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TABLE OF CONTENTS

EXECUTIVE SUMMARY	5
WHAT IS A MICRO VILLAGE?	5
WHY INVEST IN MICRO VILLAGES?	6
RECOMMENDATIONS FOR GOVERNMENT ACTION	9
CONTEXT, PROJECT SCOPE, AND METHODOLOGY	11
INTRODUCTION	13
ASSUMPTIONS AND KEY DEFINITIONS	15
WHAT IS A MICRO VILLAGE?	17
WHY PRIORITIZE MICRO VILLAGES?	18
WHAT MAKES A THRIVING MICRO VILLAGE ECOSYSTEM?	21
MICRO VILLAGES HISTORY AND FUTURE SUMMARY	22
MICRO VILLAGE NETWORKS	26
KEY BENEFITS	26
QUALITY PRACTICES	27
RECOMMENDATIONS	31
MICRO VILLAGE COMMUNITY NETWORK RECOMMENDATIONS	31
MICRO VILLAGE RESOURCE CENTER RECOMMENDATIONS	32
MICRO VILLAGE COMMUNITY LIFE + CONNECTIONS	33
KEY BENEFITS	34
QUALITY PRACTICES	36
RECOMMENDATIONS	38
VILLAGE COMMUNITY LIFE RECOMMENDATIONS	38
VILLAGE TO NEIGHBOR AND BUSINESS CONNECTION RECOMMENDATIONS	38
MICRO VILLAGE GOVERNANCE AND OPERATIONS	40
KEY BENEFITS	42
QUALITY PRACTICES	43
RECOMMENDATIONS	49
FUNDING AND CONTRACTING RECOMMENDATIONS	51
MICRO VILLAGE SERVICES	54
KEY BENEFITS	54
QUALITY PRACTICES	56

RECOMMENDATIONS	58
COORDINATED SERVICE DELIVERY RECOMMENDATIONS	58
MICRO VILLAGE DEVELOPMENT	61
KEY BENEFITS	61
QUALITY PRACTICES	63
RECOMMENDATIONS	67
CAPITAL INVESTMENT AND INCENTIVES RECOMMENDATIONS	67
STRUCTURES RECOMMENDATIONS	68
STREAMLINING PROJECT DEVELOPMENT RECOMMENDATIONS	68
MICRO VILLAGES AS A RESILIENCY ASSET	69
CONCLUSION	72
APPENDICES	74
A. METHODS AND DECLARATIONS	74
B. VILLAGE HISTORY AND EXISTING VILLAGES	76
ORIGIN OF THE VILLAGE MODEL	76
EVOLUTION OF THE VILLAGE MODEL: DOORWAYS TO CAMPS TO VILLAGES	77
MICRO VILLAGES INSPIRED BY THE VILLAGE MOVEMENT	79
IN PROGRESS AND FUTURE MICRO VILLAGES	84

EXECUTIVE SUMMARY

Micro villages are effective, desirable, and viable community assets.

A network of micro villages can shelter upwards of one thousand people and, with strong support, can continue to expand. This will significantly strengthen Multnomah County's capacity to meet diverse needs and achieve operational efficiencies at a communal scale.

WHAT IS A MICRO VILLAGE?

A micro village is a communal-scale, self-contained community located on a small plot of land. Most villagers who contributed to this report recommended 12-21 villagers per village. A micro village is designed to provide shelter or temporary housing with support services and opportunities for healing and growth for individuals, couples, and pets who are unhoused. In some cases, micro villages are established as longer-term housing (often those that are self-governed).

Importantly, a micro village is not simply a collection of structures and services, nor just a means to house a small number of people. A micro village is also a set of practices rooted in community-building, democratic governance, and self-sovereignty, which is known as the village model. Micro villages, particularly those that are self-governed, offer empowerment, leadership development, and community within a safe, stable, and dignified living environment.

As the first self-governed village shelter in the nation, Dignity Village demonstrates 24 years of evolution and continued improvement of the village model. While a mid-size village, Dignity Village was included in our research as it is the founder of the village model and is the inspiration for many local micro villages. Right 2 Dream Too (R2DToo) and Hazelnut Grove were the first micro villages in Multnomah County. Community-driven efforts have established many more. Micro villages address a wide range of needs between all of them, each tailored to the specific needs of their population. New and emerging villages currently include culturally specific, families, sober living, and hospice care villages.

Eight micro villages are currently operating in Multnomah County. Villagers at each of these, plus Dignity Village and participants in the independent Lived Experience Council, participated in listening sessions to share their experiences and expertise. The perspectives of those 120 people form the foundation and heart of this report.

WHY INVEST IN MICRO VILLAGES?

Robust investment in micro villages is essential to achieving the ambitious goals of the Homelessness Response Action Plan (HRAP) and Community Sheltering Strategy while also advancing the County's equity and inclusion goals and disaster preparedness.

With the Supreme Court ruling on *Grants Pass v. Johnson* on June 28, 2024 allowing municipalities to enforce camping bans and penalties for sleeping on public land, the need is more urgent for an expanded network of micro villages—a shelter option that is in demand by unhoused and housed community members alike.

The Micro Village Expansion Project urges Multnomah County—together with other partners—to increase its commitment to expanding the network of micro villages as effective, desirable, and viable community assets.

Micro villages are effective and adaptable to community needs.

- The village model is advanced and well-understood, thanks to the long local history and a diverse set of villages to learn from, replicate, and build on.
- People consistently express finding safety, security, stability, community, and agency to improve their lives through living in a micro village.
- Micro villages create a wide array of options by easily adapting to many locations and serving diverse needs, interests, and communities.
- By broadening the network of micro villages, we can shelter upwards of one thousand people, while maintaining a communal scale.

Portland State University's Alternative Shelter Evaluation Report found that, “According to this and other research, smaller shelters often lead to better client experiences and outcomes, so integrating a range of small, alternative shelters across a community is likely to be a more effective path to scale than focusing on a few, large shelters of any type.”

Micro villages benefit and are desired by people who are unhoused.

- Based on our findings, villagers deeply value and benefit from the communal scale and people-centered approach of the village model.
- Micro villages create strong community bonds within the village.
- Micro villages offer a uniquely healing environment. Villagers gain a community of people who understand their experience, share support as they heal, and offer accountability for improving their lives.
- Private personal space supports safety, peace, and self-determination, while respecting individual identity. Communal areas aid community building and resource sharing.

- Villages typically allow people to keep their pets and keep them safe. Other villagers benefit from having pets and animals around them (animals can also strengthen community connections).
- Shared power, transparency, and representation in village leadership builds trust and demonstrates authentic engagement between villagers and service providers.
- Micro villages should use an equity and empowerment model for governance and operations. This is currently most true in self-governed villages. Villager authority supports equity, mutual support systems, shared sense of ownership and agency, skill development, and social bonding. These are Trauma-Informed practices.
- The village model serves the population's needs in the way they need.

“This village has given me the opportunity to get my footing again. Everyone here treats people equally. Everyone knows what you’ve been through and knows what works. In four months, I’m now working part-time and enrolled for my Associate’s degree. I have been able to do things without stress and time limits. People work with you if you are working to straighten out your life and utilize what this place has to offer.” - villager

Micro villages are community assets and benefit housed people too.

- Being communal in scale and design encourages community-led efforts to create micro villages and facilitates healthy connections with surrounding neighborhoods.
- Existing villages have positive working relationships and support from neighboring residents, businesses, and other organizations.
- Good Neighbor Agreements ensure mutual needs are identified, respected, and support community building between neighbors.
- Villages can and do provide community services, including garbage clean-up, security, clearing pedestrian and bike pathways, informal neighbor-to-neighbor mutual aid, and community gatherings.
- Micro villages are multi-purpose and can provide layered benefits such as emergency preparedness and resilience services.
- A 2018 investigation by the Guardian showed that crime rates go down in the areas surrounding villages.
- Micro villages create a local shelter option for the people who are unhoused in the neighborhood, allowing people to maintain ties with family, friends, and culture.
- Micro villages promote creative expression, personalization, and village and neighborhood beautification efforts.

“Every neighborhood should want one of these.” - neighborhood leader

“This is the essential human model - villagers become leadership, emergency service, and other staff. They are the community developing themselves.” - long-term village supporter

Micro villages are viable with community leadership and strategic government support.

- Significant operational efficiencies are achieved through an expanded network of micro villages, coordination of services, and cross-village resource sharing.
- Villages have emerged through the collaboration of many people and organizations (villagers, faith, neighborhood, community groups, foundations, enhanced service districts, other local businesses, service providers, and more).
- Because of the support they enjoy from neighbors and partners, micro villages are very actionable opportunities for community-led solutions.
- Micro villages have less land use and construction complexity and can be developed and operated at a relatively low cost.
- Villages can be (several have been for years) self-governed and provide many of their own services, such as security, administration, maintenance, and peer support.
- Investment in villager leadership and workforce development allows additional services to be provided by villagers for villagers.

“Support people in their own organizing.” - BIPOC ally with lived experience unhoused

A micro village network strengthens connectivity, resource sharing, and operational efficiencies.

- Such a network should be led by villagers and supported by community partners.
- Past community networks focused on villages and other alternative shelter options have played essential roles in creating new villages, ensuring quality practices within villages, and advocating for village support.
- There is a need for a thriving community network focused on micro villages.
- Energy has emerged among the MVEP villager-led Steering Team to develop a micro village network. They have decided to call this the Portland Village Council.

RECOMMENDATIONS FOR GOVERNMENT ACTION

To advance an expanded network of micro villages, everyone involved must maintain an ongoing commitment to listening to and learning from people with living and lived experience in villages (as well as the Multnomah County/Joint Office of Homeless Services Lived Experience Advisory Committee, the independent Lived Experience Council, the emerging Portland Village Council, and others).

Community-led efforts have and should continue to drive the expansion of a diverse, quality network of micro villages. The government's best roles are to incentivize those efforts, reduce barriers, and come alongside with additional resources to grow and sustain micro villages as a major feature of our community's permanent infrastructure and system to address houselessness.

→ Incentivize and support community-led efforts.

- ◆ Create specific funding mechanisms for micro village start-ups, capital costs, capacity building, and technical assistance, with full or partial upfront funding.
- ◆ Establish a pipeline of projects at various stages of development.
- ◆ Ensure diversity of locations, barrier levels, interests, and populations served, prioritizing neighborhood service connectivity and accessibility, which promotes villager health, wellness, and financial stability.
- ◆ Approach micro villages (and other alternative shelter options) using Multnomah County's Equity and Empowerment Lens. Current villages have demonstrated that micro villages easily support this integration.
- ◆ Engage openly, transparently, and consistently with villagers, neighborhood allies, and community partners. Help bring people together to identify community needs and priorities for new micro villages.
- ◆ Ensure plans and efforts to engage neighborhood residents and businesses are based on local conditions, led by villagers and/or a supportive service provider/partner, and establish clear boundaries, expectations, mutual respect, and safety.

→ Remove barriers.

- ◆ Simplify contracting processes and offer multi-year contracts, renewable contracts, and/or the flexibility to roll over funds to reflect a commitment to quality, continuity of work and staffing, and village success.
- ◆ Provide funding flexibility to serve what the community needs and in the way they need, based on village principles of community building and self-sovereignty and the County's Equity and Empowerment Lens.
- ◆ Ensure contracts contain realistic timeframes for people to heal, stabilize, and find housing.

- ◆ Allow greater diversity in village types in terms of program (e.g., recovery), populations served (e.g. families, people with disabilities, hospice), and barrier levels.
- ◆ Collaborate with both service providers and villagers to establish performance requirements that account for the nuances of the micro village type and the multiple services a particular village provides (e.g., overnight shelter, respite and hospice care, emergency preparedness, and other services).
- ◆ Continue to track progress on removing barriers and the resulting impacts.

→ **Invest in key strategic supports.**

- ◆ Help fund a micro village network (villager-led, including community supporters) for information, resource sharing, and coordinated action across villages.
- ◆ Help fund an emerging non-profit organization that trains and employs embedded Village Program Specialists to provide professional administrative, communications, and organizational development advising for each village and to the village network as a whole.
- ◆ Invest in dedicated mobile micro village services teams that provide crucial on-site support for villager success, including: Housing case management workers (by a housing focused agency), health, and mental/behavioral health service professionals.
- ◆ Invest in embedded service navigation staff for each village.
- ◆ Develop or fund a searchable directory of providers, community organizations, and businesses supporting micro villages.
- ◆ Incentivize local small businesses to partner with micro villages; an example of business/micro village partnership is demonstrated by the Lloyd EcoDistrict.
- ◆ Include and partner with villages to extend emergency preparedness and climate resilience infrastructure and services.

Micro villages are a unique community asset that can be easily adapted to the diverse needs of people who are unhoused. Their effectiveness, desirability, low cost, efficiency, and benefits to the entire community all underscore the importance of including a significantly expanded network of micro villages in the Homelessness Response Action Plan and Community Sheltering Strategy.

Rooted in community and self-sovereignty, micro villages embody the County's Equity and Empowerment commitment. To achieve our community's ambitious sheltering and equity goals, Multnomah County should invest in an expanded network of micro villages, following the guidance on quality practices and recommendations outlined in this report.

CONTEXT, PROJECT SCOPE, AND METHODOLOGY

CONTEXT

As of January 2024, Multnomah County reported that 11,153 people were living unhoused and/or unsheltered in the County; 5,398 were unsheltered, 2,593 were in a funded shelter, and 604 were in temporary non-government funded shelters (the living situation for others was not able to be confirmed). Further, people who identify as disabled, Black, Native American, and/or Native Hawaiian/Pacific Islander are disproportionately represented in houselessness compared to the entire County population. Ultimately, having a sufficient supply of affordable housing is the solution to houselessness.

The County system currently defines outdoor village-type shelters and motel shelters as two different categories within alternative shelter, which is an alternative to congregate shelter settings. Within this “alternative shelter” sector, micro villages are a uniquely flexible model that addresses the diversity of community needs in a person-centered and community-based way.

PROJECT SCOPE

The MVEP is the continuation of various efforts by individuals and organizations to uplift the benefits of micro villages. The Joint Office of Homeless Services (JOHS) published a Notice of Funding Availability for one-time only Supportive Housing Services (SHS) funding to support a limited-duration Micro Village Expansion Project (MVEP). The MVEP demonstrates why an expanded, coordinated network of micro villages in Multnomah County is essential to the success of our region's Homelessness Response Action Plan, makes recommendations for what local government can do to bring it to fruition, and provides guidance that others could use to extend the network of micro villages across Oregon and beyond.

METHODOLOGY

MVEP used a Community-Based Participatory Research (CBPR)-inspired approach and maintained reasonable standards for the project timeline. The project gave voice and power to people with living and lived experience of being unhoused, including a project Steering Team of people with living and lived experience of villages, as well as 120 people from Multnomah County's eight existing micro villages, plus Dignity Village and participants in the independent Lived Experience Council who participated in listening sessions (not included in the research: Safe Rest Villages (SRV) and Temporary Alternative Shelter Sites (TASS)).

Through 34 written and oral interviews, village builders, designers, and operators (of villages past, current, and future), community advocates, businesses, and

neighborhood partners also contributed to the research, eight of whom have lived experience in shelters. Within all the various project teams and research contributors, BIPOC and LGBTQ2SIA+ community members, as well as people with lived experience in neurodiversity, brain injury, disability, are well-represented.

For more detailed information on the project's methodology and limitations, please refer to [Appendix A: Methods and Declarations](#).

The full report addresses the shelter and housing ecosystem in Multnomah County, including:

- What micro villages are
- History and future of the village model
- How micro villages advance the Homelessness Response Action Plan
- Benefits and barriers to micro villages
- Recommended quality practices
- Recommendations for government action

INTRODUCTION

As of January 2024, Multnomah County reported that 11,153 people were living unhoused and/or unsheltered in the County; 5,398 were unsheltered, 2,593 were in a funded shelter, and 604 were in temporary non-government funded shelters (the living situation for others was not able to be confirmed).¹ People who identify as disabled, Black, Native American, and or Native Hawaiian/Pacific Islander are disproportionately represented in houselessness compared to the entire County population.² Ultimately, a sufficient supply of affordable housing is the solution.

The Micro Village Expansion Project (MVEP) was tasked with learning why and how an expanded, coordinated network of micro villages in Multnomah County can contribute to the success of the Joint Office of Homeless Services (JOHS) Homelessness Response Action Plan (HRAP) and Community Sheltering Strategy. It is a continuation of various efforts by individuals and organizations to uplift the value and benefits of micro villages, and was formalized when JOHS offered funding for the MVEP. The two primary outputs of the project include:

- A website, the Micro Villages Resource Center, to support community-led action to expand the network of micro villages and offer information, resources, and guidance on planning and developing a micro village that is rooted in the principles of community and self-sovereignty. Further investment will allow MVEP to build out the village operations and life sections of the website.
- This report, which includes: village model history, current and future villages, benefits of micro villages, quality practices for community life, governance and operations, services, and development, the role of community networks in supporting micro villages, and recommendations for government action to develop a wide range of micro villages.

The scope of this study is micro villages; Safe Rest Villages (SRV) and Temporary Alternative Shelter Sites (TASS) are not included as they are different shelter models. These do not incorporate self-governance and have minimal villager involvement in operations. The geographic extent is Multnomah County.

The results illustrate that a robust investment in micro villages in the permanent landscape of shelter and housing options in our community is essential to the success of the Multnomah's Homelessness Response Action Plan (HRAP) and Community Sheltering Strategy.

¹ "Homelessness Response Action Plan," Multnomah County and City of Portland, June 2024, <https://www.multco.us/final-homelessness-response-action-plan>. p. 8.

² Ibid.

With the Supreme Court ruling on *Grants Pass v. Johnson* on June 28, 2024 allowing municipalities to enforce camping bans and penalties for sleeping on public land, the need is more urgent for an expanded network of micro villages—a shelter option that is in demand by unhoused and housed community members alike.

This report offers a clear, viable vision for a thriving ecosystem of micro villages that effectively cares for the diverse needs and interests of people who are unhoused and enriches the communities within and surrounding each village.

ASSUMPTIONS AND KEY DEFINITIONS

KEY DEFINITIONS

Agency-managed

A non-profit agency manages the village, and villagers are not voting members of the non-profit. Management approaches range from a villager Advisory Council that provides input on village operations and life to a supported self-managed approach that establishes shared decision making between villagers, staff, and board of the agency managing the village.

BIPOC: Black, Indigenous, and People of Color

Community

Community refers to the people who live in a micro village. It can also refer to the place-based community that includes neighbors, businesses, and organizations that the village sits within. The larger community of service providers, operators, government entities, and supportive people and organizations is referred to as the micro village ecosystem (see definition below).

Living and lived experience (with houselessness)

A person with living or lived experience has been or is currently unhoused. This experience gives a person insight and expertise on how efforts to respond to houselessness should be prioritized and enacted.

Micro village: see [What is a micro village?](#)

Micro village ecosystem: see [What makes a thriving micro village ecosystem?](#)

Micro village network

A diverse, community-wide collection of all types of micro villages working collaboratively to share information and resources across villages, coordinate services, achieve operational efficiencies, and increase the number and quality of micro villages.

Pod

This term is commonly used to refer to small private structures for sleeping, however this term can be triggering for people with living and lived experience. Other terms used to refer to sleeping spaces without other amenities are detached sleeping unit or detached sleeping structure.

Self-governed

A governance structure with bylaws establishing villager decision-making authority and democratic governance processes.

Self-sovereignty

This project's understanding of self-sovereignty is to self-determine in accordance with one's own needs.

Village model

Created by Dignity Village in 2000; an intentional community shelter and/or housing model based on unhoused people living communally in an organized, democratic system of decision making, with shared accountability and sharing of resources. The Village model is a non-profit organization and is self-governed by elected villagers (or a mix of villagers and community supporters.) Villagers may incorporate the non-profit as a membership organization where villagers are voting members, and establish villager decision-making authority and democratic governance processes in the bylaws.

KEY ASSUMPTIONS:

- Micro villages are more than a small number of built structures and services, they are the people, relationships, and healing experience of living, making decisions, and working in community.
- Efficiency does not always arise from a larger scale; efficiency can be derived from networked, coordinated relationships between micro villages and supportive partners. These relationships generate layered benefits.
- By funding this project, the County has invested in developing guidance and resources for the expansion of a network of quality micro villages across the County, and will utilize the findings and recommendations in plans, policies, practices, and priorities for investments.

WHAT IS A MICRO VILLAGE?

The primary goal of a micro village is to offer stability, empowerment, leadership development, and community within a safe, stable, and dignified living environment for those living without one. Micro villages often operate as shelter and transitional housing, providing residents with a stepping stone or waiting place toward more permanent housing. Some villages also provide long-term community living in cooperative and co-housing forms. Both the shelter and long-term housing types of micro villages are rooted in community and villager agency.

“A village is made out of people and not out of stuff. The infrastructure is the means to community and repair. The shell of the snail is not the village. It is a village because people are living and working together, making and enacting decisions together, adapting to conditions, and creatively solving problems together.” - village co-designer

A micro village is a communal-scale (most villagers recommended between 12-21 villagers per village), self-contained community located on a small plot of land owned by government, private, or non-profit entities. It is designed to provide shelter or temporary housing and support services for individuals, couples, and pets experiencing houselessness.

Micro villages are typically constructed with private rooms or structures and shared areas for community activities and basic needs such as restrooms, showers, laundry, kitchen, garbage service, and other foundational resources like gardens, libraries, and workshops. They can be established within repurposed properties such as converted single family homes, detached or attached accessory units, cottage clusters, small motels or apartments, and mobile units.

In addition to providing shelter, micro villages integrate access to essential services such as healthcare, counseling, and social support. These resources aim to address the underlying causes of houselessness and help residents develop stability, community, life skills, independence, and support.

Importantly, a micro village is not simply a collection of structures and services, nor just a means to house a small number of people. It is a community-building model rooted in self-sovereignty.

WHY PRIORITIZE MICRO VILLAGES?

Governmental and non-profit agencies demand an efficient and effective shelter model. Three self-governed villages that are non-profit entities: Dignity Village, Right 2 Dream Too (R2DToo), and Hazelnut Grove have demonstrated years of success and stability, creating the inspiration for newer and emerging agency-operated and self-governed micro villages.

Our findings indicate greater positive impacts on individuals living in micro villages, which are supported by a [recent study](#) published by Portland State University's Homelessness Research and Action Collaborative (HRAC) that demonstrated the success of alternative shelters, including the village model, in successfully transitioning people into stable housing.

“[The village model was] the most effective at [placing people into permanent housing], with a 42 percent placement rate into some form of housing.”³ Dignity Village, the longest-operating self-governed village, boasts an 80% placement rate and 1.4-year median length of stay.⁴

Micro villages have been and can be developed quickly and operate at a relatively low cost. When including low to no cost land and structures built for a 20-30 year lifespan, micro villages are comparable to other shelter types.⁵ There are multiple ways that micro villages become more cost effective: they utilize partnerships with non-profit and philanthropic organizations to acquire or build high quality structures for lower costs; enjoy less land use and construction complexity than larger sites or commercial buildings; and leverage flexibility in design and communal in scale to fit into otherwise unusable or underutilized lots, potentially at low or no cost for the site lease. Operational efficiencies are gained with an expanded network of micro villages in staffing and services. Investment in villager leadership and workforce development can enable additional services to be provided by villagers for villagers.

Neighborhood community groups also demand an efficient and effective shelter model that creates a community asset in neighborhoods across the County, provides services to the local houseless community, and engages housed neighbors in positive and supportive relationships. Successful examples include St. John's Welcomes the Village Coalition, Friends of the Multnomah Safe Rest Village and engagement with Multnomah Village businesses, Montavilla Neighborhood Association and Montavilla business support for Beacon Village, and Lloyd EcoDistrict's support for Right 2 Dream Too (R2DToo).

³ Jacen Green, Todd Ferry, Emily Leickly, and Franklin H. Spurbeck, "Alternative Shelter Evaluation Report," Portland State University Homelessness Research & Action Collaborative, 2023. p. 34.

⁴ "FAQ," Dignity Village, May 17, 2024, <https://dignityvillage.org/faq/>.

⁵ For more detailed information on the cost comparison between shelter types, land acquisition, structures, and maintenance, refer to Portland State University's Alternative Shelter Evaluation Report, p.18.

Being communal in scale and design facilitates healthy integration into surrounding neighborhoods and creates layered benefits such as local services (e.g., villages providing security, trash clean-up, emergency support) and crime reduction in areas surrounding the villages.⁶ Good neighbor agreements can further ensure mutual needs are identified and respected, and support community building between neighbors.

Micro villages benefit and are in high demand among people who are unhoused.

Based on our initial findings, unhoused and housing insecure individuals, families, and communities prefer communal-scale shelter and housing models that provide secure and private space, community space for shared activities and meetings, space for pets, personal connection with service provider staff and villagers, personalized services, and agency in village governance and operations.

Micro villages support strong community bonds within the village and offer a uniquely supportive, healing environment. Villagers gain a community of people who understand their experience, offer support as they heal, and accountability to improve their lives.

Micro villages are adaptable to community needs. Their varied approaches and many entry points into shelter easily accommodate myriad options that serve diverse interests and communities, respecting individual identities. They are a flexible model that serves the needs of the population in the way they need, and should be rooted in community building and self-sovereignty. They are also adapted for the various contexts where they are located.

Micro villages offer a compassionate and innovative solution to the complex issue of houselessness by offering a supplemental approach to traditional shelters and temporary housing options. By broadening the network of micro villages, we can shelter upwards of one thousand people, while maintaining the benefits of communal scale.

Micro villages are viable with community leadership and strategic government support. Because of the support they enjoy from neighbors and partners, micro villages are very actionable opportunities for community-led solutions. Villages are established and operated through collaboration of many people and organizations: intentional unhoused and housed communities, faith organizations, neighborhood groups, community non-profits, service providers, foundations, local businesses, and local governments.

There are many opportunities to help support the establishment of new micro villages: identifying potential sites, engaging the community in envisioning the

⁶ Thacher Schmid, "No Link Between Homeless Villages and Crime Rates, Guardian Review Suggests," The Guardian, May 23, 2018, <https://www.theguardian.com/us-news/2018/may/23/homeless-villages-crime-rate-seattle-portland>.

micro village, building the network of support for the village, providing financial and administrative resources, and supporting villager leadership.

The longest-term villages in our community are self-governed, where residents are voting members of the non-profit actively participating in the management and maintenance of the village.

Our initial findings suggest that full self-governance, or at a minimum shared power with villagers in decision making and maintenance of the village, is a key component of Trauma-Informed care and equity and empowerment practices. A number of existing micro villages are applying this successfully and it is strongly recommended as a core component of the governance model for all types of villages.

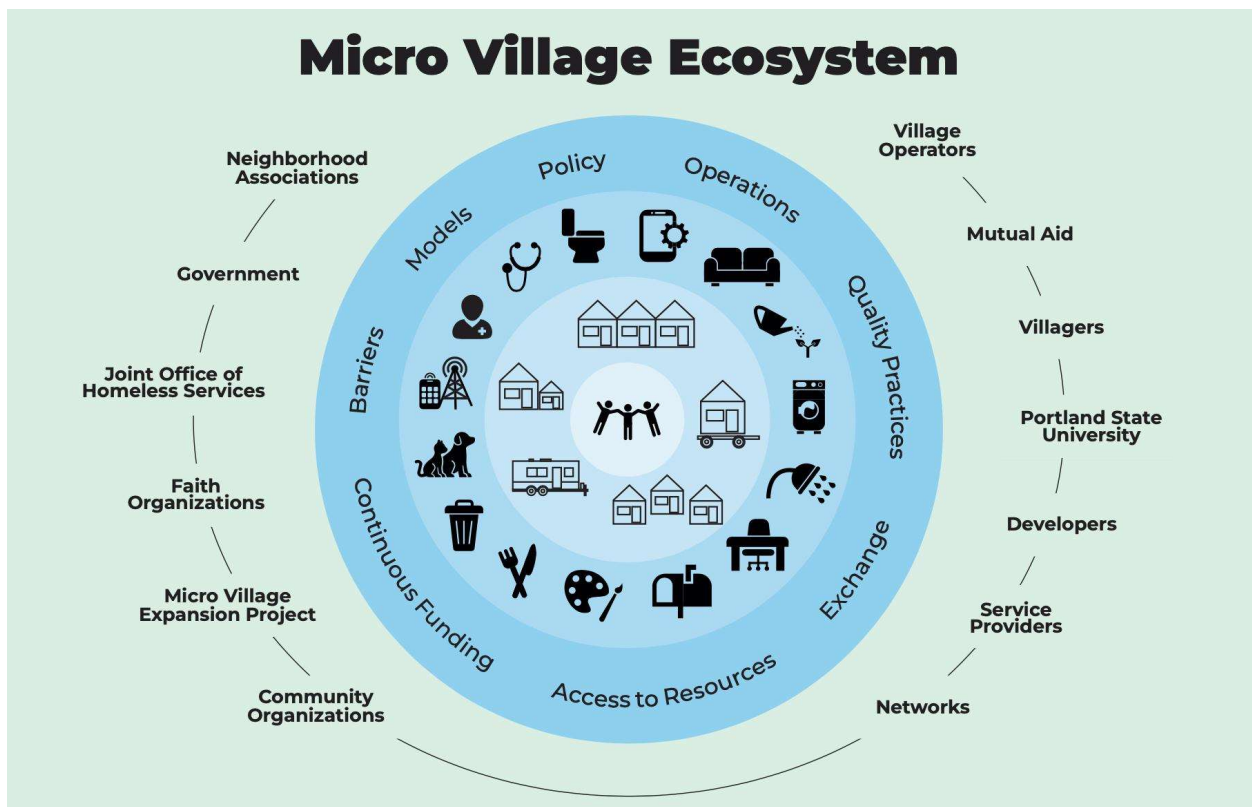
The Micro Village Resource Center offers some resources now, and will be further developed, to support interested entities in planning, creating, and operating a high-quality micro village.

WHAT MAKES A THRIVING MICRO VILLAGE ECOSYSTEM?

The heart of the micro village is the healing experience of a community that is living, making decisions, and taking action together.

A network of micro villages creates community assets across Multnomah County, breaks down barriers between people who are housed and unhoused, and offers healing for everyone involved.

Villagers are part of a larger community that consists of village operators, service providers, and many other supportive partners. This collaborative community is implementing practices and generating resources to support quality infrastructure, services, amenities, and opportunities within villages. These interconnected systems make up a micro village ecosystem.



Existing villages, as well as planned and emerging villages will benefit from developing networks that connect people within the micro village ecosystem to learn, share resources, and optimize efficiencies and opportunities.

MICRO VILLAGES HISTORY AND FUTURE SUMMARY

ORIGIN OF THE VILLAGE MODEL

Dignity Village is the first village in Multnomah County. Beginning in October 2000, Out of Doorways⁷ utilized civil disobedience to bring attention to their struggle, setting up Camp Dignity. The democratic governance of Camp Dignity ensured resilient bonds that formed the core concepts of the village model. In 2001, Dignity Village became a 501c3 non-profit organization and was granted land to operate. Dignity demonstrates 24 years of evolution and continued improvement of the village model and has inspired all the villages that follow.

Micro villages emerged from the village model. The first two micro villages are the self-governed villages, R2DToo and Hazelnut Grove. Both also emerged from community-driven efforts and civil disobedience to fight criminalization of houselessness. In 2016, the City of Portland mandated R2DToo's relocation. The Village Coalition⁸ and Portland State University's Center for Public Interest Design (CPID) worked with the Lloyd neighborhood and Eco District to move R2DToo to the Lloyd neighborhood where it has remained, and continued its strong relationships with the community. Hazelnut Grove and other community activists worked together to reach an agreement with the City of Portland to build the village in the Overlook neighborhood. Since 2016, villagers have built a community and provided public services in maintaining the property, adjacent bike and pedestrian path, and providing shelter and housing.

MICRO VILLAGES INSPIRED BY THE VILLAGE MOVEMENT

The micro village is a unique convergence of the hyper local needs of unhoused and housed neighbors. Land availability with larger villages is a challenge and more neighborhood organizations and housed community members began to consider options for serving their unhoused neighbors within the neighborhood. At the same time, unhoused communities were continuing to band together for safety and support in encampments near their service needs and communities. These micro villages inspired the next iteration: Agency-managed micro villages.

⁷ Out of Doorways was a movement in response to the Sept. 27, 2000 court ruling overturning Portland's camping ban, with the vision to establish a sanctioned, sustainable, urban village. For more information, refer to Dignity Village's resources. "Origins" and "From Doorways to Dignity," Dignity Village, 2024 <https://dignityvillage.org/history/origins/> and <https://dignityvillage.org/history/from-doorways-to-dignity/>

⁸ The Village Coalition was active from 2015-2021 and made up of activists, advocates, villagers, and allies. Todd Ferry, Greg Townley, Marisa Zapata, "Village Research and How To Guide," Portland State University Homelessness Research & Action Collaborative, 2022, p.65.

The Kenton Women's Village is the first agency-managed shelter inspired by the village model. The Village Coalition and community groups came together to develop a pilot City of Portland sponsored agency-managed village. However, while the village was originally conceived as a self-governed village, public funding required the governance structure to be agency-managed.⁹ The evolution of Kenton Women's Village has led public agencies to focus on the built structures within the village model instead of villager-led governance where villagers are eligible to be voting members and/or board officers of the non-profit.

The next agency-managed model to emerge was Agape Village, a collaboration of the Central Church of the Nazarene's congregation and Portland State University's CPID; unhoused community members worked to plan, design, and construct the village. They created a non-profit organization to manage it, including unhoused individuals on the board of directors and opened the village in 2019. This village is not funded by Multnomah County, so it has more flexibility to be a higher barrier shelter and more flexibility in operations.

The third agency-managed model was the St. John's Village. It was the second partnership of a non-profit service provider and faith institution. Village planning and design was a local community effort with a neighborhood coalition, businesses, and the County and City. A few villagers from Hazelnut Grove moved into the St. John's Village and were involved with early recommendations for the program.¹⁰ However, St. John's Village is strictly agency-managed and -governed.

During the Covid-19 pandemic, Street Roots sent out a call to move people out of congregate shelter and into socially distanced shelter with private units for health and safety. Creating Conscious Communities with People Outside (C(3)PO) Villages was administered by leaders from Dignity Village and R2DToo, served by JOIN's housing services, Equi Institute's medical program, and Street Roots, using emergency government funding and grants from a coalition of supporters. The focus in this hybrid was to utilize the resource advantages of the agency-managed model while maintaining villager's self-governance and control of operations.

Due to the temporary funding, the goal was to facilitate villagers in creating non-profit agencies and take over administration from Right 2 Dream Too's non-profit. Unfortunately, without enough administrative funding support to facilitate the change within the limited timeframe, another agency was contracted to take over. This agency eliminated the village structure and programming and replaced it with a fully agency-managed model. The C(3)PO shelter sites were dismantled and relocated as part of the City of Portland's SRV program that was established in 2021, beginning the shift to more congregate-like shelter within the outdoor shelter type.

⁹ The Village Coalition was active from 2015-2021 and made up of activists, advocates, villagers, and allies. Todd Ferry, Greg Townley, Marisa Zapata, "Village Research and How To Guide," Portland State University Homelessness Research & Action Collaborative, 2022, p. 67

¹⁰ Ibid, p. 43

The first two micro villages funded by Supportive Housing Services (SHS) funds are Beacon Village and WeShine's Parkrose Community Village. Both emerged from community-led efforts to establish small local shelters to serve unhoused neighbors in the community. Both non-profit organizations, Beacon Village and WeShine, partnered with local churches to lease land for their micro villages. Both sites serve 10 adults and are non-profit agency-managed. Parkrose Community Village serves LGBTQ2SIA+ adults, and prioritizes BIPOC adults and unhoused people nearby.

The 12&12 Village on Glisan is a community-based agency-operated example of a sober living micro village. Cascadia Clusters, a non-profit construction training program for sober unhoused adults, partnered with the Arabic Life Church to establish a sober living micro village on the Church's property in 2023. The Arabic Life Church is an Assemblies of God congregation, and their values include sobriety. This provided a good opportunity for a non-profit to partner with a faith-based organization to address a service gap for the unhoused community. Villager community responsibilities include chores for maintenance, two Alcoholic Anonymous/Narcotics Anonymous meetings per week, and random urine testing based on suspicion of use. Maintenance is paid for by a \$350 monthly program fee.

As of 2024, Multnomah County has a diverse collection of village types, 9 micro- to midsize, with 3 more under development.

MICRO VILLAGES IN PROGRESS

Micro villages address a wide range of needs between all of them, each tailored to the specific needs of their population. New and emerging villages so far include culturally specific, families, sober living, and hospice care villages. These include:

- AfroVillage
- Avalon Village
- St. Andrew's Village
- Barbie's Village
- Dead Folx Farm

MICRO VILLAGES FUTURE

Micro villages are a unique form of shelter and housing that fit the intersecting diversity of needs of housed and unhoused people: Community health, food insecurity, recovery from substance use disorder, family services, respite and hospice care, accessibility, and culturally specific services, are needs that can be addressed alongside housing insecurity within a micro village.

Community partnerships with planning, establishing, operating, and supporting micro villages are growing. Hillsdale Hope Village struggled to find a pathway to establish a village because they wanted to serve women and children. Hamlet 33

was another self-organized and managed camp that served adults with disabilities and HIV positive adults. It was located near the HIV day center in Northeast Portland, but the camp was removed by the City of Portland.¹¹ These villagers and organizations stand ready to establish new villages. They need a clear pathway and resources to realize their vision.

The evolution of the village model is coming full circle back to the community-based roots that led to the first village. Multnomah County has the opportunity to support a diverse community-wide network of micro villages from self-governed villages, community collaboration villages, to provider-villager hybrids.

For more detailed information on the history of innovative organizing and village development, villages in progress and emerging, please refer to Appendix B: Village History and Existing Villages.

¹¹ Alex Zielinski, "Uprooted and Unhoused," Portland Mercury, July 15, 2022, <https://www.portlandmercury.com/news/2022/07/15/44219943/uprooted-and-unhoused>.

MICRO VILLAGE NETWORKS

The MVEP included lessons learned from existing and past networks, evaluating whether a network that supports the micro village ecosystem is desirable and doable, and making recommendations on how to support a network focused on micro villages.

Through interviews of people who have experience with a range of local community networks (including two networks related to people experiencing homelessness in the Portland area: the Village Coalition, active 2015 to 2021, and the Alternative Shelter Network, formed in 2022 to present), we heard that a micro village community network has an important role to play in achieving a dramatically expanded, lasting ecosystem of micro villages that enjoy mutually supportive neighbor relations, provide high quality of life, and transform lives.

KEY BENEFITS

Interviewees regarded a network as successful when it produced these types of accomplishments:

- Became village-building entities that supported and created villages (e.g., Village Coalition built R2DToo and Hazelnut Grove; and Sunnyside neighbors built Beacon Village)
- Generated proof of concept for a hybrid village model
- Forged connections and sharing between villages, and with supportive partners
- Created space for village allies to learn and find appropriate support roles
- Created new opportunities for unhoused people
- Inspired commitment to learning and continuous improvement
- Had political influence and respect (sought out, seen as valid and well-organized)
- Actively shared knowledge and peer support (hosted events, built online forums and speaker teams, offered coaching and protection for people in public spaces)
- Increased access to resources (grants, cultural spaces, and more)

Bringing together representatives of villages and village partners/supporters, a network shares resources, organizes, makes decisions, and takes action together. The Steering Team brainstormed many potential goals of a micro village network such as:

- Influence understanding of micro villages as a desired, viable, adaptable, and

effective model for meeting diverse needs and what makes for a quality village.

- Actively organize and support development of new micro villages to increase openings, expand options, diversify locations, address service gaps.
- Offer peer support and mentorship to existing villages, and contribute to refinement of the village model.
- Develop and maintain a “Micro Village Resource Center” (online and beyond) for interested parties to learn about micro villages, how to create and operate them, and ensure quality of life.
- Identify common village resource needs and pursue funding collaboratively.
- Develop a speaker team to share stories that counter stereotypes and biases about people who are unhoused, and protect villagers when speaking up.
- Advocate—more powerfully by standing together—on County budget, as well as on changes in policies and practices that impact villages.
- Conduct and inform research (e.g., PSU HRAC) on alternative shelter and housing options to improve development, governance, operations, and services.
- Maintain connections with villagers over time and encourage their **“coming back to help other people and sow into the success.” - village developer/operator**

QUALITY PRACTICES

Five major practices that help catalyze network success emerged across interviewees and are supported by research on networks^{12,13}: shared purpose, community leadership, relationships, communication, and coordinated action.

Clear purpose, grounded in shared values are a must.

- Respondents were consistent and adamant that a network needs a clear purpose and focus (common vision, shared interests, desired change) and be aligned on innate, shared values.
- Successful networks “aren’t trying to be everything to everybody” and stay focused on a constructive, actionable purpose, even through conflict.
- Rather than rigid in focus, a successful network is able to keep its eye on the big picture and adapt and respond to values-aligned opportunities and challenges that emerge.

¹² For more detail on core principles for collaboration success within networks, refer to this publication from the University of California Berkeley’s Haas School of Business: Jane Wei, Nora Silver, “Four Network Principles for Collaboration Success,” *The Foundation Review* 5, No.1 (2013):121-129.

¹³ Refer to the Network Toolkit: <https://www.converge.net/trainings> which includes templates and guides from the book *Impact Networks* by David Ehrlichman, 2021 for more information.

- Success metrics help clarify focus and ensure accountability to action.

Centering the leadership of people with living and lived experience unhoused ensures relevance and more lasting results.

- This requires a deeply inclusive space and decision-making power. Safety generally erodes for people who are unhoused when housed participants talk too much or take up substantial space; instead, it is important to acknowledge the inherent power dynamic, listen, and engage humbly. This shifts traditional dynamics, when those who are more privileged (e.g., housed) are offering “tactical use of privilege” and intentional support, not unintentional control.
- A thriving network is a place where visions and leadership emerge, people find support for bringing their ideas to fruition, and people are recognized for their contributions. It is worth the work and persistence to engage people and ensure they feel welcome and valued.

Intentionally building relationships builds social capital and trust, is preventative and an asset in moving through conflict, and strengthens network resilience.

- Gathering over food, a practice as old as time for building relations, enables getting to know one another, building trust and care, and creating feelings of belonging and togetherness.
- Social bonding can be further extended through tangible actions like village work parties, where villagers exchange help on village tasks. “When we care more about each other, we are more willing to invest time and energy in one another.”
- Successful networks are intentionally connecting people. Investing in this relational network infrastructure¹⁴ enables greater impact than can be achieved investing in scaling an organization’s infrastructure.

Networks that are making decisions and taking action together tend to thrive.

- The Village Coalition not only built relationships over food, but through community organizing, making decisions, and actively working together in common cause—specifically to launch a new village. This helped forge community connections and build a strong sense of agency and accomplishment.
- Taking action together offers an alternate way to de-escalate conflict.
- Interviewees highlighted the value of consensus decision making as a way to model the network principle of management through trust not control¹⁵, to

¹⁴ Sam Rye, “On Relational Infrastructure,” Network Weaver, June 13, 2024, <https://networkweaver.com/on-relational-infrastructure>.

¹⁵ Jane Wei-Skillern, Nora Silver, “The Four Network Principles for Collaboration Success, With 2024 Prologue,” *The Foundation Review*, 16, No. 1 (June 6, 2024): 19.

ensure all network participants have influence, and to strengthen network cohesion.

A culture of learning and communication improves outcomes (micro villages) and the network itself.

- Regular, open communication from a network coordinating body helps ensure everyone is current and knows where things stand.
- Equally important is quality engagement of participants across the network, in regularly contributing to the peer learning community. Those interviewed found value in networks that are actively and efficiently sharing information and resources (such as funding opportunities, policy issues, tools, etc.), offering peer support, exploring challenges, learning together, taking action, and more.

In addition to these quality practices, interviewees spoke to **key considerations for network structure** to maximize network impact:

Network Coordination:

- Clearly defined leadership by a core group was broadly identified as important for network success.
- To avoid power imbalances, a network's core team (and coordinator if any) should understand its role as convening the network and facilitating ongoing communication, connectivity, and coordinated action across the network, based on the expressed priorities and interests of the network participants.
- In the case of a micro village network, a core team of primarily people with living and lived experience of being unhoused is key. Leadership from within the unhoused community helps a network take relevant, strategic action.
- Interviews suggest the need to find a balance between enough structure and formality to secure funding and stay coordinated, and enough flexibility to develop organically and adapt.

Network Participation:

- Beyond the core team, every participant can play a role in network success. Those in coordination roles should encourage broad network leadership and action. Some interviewees feel that joining a network should mean everyone choosing a role that is clearly defined in order to maximize engagement and impact. Others suggested more fluid and open participation, with no hard membership boundaries, cautioning that too much formality can reduce the sense of community and contribute to disengagement.
- Establishing Action Teams (teams that form based on areas of energy and focus to do coordinated initiatives/projects) and/or Communities of Practice (groups of people with a shared passion or concern for something they do and

learn how to do it better as they interact regularly¹⁶) is an effective way to connect people with shared interests and foster role clarity and participation. By organizing and learning together, the network gains greater capability, leverage/political power, capacity for action, and impact.

Network Engagement:

- To maintain energy and activity, network participants need to gain value from engaging (e.g., connections to villagers, contractors, and others, new knowledge and perspectives, access to resources, agency, impact, etc.), feel that their engagement matters, and that the network is having an impact. It is not enough to do learning and awareness building, networks need to be making decisions and taking action together to foster energy and commitment across the network.
- It was consistently highlighted that network participants should agree on guidelines, creating mutual agreements for how to operate/function together, how conflict is managed, and accountability to these guidelines to help ensure a sense of safety for participants. “A network cannot survive if people are poisoning it from within.”

Network Communication:

- In addition to being disciplined about consistent meetings for the whole network and action teams, it is important that a network maintains multiple ways for people to connect and engage (e.g., in person, video conference, asynchronous online forums or other channels, and other creative options) to support network engagement.
- The network should maintain active spaces for people with shared interests within the network to connect, communicate, and organize action.

Network Resources:

- Beyond access to communication tools, it is important that the network have resources to pay for food at meetings, and to offer stipends and/or payment for the contributions of volunteers with living and lived experience in community organizing and advancing network action.
- Resources to hire and/or contract competent staff enables tangible support for villager leadership (e.g., supportive teacher for organizing, facilitation, seeing big picture) and ensures critical administrative, fundraising, coordination functions are handled.
- Finally, interviewees emphasized that networks need a pool of dollars with no strings attached to advance their collective priorities.

¹⁶ Etienne Wenger, Richard A. McDermott, William M. Snyder, *Cultivating Communities of Practice*. (Boston, MA: Harvard Business School Press, 2002), pp.45-50.

RECOMMENDATIONS

Networks create the interstitial tissue connecting people and organizations in common cause. There was universal alignment among interviewees that a micro village community network fostering connectivity and coordination is needed and it could catalyze success, sustainability, and expansion of diverse micro village options. Further, a network fosters community resilience.

Interviewees and the MVEP Steering Team envision a micro village network with participation by both people who are unhoused and housed, but with the important caveat that housed members and/or supporters participate humbly, with direction from villagers. Ensuring this network is led by people with living and lived experience in villages is a high priority; active participation by people with living and lived experience is a requirement.

Government support is also seen as necessary to success. To bring a micro village-focused network to life and maximize its impact, there are a few key investments JOHS can make in addition to implementing the quality practices outlined above.

MICRO VILLAGE COMMUNITY NETWORK RECOMMENDATIONS

JOHS has an excellent opportunity to support the leadership of people who are unhoused right now. Energy has emerged strongly across the MVEP Steering Team (all people with living and lived experience in villages) and they plan to continue working together as a villager-led micro village network that is connecting villages for information and resource sharing, creating new villages, and influencing our community's investment and approach to micro villages. JOHS should commit resources to support the lived expertise and participation of villagers in this endeavor.

Recommendation: Provide financial support for village networks.

Networks require active ongoing support to thrive (we've seen several local networks lose momentum and stop convening in the past 10 years). Networks struggle when the basic supports and infrastructure are not present. Volunteers tire, burn out, and change roles.

- Help fund a villager-led micro village network, the emerging Portland Village Council, to share information and resources across villages.
- Invest in skilled, dynamic network staff (Network Weavers¹⁷) to help foster micro village network connections, convene and facilitate dialog, stay attuned

¹⁷ "Network Weaver" is a term coined by writer and network consultant June Holley to describe the role of connecting people, places, and ideas. Curtis Ogden, "Network Weaving For Equitable Being Part 2," Interaction Institute for Social Change, December 1 2022, <https://interactioninstitute.org/network-weaving-for-equitable-being-part-2/>.

to the political context and emerging opportunities, build network leadership, and help coordinate network action teams and/or communities of practice.

- Provide additional funding that the micro village network could use to launch initiatives to create, maintain, and improve quality micro villages and efficiencies across villages.

MICRO VILLAGE RESOURCE CENTER RECOMMENDATIONS

The MVEP team developed a website for a living, accessible information platform to share resources, quality practices, history, examples, and guidelines; to make connections, and to facilitate the successful development of micro villages in the Portland area. The site's content includes:

- What is a micro village?
- Micro village history
- A map and descriptions of Portland's micro villages
- Create, Operate, and Live: guidelines for micro villages. Operate and Live are sections to be developed pending funding.
- Detailed steps to create a village, including permits and land use, private and community structure descriptions, and different types of governance.
- Checklists to help with planning, diagrams of the permit process, and when to consult with professional planners and legal advisors (to be further developed pending funding).
- Partner and neighborhood resources (to be developed pending funding)

The steps to create a micro village are not always linear, and access to this information early will prevent overlooking important details. Understanding the full complex process and knowing when decisions need to be made will save time and prevent delays.

Recommendation: Help fund additional build out of the Micro Village Resource Center.

- The website has placeholders for future content development and recommends funding a community forum to support active micro village Communities of Practice, as well as an Online Community Manager to keep the information fresh and relevant.
- Help fund a paid staff position (could be an additional role or a responsibility of the network weaver/coordinator position recommended above) to manage the website and community forums, and provide active user support in identifying and connecting potential partners.

MICRO VILLAGE COMMUNITY LIFE + CONNECTIONS

This section describes quality practices and recommendations for village community in two areas: community within the village (Village Community) and community between the village and its neighbors (Village to Adjacent Neighbor and Business Connections). Neighbors includes neighboring residents, neighborhood associations, area businesses, and other organizations.

VILLAGE COMMUNITY LIFE

Most villagers in the listening sessions expressed appreciation for the social bonds the village provides. Many villagers said the village was a safer alternative to family and gangs. The village community provides peer mentorship, understanding, and support. The community helps to build confidence and foster personal growth for villagers. Refer to Village Community: Key Benefits and Quality Practices further below in this section for more information.

VILLAGE TO NEIGHBOR AND BUSINESS CONNECTIONS

Connections between villages and adjacent neighbors and businesses exist, are critical, and desired. Many existing villages have a network of supporters from adjacent neighbors, businesses, and other organizations. Successful examples include St. John's Welcomes the Village Coalition, Friends of the Multnomah Safe Rest Village¹⁸ and engagement with Multnomah Village businesses, Montavilla Neighborhood Association and Montavilla business support for Beacon Village, and Lloyd EcoDistrict's support for R2DToo.

Neighbors largely expressed a desire for early communication and involvement to identify mutual needs and interests, and foster positive association and understanding of the village as a community asset. A minority opinion on early community involvement voiced a concern that by communicating with the neighborhood too soon or creating Good Neighbor Agreements, the government gives the harmful impression that it is asking the neighborhood for permission. As shelters are allowed by right, there is no permission needed. The impression that the neighborhood has power to accept or not accept the village breeds entitlement, creating an adversarial relationship between the village and neighborhood. The adversarial relationship breeds polarization and creates significant safety concerns. Another interviewee who supported Good Neighbor Agreements added, "Housed neighbors don't have special rights."

¹⁸ While the Friend of Multnomah Safe Rest Village (FMSRV) supports a Safe Rest Village, which is a shelter type not included in the scope of this study, we did interview FMSRV members because of the organization's successful neighbor and business relationships with the Multnomah SRV.

Interviewees also expressed frustration with being told “no” by the City and County, being told they did not know what they were doing, or that the government agency would take over efforts. Interviewees also expressed frustration with unclear rules and goals from the City and County related to villages, and inflexibility or no clear pathway for an emerging village idea to come to fruition. In one example, the business community was not able to build support for higher quality sleeping units and additional village features because the City deemed the village temporary and gave it a 1-year timeline on property owned by the Portland Bureau of Transportation. The village has been in existence at that location for several years. Siting another outdoor shelter in the neighborhood without consulting the neighborhood created another missed opportunity to improve the existing village and build a symbiotic relationship between the two shelters.

Overall, villagers, neighbors and businesses alike, desire to collaborate and have the government incentivize local community-led efforts to establish and operate micro villages.

KEY BENEFITS

VILLAGE COMMUNITY LIFE BENEFITS

Our initial findings show that village community promotes social bonding, fosters social belonging, provides social supportive care, teaches social skills, supports mutual aid, and stabilizes people.

Villagers were deeply grateful for the many bonding activities. Bonding activities are designed into the model, with communally sharing responsibilities for the operational chores being the first way that villagers get to know each other. This also ensures that every person feels a sense of purpose as a needed member of a community. Additionally, villagers go on group retreats and vacations together, sit around the fire pit, barbecue and/or cook communal meals, go to recovery meetings, watch the evening news, have movie nights and game nights and craft nights, etc. For some villagers, the village is the only way they get the moral support they need to engage in social activities and practice leaving their home.

The sense of community and belonging was overwhelmingly reported. Villagers identified how valuable it was to make healthy friendships where conflict is safe (it is a normal part of any community and there are practices in place to navigate it) and friends are accepting of differences.

Many unhoused people have had traumatic experiences impairing their ability to trust people. Villagers shared that the village provides a place where they can regain control of their boundaries and this helped them rebuild their ability to be vulnerable with other people.

This mutual support system often assists with other types of skills that are important for self-sufficiency and social connection. These include teaching others to read, hygiene, meditation, and other life skills.

Villagers universally reported “checking in on each other” and looking after one another’s emotional support needs. Examples like walking with someone who struggles to go out in public, or checking on people who haven’t been seen in common areas for a while. Villagers also express greater trust for each other’s sincerity and find ways to show care.

Villagers feel that “community supports stability.” They frequently describe how the social environment and support enables them to make life improvements and get stable. A common story is villagers, who had been harmed by poorly designed shelters or social services, avoided services for years before taking a chance on a village. Finding the village and its communal support system changed their life, they quit drugs, got medically stable, got emotionally stable, etc.

Villagers express great pride in providing an array of support for each other. Some examples villagers reported are: sharing food to make communal meals, sharing vehicles, giving rides, caring for pets, fixing bikes or cars, sharing tools, carrying or lifting things, picking up prescriptions or other items, caring for the sick or elderly, getting villagers jobs at their work, etc. They have clear social expectations around caring for each other, regardless of getting along or liking each other.

VILLAGE TO NEIGHBOR AND BUSINESS CONNECTIONS BENEFITS

Micro villages offer myriad partnership opportunities for neighbors, business and other community organizations. These relationships foster new community leadership, build constructive relationships, and strengthen the network of support for micro villages.

Micro villages increase safety in the neighborhood by reactivating small underused spaces by increasing “eyes on the street.”¹⁹ Villagers also provide neighborhood services like security, trash clean-up, beautification efforts, neighborhood art installations, keeping pedestrian and bike pathways clear, informal neighbor to neighbor mutual aid (e.g. car repair, tool exchanges, etc.), and community gatherings.

“Community gatherings, ideally hosted over a meal at the village, help break down barriers between people who are housed and unhoused, and start to shift power dynamics.” - BIPOC community leader with lived experience of being unhoused

¹⁹ “Eyes on the street” is a concept coined by the urbanist author and journalist, Jane Jacobs, to describe how active spaces with people being present provides a natural level of monitoring to create security in a neighborhood. Jane Jacobs, *The Death and Life of Great American Cities*, (New York, Random House), 1961.

Village neighbors and business supporters can help in educating the public and building community support, dispelling inaccurate information, creating agreements between the village and surrounding community, supporting the village with operational funds and/or donations, connecting local businesses with the village, and organizing activities to support the village's operations and programs.

A network of micro villages can be a strategy to achieve equity for neighbors by spreading out locations across the County, and supports equity for villagers in offering public transport and access to local community resources.

The understanding that “homeless people” are neighbors who need housing, and that they are currently living in every neighborhood, makes the development of a network of micro villages in neighborhoods across Multnomah County a natural response.

QUALITY PRACTICES

VILLAGE COMMUNITY LIFE QUALITY PRACTICES

Investing in quality community life creates a strong foundation for healthy village life.

- Most villagers recommended a range of 12-21 villagers, with Dignity Village being the notable exception (40-60 villagers), and some micro villages having 10 villagers.
- Foster a safe, respectful, and non-judgmental environment. See Governance and Operations for supporting practices.
- Create communally shared responsibilities for the operational chores to promote ownership and social bonding. See Governance and Operations for supporting practices.
- Encourage a mutual support system and practices between villagers.
- Incorporate culturally-responsive and community-building activities including community meals, gatherings, experiences, work parties, and more.
- Older villagers and villagers with disabilities both believe there should be certain [shelter] systems for housing people that are specific to an individual's needs – e.g., in recovery, mental health needs, aging, drug use – where those can be addressed.

VILLAGE TO NEIGHBOR AND BUSINESS CONNECTION QUALITY PRACTICES

Adapt all plans and efforts to engage neighborhood residents and businesses according to local conditions. This may include:

- Coordination with immediate neighbors through a 1 on 1 process can build trust and personal relationships.
- Community advisory committees for collaboration between the village and neighbors build trusting relationships between organizations.
- Village ally coalitions and groups can educate the public and build community support, communicate facts and dispel misinformation, demonstrate the extent of public support, and support the village.

Neighborhood partnerships with the service provider and village are part of many villages. Seasonal clothing drives, community events at the village, weekly sandwich delivery, and community wish lists, are some of the most successful examples. The interviewees recommend close coordination with the village operator or service provider in determining what best supports the village. This includes:

- Provide clear boundaries for neighbor and business collaboration. Volunteers must adhere to confidentiality to protect villagers and staff, be mindful of privilege, and wary to not commit micro-aggressions. One interviewee recommended volunteers have training in de-escalation and work should be Trauma-Informed.
- Local businesses are key partners for donations such as food, coffee, supplies, art classes, pet care, auto service, books, and dental care. The Home Builders Association has partnered with villages to provide structures, local community foundations have provided financial support, and business associations can allocate funds for operating expenses.
- Establish Good Neighbor Agreements with clear roles, responsibilities, and conflict resolution. Designate a contact number and email for the village operator. Be clear that none of these neighborhood coordination efforts implies asking for permission.
- Coordinate village and neighborhood community events and beautification projects.
- Support safety for village allies, village operators, and villagers by protecting each other from threatening language and behavior, violent speech and behavior, and dehumanization. Be strict in expelling people who violate these boundaries from village related forums, spaces, and from the village.
- Hire third party mediators with de-escalation training for public forums that discuss the village.

RECOMMENDATIONS

In addition to implementing the quality practices outlined above, the following recommendations emerged for County investments and practices that can help ensure high quality of life within villages and healthy village-neighbor/business connections.

VILLAGE COMMUNITY LIFE RECOMMENDATIONS

Recommendation: Invest in communication skills development and support.

Fund and provide training opportunities (some can be offered by a village support non-profit) to strengthen village communication capacities, particularly in de-escalation training, social-emotional skills, non-violent communication, and restorative justice, which villagers want for both village staff and villagers.

Recommendation: Ensure early and consistent villager engagement in development, operations, and community life.

- Communicate with and engage people with living and lived experience early and consistently in the planning and design process in order to avoid damage to trust and credibility, and to ensure plans are relevant and desired by those they intend to serve.
- Commit to the practice of providing material and/or monetary compensation for people who are unhoused to participate in County-funded projects, and update county budget tools and policies to support this practice within the County and its contractors.

Recommendation: Help fund village to village engagement.

Encourage and support development of village-to-village information and resource sharing system, and mutual support practices across villages (e.g., village to village work parties) by helping fund the emerging villager-led network (see micro village network section above).

VILLAGE TO NEIGHBOR AND BUSINESS CONNECTION RECOMMENDATIONS

Recommendation: Invest in communication skills development and support.

- Provide third party facilitators for village to neighbor and business negotiations
- Provide training in de-escalation and Trauma-Informed care training to support healthy communication and safety for villagers, service providers, and village supporters.
- Assess County communications for bias and opportunities to reframe communications that support villages as important community assets

Recommendation: Commit to early and consistent neighbor engagement.

- Communicate with and engage neighbors early and consistently in the planning and design process to build positive association and understanding of a micro village as a community asset, and to avoid damage to trust and credibility. Initial findings suggest that when government plans are changed or delayed without adequate and timely communication and engagement, it damages trust and credibility.
- Ensure County communications and practices do not imply that the value of early and consistent communication means that neighborhoods have authority to grant or withhold permission for a micro village to emerge.
- Coordinate with neighbors to identify community services for micro villages, which can also serve needs among housed neighbors (e.g., food services to address food insecurity).
- Encourage micro village developers to engage community volunteers in construction of the village.

Recommendation: Support and incentivize community-led efforts to create micro villages. These efforts are/can be led by both unhoused and housed community leaders, and need a clear path for them to emerge, including:

- Pathways for funding that allow flexibility to serve what the community needs and is asking for.
- Incentivize local businesses to include micro villages in their work in equal partnership with the micro village(s). A successful example is the Lloyd EcoDistrict's relationship with R2DToo.
- Provide third party mediators to facilitate harm repair and reconciliation between Business Improvement Districts (BIDs) and unhoused people.

Recommendation: Leverage micro villages as workforce, economic, and community development opportunities.

- Partner with neighbors, businesses, and villages to create training and paid job opportunities for villagers in the construction, maintenance, operation, and services of the village and in the neighborhood.
- Adapt policies and practices to remove barriers to economic and community development initiatives tied to micro villages, such as: community gardens, tool libraries, maker spaces, environmental stewardship/climate resilience (e.g. solar installation services), emergency preparedness (e.g., ham radio operators), and others.

MICRO VILLAGE GOVERNANCE AND OPERATIONS

Micro villages are a flexible model that aligns serving the population with their needs. The principles governing micro village life and the operations that run things day-to-day have the largest positive impact on villagers.

Multnomah County's Equity and Empowerment Lens, uses the 5 Ps: People, Place, Power, Process, and Purpose.²⁰ By applying this lens to analyze the importance of integrating villagers into governance and operations, the need for approaching shelter and housing with equity and empowerment is clear. Micro villages easily support this integration; here in Portland, villages have been practicing and improving this approach for more than 24 years. The lens is configured as a series of questions for reflection:

People:

- How are villagers positively and negatively impacted by village governance?
- How are they situated differently in terms of the barriers they experience through being unhoused?
- Are they traumatized or re-traumatized by decisions?

Place:

- How are the decisions accounting for villagers' emotional and physical safety?
- How are decisions accounting for villagers' need to be productive and valued?

Power:

- What are the barriers to doing equity and racial justice work with micro villages?
- What benefits and burdens do unhoused people experience with shelter?
- Who is accountable and what is the decision-making structure?
- How are power dynamics being shifted to integrate voices and priorities of villagers?

Process:

- How are we meaningfully including villagers?
- What policies, processes, and social dynamics contribute to the exclusion of villagers?
- Are there empowering processes at every touch point?

²⁰ "Equity and Empowerment Lens," Multnomah County, March 24, 2014, <https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/5%20Ps-%203-24-14.pdf4.pdf>, p. 1

- What processes retraumatize and how can they be changed and improved?

Purpose:

- What is our individual purpose towards equity?
- What is the village's purpose toward equity?
- How is purpose integrated into policies, procedures, and practices?
- How can the village add more value around equity and do less harm?
- Is equity a central theme in intake, recruitment, and retention?
- Does the village have the right people to achieve the purpose?

Our findings from listening sessions show a high value and pride in democratic governance and flattened or non-hierarchical structures. Villagers in agency-managed villages voiced the need for greater transparency and agency in governance and operations. Villagers in both types value leadership opportunities, skills training, and shared responsibilities to the village. They also value flexibility and responsiveness in governance and operations, self-defined progress, and clear expectations and consequences. Villagers in self-governed villages expressed great pride in making decisions together through democratic processes.

Service providers in agency-managed models value the ability to focus on cultural-, identity-, and ability-based needs on a village level and personal level. When service providers keep the population smaller and are able to take additional time to be intentional with intake, they have noted fewer critical incidents.

Agency-managed providers also value self-defined progress. Similar to the findings in the 2023 County audit,²¹ providers and community partners were unclear on system goals from JOHS. Specific and measurable goals in addition to qualitative goals were requested by interviewees. For example, one interviewee stated the metric for success is prolonged permanent housing, in contrast to the entrance to permanent housing metric in their contract. For self-governed villages, the goal may be to become an onsite peer support specialist, service navigation specialist, department coordinator, or board officer. This success is not currently captured in data because living within the village does not qualify as being housed. Others may be derailed by complications that threaten their ability to maintain housing they have qualified for, such as injury or illness. In these cases, how can the performance data account for transferring to another shelter type like respite care, followed possibly by a second period within the original village, before being ready to obtain and maintain stable housing? Until the system of supportive housing is at capacity, micro villages are currently serving as this bridge.

²¹ "Joint Office of Homeless Services, Providers Were Frustrated With Contract Management and Communication," Multnomah County Auditor's Office, August 2023, https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/20230823JOHS_AuditReport_0.pdfport_0.pdf, p.13

In addition to self-governed, agency-managed, and hybrid models, micro villages also offer a unique potential for incrementally transitioning from substantially JOHS funded/supported to much greater self-sufficiency, which was the original intent of the C(3)PO villages. Within micro villages, there are individuals who have trained and performed the responsibilities to not only become an employee earning a living wage, but become leaders. These current and former villagers include program specialists, program developers and service providers, builders, internationally acclaimed consultants, and leaders of non-profit agencies. Multnomah County can leverage micro villages, through their communal scale and practices supporting empowerment, leadership development, and community, to provide opportunities for this growth. For example, Right 2 Dream Too's annual operating budget is \$65,000 in large part due to the villager self-governance and management model.

KEY BENEFITS

Micro villages' scale supports tailoring to cultural, identity, ability needs, and therefore create more personal safety. In self-governed villages, villagers appreciate how adaptable and appropriate the structure is. They can respond immediately to the conditions on the ground and test new ideas. This iterative flexible structure results in more experience, information, and context informing decisions.

Villager involvement in decision making, governance, and participation in village management and life fosters community, agency, and professional and leadership development. Self-governed villages share power by making villagers members of the non-profit or by establishing villager decision-making authority and democratic governance processes in the bylaws. In agency-managed or hybrid models, co-management is important and our findings suggest that true shared management is not commonly experienced by villagers. This is an opportunity for improvement for both the County and providers.

Having longer term members in the self-governed villages creates a stable village culture, promotes leadership development, and preserves institutional memory within the village. For agency-managed villages this can be former villagers becoming employees of the agency. For a hybrid village, the village manager is also a villager.

Micro villages offer a unique opportunity to fully implement sheltering with Multnomah County's Equity and Empowerment Lens.²²

²² "Equity and Empowerment Lens," Multnomah County, March 24, 2014, <https://www.multco.us/diversity-equity/equity-and-empowerment-lens>.

QUALITY PRACTICES

GOVERNANCE AND POWER

Democratic governance and operations in self-governed villages:

Self-governed villages have flexibility to establish leadership structures and membership requirements that best serve their village. The common quality practices include:

- Villagers are given a pathway to become members of the non-profit with a legally recognized vote.
- The majority of decisions are made collectively by the Membership. Nonmembers have the opportunity to influence members by expressing their concerns in the meetings.
- Conflict resolution is decided by an elected council. The decision may be final or village members may have the ability to overturn decisions.
- Villages are non-profit organizations. Their boards and councils consist either entirely of village members or may be a mix of current and/or former villagers and community supporters. The Board and Council are typically responsible for the administration of the non-profit and for managing conflict resolution in grievance procedures.
- The system has many checks and balances of power. Elections are held annually by a vote of membership. Members running for council must have good standing in the village. Councils that are larger than Boards serve as a check on the board's power and ensure full transparency. Additionally, council and/or board decisions may be overturned by a vote of the membership as a further check of power on the council. Transparency and accountability, Trauma-Informed practices, are fully baked into leadership.
- Externally administered boards in self-governed villages are responsible for the fiscal and technical administration of the village and support with mediation. External council members are regularly present, available, and connected with the village.
- Not all villages have the support of a Village Program Specialist, such as Dignity Village has, but some expressed desire to have one.
- All self-governed villages have a system for determining responsibility over operations. Everyone is required to put in a certain number of hours contributing to village operations. This keeps costs low, provides more leadership development opportunities, and promotes community engagement and interpersonal investment.
- For smaller villages, intake is simple and manageable by the membership. In larger villages, the waitlist, entry/exit data, onboarding, intake paperwork, and complaints about new villagers (first 60 days) are managed by a Village Intake

Committee. For micro villages, the entire village could constitute the intake committee.

- In self-governed villages, every villager must read the manual and sign an agreement for understanding the rules. Prospective villagers attend an intake meeting to sign up for the waitlist and receive an orientation. If there is room available, sometimes in an emergency people can be taken in for the night in the commons or a shelter guest bed.
- While on the waitlist and within the first 30-90 days in the village, there is a probationary period for prospective villagers. Through required volunteer hours and meeting attendance, villagers get to know new people and get a feel if the village is a right fit. Prospective villagers have limited privileges and restrictions on where they can go without an escort from a member. After being a resident for a certain number of days and remaining in good standing (dues paid, operations hours completed, no incidents), they can request to be voted in as a member of the non-profit. Membership comes with privileges, such as having overnight guests, having a vote, and running for council positions.

Shared power in governance and operations in agency-managed or hybrid villages:

In agency-managed or hybrid models, co-management between village operators and villagers ameliorates some of the tensions that many unhoused people feel within the shelter system and builds empowerment.

- Engage villagers in changes to rules, be transparent in decision making, and provide for regular and consistent opportunities to give feedback on governance, structure, and management. This demonstrates authentic engagement and inclusion of villagers in the village operations.
- Provide an anonymous feedback structure through a neutral third party. This could be another village or a mediator.
- Establish community agreements with clear expectations for living in the village, clear rules, and clear consequences for violating the community agreement. Directly participating in creating the rules and structure ensures the village system fits right for the population and they respect the rules.
- In agency-managed models, the agency generally manages the interview and orientation process for intake, but villagers voiced the desire for full transparency and equal say on this. Village operators value taking the time to bring in people who are a good fit for the village model and the village community. Performance metrics and contractual requirements significantly affect the intake process.
- Intake requirements can vary. Generally, villages require people to be 18 or older and unhoused in Portland. Most villages allow couples and pets. Most

allow people to use their chosen name. Some villages have sobriety and income requirements.

- Both villagers and operators expressed the need to have people who are good fits for communal living to be brought into the community, and if they are not a good fit, to work with them to find a more suitable situation for their needs.
- In lieu of background checks or other barriers to entry, micro villages establish behavior-based rules for villagers to maintain safety.
- Options for medium to higher barriers of entry should be for specific villages such as transitional sober living or families.
- BIPOC villagers expressed the need to have BIPOC representation in agency-managed models.

Power and place in safety:

Villagers universally feel that their village is safe and, in many cases, much safer. Much of this is attributed to the social expectations of communal care. Villagers are all expected to respond whenever able if there is a situation. This was described as fostering a sense of safety over and over again. The notable exception to this was that some of the agency-managed sites expressed they would like to have a professional security guard on duty at night.

- In self-governed villages, security and safety concerns are managed with a combination of procedures, responsibilities, and social expectations. The social expectations are that everyone is responsible for enforcement of community agreements. Security shifts are performed 24 hours a day, by villagers, after receiving training from the Security Coach, in 2- or 4-hour shifts.
- Villagers have the most direct knowledge of village happenings and should be closely involved in safety planning and management in both self-governed and agency-managed models.
- Villagers generally wanted “more privacy and less surveillance.” The notable exceptions were some residents who would like to have security cameras directed only at their parking areas and/or if residents were given power over where they are put and who is allowed to view the recordings and under what circumstances.

Power in conflict resolution:

In self-governed villages, villagers write Incident Reports on other villagers, which initiates a Grievance Procedure. The IR is turned into the Security Coordinator, who then notifies the person who has been written up and turns it in to the Council. The Council holds a hearing at the next Council meeting. Everyone involved has a chance to give their side of what happened and then the community gets a chance to give their input on solutions. Then the solutions are voted on by Council.

In agency-managed models, the staff are responsible for responding to incidents and enforcing rules. The exceptions are at night. Villagers are assigned to do fire watch or perimeter checks every few hours. When incidents happen at night, villagers call the staff to respond and will manage the situation until they arrive.

- Work with villagers in establishing clear expectations, consequences, and procedures for violations.
- Provide a safe and anonymous system for villagers to report concerns about discrimination, safety, staff behavior, service quality, and village operation quality.
- Engage with trained mediators with experience in racial equity and restorative justice.

TRANSPARENCY

At agency-managed sites, residents expressed a desire for the meetings to be allowed to be recorded. At self-governed villages, meetings are recorded and transcribed or meeting minutes are taken by a villager or the elected secretary. Meeting minutes are read aloud and voted on for acceptance at the beginning of each following meeting. Villagers generally expressed satisfaction with having a record of the meetings.

SELF-DEFINED PROGRESS AND LENGTH OF STAY

Service providers in agency-managed models also valued self-defined progress and need flexibility in meeting performance metrics to take this into account. Most residents in agency-managed sites identified limited length of stay as harmful. Many have been on housing waitlists for several years and found that 1–2-year length of stays are not long enough to get into housing. One of the agency-managed models is building up a housing retention program.

In self-governed villages, they appreciated the ability to self-define progress on their own terms and timelines. These villages are flexible in being short term or longer term housing, which offers time to build stability.

FUNDING

Self-governed villages have difficulty accessing government funding that fits what service they provide and how they provide it. Being very low cost [\$65k/year], villagers are creative in piecing it together through monthly dues, collecting cans, donations from individuals, and applying for grants. Villagers want more investment in villages from the system.

One village operates microbusinesses which can provide valuable experience for villagers. This is also a popular source of villager pride.

- A firewood processing business. The “Wood Sales Coordinator manages contracts for wood drop offs, ensures villagers process the wood correctly, and does sales/marketing.” This can make between \$6k to \$10k per year.
- They also sell used goods online. The “Donations Coordinator sets aside goods that are not needed by villagers, but could be sold and manages the sales/marketing/shipping.”
- The other microbusiness is metal recycling. The “Scrap Coordinator is responsible for managing scrap drop off contracts with Metro, collecting scrap, ensuring villagers get hours doing scrap, and hauling scrap to recycling centers.”

Many villages have a community garden (Hazelnut Grove also has goats and chickens), creating opportunities for on-site fresh food for the village, as well as for village businesses that could provide supplies for products being made by other villages or entities (value partnerships).

Agency-managed models must comply with shelter requirements and standards to receive funding from the County or other government agencies. Emerging villages request more flexible pathways to funding that reflect the needs of the local community with the ability to serve those needs as they best see fit. Neighborhood organizations that support villages also value opportunities for micro enterprise within villages and voice interest in partnering and supporting these activities.

VILLAGER LEADERSHIP, EXPERTISE, AND OWNERSHIP

Lived expertise:

Villagers emphasized the need to listen to the expertise of people with lived experience. The village model works so well because it was developed by unhoused people and has been refined over 24 years. Given information and assistance in understanding technical systems, villagers are best positioned to make informed decisions for themselves and their village.

Trauma-Informed care and structures that support equity combat self-limiting beliefs and empowers confidence, trustworthiness, and purpose. Overall, villagers in self-governed villages held more positive regard for themselves and their socioeconomic group. Key Trauma-Informed care principles include implementing organizational and programmatic interventions in a collaborative, strengths-based, empowerment approach.²³

²³ “Trauma Informed Care,” United States Interagency Council on Homelessness, February 10, 2020, <https://www.usich.gov/news-events/news/trauma-informed-care-building-our-commitment-strengths-based-approaches-ending>.

Empowerment, choice, collaboration, safety, and trust decreases the inadvertent retraumatization that can occur from implementing standard organizational policies, procedures, and interventions with people who have experienced trauma. This is a critical approach to addressing equity and empowerment. An article posted on the United States Interagency Council on Homelessness's news page describes the role of Trauma-Informed care in homeless service systems:

“[Trauma-Informed] Homelessness services systems and programs actively identify and address inequities and biases caused or perpetuated by their service delivery models. They promote access to culturally and gender-responsive services, leverage the healing values of traditional cultural connections, adapt programs, policies, and procedures to the racial, ethnic, and cultural needs of consumers, and recognize and address the impacts of historical trauma.”²⁴

Villager leadership and training:

In villager-administered boards and councils, these positions create fantastic opportunities to gain professional leadership experience that is not typically offered or accessible to impoverished people. This access is made possible by cohort-to-cohort mentorship from villagers who previously held the positions and support from full time professional administrative advising from a Village Program Specialist position. Having villagers who have been long term members is stabilizing for the village and provides mentorship for newer and short-term villagers.

Empowerment and ownership:

Villagers appreciated the empowerment of villages. The freedom to come and go and live as you choose in a community was important.

Villagers regularly expressed pride in ownership of and responsibility for their village community. Work requirements build community, ownership, and pride.

For self-governed villages, membership is required to vote, which ensures that the decision-makers are invested in the community's wellbeing.

Encouraging, supporting, and empowering villagers to identify boundaries and needs and handle conflict on their own is healthier for their village and individual growth. When individual communication or accountability breaks down, communal support steps up.

²⁴ “Trauma Informed Care,” United States Interagency Council on Homelessness, February 10, 2020, <https://www.usich.gov/news-events/news/trauma-informed-care-building-our-commitment-strengths-based-approaches-ending>.

“Conflict helps define boundaries, needs, and shared values. Sure, a little communal support is necessary when communication and accountability break down sometimes. But setting up staff to handle everything is unhealthy. This is why we teach 5 yr. olds to try to resolve issues with their peers on their own and not to be tattletales. Why would we treat adults as less capable than 5 yr. olds?” - villager

Every type of village has requirements for contributing to operations. At agency-managed sites, residents are assigned chores. At self-governed villages, villagers are required to put in a set number of hours every week and are expected to identify what needs done. Some villages require doing shifts: managing the gate, overnight regular perimeter checks, donation center shifts, or overnight fire watch shifts.

RECOMMENDATIONS

In addition to implementing the quality practices outlined above, the recommendations for the County include: Support more villages for specific underserved populations and needs identified within the community. Ensure as much freedom as possible to serve the needs of the population in the way they need, based on the village model of community building and self-sovereignty. Develop a shared set of metrics, jointly identified by villages and JOHS, to meet these goals. Ensure contracts contain realistic timeframes for people to heal, stabilize, and find housing.

“Healing and oppression aren’t linear. Everyone has different stories, things they are trying to get over. It just re-traumatizes people if you do all that effort and then get thrown back out into homelessness. A lot of people who lived here were working, had lots of potential, and are now just homeless again.” - villager

FUNDING AND CONTRACTING BARRIERS

Contracting with JOHS and funding through Metro’s SHS has been a successful catalyst for the expansion of villages and the viability of the micro village model. Beacon Village, Parkrose Village, and WeShine’s two new villages are all funded through this critical funding stream. While the 12&12 Village of Glisan is not funded as a shelter, its construction is made possible by the County’s support for workforce training programs. However, some themes emerged in our research that show significant barriers to micro village development, growth, and operations.

The year limit on contracts without a mechanism for easily rolling over funding and schedules to the following fiscal year is a systemic issue that, just like any other shelter model, micro villages find to be a significant barrier. It is difficult to raise additional funding and community support when there is not a guarantee of future funding. The one-year timeline does not take into account land acquisition, permitting, and construction, especially when one takes into account the additional

months of contract signing, onboarding, and approvals required before a provider can submit for reimbursement. The County Auditor's Office identified some providers experiencing a delay of 30-60 days in receiving a contract after the contract period had begun.²⁵ This was also experienced by the MVEP team for the project funding this report. These contract delays are barriers for being able to proceed with capital and operational aspects of a project, from signing leases, to hiring staff, to submitting for permits.

Contract requirements and qualifications were another common theme that reiterated the findings in the 2023 audit.²⁶ For new villages in the planning stage, the community voiced frustration with not knowing what the rules were to get funding and not receiving clear information from the County. Others faced barriers to funding because the village model did not meet low-barrier requirements, or the population being served did not fit into the service program systems of adults, youth, families, and domestic violence survivors. For example, the definition of family is not the same across cultures. JOHS' family shelters are reserved for parents or guardians with children.²⁷ This does not consider families with adult children, polyamorous families of adults, extended families, or blended families with children. Another village had to refuse grant money for expansion because the stipulations of the grant did not allow for the village to operate the expansion with the same program and values of the existing village.

Another example is sobriety and recovery villages. There is not currently a clear funding pathway for sober living micro villages. Historically, the County has funded low barrier shelters and transitional housing options.²⁸

Villages, including their housed and unhoused community members, voiced the need for flexibility to tailor their services and the way services are delivered to the community and area served.

Another systemic barrier that acutely affects micro villages is the County's reimbursement model of funding. Much like traditional shelter providers, agency-managed micro villages are run by non-profit organizations often with tight budgets, limited credit, and limited staff. Community organizations wanting to establish micro villages lack start-up funding unless they are connected to an established entity with significant funds or are able to fundraise tens of thousands of

²⁵ "Joint Office of Homeless Services, Providers Were Frustrated With Contract Management and Communication," Multnomah County Auditor's Office, August 2023, https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/20230823JOHS_AuditReport_0.pdfport_0.pdf, p.18

²⁶ "Joint Office of Homeless Services, Providers Were Frustrated With Contract Management and Communication," Multnomah County Auditor's Office, August 2023, https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/20230823JOHS_AuditReport_0.pdfport_0.pdf, pp. 12-15

²⁷ "Emergency Shelters," Joint Office Homeless Services, <https://johs.us/emergency-shelters>.

²⁸ KGW Staff, "Multnomah County Debates What To Do With \$65M in Unspent Homeless Funds," KGW, August 17, 2023, <https://www.kobi5.com/news/multnomah-county-debates-what-to-do-with-65m-in-unspent-homeless-funds-213423/>.

dollars. These groups are not easily able to bridge funding during the long gap²⁹ between invoicing and reimbursement. Some villages, with experience contracting with JOHS, expressed concerns about the restrictions and rules put on funding and lack of investment in what villages do or how they do the work being barriers to contracting. They receive but do not respond to RFPQs because the requirements do not support what they do.

Interviewees noted challenges with finding insurance for their villages and insurance affordability, even when villages have not had a claim filed against their insurance. The cost of liability insurance for children in shelters is prohibitively high. Additionally, insurance ownership has an effect on governance since the insurance holder is the liability holder. This is a key barrier to fully implementing the village model. At Dignity Village, the villager-led non-profit owns the liability and insurance whereas in agency-managed or hybrid villages, the managing agency holds the liability.

FUNDING AND CONTRACTING RECOMMENDATIONS

Recommendation: Allow more village types.

Create adaptability in terms of program (e.g., recovery, hospice), population served (e.g., families, older adults), and barrier level to allow the development pathways for diverse types of villages, including:

- **Family micro village:** Create family micro village pathways within the appropriate program system such as a pathway for families with adults within the adult system and a pathway for families with children in the family system. Create an expanded family definition, and provide communal transitional housing types such as micro villages within cottage clusters, shared housing, or pod villages with larger structures. Connect to shelter and transitional housing programs.
- **Sober/recovery micro village:** Create a sober/recovery micro village pathway with peer recovery best practices connected to recovery health service systems. Sober living shelter can be combined with recovery programs through the existing model of Community-Based Structure Housing³⁰ or through a bridge sober shelter program as part of the continuum of shelter to housing outlined in the Community Sheltering Strategy.³¹ By utilizing a Coordinated Access System, which is currently being redesigned,³² to connect

²⁹ "Joint Office of Homeless Services, Providers Were Frustrated With Contract Management and Communication," Multnomah County Auditor's Office, August 2023, https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/20230823JOHS_AuditReport_0.pdfport_0.pdf, p.18

³⁰ "Community-Based Structured Housing (CBSH)," Oregon Health Authority, <https://www.oregon.gov/oha/hsd/amh-lc/pages/cbsh.aspx>.

³¹ "FY 2025 -FY 2026 Community Sheltering Strategy," Joint Office of Homeless Services, https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/Community_Sheltering_Strategy_-_Exec_Summary_and_All_Systems.pdf, p.3.

³² "Homelessness Response Action Plan," Multnomah County and City of Portland, June 2024, <https://www.multco.us/final-homelessness-response-action-plan>. p. 15

people exiting detox and rehabilitation centers with sober transitional micro villages, Multnomah County can meet the goals for reducing and eliminating institutional exits to the street. Additionally, people that are in shelter, have received treatment for substance abuse disorder, and require a sober living environment to maintain their recovery can be served in a sober-living micro village. The village model of empowerment, leadership development, and community is well suited to the best practice of peer accountability structure of recovery housing programs.³³

- **Respite and Hospice Care Micro Village:** Create a health care based micro village pathway including respite and hospice with connection to services and funding through the public health system.

Recommendation: Create more flexibility and predictability in contracts.

Simplify contracting processes and allow multi-year or renewable contracts (or flexibility and ease with rolling over projects into the following fiscal year) to ensure a village becomes operational and maintains operations. This promotes quality, continuity of work and staffing, and success of villages.

Recommendation: Remove barriers in contracts to villager leadership in governance and operations.

- Adjust contracts to account for village model values and villager governance or co-governance. Incentivize instead of prohibit villager involvement and learn from existing villages how to maintain low barrier access while maintaining villager involvement and leadership opportunities within the village.
- Adjust contracts to account for culturally specific village governance, administration, management, and service delivery. Work with culturally specific service providers to identify and remove contractual barriers to establishing, governing, and living in culturally specific micro villages.
- Amend contracts to allow villagers to pay a share of the insurance to remove the liability barrier from self-governance. Since the liability holder has veto power, removing this barrier will allow for full self-governance.

Recommendation: Establish community participation-based performance requirements.

Collaborate with both service providers and villagers to establish community-informed and community participation-based performance requirements that account for the nuances of the micro village type and multiple services a particular village provides (e.g., overnight shelter, respite and hospice care, emergency preparedness, other services). This recognizes the unique ability of micro villages to bridge across existing systems.

³³ “Best Practices for Recovery Housing,” Substance Abuse and Mental Health Services Administration, US Department of Health and Human Services, 2023, p.7

Recommendation: Create specific funding mechanisms.

Create funding mechanisms for each of: micro village start-up, capital costs, and capacity building and technical assistance, with full or partial upfront funding.

- Establish a micro village start-up fund with upfront funding award similar to community foundation grants. The start-up grant should include village planning, community engagement, and land acquisition. Create contract pathways that include property acquisition by the service provider or self-governed village non-profit organization. This will increase micro village stability and create villages that are integral parts of their neighborhoods.
- Establish a micro village capital fund with a percentage of costs funded upon grant award and percentages funded at construction milestones.
- Establish a micro village capacity building and technical assistance fund with upfront funding award.

MICRO VILLAGE SERVICES

HRAP's overarching strategy recognizes that the diversity of the unhoused population requires a coordinated and adaptive system of services.^{34, 35} There are strategies to utilize existing service networks to coordinate service delivery between villages and thus reduce the operational costs for micro villages and reduce harmful competition between micro villages for resources like funding and staff. When JOHS invests in developing a much wider network of villages across Multnomah County, this creates even greater operational efficiencies in service delivery.

KEY BENEFITS

EXISTING NETWORK OF SERVICES

A system of coordinated service delivery already exists within Multnomah County's processes. The JOHS Street Outreach program partners with a network of service providers and coordinates service delivery using geographic service areas. Examples of mobile service providers that are currently serving multiple shelter, sanctioned villages, and unsanctioned camp locations include Central City Concern's Mobile Health Program, Ground Score Association's GLITTER program and Clean Camp PDX for waste services, Street Books for library service, and JOIN's InReach team with Dignity Village and R2DToo. Some of the many other community-based organizations that partner with shelters and villages include: Friends of Portland Community Gardens, Cascadia Clusters and Tivnu for construction, Shelter Now for advocacy and networking, and many faith institutions for micro village property and support from congregations.

Many villages also partner with service providers local to the village. This includes faith-based partnerships like Leaven Land and Housing Coalition for advocacy support, the former Hamlet 33 village being located near the HIV day center so that villagers had easy access, and the former Hillsdale Hope Village reaching out to Neighborhood House for case management and housing navigation.

VILLAGES AS SERVICE PROVIDERS

Villagers are passionate about serving their unhoused and housed communities outside of the village. They are highly engaged in their neighborhood associations and community projects. Two of the villages provide overnight shelter, one year-round and one in the winter. Villagers also do street outreach. Some villages provide

³⁴ "Homelessness Response Action Plan," Multnomah County and City of Portland, June 2024, <https://www.multco.us/final-homelessness-response-action-plan>. p. 11

³⁵ Patrick J. Fowler, Peter S. Hovmand, Katherine E. Marcal, Sanmay Das, "Solving Homelessness from a Complex Systems Perspective: Insights for Prevention Responses," *Annual Review of Public Health* 40, no. 1, (April 2019): 14

a sort of day space for visitors who are living outside. In the sites without this service, villagers commonly requested the opportunity to serve others in a similar way.

Likewise, adjacent neighbors including residents, organizations, and businesses expressed an appreciation for the service their local village provided to the community. This included not only in sheltering, but also as food donation and access points such as R2DToo, and the potential for additional community services like community gardens and emergency resiliency hubs.

Within villages, villagers often mentor new villagers and desire to see more of this support. Developing and supporting this role within the village builds leadership capacity and helps stabilize staffing needs.

DEVELOPMENT + COORDINATION OF SERVICES

In order to coordinate high quality, cost-effective services and villager workforce development, a non-profit is envisioned by Dignity Village Program Specialist and MSW, Victory LaFara, and strongly supported by the MVEP Steering Team, that would provide powerful support functions, including:

- Develop, train, support, and coordinate Village Program Specialist positions that are embedded in and serving villages with professional administrative and management advising (e.g. on administrative roles/responsibilities, data management/reporting, contracting, fiscal management, community organizing/advocacy, liaison, public relations, fund development, etc.), and other services building community, research engagement, and supporting additional organizational needs
- Develop, employ, support, and coordinate Service Navigation Specialists to support various service and resource access needs, embedded in each village.
- Build marketable villager skills and capacity with a Training Coordinator providing trainings and hiring trainers for villagers across villages in de-escalation (e.g., humanistic crisis intervention³⁶), facilitation, decision making, peer mentorship, fund development, and other topics as desired by villagers
- Convene and help with community organizing, facilitation, and logistics of the Portland Village Council, a cohort of micro village residents focused on village to village information and resource sharing, advocacy, support for new villages, and more as determined by the villages
- Coordinate and maintain an online (website, forum, social media) micro villages resource hub (another villager skill and business development opportunity)

³⁶ The White Bird Clinic in Eugene, Oregon provides humanistic crisis intervention training. For more information see <https://whitebirdclinic.org/crisis-deescalation-training/> and for their training at the Oregon Country Fair in 2018 see https://youtube.com/playlist?list=PLdZBJjXariL26n5tG6jvZ3fqLCifSgCCO&si=EBsZ4A_bWa24JTKr

- Foster and support village workforce development with an Employment Specialist, as well as non-profit and business development, such as villager consulting for new villages
- Explore the idea of insurance pooling
- Other functions as identified by self-governed and community-based villages

The unique value of this non-profit would be in supporting micro villages across the County with embedded program specialists, training and empowering villagers to manage more day-to-day operations and governance, all while simultaneously supporting the workforce development needed across the shelter system.

This builds upon the template already developed and lessons learned from the former C(3)PO villages and expands the program support model that has been tested and refined by Dignity Village.

QUALITY PRACTICES

MOBILE SERVICES QUALITY PRACTICES

- Villagers identified either having or needing an external, mobile service provider which provides comprehensive housing specialist case management services. Mobile providers should have workers who keep regular schedules engaging and developing relationships at the village. Housing service providers should have PSH application assistance, housing availability, assessment support, rental assistance, debt assistance, robust retention services, a landlord team, etc.
- Villagers frequently expressed wanting healthcare available onsite. The two primary examples they gave were Portland Street Medicine and Equi's nursing station program. Portland Street Medicine's doctors and nurses make regular house calls to villages. Equi setup onsite nursing stations, with full time staff, providing a variety of medical support to the C(3)PO villages. These programs were regarded as successful because they both provide services onsite and build relationships with villagers. Many unhoused people avoid clinical settings and critically delay care due to poor experiences in those settings.
- Villagers also expressed the need for support navigating and applying for healthcare benefits.
- Villagers would like easier access to job support, vocational training, and higher education support to support their ability to maintain stable housing. An employment specialist would be helpful in navigating barriers to trades and funding for higher education, job training and readiness. Training in de-escalation and communication skills was also identified as important.

- Villagers consistently expressed needing onsite mental health services. Specifically identified was trauma treatment and support for behavioral health issues. Provide trained professionals and peer support specialists with experience in acute mental health needs. Designate an emergency contact and/or provide 24/7 onsite management.
- Coordinate with veterinary service providers to provide additional resources and support for villagers' pets.
- Provide multilingual services, especially Spanish speakers: a mix of Spanish as first language (native) and nonnative Spanish speakers.

EMBEDDED SERVICES QUALITY PRACTICES

- Villagers universally described needing onsite full time service navigation staff. This position ideally supports with food bank deliveries, laundry vouchers (if applicable), bus passes, rides, ID/Passport/birth certificate, life coaching, computer/internet literacy, service referrals navigation, applying for and navigating Oregon Department of Human Services (ODHS) services, help getting more expensive necessities like glasses or shoes, and being someone to talk to.
- Self-governed villages described either having or wanting a position like Dignity Village's Program Specialist. This position ideally supports with administrative advising, strategic liaison and advising support for: neighborhood, public, and government relations, building external alliances, keeping the village connected to support networks, maintaining the website, answering public emails, and making sure the Village leadership and villagers know everything they need to know to make informed decisions around administration, operations, image maintenance, advocacy, contract negotiations, and anything else. This position is one of support, not authority.

STAFFING QUALITY PRACTICES

- Villagers strongly preferred staff with both lived experience and social work education.
- Important training for staff identified by villagers was de-escalation, peer support, cultural competency, respectful engagement, and social work education.
- At agency-managed sites, where some essential amenities cannot be made available when staff are not present, they have suggested that there either be staff available 24 hours or appoint a villager position responsible for the amenity (example: mail access, kitchen access, etc.).
- Villagers described wanting support from staff to be built on relational trust, support, and voluntary engagement. They want to be able to choose supports according to their unique needs rather than have them prescribed. A notable

exception was one site where some villagers felt they wanted staff to support them with accountability.

- At least one village identified having background checks for staff as important.
- Provide staff who are multilingual, especially Spanish speakers: a mix of Spanish as first language (native) and nonnative Spanish speakers.

GOVERNMENT RELATIONSHIPS QUALITY PRACTICES

- Self-governed villages appreciated having a representative from the City of Portland, who they know and can ask for help from if they're having any issues. One expressed a desire for them to visit regularly, once a month to check in and see if the village needs anything.
- Agency-managed villages would benefit from coordination between local service providers and JOHS in partnerships within the healthcare system, justice system, and foster systems for referrals into the village. Self-governed villages do not reserve spots for referrals and manage their own intake.
- Villages would benefit from a menu of all regional villages, what they each have to offer, what their rules are, process to apply, and other village information in order to connect people with openings that align with their needs.

RECOMMENDATIONS

In addition to ensuring implementation of quality practices outlined above, there are a number of roles and programs that JOHS should invest in to further develop and leverage a shared network of services and increase operational efficiencies across micro villages, as well as strengthen existing micro villages and support emerging micro villages (many of which are operated by small non-profit organizations). These have been identified as valuable and desired through our village listening sessions, interviews with community-based organizations partnering with or wishing to create a micro village, and interviews with micro village operators.

COORDINATED SERVICE DELIVERY RECOMMENDATIONS

Recommendation: Support emerging village-focused non-profit to train and employ Village Program Specialists who are embedded in micro villages and provide the following core services (and more):

- Professional shared non-profit administrative, operations, communications, and organizational development (planning, business development) advising for each village and to the village network as a whole
- Service Navigation Specialists embedded in self-governed micro villages to support villagers with access to various services and essential resources

Recommendation: Support dedicated micro villages services teams that provide crucial on-site support for villager success, including:

- Mobile Housing case management from a housing focused agency that work with multiple micro villages
- Mobile medical and behavioral healthcare specialists who work in onsite mini-clinics at multiple micro villages. Include naturopathic and eastern medicine.
- Service Navigation Specialists embedded in agency-managed micro villages to support villagers with access to various services and essential resources.

Recommendation: Support service-related resource coordination across the network of micro villages.

- Develop and/or fund a searchable directory of service providers, community organizations, and businesses supporting micro villages. This could be provided through the Micro Village Resource Center.
- Partner with the emerging Portland Village Council (and/or other entities) to develop a menu of all regional villages, what they each have to offer, what their rules are, process to apply, and other village information in order to connect people with openings that align with their needs.
- Help fund a villager-led micro village network, the emerging Portland Village Council, to help coordinate services across villages.

Recommendation: Invest in villager leadership and workforce development.

Some unhoused people have barriers that make participation in formal training programs infeasible. These barriers include: lack of identification documents, not having an address, gaps in resume history due to housing status, the confidence to apply, executive dysfunction due to chronic stress, and access to information about the programs.³⁷ Alternative training programs tied to micro villages can bridge the gap until people have removed these barriers.

- In partnership with emerging micro villages non-profit and others, develop onsite job training and readiness support, vocational training and access to trades, and higher education funding and support, such as a shared Employment Specialist, who works with multiple micro villages.
- In partnership with emerging micro villages non-profit and others, provide support for coordinated training in de-escalation and communication skills for villagers to support village community life and work, potentially achieved through a shared Training Coordinator.
- Villagers who do not yet qualify for pre-apprenticeships or apprenticeships in the construction trades can get experience building micro villages in order to qualify for formal training programs. Past trainees have started their own General Contracting companies in roofing and landscaping and are in the process of becoming licensed General Contractors. A current trainee is in the

³⁷ Bob Brimmer (Responsible Managing Individual, Cascadia Clusters) in discussion with the authors, June 15, 2024.

process of applying for membership in the painter's union, and two have progressed to becoming trainers for new trainees within Cascadia Cluster's program.³⁸ Incentivize and fund micro village developers and builders who offer these opportunities.

Recommendation: Create coordinated opportunities for village staff capacity development.

In partnership with the network of micro village operators and providers, create coordinated opportunities for staff training and development to ensure equitable micro village staff capabilities across villages. Priority areas for training and development include: de-escalation; peer support; cultural competency; respectful, relational, and adaptable approaches to engaging with villagers based on their needs and interests; social work education; and multilingual capabilities.

³⁸ Bob Brimmer (Responsible Managing Individual, Cascadia Clusters) in discussion with the authors, June 15, 2024.

MICRO VILLAGE DEVELOPMENT

Development includes the design, construction, and implementation of the micro village as a physical entity: real estate acquisition (by purchase, ownership transfer, or lease), land use, site design, structures, utilities, amenities, and construction. Micro villages offer unique benefits in the area of development. The barriers listed here are informed by existing village operators, villagers, and emerging micro villages. The quality practices outlined here are informed by the village listening sessions and interviews with neighborhood, business, and community partners of villages.

KEY BENEFITS

The benefits of micro villages include communal scale and design, ease of integrating into neighborhoods, flexibility, less land use and construction complexity, creative expression and personalization, and neighborhood service connectivity and accessibility. While all outdoor shelters share regulatory relief benefits, micro villages are uniquely able to fit into neighborhoods and be tailored to the neighborhood context.

LAND USE AND LOCATION BENEFITS

Villagers prefer locations with peace and privacy, close access to transportation, access to nearby community services, and green space. Due to their compact size, it is easier to find land for a micro village. Micro villages can easily fit into infill properties within mixed use neighborhoods. Being located within established neighborhoods provides access to transportation and proximity to community services like grocery stores, banks, clinics, retail, entertainment, libraries, green space, and more. These areas can also provide better air quality and reduced noise pollution compared to industrial sites like airports, railyards, and freeways.

Proximity to community services increases the likelihood of engaging with those services. Because transportation can be expensive, villagers must triage their priorities for bus tickets or money. Getting to work will often win over going to service appointments. Villagers prefer close access to low cost or free entertainment such as libraries or community centers, green space, grocery stores, and food pantries. Being within walking distance enables villagers to spend more time on healthy recreational activities and ensures they can meet their nutritional needs. Villagers identify proximity to green spaces as important for mental health and the overall “vibe” of the village. The most common value of nearby green spaces were having a natural place to step away from the village and mentally reset/recharge and to give the visual feeling of the village a peaceful setting which guides the tone of the community. Walkable neighborhoods and access to green spaces also provides opportunities to improve physical health.

Additional land use benefits include:

- Smaller scale of the village can reduce land use regulatory process time by avoiding conditional use or design reviews. For example, the City of Portland's zoning reforms under the Shelter to Housing Continuum allow for greater flexibility for uses for shelter, group living, and infill development by right, without conditional use review.³⁹
- Within the City of Portland, micro villages can go through a shorter conditional use review through the Fire Bureau for temporary emergency shelter, which is a similar process temporary emergency warming and cooling shelters go through for approval. This process waives certain regulatory requirements for permanent developments.
- Micro villages developed as shelters are allowed the waiver of some land use regulations per Oregon House Bill 4212, adopted in 2020 and House Bill 2006, adopted in 2021, provided they meet certain minimum requirements⁴⁰. Micro villages can fit easily into infill properties that are now available for shelter or group living uses.
- Less development and construction complexity.⁴¹

SITE DESIGN BENEFITS

Villagers prefer a site design of communally oriented structures. This provides for greater security as villagers can look out for each other and fosters a greater sense of community.

Micro villages' communal scale provide easier access to shared facilities. This is best for accessibility as long distances are difficult for people who are mobility impaired or have incontinence concerns. It also limits weather exposure like rain, snow, ice, and heat.

Micro villages can be temporary or permanent. Temporary villages can occupy space that is in the process of being developed but is still in land use and planning stages, such as the original location for the Kenton Women's Village.⁴²

Micro villages provide creative expression in both variety and personalization of the structures, outdoors spaces, fences, and landscaping tailored to the neighborhood in

³⁹ "S2HC Frequently Asked Questions (FAQs)," City of Portland, April 17, 2024, <https://www.portland.gov/bps/planning/s2hc/s2hc-faq>

⁴⁰ Relating To Strategies To Protect Oregonians From The Effects Of The COVID-19 Pandemic; Creating New Provisions; Amending ORS 18.784, 93.810, 194.225, 194.290, 194.305, 194.400 and 458.685; And Declaring An Emergency, HB4212, 80th Legislative Assembly, 2020 Special Session, Sections 11 and 13 (Oregon 2020). and Relating To Housing; Creating New Provisions; Amending ORS 203.082, 446.265 and 458.650; And Declaring An Emergency. HB2006, 81st Legislative Assembly, 2021 Regular Session, Sections 2-10 (Oregon 2021).

⁴¹ Jacen Green, Todd Ferry, Emily Leickly, and Franklin H. Spurbeck, "Alternative Shelter Evaluation Report," Portland State University Homelessness Research & Action Collaborative, 2023. p.16

⁴² "News Release: Long-Planned Affordable Housing Development Offers Path for Successful Kenton Women's Village Pilot To Find Long-Term Home," Multnomah County, August 22, 2018, <https://multco-us/multnomah-county/news/news-release-long-planned-affordable-housing-development-offers-path>

which the village resides.

Micro villages combat food insecurity and improve mental health by providing garden space for villagers to grow fresh fruits and vegetables.

STRUCTURES BENEFITS

Villages promote good social health and a big part of that is fostered by the design of the communal gathering spaces. These include multipurpose halls including kitchen and dining, event gathering, living room, maker space, libraries, and outdoor spaces.

Villagers deeply value the privacy that villages provide. Having a private, lockable space, with curtains, helps villagers avoid social situations when they are not feeling up to it or need a break (setting personal boundaries) and maintain better relationships with other villagers. It gives them a sense of security for their belongings, which results in freedom to go to errands and work.

Micro villages utilize private structures that look like homes and fit into the neighborhood. Villagers can decorate the exteriors to express their unique personality and feel a sense of belonging or alter it to meet their needs.

Micro villages developed as transitional or supportive housing within repurposed residential properties can utilize existing infrastructure to minimize construction costs and stay under thresholds that trigger right of way improvements or other costly nonconforming upgrades.⁴³ Micro village buildings are less complex, which provides opportunities for low barrier job training in design and construction.⁴⁴

QUALITY PRACTICES

In addition to utilizing Trauma-Informed design principles, and considering the different sensory needs of the elderly, individuals with disabilities, neurodiversity, and/or brain injuries, the findings identified quality practices in land use and location, site design, and structures.

LAND USE AND LOCATION QUALITY PRACTICES

- Locate micro villages within well connected walkable neighborhoods, preferably in lower crime areas. Villagers with disabilities and elderly villagers need flatter terrain.
- Micro villages should have walkable access to public transportation, grocery stores, and green spaces at a minimum.

⁴³ The City of Portland passed the Housing Regulatory Relief Project, Ordinance 191609 effective March 1, 2024 to temporarily waive certain regulations including non conforming upgrades for housing projects. This ordinance expires January 1, 2029. Housing Regulatory Relief Project, Ordinance 191609, City of Portland (March 1 2024).

⁴⁴ Ibid.

- Micro villages should have close access to other services such as medical and social services, public libraries, and community centers. Walkability is preferred.
- Site micro villages away from noise and air pollution to protect lung, heart, and immune health, promote healthy sleep, and minimize disruptions to meetings and other interpersonal activities.
- Provide mail service to the village.
- Provide secure parking on-site for the highest level of safety.
- Having neighboring organizations nearby that are willing to share spaces and facilities, such as air-conditioned churches opening up to the public on hot days, can be a great add-on to village resources. However, they should not be replacements for villagers having their own amenities unless they are available at all times.

SITE DESIGN QUALITY PRACTICES

- Villagers desire a secure perimeter and entrance with a high fence, landscape, or natural barrier for privacy and safety. The entrance should have a pedestrian gate and staffed gate structure as well as a vehicle entrance for service vehicles. “Staffed” means either villagers or service provider staff.
- Neighborhood allies and organizations desire a welcoming entrance and a softened perimeter fence with art or landscaping incorporated.
- Provide gardens and green spaces inside the village such as scenic pathways with maintained garden borders, common green spaces with natural shade, multiple garden beds and a greenhouse for villagers to grow food. Green spaces support mental health.
- Micro villages should have centrally located and close on-site access to restrooms, showers, laundry, communal multipurpose room with kitchen, and garbage, but far enough to not be bothered by the odor or noise. Communal spaces should be large enough for all villagers to gather or use together.
- Utilize circular layout patterns such as horseshoes, circles, and cul de sacs. These layouts promote community and safety.
- Paved walkways provide accessibility for mobility impaired villagers and lighting provides visibility at night. Pathways should have some covering or other consideration for the weather.
- Provide a visual sense of spaciousness and acoustic privacy to create a calming environment. Villagers recommend 10’ minimum spacing between structures. This also provides for space to put some personal belongings outside and maintain the required minimum 6’ distance for fire safety.
- Provide pet areas such as a communal off-leash dog area. Locate it “downstream” from living quarters.

- A micro village should have adequate power service, potable water, and a sewer connection. Wi-Fi should be able to handle high volumes of use and have enough extenders to reach all areas of the village equitably.

INDIVIDUAL STRUCTURES QUALITY PRACTICES

- Villagers' private structures require well insulated, heated and cooled, daylight, secure, comfortable structures with opportunities for personalization.
- Village homes have lots of large windows and lots of natural light. They have covered porches to provide a little storage and serve as a mud room. Provide lockable doors and windows and window treatments for privacy and security.
- ADA ramps on every home improves accessibility for everyone and extra space for decorations or bikes for those who don't need a ramp.
- All structures should be built to be pest-resistant to protect food and belongings from damage.
- Provide a separate sleep space in personal structures such as a loft, murphy bed, or separate bedroom. Full size beds are more accessible for people with large bodies and for couples. If a person cannot use a loft for sleeping, it doubles as additional storage space.
- Private spaces should promote social bonds. Not having space to visit separate from the sleeping area can be inhibiting to relationships.
- Provide ample personal storage space within private structures such as closets for hanging clothes, drawers, and shelves.
- Provide waterproof, pest resistant, 5x8 storage units for each villager outside of private structures. Providing adequate storage helps prevent villagers from using their home as a storage unit and continuing to sleep outside or car camp. Adequate storage allows villagers to keep their most treasured possessions and avoid the trauma of losing belongings that are core to their identity, such as a musician losing a musical instrument.
- Villagers identified having enough living space as being very important. Small spaces feel confining and frustrating. Not having room for your things can feel a bit claustrophobic. The ideal space identified was from a minimum of 150 sq ft to 240 sq ft.
- Pet owners liked having dog runs and/or catios attached to their structures. This gave them a little more freedom to run errands, go to appointments, etc. and not have to worry about scheduling a caregiver or leaving animals indoors too long.
- Villagers identified these basic necessities: heat, air conditioning, lighting, personal refrigerators, and a sink. Provide at least two duplex power outlets in each unit. Lighting includes interior lighting and porch lighting. Personal refrigerators are important for protecting expensive items like medications. Sinks are important because there is often more competition for sinks than

any other water features and availability issues can lead to poor sanitation. Some villagers cited needing a personal toilet in their structure due to disabilities.

COMMUNAL STRUCTURES QUALITY PRACTICES

- Provide 24-hour access to indoor communal gathering spaces large enough to have all villagers gathered together. Provide a kitchen within the gathering space where villagers can eat meals together. Villagers desire bonding time and to share resources. 24-hour access allows villagers who work different shifts to equitable access to these resources.
- Provide enough refrigerator and freezer space for everyone to help save on food costs and improve the ability to cook communal meals. Having full size oven ranges makes it so multiple villagers can cook at once and/or cook large enough meals to share for the whole village. Provide rat-proof food storage.
- Showers should be single occupancy, lockable, and private. They should be ADA accessible with handheld shower heads and a transfer chair. A transfer chair is required for ADA accessibility and also provides seating for those who cannot stand for long periods. Many villagers also expressed desire for a bathtub to be an option for soaking sore muscles or relieving anxiety. A bathtub should also be ADA accessible.
- Villagers were split on shared flush toilets versus portable toilets. Portable toilets come with cleaning service but some villagers would not mind cleaning toilets after others if they could have plumbed in toilets.
- Provide on-site laundry at a ratio of one set per six people to prevent bottlenecks and arguments.
- Provide areas for exercise and wellness. Unhoused people typically lack affordable access to physical fitness facilities.
- Provide a community care space such as a day space, hygiene, food or supply pantry so villages can share access to resources with the community. Villagers' sense of community care does not stop at the gates of their village.
- Provide a shared computer space for villagers with adequate connectivity. Provide at least two computers.
- Provide a central storage space to store and dispense donations equitably, set up as a shop with regular open hours. Sanitation supply storage is important for safely storing concentrates and cleaning chemicals. Other examples of storage needs include a tool library, medical supplies, building maintenance materials, pet supplies, garden tools, greenhouse, and an office.
- Most villagers feel that cameras in common areas are very invasive. However, if posted in places like parking lots or street parking, some villagers felt they added a felt sense of safety.

RECOMMENDATIONS

In addition to implementing the quality practices outlined above, a handful of recommendations were identified as valuable and desired. They represent key systems improvements that JOHS could develop and/or fund that would support expansion of micro villages as part of advancing Multnomah County's Community Sheltering Strategy.

CAPITAL INVESTMENT AND INCENTIVES RECOMMENDATIONS

Recommendation: Establish grant programs for capital investment

Multnomah County can support community partners through strategic capital investment.

- Use one time only funds for property acquisition or renovation, and establish a grant program to fully fund organizations to purchase land for micro villages. To ensure accountability of retaining the public good purpose, grants should require long term use of the site for shelter, transitional, or permanently supportive housing. In case of the provider or village ending operations prior to the term, the land would be required to transfer to another service provider/village or revert to County ownership.
- To keep lease or purchase costs low, give priority to partnerships where land acquisition is below market rate such as utilizing land banks, land grants, Land Back, and long-term leases on public land.

Recommendation: Provide property tax abatement and longer-term land leases

The County can incentivize micro village development by providing property tax abatement for property owners who lease all or part of their property to site a micro village.

- Partner with property owners and provide tax incentives to incentivize micro village growth and maintain the free or low land costs JOHS villages currently benefit from.⁴⁵ For example, Stark Firs Management is a company in East County with many apartment and single family home properties. They leased part of an apartment building's site to Cascadia Clusters for their construction storage and staging while they were building the 12&12 Village on Glisan.
- Prioritize longer-term land leases (at least 3-5 years) to incentivize community partners to fund higher quality structures and utilities.

⁴⁵ Jacen Green, Todd Ferry, Emily Leickly, and Franklin H. Spurbeck, "Alternative Shelter Evaluation Report," Portland State University Homelessness Research & Action Collaborative, 2023. p.18

STRUCTURES RECOMMENDATIONS

Recommendation: Remove barriers to Tiny Homes on Wheels

Coordinate with the City of Portland and other jurisdictions to remove regulatory barriers with placing structures on wheels (non-motorized chassis like tiny houses on wheels) on public land for micro villages. This will allow micro villages to maximize living unit sizes without increasing permitting and construction complexity, and provide in-unit restrooms for villagers with mobility impairments. (The structures on wheels will require accessible ramps.)

Recommendation: Allow ADA units with restrooms

Coordinate with the City of Portland and other jurisdictions to allow (within outdoor shelters) for in-unit lavatory sinks and toilets for villagers with mobility impairments and families.

STREAMLINING PROJECT DEVELOPMENT RECOMMENDATIONS

Recommendation: Create a pipeline of Micro Village projects

Establish a pipeline of projects in different phases of development to streamline funding and reduce competition for resources.

Recommendation: Create a GIS database

Develop a land availability tool with GIS maps and a database searchable by zoning, parcel size, exclusions such as environmentally sensitive areas, steep slopes, or brownfields, and proximity to essential services such as public transit, grocery stores, parks, healthcare, and government services. Potential partnerships may include PSU's Graduate Program for Geographic Information Science to expand the land database previously developed by the Joint Office of Homeless Services.

MICRO VILLAGES AS A RESILIENCY ASSET

In the context of emergency preparedness and climate resilience, micro villages offer the opportunity for a strategic partnership with regional emergency planning.

The Oregon Nonprofit Disaster Preparedness Survey, 2018, highlights, promotes and supports non-profit organizations as part of the critical civic infrastructure because they serve the most vulnerable in the community.⁴⁶ Critical infrastructure includes hard systems like water, wastewater, utilities, electrical, transportation, communications, and hospitals.⁴⁷

One of the key findings in the survey was that there is a high level of effort to learn about disaster preparedness but limited efforts in concrete steps being taken to achieve preparedness. Respondents noted a need for expanded training and support for clients and volunteers.⁴⁸ Since large segments of society remain dangerously unprepared regarding sudden natural disasters, micro villages are an important tool in spreading disaster awareness and promoting disaster preparedness.

These disaster preparedness efforts include earthquake preparedness, severe weather events, and natural disasters exacerbated by climate change, which include warming, flooding, drought, forest fires, and bad air quality.

Micro villages can serve as a formal part of a network-wide disaster response, and can maximize safety and minimize damage and loss of life through resource sharing, providing shelter, assistance with coping, and post-disaster recovery such as cleaning up and rebuilding.⁴⁹ Neighborhood organizations and businesses that support villages have identified a need for local disaster recovery and emergency preparedness, and have encouraged governments to consider partnerships with micro villages and support preparedness efforts with funding and resources. One local business has partnered with a micro village to apply for a grant through the Portland Clean Energy Fund to create energy resiliency hubs within micro villages.

Some villages already provide beneficial emergency services to the community, such as:

- Food donation drop off, storage, and pick up location at R2DToo

⁴⁶ Grace L. Chikoto-Schultz, Andrew Russo, Paul Manson, Jim White, "Oregon Nonprofit Disaster Preparedness Findings From the 2018 Survey," Council of Nonprofits.org, Portland State University and The Nonprofit Association of Oregon, 2018, <https://www.councilofnonprofits.org/files/media/documents/2023/oregon-nonprofit-disaster-preparedness-2018.pdf>. p. 4.

⁴⁷ Ibid.

⁴⁸ Ibid, p. 7

⁴⁹ Ibid, p. 9-10, 13, 18.

- Off-grid sustainable energy sources, training, and installation for solar power at Dignity Village.
- Food production with community gardens, goats, ducks, and chickens at Hazelnut Grove that helps feed villagers and other unhoused community members, provides a shelf-stable food source during an actual disaster event, and generates proceeds for purchase of feed and supplies to care for the animals.
- Ham radio operators and drone operators (existing and more can be trained), which have been recognized as a critical emergency response asset.⁵⁰

Micro villages offer multiple community benefits such as developing a preparedness plan, participating in the region's preparedness system, and operating as resilience hubs during crisis events. These benefits include:

- Better support of highly vulnerable people (who have little defense given their exposure/lack of shelter)
- Strengthening natural partnerships with adjacent communities, neighborhood associations, citizen action groups, business, and local government
- Simultaneously reduce the micro village carbon and social distress footprint
- Create additional disaster preparedness infrastructure (e.g., hosting resources and space) and supportive services, logistical support, and other resources
- Taking on additional/alternate emergency responder roles
- Expanding the emergency broadcast system
- Acting as testing grounds to gather data such as air quality, contributing valuable data to emergency planning and management science for climate scientist partners
- Aid in the correct placement of future micro villages through awareness of trends and prediction models.

Micro villages are well-suited for the resiliency asset role for many reasons, including:

- Villages are places that people who are unhoused are comfortable going to.
- Villagers are familiar with local first responders and have often developed first responder skills of their own.
- Villagers can share with housed neighbors additional lived-experience skills in problem solving and survival.
- Can teach emergency preparedness and survival skills to other people who are unhoused and support community outreach workers in preparing the houseless community for a potential disaster event.

⁵⁰ Michael Dunne, "Ham Radio A Critical Link In The Event of Disaster," June 27, 2024, in Oregon On The Record, produced by KLCC, podcast, MP3 audio, 22:02, <https://www.klcc.org/podcast/oregon-on-the-record/2024-06-27/ham-radio-a-critical-link-in-the-event-of-disaster>.

- Micro villages with mobile structures or prefabricated structures can be rapidly deployed to areas in need during a disaster to set up temporary disaster relief hubs. Wild-Land Urban Interface Code rated structures can be used for wildfire disasters.
- Off-grid systems used for micro villages support the village's resiliency but can also act as hubs for water, sewer, power, and communications resources.

The inclusion and participation of villages in community preparedness and resilience also creates valuable opportunities for villagers:

- Community interaction around keeping one another and people in the surrounding neighborhood safe.
- Education/training opportunities on situational and logistical preparedness should there be an actual emergency.
- Skill development on a wide range of capabilities through mentorship between villagers and community disaster response partners.
- When villagers enhance their role in large scale emergency preparedness efforts, they develop a shared purpose with their neighborhood communities. The scope of a micro village network in the context of a neighborhood is feasible. A community would see more than just a micro village; rather, they would see a good and respectful neighbor, an approachable neighbor.

By expanding the number of micro villages, diversifying their locations, and including them as key partners in our region's preparedness and resilience system, we have the potential to add resilience infrastructure in almost every neighborhood.

“Micro village disaster planning from intervention to recovery is a life-saving addition to any community far and wide...we'll all need each other in times like that.” - villager

CONCLUSION

When villagers come together to create a community and form social bonds, a powerful thing happens: each individual's full humanity emerges.

“People shift from survival, to hope, to action.” - MVEP Steering Team member

Micro villages offer a safe, respectful, and accepting environment. The mutual support system between villagers strengthens everyone's ability to thrive. The village model is effective at helping people heal and find stable housing. This report has presented how micro villages also enrich communities surrounding villages and the County as a whole.

These findings are consistently affirmed by villagers, other interviewees and contributors to this project, and further supported by a wealth of local knowledge and research.

Investments: A robust investment in micro villages should include these three primary approaches.

- **Incentivize and support community-led efforts:** consistent and deep community engagement, specific funding mechanisms, and a pipeline of projects that ensure diverse micro village types
- **Remove barriers to success:** flexible funding and simplified, multi-year contracts with realistic timeframes and performance metrics adapted to the specific village context
- **Invest in key strategic supports:** funding to support dedicated micro villages services teams, a villager-led micro village network, an emerging village employer and support non-profit, and a searchable director of village partners

Paradigm Shifts: To advance a micro village expansion plan that will achieve success for villagers and Multnomah County, three paradigm shifts are essential:

- **From plight to power:** The village model invests in people and their collective power. This Trauma-Informed, equity, and empowerment approach dismantles oppression and creates a transformational shift in villagers and the wider community.
- **From expanded sites to expanded network:** A network of communal scale micro villages across the County becomes a dynamic ecosystem that can reach upwards of 1000 people or more, achieving efficiencies without sacrificing quality.
- **From silos to systems:** A network of micro villages is more than alternative shelter with services. It is shelter *and* leadership development, *and* micro-enterprise incubators, *and* emergency/resilience hubs, *and* thriving

community centers. An ecosystem of micro villages is a holistic approach, not only to houselessness but to building thriving communities.

Micro villages are a unique form of shelter within the shelter-to-housing continuum, and are adaptable to fit many needs. The existing, advanced model benefits the entire community. Micro villages also offer effectiveness, desirability, low cost and efficiencies, equity and inclusion, and an extension of local preparedness strategies.

These well-researched characteristics and impacts all underscore the importance of including an expanded network of micro villages in the JOHS Homelessness Response Action Plan and Community Sheltering Strategy.

The quality practices and recommendations detailed in this report will jump start and guide JOHS planning and action.

The micro village model offers a powerful opportunity to ***“transform our community...and ourselves.” - neighborhood village ally***

APPENDICES

A. METHODS AND DECLARATIONS

METHODS

The research that forms the basis of this report was led by the MVEP Steering Team, made up of nine people with living and lived experience in local villages, with the support of the MVEP Admin Team and other allies, a mix of people with lived experience in being unhoused and people who are housed and serving as community advocates. The Steering Team coordinated and facilitated village listening sessions, and met regularly to review project scope, deliverables, research questions, findings, and recommendations.

MVEP used a Community-Based Participatory Research-inspired approach and maintained standards that were reasonable for the three-month research timeline, giving voice and power to people with living and lived experience with houselessness and living in villages. A steering team member was trained by an MSW in some basics of interpreting qualitative data and assisted with categorizing all answers into their relevant topics. From there, the data was coded, using grounded theory, to identify themes and then interpreted into key findings. The findings used in this report were given to the steering team to review for consensus.

MVEP studied Multnomah County's eight existing micro villages, plus Dignity Village.⁵¹ Through a series of ten guided listening sessions, villagers shared what people need, what works, what doesn't, and quality practices in village life, design and development, governance and operations, staffing and services, neighbor relations, and more. The experiences and expertise offered by 120 villagers, including participants in the independent Lived Experience Council, are the heart of the research—a level of engagement that ensured diverse perspectives and valid findings, which have been documented in detail and integrated into this report.

The viewpoints of builders, designers, and operators (of villages past, current, and future), community organizers and advocates, business, and neighborhood partners have also been included in the research. This input was primarily gathered from written and oral interviews with 34 people, eight of whom have lived experience in shelters. These interviews also included people involved with local community networks, including two networks related to people experiencing houselessness in the Portland area, the Village Coalition, active 2015 to 2021 and the Alternative

⁵¹ Villages included: Dignity Village, Right 2 Dream Too, and Hazelnut Grove for the self-governed villages, and Kenton Women's Village, Agape Village, St. John's Village, Beacon Village, Parkrose Village, and the 12&12 Village on Glisan for agency or co-agency/villager managed villages.

Shelter Network, formed in 2022 to present (currently with limited activity). Responses included both positive and negative outcomes.

MVEP reviewed and drew on micro village research published by Portland State University's HRAC, resources from Dignity Village, and the program design for C(3)PO by Victory LaFara, MSW.

LIMITATIONS

The short timeline created a few limitations in our research design. Question development and review by the Steering Team was not completed prior to the first listening session. The questions were revised and questions were added afterward for the remaining eight villages. The timeline did not allow fully training the Steering Team on note taking and due to technical difficulties, audio recordings were inconsistent. As such, some valuable data was missing. To remedy this, we gave a couple representatives from this village the opportunity to view the new questions and add missing information to a supplemental document. To ensure quality, we assigned multiple notetakers to each session. We also collected more data than we had time to code, leaving about a third unprocessed as of the date on this report (hopefully to be used in future work). We focused on completing the subject areas where villagers gave us the most data from each village. Future studies are advised to at least quadruple the amount of time to ensure enough time to train people with lived experience *prior* to the start of the interviews, to give more time for review, to acquire and learn to use needed technologies, and to fully code all of the data to completion.

EXCLUSIONS

We did not study Safe Rest Villages (SRV) or Temporary Alternative Shelter Sites (TASS) because SRVs and TASS are part of a different type of shelter model spearheaded by the City of Portland. SRVs and TASS sites are an agency-managed campus model with 100-250 served per site. While two Safe Rest Villages are currently on the mid-size scale, BIPOC and Queer Affinity Village, it is not yet clear if those sites will grow. The management and governance model of SRV and TASS sites is also different from the village model used in micro villages.

Portland State University's HRAC studied the effectiveness of Alternative Shelters in Multnomah County, including a cost analysis and analyzing the effectiveness in moving people into stable housing. The study acknowledges that many factors affect cost and it is difficult to compare across so many different types of alternative shelters. Micro villages vary significantly with land, structures, and maintenance. Micro village operations also vary significantly, making direct comparison difficult. Our research did not study this in depth, however, we see an opportunity to study micro village costs in more detail to better understand the advantages and disadvantages of the wide variety of village development and operation types.

DECLARATIONS

The project was administered by Cascadia Clusters, Shelter Now, and Sosyal Architecture and Community Development. Cascadia Clusters develops and builds sober-living micro villages, Shelter Now advocates for the unhoused community, and Sosyal has contracts with Multnomah County, City of Portland, and non-profits for shelter and transitional housing. Shelter Now contracted with members of the Steering Team and paid stipends to both the Steering Team and research participants with living and lived experience. Sosyal contracted with independent consultants, including people with living and lived experience.

B. VILLAGE HISTORY AND EXISTING VILLAGES

ORIGIN OF THE VILLAGE MODEL

The village model began in the minds of unhoused people who, by the turn of the century, were fed up with the lack of affordable housing, inhumane shelters, and being criminalized. On October 12, 2000, a few unhoused activists from Homeless Front and Street Roots vendors held their first meeting as Out of the Doorways. They hatched a plan to pitch a tent encampment, using civil disobedience to bring attention to their struggle. December 12, 2000, they set up Camp Dignity, setting in motion a course of events that would transform their lives and alter the national discourse on houselessness.

The newly formed group's campaign was a near instant sensation. Though they were swept 6 times, they maintained a cohesive organization and effective campaign. Their formula was to conduct a showy shopping cart parade on moving day and hold press conferences at each new location. This encouraged the public to keep tabs on their locations and keep support coming. This also enabled them to stick together. From the beginning, they managed everything through democratic decision making from sanitation to strategy. This ensured a resilient bond that would become the root of the village model.

Feeling empowered and inspired, villagers began thinking bigger and looking to build a future together. The City challenged them to design a program model, compose a five-year plan, and form a non-profit in order to be recognized. They spent months articulating and crafting the vision for the village model and formed a 501c3 non-profit in 2001 under the name Dignity Village. Armed with official recognition, they demanded land to pursue their vision.

After the long battle with City Hall, the City granted them land using a Great Depression era statute allowing a non-profit to operate 2 temporary campgrounds in economic emergencies (the other would later become R2DToo). Although this land was controversial for being outside of the City Center and caused some initial

splintering into factions, Dignity Village prevailed and has been refining the model and inspiring movements across the nation for nearly 25 years.

EVOLUTION OF THE VILLAGE MODEL: DOORWAYS TO CAMPS TO VILLAGES

Community organized unsanctioned camps and camps as civil disobedience:

Although Dignity Village was the first to formalize and articulate the village model, its inspiration came from many previous movements and the lived experiences of the Villagers themselves. A good example of this is Jack Tafari (one of the original 8 authors of the model), who grew up in Brixton (South London, UK) where poor people lived in squatted apartment buildings democratically organized by the London Black Panther Party. While living in the US, Jack became unhoused. Like many unhoused Americans, Jack started sleeping in doorways, then formed a street family and an unsanctioned organized encampment to survive. Inspired by the movements he grew up around, he and other encampments formed together into a civil disobedience campaign: Camp Dignity. After organizing and creating Dignity Village, Jack returned home and continued setting up village model shelters in the form of squatted hotels in Bloomsbury (Central London). Work that he continued doing until he passed away in 2016. This convergence of influences exemplifies the evolution of villages as shelter.

For decades in the US, as the safety nets of the welfare state have been dismantled, people have turned to forming organized systems of sharing scarce access to survival resources. For unhoused people, this looks like camping together in groups, forming tight friendship bonds, and community behavioral norms and/or formalized agreements on responsibilities. Usually, each individual has some resource, value, or skill to share with the group. They protect each other and socially support one another. The village model took what impoverished people do and made it into a shelter model which builds on the strengths, resilience, and healthy aspects of what comes naturally.

Dignity Village:

Each village is inherently customizable and culturally responsive to the villagers. Therefore, each one is designed and refined to suit the needs and desires of the population living in it. As a larger village (40-60), Dignity Village is more structured with defined democratic processes and roles/responsibilities. The Board of Directors and Council are democratically elected from and by the Members of the village. Membership of the non-profit is earned through remaining in good standing, and keeping up on monthly dues (program fees). This ensures the rules are made by people sincerely invested in the community.

The Board and Council manage the day-to-day administration of the non-profit. The Membership votes on the processes, rules, and any major decisions for the village (like shareholders of a corporation, their vote is legally significant). Rules are enforced by all villagers via grievance procedure. This means the community agreements

always stand, not just when a small number of people are watching. It also helps prevent selective enforcement. Grievance procedures are voted on by Council, but can be overturned and new proposals voted on by Membership. All aspects of operations are managed by Department Coordinators appointed by Council. Intake is managed by the Village Intake Committee

Right 2 Dream Too:

After several years of Dignity's success, in 2009, a group of former villagers and other organizers created Right 2 Survive to continue movement building with unhoused people around the City. In Spring of 2011, they hatched a plan to camp along the Rose Festival Parade route (as many housed people do to beat the crowds for the best parade view) in order to raise awareness of homeless issues. Organizers built relationships with a disgruntled landowner in the area and struck an agreement to set up a shelter downtown. This became the next village and first micro village, R2DToo. In 2016, the City of Portland mandated R2DToo move. The Village Coalition, an organization of villagers and community activists and Portland State University's CPID worked with the Lloyd neighborhood and EcoDistrict to move R2DToo to the Lloyd neighborhood where it has remained and continued its strong relationships with the community.

R2DToo consists of members, who live on site in tiny houses and operate all aspects of the facilities, including the movement of up to 60 people day and night into and out of its shelter. The board of R2DToo does not interfere in the site's operation. The members use a democratic system for decisions: one person, one vote. They have a weekly meeting, the first part of which is open to the public, at which all decisions are voted on, including admitting new members after their probationary term has concluded. New people interested in becoming members also introduce themselves at this meeting to begin their probationary period. R2DToo has always aimed to be as low-barrier as possible in both its shelter operations and its membership, meaning there are no background checks on anyone at the site.

Hazelnut Grove:

Right on the heels of R2DToo came Hazelnut Grove. The Grove originated from a combination of people living in organized unsanctioned camps and organizers from the Occupy Portland movement. After the Occupy movement, they stayed in front of City Hall for two more years until the City threatened removal. Beginning as a democratically organized encampment, Hazelnut Grove formalized and settled into its current location in early 2012, forming the second micro village. In 2015, the City declared a state of emergency on housing and homelessness. Meanwhile, the Oregon Department of Transportation was threatening to clear the settlement. This galvanized villagers and community activists to fight back and reach an agreement with the City of Portland to establish a village in the same inspiration as Dignity

Village and Opportunity Village in Eugene, Oregon.⁵² The City of Portland agreed and provided portable toilets, installed a perimeter fence, trash cans, and a shipping container. Over the years, villagers have invested their own money and sweat equity in building community structures, small houses, a community garden, and are working on hillside stabilization and rehabilitation projects. Along with community partnerships to support the village, Hazelnut Grove has also provided site security and adjacent property maintenance including maintaining the pedestrian and bike path.

Hazelnut Grove is self-governed and operated by consensus. The community agreement and 501(c)3 bylaws were created by villagers and are updated by villagers. These were most recently updated in 2022 or 2023 and updates have been a unanimous consensus every time. The guidelines allow the community to hold each other accountable. Requirements for village work shifts are tailored to each villager's ability, health, and safety. Villagers are responsible for managing all aspects of the operations. The community agreement helps villagers solve problems. Villagers are treated with respect as adults. Only if personal business becomes everybody's business does the village get involved.

Hazelnut Grove was a catalyst for two new villages. Through their role as advisors on the then Village Coalition, Grovers advised on efforts that later became new villages.

When the City sanctioned Hazelnut Grove, the City excluded a number of people who were camping nearby and gave them 30 days to move. About a dozen out this group moved to another city owned property. This village, Forgotten Realms, functioned democratically and with community support from Sisters of the Road, Street Books, and local Churches. The City provided fencing with a locking gate. Forgotten Realms had an informal agreement with the police to allow them to walk the perimeter as long as they didn't open tents. Forgotten Realms provided community services, primarily feeding people, and offered a safe resting place for up to 2 days. This village was disbanded after about a year and half following an out of state move by the original leaders.

MICRO VILLAGES INSPIRED BY THE VILLAGE MOVEMENT⁵³

The heart of the Village Model is its movement building, community, and mutual aid. However, as Dignity Village, R2DToo, and Hazelnut Grove settled into stability and faded from the media, public perceptions of the model have shifted from its original design. The public came to see the humble shacks that villagers had built to protect themselves in the face of extreme resource scarcity as the model instead of the model focusing on the community of people. At the same time, the "tiny home"

⁵² Todd Ferry, Greg Townley, Marisa Zapata, "Village Research and How To Guide," Portland State University Homelessness Research & Action Collaborative, 2022, p. 39

⁵³ For more detailed information about these villages, refer to Portland State University's Village Research and How-to Guide.

movement was spreading across the United States. In response, government agencies began to partially apply the village movement to shelter. Regulatory barriers like zoning regulations around density, land use procedure complexity and expense, and scarce funding led to the adoption of tiny, detached sleeping units and other temporary structures in order to build shelters quickly and inexpensively. In Portland, this eventually became the “Outdoor Shelter” model in the reformed zoning codes implemented under the Shelter to Housing Continuum in April 2021. The term “village”⁵⁴ became synonymous with the new outdoor shelter model. However, the use of the terms “tiny home”⁵⁵ and “village”⁵⁶ movement became a misnomer on both accounts. These types have become referred to as “Alternative Shelter” by Multnomah County in that they are not congregate or motel shelters.

Kenton Women’s Village:

The first of the agency-managed alternative shelters to emerge is Kenton Women’s Village. This was a project initiated by the Village Coalition and community groups attempting an agency-managed hybrid. It is a result of the 2016-17 Partners on Dwelling (POD) Initiative between the Village Coalition, Portland State University’s CPID. The effort brought the City of Portland into closer relationships with village efforts and brought more business partnerships into the process.⁵⁷ They kept the Village small, with no more than 20 individual sleeping structures. They also gave the early participants some ability to provide feedback to the agency on policies and operations. Over time, most of the operations came to be managed by staff from the service provider.

Today, villager autonomy in governance and operations is not part of this village’s program, however, participants are able to foster some sense of community and peer support through their shared experiences and identity. Their indoor central gathering space and communal kitchen house regular meetings and participants often share meals with each other. The evolution of Kenton Women’s Village has led public agencies to focus on the built structures within the village model instead of

⁵⁴ “Alternative Shelters,” Joint Office of Homeless Services, Multnomah County, June 2, 2024, <https://johs.us/emergency-shelters/alternative-shelters/>.

⁵⁵ Tiny homes, or “Small Homes” as defined under the Oregon Small Home Specialty Code are a single-family residence that is not more than 400 square feet in size. A single-family residence is considered a “dwelling unit” which includes a sleeping room (bedroom or studio) with a full bathroom and kitchen. The Tiny Home movement includes full dwelling units less than 400 square feet in area and detached bedrooms that offer kitchenettes and bathrooms, but are not full dwelling units. In contrast, bathrooms and kitchens were not allowed in the individual sleeping structures in these early villages. While not included in the description of a sleeping unit under the City of Portland’s Temporary Outdoor Shelter code guide, bathrooms and kitchenettes within a sleeping structure are not expressly forbidden. Open flames within sleeping structures are prohibited. “Temporary Outdoor Shelters Program Guide,” Rebecca Esau, Director Bureau of Development Services, City of Portland, February 11, 2022, <https://www.portland.gov/bds/documents/temporary-outdoor-shelters-program-guide>.

⁵⁶ Fidelity to the essential community components of the village model have since been inconsistently implemented. Some village service providers use a co-management model while others are fully agency-managed.

⁵⁷ Todd Ferry, Greg Townley, Marisa Zapata, “Village Research and How To Guide,” Portland State University Homelessness Research & Action Collaborative, 2022, pp. 65-67

villager-led governance where villagers are eligible to be voting members and/or board officers of the non-profit.

Agape Village:

The second of this kind, Agape Village, began the planning process in 2016 through the Central Church of the Nazarene in SE Portland near I-205. The congregation worked with community partners, Portland State University's CPID and unhoused community members to plan, design, and construct the village. They created a non-profit organization to manage it, including unhoused individuals on the board of directors and opened the village in 2019.⁵⁸ Three Hazelnut Grove villagers were hired as construction trainees by Cascadia Clusters to build Agape Village.⁵⁹ The village is clean and sober transitional housing and not funded by Multnomah County's Alternative Shelter program. The village host is a person with lived experience in being unhoused. Agape Village also partners with Union Gospel Mission to manage an emergency and winter shelter within the Church building and host weekly showers. Agape Village also serves as an essential supply hub including lunch service on Sundays.

St. John's Village:

The third agency-managed alternative shelter to emerge is the St. John's Village. Planning began just prior to the Covid 19 pandemic. It is another example of partnership between a non-profit service provider and faith institution. St. John's Church leases the space to Do Good Multnomah, the service provider and shelter manager. Village site planning and design was a community effort between the Church, Do Good Multnomah, St. John's Welcomes the Village Coalition, a local architecture firm, the Home Builder's Foundation, engineers, and landscape architects. Villagers from Hazelnut Grove moved into the St. John's Village and were involved with early recommendations for the program.⁶⁰ St. John's Village is agency-managed and governed. Villagers have house chores and there are required biweekly community meetings in which villagers are updated by management on policy changes and events. Staff encourage villagers to resolve conflicts internally but if no agreement can be made, then staff will get involved in conflict resolution. Villagers sign a community agreement and enforcement is by Do Good Multnomah.

Creating Conscious Communities With People Outside C(3)PO:

Another hybrid model was the Creating Conscious Communities with People Outside (C(3)PO) Villages, created at the beginning of the lockdown in response to a call out from Street Roots. It was administered by leaders from Dignity Village and R2DToo, served by JOIN's housing services, Equi Institute's medical program, and Street Roots, using emergency government funding and grants from a coalition of

⁵⁸ Todd Ferry, Greg Townley, Marisa Zapata, "Village Research and How To Guide," Portland State University Homelessness Research & Action Collaborative, 2022, pp. 115-120.

⁵⁹ Ibid, p. 23

⁶⁰ Ibid, p. 43

supporters. There were 3 villages serving 25-50 people each, with 2 sites being culturally-specific (Queer Affinity and BIPOC). The focus in this hybrid was to utilize the resource advantages of the agency-managed model while maintaining villager's self-governance and control of operations. All decisions were made using a direct democracy model. Being a temporarily emergency-funded project, the goal was to get the villagers ready to start their own non-profit agencies and take over administration from R2DToo's non-profit. Unfortunately, without enough administrative pay, R2DToo was unable to sustain administrative capacity for their own organization and C(3)PO for long enough to get villagers through the legal process. The shelter agency that took over the contract eliminated the village structure and programming and replaced it with a fully agency-managed model.

The C(3)PO shelter sites were dismantled and relocated as part of the City of Portland's Safe Rest Village (SRV) program that was established in 2021.⁶¹ The SRV program is an outdoor shelter model more closely related to congregate shelter in the agency-managed governance and administration, and in scale of the shelter sites.⁶² An emerging term for this is the campus model, although much like "alternative shelter," the term "campus model" is not currently well defined.

Land availability with larger villages became a challenge and more neighborhood organizations and housed community members began to consider options for serving their unhoused neighbors within the neighborhood. At the same time, unhoused communities were continuing to band together for safety and support in encampments near their service needs and communities.⁶³ These next micro villages continued the convergence of the hyper local needs of unhoused and housed neighbors.

Beacon Village:

Beacon Village grew out of another neighborhood effort. In 2019 and 2020, the Metanoia Faith Community with members of the Sunnyside Neighborhood Association⁶⁴ were dreaming of a village to care for their unhoused neighbors, especially those in Laurelhurst Park.⁶⁵ The groups helped establish Beacon Village as

⁶¹ "Safe Rest Villages Program Overview," City of Portland, March 19, 2024, <https://portland.gov/shelter-services/safe-rest-villages-program-overview>.

⁶² The smallest site, the Multnomah Safe Rest Village, served 30 individuals but is currently expanding to 100 sleeping structures. The new range is 35 at the Queer Affinity Village to 250 at the second Temporary Alternative Shelter Site. "Locations of City Shelters," City of Portland, May 16, 2024, <https://portland.gov/shelter-services/locations-city-shelters-and-culturally-specific-villages/>.

⁶³ One example is Hamlet 33, which was located on NE Dekum and 33rd in Portland. The self-governed micro village was made up of Concordia residents who had lost their housing, medically fragile people including people seeking care from the nearby HIV day center, and actively supported by housed neighbors with trash clean up, essential supplies, and political advocacy. Alex Zielinski, "Uprooted and Unhoused," Portland Mercury, July 15, 2022, <https://www.portlandmercury.com/news/2022/07/15/44219943/uprooted-and-unhoused>.

⁶⁴ Alex Zielinski, "Funds From Metro's New Supportive Housing Service Tax Reach Portland's Homeless," Portland Mercury, October 14, 2021.

⁶⁵ "September 15th is One Year," Beacon Village, September 15, 2021, <https://beaconvillagepdx.org/blog/qw82h7rhtm95ysdq80c34j62oyx8jc>

a non-profit and applied for a grant from JOHS for the construction and operations of the village, one of the first funded through Metro's SHS funds.⁶⁶ The village leases land from the Bridgeport United Church of Christ and the Church's fellowship hall for offices, a full kitchen, and community space.

Parkrose Community Village:

The WeShine Initiative, formed in 2021, is a non-profit organization that builds and operates micro villages with neighborhood engagement and partnerships. It was formed by grassroots efforts from several neighborhoods in Northeast and Southeast Portland. Parkrose Community Village, its first village, serves LGBTQ2SIA+ adults, and prioritizes BIPOC adults and unhoused people nearby. WeShine leases the land from the Parkrose United Church of Christ.

All WeShine-operated villages use a supported self-management approach, where villagers have a voice in governance and policies, through a Village Council, Village Safety Committee, and Village Advisory Committee. Villagers have played, and will continue to play, a strong role in developing and revising policies and procedures for village operations including the Village Handbook. Guests also develop life skills by co-facilitating Village Council meetings and serving on the Village Advisory Committee. Villagers sign a Good Guest Agreement, and the village has a Good Neighbor Agreement with the neighborhood.

WeShine prioritizes hiring staff who are representative of the unhoused underserved communities served in their villages. All staff have lived experience in some way that is relevant to villagers' life experience. For example, staff may have lived experience of being unhoused, living with mental illness, being in recovery from substance abuse, having experienced domestic violence, and/or poverty; others have experienced marginalization and stigmatization due to their neurodivergence, their racial or gender non-conforming identities, and/or sexual orientation.

12&12 Village on Glisan:

Cascadia Clusters, a non-profit construction training program for sober unhoused adults, partnered with the Arabic Life Church to establish a sober living micro village on the Church's property in 2023. The Arabic Life Church is an Assemblies of God congregation, and their values include sobriety. This provided a good opportunity for a non-profit to partner with a faith-based organization to address a service gap for the unhoused community. The village is managed by a village manager with lived experience in substance abuse recovery and being unhoused. The villagers live in detached structures with a roommate for accountability and have access to shared restrooms, kitchens, and outdoor communal space in addition to daytime access to the Church building. The initial village managers and villagers helped create the villager handbook based on policies and handbooks from existing sober living non-profits. Villagers helped form the handbook's rules.

⁶⁶ Alex Zielinski, "Funds From Metro's New Supportive Housing Service Tax Reach Portland's Homeless," *Portland Mercury*, October 14, 2021.

The 12&12 Village on Glisan is a community-based agency-operated example of a sober living micro village. Villager community responsibilities include chores for maintenance, two AA/NA meetings per week, and random urine testing based on suspicion of use. Maintenance is paid for by a \$350 monthly program fee. This amount was recommended by the unhoused community as a fee easily met by a month of canning (collecting cans and bottles to return to bottle drop sites for the bottle deposit). The program fee includes utilities, Wi-Fi, garbage service, and membership.

The capital costs were funded as a workforce training program for unhoused sober adults. The capital costs were minimal because the micro village is permitted as a temporary alternative shelter through the City of Portland. This reduced land use complexity and expense through permit fee waivers and reduced building permit complexity and cost by utilizing structures on wheels for shared service spaces and temporary structures exempt from building permitting for the sleeping units. The operational costs are funded through program fees paid by villagers.

IN PROGRESS AND FUTURE MICRO VILLAGES

Priority for BIPOC, senior, disability, and female-identifying communities:

WeShine was awarded funding in 2024 to develop two new micro villages. Avalon Village, on public land owned by PBOT in the Hosford Abernathy neighborhood, is under construction and will serve women and female-identifying adults, with priority for people who are Black, Indigenous, or People of Color, older adults, people with chronic illnesses or disabilities, and people who are living unsheltered in the area.

A third site is in development on land owned by St. Andrew's Episcopal Church in North Portland. This micro village will host older adults and people with disabilities with priority for BIPOC adults and people who have lived in North Portland.⁶⁷

AfroVillage:

The AfroVillage is a movement rooted in the vision of Portland community member and activist Laquida "Q" Landford. The movement focuses on addressing the needs of our most vulnerable population—low income and unhoused individuals—with a focus on racial disparities and inequalities.⁶⁸ The Movement centers Black Liberation and Indigenous Sovereignty.⁶⁹

AfroVillage uses a care-centered approach to heal historical and current traumas and focuses on home and land ownership to advance self-determination, independence and power. The AfroVillage will also provide transitional housing and basic services to its residents. The AfroVillage Movement is currently working to secure a site for the Hub (village). It will be designed with attention toward cultural

⁶⁷ "About," St. Andrew's Episcopal Church, June 24, 2024, <https://www.saintandrewspdx.com/about-5>.

⁶⁸ Afro Village PDX, June 24, 2024, <https://www.afrovillagepdx.org/>

⁶⁹ "About," Afro Village PDX, June 24, 2024, <https://www.afrovillagepdx.org/about-3>

expression, creating a safe space to heal, restore, and rejuvenate by providing care-based services, such as laundry, gardens, and massage therapy, to its residents. The Hub will serve low-income and houseless community members, focusing on BIPOC individuals and women. The vision is to operate through sustainable net-zero, clean energy, and solar-powered solutions.⁷⁰

While working toward the AfroVillage Hub to become a reality, the AfroVillage Movement team has been working to create an AfroVillage Homebase. The Homebase is planned to be installed on property owned by the City of Portland in NE Portland near the Broadway bridge (just north of N Broadway St. and west of N Larrabee Ave.). The Homebase will be home to the AfroVillage office, a gallery space, tiny home prototypes, and become an incubator to test ideas. Depending on the resources available the Homebase may provide services with a focus on serving low-income and houseless community members, focusing on BIPOC individuals and women.⁷¹

Family:

Barbie's Village will be the first micro village that is located on Land Back,⁷² land given back to the Indigenous Community, and will serve houseless Native families with small children. It is located in the former Laurelhurst Presbyterian Church in NE Portland where the Future Generations Collaborative operates services such as early childhood programming, public health work, meetings, trainings, and community events.

The planning and work to achieve this Land Back effort included the collaborative efforts of the Future Generations Collaborative, Leaven Land and Housing Coalition, the Westminster Presbyterian team. The Presbytery of the Cascades voted to sell the Church and its property to the Future Generations Collaborative for \$1 in 2023. The property transfer was completed on March 15, 2024.

Barbie's Village was named after Barbie Jackson Shields (Atwai), a citizen of the Confederated Tribes of Warm Springs and Natural Helper with FGC.⁷³ Barbie and her husband Kenny Shields, Anishinaabe and Sioux, dreamed of creating a safe place for Native families with young children experiencing housing insecurity.⁷⁴ She passed

⁷⁰ Maria Petteni, "The Afro Village," Portable document format, <https://static1.squarespace.com/static/5f6a5d6bb089e371ff0b5c45/t/5f7ccd18951adf20b4fd5875/1602014488602/The+Afro+Village+36x36.pdf>

⁷¹ "About," Afro Village PDX, June 24, 2024, <https://www.afrovillagepdx.org/about-3>

⁷² "Land Justice," Coalition of Oregon Land Trusts, 2024, <https://oregonlandtrusts.org/our-work/land-justice/>

⁷³ Jarrette Werk, "Portland Former Church, Future Site Of A Tiny Home Village For Homeless Families, Now In Hands Of Native Organization," Oregon Public Broadcasting, March 30, 2024, <https://www.opb.org/article/2024/03/30/presbyterian-church-laurelhurst-barbie-village/>

⁷⁴ Jarrette Werk, "Portland Former Church, Future Site Of A Tiny Home Village For Homeless Families, Now In Hands Of Native Organization," Oregon Public Broadcasting, March 30, 2024, <https://www.opb.org/article/2024/03/30/presbyterian-church-laurelhurst-barbie-village/>

away in 2018 from a brain aneurysm. Her namesake village will have 6-10 tiny houses for Native families with a resource center to provide wraparound services.⁷⁵

Respite and hospice:

Dead Folx Farm will be a palliative care and hospice tiny home village on an active farm with plans in progress for a drop-in community clinic. The farm produces food for village residents, neighbors, and supporters. It will be a community resource center with gathering space, a kitchen, dining area, meeting hall, laundry, and showers.⁷⁶ The clinic will provide drop-in care for basic medical needs including wound care, foot care, and medication prescriptions for treating opioid use disorder.⁷⁷

Dead Folx Farm describes its mission and vision on their website, “Mission: We exist to expand the choices our unhoused and under-resourced neighbors have when they are sick and when it is time for them to die by providing a community clinic, tiny hospice homes, and street-based Palliative and Hospice Care. Vision: We envision a Portland in which all people have choice in where they heal and where they die, regardless of their resources, and a model of care rooted in community and harm reduction that is limited only by our imagination.”⁷⁸

Recovery:

There is a service gap for sober living shelter and transitional housing. For some, living in a low-barrier shelter is a threat to their sobriety even when substance use is not allowed on site. Others prefer a sober communal living environment to benefit from peer support and accountability. Very low-cost housing is beneficial because it allows people in recovery to focus on their intensive outpatient therapy instead of returning to full time work after leaving rehabilitation. The Oxford House model⁷⁹ is one example of transitional housing to apply to micro villages. This model’s democratic and self-supporting structure with peer accountability is an evidence-based cornerstone of recovery programs, making the micro village model a natural complement.⁸⁰

⁷⁵ Ibid.

⁷⁶ “What Is Dead Folx Farm,” Dead Folx Farm, 2024, <https://deadfolxfarm.org/about-us>

⁷⁷ “Clinic,” Dead Folx Farm, 2024, <https://deadfolxfarm.org/clinic>

⁷⁸ “Mission, Vision, Values,” Dead Folx Farm, 2024 <https://deadfolxfarm.org/mission%2C-vision%2C-values>

⁷⁹ “The Purpose and Structure of Oxford House,” Oxford House, 2015, https://oxfordhouse.org/purpose_and_structure

⁸⁰ “Best Practices for Recovery Housing,” Substance Abuse and Mental Health Services Administration, US Department of Health and Human Services, 2023, p.7



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