



Prepared for the
Charlottesville City
Manager's Office

Addressing Rising Homelessness in Charlottesville, VA

Applied Policy Project
Technical Report

Prepared by Henry DeMarco
University of Virginia
Batten School of Leadership & Public Policy

Spring 2025



FRANK BATTEN SCHOOL
of LEADERSHIP and PUBLIC POLICY

Table of Contents

Executive Summary	3
Applied Policy Project Disclaimer	5
Acknowledgements.....	5
Introduction	6
Problem Statement.....	7
Client Overview	8
Problem Background	8
Local Context	8
Causes	10
Problem Manifestations and Consequences.....	11
Homelessness & Housing Shortages: Interconnected Crises	11
Punitive Policies.....	12
Racially Disproportionate Impacts.....	12
Introducing Alternatives & Criteria.....	12
Analysis: Evaluating Alternatives.....	14
Outcomes Matrix.....	24
Recommendation: Expanding the Pathways Fund	24
Implementation.....	25
Conclusion.....	28
References	29
Appendix	40

Executive Summary

As the number of people experiencing homelessness increases in the United States, localities are facing unprecedented and multifaceted challenges. Cities like Charlottesville, Virginia are on the proverbial front lines of the homelessness crisis, struggling to provide adequate housing and supportive services to those experiencing or at risk of homelessness. Charlottesville, like many other localities, has pursued concrete strategies such as a revised zoning ordinance to address its severely limited housing stock, yet rising homelessness demands more immediate interventions.

The Charlottesville City Manager's Office is at the forefront of local efforts to curb rising homelessness, playing a leading role in dictating strategy and guiding the City Council's budgetary priorities. City Manager Sanders has demonstrated an enduring commitment to pursuing bold new measures to help meet the needs of people experiencing homelessness. Confronting local homelessness is necessarily a collaborative effort, given the vast array of organizations working together on this issue, which includes nonprofits directly administering shelter and services. These different actors are contained within the area's Continuum of Care, a HUD-designated planning entity led by the Blue Ridge Area Coalition for the Homeless (BRACH). Effective interventions to reduce homelessness rely on the capacity of local stakeholders to successfully collaborate.

Homelessness is a severely stigmatized and politicized condition. Identifying the causes of homelessness requires an understanding of the dominant themes in contemporary research, which point to housing market conditions and eviction filings as two major contributors to rising homelessness. Individual risk factors for homelessness, such as mental health and substance abuse problems, are important considerations but fundamentally distinct from systemic causes. Charlottesville's homelessness and affordable housing crises are fundamentally intertwined, creating situations where more individuals fall into homelessness over time, and subsequently lack the resources necessary to achieve stable housing once again. Though ineffective, many cities have instituted punitive policies such as outdoor sleeping fines, which criminalize the condition of homelessness. In working to reduce homelessness, it is also vital to understand and consider the racially disproportionate impacts of the homelessness crisis, both nationwide and locally.

This report considers three evidence-based alternatives to address rising homelessness in the Charlottesville area: expanding Charlottesville's existing eviction prevention program, constructing a tiny home village, and adopting a basic income program. These interventions function to reduce homelessness either by addressing upstream contributors to housing loss (such as evictions), or by helping people who are currently unhoused exit homelessness. These alternatives would operate in the short to intermediate term, defined as one to three years. To evaluate these strategies, I utilize the criteria of effectiveness (defined in terms of reductions in regional homelessness), cost, political feasibility, and network feasibility. Following a rigorous evaluation of each alternative, expanding the Pathways Fund (the city's existing eviction prevention program) emerges as the most optimal approach. This alternative is projected to achieve a roughly 17-person reduction in new entries into homelessness within one year, while achieving high cost effectiveness of about \$36,000 per one-person reduction in homelessness. Expanding the Pathways Fund is anticipated to be moderately politically feasible, with the greatest challenge coming in the form of securing the necessary allocation of approximately \$616,000. This alternative scores high on network feasibility, as it draws on strong existing partnerships between the city and partner organizations like United Way and BRACH. By contrast, constructing a tiny home village and adopting a basic income program receive comparatively low scores on cost effectiveness and political feasibility, given that these alternatives involve very high costs per unit reduction in homelessness, and are anticipated to encounter significant political barriers.

Successful implementation of the Pathways Fund expansion hinges on a variety of assumptions and steps, with a comprehensive communications campaign (to increase program awareness and take-up) and data evaluation strategy emerging as two tangible requirements. The most critical assumption for successful implementation is that new project funds would not have diminishing marginal returns (in terms of eviction prevention) relative to the current program's efficacy. Implementing this alternative would require the creation and approval of a budget request, to be included in the city's FY27 budget, which will be approved in Spring of 2026. Expanding the Pathways Fund constitutes an effective policy intervention to reduce homelessness in the short-term, which will support the City of Charlottesville's broader housing priorities and help bring Charlottesville closer to a future where all community members have their basic housing needs met.

Applied Policy Project Disclaimer

The author conducted this study as part of the program of professional education at the Frank Batten School of Leadership and Public Policy, University of Virginia. This paper is submitted in partial fulfillment of the course requirements for the Master of Public Policy degree. The judgments and conclusions are solely those of the author, and are not necessarily endorsed by the Batten School, by the University of Virginia, or by any other agency.

Acknowledgements

I would like to express my sincere gratitude to my classmates and professors for their guidance and support. I am deeply grateful to Professors Castleman and Ruhm, who directly oversaw my applied policy project; your patience and diligence as instructors has improved this project in innumerable ways. I also want to thank Professor Claibourn, whose generosity in sharing resources, knowledge, and connections was a tremendous help.

Thank you to Ashley Marshall and James Freas, for your willingness to partner with me on this project, and for your support throughout the process. You have both helped me become a better policy analyst, and a more conscious member of the Charlottesville community. Thank you to the stakeholders and experts who generously shared your insights and time: Shayla Washington, Liz Yohn, Matthew Gillikin, and Paul Martin – I greatly appreciate your guidance.

Introduction

Homelessness has reached an unprecedented level within the United States, and constitutes an increasingly visible and divisive policy problem in cities throughout the country (U.S. Department of Housing and Urban Development [HUD], 2024a). Multiple recent data points illustrate this crisis: 2024 saw the highest-ever overall number of unhoused people in the US (at 771,480), a greater number facing chronic homelessness, and the highest recorded number of people living unsheltered (at 274,224 or 36% of all unhoused people) (HUD, 2024a). Rising homelessness is occurring within the context of a worsening national affordable housing crisis. The amount of U.S. renters devoting over 50% of their incomes to housing costs rose more than 12% from 2015 to 2022 (NAEH, 2024). Federal and state-level policies, including tax credits that incentivize the creation of more affordable housing, are critical elements of an effective strategy to address rising homelessness (Freemark & Scally, 2023). Local responses are also highly consequential, as individual cities and regions are on the front lines of the struggle to end homelessness in the United States.

Charlottesville, Virginia, is facing its own interrelated homelessness and affordable housing crises. Homelessness in the broader Charlottesville region reached a decade-level high in 2022, reflecting rising housing costs and a lack of affordable units (Charlottesville Department of Human Services & UVA Equity Center, 2023). In 2023, roughly 29% of renting households in Charlottesville spent over 50% of their income on housing (Census Bureau, 2023d). By comparison, roughly 10% of non-renting households with a mortgage and about 4% of non-renting households without a mortgage spent above 50% of their income on housing in 2023 (Census Bureau, 2023d). Beyond housing market conditions, there are political and social dimensions to Charlottesville's rising regional homelessness, which has garnered substantial local media coverage in the past year. Charlottesville's Historic Downtown Mall, a strong local business district that attracts both residents and tourists, has increasingly become a daytime gathering space for people experiencing homelessness (Hemphill, 2024a). In response, some downtown business owners have pressured the city to direct police officers to forcibly remove unhoused people from the area, citing safety and economic concerns (Hemphill, 2024a). Other community members, including homeless service providers, oppose this rhetoric and are instead urging the city to pursue additional investments in housing and supportive programs (Chesley, 2024). This intersection of conflicting

perspectives and needs from multiple stakeholders speaks to wider challenges involved in addressing regional homelessness. Local citizens and media outlets are likely to closely monitor how the City of Charlottesville responds to rising visible homelessness on the Downtown Mall, which will reflect the city's broader priorities for addressing homelessness regionwide.

My applied policy project, undertaken in partnership with the Charlottesville City Manager's Office, focuses on approaches to addressing regional homelessness through feasible, evidence-based policy interventions. The following pages establish the nature and scope of this problem, clarify my client's outlook and priorities, and outline the issue's causes and consequences.

Problem Statement

Despite the City of Charlottesville's recent adoption of policies to increase the long-term supply of affordable housing, too many unhoused and housing-insecure community members have urgent unmet needs. Charlottesville's updated comprehensive plan and zoning ordinance aim to expand affordable housing options, yet this years-long process will not meet the immediate needs of people currently experiencing or at risk of homelessness. Charlottesville's 2021 Affordable Housing Plan established a variety of priorities related to affordable housing, including recommending \$10 million in annual spending on affordable housing programs (City of Charlottesville, 2021). The Affordable Housing Plan also prioritized changing Charlottesville's zoning to facilitate the construction of more affordable housing units: Charlottesville's new zoning ordinance was adopted in 2023, rewriting the previous 2003 zoning code (Cville Plans Together, 2024).

The new zoning ordinance permits increased density and a greater variety of housing types, as well as embracing inclusionary zoning policies (Cville Plans Together, 2022). Inclusionary zoning encourages the creation of affordable units in market rate developments by offering developers benefits such as increased density (beyond what would otherwise be permitted by the zoning code) or tax incentives in exchange for meeting affordability thresholds (Cville Plans Together, 2022). Under the previous zoning code, many neighborhoods were exclusively zoned as single-family, which limited development and building variety (Cville Plans Together, 2022). As Charlottesville's population increased from about 41,000 in 2003 to 45,000 in 2023, restrictions on density and new construction fueled a growing housing crisis (Federal Reserve Bank of St.

Louis, 2024). The updated zoning ordinance will facilitate significant development in the long term, yet immediate interventions are necessary to meet the needs of people actively experiencing homelessness in the region.

Client Overview

The Charlottesville City Manager’s Office is one component of the broader city government structure, and works to achieve the priorities established by the City Council while also providing its own policy recommendations (City of Charlottesville, n.d.-b). The City Manager’s Office plays a leading role in developing and implementing the city’s approach to homelessness and affordable housing. Charlottesville’s \$264 million proposed 2026 budget is nearing its final approval, and contains a variety of discrete strategies intended to address homelessness, put forward by the City Manager’s Office (Zook, 2025). *Please see ‘Additional Context’ section A in the appendix for more information.*

The proposed budget lists \$12.7 million in total FY26 funding for affordable housing and homeless services (City of Charlottesville, 2025). The majority of these funds would support the city’s ongoing efforts to create and preserve affordable housing to address the city’s acute housing crisis. This allocation also includes a new \$250,000 annual grant for the Ridge Area Coalition for the Homeless (BRACH) to support the organization’s general operations (City of Charlottesville, 2025).

The City Manager’s Office’s current efforts demonstrate a strong commitment to addressing regional homelessness, yet even if the proposed budget is adopted, pressing needs for housing and services will persist. My applied policy project, shaped by my client’s expressed priorities and needs, proposes evidence-based policy alternatives aimed at filling current policy gaps and meeting extant housing needs.

Problem Background

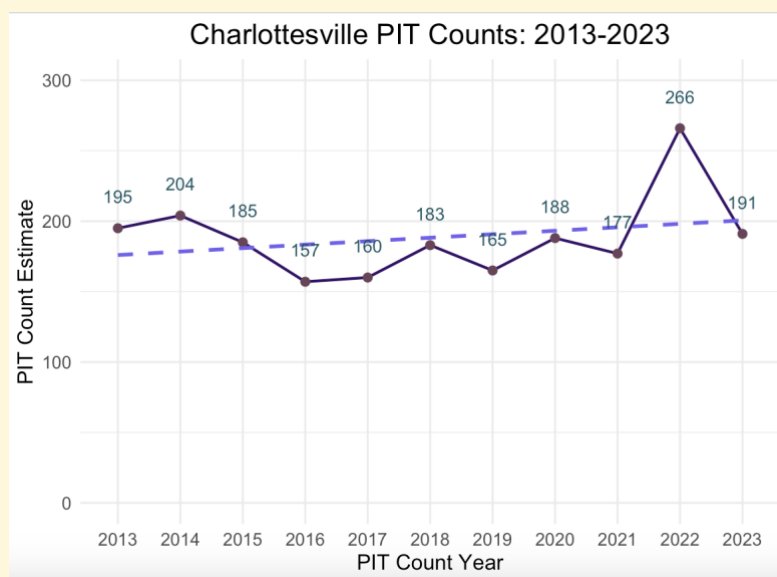
Local Context

The city of Charlottesville works to address homelessness in collaboration with the region’s continuum of care (CoC), which refers to the multi-organizational planning entity that oversees

the provision of services and programs for unhoused people in the region (The National Alliance to End Homelessness, 2010). The U.S. Department of Housing and Urban Development (HUD) requires homeless services to be administered through a regional CoC, with a HUD-designated lead organization that coordinates with service providers and oversees the distribution of funds (HUD, n.d.-a). Charlottesville's CoC lead is BRACH, which applies for federal, state, and local funds to disperse to homeless service providers, who in turn must meet certain requirements. The Charlottesville CoC also encompasses several nearby localities, including Albemarle County (HUD, n.d.-c.).

Figure 1: Charlottesville Point-in-Time Counts (2013-2023)

Changes in annual PIT count over time, generated by Henry DeMarco using publicly available data downloaded from HUD (HUD, n.d.-b). Data source lacks 2024 estimate.



As the lead coordinating organization for Charlottesville's continuum of care, BRACH plays a central role in data collection, including administering the annual point-in-time (PIT) count (Blue Ridge Area Coalition for the Homeless [BRACH], 2024). The PIT count surveys the number of people currently experiencing homelessness within a given CoC. BRACH conducts the PIT count with the help of local agencies and volunteers each January (BRACH, 2022). The most recent publicly available PIT count data comes from 2024, and counted 125 people experiencing

homelessness in the region, an apparent decline from 2023 (HUD, 2024b). BRACH’s executive director, Shayla Washington, has cautioned against taking this count as a comprehensive summary of local homelessness, as this figure may underestimate the region’s actual unhoused population (O’Hare, 2024b). PIT counts depend upon agencies’ capacity to accurately survey people experiencing homelessness, which is notoriously challenging: people residing in cars, temporarily living with friends or family, or dwelling in tents are often missed (National Law Center on Homelessness & Poverty, 2017). *Please see ‘Additional Context’ sections B & C in the appendix for more information.*

Despite the inherent challenges in conducting annual PIT counts, these surveys are the most consistent and comprehensive source of demographic data on people experiencing homelessness in the region. Charlottesville’s 2024 PIT count reported that roughly 15% of unhoused individuals were unsheltered, while about 74% and 11% were in emergency shelter and transitional housing, respectively (HUD, 2024b). These data likely reflect seasonal conditions related to the count’s January survey date, as more temporary emergency shelter beds are available in Charlottesville during winter months (People and Congregations Engaged in Ministry [PACEM], n.d.).

Causes

Researchers and policy experts broadly agree that the lack of affordable housing is a major contributor to homelessness in the United States (Love & Hadden Loh, 2023). Scholars have repeatedly shown that housing costs have an impact on homelessness, with rising rents contributing to higher rates of homelessness (Horowitz et al., 2023). The precise reasons why housing has become unaffordable and unstable for so many Americans are varied and complex, with experts identifying numerous contributing factors, including the dominance of single-family zoning, historical and ongoing racial inequality (including geographic segregation), and a lack of government funding for housing assistance (Padgett, 2020). Housing instability and unaffordability take many forms, including insufficient numbers of affordable units, high rates of evictions or displacement, and high cost-burdens on renters (Frost, 2024). The influential book *Homelessness is a Housing Problem* presents compelling empirical evidence that housing market conditions (particularly high rents and low vacancies) explain regional variations in homelessness (Colburn & Aldern, 2022).

In regard to evictions, research suggests that there is a positive association between eviction filings (the initial part of the broader eviction process) and elevated rates of homelessness (Treglia et al., 2023). The relationship between protections for renters, evictions, and homelessness was the subject of a recent report from the US Department of Housing and Urban Development, which suggested that pandemic housing assistance policies (like the federal eviction moratorium) may have prevented increases in homelessness during the height of the pandemic (Greene et al., 2023).

It is also vital to consider the circumstances that make individuals more vulnerable to becoming unhoused, which include mental health and substance abuse problems (Powell, 2024). The role of mental health factors in increasing one's risk of becoming homeless is complicated by the reciprocal relationship between homelessness and psychiatric conditions (Padgett, 2020). Severe mental health conditions may exacerbate risks of becoming homeless, but actively experiencing housing instability and homelessness have been shown to have adverse impacts on mental health (Padgett, 2020). Mental health challenges may constitute individual-level indicators of housing instability risk, but they are not systemic causes of regional homelessness. Many people experiencing homelessness do require supportive psychiatric services in addition to housing in order to achieve long-term stability, so mental health conditions are vital to consider, even if they are not systemic explanations for homelessness (Powell, 2024).

Please see 'Additional Context' section D in the appendix for more information.

Problem Manifestations and Consequences

Homelessness & Housing Shortages: Interconnected Crises

Charlottesville's rising regional homelessness is inextricably linked with the area's intensifying housing crisis. From 2012 to 2023, the median gross rent in Charlottesville increased from \$983 dollars per month to \$1,453 (Census Bureau, 2023e). This rent growth is not purely attributable to inflation. Using the consumer price index (CPI), \$983 adjusted from 2012 to 2023 dollars is roughly \$1,297, meaning Charlottesville saw a roughly 12% increase in real rent prices from 2012 to 2023 (U.S. Bureau of Labor Statistics, n.d.). A comprehensive housing study conducted in 2019 reported that regional wait times for publicly subsidized rental units are generally 5 to 8 years

(Thomas Jefferson Planning District Commission, 2019). Local housing instability is also exacerbated by evictions. According to data from the Legal Services Corporation’s Civil Court Data Initiative, Charlottesville has seen 1,333 eviction filings since March of 2020 (Legal Services Corporation, 2025). These combined factors represent a pernicious crisis characterized by more individuals falling into homelessness over time, and subsequently lacking the resources necessary to achieve stable housing once again.

Punitive Policies

Many US cities are confronting rising local homelessness by pursuing additional investments in police-based, punitive approaches to the problem, despite mounting evidence that these responses do not help people exit homelessness (Gillespie & Batko, 2024). Punitive policies include forcibly evicting encampments, and arresting or issuing fines to people sleeping in public places (Dewald et al., 2023). Issuing fines to unhoused people can exacerbate homelessness by hampering people’s abilities to find and maintain employment, or utilize critical programs and services (Dewald et al., 2023). In considering evidence-based approaches for reducing regional homelessness, it is vital that Charlottesville leaders understand the well-established limitations of punitive responses. *Please see ‘Additional Context’ section E in the appendix for more information.*

Racially Disproportionate Impacts

Nationally and locally, the homelessness crisis has racially disproportionate impacts, raising pressing equity concerns. In 2024, people identifying as Black comprised 32% of all people experiencing homelessness nationwide, while making up 12% of the total U.S. population (HUD, 2024a). According to Charlottesville’s 2024 PIT count, 48% of people experiencing homelessness in the region identified as Black, while Black residents made up roughly 17% of Charlottesville’s overall population in 2023 (HUD, 2024b; Census Bureau, 2023b). Though the alternatives proposed in this report seek to reduce homelessness in Charlottesville from a universal standpoint, it is vital to understand and consider the racially disproportionate impacts of the homelessness crisis, both nationwide and locally.

Introducing Alternatives & Criteria

Suitable interventions to reduce homelessness in Charlottesville must either address upstream contributors to housing loss, or help currently unhoused people exit homelessness. The following alternatives will function in the short to intermediate term, which I define as one to three years.

- Expanding Charlottesville’s Existing Eviction Prevention Program (the Pathways Fund):
 - Reducing unnecessary eviction filings can prevent people experiencing housing insecurity from entering homelessness (Phillips & Sullivan, 2023). Charlottesville’s Pathways Fund is an existing city program that provides emergency rental aid to struggling households: Charlottesville’s FY25 budget allocated \$1,000,000 for this program (City of Charlottesville, 2024d). This alternative would involve the City of Charlottesville raising its annual funding for this program by \$500,000, in addition to increasing program staffing capacity.
- Constructing a Tiny Home Village as Permanent Supportive Housing
 - Permanent supportive housing (PSH), which combines housing with supportive services, has been shown to produce stable housing outcomes for people experiencing homelessness (Kurtzman, 2020). Given that traditional PSH is often challenging and costly to administer, cities throughout the United States are increasingly considering tiny home villages as a more flexible alternative that may provide similar benefits to PSH (National Academies of Sciences et al., 2018; Scally et al., 2020). Drawing on examples of successful tiny home villages in Bozeman, MT, and Olympia, WA, this alternative would consist of the City of Charlottesville constructing a tiny home village with roughly 20-30 units.
- Adopting a Basic Income Program
 - U.S. localities including Denver, CO and Providence, RI have undertaken experiments in providing unconditional ‘basic incomes’ to people experiencing or at risk of homelessness (City of Providence, n.d.; Westbrook, 2024). Drawing on best practices and approaches pioneered in other localities, this alternative considers a basic income program for Charlottesville’s unhoused population that would distribute \$500 per month over 18 months.

In the following sections, I will evaluate each alternative according to the following criteria:

- **Effectiveness**, which considers the ability of a given alternative to reduce homelessness, with a unit improvement defined as one fewer person being unhoused in the Charlottesville region.¹
- **Cost**, which assesses the projected direct financial costs incurred by the City of Charlottesville and other necessary partner organizations.
- **Political Feasibility**, which evaluates the likelihood of a given alternative successfully being implemented without encountering overwhelming political pushback.
- **Network Feasibility**, which examines the acceptability of alternatives within existing networks of homeless service providers encompassed by Charlottesville’s Continuum of Care (CoC).

Analysis: Evaluating Alternatives

Note: Please see appendix for relevant calculations, organized by section.

Alternative 1: Expanding the Pathways Fund (Eviction Prevention)

Effectiveness

Based on available research, the ability of eviction prevention programs to reduce homelessness can be assessed through their capacity to prevent evictions that would otherwise lead to new entries into homelessness. The City of Charlottesville’s FY25 budget devoted \$1,000,000 to the Pathways eviction prevention fund, and the city’s current proposed budget for FY26 plans to preserve this allocation (Tubbs, 2025). This fund’s performance was most recently assessed in 2024, with data showing that the fund met 681 requests for emergency housing assistance in 2023, distributing a total of \$650,363 (City of Charlottesville, 2024b). In the absence of more recent performance metrics, this data suggests that the cost per fulfilled request is approximately \$1,014 in 2025 dollars (see Appendix, 1). Dividing the present \$1,000,000 allocation by this cost suggests that the city’s current annual spend is sufficient to meet roughly 986 emergency funding requests (see Appendix, 2). Given that these emergency funds are overwhelmingly received by residents with incomes between 0 and 30% of the area median income (AMI), each met request may be reasonably

¹ *Explanation: Charlottesville’s CoC region encompasses the City of Charlottesville and Albemarle County, as well as Greene, Fluvanna, Louisa, and Nelson counties. This analysis draws on CoC-wide data for the Charlottesville region; “Charlottesville” and “the Charlottesville region” are used interchangeably in this analysis (HUD, n.d.-c).*

categorized as a prevented eviction (City of Charlottesville, 2024b). By applying insights from research examining the impact of eviction filings on likelihood of experiencing homelessness, it is possible to estimate how much the current program is reducing homelessness. Scholars employing an instrumental variables (IV) analysis found that experiencing an eviction filing increased the odds of individuals entering emergency shelters by 3.4 percentage points in the first year after the filing (Collinson et al., 2023). In the absence of the Pathways Fund, each funding request might have been an eviction, suggesting that the current program is preventing about 33.5 entries into homelessness per year (see Appendix, 3). Assuming that this level of efficacy would be preserved with increased funding, a larger allocation would equate to further homelessness prevention. I propose that the City of Charlottesville devote an additional \$500,000 in annual funding for the Pathways Fund, which could decrease new entries into homelessness by an additional 17 people per year, yielding **high** program effectiveness (see Appendix, 4).

Cost

The primary costs incurred by the City of Charlottesville and partner organizations such as United Way from pursuing this alternative include direct program funding, and administrative and staffing expenses. I identify costs in terms of the increase in Pathways program funding necessary to yield a 50% increase in program effectiveness. This threshold was chosen to be an ambitious but achievable improvement upon the status quo. To distribute the additional \$500,000 in funding, the Pathways Fund would require more staff, which would create additional expenses. To ensure that all residents at risk of eviction are aware of the increased funding, new communication efforts would be necessary, which would introduce further costs. I propose hiring one communications professional for a one year fixed-term position. This role would involve writing press releases, leveraging earned media opportunities with local news outlets (such as the Daily Progress and Charlottesville Tomorrow) for article placement, and designing marketing materials, such as ads to be displayed on CAT buses. Based on employment data, communications specialists in Virginia earned an average of \$66,431 per year in 2025: in order to attract competitive applicants, I propose a salary of \$65,000 for this fixed-term position (ZipRecruiter, 2025). Currently, the Pathways Fund has a full-time staff of two people, one of whom provides administrative support, and another who works as a program supervisor (City of Charlottesville, 2024b). To effectively distribute the proposed \$500,000 in increased program funding, I recommend hiring one additional

administrative assistant. Based on available government salary data, the average salary for an administrative assistant in the City of Charlottesville is approximately \$51,000, which I propose as a salary for this role (GovSalaries, 2025). Between increased program funding and staffing expenses, the full cost of implementing this alternative would be \$615,978 (see Appendix, 5). Applying this alternative's projected efficacy of preventing 17 entries into homelessness per year, the cost effectiveness of this alternative is anticipated to be \$36,234 per unit improvement, which I categorize as **high** (see Appendix, 6).

Political Feasibility

Allocating the additional funding necessary to significantly expand the Pathways Fund would require budgetary approval from the City Council. The City Council is likely to have approved the FY26 budget by mid-April, 2025, meaning this recommendation is aimed at informing policy decisions for the FY27 budget (O'Hare, 2025). For the past several budgetary cycles, American Rescue Act (ARA) funds have been available to supplement the costs of the Pathways Fund: \$3.3 million of the original \$18 million allocation remains, and must be spent by the end of December 2026 (City of Charlottesville, 2025). It is unclear how much of these remaining ARA dollars will be available to support the Pathways program, meaning the city could face the full unsubsidized costs of future expansions to this program (City of Charlottesville, 2025). If existing funding pools such as the Affordable Housing Fund or the city's roughly \$22 million current surplus prove insufficient or unavailable to cover the costs of this expansion, new taxes would need to be approved in the City Council's FY27 budget (City of Charlottesville, 2025). Records of City Council meetings in recent years show that multiple city residents have offered public comments emphasizing the importance of preserving the Pathways Fund, suggesting fairly strong constituent support for the program (City of Charlottesville, 2023a). There are no publicly available recorded instances of constituents seeking to eliminate or reduce funding to the program, suggesting that there is no organized constituency opposed to program expansion (City of Charlottesville, n.d.-b). To contextualize the proposed \$500,000 allocation within the city's broader spending priorities, the total FY25 general fund budget was \$251,948,630 (City of Charlottesville, 2024d). For reference, one example of a comparable expense within last year's budget was a \$450,000 outside agency expenditure for the Ivy Landfill: whether this allocation and the proposed Pathways expansion offer comparable utility to constituents is not feasible to estimate (City of

Charlottesville, 2024d). If new taxes were necessary to fund the increased program allocation, this alternative could face opposition from both city council members and constituents. One potential means of allaying these concerns would be calculating the total money this program might save taxpayers in the form of reduced entries into homelessness. There is evidence that providing housing and services to people who have entered homelessness is significantly more costly than preventative programs that help stabilize those at risk of homelessness in their existing homes (National Low Income Housing Coalition, 2016). Framing this program expansion as a long-term cost-saving mechanism would be both empirically accurate and politically expedient. Most importantly, this alternative would not require creating an entirely new program, which significantly boosts its political feasibility. Given these considerations, I assess this alternative's political feasibility as **moderate**.

Network Feasibility

Charlottesville's existing eviction prevention program is administered in partnership with United Way. The Pathways Fund is operated by Charlottesville's Department of Human Services, with funds directly distributed by United Way (City of Charlottesville, 2023c). BRACH also plays a role in distributing and managing necessary funding (City of Charlottesville, 2022). BRACH's limited staffing and capacity presents the greatest impediment to effective collaboration between these organizations. The City Manager has raised concerns about BRACH's capacity challenges in the past, describing the organization's staff as 'one and a half people' (Ratliff, 2024a). In response, the City Manager's proposed FY26 budget includes a new \$250,000 city grant to be distributed to BRACH annually (City of Charlottesville, 2025). With this additional funding secured, BRACH will likely be able to hire at least one new staff member, which will increase the organization's ability to enter the kinds of ambitious partnerships necessary for the proposed Pathways Fund expansion. This alternative is also likely to have neutral or beneficial impacts on other key stakeholders within Charlottesville's CoC. By decreasing new entries into homelessness, this intervention would reduce the strain put on service and shelter providers like PACEM and the Salvation Army. The Pathways Fund is technically one of three existing eviction prevention programs in the region, which also include the TJPDC's VERP grant program and the Haven's 'homeless prevention' program (TJPDC, 2024; The Haven, n.d.). Given that these programs both operate at significantly smaller scales, and already functionally coexist with the Pathways Fund,

there is no reason to believe that expanding the Pathways Fund would create tension with these programs (TJPDC, 2024; The Haven, n.d.). The core partnership between the City of Charlottesville, United Way, and BRACH is already strong and functional, and may further improve as new city funding boosts BRACH's capacity. Other stakeholders are anticipated to have neutral or positive reactions to this program expansion. This alternative therefore achieves **high** network feasibility.

Alternative 2: Constructing a Tiny Home Village as Permanent Supportive Housing *Effectiveness*

Numerous causal studies establish PSH as an effective means of reducing homelessness, but the implications of this research for tiny home villages is difficult to directly define, as these specific interventions have not yet been causally evaluated (Raven et al., 2020). Researchers conducting an RCT in Santa Clara County, CA found that PSH helped 86% of chronically homeless participants remain stably housed for several years (Kurtzman, 2020). In another RCT administered by the Urban Institute in Denver, researchers found that 77% of those in the treatment group (PSH participants) remained in stable housing at year three of the study (Batko et al., 2024). The degree to which these success rates might apply to a particular tiny home village would likely vary depending on the quality of housing and services provided, and how closely the village's conditions resemble traditional PSH apartment projects. For this analysis, I will apply the average of the two RCT results described above, and assume that 81.5% of those housed in a tiny home village in Charlottesville would remain stably housed after several years. I draw on successful tiny home projects in two comparable localities to estimate effectiveness for Charlottesville's context. Olympia, WA and Bozeman, MT are fairly similar to Charlottesville in terms of core characteristics.² Olympia's tiny home project, Quixote Village, features 30 tiny home units and was completed in 2013 (The National Coalition of Homeless Veterans, 2020). Bozeman's Housing

² Explanation: Charlottesville's population was 45,863 in 2023 (Census Bureau, 2023b); Olympia's population was 55,583 (Census Bureau, 2023c); Bozeman's population was 55,042 (Census Bureau, 2023a). According to Zillow, the current average rents in Charlottesville, Olympia, and Bozeman are \$2,177, \$1,856, and \$2,500, respectively (Zillow, 2025b; Zillow, 2025c; Zillow, 2025a). I take these basic similarities as evidence that tiny home projects in the three localities can be reasonably compared.

First Village was constructed in 2021 and includes 19 tiny home units (Gold et al., 2021). Applying the averaged efficacy estimate of 81.5% to the tiny home villages in Olympia and Bozeman yields effectiveness ranging from about 15.5 to 24.5 in terms of decreased homelessness, making this alternative **highly** effective (see Appendix, 7).

Cost

If the City of Charlottesville and relevant service provider partners undertook the creation of a tiny home village, they would face upfront planning and construction expenses, as well as ongoing administrative costs. Olympia's Quixote Village and Bozeman's Housing First Village provide helpful benchmarks for potential tiny home village costs. Adjusted for inflation to 2025 dollars, the villages in Olympia and Bozeman cost about \$4.2 (see Appendix, 8) and \$4.5 (see Appendix, 9) million to build, with adjusted annual operating costs of about \$320,000 (see Appendix, 10) and \$103,800 (see Appendix, 11), respectively (State of Washington Department of Commerce, 2018; Gold et al., 2021). I estimate costs for this alternative in terms of a one-time expense consisting of the sum of land, planning, and construction costs, in addition to three years of operating costs. Given that my effectiveness estimates focus on stable housing outcomes several years after initial entry into PSH, I view three years of consecutive village operations as necessary for this alternative to succeed. While upfront costs are estimated in 2025 dollars, ongoing operational expenses would not apply until after residents moved in. Time from initial planning to resident move-in can vary: for Quixote Village, this took about three years (Bittermann, 2015). Assuming three years from project inception to move-in, three years of operational expenses can be projected by applying the current inflation rate (estimated at 2.8%) (Dwyer, 2025). First, operating expenses must be adjusted to 2028 dollars (three years after 2025), then costs can be calculated in terms of inflation over three years of operations: doing so produces a total operating cost range of \$347,858 to \$1,072,394 (see Appendix, 12). In the case of Olympia's Quixote Village, the two-acre plot of land for the development was donated by Thurston County and leased to the Village at a cost of \$1 per year for 41 years (State of Washington Department of Commerce, 2018). In Bozeman, the coalition behind the Housing First Village purchased a 6.5-acre plot for \$1.1 million (the equivalent of about \$1.34 million in 2025 dollars): this cost is already included in the \$4.5 million upfront cost estimate for Bozeman (Gold et al., 2021). I estimate that purchasing a two-acre plot in Charlottesville could cost anywhere from \$1.54 to \$6.4 million, depending on location (see

Appendix, 13). Assuming the City would avoid purchasing a plot in the highest-cost areas of Charlottesville, I project that a two-acre plot could be purchased for about \$1.54 million (see Appendix, 13). Taking the difference between Bozeman’s \$1.34 million plot (already included Bozeman’s \$4.2m total upfront costs) and my Charlottesville estimate (\$1.54 million), I add an additional \$200,000 to the upper-end cost estimate (see Appendix, 14). For my lower-end cost estimate, I imagine a scenario in which land is donated, as was the case in Olympia. My total projected cost range for this alternative, including three years of operating expenses and land acquisition costs, is approximately \$4.55 to \$5.77 million, considering the lowest and highest possible combinations of expenses (see Appendix, 14). Applying the established effectiveness range of 15.5 to 24.5 individual reductions in homelessness, this alternative has a cost range of about **\$185,714 to \$372,258 per unit improvement**, which constitutes **low cost effectiveness** (see Appendix, 15).

Political Feasibility

The considerable upfront costs necessary to finance a tiny home village threatens the political viability of this alternative, particularly given the City Manager’s stated concerns over economic uncertainties stemming from funding changes at the federal level (Information Charlottesville, 2025). However, there is recent political precedent in the city government for large one-time housing-related expenditures. In 2023, the City Council approved a \$5 million expenditure for the Charlottesville Redevelopment and Housing Authority to acquire 74 units of existing affordable housing; an additional \$5 million required for the purchase came from a no-interest loan provided by Riverbend Development, a local development company (Tubbs, 2023). Whether a similar funding arrangement could be reached for a tiny home village is uncertain. Tiny home village projects often require amending city zoning codes and leveraging state and federal funding (in addition to local allocations) (Bittermann, 2015). In cases where tiny home villages are planned near existing communities, dissatisfied constituents or business owners may raise concerns to city council members or bring suit against the city (Bittermann, 2015). This alternative is uniquely politically challenging given that it involves high short-term costs, a development period of up to three years, and subsequent ongoing expenses. Each of these three distinct stages has the potential to introduce new complications that erode the project’s political feasibility. If land within a currently nonresidential parcel is acquired but cannot be efficiently rezoned, project development

would temporarily grind to a halt. If new city council members or officials enter office who do not support the project during the village's early phases, ongoing funding could be imperiled. I assess this alternative's political feasibility as **low**.

Network Feasibility

Past examples of successful tiny home village projects demonstrate the necessity of strong partnerships and stakeholder alignment. Bozeman's village involved collaboration between service providers, community fundraisers, architects, and city officials (Gold et al., 2021). Quixote Village emerged from a partnership between nonprofits, city government, county government, and philanthropic foundations (Bittermann, 2015). Achieving a tiny home village in Charlottesville would require similar multi-sector partnerships. Influential organizations within Charlottesville's CoC might compete for involvement in such a coalition, which presents a risk of alienating any organizations not chosen. Given the ongoing work to develop a large PSH project in Albemarle County, which is likely to conclude in 2026, there is a possibility of stakeholders viewing a tiny home village as redundant or in competition for funding with more traditional PSH projects (McCarthy, 2024). For these reasons, there is a high risk of zero-sum attitudes towards this alternative taking root among stakeholders. I rate this alternative's network feasibility as **low**.

Alternative 3: Adopting a Basic Income Pilot Program

Effectiveness

To evaluate this alternative, I draw on findings from basic income pilot programs administered in Denver, CO, and Providence, RI. Denver's basic income program took the form of a mixed-methods RCT, and distributed three distinct funding amounts to 631 individuals experiencing homelessness in 2022, with group A receiving \$1000/month for 12 months (Westbrook, 2024). Researchers found that 45% of participants entered stable housing 10 months after the program began, though this program did not have a statistically significant impact on homelessness, as 43% of control group members also entered stable housing (Westbrook, 2024). Researchers administering a basic income RCT in Providence selected 110 participants with incomes lower than 200% of the poverty line to receive \$500/month for 18 months (Nichols et al., 2025). This study detected a statistically significant 2.7 percentage point decrease in homelessness within the treatment group 24 months after the program began (Nichols et al., 2025). Translating this result

to my proposed basic income program in Charlottesville is challenging, since I imagine a program that would exclusively distribute funding to people experiencing homelessness (similar to the Denver program). Whereas the baseline homelessness rate in the treatment group in Providence was 3.6%, and fell to 0.9% 24 months after the program began, the homelessness rate for the proposed participant group in Charlottesville would be 100%. Applying the 2.7 percentage point reduction observed in the Providence study, we might anticipate homelessness in our treatment group dropping from 100% to 97.3%. To determine the impact of this reduction, we must estimate the size of the program's participant group by applying eligibility criteria. In Denver's basic income program, participants were selected according to eligibility criteria including not having serious untreated substance abuse or mental health conditions and being over 18 years old: I recommend adopting the same requirements for a Charlottesville program (Denver Basic Income Project, 2022). To estimate the eligible homeless population for the proposed basic income program, I take the three-year average of the overall PIT count, and subtract the combined three-year averages for the number of people who are eighteen and under, severely mentally ill, and experiencing chronic substance abuse (HUD, 2022; HUD, 2023; HUD, 2024b; see Appendix, 16). I estimate the eligible population at about 109 people. Applying the 2.7 percentage point result to a 109-person group with a baseline homelessness rate of 100% yields a roughly three-person reduction in homelessness, or **low** program efficacy (see Appendix, 17).

Cost

I estimate costs for this alternative in terms of direct basic income payments over the proposed program duration, and requisite administrative spending. Providence's basic income program reportedly cost \$1.1 million, between administrative costs and direct payments (Smith, 2021). Given that this program distributed \$500/month to 110 people over 18 months (\$990,000 total), administrative expenses were \$110,000, or 10% of total costs (Smith, 2021). I draw on Providence's model for my proposed payment structure, which would consist of \$500 monthly payments over 18 months. With an eligible population of about 109 people, this group's size is very close to the Providence program's 110-person treatment group. As such, I use the Providence program's total expenses, adjusted to 2025 dollars, as the projected cost for this alternative (encompassing both direct payments and administrative costs) (see Appendix, 18). With a total projected cost of about \$1.34 million and an anticipated three-person reduction in regional

homelessness, this alternative's projected cost effectiveness is roughly \$446,667 per unit improvement, which is **low**.

Political Feasibility

The primary impediment to the political feasibility of adopting a city-led basic income program would likely be budgetary considerations. Though many basic income programs have been funded largely or completely through philanthropy, such private funding sources are not consistently available to localities, meaning Charlottesville might face a greater share of the total program costs than localities have in past efforts (City of Providence, n.d.). This alternative could also draw political pushback from constituents who feel that the city should focus on helping working people who are struggling with the high regional cost of living, rather than just those who are actively unhoused. Particularly fiscally conservative constituents might object to such a program entirely, echoing common claims that basic programs may disincentivize work and present unreasonable costs to taxpayers (Crocker, 2024). Many existing basic income programs have been spearheaded by mayors, to the extent that one of the nation's most influential basic income coalitions is Mayors for a Guaranteed Income (Mayors for a Guaranteed Income, n.d.; Basic Income Lab, 2018). Given Charlottesville's 'weak mayor' government structure, in which the City Council is Charlottesville's primary political decision-making body, a basic income program in Charlottesville is unlikely to emerge as a mayoral initiative (Woods, 2022). For these reasons, I assess this alternative's political feasibility to be **low**.

Network Feasibility

As with previous alternatives, coordination between partner organizations is critical for the success of basic income programs. Basic income researchers have identified five core stakeholder groups typically present in successful basic income teams, which include governments and policymakers, funders, researchers, participant communities, and communications professionals (Basic Income Lab, 2018). Based on the private funding that supported basic income projects in Denver and Providence, philanthropy is often essential for supporting these costly programs (City of Providence, n.d.; The Denver Foundation, 2021). In theory, many configurations for an effective basic income working group could emerge in Charlottesville. UVA could provide the research expertise, the Charlottesville Community Foundation might be a source of philanthropic funds,

and the City of Charlottesville could serve a high-level role coordinating and administering the program. In reality, bringing together the diverse group of stakeholders necessary for program success could involve logistical challenges and delay program implementation. It remains unclear how philanthropic foundations will respond to the ongoing federal defunding of humanitarian nonprofits, which makes it challenging to speculate on the availability of philanthropic funds for this alternative (Daniels, 2025). The City of Charlottesville might also encounter skepticism or hostility from established homeless service providers not involved in the basic income program, who might view such a program as diverting funds away from conventional services. I categorize this alternative's network feasibility as **moderate**.

Outcomes Matrix

Policy Alternative	Effectiveness	Cost Effectiveness	Political Feasibility	Network Feasibility	Overall Assessment
Expanding the Pathways Fund (Eviction Prevention)	<u>High (3)</u> Potential homelessness reduction of 17 people	<u>High (3)</u> Estimated cost: \$36,234 per unit improvement	<u>Moderate (2)</u> Unlikely to encounter overwhelming political pushback	<u>High (3)</u> Supported by stable existing partnerships	11
Constructing Tiny Homes as Permanent Supportive Housing	<u>High (3)</u> Potential homelessness reduction of 15.5 to 24.5 people	<u>Low (1)</u> Estimated cost range: \$185,714 to \$372,258 per unit improvement	<u>Low (1)</u> Likely to encounter significant political barriers	<u>Low (1)</u> Dependent on tenuous / challenging partnerships	6
Adopting a Basic Income Program	<u>Low (1)</u> Potential homelessness reduction of 3 people	<u>Low (1)</u> Estimated cost: \$446,667 per unit improvement	<u>Low (1)</u> Likely to encounter significant political barriers	<u>Moderate (2)</u> Dependent on new but conceivably viable partnerships	5

Recommendation: Expanding the Pathways Fund

Based on this comprehensive assessment, I identify **expanding the Pathways Fund** as the most favorable policy approach for reducing regional homelessness. Though dependent on program overhauls including new staffing and administrative adjustments, this alternative has the highest potential to substantially reduce new entries into homelessness while preserving high cost effectiveness and feasibility. In a time of tremendous political uncertainty, increasing the city's investment in an established program will provide policy makers, constituents, and potential program recipients with a greater degree of stability than pursuing experimental interventions.

Implementation

Successfully expanding the Pathways Fund would involve important tradeoffs and dependencies, particularly in terms of securing funding and political authorization. Novel communication and evaluation strategies are necessary to ensure that this intervention constitutes a transformative change, rather than just an extension of the existing status quo. These strategies will support program implementation and make certain that the increased funding reaches those who need it most, and that this alternative yields the intended reductions in evictions and subsequent homelessness.

The fundamental assumption underlying this intervention are:

- That existing research demonstrating the relationship between evictions and homelessness is generalizable to Charlottesville's particular context
 - If these findings are incompatible with Charlottesville's context, the core mechanism underlying this alternative (decreasing evictions to decrease homelessness) would not apply
- That additional program funding would continue yielding equivalent per-dollar results in terms of reducing evictions and homelessness; in other words, new project funds would not have diminishing marginal returns past a certain funding threshold

The sequence of events necessary to adopt this policy includes:

- The City Manager's Office & the Department of Human Services (which administers the Pathways fund) undertakes additional research to establish accurate cost projections for program expansion;

- Using this research, the City Manager’s Office supports the Department of Human Services in preparing a budget request (City of Charlottesville, 2024a);
- The budget request is submitted in Fall of 2025, and evaluated by the Budget Review Team (City of Charlottesville, 2024a);
- The program expansion is included in the City Manager’s Proposed Budget for FY27, and presented to the City Council in Spring of 2026 (City of Charlottesville, 2024a);
- The necessary program expansion allocation is approved by the City Council, drawing on an appropriate funding source;
- With funding secured, new staff are hired (both within the Department of Human Services and United Way);
- A targeted communications campaign increases awareness of program expansion among low-income and housing-insecure populations;
 - This step draws on established best practices for increasing awareness of the existence of eviction prevention funds (Lowery, 2021). Potential recipients will be informed of the planned program expansion and timeline in advance, to allow adequate time to prepare. Discrete strategies to boost awareness include:
 - Centering residents who cannot find information using conventional communication platforms, such as city websites, due to limited internet access
 - Using a variety of mediums to communicate program existence and eligibility information, including paper flyers, billboards, advertisements on CAT buses, social media content, web pages, and television advertisements
 - Adopting consistent messaging across all relevant city departments and communication sources to minimize confusion about the program³

³ *Explanation: Explanation: one possible area of confusion is the program’s name itself. Some sources refer to the city’s eviction prevention program as the Community Resource Hotline, while others call it the Pathways Fund (City of Charlottesville, n.d.-b.; City of Charlottesville, 2024). In one instance, the two names are combined into ‘the Pathways Community Resource Helpline’ (City of Charlottesville, 2023). The city must adopt consistent naming conventions across all platforms and departments to support program implementation for this alternative.*

- Conducting comprehensive trainings for all relevant staff to align communications priorities and best practices
 - Collaborating with partner organizations (such as nonprofits, service providers, and community resource centers) to further increase program visibility
 - Holding dedicated in-person neighborhood events to inform communities about the program’s existence and eligibility criteria
- The program is administered, helping to reduce evictions, and, by extension, reduce regional homelessness;
- Comprehensive data collection and evaluation strategies are employed to actively assess program success, allowing for real-time adjustments. Drawing on successful data platforms and practices in other localities, this step might involve:
 - Creating an eviction data dashboard to actively monitor regional trends
 - Chicago’s Law Center for Better Housing publishes a simple dashboard with averaged annual filings, trends by community area, and the percent of eviction filings that resulted in eviction orders, or forcible removals (Law Center for Better Housing, n.d.); *please see ‘Additional Context’ section F in the appendix for more information.*
 - Designing a regional homelessness data platform, drawing on San Francisco’s exemplary Homelessness Trends Dashboard (City of San Francisco, n.d.)
 - San Francisco’s platform allows users to easily view annual entries into and exits from homelessness within the city, providing an immediate sense of how effectively city policies are functioning to reduce homelessness

The most salient risks to this process are lack of political will, direct political opposition, and insufficient funding. Without political will, the intervention will not appear as a budget request, which is a precondition for every subsequent step. Concerted political support will be necessary throughout the sequence, which depends upon the City Manager’s Office, the Department of Human Services, the City Council, and partner organizations such as United Way and BRACH. If this alternative faces overwhelming political opposition in the City Council, it will not be approved, funded, and implemented. This alternative fundamentally depends on the availability of

sufficient funding. Potential funding sources for this program include the Charlottesville Affordable Housing Fund, which may be used for efforts to reduce housing loss, or the city's \$22.4 million surplus from 2024 (City of Charlottesville, n.d.-a). In response to current federal funding uncertainty, City Manager Sanders has recommended using the city's current surplus to either stave off potential cuts to existing programs, or to establish a contingency fund (Information Charlottesville, 2025). The City of Charlottesville must maintain a balanced budget with expenditures covered by existing revenues, so if existing funds cannot be utilized, new taxes would likely be needed (City of Charlottesville, 2024a). Achieving successful program implementation would require a strong, diverse, and devoted political coalition, as well as an adequate existing funding source or the political will necessary to impose new taxes. Ensuring program success depends upon a sophisticated and coordinated communications campaign and data evaluation strategy.

Conclusion

Rising homelessness is among the most complex and pressing challenges facing the Charlottesville area. As Charlottesville confronts sustained population growth, a rising cost of living, and a changing regional identity, it is essential that the area's most vulnerable residents are not left behind. This comprehensive policy analysis aims to provide the City Manager's Office with the context and strategies necessary to reduce regional homelessness. While evidence-based policies are critical to this mission, so too is a recognition of the fundamental dignity and rights of people experiencing or at risk of homelessness. People who are currently unhoused or facing housing instability are part of the Charlottesville community, and deserve to be included in the policy decisions that influence their daily lives. Through compassionate, evidence-based, and effective policy-making, the Charlottesville region can become a more welcoming and supportive community for all residents, particularly people with the most acute needs.

References

- Basic Income Lab. (2018). *Basic Income in Cities: A guide to city experiments and pilot projects*.
<https://basicincome.stanford.edu/uploads/basic-income-in-cities-toolkit-final-58-.pdf>
- Batko, S., Gillespie, S., & Fallon, K. (2024, February 14). *Housing First Is Still the Best Approach to Ending Homelessness* | *Housing Matters*. The Urban Institute.
<https://housingmatters.urban.org/feature/housing-first-still-best-approach-ending-homelessness>.
- Blue Ridge Area Coalition for the Homeless. (2022, May 23). *PIT Count*.
<https://blueridgehomeless.org/pit-count/>.
- Blue Ridge Area Coalition for the Homeless. (2024). *Who We Are*.
<https://blueridgehomeless.org/who-we-are/>.
- Bittermann, J. (2015). *A low-cost, sustainable community of tiny houses developed for—And, in Part, by—People who were homeless*. Bruner Foundation.
<https://www.rudybruneraward.org/wp-content/uploads/2015/01/04-Quixote-Village.pdf>
- Charlottesville Department of Human Services, UVA Equity Center. (2023, June). *Stepping Stones: A Report on Community Well-Being of Children and Families in the Charlottesville/Albemarle Area*. <https://virginiaequitycenter.github.io/cville-equity-atlas/pages/reports/report-pdfs/stepping-stones-report-2023.pdf>.
- Chesley, R. (2024, August 16). *Locking up homeless people is a callous response to long-running problem*. Virginia Mercury.
<https://virginiamercury.com/2024/08/16/locking-up-homeless-people-is-a-callous-response-to-long-running-problem/>.
- City of Charlottesville. (2023a, February 2). *Budget Development Work Session*.
https://weblink.charlottesville.org/Public/0/edoc/800732/MINS_20230202Feb02_Budget%20Development-APPROVED.pdf
- City of Charlottesville. (2024a). *Budget Process & Calendar*.
<https://stories.opengov.com/charlottesvilleva/published/NXK3Ek9eF>
- City of Charlottesville. (2024b, March 21). *Budget Work Session: FY25 Community Budget Forum*. <https://www.charlottesville.gov/DocumentCenter/View/11577/Work-Session-Presentation---March-21-2024---Community-Budget-Forum-PDF>
- City of Charlottesville. (2021). *Charlottesville Affordable Housing Plan*.

- <https://drive.google.com/file/d/1GVLEMIYLM4nrNcfDAeHSlooJvzwqDco2/view>.
- City of Charlottesville. (n.d.-a). *Charlottesville Affordable Housing Fund Grants*. Retrieved February 20, 2025, from <https://charlottesville.org/1837/Charlottesville-Affordable-Housing-Fund->
- City of Charlottesville. (n.d.-b). *Charlottesville City Council Minutes—Laserfiche WebLink*. Retrieved March 27, 2025, from <https://weblink.charlottesville.org/Public/Browse.aspx?startid=17097&row=1&dbid=0>
- City of Charlottesville. (2025, March 4). *City of Charlottesville Operating & Capital Improvement Budget: Proposed Fiscal Year 2025/2026*. <https://www.charlottesville.gov/DocumentCenter/View/13485/FY2026-City-Managers-Proposed-Budget-PDF>
- City of Charlottesville (2024c, April 15). *City of Charlottesville Operating & Capital Improvement Budget: Adopted Fiscal Year 2024/2025*. <https://www.charlottesville.gov/DocumentCenter/View/12193/City-of-Charlottesville-VA-FY-2025-Adopted-Budget?bidId=>
- City of Charlottesville. (n.d.-c). *CITY MANAGER | Charlottesville, VA*. Retrieved December 9, 2024, from <https://www.charlottesville.gov/662/City-Management>.
- City of Charlottesville. (2023b, April 12). *City Residents Eligible for Remaining Pathways Funding*. <https://www.charlottesville.gov/CivicAlerts.aspx?AID=1373&ARC=2538>
- City of Charlottesville. (n.d.-d). *Community Resource Hotline | Charlottesville, VA*. Retrieved February 20, 2025, from <https://www.charlottesville.gov/1099/Community-Resource-Hotline>.
- City of Charlottesville. (2024c, April 3). *City of Charlottesville to Adopt FY25 Budget on April 15th*. <https://www.charlottesville.gov/CivicAlerts.aspx?AID=1764>
- City of Charlottesville. (2020, June 1). *City Council Agenda*. Charlottesville City Council. <https://weblink.charlottesville.org/Public/0/edoc/796082/20200601Jun01.pdf>
- City of Charlottesville. (2022, September 19). *City Council Agenda*. Charlottesville City Council. https://weblink.charlottesville.org/Public/0/edoc/800914/AGENDA_20220919Sep19.pdf
- City of Charlottesville. (2023c, March 6). *City Council Agenda*. Charlottesville City Council. <https://weblink.charlottesville.org/Public/ElectronicFile.aspx?docid=801227&dbid=0>

- City of Charlottesville. (2024d). *Fiscal Year 2025 Budget in Brief*.
<https://www.charlottesville.gov/DocumentCenter/View/12194/FY25-Budget-in-Brief-PDF?bidId=>
- City of Providence. (n.d.). *Mayors for a Guaranteed Income*. Retrieved February 20, 2025, from
<https://www.providenceri.gov/mgi/>.
- City of San Francisco. (n.d.). *Homelessness Trends Dashboard: Inflow and Outflow Analysis*. Retrieved March 27, 2025, from <https://www.sf.gov/homelessness-trends-dashboard-inflow-and-outflow-analysis>
- Colburn, G., & Aldern, C. P. (2022). *Homelessness is a housing problem: how structural factors explain U.S. patterns*. Oakland, California, University of California Press.
- Collinson, R., Humphries, J. E., Mader, N., Reed, D., Tannenbaum, D., & van Dijk, W. (2023, July). *Eviction and Poverty in American Cities*. U.S. Census Bureau - Center for Economic Studies. <https://www2.census.gov/library/working-papers/2023/adrm/ces/CES-WP-23-37.pdf>.
- Crocker, L. (2024, February 13). *Why States Should Ban Universal Basic Income Schemes*. The Foundation for Government Accountability. <https://thefga.org/research/why-states-should-ban-universal-basic-income-schemes/>
- Cville Plans Together. (2024). *Charlottesville Zoning Rewrite*.
<https://cvilleplanstogether.com/zoning-plan/>.
- Cville Plans Together. (2022). *Zoning 101: What is Zoning?*
https://drive.google.com/file/u/1/d/1WLzCQyzvig2WbkWfySkr193IMkTQQU4Q/view?usp=embed_facebook.
- Daniels, A. (2025, March 25). *In a Time of Nonprofit Defunding, Will Foundations Put More Money on the Line?* The Chronicle of Philanthropy.
<https://www.philanthropy.com/article/in-a-time-of-nonprofit-defunding-will-foundations-put-more-money-on-the-line>
- Denver Basic Income Project. (2022, October 14). *Denver Basic Income Project Research Methods*.
https://static1.squarespace.com/static/64f507a995b636019ef8853a/t/6511e533a92d736d75e5288f1695671603558/DBIP%2BRsearch%2BMethods_public.pdf
- The Denver Foundation. (2021, July 19). *Community-Led Solutions: The Denver Basic Income*

- Project.* <https://denverfoundation.org/2021/07/community-led-solutions-the-denver-basic-income-project/>
- Dewald, A., Einstein, K., & Willison, C. (2023). Policing and the Punitive Politics of Local Homelessness Policy. Boston University Initiative on Cities.
<https://community.solutions/wp-content/uploads/2023/05/Policing-and-Punitive-Politics-of-Local-Homelessness-Policy-Brief.pdf>.
- Dwyer, C. (2025, March 20). *March 2025 Fed Meeting: Interest Rates Kept Steady, Slower Economic Growth Projected*. J.P. Morgan.
<https://www.jpmorgan.com/insights/outlook/economic-outlook/fed-meeting-march-2025>
- Federal Reserve Bank of St. Louis. (2024, March 14). Resident Population in Charlottesville city, VA. <https://fred.stlouisfed.org/series/VACHAR0POP>.
- Freemark, Y., Scally, C. (2023, July 11). *LIHTC Provides Much-Needed Affordable Housing, But Not Enough to Address Today's Market Demands*. The Urban Institute.
<https://www.urban.org/urban-wire/lihtc-provides-much-needed-affordable-housing-not-enough-address-todays-market-demands>.
- Frost, R. (2024, February 12). *Record Homelessness Amid Ongoing Affordability Crisis*. Harvard Joint Center for Housing Studies. <https://www.jchs.harvard.edu/blog/record-homelessness-amid-ongoing-affordability-crisis>.
- Greene, S., Richardson, T., Bryon, J., & Cho, R. (2023). *Rise in homelessness averted amidst worsening housing needs in 2021. What does this tell us about how to end homelessness in the U.S.?* U.S. Department of Housing and Urban Development Office of Policy Development and Research. <https://www.huduser.gov/portal/pdredge/pdr-edge-frm-asst-sec-082223.html>.
- Gold, A., Salerno, C., & Scally, C. P. (2021). *Building and Launching Tiny Homes as Permanent Supportive Housing: Outcomes Study for Housing First Village in Bozeman, Montana*. Urban Institute. <https://www.urban.org/research/publication/building-and-launching-tiny-homes-permanent-supportive-housing>.
- GovSalaries. (2025). City of Charlottesville administrative assistant salary.
<https://govsalaries.com/salaries/VA/city-of-charlottesville/j/administrative-assistant>
- The Haven. (n.d.). *Homeless Prevention*. Retrieved December 9, 2024, from
<https://www.thehaven.org/prevention>.

- Hemphill, E. (2024a, August 11). "People are afraid": Charlottesville businesses call on city to round up homeless. The Daily Progress.
https://dailyprogress.com/news/local/business/people-are-afraid-charlottesville-businesses-call-on-city-to-round-up-homeless/article_401e266e-55bc-11ef-83a6-a7ff6d61d011.html.
- Horowitz, A., Hatchett, C., & Staveski, A. (2023, August 22). *How Housing Costs Drive Levels of Homelessness*. Pew. <https://pew.org/3E021FX>.
- Information Charlottesville. (2025, February 21). *Charlottesville City Council briefed on an uncertain economic future as Sanders says he's in no hurry to appropriate FY24 surplus*.
<https://infocville.com/2025/02/21/charlottesville-city-council-briefed-on-an-uncertain-economic-future-as-sanders-says-hes-in-no-hurry-to-appropriate-fy24-surplus/>
- Kurtzman, L. (2020, September 17). *Study Finds Permanent Supportive Housing is Effective for Highest Risk Chronically Homeless People*. UC San Francisco.
<https://www.ucsf.edu/news/2020/09/418546/study-finds-permanent-supportive-housing-effective-highest-risk-chronically>.
- Law Center for Better Housing. (n.d.). *Chicago Evictions: Explore the Data*. Retrieved March 27, 2025, from <https://eviction.lcbh.org/data>
- Legal Services Corporation. (2024). *Trends in Eviction Filings: Charlottesville City*. Civil Court Data Initiative. <https://civilcourtdata.lsc.gov/data/eviction/virginia/charlottesville-city/>.
- Mayors for a Guaranteed Income. (n.d.). Retrieved February 20, 2025, from <https://www.mayorsforagi.org/>
- Love, H., & Hadden Loh, T. (2023, December 7). *Homelessness in US cities and downtowns*. Brookings. <https://www.brookings.edu/articles/homelessness-in-us-cities-and-downtowns/>.
- Lowery, Lauren. (2021, July 29). *Communications and Outreach Strategies to Bring Awareness to Residents about Eviction Prevention Programs*. National League of Cities.
<https://www.nlc.org/article/2021/07/29/communications-and-outreach-strategies-to-bring-awareness-to-residents-about-eviction-prevention-programs/>
- McCarthy, Kate. (2024, November 14). *SupportWorks breaks ground on Vista 29*. SupportWorks Housing. <https://supportworkshousing.org/news/2024/11/supportworks-breaks-ground-on-vista-29/>

- McConnaughey, M. (2024). *Breaking Cycles of Homelessness: Achieving Stability*. HPRI.
https://hpri.usc.edu/homeless_research/breaking-cycles-of-homelessness-achieving-stability/.
- National Academies of Sciences, E., Division, H. and M., Practice, B. on P. H. and P. H., Affairs, P. and G., Program, S. and T. for S., & Individuals, C. on an E. of P. S. H. P. for H. (2018). *Program and Policy Barriers to Permanent Supportive Housing. In Permanent Supportive Housing: Evaluating the Evidence for Improving Health Outcomes Among People Experiencing Chronic Homelessness*. National Academies Press (US). <https://www.ncbi.nlm.nih.gov/books/NBK519603/>.
- The National Alliance to End Homelessness. (2010). *What is a Continuum of Care?*
<https://endhomelessness.org/resource/what-is-a-continuum-of-care/>.
- National Law Center on Homelessness & Poverty. (2017). *DON'T COUNT ON IT: How the HUD Point-in-Time Count Underestimates the Homelessness Crisis in America*.
<https://homelesslaw.org/wp-content/uploads/2018/10/HUD-PIT-report2017.pdf>.
- National Low Income Housing Coalition. (2016, September 26). *Homelessness Prevention Programs Improve Outcomes and Save Money*. <https://nlihc.org/resource/homelessness-prevention-programs-improve-outcomes-and-save-money>
- The National Coalition of Homeless Veterans. (2020). *Tiny Homes Guide: A Detailed Explanation of Tiny Home Features and Characteristics*. Retrieved February 20, 2025, from <https://nchv.org/wp-content/uploads/2021/08/TUESDAY-2.pdf>
- Nichols, B., Patel, H., Halder, J., Castro, A., Tandon, N., & West, S. (January 2025). *The American Guaranteed Income Studies: Providence, Rhode Island*. University of Pennsylvania Center for Guaranteed Income Research.
<https://static1.squarespace.com/static/5fdc101bc3cfda2dcf0a2244/t/6798ee8772323c1fef611753/1738075785360/SP2+CGIR+Providence+Report+FINAL.pdf>
- O'Hare, E. (2024a, December 17). *Charlottesville City Council gives \$3 million for The Salvation Army's Ridge Street shelter expansion, waits to decide on funding low-barrier shelter on Cherry Avenue*. Charlottesville Tomorrow.
<http://www.cvilletomorrow.org/charlottesville-city-council-gives-3-million-for-the-salvation-armys-ridge-street-shelter-expansion-waits-to-decide-on-funding-low-barrier-shelter-on-cherry-avenue/>

- O'Hare, E. (2025, March 10). *Charlottesville releases proposed budget, city staff assessing potential impact of federal funding disruptions*. Charlottesville Tomorrow. <http://www.cvilletomorrow.org/charlottesville-releases-proposed-budget-city-staff-assessing-potential-impact-of-federal-funding-disruptions/>
- O'Hare, E. (2024b, June 21). *Local agencies shock Charlottesville City Council members with latest data on the number of folks experiencing homelessness*. Charlottesville Tomorrow. <http://www.cvilletomorrow.org/local-agencies-shock-city-council-members-with-latest-data-on-the-number-of-folks-experiencing-homelessness/>.
- O'Hare, E. (2024c, November 20). *A year after Charlottesville City Manager's 'homeless intervention strategy,' a bold plan to assist area's growing unhoused population unfolds*. Charlottesville Tomorrow. <http://www.cvilletomorrow.org/a-year-after-charlottesville-city-managers-homeless-intervention-strategy-a-bold-plan-to-assist-areas-growing-unhoused-population-unfolds/>.
- Padgett, D. K. (2020). *Homelessness, housing instability and mental health: Making the connections*. BJPsych Bulletin, 44(5), 197–201. <https://doi.org/10.1192/bjb.2020.49>.
- Parker, W. (2024, August 26). *Why Philadelphia Is Bucking a Nationwide Surge in Evictions*. The Wall Street Journal. <https://www.wsj.com/real-estate/why-philadelphia-is-bucking-a-nationwide-surge-in-evictions-25df7ba7>.
- People and Congregations Engaged in Ministry (PACEM). (n.d.). *Services – PACEM*. Retrieved December 9, 2024, from <https://pacemshelter.org/services/>.
- Phillips, D. C., & Sullivan, J. X. (2023). *Do Homelessness Prevention Programs Prevent Homelessness? Evidence from a Randomized Controlled Trial*. The Review of Economics and Statistics, 1–30. https://doi.org/10.1162/rest_a_01344.
- Powell, A. (2024, January 24). *Why it's so hard to end homelessness in America*. Harvard Gazette. <https://news.harvard.edu/gazette/story/2024/01/why-its-so-hard-to-end-homelessness-in-america/>.
- Ratliff, C. (2024a, November 6). *City Council mulls proposals to support unhoused people*. C-VILLE Weekly. <https://www.c-ville.com/city-council-mulls-proposals-to-support-unhoused-people>.
- Raven, M. C., Niedzwiecki, M. J., & Kushel, M. (2020). *A randomized trial of permanent*

- supportive housing for chronically homeless persons with high use of publicly funded services*. Health Services Research, 55(S2), 797–806. <https://doi.org/10.1111/1475-6773.13553>.
- Smith, B. (2021, July 13). Mayor Elorza Launches Providence Guaranteed Income Pilot. City of Providence. <https://www.providenceri.gov/mayor-elorza-launches-providence-guaranteed-income-pilot/>
- Scally, C. P., Gold, A., Oliver, W., & Salerno, C. (2020). *Implementing Tiny Homes as Permanent Supportive Housing*. Urban Institute. <https://www.urban.org/research/publication/implementing-tiny-homes-permanent-supportive-housing>.
- State of Washington Department of Commerce. (2018, December 10). *Quixote Village: From Tent City to Tiny Home Village (Five-Year Report to the Washington State Legislature)*. Retrieved February 20, 2025, from <https://www.commerce.wa.gov/wp-content/uploads/2019/04/Commerce-Quixote-Village-5-Year-Report.pdf>
- Thomas Jefferson Planning District Commission. (2019). Comprehensive Regional Housing Study and Needs Assessment. <https://tjpd.org/wp-content/uploads/2020/05/CVRHP-Housing-Needs-Assessment-Packet-web.pdf>.
- Thomas Jefferson Planning District Commission. (2024). *2024 Virginia Eviction Reduction Pilot (VERP) Awarded*. <https://tjpd.org/newsbrief/2024-virginia-eviction-reduction-pilot-verp-awarded/>.
- Treglia, D., Byrne, T., & Tamla Rai, V. (2023, March 31). *Quantifying the Impact of Evictions and Eviction Filings on Homelessness Rates in the United States*. Housing Policy Debate, 0(0), 1–12. <https://doi.org/10.1080/10511482.2023.2186749>.
- Tubbs, S. (2023, June 15). *Preserving affordability*. C-VILLE Weekly. <https://c-ville.com/preserving-affordability/>
- Tubbs, S. (2025, March 10). Sanders presents City Council with FY26 budget based on no new taxes. Information Charlottesville. <https://infocville.com/2025/03/10/sanders-presents-city-council-with-fy26-budget-based-on-no-new-taxes/>
- U.S. Bureau of Labor Statistics (BLS). (n.d.) CPI Inflation Calculator. https://www.bls.gov/data/inflation_calculator.htm

- U.S. Census Bureau. (2023a). *American Community Survey 5-year estimates*. Retrieved from Census Reporter Profile page for Bozeman, MT.
<http://censusreporter.org/profiles/16000US5114968-charlottesville-va/>
- U.S. Census Bureau (2023b). *American Community Survey 5-year estimates*. Retrieved from Census Reporter Profile page for Charlottesville, VA.
<http://censusreporter.org/profiles/16000US5114968-charlottesville-va/>
- U.S. Census Bureau. (2023c). *American Community Survey 5-year estimates*. Retrieved from Census Reporter Profile page for Olympia, WA.
<http://censusreporter.org/profiles/16000US5351300-olympia-wa/>
- U.S. Census Bureau. (2023d). B25140: *Housing Costs as a Percentage of Household Income in the Past 12 Months*. Retrieved March 10, 2025, from
<https://data.census.gov/table/ACS5Y2023.B25140?q=B25140:+Housing+Costs+as+a+Percentage+of+Household+Income+in+the+Past+12+Months&g=050XX00US51540>
- U.S. Census Bureau. (2023e). B25064: *MEDIAN GROSS RENT (DOLLARS)*—*Census Bureau Table*.
[https://data.census.gov/table/ACS5Y2012.B25064?q=B25064:%20Median%20Gross%20Rent%20\(Dollars\)&g=050XX00US51540](https://data.census.gov/table/ACS5Y2012.B25064?q=B25064:%20Median%20Gross%20Rent%20(Dollars)&g=050XX00US51540).
- U.S. Department of Housing and Urban Development (HUD). (2024a, December). *2024 AHAR: Part 1—PIT Estimates of Homelessness in the U.S.*
<https://www.huduser.gov/portal/sites/default/files/pdf/2024-AHAR-Part-1.pdf>.
- U.S. Department of Housing and Urban Development (HUD) (n.d.-a). *Continuum of Care Program*. Retrieved February 20, 2025, from
https://www.hud.gov/program_offices/comm_planning/coc
- U.S. Department of Housing and Urban Development (HUD) Exchange. (n.d.-b). *CoC Homeless Populations and Subpopulations Reports: Charlottesville PIT Counts (2022-2024)*. Retrieved February 20, 2025, from <https://www.hudexchange.info/programs/coc/coc-homeless-populations-and-subpopulations-reports/>
- U.S. Department of Housing and Urban Development (HUD). (2024b, January 24). *HUD 2024 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations*.

https://files.hudexchange.info/reports/published/CoC_PopSub_CoC_VA-504-2024_VA_2024.pdf

U.S. Department of Housing and Urban Development (HUD). (2023, January 25). *HUD 2023 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations*.

https://files.hudexchange.info/reports/published/CoC_PopSub_CoC_VA-504-2023_VA_2023.pdf

U.S. Department of Housing and Urban Development (HUD). (2022, January 26). *HUD 2022 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations*.

https://files.hudexchange.info/reports/published/CoC_PopSub_CoC_VA-504-2022_VA_2022.pdf

U.S. Department of Housing and Urban Development (HUD). (n.d.-c). VA-504—Charlottesville CoC. Retrieved December 9, 2024, from <https://www.hudexchange.info/grantees/va-504>.

UVA Equity Center. (n.d.). *Virginia Evictors Catalog*. Retrieved March 27, 2025, from <https://virginiaequitycenter.shinyapps.io/va-evictors-catalog/>

Westbrook, M. (2024, June). *Year One Qualitative Evaluation Report*. Denver Basic Income Project.

https://static1.squarespace.com/static/64f507a995b636019ef8853a/t/6671a15eec7a812de108e7c/1718722914185/FINAL_DBIP+Year+One+Quantitative+Research+Report.pdf.

Woods, Charlotte Rene. (2022, January 14). *Charlottesville has a new mayor — but remember, the mayor's not the one in charge here*. Charlottesville Tomorrow.

<https://www.cvilletomorrow.org/charlottesville-has-a-new-mayor-but-remember-the-mayors-not-the-one-in-charge-here/>

Zillow. (2025a). *Bozeman, MT rental market*.

<https://www.zillow.com/rental-manager/market-trends/bozeman-mt/>

Zillow. (2025b). *Charlottesville, VA rental market*.

<https://www.zillow.com/rental-manager/market-trends/charlottesville-va/>

Zillow. (2025c). *Olympia, WA rental market*.

<https://www.zillow.com/rental-manager/market-trends/olympia-wa/>

Zillow. (2025d, February 26). *538 Cleveland Ave LOT 46, Charlottesville, VA 22903 | MLS*

#659623. https://www.zillow.com/homedetails/538-Cleveland-Ave-LOT-46-Charlottesville-VA-22903/443604547_zpid/

Zillow. (2024, July 12). *611 & 604 Booker St, Charlottesville, VA 22903* | MLS #643151.

https://www.zillow.com/homedetails/611-604-Booker-St-Charlottesville-VA-22903/2056829485_zpid/

ZipRecruiter. (2025, March). Salary: Communications Specialist in Virginia (Mar, 2025).

ZipRecruiter. <https://www.ziprecruiter.com/Salaries/Communications-Specialist-Salary--in-Virginia>

Zook, D. (2025, March 5). *No New Taxes in Charlottesville's FY 2026 Budget*. Cville Right

Now. <https://cvillerightnow.com/news/208802-no-new-taxes-in-charlottesvilles-fy-2026-budget>

Appendix

Alternative 1: Expanding the Pathways Fund (Eviction Prevention)

Effectiveness Calculations

1. Calculations:
 - a. $\$650,386$ to 2025 dollars using BLS calculator = $\$690,582.16$;
 $(\$690,582.16 / 681) = \1014.07 (U.S. BLS, n.d.)
2. Calculation:
 - a. $(\$1,000,000 / \$1,014) = 986.19$ fulfilled requests annual at current program spend
3. Calculation:
 - a. $(0.034 \times 986 \text{ fulfilled requests}) \sim 33.5$ fewer entries into homelessness, annually, as a result of current program spend
4. Calculations:
 - a. $(\$500,000 / \$1,014) = 493.1$ additional fulfilled requests from new funding; $(493.1 \times 0.034) = 16.77$ additional reductions in homelessness from new spend

Cost Calculations

5. Calculation:
 - a. $(\$65,000 + \$50,978 + \$500,000) = \$615,978$
6. Calculation:
 - a. $(\$615,978 / 17 \text{ reductions in homelessness}) = \$36,234$ per reduction in homelessness

Alternative 2: Constructing a Tiny Home Village as Permanent Supportive Housing

Effectiveness Calculations

7. Calculations:
 - a. $(0.815 \times 19 \text{ units}) \sim 15.5$ stable housing outcomes

- b. $(0.815 \times 30 \text{ units}) \sim 24.5$ stable housing outcomes

Cost Calculations

8. Calculation:

- a. Adjusting \$3.05m (Olympia village initial cost) from 2013 to 2025 dollars using BLS calculator yields approximately \$4.2m (U.S. BLS, n.d.)

9. Calculation:

- a. Adjusting \$3.75m (Bozeman village initial cost) from 2021 to 2025 dollars using BLS calculator yields approximately \$4.5m (U.S. BLS, n.d.)

10. Calculation:

- a. Adjusting \$250,000 (Olympia village annual operating costs) from 2018 to 2025 dollars using BLS calculator yields approximately \$320,000 (U.S. BLS, n.d.)

11. Calculation:

- a. Adjusting \$85,500 (Bozeman village annual operating costs) from 2021 to 2025 dollars using BLS calculator yields approximately \$103,800 (U.S. BLS, n.d.)

12. Calculations:

- a. *Using formula $\text{Future Value} = \text{Present Value} * (1 + \text{inflation rate})^{(\text{Years})}$*
- b. Adjusting \$103,800 to 2028 dollars: $(\$103,800 * (1.028^3)) \sim \$112,766$; 2029 dollars: $\sim \$115,923$; 2030 dollars: $\sim \$119,169$
- c. Summing low-end operating costs (2028-2030): $(\$112,766 + \$115,923 + \$119,169) = \$347,858$
- d. Adjusting \$320,000 to 2028 dollars: $(\$320,000 * (1.028^3)) \sim \$347,640$; 2029 dollars: $\sim \$357,374$; 2030 dollars: $\sim \$367,380$
- e. Summing high-end operating costs (2028-2030): $(\$347,640 + \$357,374 + \$367,380) = \$1,072,394$

13. Calculations & explanations:

- a. The cost of land in the Charlottesville region varies considerably based on precise location: for example, current Zillow listings for plots in Charlottesville include a 0.28 acre plot across from the Dairy Market for

\$895,000, and a 0.26 acre plot in the Fry's Spring area for \$199,000 (Zillow, 2024; Zillow, 2025d).

- b. $(895,000 / 0.28) \sim \$3.2$ million per acre
- c. $(\$199,000 / 0.26) \sim \$770,000$ per acre
- d. $(\$3.2\text{m} \times 2) = \6.4m for 2 acres
- e. $(\$770,000 \times 2) = \1.54 million for 2 acres
- f. While constructing a tiny home village further from Downtown would lower land prices, it would come with trade offs including distance from crucial resources like public transit, healthcare facilities, and employment opportunities.

14. Calculations:

- a. Highest possible cost: $\$4.5\text{m} + \$200,000$ (land) + $\$1.07\text{m} \sim \5.77m
- b. Lowest possible cost: $\$4.2\text{m} + \$347,858 \sim \$4.55\text{m}$

15. Calculations:

- a. Highest possible cost: $\$5.7\text{m} / 15.5$ people $\sim \$367,742$ per unit improvement
- b. Lowest possible cost: $\$4.5\text{m} / 24.5$ people $\sim \$183,674$ per unit improvement

Alternative 3: Adopting a Basic Income Pilot Program

Effectiveness Calculations

16. Calculations:

- a. Total 3-year PIT count average (2022-2024): $(266 + 191 + 125) / 3 = 194$
- b. Total 3-year under 18 average (2022-2024): $(20 + 12 + 7) / 3 = 13$
- c. Total 3-year severely mentally ill average (2022-2024): $(60 + 47 + 16) / 3 = 41$
- d. Total 3-year chronic substance abuse average (2022-2024): $(41 + 40 + 13) / 3 \sim 31$
- e. Calculating eligible population: $194 - (13 + 41 + 31) = 109$

17. Calculation:

- a. $(100 - 2.7) = 97.3$
- b. $(0.973 \times 109) \sim 106$ (remaining homelessness after intervention)
- c. 109 (eligible population) - $106 = 3$ (reduction in homelessness after intervention)

Cost Calculations

- 18. Adjusting \$1.1m (Providence program costs) from 2021 to 2025 dollars using BLS calculator yields approximately \$1.34m (U.S. BLS, n.d.)

Additional Context

A. FY26 Budget: Shelter Allocations

Charlottesville has long lacked a low-barrier overnight shelter that is open year-round. This persistent gap in service has been a policy focus for the City Manager's Office since 2026 budget deliberations began in late 2024 (O'Hare, 2024a). High-barrier shelters, like the Salvation Army's single existing Charlottesville shelter, are not available to people actively using alcohol or drugs, or to those who have certain criminal convictions (O'Hare, 2024a). In December of 2024, Charlottesville's City Council allocated \$3 million in funding from the city's unused American Rescue Act (ARA) dollars to expand this high-barrier shelter, deciding to determine low-barrier shelter investments in the 2026 budget (O'Hare, 2024a). This allocation occurred outside the 2026 budget deliberations, as the remaining ARA funding needed to be spent by December 31, 2024, per federal requirements (City of Charlottesville, 2025). The City Manager's proposed 2026 budget recommends that the city provide \$250,000 in annual funding from 2027-2030 to aid the Salvation Army in converting its existing thrift store on Cherry Avenue into a low-barrier shelter (City of Charlottesville, 2025).

B. Housing Inventory Count (HIC)

HUD requires that BRACH conduct an annual housing inventory count (HIC), which gathers data on the amount of housing and shelter beds available regionally, providing critical context related to service capacity (HUD, 2023b). From 2022 to 2023, Charlottesville's stock of available emergency shelter beds fell from 243 to 165 (HUD, 2022a). Though this statistic

appears outwardly concerning, shelter capacity changes must be understood within the context of broader policy shifts. During COVID, the Charlottesville area temporarily had an additional low-barrier shelter at a site that had previously been a motel: this shelter was closed to prepare for the building's forthcoming redevelopment into a permanent supportive housing project called Vista 29 (O'Hare, 2024c). The reduction in emergency shelter beds may reflect this particular project, or other local policy changes. Regardless, this example demonstrates the necessity of understanding local data on homelessness within the broader housing policy environment, which is in constant flux.

C. Homelessness 'Cycling'

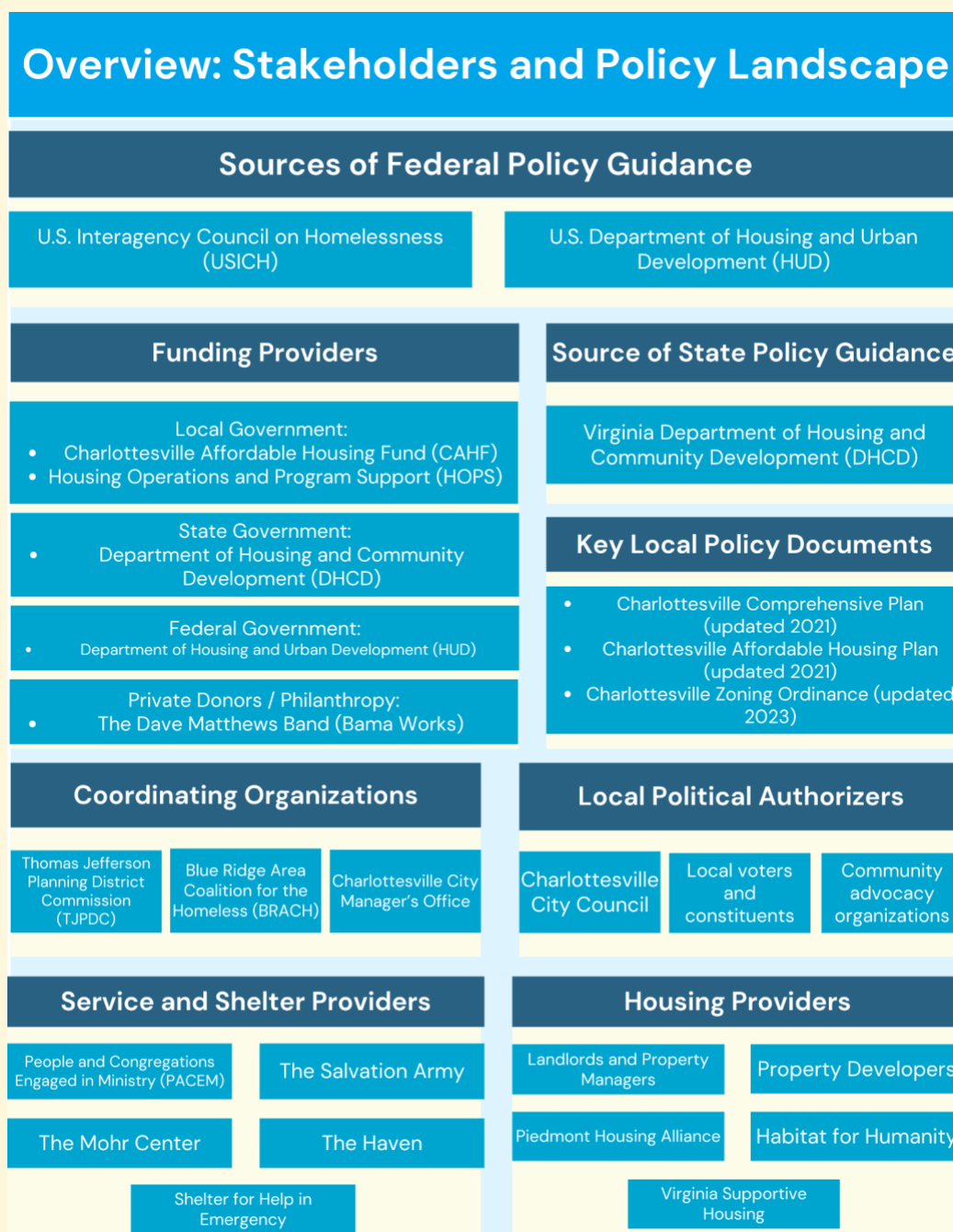
Understanding the exact circumstances of regional homelessness at a particular point in time is further complicated by the phenomenon of 'cycling,' which refers to the tendency of some individuals to repeatedly exit and reenter homelessness, sometimes numerous times (McConnaughy, 2024). National data suggests that within a six month period, roughly 20% of individuals and families who exit homelessness through temporary housing ultimately become unhoused once more (McConnaughy, 2024). Establishing local estimates for cycling into and out of homelessness is difficult, as this phenomenon is heavily influenced by factors including the variety of available services, local housing market conditions, and the specific circumstances of impacted individuals (McConnaughy, 2024).

D. Stakeholder Perspectives

Local stakeholders have unique knowledge regarding the causes and consequences of homelessness in the Charlottesville region. Various resources and services for people experiencing homelessness in Charlottesville are provided by nonprofits like the Haven and PACEM, which provide day and overnight shelter, respectively. In working to understand the problem of rising regional homelessness, I interviewed Shayla Washington (executive director of BRACH) and Liz Yohn (operations coordinator for PACEM). Services for people experiencing homelessness in Charlottesville are administered by a huge array of organizations, which makes inter-organization coordination a vital task. As BRACH's executive director, Shayla works to ensure that relations between service providers remain functional. In the past, disputes between service providers have resulted in degraded service delivery for unhoused clients. Shayla

mentioned that while organizations are currently working together well, the possibility of conflict is ever-present. Liz stated that the sheer amount of homeless services organizations in Charlottesville creates tensions, as organizations often compete for funding to provide roughly the same services. Liz perceives a risk of organizational redundancy, which can set similar organizations against one another. When organizations become overly concerned with maintaining their own status and competing for funds, they can lose sight of the needs of clients.

Figure 2: Stakeholders and Policy Landscape Chart



E. Punitive Policies

A survey of 100 mayors in America's largest cities revealed the influence of police departments in directing regional approaches to homelessness, with 78% of mayors indicating that local police play a role in shaping homelessness policy (Dewald et al., 2023). Research also indicates that punitive approaches to homelessness are more expensive to taxpayers than providing housing and services, with specific evidence from New York City and Los Angeles County (Sebastian & Love, 2024). As this existing research focuses primarily on large cities, it is important to note that circumstances may differ in Charlottesville and other smaller localities. Despite the apparent inefficacy and harms of criminalizing homelessness, policy makers may embrace this approach due to pressure from citizens to curb visible homelessness (Dewald et al., 2023).

F. Eviction Dashboard

UVA's Equity Center already maintains the Virginia Evictors Catalogue, which maintains records of eviction filings over time, as well as specific information on the number of cases filed by different landlords (UVA Equity Center, n.d.). The City of Charlottesville could partner with the Equity Center to create a tailored, simplified version of an eviction tracker, to be published on the city's website, which would provide an accessible tool for constituents, local officials, and policymakers.