

NEWBERG CAR CAMPING INITIATIVE



EXECUTIVE REPORT

CAMELLIA PLANNING



ACKNOWLEDGMENTS

Camellia Planning wishes to thank everyone who provided their time and input for this project. We especially want to thank the service providers and individuals with lived experience who serve important roles in the community and provided invaluable insight for this project.

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EXECUTIVE SUMMARY

The Newberg housing market is experiencing the effects of a rapidly growing population on a relatively static housing stock. As competition for a limited supply of housing increases, low- and moderate-income households face the choice of absorbing rising housing costs or being priced out of their homes. This pressure has shown to result in increased rates of housing instability and homelessness in comparable communities across the state.¹

Concerns around housing affordability prompted the Newberg City Council to adopt a 5-Year Housing Work Program in 2020. The 5-Year Housing Work Program consists of 49 housing-related directives intended to address a variety of housing needs in the community, including the needs of the unhoused community in Newberg. One particular item included in the 5-Year Housing Work Program pertains to “car camping,” or living unsheltered in a vehicle. This item originated with faith-based organizations inquiring about using their parking lots as spaces for unhoused individuals, groups, and/or families to car camp overnight.

The City of Newberg does not currently have a legal process or program in place to address these requests, meaning car camping is technically illegal within Newberg’s city boundaries.

Newberg City Council made this item a priority for this budget year (July 2021-June 2022) by directing the Newberg Community Development Department to look into opportunities for car camping within the city. The Department responded to a request for proposal (RFP) issued by the Portland State University Toulon School of Urban Studies and Planning for planning assistance from students in the Master of Urban and Regional Planning (MURP) program. This team of graduate students (hereinafter referred to as “Camellia Planning”) were asked to:

“ create a land use process that allows organizations and others in the Newberg community to apply for car camping on their properties; where appropriate and meets the needs of those being served.”



Camellia Planning developed a three-part project methodology:

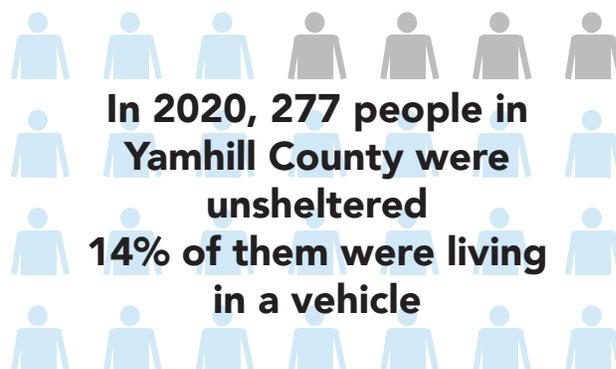
- Assess existing conditions
- Conduct three distinct phases of stakeholder engagement
- Research existing car camping programs and regulations

Camellia Planning's primary goal for this project has been to provide Newberg City Council with a spectrum of implementation options as they consider allowing organizations in Newberg to host sites for unhoused individuals and families to safely park their vehicles overnight.

Assessing Current Conditions

Since 2000, housing costs have grown at a rate four times higher than income growth in Newberg.² This disparity has contributed to an increased number of cost burdened households in Newberg, with 32% of homeowners and 56% of renters paying more than 30% of their monthly income on housing expenses.³ Cost burdened households are more likely to be at risk of housing instability and homelessness.⁴

The McKinney-Vento Coordinator for the Newberg School District shared that for Newberg students, car camping is most often occasional and temporary. They believe the number of households car camping in Newberg varies day-to-day, but are aware of Newberg families presently car camping. In the 2019-2020 school year, 239 students in grades K-12 were considered unhoused and 13 students in grades K-12 were found to be unsheltered (including living in a vehicle) at some point in the school year.



Stakeholder Engagement

Camellia Planning sought to gather the thoughts, opinions, and insights of stakeholders and people with lived experience car camping across three distinct phases of engagement. Through interviews with community stakeholders, Camellia Planning collected 14 unique car camping circumstances from second hand sources and two with first hand lived experiences of car camping in Newberg (see page 19). Camellia Planning estimates that approximately 9 to 20 households could be car camping in Newberg. These households are likely deeply connected to the City of Newberg through having grown up in Newberg, worked in Newberg, and/or have children in the Newberg school system.

In the first phase of engagement, Camellia Planning interviewed 12 stakeholders identified in partnership with the City of Newberg staff. Each stakeholder was a representative of a local service provider or institution with experience working with houseless individuals and families in Newberg, Yamhill County, and/or the Portland metro region. In this process, Camellia planning heard that there are individuals and families car camping in Newberg,

despite the practice being less visible than in other municipalities. Stakeholders also identified the need for clarity in the program's purpose and suggested the ideal program would partner with an experienced service provider.

In the second phase of engagement, Camellia Planning sought feedback on three preliminary car camping implementation options in Newberg via a focus group and survey. For this phase 26 stakeholders were invited, including stakeholders contacted in phase one. Six stakeholders attended the focus group.

Focus group attendees reached general consensus that a successful car camping program in Newberg would preferably be managed by a service provider with the capacity to provide wrap-around services to program participants.

Additionally, a survey on additional car camping program details was sent out to the invited stakeholder list. Six responses were received.

The third phase of engagement consisted of Camellia Planning preparing outward facing documents for the City of Newberg to use in public engagement. These documents include information on the project background, car camping program details to consider, and how community members can stay engaged with the project going forward.

Research

Camellia Planning conducted research of recently active car camping programs in 14 jurisdictions in Oregon and Vancouver, Washington. This research was informed by municipal code review and engagement with the city officials or service providers responsible for the implementation and operation of their programs.

We found that every car camping program is administered and operated differently. However, every car camping program provided on-site sanitary facilities at a minimum including hand washing stations, portable restrooms, and garbage disposal as required by ORS 195.520.

Programs differ in the number of vehicles allowed on each site, the types and conditions of vehicles permitted, the barriers to entry for program participants, and the regulation of site placement by zoning or property owner type. Additionally, the legal framework to implement a car camping program varies among jurisdictions. The majority of programs researched are implemented through municipal code, and a few are allowed through resolution.

Ten of the identified car camping programs were found to include some form of services beyond the required basic sanitary facilities. In some instances, these services were administered by a local service provider contracted with the jurisdiction to operate the program. On top of handling intake, case management, and additional client assistance services for program participants, some service providers also identified and assisted

potential host sites. Partnering with a service provider was generally considered by stakeholders to be instrumental to the success of a car camping program because service providers are best positioned to form relationships with program participants and support them in securing stable housing.

Options

Camellia Planning prepared three potential implementation options for a car camping program in Newberg, informed by extensive research and stakeholder engagement. It is important to note that these options are not intended to be viewed as programmatically binding, but rather as preliminary frameworks that can help to guide additional engagement with Newberg residents and the ultimate decision making process. Their purpose is to assist Newberg City Council to envision a car camping program that would best reflect the Newberg community’s values and meet the needs of those being served.

Potential Car Camping Implementation Options

Option 1: Host Oversight Framework	Option 2: City Oversight Framework	Option 3: Service Provider Oversight Framework
Host Site Registration		
Registration with City of Newberg	Registration with City of Newberg	Registration with service provider
Oversight		
Program violations enforced on a complaint basis	City verifies program compliance with registration, performs annual inspection	City verifies program compliance with registration, relies on service provider to ensure compliance
Use Metrics		
	Host sites provide an annual report to City of Newberg containing metrics from their program	Service provider provides semiannual report to city on metrics from the program as well as explanation of how program budget is spent
Funding Options		
	Earmarked funding available to host site as grant program	City of Newberg sets aside funding to partner with service provider

Implementation Decision Guide

This Implementation Decision Guide is intended to provide the City of Newberg with an array of actionable steps that will need to be considered in conjunction with stakeholders in order to implement a car camping program in Newberg.

The guide is organized into two groups of action items pertaining to program design and administration and additional engagement with the Newberg community. Each action item includes Camellia Planning's recommendations related to that item, along with an explanation of the recommendation based on research and engagement conducted by Camellia Planning from March to May 2022. Each potential action included in this guide is important to crafting a car camping program that reflects the Newberg community's values and meets the needs of those being served. Please see pages 34 and 48 for the full Implementation Decision Guide matrix which includes recommendations for each Action.

Design & Administration Actions

Action 1: Programmatic Framework

Determine the basic programmatic framework.

Action 2: Pilot or Ongoing

Determine whether to implement a program on a pilot basis or on an ongoing basis.

Action 3: Registration and Application

Determine whether car camping host sites must register and/or apply for approval.

Action 4: Oversight Responsibilities

Determine if car camping sites will be required to have outside oversight; if so, determine what entity will be tasked with oversight.

Action 5: Program Metrics

Determine if collecting and reporting on program metrics will be required.

Action 6: Available Locations

Determine where car camping host sites will be allowed within Newberg.

Action 7: Additional Requirements

Determine additional requirements of a program, such as facility requirements, definition of vehicle, and operational details.

Community Engagement Actions

Action 1: Engage with those who have lived experience

Assign City Staff or Service Provider to build a relationship with the car camping population of Newberg

Action 2: Engage with the broader public in Newberg

Engage with neighbors adjacent to a potential site and inform the general public about the program

Action 3: Engage with faith-based organizations in Newberg

Inform faith communities about requirements for a car camping program, and assign City Staff to cultivate interest in hosting a site

Action 4: Engage with local law enforcement

Establish a law enforcement liaison for the car camping program to increase collaboration in design, implementation, and operation

Action 5: Market a potential program

Rename the initiative, highlight the community impact of the program, and champion successful implementation

Conclusion

This report is the result of a six-month planning process conducted by Camellia Planning in conjunction with the Newberg Community Development Department. Through this process, Camellia Planning has come to the following conclusions:

- Car camping is occurring in Newberg, despite being less visible than in larger cities in Oregon.
- A car camping program is not a solution to houselessness. However, it can be an important interim step for program participants to meet basic needs and work to secure permanent housing.
- There is wide consensus amongst community stakeholders that a car camping program managed by a service provider with the capacity to provide wrap-around services would yield the best results.
- The City of Newberg must articulate its own goals for a car camping program before moving forward with implementation.
- Further engagement with Newberg residents and the unhoused population is necessary in order to implement a car camping program that addresses the concerns of the Newberg community and meets the needs of those being served.
- The City of Newberg needs to continue to work towards implementing the 5-Year Housing Work Program and upcoming Housing Production Strategy to address the root causes of car camping in Newberg by encouraging more housing.

PURPOSE STATEMENT

The City of Newberg is facing a growing challenge around housing affordability. A sufficient supply of stable, affordable housing is the best way to address housing insecurity and homelessness, but car camping programs can be an interim step to attenuate harm for individuals living unsheltered in their vehicles. As the City of Newberg works to address its housing challenges by implementing its 5-Year Housing Work Program and Housing Production Strategy, it is necessary to provide safe and dignified interim options for those experiencing some of the worst effects of housing scarcity and unaffordability.

The City of Newberg does not currently have a process in place to allow for car camping sites, making car camping technically illegal in Newberg. The legal precariousness of car camping subjects individuals and families living in their vehicles to a further state of instability and concern for their wellbeing. Without a legal process and accompanying programming, the City of Newberg also forfeits a potential opportunity to assist in connecting unsheltered individuals and families living out of their vehicles with supportive services or available housing options.

The purpose of this project is to identify potential options for implementing a car camping program which will serve Newberg's houseless population, and minimize the trauma and anxiety that may come from living unsheltered in a vehicle. As part of this project, Camellia Planning engaged with community stakeholders to understand who may be car camping in Newberg and what their needs are. The project also involved research into how other jurisdictions in Oregon and southwest Washington have implemented similar programs. Lessons from this work have guided recommendations for how the City of Newberg can move forward to implement a program to support the unhoused population in Newberg.

Lastly, Camellia Planning acknowledges the importance of intentionality in our language. We strive to avoid any insinuation of car camping being a housing solution and opt to utilize the term "houseless" in favor of "homeless" unless directly quoting or referring to a body of research.

REPORT ROADMAP



Background

- Overview of vehicle sheltering and car camping programs
- Housing challenges and houselessness in Oregon and Newberg
- Newberg's Housing Work Plan and project origin



Who is Car Camping in Newberg?

- Identify who would be served by a car camping program in Newberg



Stakeholder Engagement and Car Camping Research

- Overview of stakeholder engagement and key findings
- Overview of research into other car camping programs



Implementation Options

- Three potential frameworks for implementing a car camping program in Newberg



Implementation Decision Guide

- Actions and Camellia Planning recommendations for the City of Newberg to consider in a potential car camping program



Appendices

Supplementary reports on:

- Stakeholder engagement
- Car camping programs in other cities
- Potential changes needed to Newberg's code

BACKGROUND

Between 2015 and 2019, unsheltered houselessness grew almost 22% nationally.⁵ On the West Coast, which faces one of the largest affordable housing shortages nationwide, unsheltered houselessness is especially acute.⁶ A growing portion of those living unhoused are living in vehicles. A 2019 report from the National Law Center on Homelessness and Poverty (NLCHP) estimates 30-50% of unhoused individuals in West Coast cities are staying in a vehicle.⁷ Criminalization of living in a vehicle has also grown. The number of cities with laws criminalizing living in a vehicle grew 143% from 2008-2018.⁸

30-50% of unhoused individuals in West Coast Cities are staying in a vehicle

Individuals living unsheltered in their vehicles have different needs and face different challenges than those living outdoors. They, “may maintain work and community ties not afforded to individuals living on the street. However, the criminalization of vehicle dwelling exposes people to citations, towing, or impound fees

that increase instability and threaten those ties.”⁹ Unpaid citations can become criminal infractions, and an impounded vehicle means the loss of one’s shelter, belongings, and transportation.¹⁰

Unsheltered: Individuals and families sleeping in a place not ordinarily used for a sleeping accommodation, such as an abandoned building or car.

This creates further trauma, and can disrupt efforts to seek housing, employment, and services. Laws which disproportionately impact those living in their vehicles “do not result in deterrence or meaningful revenue, but they do harm to already vulnerable people, making them more resistant to recovering from poverty and homelessness.”¹¹ They may bring people into the legal system, drain financial resources, and lead to higher numbers of individuals living on the street. Some who are unhoused may not have access to indoor congregate shelter, or may prefer not to use it if available. “A person’s vehicle can represent a personal refuge: the last remaining link to a sense of privacy, stability, and personal autonomy.”¹² A sufficient supply of safe and affordable housing is the best way to address houselessness. However, interim tools are necessary to address the immediate needs of those living unhoused.

“A person’s vehicle can represent a personal refuge: the last remaining link to a sense of privacy, stability, and personal autonomy.”

Car Camping Programs

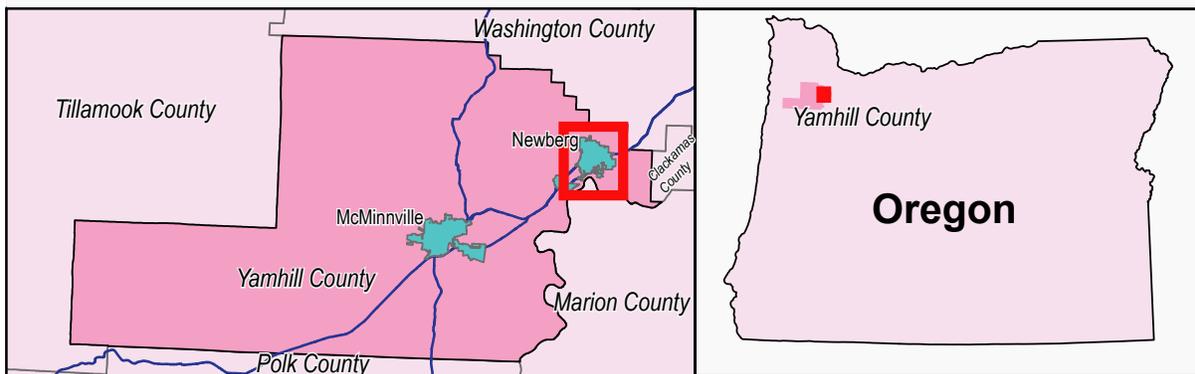
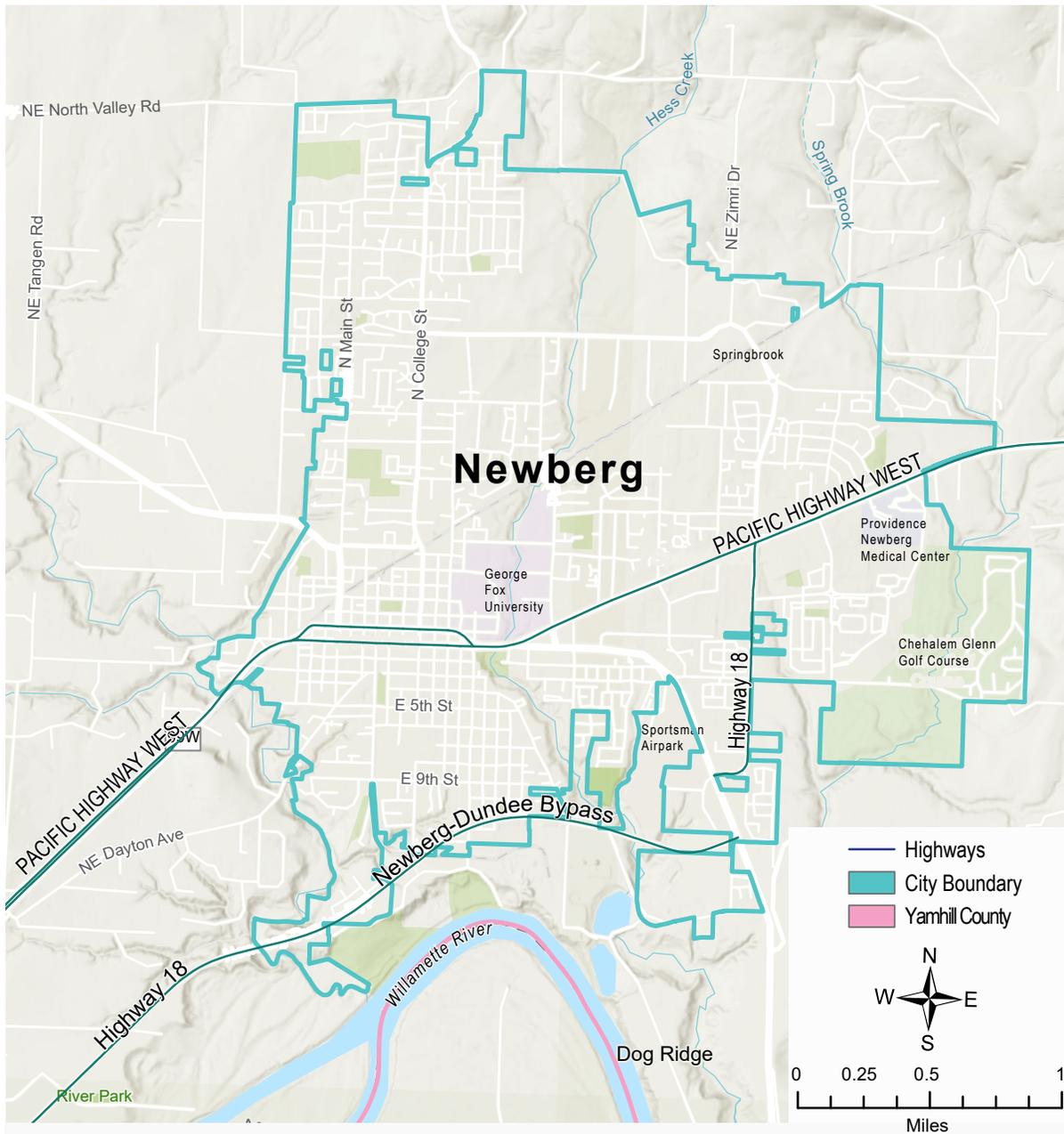
Car camping programs (often called “Safe Parking” and “Overnight Parking” programs) respond to the need for more temporary shelter options, and address barriers created by criminalizing living in a vehicle. They also provide assurance to the community that this activity occurs in controlled areas with oversight. The University of Southern California’s Center for Homeless Inquiries analyzed 19 car camping programs in 2021, and found that they helped program participants feel “secure, valued, dignified, and motivated,” and allowed individuals to “stabilize due to having a safe place to sleep.”¹³ This improves participant’s chances for gaining access to stable housing, employment, and services.

Car Camping Program Quick Facts

- Run by service providers, community organizations, faith-based organizations, or local governments
- Provide a safe place to stay overnight in a parking lot without citation
- Usually provide hygiene facilities
- Many provide case management or connections to service providers
- Located in several states, mainly on the West Coast
- Many Oregon programs have been created within the last decade
- Operate at a variety of scales- from a few cars to multiple lots
- Vary in their goals and services offered



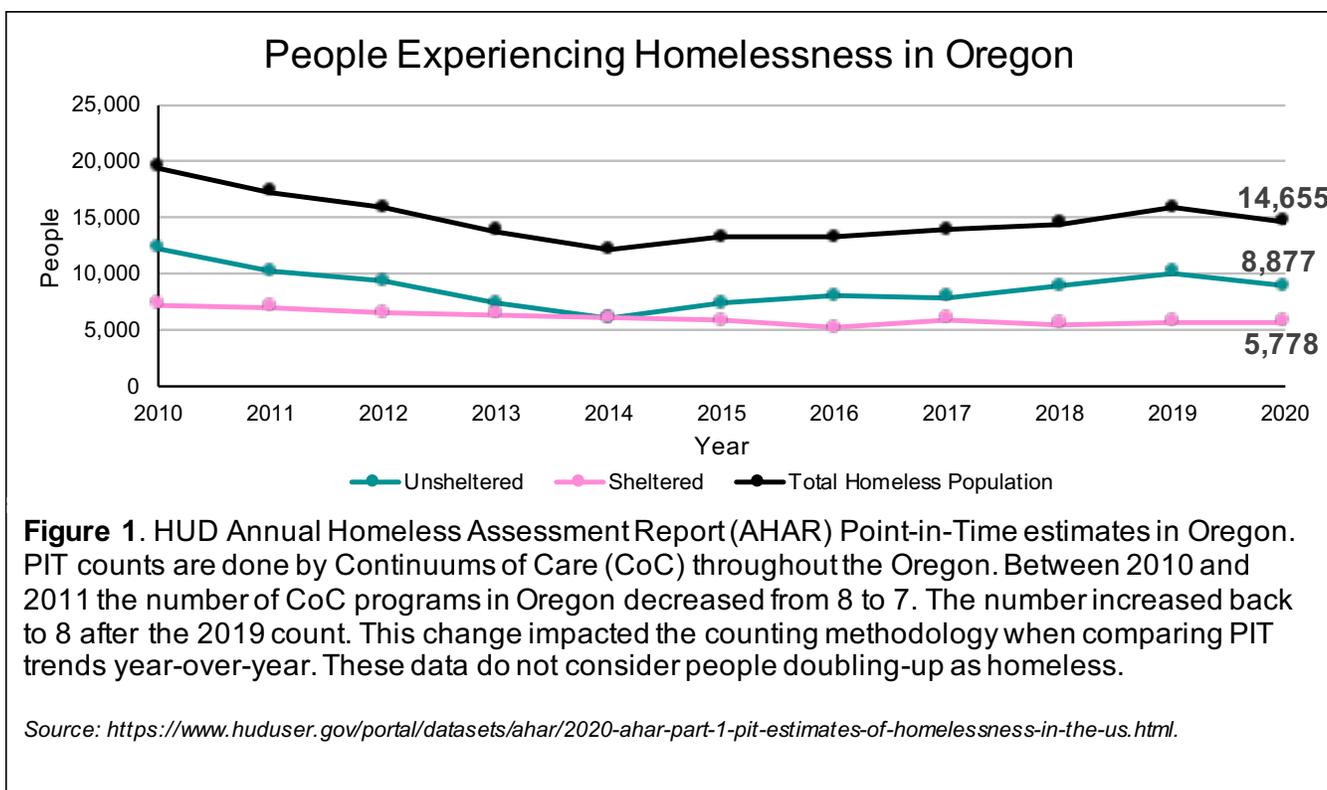
Car camping facilities in Eugene, OR, courtesy of City of Eugene

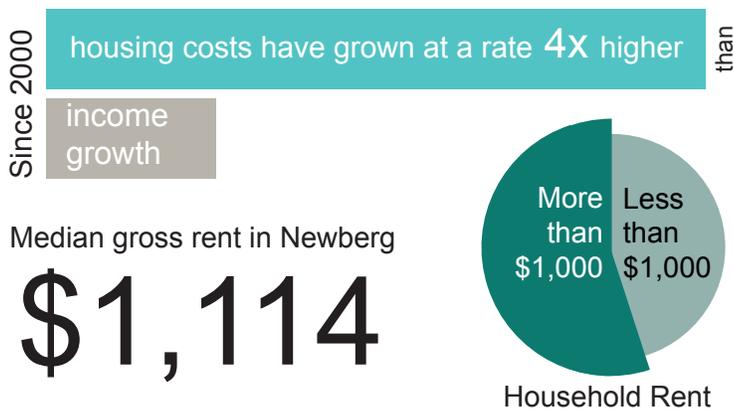


Oregon’s Housing Shortage

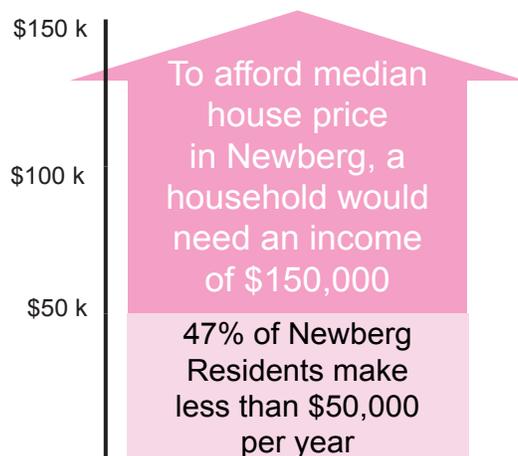
A 2020 report estimated Oregon has an undersupply of 110,000 housing units to meet the current population’s needs.¹⁴ This means that the demand for housing is higher than the supply, and is a key reason for rising housing costs in many communities.¹⁵ Coupled with stagnating wages, this has particularly impacted low-income households.¹⁶ Rapidly increasing housing costs are considered to be a primary driver of housing insecurity and houselessness across Oregon.

Since hitting a multi-year low in 2014, houselessness has been rising again. Sheltered houselessness rates have remained relatively stable, while unsheltered houselessness has grown. Oregon needs an estimated 29,000 housing units for people experiencing houselessness to respond to the current and projected need through 2040.¹⁷





Information sourced from ECONorthwest. (2021). City of Newberg: Housing Needs Analysis



Housing and Houselessness in Newberg

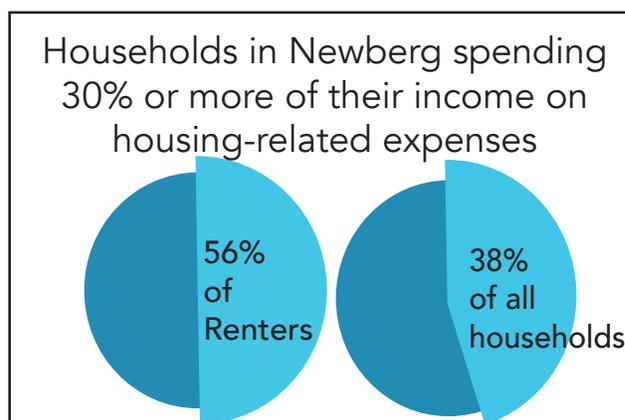
Newberg is not insulated from these concerning statewide housing trends, and faces its own challenges around housing affordability. This is partially explained by the characteristics of Newberg’s housing stock, and by a rapid growth in population that has outpaced housing production over the past several decades.

- Newberg’s housing stock is almost entirely single-family detached units (72%) which tend to be less affordable.¹⁸
- The Yamhill Community Action Partnership (YCAP) found Newberg to be at a large deficit of affordable housing in 2018, with up to a 50% deficit for certain low-income ranges.¹⁹

As Newberg’s population continues to grow, the relatively homogenous housing stock is likely to exacerbate housing unaffordability.

Newberg’s 2021 Housing Needs Analysis determined that the city needs to add 3,169 additional dwelling units over the next twenty years in order to keep up with demand as the population grows.²⁰ This number does not take into account underproduction - the number of dwelling units that are needed to meet current demand.

A 2020 regional housing needs analysis prepared by ECONorthwest for Oregon Housing and Community Services (OHCS) did account for underproduction, and estimated Newberg will need 4,599 housing units by 2040 to address both underproduction and projected need.²¹ In order to meet the needs of all community members, new housing units will need to be available at a variety of income levels (see Table 1 for breakdown).



Median Family Income	Projected Need (By 2040)	Underproduction
120% (High Income)	1,479	48
80-120% (Middle Income)	736	145
50-80% (Low Income)	625	236
30-50% (Very Low Income)	402	223
0-30% (Extremely Low Income)	441	264
Total	3,683	916

Source: <https://www.oregon.gov/ohcs/about-us/Documents/RHNA/2020-RHNA-Technical-Report-Final.pdf> p 326

Heightened competition for a limited supply of housing particularly impacts low- and moderate-income households who are already being faced with the choice of absorbing rising housing costs or being priced out of their homes.²² Newberg has a significant share of cost burdened households that pay more than 30% of their monthly income on housing expenses. Cost burdened households are more likely to be at risk of becoming houseless.

Houselessness in Newberg is less visible than in larger cities in Oregon, but it is happening. The 2020 Point-In-Time Count (PIT) for Yamhill County found 277 of the county’s houseless residents were living unsheltered.²³ Approximately 14% (39 people) of those living unhoused were living in their vehicles. McKinney-Vento Act reporting by the Newberg School District during the 2019-2020 school year found 239 students in grades K-12 were unhoused; 13 of those students were unsheltered at some point during the school year. From 2015 to 2020 most unhoused students in Newberg were doubling-up, but the School District is aware of a number of students who have car camped.

Doubling Up: Sharing the housing of another person due to loss of housing or economic circumstances, often referred to as “couch surfing”

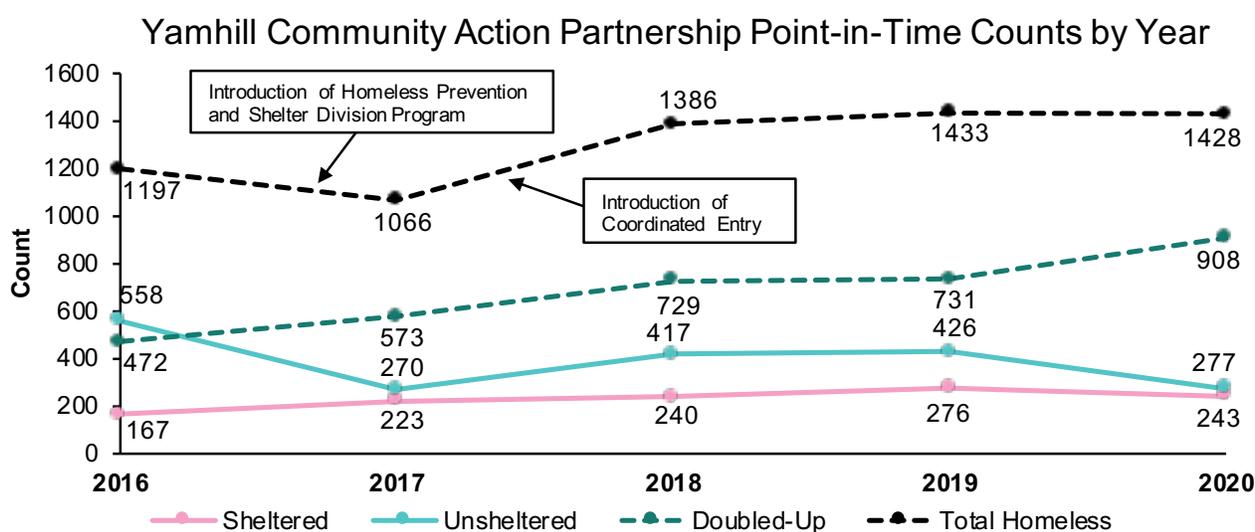
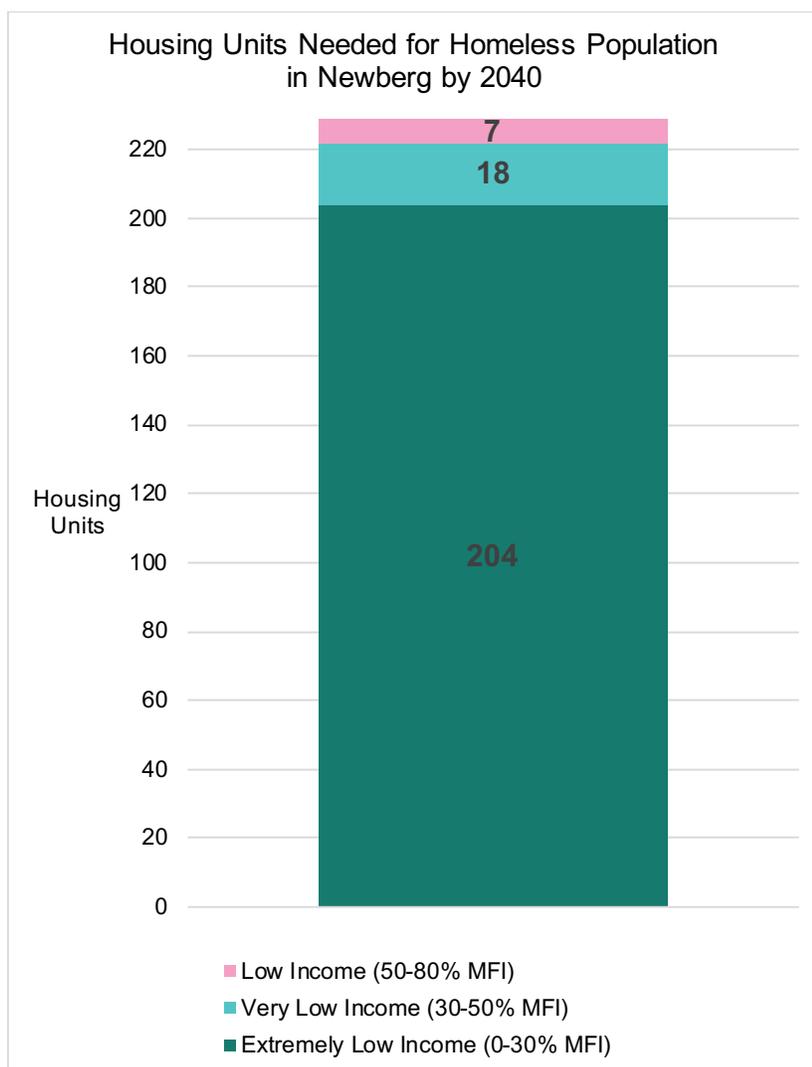


Figure 2: YCAP PIT counts for sheltered, unsheltered, doubling-up, and total homeless population in Yamhill County from 2016-2020. Major YCAP initiatives which likely impacted counts are identified in the figure.

Source: <http://yamhillcap.org/homeless-count>

Why is it difficult to accurately count the number of houseless community members living in vehicles?

- People are missed by Point-in-Time counts
- Living situations change, for example doubling up some nights and car camping others
- COVID-19 has complicated data collection, likely resulting in an undercount⁴⁰



The regional housing needs analysis conducted by ECONorthwest estimates Newberg will require an additional 229 housing units to meet the needs of its houseless residents.²⁴ This is on top of the 4,599 units Newberg is estimated to need by 2040 to meet current and projected need for those not experiencing houselessness. While Newberg works to address its housing needs, it will be necessary to provide safe and dignified interim options for those experiencing the worst effects of the housing crisis.

Figure 3. Housing Units Needed to house Newberg's homeless population by 2040 based on regional housing needs-analysis. Displayed based on Median Family Income.

Source: ECONorthwest. (2020). *Implementing a regional housing needs analysis methodology in Oregon: Approach, results, and initial recommendations.* <https://www.oregon.gov/ohcs/about-us/Documents/RHNA/2020-RHNA-Technical-Report-Final.pdf>.

Newberg’s Housing Work Program

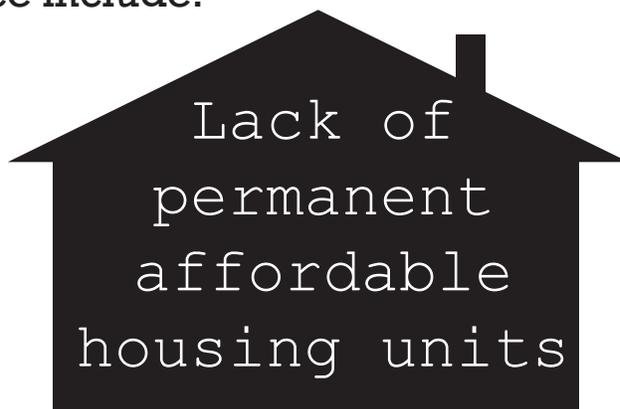
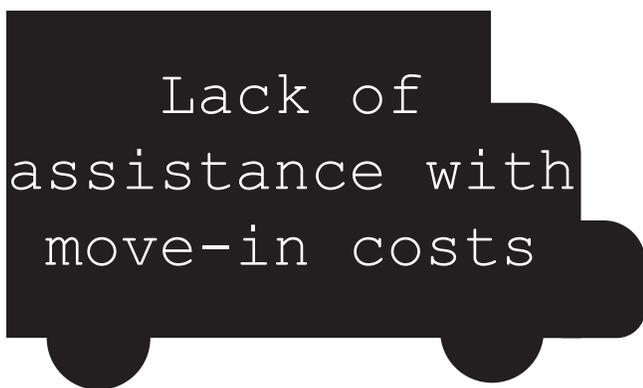
In response to growing concerns around housing affordability in Newberg, the Newberg City Council convened the Affordable Housing Commission (AHC) in July 2020 to develop a plan to meet the council’s goals to “promote development of housing affordability such as houselessness, transitional housing, and workforce housing.”²⁵ Under this directive, the AHC developed a list of 49 housing-related tasks identified as integral to helping the city ameliorate the impacts of rising housing costs and address the root causes of housing insecurity in Newberg. In November 2020, Newberg City Council committed to addressing these tasks by adopting them as a 5-Year Housing Work Program.

The focus of this project is one item from the 5-Year Housing Work Program, which directs city staff to evaluate opportunities for “car camping” in Newberg.²⁶ Members of the faith-based community in Newberg have inquired for a number of years about using their properties as areas for unsheltered individuals and families to camp in their vehicles overnight. The intent of this directive was to evaluate and recommend processes that would allow faith-based and other community organizations to apply to host a car camping site on their property.

Demand for housing that is affordable far outstrips availability. Challenges Yamhill County’s low-income and houseless residents face include:

5-6 Months

Processing time for emergency housing voucher



2-3 Times

Monthly Rent

Unattainable standard for move-in

WHO IS CAR CAMPING IN NEWBERG?

The below story is based on an anonymized lived experience interview conducted by Camellia Planning on April 19, 2022.

Jane Doe grew up, attended school, and later worked a low-wage healthcare job in Newberg. She felt a sense of connection with the area. Jane was able to share an apartment with her brother and kids. However, when he lost work due to an unexpected medical complication leading to his death, she found herself unable to afford rent. In addition, she couldn't afford to pay for childcare for her four children while she worked a full time job. In order to ensure that her children could still attend the schools that they felt a connection to, the family moved into their vehicle. With the lack of stability that came from this change in living arrangement, Jane found it difficult to simultaneously care for the children, maintain employment, and search for new housing that they could afford.

Jane and her family felt unwelcome and unsafe in local shelters. After a few attempts Jane determined her family would be better off living in their vehicle. Jane spent hours daily ensuring that the family had access to services such as bathing facilities, bathrooms, food, and laundry. At night, the family struggled to find a location to sleep where they felt safe. During this time, Jane's search for market rate housing continued on and on but she was unable to find a unit she could afford which could accommodate her children.

Jane's family spent over 18 months living in their vehicle while they waited on a waitlist for subsidized housing that could accommodate them.

The daily experience of Jane and her family living out of their vehicle consisted of an immense amount of time and energy being dedicated to locating services. When they weren't struggling to find a place to sleep, they searched for locations to dispose of trash or for accessible public bathrooms. Their vehicle lacked a source of heat and they were forced to bear the brunt of any tumultuous weather without a roof over their head. Half of the budget was spent on fuel to ensure that their temporary shelter was able to move from location to location, (school to work to a place to sleep and back). The other half was spent on fast food and basic needs to sustain themselves.

Throughout this time, the family reported feeling harassed by local law enforcement who neglected to provide any type of physical or emotional support, and who could not point them to an appropriate location to park their car for the evening. When they managed to find a place that they felt safe, oftentimes neighbors would report their vehicle to parking enforcement. Again causing a negative interaction between the family and local police responding to the complaint. This continued the months-long journey of just trying to find a place where they felt safe to spend the night.

When Jane and her family finally received subsidized housing after their long wait, the painful memories remained. Looking back at their experiences, Jane noted some of the limited services they had access to along with factors that may have helped the family while they lived out of their vehicle. There was very limited access to shower facilities, with

time limit restrictions that inhibited her ability to utilize it with four children. In addition, more convenient access to laundry facilities would have significantly reduced her concern with maintaining cleanliness - which was vital for her children who were attending school. In terms of food access, the family mostly lived off of shelf stable and fast food.

Resources that the family would have most welcomed include greater access to waste disposal areas, parking locations, and bathrooms. Additionally, areas that the family could have stayed parked at with no time limits would have allowed Jane to focus her time and efforts on other important things. She recounted the relief she felt when she was able to park multiple consecutive days in church lots throughout Newberg - but without a car camping program - these arrangements were always semipermanent.

Jane has long been serving as a vital member of the Newberg community, and she deserves support.

Through interviews with Yamhill County service providers who work with houseless individuals, Camellia Planning identified 14 stories of individuals who have experience car camping in Newberg. These are attempts to generalize the unique circumstances which may lead an individual or household to live in their vehicle. The subjects of these stories all have different needs and may be supported better by some car camping programs than others. Despite their varying experiences, all the stories are based on accounts of members of the Newberg community who could be supported by a program that allows for safe car camping.

“Car Camping is something that if you haven’t experienced- you wouldn’t understand.”



Photo courtesy of Just Compassion

Family Car Camping Stories



Mother and daughter doubling-up. When unable to find somewhere to stay, sleep in a functional mid-sized car, at least a few times per month.



Family living in RV with no access to utilities on the outskirts of Newberg.



Family traveling cross-country choosing to sleep in car in public or private lot in Newberg due to economic circumstances or by choice.



Seasonal workers in Newberg, especially agricultural workers and market vendors. Vehicle may be filled with goods and need security to protect belongings.



Single mother with children, kicked out of house by ex-partner. Sleeping in functional car in a store parking lot and using car as transport to work, daycare, and school.

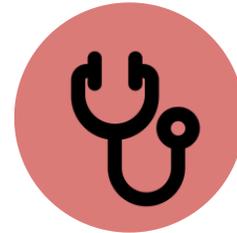


Family sleeping in functional vehicle when they cannot find a couch to sleep on in Newberg to ensure that children can still attend local school.

Single Adult Car Camping Stories



Single adult with functioning vehicle who previously lived on family-owned land in their vehicle, and now lives in various locations within Newberg.



Single adult without an income requiring services to address active medical conditions.



Single adult with co-occurring substance use disorder who may not have income, job, functioning vehicle. Can only be served by low-barrier or no-barrier services and may not be well-served by area shelters, but wants to stay in Newberg.



Single adult living in RV with no access to utilities on the outskirts of Newberg.



Single adult with substance use disorder living on a public street in a vehicle that may or may not function.



Recreational users traveling through Newberg with functioning cars interested in camping on a short, irregular basis.



Single employed adult car camping in a functioning vehicle in an employer's lot. Employers may or may not be aware of the situation.



Unable to access shelter because of a pet.

STAKEHOLDER ENGAGEMENT

Camellia Planning implemented stakeholder engagement in three distinct phases, gathering qualitative information that was an important aspect of our findings. The first phase of engagement consisted of interviews between Camellia Planning staff members and stakeholders identified by City of Newberg staff and Camellia Planning staff.

Key Results of Phase 1

22
Stakeholders
Contacted

12
Interviews
Held



Further outreach is needed to ensure that individuals who have lived experience car camping are involved in planning conversations



City of Newberg will need to define what success is in relation to their car camping program prior to defining program requirements



Local organizations and service providers are interested in being involved, reducing the burden of program creation on the City of Newberg

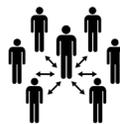
The second phase of community engagement consisted of a focus group, survey, and interviews. These interviews were primarily with individuals who had experienced houselessness and had thoughts to share regarding a potential program. The focus group and survey invitations were sent out to individuals identified by Camellia Planning and the City of Newberg as either having experience with the houseless community in Newberg or having a position within the city that could provide greater perspective on general attitudes towards houselessness and a potential car camping program.

26
Stakeholders
Contacted

6
Focus Group
Attendees

6
Survey
responses

Key Results of Phase 2



Centralized management of program sites is best

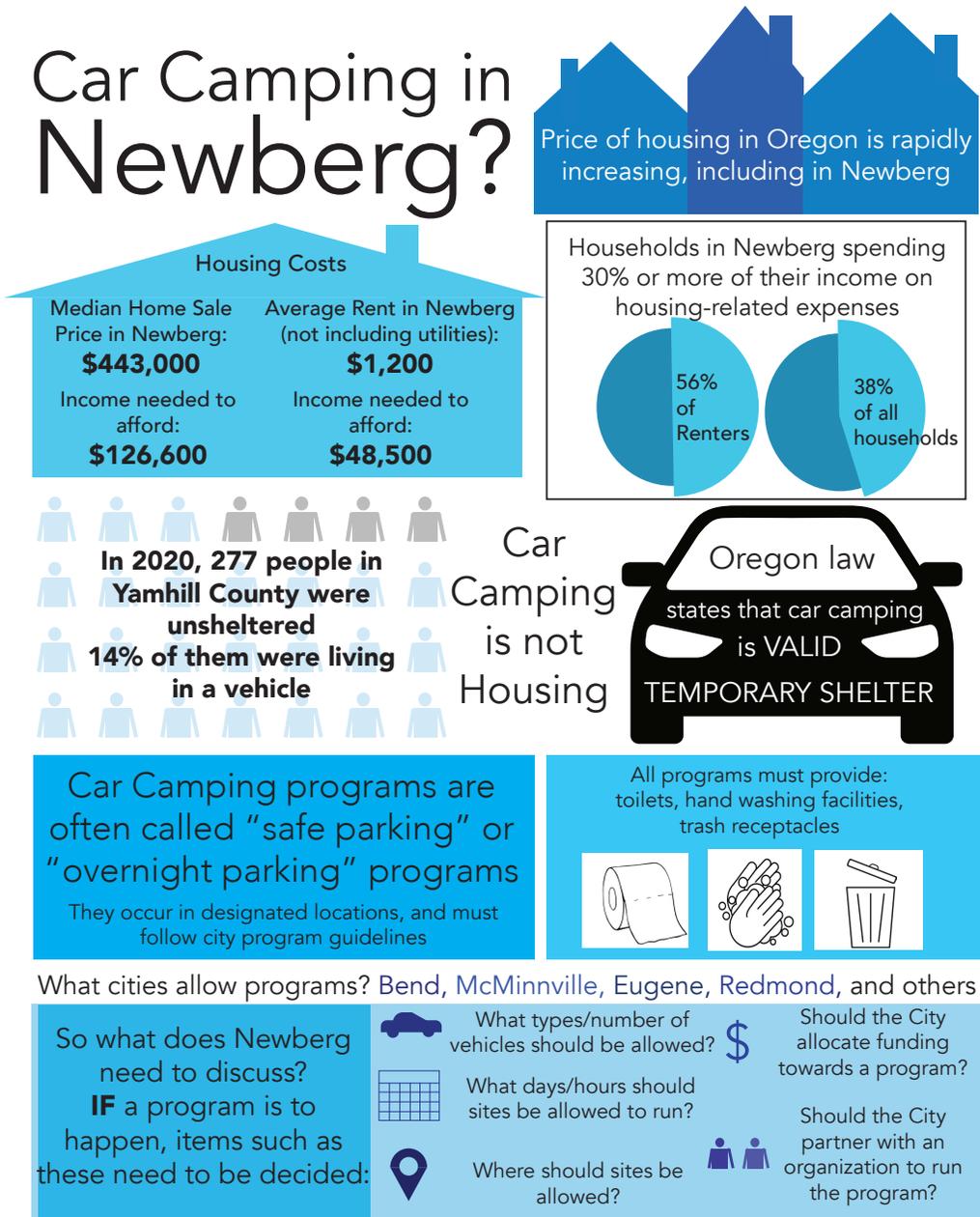


Program oversight is necessary for success in a program



Best use of city resources would be to contract with a service provider to run the program

The third phase of engagement is ongoing and consists of outward facing documents for the City of Newberg to share at their discretion pertaining to this project. The main document is an infographic containing information on the background of the project, the different car camping details and options, and how interested individuals can stay involved going forward. This document as well as full reports from each phase of engagement are available in Appendix 1 to this document.



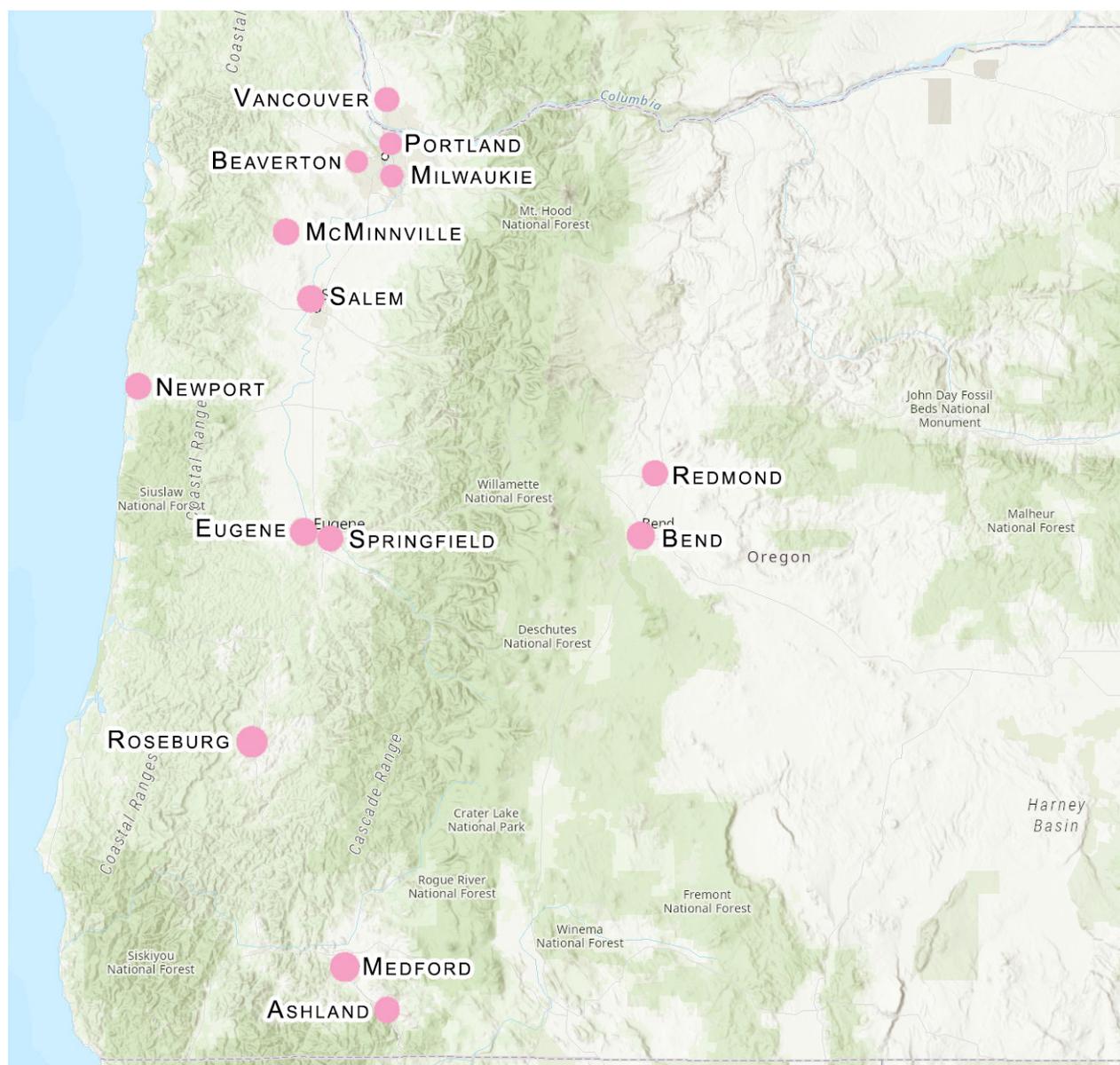
A Car Camping program will be discussed **but not decided upon** by City Council on June 21st. Future conversations will continue to occur.
For more information, contact Mary.HeberlingCreighton@newbergoregon.gov



RESEARCH

In order to recommend a car camping program suitable for the City of Newberg, Camellia Planning engaged in research to better understand how existing programs were implemented, how they operate, and their challenges and successes. Camellia Planning began by identifying 14 jurisdictions in Oregon that are, or previously were, operating a car camping program (Figure 4). Due to its proximity to the Portland metropolitan area, we also included Vancouver, Washington in our research. During this research, we found that the State of Oregon has a statute addressing car camping that has directly impacted some of the programs we were researching.

Figure 4: Jurisdictions With Car Camping Programs in Oregon and Southwest Washington



Oregon Revised Statute (ORS) 203.082, *Camping by Homeless on Property of Religious Institutions*, was enacted into law in 1999. The statute permitted political subdivisions to allow religious institutions to host car camping on their property. It also imposed a limit of three or fewer vehicles and required hosts to provide guests with access to sanitary facilities. Most commonly, those included portable toilets, hand washing stations, and garbage disposal. The City of Portland and the City of Ashland both follow this framework.

The statute has since been revised; ORS 195.520 is titled *Camping by Individuals Living in Vehicles*. This revision removed the three-vehicle limit imposed by the previous statute. In addition, hosts are no longer limited to religious institutions. The statute permits jurisdictions to impose their own limits, if they choose. The revision of the statute was passed as part of House Bill 2006. The Bill further expanded the legalization of car camping programs by revising the definition of *transitional housing* to include parking lots for individuals or families to reside overnight in motor vehicles, as found in ORS 446.265.

Camellia Planning reviewed municipal code and published materials of jurisdictions operating car camping programs. Camellia Planning looked at which parts of the program, if any, were codified as well as the administrative and legislative processes involved. The results of this review are highlighted in the Existing Car Camping Programs and Regulations report, attached as Appendix 4.

All programs require sanitary and hygienic facilities: portable toilets, handwashing stations, and garbage disposal. Another common requirement was storage. Most commonly PODS, storage containers, are subject to setback restrictions. These requirements keep storage containers out of the right-of-way, and out of the view of neighbors.

To supplement the review of program literature and development code, Camellia Planning conducted six interviews with city employees including urban planners and city managers. We also spoke with two service providers that run a car camping program. Jurisdictions that were interviewed include Beaverton, Bend, McMinnville, Medford, Roseburg and Springfield. Conversation with service providers included Encompass Yamhill Valley (McMinnville), and REACH (Bend, Redmond).

Through these discussions we learned about the flexibility needed to run a successful program. City employees and host sites must be responsive to community needs, both the participants in a car camping program and the surrounding residents. It became clear that a partnership with a service provider is imperative to running a program that produces meaningful results. While many jurisdictions handled duties such as identifying potential host sites and funding key project components, it was service providers who formed relationships with program participants and supported their goal of finding stable housing.

In order to better understand how the City of Newberg could implement a car camping program, Camellia Planning conducted an audit of the City's municipal code. Two sections of the code were identified as best suited to be amended for a car camping program. Title 10, Vehicles and Traffic, addresses stopping, standing and parking regulations. Title 15, Development Code, addresses the land use process and standards including Section 15.445, Special Use Standards. As outlined in the Newberg Municipal Code Audit, attached as Appendix 5, we identified three sections of code that present potential conflicts with a car camping program and may need to be amended. One section was identified as potentially allowing car camping. Section 15.303.321 of Newberg's code permits religious institutions to offer one transitional housing unit for a length of stay less than 60 days. As mentioned previously, the State of Oregon amended their definition of *transitional housing* to include parking lots hosting people sleeping in their vehicle. If the City of Newberg adopted the State's definition, car camping would be permitted in some instances, albeit minimally.

This finding highlights the importance of the definitions in municipal code. Camellia Planning identified 24 terms which should be considered for revision when implementing a car camping program in Newberg, all of which are highlighted in the aforementioned audit.

IMPLEMENTATION OPTIONS

Camellia Planning prepared three distinct options for the implementation of a car camping program in Newberg. These potential car camping implementation options were informed by the extensive research and stakeholder engagement conducted for this project. Camellia Planning solicited feedback on these three options during Phase II of engagement from a focus group of stakeholders with expertise in community interests and the needs of the local houseless population.

The implementation options are intended to represent a spectrum of potential frameworks the City of Newberg could choose from as the basis for engaging with the Newberg community on the potential creation of a car camping program. Camellia Planning’s recommendations related to these options begin on page 33 of the Implementation Decision Guide. Each option described here includes equity and cost considerations, as well as a “What Could This Look Like?” section to help illustrate how the programmatic framework could be implemented. This final section is generated from our understanding of potential site participants, based on circumstances we learned about from lived experience interviews and secondhand accounts. We anticipate each host site and participant’s circumstances to be unique. These accounts are not meant to represent a full spectrum of who could use such a program.

Potential Car Camping Implementation Options

Option 1: Host Oversight Framework	Option 2: City Oversight Framework	Option 3: Service Provider Oversight Framework
Host Site Registration		
Registration with City of Newberg	Registration with City of Newberg	Registration with service provider
Oversight		
Program violations enforced on a complaint basis	City verifies program compliance with registration, performs annual inspection	City verifies program compliance with registration, relies on service provider to ensure compliance
Use Metrics		
	Host sites provide an annual report to City of Newberg containing metrics from their program	Service provider provides semiannual report to city on metrics from the program as well as explanation of how program budget is spent
Funding Options		
	Earmarked funding available to host site as grant program	City of Newberg sets aside funding to partner with service provider

Option 1: Host Site Oversight Framework

Overview

Option 1 would allow a host site to self-initiate and administer their own car camping program without significant oversight. Anticipated participants in this “grassroots” approach are faith-based and/or community-based nonprofit organizations motivated by an organizational mission or community need. This option is the smallest in scale and would likely be run by staff and/or volunteers of a host site capable of self funding and willing to utilize their own land. Program violations would be enforced on a complaint basis.

There may be limited capacity to assist program participants with securing permanent housing under this option. The primary focus is more likely to be on providing safety and security for parkers.²⁷

This option is similar to the City of Roseburg’s car camping program, in that the City established certain baseline conditions necessary to operate a program, but left program operations up to the host site.

Implementation Option 1: Host Site Oversight Framework	
Opportunities	Drawbacks
Greater operational freedom and host site flexibility allowing program to respond to participant needs	Limited capacity to assist program participants in securing next step transitional and/or permanent housing
Able to dynamically respond to demand which is especially important as local need has been difficult to quantify	Reliance on host sites volunteering to participate, leading site design, and funding site operation
Implementable without any form of financial backing from the City of Newberg	Potentially cost prohibitive for an interested host site to participate
Grassroots nature combined with the low cost for the City of Newberg makes this option easiest to grow/expand from a municipal prospective	Lack of program standardization may result in inconsistent operations between host sites, potentially resulting in an inefficient and unsafe program
All potential design, application, and operation cost is borne entirely by the host site; City expense is limited to registration processing and potential complaint response	Program metrics may not be readily reported and available to the City, less oversight may result in diminished public support and program quality

Equity Considerations

Option 1 allows for a certain degree of operational flexibility that has the potential to result in a greater number of sites with fewer barriers to entry for program participants. However, without proper oversight or a standardized programmatic approach, the potential for discrimination against program participants exists. This option is also the least likely to be able to provide program participants with supplemental resources and a pathway into transitional and/or permanent housing.

Cost

The host site is expected to assume the costs of the required sanitary facilities (hand washing, portable toilet, and garbage disposal) under Option 1. Portable toilets have been quoted at \$250/mo for weekly service per site or \$128/mo for monthly service per site.²⁸

The number of services will depend on how many car campers are using the site. The cost of garbage pickup is site specific for commercial entities, but residential quotes for Newberg are \$30/mo for 96 gallon trash with weekly pickup and \$16/every other week for recycling.²⁹ Existing car camping sites in the region typically utilize 90 gallon garbage and recycling receptacles for 3-4 vehicles sites. The garbage is picked up weekly for every site, and every other week for recycling. This service has been found to cost roughly \$125/mo per site. Despite the incursion of additional fees, host sites are recommended to have heavy-duty locks and keys for both of these amenities in order to avoid use by non-program participants.

What Could This Look Like?

Potential Host Site

A church decides it would like to open its parking lot to individuals using their vehicles for shelter. The church registers its parking lot with the City and provides participants access to its restrooms and garbage facilities, or provides portable sanitary facilities. Participants might be church members or have heard about the site from other community members. To use the site, participants sign up with a designated member of the Church such as a Pastor, designated program volunteer, or church staff.

Potential Participants

A single adult with a co-occurring substance use disorder who can only be served by low-barrier or no-barrier services, and area shelters cannot accommodate their dog. They have a functioning vehicle and have been invited to sleep in their vehicle overnight at this church - where they have a relationship with the pastor and staff.

A single adult who has previously stayed on family owned land in Newberg. This is not a permitted use of that land, but the adult would like to remain close to family. While they seek housing, they have elected to spend the night in the local church parking lot.

A family that is doubling-up in Newberg while seeking their own housing. When they are unable to find a space to accommodate them overnight, they sleep in their vehicle in the local Church parking lot. The family is staying in Newberg while a child finishes the year at a Newberg school, and has been unable to afford local housing.

Option 2: City Oversight Framework

Overview

Option 2 would also require a host site to register with the City of Newberg, but would include an initial review of the site and annual compliance checks conducted by the City. The host site would also be required to prepare an annual report on program metrics.

The City of Newberg may consider earmarking a limited amount of funding to incentivize host site participation. This approach would allow host sites to apply for financial assistance in the form of grants to offset the costs of running a car camping site. Newberg's underutilized Affordable Housing Fund (AHF) may be a potential source for funding. However, the City of Newberg would need to update the existing terms of funding to allow the AHF to be used in this manner.

This option would not create any formal process for potential program participants to be connected to host sites or to receive case management services. However, the City could maintain a list of service providers to be distributed to host sites during registration to help them make those connections.

Implementation Option 2: City Oversight Framework	
Opportunities	Drawbacks
Funding availability and City staff support may incentivize organizations to provide the service compared to Option One	No precedent for this approach from other jurisdictions
Increased city oversight may help ease public opposition	Administrative burden for City to process applications, oversee site compliance and if applicable funding administration; City may elect to make staff available to advise potential and operating sites
Potential use of underutilized Affordable Housing Fund (AHF) or other grant funding	Lack of clarity in the applicability and impact of using the current Affordable Housing Fund (AHF) for a car camping project
Financing option can help to support interested but financially constrained host sites	Lack of clarity in the availability of other municipal grant funding for such a program
Site review to determine eligibility allows for discretionary control on site location	

Equity Considerations

Option 2 addresses the absence of oversight and consistency of programmatic offerings between sites highlighted in Option 1. The availability of funding can also help host sites to provide a better experience for program participants and potentially even connect them with services. However, the question remains as to whether or not this funding could be used in more productive ways.

Cost

Under Option 2, host sites will be expected to incur the same costs as in Option 1. However, the City of Newberg may consider earmarking funding to administer as a grant to eligible host sites to help cover some of these costs.

What Could This Look Like?

Potential Host Site

A local business decides to open its parking lot to individuals using their vehicles for shelter. The business registers with the City, which inspects the business and provides input on how to meet program requirements. The business is able to provide participants access to their existing garbage facilities, but needs help to provide access to handwashing and toilets. They apply for, and are awarded, a grant to subsidize this cost. Participants at the site might be community members the business knows or individuals referred through local service providers. A service provider may visit the site to work with participants.

Potential Participants

A single employed adult who is car camping in a functioning vehicle in the business lot. The location makes it easy for the participant to travel to work. While staying at the site, they become connected with local service providers offering information on available hotel programs, shelter programs, or affordable housing waitlists.

A household of seasonal workers has accepted a seasonal work contract in Newberg. The family is not local to the area, and needs to find housing for the entirety of the work period. They contact the car camping site host who agrees to let them stay. The family spends the night at the car camping site and during the day brings their vehicle to their place of work.

Option 3: Service Provider Oversight Framework

Overview

Option 3 would require the City of Newberg to contract with a service provider to administer a car camping program. Under this approach, the service provider would be responsible for the overall management of the car camping program. This includes identifying and registering the host site(s) and assisting them with meeting program requirements and coordinating sanitary facilities. The service provider would also refer prospective participants to the program and would provide intake, case management, and client assistance services. This option would likely require the City to provide some form of funding to the service provider in order for them to operate the program.

This particular approach is utilized in Redmond, while the majority of other Oregon jurisdictions we researched were found to benefit from having some sort of social service element as part of their car camping program. The City of Redmond contracts and provides funding to REACH, a nonprofit houseless services provider, to manage their safe parking programs.

Implementation Option 3: Service Provider Oversight Framework	
Opportunities	Drawbacks
Best option to provide safety and security for most vulnerable car campers including women, children, and elderly participants	Requires largest financial commitment from the City of Newberg
Service provider would be involved in screening program participants and are best able to place them at ideal site if multiple sites are operating	For best outcomes, program would require long term financial planning information. This may include information on the City's willingness to fund program long-term
Potential for county-wide coordination of sites leading to programmatic efficiency and wider outreach network	Higher barrier to operation may limit eligible host sites and interest in hosting a program
Service provider is likely to be experienced with providing houseless services and have access to the coordinated entry system in participant intake	Potentially higher barrier of entry for participants interested in using the site
Service provider is able identify and cultivate host sites, and mediate neighborhood complaints as an intermediary between participants and Newberg PD	May impact existing car camping programs
Direct, regular and reliable interaction with service provider can help program participants secure transitional and/or permanent housing	
Consistent funding allows for consistent provision of program	

Equity Considerations

Option 3 is considered to be the most equitable of the three options primarily because it requires the provision of social services. A car camping program managed by a service provider is likely to be the best positioned to respond to the needs of program participants in a trauma informed manner. On-site challenges are also more likely to be de-escalated under the oversight of a service provider trained in restorative justice. Lastly, it is important

to emphasize that there is not a quick fix for getting people into housing - relationship building is key. Many program participants may require long-haul support in order to transition into stable permanent housing.

Cost

Under Option 3, additional costs will almost certainly need to be incurred by the City in order to contract with a service provider. Cities and service providers interviewed for this project have estimated the cost of contracting with a service provider to oversee their car camping programs range from \$20,000 to \$45,000/year. These estimates may include the cost of sanitary facilities, staffing, case management, and other client assistance services. The actual programmatic costs of a car camping program in Newberg can be determined through contractual negotiations. Similar to Option 2, a portion of the Affordable Housing Fund (AHF) could potentially be utilized for this purpose if the terms of funding are updated to allow it.

What Could This Look Like?

Potential Host Site

A contracted service provider manages a number of car camping sites with different property owners. The service provider works with each property owner to meet site requirements, and identifies and places individuals at each site. The service provider may provide ongoing support to individual participants. The provider ensures the sites remain in compliance with requirements and reports on its sites to the City annually. Participants of sites might be existing clients of the service provider or other members of the community referred to the provider.

Potential Participants

A single adult who has connection to Newberg but has been evicted from their housing due to financial difficulties and is unable to access shelter because of a pet. A service provider refers them to the car camping location where they complete an intake process and are invited to spend the night at a host site. While at the host site, the participant is connected to social service providers who help them complete affordable housing and government benefit applications. They are able to receive mail from these services at the host site, and the stability allows them to begin rebuilding their life.

A single adult living in an RV with no access to utilities on the outskirts of Newberg was referred to the program by a service provider, which places them at a host site able to accommodate their vehicle. At this more central location, the participant is better able to find employment as well as access services. They plan to stay at the car camping site until they can secure a long-term spot at an RV park.

A single mother with children who was kicked out of the house by ex-partner. They are sleeping in their functional car in a store parking lot and using the car as transportation to work, daycare, and school. They feel uncomfortable in local shelters and would prefer to remain in the vehicle as they wait for affordable housing. They are referred to the site by a service provider - who is their housing case manager - while they wait for housing to be available. Through the program, they are also connected to other services in Newberg to assist them with their situation.

IMPLEMENTATION DECISION GUIDE

This Implementation Decision Guide is intended to provide the City of Newberg with a framework for determining how to implement a car camping program.

The guide is organized by the decisions the Newberg City Council will need to consider in conjunction with stakeholders. Each decision includes Camellia Planning’s recommendations related to that item, along with an explanation of the recommendation based on research and engagement conducted between March and May 2022.

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Design and Administration Actions

Objective: Determine the potential details of a car camping program to facilitate further development.

Design and Administration Actions
<p>Action 1 Programmatic Framework</p> <p><i>Recommendation 1.1:</i> Adopt a programmatic framework similar to Option Three</p> <p><i>Recommendation 1.2:</i> Allow existing programs to continue</p> <p><i>Recommendation 1.3:</i> Consider two-part regulative structure</p>
<p>Action 2 Pilot or Ongoing</p> <p><i>Recommendation 2.1:</i> Allow a car camping pilot program</p> <p><i>Recommendation 2.2:</i> Evaluate the pilot and determine if changes are needed</p> <p><i>Recommendation 2.3:</i> Adopt a car camping program into municipal code</p>
<p>Action 3 Registration and Application</p> <p><i>Recommendation 3.1:</i> Require host sites to register car camping sites</p> <p><i>Recommendation 3.2:</i> Minimize how information on registered sites is shared</p> <p><i>Recommendation 3.3:</i> Minimize administrative burdens for host sites</p>
<p>Action 4 Oversight Responsibilities</p> <p><i>Recommendation 4.1:</i> Require host sites to have oversight from an outside entity</p> <p><i>Recommendation 4.2:</i> Select experienced service provider</p>
<p>Action 5 Program Metrics</p> <p><i>Recommendation 5.1:</i> Require annual or semi-annual reporting</p> <p><i>Recommendation 5.2:</i> Use reporting metrics to evaluate programmatic success</p>
<p>Action 6 Available Locations</p> <p><i>Recommendation 6.1:</i> Regulate car camping by property owner/lessee type</p> <p><i>Recommendation 6.2:</i> Minimally restrict where car camping sites are permitted</p>
<p>Action 7 Additional Requirements</p> <p><i>Recommendation 7.1:</i> Determine Facilities Requirements</p> <p><i>Recommendation 7.2:</i> Vehicle Decisions</p> <p><i>Recommendation 7.3:</i> Operations Decisions</p>

Action 1: Programmatic Framework

Determine the basic programmatic framework.

Recommendation 1.1: Adopt a programmatic framework and approach similar to Option 3.

In the focus group of community experts, the framework of Option 3 received the most support, and was cited as being most feasible. Participants expressed that oversight of all host sites by one service provider would allow for the greatest continuity across the program. Option 3 was also the preference of the individual interviewed who has recent experience car camping in Newberg (her story is described on page 17).

Some stakeholders expressed concerns about participant and community safety; these concerns would be better addressed by a framework built around singular oversight. A code of conduct for program participants has been developed by multiple programs, and was cited by stakeholders as helping to mitigate community concerns.³⁰ All six survey respondents wanted the City to require a code of conduct, and five preferred the City contract with a service provider to create this. Option 3 could also allow for a service provider to conduct a thorough intake process with each potential participant and place them according to needs. For example, the provider could designate sites appropriate for families and single adults, whereas an independent site may not have this flexibility.

Option 3 is the most equitable option for people who are car camping in Newberg, because it has the greatest potential to provide for services that improve quality of life and health, and result in achievement of housing and other long-term goals. Through engagement and research, we identified several services that can assist people living unsheltered in their vehicles, but which were not required by any City's regulations. These include:

- Mailing Address- *Cited by service providers as essential for housing waiting lists and other government services communications*
- Shower Facilities- *Cited by individual with experience car camping as a difficult service to access in Newberg*
- Laundry Facilities- *Can be prohibitively expensive to access*

Although these and others such as food, financial assistance for vehicles, and case management, could be provided by some independently operated sites, the complexity of offering these would be better managed by a service provider already coordinating such services.

Option 3 would be the most expensive framework for the City of Newberg to implement. Some cities researched have service providers filling this oversight role without city funding (examples: REACH in Bend and Encompass Yamhill Valley in McMinnville). However, engagement with Newberg community experts and service providers did not identify an organization with capacity to fill this role without additional funding. Funding service providers to oversee car camping programs is occurring in multiple cities (examples: Beaverton, Redmond, Springfield).

While this represents a cost to Newberg’s taxpayers, funding a service provider has many benefits and the potential to reduce City spending in other areas. Service provider oversight can reduce enforcement responsibilities. Service providers have acted as the first point of contact for resolving issues at car camping sites in multiple cities. Having a designated, experienced oversight entity to respond to nonemergencies can lessen the burden on Newberg’s police. Multiple programs overseen by service providers also use registration tags to alert city code enforcement that cars belong to program participants. Because these tags are overseen by the service provider, they are able to regulate program participation. Funding a service provider can reduce the administrative burden for the City by filtering most duties of running a program to the service provider, lowering staff costs.

Options considered for recommendation and referenced here are fully outlined in “Implementation Options”, pages 26-32.

Recommendation 1.2: Allow existing assistance programs for people who are car camping in Newberg to continue (be “exempted”) if they do not align with adopted regulations.

Engagement revealed there is some pre-existing assistance for individuals who are car camping in Newberg occurring at a very small scale. To protect the needs of participants and the existing networks of support built to provide services, the City should consider exempting those services if they do not meet program requirements to allow them to continue. Camellia Planning is not aware of any complaints about these services. Creating barriers to their operation has the potential to do more harm than good to the community’s vulnerable populations.

Recommendation 1.3: Consider adopting a two-part regulating structure with different levels of requirements that must be met.

For ease of understanding, all options presented by Camellia Planning are structured as simple one-part frameworks for operating a car camping program. The City also has the option to adopt a two-part regulating framework with requirements that vary based on the number of cars a site is allowed to host (Figure 5). The Cities of Bend and Medford use this program design to provide greater flexibility, and allow for more types of potential hosts. Bend staff reported that several of its sites began operating under the provisions allowing fewer cars as a way to pilot the program before applying for expansion. Four of six survey respondents supported allowing more than three vehicles per car camping site with specific conditions met; a two-part regulatory structure would allow for this.

Figure 5: Examples of Two Part Car Camping Programs	
Bend	Medford*
1. Up To Three Cars No application or registration	1. Up To Three Cars Register
2. Three To Six Cars Application Supervision or Case Management Site policies Cars or tents allowed	2. More Than Three Cars Application Maximum decided by City Other requirements may apply
<small>*Note: Medford has not yet received any applications for car camping sites.</small>	

Action 2: Pilot or Ongoing

Determine whether to implement a program on a pilot basis or on an ongoing basis.

Recommendation 2.1: Begin by allowing car camping as a pilot program.

Several Oregon cities' car camping programs began as pilots. Feedback received from multiple cities emphasized the need for a program that is nimble and able to be modified to meet community needs. Several stakeholders expressed support for a car camping program implemented as a pilot with a one-year check-in that reconvenes stakeholders to evaluate success.

Recommendation 2.2: Convene community stakeholders as pilot expires to evaluate and determine if changes are needed to better serve people experiencing houselessness, host sites, and the broader community.

Starting with a pilot program provides Newberg an opportunity to assess the success of policy decisions before adopting code changes. In order to support the needs and desires of vulnerable community members who would be served by a car camping program, it is critical that program participants at any site created under a pilot program be engaged in discussions to evaluate and modify the program. Social service providers who work with Newberg's houseless residents are another key stakeholder to engage in evaluating the success of a pilot and any potential program modifications.

Recommendation 2.3: Adopt a car camping program into municipal code.

Given Newberg's shortage of affordable housing, a car camping program should be adopted into municipal code following the pilot period and evaluation. It is anticipated that interim tools to address houselessness in Newberg will be needed for several years to come. Codifying these provisions gives Newberg more options for providing short-term assistance to community members in need of safe sheltering options. The car camping programs of other cities we researched are most frequently codified in municipal code. Feedback from other cities was that this is more appropriate than land use code to allow for flexibility and adjustments to a program.

Action 3: Registration and Application

Determine whether car camping host sites must register and/or apply for approval.

Recommendation 3.1: Require host sites to register car camping sites

Some cities allow car camping sites without registration. However, requiring sites to register to operate provides several benefits and was supported by five of six respondents in our survey. This project revealed a lack of existing quantitative data on how many people in Newberg are living unhoused in their vehicles who may benefit from accessing a car camping program. Requiring sites to register will give the City a better idea of the incidence of unsheltered houselessness locally, especially given its lack of visibility.

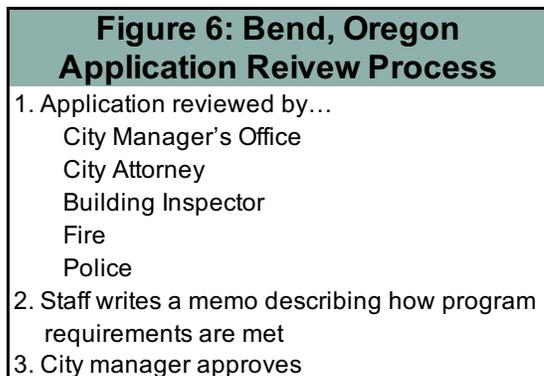
Staff from other cities shared that registration allows the City to ensure that sites are aware of, and consent to follow all program requirements. It provides a contact for each site, alerts staff to potential questions from the public, and can be used to help inform other City departments of site locations in the event emergency response is needed.

Recommendation 3.2: Minimize how information on registered sites is shared.

If registration is required, we recommend careful consideration and minimization of how information is shared to protect the safety of program participants, based on feedback from a service provider. Five survey respondents preferred registration to be done through a coordinating service provider rather than the City. Cities reported sharing this information with fire, police, city council, planning, utilities, and transportation departments for emergency response and maintenance purposes.

Recommendation 3.3: If registration process requires formal approval, minimize administrative burdens for host sites.

Most cities that require host sites to register do so as part of an application process. In order to remove barriers that may discourage potential host sites from applying, any application process should be relatively simple and quick. Cities we spoke to who have application requirements report that applications are only one to two pages. These applications generally require the host site to describe how their site meets program requirements, provide basic contact information, and a simple site plan showing where cars and on-site facilities will be located. No City reported charging an application fee, and generally processed them in a few weeks.



Action 4: Oversight Responsibilities

Determine if car camping sites will be required to have outside oversight. If so, determine what entity will be tasked with oversight.

Recommendation 4.1: Require host sites to have oversight from an outside entity.

One of the more frequent concerns brought up in engagement around car camping programs was site cleanliness. Having an outside entity responsible for oversight could help to ensure continuity in site maintenance standards across the program. Outside oversight would also provide continuity by having an entity knowledgeable about all programmatic requirements that could educate and assist with compliance.

This could protect the health and safety of those who are car camping, for example by ensuring they have continued access to well-maintained sanitary facilities. It may encourage participation by more hosts who have interest in helping to meet community needs, but lack the expertise to run a site. It may also increase community support for a car camping program. Stakeholder interviews highlighted the potential for an adversarial relationship between individuals car camping and the police department. An oversight entity can act as a liaison between the police department and program participants, helping to reduce the need for police response and mitigate potentially negative interactions.

Recommendation 4.2: Oversight should be done by a service provider experienced in working with individuals experiencing homelessness.

Another prevalent theme in engagement was the importance of having a service provider involved in a car camping program. This is a common feature of these programs. At least half of Oregon jurisdictions reviewed require sites to partner with a service provider to operate. A 2021 review of 19 car camping programs in multiple states found that 12 had case management that was fully funded or directly integrated into the program.³¹ In our survey, four of six respondents thought host sites should be required to provide, or partner with an outside group to provide, services such as case management, counseling, job placement, and housing placement.

The City of Newberg could provide this oversight internally, but an existing service provider with expertise in houseless services would be better positioned to promote equity for program participants by providing them with resources to assist with housing, employment, and other long-term goals. Some engagement feedback regarding the involvement of a service provider was directed towards being better positioned to manage sites and resolve issues. However, stakeholder feedback also focused on the ability of service providers to help individuals experiencing homelessness to connect with the services necessary to achieve housing and other transitional goals.

A question multiple stakeholders posed was, ***what is the City trying to accomplish with this program?*** Car camping programs, at a minimum, can provide a safe place to stay

overnight in a vehicle, but with service provider involvement they are more likely to also assist vulnerable community members to work toward long-term goals. A recurring theme in responses to our survey was that without case management and services, car camping sites are just a place to stay.

As pointed out by a survey respondent, providing services can assist to lessen the need for car camping over time. For example, the City of Bend, which requires supervision, case management, or supportive services, has had 20 families exit the program into long-term housing. The City of Beaverton, which also partners with a service provider to run its program, reported 20 individuals exiting into housing during its third year, almost half of the 39 individuals served. If the City of Newberg's goal for a car camping program is to help transition program participants out of houselessness, oversight by a service provider will be key.

Action 5: Program Metrics

Determine if collecting and reporting on program metrics will be required.

Recommendation 5.1: Require annual or semi-annual reporting in order to better understand Newberg's houseless population.

Requiring sites to report on program metrics will give the City a better understanding of who is car camping in Newberg and how significant demand is for the program. It can assist the City and its partners in evaluating program success and inform any potential changes to improve the program. Multiple participants in the focus group expressed support for data collection and reporting.

Recommendation 5.2: If reporting is required, be intentional with information requested and how it is used to evaluate programmatic success.

If the City decides to collect data on a car camping program, it must determine what entity will be primarily responsible for collection, and what information to collect. There is limited research around these programs, including quantitative measures of success.³² Cities we spoke to that require registration and/or work closely with a service provider generally track the number of sites, individuals served, and basic demographic information. Some also collect data on how many participants exit into housing.³³ Multiple stakeholders interviewed emphasized that data collected regarding transitions to long-term housing should be done with caution.

Given the shortage of affordable housing options in Yamhill County, it may take months to years for an unhoused individual who is prepared to transition to housing to gain access. Service providers also shared that it can take time to establish the trust necessary for a service provider to work with an individual toward housing and other goals. Assessing the success of a car camping program based primarily on how many people transition to housing obscures the challenges of doing that. A service provider running car camping sites recommended consideration of qualitative information to assess programmatic success, such as success stories and reports on progression toward individualized goals.

"If permanent housing options are simply unavailable, exit to permanent housing will likely be a poor indicator of success from the perspective of most vehicle residents."⁴¹

Action 6: Available Locations

Determine where car camping sites will be allowed within Newberg.

Recommendation 6.1: Regulate car camping by property owner/lessee type rather than by zoning.

Camellia Planning recommends allowing car camping on property (“sites”), not within the public right of way. Regulating car camping sites based on the property owner/lessee type, rather than by zoning, is common practice among Oregon jurisdictions. The most common owner/lessee types allowed by code to host car camping sites are outlined in Table 3.

Recommendation 6.2: Minimally restrict where car camping sites are permitted.

Allowing car camping on more types of properties in Newberg provides better potential to meet the needs of the community members the program would serve. Well located sites could provide better accessibility to services, and help program participants save on gas and vehicle maintenance costs.³⁴ Multiple stakeholders reported that one of the biggest challenges to implementing a car camping program is finding interested host sites. Creating only narrow allowances for where sites can locate may lead to no car camping sites and fewer members of Newberg’s houseless community being served. For example, the City of Roseburg updated its Vehicle Camping Regulations in early 2022 to allow greater flexibility in permissible locations after receiving no applications during its first year.

Almost all cities reviewed allow car camping on the property of religious institutions or places of worship. In our survey, five of six respondents supported car camping at religious institutions, while the sixth respondent did not support implementing a car camping program. The other most commonly allowed locations for car camping are on the property of public entities, businesses, and nonprofits. Four survey respondents supported allowing car camping on additional areas including public entities, businesses, non-profits, and residential property.



Image from Sonoma Overnight Safe Parking Program stylized by Clip2Comic iOS software (credit Chase Hunter/Index-Tribune)

Multiple survey respondents expressed some location-based concerns about safety and crime. These concerns were for both the general community, and the safety of program participants. An application-based program, (see Action 3) or involvement of a service provider to oversee sites and register program participants (see Action 4), would provide increased capacity for Newberg to mitigate and respond to safety concerns because the unique site characteristics and participant needs could be considered. A service provider could act as a liaison between program participants, city departments, and neighboring properties.

Two community members expressed concern about allowing sites to be located near schools. The City of Bend has a code provision preventing sites from locating within 150 feet of a child care facility or school, which would address this concern. This is not recommended by Camellia Planning; codifying this rule was not found to be common practice, and stakeholder interviews revealed that some community members who may be served by a car camping program are families with children, in which case proximity to a school could be beneficial.

Table 3: Permitted Locations for Car Camping Sites In Oregon

City	Religious/ Place of Worship	Non-profit	Business/Commercial	Public Entity/Agency	Industrial	Residential	Total Per City
Ashland	✓						1
Beaverton	✓	✓	✓	✓			4
Bend	✓	✓	✓	✓			4
Eugene	✓	✓	✓	✓			4
McMinnville	✓	✓	✓	✓	✓	✓•	6
Medford*	✓	✓	✓	✓	✓	✓	6
Newport	✓		✓	✓	✓		4
Portland	✓						1
Redmond	✓	✓	✓°	✓			4
Roseburg	✓	✓	✓	✓		✓••	5
Salem	-	✓	✓	✓			3
Springfield	✓				✓		2
Totals	11	8	9	9	4	3	

Note: This figure includes all Oregon cities with ongoing car camping programs researched for this project.

-not specified

°Not commercial zones

•One family

*Any "public or private entity"

••Churches only

Action 7: Additional Requirements

Determine additional requirements of a program.

Recommendation 7.1: Facilities Decisions

Type	Recommendation	Facilities	
		Considerations	Example Jurisdiction
Sanitary: Hand washing and toilets	Required by state law	Number of facilities per guest Utilize existing on-site facilities	All
Garbage Disposal	Required by state law	Number of facilities per guest Utilize existing on-site facilities	All
Storage	Require storage to maintain clean an orderly site	Cost of storage containers can be prohibitive	Beaverton, Eugene, McMinnville, Medford, Salem, Springfield

State statute requires hosts to provide sanitary facilities including hand washing stations, toilets, and garbage disposal, so the City must require these facilities at a minimum. The City of Roseburg specified requirements for the number and type of toilets and garbage disposal facilities, but later removed the restriction due to the barrier it could present for host sites. The United Nations (UN) recognizes “access to adequate hygiene services” as a human right.”³⁵ They recommend at least one restroom per 20 people and one shower per 50 people with 24-hour access provided.

It may be difficult for guests to keep their belongings in their car which is being used for both housing and transportation. Because of this, it is recommended that host sites provide storage facilities. Researchers note, “one of the most difficult barriers for people experiencing homelessness is storing their personal belongings in a safe, secure, and weatherproof location.”³⁶ Storage prevents theft and damage caused by the elements. The City of Beaverton provides storage and sanitary facilities at host sites at an estimated annual cost of \$35,000. This cost may become a barrier to operation for some host sites or jurisdictions if required.

Recommendation 7.2: Vehicle Decisions

Type	Recommendation	Vehicles Considerations	Example Jurisdiction
Vehicle Limit	Impose a vehicle limit of 3 cars with additional vehicles allowed on a case-by-case basis based on host site application per recommendation 1.3	How many cars to allow Number relative to site size Potential barrier to efficiency	Ashland, Beaverton, Bend, Eugene, McMinnville, Medford, Newport, Portland, Redmond, Salem Have limits of 3, 6, 10, or variable
Definition of <i>Vehicle</i>	Define <i>Vehicle</i> to support a car camping program, permitting desired vehicle types	Local experts highlighted a large portion of car campers use RVs and camper trailers. Their inclusion will increase number of people served RVs will require septic policies Larger vehicles occupy more space and have greater visual impact	Allows RVs: Ashland, Eugene, McMinnville, Medford, Redmond, Roseburg
Non-Vehicles	Decide whether to permit tents, Conestoga huts, or bike trailers	May conflict with parking lot functionality Not suitable for sites with operating hours Bike trailers have been provided by county	Allows Tents: Bend, Eugene, McMinnville, Salem Allow Huts: Bend, Eugene, Salem
Operability	Decide if vehicles must be mechanically operable	Potential barrier to participation Potential conflict if vehicles cannot be moved or are abandoned	Beaverton, Vancouver
Registration	Decide if vehicles must have up-to-date registration	Already regulated by law Creates potential conflict with PD on the site	Bend

Limiting the number of vehicles allowed per host site without considering the size of the site itself can be a barrier to program implementation. Too few vehicles reduces the efficiency of the host site, too many vehicles increases program visibility and reduces privacy. The most common vehicle limits we found are three and six. Four of six respondents in the community experts survey thought that more than three vehicles should be allowed per site, with specific conditions being met.

As addressed in the Newberg Municipal Code Audit, attached as Appendix 5, it is important to define terms that support the chosen framework of a car camping program. Five of six respondents believe RVs, camper vehicles, and bicycle trailers should be permitted to participate in the program. Accommodating RV's requires additional maintenance and greater space than passenger cars. Only two of six survey respondents would like to see a program that accommodates tents. The definition of *vehicle* must include RVs and other vehicles if the City wishes to allow them. Similarly, non-vehicles will need to be addressed.

Four of six survey respondents believed that vehicle operability should be taken into consideration for program eligibility, and half thought registration status should be considered. While a potential barrier to participation, requiring vehicles to have current registration and be in working order ensures the program is lawful. Guests may need to move their vehicle for a variety of reasons, including if host sites implement “operating hours.”

Recommendation 7.3: Other Regulation Decisions

Other Regulations			
Type	Recommendation	Considerations	Example Jurisdiction
Fee	Do not charge guests fee		No jurisdictions charge fees
Setbacks	Setbacks can be used to mitigate impacts	Allow for flexibility to adjust setbacks on a per-site basis	Ashland, Beaverton, McMinnville, Newport, Salem, Springfield
		Could limit host sites due to space constraints	
Vehicle Spacing	Implement spacing with consideration of site size	Promotes guest privacy	Medford, Newport, Washington County
		Mitigates health impacts of idling vehicles	
Operating Hours	Do not restrict program to certain hours	Potential conflict during enforcement	McMinnville, Salem
		Displaces guests to non-sanctioned camping areas	
Length of stay	If implemented, allow for flexibility with extensions on a case-by-case basis	Promotes instability	Beaverton, Bend (determined by property owner), Milwaukie, Roseburg, Salem
		Emphasizes that car camping is a temporary solution	
		Could create conflict during enforcement	
		Possible barrier to individual success	

Over half of the programs we researched implement some kind of dimensional standard, including setbacks. Most commonly, storage cannot be visible from the public right-of-way. Beaverton extends setback requirements to vehicles participating in the program, requiring them to be set back 20 feet from residential uses. Medford, Newport, and Washington County require vehicles to be a certain distance from each other. This promotes guest privacy and mitigates the health impacts of idling vehicles.

Some jurisdictions have implemented an “in-and-out” system. This requires guests to remove themselves and their vehicles from the host site during designated hours. This is potentially prohibitive and may cause problems in other areas. Guests may not have anywhere else to go, opting for unsanctioned areas to bide time until they are permitted to return. The City of Roseburg removed in-and-out restrictions for this reason. A parking enforcement officer with experience in the City of McMinnville found in-and-out systems to be flawed as guests had nowhere else to go. Additionally, enforcement presented conflict between the police and guests.

Similarly, length-of-stay requirements present potential conflicts when enforced, and do not accommodate the needs of a diverse group of guests. The City of Beaverton allowed guests to stay for a probationary period of 30-days. This was extended to 120-days if guests completed case management plans and complied with site rules. The City found this to be a barrier to guests and did not allow them to accommodate individual circumstances. They later removed the length-of-stay limit.

Some jurisdictions regulate other activities on site including banning alcohol, drugs, and open flames. Restrictions are often determined by service providers or host sites, rather than codified by the city. Camellia Planning recommends that Newberg implement a flexible program, allowing host sites to establish additional regulations in response to site activities.



Community Engagement Actions

Objective: Build on Early Engagement by Camellia Planning

Community Engagement Actions
<p>Action 1: Lived Experience</p> <p><i>Recommendation 1.1:</i> Designate liaison to the car camping population of Newberg</p> <p><i>Recommendation 1.2:</i> Provide financial compensation for inclusion of lived expertise in programmatic design, implementation, and evaluation</p>
<p>Action 2: Broader Public</p> <p><i>Recommendation 2.1:</i> Inform the public about the project</p> <p><i>Recommendation 2.2:</i> Engage with neighbors of a potential car camping site</p> <p><i>Recommendation 2.3:</i> Designate liaison between neighbors and site users</p>
<p>Action 3: Faith-Based Organizations</p> <p><i>Recommendation 3.1:</i> Inform faith community about hosting requirements</p> <p><i>Recommendation 3.2:</i> Assign a City staff member to facilitate the opening of a car camping program</p>
<p>Action 4: Law Enforcement</p> <p><i>Recommendation 4.1:</i> Establish law enforcement contact for car camping program</p> <p><i>Recommendation 4.2:</i> Involve law enforcement in on-going evaluation of the program</p>
<p>Action 5: Inform the Community</p> <p><i>Recommendation 5.1:</i> Rename the initiative</p> <p><i>Recommendation 5.1:</i> Highlight community</p> <p><i>Recommendation 5.2:</i> Champion successful implementation of car camping programs</p>

Action 1. Engage with those who have lived experience

To truly understand the experiences of those who are car camping in Newberg, there must be more conversations with those who have lived experience. Whether this experience is current or past, first-hand stories will support an equity-driven approach to a car camping program. These community members can share experiences that are vital to understanding the daily difficulties of those who are car camping. These experiences will supplement the justification for specific program operations and services. Our understanding of potential site participants was limited by our lived experience interviews.

Camellia Planning's conversations with those who have experienced car camping produced entirely new information. This information was different from conversations with service providers and served a vital role in forming recommendations. However, it was difficult to connect with and obtain feedback from those with lived experience and further engagement is needed. More extensive first person interviewing may help more accurately quantify the present need and scope for a car camping program which Camellia Planning was unable to determine given existing data and interviews.

Recommendation 1.1: Designate City Staff or Service Provider as the liaison to the car camping population of Newberg.

This personal connection will lessen the potential conflict for host sites, and reduce communication gaps. Ideally, this liaison will ensure that the car camping population is being supported. This person can help enroll individuals already car camping in Newberg into the program, reducing the need for referrals from Newberg PD often generated by response to car camping complaints. Adopting an operating framework similar to Option 3, as described in Design and Administration Action 1.1 would allow for this.

Recommendation 1.2: Provide financial compensation for potential lived experience.

From an equity perspective, it's essential to justly compensate individuals for providing their time and experiences. In addition, it will likely be easier to find individuals who are willing to share their lived experience if they are being compensated considering the time commitment involved. Providing financial compensation can enhance trust and communication between parties.

Action 2. Engage with the broader public in Newberg

Conversations with stakeholders have highlighted a need for public support to ensure a successful program. Prior to programs being implemented in other jurisdictions, many residents expressed concerns regarding issues like waste, crime, and safety.

Recommendation 2.1: Inform the general public about the project.

A general concern about which locations are eligible to be host sites is prevalent. It would be helpful to understand which Newberg specific locations there is apprehension about, and consider specific messaging to assuage public concerns in regards to these locations. City Council may seek broad public input on a potential car camping program. City Council may use this comment to determine if they want to formalize restrictions on car camping locations. Camellia Planning recommends that in broader engagement, it is necessary to explain the specifics of a potential program. Highlighting the structure and rules that need to be followed may calm community concerns regarding safety and waste. If the broader public is convinced of a program's ability to support those in their community who need it the most through engagement, a program can be implemented more easily. This engagement will increase transparency and overall chance of program success.

Recommendation 2.2: Inform relevant neighbors about a newly open car camping site.

Provide a contact to operate as a liaison between the site's neighbors and program participants. In Bend, each host site is responsible for informing its neighbors of the opening of a car camping program. During this door knocking, site operators provide contact information for someone who can be reached to address neighbors concerns. City of Bend staff reports that this structure has successfully mitigated broader concern about site locating. Camella Planning supports such a process as an effective way of informing the site neighbors about a car camping site while protecting privacy of potential program participants.

Action 3. Engage with faith-based organizations in Newberg

Faith-based organizations have been a primary driving interest behind a potential car camping program in Newberg. Based on both community conversations and survey results, local stakeholders believe that the parking lots of these institutions would be a good place for host sites.

Recommendation 3.1: Inform faith community about requirements for a car camping program.

To ensure that these organizations have a better understanding of what a potential program might look like, and to gauge their support, contact should be initiated. Also, faith-based organizations serve as community liaisons in a way that may increase public buy-in for any potential program.

Recommendation 3.2: Assign a City staff member or designated service provider to cultivate interest in opening a car camping host site.

In other attempts to establish car camping programs, there have been concerns about insurance liability for faith-based organizations seeking to operate a car camping program on their property. Engagement with these groups will help gauge whether this is still a concern and allow for a space to work through solutions.

Action 4. Engage with local law enforcement

Both local stakeholders and best practices suggest that local law enforcement support is beneficial for a successful program. As they will likely be the group that is enforcing any type of complaints in relation to a program, a strong relationship is foundational for an efficient and effective outcome.³⁷

In addition, those with lived experience have indicated a complicated relationship between law enforcement and car camping. While law enforcement has been a source of fear, they also may provide some sense of security. Ongoing engagement should highlight the need for tact from law enforcement in their relationship with host sites.

Recommendation 4.1: Establish law enforcement contact for car camping program.

A strong relationship with law enforcement has demonstrated positive effects on a car camping program. According to a USC report, law enforcement that had a positive relationship with a program was more likely to refer vehicle residents to programs rather than issue citations for something like an overnight parking violation.³⁸ In this sense, they can serve as an important ally as long as they show compassion when engaging with car camping participants, and are aware of any available car camping program.

Recommendation 4.2: Involve law enforcement in on-going evaluation of the program.

The Beaverton Safe Parking program report for Year Three identified only eight calls to its safe parking sites, which served 39 individuals.³⁹ Of the calls, two were related to mental-health responses, one was a medical emergency, and three were non-emergency calls. The report cites an ongoing relationship with Beaverton Bike PD in the success of program operation, and in the program offering the PD an option to refer individuals to who are camping in their car in Beaverton. City of Bend staff also referenced the critical role close a partnership with PD has played in the success of their safe parking program. Bend highlighted the importance of having one point of contact within the PD department and a service provider who work together to proactively manage sites and respond to issues as they arise, while limiting stress to participants and the PD.

Action 5. Market a potential program in a positive way

Recommendation 5.1: Rename the initiative.

Camellia Planning believes the title “car camping” does not accurately reflect the goals of a program. A different title, such as “safe parking,” more accurately depicts the service being provided: a safe location to park for residents of Newberg already living in their vehicles.

Recommendation 5.2: Highlight community.

Despite various concerns over the specifics of a potential car camping program, multiple stakeholders have noted the need for a targeted “marketing campaign.” Specifically, there has been a noted focus on a “help thy neighbor” philosophy. Engagement materials should provide narratives that help community members understand who car camping individuals are and that they are all a part of the same community.

Recommendation 5.3: Champion successful implementation of car camping programs.

Other municipalities have found that championing program success from other cities creates a more positive public environment for future implementation. These successes can help relieve concerned residents. Also, if a program is implemented, any success should be highlighted for the public to see that members of their community are being supported without a negative impact to the community.

CONCLUSIONS

Camellia Planning's research identified potential options for implementing a car camping program in the city of Newberg, highlighting an example of someone who could be served by each option and the resources necessary for operation. Building on our recommendations, the City can structure a program best suited to meet the needs of the existing unsheltered community in Newberg. Given that the City of Newberg does not currently have a car camping program in place, individuals and families living in their vehicles are in a precarious situation. It is important to create a legal, safe process and accompanying services to legitimize their living situations.

While a car camping program is not a solution to houselessness, it presents the opportunity to support individuals and families living in their vehicles to receive services and work towards more stable housing. The City of Newberg will need to continue to work towards implementing the 5-Year Housing Work Program and upcoming Housing Production Strategy to address the effects of a growing population and limited housing stock.

Additionally, the City of Newberg must articulate its goals with a car camping program. As highlighted in this report, if the City aims to help people transition into more stable housing, it will need to work towards increasing long-term solutions in conjunction with temporary housing efforts. This work must incorporate the goals of those living unsheltered. This requires collaboration with service providers to foster opportunities for community members to transition out of car camping and into more stable housing once it is available. With our recommendations, the City has a framework it could use to guide implementation of a potential car camping program that is best suited to meet the needs of the community and support the City of Newberg's overall housing goals.

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NEWBERG CAR CAMPING REPORT APPENDICES

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Appendix 1: Engagement Materials

Engagement

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Phase One Engagement Report

Date: April 1, 2022

Attn: City of Newberg Housing Planning Department

From: Camellia Planning

Subject: Phase One Public Engagement Report

Camellia Planning completed its first phase of engagement for the Newberg Car Camping Initiative on March 25th, 2022. This phase consisted of interviews held by Camellia Planning team members with stakeholders in the Newberg and Yamhill County region who interface with unhoused individuals and families. Interviews were conducted via zoom and telephone, and notes were taken by Camellia Planning staff. The following report summarizes the information gathered through these interviews.

A total of 12 interviews were held with representatives from the following organizations:

- Yamhill County Workforce Housing Consortium
- Yamhill County Housing Strategies
- Community Member and former Pastor
- Encompass Yamhill Valley
- Remnant Initiatives
- Love In the Name of Christ (INC)
- Yamhill Community Action Partnership (YCAP)
- Providence Newberg Medical Center
- Newberg Public Schools
- Portland State University

Key Takeaways:

- Further outreach is needed to ensure that individuals who have lived experience car camping (either current or previous) are involved in these conversations. Camellia Planning will continue to attempt this type of outreach.
- It is crucial to determine what the City of Newberg defines as a successful car camping program to decide what types of services are or are not necessary to include in a car camping program.
- There are existing organizations who would be interested in participating in such a program, decreasing the burden of program creation on the City of Newberg.

Main Themes of information:

- **Car camping is relatively less visible in Newberg:** Many stakeholders discussed that while car camping is happening in the Newberg area, it is not as visible as in other cities, such as Portland. Many of the stakeholders we spoke to were able to identify areas that they believe individuals are using for car camping, but remarked that these vehicles are not as easily spotted as in other cities. As such, car camping in Newberg tends to be policed on a complaint basis rather than through routine monitoring.
- **Some car camping support already exists:** Some stakeholder shared that there are organizations in and around Newberg that currently support car camping in conjunction with other services that those organizations offer. These are small operations, and they choose to stay under the radar to prevent potential controversy. A concern that has arisen from multiple interviews is the potential harm that opening discussions surrounding car camping could have, both to the covertness of these programs and individuals car camping under the radar.
- **Services are necessary:** Many, but not all, of the stakeholders feel that in order for a car camping program to be successful (note, see theme titled “Success Metrics” below), it needs to connect program participants with services. While there is no overwhelming consensus on what these services should be, the majority of stakeholders suggested that connections to food banks, shelters, and organizations to assist with securing affordable housing are all options that contribute to the beneficial nature of a car camping program. Some of these types of services also involve car camping participants being registered with an organizing body, sometimes to connect them to some sort of case workers, and sometimes to just have the knowledge of who is utilizing the program and what their needs are.
- **Success Metrics:** Many stakeholders in interviews expressed the need for clear definitions of success in order for a proper program to be created. These definitions ranged from simply providing places for people to legally park, to attempting to find stable housing for individuals who enter the program. Many of the service providers Camellia Planning spoke to have differing success metrics, and due to this run their programs differently.
- **Programs without structure can bring problems:** While many stakeholders believe that any sort of program allowing legal parking will bring some benefits to those currently living unsheltered in their vehicles, others raise concerns about a program without connected services. They raise awareness to previous car camping programs without services that resulted in host sites having some issues with theft. While this is not guaranteed to be an issue, if a car camping program in Newberg did not have wrap-around services it is a consideration that should be evaluated.
- **Other groups want to get involved:** In conversations with services providers in the Newberg and Yamhill County areas, many expressed interest in participating with the City of Newberg on a car camping program. Encompass Yamhill Valley currently runs a car camping program in McMinnville (with city support and funding),

and would be interested in developing a partnership with the City of Newberg. Love Inc, which helps coordinate the majority of outreach services for the houseless population in Newberg, also expressed interest in being involved in development conversations if the City of Newberg chooses to pursue such a program.

- **Other Attempts:** Some stakeholders mentioned a previous attempt to create a car camping program in Newberg in 2013. At the time there was general support in the community due to the nature of the program, buy-in from faith communities who would be hosting parking spots, and the way the program was framed with the public in mind. The proposed program ultimately failed to come to fruition due to liability insurance concerns on the part of the faith communities. As such, it is important to both include these communities in conversations surrounding a potential program, as well as inquire with existing programs in other municipalities to see how they ensure that host sites have the resources needed to administer a car camping program.

Phase Two Engagement Report

Date: May 11, 2022

Attn: City of Newberg Housing Planning Department

From: Camellia Planning

Subject: Phase 2 Public Engagement Report

Camellia Planning completed its second phase of engagement for the Newberg Car Camping Initiative on May 6, 2022. This phase consisted of a focus group held by Camellia Planning with members of the Newberg community, a survey sent as a follow up to all stakeholders invited to the aforementioned focus group, and further interviews with Newberg community members. The following report summarizes the information gathered through these efforts.

Focus Group:

The focus group was held via Zoom on April 27th, with Camellia Planning staff presenting information to the attendees and then leading a guided discussion. Invitations were sent via email to 26 community members. This invite list consisted of individuals who had been previously interviewed in Phase 1, individuals who had been recommended to Camellia Planning staff as potential stakeholders during Phase 1 that had not been contacted, and members of the Newberg Community who Camellia Planning identified as potentially having insight into the community. This included outreach to staff at the Newberg public library, parks and recreation department, Chehalem Valley Chamber of Commerce, and other community leaders. Six of these individuals were in attendance at the meeting.

The information presented by Camellia Planning included background information into the housing availability and houseless population in Newberg, discussion of state laws permitting car camping programs, and information on how other cities are running their programs. Camellia Planning then presented the preliminary car camping implementation options to the group for discussion. At the time of this meeting, the options were as follows (with greater detail available in the final report):

1. **Host Site Oversight Framework:** In this model, host sites would be required to register with the City that they were hosting a site and met the code requirements, including sanitation requirements. There would be no further oversight by the City, and the system would be managed on a complaint basis.
2. **City Oversight Framework:** In this model, the City would be responsible for ensuring the sites involved met code requirements prior to initiation of their program, and would also be responsible for biannual code enforcement checks. All sites would be required to submit an annual report to the City. The City would also earmark grant funding that sites would be able to apply for to offset costs associated with hosting a camp site, such as the hygiene requirements.
3. **Service Provider Oversight Framework:** In this model, the City would contract with and provide funding for an outside service provider who would run the program. The service provider would be responsible for identifying and maintaining the list of sites and ensuring code compliance. They would also provide the City with an annual report of all the sites in the program.

Key Takeaways:

- **Option 1** was rejected by the attendees at the focus group, Option 2 was not preferable, and Option 3 was overwhelmingly favored.
- **Oversight is necessary:** All attendees at the focus group felt that without proactive oversight, the program would not be sufficient for community members to support, nor for successful interactions with car camping clientele.
- **Centralized management is best:** All attendees of the focus group expressed concern that lack of uniformity in individual site implementation may result in a failed program. One overarching program manager could create and share a list of sites, coordinate support from local service providers and other relevant parties such as Newberg PD, and enforce uniform rules and regulations across sites to prevent operation confusion and potential program abuse.
- **The best use of City resources would be to contract with a service provider:** Despite the cost of the third option likely being the highest, all attendees felt that contracting with an outside agency was the best way for Newberg to ensure a well run program. Attendees shared that they felt as though the City would not be able to manage such a program on their own with the workload the City is currently facing. Participants believed that contracting with an agency who already has experience in running such a program is efficient use of resources.

Survey:

A survey was sent out to all focus group invitees, regardless of attendance, along with the materials from the focus group in written and video recorded form. While the focus group discussed the preliminary implementation options for a car camping program, the survey focused more on details that would be important regardless of framework. The survey consisted of 17 questions, 10 multiple choice and 7 open responses. The survey was emailed out three times while it was open from April 28th through May 6th. Camellia Planning received six responses.

The survey results are available in their entirety following this report. The main takeaways from the survey are as follows:

- **There should be flexibility as to where car camping is allowed in Newberg.** In addition to general support for car camping allowance in church parking lots, survey respondents noted an interest in allowing car camping in vacant lots, private non-residential properties, public property, private residences, and the lots of service providers.
- **There should be flexibility as to what kind of vehicles should qualify for a potential program.** Outside of cars, survey respondents noted that trucks, RVs, bicycle trailer pods, and non-vehicles like tents should be permitted in a program.
- **Host sites should require registration with the city or a coordinating service provider.**
- **Support for requiring a specific vehicle operation or registration status is mixed.**
- **More services would be beneficial for a successful program.** Respondents

expressed a general interest in a variety of services such as access to showers, laundry, a case worker, a mail delivery address, and electricity.

- **Newberg should contract with a service provider to operate and oversee the program.** There was general support for Option 3 with an emphasis on the extra support and security that a service provider could offer. Survey respondents believed that this was necessary to ensure that program participants see progress in finding permanent housing.
- **Newberg should work with this service provider to establish a code of conduct for host sites.**

Interviews:

Camellia Planning staff held two further interviews during Phase 2 of engagement. One interview with a Newberg resident who had experienced houselessness and car camping in recent years, and the other with an individual who had been houseless in the past and wanted to share concerns about houselessness in Newberg and the City's management of it with the Camellia Planning team.

The first interview was with an individual who will remain anonymous, and will be referred to as Jane Doe. Jane grew up and then worked in Newberg her entire life. She experienced houselessness in Newberg after quitting her job to care for a sick family member. Unable to afford market rate rent and secure rental assistance, she and her children lived in their car for multiple years in and around Newberg while waiting on local affordable housing waitlists. She expressed that their biggest challenges were trash disposal and general hygiene, as they did not have sufficient access to shower or laundry facilities. She also shared multiple negative interactions with law enforcement, but noted that there were police officials who were compassionate towards her situation. Jane shared that her family occasionally stayed in the shelter in Newberg, but found this difficult with children. They frequently had car troubles throughout this time.

She expressed that a program with case management, such as option 3 above, would have been ideal for her. It would have given her stability and assistance as she looked for affordable housing and job opportunities. She also would have appreciated barriers to entry, such as interviews with the case worker, as she felt this would have helped keep her children safer in such a situation.

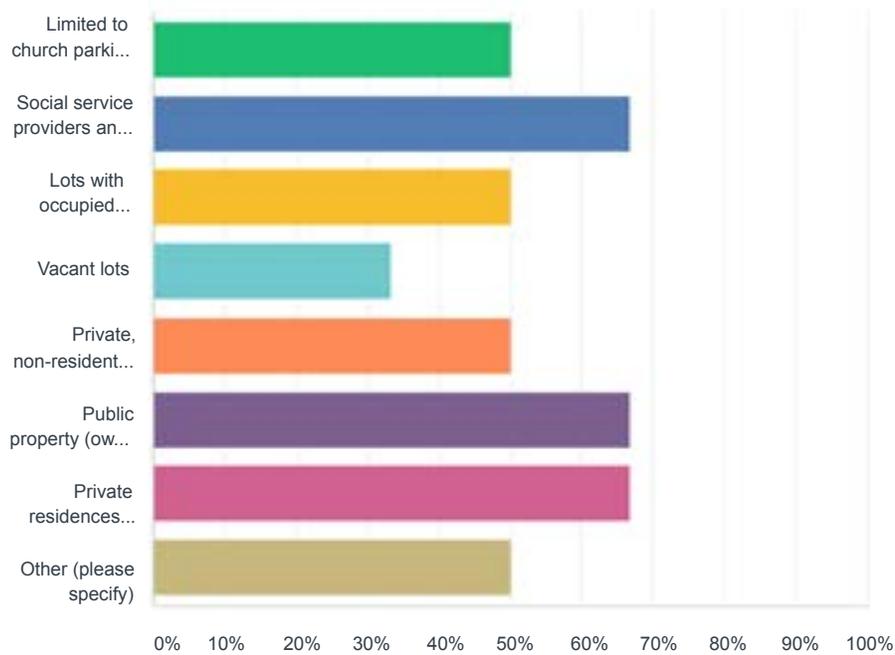
The second interview was with an individual who will remain anonymous, and will be referred to as John Doe. John moved to Newberg in the 80's after working in the army and on a ranch before discovering he was ineligible for unemployment benefits. He was informed that his best option was to move out of state to find a job, so he drove his car out of Oregon and was living in his car while bouncing between jobs. His car was eventually towed with all his belongings in it. Years later, he and his wife moved back to Newberg, where they live today. John felt that a car camping program was an inappropriate response to the housing needs in Newberg, and shared that he felt as though allowing houseless people to park safely would eliminate their motivation to improve their housing situation. He also had concerns about where camping sites could be hosted, particularly in relation to child care facilities.

Survey Responses

Car Camping Initiative Follow Up Survey

Q1 Where should car camping be allowed in Newberg (please choose all that apply)

Answered: 6 Skipped: 0



ANSWER CHOICES	Total Respondents: 6
Limited to church parking lots	50.00% - 3
Social service providers and other non-profit parking lots	66.67% - 4
Lots with occupied buildings onsite	50.00% - 3
Vacant lots	33.33% - 2
Private, non-residential properties	50.00% - 3
Public property (owned by city or county)	66.67% - 4
Private residences (driveways, backyards)	66.67% - 4
Other (please specify)	50.00% - 3

Q2 Do you have any concerns, suggestions, or requests regarding the location of where these host sites may be? (generally speaking, not specific Newberg locations)

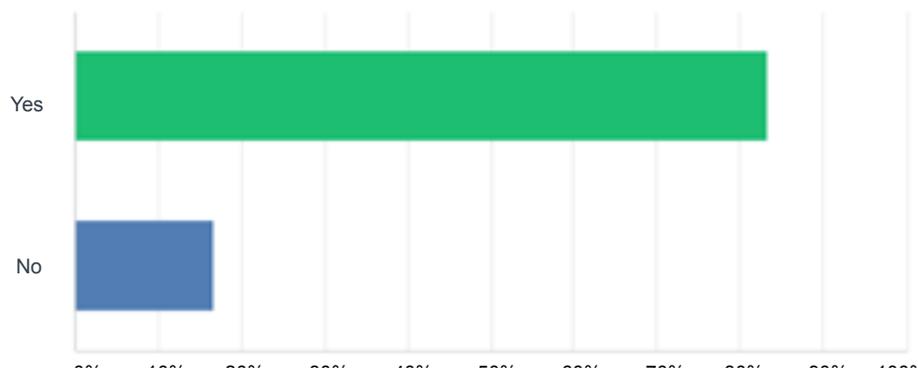
Answered: 6 Skipped: 0

Answers

- “If they are being overseen, parking permits, with restrooms and trash services...etc I am all for.”
- “Need to be outside everyone’s sight to decrease vandalism & assault to participants”
- “yes and no”
- “Limited to church parking lots, because they own the property (and dont pay taxes) This is a maybe: Social service providers and other non-profit parking lots because often they are tenants and would need landlord approval.”
- “Active drug use - thinking about how to conceal from neighbors/ create safety for neighbors. Also Sex offenders- creating safety for neighbors and other folks in the car camping area”
- “Host sites should not be permissible. Car camping will cause an increase in crime, trespassing, trash, vagrancy, decreased property values and will further burden law enforcement in Newberg.”

Q3 Should host-sites be required to be registered with the city or a coordinating provider?

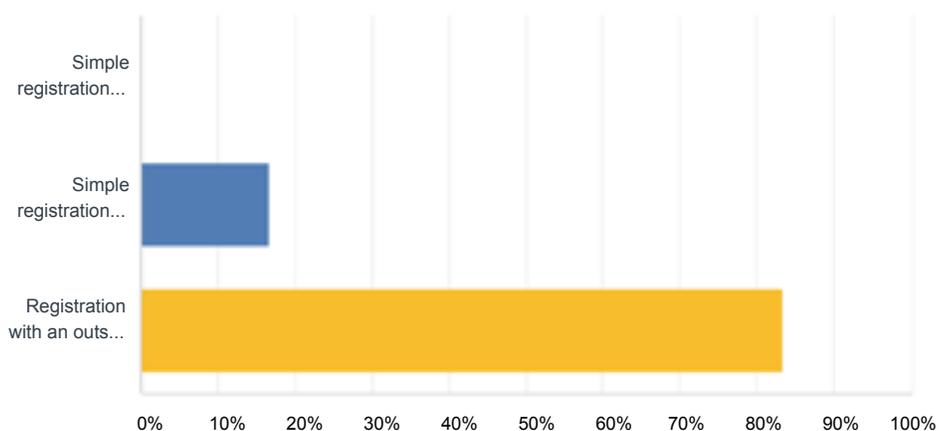
Answered: 6 Skipped: 0



ANSWER CHOICES	Total Respondents: 6
Yes	83.33% - 5
No	16.67% - 1

Q4 Which type of registration requirements for host-sites do you prefer?

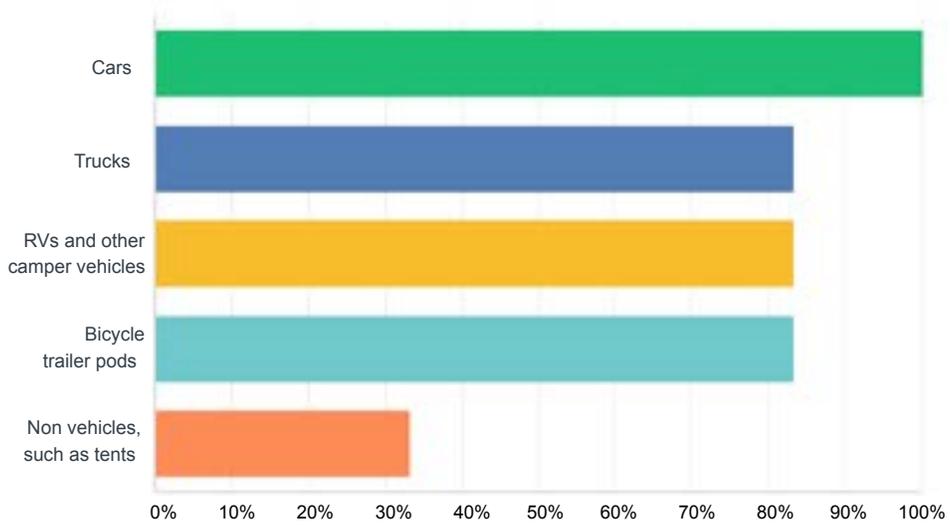
Answered: 6 Skipped: 0



ANSWER CHOICES	Total Respondents: 6
Simple registration with the City, only for knowledge of where sites are located	0.00% - 0
Simple registration with the City, with minor responsibilities for the City to coordinate annual review of site activity and code enforcement	16.67% - 1
Registration with an outside service provider who is contracted by the City, but the City has minimal direct contact with the host sites	83.33% - 5

Q5 What kinds of vehicles should qualify to be included in these programs? (please select all that apply)

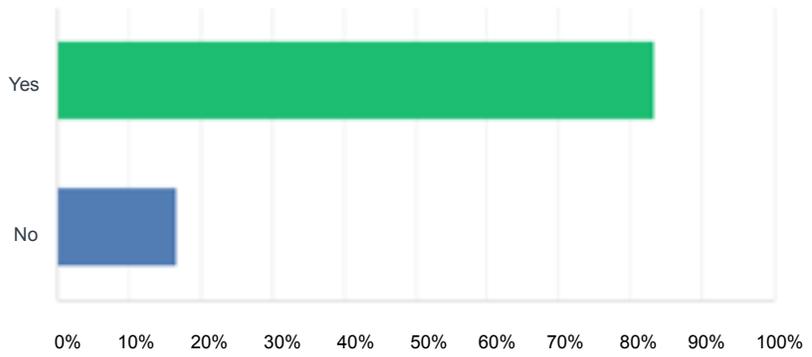
Answered: 6 Skipped: 0



ANSWER CHOICES	Total Respondents: 6
Cars	100.00% - 6
Trucks	83.33% - 5
RVs and other camper vehicles	83.33% - 5
Bicycle trailer pods	83.33% - 5
Non vehicles, such as tents	33.33% - 2

Q6 Should the operational status of the vehicle be taken into consideration for eligibility in the program?

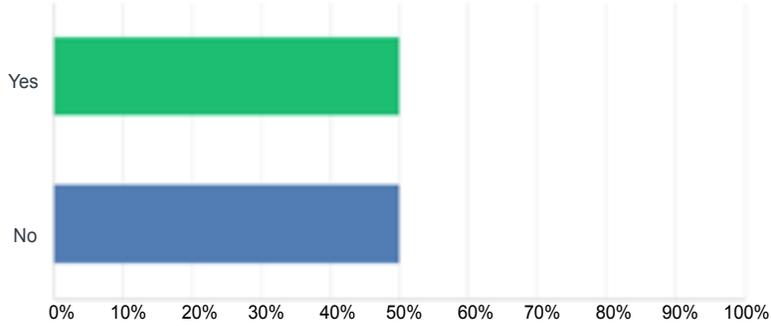
Answered: 6 Skipped: 0



ANSWER CHOICES	Total Respondents: 6
Yes	66.67% - 4
No	33.33% - 2

Q7 Should the vehicle registration status be taken into consideration for eligibility in the program?

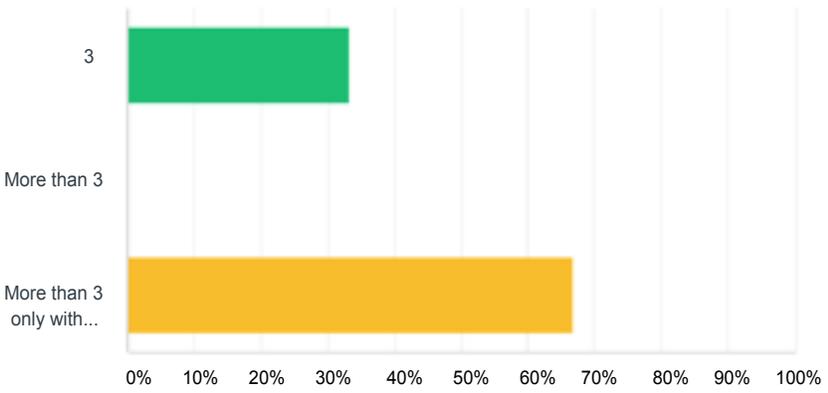
Answered: 6 Skipped: 0



ANSWER CHOICES	Total Respondents: 6
Yes	50.00% - 3
No	50.00% - 3

Q8 How many cars should be allowed per host-site?

Answered: 6 Skipped: 0



ANSWER CHOICES	Total Respondents: 6
3	33.33% - 2
More than 3	0.00% - 0
More than 3 only with specific conditions met (such as pre-approval from the City, size of host site, etc.)	66.67% - 4

Q9 Is there a maximum number of cars you'd recommend?

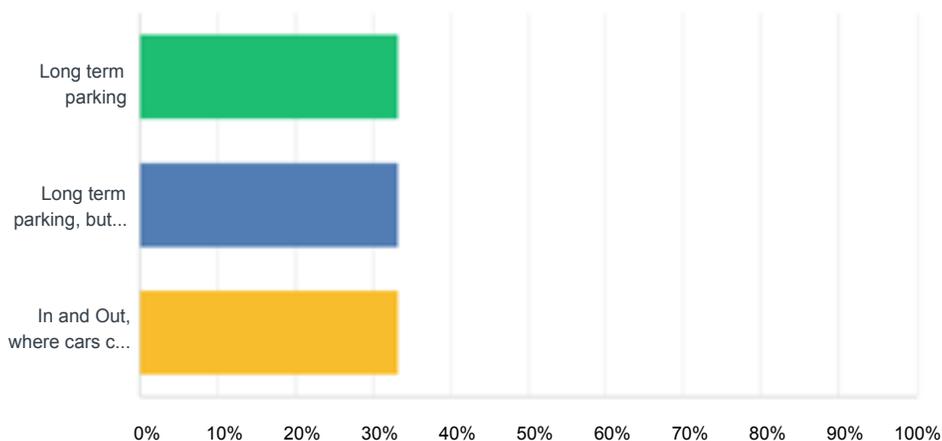
Answered: 6 Skipped: 0

Answers

- "percentage of parking spaces"
- "Depends on size of lot and personalities/histories of participants"
- "not more than 3 per site"
- "depends on what the conditions to allow more are"
- "I believe it depends on the size of the site and the number of people involved with safety of the space"
- "0"

Q10 Which program style would you prefer?

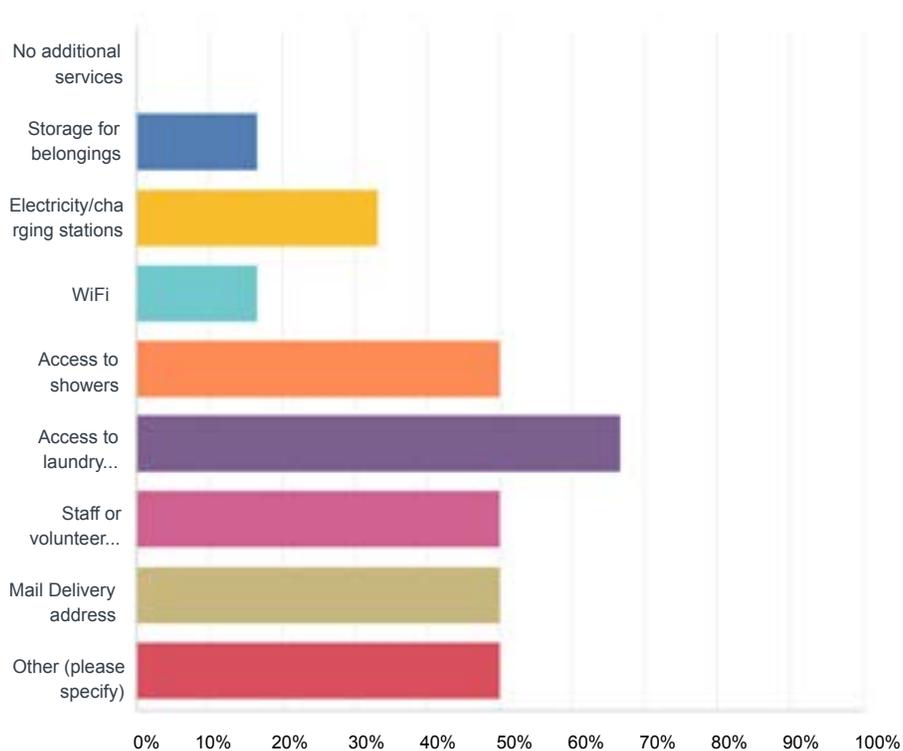
Answered: 6 Skipped: 0



ANSWER CHOICES	Total Respondents: 6
Long term parking	33.33% - 2
Long term parking, but with time limits (such as 30 days consecutively)	33.33% - 2
In and Out, where cars can only be parked from sunset to sunrise	33.33% - 2

Q11 What services would be reasonable to request sites to provide for users other than toilet, handwashing, and garbage disposal (if any)? (please select all that apply)

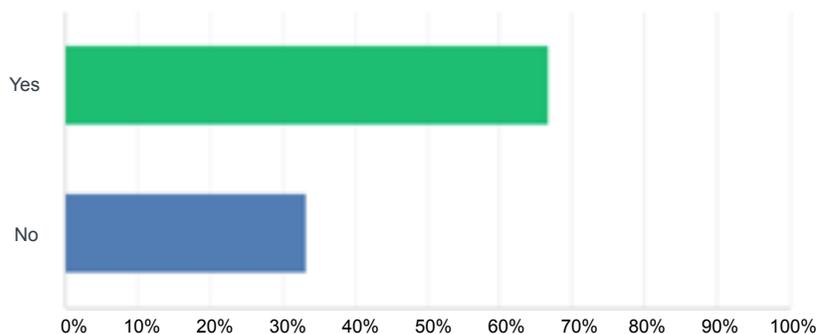
Answered: 6 Skipped: 0



ANSWER CHOICES	Total Respondents: 6
No additional services	0.00% - 0
Storage for belongings	16.67% - 1
Electricity/charging stations	33.33% - 2
WiFi	16.67% - 1
Access to showers	50.00% - 3
Access to laundry facilities	66.67% - 4
Staff or volunteer access	50.00% - 3
Mail Delivery address	50.00% - 3
Other (please specify)	50.00% - 3

Q12 Do you think that host-sites should also be required to provide (or partner with an outside group to provide) further services to individuals using their facilities? (such as case management, counseling, job placement assistance, housing placement assistance, etc.)

Answered: 6 Skipped: 0



ANSWER CHOICES	Total Respondents: 6
Yes	66.67% - 4
No	33.33% - 2

Q13 Based on your response to question 12; Please explain why you answered yes or no

Answered: 5 Skipped: 1

Answers

- “There should be an oversight agency that does program management & case management for clients”
- “stabilizing under a roof without case management and additional outside wrap-around resources, nothing will change in their lives”
- “Churches are not set up for management, unlike Encompass Yamhill Valley”
- “It can be recommended but not required”
- “If host sites are permitted in Newberg, then services must be provided to lessen and ultimately eliminate car camping.”

Q14 Based on your response to question 12; What do you see as potential problems to requiring this?

Answered: 5 Skipped: 1

Answers

- “Finding an agency to oversee the program.”
- “No oversight will result in chaos”
- “case managers will have to hand-hold them and assist as advocates to make appointments and treatment plan and get them to meet that obligation to change their lives”
- “Goal is not for a permanent place to live, goal is to turn around peoples lives. Space is static, services are dynamic to this end”
- “Might limit those willing to engage”

Q15 Based on your response to question 12; What do you see as potential problems to not requiring this?

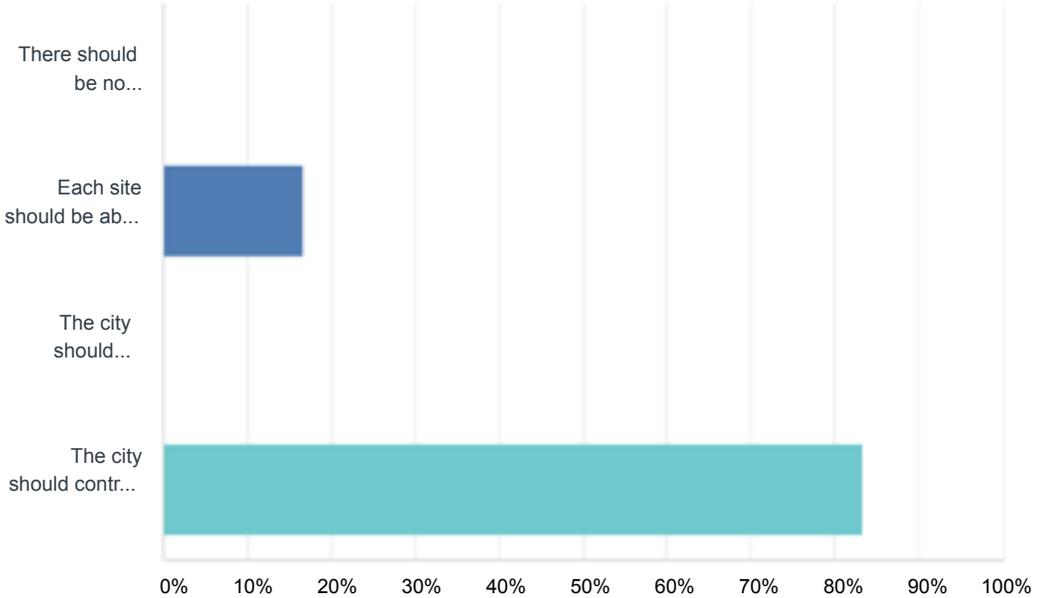
Answered: 5 Skipped: 1

Answers

- “some folk may not be willing to enroll.”
- “Chaos & program failure”
- “nothing will change, just a place to be”
- “Goal is not for a permanent place to live, goal is to turn around peoples lives. Space is static, services are dynamic to this end”
- “Terrible idea - the host sites will be trashed and surrounding property owners will be burdened with problems and decreased property values. Car Camping should not be allowed.”

Q16 Regarding a code of conduct for site users,

Answered: 6 Skipped: 0



ANSWER CHOICES	Total Respondents: 6
There should be no requirement for any sort of code of conduct	0.00% - 0
Each site should be able to form their own code of conduct, but they must have a code of conduct signed by each site user	16.67% - 1
The city should establish a baseline code of conduct that sites are able to build onto, but they must at minimum utilize the base code	0.00% - 0
The city should contract with a service provider to create a code of conduct to be used by all sites	83.33% - 5

Q17 Is there any other information or thoughts that you would like to share with our team regarding a car camping program?

Answered: 3 Skipped: 3

Answers

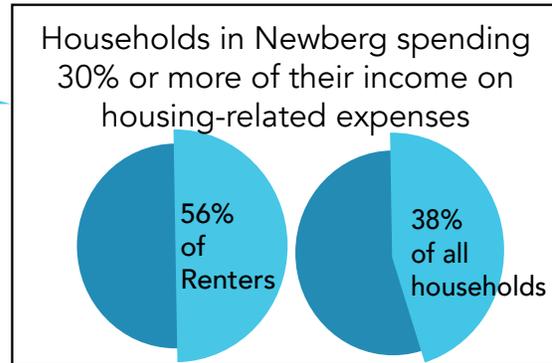
- “Encompass Yamhill Valley already oversees & manages program in Yamhill County. There should be one oversight agency for the entire county to have most flexibility, consistency, & knowledge of how to run a successful program”
- “it takes experienced case management talent and knowledge of the situations that may arise to meet this need head-on to accomplish the goals of bringing the clients back into society holistically”
- “This survey is set up improperly, forcing answers to appear as though car camping is supported. You should re-design the survey to enable answers such as “0” cars/vehicles being allowed, etc. This is a terrible idea that is going to negatively impact our City and property values. IF this proceeds, for any host site, the owner of the host site must be responsible for trespassing those car campers off property when they violate the time limits. The owner must also be responsible for removal of trash and enforcement of code of conduct. The City must be responsible for citations and arrests when the code of conduct is violated. We are asking for increased crime, trash, vagrancy, drugs, police conflict and a decrease in commercial and residential property values.”

Phase Three Public Facing Flier

Car Camping in Newberg?

Price of housing in Oregon is rapidly increasing, including in Newberg

Housing Costs	
Median Home Sale Price in Newberg:	Average Rent in Newberg (not including utilities):
\$443,000	\$1,200
Income needed to afford:	Income needed to afford:
\$126,600	\$48,500



In 2020, 277 people in Yamhill County were unsheltered
14% of them were living in a vehicle

Car Camping is not Housing



Car Camping programs are often called "safe parking" or "overnight parking" programs
They occur in designated locations, and must follow city program guidelines

All programs must provide: toilets, hand washing facilities, trash receptacles

What cities allow programs? Bend, McMinnville, Eugene, Redmond, and others

So what does Newberg need to discuss? IF a program is to happen, items such as these need to be decided:	What types/number of vehicles should be allowed?	Should the City allocate funding towards a program?
	What days/hours should sites be allowed to run?	Should the City partner with an organization to run the program?
	Where should sites be allowed?	

A Car Camping program will be discussed **but not decided upon** by City Council on June 21st. Future conversations will continue to occur.
For more information, contact Mary.HeberlingCreighton@newbergoregon.gov



Appendix 2: Engagement Stakeholder List

Newberg Stakeholder List

The following is a list of stakeholders that Camelia Planning has identified as being relevant to this particular project:

City of Newberg

- Mayor of Newberg
- Newberg City Council
- Newberg City Staff
- Newberg Police District

Other Governmental Entities

- Chehalem Park & Recreation District
- City of Bend
- City of Beaverton
- City of McMinnville
- City of Medford
- City of Roseburg
- City of Springfield
- Housing Authority of Yamhill County
- McMinnville City Council
- McMinnville City Staff
- Newberg Affordable Housing Commission
- Yamhill County Workforce Housing Consortium
- Yamhill County Housing Strategies

Program-Related Experts

- Portland State University Faculty

Relevant Local Groups

- Newberg Business Community
- Newberg Faith-Based Organizations
- Newberg School District

Social Service Providers

- 5 Rock Ranch
- Community Wellness Collective
- Encompass Yamhill Valley
- Fish Food Pantry
- Love Inc.
- Newberg Emergency Shelter
- North Valley Friends
- Providence Better Outcomes through Bridges Program Staff
- Providence Newberg Medical Center
- REACH
- Remnant Initiatives
- Virginia Garcia Center
- YCAP (Yamhill Community Action Partnership)

Appendix 3: Existing Conditions Report

Newberg, OR Existing Conditions Report



Camellia Planning | The City of Newberg

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Purpose and Needs

The City of Newberg is facing a growing challenge around housing affordability, partially explained by population growth far outpacing the rate of housing production over the past several decades. Low and moderate income households are particularly impacted by the heightened competition that results from an insufficient housing supply, and are faced with the impossible choice of absorbing rising housing costs or being priced out of their homes.¹

In 2020, the City of Newberg adopted a 5-Year Housing Work Program to help the city ameliorate these problems and address the root causes of housing insecurity in Newberg. The work program includes a directive to explore options for car camping in Newberg. The city does not currently have a formal process or program in place to address inquiries from faith-based institutions or other community organizations in Newberg to use their parking lots as spaces for unhoused individuals and families to car camp uninhibited. In the absence of such a process or program, car camping is technically illegal in Newberg. While there is no evidence that unauthorized car camping is currently being enforced, the legal precariousness of car camping in Newberg subjects individuals and families living in their vehicles to a further state of instability and concern for their wellbeing. Without a formal process, the City of Newberg also forfeits a potential opportunity to assist in connecting unsheltered individuals and families living in their vehicles with supportive services or available housing options.

The guiding principle of this project is to minimize the trauma and anxiety endured by individuals and families living out of their vehicles to the greatest extent possible. This means creating a safe environment for car camping. We define a “safe” environment as one that allows individuals to live in their vehicle without fear of the following: law enforcement, fines, theft, violence, provocation, and eviction. Camellia Planning acknowledges that the most effective solution to houselessness is for all people to have access to stable, affordable housing that meets their individual needs. A car camping program is only a stopgap measure towards this solution.

A standard definition of car camping does not currently exist. For the purposes of this report, Camellia Planning defines car camping in the broadest terms possible: an individual or family using a vehicle for overnight shelter. The vehicle may or may not be operable or intended for long term habitation. The inhibition of the vehicle may be due to circumstance or choice. Additionally, the vehicle may be inhabited occasionally, over a short-term, or over a long-term. The car camping options proposed by Camellia Planning may restrict which types of car camping is well-served or allowed within each recommendation. Car Camping which is well-served, not well-served, allowed, or not allowed will be identified by Camellia Planning in each option presented.

Based on research of jurisdictions similar to Newberg, households who may be interested in a formal car camping program in the city would likely be served by a few car camping sites that host three or fewer vehicles. Nearby McMinnville offers four such sites.

Jurisdictions that legalized car camping but did not provide additional support for such programs, like Roseburg, have had limited to no applications for a car camping program.

This low participation may be driven by complex regulations, low interest or capacity from community groups in sponsoring such a program, or lack of demand from potential users who would participate in such a program. Additional outreach will attempt to further our understanding of the barriers to program creation and participation.

In Phase I of engagement, the former Executive Director of Love Inc. disclosed to Camellia Planning staff that a previous attempt to legalize car camping was made by faith leaders in Newberg in 2013. Additional efforts were made by Camellia Planning to understand these efforts in the Phase II engagement process. Further outreach is needed and planned with other jurisdictions and possible car camping host sites to determine if past barriers still exist.

Community Overview

Guidance on Data Interpretation

All data that was gathered and used in the analysis for this project should be understood as inconclusive due to the difficulty of gathering accurate data on unhoused individuals, including those car camping. The COVID-19 pandemic has also made this data collection process significantly more difficult, and subject to higher rates of variance. We believe that the Yamhill Community Action Partnership (YCAP) Point in Time (PIT) counts and the Newberg School District McKinney-Vento reporting conducted within the past two years may suffer from undercounting.² However, this data can still provide insight into the existing conditions of the City of Newberg when viewed with a critical lens.

Demographic Background

Newberg is home to just under 25,000 people. The median household income is \$75,225 and the unemployment rate is around 3.0%. The median income rises to over \$102,429 for married-couple households and drops down to around \$43,139 for non-family households, with over 11.6% of those under 18 years of age living in poverty. Also, hearing, ambulatory, and cognitive disabilities each are present in around 5% of the population, and around 11% of the population of Newberg reports some form of disability. Considering over 7% of the population primarily speaks Spanish at home, and over 2% speak other Indo-European languages, it is vital that Camellia Planning and the City of Newberg are prepared to provide translation services as part of the engagement process when necessary. Population-wise, there are over 3,700 people who identify as Hispanic or Latino.³

Roughly 56% of renter households in Newberg currently pay more than 30% of their income on housing⁴. This high level of rent burden is considered to be a primary driver of growing housing insecurity and increased rates of homelessness.⁵

State of Housing in Newberg

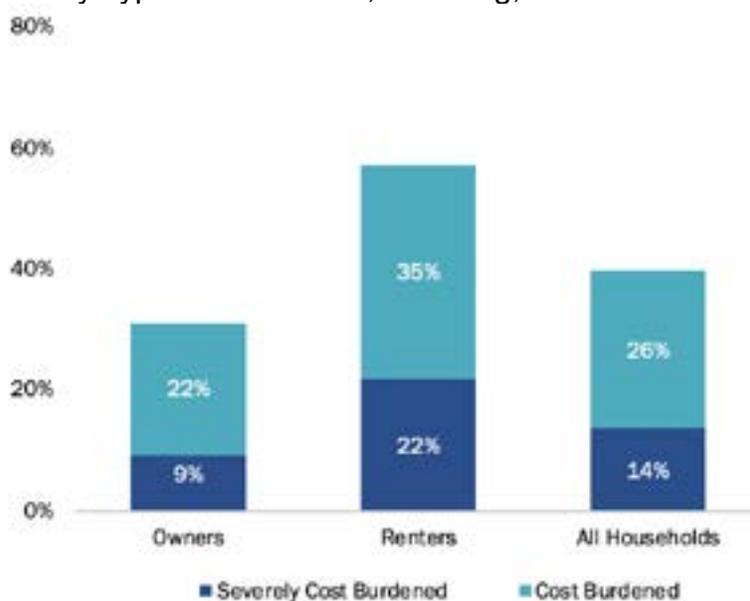
Newberg has a housing affordability problem, which is illustrated by a number of different factors.

- In Newberg, a household would have to have an income of \$150,000 to afford the median house sales price. This high bar is alarming because 47% of the Newberg

population is making less than \$50,000 per year. The median household income in Newberg has been found to have decreased since 2000.⁶

- Housing costs have grown at a rate that is four times higher than income growth in Newberg since 2000.⁷
- The median gross rent in Newberg is \$1,114, with 56% of the city paying more than \$1,000. This expensive housing can lead to a high rate of cost burdened households (Figure 1).

Figure 1: Cost Burden by Type of Household, Newberg, 2015-2019⁸



- In Yamhill County, the wage that someone must make in order to afford a two-bedroom unit is \$25.75 per hour - significantly higher than the minimum wage.
- There are only 331 units of government assisted housing in Newberg - a number that will need to increase in the coming years to meet demand.
- Newberg has a vacancy rate of 5.5%, or just 165 of the over 3,000 housing units in the city, which highlights the lack of vacant housing opportunities for those searching for somewhere to live.

At an estimated 72% as of 2014-2018, the housing stock in Newberg consists almost entirely of single-family detached dwellings. Single-family detached dwellings are much more likely to be owner occupied than rented, while the opposite is true of multi-family dwellings. As population continues to rise, this relatively homogenous housing stock is likely to exacerbate the trend of housing unaffordability. Additionally, Newberg has an aging population, which typically means that less housing stock will be available in the coming years, as the older population is less likely to change housing environments. From 2018 to 2020, over 160 new residential units were constructed in Newberg, and only 2 of these

units were part of a multi-family project - further decreasing affordability by not supporting density through multi-family units. These historical trends are seemingly quite relevant, as YCAP found Newberg to be at a large deficit of affordable housing in 2018, with up to a 50% deficit for certain low-income ranges. Conversely, the city has a surplus of housing available for the high-income population.

Newberg's Seasonal Workforce

Conversation with YCAP indicated that migrant workers may be car camping in Yamhill County. Data on this demographic is available only on the county level. Further information is needed to determine the impact of migrant agricultural labor on housing needs in Newberg and if such a population would be well served by a car camping program. The City of Newberg does not have much agricultural land within its boundaries, but may be a hub for workers commuting in and out of the city daily.

The Unhoused Population in Newberg

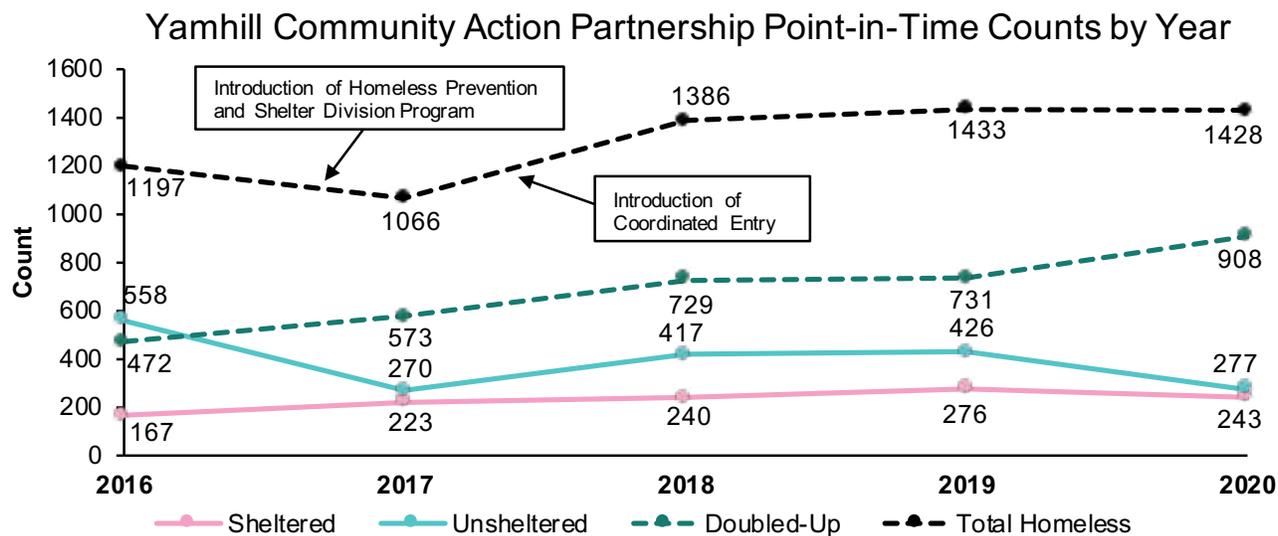
YCAP PIT Counting

YCAP collects annual PIT count data for the entirety of Yamhill County. Due to the COVID-19 pandemic, the most recent PIT count data is from 2020. A count was conducted in January 2022 but the data is not currently available. It is worth noting that PIT counts often underestimate the true extent of the unhoused population in a city.

According to YCAP's 2020 PIT report, 277 people in Yamhill County were determined to be living in unsheltered locations including their personal vehicles (Figure 1).⁹ Approximately 14% (39 people) of that total were found to be living in vehicles.

YCAP defines doubling-up as sharing housing with someone else outside of the immediate family due to economic circumstances. This definition is local as HUD does not have a standardized nation definition for doubling-up or precariously housed, a term which is used interchangeably. The US Department of Education does formally define doubling-up as part of the McKinney-Vento Act but limits formal counting to school age children. Based on the PIT counts, since 2016 the number of people doubling-up has increased while the number of people living unsheltered has varied. This increase in doubling up may be due to an emphasis placed on finding temporary shelter for people through the YCAP Homeless Prevention and Shelter Division Program created between the 2016 and 2017 counts. There has also been an increase in shelters and temporary emergency housing offered in the county.

Figure 2: PIT Count for Persons in Yamhill County



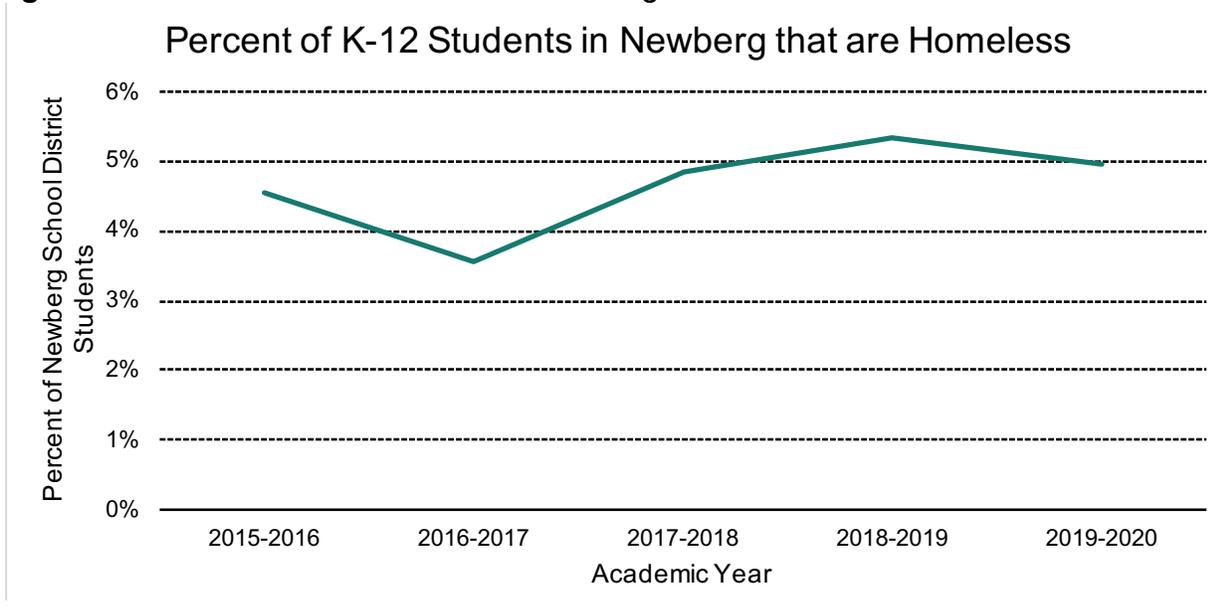
YCAP PIT counts for sheltered, unsheltered, doubling-up, and total homeless population in Yamhill County from 2016-2020. Major YCAP initiatives which likely impacted counts are identified in the figure.

Source: <http://yamhillcap.org/homeless-count>

Newberg School District Data

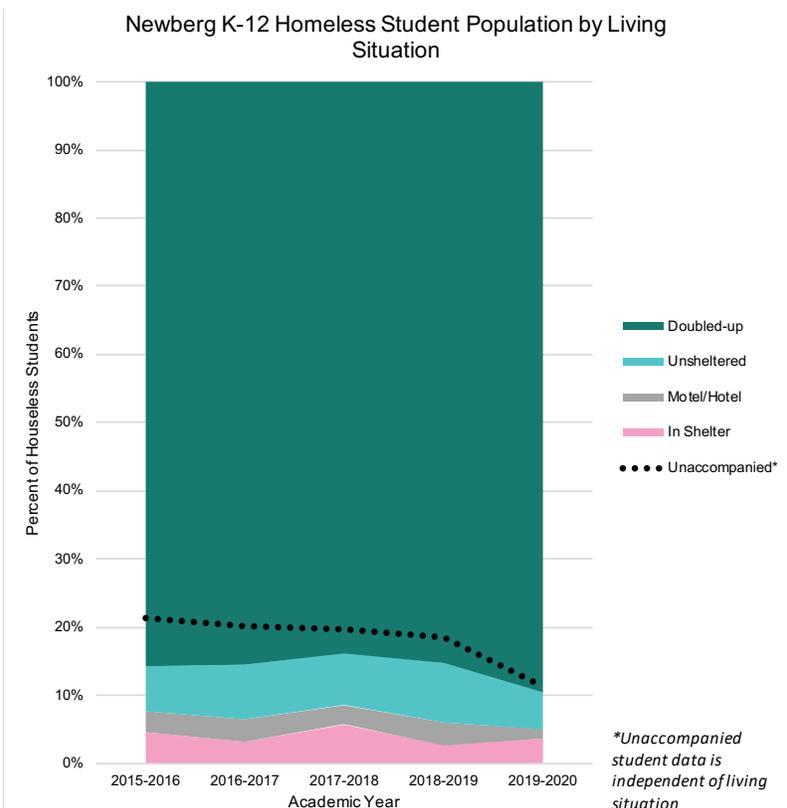
Additional data pertaining to the unhoused population of Newberg is available through the Newberg School District McKinney-Vento Act reporting. In the 2019-2020 school year, 239 students in grades K-12 were experiencing homelessness and 13 students were found to be unsheltered at some point in the school year. From 2015 to 2020, the vast majority of homeless students in Newberg are doubling-up. More recent data is not publicly available. Anecdotally, the district’s McKinney-Vento coordinator identified that remote learning as a result of COVID-19 has made identifying unhoused children and families in an attempt to connect them to services more difficult. This matches trends reported widely around Oregon including Portland¹⁰, Salem¹¹, Central Oregon¹², and Southern Oregon¹³. The coordinator also mentioned that they are aware that car camping is occurring in Newberg; however, they highlighted the variance in car-camping circumstances. In their expertise, car camping is often temporary and the number of households car camping varies day-to-day.

Figure 3: Percent of K-12 Students in Newberg that are Homeless



Source: Oregon.gov McKinney-Vento Act Homeless Student Data (2015 - 2020)

Figure 4: Composition of Homeless Students in Newberg by Living Situation



Car Camping Needs Assessment

Newberg is home to approximately 22% of the population of Yamhill County. Assuming even population distribution amongst the jurisdictions within the county in the YCAP PIT counts, Newberg could be estimated to be home to nine car camping individuals and/or families in 2020. However, due in part to counting methodology favoring urban areas in the county, even population distribution of unhoused individuals should not be assumed.

Additionally, PIT counts occur over just a few days. Based on interviews with social service providers and houseless advocates in and around Newberg during Phase I engagement, Camellia Planning believes the number of individuals car camping fluctuates day-to-day. Car camping is often a temporary outcome of doubling-up or unstable housing situations which may quickly resolve or deteriorate. Using our research on car camping programs in nearby municipalities, Camellia Planning estimates that the demand to use a car camping program in Newberg will be from fewer than 20 households. Encompass Yamhill Valley hosts four sites which could contain up to three cars each and each car has one household.

PIT and McKinney-Vento data are helpful to gain a better understanding of the prevalence of car camping in Newberg and Yamhill County, however they cannot provide a complete or fully accurate picture of how many people are experiencing houselessness generally, or more specifically sheltering in their vehicles. Collecting accurate data on those living unhoused is challenging. Individuals may be missed in counts, and also may experience different situations throughout the year (for example doubling-up on some nights, and sleeping in a car others). A Yamhill County houseless service provider anecdotally estimated the PIT count misses as many as 200 county residents who are chronically unhoused, and sheltering on the street or in their cars. The COVID-19 pandemic has made data collection significantly more difficult, and subject to higher rates of variance. We believe that the PIT counts and the McKinney-Vento reporting conducted within the past two years may suffer from under-counting.

Newberg Stakeholder List

The following is an ongoing list of stakeholders that Camellia Planning has identified as being relevant to this particular project; some have been contacted by Camellia Planning while others have not.

- 5 Rock Ranch
- Chehalem Park & Recreation District
- Community Wellness Collective
- Encompass Yamhill Valley
- Fish Food Pantry
- Housing Authority of Yamhill County
- Love Inc.
- Mayor of Newberg
- McMinnville City Council
- McMinnville City Staff
- Newberg Affordable Housing Commission
- Newberg City Council
- Newberg City Staff
- Newberg Emergency Shelter
- Newberg Faith-Based Groups
- Newberg Police District
- Newberg School District
- North Valley Friends
- Portland State University Faculty
- Providence Better Outcomes through Bridges Program Staff

- Providence Newberg Medical Center
- Remnant Initiatives
- Virginia Garcia Center
- YCAP (Yamhill Community Action Partnership)
- Yamhill County Workforce Housing Consortium
- Yamhill County Housing Strategies

Land Use

It is important to understand the context surrounding car camping, as the legal status of car camping is tenuous and in flux. Car camping is regulated at both the state and local levels. Car camping programs throughout Oregon use a combination of State land use statutes, local municipal code (related or not related to land use), local ordinances and resolutions, and other governmental mechanisms to legally operate. The City of Newberg is working to identify how to legalize car camping within its boundaries.

Oregon Revised Statutes

The State of Oregon has adopted statutes that permit cities to allow car camping programs at their discretion. Implementing the statute unamended is the simplest way to permit car camping programs with many in Oregon operating under this framework. Some cities choose to expand on the statutes, offering a more comprehensive program.

ORS 203.082 Camping by Homeless on Property of Religious Institutions

The statute permits religious institutions to offer overnight camping spaces on their property by people living in cars. The statute limits the number of cars at each site to three. Hosts must provide access to toilets, hand washing facilities, and garbage disposal.

ORS 195.520 Camping by Individuals Living in Vehicles

ORS 195.520 expanded and replaced statute ORS 203.082. Revised statute ORS 195.520 allows a public or private entity, not just religious institutions, to offer overnight camping to individuals and families living in their vehicles. It is up to the jurisdiction to impose a limit on the number of vehicles. Hosts must provide the same amenities outlined in the above statute.

ORS 446.265 Transitional Housing Accommodations

House Bill 2006, passed in 2021, made several changes to Oregon's temporary shelter laws. The bill modified the description of "transitional housing" to include parking lots for individuals or families to reside overnight in cars without regard to whether the motor vehicle was designed for use as temporary living quarters.

Newberg's Municipal Code

Camellia Planning has identified areas in Newberg's existing Municipal Code that will interact with a car camping program. Final recommendations will highlight areas of Newberg's code to consider for revision to or addition of code text. Examples include but are not limited to:

Title 10: Vehicles and Traffic. Section 10.15.120 Parking Time Limit

“In no case shall a vehicle of any kind be parked on a city-owned public parking lot for a continuous period of time that exceeds 24 hours.” Some jurisdictions permit camping programs on city-owned lots. This section of code would need to be amended to support such a program.

Title 8: Health and Safety. Section 8.05 Abandoned and Discarded Motor Vehicles

This section of Newberg’s Municipal Code defines what is an “abandoned” or “discarded” motor vehicle. Section 8.05.070: *Discarded Vehicles with Current Registration* requires a car camping program to articulate whether a vehicle must be operable, or not. Vehicles with current registration may still be considered “discarded” if it is on public property and is partially dismantled or inoperative. Again, this would need to be amended if the City of Newberg chose to allow car camping on public property.

Definitions

Code language is not uniform across jurisdictions. Definitions in the Newberg Municipal Code will shape, and be shaped by, a car camping program. All applicable terms must not be in conflict with program operation. Examples include but are not limited to:

“Recreational structure” means a campground structure with or without plumbing, heating or cooking facilities intended to be used by any particular occupant on a limited-time basis for recreational, seasonal, emergency or transitional housing purposes and may include yurts, cabins, fabric structures or similar structures as further defined, by rule, by the State of Oregon.

“Dwelling” means a building or portion of a building which is occupied in whole or in parts as a home, residence, or sleeping place, either permanently or temporarily by one or more families, but excluding hotels, motels and tourist courts.

Newberg Affordable Housing Trust Fund

The Newberg Affordable Housing Trust Fund (NAHTF) supports the development of housing “that is affordable to the citizens of Newberg with incomes that do not exceed 80 percent of the area median income.” The fund supports “housing projects or programs that address the housing needs of these Newberg residents.” However, the NAHTF cannot currently be utilized for car camping projects due to its definition of housing. For a program to utilize these funds, the fund language would need to be changed. In some jurisdictions, the city pays for the required site amenities including toilets, hand washing facilities, and garbage disposal.

Stakeholder Engagement Results

Phase I of engagement for the Newberg Car Camping Initiative was completed on March 25th. This phase consisted of interviews held by Camellia Planning with stakeholders in the Newberg and Yamhill County region who interface with the houseless population. Interviews were conducted via zoom and telephone, and notes were taken by Camellia Planning staff.

Who is Car Camping in Newberg?

Through the many conversations of our first phase of engagement, we heard different stories about the car camping population in Newberg and the surrounding area. Below is a compiled list of “stories” pulled from second hand testimony from stakeholders who have interacted with persons car camping in Newberg and in the broader Yamhill County. These stories tell a story, and point to the varied needs that different individuals who are car camping may have. We hope that our recommendations will be able to help those in as many of the following situations as possible. Some of the stories overlap with both single adults and families facing a similar predicament - though different recommendations may support one group better than the other.

Car Camping Stories Encountered in Phase One Engagement

- Single Adult Car Camping Stories
 - Single adult without an income requiring services to address active medical conditions.
 - Unable to access shelter because of a pet.
 - Single adult with co-occurring substance use disorder who may not have income, job, functioning vehicle. Can only be served by low-barrier or no-barrier services and may not be well-served by area shelters, but wants to stay in Newberg.
 - Single adult with functioning vehicle who previously lived on family-owned land in their vehicle, and now lives in various locations within Newberg.
 - Single adult with substance use disorder living on a public street in a vehicle that may or may not function.
 - Single adult living in RV with no access to utilities on the outskirts of Newberg.
 - Single employed adult car camping in a functioning vehicle in an employer’s lot. Employers may or may not be aware of the situation.
 - Recreational users traveling through Newberg with functioning cars interested in camping on a short, irregular basis.
- Family Car Camping Stories
 - Mother and daughter doubling-up. When unable to find somewhere to stay, sleep in a functional mid-sized car - at least a few times per month.
 - Seasonal workers in Newberg, especially agricultural workers and market vendors. Vehicle may be filled with goods and need security to protect belongings.
 - Family sleeping in functional vehicle when they cannot find a couch to sleep on in Newberg to ensure that children can still attend local school.
 - Family traveling cross-country choosing to sleep in car in public or private lot in Newberg due to economic circumstances or by choice.
 - Family living in RV with no access to utilities on the outskirts of Newberg.
 - Single mother with children, kicked out of house by ex-partner. Sleeping in functional car in a store parking lot and using car as transport to work, daycare, and school.

While these stories do vary greatly in their needs, the sheer number of different situations that people are, or may, be facing in Newberg highlights the necessity of this project. In order to provide a useful set of recommendations for the Newberg City Council to ponder in regards to Car Camping, it is key to consider the different challenges and takeaways from the current existing conditions.

Key Challenges

Engagement with Car Camping Individuals It has been difficult to identify and form relationships with people who have lived experience car camping in Newberg. This may be due to lack of visibility, trust, or opportunity. Without this direct engagement, any program implementation will suffer from a lack of equitable engagement with the people it is meant to serve. Due to the COVID-19 pandemic, in-person engagement, the most effective methodology for connecting with car camping individuals, has been difficult.

Data Limitations Due to the inherent gaps in data collection regarding unhoused individuals, there is larger variability in the quantitative and qualitative data than preferred. In addition, a lack of coordination between social service providers in the area increased data uncertainty. Datasets that will be used in this project may suffer from under-counting which limits our ability to predict program needs.

Contentious Political Issue Programs involving car camping, and unhoused individuals generally, are contentious and heavily scrutinized by the public. This is no different in Newberg. Current political tensions may make Newberg a precarious place to implement a car camping program. Any program will require coalition building, clear and consistent messaging, and productive community outreach.

Unclear Best Practices There is a lack of consistency in what car camping programs look like throughout Oregon, and in how they become legalized. This creates difficulty in determining the proper approach for such a program in Newberg, though it may also increase program flexibility.

Spectrum of Needs There is always going to be a conflict between the different needs and services that a car camping individual and/or family may require based on their specific situation. This means that a car camping program must be flexible and varied with the intent of serving the most number of people to the best of its abilities.

Key Takeaways

Lived Experience is Needed Above all else, it is vital to understand who would presently be served by a car camping program. This includes identifying what a target population may need from a program in order to feel safe and what services are necessary to support them the best.

Benefits of Best Practice Research In order to ensure a successful car camping recommendation, there is a need for insight into existing operable programs. This includes how they are funded, how they define success, and what challenges they have encountered. Synthesizing these experiences with the current situation in Newberg will set a clear path forward for this project.

Logistical Clarity There is a need for additional insight from potential hosts of car camping sites in Newberg on what can and cannot be done on their property, and what support they would need in order to be willing to host a car camping program. This may be specifically related to finances or through the services they would want, or need, to provide.

Political Buy-In is Required There must be acknowledgment that this is ultimately a political process which will be guided by the Newberg City Council. Proactive work is needed to determine what concerns the City Council would like addressed within project recommendations. Engaging with City Council members and other individuals with political power throughout the project will be a key aspect of obtaining this buy-in.

Varying Definition of Success The success of a car camping program is going to be a variable metric. Our engagement and research has identified a variety of outcomes that stakeholders and program participants may consider a success depending on who is asked. Further work with both the project client and City Council members is necessary to hone in on what metrics will be used to determine whether a car camping initiative is successful.

Appendix 4: Existing Car Camping Programs and Regulations

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Introduction

Camellia Planning identified 15 car camping programs in Oregon and Vancouver, Washington. We looked at each jurisdiction's program, how it operates, and who operates it. The following report highlights each program, the legal framework or approval process necessary for operation, and the various services offered on site.

More than half of the programs we looked at require some type of service. Most commonly, this was in the form of a service provider. Service providers contract with a city to provide support for car camping programs, handling intake and case management as well as on-site operations. All programs require on-site facilities such as hand washing stations, portable restrooms, and garbage disposal. Programs differed in how many vehicles they allow on each site, the types of vehicles they allow, and whether they regulate site placement by zoning or dimensional standards.

The simplest of programs followed the framework laid out by the State of Oregon. Before it was amended in 2021, Oregon Revised Statute (ORS) 203.082 enabled political subdivisions to permit religious institutions to allow up to three vehicles to camp on their premises if hygienic amenities and garbage disposal were provided. With the passing of House Bill 2006, the bill has been revised to remove the three-vehicle limit and it no longer restricts host sites to religious institutions. Still, 60 percent of the programs impose a three-vehicle limit in some or all situations.

The revised statute, ORS 195.520, permits a political subdivision to allow any public or private entity to host a car camping program on their property. It is within the authority of the jurisdiction to impose a vehicle limit and other reasonable conditions, if deemed necessary. Sites must provide access to sanitary facilities, including toilet, hand washing, and trash disposal. House Bill 2006 also made several changes to Oregon's temporary shelter laws, including expanding the description of "transitional housing" to include parking lots for individuals or families to reside overnight in motor vehicles as found in ORS 446.265.

Ashland (pop. 21,360)

Program

The City of Ashland has limited allowances for overnight car camping which match ORS 203.082, restricting the program to three vehicles per site on property owned or leased by a religious institution or place of worship. Ashland adopted the code in 2019 following the success of a local church that had been piloting an overnight car camping program for two years.

Ashland requires car camping lots to be accompanied by a structure. Hosts must provide sanitary facilities including trash, hand washing, and toilets. Program participant's belongings cannot be visible from any public street, and no fees can be charged. The code allows the City Manager or their designee to prohibit overnight camping at premises if it deems it to be a nuisance or threat to the public health, safety, or welfare. Ashland requires religious institutions to apply for a permit with a one page application. The application

requires the organization to include a site plan showing where vehicles and on site facilities will be located. It is approved by the Chief of Police and the City Manager.

Regulations

Ashland allows overnight parking through Chapter 10.48, Overnight Sleeping in Vehicles, of their municipal code. The section provides definitions for a religious institution or place of worship and for a vehicle (which includes campers, travel trailers, and RVs). The definitions for terms associated with a car camping program can limit, or expand, what is allowed. Enforcement is through the City's administrative authority.

Service Provider

Ashland's code does not require a service provider to be involved in a safe parking program.

Beaverton (pop. 97,494)

Program

The City of Beaverton operates the Safe Parking Program. The program provides a "safe, legal place to park for people experiencing homelessness and living out of their vehicles." The program was established by Council resolution and implemented by the mayor. The city is contracted with Just Compassion of East Washington County, a local non-profit providing services and resources to houseless individuals and families, to conduct program intake and provide case management services for participants in the Safe Parking Program. To date, the program has served 108 individuals, 49 of which transitioned into stable housing.

Through an interview with employees of the City of Beaverton, we learned that despite a partnership with a service provider, the City does most of the work to keep a successful program running. City employees engage in community outreach to identify sites that would be a good fit to host families. When the program was first launched, no religious institutions volunteered as host sites. This prompted the City to offer their own property as the first host site. The Safe Parking Program is supported by the City of Beaverton at all levels. Comprehensive support is essential to operating a safe and successful program.

The program requires space for up to three vehicles and two ADA accessible portable restrooms, hand washing stations, and storage facilities. There must be a building on site that is associated with the parking lot. Portable restrooms, storage facilities, and garbage removal are required for the operation of a Safe Parking site.

Vehicles must display a parking pass and are required to be operational and up to date with registration. Program participants are permitted to stay for up to 120 days if they are enrolled in a case management plan with Just Compassion and comply with site rules. The time limit imposed is flexible. City employees found that offering flexibility for the length of stay supports the goal of getting participants into more stable housing. Site rules include no visitors, firearms, weapons, violence, drugs, or alcohol.

Regulations

Vehicle camping is permitted through Ordinance 4779. The ordinance allows the use of a vehicle as a temporary place to live. The program is further codified in Beaverton Development Code 60.50.25, *Uses Requiring Special Regulation*. The code sets forth standards for the operation of a car camping program. In order to create a program with low barriers to implementation, the City kept their code brief. They did not want to create a process that allowed for land use or public engagement hurdles. There is no neighborhood notification process required for host sites. While sites are not bound by zoning, they do have to adhere to dimensional standards such as setbacks.

Sites are permitted in commercial or city-owned parking lots. This includes business, religious, public service non-profit, and public entity sites. Vehicles and amenities must be located no less than 10 feet from any property line. A car camping site must not occupy pedestrian walkways, fire lanes (or other emergency vehicle access areas), or the Vision Clearance Area. In addition, if a car camping site abuts a residential zone, storage and sanitary facilities must have a minimum setback of 20 feet from the abutting property line. Initially, the City of Beaverton implemented a 30-day probationary period followed by a 120-day limit for guests. They later removed the time limit due its difficulty of enforcement and guest needs.

Service Provider

Community members participating in the program must contact Just Compassion to enroll. Applicants are interviewed, undergo an intake process, and are subject to a background check. Together, they create a case management plan with the goal of transitioning the program participant into stable housing.

Additional Information

The City of Beaverton publishes reports on program operations. In their 2021-2022 report, the City was operating five host sites. They served 39 individuals in 31 vehicles, 20 of which transitioned into more stable housing. Their case management budget for the year was \$45,000. The City also pays for storage pods, portable restrooms, and prepaid gas cards costing approximately \$35,000 annually.

Bend (pop. 99,178)

Program

The City of Bend implemented two programs that serve individuals and families living unsheltered in their vehicles, following a successful pilot of one church allowing car camping in their parking lot. The first program, Overnight Parking, permits three vehicles per site for those who cannot access permanent or safe shelter. Properties leased or owned by business, religious, nonprofit, or public entities are permitted to allow campers. Vehicles must be in a parking lot or on a paved gravel surface. It is the responsibility of the property owner to provide access to sanitation including toilets, hand washing facilities, and garbage disposal. Sites cannot charge a fee, and there is no formal city authorization required.

The second is the Transitional Overnight Parking Program. This program allows up to six vehicles or tents to camp overnight on property owned or leased by a religious institution, nonprofit, business, or public entity. Four sites currently operate under these code provisions. So far, Bend has not approved any tent sites. Public entities may allow up to 20 vehicles with approval from the city based on the site characteristics and a sanitation and supervision plan. Bend's limit of six vehicles for non-public sites was based on existing codes from other jurisdictions. Sites must provide sanitary facilities, supervision, case management, or supportive services, develop site policies, and cannot require a fee. Properties must be situated at least 150 feet from a childcare facility or school unless the parking is located on property owned or leased by a public entity or religious institution. Notice to the adjacent property owners is required prior to operation.

In order to operate, the site must apply for authorization from the City Manager. This is a free short application that requires a detailed description of how the program will operate, providing a site map, and addressing plans for providing sanitation, case management, and informing neighbors. The application is reviewed by the City Manager's office, police department, fire inspector, and building inspector. As part of this process, they may ask the applicant for supplemental materials. A memo is then drafted to the City Manager detailing how the site meets code requirements, and the City Manager approves the site. This process generally takes two weeks.

Regulations

The City of Bend addresses car camping programs in Title 5 of their municipal code. Section 5.70.010 addresses Bend's Overnight Camping program, articulating limitations and regulations on number of cars and amenities provided. Section 5.70.015 defines the Transitional Overnight Parking program. Potential host sites must apply for authorization by articulating their plans for amenities and services offered, the number of cars permitted to camp on their site, and operating hours. The application is authorized by the City Manager. Adjacent property owners must be notified. The approval of a car camping site is not a land use decision.

Service Provider

Bend requires case management or supervision for sites in the Transitional Overnight Parking Program. The city does not allocate any funding for this, but a local service provider, REACH, acts in this capacity for multiple car camping sites. The City provides funding to REACH for other programs, and thus maintains close contact with the program. REACH requires a background check and for site users to sign a code of conduct. REACH also helps property owners at host sites to fulfill neighborhood contact requirements. REACH provides permits to cars participating in the program to help notify the city.

Bend noted that having a service provider involved is instrumental to the success of a safe parking program and mitigating any potential issues. There are also a few other operating sites that have not partnered with REACH and provide their own supervision.

Additional Information

Bend has found recruiting new host sites challenging. The city has approximately 3-5 hours of staff time devoted to the project per week, including recruitment of new sites.

They recommended having someone from the City or an involved service provider tour a potential host site before approval, as not all sites are well suited to host car camping. Bend recommended requiring sites to inform neighbors since it provides neighbors with contact information for concerns. A designated city employee to answer questions from the public is also helpful.

Another recommendation was to require registration from all host sites. Bend's code doesn't require this for its Overnight Parking program, and as a result the City may not know about all sites. Bend's police department has been a strong partner in their work, and the police department works closely with REACH to resolve issues before getting involved.

Eugene (pop. 176,654)

Program

The City of Eugene operates two car camping programs: The Overnight Parking Program and Safe Sleep Sites. The Overnight Parking Program is managed by St. Vincent de Paul which began operations in 1995, starting with faith organization owned lots and expanding over time to additional locations. Sites are in parking lots of religious institutions, businesses, and public or private entities with the permission of property owners. Over 60 spots are available at approximately 40 locations throughout Eugene. St. Vincent also runs a central service station for showers, food, and social services. Those looking for assistance can contact the Eugene Service Station, a day shelter, to take part in the program.

The City of Eugene permits vehicles, campers, trailers, tents, and Conestoga huts. A Conestoga hut is a hard-shelled, insulated tent structure that serves as a "micro-shelter" for one or two people. The 60 sq. ft. structure has an insulated floor, walls, and roof with a modular design that allows it to be disassembled and reassembled. Community Supported Shelters, a local nonprofit, constructs and supplies the Conestoga huts.

Car camping sites can be located on property owned or leased by public entities, nonprofits, businesses, or religious organizations. Up to six vehicles are allowed per site with the inclusion of sanitary facilities, garbage disposal services, and a storage area for personal items of campers. The storage area must not be visible from the right-of-way

Safe Sleep Sites is a program approved by City Council in 2021, in response to the COVID-19 pandemic. The ordinance creates more safe and lawful places for people to sleep and is currently permitted until May 1, 2023, unless extended. The sites permit up to 60 vehicles (or tents), a larger number than previously allowed by city code. The sites are managed by social service providers who are responsible for compliance with rules and community agreements. They monitor who is allowed on the site, coordinating infrastructure needs, managing community concerns, and coordinating with the city.

Regulations

The City of Eugene allows for car camping "in certain situations" with property owner permission. Requirements are outlined in Chapter 4 of the Eugene city code, Offenses EC 4.816. In this text, the city defines "campsite" as a temporary place to live "whether or not such a place incorporates the use of ... any vehicle or part thereof." The code goes on to

permit overnight sleeping. Like many of the jurisdictions surveyed, camping is permitted in parking lots of religious institutions, businesses, or public entities. Eugene permits car camping in the back yard or driveway of a single-family residence in a residential zoning district.

Service Provider

St. Vincent de Paul oversees more than 70 permitted spots at over 50 addresses in the Eugene/Springfield metro area. St. Vincent de Paul receives funding from the City of Eugene through a contract agreement. Hosts who do not collaborate with St. Vincent de Paul must pay for their own program costs, including hygienic facilities and garbage disposal.

Additional Information

Eugene offers an Outreach Handbook, for those interested in participating in the program. The handbook provides a guide for conducting community engagement, a script for outreach, and a sample Car Camping Agreement between Hosts and Campers.

McMinnville (pop. 34,319)

Program

McMinnville amended its code in 2018 and 2019 in order to address car camping on public and private property (Ordinances 5057 and 5064).

With property owner authorization, the code allows up to three vehicles or tents to be used for camping. Car camping is allowed on developed properties owned by religious institutions, places of worship or public agencies, regardless of the zoning designation. Additionally, it is permitted on developed properties with one or more buildings occupied and used by any organization or business primarily for nonprofit, commercial, or industrial purposes. Car camping is also allowed on vacant or unoccupied commercial or industrial property with the stipulation that property owners register their locations with the city. The city may require the site to be a part of a supervised program operated by the city or its agent.

McMinnville allows camping on residential property for one family if there is an occupied residential dwelling and authorization is obtained from both the property owner and any tenants. Family is defined as people related by blood, marriage, adoption, legal guardianship or custodial relationship, or no more than two unrelated adults. In this instance, “camping” includes the use of a tent to camp in the residence’s backyard, or one vehicle parked in the driveway. Any property owner allowing camping on their property must provide sanitary facilities, garbage disposal, and storage areas. Personal belongings cannot be visible from the street and property owners are not allowed to accept payment services in exchange for permission to camp. Any tents in backyards must be set back at least five feet from property lines.

Regulations

The City of McMinnville addresses car camping in Title 8 of their municipal code. *Camp* and *Camp Facilities* are defined, and *Camp Facilities* include vehicles, tents, huts, and temporary shelters. The following section, 8.36.020, regulates camping on private property.

Potential hosts must register their site with the city if the site is on vacant or unoccupied commercial or industrial property. Similar to Eugene, McMinnville permits the use of the backyard or driveway of a residence in a residentially zoned area to host one family.

Section 8.36.030 regulates camping on city property, including parks, public property within residential zones and urban renewal areas, and publicly owned parking lots. It prohibits maintaining campsites between 6:30 AM and 9:30 PM unless expressly authorized by the McMinnville municipal code, including storage of personal property—essentially creating an in-and-out system for car camping on public property.

Service Provider

Although the code does not require services (with the exception that the code allows the city to require a vacant or unoccupied property to be part of a “supervised program”), Encompass Yamhill Valley operates a safe car camping program in McMinnville. The organization conducts an extensive intake process to identify the needs, goals, and capacity of prospective program participants. The program currently has five sites which can host up to three cars each, and has served individuals through the code’s private residence option. They are in the process of bringing on additional sites. The organization noted that paying for portable toilets and garbage services can be costly, and that staffing is needed to help resolve conflicts and connect users to services.

Medford (pop. 85,824)

Program

The City of Medford’s car camping program began in 2019, allowing faith-based institutions to host up to three parking spaces for overnight camping. In 2021, the city expanded the program to allow any public or private entity to participate with an option to apply to host more than three spaces. If an entity wants to host more than three spaces it must get prior approval to ensure health and safety concerns are accounted for, and that conflicts with neighboring properties are avoided. Medford has not yet had any applications under its code provisions. Car camping is addressed in Chapter 5 of the Medford municipal code under 5.557, *Overnight Sleeping in Vehicles*.

The code prohibits personal property or tents to be attached to the vehicle in order to expand their capacity for camping or to establish long-term campsites. Hosts must provide sanitary facilities including toilets, hand washing, and trash disposal. Vehicles must maintain a minimum distance of 20 ft from other overnight camping vehicles and operators cannot require payment of any form. Host entities are responsible for ensuring vehicles are operable.

Medford’s approval process for car camping sites is built around a multi-departmental interactive process with an applicant. These types of applications have generally involved the city manager’s office, legal, the police’s team focused on houselessness, and fire. The applicant would provide a narrative statement explaining how the site would function on their property. If code standards are met, a site for three or fewer vehicles could be approved without discretion, while an application for more than three vehicles would require examination of the totality of circumstances (the site characteristics, surrounding neighborhood, facilities, etc.). Medford’s application is not a land use permit. The city

has processed applications for emergency shelters through similar interactive application processes in the past, which provides flexibility for the city to make changes if issues arise.

Regulations

Medford addresses car camping in Chapter 5 of their municipal code. The chapter defines *Religious Institution or Place of Worship* and *Vehicle*, which includes RVs, campers, and travel trailers. Vehicles must be spaced 20 feet apart and be operable. Vehicles may not be modified to expand their capacity.

Service Provider

Medford's code does not explicitly require that services are provided for program participants. However, services would be a consideration for the city in the interactive application process. Smaller sites could have greater flexibility in what this might look like, such as a first-come-first-served model with an emergency contact. For larger sites, the city would have a more extensive discussion with the applicant about provision of on-site services depending on the scale (such as on-site staff or overnight private security). The city has a separate emergency executive order (Executive Order 2021-03) in place which requires services for individuals and families parking in the right-of-way or in public lots. The executive order is set to expire September 2022.

Medford's code is structured to allow for flexibility in host sites. For example, this process could allow for situations such as an employer accommodating a few employees in their parking lot, or large retailers allowing for parking in store lots overnight. The approval process is more focused on determining what is appropriate in the context of the site and proposal.

Additional Information

Medford included a distancing requirement between vehicles to address safety concerns such as CO₂ from idling and fire hazards. The city emphasized the importance of adequate sanitary facilities, whether those be access to indoor bathrooms or portable toilets. The city's municipal code includes a requirement that the host must own or lease the structure and associated parking lot to ensure applicants are limited to those willing to host campers.

Milwaukie (pop. 21,119)

Program

The Milwaukee Christian Church in the City of Milwaukie requested to be permitted to allow an individual or family sleeping in their vehicle to park in the church's lot. The Milwaukee Christian Church was required to submit a land use application. In 2014, a car camping program under the name "A Road Home" was approved through a Type III Conditional use review. The program, applicable only to the Milwaukie Christian Church, allowed one vehicle to camp on church property for up to 30 days. The church vowed to work with families to seek services that would help them transition out of the program. This program lasted three months, hosting three households in total. A portable restroom was provided on site. The church was required to notify the neighborhood association and nearby property owners and was subject to a public hearing. In addition, signs were posted on site.

Newport (pop. 10,256)

Program

Newport's Homelessness Task Force identified car camping as a potential way to address the impacts of their current housing crisis. With Ordinance No. 2170, Newport permits car camping on a city owned parking lot. They offer three spaces located at Ninth and Hurbert Street. The vehicles are required to be spaced 10 feet apart and all personal items must be stored inside the program participant's vehicle or in storage that is screened from view of adjacent properties or the right-of-way. The city provides sanitary facilities including toilets, handwashing facilities, and garbage receptacles.

Regulations

The City of Newport had to amend their regulations related to camping in order to avoid conflicting with Ordinance No. 2170. Changes in their code included the modification of the definition of *Recreational Vehicle*. In addition, *Church* was replaced with *Religious Institutions/Places of Worship*.

Additional Information

Newport has decided to amend their municipal code to clarify circumstances where camping is permitted and allow what is permitted under ORS 195.520.

Portland (pop. 652, 503)

Program

The City of Portland implemented a car camping program following the framework set in place by ORS 203.082. To reiterate, the statute allows camping of up to three vehicles on properties of religious institutions. Despite the updated statute, ORS 195.520, which removed the three vehicle maximum and increased flexibility in where camping sites can be located, the City of Portland's code does not reflect the update.

Additional Information

The City of Portland allows religious institutions to host up to six families for a period of 180 days. Religious institutions supply transitional housing units which range from Sunday School facilities to auditoriums. Families hosted indoors are in addition to participants of the car camping program. No permit is required if occupants do not exceed a stay of 180 days. This program is processed as a conditional, accessory use.

Redmond (pop. 33,274)

Program

The City of Redmond offers a Safe Parking program modeled after programs in Bend, Beaverton, Eugene, and Salem. As of November 2021, the city has processed and approved two applications from Mountain View Fellowship and VFW Post 4108. The City of Redmond identified a local non-profit social service provider, REACH (Relationship, Empowerment, Action, Compassion, and Heart), to manage the program. REACH identifies

religious institutions and/or local businesses interested in hosting a safe parking site and requires them to enter into a memorandum of understanding (MOU) with REACH. In exchange, REACH provides intake and case management services, sanitary facilities, and “client assistance” services. REACH requires host sites to have liability insurance in the event of injuries. Under this model, the service provider takes primary responsibility in managing the safe parking program, which allows the host site and City of Redmond to be more or less hands off.

Regulations

Section 5.700 of Redmond’s code addresses their Safe Parking program. Vehicle camping “is intended to be used on a limited basis for emergency or transitional shelter.” The code section defines terms related to the Safe Parking program, articulating what a *vehicle camp* and *vehicle camping site for homeless persons* is. Both definitions include “temporary” emphasizing their program’s intentions.

Guidelines are laid out to limit the program to religious institutions, nonprofits, and public or private entities. The program is not allowed in residential or commercially zoned areas. Host sites can have a maximum of six vehicles in their lot at one time. Sites must offer the same amenities as required by other jurisdictions including sanitary facilities and garbage disposal.

Redmond’s code requires host sites to develop “reasonable policies” as follows:

1. How individuals who may stay on the premises will be selected
2. How many continuous days someone may stay at the premise
3. What supervision will be provided
4. What structures or other items may be placed on the premises
5. Any other safety or aesthetic requirements for staying on the premises

Dimensional standards for parking spaces and amenities includes:

- A. No less than 10 feet from property lines of the subject site
- B. Storage and sanitary facilities are no less than 20 feet from property lines
- C. Clear rights-of-way, fire lanes, and other emergency access areas and clear vision areas
- D. Applicable siting standards are subject to site constraints.

Service Provider

REACH is a non-profit organization that provides services and resources for people experiencing homelessness in Deschutes County. The City of Redmond awarded REACH \$50,000 to handle intake, case management, and site management for the Redmond Safe Parking program. Participants of the program must be identified through a referral from a law enforcement or medical provider, although some have been approved through “self-referral.” The safe parking programs managed by REACH have low-barriers to entry. REACH is able and committed to providing creative, individualized case management services. They work with program participants to set goals, including resume building and job searching.

Roseburg (pop. 23, 683)

Program

Roseburg's car camping program was created as a pilot program in 2020 and utilized language from the City of Salem's car camping program. At the end of the one-year pilot, no property owner or organization had hosted a camping location. The City recently amended the program in February 2022 (Resolution 2022-02) to remove potential barriers and make it easier for religious institutions and other organizations to participate.

Roseburg's program was adopted by resolution rather than ordinance and therefore is not codified. The Roseburg City Council chose this route in order to have the most flexibility to revisit and make adjustments to the program as needed.

Property owners interested in hosting a car camping site must register with the Roseburg Community Development Department. Registration is free and intended to be a low-barrier process. The applicant is required to provide a plot plan showing where vehicles will be located on the property and confirm that they will remain in compliance with the rules of the program. It also allows the city to confirm that the applicant is either the property owner or has permission from the property owner for the use.

Vehicle camping is limited to established parking lots on properties operated by a nonprofit, public, or commercial entity. They cannot be located in residential zones, except for church-owned properties that already exist in a residential zone. Properties must be maintained so as not to create a nuisance, per city code.

Only vehicles are allowed (no tents or improvised camps), and RVs must have empty and non-leaking holding tanks before being admitted. Each site is limited to a maximum of 10 vehicles, and no fee can be charged. Persons cannot camp at a registered location for more than 29 days.

A staff member or volunteer must be on-site while camping is occurring to ensure that rules are enforced. The property must provide access to a restroom or portable toilet and provide garbage receptacles. Personal property must be stored within vehicles, and no open flames are allowed.

Additional Information

Roseburg's City Council recently revisited and revised their program to remove potential barriers to participation. The amended resolution now allows camping sites to be located adjacent to residential property or on church property within a residential zone. This change was made to increase the number of areas in the city where the car camping program could operate. The city removed its limitations on how many sites can be registered with the city at a time, and reduced the number of on-site trash cans and restrooms that must be provided. Roseburg also increased the number of cars allowed per site from 6 to 10. The resolution was amended from an in-and-out system to allow campers to remain on-site all day in recognition that car campers may not have other locations to go during the day, however, the 29 day limit was kept. The outdated car camping resolution is attached here.

On-site bathrooms and a volunteer or staff member to enforce the program's rules were

highlighted as two of the most important inclusions in the resolution language.

Salem (pop. 175,535)

Program

The City of Salem operates a program called Safe Parking Network. This program is managed by the religious organization Church @ the Park. They provide legal camping for houseless individuals over the age of 18, living in their vehicles. The program provides hygienic supplies and garbage disposal. Sites are established in partnership with faith communities, businesses, nonprofit organizations, government offices, and private landowners. Property must be leased or owned by a public entity, nonprofit organization, business, or religious institution. The Safe Parking Network permits up to six vehicles including camper trailers, tents, Conestoga huts, and tiny homes on wheels. All vehicles participating in the program must be operable. Car camping is permitted from 4:00PM - 7:00AM. Drugs and alcohol are not permitted on site, nor are open flames.

Vehicle camping is also permitted in Salem outside of the partnership with Church @ the Park, although participants do not have access to the amenities provided by the religious organization. Resolution No. 2020-4 requires car camping sites to register with the Community Development Department. The city has capped sites at eight locations permitting no more than six vehicles each. Hosts must be a nonprofit, commercial, or public entity and cannot be located within or adjacent to residential zones. Hours of operation for these sites are 9:00PM - 7:00AM. No camper may exceed a stay of 29 consecutive days and a minimum of two restrooms must be provided. Additionally, one 32 cubic foot garbage receptacle must be provided for each vehicle on the premises. This program is open to fully licensed vehicles with valid registration only, no tents are allowed. If the owner of an RV would like to utilize a permitted parking lot, they must first empty their septic systems. Similar to the Safe Parking Network, no open flames are allowed.

Regulations

Resolution No. 2020-4 declared a state of emergency in the City of Salem. The city identified the lack of affordable housing and increase in improvised camps. The Resolution cites adverse seasonal weather, an increase in the houseless population, and barriers to affordable housing as the impetus for the state of emergency. With this resolution, the City Manager authorized the Safe Sleep pilot program. They waived land use regulations that prohibit vehicle camping and allowed car camping for up to 19 people.

Service Provider

Church @ the Park provides screening, placement, sanitation, garbage disposal, and site management services. The organization oversees 24 spots at four locations. The City of Salem is contracted with Church @ the Park, providing the organization funding.

Springfield (pop. 61,851)

Springfield's car camping provisions are implemented through the City's Municipal Code. The program has been in place since 2009, and was expanded in 2013 to increase the

number of vehicles allowed at each site from one to three. Springfield currently has 10 registered sites and 16 occupied spaces. The program is codified in Chapter 8 of the Springfield Municipal Code under 8.012, Approval Process for Outdoor Overnight Shelter.

Host sites register with the City, and the Development and Public Works Director or appointee is responsible for approval if the code provisions are met. The application process to become a host site is straightforward. There is no charge or notice requirement and it is processed by a delegated staff person. The designated service providers work to locate host sites, the host site fills out an application, including a site map, attesting to how they meet the code requirements, Springfield processes it and gives confirmation of approval. The delegated staff may make a site visit or consult with City departments before approval. City staff time to administer the program was estimated to be around an hour per week, although more time is required while on-boarding and orienting a new service provider.

Regulations

Chapter 8 of Springfield's Municipal Code outlines the approval process for outdoor overnight shelter. The code defines terms which apply to the operation of a car camping program including Church and Industrial Site. Host sites must register with the city and are approved by the Development and Public Works Director.

The city allows overnight shelter in vehicles, campers, or trailers in church or industrial site parking lots; it is in the process of amending the code to allow social service organizations to host as well. Host site parking lots must be accompanied by an occupied structure, and both must be located in accordance with the code. Three vehicles maximum are allowed. There must be written permission from the property owner. Garbage services are donated by Sanipac, the city's waste provider.

Vehicles must be on paved areas and meet city code setbacks as specified in other code sections, provide sanitary facilities, garbage disposal, and storage areas for personal items that are screened from public streets. It was noted that the City has been able to address concerns from neighbors through siting and screening considerations.

Service Provider

Host sites must be part of a supervised program operated by an agent of the city. Catholic Community Services of Lane County and Saint Vincent de Paul of Lane County both provide this service. Guests sign a contract with the service provider and host site. The site host provides a contact to coordinate with the service provider. The city has committed \$37,000 annually to fund locked portable restrooms and program management. It splits this amount between service providers. Each service provider has a contract with the City and submits itemized bills for reimbursement. The City collects information on the number of sites, individuals served, and demographics.

Service providers screen guests and provide oversight. The City requires service providers to carry liability insurance as part of its contract with them (per standard independent contractor language). One service provider is able to add host sites to its liability insurance.

Washington County (pop. 600,372)

Program

Washington County adopted its safe vehicle camping program in September 2020 (Ordinance 867). One reason for adoption was to allow the existing program in the City of Beaverton to serve urban unincorporated host sites. The program requires host sites to comply with a services program. Washington County allows a maximum of three vehicles “for camping use” on site at a time.

Sites must be part of an approved services program, and must include a building occupied by a nonresidential commercial interest, religious institution or place of worship, public service nonprofit, or public entity. Host sites may be located on on property owned by a religious institution or any number of other non-residential districts listed below:

Future Development, Neighborhood Commercial, Office Commercial, Community Business, General Commercial, Industrial, Transit Oriented Retail Commercial, Transit Oriented Employment, Transit Oriented Business, Neighborhood Corner Commercial, Neighborhood Commercial Mixed Use, Institutional, Community Core Mixed-Use, Neighborhood Mixed-Use

On site storage cannot be visible from the public right of way, and there are required setbacks for vehicles (10 ft from property line), and sanitary facilities (20 ft from any off-site residential use). Vehicles may not block pedestrian walkways, fire lanes, emergency access areas, or areas needed for corner vision. Compliance with requirements of a services program designed to transition to stable housing is required for host sites.

Regulations

The Community Development Code of Washington County permits car camping programs under 201-2.36, *Vehicle Camping Site for Homeless Persons*. The code defines *Vehicle* to include a car, truck, van, RV, camper, trailer, or tiny home on wheels.

A development permit is not required, however, the parking lot must have written approval from a city, the County, or another authorized public agency. The site must be in compliance with program requirements which are designed to aid in the transition to stable housing.

Vancouver, WA (pop. 190,915)

Program

The Vancouver Safe Parking Zone program was a collaborative effort between the City of Vancouver and C-TRAN to allow individuals and families living in their vehicles to park overnight at the Evergreen Transit Center. The program began in June 2020 in response to the COVID-19 pandemic, and ran through the duration of Washington’s Stay Home, Stay Healthy order. The Evergreen Transit Center opened up 50 parking spaces that were “assigned” to cars and RVs and served more than 60 people at a time. The program was offered to “people who use a motor vehicle as their primary shelter.” Once the Stay Home,

Stay Healthy order was lifted, program participants had 12 hours to vacate.

Space was limited and offered on a first come, first served basis. There was a limit of two adults per vehicle with an exception for families with children under the age of 18. Vehicles were required to be licensed and operable. Three portable restrooms (1 ADA, 2 standard) were provided on site, in addition to hand washing stations and garbage disposal. Participants were required to adhere to a code of conduct that addressed the following subjects such as check-in, visitation, alcohol, drugs, maintenance, and social distancing.

Regulations

Vancouver Municipal Code Title 8, *Public Peace and Safety* sets forth the permittance and regulation of car camping. Title 8 outlines the potential issues presented with unsanctioned camping. “People camping on public property and on public right of ways create a public health and safety hazard...” Unlawful Camping and Unlawful Storage of Personal Property in Public Places precede the authorization of camping in Vancouver’s code.

Permits for camping are approved by the City Manager. The application is sent to the Vancouver police, parks, public works, community development, and fire departments. Each department inspects the application prior to approval. Camps must not “unreasonably disturb” the safety, peace, or comfort of private property owners. Permits will not be issued for more than 14 days in a year.

Additional Information

There were no discernible social services offered to participants of the Vancouver Safe Parking Zone program. However, Clark County Food Bank did offer weekly deliveries of shelf-stable food boxes.

Summary and Takeaways

Service Providers

A common theme articulated through research and interviews is the important role services can play in these programs. More than half of the jurisdictions outlined in this report require some sort of service agreement as part of the implementation of their car camping program. Two additional programs require a service provider partnership when certain conditions apply.

Most often, relationships with service providers improves access to case management services for program participants. Service providers also often supply hygiene facilities. In some cases, cities are issuing funding to service providers to support case management services and the cost of hygiene facilities and garbage disposal.

Restrictions and Requirements

All programs require three things: hand washing facilities, restroom access, and garbage disposal. Many programs also require storage facilities to be provided. Providing these types of amenities has been cited as a cost barrier for some who wish to host campers on their premises. However, ORS 195.520 requires minimal sanitary facilities, and others have

noted that they are essential to provide in order to create a clean and safe environment. As mentioned above, service providers often provide these facilities in partnership with a city.

No site may charge a fee for parking on their property. The amount of cars allowed varies greatly by jurisdiction. As mentioned earlier in the report, many programs follow the three vehicle maximum that was set by ORS 203.082. This limit on the number of vehicles has been removed from the statute, allowing jurisdictions to impose their own restrictions. For example, the City of Eugene's Overnight Parking Program permits up to six vehicles, while the Safe Sleep Sites, a separate but similar program in Eugene, allows up to 60 vehicles. Offering space for such a large number of vehicles is uncommon. Some programs, like Medford, allow additional vehicles with prior approval.

The definition of "vehicle" varies amongst jurisdictions, as do the different types of shelters allowed. At their most restrictive, programs offer spaces for cars which must be operable and actively registered with the Department of Motor Vehicles. Salem and Eugene offer the most flexible spaces of all programs outlined in this report. Salem requires vehicles to be operable, a common standard, but they also permit campers, trailers, tents, tiny homes (on wheels), and Conestoga huts. Eugene permits RVs in addition to tents, trailers, and Conestoga huts. Conestoga huts are manufactured in Eugene by a nonprofit called Community Supported Shelter. The huts are 60 sq. ft., offer walls, roofs, and insulated floors. Notably, McMinnville is the smallest jurisdiction reviewed that allows tents in addition to vehicles. Over half of the jurisdictions explicitly allow RVs.

Beaverton has the most structured program as far as limitations on the length of stay. Guests are allowed to stay for a thirty-day period. If guests complete a case management plan and comply with site rules, the length of stay may be extended up to 180 days. After this period, guests may apply for an extension if "housing is imminent." Other jurisdictions specify 30-day limits or hours of operation; most do not specify limits. Only two programs explicitly prohibited drugs and alcohol.

Process and Legal Framework

The process by which a legal framework to implement a car camping program is provided varies among jurisdictions. Most do not use a land use process to approve car camping. For example, the City of Beaverton passed Ordinance 4779 in March of 2020, permitting the use of a vehicle as a temporary place of residence. The development code addresses car camping in Section 60.50.25, Uses Requiring Special Regulation. The implementation of a car camping program is not dictated by the zone it lies within. Although varying standards influence the program on site. The City of Roseburg's program is implemented by a resolution, and thus is not even codified. Several jurisdictions use an administrative application processed by the community development/planning department or city manager's office allowing them to circumvent a hearing or public notice process. Several jurisdictions noted they had chosen these processes over land use in order to provide the city with more flexibility in making changes to the program generally, or at a site as needed.

Most programs did not regulate location by zoning, but rather the use of the property. Exceptions to this were in residential areas, where several jurisdictions had more restrictions. Many programs addressed standards such as setbacks and screening and

nearly all jurisdictions require personal effects to be shielded from the view of pedestrians and the right-of-way. Several jurisdiction's codes also included safety considerations such as vehicle spacing and banning open flames.

Conclusions

While there are some common themes that emerged in the research, such as requiring sanitary facilities (per ORS 195.520) and generally not allowing car camping in residential areas, there are many options for creating a framework to allow car camping. Some considerations that are important include:

- Whether services such as intake, case management, or on-site staff should be required, and if so to what extent and how.
- What approval process for new sites is appropriate in Newberg, including if there are any situations where car camping is allowed outright.
- Whether the code explicitly limits the duration of a camper's stay, either for a certain number of days, or as an in-and-out system with limited hours of operation.
- What terms defined by the city may need to be adjusted as to not conflict with a car camping program. For example: what is a *vehicle* and what constitutes *camping*?

The way the framework is designed has the potential to add or remove barriers for potential host sites and for car campers. Both Medford and Roseburg have amended their car camping programs in the last year to be more flexible in hopes of removing barriers for potential hosts. There are trade-offs to these decisions that need to be further explored with the Newberg community and potential users of car camping sites.

Appendix 5: Newberg Municipal Code Audit

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<i>Newberg Municipal Code</i>	<i>liv</i>
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Overview

In preparation for the implementation of a car camping program in Newberg, Camellia Planning has conducted a comprehensive audit of Newberg’s Municipal Code (NMC). The following audit addresses areas of the code that have been determined to affect, or be affected by, the implementation of a car camping program. Included in this audit is example code text showing how a car camping program could be codified. The example is formulated from our research of existing car camping programs, as found in Appendix 4: Existing Car Camping Programs and Regulations.

Newberg Municipal Code

Sections of the NMC include passages which may need to be modified. Any section that may be complementary to, or at odds with, a car camping program is highlighted below. Title 10 and Title 15 have been identified as sections of Newberg’s Municipal Code most fitting to accommodate code language for a car camping program.

Title 8 – Health and Safety

While Title 8 does not directly contradict or prohibit car camping, it is worth highlighting. The term *discarded* (referring to a vehicle) is defined in Title 8, Chapter 8.05.

8.05.070 Discarded Vehicles with Current Registration *A vehicle which meets the definition of discarded vehicles by being inoperative, wrecked, dismantled, partially dismantled, abandoned, or junked, but does have affixed to it a current license plate, may be classified as a discarded vehicle if one of the following conditions occurs:*

- A. The vehicle is located upon any public right-of-way, city street, alley, road, or highway within the city, and public property.*
- B. The vehicle owner or person in charge of the vehicle is given written notice by first class mail stating that the vehicle may be held in violation of this chapter if the condition of the vehicle is not corrected within 30 days of the date of this written notice.*

A car camping program must articulate whether a vehicle must have current registration, or be operable, to be used in the car camping program. The above section designates

inoperable vehicles as “discarded” under certain circumstances, even with current registration. If the City were to consider allowing a car camping program to operate on public property, this code section may need to be amended. Prohibiting inoperable vehicles from participating would nullify this potential conflict.

Title 9 – Public Peace, Morals and Welfare

It is imperative to provide a safe parking area that welcomes families and children. This report does not provide or imply safety suggestions for operating a car camping program. It is up to the City of Newberg, the host sites, and program participants to gauge if and when it is safe to leave a child in a vehicle.

9.20.020 Children confined in vehicles *No person who has under their control or guidance a child under 10 years of age shall lock or confine, or leave the child unattended, or permit the child to be locked or confined or left unattended in a vehicle for a period of time longer than 15 consecutive minutes or such a period of time as may be likely to endanger the health or welfare of such child.*

Title 10 – Vehicles and Traffic

Title 10 of Newberg’s Municipal Code provides standards for stopping, standing, and parking as well as traffic rules. Overall, the code does not prevent a car camping program from being implemented or directly contradict the intentions of such a program. Although, there are areas of the code to consider for review.

10.15.120 Parking Time Limit *It shall be unlawful for the driver or other person in charge of any motor vehicle or other vehicle of any kind to park the same on a city-owned public parking lot of the City of Newberg, Oregon, for a continuous period of time exceeding the time limits stated, if any, at the parking stall within the parking lot. The time limits shall be determined by the city council. In no case shall a vehicle of any kind be parked on a city-owned public parking lot for a continuous period that exceeds 24 hours.*

Many jurisdictions with existing programs permit car camping on city-owned property. If Newberg were to consider this, a change to Section 10.15.120 must be made. The code limits vehicles parked in city-owned lots to a period of 24 hours. Some jurisdictions have implemented time restrictions, requiring participants to leave the premises during certain hours. This could mitigate the potential parking time limit conflict.

Title 15 – Development Code

Through research and communication with the City of Newberg, certain zones have been identified as more suitable for a car camping program than others. Religious institutions are permitted in commercial, institutional, and residential zones. Because of this, it may be difficult to limit the program to a certain zone, if all religious institutions will be allowed to host campers. Institutional zones are more likely to have a greater number of, and larger,

parking lots. To make the program accessible and easier to implement, The City should consider car camping as a “use” of its own.

Another section of code to be considered is Chapter 15.445, *Special Use Standards*. This section outlines standards for bed and breakfasts and accessory dwelling units, among other uses. Each “special use” section provides a description and purpose, approval criteria, and application requirements, among others. Similarly, Section 15.303, *Use Categories*, is fitting to accommodate car camping code amendments.

15.303.321 Religious Institutions and Places of Worship Category

B. Accessory Uses. Accessory uses include Sunday school facilities, parking, caretaker’s housing, one transitional housing unit, and group living facilities such as convents. A transitional housing unit is a housing unit for one household where the average length of stay is less than 60 days. Religious schools, when accessory to a religious institution.

The above section permits one transitional housing unit per religious institution. This section also provides an example of a provision within the code, permitting overnight accommodations where they typically are not allowed - highlighting the importance of definitions. One must understand how Newberg defines “transitional housing unit” to know what this code section is permitting. House Bill 2006 expanded on the definition of “transitional housing” to include motor-vehicle camping. If the City of Newberg were to adopt this definition, car camping would already be permitted under Section 15.303.321 of the Newberg Municipal Code.

Definitions

The following terms are presented as they are defined by the City of Newberg. We have found these terms to be related to the operation of a car camping program. Ultimately, the revision of definitions or the addition of new terms will be dependent upon the type of program the City of Newberg implements.

The definition of *dwelling*, *accessory dwelling*, and *dwelling unit* can be modified to include motor-vehicles. The multiple iterations of *parking* can address the permission or prohibition of a car camping program. *Transitional housing unit* can be updated to match the definition provided by the State of Oregon.

“**Accessory use**” means a use incidental and accessory to the primary use of the lot or a building located on the same lot.

“Conditional use permit” means a discretionary permit for a use requiring special consideration due to items such as the size of area affected, the nature of the use, the creation of potential traffic problems, or the effect on adjoining land uses.

“Discarded” means any vehicle which does not have lawfully affixed thereto a license plate or has affixed to it an expired license plate, and is in one or more of the following conditions:

1. Inoperative;
2. Wrecked;
3. Dismantled;
4. Partially dismantled;
5. Abandoned;
6. Junked.

“ Dwelling ” means a building or portion of a building which is occupied in whole or in part as a home, residence, or sleeping place, either permanently or temporarily by one or more families, but excluding hotels, motels and tourist courts.

“ Dwelling, accessory ” means an interior, attached or detached residential structure that is used in connection with or that is accessory to a single-family dwelling. A lot or parcel developed with a single-family dwelling and an accessory dwelling is excluded from the definition of “duplex dwelling.”

“ Dwelling unit ” means a single unit of one or more habitable rooms providing complete independent facilities for occupants, including permanent provisions for living, sleeping, eating, cooking and sanitation.

“ Family ” means (1) one or more persons related by blood, marriage, domestic partnership, legal adoption or guardianship, plus not more than five additional persons, who live together in one dwelling unit or (2) one or more handicapped persons as defined in the Fair Housing Amendments Act of 1988, plus not more than five additional persons, who live together in one dwelling unit.

“ Institution ” means a religious, public or quasi-public use, such as a church, library, college, university, public or private school, hospital, continuing care retirement facility, or government-owned or government-operated building, structure, or land used for public purposes.

“Motor vehicle” means every vehicle that is self-propelled, including tractors, fork-lift trucks, motorcycles, road-building equipment, street cleaning equipment, and any other vehicle capable of moving under its own power, notwithstanding that the vehicle may be exempt from licensing under the motor vehicle laws of Oregon.

“Park” or “parking” means the condition of:

1. A motor vehicle that is stopped while occupied by its operator with the engine turned off.
2. A motor vehicle that is stopped while unoccupied by its operator, whether or not the engine is turned off.

“Parking area, private” means privately or publicly owned property, other than streets and alleys, used for parking by the tenants, employees, or owners of the property for which the parking area is intended, and not open for use by the general public. means privately or publicly owned property, other than streets and alleys, used for parking by the tenants, employees, or owners of the property for which the parking area is intended, and not open for use by the general public.

“Parking area, public” means privately or publicly owned property, other than streets or alleys, identified for parking used by the general public either free or for remuneration. Public parking areas may include but are not limited to parking lots intended for retail customers, patrons and clients.

“Parking facility” means parking spaces that are not designated for use by those patronizing a specific use on site or a nearby site. This includes publicly owned parking lots designated for use by the general public, commercial parking lots open to the general public where a fee is charged to park, and park and ride lots.

“Parking, long-term” means a designated parking area for the purpose of parking vehicles for a length of time greater than four hours.

“Recreational structure” means a campground structure with or without plumbing, heating or cooking facilities intended to be used by any particular occupant on a limited-time basis for recreational, seasonal, emergency or transitional housing purposes and may include yurts, cabins, fabric structures or similar structures as further defined, by rule, by the State of Oregon.

“Religious institution, place of worship category” means a category of uses under Chapter 15.303 NMC that primarily provide meeting areas for religious activities.

“Right-of-way” includes, but is not limited to, the space in, upon, above, along, across, over or under the public streets, roads, highways, lanes, courts, ways, alleys, boulevards, bridges, trails, paths, sidewalks, bicycle lanes, public utility easements and all other public ways or areas, including the subsurface under and air space over these areas, but does not include parks or parkland. This definition applies only to the extent of the city’s right, title, interest and authority to grant a license to occupy and use such areas for utility facilities.

“Stand” or “standing” means the stopping of a motor vehicle while occupied by its operator with the engine running except stopping in obedience to the instructions of a traffic officer or traffic control device or for other traffic.

“Transient” means any individual who exercises occupancy or is entitled to occupancy in a hotel, motel, or other establishment that is not the individual’s legal residence.

A **“transitional housing unit”** is a housing unit for one household where the average length of stay is less than 60 days.

“Use” means the purpose for which land or a building is arranged, designed or intended, or for which either land or a building is or may be occupied or maintained.

“Variance” means an exception to provisions of this code where strict or literal interpretation of the ordinances contained herein would result in practical difficulty and unnecessary physical hardship.

“Vehicle” means every device upon or by which any person shall or property is or may be transported or drawn upon a highway, including devices used exclusively upon stationary rails or tracks.

“Vehicle, light duty” means a Class 1, 2, or 3 vehicle under the U.S. DOT Federal Highway Administration (FHWA) Vehicle Inventory and Use Survey (VIUS) standards, which has a gross vehicle weight rating of 14,000 pounds or less.

Example Code Text

Title __ Development Code
Chapter __ Special Use Standards
Article __ Car Camping

_____ *Purpose*

The Newberg 5-Year Housing Work Program includes 50 housing-related directives intended to address a variety of housing needs in the community. Included in the 5-Year Housing Work Program is a proposal to explore “car camping,” or living unsheltered in a vehicle. The origins of car camping as an area of focus in the 5-Year Housing Work Program are traceable to years of inquiry from faith-based organizations in Newberg for a program that would allow them to use their parking lots as spaces for unhoused individuals, groups, and/or families to camp overnight. This code section lays out the regulatory framework in which car camping programs shall operate.

_____ *Definitions*

- (A) *Religious Institution.* A structure used as a meeting area for religious activities.
- (B) *Vehicle.* A car, truck, camper, travel trailer, recreational vehicle, or similar conveyance including tiny homes on wheels.

_____ *Car Camping in Newberg*

- (A) Notwithstanding any other provision of the Newberg Municipal Code, any public or private entity (hosts) may provide parking spaces for up to and not exceeding [specify] vehicles for overnight sleeping in a vehicle on their parking lot.
- (B) Hosts shall provide, or make available on the premises, sanitary facilities including, but not limited to, toilet, hand washing, and trash disposal facilities;
- (C) Hosts shall provide storage facilities on site for use by guests;
- (D) Storage facilities must be set back a minimum distance of ten feet from all property lines
- (E) Vehicles shall be spaced twenty feet apart
- (F) Hosts must ensure that all vehicles are [specify]; and
- (G) Obtain a cost-free permit from the City of Newberg to allow overnight vehicle camping on property owned or leased by the organization.

_____ *Enforcement*

The City of Newberg has the administrative authority to implement and enforce this chapter, including the adoption of administrative rules, regulations, or policies.

Takeaways

This audit of Newberg’s Municipal Code is intended to highlight areas of the code which are best suited for, or must be amended to, a car camping program. If the City of Newberg would like to host campers on city-owned parking lots, there are multiple sections of code to consider amending. Similarly, the implementation of a car camping program would call for a change in language for some definitions. As pointed out above, a religious institution would be permitted to host car campers if the definition of *transition housing* were to include motor-vehicle camping.

The adoption of a car camping program does not have to be a land use process or written in the municipal code. Our research has shown that some jurisdictions avoid codifying a program in the code for a number of reasons. A codified program is less flexible. City employees and host sites must be reactive to challenges that occur within the program. Adjustments may need to be made to a program “on-the-fly.” This wouldn’t be possible if the program were bound by code. As this report illustrates, if a program is not part of the code itself, it will be influenced by the existing code language.

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