the appropriate reference population is White, not “non-Black,” as was implicit in LAHSA’s report.

14 Source data on demographics in homeless population from LAHSA, *ibid.* Source data on LACoC population computed by removing populations of Long Beach, Pasadena and Glendale from the population of LA County, as reported at <https://www.census.gov/quickfacts/fact/table/losangelescountycalifornia/HSG010218>.

15 CDC, “[Coronavirus 2019: Coronavirus Cases in the U.S.](#)”; Mtshali, “[How Medical Bias Against Black People is Shaping COVID-19 Response and Care](#)”; Roberts, “[Frontline Workers in U.S. Warn Congress: Lack of PPE is Killing Us](#).”

16 Gould and Wilson, “[Black Workers Face Two of the Most Lethal Preexisting Conditions For Coronavirus – Racism and Economic Inequality](#),” 2-4; Reyes-Velarde and Rector, “[Vernon Has About as Many Coronavirus Cases as Residents. That Worries Its Neighbors](#)”; USDL [The Employment Situation: May 2020](#),” 1.

17 Los Angeles Community Action Network (LA CAN) and Downtown Women’s Action Coalition (DWAC), “[Nobody’s Coming to Save Us: The Impact of COVID-19 in Skid Row](#),” 4.

County have been twice as likely as Whites to die from COVID-19 disease; only slightly higher than the 1.7 ratio for Latinx residents.¹⁸

Racial discrimination in housing and policing exacerbate the already devastating impacts of the pandemic. Black and Indigenous Angelenos are extremely disproportionately represented and/or undercounted among the city's unhoused population.¹⁹ Multiple studies show that the LAPD has adopted an approach that criminalizes homelessness. The implementation of the Safer Cities Initiative (SCI) in the 2000s concentrated a tremendous amount of LAPD resources into Skid Row and South Los Angeles, both of which are disproportionately Black and low-income areas. Tens of thousands of citations were issued to unhoused people annually under SCI, primarily for minor offenses; this created a cascading effect, as many of those cited were unable to pay fines, subsequently faced arrest and were jailed, gained criminal records, and lost whatever housing and/or possessions they may have had.²⁰ In the 2010s, a rising and disproportionate number of people arrested in Los Angeles were unhoused, and most were arrested for minor offenses.²¹ Furthermore, the LAPD and Los Angeles County Sheriff's Department (LASD) have reputations for violence that are continually reinforced. Multiple civilians—some of whom were unhoused—have been assaulted or killed by local police officers since the pandemic began.²² Fully 34% of Use of Force incidents in 2019 were against unhoused people.²³ Despite years of organizing against anti-Blackness and police brutality, Black people across the nation continue to be murdered at the hands of police forces and armed vigilantes. As Angelenos took to the streets to protest the violent death of George Floyd by the Minneapolis Police Department, cities throughout Los Angeles County effectively turned neighborhoods into occupied war zones by initiating curfews, arresting protestors, and calling in the National Guard. If the evictions happen—and we must reiterate, *the state can ban evictions due to tenants' COVID-related hardships and reduce the magnitude of this disaster*²⁴—they will disproportionately impact low-income people of color. A minimally just response to this imminent housing crisis will avoid further marginalizing these households by limiting police presence at encampments, rejecting carceral design features (such as prison-style fences and curfews), and affirming security measures that are determined by residents themselves.

It is unacceptable that, in the wealthiest nation in the history of the world, and in a state that ranks as the world's fifth largest economy, we are writing in support of such a minimal alternative to housing. Yet the exceptional wealth of this nation is produced precisely through its own uneven development.²⁵ The United States is a white supremacist, anti-Black, settler colonial police state, developed through the theft of land and people, and sustained by the

18 Lin II, "[Whites far less likely to die from the coronavirus than blacks, Latinos in L.A. County.](#)"

19 LAHSA, "[Report and Recommendations of the Ad-Hoc Committee on Black People Experiencing Homelessness](#)"; LANAIC "[Understanding Native American Homelessness in Los Angeles County.](#)"

20 Blasi, *Policing Our Way Out Of Homelessness? The First Year of the Safer Cities Initiative on Skid Row*, 6-7.

21 Million Dollar Hoods, *Policing the Houseless: Arrests by the LAPD (2011-2016)*; Holland and Zhang, "[Huge Increase in Arrests of Homeless in L.A. – But Mostly for Minor Offenses.](#)"

22 Winton and Queally, "[LAPD Officer in Violent Beating Video has been Involved in Three Prior Shootings](#)"; Mejia et al., "[Protestors Demand Answers for Why 18 Year Old Latino Man was Shot by a Sheriff's Deputy.](#)"

23 Choi and Moore, "[The Los Angeles Police Department's 2018 4th Quarter Report on Homelessness](#)," 11.

24 Preston, "[Stopping the Avalanche of Evictions.](#)"

25 Smith, *Uneven Development*. See also: Rodney, *How Europe Underdeveloped Africa*, and Robinson, *Black Marxism*.

privileging of property rights, and propertied citizenship, over human rights.²⁶ It is a testament to the deeply rooted, structural nature of inequality in American society that we must turn to public health recommendations devised for informal settlements in low- and middle-income nations in order to achieve a minimum standard of living for a large, and growing, proportion of our population.²⁷

But the present moment is a seismic one, where new ways of living together, informed by long struggles for abolition, are coming into clearer view than were imaginable even months ago at the start of this pandemic.²⁸

In a recent interview with *The Intercept*, preeminent social historian Robin D.G. Kelley engaged Arundhati Roy's oft-quoted assertion that this pandemic is a portal. He pushed her framework further, remarking:

“What are we going to do in this portal? ... What kind of society will we have? And this is an opportunity to change it all. Whether that happens or not remains to be seen. But I don't think many portals open up. And this particular portal, I would argue, wasn't simply rendered open by Covid-19. It was rendered open by what Covid-19 revealed in terms of the contradictions of society that claims to be a democracy and claims to care about people but actually cares more about property and wealth accumulation than the lives of the most vulnerable.”²⁹

Emergency plans for sheltering unhoused people—where community building, rather than containment or incarceration, is the guiding principle—are a sphere where necessary changes to society are possible.

26 Roy, “Paradigms of Propertied Citizenship: Transnational Techniques of Analysis.”

27 UN Habitat and UNICEF, “[Interim Technical Report on Water, Sanitation and Hygiene for COVID-19 Response in Slums and Informal Settlements](#),” 2.

28 Davis and Goodman, “[Uprising & Abolition: Angela Davis on Movement Building, Defunding the Police, and Where We Go From Here](#).”

29 Scahill, “[Scholar Robin D.G. Kelley on How Today's Abolitionist Movement Can Fundamentally Change the Country](#).”

Learning from The Past: Settlements and Camps for Unhoused People in the 20th Century

As we began researching models for temporarily sheltering unhoused people in communities, we encountered a long history of American tent cities, organized by the people themselves out of economic and political necessity. We also recalled an experiment led by the government here in Los Angeles, to relocate unhoused people from Skid Row to an authorized camp. Although “Urban Campground” existed only 33 years ago, within living memory of many Angelenos, it has mostly fallen out of public consciousness—an unfortunate fate, because that catastrophic experiment should serve as a cautionary tale of what should never be repeated.



During the Great Depression, when the federal government failed to limit the devastation caused by unregulated financial systems, millions of people across the country lost their livelihoods and their homes. Many took to embankments, railroad tracks, and ravines across the nation to survive in self-constructed dwellings, and a number of tent cities like these sprung up across Greater Los Angeles. These communities came to be known as Hoovervilles, to clearly attribute their existence to the federal administration.³⁰

In 1932, the Los Angeles County Health Department released a photograph study of these communities, entitled “The Habitations of Unemployed in Los Angeles County.”³¹ These settlements emerged all across the region, from Santa Clarita to South Central, and the dwellings were constructed from whatever recyclable materials were readily available. Some were the isolated dwellings of single men, obscured from public view in hazardous locations. Others, like the one pictured below, were well-organized tent cities of several dozen dwellings, and were home to multigenerational families. These photographic records also document the temporariness of the sites; some appeared to be abandoned in haste, and contemporary scholars suggest that the sites largely disappeared within a decade, as the war effort expanded economic opportunities locally.³²

A number of plots where Hoovervilles arose in Los Angeles remain unbuilt today, and several are still sites where unhoused Angelenos find shelter. Take, for example, the parking lot at 85th and Lou Dillon in the Florence-Firestone neighborhood—the very site where the five-acre Hooverville pictured above once stood. A small tent city of self-built dwellings remains on the lot today, and semi-permanently stationed RVs line the street. Nearly 90 years after the Great Depression, residents of Los Angeles continue to create sanctuary for themselves in the absence of a functional social safety net.

Several decades later, Angelenos living in poverty joined other marginalized people from across the nation in a sanctioned, serviced, political encampment that called itself Resurrection City. In 1968, as the culmination of the Poor People’s Campaign, this band of thousands lived together on the National Mall in

30 Dearborn and Harmon, “Hoovervilles,” 301-303.

31 Los Angeles Department of Health, *The Habitations of the Unemployed in Los Angeles County (1930-1932)*.

32 Harvey, “[THEN: Hooverville: Refuge for L.A.’s Homeless in Depression Years.](#)”



*Hooverilles sprang up all across the region during the Great Depression, including this one in the Florence-Firestone neighborhood. Like many tent cities today, this settlement was constructed on a church property. (Photo: Staff photographer, February 4, 1932 / *The Habitations of the Unemployed in Los Angeles County 1931-1932*, Los Angeles County Department of Health Services Collection, The Huntington Library)*

Washington, D.C., to protest their living conditions and demand economic justice. This temporary city was designed by local architects and planners: rows of wooden A-frame tents lined the lawn; communal tents for cooking and childcare ensured that essential services were provided; and public spaces created arenas for planning direct actions.

Despite its revolutionary intentions, Resurrection City disbanded merely six weeks of existence, and its residents returned to their home states without having secured major gains from the federal government. Today, it is generally seen as a utopian experiment that fell short of achieving its ambitions. Explanations abound as to its demise, ranging from the heavy rains that turned the site into a swamp, to an unsympathetic nation too exhausted by assassinations and uprisings to pay attention to the protesters. Yet after Resurrection City closed, John Wiebenson (one of the site's architects) critically reflected on its demise and attributed its faltering to other factors: a top-down design that kept the residents in, and a governance structure spearheaded by non-resident organizers that shut residents out. Inadequate support for developing a participatory form of government hindered the self-directed organizing in the encampment. Criticizing the fence lining the site's perimeter, he wrote:

“The fence had been put up to keep potential threats at a distance. But, it also happened that, when looking over the fence at the throngs of curious (or sometimes threatening) outsiders, a resident could identify himself as part of Resurrection City. He could see, across the fence, the people, the city, and the society to which he did not belong. This was identity gained through exclusion.”³³

33 Wiebenson, “Planning and Using Resurrection City,” 411.

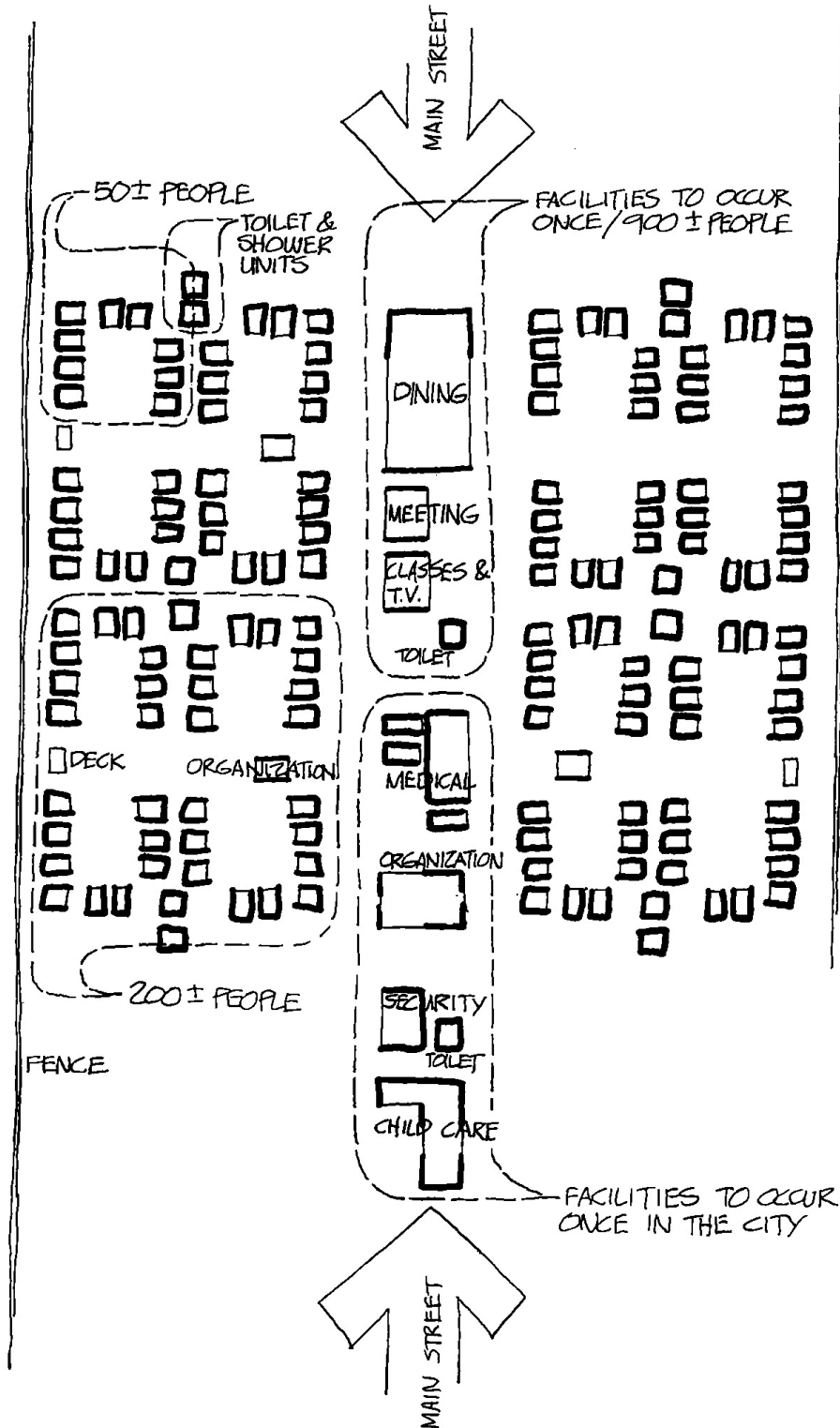


FIGURE 2 Schematic Plan

The site plan for Resurrection City designated different zones for communal activities and private residential space. Childcare, dining, medical, sanitation, and recreation facilities were all on-site. (Plan: John Wiebenson, 1968 / Republished in *Journal of the American Institute of Planners* 35 (6): 408)



The domesticity of life in Resurrection City is often overlooked. (Photo: Marion S. Trikosko, May 21 1968 / U.S. News and World Report magazine collection, Library of Congress)

In the modern era, Los Angeles has experimented on a large scale only once with a version of an authorized campground. This relatively short-lived effort—102 days in 1987—provides a detailed guide to what must never be done again in Los Angeles.

The “Urban Campground” consisted of a 12 acre field of bare dirt located at 320 S. Santa Fe Avenue in Los Angeles, described by the Los Angeles Times as “a desolate strip of land beside the Los Angeles River.”³⁴ That site is now occupied by the Los Angeles County Metropolitan Transportation Authority (Metro) Division 20 parking lot and building. The only thing shared by the current usage of the property and that in 1987 is a high steel fence topped by razor wire. In 1987, the property was accurately described by the name it was given by some of the hundreds of unhoused people who were forced by LAPD sweeps to relocate there: “Camp Dirt.” Police raids in Skid Row encampments had increased dramatically after the City closed down 800 of the 1,000 emergency shelter beds it had opened during the winter.

The “Urban Campground” was officially opened by the City of Los Angeles on June 16, 1987. It was planned to accommodate 600 or more homeless people. In addition to space for some small, 4-foot high tents and many more cots on the dusty ground under shade canopies, the camp contained a trailer for administration and another with 10 showers operated by the Salvation Army. The project had been proposed only 12 days earlier by Mayor Tom Bradley as a place to which those living in Skid Row encampments could be “relocated” as the result LAPD sweeps to clear those encampments. Most of those being cleared were homeless Black men, a fact made very clear in a set of arts-based installations that protested the opening of the camp. These works labeled the camp “Soweto, USA,” referring to the forcibly segregated Black township in South Africa where only 11 years earlier a protest against apartheid had been met with brutal and deadly force by the explicitly white supremacist government of South Africa.³⁵ The murals

34 Penelope McMillan and Leonard Greenwood, “‘Urban Campground’ Draws Only a Few Homeless on Opening Day.”

35 Baker et al, [“This Photo Galvanized the World Against Apartheid.”](#)



Sweep in Skid Row. (Photo: Rick Meyer for the Los Angeles Times, 1987 / Los Angeles Times Photographic Archive, Department of Special Collections, Charles E. Young Research Library, UCLA)

and arts-based actions in Skid Row and at the Urban Campground were created under the direction of Los Angeles' world-renowned muralist, Judy Baca.³⁶ As Baca noted in an interview with the authors,

“Alice Callaghan [of Las Familias del Pueblo] and I orchestrated an action that manipulated the media into photographing the SROs in Skid Row that were empty. The night before the opening, we got into these buildings and dropped these yellow crosses of caution tape from the roof to the sidewalk. We wanted to call attention to the fact that those empty rooms could have been for the homeless, and instead people were put in the camps...

And then, around the fencing of the campground, we wove lettering into the fence that said Uncle Tom Soweto. Tom Bradley was actually a friend—he was a friend of the mural programs, and during the Bradley era I was able to get a lot done—the Great Wall, for instance—but his administration just wanted to get people off the street in Skid Row. The Soweto thing was a reaction to the corralling of Black homeless people and fencing them into what was an internment camp. It was really outrageous. Then, as now, the majority of people in Skid Row were Black. When they were moving people to the site, it was to a site that was toxic. I think we found out that there were chemicals in the soil—it was a physically dangerous place. And then, when you saw this place, it looked like an internment camp. So, apartheid was very much in our minds, we were making those connections.”³⁷

³⁶ Los Angeles Times, “[Activists, Artists Brand Camp for Homeless as ‘Soweto USA’](#).”

³⁷ Interview with Judy Baca and Hilary Malson, July 18 2020.

News coverage at the time documented how occupants of the camp were under constant surveillance and control, and journalists reported on the bleak conditions. As described by *The Washington Post* in August 1987:

Salvation Army workers are on duty at the gate around the clock, and security officers hired by the city surround the fenced camp. Residents and visitors are frisked before entering.

A second fence bisects the campground. Fire officials ordered that the camp be set up so that small domed tents dominate one side, while people on the other side sleep on about 300 cots under open-air canopies.

The effect, some residents say, has been polarization and snobbery on the part of those who have tents. “Just because they got lucky,” one cot-bound resident grumbled, “they think they can look down their noses at us.”³⁸

Occupants of the campground did try to advocate for themselves. Within the camp, five “minicamps” evolved, two of which were rebirths of sidewalk encampments forced off the streets by LAPD.³⁹ These groups could each speak with some authority for their members to the Salvation Army or City officials. But neither the City nor the Salvation Army supported or encouraged either participation or input from residents in decision-making regarding camp operations.

The official capacity of the Urban Campground was 600 people, but it often contained more, including about 50 households with children. The existence of the camp also provoked other ideas to further isolate, contain and effectively imprison people whose only offense was to be poor and without housing. For example, County Supervisor Deane Dane suggested that people in the camp could be moved to a 328 foot former Navy barge anchored offshore in the Pacific.⁴⁰ Other politicians suggested, without a hint of either irony or awareness of the history of places like Manzanar, that a better location would be somewhere in the California desert.

By the time the Urban Campground closed, in late September 1987, 2,600 Angelenos had spent time in the camp. The *Los Angeles Times* described the closing as follows:

The grim, dust-filled campground alongside the Los Angeles River came to a close as bulldozers, cleanup crews and a host of city officials descended on the property before 8:00 a.m. The water was shut off, even as some homeless campers took showers. California Conservation Corps workers began picking up cots, and whatever personal possessions were still on them were dumped on the ground.⁴¹

Perhaps worse than their treatment during their forced exit from the Urban Campground was that fact that they were evicted by the City in full knowledge that they had no place to go, other than back to the streets from which the City had forced them in the first place. Even the awful “choice” they had been offered, “Go to the camp or go to jail,” had evaporated.

No one who supported the opening of the camp pretended that it was a solution to homelessness, least of all the people forced to live there. As two lawyers who represented people in the camp wrote in a *Los Angeles Times* op-ed, “From the perspective of the residents of the camp, the solution to homelessness has never been all that complicated—Individuals who can work need jobs, those

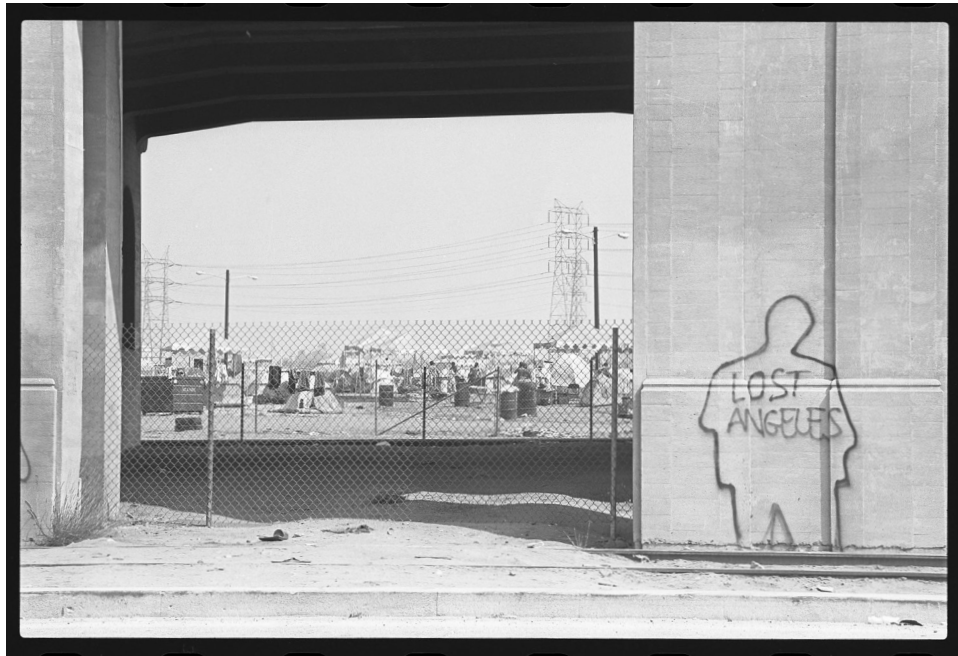
³⁸ Shaw, “[Young and Homeless in Los Angeles.](#)”

³⁹ Ibid.

⁴⁰ Ibid.

⁴¹ McMillan and Ramos, “With Nowhere Else to Go, 250 of Homeless Leave Campground.”

who cannot work need enough from disability or General Relief to exist, and everyone needs affordable housing.”⁴² The Urban Campground contributed nothing to any of these ends, providing only to our time a grim and detailed reminder of how badly “innovations” other than actual housing can become.



Mural outside Urban Campground. (Photo: Ken Lubar for the Los Angeles Times, 1987 / Los Angeles Times Photographic Archive, Department of Special Collections, Charles E. Young Research Library, UCLA)

⁴² Blasi and Rosenbaum, “[Homeless ‘Camp’ – a Negative Innovation.](#)”

Unhoused in the 21st Century: The Rise of Tent Cities and State Interventions

The number of unhoused people in many regions is rising year after year, forcing many people to organize and meet their own needs for shelter.⁴³ Data collection for point-in-time homelessness counts are unreliable, and many tent cities are out of view by design. But a 2017 study published by the National Law Center on Homelessness and Poverty indicates that the number of unique tent cities exist in the U.S. has increased 1,342% since 2007, with sites reported in every state and the District of Columbia.⁴⁴ Some grassroots settlements (the resident-organized communities commonly referred to as tent cities or street encampments) have remained autonomous and unsanctioned for several years, and have successfully cultivated supportive communities for residents. Take Back the Land in Miami, Florida, is regarded by many grassroots advocates as a beacon for contemporary tent cities: an explicitly political land occupation by a collective of unhoused people. Inspired by anti-eviction movements in South Africa and Brazil, the organizers and residents framed their self-organized settlement on government- and bank-owned vacant land as a morally just response for housing communities devastated by the foreclosure crisis.⁴⁵

The past 20 years are also notable for growing governmental experimentation in sanctioning both grassroots and state-developed unhoused communities.⁴⁶ Here on the West Coast, Seattle is at the forefront of governmental sanctioning and servicing of sites where unhoused people can simply exist. This is an astonishingly low bar, and yet a legal triumph in a nation whose public spaces are structured around anti-camping ordinances and prohibition of private property.⁴⁷

Temporary settlements, such as the ones proposed in this study, best serve the needs of their residents when they are self-governed, unpoliced, and integrated into neighborhoods with transit and services. There are many different forms that these temporary settlements have taken. The two dominant models are: serviced sites for tents or cars (hereafter referred to as “safe organized spaces”) and sites with small, semi-permanent structures (hereafter referred to as “tiny shelter communities”). While particular aspects of each program differ—for example, some safe organized spaces are mobile, while others are stationed on a single site—most programs can be categorized as an iteration of one of those two models.

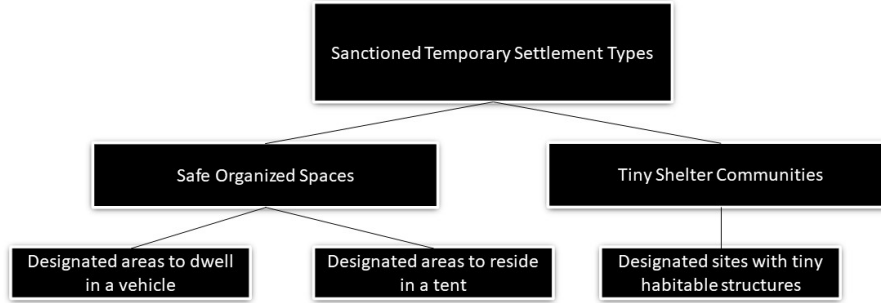
43 The 2020 LAHSA Homeless Count reported 66,436 unhoused people residing in Los Angeles County and 41,290 unhoused people residing in the City of Los Angeles. These represent a 13% and 14% rise in homelessness in each jurisdiction, respectively (LAHSA 2020).

44 National Law Center on Homelessness and Poverty, “[Tent City USA: The Growth of America’s Homeless Encampments and How Communities Are Responding](#),” 7. For more information on the unreliable nature of point-in-time homeless counts, see “[Don’t Count On It: How the HUD Point-In-Time Count Underestimates the Homelessness Crisis in America](#).”

45 Rameau, *Take Back the Land*.

46 A 2010 report published by the National Coalition for the Homeless offers an invaluable, in-depth review of tent cities in the West Coast. See Appendix A for a table detailing the key specs (size, date established, capacity, sanctioning status, dwelling type) of ten prominent settlements. See also: Herring and Lutz, “The Roots and Implications of the USA’s Homeless Tent Cities.”

47 Mitchell, *The Right to the City*.



Typology of sanctioned settlements. Prepared by authors.

In this section, we review lessons learned from experiments in sanctioned and serviced sites, as well as fully autonomous, unsanctioned sites, in the states of Washington, Oregon, Florida, and California. Each “lesson” includes two case studies. Case Study A highlights a temporary settlement that models best practices for the lesson learned, while Case Study B illuminates the consequences of not adhering to those lessons; additional information on the sites is included as well, to paint a fuller picture of each settlement. The comparison framework is not intended to shame some sites while praising others. Rather, as governments devise plans to establish temporary settlements, these comparisons can offer frameworks for success, as well as challenges to avoid, in order to best meet the needs of unhoused people.

1. Communities of unhoused people should be governed in the same manner as communities of housed people.

Governments seeking to sanction settlements ought to regard these communities as they would any other neighborhood. Cities provide basic services including trash pickup and sewage for households in affluent communities without imposing restrictions such as gating, curfews, and a constant police presence. It would be fair and just to approach low-income neighborhoods and settlements of unhoused people in a similar manner to their affluent, more securely housed neighbors.

People who have lost their housing are not thereby transformed somehow into lesser versions of themselves, suddenly requiring surveillance and control. The assumption that such a carceral approach is necessary is not disconnected from the fact that *Black Angelenos are 10.4 times more likely to be homeless than White Angelenos*.⁴⁸ As the Black Lives Matter movement has so recently taught many, we all have the duty to actively resist and work to reverse such manifestations of systematic racism that would cause officials to assume that people of

48 The 2020 Homeless Count found that in the Los Angeles Continuum of Care (Los Angeles County, not including Long Beach, Pasadena and Glendale) there were among the unhoused 22,228 Black and 16,940 White persons. The total population for the same geographic area in 2019 included 826,844 Black persons and 6,645,678 White persons. Thus, the odds for a randomly chosen White person were 1 in 419.6; those same odds for a Black person were 1 in 40.4, resulting in an odds ratio of 10.4. This radical disparity had “improved” since the prior year, when the odds were 10.8. Homeless data from <https://www.lahsa.org/documents?id=3422-2019-greater-los-angeles-homeless-count-los-angeles-continuum-of-care.pdf>. Population data from <https://www.census.gov/quickfacts/fact/table/losangelescountycalifornia/HSG010218>.

color who have lost their housing require intense policing. Put plainly, this is something that simply would not occur if we were discussing emergency shelter and temporary housing for the much less Black population of disaster refugees expected to need the same thing after a catastrophic earthquake or wildfire.

Too often, our governments adopt a hyper-regulatory approach to managing low-income and unhoused communities of color. Anti-camping ordinances and ordinances that ban the storage of property in public spaces abound nationwide and provide the legal justification to conduct sweeps that functionally displace unhoused people and dispossess them of their property.⁴⁹ In cities within Los Angeles County, property regulations are more prevalent than anti-camping ordinances; this distinction is important, because regulations on property in public space prohibit people who live in public space from securely maintaining ownership over the private property they need to survive.⁵⁰ For the few sanctioned communities of unhoused people, hyper-regulatory approaches to governance transforms basic service provision into spheres of surveillance. Geographer Jessie Speer describes these sites as “tent wards” to reflect how “incarceration becomes enmeshed with the provision of care and shelter.”⁵¹ The expansiveness of the term “ward” is intentional here; it refers to both the limited freedoms of patients on a medical ward and incarcerated wards of the state, though it also calls to mind the term’s geographic meaning as a sub-region of a jurisdiction. For Speer, tent wards are distinguished from other sites by their carceral functions, which are often cloaked in a façade of paternalistic care. One formerly incarcerated unhoused person crystallized this distinction when justifying his preference for autonomous tent cities over the available alternatives: “The wake-up time and chow-time, same thing as being in prison. You don’t really sit down with family or friends, more like a chow hall. The bed check times, checking in your names at security, being served instead of takin’ care of yourself. A lot of times it feels like bein’ back in prison.”⁵² Lacking stable housing is insufficient grounds for losing one’s basic autonomy.

Case Study A: Dignity Village (Portland, OR)

Basic infrastructural support from the government meaningfully contributes to otherwise self-sufficient communities.

This permanent, autonomous tiny house village began as a tent city-style political protest against sweeps in 2000; today, the community declares itself the “longest-existing, continuously operating, city-sanctioned homeless village in the U.S.”⁵³ Since its establishment on unused public land in downtown Portland twenty years ago, Dignity Village has incorporated as its own 501c3, secured a permanent site, successfully petitioned to have the site zoned as a campground (enabling overnight occupation), and is now completely self-funded and self-managed. Residents attribute these successes to their community control of the settlement: residents are voting members of the non-profit that stewards the site, agree to abide by collectively determined community guidelines, and are involved in fundraising and judicial processes. There are no time limits restricting residency, but residency is inherently restricted based on the size of the settlement: the 50 structures can house up

49 Mitchell, *The Right to the City*.

50 Thanks to Shayla Myers for rightly identifying the particularly insidious nature of property regulations in public space for unhoused people.

51 Speer, “The Rise of the Tent Ward: Homeless Camps in the Era of Mass Incarceration,” 160.

52 Herring, “Evicting the Evicted: Five Misleading Rationales for Homeless Camp Evictions,” 31-32.

53 Dignity Village 2020.



Dignity Village in Portland, OR. (Photo: Seattle City Council, 2011 / Dignity Village Tour photo collection, Flickr)

to 60 people, and there is a waiting list to move into the community. It is designated by the Portland City Council as a transitional housing campground, and falls within Oregon's building codes that regulate campgrounds, thereby enabling it to bypass the city's anti-camping ordinances. The tiny houses themselves (10' x 10' wooden structures on raised pallets) are code compliant. Common spaces, including hygiene facilities, are a shared community asset.

Dignity Village maintains a light level of engagement with the local government but is fully self-governed. The settlement is connected to the City's sewage system and residents pay a fee to receive other City services, including trash, recycling, and electricity. Operating costs for the settlement are approximately \$1,700 per month, including: \$200 for insurance, \$400 for waste removal, \$250 for electricity.⁵⁴ Residents raise funds to maintain the site from several sources, including: micro-enterprise, donations, and a monthly contribution of \$50 per resident. The most impactful point of engagement with the government had to do with the location of the settlement itself; the permanent site that the City agreed to lease to Dignity Village is seven miles south of downtown in an industrial area, isolated from the commercial and social life of the rest of Portland with regular but infrequent public transit. The settlement's close proximity to industrial areas creates an environment where residents deal with poor air quality and loud noise pollution on a daily basis.

54 Jones et al., "A Place to Be: Alternatives to Unsanctioned Homeless Encampments," 50.

Case Study B: Temporary Homeless Services Area (THSA) (Ontario, CA)

It is unnecessary to cage or police residents of a community simply because they are unhoused.

In the wake of the economic crisis in 2008 and the subsequent growth of homelessness in Ontario, the City developed a fully funded and sanctioned settlement. Geographer Manuel Lutz characterizes THSA as “a tent city that was established and managed in a clear and authoritarian way.”⁵⁵ The fenced-off site was policed 24/7, and residents had to comply with strict codes of conduct, such as evening curfews and restrictions that banned visitors and pets. Restrictions like these are not an ordinary component of housed communities; rather, they are emblematic of the “tent ward” model that treats unhoused people as wards of the state, rather than autonomous individuals.⁵⁶

2. Unhoused people living in communities together have the capacity and the right to govern themselves.

There is much to learn from currently and formerly unhoused people on how to effectively organize a cooperative residential community. Many unhoused people have had to organize themselves into self-regulated informal communities in order to survive life on the streets. The City of Los Angeles recently witnessed a high-profile example of this early in 2020, when the approximately 80 unhoused residents of Echo Park banded together to successfully win overnight access to the park’s restrooms—a substantial victory in defiance of their councilmember’s outspoken desire to evict them from the park.⁵⁷ Indeed, much progressive legislation—including this report’s recommendation to sanction and service existing encampments—is the outcome of struggles by unhoused people themselves to secure the human right to housing. As one planner noted,

“We had to set up an emergency permitting process for the construction and inspection of shower facilities and bathroom facilities, which the City’s construction and inspection department (SDCI) were accommodating with. This program piggy backs on decades of city opposition to illegal tent city encampments—much of the progress that we have seen is a result of advocacy efforts from those in the ‘unhoused’ community who have pushed for sanctioned spaces to exist.”⁵⁸

Case Study A: Nickelsville (Seattle, WA)

Unhoused people can develop their own functional governance structures and codes of conduct.

Nickelsville is the name given to a collective of self-developed tiny house villages in Seattle, WA. The community was founded in 2008 by a group of unhoused people, who banded together to occupy an unused plot of city-owned land in defiance of sweeps ordered by Mayor Greg Nickels. The Nickelodeons, as residents came to refer to themselves, regularly struggled with eviction threats from

55 Lutz, “Uncommon Claims to the Commons: Homeless Tent Cities in the U.S.,” 108.

56 Speer, “The Rise of the Tent Ward: Homeless Camps in the Era of Mass Incarceration.”

57 Fitzpatrick, “[The Echo Park Bathroom Saga: How the City Hates Homeless People.](#)”

58 Coleman, “[Are Tiny Houses Useful and Feasible to Help Homelessness in Alameda County? How Could Tiny Houses Be Used, and Under What Conditions?](#)” 24.

the city, but ultimately settled on mutually agreed-upon site.⁵⁹ Over the next decade, the city subcontracted with the Low-Income Housing Institute (LIHI) to coordinate some services on-site, but the Nickelodeons otherwise governed the community themselves. Much has changed in the years since Nickelsville was established: residents have exchanged their tents for tiny homes (sturdy, wooden structures constructed through donated materials and labor), and the collective has severed ties with LIHI over differences in governance approaches and long-term goals.⁶⁰ Yet, as of this writing, Nickelodeons remain safely housed in their self-developed community, even during the pandemic. Resident-developed community agreements, weekly service obligations, weekly meetings, and elected leaders all contribute to the stability of the community, as does the relative privacy afforded to each resident in their tiny house. In their own words:

Interim Survival Mechanisms—particularly encampments like Tiny House Villages—must be supported and funded while both affordable housing for the many and ‘supportive’ housing for the few is built to scale... For our County to achieve constructive change, democracy will need to forgo bureaucracy. Leadership across the board must be held accountable to the community, and work directly with grassroots community organizations every step of the way. Nothing About Us Without Us!⁶¹

Case Study B: Pinellas Hope (FL)

Relocating unhoused people to remote settlements where they live under round-the-clock surveillance and are forced to comply with restrictive rules unjustly strips people of their rights.

Conversely, a number of government sanctioned settlements are managed in a carceral manner, designed to banish unhoused people out of site and into remote locations. One such site is Pinellas Hope, a site where roughly 250 people live in rural Florida on operated by a faith-based institution on their private property.⁶² Initially designed as a temporary facility, government officials made Pinellas Hope permanent, and tents were replaced with garden sheds and metal shipping containers. Environments like these, defined by their round-the-clock enforced security, monitored entry and exit, chain-link fencing, constant surveillance, and restrictive rules, deny residents any semblance of autonomy and dignity. The state has treated this public-private partnership as a model for more permanent campgrounds, but intrinsic to this model is a lack of accountability and clear potential for violation of civil rights. For example, Camp Pinellas has evicted hundreds of people who are now unaccounted for. As geographer Don Mitchell writes, “with the support of some officials, Catholic Charities [the foundation managing Pinellas Hope] has sought to create a network of authoritarian camps in out-of-sight and out-of-the-way places

59 National Coalition for the Homeless, “Tent Cities in America: A Pacific Coast Report,” 25-30.

60 Herzog, “[Nickelsville Facing Eviction from City-Funded Tiny House Villages.](#)”

61 Nickelsville 2020.

62 Sparks, “Neutralizing Homelessness, 2015: Tent Cities and Ten Year Plans,” 354.

to warehouse homeless people... [These are] rural concentrations camps for homeless people.”⁶³

3. **Location matters. Provide services—not sweeps—in the self-organized settlements where unhoused people have strategically located themselves and develop new settlements in habitable (ideally hospitable) locations.**

Many self-organized settlements are in locations that appear undesirable enough to be vacant and occupiable for free, but locations like these offer important forms of relief. Take, for example, the underpasses of freeways. Unhoused people strategically situate themselves under freeways *because* of their coverage from inclement weather, wide sidewalks, and relative freedom from neighbors. Local jurisdictions can immediately support self-organized settlements by increasing provision and maintenance of WASH services on-site. Forcibly removing people from these locations, where many have built communities of survival, directly and unjustifiably harms unhoused people; sweeps result in the loss of property and community, causing physical hardship and increased stress.

If governments develop new temporary settlements, people must not be forced into them. Newly developed settlements will best serve their residents—who, to reiterate, should voluntarily choose to reside within them—when particular aspects of their siting are taken into consideration. Connectivity to public transit and everyday amenities such as shops and service providers is critical. Holistic health benefits should be taken into consideration: ideally these sites would be free of environmental hazards (such as openly flowing untreated water, an abundance of dust, and consistent air and noise pollution), with adequate tree coverage, and in close proximity to green spaces.

The social aspects of a location are just as important to consider as its natural and built environment. Neighborhood integration is among the challenges that many temporary settlements can face. For example, the unhoused residents of Echo Park faced resistance not only from their councilmember, but from housed area residents as well. Connecting with potential allies, such as local faith-based institutions and networked grassroots organizations like Street Watch LA, could cultivate neighborhood integration in areas where temporary settlements might be established.⁶⁴ Housed residents can also organize themselves to form vital sources of support and neighborhood integration. When a proposed shelter for unhoused people in Koreatown was met with an organized protest in 2018, a small band of counter-protesters subsequently formed Ktown For All, an organization that serves unhoused neighborhood residents through direct aid and political advocacy.⁶⁵ We must note, however, that neighborhood opposition does not legally constitute a veto power; rather, the state must privilege making shelter available for unhoused and housing insecure people.

Case Study A: Skid Row (Los Angeles, CA)

Strategies for survival and policies for better urban futures are nurtured by the histories, cultures, and collective memories of specific neighborhoods.

While residents of Skid Row would be the first to highlight the ways that societal inequality adversely shapes their neighborhood—over-policing, lack of green space, and the dearth of sanitation facilities are among its shortcomings—there are a number

63 Mitchell, *Mean Streets: Homelessness, Public Space, and the Limits of Capital*, 71-72. Mitchell also notes that Pinellas Hope is a contemporary iteration of the carceral model that Los Angeles developed in the 1987 with Urban Campground.

64 [Street Watch LA](#).

65 [Ktown For All](#).

of positive aspects to the neighborhood. From a spatial planning perspective, the area has tangible advantages: it is well-served by public transit systems and numerous commercial amenities and social services are in the vicinity.

More significant, however, is Skid Row's relatively organized nature, born out of the generations-long struggles for justice spearheaded by local unhoused and low-income people. Skid Row can be understood as a node of "organized abandonment" in California's economy; that is to say, the neighborhood has been configured as a site of containment for people whose labor has been deemed surplus.⁶⁶ Yet as geographer Ruth Wilson Gilmore argues in her pivotal essay "Forgotten Places and the Seeds of Grassroots Planning," these are the very sites in which alternative urban futures are planned and struggled for, and this is precisely the case in Skid Row.⁶⁷ A number of affordable single room occupancy (SRO) hotels are still clustered in Skid Row because community-based organizers in the neighborhood mobilized against developers and the city to keep them open.⁶⁸ And, in a struggle that geographer Deshonay Dozier terms "contested development," unhoused Skid Row residents organized against police sweeps by reframing their belongings as property and invoking the language of property rights.⁶⁹

Let us be clear: these struggles, however meaningful, do not create the easy, fair, or just lives that unhoused residents of Skid Row deserve. Development pressures continue threatening to displace SROs and tents from the neighborhood. As environmental justice researcher Erin Goodling writes of unhoused residents in downtown Portland, "police sweeps in downtown and residential areas push people into toxic spaces, exposing them to hazards; when houseless communities express concerns, they risk further eviction. In this way, cities overwhelmingly respond to hazard exposure with displacement, creating a cycle of criminalization, exposure to environmental hazards, and serial evictions."⁷⁰ But struggles, when organized, can yield tangible gains, and the organizing can cultivate supportive social networks that mitigate much of the daily hardships of rough sleeping.

Case Study B: Temporary Homeless Services Area (THSA) (Ontario, CA)

Governments looking into establishing temporary settlements must prioritize cultivating and maintaining neighborhood support and commit to keeping sites open until adequate permanent housing is available.

Public support for THSA, a temporary sanctioned encampment created by the City of Ontario in 2007, diminished as the population of the site grew. While its establishment should be recognized as a progressive achievement (local residents voted to funnel funds towards providing essential services to unhoused residents), fears that they had created a local Skid Row catalyzed calls to evict

66 Harvey, *The Limits to Capital*, 303.

67 Gilmore, *Forgotten Places and the Seeds of Grassroots Planning*.

68 Chuck D. et al., "Chuck D's Tour of Skid Row," 50; Diaz, "Excerpt," 68; Camp, "Gentrification, Dispossession, and the Struggle for Dignity: An Interview with General Dogon," 70.

69 Dozier, "Contested Development: Homeless Property, Police Reform, and Resistance in Skid Row, LA."

70 Goodling, "Intersecting Hazards, Intersectional Identities: A Baseline Critical Environmental Justice Analysis of US Homelessness," 3.

non-Ontario residents from the site and ultimately shut it down.⁷¹ Residency restrictions were implemented at THSA, a troubling requirement for a demographic with insecure access to identification cards. Limiting residency to those who could “prove” their local connections resulted in the eviction of the majority of THSA residents. Furthermore, the majority of THSA residents who could successfully prove their Ontario residency and remained on-site prior to its closing in 2012 were unhoused and living on the city’s streets again within a year.⁷²

4. Recognize the property rights of unhoused people and strengthen their connections to their support networks.

The limitations of safely storing one’s property in a tent or a backpack need little explanation, but the governmental role in destabilizing unhoused people’s lives must be clearly stated. Criminalization of homelessness deeply perpetuates the insecurity of unhoused people, and the aggressive policing of unhoused people in Downtown Los Angeles is particularly pernicious. The concentration of unhoused people living in Skid Row is in part the result of the 1976 Strategy of Containment, which drove social services into that 50-block neighborhood and thereby sought to contain homelessness within it. Speculative development in the 1990s and subsequently rising property values transformed the neighborhood from a site of homeless containment into one populated with lucrative potential carceral subjects.⁷³ When government employees and their parallel, parastate actors (such as private security guards and BID representatives) seize people’s tents, displace them from their communities, and put them through the carceral system, they are dispossessing already marginalized people from the precarious stability they have created for themselves.⁷⁴

Unhoused people are far better served by governments that enable people to maintain ownership of their own property, and strengthen, rather than dismantle, people’s connections with their support networks. For many, the independence inherent in maintaining one’s own space, such as a tent, a vehicle, or a tiny shelter, is preferable to surrendering that autonomy at the door of a shelter. Common reasons that people prefer living on the streets to staying overnight in shelters include: lack of privacy, limitations on the personal belongings one can bring inside, not being able to stay with a partner of a different gender, fears of gender-based violence, being forced by shelter authorities to stay in gender non-affirming settings, or being forced to abandon a beloved pet.⁷⁵ Unhoused families with children and unhoused people with chosen families face additional challenges in securing shelter where they can remain together. Carol, who resides in a Fresno tent city, commented in a study, “I camp here because it’s the only way I can stay with my family. My social worker wanted me to go into the shelter, but if I did that I’d have to give up my dog who I’ve had for seven years, and me and my boyfriend would have to stay at different places. These guys are all I got.”⁷⁶

Governments can address these concerns by sanctioning and servicing existing settlements where unhoused people can live on their own terms, as well as developing temporary housing settlements that support diverse, multi-person households, enable people to secure their private property, and foster inclusive,

71 League of California Cities, [Homeless Services Continuum of Care](#).

72 Mitchell, *Mean Streets: Homelessness, Public Space, and the Limits of Capital*, 64-68.

73 Dozier, “Contested Development: Homeless Property, Police Reform, and Resistance in Skid Row, LA,” 180-182; Gilmore, *Golden Gulag*.

74 Staehli and Mitchell, *The People’s Property? Power, Politics, and the Public*.

75 Listings of pet-friendly shelters are available online; see, for example, [Pets of the Homeless](#).

76 Herring, “[Tent City, America](#).”

collectively-managed communities. The essence of the legal meaning of property in this nation is the right to exclude, and provisioning unhoused people with tiny shelters that lock can affirm their property rights. Furthermore, as law professor Lisa Alexander argues, unhoused people's stewardship of tiny house/shelter villages can be characterized as an alternative, equity-oriented form of property for groups facing precarity; their stewardship constitutes a "purposeful, beneficial, and sociable use" of property that privileges "the right to be included in a new community over the right to exclude."⁷⁷

Case Study A: City-Permitted Villages (Seattle, WA)

Temporary settlements can be designed to offer real privacy and secure unhoused people's property.

City-permitted villages are fully authorized and serviced tiny house villages in Seattle, that are operated by the Low Income Housing Institute (LIHI), a social service provider. The city-permitted villages are part of a larger set of emergency housing service that the city provides, including shelter beds, transitional housing, and diversion funds to facilitate re-entering permanent housing. Each city-permitted village is equipped with communal amenities, including a kitchen, restrooms, showers, and laundry, and residents are assigned a case manager who can connect residents with access to permanent indoor shelter. At present, the City operates nine city-permitted villages in neighborhoods across Seattle that collectively shelter more than 300 people each night.⁷⁸

Tiny shelter communities have two distinctive attributes that set them apart from other temporary forms of private shelter: lockable private structures that offer residents more personal storage and security than a typical shelter or tent, and a large enough size to accommodate multi-person households. Residents of each city-permitted village in Seattle live in a private wooden "tiny house structure" that locks; each structure is structurally sound, weather-proofed, and outfitted with electricity. Additionally, a number of the city-permitted villages are specifically designated for families with children, and large families are placed in adjacent units.⁷⁹

Case Study B: New Hope City (St. Petersburg, FL)

Recognize the belongings of unhoused people as their property and allow them to maintain ownership of their property in both private and public spaces.

In 2006, a group of unhoused people established a self-governed encampment on a vacant, church-owned lot. Citing their rapidly growing numbers as a crisis, St. Petersburg authorized the eviction of all encampment residents (despite their having the property owner's approval to occupy the site), and expanded their anti-panhandling laws, which allowed police to confiscate unhoused people's property without a warrant. Following the eviction, the unhoused people returned to rough sleeping, but organized protests forced the City to change its stance: tents were banned on public rights of way, but permitted on private property. In response, a

⁷⁷ Alexander, "Community in Property: Lessons from Tiny Home Villages," 406-408.

⁷⁸ City of Seattle 2018.

⁷⁹ Lee, "[Tiny House Villages in Seattle: An Efficient Response to Our Homelessness Crisis.](#)"

strictly controlled but sanctioned encampment, named New Hope City, was temporarily established for the unhoused community on the church site. After 75 days, the settlement was dismantled, and most residents returned to rough sleeping.⁸⁰

80 Mitchell, *Mean Streets: Homelessness, Public Space, and the Limits of Capital*: 72.

Sanctioned and Serviced Settlements During COVID-19

In the months since COVID-19 arrived in the U.S., unhoused people across the nation have taken measures into their own hands to secure adequate shelter during the pandemic. Several unhoused people in Los Angeles and Philadelphia found inspiration in the Moms for Housing campaign late last year in Oakland and organized to reclaim vacant, state-owned houses.⁸¹ Some unhoused people have staged occupations in vacant hotel rooms, while others have organized a self-funded mutual aid effort to shelter people in hotels.⁸² And grassroots organizers are implementing their own public health measures, such as building DIY handwashing stations in the absence of sufficient, state-provided sanitation services.⁸³

For years prior to the pandemic, unhoused people, public interest legal advocates, and public health officials alike have all vocally demanded increased access to sanitation services in Skid Row, and community-based organizations such as the Los Angeles Community Action Network have regularly conducted audits and produced reports to highlight the lack of such services in the neighborhood.⁸⁴ The core components of basic hygiene require regular access to toilets, sinks, soap, and showers. The right to such provisions are in fact specified in the Los Angeles County Code, the California Public Utilities Code, and California's Human Right to Water Act; yet, at present, enforcement of minor offenses such as jaywalking is prioritized over these human rights violations.⁸⁵ Now, during the age of COVID-19, it is essential that the government prioritize meeting this demand, particularly given the contagious nature of pandemic and the clear lengths that these simple measures would go to containing its spread.

Another approach gaining traction in cities nationwide has been the creation of new, socially-distanced, tent city-style settlements. Some have been organized by unhoused people, while others were established by the government. The

81 [Reclaiming Our Homes](#); Unicorn Riot, "[Homeless Philadelphians Moving Into City-Owned Homes](#)." The residents of the properties in Los Angeles claim a moral authority to the houses that supersedes the illegality of their residency. Benito Flores, one of the residents who previously resided in his vehicle, commented that "knowing these houses have been sitting empty for years, that feels like a huge injustice... Some people have said what we're doing is a crime. But to me, the real crime is that these politicians aren't doing anything about it" ([Levin 2020](#)). In invoking the language of justice to justify their openly illegal action, the residents' take-over of the houses might be understood as an act of "strategic illegality" to enact a "politics of emplacement" – fragile claims to place that tacitly acknowledge their likely removal, however delayed. Temporariness, rather than permanency, becomes a viable space in which housing claims, and reclamations, are made (Roy, *Dis/Possessive Collectivism*, 4).

82 Hitt, "[Operation No Vacancy: Why Lady Gaga's Ex-Model Seized a Luxury Hotel Suite in Los Angeles](#)."

83 LA CAN, "[Handwashing Campaign](#)," Right To Dream Too, "[Love in the Time of Coronavirus](#)."

84 LA CAN, "[The Dirty Divide in Downtown Los Angeles: A Call for Public Health Equity](#)"; LA CAN, "[Dirty Divide: 'Out of Service' – A Case Study of Public Health Inequity, Skid Row Los Angeles: 2017 Update](#)."

85 See: Los Angeles County Code, Title 11 Health & Safety, Section 11.38.560; California Public Utilities Code 1993, Section 739.8(a); and California Human Right to Water Act, AB 685, effective January 1 2013.

relative success of the autonomous settlements demonstrates the capacity that people have to organize themselves and determine their own needs.

In Philadelphia, a collective of Black unhoused people organized a tent city on the Benjamin Franklin Parkway to safely shelter themselves during the pandemic. Known alternately as Camp Maroon (honoring the Black freedom tradition of enslaved people escaping and creating maroon communities), the Lakay Nou Collective (a Haitian Creole phrase meaning Our Home), and James Talib-Dean Camp (to commemorate a resident who passed away in June 2020), this tent city is explicitly political.⁸⁶ Residents—many of whom have long been unhoused and were in residence at Occupy Philadelphia in 2011—issued a clear set of demands to the government: transfer of vacant public properties to community land trusts, support for self-governed tiny house communities for unhoused people, an end to sweeps and anti-camping ordinances, and the total sanctioning of their settlement as a legal, permanent, no-police zone. Many tent cities like this one belong to the longer movement for housing, racial, and economic justice, and should be understood as political sites of struggle, not unlike Resurrection City and Occupy.

In Portland, the city created three sanctioned settlements to meet demands for safe shelter during the pandemic. One is geared towards people of color, another is LGBTQ-affirming, and one is open to anyone who seeks residence. Each site accommodates 45 tents that are socially-distanced on raised platforms, and residency is by reservation only.⁸⁷ Disappointingly, these efforts to provide safe shelter are co-occurring with displacement tactics; the city has continued to authorize sweeps on self-organized, unsanctioned settlements.⁸⁸ This directly counters UN and CDC guidelines to cease conducting sweeps on informal settlements during the pandemic.⁸⁹ We build on those guidelines and argue that sweeps are never a solution, regardless of whether there is a pandemic or not.

Unhoused residents and community organizers in San Francisco organized their own socially-distanced settlement in Martin Luther King Jr. Park in the Bayview neighborhood in March 2020, as a proactive, grassroots measure in the face of insufficient government action. The grassy green park received ample support from neighboring organizations, and access to restrooms made the site relatively more comfortable than existing alternatives for unhoused people seeking safe shelter during the pandemic. The site was retroactively sanctioned by the city government and received support for sanitation services. While the settlement was initially home to 20 residents, it quickly doubled in size.⁹⁰ The encampment was disbanded several months after it opened; residents were re-housed into RV trailers and received services from the city, including daily meals.⁹¹

The City of San Francisco subsequently developed several sanctioned settlements, dubbed Safe Sleeping Villages. The sites, which are large parcels with socially-distant space between tents, are operated through public-private partnerships and each is outfitted with sanitation stations. The first of the three extant encampments opened in mid-May in San Francisco's Civic Center – roughly two months after unhoused people first organized their own COVID-safe encampment. The City developed the Safe Sleeping Village model in response to requests from street-engaged advocates, but initially ignored many of their recommendations: when the first site opened, it was surrounded with high fencing and closed

86 Rushing, "[Philadelphians Experiencing Homelessness on the Parkway Build Protest Encampment on Ben Franklin Parkway: 'We All Matter.'](#)"

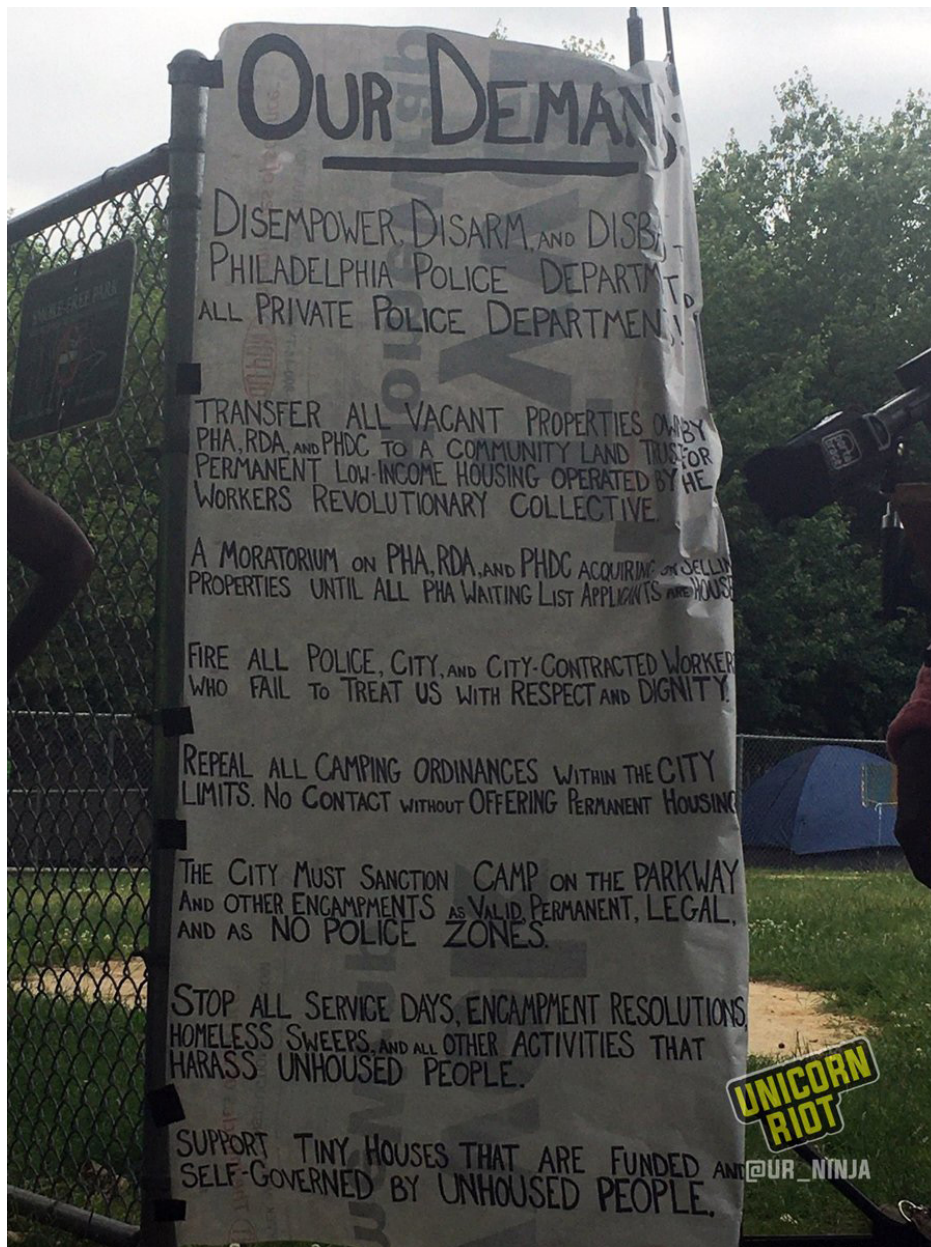
87 Harbarger, "[Portland Opens Three Outdoor Homeless Camps to Try to Contain the Spread of Coronavirus.](#)"

88 Levinson, "[Police Sweeps Raise Concerns as Portland Readies to Resume Homeless Cleanups.](#)"

89 Farha, [COVID-19 Guidance Note: Protecting Residents of Informal Settlements.](#)

90 Johnson, "[Impatient with City Efforts, Bayview Nonprofits Set Up Safe Camping Site for Homeless.](#)"

91 Howey, "[S.F. Spent Estimated \\$500,000 on Unused RVs Meant for Homeless.](#)"



Tent city residents in Philadelphia issued a list of demands, including full sanctioning of their site by the city, an end to sweeps, support for self-governance, and recognition of their site as a no police zone. (Photo: Unicorn Riot, 2020 / Twitter)

in, guarded by round the clock security, initially had a police presence on site, and regulated resident mobility with strict guidelines. In words that evoke Jessie Speer's warning about tent wards, Safe Sleeping Village resident Mick Conway remarked that:

"One day we woke up and the fences were up. The next day they put the green fabric [over the fence] up, and then one day, they locked the doors, they locked the gates, and no one was allowed in or out... It's a somber feeling inside. It's not happy. I don't want to compare it to a concentration camp or something of that nature, but it's definitely not the jolliest of cases."⁹²

92 Ho, "It's Barely a Bandaïd': Life Inside San Francisco's First Sanctioned Tent Camp."



The socially-distanced tents at the resident-organized settlement at Bayview Park in San Francisco. (Photo: Evan Owski, 2020)

The City has stated that it intends to shut down the encampments once residents are rehoused into hotel rooms.⁹³ An official City spokesperson has stated that the encampments are “a temporary approach and those areas will return to their prior uses once shelter-in-place rules are lifted.”⁹⁴ We can infer that, in the absolute best case scenario, current Safe Sleeping Village residents will be relocated to hotels once the shelter-in-place orders are lifted, before eventually being relocated into permanent housing.

At present, San Francisco’s approach to sheltering unhoused people during the pandemic encapsulates the phenomenon that Raquel Rolnik, urban planning scholar and former UN Special Rapporteur on Adequate Housing, refers to as “permanent transitoriness.” Unhoused and housing insecure people of low-income areas around the world, she writes, find themselves residing in sites with ambiguous housing tenure, trapped between legal and illegal arrangements, moving from one precarious situation to the next in an ongoing state of housing insecurity.⁹⁵ The irony here is that San Francisco is not a low-income area; it also has the most billionaires per capita of any city in the world.⁹⁶ Housing injustice is emblematic of the staggering inequality of so many American cities.

93 Browning, “[SF’s First Sanctioned Camping Site for the Homeless Gives Residents a Safe Place to Sleep](#)”; Associated Press, “[San Francisco Opens ‘Safe Sleeping Village’ for Homeless During Pandemic](#)”; Alvarado, “[New Safe Sleeping Site Opens at Everett Middle School.](#)”

94 Browning, “[SF’s First Sanctioned Camping Site for the Homeless Gives Residents a Safe Place to Sleep.](#)”

95 De Miranda et al., “Permanent Transitoriness and Housing Policies: Inside Sao Paulo’s Low-Income Private Rental Market,” 28.

96 Newman, “[San Francisco is Home to the Highest Density of Billionaires.](#)”

Key Considerations for Sanctioning and Servicing Temporary Settlements in the Age of COVID-19

Sanctioning and Servicing Existing Settlements

Re-zone parcels as campgrounds. Some jurisdictions, such as Portland, have sanctioned existing settlements by re-zoning parcels as campgrounds. The same could occur in the City of Los Angeles by amending the Municipal Code. Zoning codes, like virtually all other local laws, can be suspended by an emergency declaration, if necessary, to protect health and safety. Given the current state of emergency that we are currently in, it is worth underscoring that fastest and cheapest temporary settlement to sanction would be one comprised of ordinary camping tents, a temporary housing form that is already in use by thousands of unhoused people.

Improve sanitation services. Adequate sanitation must be incorporated into plans for sanctioning existing settlements.⁹⁷ Restrooms, bathing facilities, and laundry facilities should ideally be provided on-site. At a minimum, the existing network of handwashing stations should be expanded and regularly maintained; recent public health guidelines suggest one handwashing station for every ten residents. If it is not feasible to provide these services on site, access to such facilities should be facilitated. For example, restrooms in nearby public parks must be unlocked, accessible 24/7, and regularly serviced. Another solution would be to partner with local private entities, such as gas stations or community centers, for ongoing access to their faucets and restrooms.

Invest in services, stop sweeps. Under no circumstances should environmental, sanitation, or public health concerns, or current lack of sanctioned status be used to conduct sweeps of resident-organized settlements. As members of the Services Not Sweeps coalition argue, the appropriate governmental approach to engaging with people who have self-established dwellings in these environments would be to offer services, rather than confiscate private property, cause displacement, and increase likelihood of exposure to COVID-19.⁹⁸ Furthermore, federal judges have repeatedly issued court orders to stop the City of Los Angeles from seizing and destroying the property of unhoused people, including an injunction as recently as this April.⁹⁹



Residents of Echo Park and organizers from Street Watch LA declare the need to keep public restrooms open for use. (Photo: Street Watch LA, 2020 / Twitter)

97 UN, “[The Sustainable Development Goals Report: 2019](#)”; UN Habitat and UNICEF, “[Interim Technical Report on Water, Sanitation and Hygiene for COVID-19 Response in Slums and Informal Settlements](#).”

98 Services Not Sweeps, [COVID-19 Demands](#), 1.

99 Reyes, “[L.A. Can’t Seize Homeless People’s Bulky Items Solely Based on Size, Judge Rules](#).”

Establishing New Settlements

Public health officials recommend sheltering in place due to the contagious nature of the virus. For this reason, the guidance given below assumes that un-housed people seeking shelter in sanctioned settlements will plan to remain on-site for an extended period of time and will therefore be part of a community (however temporary). This differs from existing models that offer shelter on an overnight basis.

Residency and Governance

Residency criteria. Some existing resident-organized settlements have self-determined residency criteria, which can include age requirements, or a trial period before formal residency is established. If a government seeks to develop temporary settlements, they should establish a range of models; some should be open to all, but others might be designated child-friendly, gender exclusive, sober sites, or geared towards specific language groups. Doing so could set a supportive foundation for residents themselves to then guide the governance structure of their community.

- For people seeking residence in a City of Los Angeles sanctioned settlement, the Los Angeles Homeless Services Authority's (LAHSA) existing Emergency Housing and Shelter online database could be easily modified; this database allows users to navigate existing shelter and safe parking options according to “best fit” criteria like those mentioned above.¹⁰⁰
- For jurisdictions with sufficient staffing capacity, existing needs assessment forms for state or subsidized housing could be simplified and modified to gather this limited information online, on-site, or through community outreach.¹⁰¹
- People currently living in tent cities who seek to continue living cooperatively together in a sanctioned settlement should be accommodated as best as possible, as social networks are a lifeline for survival. State officials would need to liaise with, or serve on, settlement governing bodies to maintain accurate data on availability (see below).

Resident-determined governance structures and governing bodies. Settlement residents should direct decision-making, rather than be forced to comply with top-down, blanket policies developed by the state or contracted social service providers that fail to take the unique context of each residential community into consideration. As environmental justice researcher Erin Goodling observes, “people know how to organize themselves. Let them do it.”¹⁰²

- Our research on previous settlements, stretching back from the Hooverilles and extending into the present-day tent cities organized during the pandemic, indicates that people naturally tend to organize themselves and come up with some sort of governance system when living collectively. Community-organized self-determination is in keeping with the norms of many forms of housing in California, including homeowners' association (HOAs), condominium communities, and co-operative housing associations.

100 LA 211 search, Resources > Housing > Emergency Housing and Shelters: https://www.211la.org/resources/search?keyword=Housing%20%3E%20Emergency%20Housing%20%26%20Shelters%20%28281%29&landing=1&keyword_hidden=Housing%20%3E%20Emergency%20Housing%20%26%20Shelters%20%28281%29.

101 See Appendix B for a sample intake form (Title: Pasadena Homeless Prevention Program Intake Form).

102 Interview with authors, 2020.

- State resources should be allocated towards facilitating those processes; engaging community-based planners to serve as resources and provide on-going assistance as residents determine their governing structures may be useful.
- The resident-organized settlements noted for their longevity and stability have resident-determined governing bodies that are typically comprised of residents, although sometimes representatives from grassroots community organizations, the government, the neighborhood, or partnering social services have a presence. A representative of the city planning department could serve in a minority position in these governing bodies to assure compliance with guidelines related to public health, site capacity, etc.
- Founding residents of Portland’s Dignity Village and Right to Dream have often established the criteria of their community’s governance structure, the frequency with which governing meetings are held (nightly, weekly, or monthly), election systems, service expectations, community agreements / codes of conduct, eligibility to serve on the governing body, etc.
- The UN Refugee Agency notes that the defining characteristic of a camp is that it exerts “some degree of limitations on the rights and freedoms of refugees, such as the ability to move freely [and] choose where to live.” Thus, the agency’s official policy is to pursue alternatives to camps whenever possible, so residents can “exercise rights and freedoms, make meaningful choices regarding their lives, and have the possibility to live with greater dignity, independence, and normality as members of communities.”¹⁰³
- If Los Angeles intends to avoid turning its own residents into refugees, all emergency housing planning must foreground the dignity and autonomy of future residents.

Resident-determined security mechanisms. The extensive criminalization of homelessness and widespread police violence render prominent police presence an inappropriate approach to providing on-site security. Instead, temporary settlements should develop resident-determined security mechanisms. Some settlements have developed schedules with residents required to regularly serve a given number of hours monitoring the premises. Communities can also self-determine guidelines for communal living and collectively set expectations around issues such as guests or substance toleration on-site.

Land and Location

Spacing, size, and scale. Shelters in settlements should be spaced in accordance with public health guidelines for social distancing, in addition to municipal code requirements for spacing. The overarching principle of any temporary housing settlement is that it should remain small enough to maintain a functional system of governance; the current realities of the COVID-19 pandemic reinforce the absolute necessity of avoiding overcrowding to maintain an adequate level of sanitation.

- Guidelines developed by the City of San Francisco Department of Public Health for their Safe Sleeping Villages recommend allocating at least 12 ft. x 12 ft. of space per dwelling (tent or tiny shelter), at least six feet of space between dwellings, and pathways where people can maintain at least six feet of distance from one another.¹⁰⁴

¹⁰³ UNHCR, [Policy on Alternatives to Camps](#), 12.

¹⁰⁴ See Appendix B for sample guidelines (Title: Interim Guidance for Safe Sleeping Villages, San Francisco).

- Scholarly literature on resident-organized settlements suggests that those with a functional system of self-governance structure are typically between 15 and 75 dwellings.¹⁰⁵ Bearing the current number of unhoused people in Los Angeles in mind, and the projected number of people who are likely to be evicted, the scale necessary for successful implementation is immense. Even a modest calculation for the new settlements to make a noticeable impact (sheltering 20% of the City’s existing unhoused population per the 2020 LAHSA count, or 8,248 people) would require developing 110 sites at full capacity *if* 75 people were housed at each site in individual dwellings – and these would have to be large parcels.

Land. Land on either publicly- or privately-owned properties could be re-purposed for temporary settlements. During the period of a declared emergency, both state and local government have extensive power to commandeer (i.e., take control of) private land and other private property with minimal notice and to pay for the use of the land at a price fixed through a fair hearing at a later time.

- If there is no active declaration of emergency, governments must use established eminent domain procedures, which may take too long to forestall a humanitarian crisis.
- Both state and local governments should be preparing to enact, if necessary, emergency declarations and ordinances that will support commandeering, even if the more general public health emergency declarations are allowed to expire.
- Unsheltered homelessness is not as obviously fatal as the coronavirus, but its effects are quite severe enough, particularly for children, to justify an independent declaration of emergency and implementing ordinances.
- One example, enacted after the Camp Fire devastated Paradise, CA, is that enacted by the nearby community of Chico, to which many Paradise refugees had fled.¹⁰⁶

Site selection (minimum standards). Appropriate site selection will prioritize the needs of settlement residents. Adequate sites are those in proximity to public transit and commercial services. Although we do recommend sanctioning and servicing existing resident-organized settlements wherever they exist, we do not recommend establishing new settlements in sites that are environmentally hazardous, such as those in close proximity to freeways or industrial sites, or those in extreme climates including deserts.

- These recommendations are in keeping with guidelines for emergency refugee housing from UNHCR; these are, in their terms, “minimum standards and best practices” that are suitable only as emergency housing solutions.¹⁰⁷
- We do not recommend developing temporary settlements in cities like Vernon (due to their industrial toxicity) and non-urban areas of the High Desert and Antelope Valleys (due to their extreme climates and insufficient transit access).

105 Jones et al., “[A Place to Be: Alternatives to Unsanctioned Homeless Encampments.](#)” Lee, “[Tiny House Villages in Seattle: An Efficient Response to Our Homelessness Crisis.](#)” See also Appendix A.

106 See Appendix B for a sample ordinances (Titles: Ordinance 2526 –Temporary Disaster Recovery Structures and Uses, Chico; and Ordinance –Temporary Homeless Shelter Provisions During Shelter Crisis, San Francisco).

107 UNHCR, “[Policy on Alternatives to Camps.](#)”

Site selection (preferred standards). We also advise that settlements be sited in close proximity to parks and green spaces, and integrated into neighborhoods with ordinary, everyday amenities. The dominant critique residents have of Dignity Village is its distance from downtown Portland—seven miles—and location within an industrial neighborhood, both of which physically reinforce the marginalized status of the community.¹⁰⁸ “When asked about the importance of the settlement’s location, responses such as the following were common: ‘It should be somewhere downtown in this area because you have to be central to all the services that the homeless need... We need a place that is easy to get to because many can’t afford transportation to get all over. A lot of the homeless don’t have the money to take the train or bus to get all over town to different services.’”¹⁰⁹ Sites that are ideally suited for repurposing as temporary settlements include:

- public and private recreational facilities, including, but not limited to, golf courses, parks, and playing fields and blacktops for schools that will remain closed in the fall;
- public parking lots, particularly those of public schools and government buildings that will remain unused or lightly used for several months;
- lawns and parking lots of faith-based properties; and,
- lawns and parking lots on properties that qualify for the vacancy tax.

Prototypes: Vehicles, Tents, Tiny Shelters, and Tiny Houses

Legalize parking overnight in lots – and on streets. A variety of jurisdictions, including Los Angeles, already have Safe Parking Programs in place.¹¹⁰ In these programs, people can legally stay overnight in their vehicles in designated parking lots.

- The Los Angeles County Safe Parking Program currently operates 19 lots across the County, with a total capacity to shelter 441 vehicles. On-site services vary but can include restrooms, showers, social service referrals, and (occasionally) meals. Some sites are restricted to adults, women, or veterans, and some sites ban RVs.
- Expanding the scope of this program could better serve existing needs, particularly if sanitation services were enhanced at all sites. Roughly 37% of unhoused people in Los Angeles County (approximately 16,500 people) reside in their cars.¹¹¹
- An emergency ordinance formally sanctioning overnight street parking and overnight parking in city-owned would immediately increase the amount of available space for safe overnight parking. This would enable vehicle dwellers to locate themselves in areas that better serve their needs, such as streets and lots near public park restrooms.

¹⁰⁸ National Coalition for the Homeless, “Tent Cities in America: A Pacific Coast Report,” 14.

¹⁰⁹ Przybylinski, “Securing Legal Rights to Place: Mobilizing Around Moral Claims for a Homeless Rest Space in Portland, Oregon,” 15.

¹¹⁰ Los Angeles Homeless Services Authority (LAHSA), “[LAHSA-Administered Safe Parking Sites in Los Angeles.](#)”

¹¹¹ Ibid.



This image from the Safe Parking LA program website calls attention to the fact that enforcement of restrictive street parking regulations prevents vehicle dwellers from sleeping safely. Sanctioning overnight street parking as well as expanding the scale of Safe Parking programs would better serve the needs of people dwelling in their vehicles. (Photo: Safe Parking LA, 2020)

Re-zone sites as campgrounds for settlements with tents or structures.

Existing zoning codes are not an obstacle to developing temporary settlements. Cities and counties that have sanctioned temporary settlements that are stationed on one site (rather than mobile) and that have been relatively long-lasting, such as those in Portland, are on parcels that have been re-zoned as campgrounds. The same could occur in the City of Los Angeles by amending its Municipal Code. Zoning codes, like virtually all other local laws, can be suspended by an emergency declaration if necessary to protect health and safety.

- The fastest temporary housing settlement to sanction would be one comprised of ordinary camping tents, a temporary housing form that is already in use by thousands of unhoused people. Securing a location is the primary obstacle for immediately offering one form of socially-distant, sanctioned shelter, which re-zoning suitable sites as campgrounds would address.
- Some sanctioned encampments are designed to relocate every 90 days (or 3 months) to a different “host” site, such as a non-profit partner or a church. Faith-based institutions often host the sites under their constitutional rights to free religious expression. The regular movement of the encampment is legally required by consent decree. This temporariness of this model eases the burden on non-profit partners by not overwhelming them with long-term service provision; addresses NIMBY-esque concerns of nearby residents; and generates broader support across the jurisdiction for temporary housing settlements by introducing more neighborhoods to the model and their residents.

Tiny Shelters. If the City or County intends to construct structures to temporarily shelter people as an emergency public health measure, tiny shelters are one option to consider. These are durable structures that are affordable to construct, offer adequate weather protection, and have adequate insulation and



Pallet tiny shelter, Sonoma CA. (Photo: Pallet)

soundproofing.¹¹² Tiny shelters, however, are too small to meet the minimum dimensional criteria of housing under the Los Angeles Municipal Code (see below).

- Tiny shelters offer residents privacy and security and come in a range of sizes to accommodate multi-person households more adequately than a tent.
- Unlike tents, they are constructed from more durable materials, such as wood. They include features such as a roof, a door, and a window, and, though they can be mobile, they are not collapsible.
- Tiny shelters have been critiqued as inadequate shelter in the past. Tuff Sheds, for example, were criticized when they were used to house unhoused people in Orange County because these structures are toolsheds.¹¹³
- Los Angeles has already acquired, but not deployed, 50 small structures manufactured by Pallet Shelters, which manufactures both 64 and 100 square foot tiny shelters. Unlike Tuff Sheds, these are obviously not toolsheds; moreover, their structures have two forms of egress (window and door), include basic amenities, and can be delivered, constructed, and habitable within 10 days.¹¹⁴
- Tiny shelters are only adequate as emergency shelter and should not be transitioned into permanent housing. Given the potential for legal challenges that might slow the provision of vital shelter to unhoused families and others, state and local legislators should be directing their legal counsel to immediately begin drafting the necessary laws or ordinances that would expedite the use of contemplated structures.

¹¹² Wiebenson, "Planning and Using Resurrection City," 406.

¹¹³ Levin, "[California is Moving Homeless People Into Sheds – But Is It Right?](#)"

¹¹⁴ Pallet, "Sonoma County: Responding to a Homelessness Emergency."

Building codes regulate the construction standards for tiny homes, including light and ventilation standards and room dimensions. The local governments that intend to rely upon small structures to avoid a humanitarian disaster have the power to repeal, modify, or suspend codes that would impede the ability to use them for emergency purposes.

- At present, in order for a tiny house to be occupied in California, it must comply with the standards of, and be approved as, one of the following types of structures: a HUD-Code manufactured home (MH), California Residential Code or California Building Code home, factory-built housing (FBH), recreational vehicle (RV), park trailer (PT), or camping cabin (CC). The approving agency will vary depending upon whether the tiny home is located inside or outside of a mobile home park or special occupancy park.
- A relevant existing legal framework is provided by Los Angeles City Ordinance 186481, which outlines how accessory dwelling units (ADUs), junior accessory dwelling units (JADUs), and moveable tiny houses (which the City classifies as ADUs) are defined and regulated; it also amends Sections 12.03, 12.22, and 12.33, and repeals portions of Section 12.24 of the Municipal Code for the purpose of regulating ADUs and JADUs. Though the regulations in this ordinance were written to manage single ADUs, rather than communities of them, the standards of the dwellings should be instructive for tiny house settlements as well.
- Per this ordinance, an ADU is an attached or detached residential dwelling unit that provides complete independent living facilities for one or more persons and is located on a lot with a proposed or existing primary residence. It includes permanent provisions for living, sleeping, eating, cooking, and sanitation on the same lot as the single-family or multifamily dwelling is or will be situated. ADUs include efficiency units as defined in Section 17958.1 of the Health and Safety Code, manufactured homes as defined in Section 18007 of the Health and Safety Code, and Movable Tiny Houses. The minimum size of an ADU is 150 sq. ft. A JADU is a unit that is no more than 500 sq. ft. in size and contained entirely within a single-family residence. A JADU may include separate sanitation facilities or may share sanitation facilities with the existing structure.
- Per this same ordinance, moveable tiny houses must be licensed and registered in the state of California; cannot move on their own power; must be between 150 and 430 square feet; and are defined as an enclosed space, intended for separate, independent living quarters of one family.¹¹⁵
- Again, we anticipate legal challenges to the implementation of tiny shelters as adequately habitable dwellings precisely because they do not meet existing dimensions for building codes (which tiny *houses* actually do). Bearing this in mind, knowing that area jurisdictions are actively exploring use of tiny shelters, and acknowledging that tiny shelters offer more sufficient protection from the elements and privacy than tents, we recommend that these governments look into amending existing codes for emergency use of such structures.

Structure size. For both tiny shelters and tiny houses alike, household size must be taken into consideration, as there is no “one size fits all” approach. Households of many sizes are likely to face eviction and currently unhoused people may wish to reside with family, partners, pets, or friends. Contracting firms

¹¹⁵ Los Angeles City Ordinance 186481. For definition of a family, see section 12.03 of that same ordinance.

should have different sizes available to accommodate a range of household sizes, and governments should develop plans to cluster multiple structures together to accommodate larger families or existing social networks.

Job creation. Factories used to produce tiny shelters require very basic technology and workers who can be trained fairly quickly, so this might serve as a source of job creation.¹¹⁶ Importantly, these small structures are manufactured in facilities that can train and employ those who are currently or have recently been unhoused, in facilities set up for that purpose. For example, at the Pallet Shelter factory in Everett, Washington, all employees who build the small structures are said to be formerly unhoused, addicted, or incarcerated persons.¹¹⁷ Serious consideration should be given by governments for quick-bid or sole source contracting for dedicated construction for the specific needs of those who will need them.

- This approach could address the capacity issues that likely exist in this currently very small industry, and many could be suitable for the highly disproportionate numbers of workers losing both jobs and housing who have only limited education. In a manufacturing setting, workers do not need to be trained as master carpenters, but only to perform specific tasks in an assembly line.
- Contracts for such enterprises should require card-check neutrality as to the desires of workers to be represented by a union and must pay a wage sufficient to house the workers and their families.
- This recommendation is in keeping with Healthy LA Demand 2.3: Protections for Workers – Reduce Unemployment: “The County can also reduce unemployment by partnering with hard-hit industries, for example with high road hospitality operators for the provision of emergency food and shelter.”¹¹⁸

Interior and exterior design. The dignity of each household is reinforced through the details that make a dwelling more than simply habitable. Moreover, thoughtful design elements enhance the utility of these structures and settlements.

- Each structure should have internal storage, to securely house residents’ property, as well as a lock on the front door.
- Each structure should be outfitted with lighting and electricity; this must be provided in communal spaces on-site. Solar roof panels could support electricity for each dwelling, and each could come with a solar-powered camping light (an affordable option). A charging tent should be on-site where individualized power outlets cannot be provided.
- Exterior lighting should be part of the temporary settlement design. Porch lights at the doorway of each structure could address this need without introducing a disruptive level of light into the existing neighborhood.

116 This recommendation is in keeping with Healthy LA Demand 2.3: Protections for Workers – Reduce Unemployment: “The County can also reduce unemployment by partnering with hard-hit industries, for example with high-road hospitality operators for the provision of emergency food and shelter.” See also: Thomas et al., “[Reimagined Recovery: Black Workers, the Public Sector, and Covid-19.](#)”

117 Learn more: <https://www.palletshelter.com/employment-model>.

118 Healthy LA, “[LA County Proposals.](#)” See also: Thomas et al., “[Reimagined Recovery: Black Workers, the Public Sector, and Covid-19.](#)”



The structures in Seattle’s City-Permitted Villages, which are sanctioned, state-developed settlements that offer emergency shelter to unhoused people, are sufficiently weather-proofed, connected to electricity, and offer residents a secure place to store their belongings, wash, cook, and rest. (Photo: LIHI 2016)

- Regardless of their housing status, people tend to decorate the interiors and exteriors of their dwellings; this should be respected and permitted in state-developed settlements.¹¹⁹ This may also reduce the stigma of residing in a mass-produced settlement dwelling.

Maintenance of Collective Facilities

Common areas. Amenities for common use will be useful to consider having on-site. These facilities will likely range in use and purpose: large kitchens (with refrigerators as well as cooktops and sinks), dining areas, meeting/multi-purpose rooms.¹²⁰ To remain compliant with COVID-19 public health recommendations, self-determined codes of conduct in keeping with CDC guidelines could regulate use of these spaces.

Waste, sanitation, and hygiene services. WASH services must be incorporated into the plans of all temporary settlements.¹²¹ Service provision should meet the on-site plans for capacity; for example, current public health guidelines recommend a 1-to-10 ratio of hand-washing stations to users.

- Hand washing stations, toilets, bathing facilities, and laundry facilities should ideally be provided on-site, and numerous contractors specialize in developing such units for temporary settings; adequate distancing of

¹¹⁹ Los Angeles County Health Department, “The Habitations of the Unemployed in Los Angeles County.”

¹²⁰ Coleman, “[Are Tiny Houses Useful and Feasible to Help Homelessness in Alameda County? How Could Tiny Houses Be Used, and Under What Conditions?](#)” 20.

¹²¹ UN, “[The Sustainable Development Goals Report](#)”; UN Habitat and UNICEF, “[Interim Technical Report on Water, Sanitation and Hygiene for COVID-19 Response in Slums and Informal Settlements](#).”

the restrooms away from the residential areas must be taken into design consideration.¹²²

- If it is not feasible to provide these services on site, proximity and access to such facilities is necessary for a site to be suitable. For example, restrooms in nearby public parks must be unlocked, accessible 24/7, and regularly serviced. Alternatively, governments could partner with local private entities, such as gas stations or community centers, for ongoing access to their faucets and restrooms.
- Harm reduction supplies should be available at all sites, and coordination with safe needle disposal sites is recommended.¹²³
- Temporary settlements must be incorporated into the jurisdiction's waste removal infrastructure as fully as possible. Public or private dumpsters should be provided and serviced on a regular and reliable schedule. Like restrooms, these should be located a reasonable distance from residential areas of the settlement.

Evaluation and Dismantling

As noted above, there are important reasons for settlement residents to have both individual autonomy and collective responsibility and engagement in governance and operations of any settlement. That objective should be actively facilitated by the local agency or nonprofit involved in the creation and support of the settlement. For example, invite the involvement of independent advocates and/or organizers, and provide channels for residents to communicate concerns and complaints in confidence. That same approach should be taken with regard to the critical task of ensuring that settlements do not come to be regarded as permanent substitutes for housing. That will require public commitments to both closing down a settlement by a date certain, as well as ensuring, that when that happens, current residents have access to standard housing. An independent and public outside review of the status of plans to transition settlement residents to housing should be mandated, scheduled, and contracted for at the outset.

In order to serve their purpose as safe shelter, the proposed temporary settlements must be permanent enough to last for the duration of the public health emergency. Governments are responsible for developing emergency shelter plans that do not simply recycle people back onto the street, which was the precise outcome of Urban Campground (Los Angeles, 1987) and Temporary Homeless Services Area (Ontario, 2012), and which we have already seen in several of San Francisco's new Safe Sleeping Villages established in the age of COVID-19.¹²⁴ Yet there is a paradox here: precisely because the proposed temporary settlements fall short of offering their residents actual housing, they cannot become permanent features. These are fundamentally harm reduction strategies for providing shelter to a vulnerable population during a global pandemic where the most effective vaccine we have *is* shelter.

122 Sanitrax International, "[Products](#)."

123 Safe Needle Disposal, "[What to do with used sharps in California](#)." For a model on harm reduction, see: DTES SRO Collaborative's Tenant Overdose Response Organizers program: <https://dtescollaborative.org/toro-project/>.

124 Gurevich, "[Safe Sleeping Site Shortlived](#)."

Conclusion

What stands before policymakers and public officials is an extraordinary opportunity to negatively or positively impact the lives of thousands of residents whom they represent. Should Los Angeles County and the cities within it establish sanctioned and serviced settlements as an emergency response to COVID-19, they must prioritize the health, autonomy, and dignity of all unhoused people.

The evidence presented in this report leads us to conclude that the most cost-effective strategy for preventing the astronomical growth of the unhoused population in Greater Los Angeles, during an unprecedented public health crisis, is to ban evictions. Doing so would enable area jurisdictions to concentrate their resources on the existing unhoused population by fast-tracking development of permanent affordable housing. In the absence of such measures: we urge governments to stretch their limited resources by adequately maintaining sanitation services where unhoused people currently reside and sanctioning those sites; additionally, we cautiously support developing new temporary settlements for shelter.

As we have discussed in the report, these settlements must be temporary by design precisely because they are *not* housing. Establishing sites like these and treating them as solutions to the problem of homelessness reinforce what urban planning scholar Peter Marcuse deems “the neutralization of homelessness.”¹²⁵ Homelessness is a symptom of inequality and poverty, which have structural causes. Homelessness policies that focus on poverty management and pathologization of unhoused people normalize homelessness rather than dismantle its causes. As geographer Tony Sparks notes, “today, under the guise of ‘ending chronic homelessness,’ the vast majority of private and federal funding goes not to housing or shelter but to ‘services’ aimed at repairing homeless individuals.”¹²⁶

As the UN notes in their guidelines for developing temporary settlements for refugees, sites like these should never become a substitute for ordinary housing, and any government that plans for their development must simultaneously plan for their deconstruction.¹²⁷ Temporary housing settlements do not, in any way, address the structural causes of homelessness. Addressing and dismantling those structural causes is the essential work that governments must take on in order to end homelessness. ■

125 Marcuse, “Neutralizing the Homeless.”

126 Sparks, “Neutralizing Homelessness, 2015: Tent Cities and Ten Year Plans,” 250.

127 UNHCR, “[Policy on Alternatives to Camps.](#)”

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Appendix A

Camp	Location	Population	Year Est.	Stable/Mobile	Legal Status	Structures
Dignity Village	Portland, OR	60	2000	Permanent	City Ordinance	Wooden
Tent City 3	Seattle, WA	100	2000	Mobile	City Ordinance	Tents
Tent City 4	Seattle, WA	100	2006	Mobile	Local Ordinances	Tents
Nickelsville	Seattle, WA	55	2008	Mobile	Not sanctioned	Tents
Camp Quixote	Thurston County, WA	25 – 30	2007	Mobile	Local Ordinances	Tents
Safe Ground	Sacramento, CA	150 – 200	1930s – 2009	Permanent	Not sanctioned	Tents
Village of Hope	Fresno, CA	66	2004	Permanent	Zoned for Camping	Wooden
Community of Hope	Fresno, CA	60	2007	Permanent	Zoned for Camping	Wooden
New Jack City & Little Tijuana	Fresno, CA	150 – 200	2002 – 2009	Permanent	Not sanctioned	Tents & Wooden
THSA	Ontario, CA	70	2007	Permanent	Temporary City Approval	Tents
River Haven Community	Ventura, CA	21	2005	Permanent	City Conditional Use Permit	U-Domes

Source: National Coalition for the Homeless, *Tent Cities in America: West Coast Report, 2010*.

Appendix B

1) Pasadena Homeless Prevention Program Intake Form



PASADENA HOMELESS PREVENTION PROGRAM INTAKE FORM

PHPP Visit:
 1 2 3 4 5 6
 7 8 9 10

Legal Name (Head of Household): _____
Last First Middle

Spouse-if applicable: _____
Last First Middle

Names of other people living in household: _____
Last First Middle

Full Name	Relationship	Age
Full Name	Relationship	Age
Full Name	Relationship	Age
Full Name	Relationship	Age
Full Name	Relationship	Age
Full Name	Relationship	Age
Full Name	Relationship	Age
Full Name	Relationship	Age

Has anyone else living in this household received assistance from this program? Yes No

Current Address: _____
No. Street Apt. # Pasadena City CA State Zip Code

Verification of Address Yes No

Rent Amount Rent \$ _____ (monthly rent) Verification
 Own \$ _____ (monthly mortgage) Verification
 Shared housing (Living with family or friends)

Home Telephone No: _____ Work/Cell Telephone No: _____

Ethnicity: _____ Gender: _____ SSN #: _____ DOB: _____

Marital Status: Single Married Separated Divorced Widowed Other _____

Number of Children/dependants living with you: None 1 2 3 4 5 6 7+

Are you _____ Pregnant? _____ Disabled? _____ Frail? Please explain nature of checked conditions

Veteran Status: Never in the Service Currently in the Service Veteran

Veteran Benefit Status: Currently receiving Currently not receiving Never received

Income

Employment Status

Are you employed? Yes No

Ask if person is unemployed

Are you physically/emotionally able to work? Yes No

Have you been looking for work? Yes No

Are you involved in a job training program? Yes No

Does any one else in your household work? Yes No

Person 1: Part Full

Person 2: Part Full

Income received by **ALL** family members: (All sources of income includes earnings from full-time, part-time, seasonal jobs, welfare payments, General Relief, SSI/SSA, pensions, child support, alimony, unemployment, foster care payments, adoption payments, any income received on behalf of children, etc.)

Type of Income	Name of Person Receiving Income	Name of Agency/Company	Contact Number of Company/Agency	Gross Monthly Income
Work - Is it part time or full time?				
<input type="checkbox"/> Part <input type="checkbox"/> Full	_____	_____	_____	\$ _____
<input type="checkbox"/> Part <input type="checkbox"/> Full	_____	_____	_____	\$ _____
<input type="checkbox"/> Part <input type="checkbox"/> Full	_____	_____	_____	\$ _____

Public Assistance

TANF _____ Verification \$ _____

SOC SECURITY _____ Verification \$ _____

GR _____ Verification \$ _____

DISAB/WORK COMP _____ Verification \$ _____

CHILD SUPPORT _____ Verification \$ _____

UNEMPLOYMENT _____ Verification \$ _____

HOUSEHOLD MONTHLY INCOME (WAGES AND PUBLIC ASSISTANCE) TOTAL: \$ _____

Person 3: Part Full

FOODSTAMPS _____ Verification \$ _____

Comments:

Housing Status & Costs:

Are you able to pay your rent/mortgage on time most months? Yes No

Are you in danger of eviction due to late or missing payments? Yes No

Are you currently enrolled in a rental assistance program? Yes No

If yes, what program: _____

Are you currently enrolled in the Section 8 program? Yes No

Is your current housing classified as "affordable housing"? Yes No

How long have you lived at your current location? _____

How many times have you moved in the last ten years? _____

Why did you move from your last residence? _____

Homeless Status: Have you ever been homeless? Yes No If so, when and for how long?

Comments:

Utilities

Does your household have these basic utilities: phone gas water electricity

Have you been able to pay your utility bills on time? Yes No

Are you currently enrolled in any utility assistance programs? Yes No

Comments:

Percentage of total income spent on housing _____% Housing

Needs Assessment

In your opinion, what are top 3 problems that are threatening your current housing situation and/or have put you in the position of needing help with your rent?

1.

2.

3.

Comments:

Credit Debt

Do you owe money from beyond the past month on your credit cards? Yes No

If yes

Approximately how much money do you owe? 100 or less 101-500 501-1000 1001-5000 5000+

How many cards do you have debt on? 1 2 3 4

Comments:

Home Repair

Is your home in need of significant repair/maintenance? Yes No

What is in need of repair? _____

If you rent, has your landlord been negligent on requested maintenance? Yes No

Comments:

Transportation

Does your household own a car? Yes No

If Yes,

Is the car in need of maintenance/repair? Yes No

What is in need of repair? _____

How many people in your household use the car on a regular basis? 1 2 3 4

Does lack of transportation prevent you from performing necessary daily tasks? Yes No

Is the cost of public transportation a barrier to using it? Yes No

Comments:

Food

Is everyone in your household able to eat three complete meals a day? Yes No

Comments:

Clothing

Is everyone in your household adequately clothed?

Yes

No

Are you able to afford the clothes your family needs?

Yes

No

Comments:

Health Care

Is everyone in your family covered by health insurance?

Yes

No

At this time, has anyone in your family not been able to receive the health care they need?

Yes

No

If not, why not? _____

At this time, is everyone in your family able to obtain all of the medications prescribed for them?

Yes

No

Does anyone in your household have a chronic health problem for which they have not been able to receive adequate care?

Yes

No

At this time, does anyone in your household have a dental problem for which they are not able to receive adequate care?

Yes

No

Do you or anyone in your household have a chronic physical disability?

Yes

No

Comments:

Mental Health Care

Do you frequently feel overwhelmed, sad, or angry?

Yes

No

Does your life often feel out of control?

Yes

No

Do you have friends or family with whom you feel comfortable discussing the difficult parts of your life with?

Yes

No

Including yourself, is there anyone in your family who you feel could benefit from seeing a therapist?

Yes

No

Comments:

Expenditures Worksheet (calculate approximate monthly expenditures for each category)

SOURCE OF PAYMENT

Rent:	\$ _____	_____
Credit Card Debt:	\$ _____	_____
Food:	\$ _____	_____
Household Supplies:	\$ _____	_____
Utility Bills:	\$ _____	_____
	GAS: \$ _____	_____
	ELECTRIC: \$ _____	_____
	WATER: \$ _____	_____
	TRASH: \$ _____	_____
Phone:	\$ _____	_____
Personal/Hygiene:	\$ _____	_____
Transportation:	\$ _____	_____
Entertainment:	\$ _____	_____
Health Care:	\$ _____	_____
Clothing:	\$ _____	_____
Other:	_____	_____

Do you (or someone else) make a budget for your household expenses? Yes No

Comments:

Service Referral: (Check all that apply)

- | | |
|--|---|
| <input type="checkbox"/> Clothing Certificates | <input type="checkbox"/> Money Management |
| <input type="checkbox"/> Health Care | <input type="checkbox"/> Utility Assistance |
| <input type="checkbox"/> Legal Services | <input type="checkbox"/> Food Certificates |
| <input type="checkbox"/> Public Transportation Asst. | <input type="checkbox"/> Landlord-Tenant Mediation |
| <input type="checkbox"/> Car Repair | <input type="checkbox"/> Home Repair |
| <input type="checkbox"/> Credit Repair | <input type="checkbox"/> Short-term Rental Assistance |
| <input type="checkbox"/> Public Assistance | <input type="checkbox"/> Job Training |
| <input type="checkbox"/> Mental Health Care | <input type="checkbox"/> Other _____ |

Release of Information

I, _____ hereby give permission to the Pasadena Homeless Prevention Program (PHPP) to share any of the above information with their partnering agencies in order that PHPP might handle my case in the most efficient manner possible. PHPP will not share the above information with any persons or agency which are not part of PHPP unless it is mandated to do so by law. In addition, I am willing to be contacted at home by staff from PHPP for the purposes of case management and program evaluation.

Signature: _____

Date: _____

In signing this form I also understand the following:

- 1. Rental Assistance is not guaranteed even when a person appears to be eligible during the first client screening.**
- 2. All information will need to be verified with appropriate documentation before any rental assistance is given.**
- 3. The information that the client (person applying) provides is truthful, complete and accurate.**

Client Signature

Date

Intake worker

Date

2) Safe Sleeping Villages Interim Guidance, San Francisco



POPULATION HEALTH DIVISION
SAN FRANCISCO DEPARTMENT OF PUBLIC HEALTH



Interim Guidance for Safe Sleeping Villages to Reduce the Risk of COVID-19

May 19, 2020

The following guidance was developed by the San Francisco Department of Public Health (SFDPH) for local use, and will be posted at <http://www.sfcddp.org/covid19>. This interim guidance may change as knowledge, community transmission, and availability of testing changes.

AUDIENCE: Homeless service providers setting up and operating Safe Sleeping Villages

BACKGROUND: Persons experiencing homelessness may have an elevated risk for COVID-19 transmission and be especially vulnerable to outbreaks of COVID-19. The risks associated with sleeping outdoors or in an encampment setting are different than from staying indoors in a congregate setting. Sleeping outdoors often does not provide protection from the environment, adequate access to hygiene, food, and sanitation facilities, or connection to services and healthcare. Neighborhoods with high concentrations of unsheltered individuals may also be more vulnerable due to unsafe conditions in public places. Safe Sleeping Villages are designated outdoor spaces for people who are unsheltered, providing an organized area to stay and access to services.

Operations of Safe Sleeping Villages

Site features:

- Marked off space around each tent/other sleeping quarter of at least 144 square feet (12' x 12')
- 12-foot-wide rows between tents/other sleeping quarters
- Area for regular screening and temporary isolation for residents awaiting transfer off-site for suspected or confirmed COVID-19.
- Toilets: 1 toilet per 10 persons
- Handwashing station: 1 station per 15 persons
- Hand sanitizer station at entrance and throughout site
- Facial tissue
- Harm Reduction Supply Kiosk and Syringe disposal area
- Garbage disposal: One dumpster/waste area per 20 people
- Access to shower and laundry services (not necessarily on site);
 - Showers: 1 shower per 20 people
- Smoking area
- Area for a small number of people to sit six feet apart
- Safe area for staff to meet and do their work at least six feet apart
- Fencing, if needed
- If possible, site will also have:
 - Trailer for staff/security and storage for basic supplies
 - Client storage
 - Bike storage
 - Area for pets
 - Phone charging station
 - Wi-Fi
 - 1-2 Chairs, spaced 6 feet apart for each tent

Design Recommendations

- Encampment Spacing for Sleeping:



- Tents and other sleeping quarters should have at least 12 feet x 12 feet of space per tent or tent-like structure.
- Tents should ideally be occupied by one individual. If people are sharing a tent, they are encouraged to use a face covering inside the tent, and must express understanding that their tent is considered one unit, with risk of exposure to all individuals in the tent.
- Toilets: 1 toilet per 10 persons. Portable outdoor toilets can be touching with no room to walk between. Mark spaces 6 feet apart for people to stand while waiting to use the toilet.
- Handwashing station: 1 station per 15 persons. Mark spaces 6 feet apart for people to stand while waiting to use the handwashing station.
- Space between people or tents:
 - Leave 6 feet of space from the entrance of a tent structure, and at least 3 feet on either side of the tent, with enough room to safely walk around the tent.
 - Remove any belongings or obstacles to maintain clear paths where people can stay 6 feet apart while walking.

Operational Recommendations

- Nonprofit organization to manage site
- Coordination with Harm Reduction Programming
- 24/7 staff or security (number of staff depends on site)
- Janitorial (clean garbage, restrooms, hand washing)
- Supplies (facemasks or cloth face coverings for staff and residents, PPE for staff, tents, sleeping bags, water, hygiene kits)
- Drinking water, minimum of 2 liters per person per day
- Three meals a day delivered to site
- Garbage pick-up
- Intake process and signed participation agreement
- Clear house rules, behavioral expectations
- Process for signing in and out and doing a COVID-19 symptom screening at ingress
- Process for accessing DPH or SFPD support as needed
- Exit plan (individual and for when site closes)

Moving People to Safe Sleeping Villages:

Who is transported or moved to a Safe Sleeping Village is based on city needs and neighborhood safety.

Per CDC Guidance, if individual housing options are not available, allow people who are living unsheltered or in encampments to remain where they are. Clearing encampments can cause people to disperse throughout the community and break connections with service providers. This increases the potential for infectious disease spread. See *CDC Interim Guidance on Unsheltered Homelessness and COVID-19 for Homeless Service Providers and Local Officials* at <https://www.cdc.gov/coronavirus/2019-ncov/community/homeless-shelters/unsheltered-homelessness.html>.



- If possible, work with the residents of a known encampment area to create conditions that will benefit the entire city and community by limiting the spread of COVID-19, and not infringe on the safety or health of the neighborhood. Additional guidance can be found in SFDPH's *Interim Guidance: Recommendations for Safe Sleeping for Unsheltered Persons Experiencing Homelessness to Reduce the Risk of COVID-19* posted at <http://www.sfdcp.org/covid19> under People Experiencing Homelessness.
- If there is no overcrowding, sanitation, fire safety or environmental health issues, the recommendation is to not ask people to leave the area where they have been staying in one encampment and move to another encampment, unless:
 - An individual wants to move and agree to stay in the new setting, and not return to the old setting.
 - A group of people from one location moves together
 - People from the area around the safe sleeping village come into the safe sleeping village.

Prevention Measures

Communication Strategies

- Provide straightforward communication to people in the appropriate language.
- Identify people who are influential within the Safe Sleeping Village community who can help communicate recommendations for COVID-19 prevention and harm reduction measures.
- Post signs in strategic locations with information on harm reduction, safety and behavioral expectations in Safe Sleeping Villages, COVID-19 prevention, hand and respiratory hygiene, and what to do if someone has symptoms.
- Request up-to-date contact information for each person when indicated, including phone, email and emergency contact.

General Prevention Measures

- **Educate residents and staff on the importance of staying 6 feet apart and wearing face masks/cloth face coverings**, as well as basic measures to prevent spread of infection, including hand hygiene, respiratory hygiene, cough etiquette, and wiping down and sanitizing sinks after use.
- **Encourage residents and staff to wash their hands often** with soap and water for at least 20 seconds or with hand sanitizer, especially before eating, after going to the bathroom, or after blowing their nose, coughing, or sneezing.
- **Clean and disinfect commonly touched surfaces** once a shift (handwashing stations, toilets, gate entrance).
- **Provide supplies needed for handwashing and hygiene.**
 - Maintain adequate cleaning supplies of hygiene materials for all residents
 - Ensure all hand cleaning stations are well-stocked with soap and drying materials.
 - Make alcohol-based hand sanitizer (with at least 60% alcohol) and tissue widely available throughout the village
 - Ensure that there are enough plastic-lined wastebaskets to dispose of used tissues and disposable wipes, as well as uneaten food or discarded belongings. Empty wastebaskets frequently, so that they do not overflow.



○ .

Resident Prevention Measures

- **Advise residents to stay 6 feet apart from other people when outside a tent.**
- **Encourage residents to wear a face mask or cloth face covering outside their tents:**
 - Residents should wear a facemask or covering when they are within 6 feet of others, and ideally whenever they are outside their tents. Facemasks or coverings should cover both the nose and mouth. Cloth face coverings may be made from bandanas, scarves, t-shirts, sweatshirts, towels, or other materials.
 - If anyone in a shared tent is at higher risk for severe COVID-19 illness, all residents in that tent should also wear a face mask or cloth face covering inside their tent. For a list of people at higher risk for severe COVID-19 illness, see *FAQ for Health Care Providers* at sfdcpc/covid19hcp.
 - Exceptions are individuals who have been told by a medical provider not to wear a face covering; who have trouble breathing; who cannot take off a face covering without help; or who have a physical, intellectual, or developmental disability that affects their ability to safely wear and remove a face covering.
 - Residents should always wash their hands or use hand sanitizer before and after touching their face or face coverings. Cloth face coverings should be washed frequently.
- **If people visit with each other socially, they should NOT do so in a tent.** Socializing should be done outside, staying 6 feet apart and while wearing face coverings.
- Encourage residents to **socialize with as few people as possible**, and to limit social interactions to the same small group of people each day. This will decrease the opportunity for COVID-19 to be introduced into their immediate social circle by others.
- Encourage residents to:
 - Not share things outside of their small social circle
 - Avoid people who are sick

Staff Prevention Measures

- **Wear facemasks or cloth face coverings at all times** while at work, per CDC guidelines and San Francisco Health Order No. C19-12.
- **Stay at least 6 feet apart from clients and other staff.** CDC suggests that outreach workers
 - Greet residents from a distance of 6 feet and explain that they are taking additional precautions to protect themselves and the client from COVID-19.
 - If the resident is not wearing a facemask or cloth face covering, give one to the resident.
 - Continue conversations and provision of information while maintaining 6 feet of distance.
 - If at any point the staff feels unable to protect themselves or the resident from the spread of COVID-19, they should discontinue the interaction and notify their supervisor. Examples include if the resident declines to wear a face covering or if the staff is unable to maintain a distance of 6 feet.



- CDC provides recommendations for Personal Protective Equipment (PPE) for homeless service providers in their *Interim Guidance on Unsheltered Homelessness and COVID-19 for Homeless Service Providers and Local Officials*, at <https://www.cdc.gov/coronavirus/2019-ncov/community/homeless-shelters/plan-prepare-respond.html>. Sites should refer to the CDC webpage above for the most up-to-date guidance. As of 5/12/2020, CDC recommendations for homeless service providers included the following:
- Avoid handling client belongings if possible. If staff must handle client belongings, they should use disposable gloves.

- Train staff using gloves to ensure proper use and ensure they perform hand hygiene before and after use.
- If gloves are unavailable, staff should perform [hand hygiene](#) immediately after handling client belongings.

A sign on hand hygiene and gloves is at <https://www.cdc.gov/handhygiene/campaign/provider-infographic-6.html>



- When staff must be within 6 feet of a resident without a physical barrier, for example, when checking temperatures, CDC recommends the following PPE:
 - Facemask (surgical or procedure mask),
 - Eye protection (goggles or disposable face shield that fully covers the front and sides of the face), and
 - Disposable gloves.

Per CDC,

- A physical barrier; such as a glass window or plexiglass barrier to protect the staff's face from respiratory droplets produced when the client sneezes, coughs or talks; is more effective than PPE alone.
- Staff must be trained on PPE use.
- Cloth facemasks and face coverings are not PPE and should not be used when a surgical mask or procedure mask is indicated as PPE.
- Staff should launder work uniforms or clothes after use using the warmest appropriate water setting for the items and dry items completely.
- Sites should consult with Health & Safety, Infection Control, and Risk Management regarding the current availability, alternatives, and safe use of PPE.

Screening and Isolation

- Screen residents at least daily for possible COVID-19 symptoms. Ideally residents will be screened at intake into the program, at least once daily, and upon re-entry to the village if someone has been away for over 24 hours.



- Designate a space where residents with symptoms of COVID-19 may be isolated from other residents, including other residents with COVID-19, while awaiting further evaluation. Ideally this space will be a room with a door or another tent.
- Designate a limited number of staff members to conduct screening to minimize the number of staff members who interact with residents with respiratory symptoms at a distance of less than 6 feet.

Screening Procedure

For detailed instructions, see SFDPH guidance, *Asking COVID-19 Screening Questions and Measuring Temperatures when Screening for COVID-19* at sfcdp.org/covid19 under “Businesses and Employers.”

- For staff taking temperatures, CDC recommendations for PPE are summarized in the “Staff Prevention Measures” section above.
- Residents should wear a facemask or cloth face covering when being screened.
- Ask the person being screened if they have any of the following symptoms, not explained by an existing medical condition in the past 24 hours:
 - Fever, including subjective or intermittent fever
 - Chills or repeated shaking or shivering
 - Cough
 - Sore throat
 - Shortness of breath or difficulty breathing
 - Feeling unusually weak or fatigued
 - Loss of taste or smell
 - Muscle pain
 - Headache
 - Runny or congested nose
 - Diarrhea
- If the person being screened has not had any symptoms, take their temperature with a non-touch (infrared) thermometer:
 - For the purpose of screening, SFDPH defines a fever as a temperature $\geq 100^{\circ}\text{F}$ (37.8°C)
 - Be aware that non-touch thermometers can give low readings when used outdoors, especially if there is wind. If the temperature is less than 96°F (35.6°C), re-take it.
 - If the individual says they felt like they had a fever, consider this a symptom even if the measured temperature was normal.
- If an individual reports any symptoms or has a temperature $\geq 100^{\circ}\text{F}$ (37.8°C), follow the steps for isolation below.
- In addition to daily screening, encourage residents who develop symptoms to inform designated staff member(s) as soon as possible.

Isolation Procedure

Immediately isolate individuals with suspected or confirmed COVID-19:

- If an individual is identified with fever or any of the symptoms above, or has confirmed COVID-19 infection, they should be masked immediately and be isolated from other individuals, including other individuals with possible symptoms of COVID-19, while awaiting evaluation or transport.



- If the individual was previously able to walk and cannot now (for any reason), is visibly gasping for breath, or is complaining of chest pain – call 911.
- For all other clients:
 - Contact Homeless Medical Response at 415-369-7969 (7 days a week, 7:30 AM to 7:30 PM) for evaluation for testing. A medical response team may be sent to do an assessment.
 - From 7:30 PM to 7:30 AM, call the SFDPH COVID-19 Clinician Consultation Line at (415) 554-2830 (available 24/7) for an assessment and evaluation for testing if indicated.
 - If the person does not have a health care provider for consultation or a referral, the options below are available:
 - Tom Waddell Urgent Care, 50 Ivy Street: (415) 713-1963
 - ZSFGH Urgent Care: (628) 206-8000
- If a client has a positive test result or has symptoms of COVID-19 and has not been tested or is awaiting test results, and is unable to self-isolate, social service and health care providers may seek consultation and/or request a hotel room to isolate by
 - Completing a web-based isolation and quarantine referral at <https://covid19isorequest.getcare.com/referral> or
 - Calling the Containment Line (628)-652-2810Please note: Clients cannot request an isolation room for themselves.
- If a COVID-positive individual leaves the Safe Sleeping Village before their period of self-isolation has ended,
 - Call the AMA Recovery Line at (415) 608-1515 or
 - Email covid19amarecovery@sfdph.org

Additional Information for Staff

- Support staff are considered first responders in San Francisco and will have access to first responder support and privileges.
- Communicate clearly to staff that they should not report to work if they have a fever, have cold or flu-like symptoms, or have any of the COVID-19 symptoms listed above that are not explained by an existing medical condition.
- Instruct staff that if they become ill at work to immediately stop work, alert their supervisor, and leave the facility. They should self-isolate at home while awaiting testing, or if this is not safely possible, they will be offered housing at an Isolation and Quarantine site for self-isolation.
- Staff may schedule a test for COVID-19 through:
 - Their primary care provider (PCP) or medical home. This is preferred, since the PCP can assess the staff's risk for severe COVID-19 illness and provide appropriate follow-up care.
 - SFDPH New Patient Appointment Call Center for COVID-19 at 415-682-1740 to make an appointment.
 - CityTestSF at <https://sf.gov/get-tested-covid-19-citytestsf>



- SFDPH Communicable Disease Control and Prevention for a test at one of DPH's alternate testing sites and for expedited testing.

Additional Resources

San Francisco Department of Public Health (SFDPH)

- Interim Guidance: Preventing and Managing COVID-19 Transmission among People Experiencing Homelessness
<https://www.sfdcp.org/covid19>, under "Persons Experiencing Homelessness"
- Order of the Health Officer of the City and County of San Francisco Generally Requiring Members of the Public and Workers to Wear Face Coverings (Health Order C19-12)
<https://www.sfdph.org/dph/alerts/files/OrderNoC19-12-RequiringFaceCovering-04172020.pdf>

Centers for Disease Control and Prevention (CDC)

- Interim Guidance on Unsheltered Homelessness and Coronavirus Disease 2019 (COVID-19) for Homeless Service Providers and Local Officials
<https://www.cdc.gov/coronavirus/2019-ncov/community/homeless-shelters/unsheltered-homelessness.html>
- Interim Guidance for Homeless Service Providers to Plan and Respond to Coronavirus Disease 2019 (COVID-19)
<https://www.cdc.gov/coronavirus/2019-ncov/community/homeless-shelters/plan-prepare-respond.html>
- Resources to Support People Experiencing Homelessness
<https://www.cdc.gov/coronavirus/2019-ncov/community/homeless-shelters/>

California Department of Public Health

- COVID-19 Guidance
<https://www.cdph.ca.gov/Programs/CID/DCDC/Pages/Guidance.aspx>
- Recommended Strategic Approaches for COVID-19 Response for Individuals Experiencing Homelessness (PDF)
<https://www.cdph.ca.gov/Programs/CID/DCDC/CDPH%20Document%20Library/COVID-19/Protocols-Homeless-Pop.pdf>
- Flow Chart: COVID-19 Recommended Protocol for People Experiencing Homelessness (PDF)
<https://www.cdph.ca.gov/Programs/CID/DCDC/CDPH%20Document%20Library/COVID-19/flowchart-COVID19-homelessness.pdf>

1 of the Town of Paradise, to relocate to other housing far from their home due to the housing
2 shortage. and

3 **WHEREAS**, pursuant to Chico Municipal Code Section 19.060.050(B), amendments to
4 Title 19 of the Municipal Code may be approved only if the following findings are made:

5
6 *A.* The proposed ordinance amendments are consistent with the General Plan in that the
7 Disaster Recovery Permit process has been structured to ensure that the temporary uses have safe
8 and adequate utilities in water, wastewater and electrical services which are reviewed and
9 approved by the City Building Official, Fire Marshall and Public Works Director; and.

10 *B.* The proposed ordinance amendments are generally consistent with other provisions of
11 the Municipal Code in that temporary structures and uses are currently provided for within the
12 Code and these structures and uses would temporarily (5-years) expand the list of allowable
13 temporary structures and uses; and

14 **WHEREAS**, Section 612 of the Chico City Charter authorizes the adoption emergency
15 measures for the preservation of the public peace, welfare, health or safety, for a period not to
16 exceed 6 months; and

17 **WHEREAS**, on December 4, 2018, the City Council did adopt Ordinance 2524 pursuant
18 to Charter Section 612 to establish Chapter 19.76.210 and 19.76.220 to create regulations
19 regarding temporary disaster recovery structures and uses, with an expiration date of June 6, 2019;
20 and

21 **WHEREAS**, the Chico City Council now finds that the further extension of this ordinance
22 is necessary for the preservation of the public welfare, health and safety of residents living within
23 the City of Chico and thereby amends said section to extend such expiration date for five (5) years
24 through April 16, 2024, and to make such other amendments to facilitate the orderly recovery
25 effort.

1 **NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF CHICO:**

2
3 **Section 1.** That the recitals set forth above are incorporated herein and by this reference
4 made operate part hereof.

5 **Section 2.** That Section 19.76.210 of the Chico Municipal Code is hereby amended to
6 read as follows:

7
8 **19.76.210 Disaster Recovery Structures.**

9 **B.A.** Purpose. The purpose of the disaster recovery structure permit process is to allow
10 for:

- 11 1. The expedient response to the immediate need for temporary housing of evacuees
12 and displaced persons of the Camp Fire, and individuals supporting the response
13 effort to the Camp Fire; and
- 14 2. The temporary installation, use and/or expansion of nonresidential structures (*e.g.*,
15 temporary private school classrooms, temporary commercial buildings, *etc.*) to
16 address the needs of evacuees and displaced persons of the Camp Fire, and
17 individuals supporting the response effort to the Camp Fire.

18
19 **C.B.** Permit Required.

- 20 1. A permit may be issued by the Director pursuant to this chapter to allow for
21 installation and use of temporary dwelling structures and temporary nonresidential
22 structures.
- 23 2. A permit issued under this chapter shall be for up to a maximum of five (5) years,
24 upon the request of the applicant and property owner, and upon determination by the
25 Community Development Director. The applicant may seek an extension of a
26 permit term, however, such extension shall not extend the term of use beyond five
27 (5) years or by April 16, 2024.

1 3. Temporary disaster recovery structures may include use of manufactured or modular
2 homes, manufactured or modular structures, or recreational vehicles. This chapter
3 allows the use of existing structures, or the installation of manufactured or modular
4 homes, manufactured or modular structures, or recreational vehicles as described
5 herein. The Building Official and Fire Marshall shall determine compliance with the
6 California Building Standards and may approve or deny any building permit
7 accordingly.

8 4. Residential Purpose. Permits for temporary disaster recovery structures to be used
9 for residential purposes shall be issued for legal parcels only in residential,
10 commercial, and industrial zoning districts, or other alternative zones (PQ,
11 Public/Quasi Public Facilities; OS2, Secondary Open Space) deemed appropriate.
12 Permits for housing may be issued for new or existing structures.

13 5. Non-Residential Purpose. Permits for temporary disaster recovery structures to be
14 used for non-residential purposes may be issued in commercial and industrial zoning
15 districts, on sites presently used or approved for assembly use (e.g. churches) or
16 other alternative zones (PQ, Public/Quasi Public Facilities; OS2, Secondary Open
17 Space) deemed appropriate.

18
19 C. Development Standards. The following development standards shall apply to all
20 temporary dwelling structures:

21 1. Temporary disaster recovery structures shall be subject to the following:

22 a. The California Building Standards Code. All requirements under the California
23 Building Standards Code shall be complied with unless otherwise exempted or
24 excepted. Adequate external lighting shall be provided for security purposes in
25 compliance with the California Building Standards Code.

26 b. A density requirement shall be determined by the Director at the time of permit
27 issuance. For group/assembly uses, an occupancy limit shall be specified in the
28 permit. The number and density of temporary nonresidential and temporary

1 dwelling structures, either individual, single-family units, or multi-bed/multi-
2 tenant structures permitted on a parcel shall be determined through the Disaster
3 Recovery Permit process.

4 c. The setbacks for temporary structures shall be the same as the building setbacks
5 for the base zoning district in which the structures are located or as determined
6 by the Director.

7 d. For proposals that include group quarters or multiple temporary dwelling
8 structures with five (5) or more units on a single residential or non-residential
9 property, at least one person designated as a facility manager shall be on-site at
10 all times. The manager may be someone that lives onsite and not necessarily a
11 paid onsite manager.

12 e. The number of bathrooms and showers required on site shall be determined
13 through the building permit process and shall be consistent with the California
14 Building Standards.

15 f. Each temporary unit shall provide the number of automobile and bicycle parking
16 spaces required by Table 1-1. Upon good cause shown and in order to address
17 site specific issues, the Director may require a greater or lesser number of spaces
18 identified in Table 1-1 and impose conditions upon the temporary permit. Where
19 underlying zoning requires a lesser parking requirement, such requirement shall
20 prevail.

21
22 **TABLE 1-1 –PARKING REQUIREMENTS**

	Vehicle	Bicycle
24 One single-family temporary housing 25 unit (per parcel)	1 space per temporary housing unit	None required
26 Multiple temporary housing units (per 27 parcel)	1 space per temporary housing unit, plus 1	1 space per 4 temporary 28 housing units

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	space per on-site staff person	
Group quarters (including multiple beds in a single temporary unit to be occupied by individuals)	1 space for each 100 sq. ft. of common sleeping area, plus 1 space per on-site staff person	1 space per temporary housing unit
Nonresidential structures	- Office/retail: 1 space for each 500 sq. ft. of floor space of office or area open to public; - Warehousing: 1 space for each 1,000 sq. ft. of floor space of warehousing or 1 space per on-site staff person; -Medical: 1 space for each 500 sq. ft. of floor space of medical facility, and 1 space per on-site staff person.	1 space per vehicle parking space (new)

g. Pedestrian and vehicular surfacing shall be provided as determined by the Building Official and/or Public Works Director.

h. Water and wastewater service shall be available on the site proposed for temporary dwelling structures as provided below.

1. Water – Water shall be provided on site by the California Water Service Company (Cal Water), unless an alternative water source is approved by the Building Official that complies with provisions of the California Building Standards. To protect the public water system, the appropriate approved backflow device shall be required.

2. Wastewater – To protect public health, connection to the wastewater system is required, except as specified below in 19.76.210C(1)h(3) below for existing on-site sewage systems. The Director of Public Works will determine the appropriate connection requirement. A sewer application

1 shall be submitted to the City, providing details relating to the temporary
2 dwelling structure design and connection for disposing of wastewater.
3 Wastewater connection fees shall be waived for any temporary dwelling
4 structures under this ordinance. However, monthly sewer service fees
5 shall apply in accordance with the municipal fee schedule.

6 3. Existing On-Site Sewage Systems – To protect public health, an
7 existing on-site sewage disposal system that has been approved by the
8 Butte County Environmental Health Division to be intact, adequately
9 sized, and functioning, may be utilized. Other methods of sewage disposal
10 approved by the Butte County Environmental Health Division may also be
11 utilized.

12 i. Electrical services shall be available on the site proposed for temporary dwelling
13 structures unless an alternate source is approved by the Building Official and is in
14 accordance with any applicable provisions of the California Building Standards.

15 All temporary or permanent electrical service shall be located on the subject site.

16 j. Temporary dwelling structures shall not be used as vacation rentals with terms of
17 less than 30 days.

18 k. Other requirements as conditioned by the Director to address site specific issues.

19
20 D. Permit Process. The following process shall apply to all temporary structures subject to
21 this Chapter:

22 1. Application. Applicant shall file a written application. Applicant shall indicate
23 the specific limited duration of time for which the permit is requested, and
24 acknowledge requested use is for stated limited duration.

25 2. Bond required. Prior to issuance of a permit, a bond or other acceptable surety as
26 determined by the Public Works Director shall be posted as a surety that the site
27 will be cleaned up and restored to its original condition or equivalent. The
28 property owner shall acknowledge responsibility to ensure before expiration of

1 the permit that all units and structures shall be vacated, and the site restored to its
2 original site condition or equivalent as determined by the Public Works Director.

3 3. Notice. At least ten (10) calendar days prior to taking action on any temporary unit
4 permit, the Director shall notify, by mail, all persons or entities as follows:

5 a. Small Lots, projects with four (4) or less temporary dwelling units: mailing to
6 all tenants and owners of real property as shown on the County's latest
7 equalized assessment roll, directly abutting or adjacent to the subject parcel.

8 b. Large Lots, projects with five (5) or more temporary dwelling units: mailing to
9 all tenants (unit addresses) and owners of real property as shown on the
10 County's latest equalized assessment roll, within a 500-foot radius of the subject
11 parcel.

12 c. Nonresidential Disaster Recover Permits: Noticing shall be subject to the
13 Director's determination, but shall include one of the following:

14 1. On properties abutting nonresidential zoning districts: mailing to all
15 tenants and owners of real property as shown on the County's latest
16 equalized assessment roll, directly abutting or adjacent to the subject
17 parcel.

18 2. On properties abutting residential properties: mailing to all tenants (unit
19 addresses) and owners of real property as shown on the County's latest
20 equalized assessment roll, within a 500-foot radius of the subject parcel.

21 4. Director's Action. No public hearing shall be held or oral testimony provided on
22 the consideration of a permit. Written comments must be received by the Director
23 prior the time and date specified in the notice, and shall be considered by the
24 Director in consideration of the permit and conditions placed on such permit. The
25 Director's decision to approve or deny a temporary permit shall be in writing. An
26 appeal of the Director's decision to approve or deny a temporary dwelling unit
27 permit or temporary use permit may be appealed to the City Council within 10
28

1 days from the date of the decision in accordance with the City’s appeal process set
2 forth in Chico Municipal Code Chapter 2.80.

3
4 **19.76.220 Term of Ordinance.**

5 This Ordinance shall be valid until April 16, 2024 unless otherwise extended by the
6 City Council, or until such later date as established by the City Council.

7 **Section 3.** The Council finds that the adoption and implementation of this
8 ordinance is exempt from the provisions of the California Environmental Quality Act
9 (CEQA) pursuant to Public Resources Code Section 21080(b)(3) regarding repairs and
10 replacement work after a state-declared disaster, Public Resources Code Section
11 21080(b)(4) regarding actions to mitigate or prevent an emergency, and CEQA
12 Guidelines Section 15269(c) regarding specific actions necessary to prevent or mitigate
13 an emergency.

14 **Section 4.** If any section, subsection, sentence, clause, phrase or word of this
15 Ordinance is for any reason held to be invalid and/or unconstitutional by a court of
16 competent jurisdiction, such decision shall not affect the validity of the remaining portions
17 of this Ordinance.

18 **Section 5.** This Ordinance shall take effect 30-days following its adoption.

19 **Section 6.** The City Clerk shall certify to the passage and adoption of this Ordinance and
20 shall cause the same to be published or posted in the manner required by law.


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THE FOREGOING ORDINANCE was adopted by the City Council of the City of Chico at its meeting held on April 16, 2019 by the following vote:

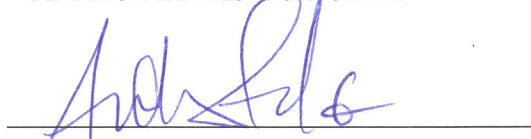
- AYES: Huber, Morgan, Ory, Reynolds, Schwab, Brown, Stone
- NOES: None
- ABSENT: None
- ABSTAIN: None
- DISQUALIFIED: None

ATTEST:



Deborah R. Presson, City Clerk

APPROVED AS TO FORM:



Vincent C. Ewing, City Attorney*

*Pursuant to The Charter of the City of Chico, Section 906(E)

4) Ordinance - Temporary Homeless Shelter Provisions During Shelter Crisis, San Francisco

FILE NO. 190045

SUBSTITUTED

02/12/2019

ORDINANCE NO.

1 [Building, Business and Tax Regulations Codes - Temporary Homeless Shelter Provisions
2 During Shelter Crisis]

3 **Ordinance amending the Building Code to adopt standards for constructing homeless**
4 **shelters, and to create an alternative approval procedure for homeless shelters, during**
5 **a shelter crisis, pursuant to California Government Code, Section 8698.4; amending the**
6 **Business and Tax Regulations Code to provide for an expedited permit appeals**
7 **process for homeless shelters during a shelter crisis; affirming the Planning**
8 **Department's determination under the California Environmental Quality Act; and**
9 **directing the Clerk of the Board of Supervisors to forward this Ordinance to the**
10 **California Building Standards Commission and the California Department of Housing**
11 **and Community Development upon final passage.**

12 NOTE: **Unchanged Code text and uncodified text** are in plain Arial font.
13 **Additions to Codes** are in *single-underline italics Times New Roman font*.
14 **Deletions to Codes** are in ~~*italics Times New Roman font*~~.
15 **Board amendment additions** are in Arial font.
16 **Board amendment deletions** are in ~~Arial font~~.
17 **Asterisks (* * * *)** indicate the omission of unchanged Code
18 subsections or parts of tables.

19 Be it ordained by the People of the City and County of San Francisco:

20 Section 1. Findings.

21 (a) In April 2016, the City enacted Ordinance No. 57-16, declaring, pursuant to
22 California Government Code Sections 8698 through 8698.2, a shelter crisis in the City and
23 County of San Francisco. In that ordinance, the Board of Supervisors found that in January
24 2015, there were 6,686 individuals in San Francisco who were homeless. Since that time, the
25 shelter crisis has grown. According to the January 2017 Point in Time Homeless Count
administered by the Department of Homelessness and Supportive Housing (HSH), there were

1 approximately 7,499 people experiencing homelessness in San Francisco on a single night.
2 Of those persons, 58% were unsheltered, 21% were under the age of 25 years, and 32%
3 were over the age of 51 years with attendant deteriorating physical and mental health.

4 (b) Since enactment of Ordinance No. 57-16, the Legislature amended the
5 California Government Code to add Section 8698.4, which allows the cities of Berkeley,
6 Emeryville, Los Angeles, Oakland, and San Diego, the County of Santa Clara, and the City
7 and County of San Francisco—upon declaring the existence of a shelter crisis, that a
8 significant number of persons within the jurisdiction are without the ability to obtain shelter,
9 and that state and local standards prevent, hinder, or delay efforts to mitigate the crisis—to
10 adopt by ordinance standards and procedures for the design, site development, and operation
11 of homeless shelters in lieu of complying with local building approval procedures, state
12 housing, health, habitability, planning and zoning, or safety standards, procedures, and laws.

13 (c) Pursuant to California Government Code Section 8698.4, the Board of
14 Supervisors affirms that the shelter crisis still exists in the City, and, further, finds that the
15 building approval process requiring homeless shelters on City owned or leased property to go
16 through the standard building permit process for construction, repair, or siting prevents,
17 hinders, and delays efforts to mitigate the shelter crisis. In lieu of strict compliance with the
18 standard building permit process, the Board adopts the optional, streamlined approval
19 process for City owned and operated homeless shelters as codified in this ordinance. The
20 optional approval process allows City departments proposing construction or repair of
21 homeless shelters to select a streamlined review and approval process, where review is
22 performed in an expedited manner by the applicable City agencies and culminates in a written
23 determination of compliance. The alternative approval process still requires that homeless
24 shelters comply with all applicable building, health, habitability, and life safety standards.

25

1 (d) Pursuant to California Government Code Section 8698.4, the Board of
2 Supervisors also finds that the Building Code's lack of provisions for emergency housing
3 prevents, hinders, and delays efforts to mitigate the shelter crisis. The Board finds that
4 adoption of the provisions for emergency housing contained in 2016 California Building Code
5 Appendix N, subject to modifications provided in this ordinance, would mitigate the effects of
6 the shelter crisis by allowing the City to expedite construction of, or conversion of existing
7 structures to, safe and habitable shelters.

8 (e) The Planning Department has determined that the actions contemplated in this
9 ordinance comply with the California Environmental Quality Act (California Public Resources
10 Code Sections 21000 et seq.). Said determination is on file with the Clerk of the Board of
11 Supervisors in File No. 190045 and is incorporated herein by reference. The Board affirms
12 this determination.

13 (f) On February 20, 2019, the Building Inspection Commission considered this
14 ordinance at a duly noticed public hearing pursuant to Charter Section D3.750-5.
15

16 Section 2. Statement of Local Conditions under California Health and Safety Code
17 Section 17958.7.

18 (a) The amendment to Section 106A.2 modifies administrative procedures within
19 San Francisco's Building Code and does not amount to a change in a building standard within
20 the California Building Code that requires local findings. Nonetheless, local conditions,
21 including fluctuating rainfall due to changes in climatic conditions and topographical
22 constraints that led to dense development with few viable sites for constructing emergency
23 housing, necessitate providing an expedited approval process to secure sites and provide
24 shelter from fluctuating and intense climate conditions in an expedited manner.
25

1 (b) The amendment to Section N101.1 of Appendix N of the 2016 California
2 Building Code defines the scope of application of the Emergency Housing provisions, and
3 does not alter a building standard such that local findings are necessary.

4 (c) The addition of Exception 2 to N103.2.1 of Appendix N of the 2016 California
5 Building Code is necessary because San Francisco's topographical and geographic
6 limitations resulted in dense development, very few vacant sites for new housing, and a stock
7 of existing buildings on narrow lots and constructed to property lines rendering it infeasible, for
8 a large number of potential sites for temporary homeless shelters, to be rebuilt to new
9 construction standards on the basis of a temporary change in occupancy.

10 (d) The addition of Section N103.7 to Appendix N of the 2016 California Building
11 Code requires a lighting fixture and continuous electricity for emergency housing units. This
12 addition is necessary because San Francisco's prevailing winds often push dense fog and
13 cloud cover over the City combined with dense development results in potentially less natural
14 light for emergency housing units and the need for light fixtures and outlets to power
15 supplemental lighting.

16 (e) The amendment to Section N110.2 of Appendix N of the 2016 California
17 Building Code references compliance with food safety provisions of the California Health and
18 Safety Code and is not a modification to a building standard requiring a local finding.

19 (f) The addition of Sections N111.1 through N111.13 and N112.1 to Appendix N of
20 the 2016 California Building Code is necessary to provide minimum fire and life safety
21 requirements—including fire separation distances; building separation; egress; emergency
22 escape and rescue; smoke, carbon monoxide, and fire alarms; fire sprinkler and
23 extinguishers; flammable or combustible liquids; storage; fire department access; and water
24 supply—that account for the unique fire risks and building constraints posed by the high
25

1 density of buildings on very small lots, buildings built up to the property lines, and San
2 Francisco's steep hills topography.

3
4 Section 3. Chapter 106A of the Building Code is hereby amended by revising Section
5 106A.2 to read as follows:

6 **106A.2 Work exempt from permit.** Exemptions from the permit requirements of this
7 code shall not be deemed to grant authorization for any work to be done in any manner in
8 violation of the provisions of this code or any other laws or ordinances of this jurisdiction. A
9 building permit shall not be required for the following:

10 * * * *

11 23. Construction or repair of a homeless shelter located on City owned or leased land
12 during a declared shelter crisis where the work complies with all the following alternative approval
13 process conditions: (a) the City agency proposing the construction or repair submits written notice to
14 the Clerk of the Board of Supervisors of the agency's intention to invoke this subsection 106A.2(23) and
15 60 days elapse without the City enacting an ordinance restricting the agency's invocation of this
16 subsection; (b) the City agency proposing the siting, construction, or repair submits all information
17 required under Section 106A.3.1 to the Department; (c) the Department routes the information
18 regarding the proposed work to all bureaus, departments, or agencies that are required to review and
19 approve such construction or repair as required under applicable ordinances and laws, including the
20 Fire Marshal, Chief Harbor Engineer of the Port of San Francisco (if applicable), and the Departments
21 of Public Works, Planning, and Public Health; (d) the Department receives written confirmation from
22 the Directors of each applicable bureau, department, and agency that the proposed work complies with
23 all ordinances and laws subject to their authority; (e) the Department confirms that the proposed work
24 complies with all applicable provisions of this Building Code and that the Department has received
25 written confirmation of compliance from all applicable bureaus, departments, and agencies; and (f) the

1 Department issues a written determination of compliance that contains all the information required
2 under Section 106A.4.

3
4 Section 4. Appendix N of the 2016 California Building Code is hereby adopted subject
5 to the modifications set forth in underline and italics below:

6 **APPENDIX N**
7 **EMERGENCY HOUSING**
8 **SECTION N101**
9 **GENERAL**

10 **N101.1 Scope.** This appendix shall be applicable to emergency housing and
11 emergency housing facilities, as defined in Section N102. The provisions and standards set forth
12 in this appendix shall be applicable to emergency housing established pursuant to the declaration of a
13 shelter crisis under Government Code section 8698 et seq. and located in new or existing buildings,
14 structures, or facilities owned, operated, erected, or constructed by, for, or on behalf of the City and
15 County of San Francisco on land owned or leased by the City and County of San Francisco.

16 **SECTION N102**
17 **DEFINITIONS**

18 **N102.1 General.** The following words and terms shall, for the purposes of this
19 appendix, have the meanings shown herein. Refer to Chapter 2 of this code for general
20 definitions.

21 **DECLARATION OF SHELTER CRISIS.** The duly proclaimed existence of a situation in
22 which a significant number of persons are without the ability to obtain shelter, resulting in a
23 threat to their health and safety. (See Government Code Section 8698)

1 **DEPENDENT UNIT.** Emergency housing not equipped with a kitchen area, toilet, and
2 sewage disposal system. Recreational vehicles that are not self-contained and without utility
3 service connections shall be considered dependent units.

4 **EMERGENCY HOUSING.** Housing in a permanent or temporary structure(s), occupied
5 during a declaration of state of emergency, local emergency, or shelter crisis. Emergency
6 housing may include, but is not limited to, buildings and structures constructed in accordance
7 with the California Building Standards Code; and emergency sleeping cabins, emergency
8 transportable housing units, and tents constructed and/or assembled in accordance with this
9 appendix.

10 **EMERGENCY HOUSING FACILITIES.** On-site common use facilities supporting
11 emergency housing. Emergency housing facilities include, but are not limited to, kitchen
12 areas, toilets, showers and bathrooms with running water. The use of emergency housing
13 facilities is limited exclusively to the occupants of the emergency housing, personnel involved
14 in operating the housing, and other emergency personnel.

15 **EMERGENCY HOUSING SITE.** A site containing emergency housing and emergency
16 housing facilities supporting the emergency housing.

17 **EMERGENCY SLEEPING CABIN.** Relocatable hard-sided structure constructed in
18 accordance with this appendix, which may be occupied only for emergency housing if allowed
19 by the authority having jurisdiction.

20 **EMERGENCY TRANSPORTABLE HOUSING UNIT.** A single or multiple section
21 prefabricated structure that is transportable by a vehicle and that can be installed on a
22 permanent or temporary site in response to a need for emergency housing. Emergency
23 transportable housing units include, but are not limited to, manufactured homes,
24 mobilehomes, multifamily manufactured homes, recreational vehicles, and park trailers. For
25

1 the purposes of this appendix, emergency transportable housing units do not include factory-
2 built housing as defined in the Health and Safety Code Section 19971.

3 **LANDING PLATFORM.** A landing provided as the top step of a stairway accessing a
4 loft.

5 **LOCAL EMERGENCY.** Local Emergency as defined in the Government Code, Section
6 8558.

7 **LOFT.** A floor level located more than 30 inches (762 mm) above the main floor and
8 open to it on at least one side with a ceiling height of less than 6 feet 8 inches (2032 mm),
9 used as a living or sleeping space.

10 **MANUFACTURED HOME.** A structure designed to be used as a single-family dwelling,
11 as defined in the Health and Safety Code, Section 18007.

12 **MOBILEHOME.** A structure designed to be used as a single-family dwelling, as defined
13 in the Health and Safety Code, Section 18008.

14 **MULTIFAMILY MANUFACTURED HOME.** A structure designed to contain not less
15 than two dwelling units, as defined in the Health and Safety Code, Section 18008.7.

16 **PARK TRAILER.** A trailer designed for human habitation that meets all requirements in
17 the Health and Safety Code, Section 18009.3.

18 **RECREATIONAL VEHICLE.** A motor home, travel trailer, truck camper, or camping
19 trailer, with or without motive power, designed for human habitation, that meets all
20 requirements in the Health and Safety Code, Section 18010.

21 **STATE OF EMERGENCY.** State of Emergency as defined in the Government Code,
22 Section 8558.

23 **SECTION N103**
24 **EMERGENCY HOUSING**

1 **N103.1 General.** Emergency sleeping cabins, emergency transportable housing units,
2 and tents constructed and/or assembled in accordance with this appendix, shall be occupied
3 only during declaration of state of emergency, local emergency, or shelter crisis.

4 Buildings and structures constructed in accordance with the California Building
5 Standards Code, used as emergency housing, shall be permitted to be permanently occupied.

6 **N103.2 Existing buildings.** Existing residential and nonresidential buildings or
7 structures shall be permitted to be used as emergency housing and emergency housing
8 facilities provided such buildings or structures comply with the building code provisions and/or
9 other regulations in effect at the time of original construction and/or alteration. Existing
10 buildings or structures used as emergency housing shall not become or continue to be
11 substandard buildings, as determined by the Authority Having Jurisdiction.

12 **N103.2.1 New additions, alterations, and change of occupancy.** New additions,
13 alterations, and change of occupancy to existing buildings shall comply with the requirements
14 of the California Building Standards Code effective at the time of addition, alteration, or
15 change of occupancy. The requirements shall apply only to and/or within the specific area of
16 the addition, alteration, or change of occupancy.

17 **Exceptions:**

18 1. Existing buildings and structures used for emergency housing and emergency
19 housing facilities may not be required to comply with the California Energy Code, as
20 determined by the Authority Having Jurisdiction.

21 2. Change in occupancy shall not mandate conformance with new construction
22 requirements set forth in the California Building Standards Code, provided such change in occupancy
23 meets the minimum fire and safety requirements set forth in Section N111 of this appendix.

24 **N103.3 Occupant load.** Except as otherwise stated in this appendix, the maximum
25 occupant load allowed in buildings and structures used as emergency housing shall be

1 determined by the Authority Having Jurisdiction, but the interior floor area shall not be less
2 than 70 square feet (6.5 m2) for one occupant. Where more than one person occupies the
3 building/structure, the required floor area shall be increased at the rate of 50 square feet (4.65
4 m2) for each occupant in excess of one.

5 **Exceptions:**

6 1. Tents.

7 2. Recreational vehicles and park trailers designed for human habitation that
8 meet the requirements in the Health and Safety Code, Sections 18009.3 and 18010, as
9 applicable.

10 **N103.4 Fire and life safety requirements not addressed in this appendix.** If not
11 otherwise addressed in this appendix, fire and life safety measures, including, but not limited
12 to, means of egress, fire separation, fire sprinklers, smoke alarms, and carbon monoxide
13 alarms, shall be determined and enforced by the Authority Having Jurisdiction.

14 **N103.5 Privacy.** Emergency housing shall be provided with a privacy lock on each
15 entrance door and all windows for use by the occupants.

16 **N103.6 Heating.** All sleeping areas shall be provided with adequate heating as
17 determined by the Authority Having Jurisdiction.

18 *N103.7 Electrical. Emergency housing shall be provided with all of the following installed in*
19 *compliance with the California Electrical Code:*

20 *1. Continuous source of electricity.*

21 *Exception: The source of electricity may be solar power or emergency generator.*

22 *2. At least one interior lighting fixture.*

23 **SECTION N104**
24 **EMERGENCY SLEEPING CABINS**

1 **N104.1 General.** Emergency sleeping cabins shall have an interior floor area of not
2 less than 70 square feet (6.5 m²) for one occupant. Where more than one person occupies
3 the cabin, the required floor area shall be increased at the rate of 50 square feet (4.65 m²) for
4 each occupant in excess of one. The interior floor area shall not exceed 400 square feet (37
5 m²), excluding lofts.

6 **N104.2 Live loads.** Emergency sleeping cabins shall be designed to resist intrusion of
7 wind, rain, and to support the following live loads:

8 1. Floor live loads not less than 40 pounds per square foot (1.92 kPa) of floor area.

9 2. Horizontal live loads not less than 15 pounds per square foot (718 Pa) of vertical wall
10 and roof area.

11 3. Roof live loads not less than 20 pounds per square foot (958 Pa) of horizontal roof
12 area.

13 4. In areas where snow loads are greater than 20 pounds per square foot (958 Pa), the
14 roof shall be designed and constructed to resist these additional loads.

15 **N104.3 Minimum ceiling height.** Habitable space and hallways in emergency
16 sleeping cabins shall have a ceiling height of not less than 80 inches (2032 mm). Bathrooms,
17 toilet rooms, and kitchens, if provided, shall have a ceiling height of not less than 76 inches
18 (1930 mm). Obstructions shall not extend below these minimum ceiling heights including
19 beams, girders, ducts, lighting and other obstructions.

20 **Exception:** Ceiling heights in lofts constructed in accordance with Section N108
21 are permitted to be less than 80 inches (2032 mm).

22 **N104.4 Means of egress.** Emergency sleeping cabins shall be provided with at least
23 two forms of egress placed remotely from each other. One form of egress may be an egress
24 window complying with Section N104.4.1. When a loft is provided, one form of egress shall be
25 an egress window complying with Section N104.4.1, provided in the loft space.

1 **N104.4.1 Egress window.** The bottom of the clear opening of the egress
2 window shall not be more than 44 inches (1118 mm) above the floor. The egress window shall
3 have a minimum net clear opening height of 24 inches (610 mm), and a minimum net clear
4 opening width of 20 inches (508 mm). The egress window shall have a minimum net clear
5 opening area of 5 square feet (0.465 m²).

6 **N104.5 Plumbing and gas service.** If an emergency sleeping cabin contains plumbing
7 or gas service, it shall comply with all applicable requirements of the California Plumbing
8 Code and the California Mechanical Code.

9 **N104.6 Electrical.** Emergency sleeping cabins shall be provided with all of the
10 following installed in compliance with the California Electrical Code:

- 11 1. Continuous source of electricity.

12 **Exception:** The source of electricity may be solar power or emergency
13 generator.

- 14 2. At least one interior lighting fixture.

15 3. Electrical heating equipment listed for residential use and a dedicated receptacle
16 outlet for the electrical heating equipment.

- 17 4. At least one GFCI-protected receptacle outlet for use by the occupant(s).

18 **N104.7 Ventilation.** Emergency sleeping cabins shall be provided with means of
19 ventilation (natural and/or mechanical) allowing for adequate air replacement, as determined
20 by the Authority Having Jurisdiction.

21 **N104.8 Smoke alarms.** Emergency sleeping cabins shall be provided with at least one
22 smoke alarm installed in accordance with the California Residential Code, Section R314.

23 **N104.9 Carbon monoxide alarms.** If an emergency sleeping cabin contains a fuel-
24 burning appliance(s) or a fireplace(s), a carbon monoxide alarm shall be installed in
25 accordance with the California Residential Code, Section R315.

1 2004 Architectural Barriers Act (ABA) Accessibility Guidelines (2004 ABAAG) to specifically
2 address emergency transportable housing units provided to disaster survivors by entities
3 subject to the ADA or ABA. The final rule ensures that the emergency transportable housing
4 units are readily accessible to and usable by disaster survivors with disabilities.

5 **SECTION N108**

6 **LOFTS IN EMERGENCY HOUSING**

7 **N108.1 Minimum loft area and dimensions.** Lofts used as a sleeping or living space
8 shall meet the minimum area and dimension requirements of Sections N108.1.1 through
9 N108.1.3.

10 **N108.1.1 Minimum area.** Lofts shall have a floor area of not less than 35
11 square feet (3.25 m²).

12 **N108.1.2 Minimum dimensions.** Lofts shall be not less than 5 feet (1524 mm)
13 in any horizontal dimension.

14 **N108.1.3 Height effect on loft area.** Portions of a loft with a sloping ceiling
15 measuring less than 3 feet (914 mm) from the finished floor to the finished ceiling shall not be
16 considered as contributing to the minimum required area for the loft.

17 **Exception:** Under gable roofs with a minimum slope of 6:12, portions of a
18 loft with a sloping ceiling measuring less than 16 inches (406 mm) from the finished floor to
19 the finished ceiling shall not be considered as contributing to the minimum required area for
20 the loft.

21 **N108.2 Loft access.** The access to and primary egress from lofts shall be any type
22 described in Sections N108.2.1 through N108.2.4.

23 **N108.2.1 Stairways.** Stairways accessing lofts shall comply with the California
24 Residential Code or with Sections N108.2.1.1 through N108.2.1.6.

1 **N108.2.1.1 Width.** Stairways accessing a loft shall not be less than 17
2 inches (432 mm) in clear width at or above the handrail. The minimum width below the
3 handrail shall be not less than 20 inches (508 mm).

4 **N108.2.1.2 Headroom.** The headroom in stairways accessing a loft shall
5 be not less than 74 inches (1880 mm), as measured vertically, from a sloped line connecting
6 the tread or landing platform nosings in the middle of their width.

7 **N108.2.1.3 Treads and risers.** Risers for stairs accessing a loft shall be
8 not less than 7 inches (178 mm) and not more than 12 inches (305 mm) in height. Tread
9 depth and riser height shall be calculated in accordance with one of the following formulas:

10 1. The tread depth shall be 20 inches (508 mm) minus $\frac{4}{3}$ of the
11 riser height, or

12 2. The riser height shall be 15 inches (381 mm) minus $\frac{3}{4}$ of the
13 tread depth.

14 **N108.2.1.4 Landing platforms.** The top step of stairways accessing lofts
15 shall be constructed as a landing platform where the loft ceiling height is less than 74 inches
16 (1880 mm). The landing platform shall be 18 inches (457 mm) to 22 inches (559 mm) in depth
17 measured from the nosing of the landing platform to the edge of the loft, and 16 inches (406
18 mm) to 18 inches (457 mm) in height measured from the landing platform to the loft floor.

19 **N108.2.1.5 Handrails.** Handrails shall comply with the California
20 Residential Code, Section R311.7.8.

21 **N108.2.1.6 Stairway guards.** Guards at open sides of stairways shall
22 comply with the California Residential Code, Section R312.1.

23 **N108.2.2 Ladders.** Ladders accessing lofts shall comply with Sections
24 N108.2.2.1 and N108.2.2.2.
25

1 location facing the street or driveway fronting the building or structure. Each identification
2 character shall be not less than 4 inches (102 mm) in height and not less than 0.5 inch (12.7
3 mm) in width, installed/painted on a contrasting background.

4 **SECTION N110**

5 **EMERGENCY HOUSING FACILITIES SANITATION REQUIREMENTS**

6 **N110.1 Drinking water.** Potable drinking water shall be provided for all occupants of
7 emergency housing.

8 **N110.2 Kitchens *and food facilities.*** *Where provided, kitchens and food facilities, as defined*
9 *in Section 113789 of the California Health and Safety Code, which support emergency housing sites,*
10 *shall comply with applicable food safety provisions of Sections 113980–114094.5 of the California*
11 *Health and Safety Code.*

12 Where occupants of dependent units are permitted or required to cook for themselves,
13 a separate area shall be equipped and maintained as a common use kitchen. Refrigerated
14 storage shall be provided for safe storage of food.

15 **N110.3 Toilet and bathing facilities.** When dependent units are used as emergency
16 housing, the emergency housing site shall be provided with one toilet and one bathing facility
17 for every 15 occupants of each gender.

18 The Authority Having Jurisdiction may permit different types and ratios of toilet and
19 bathing facilities. The approval shall be based upon a finding that the type and ratio of toilet
20 and bathing facilities are sufficient to process the anticipated volume of sewage and waste
21 water, while maintaining sanitary conditions for the occupants of the emergency housing.

22 Bathing facilities shall be provided with heating equipment which shall be capable of
23 maintaining a temperature of 70 degrees F (21.0 degrees Celsius) within such facilities.

24 Lavatories with running water shall be installed and maintained in the toilet facilities or
25 adjacent to the toilet facilities.

1 **N111.5 Smoke alarms.** Buildings or structures used for emergency housing, which provide
2 sleeping accommodations, shall be equipped with single station battery powered smoke alarms
3 installed in accordance with the location requirements of Section 907.2.11 of the California Fire Code,
4 unless modified elsewhere in this appendix.

5 **N111.6 Carbon monoxide alarms.** Buildings or structures used for emergency housing, which
6 provide sleeping accommodations, and equipped with fuel-burning appliances shall be provided with
7 carbon monoxide detection in accordance with Section 915 of the California Fire Code, unless
8 modified elsewhere in this appendix.

9 **N111.7 Fire alarm.** A manual fire alarm system capable of arousing sleeping occupants in
10 accordance with Section 907 of the California Fire Code shall be installed in buildings, structures, or
11 groups of buildings or structures used for emergency housing.

12 **Exception:** Individual buildings or structures in a group of buildings or structures with
13 sufficient separation distances to allow each building or structure to function independently in case of a
14 fire, as approved by the Fire Marshal.

15 **N111.8 Automatic sprinkler systems.** Fire sprinklers shall be provided for new and existing
16 buildings or structures used for emergency housing, including sleeping cabins, which provide sleeping
17 facilities, as required by Section 903.3 of the California Fire Code. Strict compliance with the
18 requirements of Section 903.3 may not be required when approved by the Fire Marshal. The Fire
19 Marshal is authorized to accept reasonably equivalent alternatives to the installation provisions of
20 Section 903.3 when dealing with buildings or structures used for emergency housing.

21 **N111.9 Fire extinguishers.** Portable fire extinguishers shall be provided in accordance with
22 Section 906.1 of the California Fire Code.

23 **N111.10 Flammable or combustible liquids.** The possession or storage of any flammable or
24 combustible liquids or gases shall not be permitted (intact cigarette lighters excepted). The use of any
25 type of open flame indoors is prohibited unless conditionally approved by the Fire Chief.

1 N111.11 Storage in attics, under-floor, and in concealed spaces. Combustible materials,
2 including but not limited to the possessions of occupants, users, and staff shall not be stored in attics,
3 under-floor spaces, or within other concealed spaces of buildings or structures used for emergency
4 housing with sleeping accommodations.

5 N111.12 Fire department access. Fire Department access to building and premises used for
6 emergency housing shall be in compliance with Section 503, Appendix D and Section 504 of the
7 California Fire Code, as approved by the Fire Chief.

8 N111.13 Water supply. An approved fire protection water supply complying with Section 507 of
9 the California Fire Code, or as approved by the Fire Chief, shall be provided for each structure, group
10 of structures or premises used for emergency housing.

11 **SECTION N112**

12 **ALTERNATIVES AND MODIFICATIONS**

13 N112.1 Alternatives and modifications. Alternative compliance and/or modifications that are
14 reasonably equivalent to the requirements in this appendix may be granted by the Local Administrative
15 Authority in individual cases when dealing with buildings or structures used for emergency housing.

16
17 Section 5. Article 1 of the Business and Tax Regulations Code is hereby amended by
18 revising Section 8 to read as follows:

19 **SEC. 8. METHOD OF APPEAL TO THE BOARD OF APPEALS.**

20 * * * *

21 (e) Appeals shall be taken by filing a notice of appeal with the Board of Appeals and
22 paying to said Board at such time a filing fee as follows:

23 * * * *

24 **(9) Additional Requirements.**

25 * * * *

1 (C) Except as otherwise specified in this subsection (e)(9)(C), the
2 Board of Appeals shall fix the time and place of hearing, which shall be not less than 10 nor
3 more than 45 days after the filing of said appeal, and shall act thereon not later than 60 days
4 after such filing or a reasonable time thereafter.

5 (i) In the case of a permit issued by the Entertainment
6 Commission or its Director, the Board of Appeals shall set the hearing not less than 15 days
7 after the filing of said appeal, shall act thereon not more than 30 days after such filing, and
8 shall not entertain a motion for rehearing.

9 (ii) In the case of a decision on a permit application made
10 pursuant to Planning Code Section 343, the Board of Appeals shall set the hearing not less
11 than 10 days after the filing of said appeal, shall act thereon not more than 30 days after such
12 filing, and shall not entertain a motion for rehearing. This subsection (d)(9)(C)(ii) shall expire
13 on the Sunset Date of Planning Code Section 343, as defined in that Section. Upon the
14 expiration of this subsection, the City Attorney shall cause this subsection to be removed from
15 the Business and Tax Regulations Code.

16 (iii) In the case of a decision on a permit application made
17 pursuant to Planning Code Section 207, subsection (c)(6), the Board of Appeals shall set the
18 hearing not less than 10 days after the filing of said appeal, shall act thereon not more than 30
19 days after such filing, and shall not entertain a motion for rehearing.

20 (iv) In the case of a decision on a permit or determination of
21 compliance regarding a homeless shelter located on City owned or leased property during a declared
22 shelter crisis, the Board of Appeals shall set the hearing not less than 10 days after the filing of said
23 appeal, shall act thereon not more than 30 days after such filing, and shall not entertain a motion for
24 rehearing.

1 (E) Pending decision by the Board of Appeals, the action of such
2 department, board, commission, officer or other person from which an appeal is taken, shall
3 be suspended, except for: ~~(i)~~ actions of revocation or suspension of a permit by the Director
4 of Public Health when determined by the Director to be an extreme public health hazard; ~~(z)~~ii
5 actions by the Zoning Administrator or Director of the Department of Building Inspection
6 stopping work under or suspending an issued permit; ~~(3)~~iii actions of suspension or revocation
7 by the Entertainment Commission or the Director of the Entertainment Commission when the
8 suspending or revoking authority determines that ongoing operation of the activity during the
9 appeal to the Board of Appeals would pose a serious threat to public safety; ~~and~~ ~~(4)~~iv actions
10 of the Director of the Office of Cannabis awarding a Temporary Cannabis Business Permit;
11 and (v) actions pursuant to a permit or determination of compliance by the Departments of Public
12 Works or Building Inspection regarding homeless shelters during a declared shelter crisis.
13

14 Section 6. Effective Date. This ordinance shall become effective 30 days after
15 enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the
16 ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board
17 of Supervisors overrides the Mayor's veto of the ordinance.
18

19 Section 7. Scope of Ordinance. In enacting this ordinance, the Board of Supervisors
20 intends to amend only those words, phrases, paragraphs, subsections, sections, articles,
21 numbers, punctuation marks, charts, diagrams, or any other constituent parts of the Municipal
22 Code that are explicitly shown in this ordinance as additions, deletions, Board amendment
23 additions, and Board amendment deletions in accordance with the "Note" that appears under
24 the official title of the ordinance.
25

1 Section 8. Directions to the Clerk. The Clerk of the Board of Supervisors is hereby
2 directed to forward a copy of this ordinance to the California Building Standards Commission
3 and the California Department of Housing and Community Development upon final passage.

4
5 APPROVED AS TO FORM:
6 DENNIS J. HERRERA, City Attorney

7 By: _____
8 ROBB KAPLA
9 Deputy City Attorney

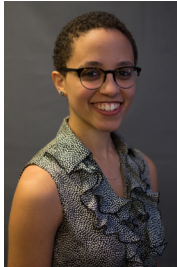
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Author Biographies



Hilary Malson is a planning and geography scholar who examines racial geographies, planning history and theory, housing justice, exurban development, and community building in her research. Prior to pursuing her doctoral studies, she worked in the museum and public history sector, and she remains committed to developing public scholarship. At present, Malson is a PhD student in Urban Planning at UCLA, a Graduate Student Researcher with the UCLA Luskin Institute on Inequality and Democracy, a Ford Foundation Predoctoral Fellow, and a Los Angeles Center for Community Law and Action collective member. She holds a BA in the Growth and Structure of Cities from Haverford College and a MSc in Urbanization and Development from the London School of Economics and Political Science.



Gary Blasi is Professor of Law Emeritus at the UCLA School of Law. He joined the faculty of the law school in 1991, after working as an advocate and attorney for people in poverty for 20 years. Early in his career, Blasi specialized in the representation of low-income tenants. When mass homelessness came to Los Angeles in 1983, his primary work began to focus on working with and representing unhoused people. For eight years, he directed the Homelessness Litigation Project at the Legal Aid Foundation of Los Angeles, where he coordinated litigation on behalf of indigent and homeless people in Los Angeles County. After becoming a law professor, Blasi's research included examining the public response to homelessness across a range of issues, including the cognitive and social psychology of how people understand the causes of homelessness and why people come to support particular solutions to the problem, with a special focus on the role of race in shaping both. Professor Blasi took emeritus status in 2012 but continues to do research and maintain an active pro bono legal practice.

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2020. Ananya Roy, Gary Blasi, Jonny Coleman, and Elana Eden. "Hotel California: Housing the Crisis." <https://escholarship.org/uc/item/0k8932p6>.

2020. Gary Blasi. "UD Day: Impending Evictions and Homeless in Los Angeles." <https://escholarship.org/uc/item/2gz6c8cv>.



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